

**BRIEFING BOOK**  
Office of  
**Personnel and Manpower**

1974

*Shot down  
Revision*

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**MEMORANDUM FOR THE DEPUTY ADMINISTRATOR**

This Personnel Briefing Book provides you with a brief description of A.I.D.'s personnel resources and the systems by which they are managed.

It also contains information about the organization and functions of the Office of Personnel and Manpower; statistical data about A.I.D. employees in Washington and overseas; and brief statements of the most important personnel issues which currently concern us.

**Willard H. Meinecke  
Acting Assistant Administrator  
Bureau for Program and Management Services**

PERSONNEL BRIEFING BOOK

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## BASIC CHARACTERISTICS OF AID PERSONNEL

As of June 30, 1974, AID had 9,278 direct hire employees: 5,032 U.S. nationals and 4,246 foreign nationals. Of this number, 8,961 were full-time employees in permanent positions (FTEPP); the remaining 317 were employees hired on a part-time basis or employed in non-permanent positions.

The ceiling which applies to the FTEPP portion of the work-force was set at 9,900 for the end of June 1974. Thus, AID was 939 employees below its ceiling.

The direct hire force is almost equally divided between United States citizens and foreign nationals. The foreign nationals are all employed overseas and range from clerks to highly qualified professionals. They constitute a most important asset and the Agency would be unable to function effectively without them.

In addition to the direct hire force, hired and paid directly by AID, the Agency has available another 4,040 persons to perform its work. These are employees of other United States government agencies assigned to work with AID on a reimbursable basis or performing services for the Agency under some type of contractual arrangement paid from AID funds. Detailed information on both the direct hire force and the non-direct hire force are shown at TAB C.

Almost all of AID's approximately 5,000 direct hire U.S. national employees are members of either the Civil Service or the Foreign Service. There are approximately 2,100 Civil Service and Administratively Determined employees who serve only in the United States. Foreign Service employees number approximately 2,900 and serve both overseas and in the United States. There are significant differences between the two systems and administering both equitably presents a continuing challenge to management.

The Civil Service system classifies positions first and then seeks qualified personnel to fill them - - a "rank-in-job" concept. The policies and procedures governing Civil Service personnel matters are rigidly prescribed by laws and Civil Service Commission regulations. This means that the Agency has very little flexibility in hiring, promoting or separating its Civil Service employees.

The Foreign Service system is based on a "rank-in-man" concept. A personal rank attaches to a Foreign Service employee independently of the position to which he may be assigned at any given time. The system largely parallels the State Department's Foreign Service system, although there are notable differences in the tenure, selection-out and retirement of personnel. The Agency has great flexibility under the Foreign Service system in moving personnel from place to place and from job to job.

On several occasions - - the last time in 1971 - - A.I.D. sought special legislation to enable it to develop a single career system covering both domestic and overseas service. Such authority has not been granted, however, primarily because the Congress interpreted such authority as conferring permanent status on the Agency.

Basic personnel authorities are vested in the Administrator of A.I.D. by the Civil Service Commission and the Foreign Assistance Act of 1961, as amended. Authorities stemming from the Foreign Service Act of 1946, as amended, have been delegated to the Administrator by the Secretary of State.

Within the Agency, the Administrator has delegated personnel authority to the Assistant Administrator for Program and Management Services who has redelegated it to the Director, Office of Personnel and Manpower.

ORGANIZATION, FUNCTIONS AND KEY PERSONNEL OF  
THE OFFICE OF PERSONNEL AND MANPOWER

The Office of Personnel and Manpower (SER/PM) has central responsibility for personnel administration. The office develops policies, standards and procedures governing A.I.D.'s overseas and domestic personnel systems and administers a full range of personnel operations for the Agency.

SER/PM is headed by a Director and Deputy Director. Two special staffs report directly to the Office of the Director:

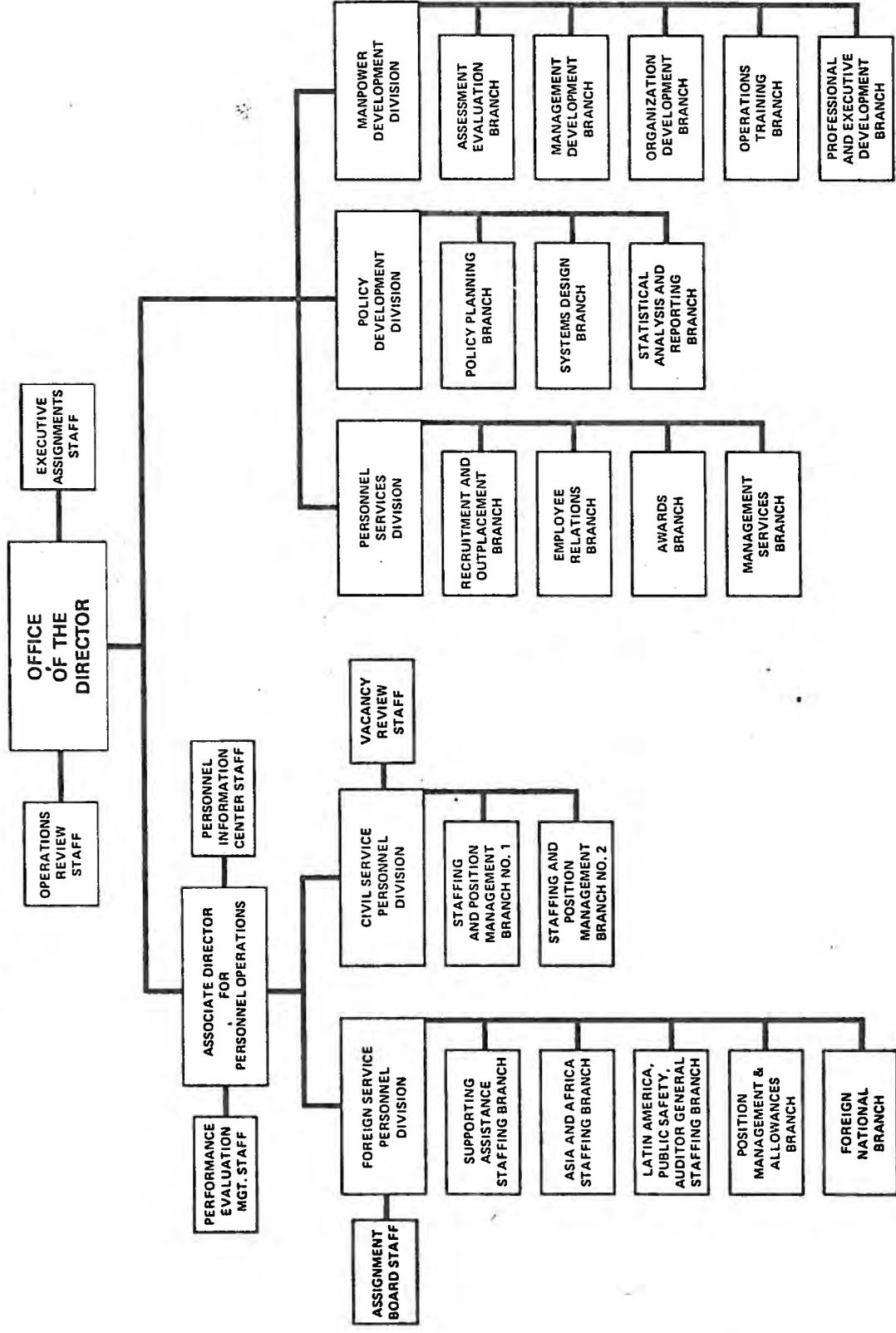
1. The Executive Assignments Staff advises and assists in the screening, selection and internal placement of executive level personnel for positions in A.I.D./W and overseas.
2. The Operations Review Staff evaluates the effectiveness and efficiency of SER/PM's policies and operations, recommends improvements and monitors their implementation.

