MANPOWER PLANNING PAPER # 8

ANALYSIS OF EMPLOYEE INITIATED SEPARATIONS

JANUARY, 1967-JUNE, 1969

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May, 1970

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I. Introduction

The intent of this study was to examine AID's separation experience to

a. Make a qualitative evaluation in terms of age and experience of employees who voluntarily leave the agency.

b. Determine if there are occupational categories where AID should be laying plans to meet shortages due to age and to excessive separations among junior and middle level employees.

c. Ascertain if there are discernible patterns in the data which might be used to encourage or discourage separations, create career ladders, and plan training programs.

d. Identify those positions of the work-force where the agency might develop programs to lessen the recruiting/separating work-load.

This study, with one slight exception, is based on non-agency initiated separations over two and one half years: calendar years 1967 and 1968, and the first half of calendar year 1969. (A comparison study examining accessions over the same period is in process.)

Non-agency initiated separations are defined to include resignations, transfers to other Federal agencies, retirements and deaths. RIF separations (approximately 70) were included in 1968's data due to the difficulty of culling them out. Although computer runs constituted the raw data used in this study, a great deal of manual processing was required to arrange the data in useable form. Computer programs were unavailable; the programming "moratorium" and the revision of the personnel data system under RAMPS precluded writing new programs. The specifications for RAMPS, parenthetically, include specifications for outputs which obviate the requirements for such lengthly manual computations.

Since the number of RIF separations is small, they will have, at most, only a slight impact on the results of this study. Practically, it remains an analysis of employees who voluntarily leave AID for reasons over which the Agency has no control.

When possible, separations have been analyzed against on board figures of December 31, 1966--the date before the count of separations discussed herein began. Suitable data on ages and lengths of service was not available as of the end of December, 1966 so these analyses were made against data that was available. For the Foreign Service Reserve the comparisons were made against end of November 1968 data; for GS and AD employees against end of June 1969 data. Admittedly, some precision is lost in comparing separations against losses affected by those separations. What information has been available in the past shows that the distribution of ages lengths of service of overseas and of U.S. based employees showed only minor fluctuations from year to year. The assumption was made that the broad groupings of occupations discussed in this paper would show a similar stability. Whatever precision has been lost as a result is outweighted by getting at least an approximation of what has happened and where the most serious problems lie.

II. General

Table 1 summarizes the data on which this study is based. During the two and one half years under consideration 2943 employees left the Agency. Of these, 49% were Civil Service employees; 40% Foreign Service Reserve; and 11% were Foreign Service Staff.

Turned another way, the figures show that voluntary separations move at a rate to turn over the entire Civil Service force in approximately five years; the Foreign Service Reserve force in approximately eight years; and the Foreign Service Staff force in approximately six years. Total separations move at a rate to turn over the AID work-force in approximately six and one half years.

Comparing 1968's separations against those of 1967 and 1969, the enforced personnel reductions cost the Agency slightly over 500 additional separations: 300 among Civil Service employees, and 200 Foreign Service Reserve employees.

Tables 2, 3, and 4 show separation experience for the two and one half years by wage schedule, occupation, and grade grouping. Percentages of employees lost, as has been indicated in earlier studies, are highest among the lower grades.

Among GS/AD employees, for example, the six lowest grades leave at a rate approximately two and one half times higher than employees in grades GS-15 and above. Foreign Service Staff employees in the four lowest classes leave at a rate two and one half times higher than employees in the top six classes.

The difference is not quite so pronounced among Foreign Service Reserve employees. The three lowest classes leave at a rate roughly one and one half times that of the three highest classes.

That the Foreign Service Reserve is a professional staff and that AID has the option of terminating limited appointments at will doubtless contributes to reducing voluntary separations. However, conclusive data on the last point is not available.

The data in tables 2, 3, and 4 makes a number of suggestions which are presented below. Recommendations have been prepared in terms of current on board counts and are discussed in detail in the recommendations section of this paper. The discussion in the following sub-paragraphs are entirely in terms of what the data on which this study was based show.

A. Foreign Service Reserve

The number of employees in classes FSR 1-3, and the number of employees in classes FSR 4-5 are almost equal. Separations, too, are almost the same. In approximately two and one half years the journey man force (FSR 4-5) will lose approximately one half its incumbents: one quarter leaving AID, the other quarter moving up into FSR 1-3. The requirement for employees at the FSR 4-5 levels is roughly 800 every two and one half years.

The "back-up" for this requirement consists of under 800 employees at the FSR 6-8 levels of which roughly three hundred are lost through voluntary separations during the same period of time, leaving approximately 450 to meet the anticipated 800 vacancies at the FSR 4-5 levels. Conceivably an increase in the FSR 6-8 force, coupled with a serious effort to reduce separations would lessen the recruitment effort required to fill positions at the FSR 4-5 levels and decrease the time required to fill these journeymen positions. Security clearances required by AID take several months. Depending more on junior officers, already cleared and with some experience in AID, to fill journeymen positions would reduce the length of time they are vacant and reduce the confusion that stems from the excessive on-again-off-again number of vacancies that are manipulated while positions remain to be filled.

B. Civil Serivce

Half of the separations among Civil Service employees occur among employees at the GS-6 level or below, another twenty-five percent occur at the GS 7 through 11 level. Three quarters of AID's Civil Service effort is expended in filling positions below the professional journeyman level. Most of these are clerical, secretarial or stenographic, or general administrative types of positions. Of approximately 1,000 separations at the GS 11 or below level, roughly 100 require specialized training beyond general administrative, secretarial, or clerical skills. These include economics, data processing, management analysis, accounting and budgeting, business and industry, and mathematics and statistics.

From a workload viewpoint AID may benefit either by examining in detail the causes of its turnover and seeking to reduce it, or streamlining its recruiting and processing to reduce the effort expended in filling a great many similar low-level positions.

C. Foreign Service Staff

Approximately 83% of Foreign Service Staff employees are in grades FSS 7-10. The remaining 17% are in upper level positions. This part of AID's work-force is marked by two characteristics: a high turnover rate in the lowest four grades and the lowest turnover rate of any of the groups examined in the upper grades. Annual salaries for the majority range between $5,522 and $9,934 (equivalent to the starting salary of GS 4 and approximately the middle of GS 8). The force is principally young and female with slight hope of steady career advancement. It is probably unlikely that much can be done to reduce turnover among these employees through a study of their reasons for leaving might prove profitable. More conceivably could be done to reduce the recruiting work-load. Possibly a more aggressive program of persuading young women in AID to take an overseas tour could help. "Glamourizing" recruitment for secretaries by including the possibility for overseas service as an attraction, or posting overseas vacancies before they occur might serve to lessen the recruiting work-load for Foreign Service Staff positions.

III. Foreign Service Reserve Employees

A. Separations by Age

Table 5 compares the average age at time of separation of Foreign Service Reserve employees who quit AID during the 2 1/2 years under consideration and the average ages of Foreign Service Reserve employees on board at the end of November 1968.

Considering the Foreign Service Reserve force in total the ages of separatees and the average age of the work-force in total the ages of separatees and the average age of the workforce on board in November 1968 show a very close correspondence. The sole exception are in classes FSR 1-3 where separatees on the average are three years older than their counterparts who remain with AID reflecting the impact of retirements on this part of the force.

Tables 6 through 8 show the distributions of ages of employees who quit AID by groupings of FSR classes (i.e., 1-3, 4-5, and 6-8). Additional data shows the age distributions of employees on board at the end of November 1968, and separation rates by age computed on this base month.

All three groups show basically the same pattern. Separation rates among the youngest groups are high. They decrease as employees grow older, achieving a stable level during their middle years, then rise again with increasing age and eligibility for retirement. The pattern is most apparent among FSR classes 1-3. Until approximately age 40 separations (over two and one half years) run at approximately 30 percent. They drop, ranging around roughly 15 percent, until age 55 when they rise rapidly to 50 percent and higher.

The pattern among FSR 4-5 employees is less evident but still exists. Beginning with a separation rate of approximately 30 percent of employees below 30 years of age, the rate declines gradually until it reaches approximately 22 percent for employees in the 45-50 age group, then begins to rise again. Unlike the situation among FSR 1-3 employees there are no sharp breaks in the sequence. Apparently the psychology of FSR 4-5 employees is oriented toward making their careers in AID.

Among FSR 6-8 employees, quits are high through age 40 as in the case of FSR 1-3. However, the lower limit is younger. For all practical purposes no FSR 1-3 employees below age 35 quit the Agency; the greatest concentration of quits among FSR 6-8 is in the 25-30 year age group.

Quits among FSR 6-8 run at approximately 45% through age 40; drop off abruptly for employees in the 40-50 age group and begin to rise thereafter.

