



**U.S. Department of State  
LISTENING REPORT  
For the U.S. Department of State  
&  
U.S. Agency for International Development**

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Prepared by:  
Insigniam

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May 26, 2017

The Honorable Rex Tillerson  
Secretary of State  
United States Department of State  
Harry S. Truman Building  
2201 C Street Northwest  
Washington, District of Columbia 20037

Dear Mr. Secretary:

Thank you for the opportunity to conduct a listening tour of the United States Agency for International Development and the United States Department of State on your behalf. Insigniam exists to serve, and it has been an honor to serve the United States of America.

We were impressed by the remarkable engagement in the listening tour: more than 35,000 people directly participated. In listening to them, we were consistently moved by their patriotism and their dedication to serving the people of the United States. The people who work at the United States Agency for International Development and the United States Department of State are patriotic women and men passionately doing their duty for their country, providing cheerful service every day. We were inspired to see that their patriotism and commitment are as strong, if not more so, in their twentieth year of public service as in their first year. In this report, you will hear their perspectives, suggestions, and insights.

We also wish to acknowledge and appreciate the hundreds of men and women behind the scenes who arranged for security clearances and badges, obtained visas, processed passports, scheduled and re-scheduled interviews, and hosted us around the world. Their tireless work—often on short notice—made the listening tour possible.

It is our privilege to present you this listening report of the United States Department of State and the United States Agency for International Development.

With deep respect and admiration,

Shideh Sedgh Bina, Founding Partner  
Scott W. Beckett, Partner  
Jon S. Kleinman, Partner



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## **CHAPTER 1: OUR METHODOLOGY**

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Upon his confirmation to the office of Secretary of State, Secretary Tillerson made clear his intention to instigate discussion of goals, priorities, and direction of the U.S. Department of State and USAID, and garner the input of USAID and State Department employees as part of the process. The ensuing release of a Presidential Executive Order on a Comprehensive Plan for Reorganizing the Executive Branch formalized Secretary Tillerson's objective of identifying ways to improve the efficiency, effectiveness, performance, and accountability of the State Department and USAID in fulfilling their missions.

Secretary Tillerson initiated a 'listening tour' of the Department of State and USAID. The intent was to gather as much insight and contribution from the more than 87,000 individuals who work in these two organizations. The Department of State requested Insigniam work with the organization to both gather this information, as well as make available to the Secretary a summary-level representation of what USAID and State employees are saying. Topics and issues were to include the opportunities and challenges people encounter in executing the mission of their respective organization. The Secretary's direction to Insigniam included the requirement to ensure comprehensive coverage of the entire Department of State and USAID workforce, thereby including the voices of employed family members, locally engaged staff, and certain contractors with those of the Civil Service and Foreign Service staff that comprise the agency's workforce.

In response, Insigniam prepared and made available online to the Department of State and USAID workforce a confidential survey. The survey was designed and structured to offer people the opportunity to provide both quantitative and qualitative responses to a variety of questions regarding their work. The survey was introduced and a link to the online survey was sent by the Secretary's office to employees. Measures were in place to help ensure anonymity as well as the integrity of the survey.

Additionally, USAID and Department of State personnel administrators randomly selected a cross-section of approximately 300 individuals from the two organizations, proportionally managing for the sizes of both entities. These individuals were invited to participate in confidential one-on-one interviews with an Insigniam consultant. These interviews were conducted either by phone or face-to-face and were designed to be 45-60 minutes in duration. Please find in Appendix A of this document, the demographics of the respondents and in Appendix B, a list of the survey questions and individual interview questions.

When the survey closed, 35,386 online surveys had been completed, indicating a participation rate of 43%. To help generate the content for this report, Insigniam used a combination of human and electronic algorithms to identify the critical elements, prevalent themes, and significant patterns and trends of people's responses. For each question, in both the survey and interview responses, a high number of common responses indicated a theme around the topic of the question, and the correlation of themes informed the major sections, or "chapters" of the story being told by the USAID and State workforce that constitute this report.

