



AGENCY FOR INTERNATIONAL DEVELOPMENT

REPORT OF THE TASK FORCE  
ON PERSONNEL

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## I. FOREWORD

This Task Force was commissioned by the Deputy Administrator in early April to be the "last task force" on personnel. Its assignment was to complement the work of prior groups which had reviewed recruitment and training and to look at the assignment process, career development, and counseling. Also, we were asked if there was a better way to organize the functions of PM.

We reviewed the available data and prior reports on personnel. We extensively interviewed A.I.D. employees, particularly those working in PM. We reviewed personnel operations of the State Department and IBM for comparisons and ideas.

The Summary and Key Recommendations section, as well as the Implementation Section, include the major recommendations of the two prior reports on recruitment (1988) and training (1989).

The Task Force was composed of six current A.I.D. employees seconded part-time, three private sector consultants, and three retired A.I.D. employees. We received excellent cooperation from everyone involved and thank them for their time and ideas, especially the staff of PM who will recognize many of the recommendations as being theirs.

We hope this report will help A.I.D. to better manage its most important resource.

## II. SUMMARY AND KEY RECOMMENDATIONS

This report recommends fundamental changes in the way A.I.D. manages its human resources. Such changes are needed because the current system is inefficient and a source of frustration for both employees and managers.

Effective change will be measured by the existence of a motivated, skilled, cooperative, and trusting workforce. This will require long-term planning, consistency, and staying power by the senior management of A.I.D.

In this report, we have attempted to identify what we consider to be the fundamental problems and principles involved.

The principles we believe to be key are that:

- o A.I.D.'s employees are its most important resource.
- o They are hired to achieve the Agency's goals.
- o The employee's goals of fair treatment, logical assignments, and opportunities for training and promotion should have a definite connection to A.I.D.'s programmatic goals.
- o The function of human resource management must be placed at a senior level in A.I.D.'s management structure so that it has the power and authority to get its job done.
- o Top management levels in the human resources organization must have professional training. Staff at beginning levels should be trained before they start.

The fundamental problems encountered were:

- o A beleaguered Office of Personnel Management, in which most A.I.D. employees and supervisors had little confidence.
- o An inefficiently organized, trained, motivated, and computerized PM.
- o An assignment system characterized as an "open bidding, closed assignment system."
- o A recruitment system which continued to focus on replacing departing employees and ignored changed directions of A.I.D.'s program or the need to have a consistent junior officer intake program.
- o A complete lack of workforce planning.

### Major Recommendations

This report contains 56 recommendations. The Task Force strongly believes they should all be implemented. Following are our major recommendations. The balance of the recommendations flow from these.

We recommend that the Agency:

- o Upon approval of this report, establish an Implementation Group to carry out the recommendations. This group should be chaired by the Deputy Administrator and include the Counselor to A.I.D., Director of the Office of Human Resources, and one full-time staff assistant.
- o Create a new Office of Human Resources (OHR) as an independent office reporting directly to the Administrator. This would replace the existing Office of Personnel Management.
- o Begin the reorganization of the personnel function into three main operating units – Career Development, Personnel Operations, and Labor and Employee Relations, and into three staff units – Policy and Workforce Planning, Personnel Data Systems, and Administrative Staff.
- o Provide explicit guidance from Senior Management to OHR on the future directions of the Agency and types of human resources needed so that workforce planning can be done.
- o Assign a head of EPAP as soon as possible. This position is part of the responsibilities of the new Associate Director for Career Development.
- o Combine backstop cones to correspond to the four programmatic goals set out in the new legislation proposed by the Hamilton Task Report, plus cones for administrative management and program direction.
- o Move immediately to address the serious public relations problem PM now suffers by tasking its management to do its basic work better. Reduce errors, return phone calls, be responsive, develop tracking systems to locate paper work, get to know the bureaus and their programs better, and visit some Missions.
- o Reinstate the IDI program as a true entry-level program hiring people in all backstop cones. It should have a full-time coordinator and be patterned after the IDI program prior to 1984.
- o Task the Office of Human Resources with developing an action plan or identifying recruitment sources for minorities and women. Also, OHR should organize an aggressive outreach effort which targets those sources and makes frequent use of A.I.D.'s female and minority staff as recruiters.

- o Establish a centrally managed budget for travel and per diem related to all training courses, and make the DSP course mandatory for promotion to FS-1.
- o Create standard career patterns for FS employees which include training opportunities as well as tours in central A.I.D. bureaus.
- o Require all FS candidates for EPAP level jobs to have completed assignments in one or a combination of administrative management offices - Financial Management, Human Resources, Contracting, or Procurement.
- o Strengthen the role of the supervisor and employee in career development and counseling by requiring an annual training and development program for each employee to be signed by the supervisor. Add a requirement to the EER that employee development skills be included as a critical element of rating for all supervisors.
- o Increase total FS slots in central bureaus by 20 positions over the next 2 years. Designate an equal number of GS/AD/SES slots in the regional bureaus.
- o Increase maximum percentage of GS/AD/SES officers in "F" designated positions Agency-wide to 20%.
- o All new assignments of GS employees to "F" designated jobs to be time-limited appointments of 2 years.

#### Implementation Plan

The Implementation Plan presents, in tabular form, a listing of our major recommendations with our best estimate of the time and resources required if they are to be implemented. Most actions are cost-free, but some, like the reorganization of the Office of Human Resources, will require additional effort beyond A.I.D.'s current resource allocation if they are to be implemented expeditiously and effectively. We believe there is a cost of not acting, an amount buried in low performance which cannot be measured. The plan is separable. All recommendations are not of equal importance, but all deserve positive consideration. The reform program should be initiated soon and can be completed within 1 year.

### III. CAREER DEVELOPMENT AND COUNSELING

1. Issue: There is no comprehensive career development activity in the Agency. A.I.D. staff are promoted to managerial supervisory and executive positions without requisite experience in areas crucial to being an effective manager.

Findings: Despite the Foreign Service Act's mandate to establish a "professional development program to assure that members of the Service obtain the skills and knowledge required at various stages of their career," and the Agency's stated policy to organize a comprehensive program of career development, not enough has been accomplished to satisfy this requirement.

Good management principles call for comprehensive career development programs which establish career patterns and are built around assignments and training opportunities. Such programs are synonymous with good management principles in organizations which excel in meeting their objectives and recognize the value of their human resources in the process. The concept of leadership development seems to have been lost in A.I.D., where staff prized for analytical and conceptualization skills are thrust into leadership and supervisory roles without adequate preparation.

The current situation calls for a serious commitment on the part of employees and supervisors to chart career patterns of "development assignments" which broaden experience in a progressive way and provide for training at timely junctures in a career. Career Development officers can play a meaningful role in assisting with the development of patterns and monitoring adherence to them.

As for the Foreign Service Executive assignment process, eligibility criteria should include service in such offices as Human Resources, Procurement, Contracting, and Financial Management. Potential Mission Directors need solid grounding in these areas. History has demonstrated that these areas are troublesome for senior managers because they have not been exposed to them in any meaningful way.

Recommendation: Criteria for promotions into executive level assignments should include, as a requisite, an assignment in the Office of Human Resources, or Financial Management, or Contracting and Procurement, or a combination of them.

2. Issue: Training is not related to career development.

Findings: Training is largely employee initiated and not part of any Agency scheme to insure that the training is timely and pertinent to either the employees' or Agency's long-term needs.

Agency training operates on an ad hoc, self-nominating basis, and some important courses, e.g. Developmental Studies Program, are poorly subscribed. Operating budget and workload constraints make it very difficult to free employees for courses.

Training courses do not adequately address the Agency's skill needs based on new program directions such as private sector, agribusiness, natural resource management, technology transfer, and international trade.

The existing trend toward the procurement of outside expertise will likely accelerate. A.I.D. staff are quickly becoming the managers of contracted expertise rather than "doers." Such a role calls for sharp contracting and procurement management skills as well as a certain level of technical expertise in order not to lose control of the program. Both call for tailored training efforts.

Staff development and training which are primarily the responsibility of employees and supervisors are very uneven and appear to be low priority items.

Recommendations:

- o Strengthen the role of the supervisor and employee in career development and counseling by requiring an annual training and development program for each employee to be signed by the supervisor.
- o Tangible recognition should be given to supervisors who actively and continuously participate in staff development.
- o Foreign Service promotion precepts should be modified to reflect time spent in training as a positive factor for promotions.
- o Budgets covering travel and per diem for training courses should be centrally controlled to overcome field Mission's reluctance to send staff to training programs.
- o The Development Studies Program should be made mandatory for all Foreign Service officers as a requisite for promotion to FS-1.
- o Training needs assessments should be given high priority to identify training which corresponds to emerging program trends and legislative directions such as those outlined in the "Hamilton Report."

3. Issue: Supervisor roles and responsibilities for counseling subordinates are poorly defined and Agency backup in counseling is badly scattered in PM.

Findings: There is no clear focus or clearly defined responsibility for staff development and counseling. Supervisors are not effectively held accountable for performing these roles.

Because of A.I.D.'s worldwide program and far-flung field Missions, the managerial responsibility needs reinforcement (not substitution) from Career Development Officers, who are already in place at various levels but not closely collaborating.

The Agency's only formal effort at providing counseling is fragmented in three different locations in the Office of Personnel Management, i.e., the Executive Personnel Management Division, the Foreign Service Personnel Division (Career Development Officers), and the Training Division (Civil Service Counselor).

The separation of the Executive Personnel function from the mid- and junior-level Career Development function provides an information gap in the ladder for upward mobility of aspiring candidates. It also complicates the backstopping and transition of officers moving from executive to non-executive assignments.

The pool of potential candidates who are seeking assistance and guidance in promoting themselves for executive-level consideration, includes Senior Foreign Service Officers who are not currently assigned to executive positions, and large numbers of FS-1s and a smaller number of FS-2s.

Non-executives have several choices when seeking advice. They can go directly to the Executive Personnel Division for assistance, but this presents a heavy workload for a small staff in dealing with employees who have not been screened as candidates. Or, employees can call on their Career Development Officer seeking their guidance on executive possibilities. The quality of advice in this instance is likely mixed. There does not appear to be close collaboration between Executive Personnel Management and the CDOs of the Foreign Service Personnel Division.

On the Civil Service side, the situation is even more vague, as the one and only career counselor to GS employees is located in the Training Division and the role is viewed more or less as a training function.

The impact of these efforts would be significantly greater if counseling and career development services were consolidated in one division of the Office of Human Resources (Personnel Management), and supervisors at all levels were held accountable for their roles in staff development.

Recommendations:

- o Performance evaluations of all supervisors should contain a critical element addressing their responsibility as first line counselors on staff development, training, and employee problems and concerns.
- o Consolidate all career development/counseling activities currently being carried out by the Career Development Officers of Foreign Service Personnel, the staff of the Executive Personnel Management Division, and the Civil Service Counselor in the Career Development and Executive Resources Division to be formed in the Office of Human Resources. (See V., Paragraph 2. D.)
- o Assign a Senior Foreign Service Officer, preferably a Minister Counselor who has Mission Director experience, to head up the Career Development and Executive Resources Division. This officer will double as the Senior Executive Personnel Officer.

4. Issue: Long-term vacancies in the career development functions are indicative of the low priority the Agency attaches to the function.

Findings: The senior counselor's position, i.e., Director of Executive Personnel Management, has been vacant for six months, and one of the six Career Development Officers' positions in FSP has been vacant for more than 1 year. This is a strong signal to the system of the value the Agency places on these roles.

There are few volunteers for the roles of the counselors, because the system views such assignments as non-career enhancing. One CDO was advised by the promotion panel to seek a new assignment in order to get back into the mainstream of A.I.D. business. Obviously human resource activities and employee welfare are not mainstream priorities for A.I.D. That the Agency permits this view to hold sway is stark evidence of employee neglect.

Recommendations:

- o The position of Director of Executive Personnel Management (the new Associate Director for Career Development and Executive Resources) should be filled as soon as possible by a senior officer with a demonstrated people orientation.
- o CDO positions should never be vacant and should be filled with officers who are themselves on upward mobility tracks (including Senior Foreign Service Officers) with visible rewards for those who serve. Promotion Panels should be instructed that service in the Human Resource area is vital to Agency interests and is to be rewarded. The Assignment Board should make a special effort to see that there are solid onward assignments for these officers.

5. Issue: The Agency has not provided the Career Development Officers an adequate structure and budget to carry out their roles.

Findings: The Career Development officers are doing a good job, but they could do better. They have a heavy workload, as each CDO averages 250 clients (when the office is fully staffed -- more when there is a long-term vacancy). Many Foreign Service officers touch base with their CDO, and the CDOs have a good knowledge of their clientele. However, the CDOs are not able to engage in the development of long-term career patterns, because the system lacks discipline to hold employees and supervisors to commitments and the assignment system is highly unpredictable.

Like all personnelists, the CDOs need to travel more but they cite the lack of travel funds as a major impediment. During the past 18 months, the CDOs have traveled a combined total of 11 weeks (but 10 weeks of this total is attributable to two people). The CDOs have no formal training in counseling. They have taken the initiative on an ad hoc basis to take

a variety of short courses (2 days) on interviewing and listening skills, but this training is not a substitute for developing a cadre of counselors with well-honed counseling skills. The Agency's Training Division, in consultation with the CDOs, should be able to organize a formal training course for officers who have been identified as candidates for counseling positions. Counselors need more than the few short courses and on-the-job-training that they currently receive.

Recommendations:

- o A more disciplined system of assignments and use of supervisory evaluations to ensure training plans are viewed as serious commitments should result in clearer career patterns for use by employees and CDOs.
- o Operating budget priorities must be reordered to provide adequate travel funds for CDOs and others in the Office of Human Resources.
- o The Training Division should be tasked to organize a formal training program for CDOs to be taken in advance of their assignments.

6. Issue: There is not much career development at junior levels because there is no balanced entry-level hiring in A.I.D.

Findings: The Agency does not have an International Development Intern Program to provide a well-trained cadre of young officers in all disciplines who will provide the Agency's future leadership. The mid-level hiring of the past few years has been detrimental to a balanced workforce. Claims that IDIs have been hired recently are based on a limited number hired in a few specialties, with no one focal point for their training and development. The results are uneven training and an unbalanced approach to the A.I.D. workforce.

Operating budget constraints have been used as a reason for not hiring junior officers as IDIs.

Recommendations

- o Operating budget priorities should be re-ordered to provide funds to reinstate the traditional IDI program with junior officer hiring for all Agency disciplines. (See also V., Paragraph 2 B.)
- o An IDI coordinator should be appointed to organize a comprehensive rotational training program (in Washington and overseas) for all IDIs and to provide a focal point for the program.
- o The focal point for the IDI program should be assigned to one person in the Career Development Branch of the new Career Development and Executive Resources Division, not spread among the various Career Development Officers.

#### IV. ASSIGNMENT PROCESS

1. Issue: Is the assignment system serving the interests of the Agency and all its Foreign Service employees?

Findings: Typically around 600 moves take place during an annual assignment cycle. The mechanics of the process are an orderly succession of calendar events, which are managed by FSP/AB and take place in a timely manner.

There is a consensus that 90-95% of all assignments are negotiated to agreement by all parties in advance of the Assignment Board meetings. This has led to the characterization of the system as the "open bidding-closed assignment system" which most employees view as a source of information to be worked through personal contacts and informal networks.

Many employees in the assignment process receive assignments high on their preference list. Given the extensive networking described above, we would expect that to be the case. For example, Personnel Management statistics show that of the 477 employees who submitted COARS in the 1987/88 assignment cycle, 305 (64%) received choices 1 through 5. The same table does raise an issue, however, by reporting that 169 employees (26% of those eligible to bid on jobs) did not submit COARS at all. Either a substantial portion of these employees were relying completely on the informal system or had given up on the system altogether. Further analysis is called for on this part of the reporting.