B. Length of Government Service

Table 5 also shows a comparison of the years of Federal service of FSR separatees and employees on board at the end of November 1968. One pattern only emerges: separatees have, on the average, 2 more years of Federal service than employees who remain with AID.

C. Length of AID Service

The following table shows the length of AID service at the time of separation, and the number of employeees in the various FSR classes who quit the Agency between January 1967 and June 1969.

	No. of Quits	Years of AID Service
FSR 1-3	408	8.42
FSR 4-5	471	4.40
FSR 6-8	307	2.61
Total	1,186	5.32

The data shows a close correlation between the number of years these employees spent with AID and their class level. Employees in the lowest classes spend one third as much time with AID before deciding to leave as do employees in the three highest classes.

D. Separations by Occupations

A number of correlation coefficients were computed based on occupations to determine if there were any factors which might have a bearing on quits among Foreign Service Reserve Employees.

This pattern of the analysis resulted in two conclusions:
1. Age wise the AID FSR workforce appears to be standing still. In terms of averages, employees who leave AID are

of the same age and have the same years of service as the rest of the force. Separations are high at both ends of the age and length of service scales without affecting the averages.

2. No relationships in terms of occupations exist between separation rates and the average ages of employees on board, average ages of employees who separate, or the average length of time separated employees have spent with AID before leaving. Hypotheses postulating that:

a. Younger employees are leaving because they are in occupations populated by older employees who block their advancement,

b. Occupations with older employees are more stable than those with younger employees, or

c. That high separation rates for individual occupations reflect an earlier dissatisfaction with AID--that the quit rate goes up because employees leave sooner--are not borne out by the data.

Whatever problems AID may have with separations among Foreign Service Reserve employees, their cause cannot be pin-pointed to any specific characteristic of the population among those which have been examined. The factors to be considered are Agency wide, not limited to specific occupations. Administrative decisions may be made that the population is too old, or workload considerations may determine that too many younger employees are leaving. Whatever decisions are made must be made in these terms. AID is neither gaining nor losing ground at the moment in the composition of its FSR force.

Table 9, showing ages, length of service, and quit rates by occupations, has been included in this paper for information. The data it contains was the basis for the correlations discussed above.

IV. General Schedule and AD Employees

A. Separations by Age

Table 10 compares the average ages of GS/AD employees who quit AID during the 2 1/2 years under consideration and the average ages of GS/AD employees on board at the end of June 1969.

Unlike in the case of Foreign Service Reserve employees, the average ages of GS/AD employees who voluntarily leave AID are consistently below the average ages of employees who remain on board. Considering the total GS/AD force, the average person who quit the Agency was approximately 8 years younger than the one who stayed. Separatees at the GS/AD 1-6 and 12-14 levels average five years younger, were almost 8 years younger at the GS/AD 7-11 levels, and 2 years younger at the GS/AD 15 and above levels.

Tables 11-14 show the distributions of ages of employees who quit AID by groupings of GS/AD grade (i.e., 1-6, 7-11, 12-14, and 15-18). Additional data shows the distributions of employees on board at the end of June 1969 and separation rates by age computed on this base month.

Quits among GS/AD employees follow the same age patterns as do quits among Foreign Service Reserve employees except that among GS/AD employees the fluctuations are generally much more extreme.

Quits in grades 1-6 are extremely high through age 30. Quits in these youngest age groups during the 2 1/2 years exceeded the June 1969 on board count by 30 percent. After age 30, quits begin tapering off until the quit rate levels off at approximately age 50 and remains at that level. There is no increase in these quits as retirement approaches.

Among GS/AD 7-11 employees, quits are high through age 30 when they begin dropping off. The decline continues steadily until approximately age 55, when the quit rate begins to rise. Separations at the older end of the scale, though increasing, are far out distanced by the separations of younger employees.

Similiar patterns hold for employees in grades 12-14 and 15-18. Although there are less very young employees, age 35 marks a critical point when the separation rate begins declining and age 55 when it begins to rise.

In both groups separations of younger employees both in absolute numbers and in rates far out weigh those of older employees.

B. Length of Government Service

Table 10 also compares the length of Federal service of GS/AD employees who quit AID with those who remained.

Here, too, as when comparing ages, GS/AD employees differ from Foreign Service Reserve employees. The average GS/AD employee who left AID had 7 years less government service than the average of employees on board.

C. Length of AID Service

The following table shows the length of AID service at the time of separation and the numbers of employees in the various GS/AD grades who quit AID between January 1967 and June 1969.

		No. of Quits	Years of AID Service
GS/AD	1-6	721	2.64
	7-11	363	4.89
	12-14	249	5.58
	15-18	101	5.68
	Total	1,434	3.95

The average length of AID service among GS/AD employees who quit AID is shorter than among FSR employees: 4 years for GS/AD employees; 5 and a fraction years for FSR employees. The same pattern, however, holds: employees in the lowest grades spend less time in AID than those in the higher grades.

D. Separations by Occupations

Correlations, similar to those computed for the Foreign service Reserve force, were computed for the GS/AD force.

Although there are similarities between the FSR and GS/AD forces, there are also differences. Among GS/AD employees, as among FSR employees, there appear to be no significant differences within occupations, between the ages and lengths of Federal service of employees who separate and those who remain with AID. In terms of age and length of service, those employees who leave AID are, essentially, like those who remain with AID.

While no relationships were found between the quit rates of FSR employees and the average ages of separatees, and their average length of AID service, these relations do hold for the GS/AD force. Occupations with younger employees have higher separations rates than those with older employees, and a high quit rate is associated with shorter periods of AID employment before leaving the Agency. The data suggests that the problem lies with the clerical occupations which include the youngest employees and which have the highest separation rates.

To verify if such was the case, clerical occupations were excluded and correlations computed for professional occupations. Results were basically the same as when clerical occupations were included:

1. Separations are related to the age of the population in an occupation. The younger the population, the higher the separation rate.

2. In addition, separated employees are younger than the average age in an occupation. The situation is compounded: younger occupations lose employees at a higher rate; the employees they lose are younger than the average.

3. There is a relationship, too, between the age of separatees and the length of time they spend with AID. The younger employees leave after a shorter stay in AID than do the older.

Table 15, showing ages, length of service, and quit rates by occupations, has been included in this paper for information. The data it contains was the basis for the correlations discussed above.

V. Foreign Service Staff Employees

Of the three principal classes of employees in AID, the Foreign Service Staff makes up the smallest segment constituting roughly 9 percent (compared with FSR employees which make up 54%, and GS/AD employees which make up 33%). Because this group poses unique problems which it is believed require in depth analysis, a detailed study was deferred until more man-power becomes available to PPE/MP.

A. Separations by Age

Table 16 compares the average age at time of separation of Foreign Service Staff Employees who quit AID during the 2 1/2 years under consideration and the average age of Foreign Service Staff employees on board at the end of November 1968. Difference are slight between the ages of separatees and those employees on board at the end of November 1968.

The average age of separatees in grades FSS 1-6 is higher by roughly two and one half years than of the employees on board. However, the number of separatees in these grades is so small (22 in 2 1/2 years) that no significance can be attached to it.

Separatees in grades FSS 7-10 average 3 years younger than employees on board. These place the group midway between Foreign Service Reserve employees (where no significant differences exist between ages of separatees and employees on board) an AD/GS employees (where separatees average eight years younger than employees on board).

Tables 17 and 18 show the numbers of FSS employees who separated by age and compares this data against the on board as of November 1968.

Among FSS 1-6 employees no discernible pattern appears except that the separation rate rise for older employees. Among FSS 7-10 the pattern is smaller to that for AD/GS employees: high separation rates among younger employees, declining toward middle age and rising again for the oldest employees.

B. Length of Government Service

Table 16 also compares the length of government service of separatees and employees on board.

A pattern similar to the age pattern manifests itself when the length of government service is examined Grade FSS 1-6 separatees (like FSR Separatees) show approximately 2 years more government service than those on board. FSS 7-10 separatees show roughly 2 years less government service.

C. Length of AID Service

The following table shows the length of AID service at the time of separation and the number of Foreign Service Staff employees who quit AID between January 1967 and June 1969.

	No. of Quits	Years of AID Service
FSS 1-6	22	7.70
7-10	297	3.22
Total	319	3.51

The average length of service with AID among Foreign Service Staff employees who quit the agency is slightly less than among GS/AD employees and 2 years less than among Foreign Service Reserve employees. The length of AID service for FSS employees who quit is approximately one year longer than for the lowest grades under the other two wage schedules. FSS employees left after 3.51 years; FSR employees in classes 6-8 left after 2.61 years, GS/AD 1-6 employees after 2.64 years.

D. Separations by Occupations

For practical purposes the Foreign Service Staff work force is concentrated in one occupation: Secretary/Stenographer. Seventy-one percent fall in this classification, another 17% are almost equally divided between Administrative Officers, and Office Management and Services; the remaining 16% are scattered among approximately ten different classifications.

