



USAID
FROM THE AMERICAN PEOPLE

Transforming the Workforce Report to Congress

The U.S. Agency for International Development (USAID) submits this report pursuant to Section 7019(e) of Division K of Public Law 117-103, the Consolidated Appropriations Act, 2022, which incorporates by reference the requirements of the FY 2022 Joint Explanatory Statement (JES). The FY 2022 JES provides:

“A comprehensive strategic workforce plan to include proposed United States Direct Hire position levels, differentiated between Civil Service and Foreign Service Officers, by overseas region, and bureau or independent office in Washington; a discussion of major workforce drivers; and USAID’s overseas presence for the next three fiscal years. Such a plan shall also address current overseas staffing gaps and changes to criteria used to determine overseas presence and the assignment of Foreign Service Officers.”

Goals

USAID will use data and analytics to optimally align the workforce with our priorities and identify the optimal workforce composition.

The Global Development Partnership Initiative

One of the key elements of transforming our workforce is aligning the work needs with the right staffing resources and one of the ways we are doing that is through the Global Development Partnership Initiative (GDPI). The GDPI will expand the size of the permanent Civil Service (CS) and Foreign Service (FS) workforce, in coordination with Congress, and strengthen the role of and opportunities for Cooperating Country Nationals/Foreign Service Nationals (CCNs/FSNs). The initiative seeks to change our workforce composition and shift away from an overreliance on the use of term-limited, non-career, and often non-U.S. direct-hire (NDH) mechanisms to more permanent staffing mechanisms that are not limited in duration.

The initiative will strengthen USAID’s organizational performance capacity by providing opportunities that expand talent acquisition offerings to broader segments of our diverse nation, recognizing the importance of the composition of the workforce in alignment with the requested staff resourcing. It is a three-year initiative set to begin in Fiscal Year (FY) 2023 that was jump-started through FY 2022 Operating Expenses (OE). USAID plans to grow the permanent FS to 2,500 and the CS to 2,250 by FY 2025. GDPI also includes an increase of 206 CCN/FSN positions by FY 2025.

USAID considers a number of workforce drivers including policy priorities and increased work requirements stemming from USAID’s role in support of U.S. national security. Expanding the workforce and budget to support the workforce also drives increased core work requirements, particularly in areas like contracting, human resources, legal, and security. USAID is expanding

our staff capacity in diversity, equity, inclusiveness and accessibility. USAID workforce models incorporate drivers such as core level of effort, budget, types of mechanisms used for implementation, and existing staff capacity (local staff capacity for overseas).

Increase the size and agility of the career workforce

USAID has long relied on a range of term-limited, non-career, and often NDH mechanisms to staff needs that are not limited in duration. Those positions have included climate scientists, civilian-military liaisons, nutrition specialists, elections specialists, program managers, epidemiologists, and long-term institutional support for humanitarian assistance. This reliance on a hodge-podge of non-career and term-limited mechanisms, such as Foreign Service Limited (FSL), U.S. Personal Services Contractors (USPSCs), Institutional Support Contractors (ISCs), staff under Participating Agency Service Agreements (PASAs)/Interagency Agreements (IAAs), fellows, and others, puts at risk the institutionalization and oversight of some of the Agency's highest-priority initiatives. For too long, we have relied on USAID's creative approaches to meet our staffing needs amid growing program budget and responsibilities. This has resulted in costly inefficiencies and staff who are working side-by-side under managers who must deal with different pay, benefits, and performance systems. The new approach does not mean the elimination of these mechanisms, which can still support hiring special skills or limited-term needs. It means that USAID is prioritizing the core capacities and functions required for our organization to operate.

Align our workforce with our priorities and U.S. national security

U.S. leadership starts with being present, being at the table, and having the right expertise. USAID's presence overseas has always marked the U.S. government's comparative advantage as the global development leader. As part of USAID's increased engagement in the U.S. national security dialogue, the Agency is enhancing our capacity and removing barriers to engage, which includes empowering and investing in policy leaders by recruiting, training, and retaining a diverse workforce with the expertise and skills to influence and engage in foreign policy decisions.

By prioritizing the core capacities and functions required, USAID is ensuring that we have the human resources to support the employee's entire lifecycle, contracting staff to ensure the effective delivery of our projects, and other core functional needs for any organization to operate effectively. USAID's increased permanent staffing will also focus on gender and inclusive development, climate change, democracy and anti-corruption efforts, a more permanent humanitarian assistance workforce, and global health security.