Networking, brokering, reference checking, and informal communications are a natural process, widely practiced and accepted in both the private and public sectors. A.I.D. is no exception, where extensive brokering and negotiation precede the Assignment Board meetings. The system is being effectively manipulated by some of the players. The real clout in the process lies with receiving units (Missions and Geographic Bureaus) whose demands are usually met. The Geographic Bureaus and their field Missions are well represented by their EMSs, who know the system intimately and are well acquainted with large numbers of employees. They play a very active role in the overall process by polling the Missions with lists of vacancies and candidates to ascertain Mission Director preferences among bidders. They consult Career Development Officers, Personnel Officers, informal backstop support groups, and large numbers of employees. Indeed communications channels seem well used among all of these.

Certainly Mission Directors of large programs with acceptable living conditions seem well served. The strongest performers among employees generally get what they want. But there are gaps in the informal networking which must be filled so the system works to everyone's advantage. The gaps are among solid but less than spectacular performers, smaller Missions with difficult living conditions (mostly in Africa), and junior staff (including new mid-level hires) not acquainted with the informal systems, central bureaus, and service organizations in Washington.

Gaps in the system result in unevenness in Agency assignments and unequal treatment of employees. The gaps must be filled, and all employees must be aware that expressions of interest in positions, networking, and assertiveness are all fair practices in the process.

The assignment process described above is undisciplined and is largely governed by Mission Director demands and employees desires (both very important parts of the equation but with the need for balance with Agency needs and meaningful employee development). A number of elements have somewhat diminished the attractiveness of Foreign Service careers, e.g.;

- o the need to provide spouses challenging and rewarding employment commensurate with their skills and aspirations;
- o the reluctance of some Foreign Service families to relocate high school-age children to boarding schools;
- o increased health concerns;
- o the increase of terrorism;
- o decreased job satisfaction due to a heavily earmarked program;
- o increased use of contractors for program design and implementation;

Clearly the assignment process must accommodate employee needs whenever possible or risk an unhappy workforce and the loss of employees in the process. But Agency needs must also be factored into the equation.

We know that few Foreign Service Officers serve in Central Bureaus or service organizations and indeed actively avoid such service as detrimental to their careers. In fact such assignments would provide the experience necessary to a well-rounded career moving toward senior management responsibilities. In addition, it would foster a better mutual understanding and appreciation between Foreign Service and Civil Service employees and contribute to a more cohesive workforce and program.

Creating career patterns, mandatory assignments, and training opportunities as requisites for senior promotions will establish a certain rigor in the system. It puts Foreign Service officers on notice that they are expected to serve in a variety of positions during the course of a career, including various geographical areas, hardship posts, Central Bureaus, and service organizations and to engage in required training activities at certain junctures of their careers. A more structured process leaves less room for inequities to develop and provides a more predictable basis for planning.

Recommendations:

- o Adopt and implement a more disciplined assignment system requiring the development of career patterns for all officers and certain types of assignments prior to executive promotions. It will remove some of the permissiveness from the system. A more structured system will reduce, not eliminate, the effect of networking and will result in more balance.

- o Intensify efforts to educate employees regarding the informal versus formal assignment system. CDOs, Personnel Officers, EMSs, and many of the technical and backstop support groups are already involved, but CDOs should take the lead to ensure that all employees understand how the system works (or how to work the system): Training programs like the New Entry Orientation and Managing Your Career for Women are excellent forums for spreading the word.
2. Issue: The Foreign Service Assignment Branch has been given a role it does not fulfill.

Findings: The Assignment Branch is misnamed because it creates the impression that assignments are made by the Branch. In fact, most assignments are negotiated to agreement in the informal system, processed by the Assignment Branch, and given the Agency's stamp of approval by the Assignment Board.

The placement roles of the Personnel Officers in the Branch have been badly diluted. It has always been unrealistic, and somewhat unfair, to expect the Personnel Officers to play other than a processing role in the system as currently constituted. Personnel Officers are criticized for not filling the placement role, but they simply do not have the clout to do so. They are separated too far from the operating missions, the bureaus, and Foreign Service officers overseas. They do not have ready access to information necessary to being a major partner in the process. They perform very little travel (two trips in two years for the Branch), so their knowledge and appreciation of life and work abroad is limited to what they can learn in their brief contacts with Foreign Service employees when they are visiting Washington. It is not unusual for staff to retreat to the enforcement of rules and regulations when they find that they do not have access to information which would enable them to play a larger role. Indeed, Assignment Branch personnel have a formal orientation toward the rules, regulations, and precepts of the system and are looked to by the Agency to be the monitors of the formal system. But even compliance roles can be played in a tactful, helpful, and positive way. The Agency must assist the Branch in creating a more positive atmosphere to enhance its effectiveness and reputation.

The PM workload is a heavy mix of actions necessary to support the Foreign Service scattered over the world. A list of the responsibilities which makeup the total potential workload of the Branch is provided in Table I (pp 12-13). The Branch receives from 250-300 action cables per month which touch on multiple combinations of the items on the list. PM reports that during the one year period May 1, 1988 to April 30, 1989, the Assignments Branch processed over 2000 personnel actions. Just the reassignment of 714 Foreign Service officers by itself generated a large number of multiple actions on the part of the Assignments Branch staff. The result is a large volume of bureaucratically detailed and time-consuming personnel actions, most of which demand multiple clearances and generate a large volume of documentation. Most of this workload is handled by three teams in the Branch each staffed with two or three people depending on vacancies. These teams are supported by a Processing Support Unit of seven personnel assistants. (See organization chart at Table II (p. 14).

TABLE I.

Staffing Specialist Responsibility Within PFM/PM/FSP/AB

Assignments

- Knowledge and interpretation of AB precepts
- Knowledge of duties entailed in each position
- Knowledge of Officers' background, capability and past performance as it relates to suitability
- Knowledge of rules and regulations concerning length of tours, eligibility for R&R, HL, etc.
- Validation of positions to be advertised
- The COAR process
- Requests to bid out of cycle
- Extensions, within Mission/Bureau reassignments, etc.
- Nomination cables
- Negotiation with Bureaus, Missions, EMS offices, CDOs
- Language proficiency and medical clearances
- Analyze backstop vis a vis shortages/overages

Allowances/Benefits

- Medical insurance
- Medical Evacuations
- Life insurance
- Home leave
- Rest and recuperation
- Post differentials
- Danger pay
- Home service transfer allowance
- Foreign service transfer allowance
- Advancement of pay
- Separate maintenance allowance
- Education allowance
- Education travel
- Special education allowance
- Annual leave
- Sick leave
- Administrative leave
- Retirement/separation benefits
- Expeditious naturalization
- LWOP - approval/disapproval recommendation; monitoring advisement of benefits
- LCE recommendations; notifications/separation of employee

Travel

- Evacuation - medical, death, or because of disaster
- Assignments - transfers, mid-tours, direct transfers
- Shipment of HHE, UAB, POV, and consumables
- Eligibility for dependents' inclusion in orders
- Preparation of travel authorizations

- Per diem rates and allowability
- Fragmented home leave
- Travel by cost construction method
- Advance SMA travel
- Delayed arrival/early departure to/from post
- Education travel
- Consultation and TDY travel
- Residency and dependency/divorces/marriages, etc.

#### Training

- Preparation of training requests
- Coordination with TD
- Logistics - timing, hotels, per diem, etc.
- Coordination of language training, including allowable lengths, method of instruction, monitoring of progress
- Waivers - language, new entry, other
- Determination of language for LDP, tenuring

#### Special Programs

- JCC/RJCC/IPA
- LTT
- Details to other agencies (letters of agreement)
- Fellowships
- Task forces - special/unique procedures

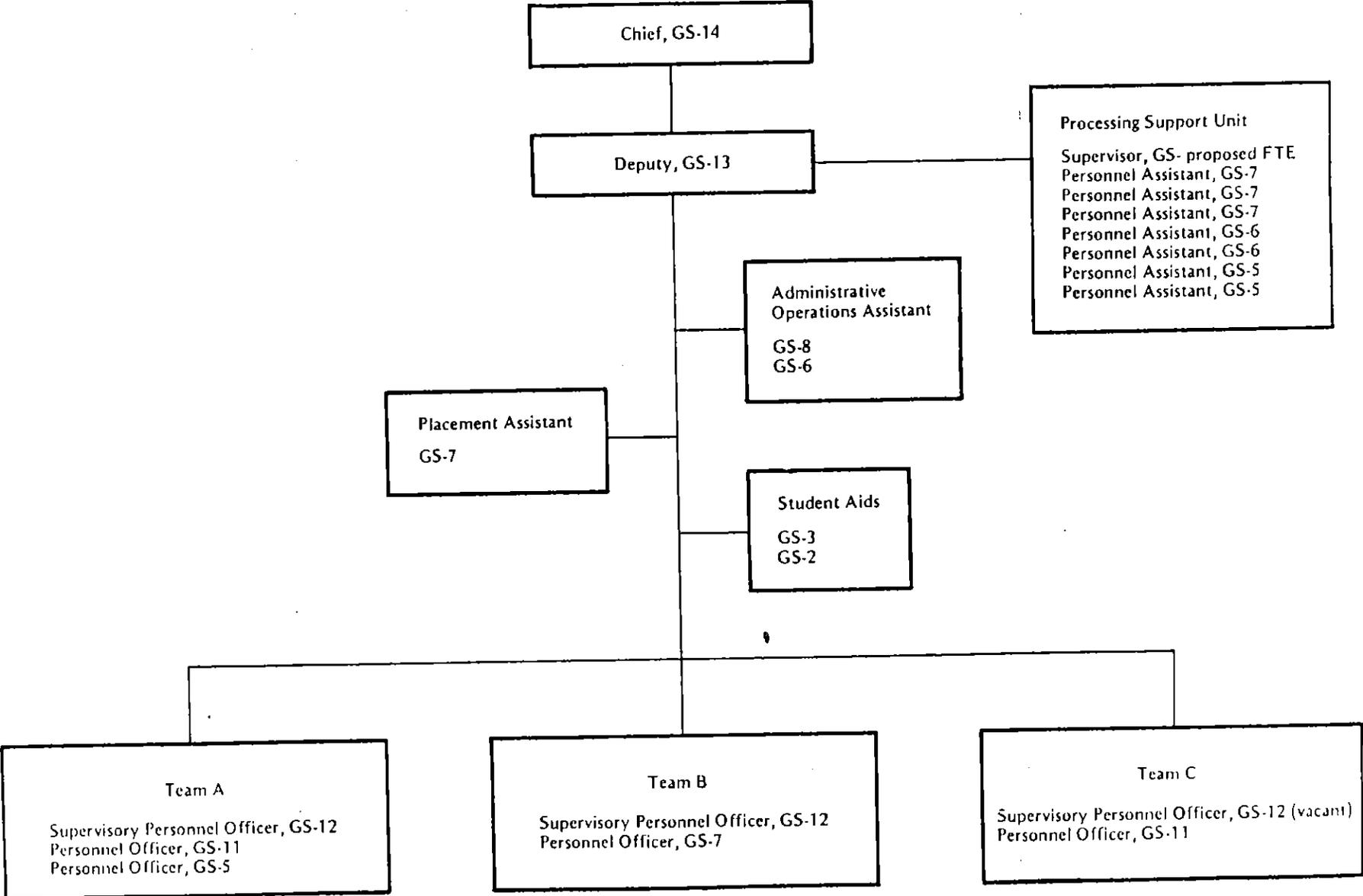
#### New Hires/IDIs/Mid-levels

- Travel to A.I.D./W
- Orientation to forms, benefits, procedures
- Time cards
- Entering into system (RAMPS)
- Coordination with CD for placement
- IDIs and mid-level hires
- Reemployed annuitants
- Resident hires
- Tenuring monitoring/coverion to career status

#### RAMPS/Data

- Maintain data on all FS employees
- Update various reports, lists, rosters, etc.
- 52s and 50s
- Corrections (on 35+ PER forms)
- Daily maintenance of staffing patterns
- Special requests for computer runs
- WIGs, MSIs, etc.
- Transfers, reassignments, separations, etc.
- Benefit changes
- Identify backstop needs/projected retirements/estimate of hiring levels
- Adjustments of TIC dates
- Coordination of LCE

TABLE II  
**FOREIGN SERVICE PERSONNEL  
 ASSIGNMENTS BRANCH**



The Branch's reputation has suffered over the years with the most frequent complaints focusing on attitudinal problems, poor quality control, and length of time to complete an action.

These complaints have a basis in fact but one must look at the situation into which the staff has been thrust. The staff of the Branch are a graphic example of career immobility and the consequences. Expertise in the Foreign Service Personnel System is not transferable (not even to A.I.D.'s Civil Service Branch), and so the senior members of the staff (several of whom have been in the division for 17 and 18 years) have effectively reached a dead end. Without fresh challenges and hope for mobility, there is a natural ebb of enthusiasm and the risk of complacency. Junior staff rotating into the office quickly perceive the definite lack of career mobility and opportunities and leave the Branch.

The situation has created a great deal of frustration among the senior personnel officers and rapid turnover among the junior staff. This turnover means that the staff is in a continuous start up mode but in fact there is no formal training program for new employees. Given the uniqueness of the Foreign Service system, there is little training available in normal government systems and no one has the time to provide much on the job training. The lack of current standard operating procedures further exacerbates the situation. New staffers learn by doing and admittedly make mistakes which get into the system and contribute to the Branch's image problem.

The Agency must provide career mobility for the assignment Branch staff. The consolidation of Foreign Service and Civil Service Personnel will provide that mobility. The staffs of both divisions will be cross-trained which will provide career mobility to FSP staff and a better appreciation of Foreign Service issues to CSP staff. Rotational assignments from the combined division to EMS offices would broaden staff even further.

Training for new employees in the Assignment Branch is an immediate need for improving their own confidence and the Branch's image and effectiveness. Training packages flowing from the consolidation of FSP and CSP must follow closely. Standard Operating Procedures must be a high priority even if FSP must resort to a contract to get the job done.

In a more disciplined Foreign Service assignment system, the Assignment Branch becomes an Operations Branch, but will continue its oversight role on assignment precepts. In fact there will be additional precepts to monitor but the Branch must play this role in a more positive way than is currently the case. Providing job mobility and training will hopefully raise morale and impact on attitudes and client relations.

The unit needs a better appreciation of Foreign Service issues and at least occasional TDYs are badly needed. Travel in tandem with EMS staff or Career Development Officers would be helpful orientations. Such travel must be given a higher priority in the allocation of operating funds.

Recommendations:

- o Consolidate Foreign Service and Civil Service Personnel Activities into one division in the new Human Resource organization. This will provide much needed mobility to Assignment Branch staff and will enhance career development, improve morale, and increase effectiveness. (See also Section V-2-I for further reasons to make this consolidation.)
- o Since the consolidation of FSP and CSP will take up to one year, begin immediately the rotation of the two staffs, as a transition to the reorganization. Immediate rotations will provide training and relief for the largely immobile staff of the Assignments Branch.
- o Task the Training Division with organizing training programs in anticipation of the consolidation. Training modules should be put into place quickly to cure the training deficiency which currently exists in the Assignments Branch.
- o Establish Standard Operating Procedures as soon as possible even if it has to be contracted out.
- o Reorder priorities on allocation of operating funds to provide travel funds for Personnel Officer orientation to foster a better appreciation of Foreign Service life and work overseas.
- o Move new employee processing from the Assignment Branch to the Recruitment Division. It more properly belongs in Recruitment and will somewhat reduce the Assignment Branch workload.
- o Provide the Branch with assistance in programming newly-installed Wang equipment.

## V. OFFICE OF PERSONNEL MANAGEMENT ORGANIZATION, FUNCTIONS, AND STAFFING

1. Issue: PM is not given priority in A.I.D.'s organizational structure, has a difficult time convincing capable officers to spend a tour with it, gets the short end of equipment, space and budget, and is not doing its job as well as it could.

Findings: Human resource management deserves a higher priority than it is accorded in A.I.D. Throughout the management world, the importance of employees as a critical resource for organizational effectiveness has been recognized and acted upon. But A.I.D. has not kept abreast of this thinking and tends to take its employees for granted.