An Associate Director for Personnel Operations serves as principal advisor to the Director and Deputy Director on personnel operations for both Civil Service and Foreign Service employees. Included are all placement, reassignment and performance evaluation functions. In addition, a small unit controls all input and output to an automated personnel information system.

The following three divisions comprise the remainder of SER/PM:

1. Personnel Services Division -- includes recruitment, outplacement, employee relations, awards and SER/PM internal administration.
2. Policy Development Division -- formulates personnel policies for management consideration; prepares and interprets personnel policies, regulations and procedures; develops procedural systems required for efficient personnel operations; and analyzes and forecasts manpower requirements and availabilities.
3. Manpower Development Division -- plans, develops and conducts a wide variety of training programs designed to achieve maximum utilization of available manpower resources.

# OFFICE OF PERSONNEL AND MANPOWER



KEY PERSONNEL OF SER/PM

Director

H. B. Hopkins

Deputy Director

Michael McCann

Chief, Executive Assignment Staff

Anne W. Patchell

Chief, Operations Review Staff

Lawrence W. Crain

Associate Director for Personnel  
Operations

Audrey Callahan

Dep Assoc Dir for Personnel Operations

(Vacant)

Chief, Foreign Service Personnel

John Eustace

Chief, Civil Service Personnel

Madeline Barbitta

Chief, Personnel Services

Samuel J. Simpson

Chief, Policy Development

Martin Bickford

Chief, Manpower Development

Daniel Creedon

## DEFINITION OF PERSONNEL CATEGORIES

A.I.D. employs or finances the employment of personnel in twelve categories. These categories are defined as follows:

\*AD Employee: An "Administratively Determined" employee who serves at the discretion of the Administrator. This authority is contained in the Foreign Assistance Act, and personnel actions are taken without regard to the provisions of any other law. An "AD" employee is compensated in accordance with the GS Pay Schedule for Civil Service employees.

Contract Employee: Generally, an employee who performs a service for the Agency under provisions of an agreement (contract) between the Agency and an organization such as a commercial firm or educational institution. Sometimes, the Agency may contract directly with an individual for his services.

\*EC: "Expert or Consultant" is a special Government Employee who has a high degree of attainment in a professional, scientific or technical field and is employed in the Agency for a special project; is compensated under a special pay schedule.

\*EX: "Executive Personnel" (Presidential Appointees) all of whom are compensated under the Executive Level Pay Plan.

\*FA: Category of Mission Directors of large missions who are compensated under the Executive Level Pay Plan.

\*Foreign National Employee: Generally, a national of the host country who is employed by an overseas mission.

\*FSR: "Foreign Service Reserve" employee who is appointed to a professional or technical position, with obligation to serve overseas. Employees in this group fall into two categories - (1) the FSR-L (limited), NTE (not to exceed) whose appointment is for a specific time limitation for tenure (usually, but not necessarily, 30 months) - (2) the FSR whose appointment is without time limitation.

\*FSS: "Foreign Service Staff" employee who is appointed to a clerical, secretarial or other nonprofessional position, with obligation to serve overseas. Employees in this group fall into two categories - (1) the FSS-L (limited), NTE (not to exceed) whose appointment is for a specific time limitation for tenure (usually, but not necessarily, 30 months) - (2) the FSS whose appointment is without time limitation.

\*GS: "General Schedule" - civil service employees, lawyers, and certain other employees whose services are subject to the rules and regulations of the U.S. Civil Service Commission; permanently assigned to positions in the United States.

PASA Employee: An employee of another Federal Agency who is assigned to an overseas mission under a Participating Agency Service Agreement (PASA).

\*TCN: A "Third Country National" employee who is a national of a country other than the United States or the country in which a mission is located.

\*Wage Board Employee: Wage Board and other employees in a trade, craft, or labor occupation; paid under special pay schedules and serve only in the United States.