Future Workforce Composition

A key part of USAID's strategy to strengthen our organizational performance capacity is providing opportunities that expand talent acquisition offerings to broader segments of our diverse nation, recognizing the importance of the composition of the workforce in alignment with the requested staff resourcing. The Agency will expand affirmative employment and special emphasis program offerings¹ to eliminate the existence of workforce imbalances within USAID's

¹ Offerings include, but are not limited to, employment of persons with disabilities; Hispanic employment; student employment programs; and veterans employment.

diversity composition; ensure these groups have equal opportunity in all personnel processes (e.g., employment lifecycle); and correct barriers that limit employment and advancement. The resulting impact supports the needed hiring levels and long-term retention of existing and future recruits from these groups within USAID.

Using Data and Analytics: Workforce Planning

Comprehensive strategic workforce planning advances USAID's mission and impact by ensuring that the Agency's global workforce is best positioned to fulfill U.S. national security and foreign policy objectives. By assessing existing and emerging priorities and the associated funding, the Agency's workforce planning seeks to identify, deploy, and manage the optimal workforce mix. In support of workforce planning and reporting, USAID has been building its capacity for People Analytics, which uses analytics to identify, attract, develop, and retain talent that reflects the diversity of the United States.

The Agency's Strategic Workforce Plan and ensuing updates establish allocation levels for the CS and FS for the current fiscal year (during the annual Operating Expense Operating Year Budget process). The allocation process for the Foreign Service directs and guides the assignment process. USAID's Bureau for Management also relies on workforce data to inform budget levels and the allocation of other direct costs for all operating units and to project annual U.S. direct-hire onboard and separation levels for the Operating Expense Operating Year Budget.

The Agency's new workforce planning models expand beyond the previous reliance on budget data as the primary driver of workforce levels. The new models capture the overall level of effort across the workforce. At present, USAID is using an overseas workforce model for the initial allocation of Foreign Service officers and is working on models for FS and CS in USAID/Washington. The initial results of the overseas model was used as the starting point for FY 2022 staffing reviews with a planned second iteration upon the completion of FY 2022 budget decisions and operational plans. Continued refinement and advancements in the model will enable data-based decision-making along with data-based justifications for the right staffing levels and staffing mechanisms for the Office of Management and Budget and Congress.

USAID's Office of Human Capital and Talent Management continued consultations across the Agency in the summer 2022 with a plan to begin utilizing the results of the Washington models for the FS and CS in the FY 2023 staffing and operating expenses review process to begin in December 2022.

Overseas Presence

USAID Presence Overseas

Over the last three years, USAID has established or re-established a presence in Australia, Ecuador, Greenland, Lithuania, the Pacific Islands, Papua New Guinea, and Somalia. USAID changed Mongolia, Niger, Tajikistan, and Uzbekistan to bilateral missions. USAID also has increased staffing in Sudan, Tunisia, Rome, and Vietnam.

The following USAID missions closed or have significantly reduced staffing footprints: Afghanistan, Albania, Belarus, China, Pakistan, and Ukraine.

1. USAID/Afghanistan: The mission closed in-country and is now functioning remotely. The majority of the staff are working remotely from the U.S. and some staff has been relocated to Kazakhstan and Qatar. USAID/Afghanistan staff reduced U.S. direct-hire (USDH) and USPSC positions to 25 staff from the February 2019 baseline of 114 staff authorized; and FSN positions to 20 from a baseline of 225.

2. USAID/Albania: USAID reduced Mission personnel from 18 positions to three positions. The USAID Administrator has approved reversing a prior decision to reduce the size of USAID/Albania.

3. USAID/Belarus: USAID closed the mission due to the deteriorating bilateral relationship with Belarus and all the staff relocated to Kyiv, Ukraine, and Vilnius, Lithuania.

4. USAID/China: USAID shifted from an Office to a non-presence program in the People's Republic of China in 2019.

5. USAID/Pakistan: USAID approved a reorganization plan to reduce the staffing footprint significantly by September 30, 2024. As of September 30, 2020, USAID/Pakistan had encumbered 32 USDHs and USPSCs and 164 Foreign Service Nationals (FSNs). By September 30, 2024, USAID/Pakistan is approved to have 18 USDHs and USPSCs and 81 FSNs.