Historically, the A.I.D. program has attracted highly motivated employees, whose principal rewards came from job satisfaction. The personnel system, although always cited by employees as impersonal and ineffective, was less important than the satisfaction of contributing to change in the developing world. People worked for A.I.D. in spite of an uncaring personnel system. But careers in A.I.D. and life in the Foreign Service have changed dramatically, and the Agency can no longer afford to take its workforce for granted. A.I.D. field staff are no longer hands-on "doers," but have become managers of contract resources who in many cases design, implement, and evaluate the program. Washington bureaucratic layering and endless paper processing stifle creativity and initiative and result in a frustrated and cynical workforce.

Life in the Foreign Service is further complicated by spousal careers, increased reluctance to be separated from high school age children, concern caused by random terrorism and the risks of newly emerging diseases. There must be other trade-offs to attract and hold employees. A well run, people-oriented personnel system, which demonstrates a caring attitude is one of those trade-offs – perhaps the most important one, and one which employees have been looking for over an extended period of time.

We believe that the critical importance of the Agency's personnel function, coupled with the many personnel management problems that this and other recent studies have identified, clearly call for the direct involvement of the Administrator, the Deputy Administrator, and the Counselor in the personnel process.

Such a move would:

- o Give greater organizational visibility and clout to the Office of Personnel Management;
- o Emphasize the priority which top management assigns to the overall improvement of the Agency's human resources management function; and

- o Assure that the major changes in personnel management which we are recommending in this report will be fully implemented.

Recommendation: Constitute the Office of Personnel Management as an independent office, reporting directly to the Administrator, and change its name to the Office of Human Resources.

2. Issues: Is there a better way to organize the functions now performed by the various components of PM in order to provide more efficient and effective personnel services? Are there any functions being performed elsewhere that should be brought into PM? Are current staffing levels of the various PM components appropriate?

Findings: In our view:

- o There are a number of functions currently assigned to PM (or assigned elsewhere) which are not now being adequately performed and require strengthening within PM; and
  - o There are a number of functions for which responsibility is currently scattered in PM, and which should be combined in one division or staff.
- A. Workforce Planning: In the current PM functional statement, workforce planning is assigned to various units:
- o The Executive Personnel Management Staff (PFM/PM/EPM) is responsible for "timely promulgation of periodic projections of overall and specific executive-level workforce requirements."
  - o The Personnel Systems and Program Evaluation Staff (PRM/PM/PSPE) "conducts continuing analysis of A.I.D.'s personnel resources against short- and long-run skill requirements ... publishes information workforce requirements ... and develops annual forecasts of requirements for positions and personnel upon which decisions on Foreign Service recruitment, retention, and promotion are made."
  - o The Assignments Branch (PFM/PM/FSP/AB) "plans and coordinates ... input to the A.I.D. Workforce Planning System ... in formulating short- and long-range workforce plans."
  - o The Staffing Services Branch (PFM/PM/CSP/SS) provides "input in the development of Agency projected requirements for recruitment, development and placement of Civil Service personnel."

But, if there is one point on which everyone in PM seems to agree, it is this: there's really no one in PM who is doing meaningful workforce planning. Indeed, at the present time, the function -- particularly as it entails the forecasting of the personnel requirement -- is not being performed anywhere in the Agency.

Officially, there is one employee in the Office of Financial Management (FM) with workforce planning responsibilities. What he actually does is monitor FTE levels to be sure the ceilings are not exceeded (and available OE funds not depleted).

The rationale and need for strengthening the workforce planning function were well-documented in the recent assessment of the Foreign Service and Civil Service Recruitment Systems prepared for DA/AID. The reported stated:

"A.I.D. cannot have an effective recruitment strategy without comprehensive/continuous workforce analysis... We recommend that a new workforce planning unit include oversight by senior staff to ensure top-level attention to our recruitment strategy and to define occupational skills and personal qualities needed to manage our programs."

In his memorandum of November 7, 1988 to the Administrator, AA/PFM recommended the establishment of an Office of Organizational Management and Workforce Analysis (OMWA). He also recommended that OMWA be an independent office reporting to AA/PFM.

We strongly agree on the need for strengthening the workforce planning function. But we also strongly believe that the function should be strengthened within OHR – that workforce planning is such a crucial input to the whole recruitment and career development process that the function must be under the direct supervision and control of the OHR Director, and not in FM, where budget concerns will continue to drive the process to the detriment of rational planning based on needs and directions and personnel skills and attention.

In this report we recommend that the OHR Director report directly to A/AID. Assuming that this recommendation is accepted, there is an even stronger case for the new OHR to be fully responsible for workforce planning, so that workforce issues can be brought directly to the attention of the Administrator and Deputy Administrator.

Recommendation: Strengthen the workforce planning function within the new OHR, not in the proposed new OMWA. The function together with five new positions, three professional and two clerical, should be assigned to the new OHR Policy and Workforce Planning Staff, described further below.

#### **B. The International Development Intern (IDI) Program:**

##### Findings:

- o The Career Development Branch (PFM/PM/FSP/CD) is currently assigned responsibility to "manage the IDI program, providing for the training, development assignment and counseling of all IDIs after their entrance on duty."

- o There is, however, no one assigned full-time responsibility for managing the IDI program within PFM/PM/FSP/CD. In the past, there was always an "IDI Coordinator," somewhere in PM, who arranged IDI field assignments and handled all aspects of their AID/W training and rotational assignments.
- o The recent Assessment of the Foreign Service and Civil Service Recruitment Systems also recommended that "A.I.D. should reinstate the IDI and Management Intern programs as major means of getting bright entry level people into the Agency." The report also notes that "the IDI program has lost its special identity."

Recommendation: Establish a full-time IDI Coordinator position, with a full-time clerical assistant. The IDI Coordinator should report directly to the new Associate Director for Career Development, described below.

C. Foreign Service Nationals (FSN) (PFM/PM/PCF/FN)

Findings: This unit has the following responsibilities.

- o "Formulates and recommends Agency policy on Foreign Service National (FSN), Third Country National (TCN), and FSN Personal Services Contract (PSC) employees.
- o "Carries out liaison with the other Foreign Affairs Agencies with regard to FSN personnel management policies. Negotiates with PER/FSN for acceptance of A.I.D. policy initiatives prior to presentation to the Interagency FSN Personnel Policy Coordinating Committee.
- o "Directs all activities concerned with Foreign Service National administrative personnel matters, e.g., Civil Service retirement and the Orderly Departure Program, and acts as liaison with U.S. Office of Personnel Management (PM) as well as the U.S. State Department (PER/FSN).
- o "Provides advice and guidance to A.I.D. Missions on all aspects of Foreign Service National issues and concerns.
- o "Initiates and participates in the development, design, and operation of training requirements and career development programs pertaining to Foreign Service Nationals.
- o "Serves as the Agency coordinator for the overall improvement of the Foreign Service National personnel system."

This is indeed an impressive array of functions. But there are only two positions on this staff and they need more support.

In the Department of State, 27 people are currently assigned to the equivalent FSN functions. State requires more people for FSN issues than A.I.D., because it is the lead agency in the foreign affairs community for all common FSN issues, including FSN wage levels.

Nevertheless, A.I.D. has 7,814 FSN employees (1,121 DH and 6,693 PSC). They constitute the largest single category of the Agency's human resources. They represent both a major asset and a source of increasing employee unrest.

It would certainly seem that the whole FSN function requires more attention within PM. It would also seem that the function is organizationally misplaced in the Policy, Position Classification and Foreign National Branch, of which it is now a part.

Recommendation: Strengthen the FSN function by the establishment of an FSN Division, which includes at least three full-time professional and two clerical positions. The senior professional should always be filled by a senior FSN, brought to AID/W for a two-year training assignment. The FSN Division should be one of the units reporting to the new Associate Director for Personnel Operations, described below.

#### D. Career Development:

Findings: The recent Assessment of A.I.D. Staff Training Programs conclude that "career development is not taking place in any systematic way in the Agency...." The report lauded ad hoc staff development efforts of ANE/TR and LA/DR, but not the overall career development work of PM.

Within PM, the Career Development Branch (PRM/PM/FSP/CD) has the main responsibility for career development with specific training programs the responsibility of the Training Division.

The Career Development Branch actually does more career counseling than career development. But they do not have the time and resources for proactive career development -- laying out career patterns by backstop cone, programs and assignments 5-10 years in advance.

Actually, new leadership has considerably strengthened the CD Branch over the past year. In 1988, the staff was able to meet with 65% of all FS employees for at least one half-hour counseling session. That compares with only 25% in 1987.

Still, a lot of the counselors' time is taken up with employee relations work -- including the full-time efforts of one professional who handles substance control, family and financial problems that employees bring on an ad hoc basis.

Finally, it should be stressed that the Branch only handles FS employees. There is virtually no effort at career development for GS employees in the Agency at the present time. Yet, the Agency continues to have more than 2,000 GS employees on its rolls. Within the Civil Service Personnel Division, no unit is even assigned career development responsibility on paper. One employment development specialist in the Training Division does some ad hoc counseling with GS employees. "Counseling" is listed as an employee relations function, with the Employee Assistance and Benefits Staff (PFM/PM/CSP/EAB); but no career counseling is done there.

**Recommendation:** Assign a new Counseling Division responsibility for career development of all FS and GS employees. That this unit not engage in any employee relations type activities. These should all be handled by the Employee Relations Division, recommended below. The new Career Development Division should be built around the current Career Development Branch (PFM/PM/FSP/CD), with the addition of two FT professional and one FT clerical position, to strengthen GS career development. One of the new professionals would be the transfer in of the Employee Development Specialist from the Training Division. The Division should report to the new Associate Director for Career Development, described below.

#### **E. Employee Relations:**

**Findings:** The PM functional statement assigns various employee relations responsibilities to at least seven different organizational units. An eighth unit actually handles considerable employee relations work, though it doesn't show up on paper.

Following are the current official assignments of employee relations tasks (unless indicated by FS or GS, the task is performed for all categories of employees):

- Administrative Staff (PFM/PM/ADM) - A.I.D. savings bond program, Emergency Loan Fund and Loan Fund Board, income tax advisory services, and voter information
- o Personnel Policy Branch (PFM/PM/PCF/PP) - incentive awards program and executive secretary to agency awards committee
- o Career Development Branch (PFM/PM/FSP/CD) - substance abuse (FS), family problems (FS), psychiatric problems (FS), and financial problems (FS)
- o Recruitment and Special Service Branch (PFM/PM/FSP/RSS) - equal employment opportunity activities (all employees), health & life insurance (FS), survivor's benefits (FS), medical benefits (FS), compensation for death & injury (FS), post evaluations (FS), medical clearances (FS), emergency visitation travel (FS), and agency awards (FS)

In actuality, the Special Services Branch no longer exists. It's people have been moved to the Employee Evaluation Branch (PFM/PM/FSP/EE) where they perform the following services.

- o Employee Assistance & Benefits Staff (PFM/PM/CSP/EAB) - employee rights and benefits (GS), retirement (GS), health & life insurance (GS), survivors benefits (GS), adverse actions (GS), drug & alcohol abuse (GS), disciplinary actions (GS)
- o Special Assistant to PM Director (PFM/PM/OD/SA) - Administrative FS disciplinary actions

- o Assignment Branch (OFM/PM/FAP/AB) - medical & life insurance (FS), expeditious naturalization (FS), and retirement benefits (FS)

Clearly there is some scatteration, if not downright duplication and redundancy, in the way employee relations are currently handled within PM. More analysis may be required to fully sort out what each of the above offices is actually doing with each of its assigned employee relations functions.

The case for consolidating the responsibility for all employee relations work in one office is strong.

Recommendation: Assign all responsibility for employee relations functions to a new Employee Relations Division. It should be built around the current staff of the Employee Assistance and Benefits Branch (PFM/PM/CSP/EAB), plus the personnel in the Employee Evaluation Branch (PFM/PM/FSP/EE) who are currently doing employee relations work. All employee relations and "special programs" work currently being performed by the following offices should also be transferred to the new OHR Division: PFM/PM/FSP/CD; PFM/PM/ADM; PFM/PM/PP; PFM/PM/FSP/AB; and PFM/PM/OD/SA. The new Division should report to the new Associate Director for Labor and Employee Relations, described below:

Note: The sorting out of employee relations functions and people to establish the new Division may not result in a net increase/decrease of staff. But it should free up considerable staff time for other work in the "losing" offices.

#### **F. Recruitment:**

Findings: The Agency's recruitment function was recently the subject of an Assessment of the Foreign Service and Civil Service Recruitment Systems. That report made a strong case to "give the function proper emphasis" and recommended combining all FS and GS recruitment in one office reporting directly to the PM Director.

There is no need to repeat here what is already contained in the assessment report, which is on the record and awaiting implementation action.

Recommendation: We agree with the assessment report on Recruitment and endorse its recommendations for the establishment of a central Recruitment Division -- with a net increase of two full-time positions after all the other related personnel shifts to consolidate the function are made. The new Division should report to the new Associate Director for Career Development, described below.

#### **G. Policy Development:**

Findings: Within PM, responsibilities for policy development are currently assigned as follows:

- o The Policy Special Programs Branch (PFM/PM/CSP/PSPB): "Formulates and recommends policy and procedures for employment of all A.I.D. Civil Service personnel, GS employee relations and benefits and performance management functions."
- o The Personnel Policy Branch (PFM/PM/PCF/PP): "Oversees the formulation of all personnel policy, and interprets and explains policies and regulations relating to A.I.D.'s personnel systems; and
- o Develops and or coordinates the development of all personnel policy, handbooks, interagency regulations and procedural issuances."
- o Formulates and recommends Agency policy on FSN, TCN, and FSN/PC employees."

There is unnecessary redundancy between the work of the Policy and Special Programs Branch (just GS policy) and the Personnel Policy Branch (all personnel policy) and a prime facia case exists that the two units be combined. We also believe that policy planning and workforce planning should go hand in hand. They are mutually enforcing and should be combined in one unit.

Recommendation: Establish a Policy and Workforce Planning Staff by merging the current policy development functions and personnel of PFM/PM/PCF/PP and PFM/PM/CSP/PSPB and adding the workforce planning functions now assigned to PFM/PM/PSPE.

#### H. Executive Personnel Management:

Findings: Responsibility for the assignment and related actions pertaining to the Agency's most senior employees (SES and SFS) is now in two places:

- o The Executive Personnel Management Staff (PFM/PM/EPM): "Coordinates the development and administration of the Agency's Executive Personnel Management Programs, with particular emphasis on foreign service executive-level personnel."
- o The Policy and Special Programs Branch (PFM/PM/CSP/PSBB): "Provides continuing advisory and technical services and staff support to the Agency's Executive Resources Board and the Performance Review Board for Senior Executive Service employees."

There are many more SFS employees (284) than SES (42), and a much greater workload associated with SFS positions and employees. The SFS assignment process works through the Executive Personnel Assignment Panel (EPAP). The SES assignments are made by the Executive Resources Board (ERB). Yet the basic executive management functions are the same: to counsel the senior officers of the Agency; to decide on their assignments; and to process them after assignment decisions have been made.

In our view, the processing function involves routine tasks, e.g. cutting orders, arranging the shipment of household effects, which are similar to the personnel services provided to all employees, regardless of grade. Thus, these tasks can be handled by the same office that handles them for all employees.

Recommendation: Assign the processing functions for executive personnel of the Agency to the new Assignment Division described below.

With respect to the counseling and assigning of executive personnel, we believe a separate Division is justified. Its responsibilities should include the staff work associated with preparing the agendas for EPAP meetings, and the ERB staff work as well.

We believe the Division (built around the present PFM/PF/EPM) should report to the new Associate Director for Career Development; and this Associate Director should be the senior officer of PM concerned with brokering the assignments of executive level personnel to both the EPAP and ERB.

Recommendation: Constitute the current Executive Personnel Management staff as the Executive Personnel Division, reporting to the new Associate Director for Career Development. Responsibility for processing executive assignments should be transferred from the old PFM/PM/EPM to the new Assignment Division, described below.