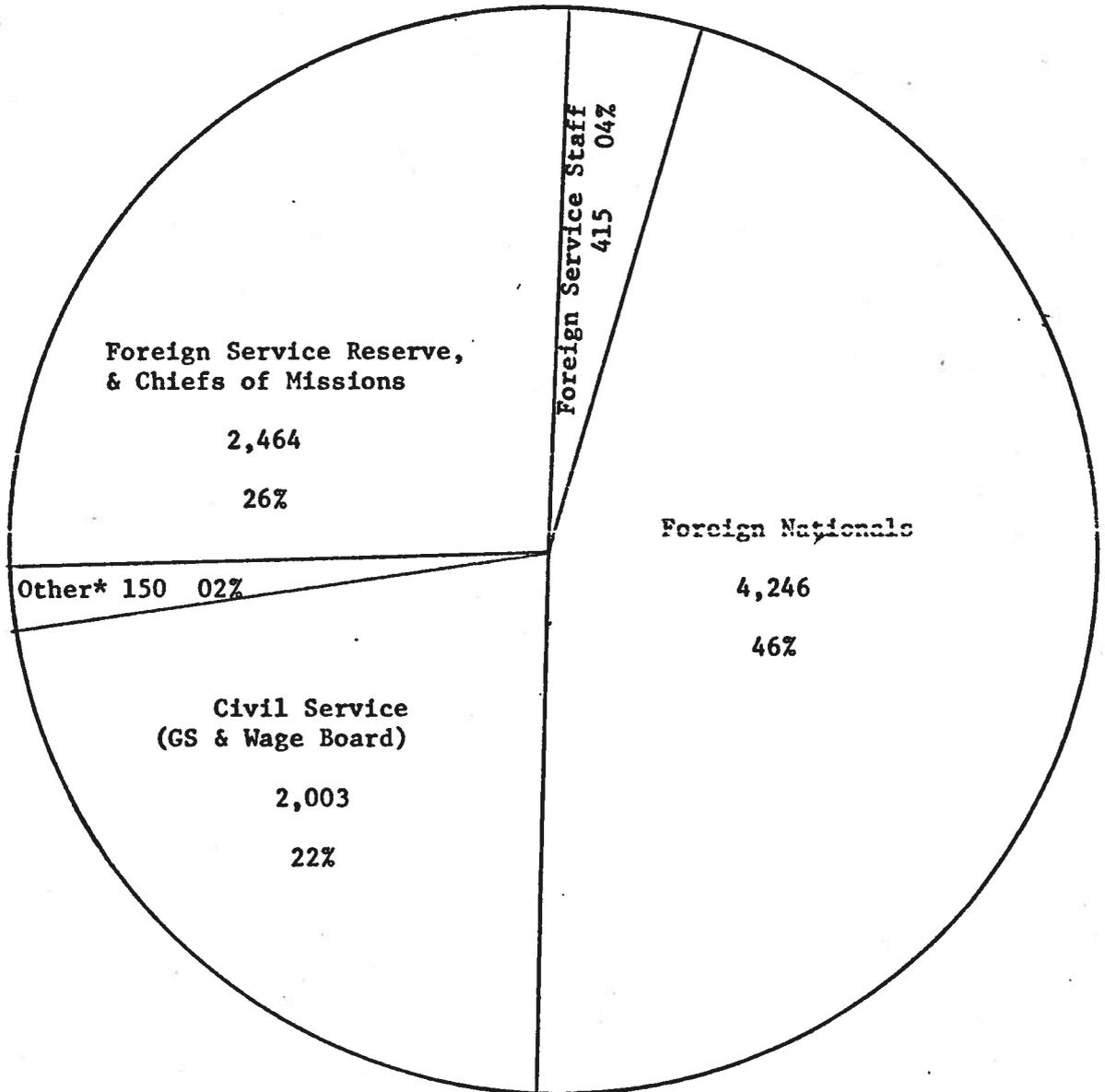
A graphic representation of the extent to which each category comprises part of A. I. D.'s total human resources appears on the next page.

\*Asterisks denote direct hire employees.

