

Diversity Reports  
1993

March 1, 199.

Ambassador James Michel  
Acting Administrator  
Agency for International  
Development  
Room 5942 N.S.

Re: A.I.D. Chapter-Hispanic Employee Council

Dear Ambassador Michel:

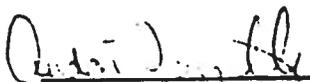
Members of the A.I.D. Chapter of the Hispanic Employee Council met on February 16 with Mr. Dick Sklar to discuss A.I.D.'s record on the employment of minorities groups. We would like to share with you a summary of our key concerns and ask for your support.

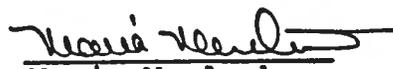
The following is a summary of the key concerns of the Hispanic Employee council presented to Mr. Sklar:

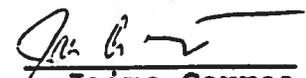
1. There is a marked imbalance of Hispanic American Representation at all levels within A.I.D., both in the civil and foreign services: 3.1 percent overall (3.7 percent in the Foreign Service and 1.7 percent in the Civil Service), as opposed to 9 percent in the total U.S. population.
2. Noteworthy is the small Hispanic representation at the senior management and policy making levels: in the early 80's eight (8) Hispanics held Mission Director and Deputy Mission Director positions as opposed to three (3) currently.
3. When data is broken by gender, the under-representation of Hispanic American women is even greater: less than 1 percent of A.I.D.'s total work force. At the senior level, there are only three Hispanic women in the foreign service, and in the civil service there are none above the GM 14 grade.
4. During the 1987-1991 period, no Hispanic Americans were hired for mid-level positions (those hired during that period include 89.3 percent non-minorities, 5 percent African Americans, and 5.7 percent Asian-Americans).

The leadership of the group would be most happy to meet with you at your convenience.

Sincerely,

  
Audon Trujillo

  
Maria Mamlouk

  
Jaime Correa

cc: Counselor Kenneth H. Sherper

**ACTION MEMORANDUM FOR THE ACTING ADMINISTRATOR**

**FROM:** John F. Hicks, Chairman, Minority Recruitment  
Advisory Group, (MRAG)

**SUBJECT:** Recommendations for Achieving Workforce Diversity  
within A.I.D.

**Purpose:** To obtain approval to pursue several measures, including the issuance of a policy statement, the development of a strategy for achieving workforce diversity, and the immediate implementation of several recommendations which could have a direct positive impact on the Agency's diversity profile.

**Discussion:** The MRAG, comprised of experienced foreign and civil service employees, was established in 1990 by former A.I.D. Administrator Roskens for the expressed purpose of providing advice to the Director of Personnel on how to achieve a more diverse workforce within A.I.D. Specific tasks included: (1) providing advice to the Director of Personnel on strategies to enhance the Agency's minority recruitment effort; (2) identifying existing and potential barriers to successful recruitment and retention of minorities; (3) serving as an advocate for affirmative action throughout the Agency; and, (4) assisting the office of Personnel in preparing its initial report on the status of minority recruitment in A.I.D. and semi-annually thereafter.

On December 2, 1992, MRAG presented to then Acting Administrator Scott Spangler and the Agency's senior leadership, the findings and recommendations of the MRAG. Copies of the final report and the presentation made to Mr. Spangler are included as attachments to this memorandum. As those documents indicate, the MRAG concluded that in order to bring about effective and enduring diversity in the Agency's workforce, it is necessary to effect systemic changes within the Agency and to adopt a strategy aimed at institutionalizing a program of workforce diversity which all employees believe in. It is necessary to influence attitudes and behavior so that valuing diversity becomes a part of the Agency's institutional culture and so that the improvements made are sustainable. MRAG concluded, and our review of the literature and the experiences of private and

public sector institutions which have successfully introduced diversity programs confirms, that the most essential ingredient and common element of a successful program is the strong and active leadership of the head of the institution and senior management. The report points to specific examples in this regard. It is for this reason that the promulgation of a policy statement by the new leadership is a key recommendation of the MRAG report. However, issuance of a statement is just the first step.

Our research also clearly establishes the critical importance of a program of continuous diversity training for senior management and personnel within the institution. Recognizing the importance of training in achieving our objective of attitudinal and behavioral changes, training is also a principal recommendation of our report.

In his response to the MRAG presentation which was generally well received by the senior staff, Mr. Spangler tasked the MRAG with drafting a policy statement and proceeding with the strategy development process, including cost estimates for implementation of the same. The former document is currently being developed. With regard to the strategy, it is the MRAG's view that ours should be an advisory role in this process and that an individual should be engaged full-time by HRDM to lead and coordinate the development of the strategy. Such an individual should be designated immediately to lead the development of the terms of reference for the strategy and to eventually serve as the HRDM point person for its implementation, developing budget estimates and considering the cost implications for all the recommendations outlined below.

Prior to your action on the following recommendations, MRAG would welcome the opportunity to present our report to you, senior management and members of the transition team. Although the new leadership is not yet in place, we feel that the proposed approach and recommendations are fully consistent with the policies of the new Administration and given the lead times involved in implementing the recommendations, particularly the strategy, any desired adjustments by a new senior management team could easily be accommodated. Finally, the MRAG did share with the Goler Butcher Transition Team copies of the draft report and the presentation made to Scott Spangler.

**Recommendations:** The MRAG's recommendations fall into two categories. The first group consists of a set of decisions by the Administrator. These represent new initiatives aimed at achieving the objective of institutional behavior change such that diversity is valued and therefore desired. The second set of actions represents measures, some of which are already underway, which should be taken by EOP to realize immediate improvements or to begin movement toward improvement in our diversity profile.

**Actions For the Administrator**

1. Administrator and Agency leaders provide strong, visible support for workforce diversity in A.I.D.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

2. Promulgate a comprehensive policy statement which sets forth the Agency's commitment to workforce diversity at all levels.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

3. Authorize the development and implementation of a strategy to institutionalize diversity, requiring investment of full-time Agency financial and human resources and outside professional guidance and support. Elements of the strategy will include:

- Diversity awareness training for all employees
- Measurable workforce diversity goals and objectives (relating to both recruitment and retention)
- Accountability systems (external oversight commission, periodic reporting, workplans and promotion precepts reflective of workforce diversity goals and objectives)

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

4. Elevate the authority and visibility of the EOP office.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

5. Establish a direct reporting relationship of the HRDM Director to the Administrator.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

6. Establish a discrete, sacrosanct budget for recruitment.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

**It is requested that the Administrator direct the undertaking of the following initiatives by HRDM and EOP.**

1. Develop a diversity training program.
2. Provide specialized training for Agency recruiters, career counselors, and promotion, employment and technical review panel members.
3. Enforce 20% mid-career hiring limitation policy.
4. Increase representation of women and minorities on employment panels.
5. Consolidate GS and FS recruitment functions.
6. Merge recruitment division with workforce planning function.
7. Reinstate most successful recruitment programs.

**A.I.D. HISPANIC COUNCIL  
REPORT TO THE TRANSITION TEAM**

Title 1, Section 101, Paragraph 4 of the Foreign Service Act of 1980 states that members of the Foreign Service should be representative of the American people. Hispanics in 1990 constituted 9 percent of the U.S. population. As of September 30, 1992 Hispanics in A.I.D. represented 3.1 percent of A.I.D.'s total work force (105 of 3346 employees).

A.I.D. has recognized that there is a conspicuous absence and/or imbalance for some EEO groups in some major Civil and Foreign Service positions \*. However, relatively small gains towards increasing Hispanics have occurred since 1980 when the foreign affairs agencies were required by the Foreign Service Act of 1980 to set targets and report annually on advances regarding EEO.

Today there is a marked imbalance of Hispanic representation at all levels within A.I.D., both in the Civil Service and Foreign Service (See attached work force profile). Particularly noteworthy is the small Hispanic representation at the senior management and policy-making levels. While in the early 1980s eight Hispanics held Mission Director or Deputy Mission Director positions, only five remain in similar positions today. When the data are broken down by gender, the absence of Hispanic women at the senior management levels of A.I.D. is even greater -- less than one percent.

A.I.D. has cited a number of measures aimed at improving the status of minorities within the Agency. A.I.D.'s Annual Affirmative Employment Program Accomplishment Report for Fiscal Year 1991 (released in November 1992), cites (p. 86) two noteworthy activities to address the representation problems of minority group members and women, especially in the Foreign Service. One, a new hiring policy implemented in February 1991, and two, the establishment of an overseas intern program for minority graduate students on a pilot basis.

These two initiatives have had little effect on increasing Hispanics in the Agency. The new recruitment process did equal the hiring of women (13 of 26) but only 8 of these were women minority members and none were Hispanic. The minority intern program yielded but one intern in 1991 and it will not directly lead to A.I.D. hiring at end of the program.

It is clear that very little headway is likely to occur regarding increasing the number of Hispanics and other minorities in A.I.D.'s work force unless the Agency actively seeks to improve recruitment practices, as well as its promotion and assignment system. Moreover, the A.I.D. Administrator and senior management must take

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\* A.I.D.'s Multi-Year Affirmative Employment Program Plan for Minorities and Women - FY-1988 - FY-1992

a proactive role regarding setting and meeting Affirmative Action Plan goals and actively work to ensure that these three cited weaknesses are addressed, i.e. recruitment practices, promotion, and assignment system.

The A.I.D. Hispanic Council urges the Agency to take every measure in order to ensure that qualified minorities are more equally represented and more fully integrated in the decision-making process of A.I.D.

In practical terms, the Hispanic Council understands that improving the representation of Hispanics and other minorities at all levels takes more than an articulated policy. Actions need to be monitored and evaluated on an ongoing basis to measure progress. Supervisors and senior managers should be assessed on how they pursue equity. Career advancement is only possible if assignments are provided in the depth and breadth required for the gaining of experiences which are considered benchmarks for promotions. These assignments lead to career advancement. The Agency must ensure that the "glass ceiling" phenomena not be a factor deterring the appointments of Hispanic and other minorities to the Senior Management Group.

The following recommendations are offered as tools that will help address the identified imbalances. Success is dependent upon the commitment and political will at the highest levels of A.I.D.

**Recruitment:**

1. Utilize Hispanic staff to assist in recruitment efforts;
2. Ensure that a minority staff (preferably both an EEO specialist and a professional) participate in selection panels and have a vote;
3. Attract qualified minorities to the Foreign Service by clarifying fringe benefits received with employment while serving overseas (housing, post differential, danger pay, educational allowance, retirement);
4. Provide selection panels with position categories in which there is a conspicuous absence and/or imbalance as well as information regarding agency EEO policy and how it effects the selection process; and
5. Have the EEO office screen incoming "171" applications from minority applicants, develop a list of qualified minority applicants, and provide these applicants' 171 forms to selection panels for consideration in filling openings.

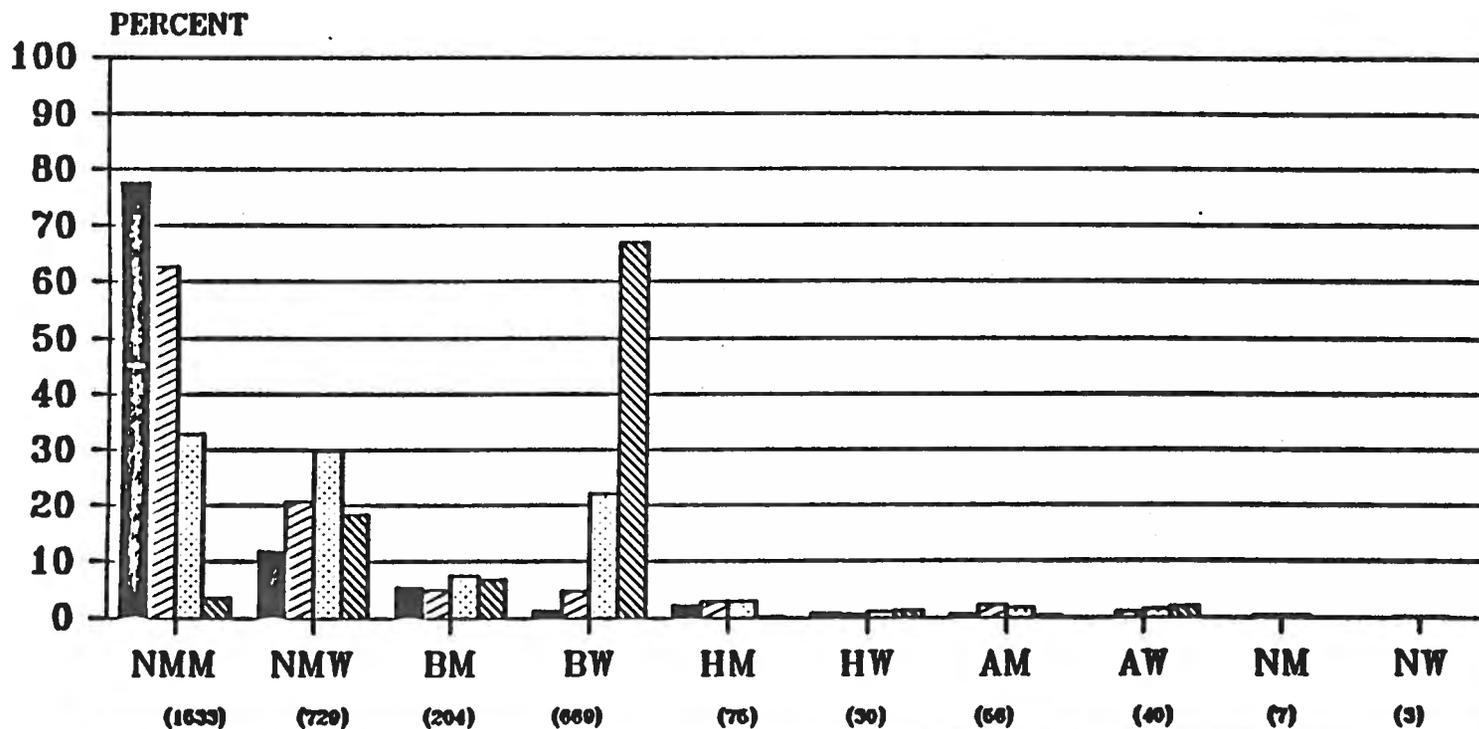
**Career Advancement:**

1. Allocate resources, and have HRDM/TSD in cooperation with EEO develop a training budget and plan for short- and long-term training for minorities.
2. Actively promote a minority sponsor program in which newly hired minorities are on a voluntary basis paired with an experienced senior staff member;
3. Implement executive level training for minorities comparable to women's executive training offered by the Agency; and
4. Provide for a career counselor for A.I.D. in which he/she would review minority staff member's EERs and provide advice on: a) areas to enhance career potential, b) areas to highlight in EER, and c) training and onward assignments which are career enhancing.

**Assignments:**

1. Implement a professional and transparent assignment system regarding obtaining onward assignments coupled with clear career path to ensure success;
2. Provide for an assignment system in which positions advertised are truly available and final assignment is based upon employees' qualifications, experience, personal needs, service at hardship posts, etc.; and
3. Moreover, allow for minority representation at these panels -- i.e., both a minority professional and an EEO staffer.

# AGENCY FOR INTERNATIONAL DEVELOPMENT TOTAL WORKFORCE, FT/PT PERMANENT AS OF SEPTEMBER 30, 1992



GS/AD-16-18/SES/FE/	(328)	GS/AD-13-15/FS-01-02	(1064)
GS/AD-09-12/FS-03-05	(671)	GS/AD-01-08/FS-08-09	(665)

**TOTAL: (3,346)**

NMM = NON-MINORITY MEN  
 NMW = NON-MINORITY WOMEN  
 BM = BLACK MEN  
 BW = BLACK WOMEN  
 HM = HISPANIC MEN

HW = HISPANIC WOMEN  
 AM = ASIAN-AMERICAN MEN  
 AW = ASIAN-AMERICAN WOMEN  
 NM = NAT-AMERICAN MEN  
 NW = NAT-AMERICAN WOMEN

AGENCY FOR INTERNATIONAL DEVELOPMENT  
 TOTAL EEO WORKFORCE FT/PT PERMANENT  
 AS OF SEPTEMBER 30, 1992

GRADE GROUPS	TOTAL	NON-MINORITY		MINORITY		MINORITY							
		M	F	M	F	BLACK		HISPANIC		ASIAN-AMERICAN		NAT-AMERICAN	
						M	F	M	F	M	F	M	F
SES													
BB/AD-14-18													
FE-CN/MC/OC	326	253	39	27	7	18	4	7	3	2	0	0	0
X		77.6	12.0	8.3	2.1	5.5	1.2	2.1	0.9	0.6	0.0	0.0	0.0
BB/AD-13-13													
FB-01-02	1554	973	321	162	98	79	73	43	9	36	15	4	1
X		62.6	20.7	10.4	6.3	5.1	4.7	2.8	0.6	2.3	1.0	0.3	0.1
BB/AD-09-12													
FB-03-05	871	285	259	109	218	66	193	24	10	16	13	3	2
X		32.7	29.7	12.5	25.0	7.6	22.2	2.8	1.1	1.8	1.5	0.3	0.2
BB/AD-01-08													
FB-06-09	593	22	110	44	419	41	399	1	8	2	12	0	0
X		3.7	18.5	7.4	70.4	6.9	67.1	0.2	1.3	0.3	2.0	0.0	0.0
TOTAL	3346	1533	729	342	742	204	669	75	30	56	40	7	3
X		45.8	21.8	10.2	22.2	6.1	20.0	2.2	0.9	1.7	1.2	0.2	0.1

SOURCE: A. I. D. /EOP  
 11/92

Mary Bell  
F/I

**WORKPLACE DIVERSITY IN A.I.D.**

*Strategy for Achievement*

## STRATEGY FOR ACHIEVING WORKPLACE DIVERSITY IN A.I.D.

### INTRODUCTION

The men and women who comprise the direct-hire workforce of the Agency for International Development shall reflect the cultural, racial and ethnic diversity of the American people. In addition to achieving a representative workforce profile, the Agency shall also assure workplace diversity in terms of providing equal employment opportunity to each individual involved with the Agency. This also includes consideration of our contract personnel, our customers, the recipients of our foreign assistance programs and our constituents in the United States.

Workplace diversity begins with a clear understanding and adherence to the provisions of the Civil Rights Act and the regulatory oversight activities of the Equal Employment Opportunity Commission, as implemented by the Agency's Office of Equal Opportunity Programs. However, these guidelines do not forecast or provide for a plan for achieving diversity. Rather, their general perspective and intent is that of avoiding specific, prohibited activities as pertains to protected classes of individuals.

Beyond adherence to regulation and avoidance of prohibited activities, A.I.D. strives to create a workplace in which every employee shall be provided an opportunity to achieve professional growth and stature, training, developmental assignments, recognition, and compensation which is commensurate with his or her unique potential and motivation. Such consideration must exist in the following areas of human resource management:

- Career Enhancement
- Assignments
- Training
- Recruitment
- Incentive Awards
- Promotion

It must be emphasized that the equity with which individuals are treated as employees and the overall diversity of the workforce as represented by the statistical balance of women and men, minorities and non-minorities, are inseparable. The statements on Equal Opportunity Policies and issued by the Administrator on August 10, 1993 represent the necessary first step and central theme of any diversity strategy for the Agency (attachment).

The ultimate goal of the workplace diversity strategy is to

conduct A.I.D.'s management, operations and programs in a fashion that will allow diversity to be recognized as a source of strength; both within the context of the history and traditions of the American people and also among the peoples and institutions of the world's less developed countries and regions.