#### I. Civil Service and Foreign Service Personnel Operations:

Findings: Most of the organizational changes recommended above are designed to consolidate like functions (recruitment, career development, policy development, employee relations, etc.) in a single PM office, regardless of personnel system or category.

The one consolidation which we believe can have the most dramatic effect in improving PM's efficiency and effectiveness would be the consolidation of all common CSP and FSP operational responsibilities.

The advantages of having a single organizational entity to handle personnel operational activities for both the foreign and civil service would include:

- o The capability to provide one-stop service to A.I.D. managers and employees on personnel matters and problems involving the application and interpretation of foreign service and civil service personnel regulations and procedures;
- o The establishment of a cadre of personnel generalists to perform the professional duties associated with the selection and placement of both GS and FS employees. The generalist concept is widely accepted in the personnel community and is generally used to streamline the services provided to managers and employees. The use of this concept would also afford our personnelists the opportunity to obtain knowledge and skills which are easily transferable throughout the Federal personnel community.

- o Improved communications on operational matters which are of common interest to both FS and GS employees, including a more coordinated approach in the designation of positions in either the F or G category.
- o An opportunity to establish programs to make better use of available talent in the Civil Service workforce. Such programs would go a long way in eliminating the notion among our 2,000-plus GS employees that they are treated like second-class citizens; and
- o The elimination of the unwarranted competitiveness that now exists between CSP and FSP, and a more balanced workload among the various components with PM.

There is solid support within PM for an FSP-CSP merger particularly within CSP. There is also some strong opposition ("the two systems are just too different"), particularly in FSP.

We recognize that there are significant differences in the policies and procedures affecting FS and GS employees. And we concede that there would be a difficult period in which some PM employees would have to learn a whole new set of assignment and placement procedures. But we believe that our personnel officers have the capacity to learn and take on some added responsibilities.

Recommendation: Place all common "operational" personnel functions under a new Associate Director for Personnel Operations. The organizational units reporting to the new Associate Director should include a combined (GS-FS) Assignment Division, a Position Management and Classification Division, a Recruitment Division, and Evaluation Division, plus the upgraded Foreign National Division recommended above.

3. Issue: Should Agency awards responsibilities be transferred from the new OHR to the Office of Public Affairs (XA)? Should the Agency's payroll function (now located in FM) be realigned into the organizational structure of OHR? (Both of these shifts were included for examination in the the team's scope of work.)

Findings: The Agency awards function has traditionally been a personnel function as it is in most Federal agencies. Within PM we believe the function is currently misplaced in the Personnel Policy Branch (PFM/PM/PCP/PP). Thus, it is one of the functions that we recommended be moved to the new Employee Relations Division. But, we see no justification for moving the function to XA. Awards are meant to be an employee incentive not a public relations exercise.

Moving the payroll work into the new OHR makes some sense on functional grounds, but the payroll function is performed by relatively junior clerks, who are starting their careers in FM. If they were moved to OHR, they would be in dead-end jobs as far as career advancement is concerned. There would be no other positions in OHR to which they could aspire. In FM, there are many other financial management positions which provide career ladder opportunities for the payroll clerks. Thus, we believe the payroll function should remain in FM.

As far as the FS allowances function is concerned, we see it as a clear SER/MO policy function, related to the travel and transportation of A.I.D. travelers and their personal property. It also involves coordination with State on joint allowances policies. We see no particular rationale for PM taking on this work, and have found no one in either PM or SER/MO who argues strongly for such a shift.

Recommendation: Make no change in current bureau organizational locations of awards, payroll, or FS allowances.

4. Issue: Is there a need to establish three new senior positions in OHR to supervise the three major clusters of functions which our recommended organizational changes would create: career development, personnel operations, and labor and employee relations?

Findings: We believe that the size and composition of each of the three clusters requires the full attention of an officer of SFS or SES rank. This would add three executive level positions to PM, a move which we feel is warranted in its own right, in order to attract more experienced officers to PM. There are currently only two executive level positions in PM: the Director (SFS) and the Deputy (SES).

Recommendation: Authorizes three new executive level positions for PM: Associate Director for Career Development (SFS), Personnel Operations (SFS), and Employee and Labor Relations (SES).

5. Issue: Does PM (to be renamed OHR) have adequate space?

Findings: It becomes immediately evident to anyone who visits PM that the office as a whole not only has insufficient space, but that the existing space is badly configured, poorly maintained, and probably constitutes a safety hazard to the PM staff. In a word, the PM space situation is deplorable. It is a serious morale problem for the PM staff, and a public embarrassment to the Agency and the U.S. Government.

It would appear that PM has been given the lowest priority within the Agency when it comes to the allocation, renovation and maintenance of space. Clearly PM as presently organized needs more space (25%?) and a more decent space layout. Perhaps a fourth of the staff is currently in some kind of a bullpen or behind a temporary wall in what was meant to be hall space.

But the better part of valor would be to make no immediate space moves until all the organizational issues contained in this and other extant studies are settled. Then someone needs to sit down and map out a whole new space plan for PM – hopefully with a considerable increase in the overall amount of space, and with enough available funds to properly configure and renovate the assigned space.

Recommendation: Give priority attention to the legitimate space needs of the Office of Human Resources.

6. Issue: Are existing delegations of authority within PM adequate?

Findings: Responsibility for issuing appropriate Delegations of Authority within the current PM – to take final action on a variety of personnel actions – is vested in the Personnel Policy Branch of the Policy, Position Classification, and Foreign National Division. The last time that the Delegations were reviewed and updated was August of 1986 – almost 3 years ago. The staff of the Personnel Policy Branch is the first to concede that these delegations are probably seriously out of date. They say they have just been too busy with other more pressing tasks to undertake a new update exercise. They suggest that the time to do so would be as soon as the present exercise (including a potential reorganizational within PM) is concluded.

- o There is clearly an urgent need to update the delegations at the earliest opportunity. Doing so in the context of a new OHR organizational structure certainly makes sense.
- o To organize and update the existing delegations identify gaps, write subdelegations, and develop a computer program to cross-reference functions to authorities, will require approximately 12 person-months of effort.

Recommendation: Revise and update existing PM Delegations of Authority to reflect the organizational changes that flow from this and related studies.

7. Issue: Does PM have adequate Standard Operating Procedures?

Findings: Federal personnel regulations prescribe not only many of the policies (particularly for the Civil Service system) that PM must follow, but also specific procedures that must be adhered to in carrying out certain personnel functions. The procedures for carrying out a GS Reduction in Force (RIF) are a good example. But there do not appear to be many Standard Operating Procedures within PM that set down how this or that function/process should be handled in the absence of a relevant Federal regulation. There do not appear to be any written guidelines to either help a new employee learn his or her job, or that someone could use to jump in and take over a new position in the incumbent's sudden absence.

Several PM offices are writing (or planning to write) PM handbook guides for Agency managers/supervisors in their functional areas. There is an awareness within PM that Standard Operating Procedures would be extremely useful. But also a conviction that there will never be enough time to develop good SOPs, given all the other demands on their time. The level of effort required to do a thorough job of writing, cross-reference, and automating SOPs is at least 24 person months and will probably never get done if only PM's internal resources are used.

Recommendation: Make available OE funds for the new OHR to contract for a survey of the functions/processes which lend themselves to Standard Operating Procedures and the development and automation of such SOPs.

8. Issue: Are PM needs for computer hardware and software receiving adequate attention?

Findings: While a review of ADP was not a part of the scope of this study, a few observations must be made:

- o PM operations have been a low priority in A.I.D.'s computerization efforts.
- o IRM has not been responsive to providing automation advice to PM.
- o Only recently has PM begun to get WANG PCs and software to access RAMPS and payroll. We suspect this is not adequate particularly on the software side.

Recommendation: Review current status of the computerization in PM to determine if it is a properly planned and supported effort.

9. Annexes:

PM's current organization and staffing are shown at Table III. The chart at Table IV depicts the new organization and staffing, if all our recommendations are implemented.

The present PM staffing totals 175 positions: 139 FT, including 12 Intermittent Consultants (TI); and 24 PT, including 4 temporary full-time (TF). Another 25 persons from the Complement are normally also working somewhere in PM at any given moment. They constitute a substantial additional resource upon which PM relies heavily.

Our projected PM staffing (TABLE IV) is 184 positions (152 FT and 32 PT). But we have not factored in Complement people. Some of our new positions would do the work currently handled by people off the Complement.

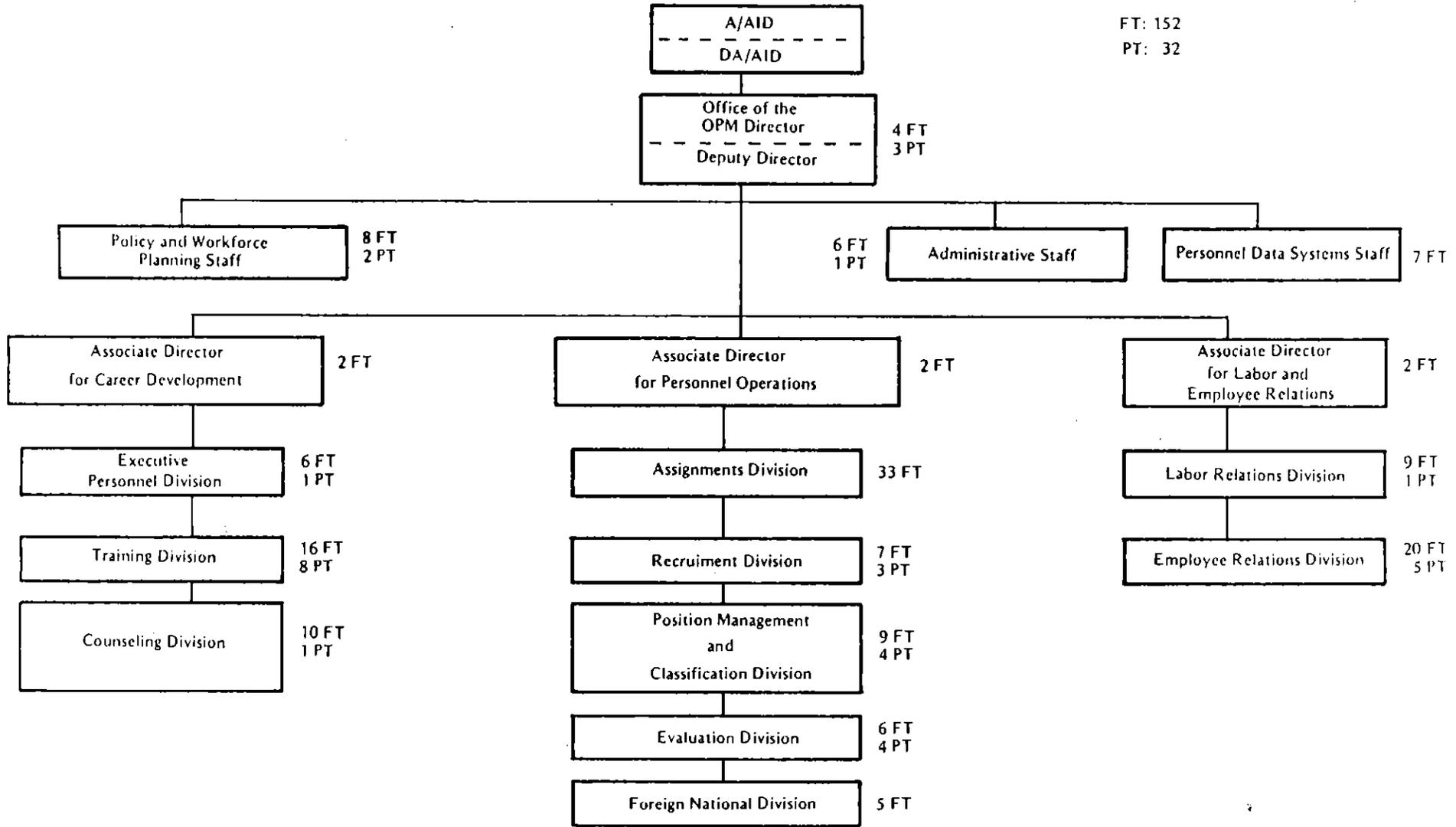
All of the staffing changes/additions which have been recommended are summarized on page 32.



TABLE IV  
 PROPOSED NEW OFFICE OF HUMAN RESOURCES

TOTAL: 184

FT: 152  
 PT: 32



## SUMMARY OF STAFFING CHANGES

### OPM Front Office

Full-Time Specialist Assistant (disciplinary actions) moves to new Employee Relations Division

### Administrative Staff

Loses about one-half person-year of workload (special programs) to new Employee Relations Division. But no staffing change.

### Executive Personnel Management Staff

Loses two full-time positions (processing of executive level assignments) to new Assignments Division.

### Personnel Systems and Program Evaluation Staff

Loses one full-time position (Agency awards) to new Employee Relations Division. But gains five new full-time positions (workforce planning function) in newly constituted Policy and Workforce Planning Staff. Also add one part-time policy person from PSPE.

### Associate Directors

Three new full-time positions as Associate Directors for Career Development, Personnel Operations, and Labor & Employee Relations. Plus three new full-time secretarial positions to support the Associate Directors. These new positions can replace six positions currently in the FSP and CSP Division Front Offices.

### Training Division

Loses one full-time position (GS counseling) to new Counseling Division.

### New Counseling Division

Built around old FSP Career Development Branch which loses one full-time position (drug abuse, etc.) to new Employee Relations Division. But Division gets three new full-time positions, one of which is transferred in from the Training Division.

## VI. THE FOREIGN SERVICE-CIVIL SERVICE BALANCE IN A.I.D./W

1. Issue: How to fill more central technical/support bureau jobs with FS officers -- to give those bureaus a better grounding in the reality of field missions, programs, projects, problems, and personnel, and to give those officers a better grasp of A.I.D.'s technical and administrative management functions.

Findings: One-third of A.I.D.'s central bureau/independent office positions (those graded GS 13/FS 3 or higher) are filled by FS officers. The latter occupy two-thirds of the officer positions in regional bureaus. IG and FVA are exceptions to this generality. In the four largest central bureaus, FS officer percentages of total officer staff vary considerably, i.e., PFM (41%); PPC (23%); S&T (17%); and PMS (16%). On paper, SFS officers occupied 54% of all filled senior (SFS, EX, or SES, and all EPAP) positions in the central bureaus. But some SFS employees are assigned to non-EPAP jobs neither managerial or supervisory.

This phenomenon is felt to seriously detract from central bureau relevance and sensitivity to field mission and client country needs.

When required to serve in Washington, most FS officers prefer regional bureau assignments because the latter are perceived to be where the action and substance are; offer the greatest potential for visibility, promotion, bonuses, and other forms of recognition and reward; and are the best location from which to lobby for the next field assignment.

A minority of FS officers prefer, or at least accept without complaint, central bureau assignments. They may have a technical speciality that makes such a tour as interesting and challenging as one in a regional bureau. Some believe they have just as good an opportunity to secure a desirable field posting because -- if they are in a visible enough position -- they have contacts with all our geographic regions.

But FS officers wishing to serve in a particular central bureau may find, as in S&T, that most senior jobs with significant supervisory/management responsibilities are already occupied by longtime GS/SES/AD/IPA employees. It should be noted that not all central bureau political and senior SES/AD managers desire FS employees, because of the relatively short time the latter will spend in the job and perceived relative lack of technical expertise.

A.I.D.'s central bureaus have considerable influence and impact on our field programs. They design overall policy, budget allocation and strategy guidance affecting a wide range of our programs. They may be getting, as with S&T, an increasing share of A.I.D. resources to which field programs are increasingly "buying in." PPC decisions affect implementation of many field program matters on sector activities, policy dialogues and donor coordination.

Other central bureaus are responsible for the personnel, financial, budget, contracting, procurement and administrative, arrangements that can help or hinder the FS officers' ability to work and live overseas. Also, as FS officers rise in responsibility it is increasingly essential for them to acquire skills in non-program areas such as budget, contracting and procurement.

The central bureaus should have enough FS officers to instill an appropriate awareness of the particular problems and challenges of working and living abroad. It makes sense that a central bureau tour, at least once in a FS career, would benefit both that bureau and the FS officer.