6. USAID/Ukraine: After the Russian invasion of Ukraine, USAID staff in Kyiv were temporarily relocated to Washington, D.C. or in alternative locations in the region.

USAID Planned Presence Overseas

Over the next three years, USAID plans to establish a presence in Poland to assist our work in Ukraine and programs in the region.

Workforce Supply (Onboard): Overview of the Current U.S. Direct-Hire and Cooperating Country Workforce

As of March 31, 2022, USAID's onboard permanent and temporary USDH workforce totaled 3,995 staff. As of March 31, 2022, USAID had 4,469 CCN/FSNs.

Table 1. Onboard Staffing Totals by U.S. Direct Hires and by Fund Source FY 2019 – FY 2022 ²

² Figures were captured directly from the National Finance Center (NFC), the system of record for USAID employees. COVID funding began in 2020. For 2019, the OE- and program-funded FSLs are combined. These figures do not include temporary interns or employees from USAID's Office of the Inspector General (OIG). Due to updates/corrections to personnel data, the data presented in this report could vary by approximately 1% from previous and future workforce reports. The FSN onboard data is from the Overseas Personnel System (OPS). The FSN data for 2020 through 3/30/2022 was obtained in coordination with the Department of State. In 2021, USAID

Hiring mechanism and Fund Source	9/30/19	9/30/20	9/30/21	3/31/2022
CS - OE	1,232	1,336	1,511	1,546
CS - Program Funds	82	79	105	112
COVID/Schedule A	N/A	11	62	68
FS - OE	1,675	1,701	1,822	1,849
FSL - OE		10	9	7
FSL - Program Funds	240	351	390	413
FSN / CCN	4,656	4,459	4,502	4,469

Hiring and Separations

One of the Agency’s highest workforce priorities has been to reach its CS and FS hiring targets, which includes identifying, monitoring, and filling staffing levels and skills gaps. In FY 2020, with the release of the interim Strategic Workforce Plan, USAID committed to reaching its target of 1,600 CS and 1,850 FS. This was following a hiring freeze that began on January 22, 2017 that, along with continuing separations, resulted in a depletion of the CS and FS to FY 2010 and prior-year levels.

To do this, USAID invested in its core human resource functions and hiring apparatus. The Agency hired both career and non-career Human Resources Specialists and established a surge hiring and onboarding team to meet the targets. The hiring team was also instrumental in recalibrating and in some ways reimagining the hiring and onboarding process due to the mandatory remote work. In addition, the Agency expanded its approaches to CS hiring consistent with best practices to provide more timely, effective, and efficient hiring as well as to build a recruitment pipeline. For example, USAID aggressively used broad and recurring job announcements that helped build rosters of talented and diverse candidates for mission critical occupations and commonly-filled positions.

The Agency also strengthened FS recruitment and hiring process for career candidates for positions across all pre-existing 13 backstops, along with a new backstop for Humanitarian Assistance (BS-70). HCTM successfully transitioned the recruitment, hiring, and onboarding process for FS onto virtual platforms to allow the Agency to continue to aggressively recruit to meet our hiring targets. The Agency also adopted a new approach, creating a roster of available

transitioned from using the WebPASS system to the OPS. As part of that transition, USAID is in the process of validating overseas data to ensure all staff and countries are captured accurately.

FS candidates who are more quickly available to hire to fill attrition and hiring target increases. The Agency is also adopting recruitment strategies to attract individuals who can successfully engage commercial entities and internal stakeholders to advance the private sector’s role in international development.

The FY 2022 appropriation for OE provided sufficient funds for new hiring targets of 1,720 for the CS and 1,980 for the FS.

Table 2. New Hires by U.S. Direct-Hire Hiring Mechanism and Funding Source Type FY 2019 – FY 2022³

Hiring mechanism and Fund Source	9/30/19	9/30/20	9/30/21	3/31/2022
CS - OE	106	243	315	91
CS - Program	38	15	18	0
COVID/Schedule A	N/A	7	57	6
FS - OE	23	67	177	26
FSL - Program/OE	62	192	105	33

Table 3. Separations by Hiring Mechanism Type FY 2019 – FY 2022⁴

Hiring mechanism	9/30/19	9/30/20	9/30/21	3/31/2022
CS	117	122	117	32
COVID/Schedule A	N/A	N/A	2	1
FS	72	54	61	6
FSL	40	39	37	7

Staffing the Civil Service

³ Figures were captured directly from the NFC, the system of record for USAID employees. COVID funding began in 2020. FSL totals include both OE and Program funded FSLs. Do not include temporary interns or OIG.