From the deep and detailed review of the data, Insigniam developed this report. The report is intended (a) to share the major themes and conversations Insigniam heard as we listened to all the people who participated, including their recommendations for how to improve the Department of State and USAID (found in Chapters 9-10) and (b) to provide any insights and/or recommendations which Insigniam may deem potentially useful for the Secretary as he moves forward with the work of preparing the Department of State for the future (found in Chapter 11).

## A NOTE ON WORDING

With a response set as large as the one for this project (35,000+), there are no completely definitive statements, i.e., not all people agree with any one particular statement, position, or point of view. In this document, phrases such as "People say..." or "The Employees of the Department of State report..." are intended to represent that a large and majority portion of those queried are aligned with a particular statement, position, or point of view. When the alignment is less so, we have intended to use phrases which indicate that as appropriate. Please note that all direct quotes from respondents are italicized (misspellings and grammatical errors have not been corrected), even when standards for writing would prescribe another format.

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## CHAPTER 2: CONTEXT: THE NETWORK OF CONVERSATIONS

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No two organizations, enterprises, or entities are the same, no matter how similar their component elements. The differences between organizations are far more than simply having different uniforms, brands, or key operational strategies. Both the big and small differences between any two organizations comes down to each organization's network of conversations.

A premise of our work at Insigniam is that any (and every) organization is constituted by a network of conversations. All day long people are speaking and listening to other people, whether internal colleagues, outside vendors, partners, customers, consumers, or regulatory authorities. These people are answering emails. They are talking in the hallways. They are writing and (hopefully) reading reports. They are having meetings amongst one another at all levels, whether on the front-line or in the executive suite. They are sharing and receiving information. Whether those actions happen face-to-face or across the seas, all of that (and much more) constitutes the network of conversations within that organization.

The work of an organization gets done through these conversations. When the conversations of an organization are effectively led and managed, the performance of the organization is remarkable. Productivity and effectiveness grinds to a halt—or at least becomes sub-optimized—when those conversations are ineffectively managed. Either way, the very manner in which an organization exists and moves emerges as this network of conversations develops.

An organization's culture also emerges from these conversations. The network of conversations is about more than what leaders say. It's about, at all levels, what is being said by the people in that organization, what is not being said, and, even more importantly, what is being heard (regardless if it matches the intended communication) by people throughout the organization. In most organizations, managing the entire network of conversations is difficult. For large, diffused organizations, it is a Herculean effort.

To that point, it is critical to understand that not all conversations are the same nor do they serve the same purpose. In high performing organizations, these elements of the network of conversations are actively and intentionally aligned and managed:

- Why we exist (purpose)
- That to which we aspire (vision)
- The course we will pursue to realize purpose and aspiration (mission)
- How we will play to succeed (strategy)
- Who our leaders need to be (leadership competencies, ways of working)
- What is quantitatively of value (outcomes, value to be generated, and performance standards)
- What is qualitatively of value (values)
- That which guides our decisions and behaviors (operating principles)
- How we organize to operate (structure)

- Actions that we institutionalize (accountabilities, decision rights, and practices)
- Ways in which we accomplish our core work (processes)

While there is a diverse and infinite manner in which these elements may be operationalized, it is of supreme importance that they are coordinated and in line with each other. The most potent organizations, we find, are those which feature a diverse, coordinated, and aligned set of conversations which the executives, leaders, managers, and even sole contributors of the organization are intentionally engaging with, and from, as well as managing. We assert that this network of conversations determines the integrity or structural soundness of an enterprise.

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## **CHAPTER 3: PREVAILING THEMES**

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### **SUMMARY**

A set of prevailing themes was evident upon review and analysis of the responses collected from the online surveys and individual interviews. These themes are shared below. They are not listed in priority order, though they are, in some cases, grouped together for emphasis. More examination of the basis for each theme—particularly further elements of each theme—will be explored in later sections of this report.

