

REPORT ON THE INTERNAL REVIEW
OF THE
OFFICE OF HUMAN RESOURCES DEVELOPMENT AND MANAGEMENT
AGENCY FOR INTERNATIONAL DEVELOPMENT

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I. EXECUTIVE SUMMARY

Among all the resources required to administer A.I.D.'s piece of the U. S. Government's foreign policy agenda, its human resources are the most important. This belief has been reiterated and reconfirmed many times in many studies and is as true today as ever. The Office of Human Resources Development and Management (HRDM) is at the core of A.I.D., its charge, to manage the human resources element necessary to the Agency's effective and efficient operation.

A team of eight A.I.D. employees, four from HRDM, was assembled at the direction of the Assistant Administrator-Designate for Management to conduct a review of HRDM and evaluate its current structure for the purpose of determining if it is most effectively organized to provide the human resources support needed by the Agency. Principal findings and conclusions of the review team are summarized below and reflect recommendations designed to (1) meet shortcomings identified by the team; (2) eliminate redundancies and overlaps in functions; (3) flatten and streamline the organization structure; (4) increase the span of control; and (5) structure HRDM logically to carry out its mandate.

Organization Structure: The biggest change to take place in the management of A.I.D.'s human resources occurred during the spring, 1991 HRDM reorganization when Foreign Service and Civil Service staffing were combined. Though much sentiment exists to return to bygone days and separate the two, the team determined that it would be counter-productive to do so and recommends the two systems remain co-located. The team's proposal for restructuring takes HRDM from seven divisions with 14 branches to one staff and four divisions with six branches, the staff and four divisions reporting to the Office Director. Though we have made recommendations regarding all of HRDM's functions, the team did not reach complete consensus in two areas which are addressed later in this report.

Staffing: There are currently 138 approved FTEs for HRDM and 153 direct-hire positions on the staffing pattern. As a result of the internal review, 21 encumbered positions come off the pattern bringing the total positions to 132 which is also six below the current approved FTE level. In addition to these changes, the restructuring leaves only one deputy position which is in the Office of the Director. The team recommended the addition of several positions to the pattern to meet specific needs, e.g., a design capability in the automated personnel systems and a small unit to focus on Foreign Service National administration.

Leadership: The need for strong leadership, as well as increased levels of top management support, is crucial if A.I.D. is to counteract the decline in HRDM's integrity as a functioning, full partner in the Agency planning process. This decline has resulted in an Office which runs by exception rather than by rule. It is vital that HRDM be lead by someone with strong management skills, knowledge of the Foreign Service and the ability to go to bat for the Office, and its role in A.I.D., to reestablish it as more than a paper-pushing organization.

Span of Control: The overall span of control in HRDM has been improved as reflected in the supervisor to employee ratio increase from an average of 1:4.7 currently to 1:8 in the proposal. The largest span is reflected in the proposed Personnel Operations Division Staffing Branch and reflects the addition of employee services, and staffing activities for executive personnel to that Branch.

Redundancies and Overlaps: The team identified a number of redundant or overlapping functions and configured the restructured proposal to eliminate as many as were feasible. One function not eliminated, but greatly reduced, is executive placement. Recognizing the importance of being able to facilitate and concentrate communication with the senior managers, the team recommends establishing a small personnel servicing function for executive level-personnel in the Office of the Director. In addition, forming an FSN administration staff, where pieces of FSN support can be drawn together from around the Agency, will serve as a central point of contact in support of the Agency's FSN employees.

Staff Skills: It is clear that staff skills are a problem: the level of skills, the total lack of skills in certain areas of new focus within A.I.D., and the narrow scope of many of the jobs which limits employee growth. These problems stem primarily from insufficient training, filling vacancies from within A.I.D. which has become a stagnant candidate pool, not hiring from outside the organization to bring in fresh ideas, reinvigorate the existing staff and provide skills missing entirely from A.I.D.'s workforce, and the fragmented organization structure. The team has made several recommendation in this area; resources and management support, however, are critical factors to success.

Automation: HRDM is in urgent need of design and development of automated systems--another heavy drain on resources but it is a significantly more costly proposition to leave the Office buried in paper. It is a paper and time intensive operation. All of the Agency's Official Personnel Files are paper and none can be removed from the file room for fear of loss. The Agency's existing automated personnel system, RAMPS, is a patched system that meets some needs well, others not at all, is not user friendly, and will

have to undergo a major update in the very near future. There are applications which can and should be established the LAN now that it has been installed in HRDM.

II. INTRODUCTION AND METHODOLOGY

A. Introduction

As part of the current reorganization of the Agency, the Assistant Administrator-Designate for Management requested that a review of the Office of Human Resources Development and Management (HRDM) be performed. This review focuses on the most logical, sensible organizational structure for HRDM, as well as the right skills and mix of personnel to most effectively and efficiently carry out the responsibilities and objectives of that Office. This initiative also addresses the appropriate span of control over office functions, the problems of linkages within the Office, and functional redundancies or overlaps. With top management support, appropriate resources and time, the team believes the proposed restructuring of HRDM will alleviate problems identified in the course of the review and result in (1) a flatter organization by reducing layers and (2) an organization sized correctly to carry out the Office's mandate with maximum efficiency.

B. Methodology

Because of their unique knowledge of the personnel function of the Agency, employees within HRDM were tasked with conducting an internal review of their office. Four HRDM staff were joined by two Management Analysts and three consulting members from elsewhere in the Agency. In this review, one of the consulting members did double duty as the second Management Analyst.

In conducting this review, information was gathered through interviews, questionnaires, and relevant Agency documents. Prior reports produced on HRDM or segments of A.I.D.'s personnel function, were also reviewed as background information. Interviews were conducted with 38 individuals throughout the Agency, both within and outside HRDM, ranging from the Assistant Administrator level to Branch Chiefs. Comments were solicited and received from several overseas posts and a "Customer Focus Group" interview of technical representatives was convened. Complete lists of those interviewed and the background documents reviewed are provided as Appendices C and D, respectively.

III. CURRENT ORGANIZATION

In the spring of 1991, HRDM reorganized into its current structure. The reorganization was based largely on recommendations contained in the June, 1989 *Report of the Task Force on Personnel* commonly known as the "Kimball" report. It recommended, for instance, consolidating the Foreign Service (FS) and Civil Service (CS) activities and combining career development and counseling in one unit. The "Kimball" report identified issues in need of attention and resolution that still plague HRDM today: the need for training and automation, assignments and opportunities for training and promotion that connect with A.I.D. programmatic goals, and developing tracking systems to locate paperwork are examples. It is worth noting that reports dating prior to the "Kimball" report also identify problems that have not yet been resolved, e.g., under-representation of FS in central offices.

Currently, HRDM is located within the Directorate for Finance and Administration. The Director, HRDM, reports to the Associate Director for Finance and Administration. The Office has central Agency responsibility for personnel resources management. HRDM consists of an Office of the Director and seven divisions with a total of 14 branches under their direction. The organizational units and their functions are summarized below.

- **The Office the Director (HRDM/OD)** serves as the principal advisor on human resources management and development, as well as advising on workforce analysis and planning for A.I.D. The Office of the Director plans, develops, and manages the administration of worldwide personnel resources for A.I.D. U.S. and Foreign Service National Employees.

Current FTE: 6

- **The Executive Management Division (HRDM/EM)** coordinates the development and management of the Agency executive personnel. This program provides for the assignment of employees to positions which are Presidential, Schedule C, Administratively Determined (AD), Career and Noncareer Senior Executive Service (SES), and Foreign Service (FS) assigned to Senior Management Group (SMG) positions. This Division serves as the primary liaison with the Office of the Administrator and the A.I.D./White House Liaison Office.

Current FTE: 7

- **The Workforce Planning, Recruitment and Personnel Systems Division (HRDM/WPRS)** consists of two branches: Recruitment and Personnel Systems and is responsible for managing the A.I.D. workforce planning process leading to a rational long range workforce plan. The Division also manages and administers the recruitment and automated personnel systems functions of the Agency.

Current FTE: 16

- **The Labor and Employee Relations Division (HRDM/LER)** administers the provisions of Title VII of the Civil Service Reform Act of 1978, and Chapters 10 and 11 of the Foreign Service Act of 1980. HRDM/LER has responsibility for collective bargaining with the labor organizations representing A.I.D. employees, the maintenance and administration of the labor relations process, implementation of agreements, and the administration of the negotiated grievance procedures. HRDM/LER provides leadership for and administration of the A.I.D. employee relations program.

Current FTE: 7

- **The Performance Management and Employee Services Division (HRDM/PMES)** consists of two Branches, the Performance Management and Awards Branch (HRDM/PMES/PMA) and the Employee Services and Benefits Branch (HRDM/PMES/ESB). The Division manages all performance evaluation programs for U.S. direct-hire employees, as well as managing and administering all A.I.D. retirement, employee assistance, medical and benefits programs.

Current FTE: 17

- **The Personnel Policy and Position Management Division (HRDM/PPM)** consists of two branches, Personnel Policy (HRDM/PPM/PP) and Position Management and Classification (HRDM/PPM/PMC). The Division is responsible for the areas of personnel management policy, position management and classification, and Foreign Service National personnel matters.