The Agency prizes full utilization of its employees, not only in terms of their present capabilities, but also in terms of nurturing and utilizing their professional growth throughout their career with A.I.D. No employee is to be denied in this regard. Above all, the Agency will be known as an employer who is respectful of, and assures the dignity of, its most valuable resource -- its personnel.

### PAST AND PRESENT ACTIVITIES

Achieving diversity is impossible without the broad commitment and action of the Agency's management. The goals must be understood, the current status and historic problems must be acknowledged, and coordinated actions must be taken and supported at all levels. This goal cannot be achieved through the efforts of one or two organizations operating in isolation.

The Agency has made a continuing effort to achieve diversity through a variety of important, but disjointed, initiatives. Unfortunately, these efforts have conducted without the benefit of an overall strategy, senior management support, or operational accountability. Activities include:

- Meetings between the Director, HRDM and minority advocacy groups, resulting in a list of no cost recommendations in HRDM programs and practices;
- Utilization of our Foreign Service Workforce as a recruitment resource;
- Closer attention paid to the qualifications of those nominated to serve on promotion panels;
- Inclusion of diversity training modules in all senior management courses; other EEO training expanded, considerable increase in outreach by EOP staff, i.e., sexual harassment prevention training;
- Return to a traditional IDI program;
- Review of the GS rotation program;
- Establishment of an overseas intern program staffed exclusively by women and minorities;

- EOP tracking of Senior Management Group (SMG) assignments for identification of representation levels of minorities and women (by Bureau). Identification of bureau minority and female SMG potentials (or pool availability);
- EOP development of EEO component of newly revised Foreign Service Promotion precepts;
- EOP development of workforce index for measurement of absence of imbalance of minorities and women in senior Foreign Service and senior Civil Service populations; these data utilized in conjunction with formulation, negotiation and implementation of the affirmative action promotion policy (attachment); and
- EOP complaints investigation process strengthened, timeframes for investigation and issuance of Agency findings reduced.

### **EVALUATION ACTIVITIES**

Within this context, A.I.D.'s overall performance is seriously lacking. The most recent assessment in this regard is contained in the GAO Report of November, 1992 (summary attached). Moreover, the Agency's internal assessment and recommendations, conducted by the Minority Recruitment Advisory Group (MRAG), is consistent with the findings of the GAO in recognition of a lack of a comprehensive recruitment strategy, commitment of funding and centralization of all recruitment resources (summary attached).

### **RECOMMENDED ACTIONS**

The following activities and milestones are intended to achieve broad understanding of the Agency's situation, accountability for improvement, and achievement of significant progress over the short term. In considering how to get from where we are to where we want to be, the sequential nature of the required activities has become evident.

**OVERSIGHT:** A management group composed of DAAs will be established to assure accomplishment and coordination of these activities. Senior Staff will set tone, policy direction and structure and lend support to positive results. The group will report periodically to the administrator. Staff of EOP and HRDM will serve as advisors to the group.

Specific Recommendations:

- 1 Issuance of EEO statements and operational guidance under Administrator's signature (attached). COMPLETED
- 2 Draft, negotiate and implement an affirmative action promotion

policy for the Foreign Service (attached). COMPLETED

- 3 Establish an ad hoc management group to assure that the adverse impact of the reorganization on diversity is considered and minimized at all stages of the process.
- 4 Operations Directorate organizational components prepare to report on their respective workplace diversity status within the context/criteria of the Jim Michel memorandum Subject: Operations Meeting on September 15, 1993 (attached);
- 5 EOP and HRDM brief the operations group on September 15, 1993 on current workforce diversity status. This includes: 1) A summary of the findings of the GAO report of November, 1992; 2) The historic progress made against individual Affirmative Action Plans; and 3) Discussion of the employment profile and any known barriers to diversity in each OPS organizational component. AAs/DAA's report on progress/efforts to date;
- 6 Administrator reviews and acts on the recommendations of MRAG; those recommendations approved are then implemented. Activities forecast include the establishment of a comprehensive recruitment strategy linked to the next four agenda items;
- 7 The Agency's workforce planning capability is sanctioned, funded, and the product utilized as a key component of the Agency's strategic planning activities;
- 8 EOP conducts a barrier analysis as required by EEOC;
- 9 The Agency's five year Affirmative Action Plan (due February, 1994) is developed. With the input of senior management, the plan represents a model effort to overcome barriers and achieve diversity via compliance with EEO regulations; and
- 10 DAAs and line managers assigned responsibility for accomplishing the recruitment, hiring, training, assignment, incentive, evaluation, and promotion goals of the Bureau's AA plan; goals included in individual managers' and supervisors' performance contracts.

#### Attachments

- A Administrator's statements on Equal Employment Opportunity
- B The Affirmative Action Promotion Policy -- Foreign Service
- C Summary of GAO and MRAG recommendations
- D Agenda for the September 15, 1993 Ops Group meeting

**Attachment**

Administrator's Statements on Equal Employment  
Opportunity



U.S. AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

A.I.D. GENERAL NOTICE  
A/AID  
ISSUE DATE: August 10, 1993

*The Administrator*

**SUBJECT: Equal Opportunity Policies and Operational Guidance**

The Agency for International Development is dedicated to improving the quality of human life and developing individual opportunities globally. Consistent with that mission, we are dedicated to a goal of a diverse workplace that is free of discrimination on the basis of race, color, religion, sex, age, national origin, disability, and sexual orientation. In pursuing this goal, we will be guided by sound human resource management practices to elicit the best from each employee and by successful equal employment opportunity programs that contribute to the rich diversity of our workforce. In addition, we must meet the specific requirements of Federal laws and regulations that govern affirmative employment practices and their enforcement.

Attached to this notice are three policy statements: (1) Equal Employment Opportunity; (2) Prohibition of Sexual Harassment; and (3) Equal Opportunity for Employees with Disabilities. These policies provide clear guidance to all employees on our expectations regarding equal opportunity in A.I.D. Also, attached is more detailed operational guidance for implementing these policies.

I am committed to the concept and practice of equal opportunity in recruiting, hiring, training, assigning, rewarding, evaluating and promoting employees. We have both collective and individual responsibility to provide equal opportunity. I intend to ensure that A.I.D. employees are supportive of these policies and that managers, especially, are accountable for their success. To that end, in each major bureau or office, the Deputy Assistant Administrator or equivalent, is assigned responsibility for achieving progress in the areas described above.

The Office of Equal Opportunity Programs (EOP) is the central unit responsible for coordinating the development and implementation of equal opportunity policies and programs. Attainment of equal opportunity objectives, however, requires the full support and action of management throughout the Agency. Together, we will succeed in creating a model work environment which promotes quality, fairness and full participation by all Agency employees.

  
J. Brian Atwood

Attachments: a/s

## **AGENCY FOR INTERNATIONAL DEVELOPMENT**

### **POLICY ON**

### **EQUAL EMPLOYMENT OPPORTUNITY**

Requirements for Federal agency equal employment opportunity (EEO) and affirmative employment programs were first established in 1969 by Executive Order 11478. In 1972, the Congress amended Title VII of the Civil Rights Act of 1964, thereby mandating Federal agencies to maintain affirmative employment programs and to ensure enforcement of Federal EEO policy.

**It is the policy of the Agency for International Development:**

- To provide equal opportunity in employment for all persons;
- To prohibit discrimination because of race, color, religion, national origin, disability, sex, and age;
- To promote the full realization of equal employment opportunity through a continuing affirmative employment program in the Agency particularly in recruitment, promotions, assignments, and training;
- To comply with both the letter and spirit of all laws and regulations governing equal employment opportunity and affirmative employment; and
- To ensure that all persons are free from any and all restraint, interference, coercion, discrimination, and reprisal for engaging in any lawful activity, including participation in any stage of submitting, processing or evaluating a complaint, including the counseling stage and thereafter.

Every A.I.D. employee is responsible for ensuring that the work environment is free from discrimination and harassment. All levels of A.I.D. management share responsibility for and are held accountable for the successful implementation of the Agency's equal opportunity program's goals and objectives.

Anyone needing information on equal employment should contact the Office of Equal Opportunity Programs (EOP) on (202) 663-1333.

  
J Brian Atwood

## **AGENCY FOR INTERNATIONAL DEVELOPMENT**

### **POLICY ON**

### **PROHIBITION OF SEXUAL HARASSMENT**

The Equal Employment Opportunity Commission defines sexual harassment as deliberate, repeated, unsolicited or unwelcome sexual advances of all types, not simply requests for sexual favors. A person is being harassed sexually when submission to conduct of a sexual nature is made either explicitly or implicitly a term or condition of employment; submission to or rejection of such conduct is used as the basis for employment decisions, promotions, assignments or pay; or when such conduct unreasonably interferes with work performance, or creates an intimidating, hostile, or offensive work environment.

When sexual harassment affects employment decisions or creates an offensive working environment, it is both a violation of Section 703 of Title VII of the Civil Rights Act and the Civil Service Reform Act of 1978. In addition, sexual harassment violates the Code of Conduct and Ethics for Federal Employees.

It is the policy of the Agency for International Development:

- To provide a work environment free of sexual harassment;
- To prohibit all sexual harassment, explicit or implicit;
- To comply with the letter and spirit of all laws and regulations governing sexual harassment, taking corrective action when sexual harassment conduct is alleged or proved; and
- To ensure formal complaint channels for sexual harassment are available to all employees.

Anyone needing information on the prevention of sexual harassment should contact the Office of Equal Opportunity Programs (EOP) on (202) 663-1333.

  
Brian Atwood

## **AGENCY FOR INTERNATIONAL DEVELOPMENT**

### **POLICY ON**

### **EQUAL EMPLOYMENT FOR EMPLOYEES WITH DISABILITIES**

The Rehabilitation Act of 1973, as amended, requires Federal agencies to develop and implement plans for the hiring, placement, promotion, and retention of disabled individuals. To facilitate employment of the disabled, Federal agencies may use either competitive or special appointing authorities. Realistic standards, based on the tasks of the position, require that applicants possess only the qualifications necessary for safe and efficient performance of the duties of a particular position.

Federal agencies are responsible for providing reasonable accommodations for individuals who meet the following definitions in the Act: "A person who (1) has a physical or mental impairment that substantially limits one or more of such persons' major life activities, (2) has a record of such impairment, or (3) is regarded as having such impairment." When hiring persons with disabilities, efforts are made to accommodate the individuals by removal or modification of barriers to their ability to effectively perform the essential duties of a given position.

It is the policy of the Agency for International Development:

- To prohibit discrimination in employment on the basis of physical or mental impairment;
- To promote, with reasonable accommodation, the full realization of equal employment opportunity for the disabled through a continuing affirmative employment program in the Agency, particularly in recruitment, promotions, assignments, and training; and
- To comply with both the letter and spirit of all laws and regulations governing equal employment opportunity and affirmative employment for persons with disabilities.

For more information concerning the implementation of this policy, please contact either the A.I.D. Disability Employment Manager/EOP on (202) 663-1510, or the A.I.D. Selective Placement Coordinator/HRDM on (202) 663-1521.

  
J. Brian Atwood

# **AGENCY FOR INTERNATIONAL DEVELOPMENT**

## **OPERATIONAL GUIDANCE**

### **IMPLEMENTATION OF EQUAL EMPLOYMENT OPPORTUNITY POLICIES**

#### **Nondiscrimination**

The Agency for International Development will provide equal opportunity in employment for all persons, and will prohibit discrimination based on race, color, sex, age, religion, national origin or disability. There will be zero tolerance for actions in the work context that have the purpose or effect of discriminating on one of the bases listed above.

#### **Accountability**

In each bureau, mission and office, the Deputy Assistant Administrator, Director, or equivalent, shall be responsible for achieving progress in the areas described herein. The objectives outlined in this notice have the full support of the senior management team. The Agency will succeed in creating a model work environment which promotes quality and equality, as well as fairness and full participation by all Agency employees.

#### **Affirmative Employment**

Federal agencies are required to take affirmative measures in all aspects of employment, including hiring, advancement, training, assignments, evaluation and recognition. Affirmative employment to advance equal employment opportunity requires appropriate efforts to increase the representation of women, minorities and disabled individuals where underrepresentation exists. Increased attention will be focussed on those groups that remain underrepresented and on those organizational units whose progress fails to meet reasonable expectations. Special emphasis will be directed to those segments of the population that are disproportionately absent in managerial, supervisory and executive level positions.

### **Prohibition of Sexual Harassment**

It is the legal and ethical responsibility of all A.I.D. employees to refrain from sexually harassing behavior in the workplace. Under Federal regulations, managers and supervisors bear certain responsibility for prevention of sexual harassment and for correcting the conduct of their employees who violate these regulations. Included in this prohibition are not only direct, overt sexual comments or actions, but also any activity of a sexual nature that creates a hostile or offensive working environment. All bureaus, missions and offices should inform their employees what conduct constitutes sexual harassment. The Office of Equal Opportunity Programs is available for advice and training to assist in this effort.

### **Nondiscrimination Based on Sexual Orientation**

There shall be no discrimination against any Agency employee based on sexual orientation. It is the responsibility of each manager and supervisor to assure that equality of opportunity in all facets of employment not be denied to any individual because of sexual orientation.

### **Special Emphasis Programs**

The Office of Equal Opportunity Programs coordinates a number of employee programs designed to improve the employment status of women, persons with disabilities and members of minority groups. These special emphasis programs contribute to the success of our affirmative employment programs, highlight the benefits of our culturally diverse workforce and provide one means of publicly recognizing the contributions of some of our most valuable employees. All employees are encouraged to support and participate in these programs.

### **Discrimination Complaints**

Discrimination complaints exact an extremely high toll in terms of both human discord and monetary costs. Accordingly, A.I.D. will encourage informal resolution of interpersonal and employment issues, whenever possible. When this is not possible, the Director of the Office of Equal Opportunity Programs is delegated the responsibility to investigate and adjudicate, consistent with Federal laws, regulations and guidance, complaints of discrimination and the authority to settle cases when such closure is appropriate.

Attachment

The Affirmative Action Promotion Policy -- Foreign  
Service



U.S. AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

*✓*  
Egge  
M. J. ...  
Bill Jones  
Dolores Bartning  
Shirley Kervick

JUL 12 1993

**ACTION MEMORANDUM FOR THE ADMINISTRATOR**

FROM:

FA/HRDM/OD, Lois E. Hartman, Acting  
EOP/OD, Dolores dT. Bartning, Acting

*Smith*

*Shirley det. Bartning*

SUBJECT: Affirmative Action Promotions Policy

**Problem:** To obtain your approval of an affirmative action promotions policy which you requested be developed applicable to A.I.D. Foreign Service promotions based on the 1993 Selection Boards.

**Discussion:** (1) Purpose -- In order to address the under-representation of women and minorities in certain Foreign Service ranks you requested that we develop a policy which would adjust and re-institute on a temporary basis the affirmative action promotion practice ordered by the Foreign Service Impasse Disputes Panel in 1989. You advised that the revised policy should not result in promotions which skip over persons ranked higher on the promotion list. The policy developed by HRDM and EOP would:

- a) Improve the representation of women and minority officers by cluster or by class; and
- b) Not disadvantage any officer regardless of gender, minority or non-minority status; and
- c) Not result in the promotion of an officer while skipping over any other officer ranked higher on the promotion list.

(2) Procedure -- The affirmative action promotion policy is intended to allow the Agency to promote additional officers, essentially, by moving the line in order to increase the number of promotions. This policy would be applied when it is apparent that the rankings immediately below the promotion number line will result in an improvement in diversity and

-2-

representation, i.e., increase representation of minorities and women. The line would not be moved more than five positions, except for the CM and MC ranks, which would be limited to a maximum of one and three special promotions, respectively (see below).

The Office of Equal Opportunity Programs (EOP) has configured the Agency's Foreign Service EEO data in accordance with the clusters utilized by the selection boards. Data is further aggregated by backstop and class. Based on a review of these data in conjunction with the promotion lists provided by the selection boards, promotions would be effected in accordance with the following criteria:

- a) After the promotion line is moved, any officer who is then above the line shall be promoted, regardless of gender or minority status. The line will not be moved unless a majority of those shifted to above the line are women or minorities under-represented in the rank to which promotions are to be made, i.e., a manifest imbalance or conspicuous absence in the next higher rank when compared to the 1990 Civilian Labor Force (CLF). If the line is moved to include an even number of officers, at least half of those affected must be under-represented women or minorities at the rank to which promotions are to be made; and
- b) The number of additional special promotions shall be in accordance with the following schedule:

<u>Promotion To:</u>	<u>No. of AA promotions: *</u>
CM	1
MC	3
OC	5
<u>FS-01</u>	
Prog. Dir.	5
Prog. Mgmt.	5
Prog. Support	5
<u>FS-02</u>	
Prog. Dir.	5
Prog. Mgmt.	5
Prog. Support	5

\* The number of promotions for each class may be exceeded by one if the additional officer promoted is an underrepresented woman or minority.

-3-

<u>FS-03</u>	
Prog. Dir.	5
Prog. Mgmt.	5
Prog. Support	5

Affirmative action promotions will be granted only when indicated by the composition of the cluster (by Class) and when the ranking of the selection board presents an opportunity for affirmative action. The determining factors in this regard shall be the EOP analysis regarding under-representation in each cluster and a review of the affirmative action opportunities presented by the recommendations of the selection boards.

(3) AFSA Position -- There is one area of disagreement. AFSA suggests that the limiting criterion for when the promotion line would be moved downward should not be that at least half those persons promoted as a result of moving the line be under-represented women or minorities. Rather, AFSA suggests that the guiding principle be that the line would be moved downward (within the numerical constraints noted above) whenever the result of such a move would be to increase the percentage at the higher rank of an under-represented group, while diminishing the percentage of groups more than fully represented at that rank. This would allow for promotion of a greater number of under-represented women and minority groups and a larger percentage increase in their representation at higher ranks than would management's proposal. For example, according to HRDM statistics, white males are 74% of FE-OC officers, while women of all groups are 14%. If the first three officers below the promotion line into FE-OC were white males, but the next two were an Asian and an Hispanic woman (both from groups which are virtually unrepresented), under AFSA's proposal the line would drop and the promotions would be made. A 60% white male/40% female promotion rate would reduce the percentage of white males in FE-OC, increase the percentage of under-represented females, and enhance representation of two virtually unrepresented ethnic/gender groups. Under management's proposal, these promotions could not take place. However, if the first four under the promotion line were white males, and the fifth a minority female, the line would not move, because an 80%/20% promotion ratio would increase the disproportionate representation of white males rather than decrease it.