A change in A.I.D.'s "culture" is needed, however, before more FS officers voluntarily seek central bureau tours. If the best officers are perceived as going only to regional bureaus, central bureau managers will understandably have reservations about increasing their "F" designated slots. The larger problem is not just how to improve the FS texture of the central bureaus, but rather how to better integrate the work of our regional and central bureaus for the Agency's common developmental purposes.

Forcing central bureau assignments for FS officers makes little sense, and might be counter-productive, unless some real progress can be made on such integration. Assigning a larger number of qualified FS officers at appropriate points in the central bureaus is a key first step in helping those bureaus improve their knowledge of and relevance to A.I.D.'s overseas programs. Accomplishment of the following recommendations will necessitate significant efforts not just by the personnel system, but also by the leadership of all our bureaus and independent offices.

Recommendations:

- o Increase total FS slots in central bureaus by 10% (about 20 positions) over the next two years, publicize such positions, and encourage qualified FS employees to bid on those jobs – more of which should be at senior-enough levels to afford adequate supervisory and management scope. This increase of FS jobs in central bureaus should be matched by allowing a comparable number of GS/AD/SES officers to fill "F" (Foreign Service) designated slots, for a time-limited term, in regional bureaus.
- o Require FS candidates for EPAP-level jobs to have served a prior AID/W assignment in Human Resources, Procurement, Contracting, or Financial Management.
- o Since technical field staff are often not at the cutting edge of knowledge in their fields after several tours overseas, send selected FS officers to advanced training or to reverse IPA assignments for a year, as preparation for rotation through, e.g., S&T or PPC. Academic or other specialist training could prepare incoming FS officers for assignments in OHR, OFDA, LEG, etc.

- o Revise precepts for promotion, awards, and bonus panels and committees -- as well as to assignment panels -- to ensure that such assignments have taken place and to give adequate recognition to work done by FS officers in these central bureaus as at least potentially as important to the Agency's development goals as work done in the regional bureaus.
- o Establish advisory councils to S&T and OHR/Training to allow regional bureaus a more meaningful role in centrally organized and funded activities.

2. Issue: GS officer staff are concerned about restrictions on their upward, and even lateral, movement. Some senior managers believe there is a programmatic need for the continuity, experience, and specialized skills GS officers can provide that may not be found in the normal FS rotation system.

Findings: The Obey Amendment, part of the 1979 Foreign Aid Act, called upon A.I.D. to create a unified personnel system. The Agency devised a single personnel system employing two kinds of officers, those committed to worldwide availability, and those, primarily support personnel, who would not serve abroad. But due to State Department and OMB opposition, A.I.D. subsequently established regulations designed to satisfy Congressional and OMB concerns within the two existing -- FS and GS -- personnel systems.

These regulations said all Agency positions would be designated Foreign Service unless determined to be primarily of a clerical, administrative, or program support character and could be performed without significant overseas experience or understanding of the overseas development process. Agency interpretation of those regulations did not credit any overseas experience a GS officer might already have, no matter how substantial, and required that an "F" designated position could only be filled by someone currently in the Foreign Service. An implicit purpose of the Obey Amendment was to ensure allocation of an adequate number of substantive positions for FS officers serving a rotation tour in AID/W. Subsequent exceptions allowed varying percentages of "F" designated jobs, currently 10%, to be filled by GS employees.

The absence of greater GS job mobility and possibilities for advancement has led to some GS conversions to the Foreign Service, premature departure of some qualified GS employees from the agency and poor morale on the part of many of the GS officers who remain. The existence of two coexisting, separate but not equal, personnel systems for career movement and advancement, and the pattern of designating all officer jobs in the Agency either "F" or "G" has led to tension and mutual disdain neither healthy for the individuals involved nor for Agency productivity.

PM and GC have over the last ten years reviewed exhaustively the problems caused, for at least some of our managers and employees, by the Obey Amendment and our subsequent interpretation of it. Despite fewer GS officers today than a decade ago, these problems continue and still fester.

Over 75% of all A.I.D./W positions are filled by GS staff. What then is the "GS problem" in this Agency, and why the continuing complaints from GS officers about being treated as "second class citizens? We looked at several questions. Do current Agency interpretations of the Obey Amendment unduly restrict GS movement, career development, and promotion? Are women and minorities particularly discriminated against by the Obey regulations, because those groups historically fared better in A.I.D.'s GS, rather than its FS personnel system? As a matter of prior commitments and current equity, is A.I.D. obligated to improve the lot and morale of its remaining GS officers, particularly in the regional bureaus?

Most Agency GS employees are clerical or administrative support staff. Most GS officer positions are found in S&T, PPC, M, and PFM. The typical GS officer, particularly in the regional bureau, expresses disappointment and frustration about difficulties in moving laterally within the Agency, let alone getting promoted. The "F" designation of most officer jobs in the regional bureaus and of certain office directorships in central bureaus, particularly the case in PPC, is seen by many GS officers as discriminatory.

This is particularly true for longtime GS employees in A.I.D. prior to the Obey Amendment. Many of that group claim, often with considerable bitterness, that the Agency has violated its original understandings and commitments made to them, at least implicitly, about the prospects for a "normal" path of career development and advancement. Some of these GS officers, and some political managers as well, believe that the Obey Amendment and A.I.D.'s interpretation of it has seriously restricted our ability to fill appropriately vacant jobs.

These managers and employees may recognize in theory the desirability of diversity and new ideas occasioned by FS assignments in central bureaus. But they believe that the Agency is unable to get the best person for the job, and has in effect created an affirmative action program for FS officers in Washington. The GS officers' attitudes may well be shaped in part by the fact that they are usually barred from competing for their bosses' jobs when the latter move on.

What are the facts? Fewer GS officers are in A.I.D. now, particularly in regional bureaus, than there were ten years ago. In 1979, i.e., prior to the Obey Amendment, 57% of all officer positions in AID/W were held by GS officers. The comparable 1989 percentage is 53%. In the regional bureaus, however, the percentage of GS officers in 1979 was 39%. Today it has fallen to 30%. More dramatic is the GS-FS proportion at higher levels in the regional bureaus, where today 83% of all senior positions (defined as SFS, EX, or SES, and all filled EPAP jobs) are held by FS or SFS officers – and many of the rest by political appointees. Comparable senior position data are not readily available for 1979, because statistics on EPAP positions, did not exist then.

It is alleged that the Agency's interpretation of the Obey Amendment unintentionally discriminates against women and minorities, in that the latter historically advanced faster in A.I.D.'s GS ranks than in its Foreign Service, and that now GS officers are barred from promotion to many mid- and senior level "F" designated jobs. The Agency's March, 1989 EEO Workforce Profile does not, however, clearly substantiate the charge of discrimination brought about by the Obey regulations.

That report states that (a) both non-minority and minority women, as well as minority men, are lacking at the upper levels of both our Civil and Foreign Service; (b) GS non-minority women employees tend to be concentrated at the GS/GM 13-15 levels, while minority women are mostly at the GS 5-8 levels, and minority men are almost equally distributed among all grade groupings from GS 5-8 through GS/GM 13-15; and, lastly, (c) non-minority women FS officers are equally distributed at all class groups below SFS, while minority women officers are concentrated at FS 5-3, and minority men continue to be concentrated at FS 2-1.

GS employee morale and equity considerations aside, can A.I.D. benefit more than it now does from talents of GS officers, and can GS officers bring to selected positions certain skills, experience, and continuity not normally available in AID/W from the FS rotation system? Most central bureau senior managers recognize that the specialized nature of their work and, often, a need for continuity require significant numbers of GS officers at all levels.

The most difficult questions on the GS role arise in the regional bureaus, where 2/3 of officer jobs are designated "F." Political and FS senior managers in the regional bureaus are divided on the need for the continuity and experience GS officers may be able to provide. FS officers no longer complain, as they did in pre-Obey Amendment days, of longtime GS officers getting promoted more rapidly than they did, and "sitting on" all the good regional bureau jobs.

In practice, however, managers are wary of the problems posed by bringing on GS employees who may prove relatively immobile should they not live up to management's expectations, or should program needs change. Such GS officers are not necessarily any less qualified than their FS counterparts, but an FS officer not living up to expectations will eventually rotate overseas. If not working out in a particular position, moreover, that officer can normally be moved, or will agree to move, to another AID/W job with more ease than can a GS employee. The reason for this phenomenon lies not only in the differences between GS and Foreign Service regulations, but also in that the typical FS officer is much more dependent than the typical GS officer on the good will of his or her rater and of the personnel system governing his or her career.

Thus, it has become increasingly difficult for incumbents in current "G" designated jobs to move within their own bureau, or elsewhere in the Agency. Many feel stagnant or burnt-out in their positions. One way to cope with the GS immobility concern is to make more use of limited-term AD appointments, with reemployment rights for the GS officer

who wants to work in a "F" designated position. Such a move into a geographic office would normally involve a promotion only if it were to a Deputy Office Director position -- since the typical desk is not graded higher than GS 13/FS 2.

Another way to facilitate GS movement in the Agency would be for FSP and CSP to work more closely on the use of GS employees to fill vacant "F" designated positions in AID/W, where an FS officer employee is not readily available.

Lastly, both to meet Agency programmatic needs and to provide an opportunity for change for qualified GS officers who have been doing the same jobs for a relatively long time, greater use could also be made of excursion tours. Such tours -- with no commitment by the Agency or the employee to any longer-term Foreign Service career -- could accomplish one or more purposes: to fill vacant jobs; to provide specialized skills not otherwise available; enable GS officers to explore interest in possible conversion to the Foreign Service; and provide GS officers who did not already possess it with useful overseas experience. On completion of such tours, GS officers would return, to their prior jobs, which would have been filled by FS officers during the formers' overseas tours.

A GS officer seeking an excursion tour would normally have to be in a scarce skill category, and might find such tours were available only in a hard-to-fill slot in a "less desirable" post.

Today, the basic explicit purpose of the Obey Amendment seems accomplished. FS officers are in most A.I.D. policy making jobs. This has brought to this Agency's Washington jobs a greater degree of foreign country expertise and recent A.I.D. field mission experience than was here ten years ago.

The remaining pool of GS could be better utilized for the Agency's good. Some GS officers have probably been doing the same kind of jobs too long. With a concerted effort, it should be possible to recycle many of these officers for both their own and Agency benefit. Some of them should be further encouraged to convert to the Foreign Service (or go on excursion tours), and that process should not be made too forbidding and difficult. Others should be encouraged to get further training or go on a detail to another agency to enhance their chances for subsequent movement and advancement in the Agency. A last group should be encouraged to seek employment elsewhere or retire.

The following proposals are difficult to accomplish, and will require considerable expenditures of top-level managerial will, time and energy. Again, changes in Agency culture and thinking patterns are needed, along with an attitude geared more to possibilities for constructive change than to citing regulations on what can't be done.

RECOMMENDATIONS:

- o Raise the maximum allowable percentage of GS/AD/SES officers in "F" designated positions to 20%, from the current 10% – to give Agency managers greater flexibility in filling vacant jobs and in acquiring certain specialized skills not normally available in the FS rotation system.
- o Make greater use of limited-term (two year) GS/SES positions in regional bureaus, renewable at the Agency's discretion. Time-limited appointments (renewable, if desired by both employees and management) for desk officers and deputy directors -- would provide greater continuity and more depth in those offices re knowledge of AID/W congressional/budget process, and Washington bureaucratic procedures.
- o Make greater use of qualified GS officers in limited-term overseas excursion tours.
- o Increase personnel details, short- and long-term training, and "reverse IPAs" to universities and NGOs to equip GS officers with greater skills to assist their mobility in A.I.D.
- o Take other steps to facilitate GS officers' placement in other agencies or early retirement.
- o Create a senior-level GS career development ombudsman post within the Career Development unit to counsel GS officers on career movement and advancement, or outward placement/retirement. (See V.2.D.)

## VII. USE OF NON-DIRECT HIRE STAFF

Issue: What are the implications of increased use of non-direct hire staff to handle workload which in the past was assigned to direct hires? Should further study be made in this area?

Findings: Data on non-direct hire trends was obtained from A.I.D. monthly report W490. (See Table V, A.I.D. Employment Trends.) Some differences exist in the individual Missions' interpretation of reporting categories, which make this data series less than exact. However, the trend is clear. There has been a steady decrease in the post Vietnam era of DH staff and a steady increase of non-direct hire staff. In 1975 total staff was 8,359 of which 21% were non-direct hire. In 1988 total staff was 12,435 of which 63% were non-direct hire.

There seems to be widespread acceptance of this trend as a necessary and appropriate response to A.I.D.'s limitation on ceiling and operating expenses. Salary and travel for non-direct hire has the distinct advantage of being funded out of program funds.

According to legal opinion, very few functions of A.I.D. cannot be contracted out. In fact, U.S. government policy as contained in OMB A-76 is to encourage contracting out all but essential governmental functions. In A.I.D., these functions have been defined as approval of projects and financial accountability. However, 12 contract controllers now have voucher certification authority.

A number of problems are inherent with continuing this trend. Many people who are recruited to A.I.D. on non-direct hire status have not had previous USG or A.I.D. experience. In the field, people are often recruited simply because they are there. They receive no training and little orientation but begin to do evaluations, write project papers and supervise projects immediately. This can result in very uneven quality of work product.

When PSCs are fully qualified as in the case of a retired A.I.D. employee returning to a previous assignment on a contract basis, then resentment often develops among the DH staff over some one receiving most of the privileges, salary, and benefits they do plus retirement.

Another problem is that if technical and program functions are contracted out, then A.I.D. DH employees need to become contract managers of human and financial resources. As a matter of fact, the Agency is evolving in this direction. Whether this is the way A.I.D. should develop should be a conscious decision not an evolutionary result.

Recommendation: The workforce planning unit should develop an effective system for tracking and measuring the dimension of this trend. A.I.D. management should decide if the trend and its implications for the DH A.I.D. employee of the future is the desired course.

TABLE V

A.I.D. EMPLOYMENT TRENDS

Year	Direct Hire				DH Totals	Non-Direct Hire	Total
	Civil Service	Foreign Service	Foreign National	Others (AD,etc)			
1965	2,526	3,997	8,270	305	15,098	5,658	20,756
1968	2,917	5,511	9,277	325	18,030	8,903	25,933
1970	2,634	4,570	7,591	255	15,050	8,109	23,159
1975	1,892	2,291	2,226	182	6,591	1,768	8,359
1980	1,890	2,016	1,869	151	5,926	2,299	8,225
1985	1,428	1,985	1,271	220	4,904	3,113	8,017
1988	1,467	1,862	1,170	196	4,695	7,740	12,435

Peak employment year 1969 with 27,660 employees.  
 Lowest employment year 1982 with 7,413 employees.  
 Peak Direct Hire employment year 1968 with 18,030 employees.  
 Peak Non-Direct Hire employment year 1969 with 11,370 Non-DH employees.  
 Lowest Direct Hire employment year 1987 with 4,667.  
 Lowest Non-Direct Hire employment year 1976 with 1,537 Non-DH employees.

\*based on mid-year or end of year employment data depending on availability

## VIII. IMPLEMENTING THE RECOMMENDATIONS

The key actions proposed in the report include:

- o Acceptance by the Administrator's Office of an expanded responsibility for A.I.D. human resource management
- o A full reorganization of the current Office of Personnel Management (PFM/PM)
- o A major effort by OHR to improve operations for and public relations with its A.I.D. clients
- o Appointment of a Director of EPAP
- o Introduction of substantive requirements and discipline into FS assignment system
- o Expanded flexibility between GS and FS personnel
- o Making Career Development a real part of the Agency Human Resource Program
- o Reintroduction of a stable professional IDI Recruitment Program that will attract the young, talented and committed people A.I.D. will require to implement its program over the next 20 years

Acceptance of the recommendations included in this report will require oversight by the Administrator's Office and will place a major management task upon the OHR senior staff. The time and cost estimates are necessarily arbitrary and based on assumptions which can quickly fade. Reform will require a high degree of commitment by those directly involved as well as full and timely support from other Agency units. Expert assistance in system design, space allocation, computer programs and organizational modification will be called for.