The 71% consisting of Secretary/Stenographers accounts for 84% of the voluntary separations. Losses from this group are among the highest in AID. A relationship exists between grade levels and separations: those occupations which have larger proportions of employees above FSS-7 have lower separation rates. Two factors appear to be operating: older employees in higher grades are less likely to have than younger employees in lower grades.

Tables 17 and 18 show the quits by age and by grade ranges (FSS 1-6, and 7-10) for the Foreign Service Staff force. Separations are low for employees in grades FSS 1-6. This separation rate is lower than for any other group in the Agency. Generally speaking there is little variation in separation rates until the higher ages are reached when separations rise.

The separation rates for FSS 7-10 employees are high, approximating those of GS/AD 7-11 employees, and exceeded only by GS/AD 1-6 employees. The pattern is as for most other groups: highest for young employees, diminishing with middle age and rising again for the oldest employees.

Table 19, similar to those prepared for FSR and GS/AD employees, summarizes FSS date by occupations.

VI. Retirements

Tables 20 and 21 present data on retirements from AID and show the impact that retirements make on AID's non-Agency initiated separations. Although some distortion is introduced because the data for 1969 covers only the first six months of the year--the traditionally heavy retirement months--it does not affect the following discussion.

a. The approximately 130 retirements per year account for approximately 11.0 percent of AID's employee-initiated separations or 8.0 percent of total separations.

b. Retirements among Foreign Service Staff employees are negligible: nine retired in two and one half years.

c. Retirements rates for Foreign Service Reserve and for GS/AD employees are approximately equal (1.7% per year). However, because FSR employees quit at a lower rate than GS/AD employees, retirements make up a larger proportion of quits among FSR than GS/AD employees. One out of twelve GS/AD employees who voluntarily leave take the retirement route compared with one out of six FSR employees.

VII. Age Distribution of FSR Employees

Tables 22 and 23 were prepared to examine the age distribution of Foreign Service Reserve employees with a view toward determining if there were any imbalances in the work force which would require attention.

Table 22 shows the distribution of the Foreign Service Reserve force by occupational categories and by age. Three age groups were established: (a) up to and including age 34; (b) 35 through 49 inclusive; and (c) age 50 and over. These were settled upon since each group spans approximately 15 years. Lacking better criteria for determining what would be an optimum distribution of ages in the work force the data was analyzed in the following terms:

a. An ideal distribution for an occupation would have one third of the force in each of the three age groups.

b. Less than one third in the oldest group would be considered advantageous to AID.

c. Less than one third in the youngest group would be considered disadvantageous to AID.

In terms of these criteria, the total FSR force is not too badly balanced. The oldest group is very slightly over one third of the total force--56 less employees out of 1505 would put this group exactly on the 33.3% mark. The youngest group constitutes 20.2% of the total. AID would probably

do well to re-examine its policies regarding hiring younger employees, in view of the high turnover among this group. This situation is discussed in greater length among the recommendations.

Examining the individual occupation groups in terms of the foregoing criteria shows.

a. Thirteen of 21 occupation groups exceed the 33.3% criterion in the oldest age group. However, because the population in an occupation was small or the excess over 33.3% was slight, there are only five occupational groups where the excess is deemed worthy of, or susceptible to, a policy type of solution. These are listed in the following table.

Occupation	Total Employees in Occupation	No. of Employees 50+ years old	Percent
Agriculture	352	182	51.7%
Mechanical	60	30	50.0
Education	204	99	48.5
Engineering	265	128	48.3
Supply	173	83	48.0

There are very few employees in these occupation below 35 years of age. Of the 1054 employees in these 5 occupations; only 69 (6.5%) are less than 35 years old, 463 (43.9%) are between 35 and 49; and 522 (49.5%) are 50 or older.

b. In sixteen of the 21 occupation groups less than 33.3% of the employees were younger than 35 years. After excluding the five occupations, discussed in the preceding sub-paragraph, which were heavy in older employees; and those whose populations were small or were only slightly away from the 33.3% criterion; 6 occupations remain in which the shortage of younger employees is considered worthy of or susceptible to a policy type of solution. These are listed in the following table.

Occupation	Total Employees in Occupation	No. of Employees Less than 35 years old	Percen
General Services Off.	53	3	5.7%
Public Safety	422	38	9.0
Pub. Adm. & Mgt. Analyst	92	9	9.8
Executive & Gen. Service Officer	209	23	11.0
Accounting and Budgeting	311	45	14.5
Business and Industry	183	43	23.5

Although there are a few among these occupations which have more than 33.3% of their employees in the 50-year and older group, these excesses are too slight to be considered serious. The usual pattern among these occupations is one in which the oldest group makes up approximately one third of the work force. The remaining two thirds are distributed between the youngest (up to and including 34 years of age) and the middle group (35 through 39 years of age) with the bulk of employees in the middle group.

Of the 1270 employees in these occupations 454 (35.7%) are 50 or more years old; 655 (51.6%) are between 35 and 49; and 161 (12.7%) are 34 years old or younger.

c. Of the 11 occupational groups discussed in the foregoing two sub-paragraphs, eight require specialized backgrounds (viz., Accounting, Engineering, Education) and would probably require special programs to encourage younger people to join the Agency. The remaining three-General Services Officers, Public Administration and Management Analyst, and Executive and General Services Officers--could be combined in one program requiring general administrative education or experience.

A review of the ages of Foreign Service Reserve employees by class (Table 23) shows the expected increase in the proportion of older employees in the higher classes. Of the 294 employees in Class FSR-1, 62.7% are 50 years old or older; only one employee in this class is below 35 years. Of the 80 employees in class FSR-8, 82.5% are below 35; only three are 50 years or older.

The distribution of ages by class shows no significant differences between overseas and AID/W.

A comparison of the distribution of ages of Foreign Service Reserve by type of appointment (limited or unlimited) shows substantial differences between them. The following table summarizes this data.

	34 years or younger	35-49 years	50 years and older	Total
FSR (Unlimited)				
Number of Employees	67	708	833	1608
Percent	4.2%	44.0%	51.8%	100.00
FSR (Limited)				
Number of Employees	838	1313	696	2847
Percent	29.4%	46.1%	24.5%	100.00
Total				
Number of Employees	905	2021	1529	4455
Percent	20.3%	45.4%	34.3%	100.00

The unlimited portion of the FSR force is, for all practical purposes, 35 years old or older. Youth among Foreign Service Reserve employees is concentrated among Limited employees: 92% of AID's FSR employees below age 35 have limited appointments. Data has not been collected on separations by type of employment. It is conceivable, however, since separations are heaviest among the youngest group that a change is conversion policy may keep AID from losing as many from this group as it does.

VIII. Age Distribution of GS/AD employees

Table 24 shows the distribution by ages of the GS/AD workforce. Unlike the Foreign Service, which in its two pay schedules, Foreign Service Reserve and Foreign Service Staff, separatees professional from clerical functions, the two talents are inter-mixed in the GS/AD workforce. Consequently, although the data herein has been accumulated and presented in the same format as for the Foreign Service, the following analysis takes a somewhat different tack.

The bulk of the GS/AD work-force is concerned with administrative and clerical functions. Approximately 60% of the GS/AD force is classified in the Civil Service Commission's 0300 occupational series. Although this series has been a catch-all for a vast miscellany of positions, both properly and improperly classified, the GS/AD percentage of employees assigned to it (62%) is one and one third times higher than the comparable foreign service's (including both FSS and FSR employees) 45%. Among Foreign Service Reserve employees 35% are classified in the 0300, general administration and clerical, series.

The Foreign Service Reserve force is, on the average, three years older than the GS/AD force (45 vs 42 years in June 1969). This difference appears to be due not so much to differences in ages in the various grades (ages of FSR 6-8 employees, for example, are almost precisely the same as for GS/AD 1-6 employees) so much as to the fact that there are proportionately more higher graded--and consequently older--employees in the FSR force than in the GS/AD force.

To overcome the difficulties of analyzing age distributions by occupational groups which include both professional and clerical personnel Table 24 has been divided into three parts identifying occupations as professional, quasi-professional, and clerical. Although some lack of precision is unavoidable, professional occupations have been identified as those which deal with established bodies of knowledge and in which a college degree is required, e.g., engineering. Quasi-professional occupations have been identified as those which do not deal with established bodies of knowledge, where a college degree is desirable in the upper grades, but in which degrees are not normally given, and in which a progression from clerical ranks to "professional" status is not unusual; e.g., personnel. These two groupings approximate the GS/AD equivalent of Foreign Service Reserve occupations.

The following comments summarize the situation with regard to age distributions by occupations. The same criteria were used in this analysis as in the analysis of the Foreign Service Reserve force.