FOREIGN SERVICE UTILIZATION ASSESSMENT BY RANK/CLASS LEVELS (SF8 & FS-01-04)

FULL-TIME AND PART-TIME PERMANENT

AS OF MAY 31, 1993

TOTAL	WHITE		BLACK		HISPANIC		ASIAN AMERICAN		NATIVE AMERICAN	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
EXTERNAL AVAILABILITY (NCLF)*										
# 123473450	52652638	43590483	6106277	6727324	5886180	4133543	1884689	1631072	426376	365696
% 100.0	42.6	35.3	4.9	5.4	4.8	3.3	1.5	1.3	0.3	0.3
A.I.D. REPRESENTATION:										
TOTAL										
# 1632	1098	290	85	41	56	7	41	8	5	1
% 100.0	67.3	17.8	5.2	2.5	3.4	0.4	2.5	0.5	0.3	0.1
EXPECTED #	695	576	80	88	78	54	24	21	5	5
DIFFERENCE #	403	-286	5	-47	-22	-47	17	-13	0	-4
DIFFERENCE %	+ 36.7	- 98.6	+ 5.9	- 114.6	- 39.3	- 671.4	+ 41.5	- 162.5	0.0	0.0
(FE-CM)										
# 13	10	2	1	0	0	0	0	0	0	0
% 100.0	76.9	15.4	7.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0
EXPECTED #	6	5	1	1	1	0	0	0	0	0
DIFFERENCE #	4	-3	0	-1	-1	0	0	0	0	0
DIFFERENCE %	+ 40.0	- 150.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0

\*NATIONAL CIVILIAN LABOR FORCE (NCLF) DATA AS OF 1990

**FOREIGN SERVICE UTILIZATION ASSESSMENT BY RANK/CLASS LEVELS (SFS & FS-01-04)**  
**FULL-TIME AND PART-TIME PERMANENT**  
**AS OF MAY 31, 1993**

TOTAL	WHITE		BLACK		HISPANIC		ASIAN AMERICAN		NATIVE AMERICAN	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
<b>EXTERNAL AVAILABILITY (NCLF)*</b>										
# 123473450	52652638	43590483	6108277	6727324	5886180	4133543	1864689	1631072	428376	365896
% 100.0	42.6	35.3	4.9	5.4	4.8	3.3	1.5	1.3	0.3	0.3
<b>A.I.D. REPRESENTATION: (FE-MC)</b>										
# 61	51	4	3	2	1	0	0	0	0	0
% 100.0	83.6	6.6	4.9	3.3	1.6	0.0	0.0	0.0	0.0	0.0
<b>EXPECTED #</b>	26	22	3	3	3	2	1	1	0	0
<b>DIFFERENCE #</b>	25	-18	0	-1	-2	-2	-1	-1	0	0
<b>DIFFERENCE %</b>	+ 49.0	-45.0	0.0	- 50.0	- 200.0	0.0	0.0	0.0	0.0	0.0
<b>(FE-OC)</b>										
# 200	148	24	16	2	7	2	1	0	0	0
% 100.0	74.0	12.0	8.0	1.0	3.5	1.0	0.5	0.0	0.0	0.0
<b>EXPECTED #</b>	85	71	10	11	10	7	3	3	1	1
<b>DIFFERENCE #</b>	63	-47	6	-9	-3	-5	-2	-3	-1	-1
<b>DIFFERENCE %</b>	+ 42.6	-195.8	+ 37.5	- 450.0	- 42.9	- 250.0	- 200.0	0.0	0.0	0.0

\*NATIONAL CIVILIAN LABOR FORCE (NCLF) DATA AS OF 1990

**FOREIGN SERVICE UTILIZATION ASSESSMENT BY RANK/CLASS LEVELS (SFS & FS-01-04)**  
**FULL-TIME AND PART-TIME PERMANENT**  
**AS OF MAY 31, 1993**

TOTAL	WHITE		BLACK		HISPANIC		ASIAN AMERICAN		NATIVE AMERICAN	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
<b>EXTERNAL AVAILABILITY (NCLF)*</b>										
# 123473450	52652638	43590483	6106277	6727324	5868160	4133543	1664689	1631072	426376	365696
% 100.0	42.6	35.3	4.9	5.4	4.8	3.3	1.5	1.3	0.3	0.3
<b>A.I.D. REPRESENTATION: (FS-01)</b>										
# 440	344	47	14	6	14	1	10	1	2	1
% 100.0	78.2	10.7	3.2	1.4	3.2	0.2	2.3	0.2	0.5	0.2
<b>EXPECTED #</b>	187	155	22	24	21	15	7	6	1	1
<b>DIFFERENCE #</b>	157	-108	-8	-18	-7	-14	3	-5	1	0
<b>DIFFERENCE %</b>	+ 45.6	- 229.6	- 57.1	- 300.0	- 50.0	-1400.0	+ 30.0	- 500.0	+ 50.0	0.0
<b>(FS-02)</b>										
# 505	334	95	29	6	16	2	14	5	2	0
% 100.0	66.1	18.8	5.7	1.6	3.2	0.4	2.6	1.0	0.4	0.0
<b>EXPECTED #</b>	215	178	25	27	24	17	6	7	2	2
<b>DIFFERENCE #</b>	119	-83	4	-19	-8	-15	6	-2	0	-2
<b>DIFFERENCE %</b>	+ 35.6	-87.4	+ 13.6	- 237.5	- 50.0	750.0	+ 42.9	- 40.0	0.0	0.0

\*NATIONAL CIVILIAN LABOR FORCE (NCLF) DATA AS OF 1990

**FOREIGN SERVICE UTILIZATION ASSESSMENT BY RANK/CLASS LEVELS (SFS & FS-01-04)**  
**FULL-TIME AND PART-TIME PERMANENT**  
**AS OF MAY 31, 1993**

TOTAL	WHITE		BLACK		HISPANIC		ASIAN AMERICAN		NATIVE AMERICAN	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
<b>EXTERNAL AVAILABILITY (NCLF)*</b>										
# 123473450	52652638	43590483	6108277	6727324	5888180	4133543	1864889	1831072	426376	365696
% 100.0	42.6	35.3	4.9	5.4	4.8	3.3	1.5	1.3	0.3	0.3
<b>A.I.D. REPRESENTATION: (FS-03)</b>										
# 267	150	58	12	18	14	2	11	1	1	0
% 100.0	56.2	21.7	4.5	6.7	5.2	0.7	4.1	0.4	0.4	0.0
<b>EXPECTED #</b>	16	13	2	2	2	1	1	0	0	0
<b>DIFFERENCE #</b>	134	45	10	16	12	1	10	1	1	0
<b>DIFFERENCE %</b>	+ 89.3	+ 77.6	+ 83.3	+ 88.9	+ 85.7	+ 50.0	+ 90.9	+ 100.0	+ 100.0	0.0
<b>(FS-04)</b>										
# 146	61	60	10	5	4	0	5	1	0	0
% 100.0	41.8	41.1	6.8	3.4	2.7	0.0	3.4	0.7	0.0	0.0
<b>EXPECTED #</b>	29	24	3	4	3	2	1	1	0	0
<b>DIFFERENCE #</b>	32	36	7	1	1	-2	4	0	0	0
<b>DIFFERENCE %</b>	+ 52.5	+ 60.0	+ 70.0	+ 20.0	+ 25.0	0.0	+ 80.0	0.0	0.0	0.0

\*NATIONAL CIVILIAN LABOR FORCE (NCLF) DATA AS OF 1990

**Attachment**

Summary of GAO and MRAG recommendations

Agency for International Development  
Washington, D.C. 20523

**GAO REPORT NOVEMBER 1992 - AID MANAGEMENT**

ISSUES AND PROTECTED GROUP UNDERREPRESENTATION  
REQUIRE MANAGEMENT ATTENTION

I. Hiring and Recruitment

We recommend that the A.I.D. Administrator:

- develop a detailed Federal Equal Opportunity Recruitment Program plan that focuses the Agency's attention on underrepresented groups and integrates the Agency's external and internal recruitment efforts;
- ensure that external and internal recruitment activities are coordinated with the Agency's affirmative action plan;
- prepare analyses of PATCO categories with substantially elevated protected group representation levels to determine how better balance might be achieved across job series;
- routinely collect and analyze selection data for evidence of adverse impact at each step in the hiring process and determine affirmative action efforts; and
- modify or validate those selection procedures where adverse impact not related to bona fide affirmative action efforts is found.

II. Assignment and Promotion

We recommend that the Administrator:

- routinely collect and analyze assignment and promotion data for evidence of adverse impact and determine whether any actual adverse impact is related to bona fide affirmative action efforts;
- modify or validate those selection procedures where adverse impact not related to bona fide affirmative action efforts is found;
- restrict the use of limited career extensions as A.I.D. officials have indicated they would be; and
- require that EEO briefings emphasize that selection panel members must only consider merit-based factors in their deliberations.

### III. Management

We recommend that the Administrator:

- incorporate specific action items from the Agency's affirmative action plan in senior managers' performance contract;
- develop a work force profile format that uses representation indexes and tables showing the extent of underrepresentation by PATCO category, major occupation, and grade level; and
- ensure that senior and mid-level managers are informed by EEOC criteria for setting representation goals and the current benchmark data being used by A.I.D.



U.S. AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

## MINORITY RECRUITMENT ADVISORY GROUP (MRAG)

Recommendations (March 29, 1993)

### For Top Management

- o Issue policy statement setting forth the Administrator's and Agency's Commitment to workforce diversity at all levels.
- o Authorize development and implementation of a strategy and plan of action to institutionalize diversity.
- o Provide budgetary resources during FY 1993 to undertake the strategy and initiate a diversity training program and the establishment of recruitment/internship programs.
- o Elevate the authority and visibility of the EOP Office.
- o Establish a direct reporting relationship of the HRDM Director to the Administrator.
- o Establish a discrete, sacrosanct budget for recruitment.
- o Encourage the Administration to use the AD and other hiring mechanisms to introduce more diversity in the Agency workforce.

### Recommendations for EOP and HRDM

- o Provide specialized training for Agency recruiters, career counselors, and promotion, employment and technical review panel members.
- o Enforce the existing policy of maintaining an 80%-20% split between IDI and mid-career hiring.
- o Increase representation of women and minorities on employment panels.
- o Merge recruitment division with workforce planning function.
- o Reinstate some of the most successful recruitment programs from the past (e.g. the Africa Economic Intern Program) and expand some of our regional efforts (e.g. the LAC Intern Program) Agency wide.

**Attachment**

Agenda for the September 15, 1993 Ops Group meeting



U.S. AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

**ACTION MEMORANDUM FOR THE ACTING DEPUTY ADMINISTRATOR**

**THRU:** AA/FA, Richard A. Ames  
**FROM:** HRDM/OD, Lois E. Hartman *(Acting)*  
**SUBJECT:** Proposal For Operations Group Meeting on Workplace Diversity

**Problem:** You have requested that Dolores Bartning, A-EOP, and I brief Senior Managers at the September 15 Operations Meeting on "improving workforce diversity" in A.I.D.. We are pleased to provide information on our respective efforts and to review the various services, policies and programs available to Senior Managers for these efforts. A very critical part of this meeting will be to hear reports from the Senior Managers themselves -- a component which has been missing in the past.

**Discussion:** As identified in numerous government and corporate studies on "workforce diversity", key elements for success include top management support and operational level accountability. Based on similar studies conducted at A.I.D., these two elements have been missing in the past. Our new Administrator has issued an A.I.D. mission statement on diversity in which he said: "I expect all Agency managers to make this objective a high priority and I will evaluate their performance accordingly". To accomplish this, our September 15 agenda should include senior manager reports on "workforce diversity" in their respective units.

**Recommendation:** That you sign the attached memorandum to senior staff regarding their role and preparation for the September 15, 1993 meeting on A.I.D.'s "workforce diversity".

**Approve:** \_\_\_\_\_

**Disapprove:** \_\_\_\_\_

**Date:** \_\_\_\_\_

**Attachment**



U.S. AGENCY FOR  
INTERNATIONAL **MEMORANDUM**  
DEVELOPMENT

**TO:** OPERATIONS GROUP  
**FROM:** Jim Michel, Acting Deputy Administrator  
**SUBJECT:** Operations Meeting on September 15, 1993

On September 15, 1993, at the Operations Meeting, we will discuss "workplace diversity", an Agency-wide goal, which is high on the Administrator's agenda. We all need to be "engaged" in the priorities. Towards this end, I'm asking each of you to be prepared to discuss your Bureau's status and plans as spelled out in the attached meeting agenda. A list of very serious recommendations made to A.I.D.'s management in the areas of EEO and diversity is attached for your review. [GAO November 1992 Report on A.I.D. Management and EEO issues and Minority Recruitment Advisory Group (MRAG) March 1993 Recommendations for improving A.I.D.'s diversity.]

"Workplace diversity" is an especially challenging A.I.D. goal in view of our decreasing OE resource base. However, I am asking each of you to give some serious attention to this issue and to Administrator Atwood's "Workplace Diversity" statement (attached).

**Attachments: a/s**

cc: Carol Lancaster, Senior Advisor  
Dick McCall, Chief of Staff  
Larry Bryne, Senior Advisor  
Ken Sherper, Counselor  
Herb Beckington, IG  
Dolores Bartning, EOP  
Len Rogers, ES  
Jerry Jordan, A/AID  
Paula Bagasao, Consultant  
Lois E. Hartman, HRDM/OD

**DISTRIBUTION:**

ES, Aaron Williams	FHA, Lois Richards
POL, E. L. Saiers	R & D, Ann Van Dusen
NIS, Malcolm Butler	FA, Richard A. Ames
AFR, John Hicks	XA, Jill Buckley
ASIA, George Laudato	GC, John Mullen
EUR, David Merrill	LEG, Marianne O'Sullivan
LAC, William Rhoades	OSDBU, Ivan Ashley
NE, Dennis Chandler	



U.S. AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

PROPOSAL FOR AGENDA  
September 15, 1993 Meeting  
A.I.D.'s Workplace Diversity  
10:30 A.M.

BACKGROUND

In one of his first official acts as the new A.I.D. Administrator, Brian Atwood expressed his commitment to achieving a diverse and representative workforce in the Agency. It is intended to extend to both the civil service and foreign service, and to all levels of employees throughout A.I.D. He further stated:

It is my intention to put in place a plan of specific actions to achieve workforce diversity in A.I.D. and to monitor progress in its implementation. I will expect all Agency managers to make this objective a high priority and will evaluate their performance accordingly. (May 1993)

Administrator Atwood further elaborated:

- o A.I.D. will reflect the diversity of the American people.
- o A.I.D.'s response will be rapid toward a diverse and representative workforce.
- o In our efforts to work towards a productive workforce, A.I.D. will value all of its employees.
- o Equal opportunities for employment and career advancement will be available to each person who demonstrates competence, hard work, a positive attitude and a willingness to contribute.

Finally, he said that we (in A.I.D.) must be dedicated in the management of our organization towards our goals of "workplace diversity".

An A.I.D. meeting will take place on September 15 to discuss A.I.D.'s workplace diversity situation and to set out strategies to achieve and maintain "diversity". The following is the purpose and format for this meeting.

PROPOSED PURPOSE REGARDING THE GOALS OF THE MEETING

- o Each senior level manager (across the Bureaus/Offices, and the Office of the Administrator) is responsible for "workplace diversity" in his/her own unit and in A.I.D. generally. Therefore, each senior officer should report on his/her "workplace diversity" -- current status, progress, constraints, and future plans. This is in the context of management accountability and responsibility (AAs, Acting AAs/DAAs and Office Directors).

- o A.I.D.-wide programs, policies, plans, resources, strategies and an array of other management tools exist that frame A.I.D.'s "workplace diversity" vision and which are available to managers to achieve our goals. Therefore, A.I.D. offices providing these services should report on their programs, policies, services, and on the progress of the Agency as a whole. (EOP, HRDM).
- o Administrator Atwood has asked A.I.D. management to be active in achieving our Agency goals. Therefore, a major purpose of this meeting is to decide on "next steps" for each office, and A.I.D. generally.

#### PROPOSED AGENDA

- o Meeting Overview
- o Review of A.I.D.'s vision and plans for diversity
- o Bureau "Workplace Diversity" Status discussions (by AAs/DAAs)
  - o present Profile (GS-15/FS-1 & above; Profile of those in key positions- Office Deputy Director and above)
  - o Current plans
  - o Constraints to achieving diversity in the short term/long term and strategies to overcome them
  - o Next steps and needed assistance
- o HRDM, EOP Status Reports
  - o A.I.D.-wide diversity staffing status (EOP)
  - o Workforce planning and diversity (HRDM)
  - o HRDM services, programs, available assistance
  - o EOP report on programs, services, progress, needs
- o Group Discussion
  - o Assessment of present status.
  - o Where do we need to be and how will we know when we are there?
  - o What assistance is needed? How do we improve diversity with no OE resources?
  - o Who will do what? When?

**AGENCY FOR INTERNATIONAL DEVELOPMENT**

320 TWENTY FIRST STREET, N.W.  
WASHINGTON, D.C. 20523

*The Administrator*

**A.I.D. General Notice  
A/AID  
Issue Date:**

**SUBJECT: Diversity in the A.I.D. Workforce**

As my first official act as Administrator, I am expressing my commitment to achieving a diverse and representative workforce in the Agency for International Development. This commitment extends to both the civil service and the foreign service, and to all levels of the workforce. It is my intention to put in place a plan of specific actions to achieve workforce diversity in A.I.D. and to monitor progress in its implementation. I will expect all Agency managers to make this objective a high priority and will evaluate their performance accordingly.

I take this course because I believe it is my responsibility as a public official. It is simply right that the federal workforce be representative of the American people. Moreover, A.I.D. represents the American people and our values directly in relations with foreign governments and peoples. One of the great strengths of our country and one of the values which is most important to share with others is our respect for the diversity of our people. The reality of A.I.D.'s workforce must communicate this value by example.

I also believe that rapid progress toward a diverse and representative workforce will make A.I.D. a more effective organization. Until the Agency's workforce is representative of the diversity of the American people, employees who are members of the underrepresented groups will feel their opportunities are limited, no matter how hard they work or how much they contribute.

A.I.D. must strive for a dedicated and productive workforce. We face many challenges and must have the best each of our employees can deliver. In turn, the Agency must demonstrate that it values all its employees, and that it will take measures to ensure real opportunities for employment and career advancement for all who demonstrate competence, hard work, a positive attitude, and a willingness to make the extra effort to contribute.

Agency for International Development  
Washington, D.C. 20523

**GAO REPORT NOVEMBER 1992 - AID MANAGEMENT**

ISSUES AND PROTECTED GROUP UNDERREPRESENTATION  
REQUIRE MANAGEMENT ATTENTION

I. Hiring and Recruitment

We recommend that the A.I.D. Administrator:

- develop a detailed Federal Equal Opportunity Recruitment Program plan that focuses the Agency's attention on underrepresented groups and integrates the Agency's external and internal recruitment efforts;
- ensure that external and internal recruitment activities are coordinated with the Agency's affirmative action plan;
- prepare analyses of PATCO categories with substantially elevated protected group representation levels to determine how better balance might be achieved across job series;
- routinely collect and analyze selection data for evidence of adverse impact at each step in the hiring process and determine affirmative action efforts; and
- modify or validate those selection procedures where adverse impact not related to bona fide affirmative action efforts is found.

II. Assignment and Promotion

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- restrict the use of limited career extensions as A.I.D. officials have indicated they would be; and
- require that EEO briefings emphasize that selection panel members must only consider merit-based factors in their deliberations.

### III. Management

We recommend that the Administrator:

- incorporate specific action items from the Agency's affirmative action plan in senior managers' performance contract;
- develop a work force profile format that uses representation indexes and tables showing the extent of underrepresentation by PATCO category, major occupation, and grade level; and
- ensure that senior and mid-level managers are informed by EEOC criteria for setting representation goals and the current benchmark data being used by A.I.D.



U.S. AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

## MINORITY RECRUITMENT ADVISORY GROUP (MRAG)

Recommendations (March 29, 1993)

### For Top Management

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- o Provide budgetary resources during FY 1993 to undertake the strategy and initiate a diversity training program and the establishment of recruitment/internship programs.
- o Elevate the authority and visibility of the EOP Office.
- o Establish a direct reporting relationship of the HRDM Director to the Administrator.
- o Establish a discrete, sacrosanct budget for recruitment.
- o Encourage the Administration to use the AD and other hiring mechanisms to introduce more diversity in the Agency workforce.