AGENCY FOR INTERNATIONAL DEVELOPMENT

DIRECT HIRE EMPLOYMENT  
As of June 30, 1974

Total 9,278

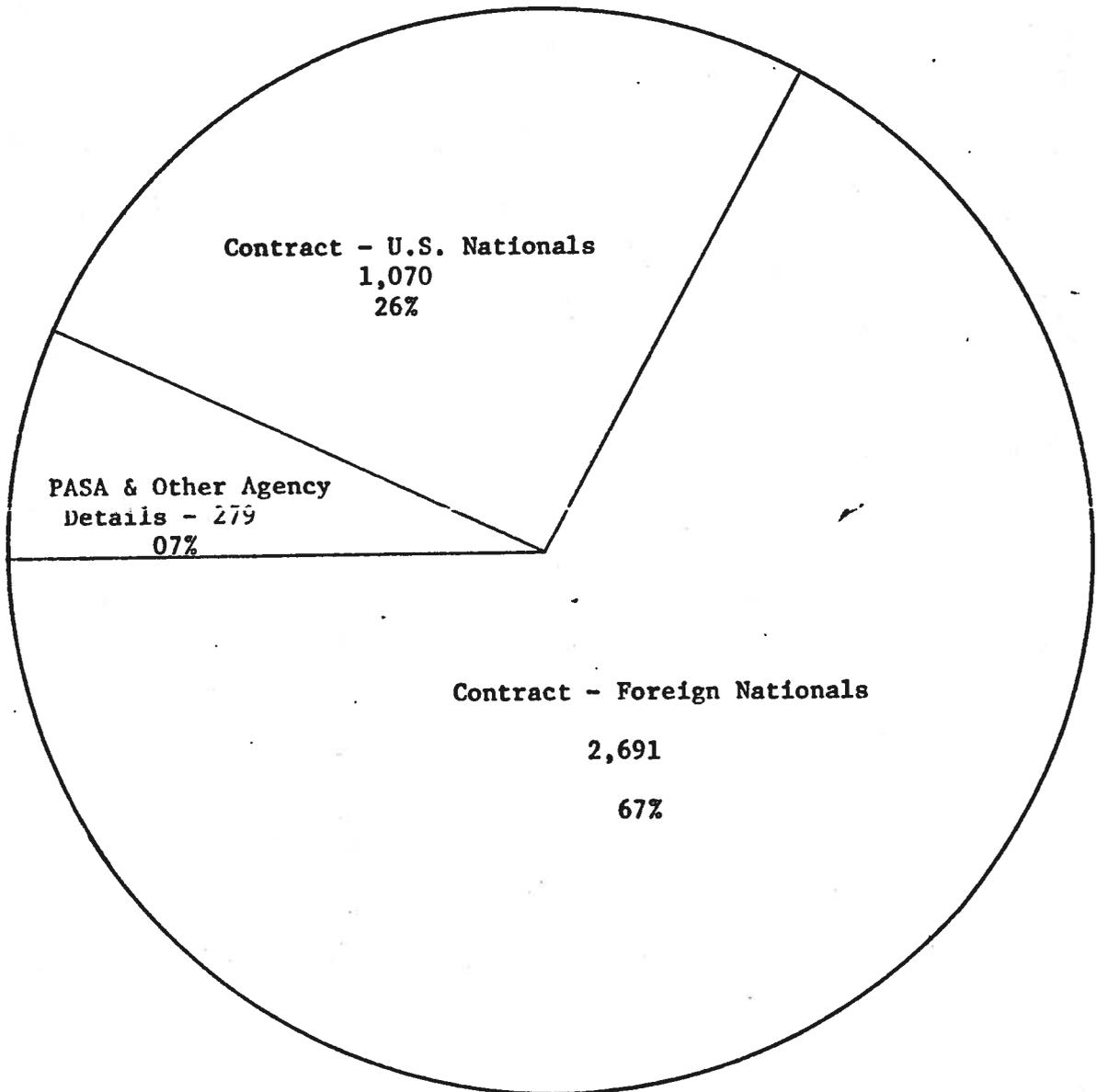


\*ADs - 74 .80Z  
EXs - 11 .12Z  
ECs - 65 .70Z

AGENCY FOR INTERNATIONAL DEVELOPMENT

NON-DIRECT HIRE EMPLOYMENT  
As of June 30, 1974

Total 4,040



AGENCY FOR INTERNATIONAL DEVELOPMENT

DIRECT HIRE PERSONNEL ON-BOARD IN THE AGENCY  
As of June 30, 1974

	<u>FTEPP</u>	<u>NON-FTEPP</u>	<u>TOTAL</u>
<u>U.S. NATIONALS</u>			
<u>Overseas</u>			
FSR	1573	-	1573
FSS	265	1	266
Other	9	1	10
Total U.S. O/S	1847	2	1849
<u>AID/Washington</u>			
FSR	877	5	882
FSS	148	1	149
GS	1742	237	1979
AD	72	2	74
Other	33	66	99
Total AID/W	2872	311	3183
<u>Foreign Nationals</u>			
Overseas	4242	4	4246
TOTAL DIRECT HIRE	8961	317	9278
DIRECT HIRE SUMMARY			
<u>U.S. Nationals</u>			
FSR	2450	5	2455
FSS	413	2	415
GS	1742	237	1979
AD	72	2	74
Other	42	67	109
Total U.S.	4719	313	5032
Foreign Nationals	4242	4	4246
Total Direct Hire	8961	317	9278
6/30/74 FTEPP Employment Limitation:	9900		

AGENCY FOR INTERNATIONAL DEVELOPMENT

NON-DIRECT HIRE PERSONNEL  
As of June 30, 1974

U.S. Nationals

PASA	268
Contract	1070
Details In	<u>11</u>
Total U.S.	1349

Foreign Nationals

Contract	<u>2691</u>
Total Non-Direct Hire	4040

## SUMMARY REPORT ON EMPLOYMENT TRENDS

The Agency has experienced a sharp decline in all categories of its personnel during the past seven years. This decline reflects changing concepts and programs of foreign assistance as well as reductions in foreign aid appropriations.

The trends are summarized as follows:

1. Direct hire personnel reduced 46%  
(From 17,311 to 9,278)
2. Non-direct hire personnel reduced 44%  
(From 7,244 to 4,040)

These reductions are illustrated in more detail on the numerical and graphical charts which follow. The data reflects status at the end of each fiscal year (June 30) beginning with 1967, through June 30, 1974.

DISTRIBUTION OF AID'S DIRECT HIRE PERSONNEL  
June 1967 Through June 1974

	<u>6/67</u>	<u>6/68</u>	<u>6/69</u>	<u>6/70</u>	<u>6/71</u>	<u>6/72</u>	<u>6/73</u>	<u>6/74</u>
<u>U.S. NATIONALS</u>								
Overseas								
FSR	3961	4062	3623	3283	2981	2488	1954	1573
FSS	755	765	691	567	478	390	315	266
Other 1/	68	38	62	34	26	22	15	10
Total O/S	<u>4784</u>	<u>4865</u>	<u>4376</u>	<u>3884</u>	<u>3485</u>	<u>2900</u>	<u>2284</u>	<u>1849</u>
United States								
FSR	532	600	598	626	689	743	819	882
FSS	63	84	83	94	105	126	141	149
GS	3092	2917	2507	2634	2498	2197	2001	1979
AD	101	97	68	79	92	79	72	74
Other 2/	244	190	210	142	164	99	101	99
Total U.S.	<u>4032</u>	<u>3888</u>	<u>3466</u>	<u>3575</u>	<u>3548</u>	<u>3244</u>	<u>3134</u>	<u>3183</u>
Total U.S. Nationals	8816	8753	7842	7459	7033	6144	5418	5032
<u>FOREIGN NATIONALS</u>								
Overseas	8495	9277	8448	7591	7017	5928	5005	4246
TOTAL DIRECT HIRE	17311	18030	16290	15050	14050	12072	10423	9278
<u>DIRECT HIRE SUMMARY</u>								
<u>U.S. Nationals</u>								
FSR	4493	4662	4221	3909	3670	3231	2773	2455
FSS	818	849	774	661	583	516	456	415
GS	3092	2917	2507	2634	2498	2197	2001	1979
AD	101	97	68	79	92	79	72	74
Other	312	228	272	176	190	121	116	109
Total U.S. Nationals	<u>8816</u>	<u>8753</u>	<u>7842</u>	<u>7459</u>	<u>7033</u>	<u>6144</u>	<u>5418</u>	<u>5032</u>