A. Professional Occupations

1. In total these occupations are skewed toward the older group. Almost exactly one third of the total professional force is in the middle age group. The oldest group is almost exactly twice as large as the youngest. The distribution of ages among lawyers and economists is good. Very little can probably be done by policy decision to increase the number of social scientists: the population is small and includes too many different occupational titles.

2. A problem exists among engineers. Of 32 on board, 27 (84.4%) are fifty or older. The remaining 5 are in the 35-49 group. None are younger than 35.

3. Almost exactly one third of the accountants and budget officer's in AID's GS/AD force fall in the 35-49 age group. The oldest group, however, is twice as large as the youngest (96 vs 49). To balance the force in terms of ages, AID would have to reduce the oldest group by 24 and increase the youngest by the same number.

B. Quasi - Professional Occupations

The bulk (52.9%) of AID's GS/AD population is in these 10 occupational groups. Nearly half is classified in the 0301 series, general administration and clerical. In total these occupations are not too badly out of balance in terms of ages. The two oldest groups are of approximately equal size and comprise 77.1% of the population. To balance out the three age groups, the youngest would need to be increased by 136 (from 300 to 436) and two oldest reduced by approximately 70 each.

1. There appears to be no serious problem with any individual occupational group. Three (Information, Supply, and Transportation) have more than 50.0% of their employees in the oldest group. All three are small; the largest, Supply, has 47 employees.

2. The Business and Industry group, the third largest with 151 employees, has 46.3% of its personnel in the oldest group, and 16.6% in its youngest.

3. The largest single occupational group--General Administrative and Clerical (0301 series)--has 76.7% of its employees equally divided between the middle and oldest groups. To balance out with 33.3% of its employees in each age group it would have to increase its youngest group by 66 and decrease the other two by 33 each.

C. Clerical Occupations

Of the four purely clerical occupations included here, three are traditionally female (Clerk Steno, Secretary, and Clerk Typist). All three are loaded towarded the younger end. The fourth, Mail/Messenger, is more evenly divided among the three groups. Still 80% of its employees are in the youngest and middle age groups.

Little can be said about the three "female" occupations. The age distribution of secretaries though heaviest in the youngest group (40.7%) is not sufficiently out of balance to cause concern. In the other two occupations (Clerk Steno and Clerk Typist), 78.6% of the employees are in the youngest group.

IX. Age Distribution of Foreign Service Staff Employees

Table 25 shows the distribution of FSS employees by age and occupation groupings. On the average this is the youngest group in AID, with the smallest investment in federal service. (Those that leave AID do so about as promptly as AD/FS employees: after about 3.5 years.)

Comparing the FSS secretary/stenographer force against those in the AD/GS force shows that AD/GS secretary/stenographers are, on an average ten years older and have approximately ten years more government service than their FSS counterparts.

X. Conclusions and Recommendations

Available data from the Civil Service Commission gives little on which to evaluate AID's separation experience. The data is gross and susceptible to detailed comparisons.

Practically, it shows two things:

a. AID's total separation experience is precisely the same as that of the total federal government. Approximately one quarter of the force separatees each year.

b. AID's quit rates are higher than the total federal government's by 2.5%. AID's quits averaged 15.5% during the past 3 fiscal years; the federal government 13.1%. A 2.5 % difference in a work force of 9,000 translates into 225 more quits per year in AID than if its quit rate was the same as the federal government.

Whether AID compares favorably or unfavorably with any external criteria is academic. The knowledge may serve some purpose in identifying common problems but does not add to the solutions of problems. It does no good, for example, to realize that turnover among secretaries is high every where. The critical matter is to work out a solution which will either solve the problem, or let the Agency accommodate to it with a minimum expenditure of wasted effort and disruption to its operations.

The conclusions reached as a result of the study and the recommendations made are based on such a premise.

Conclusion 1.

Although the study was made in terms of the three main classifications of AID's employees (FSR, GS/AD, and FSS) the problems that have been identified do not neatly fall into these categories. A better categorization would be in terms of professionals vs. non-professional employees. Among professional employees (GS/AD and FSR) separations occasioned by quits are lower than among non-professional employees. The age distributions of professional employees are shewed toward the older age groups with almost identical percentages in the youngest groups. Among clerical employees (GS/AD and FSS) separations occasioned by quits are extremely high and younger employees predominate.

Approaching the problems in terms of the three wage schedules, however, is not improper. Different regulations and circumstances apply. Even within the professional force difference between FSR employees and GS/AD employees are apparent. GS/AD employees are older and their quit rate higher.

Conclusion 2.

Over one third of AID's quits (1,018 out of 2,943 over the 2 1/2 year period) are at the clerical level: 721 in grades GS/AD 1-6; 297 in grades FSS 7-10. Three quarters of these are in three occupations: Secretary, Clerk Steno, and Clerk Typist.

From a work-load standpoint these must constitute a serious drain on the resources of the Office of Personnel and Manpower since most of these separatees will be replaced. In terms of cases, one third of A/PM's efforts are directed to separating and recruiting clerical employees in a very few occupations. It would appear worth the effort to reduce this workload.

During the two and one half years covered by this study, AID lost 267 FSS Secretary/Stenographers, 174 AD/GS Secretary/Stenographers, and 234 AD/GS Clerk/Stenographers. It may not be likely that AD/GS Secretary/Stenographers will find overseas duty attractive--they average 10 years older, and have 10 years more service than FSS Secretary/Stenographers. The AD/GS Clerk/Stenographer force, however, may have some potential as a recruiting source. These employee are in the average 10 years younger than their FSS counterparts and have half as much federal service.

Recommendations

1. Examine in depth the nature of action under which these employees separate (e.g., resignations, transfers to other agencies and the reasons for leaving, e.g., stay home to take care of family, promotion in another agency . This analysis should also examine which posts or organizational elements show excessive turnover. Such intelligence would give AID an indication of how much of this turnover is amenable to correction.

2. Publish vacancy notices in AID/W for overseas secretarial positions in AID/W. Lacking more data on the make-up of the AID/W secretarial force, there is no way of even estimating what results may come from this process.

The only justification at the present time is "nothing ventured, nothing gained." Not advertising, AID may be foregoing an inexpensive method of finding employees who would be willing to take overseas positions. Conceivably AID may be able--especially at the present time when there is much concern with creating job opportunities and career ladders, and training employees to realize their potential--to establish secretarial training programs a condition of which would be to take an overseas tour.

3. Establish a formal process which would reach FSS employees before they leave the Agency to determine their interest in moving to a GS position in Washington. It appears that lacking formal processes to approach employees while they are still available in the Agency. AID may be letting employees slip through its fingers which might be retained.

4. Re-examine the recruitment and separations procedures applicable to this group of employees. They constitute a sufficiently large case load that the procedures should be routinized as far as possible leaving placement talent in A/PM available to devote more time and energy for filling more responsible, higher-graded positions. The sizes of the populations in these few occupations are sufficiently large that good estimates of requirements can be prepared. Such estimates could probably be time-phased so the recruitment process could be a continuous one with quarterly quotas, for example, to be filled.

Conclusion 3.

The Foreign Service Reserve force will require more "back up" for its journeyman positions at the FSR 4-5 levels.

As of the end of February 1970, AID's Foreign Service Reserve force was distributed as follows:

Classes	1-3	1,737	43.4%
	4-5	1,622	40.5
	6-8	645	16.1
	Total	4,004	100.0%

The total of 4,404 on board is close enough to an estimated FSR force of 3,994 through FY 1971 so that no adjustments need to be made in the following discussion.

Recommendations

1. That AID increase its hires at the FSR 6-8 levels to 300 per year (25 per month on the average), an increase of approximately 35% over its hires during the last 2 years. (220 per annum).

   At the end of February AID's FSR 6-8 force stood at roughly 650. Of this number 175 will separate during the year. An additional 125 will be promoted from FSR 6 to FSR 5, reducing the FSR 6-8 force by a total of 300, and leaving 350 on board.

   Assuming that separations and promotions will continue at approximately the same rate in the future AID needs roughly 300 FSR 6-8 employees per year to meet its requirements. It, in effect, has one year's supply left unless it begins to replenish its reserves.

Conclusion 4.

At the present time, AID in setting promotion "quotas" appears to be operating on an ad hoc basis guided by a desire not to deviate too far from a traditional distribution of grades and to avoid what might appear as making an excessive number of promotions.

AID may not be serving itself nor its employees justly by following such a course.

During the next year approxmately 1,300 "openings" in the FSR ranks will occur--700 will result from separations, an addtional 600 will result from promotions. The 700 will have to be replaced by new hires of which 300 will be at the FSR 6-8 levels. The remaining 400 openings will be filled by new hires at the FSR 1-5 levels of which most (roughly 350) will be at the FSR 4 and 5 levels.