Current FTE: 13

- **The Staffing and Career Development Division (HRDM/SCD)** consists of five Branches: Staffing Branches A, B, and C; a Special Programs Branch (HRDM/SCD/SP); and a Career Development Branch (HRDM/SCD/CD). The Division has responsibility for the utilization of Foreign Service and Civil Service

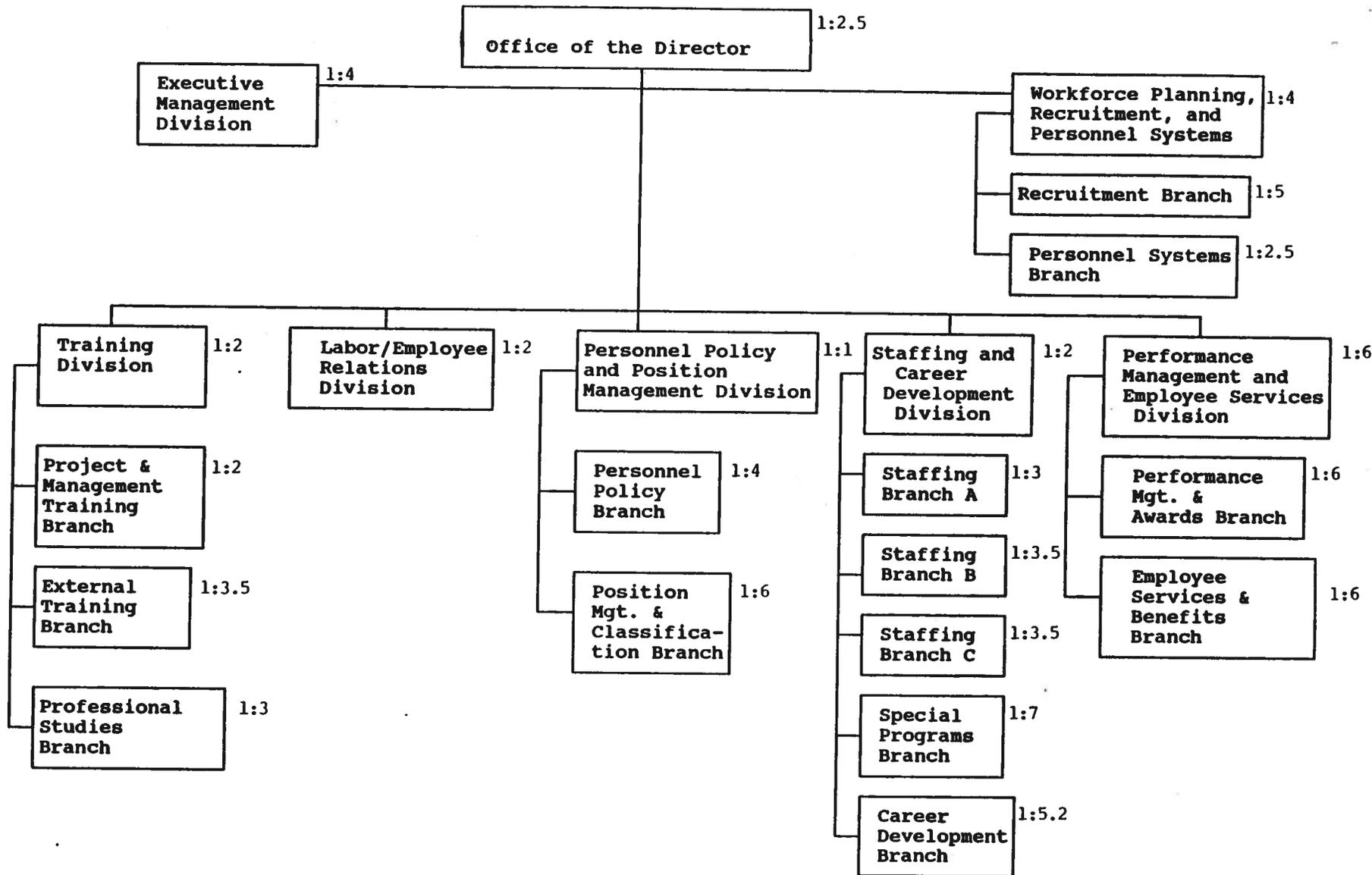
Personnel, with an emphasis on worldwide personnel requirements and on the training and career development of employees consistent with the long range staffing and workforce requirements of the Agency.

Current FTE: 48

● **The Training and Staff Development Division (HRDM/TSD)** consists of three Branches, the Project and General Management Training Branch (HRDM/TSD/PMT); the External Training Branch (HRDM/TSD/XT); and the Professional Studies Training Branch (HRDM/TSD/PST). The Division provides direction for A.I.D. employees training programs and directs a systematic review of requirements, benefits, and effectiveness of employee training programs.

Current FTE: 24

CURRENT HRDM ORGANIZATION CHART



SOURCE: Organizational Unit Survey Questionnaire

IV. FINDINGS AND CONCLUSIONS

A. Constraints

HRDM's job is a difficult one. The Agency is not static; there is constant movement overseas as well as in Washington in a wide range of technical disciplines. A variety of organizational and procedural constraints which permeate HRDM were identified through the interviews and survey instrument used in this review. Generally, the constraints fit into four broad categories: leadership and direction, resources, systems and processes, and communication.

1. Leadership and Direction

HRDM has suffered the negative effects of lack of leadership and direction. HRDM's role as a full participant and integral part in A.I.D.'s strategic planning processes has all but disappeared as a result. The Agency generally thinks of HRDM as a paper processing function. Over time, lack of strong leadership at the Director level and above has aided in undermining HRDM's integrity by allowing the Office to operate, not by its regulations, but by exception and by managing crises.

The current leadership of A.I.D. has determined direction for the Agency. This internal office review is an essential part of deciding how that direction will be implemented. HRDM can be most productive as an advisor to management on human resources planning, including recruitment, skills mix and employee diversity while providing A.I.D.'s workforce with career counseling, training, assignment and staffing support wedded to the Agency's stated course. The staffing structure recommended in this report allows the individual staffers to perform these functions. But in order to be successful in its role and to enable the Office to meet the needs of the Agency and the employees, HRDM will need not only strong and visible support from the Administrator level down, but also a strong leader who will be an energetic participant in the strategic planning processes of the Agency and a proactive voice for HRDM in those processes.

2. Resources

Many of the resource constraints identified are, in part, symptomatic of the Operating Expense (OE) budget constraints the Agency has faced for some time and faces for the next several years at minimum. Segments of HRDM feel constrained by the inability to (1) manage their own budgets within approved budget plans and (2) be flexible enough to respond quickly to changing priorities.

Competition in A.I.D. for scarce travel money is fierce yet HRDM staff have the need to travel. To be most effective, staffers must experience first-hand missions' operations in order to understand and best support FS personnel and mission needs. Technical officers who should be representing the Agency to prospective employees on recruiting trips or to interact with employees on career guidance, assignment and training also must be able to work in the field.

Another resource constraint is lack of skilled staff--not lack of staff. Inadequate training in required skills and lack of training or hiring from outside to stay abreast of new trends in human resources management such as workforce planning and professional career counseling are a major part of the problem. A.I.D. staffs itself primarily from within. This is true of HRDM where positions have been fertile ground for establishing upward mobility opportunities for CS employees and also in select functions like the above mentioned career development and workforce planning which have been staffed by FS officers returning from overseas assignments who generally come from technical occupations. Consequently, A.I.D. has hired few people from outside the Agency to strengthen itself where skills are missing or to bring fresh perspectives and new ideas to integrate into a stale and inbred organization.

Also cited as a problem was the lack of available time in which to perform work. Shifting priorities, quick turn around assignments and volume of work all affect efficient performance. The feeling generally exists that HRDM cannot do its best work under such limitations and the employees want to produce quality work. By identifying later in this report, redundancies, overlaps, and systems and processes which might be eliminated or, in the case of systems and processes, refined or developed, this review process can be instrumental in streamlining the HRDM organization and the way business gets done making time a more manageable resource. Quick turn around assignments will always exist but, in a more efficient base operation, such assignments will be less traumatic and disruptive to deal with. Creating that efficient base operation will help alleviate the crises management mode HRDM frequently works in.

3. Systems and Processes

HRDM, which is an extremely paper and labor intensive operation, is in the dark ages where automated systems are concerned. While lack of automation certainly qualifies as a resource constraint, by using existing manual systems that waste time, and take employees away from their desks for long periods, HRDM is counteracting its emphasis on being customer service oriented. For example, the Agency Official Personnel Files are a manually maintained paper system. For fear of loss, files are not allowed to be removed from the room for day-to-day business. Every action a personnel staffer takes on an employee requires that staffer to physically go to the file room and do the work on site. This is incredibly archaic and short-sighted in an age when automated file systems are common in the workplace, and not unprecedented in A.I.D., e.g., the Office of the Inspector General. Any request for funds to install an automated files system will be fought by many Agency managers who have their own priorities. But that outlay will be less costly to A.I.D. than having employees spending inordinate amounts of time in the file room, away from their desks.

The Agency's automated personnel system, RAMPS, was begun in 1969 and, though still effective in many ways, is a patchwork quilt of a system, altered time and again to meet new requirements. In the near future, it will have to undergo another major update endeavor in order to change date codes from 6 to 8 characters. Now that HRDM is installing a LAN system, there are many options for designing smaller systems and improving processes which could be taken off the mainframe and run faster and more effectively in the LAN environment. Time, money and the right people to make these changes is the challenge. As a matter of fact, HRDM's Systems Support unit does not currently have design capability on staff. If they are to design and revise systems to keep pace with Agency requirements or to improve current operations, this design capability is critical.

By almost every account, the FS assignment system needs serious revision. It is not thought of as a viable HRDM system as the power base is seen to be mission and senior management who drive the process. As it is currently administered, the assignment process does not consider the needs of the Agency before the needs of individuals. The system needs to be more predictable, and equitable to give it credibility and HRDM should be the final authority on assignments.

The team located no formalized standard operating procedures during its review. HRDM is an office which could benefit from issuance of standard operating procedures in virtually all areas. A comment heard regularly was that, depending on who you call in HRDM, you will receive different guidance or get different

answers. Standard operating procedures alone will not resolve this problem, however, they can be very beneficial where processes are concerned. HRDM is extremely process oriented by the nature of its work.

The classification function received generally high marks during this review. However, there is concern that, through outside interference, the classification system is being misused. Rather than using incentive and performance awards systems to recognize achievement, employees are often rewarded with higher grades and promotions via the classification system. The abundance of small organizational units in A.I.D. testifies to truth in this perception.

The personnel regulations and handbooks are out of date and difficult to access in their paper form; internal clearance processes need to be reviewed and scaled back; and hiring processes, both inside and outside the Agency, are cumbersome and time-consuming.