### Recommendations for EOP and HRDM

- o Provide specialized training for Agency recruiters, career counselors, and promotion, employment and technical review panel members.
- o Enforce the existing policy of maintaining an 80%-20% split between IDI and mid-career hiring.
- o Increase representation of women and minorities on employment panels.
- o Merge recruitment division with workforce planning function.
- o Reinstate some of the most successful recruitment programs from the past (e.g. the Africa Economic Intern Program) and expand some of our regional efforts (e.g. the LAC Intern Program) Agency wide.

To: Maribeth Zanski 10TH FLOOR SA-1  
From: Notice Sender  
Subject: Administrator - New EOP P Date: 08/25/93

Distribution:

Not Requested

ADMINISTRATOR

A.I.D. GENERAL NOTICE  
A/AID  
ISSUE DATE: 8/24/93

SUBJECT: New Equal Opportunity Policies and Operational Guidance

The Agency for International Development is dedicated to improving the quality of human life and developing individual opportunities globally. Consistent with that mission, we are dedicated to a goal of a diverse workplace that is free of discrimination on the basis of race, color, religion, sex, age, national origin, disability, and sexual orientation. In pursuing this goal, we will be guided by sound human resource management practices to elicit the best from each employee and by successful equal employment opportunity programs that contribute to the rich diversity of our workforce. In addition, we must meet the specific requirements of Federal laws and regulations that govern affirmative employment practices and their enforcement.

Soon, we will distribute agency-wide an Equal Employment Opportunity brochure which contains three policy statements: (1) Equal Employment Opportunity; (2) Prohibition of Sexual Harassment; and (3) Equal Opportunity for Employees with Disabilities. The policies provide clear guidance to all employees on our expectations regarding equal opportunity in A.I.D. Also included in the brochure, is more detailed operational guidance for implementing these policies.

I am committed to the concept and practice of equal opportunity in recruiting, hiring, training, assigning, rewarding, evaluating and promoting employees. We have both collective and individual responsibility to provide equal opportunity. I intend to ensure that A.I.D. employees are supportive of these policies and that managers, especially, are accountable for their success. To that end, in each major bureau or office, the Deputy Assistant Administrator or equivalent, is assigned responsibility for achieving progress in the areas described above.

The Office of Equal Opportunity Programs (EOP) is the central unit responsible for coordinating the development and

implementation of equal opportunity policies and programs.  
Attainment of equal opportunity objectives, however, requires the  
full support and active participation of management throughout the Agency.  
Together, we will succeed in creating a model work environment  
which promotes quality, fairness and full participation by all  
Agency employees

J. Brian Atwood

POINT OF CONTACT: Daryl Daniels, ES, X78552

RAFT 11/20/92

DRAFT REPORT  
ON  
ACHIEVING WORKFORCE DIVERSITY  
IN  
A.I.D.

by

The Minority Recruitment Advisory Group  
(M.R.A.G.)

Agency for International Development  
Washington, D. C.

1992

## I. EXECUTIVE SUMMARY

The need for workforce diversity has been a recurring theme in several of the recently conducted studies on the Agency's management and personnel systems. However, A.I.D. management has not yet taken sufficient steps to demonstrate the Agency's interest in realizing the human resource potential to be gained by such diversity. In fact, the most recent workforce data indicates that the Agency is actually cloning itself. Minorities and women are underrepresented in the overall composition of the Agency's workforce. Moreover, the Foreign Service is predominately non-minority and male, while the Civil Service is dominated by minority females, most of whom have been relegated to secretarial, clerical and administrative support positions. Neither women nor minorities have been particularly successful in advancing to the senior ranks in the Agency. Consequently, only a few are found in executive level positions in either of the Services.

In recent years, initiatives to hire minorities and women into the Agency have been extremely limited, primarily because of constant budgetary reductions and hiring freezes. Additionally, no major effort has been made to sustain an outreach recruitment program to actively seek out quality minorities and female candidates.

Since its inception, the Minority Recruitment Advisory Group (M.R.A.G.) has worked diligently to identify steps which the Agency could take to make its workforce more representative of the overall U.S. population. After reviewing the full scope of our task, it became clear that our approach would have to extend beyond changing the numbers associated with the Agency's EEO profile to include ways to institutionalize an approach that would foster greater diversity in the Agency's workforce.

With the advice of an outside consultant, we adopted the concept of "diversity management", a realistic approach to creating an environment that permits all employees to reach their full potential, regardless of race, gender, ethnicity or mental/physical condition. We recognize that this concept may not be the answer to all of the Agency's workforce problems and fully understand that its application will not be an easy task. However, its potential to (1) enhance the Agency's relevance to the changing composition of the workforce and (2) facilitate a more substantive response to Congressional mandates for diversity clearly outweighs its shortcomings.

## II. INTRODUCTION

In 1990 the Administrator established the Minority Recruitment Advisory Group (M.R.A.G.) as a demonstration of the Agency's commitment to equal employment opportunity and the principles of affirmative action and assigned its work as one of the Agency's highest priorities. The Group, which is composed of experienced foreign service officers and civil service employees, was charged with providing advice to the Director of Personnel on how to achieve a more diverse workforce in A.I.D. Specific tasks included:

- providing advice to the Director of Personnel on strategies to enhance the agency's minority recruitment effort;

- identifying existing and potential barriers to the successful recruitment and retention of minorities;

- serving as an advocate for affirmative action throughout the Agency; and,

- assisting the Office of Personnel in preparing its initial report on the status of minority recruitment in A.I.D., and semi-annual reports thereafter.

MRAG has met continuously since the appointment of its members and is working steadily to help the Agency develop recommendations that will assist in achieving its mandate to create a diverse workforce.

This report serves to advance our effort to meet the Administrator's mandate by:

- introducing the concept of "diversity management";

- identifying the systemic barriers which have prevented A.I.D. from achieving multicultural diversity; and,

- providing recommendations on management strategies to promote more equitable representation of all members of the workforce at all levels of employment in the Agency.

### III. WHY WORKFORCE DIVERSITY?

In reviewing the imbalance in the Agency's existing workforce profile, MRAG concluded that A.I.D. management must now consider the achievement of workforce diversity as one of its major priorities.

Achieving workforce diversity is simply the smart thing to do. First of all, it provides greater opportunity for all A.I.D. employees to assist the Agency in meeting its organizational objectives. Secondly, demographic changes will make it imperative that the Agency recruit and attract candidates from a very different work pool than has existed in the past. For the first time in the history of our country, most individuals now entering the workforce are minorities and women. By the year 2000, new employees entering the workforce will represent the following gender and racial categories:

Native women and minorities	62%
Immigrant men and women	22%
Native white men	15%

The Agency must be prepared to take advantage of this new work pool. Thirdly, workforce diversity has become the mainstream agenda and is clearly reflective of what is strong about the U.S. And finally, the business of A.I.D. is conducted in an environment where our clients represent a wide range of racial and cultural diversity. A culturally diverse A.I.D. workforce would send a clear message that the Agency values the diversity of its clients.

Increasing workforce diversity is also the right thing to do. Everyone should have the opportunity to compete fairly for a job, an assignment, a promotion, or recognition, regardless of race, gender, ethnicity or physically challenging condition. Providing such opportunity would promote a policy of inclusiveness that would be non-threatening to any employee.

#### IV. FIRST STEPS TOWARD ACHIEVING WORKFORCE DIVERSITY

The Agency must take assertive steps to deal <sup>with</sup> one of the most pressing problems facing it today -- preparing and providing for the cultural diversity of the its workforce. This problem can be addressed through a series of steps leading to the revamping and/or elimination of organizational policies and practices which serve as barriers to the achievement of workforce diversity.

Such steps should include the following:

- o Management must make the achievement of workforce diversity an Agency priority.
- o Management must learn from private sector corporations and public agencies that are currently working on strategies to respond to the cultural diversity of their employees. Corporations, such as Avon, Proctor & Gamble, Corning, Digital, Quaker Oats and many others, are already working on instituting workforce diversity programs. In the public sector, the Environmental Protection Agency (EPA), the U.S. Department of Agriculture - APHIS, the Department of Defense, the Department of Transportation, the Internal Revenue Service, the Department of Labor and others, have either established workforce diversity programs or are moving in that direction. Appendix A provides a more detailed description of the approaches and programs which have been undertaken by these organizations to address the diversity issue.
- o The Agency must create a policy environment that is conducive to change and promotes the full development and utilization of all employees.

## V. PROVIDING FOR A NEWLY EMERGING WORKFORCE

One extremely popular managerial concept receiving increasing attention from public and private entities is the concept of "diversity management". Diversity Management is a realistic approach to creating an environment that permits all employees to reach their full potential in pursuit of organizational objectives, regardless of race, gender or ethnicity. When properly implemented, it becomes an evolutionary process that allows the entire organization to develop steps for generating a natural capacity to tap the potential of all employees. Of further significance is the notion that the policy of promoting workforce diversity is inclusive and, therefore, is non-threatening to any employee.

### Components of Diversity Management

The Diversity Management concept consists of three basic components:

- Affirmative Action
- Valuing Diversity
- Managing Diversity

**Affirmative Action.** This concept is considered a legal, moral and social responsibility, which focuses on the profile improvement of the workforce. It requires implementation of positive results, oriented actions to overcome barriers to the achievement of a diverse workforce.

**Valuing Diversity.** This component is directed toward interpersonal relationships and consists of programs and initiatives designed to complement affirmative action while enhancing an individual's awareness, understanding, and acceptance of differences among people. "Valuing diversity" initiatives tend to draw attention to the ways men and women, or people of different races, reflect differences in values, attitudes, behavior styles, ways of thinking, and cultural background. The primary goal of "valuing diversity" is to challenge stereotypes, increase the awareness of others and improve interaction skills among staff. This component should be of great significance to A.I.D. since our clientele is culturally diverse.

**Managing Diversity.** This component focuses on organizational behavior change -- understanding existing culture; visioning desired culture; and modifying systems, policies and styles to accommodate the needs of the total workforce. It encompasses how people relate to each other and focuses on the individual and interpersonal levels, as opposed to the organizational level. It also involves the management strategy for eliminating institutional barriers which have prevented the Agency from achieving cultural diversity at all levels within the organization.

## VI. BENEFITS OF USING THE DIVERSITY MANAGEMENT APPROACH

The application of the Diversity Management Approach will empower the Agency to:

- o fully utilize the potential of all employees, particularly minorities and women and especially in management leadership positions.;
- o develop an environment which will improve its competitiveness in attracting the best and the brightest from an increasingly culturally diverse U.S. workforce;
- o better accomplish its mission through a culturally diverse workforce more reflective of the world in which we work;
- o Develop a sensitivity to the culture and values of its employees; and
- o be a position to better manage the Agency's human resources while carrying out, in a substantive manner, the legislative and congressional mandates concerning workforce diversity.

In order to derive these benefits A.I.D. management will have to initiate a serious examination of the Agency, raise a series of questions, and be prepared to change its operating structure through a modification of the core culture. Agency management must also ask itself the following fundamental questions:

- o Why the organizational operating structure of A.I.D does not work naturally for everyone?
- o What steps must be taken by the Agency to allow it to do so?
- o Will the cultural roots of A.I.D. permit the Agency to take the necessary corrective actions? If not, what root changes are required?

## VII. WHERE WE ARE TODAY

Responsibility for the Agency's poor performance in achieving workforce diversity can be primarily attributed to three major institutional barriers:

- o Absence of a policy environment which is supportive of workforce diversity
- o Lack of financial and human resources to enable a response to such a policy environment; and
- o Lack of management accountability.

As a result of these barriers, the Agency has developed a workforce profile which shows significant underrepresentation of minorities and women at all levels in the Foreign Service and at the senior levels in the Civil Service (See Appendix B). To change this profile the Administrator and senior management officials must initiate and direct major institutional change and be committed to the elimination of systemic barriers which have prevented minorities and women from achieving greater entering into the senior ranks of the Agency's workforce (See Appendix C).

Evidence of the institutional barriers cited above is illustrated by the following:

### Absence of policy environment

- o The Agency's current EEO Policy Statement falls short of giving managers a strong mandate to effect equal opportunity and does not provide for managerial accountability.
- o In announcing the Workforce Planning initiative in a September 14, 1990 memorandum, the Administrator made no mention of incorporating the Agency's EEO mandates into the workforce planning effort. No representative from the EOP Office was appointed to serve on the Committee. Although a small section of the report was devoted to the employment status of women and minorities, little attention was given to the subject of workforce diversity.

The EEO requirements of the Agency should have been a common theme throughout the document. These failures and omissions represent a lack of Agency commitment to the creation of policies that will foster greater workforce diversity.

Lack of financial and human resources

- o The Recruitment Office has no identifiable budget for recruitment activities. Over the past several years, only a minuscule and constantly diminishing amount of funds has been allocated for recruitment purposes. The absence of sufficient resources has precluded the initiation of a sustained recruitment activities for attracting qualified minorities and women. Although a few new initiatives have been developed and results have been positive, a great deal more needs to be accomplished.

Lack of management accountability

- o The EOP Director and staff appear to be excluded from major policy initiatives that include EEO employment dimensions. Exclusion of this office in major Agency undertakings may account, to some extent, for the Agency's poor performance in achieving workforce diversity
- o Under the Foreign Service Act of 1980, A.I.D. is charged with "fostering the development and vigorous implementation of policies and procedures, including affirmative action programs, which will facilitate and encourage A) entry into and advancement in the Foreign Service by persons from all segments of American Society and B) equal opportunity and fair and equitable treatment for all without regard to political affiliation, race, color, religion, national origin, sex, marital status, age or handicapping condition". The Agency can do much more to fulfill this directive.
- o Executive Order 11478 requires A.I.D. to "make equal employment opportunity through affirmative action an integral part of every Agency personnel policy and practice in employment, development, advancement and treatment of civilian employees in the Federal Government". The limited numbers of minorities and

women in the upper ranks of both the Civil Service (CS) and the Foreign Service (FS) demonstrate the Agency's lack of commitment to the equitable representation of women and minorities throughout the Agency.

- o An EEO Oversight Board, established in 1982 as a forum for the Administrator to enforce Affirmative Action Plans and for informal groups representing women and minorities to discuss their concerns, has not met since 1986. This is yet another example of the Agency's lack of accountability for taking assertive steps to achieve greater workforce diversity.

VIII. RECOMMENDATIONS FOR PROMOTING THE ADVANCEMENT  
OF DIVERSITY IN A.I.D.

For change to be effective, leadership and support must come from the top of the organization. Therefore, M.R.A.G. is recommending that the Administrator take the following action-oriented steps to motivate the Agency to achieve workforce diversity.

- o Endorse a comprehensive statement which sets forth the Agency's commitment to the achievement of cultural diversity at all levels in the Agency. (Target: Jan/Feb. 1993)
- o Authorize the development and implementation of a strategy to institutionalize diversity, which will require the investment of full-time resources. While M.R.A.G. hopes to continue in its advisory role to A.I.D. management, it simply does not have the capacity to devote the amount of time needed for development and implementation. (Target: Jan/Feb 1993)
- o Conduct a retreat for senior Agency managers to build a consensus and develop a vision for the Agency on incorporating cultural diversity in the day-to-day managerial affairs of the Agency. A consultant, experienced in diversity issues, should be engaged to guide the group in its grasp of workforce changes and dynamics and the role of future managers. (Target: Nov. 1992)
- o Establish and chair quarterly reviews to monitor the Agency's progress in achieving cultural diversity (Target: April/May 1993)
- o Establish an external oversight commission. (Target: Feb/March 1993)
- o Elevate the authority and visibility of the EOP Office. The Administrator should take a lead in seeking input from the EOP Office on the workforce diversity issue.
- o Establish a discrete, sacrosanct budget for Recruitment. (Target: Next budget cycle)

## IX. HRDM AND EOP INITIATIVES

In addition to the the recommendations for the administrator, we recommend that EOP and HRDM aggressively pursue several actions that were initiated in FY 1992. They include the following:

- o Merger of the current HRDM Recruitment Division with Workforce Planning, to form the Division of Workforce Planning and Recruitment, reporting directly to the HRDM Director and staffed with both foreign service and civil service employees. Some of these employees should have professional workforce planning skills. (Target: Immediately)
- o Assignment of all hiring responsibilities for foreign service and civil service, special interest employment programs and targeted recruitment to this new Division to ensure a transparent process. (Target: Concurrent with the establishment of the Workforce Planning and Recruitment Division)
- o Logistical arrangements that will make the new Division more visible, accessible and attractive to prospective candidates. (Target: Immediately)
- o The limitation of mid-career hiring to 20% of all agency foreign service hiring and ensuring cultural diversity within that percentage. (Target: Immediately)
- o The professional training of all Agency recruiters. (Target: March 1993)
- o Ensuring diverse representation of employees on all employment decision-making panels (i.e., promotion, technical review, screening, assignment, awards, etc.). Membership of such panels should be maintained over time for consistency. (Target: Immediately)
- o The sensitization of the Technical Review Panel members to A.I.D. priorities regarding equal opportunity and workforce diversity. (Target: Immediately)
- o The inclusion of the principle of diversity in all aspects of the Agency's workforce planning and in the actual workforce plan. (Target: March/April 1993)
- o The reinstatement of some of the successful recruiting programs from the past. (Target: Immediately)

**APPENDIX A**

**SELECTED WORKFORCE DIVERSITY PROGRAM MODELS**

## SELECTED DIVERSITY PROGRAM MODELS

A description of selected diversity approaches and programs sponsored by private sector corporations are described below. A common thread moving through each of these company-sponsored programs is the creation of a culturally diverse work environment. Some of the collective ingredients are:

1. A strong commitment from the Chief Executive Officer and senior-level officials to create a work environment in which cultural diversity is recognized and valued.
2. Development of strong awareness training programs involving all layers of corporate management and employees.
3. Institution of awareness training activities to sensitize management to cultural diversity and the needs of minority and women employees.
4. Holding management accountable for the success of the program and development and promotion of upward mobility opportunities for women and minorities.
5. Sponsorship of outreach programs to the community and internal personnel staff.

### A. Private-Sector Programs

The following are brief descriptions of the cultural diversity programs of several private sector corporations.

#### The Corning Corporation

With a strong affirmative action commitment in the 1970's, the Corning Corporation targeted hiring minorities and women. After a few years, these newly-hired employees were either resigning or unable to advance to upper management levels, with attrition rates greater than those for white males.

The Chief Executive Officer of Corning identified the recruitment, retention and promotion of minorities and women as a major company problem and directed management to develop a diverse workforce that would closely mirror the company's customer base.

To bring about organizational change, the following steps were instituted:

## 1. Awareness Recognition

Two quality improvement teams headed by senior executives were appointed to break the cycle of recruitment and subsequent frustration. One team worked to facilitate the progress of Blacks, and the other to foster the progress of women.

## 2. Awareness Training

All salaried employees were required to participate in a mandatory awareness training program to identify unconscious company values working against minorities and women.

## 3. Recognition of Cultural Differences

A communications program was inaugurated in the company's in-house newspapers, which regularly publicized success stories about the diverse workforce and the accomplishments of minorities and women as a means of heightening sensitivity.

## 4. Outreach Recruitment Program

A nationwide scholarship program providing renewable grants of \$5,000 per year in exchange for a summer of paid employment at a Corning corporation institution was established to improve recruitment prospects. Most participants have become full-time employees since graduation and few have since left the company. Also, expanded an existing summer intern program requiring formal recruiting contracts with campus groups emphasizing minorities and women (i.e., Society of Women Engineers and National Black Minority Business Association).

## The Digital Corporation

The Digital Equipment Corporation initiated an affirmative action program in the 1970's by concentrating on recruiting large numbers of minorities and women. Soon recognizing that additional activities beyond recruitment would be required to develop a diverse workplace, the company created an environment where every employee could realize his or her potential, with an emphasis on valuing and celebrating individual differences.