⁴ Figures were pulled directly from the NFC, the system of record for USAID employees. FY 2019 figures include both OE- and program-funded CS and FSLs. FY 2020 and FY 2021 CS figures include only OE-funded. COVID funding began in 2020. Figures do not include temporary interns or OIG employees.

USAID's CS is primarily funded through the OE account, but approximately 100 CS employees at any given time are program-funded with PEPFAR funding. USAID increased its planned CS recruiting and hiring levels over the previous three years (FY 2020-2022) in order to reach and sustain the staffing levels needed to advance our mission. In addition, we continue to hire program-funded CS employees at the rate of separation to maintain a constant staffing level.

Table 4 shows our three-year hiring plan to achieve the OE-funded CS targets, which began in FY 2019 and includes the 1,720 target in FY 2022 and future prospective targets if funding is provided for GDPI in subsequent years.

Table 4. OE Civil Service Hiring Plan FY 2019 – FY 2025⁵

	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 (Target)	FY 2023 (Target)	FY 2024 (Target)	FY 2025 (Target)
Beginning Headcount	1,169	1,232	1,336	1,511	1,720	1,820	2,000
New Hires	106	243	315	366	272	365	456
Separations	(117)	(122)	(117)	(157)	(172)	(185)	(206)
Final Headcount	1,232	1,336	1,511	1,720	1,820	2,000	2,250

Staffing the Foreign Service

USAID increased its planned FS recruiting, hiring, and onboarding over the past three years (FY 2020-2022), almost tripling hiring rates in FY 2020 and doubling them in FY 2021.

Table 5. Foreign Service Hiring Plan FY 2019 – FY 2025⁶
(Updated 12/30/21)

	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 (Target)	FY 2023 (Target)	FY 2024 (Target)	FY 2025 (Target)
Beginning Headcount	1,689	1,675	1,701	1,822	1,980	2,080	2,300
New Staff Onboard	23	67	177	230	177	303	291
Separations	(72)	(54)	(61)	(72)	(77)	(83)	(91)
Final Headcount	1,675	1,701	1,822	1,980	2,080	2,300	2,500

⁵ Actual final headcount reflects figures as of September 30, the end of fiscal year (FY). The actuals were pulled directly from the NFC, the system of record for USAID employees. Figures are for OE-funded CS positions, excluding Administratively Determined (AD) positions. FY 2019 figures include OE- and program-funded CS. The five-year average CS separation rate has decreased to 9.7%, as the last two years the rate has been closer to 9%. These figures do not include temporary interns or OIG.

⁶ FY 2021 actual final headcount reflects figures as of September 30, 2021. Actual figures were pulled directly from the NFC, the system of record for USAID employees. GS-to-FS conversions are included in the FS numbers, but FSL positions are not included in the totals. The five-year average FS separation rate remains at around 3.8%.

Civil Service and Foreign Service Workforce Allocations

Civil Service

USAID finalized the initial components of the Washington Workforce Planning Model and will undertake a review within the Agency for adjustments to the model. Once complete, USAID anticipates using the results of the model as the basis for determining the need for FS and CS employees in Washington and. Like the Overseas Model, we anticipate adjustments based on Bureau and Independent Office (B/IO) workforce planner input, policy priority considerations, and issues that cannot be anticipated that would impact allocations.

In the meantime, HCTM has been engaging B/IOs on a series of staffing reviews, including review by the Office of the Administrator to align Administration priorities with the right staffing. Approximately half of the increase in FY 2022 for the CS is for fundamental staffing requirements that have gone unfilled or that have been filled with short-term approaches. This includes priority areas like contracting officers (including for humanitarian assistance programming), as well as desk officers, lawyers, and HR specialists. Most of the remaining positions are split between the increased efforts on diversity, equity, inclusion and accessibility; Global Health Security; and the beginning of a longer-term effort to support our humanitarian assistance efforts with more CS and FS staff where USAID has previously relied on contracted positions. Finally, global climate change along with democracy and anti-corruption efforts have some additional new staff, but there is a greater need for those areas as part of our longer-term staffing needs.