Improvements need to be made in the correspondence assignment, tracking and processing systems from executive correspondence down. This problem was cited as the cause of frustration and embarrassment to the Office.

4. Communication

Disconnects in communications limits HRDM's ability to work as effectively as it might. Difficulties exist between HRDM and other A.I.D. offices that they are required to coordinate or exchange information with to complete an action, e.g., payroll. HRDM has begun holding linkage meetings within and outside the office in an effort to address some of the recurring communication problems. Restructuring HRDM along the lines recommended in this report will aid in resolving communication problems which exist within the Office in part, by eliminating fragmentation of certain functions or by clarifying the roles of other units.

HRDM has initiated steps to deal with some of the constraints facing them such as establishing linkage meetings and hiring a new systems automation person with excellent skills and Agency experience. As stated above, the recommended restructuring will further these efforts while streamlining the operation. With leadership, direction and top level support, HRDM can significantly improve its contributions to Agency planning processes.

☞ Recommendations

1. That strong and visible management support from the Administrator level down be expressed for the HRDM Office and that a strong FS Office Director be appointed who will be an energetic participant in the strategic planning processes of the Agency and a proactive voice for HRDM in those processes. A statement on the role of HRDM in the Agency should be issued from the Administrator.
2. That OE funds be identified to provide an imaging system and fully automate the Official Personnel Files system.
3. That specific skills needs be identified and training provided to affected on-board employees. Every effort should be made to hire from the outside to specifically fill gaps in skills required and now missing from HRDM and to bring in fresh perspectives.
4. Add a design specialist to the automated personnel systems function to design smaller systems and improve processes which could be taken off the mainframe and run faster and more effectively in the LAN environment.
5. Review and overhaul the FS assignment system to make it more equitable, more predictable and credible. HRDM should be the final authority on assignments.
6. Emphasize to managers the need to use the established award mechanisms to recognize employee achievement and keep that recognition separate from the classification system to maintain that system's integrity. A.I.D. notices may be used for this purpose.
7. Simplify, to the extent possible, the personnel regulations, delegations of authority and handbooks then reissue them. This is a huge, imperative task and may require contractor assistance.
8. Review the Executive Secretariat's correspondence control system and determine if it meets HRDM's needs. If it does not, or cannot be adapted, HRDM will require design assistance which is probably available within the Agency, e.g., the Office of Information Resources Management.

9. Continue reviews already begun on the Agency hiring processes to simplify and speed up the process.

10. Continue holding linkage meetings within and outside HRDM to address and resolve recurring communication problems.

11. Issue a series of standard operating procedures to guide performance of day-to-day tasks.

B. Functional Redundancies or Gaps

Duplicated or overlapping functions are not difficult to find, neither are functional disconnects. Several examples are listed below.

- Functions performed by Staffing and Career Development (HRDM/SCD) overlap and duplicate some being performed by Performance Management and Employee Services especially with regard to sensitive employee assistance issues and coordination with State's Employee Assistance Program;
- There is a good deal of overlap and replication of activities with advisory and counseling services provided by Executive Management Staffs (EMSs) regarding position recruitment and placement, merit promotion, career development and training, and the FS assignment process;
- The EMS offices and two units in HRDM/SCD work on the FS position validation; yet there are still errors and continual delays in meeting established targets;
- Three units of HRDM/SCD (Staffing Branches, Special Programs and Career Development) are active in staffing FS vacancies;
- The Executive Management Division of HRDM and the HRDM/SCD Staffing Branches perform many of the same functions except for a different level/population of employee;
- Agency training activities and responsibilities are widely dispersed. For example, missions perform training needs assessments, develop training plans and conduct training for US and FSN staff; the Center for

Development Information and Evaluation (CDIE) uses program dollars to conduct strategic planning training; the Office of the Inspector General (IG), the Bureau for Private Enterprise's Offices of Housing and Investments have their own training budgets and plan and deliver training activities; the Overseas Management Staff (FA/OMS) conducts on-site GSO training of FSNs. The proliferation of training programs around A.I.D. has been noted and discouraged with minimal, if any, success; and

- The IG (under the Inspector General Act) has its own authority so has a parallel FS personnel system. However, HRDM still processes CS work for them.

Additional areas of concern are recruitment, retirement, health benefits and performance management systems, pieces of which are strewn throughout HRDM.

There has long been a series of gray areas between the personnel, contracting and travel policy areas. To date, they have had a fair amount of success despite the overlaps by consciously working together and through a largely unspoken agreement that occasionally lets them venture into each other's territory. It is far from an ideal arrangement but less critical than others which work less well.

Delegations present a whole new picture of just how confusing and fragmented an office's authorities can become. There are a number of approval authorities currently residing with the HRDM/OD which should be redelegated along with implementation of the restructuring. An important part of any redelegation is trust, otherwise the HRDM/OD will second guess and overturn decisions made by the delegated officer within approved systems. Decisions might also be overturned if pressure is put on by upper management for a different outcome. When this occurs, whole systems are compromised. Upper management support is critical to creating continuity and trust and returning a sense of integrity to our personnel system.

In offering this restructuring recommendation, the team consciously sought existing redundancies, overlaps and disconnects in order to pull pieces of the functions together in the most logical and sensible organizational home.

☞ Recommendations

1. Centralize training programs which have evolved in other A.I.D. offices and bureaus into the Training and Staff Development Division.

2. Review areas where HRDM provides service to IG and pursue with that office the feasibility of turning over those duties since the IG has its own authority on personnel matters.
3. That consideration be given to a future review of the practicality of joining the personnel, travel and parts of contracting policy shops.
4. That HRDM authorities be reviewed and delegated to the lowest appropriate level and the numbers of clearances be reduced. Some of the latter will occur if the recommended restructuring is implemented.

C. Organizational Efficiency and Effectiveness

As stated earlier, crucial to having an efficient, effective HRDM office, is strong leadership that will integrate the Office into the mainstream Agency planning processes. Additionally, clear direction, current, simplified and articulate policies and regulations that are followed, staff with the appropriate skills, and cooperation within and outside the Office are critical. One of the biggest stumbling blocks the current organization has faced in its efforts to run an effective operation is that its tendency to operate by exception rather than by the rules. Actions taken by exception are more time consuming, require more documentation, more clearances, and are a large fraction of the "crises management" mode under which the Office habitually works. It also, quite simply, costs the Agency money. The Office staff must be disciplined, strong enough and confident in a level of support that enables it to exercise its delegated authorities without undue interference and according to the applicable statutes and regulations.

A long desired, but seldom accomplished goal, also mentioned under Resources, is to send staffers and counselors overseas on TDY or short excursion tours to foster a better appreciation of FS life and work overseas. Knowledge of and familiarity with the FS culture should be reflected in the day-to-day operations of HRDM. Agency management should not find acceptable or be complacent about a lack of even minimal exposure to conditions at missions overseas for the employees who provide support to FS officers around the world.

One of the primary goals of the last HRDM reorganization was to emphasize customer service and outreach, to increase responsiveness in all areas to a variety of clients. Overall, the Office has succeeded in being more customer oriented in its approach yet the staff recognizes that, as an ongoing process, customer service is a goal they must always strive to meet and improve. For instance, one area requiring more

work is the inability to easily reach staff by phone or waiting for phone calls to be returned, still a source of frustration among clients the team interviewed.

☞ Recommendations

1. That HRDM, through strong leadership and management support, exercise the discipline to manage its delegated authorities by applicable statutes and regulations keeping outside interference to a minimum.
2. That overseas TDYs or short excursion tours for staffers and counselors be actively sought and scheduled to foster a better appreciation of FS life and work overseas and for providing career counseling and guidance.
3. That HRDM continue to improve its customer outreach and service by concentrating on being available to customers who telephone or returning those calls promptly.

D. Organizational Relationships

Generally, HRDM enjoys good working relationships in the Agency. From others in the Agency, the training program gets generally high marks as does the on-site classification and position management work performed, the policy and labor relations functions. On the receiving end, HRDM staff noted where receipt of marginal service from other Agency offices hinders their ability to do timely and accurate work, e.g., getting retirement information from FA/FM/Payroll; when EMSs are unresponsive; FA/AMS's clearance process for SPARs and travel authorizations; GC/EPA which occasionally overreaches its mandate on judging "legal sufficiency"; generally poor service on GC legal determinations; and the FA/AS/Travel and Transportation Division which, reportedly, will allow basically anything HRDM authorizes. This puts the burden of determining what is allowable on HRDM.

Workforce Planning functions do not appear to have any direct linkage with program strategy and planning components of the Agency. Consequently, this function has been operating on the periphery of the Agency and is not able to draw from program planning decisions to effectively shape workforce and recruitment directions and targets.

HRDM does not make some of the linkages it should to facilitate its work and the goals of the Agency. For example, no established connection surfaced between Recruitment at the staff level and the Office of Equal Opportunity Programs. Neither does Recruitment receive direct input from bureaus as to their recruitment needs; those needs are filtered through the Office of the Director and HRDM/SCD.

Within HRDM, the most often expressed relationship problems center on frustration created by lack of information sharing which might permit forward planning and reduce the crises management method of doing business. Restructuring HRDM, putting like functions together or linking them more closely, will help. Alone, it won't solve information sharing problems. That will require conscious effort on the part of each staff member, a top management expression of expectation, perhaps in the form of standard operating procedures, and consequences if the pronounced expectation is ignored.

☞ Recommendations

1. That the recruitment function be cognizant of Agency EEO and diversity goals, through establishing linkages with the EOP Office, and actively pursue all available avenues for recruiting qualified minorities and women in areas where they are under-represented.
2. Expand efforts to creatively solve information sharing problems using linkage meetings, informal training sessions or simply picking up the phone or walking down the hall.

V. PROPOSED ORGANIZATION

A. Organization Structure

General: In making the following proposal for HRDM's restructuring, the team considered several basic factors which were identified as issues repeatedly during data gathering. Any of these factors could have brought the team to a different final recommendation on the structure of the organization, so the issues were presented and determined early in the review exercise.