	<u>6/67</u>	<u>6/68</u>	<u>6/69</u>	<u>6/70</u>	<u>6/71</u>	<u>6/72</u>	<u>6/73</u>	<u>6/74</u>
Foreign Nationals	8495	9277	8448	7591	7017	5928	5005	4246
TOTAL DIRECT HIRE	17311	18030	16290	15050	14050	12072	10423	9278

1/ FAs, ECs.

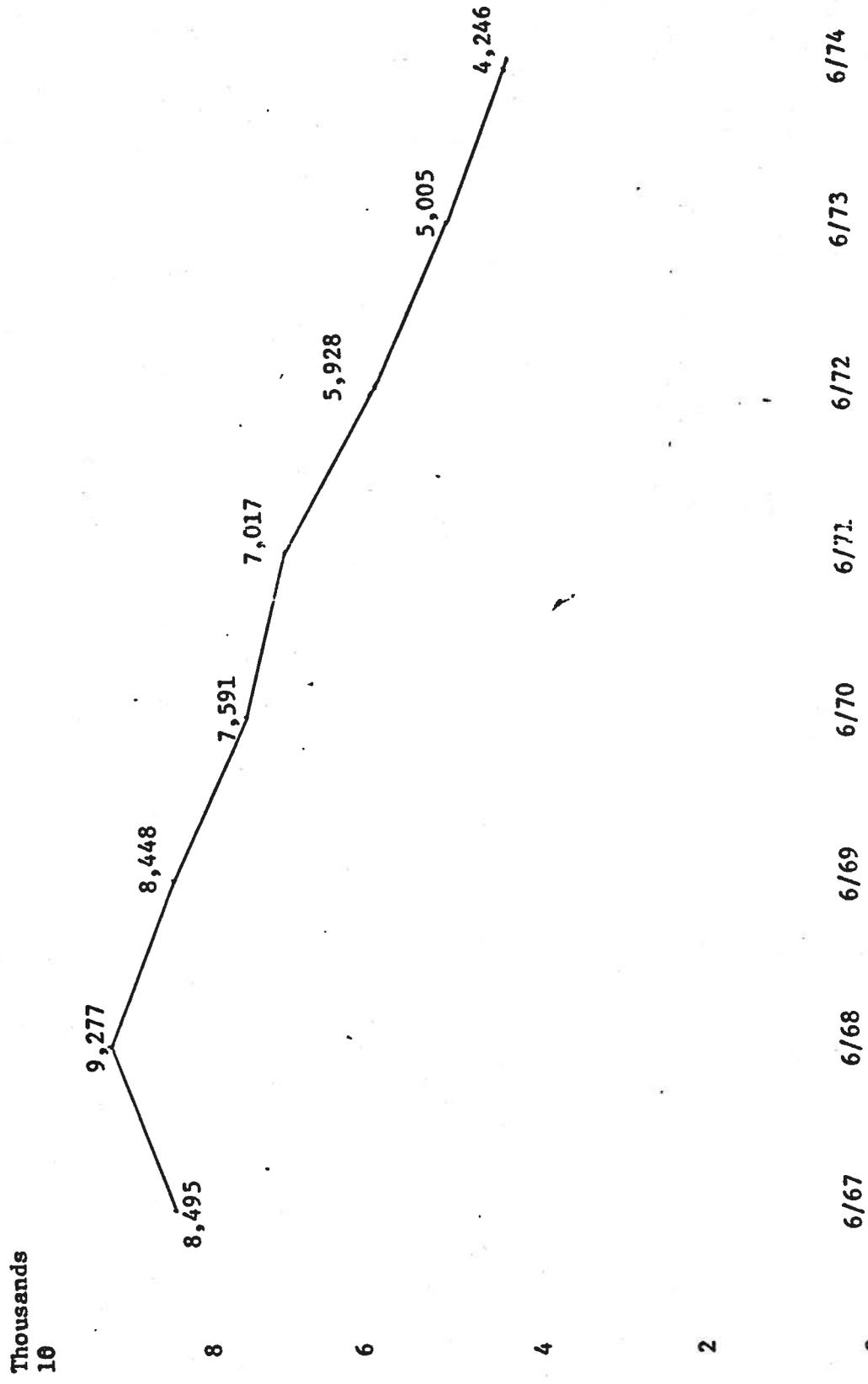
2/ EXs, ECs, Wage Board.