More by accident than design AID has evolved the following pattern for filling its FSR vacancies:

a. FSR 1 and 2. Opening are so few that only token promotions can be made into these 2 classes.

b. FSR - 3. Almost all openings will be filled by promotion.

c. FSR 4-6. Half the openings will be filled by promotion; half by hiring from outside.

d. FSR 7-8. Outside hires, with only a few promotions from FSR 8 to 7, are depended upon to fill their vacancies.

Recommendation

1. That the distribution of FSR classes be re-examined and a formal process for preparing and approving a policy statement be issued as of the end of each calendar year (prior to the time that promotion panels meet) defining how AID plans to meet its FSR requirements during the coming year. The policy should be set within the framework of a longer range plan (3-5 years). Besides answering the specific question of how many promotions should be recommended, the plan would inject more order into the recruitment process, and

describe what other actions might be taken to keep the FSR force in proper balance from a number of veiwpoints, including maintaining sufficient career opportunities for its employees.

AID now has sufficient data to forecast with some accuracy what losses from the work force it may sustain. Requirements, in the form of a Manpower Planning Annex, are still elusive. However, plans can be made and carried out if the necessary assumptions are spelled out.

Conclusion 5.

A combination of circumstances including (a) low separation rates in the three highest FSR classes (b) a declining force which further restricts the number of available positions and (c) a substantial hiring from outside, are blocking promotions into the FSR Classes 1-3 and limiting the opportunities for AID's career employees.

AID ended calendar year 1969 with 1745 FSR 1-3 employees, constituting 43.2% of the Foreign Service Reserve force. The 40% restriction on employees in the highest three classes limits the number to 1,600 reducing the number of positions by 145 during C.Y. 1970. The following table compares December 1969 data with projections for December 1970.

	On Board	Percent of Total FSR Force	On Board	Percent of Total FSR Force	Decrease
FSR - 1	187	4.63%	180	4.50%	7
2	486	12.04	450	11.25	36
3	1,072	26.55	970	24.25	102
Total	1,745	43.22%	1,600	40.00%	145

A one percent difference on a base of 4,000 (the approximate size of the FSR force is equivalent to 40 positions.

During calendar years 1968 and 1969, 551 employees left AID from classes FSR 1-3. Of these 150, or 27%, were replaced by outside hires. The following table shows the situation for each grade.

	Accessions	Separations	Net Change	Accessions as % of Separations
FSR - 1	17	40	-23	42.5%
2	35	140	-105	25.0
3	98	371	-273	26.4
Total	150	551	-401	27.2%

Promotions into these classes remain taken. Six promotions out of an FSR-2 force of 486 (1.2%) will be made into FSR-1. Forty-four promotions out of an FSR-3 force of 1,072 (4.1%) will be made into FSR-2. One hundred promotions out of an FSR-4 force of 964 (9.6%) will be made into FSR-3. For comparison, 28.9% of the FSR-5, and 32.7% of the FSR-6 employees will be promoted.

Recommendations

1. The recommendation made under Conclusion 4 (to establish an annual policy regarding hiring and promotions whether a 3-5 year plan) is applicable also under this conclusion.

2. AID should seek to reduce the number of outside hires in the top three classes to conserve vacancies due to separations for promotions from within the Agency. Against 24 FSR 1-3 separations which occurred during the first two months of C.Y. 1970, AID has already hired 11 new employees.

3. AID should review how many employees at the FSR 1-3 levels are eligible or will become eligible for retirement and undertake a program of persuasion to leave AID. It may or may not bring results, but without trying his will certainly be accomplished.

4. AID should study in depth the reasons for higher turnover among employees in classes FSR 6-8. The separation rate is not extremely high compared with GS/AD employees, nor is it much higher than in the senior classes in the FSR force. A degree of "what-spinning" does go on in that AID hires and loses a fair proportion rather

promptly. If, as appears desirable, AID should aim to bring up more FSR officers "through the ranks," anything that could be learned about lessening separations would be advantageous.

Among the reasons that AID should depend more on lower level employees to fill its positions are.

1. Security clearances take inordinately long. Promotions would lessen the time required to fill a position to reduce the manipulation of vacancies which complicates the placement process.

2. AID would fill more positions with tested men instead of depending on unknown new hires.

5. AID should examine the length of time employees (especially those in occupations for which a known continuing demand will exist) remain in an unlimited status to determine if this is a factor which has a bearing on employees' leaving. If so AID might explore setting up a formal process or a rating scheme which would indicate to individual junior employees that their performance is satisfactory enough to put them into a "preferred" class: that they are being considered for conversion to the unlimited classification.

Conclusion 6.

A number of occupations have been identified in both the FSR and GS/AD forces where it appears that recruitment of younger employees is desirable. These have, in the main body, of this paper been described as occupations which are susceptible to hiring policies established to meeting AID's requirements. AID, obviously, cannot put age restrictions on its positions. AID can, however, establish situations where younger employees can be encouraged to join the Agency to the mutual benefit of both.

Recommendation

In occupations where an influx of younger employees is desirable AID should establish career ladders and formal training programs calculated to attract younger employees.

More publicity than currently should be given to AID's requirements to attract suitable applicants. Many Agencies use their company newspapers to publish such information. Front Lines if it were forwarded to retired employees, as is done with company organs in other agencies would be an inexpensive way to disseminate such information nation-wide.

Conclusion 7.

Clerical occupations aside, the GS/AD force still remains considerably more active in the area of separations than does the FSR force. Among the reasons for the situation is probably the fact that the Washington area is these employees' natural habitat: there are simply more opportunities for employees who are not constrained by inclinations toward a foreign service career. Doubtless, too, voluntary separations from the foreign service reserve force are held down by terminations of limited appointments. Some of those who are terminated would other wise have quit the agency.

Unfortunately, data is not currently available to determine what are the causes for leaving (e.g., transfers, resignations) nor what reasons employees have for leaving (e.g., better opportunity, promotion). Without this detailed intelligence, AID cannot properly plan programs to reduce or compensate for turnover.

Recommendation

That AID examine in depth the causes for leaving as has been suggested for the clerical force and lower graded foreign service employees. This is especially critical in the area of AD/GS employment where the turnover problem is complicated by the fact that younger occupations lose their employees at a higher than usual rate. Unless a better handle is gotten on the causes of turnover, AID may continue spinning its wheels in these occupations, hiring employees only to lose them promptly and begin the cycle over again.

Conclusion 8.

Several of the preceding conclusions here alluded to the need for more data on types of separations, reasons for leaving, etc. Some can be obtained by a more detailed analysis of what is in the official records. Separations by type can be counted, the destinations of transferees can be determined, and the official reasons for leaving, when available, can be determined.

Although such data would be useful and will be collected, it is believed insufficient to truly manage a personnel program. The official reasons for leaving particularly will give little to go by.

It is believed that, in addition to supplying some answers to the turnover problem, AID could profit in evaluating its total personnel program by a carefully designed exit interview process performed to the fullest extent possible by a skilled interviewer.

Recommendation

That AID establish an exit interview process for a year to gather the data it requires to study its attrition problems and to gather evaluating data on its other programs. It would be evaluated after a year and recommendations prepared regarding its continuation.

Table 1

Comparison of Separations by Wage Schedule and Year

	Separations	Percent of Total	On Board Beginning of Year	Annual Separation Rate
CY 1967				
Civil Service	451	50%	2963	15.2%
Foreign Service Reserve	337	37	4093	8.2
Foreign Service Staff	120	13	737	16.2
Total	908	100%	7793	11.6%
CY 1968				
Civil Service	793	51%	3175	25.0%
Foreign Service Reserve	633	40	4784	13.2
Foreign Service Staff	143	9	836	17.1
Total	1569	100%	8795	17.8%
CY 1969*				
Civil Service	194	42%	2576	15.1%
Foreign Service Reserve	216	46	4396	9.8
Foreign Service Staff	56	12	790	14.2%
Total	466	100%	7762	12.0%

*CY 1969 data reflects 6 months experience; separation rates have been adjusted to represent annual experience.