There was strong sentiment expressed on both sides of the question of whether or not to keep the FS and CS staffing areas combined. One view was that the service had declined since Personnel Staffing Specialists and assistants were required to administer two separate and quite different personnel systems. The team was told that it was unfair to expect the staff to be responsible for both and the Agency and the employees would be better served by reverting to separate staffing units. The other view expressed was that, though the systems were different, the Agency has one workforce which should be discouraged from thinking in the "we/they" vein. There is no reason to put artificial barriers between the services by creating separate staffing units. Combining their support mechanism was the first step toward a unified personnel system. The team also considered the fact that there is now two years of experience behind the experiment to combine staffing and, while the system isn't perfect, real progress has been made by the staff in their ability to deal effectively with both services. The team determined that to disrupt their progress at this time would be counter-productive to the Agency. Additionally, HRDM is structured so that staff perform narrow fields of personnel work. This puts them at a disadvantage for competing in today's job market. One of the goals in the team's recommendation is to provide opportunities to broaden the employee skills base. This is furthered if FS and CS systems are co-located.

A second theme which the team heard often was that HRDM should report directly to the Administrator; the Office was not receiving the level of support or attention that it required for the critical functions it performs. The team took this into consideration, deliberating arguments heard on both sides. We determined HRDM should be part of the proposed Bureau for Management (currently FA). In other sections of this report, the team has stressed the importance of top management support for HRDM, the critical need for a strong FS manager to be appointed Director, and the need for HRDM to adhere to statutes and regulations that govern it without interference from other parts of the Agency. These requirements, if met, will help put integrity back into the system--a system which will work for the Agency as well as the employee. The support mechanism for HRDM logically lies in the Bureau for Management and the ability of the Assistant Administrator to direct support, if necessary. Having HRDM report as part of the Management Bureau must provide a layer of appeal to the Administrator should the need arise.

The role of Workforce Planning (WP) in the Agency was the cause of much discussion. After nearly 3 years in existence, first as a task force, the unit has yet to establish operational links to the rest of the Agency or, for that matter, within HRDM. The only exceptions are the recruitment and automated personnel systems functions which were recently joined with WP in one division. Initially, resources were poured into

the WP effort, however, the staffing since then has been erratic and the priority attention the effort received has eroded dramatically. There is no existing plan for integrating the function into Agency planning processes and, without that, the existing function is useless.

The team believes the basic WP concept is important to the longer-term existence of the Agency. Though considering two options for WP and presenting one in this document, we believe the other option worth considering as some basic determinations about the Agency reorganization are made. The team sees a real benefit to A.I.D. of having WP be part of the Agency policy planning and budget functions. The links are direct. WP has to be able to access the thought behind Agency program direction and what policies are being formulated to guide the Agency along the stated path. It is also imperative that WP and budget work together to determine staff level projections based on workload analyses which incorporate information about budget restrictions. Additionally, the Office of Budget's databases on nondirect-hires will be a critical component in workforce planning projections of total staff available and what that mix, i.e., direct and nondirect-hire, should be. Unfortunately for the timing of this report, there are still questions as to how the Agency policy and budget functions will be aligned which prohibit the team from recommending WP be removed from HRDM and placed with policy/budget. Therefore, if WP remains in HRDM, as shown in our recommendation, it should remain linked to the personnel systems function and report to the Office Director. To date, WP has functioned almost entirely outside the HRDM structure relying on its current chief and his contacts for whatever attention it receives. This situation is unacceptable if Agency management truly believes the function is crucial to identifying long-term staffing and skills needs. WP needs the Office Director and the head of the Bureau for Management to actively bolster the function, to make it a viable, beneficial one, and to assure that the linkages needed with the rest of A.I.D. are made.

During the course of the review, the team heard many comments about how difficult it was to interest FS officers in serving a rotation assignment in HRDM or other central bureau offices. This was not a revelation but is a time-honored tradition among FS officers. People interviewed also recognize the benefits which could be gained--on both sides--by such service in HRDM. The problem is how to make assignment to HRDM attractive. Traditionally, FS officers avoid central support offices because it removes them a step from the regional bureaus upon which they depend for their next overseas tour of duty. There is no doubt that HRDM could benefit from the presence of more FS officers bringing their overseas perspective and experience to the office. In turn, the officers would gain in-depth knowledge of how the personnel systems operate in A.I.D., invaluable upon their return overseas particularly for Executive Officers who, currently, prefer to serve in the Office of Overseas Management if saddled with a central bureau job. Unfortunately, the grade structure in HRDM is not conducive

to attracting FS officers who would, in all likelihood, line up for managerial positions, if they lined up at all without being coerced. The team believes that not attaching a specific grade-level determination to "F"- designated positions in HRDM will make it easier to attract FS officers to tours of duty in the Office and recommends that this be adopted. It could prove useful in other central offices as well.

☞ Recommendations

1. That HRDM be housed in the proposed Bureau for Management and report to the head of that Bureau. The Administrator would be the appeal level when necessary.
2. That the FS and CS personnel systems remain combined in one staffing branch.
3. That the joining of like functions be used as a basis for broadening employee skills and that HRDM consider cross-training to continue the process. The Office of Financial Management has done this with reasonable success.
4. That, as the Agency reorganization progresses and final decisions are made, the Agency consider the value of combining workforce planning with policy and budget functions to make the critical Agency-wide links missing from the workforce planning effort.
5. That the Agency not attach specific grade-level determinations to "F"- designated positions in HRDM or other AID/W positions to aid in attracting FS officers to assignments in the Office or other central bureaus. Alternatively, Agency may wish to consider implementing mandatory tours of duty in HRDM for specific backstops. **NOTE:** There is a review currently underway of the FS classification system in conjunction with the performance management study. The outcome of that review may impact on what action is taken on this recommendation.

B. Functional Statement

The proposed office structure for HRDM consists of the Office of the Director, a Personnel Policy and Foreign Service National Administration Staff, and four divisions. The divisions have a total of six branches under their direction. Below is a brief summary of their functions, explanation of the concerns considered by the team, and specific recommendations for restructuring.

● **The Office of the Director** will gain a Senior Management Group Staff which will administer the previous "executive management" function by providing a focal point for all inquiries regarding senior executive management, with support from the Personnel Operations Division. The position which manages the special investigative and grievance function will transfer to the Labor Relations Division.

Proposed FTE: 9

Concern: The current Executive Management (EM) Division provides personnel staffing services to executive-level personnel and those assigned to SMG positions only (roughly 300 personnel). Likewise, the current Staffing and Career Development Division also provides staffing services except focussed on the remaining Agency population. While there is total agreement that activities are clearly replicated by a smaller staff for a smaller population of employees, there is, however, a feeling by some members of the team that it is important to keep the personnel servicing for executive-level personnel separate. The rationale for maintaining this separateness is that it facilitates and concentrates communication with the Agency's leadership and senior-management on personnel assignments and it is the accepted organizational norm among federal personnel offices. While the team accepts the need to concentrate communications with the Agency's leadership as it relates to assignments of executive-level personnel, we do not agree that the total range of servicing must be performed by two discrete units.

☞ **Recommendations:**

To address the issue of keeping the function which manages the assignment and placement of executive-level personnel at a senior level and also to eliminate the duplication of effort in staffing services, we recommend:

1. That a 3-person staff (2 senior-level managers and a support staff) be incorporated within the Office of the Director to coordinate assignment and placement activities for executive-level management and employees assigned to SMG positions and to provide necessary liaison with the Agency's senior management on executive-level and SMG assignments.
2. That Staffing activities required to support executive-level personnel (SMG, SES and PAS) be devolved to the individual Staffing Team in the Staffing Branch of the Personnel Operations Division. Requirements for processing of Schedule C and AD employees should also be devolved to the staffing branch and individual staffing teams.

Concern: There is currently established in the Director's Office a position which performs special investigations and staff work related to grievance-related actions.

☞ Recommendation:

To align similar functions and to eliminate bifurcation of responsibilities, it is recommended that this position be transferred to the Labor Relations Division which maintains responsibility for managing the Agency's labor management and grievance function. The incumbent is to be reassigned with the function.

● **The Personnel Policy and Foreign Service National Administration Staff** is proposed as a staff office reporting directly to the Director. The Personnel Policy function remains unchanged, overseeing the formulation of all personnel policy and interpreting policies and regulations relating to A.I.D. personnel systems for Foreign Service, Civil Service, and Foreign Service National employees. Within the Staff, a Foreign Service Nationals Administration unit is proposed to provide a central point of contact in support of the FSN employees of the Agency.

Proposed FTE: 10

Concern: The Agency's Personnel Policy and Position Management and Classification functions are currently combined in a single organization. Feedback received during surveys was that there was no logical linkage between these two functions. Further, the personnel policy staff provides an advisory function (formulation and dissemination of Agency personnel policy for both FS and CS employees) to HRDM and other Agency offices and is, therefore, not an operational, line function.

Moreover, during the course of interviews, it became evident that the Policy unit does not have sufficient staff resources to keep pace with quickly changing and evolving federal personnel regulations. This inability to keep pace with new regulations and to quickly formulate and articulate appropriate guiding Agency policy is a critical operational weakness and places the Agency in a potentially vulnerable situation. Immediate remedy is therefore warranted.

☞ Recommendations:

1. That the Personnel Policy and Position Management and Classifications functions be separated. Consistent with this demerger, the personnel policy function will be established as a staff-level office reporting to the Director, HRDM. Concurrent with the approval of this recommendation, it is also recommended that the staffing level of this unit be increased by one FTE.

2. That the Position Management and Classification functions be transferred to the Personnel Operations Division. This specific item will be addressed in more detail later in this report.

Concern: The team noted in this survey as well as in previous reports that there is an ever-present and increasing need for centralized headquarters support of the Agency's Foreign Service National workforce and a need to consolidate the variety of FSN support activities which are being provided by several different segments of the Agency (currently FA/HRDM, FA/PPE, and FA/OMS) into one unit which will be responsible for provision and coordination of the entire range of personnel support servicing to FSN employees.