Just as USAID used a planning figure in the interim Strategic Workforce Plan, this plan accounts for historical vacancy and turnover rates. The plan assumes an 8% vacancy rate, which results in USAID allocating 1,860 CS OE positions in FY 2022 to reach and maintain an actual full-time equivalent (FTE) level of 1,720.

Annex I shows the FY 2022 OE-funded CS allocations at USAID by B/IO in Washington.

Foreign Service

USAID's Overseas Workforce Planning Model is used as the basis for determining need for FS employees overseas, however, slight adjustments to the hiring plan may occur over the course of the year. Program officers, health officers, and crisis, stabilization and governance officers are the top three needs indicated by USAID Missions. In addition, USAID is prioritizing contracting officers and environment officers. USAID is also reinvigorating our economics officers and specifically creating Foreign Service positions for executive officers and humanitarian officers in place of short-term contract positions.

Because of USAID's ability to hire and maintain a reserve pool of candidates who we can quickly pull from to hire and onboard, USAID does not need to account for historical vacancy and turnover rates in the Foreign Service. The plan includes allocations initially proposed in the FY 2023 Congressional Budget Justification for 1,980 FS employees; however, we anticipate some

adjustments once we run the Overseas Model with up-to-date FY 2022 Operational Plan data, along with adjustments to the model results to support the Administration's policy priorities and issues that cannot be anticipated that will impact allocations (e.g., conflicts, economic downturn, security conditions).

Annex 2 shows *initial* FY 2022 OE-funded FS allocations at USAID by B/IO in Washington or region. This may be adjusted once final FY 2022 Operational Plans are completed and USAID uses this data to run the next iteration of the Overseas Workforce Planning Model.

Annex I. Allocation of Civil Service Employees (FY 2022) at the U.S. Agency for International Development

	FY 2022 Allocation
Washington Total	1,860
Office of the Administrator	38
Bureau for Africa	104
Bureau for Asia	65
Bureau for Conflict Prevention and Stabilization	56
Bureau for Democracy, Development, and Innovation	186
Bureau for Europe and Eurasia	45
Bureau for Resilience and Food Security	54
Bureau for Foreign Assistance	45
Bureau for Global Health	136
Bureau for Humanitarian Assistance	73
Bureau for Latin America and the Caribbean	44
Bureau for Legislative and Public Affairs	40
Bureau for Management	513
Bureau for Policy, Planning, and Learning	65
Bureau for the Middle East	53
Office of Budget and Resource Management	22
<i>Civil Service staff to support the Chief Economist</i>	2
Office of Civil Rights	24
Office of Human Capital and Talent Management	139
Office of Security	80
Office of Small and Disadvantaged Business Utilization	14
Office of the General Counsel	62

Annex 2. Initial Allocation of Foreign Service Officers (FY 2022) at the U.S. Agency for International Development

Table 1: USAID *initial* FS Staffing allocation for FY 2022

	FY 2022 Allocation
Washington Workforce	
Washington Total	516
Office of the Administrator	3
Bureau for Africa	37
Bureau for Asia	20
Bureau for Conflict Prevention and Stabilization	40
Bureau for Democracy, Development, and Innovation	70
Bureau for Europe and Eurasia	8
Bureau for Resilience and Food Security	22
Bureau for Foreign Assistance	2
Bureau for Global Health	26
Bureau for Humanitarian Assistance	26
Bureau for Latin America and the Caribbean	15
Bureau for Legislative and Public Affairs	9
Bureau for Management	32
Bureau for Policy, Planning, and Learning	21
Bureau for the Middle East	11
Complement	150
Office of Budget and Resource Management	3
Office of Civil Rights and Diversity	-
Office of Human Capital and Talent Management	14
Office of Security	2
Office of Small and Disadvantaged Business Utilization	
Office of the General Counsel	5
Overseas Workforce	
Overseas Total	1,464
Africa Total	600
Asia Total	372

Europe and Eurasia Total	110
Latin America and Caribbean Total	209
Middle East Total	160
Bureau for Policy, Planning, and Learning Overseas	7
Bureau for Humanitarian Assistance Overseas	6
Grand Total = Washington + Overseas	1,980
* FS onboard includes CS-to-FS conversions, but does not include staff on Foreign Service Limited appointments.	

Note: Data provided in this report do not include USAID's Office of the Inspector General (OIG) employees.