DISTRIBUTION OF AID'S NON-DIRECT HIRE PERSONNEL  
June 1967 Through June 1974

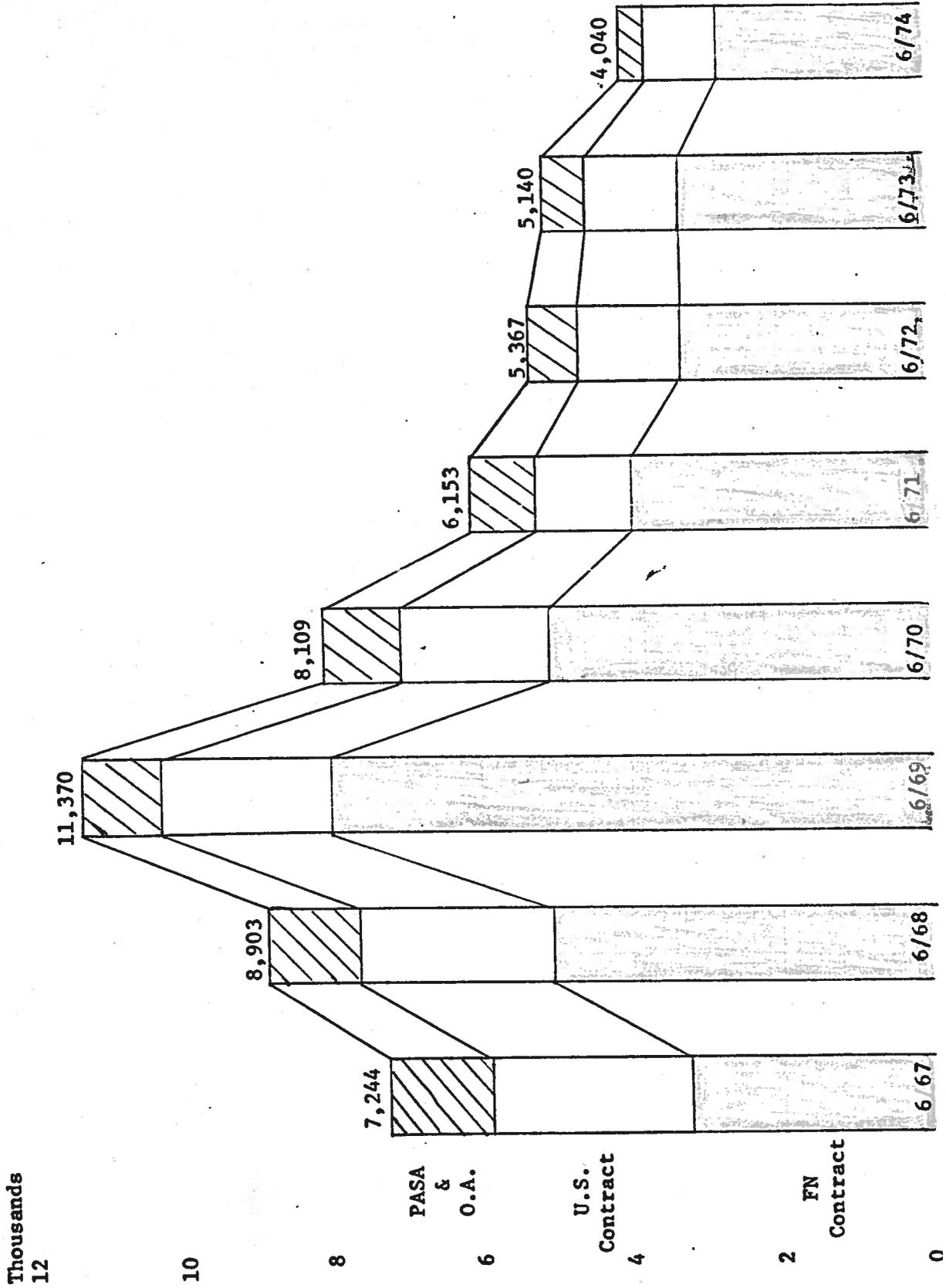
	<u>6/67</u>	<u>6/68</u>	<u>6/69</u>	<u>6/70</u>	<u>6/71</u>	<u>6/72</u>	<u>6/73</u>	<u>6/74</u>
<u>U.S. NATIONALS</u>								
PASAs & Other Agency Det.	1283	1246	1034	1039	917	723	556	279
Contract	2713	2510	2336	1926	1439	1341	1245	1070
Total U.S. Nationals	<u>3996</u>	<u>3756</u>	<u>3370</u>	<u>2965</u>	<u>2356</u>	<u>2064</u>	<u>1801</u>	<u>1349</u>
<u>FOREIGN NATIONALS</u>								
Contract	3248	5147	8000	5144	3797	3303	3339	2691
TOTAL NON-DIRECT HIRE	7244	8903	11370	8109	6153	5367	5140	4040
<u>NON-DIRECT HIRE SUMMARY</u>								
PASA & Other Agency Det.	1283	1246	1034	1039	917	723	556	279
Contract	<u>5961</u>	<u>7657</u>	<u>10336</u>	<u>7070</u>	<u>5236</u>	<u>4644</u>	<u>4584</u>	<u>3761</u>
Total	<u>7244</u>	<u>8903</u>	<u>11370</u>	<u>8109</u>	<u>6153</u>	<u>5367</u>	<u>5140</u>	<u>4040</u>