We have estimated that up to \$300,000 of outside consulting may be required to assist in the effort. This can be expanded or reduced dependent on how much of the work is done by A.I.D. personnel.

We believe that the time period of one year is a reasonable period in which to implement the recommendations of this report. A longer period would lead to postponement and delays of important actions. A shorter period would lead to disappointment, frustration and confusion. Once the reform begins the momentum needs to be maintained until completion. This can be accomplished only if decisions are made in a timely manner.

If implemented, we believe the result will be an Office of Human Resources that will make a substantial and positive contribution to meeting the Agency's objectives. Full benefit will naturally not be evident for some years. At that time, the human relation "culture" of the Agency should be highly positive from new IDI to senior executive, field mission to central management, and between GS and FS.

IMPLEMENTATION PLAN FOR THE  
REPORT OF THE A.I.D. TASK FORCE ON PERSONNEL

RECOMMENDED ACTION	Action Office	Time Begin	Duration	Estimated Cost	EXPLANATORY NOTES
I. Create Implementation Unit	A	7/15	1 year		I. Committee chaired by DA with Counselor, Director of New CHR and a staff assistant would monitor implementation.
II. Create independent Office of Human Resources to replace PM directly responsible to Administrator's office.	A/PM	7/15	1 month		II. Prepare and issue documentation to create new office and abolish PM.
III. Assign workforce planning to new CHR.	A	8/15	1 month	-	III. <u>Special Note.</u> We recommend "Workforce Planning" in functions be assigned to CHR. Other functions of OMA in organization and management analysis remain with OMA separate from CHR.
IV. Automation: An immediate for search to identify or design software packages for CHR systems.	CHR/IRM	9/1			IV. CHR should review Department of State software programs for personnel operations as well as programs from other government agencies and commercial sources.
V. Office Space: Expert assistance should be obtained by CHR to redesign space utilization and determine if additional space should be obtained.					V. A walk-through of the offices quickly suggest that working space is both inadequate and poorly laid out.
VI. Organize new CHR by function.	A/CHR	8/1		\$300,000 (consultants)	VI. The actions required to implement the reorganization are many. Preparation of position descriptions, delegations of authority and standard operating procedures will probably require outside assistance to be completed in a timely manner. Plan up to 36 person months.

IMPLEMENTATION PLAN

RECOMMENDED ACTION	Action Office	Time		Estimated Cost	EXPLANATORY NOTES
		Begin	Duration		
A. Create staff offices for					A. The change here is the creation of a central policy unit and the addition of the workforce planning function.
1. Policy and Workforce planning	D/CHR	8/1	2 mos		
2. Administration					
3. Personnel Data System					
B. Create three line associate directors and sub units as follows:					
1. Associate Director for Career Development with three divisions for Executive Personnel, Training, and Counseling.	D/CHR	8/15	2 months		B.1. The Associate Director for Career Development will be the Director of EPAP.
2. Associate Director for Personnel Operations with divisions for Assignments, Recruitment, Position Management and Classification, Evaluation and Foreign Nationals.	D/CHR	9/1	10 months		B.2. This will be the major and most difficult realignment, unifying the functions for handling both and GS personnel.
3. Associate Director for Labor and Employee Relations with divisions for Labor Relations and Employee Relations.	D/CHR	9/1	2 months		B.3. This will bring together in Employee Relations many functions which have been distributed throughout the current organization.
				\$160,000 (4 positions)	Additional positions recommended total nine mainly in Workforce Planning and Foreign Service Nationals Division. Net additional positions will be four assuming workforce planning is a transfer of five positions.
VII. Initiate a public relations improvement plan to improve by CHR staff to improve its relations with client A.I.D. offices and personnel.	D/CHR	7/30	continuing		A common and pervasive view of PM is that it could work better Documents submitted are sometimes lost in process. Errors are many and go uncorrected. Staff is disinterested. Each unit is isolated. Correcting this will require a concerted effort by management from the Director, CHR on down.

IMPLEMENTATION PLAN

RECOMMENDED ACTION	Action Office	Time		Estimated Cost	EXPLANATORY NOTES
		Begin	Duration		
VIII. A. Identify and Select Director of EPAP	A	ASAP	-	-	VII. A. The incumbent of the position will also serve as the Associate Director of Career Development in CHR.
B. Direct Executive Personnel to handle assignments of SES in collaboration with SES Board.	A	7/30	-	-	B. Coordinate senior assignments of both FS and SES.
IX. Combine and reduce backstops to approximately six	D/CHR	8/1	6 months		IX. Utilize current Congressional proposal for consolidating A.I.D. objectives as the basis for combining backstop one and add two backstop ones for program direction and administrative management.
X. Reinstate IDI program as major entry level program with 1-year structured program and full-time coordinator.	D/CHR	10/1	3 months		X. Current entry level programs for executive officer, contract officer and financial management should be converted back to traditional IDI structure for all beginning entry level staff.
XI. Attend promotion precepts for Foreign Service requiring:	D/CHR	8/1			XI. Recommendation designed to help assure senior A.I.D. personnel are better prepared for their assignments.
1. Completion of DSP training prior to promotion to FS-1.					
2. Completion of AID/W tour in a central management unit i.e. CHR or FM or CON/POD prior to EPAP assignment.					

IMPLEMENTATION PLAN

RECOMMENDED ACTION	Action Office	Time		Estimated Cost	EXPLANATORY NOTES
		Begin	Duration		
<b>XII. FS/GS Assignments</b>					
These recommendations are included to reduce barrier to increased performance and utilization of the Agency's human resources.					
1. Increase 20% number of F designated jobs that can be filled by GS. But only on a time limited basis.	D/CHR	8/1	3 months		
2. Increase by 20 positions the number of F designated job in central bureaus.	D/CHR	8/1	3 months		
3. Expand use of excursion tours for GS to fill overseas position	D/CHR	8/1	CONTINUOUS		
<b>XIII. Career Development</b>					
1. Require each employee develop a training plan in collaboration with supervisor	CHR/CD CHR/IR	9/1	3 months		XIII.1 and 2. This will require revision of EER forms and guidance and negotiation with AFSA.
2. Include Career Development of subordinates as mandatory elements in all supervisors EERs	CHR/CD CHR/IR	9/1	3 months		
3. Develop Career Enhancement Program for GS-9 and below with special emphasis on administrative, secretarial, and clerical.	CHR/CD	9/1		100,000	XII.3 Substantial improvement in morale production and performance can be obtained from such an investment.
4. Provide budgetary requirements (115 travel and per diem) to CHR/CD for training programs rather than to require bureaus or missions to fund participation.	FM	10/1			XII.4. This should eliminate or reduce a major obstacle to participation in training.

IMPLEMENTATION PLAN

RECOMMENDED ACTION	Action Office	Time		Estimated Cost	EXPLANATORY NOTES
		Begin	Duration		
5. Expand Agency budgetary allocation to training	FM	10/1		\$1 m.	XIII.5. An additional 20% or \$1 million has been planned and should be made available for 1990.
XIV. Recruitment					
1. Reduce number of technical review committee to coincide with reductions in backstops.	CHR/O	8/1		-	XIV.1-4. Many of the Recommendations in the Recruitment Report are being implemented. These recommendations are selected from that report for special emphasis.
2. Revise TRC membership to three persons with one technical person	CHR/O	8/1		-	
3. Create formal advisory panel of senior officer to approve hiring criteria and their weighting	CHR/O	8/1		-	CHR may wish to actuate, EMRB (Executive Manpower Resources Board) for this function.
4. Identify recruitment sources for women and minorities and use staff as recruiter	CHR/O	9/1		-	
5. Stabilize recruitment and stop using it as the major tool in meeting CE reduction targets	A, FM CHR	Continuous		-	XIV.5. A.I.D.'s Recruitment Program has been like a roller coaster with fluctuations from 237-52 in a recent 2-year period.
6. Reduce proportions of new hires in grades 3 and above.	A,CHR	9/1	-		From 1981-1989 63% of all new hires were GS 3 or above.

## PERSONNEL TRENDS AND STATUS

### Background

- o One objective of the Foreign Service Act of 1980 was to offer U.S. personnel involved in foreign affairs greater opportunity for career advancement and personal growth within the framework of established policy.
- o The role of the Office of Personnel Management (PM) is to provide functional leadership in A.I.D.'s personnel management by:
  - designing and administering A.I.D.'s programs for recruiting, training, promotion, assignment, etc.
  - providing professional career services and counseling to A.I.D. direct hire personnel
  - recommending personnel practices and programs in light of external trends (e.g., compensation), program requirements and A.I.D. personnel needs
- o Thus, one step in the review of PM was to study within the time and data available A.I.D. personnel levels, the profile of A.I.D. employees and its program manning patterns.
- o Each of these factors should importantly shape PM's staffing, organization and practices.
- o For data, we used three benchmark years (i.e., 1980, 1984, and 1988) or data from the period closest to these.

## Personnel Levels

- o Since 1980 there have been significant changes in A.I.D.'s employment, in particular since 1984.
- o Total hires, both direct and indirect, have increased by 50% (8300-12,500).
- o This increase, predominantly overseas, has been entirely in non-direct hires. These have risen from 25% in 1984 to 60% in 1988 of total hires.
  - non-direct-hires do not fall under PM practices
  - However this shift does give some indication of how A.I.D. program manager's jobs have changed.
- o Since 1980 direct-hire personnel is down by 25% (6200-4700).
  - Foreign nationals have declined the most, by 40% (2000-1200).
  - U.S. national direct-hires declined by 15% (4100-3500).
- o Within U.S. direct-hires the mix between G.S. and F.S. has shifted slightly from 51% G.S. in 1980 to 48% in 1988.
  - the reduction in G.S. staff all took place between 1980-1984
  - F.S. staff has been reduced by 10% (200) all in the more recent 1984-1988 period.
- o In short, A.I.D. today is managing its programs with fewer direct-hires in general and with fewer F.S. (on both an absolute and relative scale).

### Personnel Profile

- o Every organization's personnel management practice should be shaped in part by the characteristics of its employees
- o In A.I.D., the direct-hires are well educated, mature, experienced

	<u>GS</u>	<u>FS</u>
Age	42	46
Years Education	15	18
Years Federal Service	14	15
Years A.I.D.	10	12
Years in Grade	4	5
Grade Equivalent	10	14
Total Number	1900	1700

- o Since 1984 major personnel actions have increased by 20% despite a smaller U.S. direct-hire workforce (includes EPMs)

	<u>1984</u>	<u>1989</u>
Hires	654	587
Separations	346	549
Reassigns	1038	1142
Conversions	407	408
Grade Change	368	508
Pay Change	874	1123
Total Hire Level (U.S. Direct)	3800	3600

- o Of note has been the increase in separations (excluding EPMs)

	<u>1984</u>	<u>1989</u>
GS Separations	266	421
GS Staff	1700	1700
GS Rate	16%	22%
FS Separations	71	106
FS Staff	2000	1900
FS Rate	3%	6%

### Personnel Profile (continued)

- o Of greater concern, it is estimated that 34% of FS were eligible for retirement through FY 89.
  - And among senior management (Backstop 01) FY 89 eligibles are 49% rising to 82% through FY 92
- o Additionally we are told that contrary to the FS tradition of a career service up from the bottom, increasingly hiring must be done into the higher grade.
- o In A.I.D., as in most professional organizations, "institutional bonding" seems to be eroding. This raises questions about manpower practices for the future

### Program Manning

- o In recent years A.I.D. has delegated greater responsibility for program management and execution. This does not seem to be reflected in A.I.D.'s manpower management programs
- o Since 1984 U.S. direct hires overseas, has fallen from
  - 28% to 13% of total overseas personnel
  - from 39% to 33% of total direct U.S. hires
- o The flow of paper from the field to Washington Bureau files seems about the same for delegated and non-delegated projects
- o PM studies indicate wide variations country to country in total manning and manpower productivity which do not seem to be the result just of program size, host country income or other external variables.

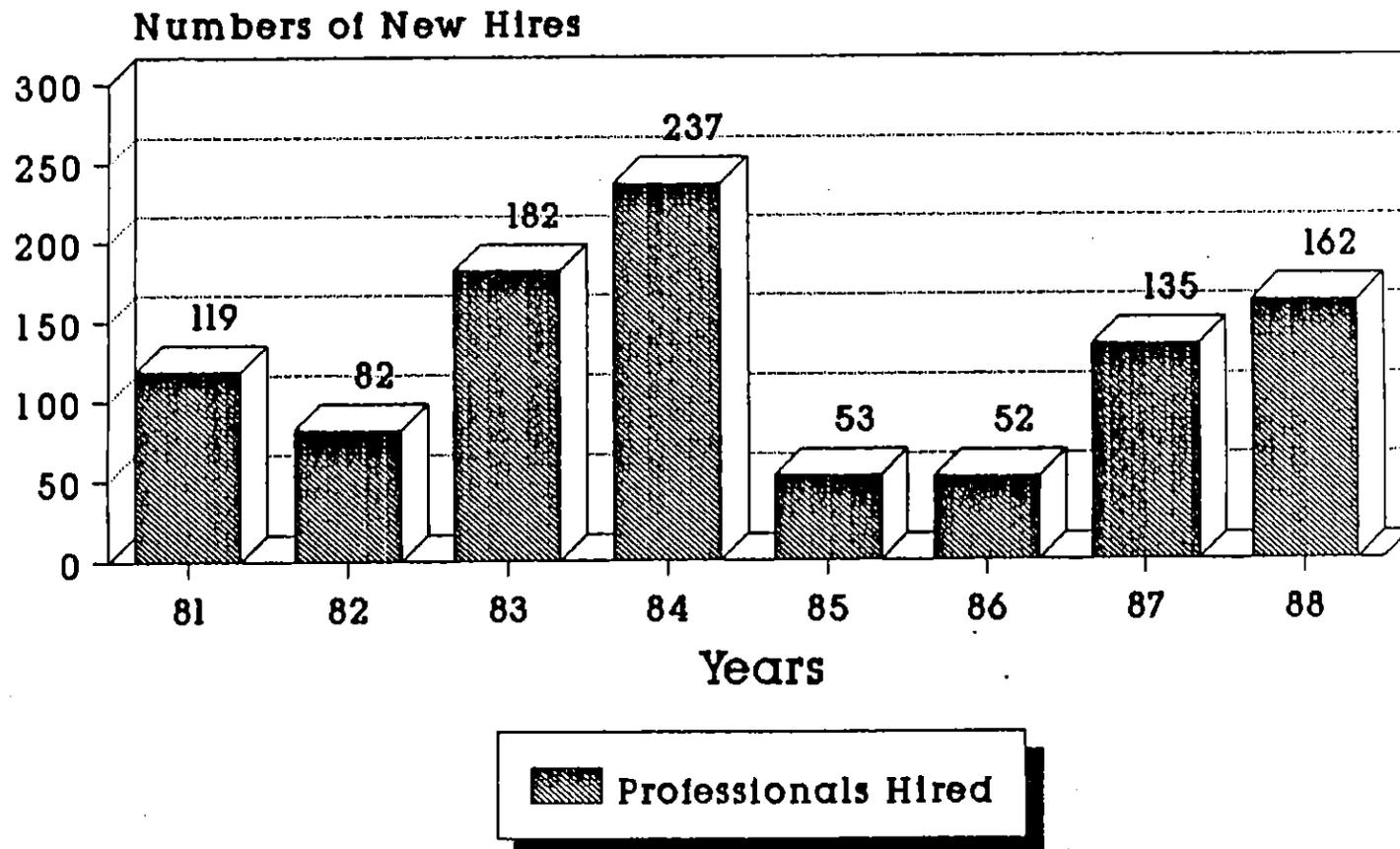
### In Summary

- o Based on available data on personnel levels, profiles and program manning, we would expect major changes in A.I.D.'s manpower management and PM.
- o Yet available data and widely held opinion give a much different picture
  - A PM frozen in time with little substantial change in organization, staffing and practices
  - PM as the handmaiden of Finance; an institutional nay-sayer instead of a focal point for organization development

- A PM driven by administrative process rather than client and Agency needs
  - A PM focused on career problems rather than on fostering high-talent personnel
  - A PM reacting to externals rather than planning to accomplish agreed-to goals
- o It is against this background that we have framed our recommendations.