☞ Recommendation:

The team recommends the establishment of a "Foreign Service Nationals Administration team" within the Personnel Policy Staff. We also recommend that this unit be given four FTEs, at a minimum, and be headed by a Foreign Service employee who is familiar with the culture and operations of A.I.D. field missions and is sensitive to the unique requirements and concerns of Foreign Service National employees.

- **The Workforce Planning & Systems Division** is proposed to manage the A.I.D. workforce planning process leading to a rational long range workforce plan. The Division also will review and evaluate the internal operations of HRDM and the operations of systems interrelated with personnel processes for effectiveness and efficiency.

Proposed FTE: 11

Concern: Comments made during interviews, with sources both internal and external to HRDM, indicate that Workforce Planning has not been able to get off the ground in AID. We believe the reasons for this are several. Among them are: (1) lack of staff sufficiently skilled in workforce analysis methodology, (2) severe lack of automated systems and infrastructure which would support the work of this unit by providing them with the capability to quickly gather and manipulate relevant source data, (3) lack of staff sufficiently knowledgeable of the Agency's overseas program environment and the relationship between program direction and workforce skills mix; and most importantly, (4) inappropriate communication and linkage with that segment of the Agency responsible for strategic planning and program direction. If this unit is to achieve its mandate and is to be effective in that role, it is critical that they be in the loop which is privy to the program planning decisions which drive the Agency's development assistance portfolio and, hence, its workforce requirements. There is a great deal of sentiment that if this

function is to work as it was envisaged, it needs to be more closely aligned and perhaps co-located with the Agency's budget and planning function. This is an issue which requires senior management's specific focus and review.

Pending the longer-term decision about the final location of the Workforce Planning Unit, for the purposes of this report, we are reflecting it as a Division-level structure within HRDM. Further, to provide them with the necessary automated systems support, for the interim, the "automated" Personnel Systems function should remain a part of this organization.

☞ Recommendations:

1. Upon final determination of the placement of the Agency's budget function, that a determination be considered and a decision made as to the most appropriate placement for the Workforce Planning function. Should it be located within HRDM or should be more closely aligned with the Agency's central budget and planning functions?

2. The staffing level of this unit be increased by one FTE to provide them with limited flexibility to bring in an additional staff resource who can bring the needed systems design experience to the automated systems function.

● **The Personnel Operations Division** will consist of four Branches: The Recruitment Branch; the Staffing Branch; the Career Development Branch; and the Classification Branch. The Recruitment Branch will be responsible for all aspects of employee recruitment, both GS and FS. The Staffing Branch will function as an informal structure of three teams within the Branch, along the lines of the current structure, by providing the full range of personnel staffing functions for both A.I.D./W and overseas, for both the Foreign Service and Civil Service systems. The FS Evaluation Boards and Agency awards function will be supported from the Division Chief's immediate office. Based on the strategic direction of the Agency, the Career Development Branch will establish Career Development plans for Agency staff through recommended assignment, training, and development of present staff. The last Branch, Classification, carries out the A.I.D. position classification function for Civil Service, Wage Grade, and Foreign Service Personnel and provides field support on FSN classification, compensation and benefits matters that are mission specific.

Proposed FTE: 72

Concerns: The current Staffing and Career Development Division (FA/HRDM/SCD) is responsible for staffing and placement activities and career and assignment counseling for Agency employees, both Foreign Service and Civil

Service, not assigned to Senior Management Group (SMG) or Senior Executive Service (SES) positions. This organization is at the "core" of managing the Agency's workforce.

This review, as well as the earlier "Kimball" report, characterize this as an organization whose "reputation has suffered over the years with the most frequent complaints focusing on attitudinal problems, poor quality control, and length of time to complete an action. The lack of current standard operating procedures further exacerbates the situation. New members to the office learn by doing and admittedly make mistakes which get into the system and contribute to the Branch's image problem."

There was sentiment expressed that the Agency's Career Development function has basically become one focussed on negotiating and brokering assignments for Foreign Service employees. There appears to be very little focus on other, related developmental activities, e.g., training or career pathing. Not to diminish the importance of assignments in an employees' career progression, however, there is some feeling that employees would like to see the Career Development function expanded beyond the current focus on assignments. Additionally, and as was noted in the "Kimball" report, there continues to be concern that the Agency has not given sufficient emphasis to increasing the career development focus and staff devoted to the GS workforce.

Responses from this recent review clearly indicate that the time is now for changing the Foreign Service Assignment System. There is little disagreement that the force behind the assignment process has become more and more diffuse in recent years and that logically the locus of power for this process should rest with the Office of Human Resources Development and Management. The proposal contained in the Agency Reorganization scheme to centralize responsibilities of and downsize the EMS/AMS organizations will help shift the balance of power away from Bureaus and Offices to HRDM.

It was also evident from survey responses that employees internal and external to HRDM see a great lack of organizational self-discipline in operations, ranging from inconsistencies in assignment decisions, inappropriate staff mix to meet Agency program requirements, to lack of timely responses to communications. As noted in the "Kimball" Report, in a more disciplined Foreign Service Assignment system, and that appears to be an objective derived from the current Agency reorganization, the Staffing and Career Development Branch becomes an Operations Branch, but will continue its oversight role on assignment precepts. In a revised system, there will be additional precepts to monitor but the Branch must play this role in a more positive way than is currently the case.

The team noted that there were several instances where functional responsibilities (e.g., retirement processing, liaison with State Medical Services, provision of staffing services) were fragmented between offices leading to duplication of effort and breakdowns in communication between HRDM offices and/or customers.

☞ **Recommendations:** There were several suggestions gleaned during interviews that were clearly in keeping with the objectives of this organizational review. Implementation of some of these suggestions will have the effect of aggregating like and supporting functions in a single unit, will foster increased coordination and communication between appropriate offices and will establish or increase linkages between operating units. In an effort to address expressed problem areas and concerns, the Task Force recommends that the current Staffing and Career Development Division be restructured as follows:

Retitle the "Staffing and Career Development Division" to the "Personnel Operations Division", consisting of four operational branches, one each for Recruitment; Staffing; Career Development; and Classification. There will be a small staff within the Division Chief's office to manage the Foreign Service Assignment process, and employee performance management and awards.

-- Recruitment Branch -- all recruitment activities will be disaggregated from the current Workforce Planning, Recruitment and Personnel Systems Division and realigned to the Personnel Operations Division and established as a branch-level structure. To further consolidate similar functions, this unit will be assigned responsibility for recruitment candidates under the Agency's various Student Employment Programs (PMIs, Coop Students, Summer Employment, etc.)

-- Staffing Branch -- the Staffing Branch will operate under a team concept. There will be 3 staffing teams which will have responsibility for the full range of staffing and placement services for the Agency's employees. Under this reorganization, personnel staffing services for those employees in SMG assignments will transfer from the Executive Personnel Division to this unit. This includes staffing activities for SFS, SES, and AD personnel. Retirement planning and counseling and other employee service activities such as health and life insurance, and workmen's compensation that currently reside in the Performance Management and Employee Services Division, will be transferred to the Staffing Branch and devolved to the respective staffing teams. Additionally, staffing teams will be responsible for the full range of merit promotion processing for their respective customer units. To accommodate this increase in workload, we have adjusted the personnel levels on each staffing team to include an additional Personnel Staffing Specialist and Personnel Assistant.

-- Career Development Branch -- functions of the Career Development Branch will remain as currently described in the Functional Statement and will retain the current branch-level structure. However, the team recommends an increase of one position to accommodate the hiring of an additional Career Development Officer.

-- Classification Branch -- it is recommended that the Classification and Position Management functions currently resident in Personnel Policy and Position and Classification Management be realigned within the new Personnel Operations Division as a branch-level structure. Current responsibilities and staffing would move in tact. This recommendation was not unanimous, some team members believing that linking the classification responsibility too closely with that of staffing may have some potential of impacting the integrity of the Agency's classification system and authority. In an effort to address the concern of maintaining classification integrity, it is recommended that the responsibility be assigned to an individual unit and not devolved to the Staffing Branch as was also suggested.

- **The Labor Relations Division** responsibilities remain primarily unchanged except for the addition of the special investigative and grievance function being transferred from the Office of the Director.

Proposed FTE: 9

Concerns: There were no significant concerns expressed with the functions/services provided by this office or its organizational configuration. Therefore, there are only minor changes recommended for this organization.

☞ **Recommendations:**

1. The organizational title be changed from the current "Labor and Employee Relations" to "Labor Relations" Division. All functions of this unit remain as described in the current Functional Statement.
2. That the one position established in the Director's Office to work on investigations and grievance actions of a very special and sensitive nature be reassigned from the Director's Office to the Labor Relations Division. This background was presented earlier.

- **Training and Staff Development Division**, under the proposed structure, will consist of the Professional and Management Training Branch and the External Training Branch. The Professional and Management Training Branch will serve

as the focal point for training programs and activities related to project management, design, and implementation, as well as programs to enhance the skills and knowledge of A.I.D. administrative, secretarial and clerical staff. The External Training Branch will be responsible for employee training programs and activities which involve sending employees to outside learning institutions in order for individuals to secure a specific skill or knowledge not covered in Agency courses.

Proposed FTE: 21

Concerns: Comments about the Agency's training function were generally very favorable. However, there was concern expressed that perhaps the Agency's training staff was too large given the fact that we basically procure training packages or hire consultants to develop specific training activities. Additionally, some concern expressed that there could be an increased focus on more current, state-of-the-art technical training among the Agency's training offerings.

From the course of interviews with HRDM staff, the team noted that the Training and Staff Development Division, like other parts of HRDM, also lacks staff who are professionally trained in the human resources development discipline. Additionally, the Agency tends to buy more training packages and hire external training course designers rather than designing training activities in house. These concerns are not mutually exclusive. This Division could benefit from having an additional staff member who was professionally trained in human resources development and who could bring training design, assessment and evaluation skills to the office.

☞ Recommendations:

1. That the Professional Studies Branch be abolished and the functions of this unit merged with those of the Project and General Management Training Branch into a single branch unit titled Professional and General Management Training.
2. That the Training and Staff Development Division recruit and hire, at the earliest opportunity, a human resources development professional to bring design, assessment and evaluation skills to the office.