AID'S DIRECT HIRE FOREIGN NATIONAL FORCE  
June 1967 Through June 1974

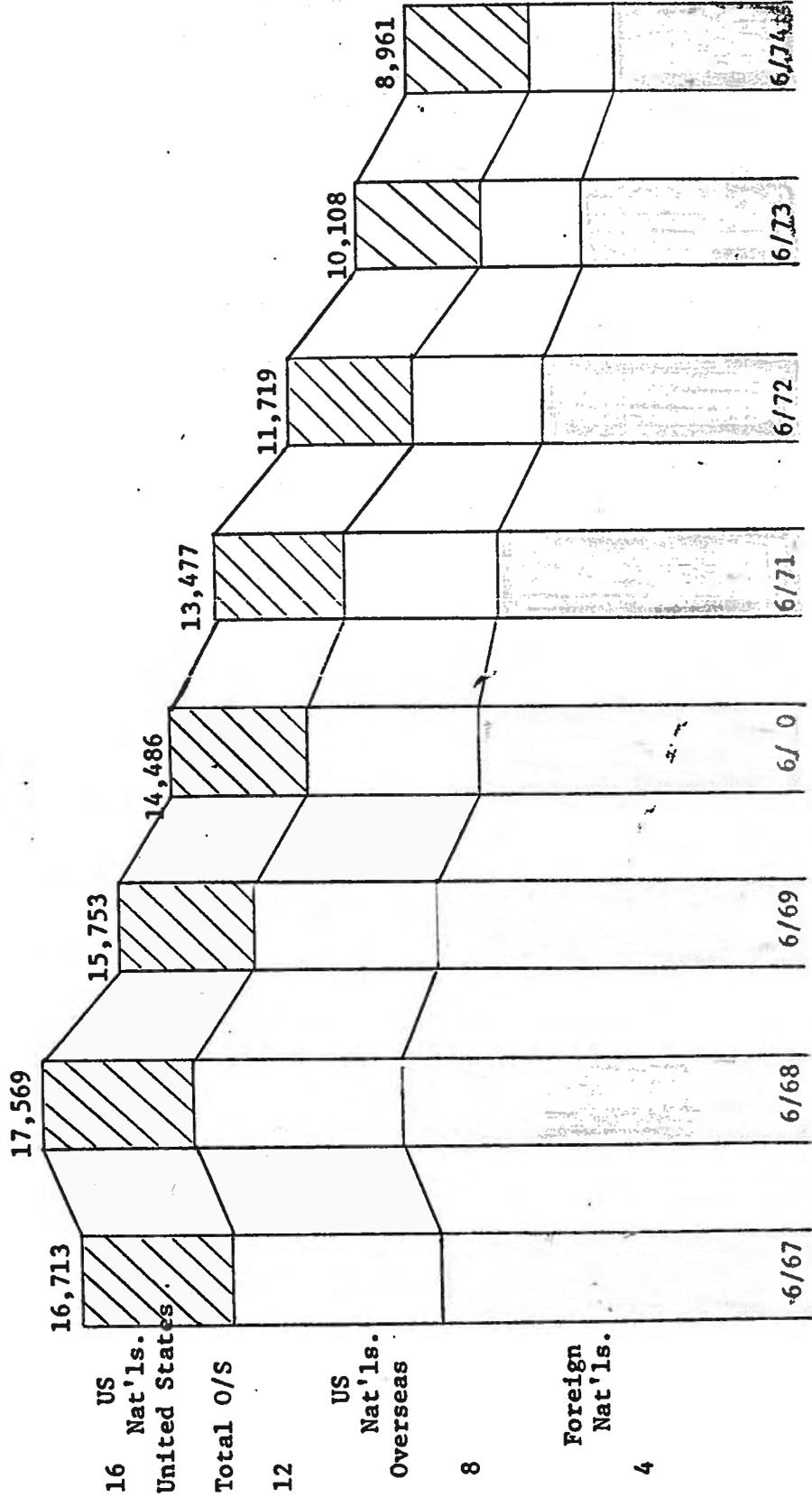


DISTRIBUTION OF NON-DIRECT HIRE EMPLOYMENT  
 June 1967 Through June 1974



DISTRIBUTION OF AID FTEPP EMPLOYMENT  
 June 1967 Through June 1974

Thousands  
 20



## MANPOWER REQUIREMENTS FORECAST

Based on the programs and methods of operations specified in the Administrator's Reform Plan of January, 1972, the Assistant Administrator for Program and Management Services established a study group to prepare a plan for forecasting the numbers and types of manpower needed by the Agency during the next few years. Phase I of the study, now completed and approved by the Administrator, provides future personnel requirements for technical and program management personnel. The staff work on Phase II has been completed. It is to be reviewed by the Administrator's Advisory Council on May 8, 1974. It provides similar information on administrative management, program support and clerical personnel.

One of the objectives of the completed Phase I study will be a reduction in the number of occupational categories and specialized skills required. The current total of 66 occupational categories and 415 specialized occupational skills will be reduced to 12 categories and 50 skills. The transition will be effected by virtually eliminating the technical specialist whose primary function is to implement single projects and replacing him with a broad-gauged technical generalist whose function will be based on analysis and assistance directed toward an entire economic or social sector. Needed supplementary specialist services will be obtained from outside sources. The change-over should be completed by the end of fiscal year 1976.

The projected number of employees included in the Phase I study shows a decline from 2520 employees in June, 1972, to 1388 employees in June, 1978; a total reduction of 1132 employees. Similar projections are being derived from the Phase II study.

## CIVIL SERVICE/FOREIGN SERVICE EMPLOYEES IN A.I.D./W POSITIONS

There is increasing competition between A.I.D. Foreign Service and Civil Service employees for existing or projected vacant positions in Washington.

There are no legal requirements which dictate filling A.I.D./W positions with either category. However, as mission staffs are reduced, increasing numbers of career Foreign Service personnel are returning to Washington. The quality of their background and experience and the greater flexibility of the Foreign Service assignment process have resulted in an increasing number of Foreign Service personnel in A.I.D./W positions. Civil Service personnel complain that this development is altering the traditional Civil Service/Foreign Service ratio in A.I.D./W and frequently blocks their promotional opportunities. Both employee unions, AFSA and AFGE, have expressed interest in the situation and can be expected to press their viewpoints vigorously.

The Office of Personnel and Manpower has recently modified its procedure for filling positions in A.I.D./W by requiring the Chiefs of the two principal operating personnel divisions (Civil Service and Foreign Service) to get together to determine whether a vacancy should be filled by a Foreign Service or Civil Service employee. The guidelines which are being established in this process are evolved from experience and include such considerations as (1) desires of the office where the vacancy exists, (2) what precedence has been established in filling the vacancy, (3) availability of GS employees, and (4) career implication for Foreign Service employees. It seems to be working well; however, we still expect the bargaining units to press for their interests.