Table 2

Employee Initated Separations by
FSR Class

January, 1967 thru June, 1969

Occupational Code	Occupational Title	Foreign Service Reserve 01-03	04-05	06-08	Total
0020	Urban Planning	5	-	-	5
0083	Public Safety	15	88	29	132
0100-0199	Soc. Science (Excl. 0110)	22	23	15	60
0110	Economist	26	30	6	62
0200-0299	Pers. Admin.	6	4	7	17
0301	General Admin.	40	40	42	122
0332	Data Processing	-	1	-	1
0334	Computer Specialist	-	-	1	1
0340	Prog. Management	55	38	48	141
0341	Admin. Officers	10	18	16	44
0342	Office Service Management	1	1	3	5
0343	Management Analysis	16	12	1	29
0345	Prog. Analysis	5	5	6	16
0400-0499	Agriculture	25	39	4	68
0500-0599	Acct. & Budget	16	28	7	51
0600-0699	Health	18	21	82	121
0700-0799	Veterinarian	2	2		4
0800-0899	Engineering	44	28	4	76
0900-0999	Legal	10	1		11
1000-1099	Information/Commun.	8	8	3	19
1100-1199	Business/Industry	34	24	3	61
1300-1399	Physical Science	2	-	2	4
1500-1599	Math/Statistics	1	-	-	1
1600-1699	Mechanics	-	8	2	10
1700-1799	Education	31	20	3	54
1800-1899	Investigation	1	2	5	8
2000-2099	Supply	12	25	17	54
2100-2199	Transportation	3	5	1	9
	Total	408	471	307	1186
On Board December, 1966		1685	1652	756	4093
Percent of December, 1966 on board		24.21	28.51	40.61	28.98

Table 3

Employee Initated Separations by
GS/AD Grade

January, 1967 thru June, 1969

Occupational Code	Occupational Title	GS/AD 01-06	07-11	12-14	15 & above	Total
0080	Security	-	-	1	1	2
0100-0199	Social Science (Excluding 0110)	-	16	24	8	48
0110	Economists	-	8	13	10	31
0200-0299	Pers. Admin.	39	39	28	3	109
0301	Gen. Admin. & Clerical	135	151	47	27	360
0302-0305	Messenger, Mail & File	22	2	-	-	24
0312	Clerk Steno	233	1	-	-	234
0318	Secretary	132	42	-	-	174
0322	Clerk Typist	133	-	-	-	133
0330-0335	Data Processing	3	9	11	-	23
0341	Admin. Officers	1	10	1	1	13
0342	Office Services Management	-	1	1	-	2
0343	Management Analysis	-	10	15	5	30
0344	Management Technician	2	2	2	-	6
0345	Prog. Analysis	-	3	5	-	8
0356	Card Punch Operator	1	-	-	-	1
0500-0599	Acct. & Budget	15	38	27	3	83
0600-0699	Health	-	1	-	3	4
0800-0899	Engineering	-	1	-	10	11
0900-0999	Legal	-	-	9	6	15
1000-1099	Information/Commun.	-	7	12	3	22
1100-1199	Business & Industry	-	13	34	17	64
1300-1399	Physical Sciences	-	-	1	1	2
1400-1499	Library/Archives	-	1	-	-	1
1500-1599	Math/Statistics	2	2	4	-	8
1600-1699	Mechanics	-	-	1	-	1
1700-1799	Education	-	-	1	-	1
1800-1899	Investigation	-	1	3	1	5
2000-2099	Supply	2	4	5	2	13
2100-2199	Transportation	1	1	4	-	6
	Total	721	363	249	101	1434*
On Board December, 1966		962	870	716	345	2893*
Percent of December, 1966 on Board		74.95	41.72	34.78	29.28	49.5

*Excludeds Wage Board employees

Table 4

Employee Initated Separations by
FSS Class

January, 1967 thru June, 1969

Occupational Code	Occupational Title	Foreign Service Staff 01-06	07-10	Total
0101-0199	Social Sciences	1	-	1
0200-0299	Pers. Admin.	-	4	4
0301	Gen. Admin. & Clerical	2	4	6
0305	Messenger, Mail & File	-	1	1
0312	Clerk Steno	-	2	2
0318	Secretary	10	257	267
0322	Clerk Typist	-	1	1
0340	Prog. Management	-	1	1
0341	Admin. Officers	3	17	20
0342	Office Service Management	3	7	10
0393	Communications Specialists	-	1	1
0500-0599	Acct. & Budget	1	1	2
1100-1199	Business & Industry	-	1	1
1600-1699	Mechanics	1	-	1
1700-1799	Education	1	-	1
	Total	22	297	319
On Board December, 1966		122	615	737
Percent of December, 1966 on Board		18.03	48.29	43.28

Table 5

Comparison of Separatees and On Board Employees by Age and Length of Service

Foreign Service Reserve

Average Age	Separations	On Board November 1968
FSR 1-3	53.22	50.28
FSR 4-5	44.13	43.58
FSR 6-8	33.14	33.93
Total	44.42	44.50
Length of Government Service		
FSR 1-3	17.88	15.49
FSR 4-5	12.35	10.24
FSR 6-8	6.61	4.68
Total	12.76	11.34

Table 6

Quits by Age

FSR 1-3

January 1967-June 1969

Age*	Separations	Percent of Total Separations	On Board November 1968	Percent of Total On Board	Separations Rate
19					
22					
27			1	.05	-
32	8	1.96	28	1.54	28.57
37	40	9.80	131	7.19	30.53
42	46	11.27	252	13.84	18.25
47	48	11.76	414	22.74	11.59
52	59	14.47	447	24.56	13.20
57	75	18.39	333	18.28	22.52
62	87	21.32	178	9.77	48.88
67	37	9.07	36	1.98	**
72	8	1.96	1	.05	**
Total	408	100.00	1821	100.00	22.41

*Ages shown represent mid-points of classes. Age 27, for example, represents employees whose ages are between 24.5 and 29.5 years. Age 19 represents employees 19 years old; Age 72 represents employees 69.5 years old and older.

**Separations exceed on board at end of November 1968.

Table 7

Quits by Age

FSR 4-5

January 1967-June 1969

Age*	Separations	Percent of Total Separations	On Board November 1968	Percent of Total On Board	Separations Rate
19					
22	1	.21	3	.17	33.33
27	31	6.58	105	5.86	29.52
32	67	14.23	234	13.07	28.63
37	68	14.44	269	15.02	25.28
42	84	17.82	340	18.98	24.71
47	80	16.99	367	20.50	21.80
52	59	12.53	245	13.68	24.09
57	35	7.43	148	8.26	23.65
62	34	7.22	71	3.96	47.89
67	12	2.55	9	.50	**
72					
Total	471	100.00	1791	100.00	26.30

*Ages shown represent mid-points of classes. Age 27, for example, represents employees whose ages are between 24.5 and 29.5 years. Age 19 represents employees 19 years old; Age 72 represents employees 69.5 years old and older.

**Separations exceed on board at end of November 1968.

Table 8

Quits by Age

FSR 6-8

January 1967-June 1969

Age*	Separations	Percent of Total Separations	On Board November 1968	Percent of Total On Board	Separations Rate
19			1	.12	0
22	13	4.23	62	7.40	20.97
27	124	40.40	308	36.75	40.26
32	74	24.11	157	18.74	47.13
37	39	12.70	90	10.74	43.33
42	19	6.19	84	10.02	22.62
47	18	5.86	74	8.83	24.32
52	13	4.23	38	4.53	34.21
57	6	1.95	19	2.27	31.58
62			4	.48	-
67			1	.12	-
72	1	.33			-
Total	307	100.00	838	100.00	36.63

*Ages shown represent mid-points of classes. Age 27, for example, represents employees whose ages are between 24.5 and 29.5 years. Age 19 represents employees 19 years old; Age 72 represents employees 69.5 years old and older.

Table 9

Comparison of Foreign Service Reserve Separatees against Population as of November 1968 by Occupations

	Occupation	Age		Length of Federal Service		No. of Employees		Separation Rate Over 2 1/2 Years	Length of AID Service of Separatees
		Population	Separatees	Population	Separatees	Population	Separatees		
0000	Public Safety	45.59	44.84	9.26	12.31	422	137	32.46%	3.52
0100	Economist	34.37	43.01	9.76	10.64	360	122	33.89	4.72
0200	Personnel	43.82	42.88	13.95	15.85	123	17	13.82	6.59
0301	Programmer	40.52	39.54	10.91	11.73	490	122	24.90	5.60
0340	Mission Director, etc.	41.77	41.00	10.78	11.58	599	141	23.54	5.02
0341	Exec. & General Service Ofr.	46.67	44.84	15.78	15.89	209	44	21.05	7.23
0342	General Service Officer	45.68	48.00	13.13	18.10	53	5	9.43	4.40
0343	Pub. Ad., Mgt. Anal.	46.67	50.04	13.14	19.37	92	29	31.52	6.52
0345	Prog. Off. and Anal.	39.43	39.19	8.91	12.53	68	16	23.53	3.97
0400	Agriculture	49.19	52.07	14.83	21.01	352	68	19.32	9.23
0500	Accounting	44.64	45.82	12.84	13.98	311	51	16.40	5.68
0600	Health	40.94	37.18	6.33	6.51	240	121	50.42	2.99
0800	Engineering	48.30	50.02	12.64	14.49	265	76	28.68	6.23
0900	Legal	39.61	37.45	8.09	8.91	23	11	47.83	5.00
1000	Information	48.67	48.05	12.83	15.48	24	19	79.17	6.63
1100	Business/Industry	44.65	47.49	10.20	12.92	183	61	33.33	7.27
1600	Mechanics	48.75	55.00	8.08	10.10	60	10	16.67	5.25
1700	Education	49.25	54.03	9.89	11.81	204	54	26.47	7.12
1800	Investigation	47.21	40.75	13.06	10.31	47	8	17.02	2.50
2000	Supply	49.57	47.83	14.14	15.45	173	54	31.21	4.56
2100	Transportation	50.84	44.22	10.78	15.39	49	9	18.37	3.83
	Total	44.50	44.42	11.34	12.76	4,347	1,177	27.08	5.32