C. Skills Mix

- The Office of the Director will consist of the Director and Deputy, one Personnel Management Specialist and four support staff. With the proposal of moving the Executive Management function to the Office of the Director, this unit will now include two additional Personnel Management Specialists to handle that function.

- The **Personnel Policy & Foreign Service Nationals Administration Staff** will be composed of one Supervisory Management Analyst, one Executive Officer, and three Policy Analysts to handle the policy function. The Foreign Service Nationals function will be supported by an additional Executive Officer and three Personnel Management Specialists. One additional position will be occupied by a support staff to assist both units and mission specific classification support is done in the field by the Classification Branch, Personnel Operations Division.

- The **Workforce Planning & Personnel Systems Division** workforce planning function will be performed by a Foreign Affairs Officer, two Management Analysts, and two support staff (one with office automation skills). The Personnel Systems function will be performed by two Management Analysts, two Information Analysts and a Computer Specialist (Design). The new Computer Specialist position is needed to address deficiencies in the current personnel systems function particularly in the design area. One additional position will be occupied by a support staff with office automation capabilities.

- The **Labor Relations Division** will be staffed by a Supervisory Personnel Officer, five Labor/Employee Relations Specialists, one Employee Relations Specialist, one Labor/Employee Relations Assistant with office automation capability, and one Office Automation Assistant.

- The **Personnel Operations Division** front office will be staffed by a Supervisory Personnel Management Specialist, one Secretary (OA) and three support staff who handle the Official Personnel Files function. The Performance Management & Awards Unit will consist of two Personnel Management Specialists and one additional support staff.

The Recruitment Branch will be staffed by a Supervisory Executive Officer, three Personnel Staffing Specialists (Recruitment), one Personnel Staffing Specialist, one Secretary (OA), and one support staff.

The Staffing Branch will consist of one Supervisory Personnel Management Specialist, one Administrative Operations Specialist, and one Secretary (OA). The Branch has three separate teams.

-- Team A consists of a Supervisory Personnel Management Specialist, two Personnel Management Specialists, four Personnel Staffing Specialists, four Staff Assistants (Typing) and one Clerk (OA).

-- Team B consists of a Supervisory Personnel Management Specialist, two Personnel Management Specialists, three Personnel Staffing Specialists, one Personnel Officer, and five support staff.

-- Team C consists of one Supervisory Personnel Management Specialist, two Personnel Management Specialists, and three Personnel Staffing Specialists. Team C will be assisted by five support staff, as well as a Secretary (OA).

NOTE: The teams can still benefit from formal training in FS and CS systems. Additional training on the job and possible formal would help them adjust to new functional areas they will be responsible for such as retirement processing and employee services.

The Career Development Branch will consist of two Development Training Officers (FS), one Personnel Management Specialist, one Private Enterprise Officer (FS), a Personnel Staffing Specialist (position currently in "D" status), a Social Worker, and an Employee Development Specialist. The Branch will be assisted by an Administrative Operations Assistant, an Assistant (OA), and one additional support staff.

NOTE: The employees staffing this branch are not, by and large, trained career counselors. As staff turns over, a conscious effort needs to be made to fill positions with people possessing these skills, people who know how effective career pathing is accomplished. Training should be provided for the people on-board. Some Career Development Officers should be FS and able to bring that perspective to the job.

The Position Management and Classification Branch will consist of one Supervisory Personnel Management Specialist, one Personnel Management Specialist, and three Position Classification Specialists. The Branch will be supported by a Classification Clerk (Typing) and a Classification Assistant (OA).

- The Training and Staff Development Division front office will consist of one Supervisory Employee Development Specialist, one Project Development Officer, an Administrative Operations Specialist and one Secretary (OA).

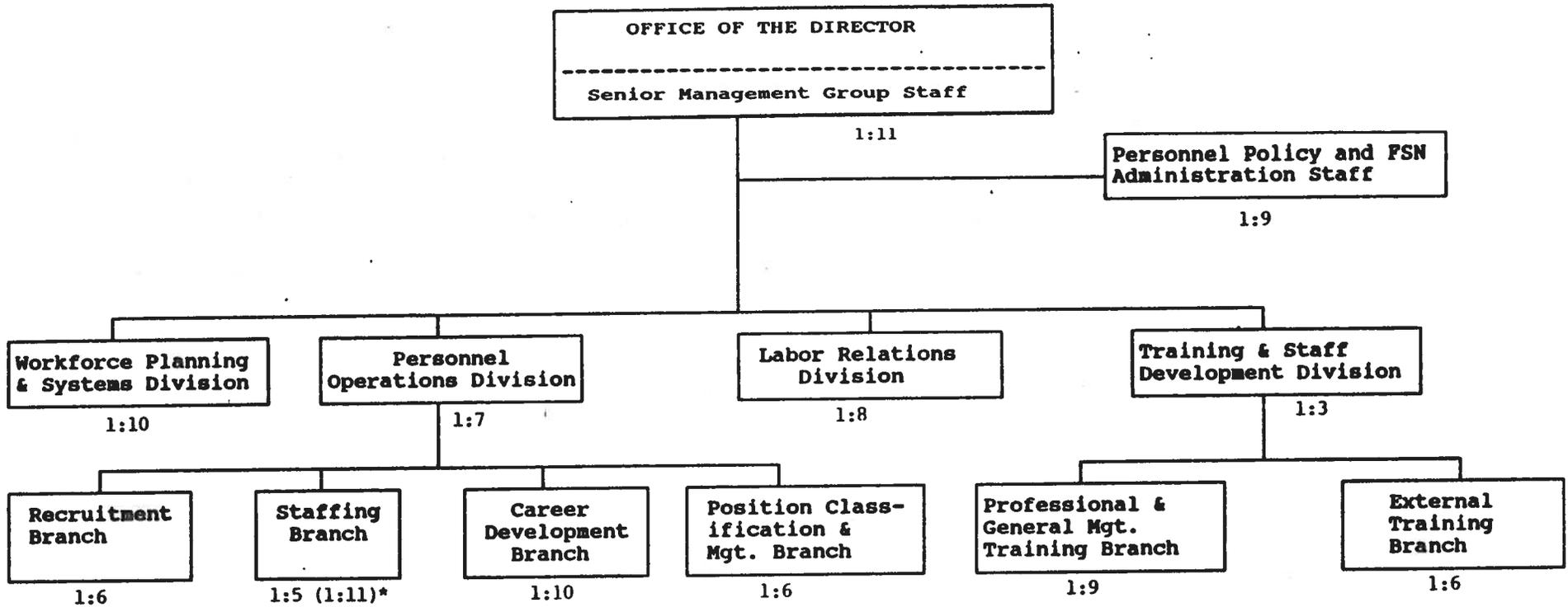
The Professional & General Management Training Branch will consist of a Supervisory Human Resources Development Officer, four Employee Development Specialists, one Education Development Specialist, and a Development Training Officer. Support will be provided by two Employee Development Assistants (Typing), and one Employee Development Clerk (Typing).

The External Training Branch will consist of one Supervisory Employee Development Specialist, three Employee Development Specialists, a Technical Information Specialist and two Employee Development Assistants (one with office automation).

☞ **Recommendations**

1. That specific training be sought and administered in the areas of workforce planning, professional career counseling and retirement, particularly with regard to the financial aspects of FERS.
2. That management ensure some Career Development officers are FS.

PROPOSED HRDM ORGANIZATION CHART



*Each team within Staffing will have a supervisor to staff ratio of 1:11.

VI. IMPACT OF A.I.D. REORGANIZATION

A. EMSs: As mentioned above, decisions regarding the Agency reorganization could impact the final placement of the Workforce Planning function either in or outside HRDM. However, the planned scale-back of the EMS role in A.I.D. and garnering of their functions by central support offices such as HRDM and Administrative Services, will be a major adjustment for the Agency from both sides. Bureaus see their EMS offices as their link to--and sometimes buffer against--the very service offices which will be picking up overlapping functions currently performed by the EMSs. The EMS provides a personal touch in the A.I.D. bureaucracy because they are intimately familiar with the needs of a particular group of employees. The Agency staff depends heavily on its EMSs and will be skeptical of the change until shown that the central support offices can rise to the challenge.

From the team's viewpoint, individual employees dealing directly with the service providers on a more regular basis has positive potential to improve communications and to put more of the responsibility and accountability at appropriate staff levels. In HRDM, there are differing opinions on just how big an impact scaling back the EMSs will have. HRDM laments the loss of input EMSs provide for various personnel boards and recruitment processes. They believe, however, that the EMSs' role in the assignment process has been a significant factor in the erosion of that process and welcome the opportunity to bring that piece of the system back to HRDM. HRDM will be required to process length of service awards but have the data required already automated so this should prove an easy transition.

NOTE: The EMS officers in A.I.D. are quite knowledgeable about, and experienced with, the Agency's personnel systems, regional issues and missions. They are a valuable resource to the Agency and would be excellent assigned in HRDM areas such as career counseling and workforce planning.

B. EEO: The current staffing profile in HRDM is predominantly minority female and, as a result of the various phases of the reorganization process, a number of these employees will be displaced from their current positions. Some of those listed on the non-assigned personnel roster that accompanies this recommendation, may currently be supervisors or on career-ladder positions. Great care must be taken to find meaningful positions for all those identified as non-assigned in positions which will not result in adverse circumstances to employees. It is even possible, with planning and effort, to use this exercise as an occasion to create some upward mobility opportunities for the minorities and women being displaced. If this potential is factored in, the Agency has the ability to actually improve its EEO profile in the process.

☛ Recommendation:

That, in the course of the reorganization process, the Agency seek occasion to create upward mobility opportunities for minorities and women who may be displaced in the process and use the process in this fashion to bring an additional positive benefit to the Agency.

VII. SUMMARY OF RECOMMENDATIONS

That strong and visible management support from the Administrator level down be expressed for the HRDM Office and that a strong FS Office Director be appointed who will be an energetic participant in the strategic planning processes of the Agency and a proactive voice for HRDM in those processes. A statement on the role of HRDM in the Agency should be issued from the Administrator.