# A.I.D. Hiring: 1981 - 1988

## Professional Recruitment



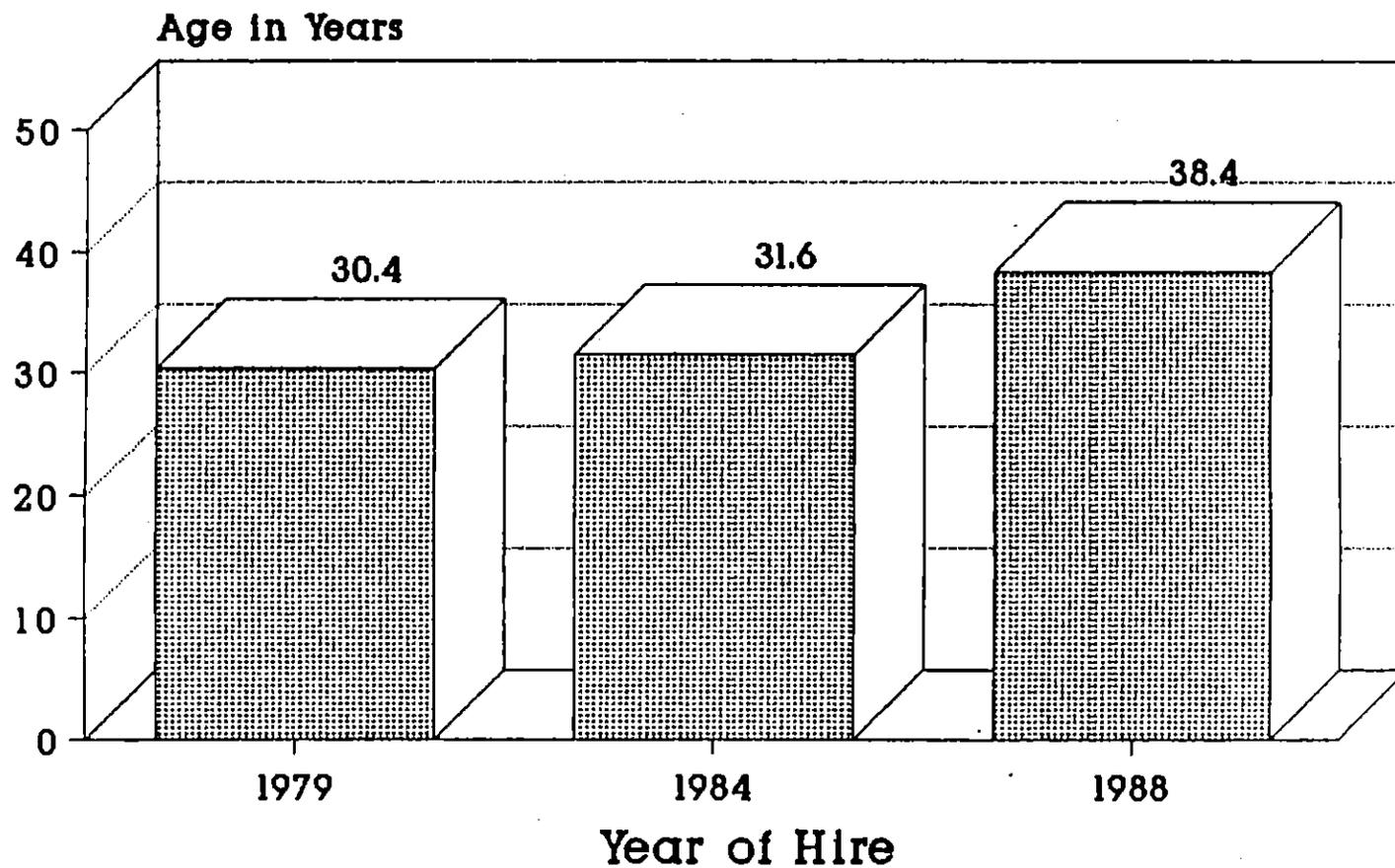
GS-11 and above  
FS-6 and above

# Personnel Characteristics Foreign Service Executives

Characteristic	1979	1984	1989
Average Age	50.2	49.4	50.3
Education	17.9	17.9	17.9
Years A.I.D. Serv.	15.4	16.4	18.6
Years in Grade	6.0	5.8	4.1

# IDI Characteristics

## Average age at Time of Hire



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AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D.C. 20523

August 31, 1989

MEMORANDUM

FOR: LAURANCE BOND, PFM/PM/OD  
LOIS HARTMAN, PFM/PM/OD  
FROM: Doug Brandi, PFM/PM/PCF/OD  
*(Chris Edwards for)*  
SUBJECT: Personnel Task Force Reports

The attached report represents a comparison of recommendations from several personnel task force reports. The "issues" and "recommendations" columns are based on the A.I.D. Report of the Task Force on Personnel (Kimball Report, June 1989). The "other Report Recommendations" column represent proposals from the following Reports.

<u>Code</u>	<u>Report</u>
B	Assessment of AID Staff Training Programs (Brady Report, January 1989)
P	Study of the Foreign Service Generalist Personnel System (Bremer Report, May 1989)
R	Recruitment Assessment Task Force Report (March 1989)
T	Report of the Commission on the Foreign Service Personnel System (Thomas Report, June 1989)

cc: JAN BARROW, PFM/PM/CSP  
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CAREER DEVELOPMENT AND COUNSELING

REPORT SUMMARY

The Agency lacks a comprehensive career development program. Furthermore, training that is provided is often not related in any definable way to an employee's career advancement. Careers are not systematically developed within the Agency and, hence, officers "are thrust into leadership and supervisory roles without adequate preparation."

1. ISSUE: There is no comprehensive career development activity in the Agency. Managers are not developed.

KIMBALL REPORT RECOMMENDATION: Criteria for promotions into executive level assignments should include assignments in at least one of the following areas: Office of Human Resources, Financial Management and/or Contracting and Procurement.

OTHER REPORT RECOMMENDATIONS:

Under "Abolish/restructure occupational groups and broader career opportunities": The Commissioners found that State's existing cone system to be artificial and overly rigid. In place of the cone system, the Commission recommends the establishment of a number of functional categories...which should be permeable. An officer would in fact be required to serve in more than one category during his or her mid-level career to be eligible for promotion both within the mid-grades and into the Senior Foreign Service (T, p.25)

Under "Increase and improve training": Training in human and financial resource management should be mandatory for all Officers who aspire to the senior ranks. (T, p.26)

Require applicants for the SFS to complete at least one two-year mid-grade tour in an alternate discipline. (B, III.1.e.)

Require officers to spend a minimum of 12 years at the mid-grades, and establish appropriate minimum time-in-grades requirement for FO-03s, O2s and O1s. Require officers to acquire and maintain proficiency in two languages at the 3/3 level or one at the 4/4 level for entry into the SFS. (B, III.2.)

2. ISSUE: Training is not related to career development.

KIMBALL REPORT RECOMMENDATIONS: Strengthen the role of the supervisor and employee in career development and counseling by requiring an annual training and development program for each employee to be signed by the supervisor.

Tangible recognition should be given to supervisors who actively and continuously participate in staff development.

Selection Boards should view training as a criteria for promotion, and the Precepts should reflect this.

Budgets covering travel and per diem for training courses should be centrally controlled to overcome field Mission's reluctance to send staff to training programs.

The Development Studies Program should be made mandatory for all Foreign Service officers as a requisite for promotion to FS-01.

A needs assessment should be conducted to identify training which corresponds to emerging program trends and legislative directions.

OTHER REPORT RECOMMENDATIONS:

Under "Increase and improve training": Strong disincentives to training are built into current assignment and promotion systems. Training in human and financial resource management should be mandatory for all Officers who aspire to the senior ranks. A renewed commitment to training is an essential element of career development. Changes the Commissioners recommend in the agencies' career management system (the development of career paths involving regular periods of training) and promotion system (a measured pace of promotion with regular opportunities for training before an Officer becomes eligible for promotion) will greatly enhance the training function. Since training will have a budgetary impact, both in terms of the funds to be expended and manpower required, and in view of its critical importance to the development and functioning of the kind of FS the nation needs, the Commission suggests Congress and the Executive Branch cooperate to fund any additional costs. (T, p.26)

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Monetary incentives may play a role in training, but training should also carry a strong message of potential that would be taken into account by Promotion Boards. (T, p. 26)

Establish minimum time-in-class guidelines to encourage training at the mid-level. Use monetary awards to encourage training. Develop the precepts of the promotion boards to ensure that training reports would get equal weight with performance reports. Designate certain key positions as requiring specific levels of training. (B, V.3.)

Set career development as a priority. Require that evaluations of supervisors include demonstrated examples of supervisors' actions to develop employees. Hire a professional counselor with social work or counseling background to work in career development. (B, V.1)

Elevation of the training function to a higher organizational level with the creation of an Office of Staff Training and Development reporting directly to the AA/PFM. Performance plans should contain a mandatory section on staff development and training that includes the development of a training plan for all supervised employees. Training division needs more staff, travel funds and publicity. A Training Needs Assessment must be accomplished in order for AID to ascertain training for the 1990s. (P, p. 6)

3. ISSUE: Supervisor roles and responsibilities for counseling subordinates are poorly defined and Agency backup in counseling is badly scattered in PM.

KIMBALL REPORT RECOMMENDATIONS: Performance evaluations of all supervisors should contain a critical element addressing their responsibility as counselors on staff development, training and employee concerns.

Consolidate all career development/counseling activities into one unit. This unit should be administered by a SFS officer in the Office of Human Resources (OHR).

OTHER REPORT RECOMMENDATIONS:

Under "Increase understanding and involvement by all levels of management": Effective implementation of the personnel model the Commissioners have developed will require increased emphasis on training, both of employees assigned full-time to the personnel function and of line managers throughout the agencies. The Commissioners stress the need for thorough and effective training of CDOs to enable them to carry out the increased responsibilities their positions will entail under the assignment system the Commissioners propose. The same is true for all assigned to the personnel management function, including POs abroad. Administration of the system the Commissioners recommend will depend on the development of a cadre of professional human resource managers who bring both expertise and experience to their tasks. (T, p.18)

4. ISSUE: The Agency has placed a low priority to the career development function. As a result, officers do not bid on career development positions.

KIMBALL REPORT RECOMMENDATIONS: The Director, EPM position should be filled immediately.

Officers who fill CDO positions should be rewarded and recognized by the Selection Boards.

CDO positions should never be vacant.

OTHER REPORT RECOMMENDATIONS:

Upgrade CDO positions to FO-01 level and above, and establish professional career development training prior to assumption of duties and during the course of CD tour. (B, V.1.)

5. ISSUE: The Agency has not provided the CDO an adequate structure and budget to carry out their roles.

KIMBALL REPORT RECOMMENDATIONS: A more disciplined system of assignments and use of supervisory evaluations to ensure training plans are viewed as serious commitments should result in clearer career patterns for use by employees and CDOs.

CDOs and personnelists should be given an adequate budget for travel.

CDOs should complete a formal training program prior to placement.

OTHER REPORT RECOMMENDATIONS:

Under "Strengthen the role of the CDO to include assignment responsibilities": The Commissioners found absent an integrated career development and planning process for all State FSOs. The lack of such a process requires employees to determine what mix of training and assignments is most advantageous on their own. Not surprisingly, advantage is usually measured by promotions rather than by the good balance of skills and experience needed at the most senior levels. (T, p.25)

Career Development programs need to be offered and expanded for GS employees, both support and professional. GS employees need to be involved in the DSP. (P, p. 16,20)

Regional training workshops need to be expanded. (P, p. 32)

Management of all supervisory/management course should be consolidated in one branch of the Training Division. (P, p.46)

6. ISSUE: There is not much career development at junior levels because there is no balanced entry-level hiring in AID.

KIMBALL REPORT RECOMMENDATIONS: Traditional IDI program should be reinstated and budget priorities should reflect this.

IDI program should have a coordinator to ensure a proper training development.

The focal point for the IDI program should be assigned to one person in the new CD and Executive Resources Division.

OTHER REPORT RECOMMENDATIONS:

Under "Six months from recruitment to appointment": The Commission proposes as a substitute a recruitment system that targets prospective candidates in the 22-28 age bracket with education, experience, or expertise relevant to the Service's needs in the broadest sense. (T, p.21)

ASSIGNMENT PROCESS

REPORT SUMMARY

Many officers believe that assignments are negotiated to agreement by all parties in advance of the Assignment Board meetings, and therefore AID's assignment process has become an "open bidding/closed assignment system." Assignments, therefore, are not based on merit or career development, but on networking and personal contacts. Agency needs must be factored into the process along with the needs of individual missions and meaningful employee development.

7. ISSUE: Is the assignment system serving the interests of the Agency and all its FS employees?

KIMBALL REPORT RECOMMENDATIONS: AID needs a more structured assignment system that reflects development of career patterns and the completion of certain requisite assignments prior to executive promotions.

CDOs need to educate employees on the assignment system to ensure that all employees know how the system works.

OTHER REPORT RECOMMENDATIONS:

Under "Needs of the Service must prevail": The Commissioners were concerned that the present "open assignments" system, which proceeds on the basis of expressed individual assignment preferences, gives less weight to Service needs and career development imperatives than to individual perceptions of what constitute "fast track" assignments or desirable posts. The development of career management paths for employees would obviate the need for a bid-based system. Officers would express preferences to their CDOs, but the needs of the Service, and not individual bid lists, would initiate the revised assignment process. (T, p. 27)

Under "Needs of the Service must prevail": The career development and assignment functions would be changed and enhanced. Career Development Officers' functions would be combined with Assignment Officers' tasks. The regional and functional bureaus would participate directly in assignment decisions rather than through central personnel. Agency managers overall would be more involved in personnel

decision-making. However, assignment authority and oversight would rest with the agency Director of Personnel. (T, p. 27)

The DG should authorize assignment panel chairmen to make assignments after due consideration of officer and bureau preference. Use directed assignments as needed to meet service needs. (B, V.2.)

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8. ISSUES: The Assignment Branch is staffed by Personnel Officers who are strictly in a "processing" role, not a "placement" role. However, most employees believe the opposite. This has added to the negative image of the Branch.

The Branch is greatly overworked and understaffed.

Branch employees need TDYs and training in order to more fully understand AID.

KIMBALL REPORT RECOMMENDATIONS: Consolidate FS and CS personnel activities into the new HRO. This will provide needed mobility to the Branch, enhance career development and resolve staffing workloads.

Consolidation should begin now, by rotating the two staffs.

The Training Division should develop training modules anticipating consolidation. Training should include WANG programming.

Establish SOPs.

Allocate more money for travel funds for Personnel Officer orientation.

Move new employee processing from Assignment Branch to Recruitment.

OTHER REPORT RECOMMENDATIONS:

see Issue #7 Other Report Recommendations

OFFICE OF PERSONNEL MANAGEMENT ORGANIZATION,  
FUNCTIONS AND STAFFING

SUMMARY

Human Resource management deserves a higher priority than it is accorded in AID. AID top management needs to take a far more active role in personnel. Assignments to Personnel are viewed by employees, as "dead-end," personnel systems are not understood in the field, and PM is viewed as unresponsive.

Personnel Management is poorly organized. As a result, there is work duplication and work poorly performed. PM needs to be reorganized.

9. ISSUE: PM is not viewed as a critical resource for organizational effectiveness, and therefore has a difficult time convincing capable officers to spend a tour with PM.

KIMBALL REPORT RECOMMENDATIONS: PM should become an independent office which would be titled the Office Human Resources. This should give PM management clout and make a strong statement that AID intends to give personnel a top priority. PM should be reorganized along functional lines minimizing the differences between FS and CS.