Table 10

Comparison of Separatees and On Board Employees by Age and Length of Service

GS and AD

Average Age	Separatees	On Board
GS 1-6	28.09	33.35
7-11	35.73	43.13
12-14	43.77	48.12
15-18	48.24	50.44
Total	34.23	42.10
Length of Federal Service		
GS 1-6	4.79	8.42
7-11	9.86	17.06
12-14	14.03	20.18
15-18	15.03	19.53
Total	8.45	15.33

Table 11

Quits by Age

GS/AD 1-6

January 1967-June 1969

Age*	Separations	Percent of Total Separations	On Board June 1969	Percent of Total On Board	Separations Rate
19	147	20.38	61	7.62	240.98
22	216	29.96	249	31.12	86.75
27	172	23.86	100	12.50	172.00
32	34	4.72	76	9.50	44.73
37	36	4.99	61	7.62	59.02
42	43	5.96	64	8.00	67.19
47	30	4.16	67	8.37	44.78
52	19	2.64	59	7.38	32.20
57	14	1.94	39	4.88	35.90
62	6	.83	17	2.13	35.29
67	3	.42	7	.88	42.86
72	1	.14	—	—	—
Total	721	100.00	800	100.00	90.13

*Ages shown represent mid-points of classes. Age 27, for instance, represents employees whose ages are between 24.5 and 29.5 years. Age 19 represents employees 19 years old; Age 72 represent employees 69.5 years old and older.

Table 12

Quits by Age

GS/AD 7-11

January 1967-June 1969

Age*	Separations	Percent of Total Separations	On Board June 1969	Percent of Total On Board	Separations Rate
19					
22	38	10.47	30	3.88	126.67
27	137	37.74	105	13.58	130.48
32	48	13.22	73	9.44	65.75
37	27	7.44	71	9.18	38.03
42	25	6.89	113	14.62	22.12
47	24	6.61	135	17.47	17.78
52	19	5.23	113	14.62	16.81
57	20	5.51	83	10.74	24.10
62	18	4.96	36	4.66	50.00
67	5	1.38	11	1.42	45.45
72	2	.55	3	.39	66.67
Total	363	100.00	773	100.00	46.96

*Ages shown represent mid-points of classes. Age 27, for example, represents employees whose ages are between 24.5 and 29.5 years. Age 19 represents employees 19 years old; Age 72 represents employees 69.5 years old and older.

Table 13

Quits by Age

GS/AD 12-14

January 1967-June 1969

Age*	Separations	Percent of Total Separations	On Board June 1969	Percent of Total On Board	Separations Rate
19					
22	2	.80	1	.17	200.00
27	20	8.03	20	3.46	100.00
32	45	18.07	38	6.57	118.42
37	40	16.07	58	10.03	68.97
42	29	11.65	70	12.11	41.43
47	36	14.46	112	19.38	32.14
52	24	9.64	121	20.94	19.83
57	26	10.44	99	17.13	26.26
62	15	6.02	42	7.27	35.71
67	8	3.21	16	2.77	50.00
72	4	1.61	1	.17	400.00
Total	249	100.00	578	100.00	43.08

*Ages shown represent mid-points of classes. Age 27, for example, represents employees whose ages are between 24.5 and 29.5 years. Age 19 represents employees 19 years old; Age 72 represents employees 69.5 years old and older.

Table 14

Quits by Age

GS/AD 15-18

January 1967-June 1969

Age*	Separations	Percent of Total Separations	On Board June 1969	Percent of Total On Board	Separations Rate
19					
22					
27					
32	16	15.85	16	4.91	100.00
37	12	11.88	21	6.44	57.14
42	14	13.86	52	15.95	26.92
47	9	8.91	47	14.42	19.15
52	16	15.84	76	23.31	21.05
57	17	16.83	65	19.94	26.15
62	9	8.91	39	11.96	23.08
67	6	5.94	7	2.15	85.71
72	2	1.98	3	.92	66.67
Total	101	100.00	326	100.00	30.98

*Ages shown represent mid-points of classes. Age 27, for example, represents employees whose ages are between 24.5 and 29.5 years. Age 19 represents employees 19 years old; Age 72 represents employees 69.5 years old and older.

Table 15

Comparison of GS/AD Separatees against
Population as of June 1969 by Occupations

	Occupation	Age		Length of Federal Service		No. of Employees		Separation Rate Over 2 1/2 Years	Length of AID Service of Separatee
		Population	Separatees	Population	Separatees	Population	Separatees		
0030	Security	49.50	57.00	22.83	29.50	18	2	11.11	17.00
0110	Economist	43.80	35.22	15.37	5.87	86	31	36.05	3.18
0131, 0185	Social Science	45.75	35.02	19.02	8.00	52	48	92.31	5.13
0200	Personnel	42.38	35.04	16.73	9.34	184	107	58.15	2.71
0500	Accounting	45.70	43.05	17.81	13.62	216	83	38.43	6.04
0600	Health	50.75	48.67	17.63	9.00	8	3	37.50	2.50
0800	Engineering	58.97	57.91	21.69	22.00	32	11	34.38	4.00
0900	Legal	40.10	33.00	12.34	4.00	29	15	51.72	2.50
1000	Information	46.30	45.18	12.93	6.73	43	22	51.16	5.18
1100	Business/Industry	46.60	41.61	17.83	12.14	151	64	35.76	5.63
1500	Mathematics and Statistics	47.95	43.87	23.19	20.19	21	8	38.10	9.75
1600	Mechanics	49.86	52.00	23.43	2.50	7	1	14.29	2.50
1700	Education	52.71	67.00	21.29	17.00	7	1	14.29	17.00
1800	Investigation	52.71	57.00	27.71	25.00	7	5	71.43	3.40
2000	Supply	47.74	50.46	18.91	18.53	47	13	27.66	6.85
2100	Transportation	49.24	51.17	20.29	19.50	38	6	15.79	4.08
0301	Adm/Clerical	44.44	36.47	17.17	8.85	666	360	54.05	4.43
0302, 0305	Miscellaneous Messenger	39.08	33.71	15.23	8.56	65	24	36.92	4.11
0312	Clerk Steno	28.33	25.14	4.53	3.11	150	234	156.00	2.21
0318	Secretary-Steno	49.85	34.57	17.00	9.08	230	274	60.00	4.12
0322	Clerk-Typist	25.61	23.74	2.94	2.45	133	133	100.00	1.89
0330, 0335	Data Processing	36.35	28.90	11.78	8.95	46	23	50.00	3.03
0341	Administrative Officer	46.03	37.00	22.07	11.73	67	13	19.40	6.04
0342	General Office Services	49.22	59.50	27.00	32.00	9	2	22.22	9.50
0343	Management Analyst	41.46	34.67	16.59	9.33	37	30	81.08	3.78
0344	Management Technician	43.88	36.17	20.75	21.17	16	6	37.50	7.33
0345	Program Analyst	42.16	37.00	14.74	9.12	31	8	25.81	4.56
0356	Card Punch Operator	27.00	27.00	5.33	2.50	9	1	11.11	2.50
	Total	42.10	34.23	15.33	8.45	2,415	1,428	59.13	3.95

Table 16

Comparison of Separatees and On Board Employees by Age and Length of Service

Foreign Service Staff

Average Age	Separations	On Board November 1968
FSS 1 - 6	48.82	46.25
FSS 7 - 10	34.88	37.69
Total	35.84	39.88
Length of Government Service		
FSS 1 - 6	16.12	14.24
FSS 7 - 10	5.61	7.87
Total	6.27	9.50

Table 17

Quits by Age

FSS 1-6

January 1967-June 1969

Age	Separations	Percent of Total Separations	On Board November 1968	Percent of Total On Board	Separations Rate
19					
22			1	.49%	-
27			5	2.40	-
32	1	4.55%	14	6.73	7.14%
37	1	4.55	23	11.06	4.35
42	7	31.82	46	22.11	15.21
47	3	13.63	42	20.19	7.14
52	4	18.18	44	21.15	9.09
57	3	13.63	22	10.58	13.64
62	2	9.09	8	3.84	25.00
67	1	4.55	3	1.44	33.33
72					
Total	22	100.00%	208	100.00%	10.58%