To respond to this concern about diversity, Digital created a corporate philosophy out of which developed a program, "Valuing Differences". This philosophy concentrates on transforming legal

and social pressures into the development of a more effective workforce.

The "Valuing Differences" program is comprised of two major training components:

1. Awareness Training:

Voluntary core groups are established to help people recognize their stereotypes and false assumptions. A company-trained facilitator works with groups of eight to ten people to encourage discussion and "self-development" and to help them "safely" struggle with their "prejudices". An additional voluntary training program, "Understanding the Dynamics of Diversity", is offered.

2. Community Outreach:

A number of senior managers participate with various Cultural Boards of Directors and Valuing Differences boards of directors. In these bodies, openness to individual differences is promoted. Younger managers are encouraged to become committed to the goal of diversity. Frequent celebrations of racial, gender and ethnic differences, such as Hispanic Heritage Week and Black History Month, are sponsored.

The Proctor & Gamble Corporation

Proctor & Gamble has a long-standing history of recruiting and hiring minorities and women and has been offering voluntary diversity training at all levels since the 1970's. The company recognizes that finding outstanding employees is only a part of the effort and that the major challenge is moving diversity upward. Voluntary diversity training has been available at all levels since the 1970's.

To create an environment conducive to helping all employees fulfill their potential, Proctor & Gamble has taken the following steps:

1. Awareness Recognition

Appointed a Corporate Diversity Strategy Task Force to clarify the concept of diversity; define its importance for the company; and identify strategies for making progress toward successfully managing a diverse workforce.

## 2. Awareness Training

The original voluntary diversity training program has broadened its emphasis on race and gender awareness to include the value of self-realization in a diverse environment.

## 3. Management Accountability

A thorough review of all management programs is under review to insure that all systems are working for all employees. A corporate survey has been undertaken to determine the work/family problems facing the corporate employees and to improve company benefit programs (i.e., dependent care).

## The Xerox Corporation

The Xerox Corporation declared a strong commitment to affirmative action and minority and female recruitment in the mid-sixties. To address the issue of diversity, a balanced work force strategy has been established to assist the company in this endeavor.

The following components are major parts of Xerox's balanced workforce strategy.

### 1. Management Accountability:

Recruitment and representation goals are established in accordance with Federal guidelines and are constantly reviewed to insure the reflection of workforce demographics. Diversity goals are established for upper level jobs. Division and group managers are held accountable for achieving established goals.

### 2. Awareness Training:

Managers are required to participate in training programs designed to concentrate more on managing people, with less emphasis on managing diversity.

## The Avon Corporation

The Avon Corporation instituted affirmative action policies in the 1970's and engaged the assistance of employment agencies specializing in identifying qualified minority personnel and contacts with Black and minority organizations on college campuses.

Avon instituted the following management policies and procedures to implement a diversity program.

1. Awareness Recognition

The company assumed that the key to recruiting, retaining and promoting minorities is acceptance of the notion by line management. To change their attitudes and behavior, an awareness training was initiated at all levels of management.

2. Management Accountability

A Multicultural Participation Council that meets regularly to oversee the process of managing diversity was formed by the Company. Participants include the Chief Executive Officer and high-level employees from throughout the company.

3. Awareness Training

Diverse groups of managers are sent to a training site where the participants, under the leadership of a training institute, confront their differences and learn to hear and avail themselves of viewpoints they initially disagreed with.

4. Employee Outreach

Through company support, three minority groups (Blacks, Hispanics, and Asian-Americans) developed networks in all corporate locations. Each network elects its own leaders and has an adviser from senior management. Networks have representatives on the Multicultural Participation Council where they serve as a conduit for employee views on diversity issues facing management.

These activities outline the actions taken by the above four corporations. It is notable, however, that several other major companies, including Exxon, Quaker Oats, Hughes Aircraft, American Airlines, Goodyear, Texas Instruments, Chevron, and many others.

While these approaches have been instituted in the private sector, the Federal government and A.I.D. have a great deal to learn from these initiatives. Many of these strategies can be adopted and implemented by the Federal sector. The private sector recognizes the changing workforce and is taking steps to become responsive to this dynamic.

## B. Public-Sector Programs

The Federal government is recognizing the dynamics of a changing work environment, and several agencies have taken steps, in varying ways, to demonstrate leadership in this area.

### The U.S. Office of Personnel Management

The Office of Personnel Management acknowledges diversity through the need to balance the work and family demands of Federal employees. The office's advocacy role in programs such as child care provision, elder care arrangements, alternative work schedules (flexible and compressed work schedules), part-time employment, flexiplace (work at home) and leave-transfer/leave banks, employee assistance programs, cafeteria benefits, is encouraging many departments and agencies to recognize these family and diversity issues.

### The U.S. Department of Labor

The U.S. Department of Labor recently released findings of its study, "The Glass Ceiling Initiative", which examined if artificial barriers based on attitudinal or organization bias prevent qualified individuals from advancing upward in their organization into management-level positions. The study investigated a number of different corporations, evaluated research, and communicated with representatives of community-based women's, business, labor, and civil rights organizations.

The attitudinal and organizational barriers identified are very similar to the problems confronting A.I.D. The study found:

- Recruitment practices involving reliance on word-of-mouth and employee referral networking failed to acknowledge AA/EEO requirements:
- Developmental practices and credential building experiences, including advanced education, as well as career enhancing assignments, such as to corporate committees and task forces and special projects -- which are traditional precursors to advancement -- were often not as available to minorities and women.
- Accountability for Equal Employment Opportunity responsibilities did not apply to senior-level executives and corporate decisions.

The study concluded that qualified women and minorities are too often on the "outside looking into the executive suite".

### The U. S. Environmental Protection Agency

The Environmental Protection Agency (EPA) established cultural diversity initiatives to address the subject of managing diversity at EPA in order to implement quality management practices, maximize the opportunities of workforce diversity, and to meet the challenges of attracting and recruiting the best qualified candidates from a shrinking labor pool. The directive for the work of this Committee was authorized by the Deputy Administrator of the Agency.

Office of Human Resources Management to help prepare EPA to deal successfully with cultural diversity as it impacts the recruitment, utilization and retention of employees. Beginning with a two-day workshop, the committee adopted a study methodology and approach involving a literature search, data collection and analysis of personnel practices and workforce demographics, the conduct of an employee opinion survey and focus groups, and awareness training issues.

Work is enthusiastically progressing, and the Committee is optimistic about its prospects for developing a comprehensive communications strategy and a successful diversity program. The "Managing Diversity" model is being used as the basis for the work of the Committee. EPA is currently conducting an opinion survey among the employees of the agency. Awareness training programs have been instituted for managers and staff. Committee members have made several visits to major corporations to examine

their programs and activities.

The U. S. Department of Defense

The Department of Defense (DOD) has a long-standing diversity program, operated through the Defense Equal Opportunity Management Institute (DEOMI), based at Patrick Air Force Base in Florida. This program serves as the center for providing equal opportunity training and leadership to foster positive human relations for the Armed Forces. Education and training programs and consultation in human relations and equal opportunity are provided for DOD organizations, educational agencies, industry and the private sector. DEOMI also collects and disseminates information to assist EEO advisors and human relations professionals in carrying out their duties; conducts and disseminates research; and teaches a variety of resident courses and classes.

While most activities are directed toward the needs of the Armed Forces, a number of activities have particular appeal to other agencies, and some may have particular appeal to the needs of A.I.D., especially the Equal Opportunity Program Management

Course which deals with a variety of EEO and cultural issues.

### Other Federal Activities

A number of other Federal agencies, including the Department of Transportation, the Central Intelligence Agency, the Internal Revenue Service, the Department of Agriculture.

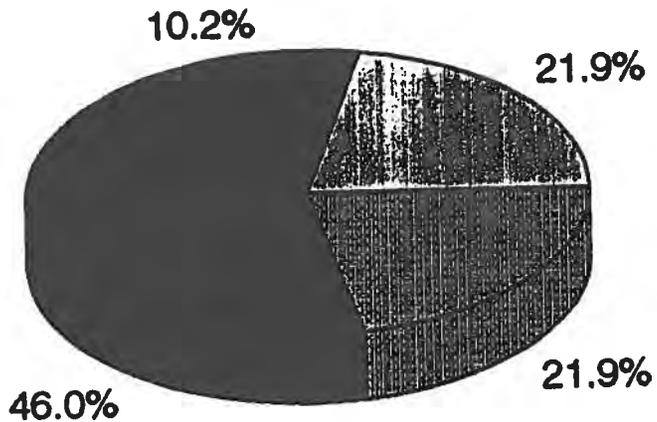
It is important to note that in every instance in which corporations or Federal government agencies are instituting diversity practices, the support has come from the head of the agency.

The American Institute for Managing Diversity is working with several other Federal departments and agencies to introduce the concept of "Managing Diversity" as these governmental issues confront their forthcoming issues relating to management of a changing work environment.

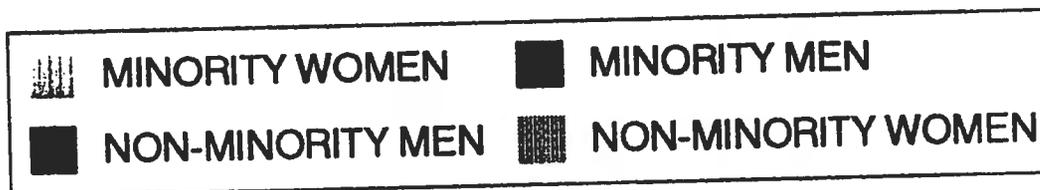
**APPENDIX B**

**EEO PROFILE OF A.I.D.'S WORKFORCE**

**AGENCY FOR INTERNATIONAL DEVELOPMENT**  
**TOTAL EEO WORKFORCE, FT/PT PERMANENT**  
**AS OF JUNE 30, 1992**



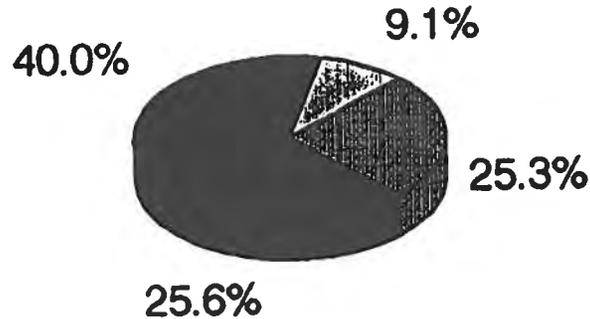
**TOTAL: 3,370**



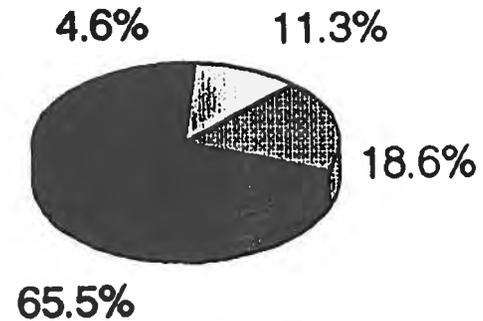
SOURCE: A.I.D./EOP

# AGENCY FOR INTERNATIONAL DEVELOPMENT

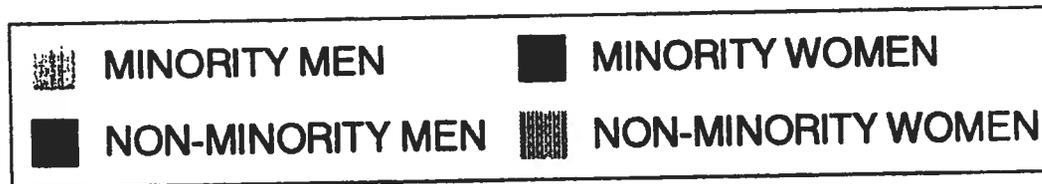
## EEO WORKFORCE PROFILE, FT/PT PERMANENT AS OF JUNE 30, 1992



**CIVIL SERVICE  
TOTAL: 1,646**



**FOREIGN SERVICE  
TOTAL: 1,724**



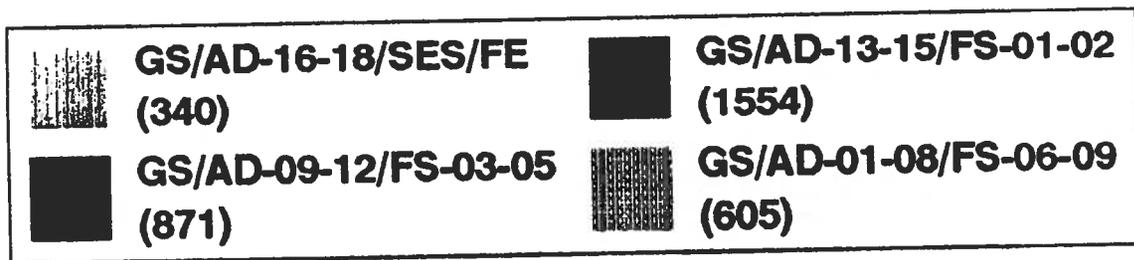
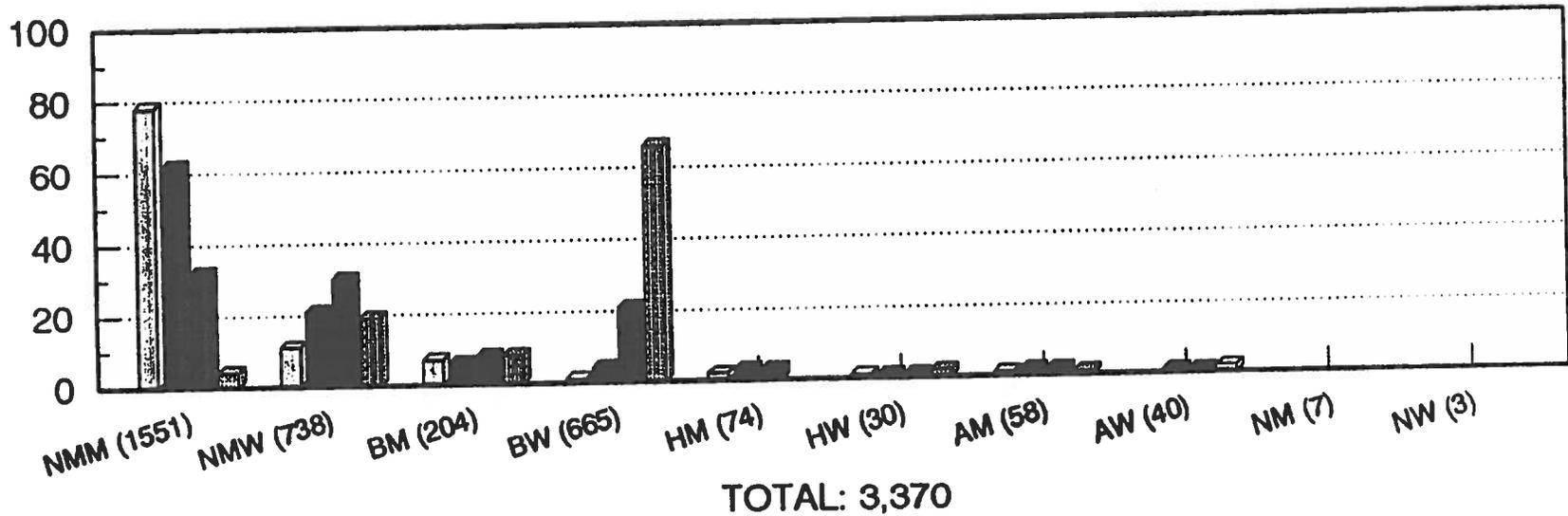
SOURCE: A.I.D./EOP