That OE funds be identified to provide an imaging system and fully automate the Official Personnel Files system.

That specific skill needed be identified and training provided to affected on-board employees. Every effort should be made to hire from the outside to specifically fill gaps in skills required and now missing from HRDM and to bring in fresh perspectives.

Add a design specialist to the personnel systems function to design smaller systems and improve processes which could be taken off the mainframe and run faster and more effectively in the LAN environment.

Review and overhaul the FS assignment system to make it more equitable, more predictable and credible. HRDM should be the final authority on assignments.

Emphasize to managers the need to use the established award mechanisms to recognize employee achievement and keep that recognition separate from the classification system to maintain that system's integrity. A.I.D. notices may be used for this purpose.

Simplify, to the extent possible, the personnel regulations, delegations of authority and handbooks then reissue them. This is a huge, imperative task and may require contractor assistance.

Review the Executive Secretariat's correspondence control system and determine if it meets HRDM's needs. If it does not, or cannot be adapted, HRDM will require design assistance which is probably available within the Agency, e.g., the Office of Information Resources Management.

Continue reviews already begun on the Agency hiring processes to simplify and speed up the process.

Continue holding linkage meetings within and outside HRDM to address and resolve recurring communication problems.

Issue a series of standard operating procedures to guide performance of day-to-day tasks.

Centralize training programs which have evolved in other A.I.D. offices and bureaus into the Training and Staff Development Division.

Review areas where HRDM provides service to IG and pursue with that office the feasibility of turning over those duties since the IG has its own authority on personnel matters.

That consideration be given to a future review of the practicality of joining the personnel, travel and parts of contracting policy shops.

That HRDM authorities be reviewed and delegated to the lowest appropriate level and the numbers of clearances be reduced. Some of the latter will occur if the recommended restructuring is implemented.

That HRDM, through strong leadership and management support, exercise the discipline to manage its delegated authorities by applicable statutes and regulations keeping outside interference to a minimum.

That overseas TDYs or short excursion tours for staffers be actively sought and scheduled to foster a better appreciation of FS life and work overseas.

That HRDM continue to improve its customer outreach and service by concentrating on being available to customers who telephone or returning those calls promptly.

That the recruitment function be cognizant of Agency EEO and diversity goals, through establishing linkages with the EOP Office, and actively pursue all available avenues for recruiting qualified minorities and women in areas where they are under-represented.

Expand efforts to creatively solve information sharing problems using linkage meetings, informal training sessions or simply picking up the phone or walking down the hall.

That HRDM be housed in the proposed Bureau for Management and report to the head of that Bureau. The Administrator would be the appeal level when necessary.

- That the FS and CS personnel systems remain combined in one staffing branch.
- That the joining of like functions be used as a basis for broadening employee skills and that HRDM consider cross-training to continue the process. The Office of Financial Management has done this with reasonable success.
- That, as the reorganization progresses and final decisions are made, the Agency consider the value of combining workforce planning with policy and budget functions to make the critical Agency-wide links missing from the workforce planning effort.
- That the Agency not attach specific grade-level determinations to "F"-designated positions in HRDM to aid in attracting FS officers to assignments in the Office. Alternatively, Agency may wish to consider implementing mandatory tours of duty in HRDM for specific backstops.
- That specific training be sought and administered in the areas of workforce planning, professional career counseling and retirement, particularly with regard to the financial aspects of FERS.
- That, in the course of the reorganization process, the Agency seek occasion to create upward mobility opportunities for minorities and women who may be displaced in the process and use the process in this fashion to bring an additional positive benefit to the Agency.
- That management ensure some Career Development officers are FS.
- That a 3-person staff (2 senior-level managers and a support staff) be incorporated within the Office of the Director to coordinate assignment and placement activities for executive-level management and employees assigned to SMG positions and to provide necessary liaison with the Agency's senior management on executive-level and SMG assignments.
- That Staffing activities required to support executive-level personnel (SMG, SES and PAS) will be devolved to the individual Staffing Team in the Staffing Branch of the Personnel Operations Division. Requirements for processing of Schedule C and AD employees will also be devolved to the staffing branch and individual staffing teams.
- That the position of Labor/Employee Relations Specialist currently located in the Office of the Director be transferred to the Labor Relations Division which maintains responsibility for managing the Agency's labor management and grievance function. The incumbent should be reassigned with the function.

That the Personnel Policy and Position Management and Classifications functions be separated. Consistent with this demerger, the personnel policy function will be established as a staff-level office reporting to the Director, HRDM. Concurrent with the approval of this recommendation, it is also recommended that the staffing level of this unit be increased by one FTE.

That the Position Management and Classification functions be transferred to the Personnel Operations Division. This specific item will be addressed in more detail later in this report.

The team recommends the establishment of a "Foreign Service Nationals Administration team" within the Personnel Policy Staff. We also recommend that this unit be given four FTEs, at a minimum, and be headed by a Foreign Service employee who is familiar with the culture and operations of A.I.D. field missions and is sensitive to the unique requirements and concerns of Foreign Service National employees.

Upon final determination of the placement of the Agency's budget function, that a determination be considered and a decision made as to the most appropriate placement for the Workforce Planning function. Should it be located within HRDM or should be more closely aligned with the Agency's central budget and planning functions?

The staffing level of the Personnel Systems unit be increased by one FTE to provide them with limited flexibility to bring in an additional staff resource who can bring the needed systems design experience to the automated systems function.

That the "Staffing and Career Development Division" be retitled to the "Personnel Operations Division", consisting of four operational branches, one each for Recruitment; Staffing; Career Development; and Classification. There will be a small staff within the Division Chief's office to manage the Foreign Service Assignment process, and employee performance management and awards.

That all recruitment activities be disaggregated from the current Workforce Planning, Recruitment and Personnel Systems Division and realigned to the Personnel Operations Division and established as a branch-level structure. To further consolidate similar functions, this unit should be assigned responsibility for recruitment candidates under the Agency's various Student Employment Programs (PMIs, Coop Students, Summer Employment, etc.)

That the Staffing Branch operate under a Team concept. There should be 3 staffing teams which will have responsibility for the full range of staffing and placement services for the Agency's employees. Under this reorganization, personnel staffing services for those employees in SMG assignments should transfer from the Executive Personnel Division to this unit. This includes staffing activities for SFS, SES, and AD personnel. Retirement planning and counseling and other employee service activities currently resident in the Performance Management and Employee Services Division should be transferred to the Staffing Branch and devolved to the respective staffing branches. Additionally, Staffing Branches would be responsible for the full range of merit promotion processing for their respective customer units. To accommodate this increase in workload, the personnel levels on each staffing branch should be adjusted to include an additional Personnel Staffing Specialist and Personnel Assistant.

That the functions of the Career Development Branch remain as currently described in the Functional Statement and retain the current Branch-level structure. However, the team recommends an increase of one position to accommodate the hiring of an additional Career Development Officer.

That the Classification and Position Management functions currently resident in Personnel Policy and Position and Classification Management be realigned within the new Personnel Operations Division as a branch-level structure. Current responsibilities and staffing would move in tact. This recommendation was not unanimous, some team members believing that linking the classification responsibility too closely with that of staffing may have some potential of impacting the integrity of the Agency's classification system and authority. In an effort to address the concern of maintaining classification integrity, it is recommended that the responsibility be assigned to an individual unit and not devolved to the Staffing Branches as was also suggested.

That the organizational title be changed from the current "Labor and Employee Relations" to "Labor Relations" Division. All functions of this unit remain as described in the current Functional Statement.

That the one position established in the Director's Office to work on investigations and grievance actions of a very special and sensitive nature be reassigned from the Director's Office to the Labor Relations Division. This background was presented earlier.

That the Professional Studies Branch be abolished and the functions of this unit merged with those of the Project and General Management Training Branch into a single branch unit titled Professional and General Management Training.

That the Training and Staff Development Division recruit and hire, at the earliest opportunity, a human resources development professional to bring design, assessment and evaluation skills to the office.

LIST OF INDIVIDUALS INTERVIEWED

Outside of HRDM:

Phil Buechler, USAID/Dhaka
 Julie Defler, USAID/Dhaka
 Tim Bertotti, USAID/Jakarta
 Eleanor Elser, USAID/Pretoria
 Nancy McKay, USAID/Banjul
 Dennis Chandler, Acting AA/NE
 Richard Cobb, Deputy AA/AFR
 Norma Parker, Acting Deputy AA/LAC
 Lois Richards, Acting AA/FHA
 Robert Bakley, Acting AA/PRE
 Ann Van Dusen, Acting AA/R&D
 Robert Meighan, Acting Deputy GC
 Linda Morse, Acting DAA/ASIA
 Gregory Huger, NIS/PSI
 David Mein, IG/RM
 Paul O'Farrell, EUR/PDP
 Steve Ryner, FA/B
 Bernard Block, POL

Customer Focus Group:

Carl Soesbee, GC
 Barbara Howard, EUR/RME/ECA/BAL
 Graham Thompson, EUR/RME/ECA
 Catherine Smith, FA/AS
 Mabel Meares, FHA/ASHA
 Jeffrey Evans, LAC/DR
 Norman Sheldon, EUR/DR/FS

Inside HRDM:

Ain Kivimae, WPRS
 Barbara English, WPRS/PS
 Shirley Renrick, PMES
 Doug Brandi, PPM/PP
 Peggy Thome, SCD
 Lucy Sotar, TSD
 Millicent Muschette, WPRS/R

Terry Liercke, OD
 Bill Jones, LER
 Tim Beatty, PPM/PMC
 Pav Strom, PPM/PMC
 John Hummon, WPRS
 Bob McDonald, EM

RELATED STUDIES AND MATERIALS

1. Improving Agency Efficiency, Walter G. Bollinger et al., November 6, 1990
2. Report of the Task Force on Personnel, Frank Kimball et al., June 15, 1989, and comments from PFM/PM/OD, Laurance W. Bond
3. Reorganization Taskforce Management Committee Final Report, Personnel Subcommittee, April 15, 1990
4. Management Review of the A.I.D. Recruitment Program, Sandra Malone-Gilmer, March 1993
5. Assessment of the Foreign Service and Civil Service Recruitment Systems, Gwendolyn H. Joe et al., November 16, 1988
6. Evaluation of Civil Service Personnel Functions in A.I.D., The MAC Group, December 12, 1986
7. The A.I.D. Foreign Service Personnel Process Study, Booz, Allen & Hamilton Inc., October 29, 1985
8. Workforce Planning in A.I.D., Peter Askin et al., February 8, 1991
9. The Action Plan for Implementing the Recommendations of the Joint A.I.D.-OMB SWAT Team, August 31, 1992

Standard Approach to Internal Office Reviews

OBJECTIVE: The objective of the internal office review is an office--focussed on the customer--logically organized in today's government environment to carry out today's and tomorrow's missions. To accomplish this broad objective, we are seeking an appropriate span of control over office functions; an organization streamlined, simplified and functionally logical with disconnects, redundancies and overlaps eliminated and systems and processes that aid, not impede the work of the office; an office structure that is more effective, flatter as a result of reduced layering, and sized correctly to carry out the office mandate with maximum efficiency.