## RETIREMENT SYSTEMS

The employees of A.I.D., both Civil Service and Foreign Service, had been covered, until recently, only by the Civil Service Retirement System (CSRS). With the passage of Public Law 92-189 on December 17, 1973, which amended the Foreign Assistance Act of 1961, it became possible for our Foreign Service employees serving under unlimited appointments to participate in the Foreign Service Retirement and Disability System (FSRDS). The law provides for voluntary participation up to January 1975 at which time all Foreign Service employees who are eligible to participate shall be enrolled in the FSRDS.

Overall the FSRDS is regarded as preferable to the CSRS because of its earlier retirement age and higher annuity. In the FSRDS employees may retire at age 50 with 20 years of service. Retirement annuities are computed on a basis of 2% times length of creditable service times "high-3" average salary; while in the CSRS employees are first eligible for full retirement annuities at age 55 with at least 30 years of service, at age 60, with at least 20 years of service. Under certain circumstances, an employee may retire at an earlier age with at least 20 years of service; however, the retirement annuity is permanently reduced. Retirement annuities in the CSRS are computed on the basis of a graduated rate of 1-1/2% for the first five years, 1-3/4% for the second five years and 2% for the remaining creditable service times "high-3" average salary.

Both retirement systems provide for survivor annuity and disability retirement.

REVISED PERFORMANCE RATINGS FOR FOREIGN  
SERVICE EMPLOYEES

In response to a general dissatisfaction with the performance rating system for Foreign Service employees, a Study Group was established by the Director, Office of Personnel and Manpower, to conduct a comprehensive review of the system for the purpose of - identifying shortfalls in the system; evaluating alternative solutions and improvements; selecting the best remedial actions; and recommending a new and improved system. The Study Group, assisted by consultants, comprised of employees in a variety of occupations and grades; managerial personnel; program and administrative support employees; and representatives from the two officially recognized bargaining units. Recommendations by the Study Group were generally accepted by the Assistant Administrator for Program Management and Services in March 1973.

Regulations for implementing the Study Group recommendations were discussed with representatives of the American Foreign Service Association (AFSA) and, after extensive consultation over several months, agreement was reached. The new rating system provides for greater employee participation and feedback of information to employees.

Junior Class employees will be rated every 52 weeks from date of appointment and promoted annually to FSR-5 or FSS-7 or terminated for inadequate performance.

Appraisal Boards in Missions, Bureaus and Offices will review all annual ratings and recommend appropriate evaluative findings for all Foreign Service employees: promote, do not promote, or less than adequate. Evaluation Panels in the Office of Personnel and Manpower will review and recommend appropriate personnel actions for employees above the Junior Class levels, ranking them among their peers. The highest ranked officers will be recommended for promotion. A special Separation Panel in Washington will review all recommendations of "less than adequate" employees and make its own recommendations for appropriate personnel actions.

Eighteen A.I.D. Evaluation Panels will meet in 1974 to evaluate the performance of Foreign Service employees. The first cycle of Panels will convene on July 22 and the second cycle on September 16. Class FSR-5, 4 and 3 officers and FSS-7 and above staff employees will be evaluated by occupational Panels (e.g., Program Management, Controller/Accountants). FSR-2 officers will be evaluated and compete for promotion on the basis of their Class level. FSR-1 officers will be evaluated by the Class I Panel and will be rank ordered except for those officers serving under 631 (b) appointments.

## CONVERSION OF TIME-LIMITED FOREIGN SERVICE EMPLOYEES

A.I.D. has approximately 581 time-limited (L) Foreign Service employees who have served in that capacity from 1-10 years. We have been reluctant in the past few years to convert many employees because of the Agency's retrenchment and changing needs for certain occupations.

After extensive consultation with AFSA, an agreement was consummated which provided for the following:

- a. All FSR(L) and FSS(L) employees presently on the rolls shall be converted or terminated within thirty-six months from the effective date of the agreement, April 2, 1974.
- b. Persons employed after April 2, 1974, as FSR(L) or FSS(L) shall be converted or terminated within thirty-six months of entry on duty. A partial exception is provided when new appointments are made to a short term specialist category. Retention of short term specialists may not exceed five years.
- c. Criteria to be applied in making conversions
  1. Continuing need for employee's services, as determined by A.I.D.
  2. Continued availability of employee for worldwide assignment
  3. Employee's performance and potential for future service as indicated by employee's performance
  4. Employee's demonstrated capacity to function in an overseas environment.
- d. A.I.D. will continue to utilize existing time-limited employees qualified to fill Agency needs before recruiting new personnel.

A.I.D. and AFSA have also agreed to develop mutually acceptable procedures for implementing the above agreement with a target date of July 1, 1974.

## CLASSIFICATION ADMINISTRATIVE REVIEW

The salaries of civil service employees are determined by the classification of the positions they occupy. The classification depends on the duties and responsibilities of the position; the greater the complexity and responsibility of the position, the higher its classification. The personal qualifications of an employee do not normally affect the classification grade of his position.

Position classifications are determined by the Office of Personnel and Manpower in accordance with classification standards developed and issued by the Civil Service Commission. Although some subjective judgment may be exercised in applying the standards, they do not permit much variation of interpretation.

Many of our managers believe the CSC position classification system is too rigid to permit adequate compensation for some types of employees needed in our programs. Dissatisfaction is increased by the fact that in A.I.D. - unlike most Government agencies - civil service employees work side by side with foreign service personnel whose pay is frequently higher. As a result there is continuing pressure by managers and employees to upgrade position classifications beyond the levels permitted by the Civil Service standards. Many of them are convinced that SER/PM is unduly restrictive in its interpretation and application of the standards.

SER/PM has attempted to resolve this problem in especially sensitive or difficult cases by seeking the advice of experts who are not regular employees of the Agency and can therefore be expected to be completely objective in their view points. A formal procedure to seek such assistance has recently been established and is called Classification Administrative Review. Managers who wish to make use of this procedure may do so by memo request. To date, the procedure appears to be working satisfactorily.