# AGENCY FOR INTERNATIONAL DEVELOPMENT

## TOTAL WORKFORCE, FT/PT PERMANENT

### AS OF JUNE 30, 1992

PERCENT



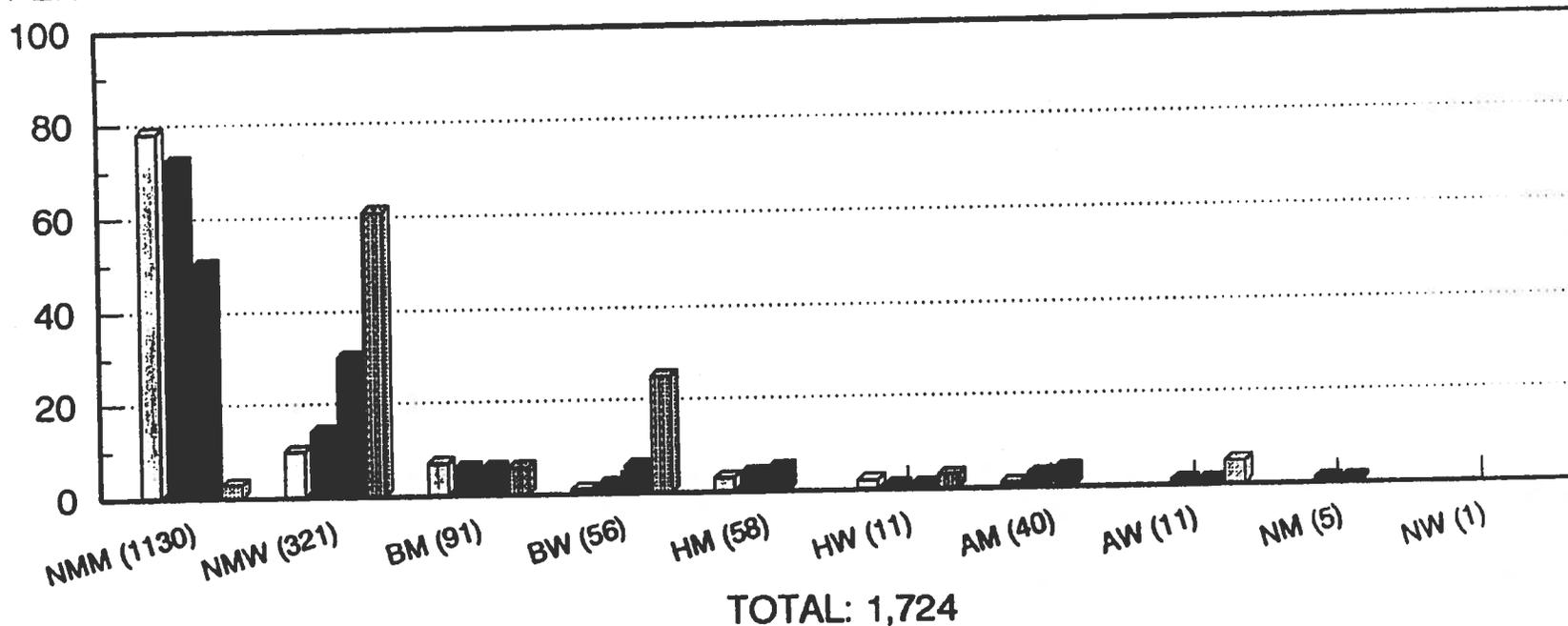
SOURCE: A.I.D./EOP

# AGENCY FOR INTERNATIONAL DEVELOPMENT

## FOREIGN SERVICE PROFILE, FT/PT PERMANENT

### AS OF JUNE 30, 1992

PERCENT



FE/CM/MC/OC (280)	FS-01-02 (946)	FS-03-05 (457)	FS-06-09 (41)
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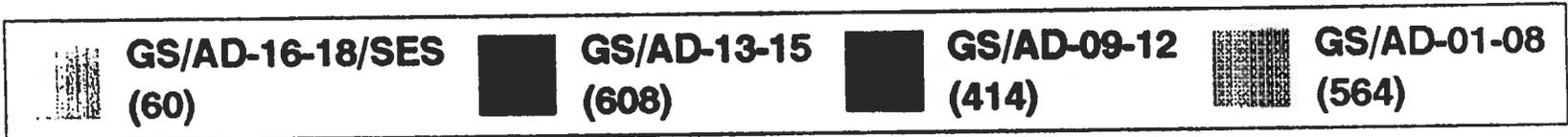
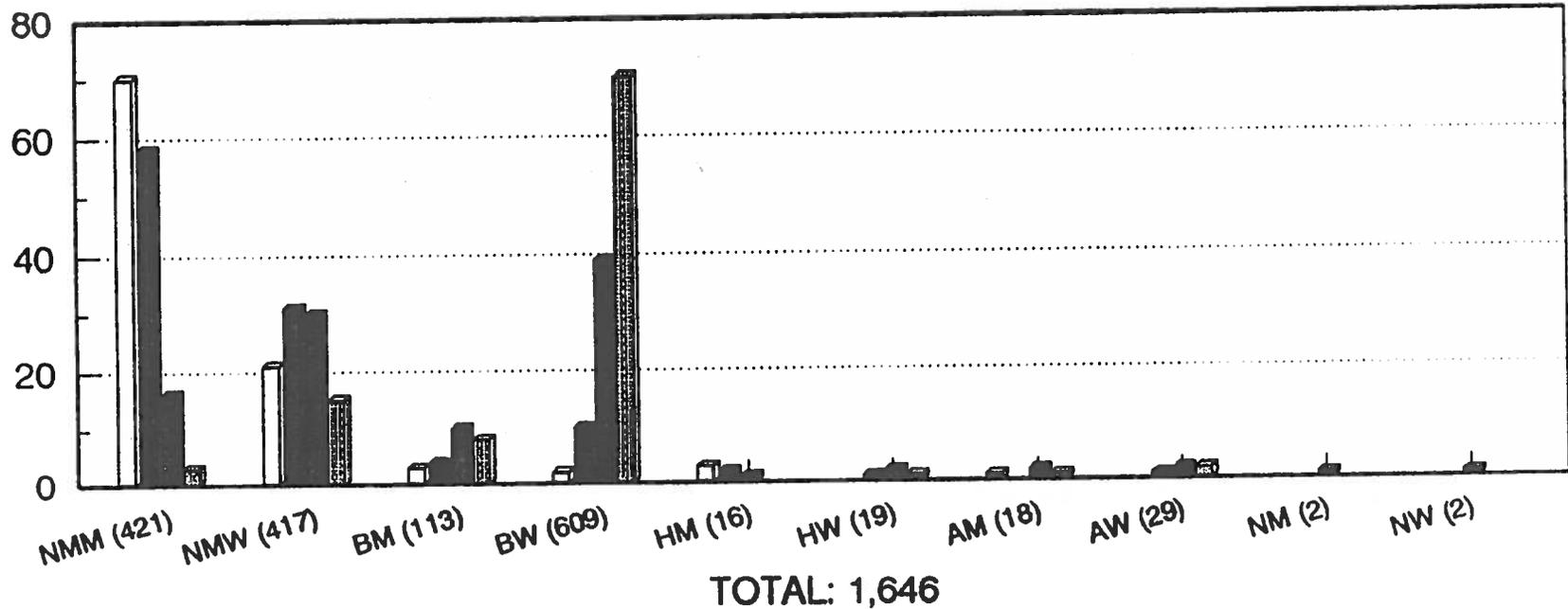
SOURCE: A.I.D./EOP

# AGENCY FOR INTERNATIONAL DEVELOPMENT

## CIVIL SERVICE PROFILE, FT/PT PERMANENT

### AS OF JUNE 30, 1992

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SOURCE: A.I.D./EOP

**APPENDIX C**

**SUMMARY OF SYSTEMIC BARRIERS**

## SUMMARY OF SYSTEMIC BARRIERS

### A. Recruitment Barriers

1. Limited program initiatives to identify and attract potential minority and female candidates
2. Insufficiency of financial resources for recruitment activity
3. Lack of training opportunities for recruiters
4. Failure to develop and sustain programs to attract mid-career minority candidates
5. Disparate impact of Technical Review Committees when screening candidates for FS positions
6. Incomplete applicant and personnel data flow
7. Lengthy clearance process
8. Lack of collaboration between Recruitment and Office of Equal Opportunity Programs
9. Physical location of the Recruitment Office

### B. Retention Barriers

1. Limited Access to other methods of entering into A.I.D.'s workforce
2. Inequity in the Personnel Assignment Process
3. Disparate effect of "stretch" assignments
4. The informal organization
5. Absence of separation exit interviews
6. Adverse impact of technology
7. Inadequate preparation and training of EEO Counselors
8. Inequity in the awards process
9. Absence of upward mobility programs and opportunities
10. Disproportionate impact of LCE authority on senior level minorities.

C. Career Advancement and Training Barriers

1. Shortcomings of the performance evaluation process
2. Limited opportunity for cross training between backstops and occupational specialties
3. Need for training as a tool for performance improvement
4. Need for career development information and assistance
5. Low representation of women and minorities in executive and senior-level positions
6. Promotion board membership
7. Need for EEO monitoring and data dissemination

**LCA & ASSOCIATES, INC.**  
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January 3, 1992

Mr. Mel Porter, Member  
Minority Recruitment Advisory Committee  
U.S. Agency for International Development  
Washington, D.C.

Dear Mel:

This is to transmit a "draft" copy of the deliverable authorized Purchase Order #1552051. Your comments will be appreciated. I look forward to hearing from you no later than close of business Wednesday, January 8, 1992. At that time I will proceed to place the project in its final stage.

Sincerely yours,



Lenora C. Alexander, Ph.D.

cc: Mr. John Hicks  
Mr. Orian Yeandeaal

**D R A F T**

**ACHIEVING WORK FORCE DIVERSITY  
AT  
THE U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT**

**Prepared For  
THE MINORITY RECRUITMENT ADVISORY GROUP**

**Prepared by  
LCA & ASSOCIATES, INC.  
Washington, D.C.**

**D R A F T**

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1. Total Work Force By Ethnicity and Gender
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3. Male Foreign Service Staff by Ethnicity and Gender
4. Female Foreign Service Staff by Ethnicity and Gender
5. Civil Service Staff by Ethnicity and Gender
6. Civil Service Work Force by Male Gender and Ethnicity
7. Female Civil Service Staff by Grade and Race

## EXECUTIVE SUMMARY

Throughout the United States the work environment is undergoing rapid change -- as is A.I.D. During the next decade it is projected that new entrants into the work force will be mostly minorities and women, and by the turn of the century these groups will be the majority of the workers. This is an optimum time for A.I.D. to examine itself internally and to prepare for the forthcoming work environment changes and the new composition of human resources.

### Work Force Diversity

Congress has recognized the need to create a diverse Foreign Service workforce. Under the 1980 Foreign Service Act, the Service was directed to create a personnel profile representative of the American people. Selected A.I.D. employees also recognize the need for change, and are vocally advocating their wishes. The A.I.D. Administrator has taken an initial step to respond to these pressures through the creation of Minority Recruitment Advisory Group (M.R.A.G.), which has been charged with identifying the barriers to recruitment, retention and career advancement of minorities and women and to serve as a advocate for assisting the agency in achieving its affirmative action/equal employment opportunity goals. This action represents one of A.I.D.'s few efforts to make an assessment of the systemic problems relating to minority and women employees.

Women and minorities are seriously under-represented in the senior ranks of both the A.I.D. Foreign Service and Civil Service. White males dominate the senior levels of the entire Agency and occupy the most prestigious jobs in the organization. A further analysis of the work force reflects that the Foreign Service and Civil Service nearly image each other -- a predominately non-majority, male, white-collar Foreign Service, and a Civil Service comprised of mostly minorities and women performing secretarial/clerical support and administrative jobs. Minority males are woefully absent from all ranks of the Service.

### Moving A.I.D. Management Into the 21st Century

M.R.A.G. advocates managerial change and recognizes that in order to institute reforms, the Administrator must be the initiator of that change, with strong policy directives and appropriate rewards. M.R.A.G. also recognizes that change is difficult to manifest and that prior to the institution of any reforms, the organization must be accepting of the need for restructuring. The culture of the organization has to focus on a changing work environment.

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M.R.A.G., in its best wisdom, has reviewed the managerial practices of a number of forward-looking private sector corporations in which the Chief Executive Officers have advocated the management and creation of a diverse work force. We feel that A.I.D. should review and emulate some of the successful private sector innovations and initiatives that have dealt with the dynamics of a changing corporate culture. We are recommending that A.I.D. adopt the philosophical management principle of "managing diversity", which is a comprehensive managerial process for developing an environment that works for all employees. The adoption of newly-formulated forward-looking management strategies is essential if the Agency is to create an environment responsive to the changing dynamics of the work place, and to correct the present employee balances and inequities manifesting themselves throughout the system.

M.R.A.G. is recommending that A.I.D. take immediate action steps to advance the organization to a "managing diversity mold", and cease the practice of "business as usual". To initiate this goal, we suggest the Administrator appoint a "Blue Ribbon Commission " to determine answers to the following questions:

1. Why does the present A.I.D. system of recruitment, promotion and retention not work naturally for all employees?
2. What corrective actions must be taken to alleviate the pressures on the organization so that it operates to the optimum for all employees?
3. Will the cultural ethos of A.I.D. permit required changes to bring about changes and greater equity?

### **Barriers to Achieving Diversity at A.I.D.**

This paper attempts to begin providing responses to the first question, and identifies barriers we feel are preventing A.I.D. from achieving work force diversity.

#### **RECRUITMENT AND HIRING BARRIERS**

- Absence of Recruitment/Hiring Strategy
- Lack of Recruitment Budget
- Limited Outreach Contacts
- Insensitivity of Recruiters
- Failure to Develop Specialized Entry-Level Initiatives
- Disparate Impact of Technical Review Committees

## **D R A F T**

- Incomplete applicant and Personnel Data Flow Information
- Lengthy Clearance Process
- Lack of Collaboration Between Recruitment and Equal Employment Office
- The Recruitment Office

### **RETENTION BARRIERS**

- Method of Entry
- The Personnel Assignment Process
- the Informal Organization
- Separations
- Preparation and Training of EEO Counselors
- Impact of Technology
- Effect of Inequality in the Awards System
- Absence of Upward Mobility Programs and Opportunities
- Effects of the "Up and Out" Process

### **CAREER ADVANCEMENT BARRIERS**

- The Performance Evaluation Process
- Backstops and Grades
- Limited Opportunities for Training
- Need for Career Counseling
- Lack of Executive-Level Assignments
- Management Accountability
- Promotion Board Membership

These barriers and accompanying recommendations highlight the fact that while A.I.D. has made some progress in its efforts to attract women and minorities to the Agency, it is apparent that leadership has not been provided to identify and remove the impediments constraining their recruitment, retention and career advancement.

INTRODUCTION

As the 21st century approaches, the Agency for International Development is confronted with the major challenge of creating a diverse work force that offers equal opportunity for all of its employees. This challenge is driven by a current under-representation of minorities and female employees and an exploration to identify the barriers precluding the Agency from recruiting/hiring, promoting and advancing their careers. This organizational problem is not a new issue. For a number of years Congress and A.I.D. employees have identified this concern as a major problem.

Clearly, in order to meet the challenges of the 21st century, A.I.D. must find ways to resolve this human resource issue and to generate initiatives to facilitate the Agency's need to fully utilize all of its personnel, and to create an environment that fosters equal opportunity and career advancement for all.

A.I.D.'s EQUAL EMPLOYMENT COMMITMENT

A.I.D. recognizes a need to develop reforms to improve the utilization of all its human resources. In 1990 the Administrator established the Minority Recruitment Advisory Group (M.R.A.G.) as a demonstration of the Agency's commitment equal employment opportunity. The Committee, a diverse group of experienced foreign service officers and civil service employees, was asked by the Administrator to provide advice on "the recruitment and retention of a work force that truly reflects the diversity of our nation". With this objective, the Committee was specifically requested to:

Provide advice to the Director of Personnel on strategies to enhance the agency's minority recruitment effort;

Identify existing and potential barriers to the successful recruitment and retention of minorities;

Serve as an advocate for affirmative action throughout the Agency; and

Assist the Office of Personnel in preparing its initial report on the status of minority recruitment in A.I.D, and semi-annual reports thereafter.

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**M.R.A.G.'s COMMITMENT**

M.R.A.G. has met continuously since the appointment of its members, and is assiduously working toward making a positive impact on the Agency's efforts to not only create a diverse work force representative of the American people, but to also fulfill the mandates outlined in the 1980 Foreign Service Act. Although handicapped because of changing leadership of the Chairperson of the Committee, it is the goal of M.R.A.G. to assist A.I.D. in developing a cadre of quality employees not only fully representative of the American people, but also capable of assisting the Agency in carrying out its mission of improving the plight of developing nations.

In this capacity, M.R.A.G. is serving as a catalyst for the A.I.D. administration in its efforts to create a work force reflecting the diversity of American culture, offering growth and achievement opportunities for all employees.

M.R.A.G. concludes that the Committee's energies can be best directed toward assisting the Administrator to recognize the changing dynamics of the work force and to identify the barriers preventing A.I.D. from achieving diversity. It is the intention of M.R.A.G. to provide advice and guidance to assist the Administrator in conceptualizing and adopting forward-looking strategies and management approaches to help move the A.I.D. administration into the 21st century.

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## CHALLENGING WORK FORCE DIVERSITY PROBLEMS AT A.I.D.

A.I.D. feels compelled to address the problem of the acute under-representation of minorities and women in both the Foreign Service and Civil Service, especially in the senior ranks. Non-minority males clearly dominate all of the executive-level ranks and positions of both Services and hold the most prestigious jobs. The following delineates a number of forces and issues confronting A.I.D. and compelling the organization to restructure its management of its most valuable commodity -- its human resources.

### COMPOSITION OF THE A.I.D. WORK FORCE

The Foreign Service and Civil Service nearly mirror each other, with the composition of the Foreign Service comprised of mostly non-minorities males and professional white collar personnel. The majority of the staff of the Civil Service is minority, female and primarily administrative and secretarial/clerical support staff. White males also dominate the upper echelons of the Civil Service. Although the representation is relatively small, more white women than minority males or females have achieved the senior ranks of both Services.

For each of the Services, women and minorities are concentrated in the lower ranks. It is easy to conclude that the higher the grade, the lower representation of minorities and women. Correspondingly, the lower the grade, the higher the representation of women and minorities.

Over the past decade only minuscule change has occurred in the representation of minorities and women in the Foreign Service. While the numbers of minorities and women receiving promotions into the Senior Foreign Service has grown during this period, their numbers yet remain small. Unless some effort is made to increase the overall numbers of minorities and women in the lower ranks, the numbers available for advancement into the senior ranks will remain limited. On the Civil Service side, minority males are extremely disadvantaged in comparison to other groups, and the numbers of minorities and women occupying senior positions is disproportionately small.

This imbalance of ethnic and gender representation in the composition of A.I.D. personnel is a troublesome legal and moral issue, and is preventing the Agency from complying with Congressional mandates to create a culturally diverse work force.

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## CONGRESS MANDATES WORK FORCE DIVERSITY

Congress desires a culturally diverse Foreign Service. This aspiration has been a long-standing Congressional concern to the body and is reflected in the regulations of the 1982 Foreign Service Act when Congress mandated that:

"the members of the Foreign Service should be representative of the American people, aware of the principles and history of the United States and informed of current concerns and trends of American life...."

To fulfill this goal Congress advocated the use of affirmative action and other programs to effect equal opportunity and to encourage the entry and advancement in the Services of persons from all segments of American society. The establishment of a minority recruitment program was mandated as a means of accomplishing this goal.

Despite equal employment efforts and affirmative action initiatives, A.I.D. has historically experienced an under-representation of minority and women employees, and moreover, exhibits a less than exemplary record of hiring and promoting minorities and women, especially in the senior ranks of both Foreign Service and Civil Service. Most profoundly, A.I.D. is in violation of a Congressional directive because it has not established the Congressionally mandated minority recruitment program.

The failure of A.I.D. to make progress in developing a diverse work force affording equal opportunity for all is an issue of concern to both Congress and A.I.D. employees.

### Congressional Inquiries

Congress is scrutinizing A.I.D.'s commitment to equal opportunity for minorities and women. Congress.

During the 1988/89 budget process they expressed displeasure over the inability of the Foreign Affairs agencies to make progress in establishing a culturally diverse work force and to increase the numbers of minorities and women receiving promotions into the senior levels of the Service. Individual members of Congress have also questioned the Agency's policies and programs in this area. In fact, pursuant to a Congressional request, the General Accounting Office is currently conducting a review of the Agency's practices and procedures in the recruitment,

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appointment, assignment, evaluation and promotion of minorities and women.

### Internal A.I.D. Concerns

A number of internal forces are also questioning the Agency's commitment to equal opportunity and affirmative action. The 1989 Board of Examiners for the Foreign Service reviewed the hiring programs of the Foreign Service agencies and judged their performance to attract and hire minority candidates as unsatisfactory. The Secretary of State requested the A.I.D. Administrator to identify ways to make improvements in this area.

The American Foreign Service Association has also expressed concerns about the Agency's commitment to equal employment and affirmative action and has requested an analysis of the barriers preventing the retention and advancement of minorities and women.

Promotion Boards have also articulated their thoughts about the failure of A.I.D. to demonstrate equal employment opportunity. Boards have consistently cited their observations and concerns about the evaluation process of minority and women members and their inability to advance their careers.

### A.I.D.'s INITIATIVES TO CREATE A DIVERSE WORK FORCE

The administration of A.I.D. has attempted to be responsive to various external and internal demands, and while several positive initiatives have been undertaken, much remains to be accomplished. The establishment of M.R.A.G. represents a first-step effort by the Agency to address the problems of diversity. In establishing the Committee the Administrator asked for assistance in fulfilling one of his highest priorities, "the retention of a work force that truly reflects the diversity of our nation". He also released A.I.D.'s Equal Opportunity Policy Statement which stresses a reaffirmation of the commitment to equal employment opportunity for all employees, and urges a results-oriented approach to the concept of equal opportunity, especially in the recruitment, hiring, and advancement of the careers of minorities and women. However, this statement falls short of giving managers a strong mandate to effect equal opportunity -- and fails to provide rewards for compliance or sanctions for non-compliance.

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## ATTITUDES OF A.I.D. EMPLOYEES RELATIVE TO EQUAL OPPORTUNITY

As the 21st century nears A.I.D. is confronted with the challenge of developing a truly multi-cultural organization. Through equal opportunity and affirmative action programs women and minorities have gained equal access to enter the A.I.D. work force. But today there are attitudinal and internal forces that may be impeding the retention and career advancement of these new entrants into the A.I.D. system.

A recent study conducted for the Office of Equal Employment Opportunity Programs concluded that:

1. A.I.D. employees, especially minorities, generally believe the Agency is not deeply committed to the implementation of equal opportunity/affirmative action and the creation of a diverse work force.
2. A substantial number of non-minority males are harboring hostility, anger and frustration relating to equal employment/affirmative action, and perceive these activities as detrimental to their careers and day-to-day life in the Agency. They see no means of intervening in a system that does not accord them the same legal protection as given to other groups.

The Agency must be mindful of these attitudes and the need for change as it embarks upon the formation of strategies to deal with diversity.