1. **Establish team members** - Office Director & Management Analysts Team would consist of four office members, two analysts and 3 consulting members from elsewhere in the Agency. Team members should be innovative thinkers, have experience with the Office's role in the broader Agency context, and be objective, not protective of the Office to the detriment of its review process. Once the selection process is complete, the Office Director should not be part of the team but attend the kick-off meeting and lend support to the team.*
2. **Hold team kick-off** meeting with Mr. Byrne who should emphasize that each organization in A.I.D. will be going through the same process and that we are looking for the ideal structure with the greatest effectiveness for the Agency. The team needs to think "outside the box" and outside their roles in the office in order to succeed.*
3. **Team meeting** where approach to internal review is discussed and initial assignments made.*
4. **Data gathering exercise** A form will be provided to guide the data gathering and will include identification of functions, resources and associated costs for nondirect hire resources, by unit. Also, it will request organizational relationship information, and systems/processes identification. (approximately 2 days)
5. **Initial data analysis** will be done by the management analysts who, based on data

provided, will begin identifying organization, system and process problems as well as people who should be interviewed for the next phase. The findings will be shared and discussed with the team and their views and suggestions on solicited. Based on these discussions, the team will determine the direction of the interviews to follow: areas to address, questions for clarification, etc.. (approximately 2 days)

6. Customer focus group interviews will be held by team members to clarify functions, processes, and areas needing improvement. (approximately 2 & 1/2 days)
7. Internal interviews will be held at Division Chief level and others, as identified. (approximately 2 & 1/2 days)
8. Secondary analysis of data collected during the interview process will be done by the management analysts with input from other team members provided in a brief meeting at the conclusion of the interviews. (approximately 2 days)
9. Team meeting to discuss outcome of secondary analysis and to determine the content of final report including ideal organization structure and functional responsibilities, process/system needs and possible stumbling blocks.*
10. Report preparation will be done by the Management Analysts on behalf of the team based on decisions made at the team meeting in number 9 above. The other team members will have a final read to ensure the content accurately reflects the team's determinations. (approximately 2 days)
11. Next Phase to implement solutions can be carried out as necessary (to be discussed).

*-Taken together, approximately 2 days.

Approximate Time Frame: 15 days

**ORGANIZATION AND STAFFING STUDY
ORGANIZATIONAL UNIT SURVEY**

1. Organizational Unit:

2. Resources (Provide information to branch level.)

a. **Direct-Hire Staffing**

Authorized FTE Level:
On-Board Strength:
No. of Positions Authorized:

Supervisor-Staff ratio:
Number of Deputies in work-unit:
Number of Special Assistants in work-unit:

b. **Nondirect-Hire Resources***

<u>Mechanism</u>	<u>Function Performed</u>	<u>Workyears</u>	<u>FY 93 Funding</u>	<u>Funding Source</u>
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*Include contractors, PASA/RSSAs, details from other agencies, IPAs, etc. Include people both in and outside AID funded space.

c. FY 93 Budget Allocation (Exclude salaries and benefits)

Operating Expenses

Program Funds (include accounts)

3. Summary of Functions: (Provide copies of current Delegation(s) of Authority)

a. List and briefly describe the broad and specific functions of the unit. Include customers (Organizational units) which you service. Use the space provided below.

b. Which functions/processes does the Unit perform best?

c. Which functions/processes performed by the Unit are most in need of improvement?

d. Are any of the functions/processes/systems duplicated elsewhere in the Agency? If so, which ones?

e. Can any of your functions/processes/systems be eliminated without adversely affecting the mission of your Office or the Agency? If so, which ones?

f. List and briefly describe any Federal regulations or legislative requirements which impact upon the functions or organization of the Unit.

4. Organizational Relationships: Identify the organization(s) within A.I.D. upon which you rely in carrying out the responsibilities of the Unit and describe the adequacy of that support. Identify relationships to other A.I.D. offices with whom you regularly interact in carrying out the responsibilities of the Unit and their role as it relates to your Office. Exclude customers listed in 3. above.

5. Organizational Constraints: List any organizational constraint(s) which affect the work of the Unit. Identify whether those constraints are Internal to the Agency or Imposed by an external source.

Name:
Office Symbol:
Phone:
Date:

HUMAN RESOURCES DEVELOPMENT AND MANAGEMENT
 CURRENT BUDGET ALLOCATION
 (DOLLARS IN THOUSANDS)

	<u>APPROVED</u>	<u>ANNUAL</u>	<u>PLAN</u>
BPC	<u>Current</u>	<u>Change</u>	<u>Revised</u>
T300	1,710.6	0.0	1,710.6
S000	3,870.0	0.0	3,855.2
T500	29.8	0.0	29.8
V500	316.2	0.0	316.2
V900	262.2	0.0	262.2

ORGANIZATIONAL UNIT STUDY

HUMAN RESOURCES DEVELOPMENT AND MANAGEMENT

RESOURCES

Direct-Hire Staffing

<u>UNIT</u>	<u>Authorized FTE</u>	<u>On-Board Strength</u>	<u>No. of Positions</u>	<u>Supervisor- Staff Ratio</u>	<u>Deputies</u>	<u>Special Assts.</u>
OD	6	7*	8	1:2.5	1	2
EM	7	7	8	1:4	1	0
WPRS	5	5	5	1:4	1**	0
WPRS/R	5	5	5	1:5	0	0
WPRS/PS	6	4	6	1:2.5	0	0
LER	7	6	8	1:2	1	0
PMES	3	3	3	1:6	0	0
PMES/PMA	6	5	7	1:6	0	0
PMES/ESB	8	7	9	1:6	0	0

<u>UNIT</u>	<u>Authorized FTE</u>	<u>On-Board Strength</u>	<u>No. of Positions</u>	<u>Supervisor- Staff Ratio</u>	<u>Deputies</u>	<u>Special Assts.</u>
PPM	2	2	2	1:1	0	0
PPM/PP	4	3	4	1:4	0	0
PPM/PM	7	7	7	1:6	0	0
SCD	5	4	6	1:2	1	0
SCD/A	9	10	12	1:3	1	0
SCD/B	9	8	10	1:3.5	1	0
SCD/C	9	8	10	1:3.5	1	0
SCD/SP	7	8	8	1:7	1	0
SCD/CD	9	8	10	1:5.2	1	0
TSD	5	6	6	1:2	1	0
TSD/PMT	6	5	6	1:2	1	0

<u>UNIT</u>	<u>Authorized FTE</u>	<u>On-Board Strength</u>	<u>No. of Positions</u>	<u>Supervisor- Staff Ratio</u>	<u>Deputies</u>	<u>Special Assts.</u>
TSD/PST	6	5	6	1:3	1	0
TSD/XT	7	7	7	1:3.5	1	0
TOTALS	138	130	153		14	0

*Includes Acting Deputy Director for HRDM, who is detailed from HRDM/SCD.

**WPRS/OD consists of 4 employees plus chief of Recruitment who also is Deputy Division Chief for WPRS. WPRS/OD consists of Division Chief, two analysts, one program assistant.

Nondirect-hire Resources

Consultant	Workforce Planning	30 days	\$9,600 OE
Clerk	Clerical support for boards & files	5 months	\$10,000 OE
Retirement Counselor	Provide advice & assistance to ESB retirement counselors	6 months	\$15,000 OE
Retirement Counselor	Provide advice & assistance to ESB retirement counselors	3 months	
Public Board Members (8)	Serve on FS selection boards	6 weeks	\$72,000 OE
Contractors	Grievance investigation and decision writing	10 cases (approx)	\$40,000 OE
Contractors	Training (various)	180 wkys	\$3,870,000 OE
Contractor	Develop new performance appraisal system		

Contractor

**Develop new position
classification criteria
for FS positions**

HRDMRES.2

HUMAN RESOURCES DEVELOPMENT AND MANAGEMENT

PROPOSED RESOURCES

Direct-Hire Staffing

<u>UNIT</u>	<u>Authorized FTE</u>	<u>Supervisor- Staff Ratio</u>	<u>Deputies</u>	<u>Special Assts.</u>
OD	9	1:11	1	0
PPFSN	10	1:9	0	0
WPPS	11	1:10	0	0
LR	9	1:8	0	0
PO	8	1:7	0	0
PO/REC	7	1:6	0	0
PO/S	3	1:5	0	0
PO/S/A	12	1:11	0	0
PO/S/B	12	1:11	0	0
PO/S/C	12	1:11	0	0

<u>UNIT</u>	<u>Authorized FTE</u>	<u>Supervisor- Staff Ratio</u>	<u>Deputies</u>	<u>Special Assts.</u>
PO/CD	11	1:10	0	0
PO/PCM	7	1:6	0	0
TSD	4	1:3	0	0
TSD/PGM	10	1:9	0	0
TSD/XT	7	1:6	0	0
TOTAL	132		1	0

SBPUB/PRO.RES