Table 18

Quits by Age

FSS 7 - 10

January 1967 - June 1969

Age	Separations	Percent of Total Separations	On Board Novmeber 1968	Percent of Total On Board	Separations Rate
19					
22	39	13.13%	50	8.28	78.00%
27	88	29.63	129	21.36	68.22
32	40	13.47	83	13.74	48.19
37	34	11.45	61	10.10	55.74
42	27	9.09	63	10.44	42.86
47	40	13.47	96	15.87	41.67
52	21	7.07	84	13.92	25.00
57	3	1.01	29	4.80	10.34
62	3	1.01	6	.99	50.00
67	2	.67	3	.50	66.67
72					
Total	297	100.00%	604	100.00%	49.17%

Table 19

Comparison of Foreign Service Reserve Separatees against
Population as of November 1968 by Occupations

	Occupation	Age		Length of Federal Service		No. of Employees		Separation Rate Over 2 1/2 Years	Length of AID Service of Separatee
		Population	Separatees	Population	Separatees	Population	Separatees		
0200	Personnel	41.24	38.25	17.18	7.12	33	4	12.12%	5.87
0301	Clerk	41.31	32.83	14.09	8.00	29	6	20.69	3.75
0318	Secretary/Steno	38.83	35.45	8.18	5.75	575	267	46.43	3.38
0341	Administrative Officer	40.12	38.25	8.83	8.23	66	20	30.30	3.60
0342	Office Management & Service	46.35	38.70	18.00	11.15	69	10	14.49	4.30
	Other	41.38	39.00	10.19	10.08	40	12	30.00	3.37
	Total	39.89	35.85	9.50	6.30	812	319	39.29	3.46

Table 20

Comparison of Retirements by Wage Schedule and Year

	Retirements	Percent of Total	On Board Beginning of Year	Annual Retirement Rate
CY 1967				
Civil Service	36	40%	2963	1.2%
Foreign Service Reserve	52	57	4093	1.3
Foreign Service Staff	3	3	737	.4
Total	91	100%	7793	1.2%
CY 1968				
Civil Service	54	34%	3175	1.7%
Foreign Service Reserve	101	63	4784	2.1
Foreign Service Staff	5	3	836	.6
Total	160	100%	8795	1.8
CY 1969*				
Civil Service	29	41%	2576	2.3%
Foreign Service Reserve	41	58	4396	1.9
Foreign Service Staff	1	1	790	.3
Total	71	100%	7762	1.8%

*CY 1969 data reflects six months' experience; retirement rates have been adjusted to represent annual experience.

Table 21

Retirements Compared with Quits by Year

Foreign Service Reserve

	1967	1968	1969*	Total
Quits	337	633	216	1186
Retirements	52	101	41	194
Retirements as % of Quits	15.43%	15.96%	18.98%	16.36%

AD/GS

Quits	451	793	194	1438
Retirements	36	54	29	119
Retirements as % of Quits	7.98%	6.94%	14.95%	8.28%

Foreign Service Staff

Quits	120	143	56	319
Retirees	3	5	1	9
Retirements as % of Quits	2.50%	3.50%	1.79%	2.82%

AID Total

Total Quits	908	1569	466	2943
Total Retirements	91	160	71	322
Total Retirements as % of Total Quits	10.02%	10.20%	15.24%	10.94%

* First six months.

Table 2

Distribution of Foreign Service Employees by Age Groups and Occupations
as of November 1968

	Occupation	Age: Up to & Incl. 34	Age: 35-49	Age: 50 & older	Age: Total	Percentage in Age Group: Up to & Incl. 34	Percentage in Age Group: 35-49	Percentage in Age Group: 50 & older
0000	Public Safety	38	248	136	422	9.0	58.8	32.2
0100	Economist	133	153	74	360	37.0	42.5	20.5
0200	Personnel	31	47	45	123	25.2	38.2	36.6
0301	Program Officer	175	188	127	490	35.7	38.4	25.9
0340	Mission Director, etc.	183	258	158	599	30.5	43.1	26.4
0341	Executive & General Sev. Ofr.	23	102	84	209	11.0	48.8	40.2
0342	General Service Officer	3	31	19	53	5.7	58.5	35.8
0343	Public Adm., Mgt. Analyst	9	45	38	92	9.8	48.9	41.3
0345	Program Officer and Analyst	25	29	14	68	36.8	42.6	20.6
0400	Agriculture	20	150	182	352	5.7	42.6	51.7
0500	Accounting	45	157	109	311	14.5	50.5	35.0
0600	Health	81	99	60	240	33.8	41.2	25.0
0800	Engineering	26	111	128	265	9.8	41.9	48.3
0900	Legal	10	9	4	23	43.5	39.1	17.4
1000	Information	2	9	13	24	8.3	37.5	54.2
1100	Business/Industry	43	72	68	183	23.5	39.3	37.2
1600	Mechanical	5	25	30	60	8.3	41.7	50.0
1700	Education	11	94	99	204	5.4	46.1	48.5
1800	Investment	4	24	19	47	8.5	51.1	40.4
2000	Supply	7	83	83	173	4.0	48.0	48.0
2100	Transportation	5	30	15	50	10.0	60.0	30.0
	Total	879	1,964	1,505	4,348	20.2	45.2	34.6

Table 23

Distribution of Foreign Service Employees by Age Group and Classes
as of November 1968

	Age				Percentages in Age Group		
	Up to & Incl. 34	35-49	50 & older	Total	Up to & Incl. 34	35-49	50 & older
FSR - 1	1	75	128	204	.5	36.8	62.7
2	2	187	302	491	.4	38.1	61.5
3	26	535	565	1,126	2.3	47.5	50.2
4	116	583	348	1,047	11.1	55.7	33.2
5	226	393	125	744	30.4	52.8	16.8
6	244	179	51	474	51.5	37.8	10.7
7	218	58	8	284	76.8	20.4	2.8
8	66	11	3	80	82.5	13.8	3.7
Total	899	2,021	1,530	4,450	20.2	45.4	34.4

Table 24

Distribution of GS/AD Employees by Age Group and Occupation

As of June 1969

	Age				Percentage in Age Group		
	Up to & Incl. 34	35-49	50 & older	Total	Up to & Incl. 34	35-49	50 & older
Professional							
Economist	24	29	33	86	27.9%	33.7%	38.4%
Social Sciences	9	24	19	52	17.3	46.2	36.5
Accounting & Budgeting	49	71	96	216	22.7	32.9	44.4
Engineering	-	5	27	32	-	15.6	84.4
Legal	11	11	7	29	37.9	37.9	24.2
Sub-Total Professional	93	140	182	415	22.4	33.7	43.9
Quasi-Professional							
Personnel	53	71	60	184	28.8	38.6	32.6
Information	7	14	22	43	16.3	32.5	51.2
Business/Industry	25	56	70	151	16.6	37.1	46.3
Supply	6	15	26	47	12.8	31.9	55.3
Transportation	3	16	19	38	7.9	42.1	50.0
General Adm. & Clerical (0301)	155	260	251	666	23.3	39.0	37.7
Data Processing	21	23	2	46	45.7	50.0	4.3
Admin. Off.	8	33	26	67	11.9	49.3	38.8
Mgt. Analyst	14	10	13	37	37.8	27.0	35.2
Program Analyst	8	16	7	31	25.8	51.6	22.6
Sub-Total Quasi-Professional	300	514	496	1,310	22.9	39.2	37.9

Table 24 (Cont'd)

Sub-Total Professionals & Quasi-Professionals	393	654	678	1,725	22.8	37.9	39.3
Clerical							
Mail/Messenger	21	31	13	65	32.3	47.7	20.0
Clerk Steno.	112	21	17	150	74.7	14.0	11.3
Secretary	118	99	73	290	40.7	34.1	25.2
Clerk-Typist	112	17	4	133	84.2	12.8	3.0
Sub-Total Clerical	363	168	107	638	56.9	26.3	16.8
Other	13	49	52	114	11.4	43.0	45.6
Grand Total	769	871	837	2,477	31.0	35.2	33.8

Table 25

Distribution of Foreign Service Staff Employees by Age Group and Occupation as of November 1968

		Age				Percentage in Age Group		
		Up to & Incl. 34	35-49	50 & older	Total	Up to & Incl. 34	35-49	50 & older
0200	Personnel	8	19	6	33	24.2%	57.6%	18.2%
0301	Clerk	7	16	6	29	24.1	55.2	20.7
0318	Secretary/Steno	226	214	135	575	39.3	37.2	23.5
0341	Administrative Officer	20	34	12	66	30.3	51.5	18.2
0342	Off. Mgt. and Service	11	29	29	69	16.0	42.0	42.0
	Other	10	19	11	40	25.0	47.5	27.5
	Total	282	331	199	812	34.7%	40.8%	24.5%