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### **MOVING A.I.D. MANAGEMENT INTO THE 21st CENTURY**

A.I.D. has experienced drastic changes in the composition and demands of its work force as the result of affirmative action and equal employment opportunity. The organization is now more diversified and must deal with a new set of dynamics and forces. If work force projections are sustained, A.I.D.'s work force will become even more diversified during this decade. As the Hudson Institute has predicted in its Workforce 2000 study, the overwhelming majority of new entrants into the work force will be minorities and women. Is A.I.D. prepared to face the challenges of the forthcoming 21st century and to implement the required changes to create an environment capable of offering equal opportunity to all employees?

As A.I.D. continues to engage in work force planning activities, it must be prepared to address the changing dynamics of the work place and to also comply with Congress' mandate to explore ways to respond to creating a more diverse work force that will provide career enhancement opportunities for its employees.

#### **THE WORK FORCE DIVERSITY PROBLEMS OF A.I.D.**

A.I.D. is struggling to find solutions to its current work force diversity problems. Senior executive level personnel, both Foreign Service and Civil Service, is predominately white-male oriented, and the majority of the minority and female employees are disproportionately clustered in the lower and middle ranks of employment, unable to advance in their careers. These employees are subsequently feeling a sense of frustration and despair as they seek equal employment opportunities. Despite affirmative action efforts and other initiatives, minorities and women have been unable to advance their careers in the A.I.D. hierarchy.

As the 21st century approaches, A.I.D. must deal with the problems of a changing work environment. The Agency must nurture action-oriented strategies and approaches for the organization to generate a natural capacity to utilize and empower the potential of all its employees -- white males, minorities and women.

#### **A STRATEGY FOR COPING WITH WORK FORCE DIVERSITY**

In their struggles to find ways of dealing with the increasing diversity of the work force, a number of forward-looking employers recognize that change is imminent and are aggressively adopting new organizational management and

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development concepts and strategies. One idea receiving increasing attention is the philosophy of "managing diversity".

M.R.A.G. feels that A.I.D. must give consideration to adopting this newly-emerging concept in order to be prepared for the new set of employment dynamics projected for the 21st century.

### **THE "MANAGING DIVERSITY" APPROACH**

Managing diversity is a comprehensive managerial process for developing an environment that works for all employees. It is a holistic approach to the management of human resources that facilitates the growth and development of the total work force. This approach helps all staff -- not just minorities and women -- to reach their full potential in pursuit of organizational objectives. The philosophy is not restricted to providing preferential treatment to any particular race or gender. Rather, diversity management is a commitment by top-level management to all employees and does not concentrate on changing the beliefs and perceptions of people. It is a step beyond affirmative action, which provides short-term immediate relief, and is not intended to repudiate equal opportunity efforts. At the heart of the diversity approach is the changing of the culture of an organization and is a long-term approach to resolution of the problem.

### **INCORPORATING THE "MANAGING DIVERSITY" APPROACH AT A.I.D.**

M.R.A.G. believes that if A.I.D. is to be on the vanguard of change and become a leading agency in the foreign service community, it must:

1. Empower its total work force and identify approaches to fully utilize all of its human resources.
2. Accept the principle that minorities and women are a part of the talent pool that can be drawn upon to perform supervisory and management functions;
3. Provide leadership during the 21st century.

The creation of M.R.A.G. represents a bold and critical step in A.I.D.'s recognition of the need to create multi-cultural diversity at the agency, and that it is prepared to accept newly-emerging managerial concepts. However, this is only the initial stage and more must be done to create and implement innovative changes. The A.I.D. Administrator and staff must fully accept the concept of "managing diversity", and take action-oriented steps to strongly articulate support of the philosophy to insure that positive change will occur.

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By engaging in meaningful planning, the adoption of new managerial principles, including "managing diversity", and creating a climate in which sensitivity for individual cultural differences is respected within the agency, A.I.D. may be able to overcome some of its immediate internal problems relating to the recruitment, promotion, and retention of women and minorities.

### BENEFITS OF THE "MANAGING DIVERSITY" APPROACH

M.R.A.G. is of the opinion that if A.I.D. is able to effectively utilize all of its human resources, and provide a system of achievement incentives and rewards, A.I.D. should gain greater efficiency and productivity from its staff members. The following benefits should be derived from the adoption of the "managing diversity" approach.

1. An ability to respond to <sup>force</sup> the Congressional mandate to create a diverse work.
2. Improved management of the agency's human resources.
3. A sensitivity to the multi-cultural and valuing concerns of the employees and an ability to become more responsive to the needs and job satisfaction of all staff.
4. Full utilization of the potential of all minority and women employees at every level, especially in middle-management leadership positions, thus resulting in greater efficiency and productivity.
5. Improved retention rates for minorities and women, especially those possessing required skills and motivation particularly as managers and supervisors learn to handle cultural diversity issues of staff.
6. Upward-mobility opportunities, based upon an awards system, will be made available for minorities and women.
7. Minorities and women currently experiencing frustration and despair because of "artificial ceilings" on their ranks will be able to advance their careers in a less threatening environment.

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**ACTION STEPS REQUIRED TO IMPLEMENT THE "MANAGING DIVERSITY" APPROACH**

To succeed in a highly competitive environment, ~~A.I.D.~~ it is essential that A.I.D. find approaches to satisfy the needs of its employees and to also provide for their career enhancement and job satisfaction. The accomplishment of this task means that managers and supervisors must become aware of the many ways their understanding of diversity relates to the performance of people and their contributions to the overall mission of the Agency.

The first steps A.I.D. must undertake to adopt the principles of "managing diversity", involves the conduct of an internal examination of the Agency to determine answers to the following questions:

1. Why does the present A.I.D. system of recruitment, promotion and retention not work naturally for all employees?
2. What corrective actions must be taken to alleviate the pressures on the organization so that it operates to the optimum for all employees?
3. Will the cultural ethos of A.I.D. permit required changes to bring about changes and greater equity?

The next step will involve a strong policy statement from the Administrator articulating his support of the concept and expectation that all managers will adhere to this direction and change, and that their compliance with this policy will become a part of their performance evaluation. Required participation in action-oriented training programs must be mandated.

**RECOMMENDATION:**

*End (Albino)*  
M.R.A.G. strongly urges the Administrator to endorse the principles of "managing diversity" and to establish a "blue-ribbon" commission to more fully study the concept and make recommendations for implementation of the philosophy.

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## BARRIERS TO ACHIEVING DIVERSITY AT A.I.D.

The following barriers have been identified as constraints impeding the recruitment/hiring, retention and career advancement of minority and women employees of A.I.D. A recommendation for each identified barrier is included.

### RECRUITMENT AND HIRING BARRIERS

#### Absence of Recruitment/Hiring Strategy

The Agency lacks a comprehensive recruitment/hiring strategy and does not engage in coordinated long-and short-term recruitment planning to meet future agency needs. At best, recruitment activities are fragmented, untargeted, ad hoc, and insufficiently broad and focused to attract a group of qualified minority and female applicants for Civil Service positions and Foreign Service appointments. The absence of sufficient advance planning precludes an opportunity to effectively utilize minority and women's recruitment sources.

**Recommendation:** Strengthen the recruitment function and assign it greater priority and visibility within the Agency.

#### Lack of Recruitment Budget

The Recruitment Office functions without a recruitment budget. Funds for recruitment activities have been critically curtailed during the past several years. The unavailability of funds to carrying out recruitment functions precludes the office from becoming involved in appropriate outreach services (i.e. conferences, career fairs, campus recruitment) that will facilitate the recruitment prospects of qualified minority and women candidates for both the Foreign Service and Civil Service.

**Recommendation:** The office must be provided with sufficient fiscal and human resources to support its activities to become engaged in diversified outreach activities in order to attract qualified minority and female candidates.

#### Limited Recruitment Outreach Contacts

Limited operating budget funds has made it difficult for the Recruitment Office to expand its relationships with

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institutions and organizations capable of enhancing the Agency's affirmative action recruitment efforts and facilitate the development of a representative pool of qualified minority and women applicants for employment. Although some contact has been established by attendance at national and local conventions, job fairs sponsored by national/local minority and women's organizations, most have been local and confined to the AID/Washington community. Only limited funds have been made available for advertisements in professional magazines and journals.

**Recommendation:** Greater emphasis must be placed on the recruitment of qualified minorities and women. Appropriate recruitment sources, including colleges and universities enrolling large numbers of minorities and women and professional organizations must be identified and contacts established.

### **Insensitivity of Recruiters**

To recruit more minority and women candidates there should be greater involvement by these groups in the recruitment process, especially when out-of-town trips are scheduled to serve as role models and points of reference. Many minority students have little or no information about Foreign Service professions and career opportunities. In these situations a personal and sensitive touch is needed. Minority and women employees of the agency should be paired with recruiters to personally visit target organizations.

**Recommendation:** Recruiters must be given training to sensitize them to minority and female recruiting. Experienced minority and women officers should be identified to participate in the recruitment process.

### **Failure to Develop Specialized Entry-Level Initiatives**

The general unavailability of financial resources or the absence of vision has also precluded the agency from developing and/or expanding innovative selective entry-level initiatives to target potential minority and women candidates for career opportunities with the Foreign Service or Civil Service.

**Recommendation:** New program initiatives must be developed and implemented to support early identification of potential minority and female candidates for entry into the Service.

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Consideration should be given to adopting recruitment techniques and strategies employed by the private sector and other government agencies -- i.e., Department of Defense, C.I.A..

### **Disparate Impact of Technical Review Committees**

Technical Review Committees do not appear to demonstrate sensitivity to the value of a culturally diverse A.I.D. work force and operate without the involvement of minorities and women. This lack of sensitivity may be restricting the selection and hiring of minorities and women for the Foreign Service.

There is a perception that Agency Technical Review Committees may not be according equal consideration for employment in certain Foreign Service occupational specialties to qualified minorities and women, and are not exercising uniformly applied realistic objective criteria in making certification and selection decisions. These practices result in entry-level candidates appearing to be less competitive than the more experienced mid-and senior-level applicants and effectively screens out most minority and female candidates.

**Recommendation:** Technical Review Committees should be restructured in order to insure diversity, and the presence and participation of minorities and women should be required for membership on each Committee. Senior management needs to acquaint Committee members with the program directions of the Agency, and training should be provided to sensitize members to the legal mandates and requirements for affirmative action/equal employment opportunity and the values of diversity. Also, the procedures to be utilized by each of the Committees should be standardized.

### **Incomplete Applicant and Personnel Data Flow Information**

The Agency does not have an active automated personnel system for maintaining a comprehensive, up to date and accurate management information system. Results of the Assignment Board's annual deliberations are not automated, thus making it virtually impossible to identify factors resulting in work force imbalances and unjustly working against minority and women employees. The Recruitment Office also lacks an active automated applicant tracking system to enable the staff to stay abreast and track the

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status of potential candidates. The absence of this important management tool may result in the applications of many qualified minority and female candidates "falling through the cracks".

**Recommendation:** Recruitment/Hiring actions and Assignment Board deliberations must be automated and operationalized.

### **Lengthy Clearance Process**

The clearance process for Foreign Service and Civil Service candidates, including the security clearance, the medical clearance and other pre-employment approvals is extraordinary lengthy. Frequently, by the time all clearances have been completed potentially outstanding candidates have become frustrated with the process and accept employment elsewhere. This is particularly unfortunate for minority and women candidates who frequently must accept immediate employment and are unable to await the lengthy A.I.D. clearance process before accepting employment elsewhere.

**Recommendation:** Steps must be taken to identify procedures to shorten the lengthy pre-employment, security and medical clearance process.

### **Lack of Collaboration Between Recruitment and Equal Employment Office**

Collaboration between the Recruitment Office and the Equal Employment Office appears to be limited, especially in matters relating to the identification of outreach sources and activities; the identification of minority and female candidates and actual participation in the recruitment process. Cooperation between these two units may be more cost productive and bring about more positive results.

**Recommendation:** Greater collaboration and interaction must be effected between the Recruitment Office and the Equal Employment Office.

### **The Recruitment Office**

Frequently the first and only contact an applicant has with A.I.D. is a visit to the Recruitment Office. Albeit, that contact should be highly professional, pleasant, and one that allows the agency to "put its best foot forward". This is

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is extremely important for minority and women applicants who may form permanent impressions on the first contact. As presently situated, the Recruitment Office is located in an unattractive setting (basement), remote from the general mainstream operation of A.I.D. offices, and lacks a sense of professionalism. All of these factors combined together may mitigate against highly qualified minorities and women, who have other employment options, from seeking further contact and employment consideration by A.I.D.

**Recommendation:** The Recruitment Office must be relocated, professionalized, and steps taken to elevate its prestige and status in the A.I.D. hierarchy.

### RETENTION BARRIERS

#### Method of Entry

There is a perception that because of insensitivity and unintentional discrimination, minority and women candidates may not be accorded personal ranks and salary levels commensurate with white males possessing similar backgrounds and experiences. If this is true, such actions may have an adverse impact on these population groups. Entry into the Foreign Service and beginning salary levels are both subjective and objective, thus leaving room for personal judgement. Without a set of standardized policies and procedures, women and minorities may be starting their Foreign Service careers with serious disadvantages that hinder their career progression, earning power and ultimate job satisfaction.

**Recommendation:** Attractive and comprehensive literature explaining the operation of the Agency, employment policies and practices, and basic employment benefits. An orientation program for new hires should be developed and implemented. Policies concerning entry, salary negotiations and other important negotiable matters should be standardized for the various entry-level programs. A "mentor" should be assigned to work with minority and women candidates from the time of initial application until entry on board.

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### The Personnel Assignment Process

Few ethnic minority Foreign Service officers are assigned to serve in positions above their personal ranks. In fact, many are assigned responsibilities not commensurate with their personal rank or job title and function. Majority women are more likely than minorities to be assigned to "stretch" positions which may be one, two or even three grades above their personal rank. This personnel practice is interpreted by employees as the Agency's display of greater confidence in the ability of white women to perform at higher levels of responsibility than ethnic minorities. Promotion Boards perceive "stretch" assignments to be a sign of competence and high achievement and subsequently accord greater weight to the promotability of persons serving in such positions. Few minorities and women are assigned to details and other temporary assignments that afford them an opportunity to display their skills while simultaneously enhancing their opportunities for promotion and career advancement.

**Recommendation:** Equal employment efforts and affirmative action requirements and results should be incorporated into every manager's performance evaluation. Managers should be rewarded through the provision of cash bonuses and other appropriate recognition for their efforts to enhance the career advancement of minorities and women, and to provide opportunities for them to serve in positions above their personal rank. The ability to perform this task should be a critical element in the evaluation process for managers.

### The Informal Organization

A.I.D. is dominated by white males. Minorities and women have not been permitted entry into the informal systems or the "old boys' network" of the organization, although majority women may be more acceptable than minority males and females. Entry means acceptance and brings about perpetuation. The omission of these groups from an unauthorized, but albeit important element of the Agency, may be viewed as an artificial barrier seriously disadvantaging minorities and women and impeding their ability to advance their careers .

In the "informal organization", too much credence is placed upon "corridor reputations", rather than factual information. These activities, combined with the "old boys'

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network" may be hampering the Agency's ability to accomplish its equal employment/affirmative action goals.

**Recommendation:** Inasmuch as possible, efforts should be made to minimize the influence of the "informal organization" to insure that its operation does not impede the Agency's ability to carry out its legally-mandated affirmative action/equal employment responsibilities.

### **Separations**

Although no reliable data is available, there is a strong perception that separation rates for minorities and women are higher. If this perception is correct, voluntary departures may be attributable to a lack of career progression, discrimination and upward mobility opportunities.

Involuntary separations among CS clerical employees is high. This may possibly reflect treatment of secretarial personnel; disappointment with career development expectations; poor pay scales; and the absence of appropriate skills required to perform their jobs. All of this points to the need for improved training and career counseling and development for this segment of the A.I.D. work force. Additionally, there needs to be greater training and sensitization of supervisors and FS personnel to the EEO issues, especially in the AID/W office.

**Recommendation:** A.I.D. must develop a better understanding of the reasons minorities and women are separating from the Agency. A data base should be developed to assist in understanding the reasons surrounding attrition. A formalized exit interview procedure should be instituted and baseline data developed for a data base.

### **Preparation and Training of EEO Counselors**

In overseas posts persons frequently serving as EEO Counselors are performing this responsibility with little or no knowledge of the EEO process and requirements. Oftentimes when minorities and women seek information, their advice and guidance may be misleading, thus not providing the affected employee with appropriate avenues for addressing their particular problem.

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**Recommendation:** Overseas Counselors should be provided training in conjunction with home leave or other TDY while in the Washington area. A public relations campaign should be conducted at overseas posts to familiarize employees with the complaint process and to insure freedom from reprisal when the system is utilized. EEO Counselors should be rewarded and recognized for their contributions in this arena. Managers should be compelled to value this service and to accord the EEO Counselor recognition of this contribution in his/her EER.

### **Impact of Technology**

Most of the secretarial/clerical workers of A.I.D. are minority women. The introduction of office technology and word processing is drastically changing their work requirements. To improve the retention of this segment of the work force, A.I.D. needs to gain a better hold on the way secretarial/clerical personnel and how their jobs are evolving.

**Recommendation:** The Agency must assess the impact of office technology on its clerical/support work force and find ways to retrain these workers or provide upward mobility opportunities to help them become qualified for other career enhancing positions.

### **Effect of Inequality in the Awards System**

Minorities and women are often overlooked in the employee incentive awards process. White males appear to be the benefactors of the most coveted awards of the agency and cash bonuses authorized by Congress. Majority females are more likely to be recipients of awards than are minority males and women. This includes recommendations for M.S.I.'s; Cash Awards for Performance; and other financial remunerations distributed for rendering outstanding job performance. Promotion Boards tend to view the receipt of such awards as an extra indicator reflecting outstanding performance and eligibility for promotion.

**Recommendation:** Mechanisms must be developed for recognizing the value of culture diversity and valuing individual differences in the awards system. Sensitivity must be given to the contributions made by minorities and women to assist the Agency in achieving its goals. The EEO

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Office should be involved in the granting of all awards to insure full participation and recognition of the accomplishments of minorities and women.

### **Absence of Upward Mobility Programs and Opportunities**

Declining budgets and employment freezes have seriously hampered the Agency's ability to structure formal upward mobility programs and opportunities for minorities and women. This inaction has adversely impacted the career progression of lower-ranked FS and CS minority and female employees whose present assignments offer little no further career advancement. Additionally, continued preference on the part of Agency managers to staff vacancies at the full performance level further impedes the organization's ability to offer any type of incentive. These factors may be causing work force attrition among minority and women employees.

A number of programs offered in former years assisted in the identification and development of several minority and female managers holding Agency leadership positions today. If the agency is to become more culturally diverse, while simultaneously recognizing its reduced personnel ceilings, it must continuously search for approaches to fully utilize and provide growth and development opportunities for all of its human resources.

**Recommendation:** The posture on the sponsorship of Upward Mobility Programs requires reassessment. Former successful programs should be reinstated or replaced with newly-developed initiatives designed to meet the changing needs of the A.I.D. and the work force, and to broaden the experiential base of lower-ranked employees. The use of temporary assignments (I.P.A.'s) to other organizations associated with A.I.D., and overseas opportunities may be one approach to assist in strengthening these employees.

### **Effects of the "Up and Out" Process**

Women and minorities have been reluctant to apply for promotion into the Senior Foreign Service probably because they fear that if they are not promoted through the "up and out" process, they will be forced to retire. The fear of a forced retirement may be preventing minorities and women

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from "opening their windows" for consideration for entry into the SFS.