OTHER REPORT RECOMMENDATIONS:

Under "Increase understanding and involvement by all levels of management": Effective implementation of the personnel model the Commissioners have developed will require increased emphasis on training, both of employees assigned full-time to the personnel function and of line managers throughout the agencies. The Commissioners stress the need for thorough and effective training of CDOs to enable them to carry out the increased responsibilities their positions will entail under the assignment system the Commissioners propose. The same is true for all assigned to the personnel management function, including POs abroad. Administration of the system the Commissioners recommend will depend on the development of a cadre of professional human resource managers who bring both expertise and experience to their tasks. (T, p.18)

Under "Incorporate budget as an integral part of personnel system": Effective management of the personnel system outlined in this report demands a responsive budgetary process. The system cannot be managed effectively, and stability cannot be attained, if its key features are subject to annual budgeting fluctuations. Recruitment, promotions, retirements, assignments, transfers, and training are all integral parts of the system. If the resources to support any of these features are not available, the system will falter. (T, p.18)

10. ISSUE: Workforce Planning is not be being performed.

KIMBALL REPORT RECOMMENDATION: Within the proposed OHR, a workforce planning must be strengthened. This function should be coupled with personnel policy, which would create the new Policy and Workforce Planning Staff.

OTHER REPORT RECOMMENDATION:

Under "Establish an expanded FSO Corps": "The Commissioners would also stress that certain personnel management principles must apply to the operation of a closed, bottom-entry personnel system, whether the more inclusive FSO Corps they advocate or the more restrictive one that has traditionally existed. Such a system presupposes the existence of a stable, well-defined position structure in which workforce requirements are specified by number, rank and skills. In the case of the FS, the Commissioners believe that this position structure, once it has been defined, can best be controlled by having Congress set limits through the budget process on the number of positions each agency can have at each grade." (T, p.16)

Under "Give the Director General authority over a single FS of the U.S.": The management and direction of FS personnel policy needs to be separated from the administration of the personnel system of each agency, with the Director General of the FS assuming the former responsibility on behalf of the Secretary of State." (T, p.17)

Under "Allow for long-range personnel planning": The Commissioners would stress the need for long-range planning as an intrinsic element in effective human resources management. Long-range planning would allow agency personnel managers to assess the effects of demographic and societal change on the systems they are responsible for administering and to take into account changes in the mission of the FS and the overseas environments in which it operates." (T, p.17)

Under "Set hiring and promotion numbers against a defined position structure": The closed personnel system specified by the Act must be based on mission-driven workforce requirements and the personnel management essential for flow-through from intake to separation. (T, p. 19)

A single workforce planning unit is needed and its work and annual plan should be reviewed by a committee of AAs and chaired by the Deputy Administrator. (R, III-1)

The workforce analysis unit should be organized immediately to provide short-term hiring goals and long-term recruitment strategy. (R, IV-21)

11. ISSUE: The IDI program needs a coordinator to oversee development of this program.

KIMBALL REPORT RECOMMENDATION: Create a full-time IDI coordinator position located in the new CD Division.

OTHER REPORT RECOMMENDATION:

Under "Six months from recruitment to appointment": The Commission proposes as a substitute a recruitment system that targets prospective candidates in the 22-28 age bracket with education, experience, or expertise relevant to the Service's needs in the broadest sense. (T, p.21)

Reinstate the IDI and MI programs as entry-level. (R, III-3)

12. ISSUE: Foreign Service Nationals are a major AID asset.

RECOMMENDATION: Create an FSN Division headed by an FSN on a two year detail, increase the size of its staff.

OTHER REPORT RECOMMENDATION:

13. ISSUE: Employee counseling is nonexistent for CS employees and minimal for FS employees.

KIMBALL REPORT RECOMMENDATION: Create a Counseling Division for all FS and CS employees. CDOs should not be tasked with employee relations work.

OTHER REPORT RECOMMENDATION:

14. ISSUE: There are eight units within PM that handle employee relation functions. As a result, there is work duplication and redundancy.

KIMBALL REPORT RECOMMENDATION: Create a new Employee Relations Division. This Division would include PM/CSP/EAB and PM/FSP/EE. The new OHR Division would include those employee relation functions currently in CD, ADM, PP, AB, and OD/SA. This Division would report to the new Associate Director for Labor and Employee Relations.

Combine backstop cones to correspond to the four programmatic goals set out in the new legislation proposed by the Hamilton Task Force, plus cones for administrative management and program direction.

OTHER REPORT RECOMMENDATION:

Under "Abolish/restructure occupational groups and broader career opportunities": The Commissioners found that State's existing cone system to be artificial and overly rigid. In place of the cone system, the Commission recommends the establishment of a number of functional categories...which should be permeable. An officer would in fact be required to serve in more than one category during his or her mid-level career to be eligible for promotion both within the mid-grades and into the Senior Foreign Service. (T, p.25)

Under "Management should not belong to the bargaining unit": The comingling of the functions of professional associations with those of labor unions has created a situation in which members of senior management are also members of bargaining units with which management negotiates labor-management issues. To correct this perception, steps must be taken to separate professional association and labor union functions from each other. (T, p. 32)

Under "Accelerate grievance processing and abolish routine prescriptive relief": Unlike the CS grievance process, the FSA allows the Grievance Board to provide "prescriptive relief" for grievants, permitting them to remain on the payroll and accrue additional retirement credit. The provision of prescriptive relief has become automatic pending the frequently lengthy resolution of grievance cases. The Commission sees no basis for affording the Foreign Service far more generous grievance procedures than the Civil Service, and therefore recommends that the 1980 Act be amended to remove interim prescriptive relief in Service separation cases. (T, p. 32)

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Consolidate backstops, cross-train existing staff, and expand non-career hiring. (R, III-4)

Replace cones with two disciplines. Revise the structure of the generalist personnel system around the concept of two disciplines - Policy Development (PD) and Operations/Resource Management (ORM). (P, III.1.a)

15. ISSUE: Recruitment must also be given a higher priority with the Agency.

KIMBALL REPORT RECOMMENDATION: Combine all FS and CS recruitment into one office reporting to the new Director for CD.

OTHER REPORT RECOMMENDATION:

Under "Six months from recruitment to appointment": The Commissioners are concerned by the excessive length of the recruitment/examination/appointment process. The one/two year period from initial contact with the prospective employee to appointment most likely causes the Service to lose many prime candidates, particularly minorities, to competing employers who can move more quickly. (T, p. 21)

Stop traditional hiring and define the occupational skills and personal qualities needed to manage programs. (R, III-2)

Identify recruitment sources for women and minorities and use females and minorities as recruiters. Make greater use of contacts with HBCUs and hispanic organizations. Tap the Office of SDBU for recruitment sources. Expand paid summer internship program for minorities. EO staff should play a more collaborative role in the hiring process, help identify sources and act as recruiters. Develop a comprehensive outreach program for secretarial. Institute an employee referral program for clerical applicants. (R, III-5,7,8)

Elevate the Recruitment Branch to division status. Increase staff by four full-time positions and redefine support positions. Processing of applications should be cycled. Have senior managers review and approve selection criteria. Telephone screen successful rank ordered candidates before a formal interview. (R, IV-13,14,16,19)

All outreach/recruitment for GS and FS should be consolidated in one division reporting directly to the Director of Personnel. (R, VII-37)

Make most job offers by May. This will require giving the exam in October, and streamlining further the processing of successful exam passers. (B, IV.1.)

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Appoint a senior FSO to lead recruitment effort and develop a comprehensive, coordinated recruitment plan. Recruit top newly-promoted officers for one-year assignments in BEX. Develop a "Volunteer FSO Home Leave Recruitment Program." Implement a Junior-Year Abroad recruitment effort that includes contact with students before, during and after their overseas studies. (B, IV.4.)

Develop and fund the Secretary's Foreign Service Fellowships to pay half tuition for 20 minority graduate students in special skills. (B, IV.5.)

16. ISSUE: There is an unnecessary redundancy between the staffs of PM/PCF/PP, PM/CSP/PSPB and PSPE.

KIMBALL REPORT RECOMMENDATION: PP and PSPB should be combined, include the task of workforce planning currently performed by PSPE.

OTHER REPORT RECOMMENDATION:

17. ISSUE: The Agency's most senior employees are serviced by two units - EPM and PSBB. Both groups are tasked with functions that would be better assigned to another group.

KIMBALL REPORT RECOMMENDATION: The processing functions for all executive personnel should be handled by the Assignment Division. All other Executive tasks should be placed under EPM in the new Associate Director for Career Development.

OTHER REPORT RECOMMENDATION:

Under "Needs of the Service must prevail": All assignments of untenured officers/junior officers and senior officers would be centrally controlled. Officers in grades 04-01 would be controlled by the bureaus in the assignment process. (T, p. 27)

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18. ISSUE: Managers and employees must obtain information from many different personnel groups within AID, as a result of personnel specialists, not generalists.

KIMBALL REPORT RECOMMENDATION: Place all "operational" personnel functions under a new Associate Director for Personnel Operations. This new unit would handle both CS and FS functions: Assignments, Position Management and Classification, Evaluation, Recruitment, and the upgraded FSN Division.

OTHER REPORT RECOMMENDATION:

Under "Increase understanding and involvement by all levels of management": Effective implementation of the personnel model the Commissioners have developed will require increased emphasis on training, both of employees assigned full-time to the personnel function and of line managers throughout the agencies. The Commissioners stress the need for thorough and effective training of CDOs to enable them to carry out the increased responsibilities their positions will entail under the assignment system the Commissioners propose. The same is true for all assigned to the personnel management function, including POs abroad. Administration of the system the Commissioners recommend will depend on the development of a cadre of professional human resource managers who bring both expertise and experience to their tasks. (T, p.18)

19. ISSUE: Many in the Agency believe Agency awards program, payroll function and FS allowances are misplaced within the Agency.

KIMBALL REPORT RECOMMENDATION: Move awards to the new Employee Relations Division, payroll should remain in FM. No change recommended regarding FS allowances.

OTHER REPORT RECOMMENDATIONS:

20. ISSUE: Is there a need to establish three new senior OHR positions for CD, Personnel Operations and Labor and Employee Relations?

KIMBALL REPORT RECOMMENDATION: Yes. These positions should be filled by SFS/SES rank members.

OTHER REPORT RECOMMENDATIONS:

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21. ISSUE: PM does not have adequate space.

KIMBALL REPORT RECOMMENDATION: AID management must upgrade existing space and provide at least 25% more space in order to make working conditions professional.

OTHER REPORT RECOMMENDATIONS:

22. ISSUE: Are delegations of authority adequate?

KIMBALL REPORT RECOMMENDATION: Revise and update delegations to reflect organization.

OTHER REPORT RECOMMENDATIONS:

23. ISSUE: Does PM have adequate SOP's?

KIMBALL REPORT RECOMMENDATION: Develop and automate SOP's.

OTHER REPORT RECOMMENDATIONS:

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24. ISSUE: Are PM needs for computer hardware and software receiving adequate attention?

KIMBALL REPORT RECOMMENDATION: This issue needs to be studied within PM to determine if computerization is properly planned and supported.

OTHER REPORT RECOMMENDATIONS:

Under "Implement a responsive automated personnel system": Full automation of the personnel system is indispensable to the effective implementation of the personnel model the Commission has developed for the FS. Such automation would make possible accurate modeling of the agencies' workforce requirements. Only through the development of a fully automated system can the agencies be assured of timely, effective, and responsive human resources administration. (T, p. 33)

Give Recruitment a budget to seek and install a user-friendly tracking system. (R, III-5C)

Improved automation is needed including electronic mailing of information between FSP/R and TRC members. (R, IV-19)

Sponsor an analysis of management's requirements for information. This analysis would be used to define the changes needed in the current manpower and personnel MIS and give the MIS staff a target to shoot for. The analysis would start with management specified concerns; it would identify reports that might assist management resolve them. (B, II.4.a.)

25. ISSUE: PM is understaffed, particularly in view in the proposed reorganization.

KIMBALL REPORT RECOMMENDATION: Management needs to allocate more full-time and part-time personnel.

OTHER REPORT RECOMMENDATIONS:

THE FOREIGN SERVICE - CIVIL SERVICE BALANCE IN AID/W

REPORT SUMMARY

Foreign Service employees limit themselves to regional bureaus instead of central bureaus, believing that regional bureaus offer greater potential for advancement. Civil Service employees have been greatly disadvantaged in terms of career growth and job satisfaction as a result of the Obey Amendment.

26. ISSUE: FS employees, when assigned to AID/W seek assignment in regional bureaus, rather than central bureaus. This phenomenon detracts from central bureau relevance and sensitivity to field mission and client needs.

KIMBALL REPORT RECOMMENDATIONS: Increase total FS slots in central bureaus by 10% over the next two years.

Require FS candidates for EPAP-level positions to have served in Human Resources, Procurement, Contracting or Financial Management.

Since technical staff are often not at the cutting edge of knowledge in their fields after several overseas send selected FS employees to advanced training in preparation for rotation through S&T and PPC.

Revise precepts to ensure that employees who do serve in central bureaus are rewarded by the Selection Boards.

Establish advisory councils to S&T and OHR/Training to allow regional bureaus a more meaningful role in centrally organized and funded activities.

OTHER REPORT RECOMMENDATIONS:

27. ISSUE: The Obey Amendment has led to the absence of job mobility, demoralizations and premature departure for many CS employees.

KIMBALL REPORT RECOMMENDATIONS: Raise the maximum allowable percentage of CS/AD/SES employees in "F" designated positions to 20%.

Make greater use of limited-term CS/SES positions in regional bureaus.

Make greater use of qualified CS employees in limited-term overseas excursion tours.

Increase personnel details, training and "reverse IPAs to universities and NGOs to equip CS employees with greater skills to assist their mobility in AID.

Take other steps to facilitate CS employees' placement in other agencies or early retirement.

Create a senior-level CS career development ombudsman post within the CD unit to counsel CS employees on career movement and advancement.

OTHER REPORT RECOMMENDATIONS:

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USE OF NON-DIRECT HIRE STAFF

REPORT SUMMARY

AID has increased the number of Non-Direct Hire employees without assessment of the possible repercussion.

28. ISSUE: There has been a steady decrease of Direct-Hire staff and an increase in Non-Direct Hire staff, because of budget limitations. As a result, these hires lack training, knowledge of AID/USG, and has produced an "uneven quality of work."

KIMBALL REPORT RECOMMENDATION: The workforce planning unit should develop an effective system for tracking and measuring the dimension of this trend. AID needs to decide if this trend is beneficial.

OTHER REPORT RECOMMENDATIONS:

OTHER REPORT RECOMMENDATIONS NOT ADDRESSED BY THE KIMBALL REPORT

THOMAS REPORT

Under "Allow for Predictable promotion/attrition, eliminate senior window": The promotion system the Commission is recommending is most definitely an "up-or-out" system. Promotions would be to actual vacancy, as in any closed promotion system, rather than to anticipated/estimated vacancy, as at present.

The Commission recommends limiting other agency representation on promotion panels to employees of the FAAs.

The activities of the Selection Boards are so important to the Service, that only Senior Officers should sit on them.

In contracts to the existing system, promotion competition for entry into the SFS would occur automatically when time-in-class and years-of-service minimums are met, rather than at the option of the employee (i.e., the SFS window would be eliminated). (T, p. 28)

Under "Set pre-tenure period at six years": The Commission recommends that the Department shift the weight of its selection process to an assessment of the Officer's performance during the period of untenured service. (T, p. 22)

Establish a rigorous standards and train the secretarial pool before assigning individuals to regular positions. (R, III-9)

Involve AID senior managers in a job-satisfaction study. (R, III-10)

IG/SEC should expedite interim security clearances within 30 days for secretaries. (R, III-12)

Disband the eleven TRCs and replace them with one made up of three senior managers. Exclude EOP, Career Development and Recruitment employees from the TRC. Limit all TRCs to three voting members (two broad managers and one technician who would rotate depending on the BS under consideration) serving one year periods. Eliminate instances where a supervisor and subordinate both serve on the TRC. (R, IV-20,23,27)

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