Limited Career Extensions (L.C.E.) are not always granted to minority and women officers with outstanding records of achievement and service. Managers should develop a sensitivity to the fact that the "up and out" process frequently results in the loss of the most senior and expert talent, especially among minorities and women. A.I.D. has a heavy financial and human resource investment in the development and training of these officers who are forced to terminate their tenure generally because of the unavailability of promotional opportunities. L.C.E.'s can be used as a means of augmenting the representation of minorities and women in the A.I.D. work force.

Recommendation: The Agency should exercise more careful utilization of the authority granted to it under the Foreign Service Act of 1980 governing the authorization of L.C.E.'s, especially in cases involving minorities and women. Approaches should be found to facilitate the retention of a cadre of well-trained and developed role models capable of continuing to render quality service after many years of experience and training. This approach may help to improve the representation of minorities and women currently in the SFS.

*Sensitivity  
&  
equity*

### CAREER ADVANCEMENT BARRIERS

#### The Performance Evaluation Process

The promotion rates of FS minority personnel, both men and women, represents a dismal picture. During the past several years white women have fared much better than ethnic minorities in the promotion process. Although the movement of each group to SFS status has been slow, white women are advancing at a much faster pace than minority males and females.

Foreign Service performance evaluation is a highly subjective process, with no clearly defined precepts for promotion, or performance requirements for a specified rank, and is fully dependent upon written information provided by

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raters in the Employee Evaluation Report (EER). It is perceived that minorities, in particular, and women have not learned to "work the system". The Women's Action Organization (WAO) has aggressively prepared information to assist women in negotiating strong EERs with their rating and review officers. No organization has provided this type of guidance to minority officers.

The subjectivity of the performance evaluation process places minority and female officers at a serious disadvantage. EER statements for these groups, particularly minorities, tend to be lackluster and without strong statements concerning work requirements, specific responsibilities and tasks, the importance of the work they are performing, and the ability of the rated officer to perform assigned duties. In other words, EER's for the overwhelming number of minority officers are not prepared in a manner that demonstrates they are capable of "walking on water". The "potential" section of the EER is fully subjective, and is not tied to any objective criteria. This factor may adversely impact minorities and women, especially since this part of the evaluation may unduly influence Performance Board members.

A poorly prepared EER unfairly affects the career progression of the rated employee. While the negotiation of a strong EER is the ultimate responsibility of a rated officer, Reviewing Officers and United Review Panels must be particularly sensitive to the issues confronting minorities and women.

Minority officers are gravely affected by the EER process because their identity is generally unknown to Promotion Board members, especially the Public member. Women, because their names are more recognizable have a clear advantage in the promotion process as Board Members exercise equal opportunity responsibilities. This factor may be an influencing element resulting in the more rapid career acceleration of women than minority men.

The shrinking A.I.D. work force and elimination of most of the Upward Mobility Programs for Civil Service employees, which helped the Agency to develop its in-house talent, may be reflected in the inability of minorities and women to advance into more responsible positions.

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**Recommendation:** A.I.D. management must hold managers accountable for the preparation and content of the EERs and for their attention to EEO requirements. A strong and clearly articulated policy directive concerning the Agency's expectation of managers in this area should be issued, and managers should be placed on notice that their performance in this area will be judged accordingly.

Steps must be taken to develop and negotiate more explicit and explicitly defined precepts, especially in the area of work requirements and potential. It is imperative that Reviewing Officers and Unit Review Panels be directed to make every effort to insure that before an EER is submitted to Washington, the document presents a fully descriptive, objective and comprehensive assessment of the rated officer's performance and that all discriminatory and disempowering language has been eliminated.

### **Backstops and Grades**

Minorities, particularly minority males are critically disadvantaged and under-represented in both the Foreign Service and the Civil Service. There is a conspicuous absence of minorities and women in some of the major occupational specialties in the Foreign Service and occupations in the Civil Service.

The presence of Foreign Service minority and women employees in backstops reflecting the new program and initiatives or work demands of the Agency is extremely limited. Women are concentrated in traditional areas of women's employment, while most minorities are clustered in administrative support areas. Unfortunately, both women and minorities are confined to less prestigious backstop areas not perceived to have great opportunity for promotion and advancement possibilities, and there appears to be no relationship between the education and experience required for certain backstops.

While the Civil Service is largely minority and female dominated, most are concentrated in the lower support grades, and few are assigned to the professional and executive levels of management. Few minorities have been promoted to senior levels or have achieved SES status. The situation is even more critical for minority males who are seriously under-represented in major leadership positions of the Agency.

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**Recommendation:** The educational backgrounds and skills of minority and women employees should be analyzed to determine if they could benefit from cross-fertilization training and reassigned to backstop areas where these groups are under-represented. More minorities and women should be directed toward occupational specialties deemed to be more attractive to promotions.

### Limited Opportunities for Training

More majority women than minorities are receiving training opportunities. Employee training appears to be employee driven, rather than based on the needs of the agency, and is provided on an ad-hoc basis, and is not tied to any particular career development needs. Minority employees experiencing performance difficulties and deemed less competitive are less likely to either request or receive training to improve with work, even though suitable training is available to them. Participation by minorities and women is deemed vitally important in the premiere Agency supervision and management courses required for each rank. Few minority officers enroll in these courses.

**Recommendation:** To assist both women and especially minorities in advancing their careers and building upon their strengths and overcoming their weaknesses, and to acquire the latest state-of-the-art skills to make them promotable, the Agency should make a concerted effort to insure that minorities and women participate appropriate long-and short-term training opportunities. Career counselors can be very helpful in this initiative.

### Need for Career Counseling

While management has established initiatives to improve career counseling programs for women, it has failed to recognize the particular needs of minorities.

**Recommendation:** Greater emphasis and outreach needs to be placed on the importance of the role of career planning, an important ingredient to aid FS and CS minorities and women identify strategies to facilitate their career advancement and job satisfaction. The Career Development Office and the Training Office should be working together to develop initiatives to identify and seek out individuals capable of benefiting from developmental training and cross-

fertilization training, especially as A.I.D. refocuses its program direction. Period reassessments of the skills of minority and women employees should be undertaken to insure that their skills are kept up to date, and that any deficiencies are corrected early in their careers.

The agency should develop and implement a strong volunteer mentor program in which more senior officers will adopt minority or female new hires and provide advice to them throughout their careers. An appropriate awards system (i.e., cash bonus) should be offered for participation in such a program.

### Lack of Executive-Level Assignments

Extremely few minorities, but more majority women are found in the executive ranks of the Agency. This may be attributable to the fact that their SFS numbers are so limited. Nevertheless, the absence of their presence in major policy and decision-making roles gives further credence to the fact that A.I.D. is a white-male dominated organization. Presently there are no career development and executive development programs to assist minorities and women at the threshold move into executive assignments.

Recommendation: The program designed to identify minority and female candidates with demonstrated executive potential and to provide executive-level assignments suitable for career developmental assignments should be reinstated and strengthened.

### Management Accountability

Managers have no accountability for cultural diversity, racial equality or sexual bias. In fact, many view the implementation of affirmative action/equal opportunity requirements as a "free ride" for minorities and women.

There appears to be a lack of full commitment or knowledge on the part of managers and supervisors on how to enhance and advance the careers of minorities and women, especially those in the lower level Civil Service ranks.

A.I.D. has not established a system of awards for managers displaying an outstanding record of equal opportunity/affirmative action. Similarly, nor has a disincentives program been developed for managers not

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demonstrating a sensitivity in this area. The EEO office has not been given the appropriate authority or recognition in the organization to insure compliance with Agency rules and regulations and other legal mandates relating to affirmative action/equal employment opportunity. Equal employment efforts and affirmative action results have not been incorporated into the daily agenda of managers, and affirmative action results are not a critical element of their annual performance assessment. Therefore, as presently constituted, the Agency affords no incentives or either disincentives to change from the "business as usual" approach.

Recommendation: The A.I.D. Administrator mandate a forceful and effective accountability system for managers and their establish their responsibilities in this area. Managers must be placed on notice that "business as usual" will no longer be tolerated by A.I.D. An appropriate awards system and ceremony should be developed to demonstrate the Agency's position on valuing diversity.

### Promotion Board Membership

Foreign Service officers appointed to serve on Promotion Boards are not always sensitive to the value of diversity within all ranks of the Foreign Service, although the orientation session provides a briefing on the Agency's affirmative action/equal opportunity goals. Service on a Promotion Board is an arduous, intensive, time-consuming and difficult, but an extremely important task that influences the career advancement of members of A.I.D. Panel members are the final determinants in the promotion process, and special care must be taken to insure that it is comprised of members who bring a sensitivity to the attendant problems of women and minorities and the special biases that may impact their performance or the information contained in their EERs.

Recommendation: Prior to appointment to serve on a Promotion Board, the backgrounds of potential members should be reviewed to insure their sensitivity to minorities and women and evidence of their demonstrated efforts to fulfill affirmative action/equal employment opportunity requirements. This can be accomplished through a review of EEO's prepared by the officers selected to serve on the Boards. The orientation session for board members should also include a briefing on the program direction and goals

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of the agency. Most importantly, particular care must be taken to insure that the perpetuation or influence of the "old-boy network" does not enter into the evaluation process.

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**ANNEX**

The following tables provide a profile of the A.I.D. Foreign Service and Civil Service work force. For each of the Services, the data has been disaggregated by ethnicity, gender and rank.

UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

TOTAL WORK FORCE BY ETHNICITY AND GENDER

Ethnic Group	TOTAL	Per Cent	Male	Per Cent	Female	Per Cent
Non-Minority	2165	67.5%	1486	46.3%	679	21.2%
Black	856	26.7%	193	6.0%	663	20.7%
Hispanic	89	2.8%	63	2.0%	26	0.8%
Asian-American	90	2.8%	48	1.5%	42	1.3%
Native American	9	0.3%	6	0.2%	3	0.1%
<b>TOTAL</b>	<b>3209</b>	<b>100.0%</b>	<b>1796</b>	<b>56.0%</b>	<b>1413</b>	<b>44.0%</b>

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Source: Agency for International Development, Office of Equal Opportunity Programs.  
EEO WORKFORCE PROFILE September 30, 1991

PREPARED BY: LCA & Associates, Inc.

UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

MALE FOREIGN SERVICE STAFF BY ETHNICITY AND RANK

Rank	Total Number	White		Black		Hispanic		Asian- American		Native- American	
		Males	Per No. Cent	Males	Per No. Cent	Males	Per No. Cent	Males	Per No. Cent	Males	Per No. Cent
Career Minister	15	10	66.7%	3	20.0%	0	0.0%	0	0.0%	0	0.0%
Minister Counselor	59	50	84.7%	1	1.7%	1	1.7%	0	0.0%	1	1.7%
Officer Counselor	202	167	82.7%	13	6.4%	4	2.0%	1	0.5%	0	0.0%
FS-01	427	328	76.8%	17	4.0%	15	3.5%	9	2.1%	2	0.5%
FS-02	520	353	67.9%	32	6.2%	15	2.9%	15	2.9%	1	0.2%
FS-03	297	178	59.9%	13	4.4%	14	4.7%	9	3.0%	1	0.3%
FS-04	125	48	38.4%	7	5.6%	4	3.2%	5	4.0%	0	0.0%
FS-05	33	6	18.2%	2	6.1%	1	3.0%	0	0.0%	0	0.0%
FS-06	28	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
FS-07	9	1	11.1%	2	22.2%	0	0.0%	0	0.0%	0	0.0%
FS-08	4	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
FS-09	3	1	33.3%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
<b>Total</b>	<b>1722</b>	<b>1142</b>	<b>66.3%</b>	<b>90</b>	<b>5.2%</b>	<b>54</b>	<b>3.1%</b>	<b>39</b>	<b>2.3%</b>	<b>5</b>	<b>0.3%</b>

Source: U.S. Agency for International Development, Office of Equal Opportunity Programs  
EEO WORKFORCE PROFILE September 30, 1991

Prepared by: LCA & Associates, Inc.

UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

FEMALE FOREIGN SERVICE STAFF BY ETHNICITY AND RANK

RANK	Total No. of Officers	White Females		Black Females		Hispanic Females		Asian- American Females		Native- American Females	
		No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent
Career Minister	15	2	13.3%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Minister Counselor	59	4	6.8%	1	1.7%	1	1.7%	0	0.0%	0	0.0%
Officer Counselor	202	14	6.9%	1	0.5%	2	1.0%	0	0.0%	0	0.0%
FS-01	427	48	11.2%	6	1.4%	1	0.2%	1	0.2%	0	0.0%
FS-02	520	85	16.3%	10	1.9%	3	0.6%	5	1.0%	1	0.2%
FS-03	297	67	22.6%	13	4.4%	1	0.3%	1	0.3%	0	0.0%
FS-04	125	51	40.8%	7	5.6%	1	0.8%	2	1.6%	0	0.0%
FS-05	33	14	42.4%	8	24.2%	0	0.0%	2	6.1%	0	0.0%
FS-06	28	17	60.7%	9	32.1%	1	3.6%	1	3.6%	0	0.0%
FS-07	9	5	55.6%	1	11.1%	0	0.0%	0	0.0%	0	0.0%
FS-08	4	2	50.0%	1	25.0%	0	0.0%	1	25.0%	0	0.0%
FS-09	3	1	33.3%	1	33.3%	0	0.0%	0	0.0%	0	0.0%
<b>Total</b>	<b>1722</b>	<b>310</b>	<b>18.0%</b>	<b>58</b>	<b>3.4%</b>	<b>10</b>	<b>0.6%</b>	<b>13</b>	<b>0.8%</b>	<b>1</b>	<b>0.1%</b>

Source: Agency for International Development, Office of Equal Opportunity Programs  
EEO WORKFORCE PROFILE, September 30, 1991

Prepared by: LCA & Associates, Inc.

UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

CIVIL SERVICE STAFF BY ETHNICITY AND GENDER

Ethnic Group	TOTAL	Per Cent	Male	Per Cent	Female	Per Cent
Non-Minority	713	47.9%	344	23.1%	369	24.8%
Black	708	47.6%	103	6.9%	605	40.7%
Hispanic	25	1.7%	9	0.6%	16	1.1%
Asian-American	38	2.6%	9	0.6%	29	2.0%
Native American	3	0.2%	1	0.1%	2	0.1%
<b>TOTAL</b>	<b>1487</b>	<b>100.0%</b>	<b>466</b>	<b>31.3%</b>	<b>1021</b>	<b>68.7%</b>

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Source: Agency for International Development, Office of Equal Opportunity Programs.  
EEO WORKFORCE PROFILE, September 30, 1991

PREPARED BY: LCA & Associates, Inc.

UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

CIVIL SERVICE WORK FORCE BY MALE GENDER AND ETHNICITY

RANK	Total Number	White		Black		Hispanic		Asian- American		Native- American	
		Males	Per No. Cent	Males	Per No. Cent	Males	Per No. Cent	Males	Per No. Cent	Males	Per No. Cent
SES	40	29	72.5%	1	2.5%	1	2.5%	0	0.0%	0	0.0%
GS-15	110	76	69.1%	3	2.7%	2	1.8%	1	0.9%	0	0.0%
GS-14	211	113	53.6%	9	4.3%	4	1.9%	2	0.9%	0	0.0%
GS-13	178	60	33.7%	15	8.4%	0	0.0%	4	2.2%	0	0.0%
GS-12	132	22	16.7%	10	7.6%	2	1.5%	0	0.0%	0	0.0%
GS-11	103	14	13.6%	11	10.7%	0	0.0%	0	0.0%	0	0.0%
GS-10	20	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
GS-09	120	12	10.0%	12	10.0%	0	0.0%	0	0.0%	0	0.0%
GS-08	82	1	1.2%	3	3.7%	0	0.0%	0	0.0%	0	0.0%
GS-07	147	6	4.1%	13	8.8%	0	0.0%	2	1.4%	0	0.0%
GS-06	163	4	2.5%	5	3.1%	0	0.0%	0	0.0%	0	0.0%
GS-05	106	5	4.7%	12	11.3%	0	0.0%	0	0.0%	1	0.9%
GS-04	56	2	3.6%	9	16.1%	0	0.0%	0	0.0%	0	0.0%
GS-03	13	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
GS-02	6	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
<b>Total</b>	<b>1487</b>	<b>344</b>	<b>23.1%</b>	<b>103</b>	<b>6.9%</b>	<b>9</b>	<b>0.6%</b>	<b>9</b>	<b>0.6%</b>	<b>1</b>	<b>0.1%</b>

Source: Agency for International Development, Office of Equal Opportunity Programs.  
EEO WORKFORCE PROFILE September 30, 1991

PREPARED BY: LCA & Associates, Inc.

UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

FEMALE CIVIL SERVICE STAFF BY GRADE AND RACE

Rank	Total Number	White Females		Black Females		Hispanic Females		Asian- American Females		Native- American Females	
		No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent
SES	40	8	20.0%	1	2.5%	0	0.0%	0	0.0%	0	0.0%
GS-15	110	22	20.0%	6	5.5%	0	0.0%	0	0.0%	0	0.0%
GS-14	211	63	29.9%	13	6.2%	1	0.5%	6	2.8%	0	0.0%
GS-13	178	69	38.8%	27	15.2%	1	0.6%	2	1.1%	0	0.0%
GS-12	132	39	29.5%	52	39.4%	1	0.8%	6	4.5%	0	0.0%
GS-11	103	30	29.1%	40	38.8%	3	2.9%	5	4.9%	0	0.0%
GS-10	20	7	35.0%	10	50.0%	1	5.0%	0	0.0%	2	10.0%
GS-09	120	37	30.8%	58	48.3%	1	0.8%	0	0.0%	0	0.0%
GS-08	82	25	30.5%	52	63.4%	0	0.0%	1	1.2%	0	0.0%
GS-07	147	27	18.4%	92	62.6%	3	2.0%	4	2.7%	0	0.0%
GS-06	163	27	16.6%	119	73.0%	5	3.1%	3	1.8%	0	0.0%
GS-05	106	11	10.4%	75	70.8%	0	0.0%	2	1.9%	0	0.0%
GS-04	56	2	3.6%	43	76.8%	0	0.0%	0	0.0%	0	0.0%
GS-03	13	1	7.7%	12	92.3%	0	0.0%	0	0.0%	0	0.0%
GS-02	6	1	16.7%	5	83.3%	0	0.0%	0	0.0%	0	0.0%
<b>Total</b>	<b>1487</b>	<b>369</b>	<b>24.8%</b>	<b>605</b>	<b>40.7%</b>	<b>16</b>	<b>1.1%</b>	<b>29</b>	<b>2.0%</b>	<b>2</b>	<b>0.1%</b>

Source: Agency for International Development, Office of Equal Opportunity Programs  
EEO WORKFORCE PROFILE, September 30, 1991

Prepared by: LCA & Associates, Inc.

UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

FOREIGN SERVICE STAFF BY ETHNICITY AND GENDER

Ethnic Group	TOTAL	Per Cent	Male	Per Cent	Female	Per Cent
Non-Minority	1452	84.3%	1142	66.3%	310	18.0%
Black	148	8.6%	90	5.2%	58	3.4%
Hispanic	64	3.7%	54	3.1%	10	0.6%
Asian-American	52	3.0%	39	2.3%	13	0.8%
Native American	6	0.3%	5	0.3%	1	0.1%
<b>TOTAL</b>	<b>1722</b>	<b>100.0%</b>	<b>1330</b>	<b>77.2%</b>	<b>392</b>	<b>22.8%</b>

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Source: Agency for International Development, Office of Equal Opportunity Programs  
EEO WORKFORCE PROFILE September 30, 1991

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