The themes below are not expressed in the exact words of those who participated in the listening tour, rather as threads of pervasive ideas which can be discerned as elemental to the network of ongoing conversations. These ideas, one could say, closely correspond to the core characteristics of the network of conversations and the emergent organizational cultures of Department of State and USAID. They largely exist as a background to the conversations people are having in the forefront.

### **THEME 1: FERVENT AND PROUD PATRIOTISM—FIDELITY FOR THE ISSUES THEY ARE WORKING ON**

The people of the Department of State and USAID are American patriots. Their patriotism leads their conversations and is without a doubt the most important organizational value. For most, their profession is anything but work; it is a mixture of calling, of solemn duty, and of obligation to represent what is best about America to the world. Throughout USAID and DOS, including the Foreign Service, Civil Service, and L.E.S.—particularly among those working in a foreign post and/or on the frontlines of diplomatic and development efforts abroad—people experience their work as a badge of honor and expression of a higher calling on behalf of the greatest country on earth.

With great pride and openness, people speak about the work they do, the career they have chosen, and the positive and often life-changing impact that USAID and the Department of State make for millions of people around the world. From the agent ensuring integrity in who carries an American passport, to the aid worker leading HIV testing and treatments in Thailand as well as all in between, representing what is best about America reigns supreme in the Department of State and USAID.

### **THEME 2: USAID: MISSION-CENTERED AND RESOLUTE**

Central to the hearts and minds of the people of USAID is the critical mission they see their organization playing in the world. There is a clarity about, and focus on, the mission. A sense of service to a greater good prevails throughout USAID with people empowered and deeply enthusiastic about the work of the agency. Its people embody the first of its stated core

values—passion for mission—speaking highly of the work it does and anxiously of any potential, perceived, or real threats to USAID being able to execute its mission throughout the world.

For those in USAID, there is a clear and important distinction and delineation between the agency and the Department of State, one which must be maintained. Many in the organization express concern about USAID's ability to carry out its mission if deprived of the perceived and/or real autonomy the agency enjoys today.

### **THEME 3: DEPARTMENT OF STATE: DEEP PRIDE AND A MANDATE OF GLOBAL PROPORTIONS**

As the country's official diplomats and those accountable for leading, negotiating, and implementing America's foreign policy throughout the world, those of the Department of State hold their heads high, conscious of the incredible responsibility that comes with their work. Though well known for the Foreign Service, State is made up of civil service employees, a large number of local employees from the geographies in which State operates, a cadre of employed family members at overseas posts, and numerous contractors. Additionally, State has more than four dozen bureaus, offices, or other entities. Though its administrator reports to the Secretary of State, USAID operates as a stand-alone entity.

*"The U.S. is more secure through promotion of our values of democracy, rule of law, and human rights. We are the leaders of the world because of these values, and the prosperity and way of life that is the envy of the world. The State Department takes these values to all corners of the world, and makes us safe."*

Doing such high-profile work, people in State are extremely cognizant of that which might put the United States, the Department, or even the individual in a bad light. As such, we found that people have great attention on not doing things wrong, getting in trouble, or rocking the boat. People live in a cloud of both real and perceived threats, from life-threatening security issues, to potential downsizing, to the fear of getting in trouble by a "boss" or someone in a position of authority.

### **THEME 4: UNCLEAR MISSION: DOS DOES NOT SPEAK WITH ONE VOICE**

For an organization with a very significant role in the world, too many in the Department of State were not clear on the exact mission of the agency. When asked, the three most frequent answers were “installing democracy around the world,” “spreading American values,” while the most consensus comes around phrases such as ‘protecting Americans and the interests of America throughout the world.’ People understand that such a mission can be extraordinarily broad, leaving one person to comment, *“You could make that mean nearly anything, and, by the looks of [the Department], maybe we do.”* At any given time, the fact that State is dealing with the short-term and long-term interests and effects of an untold number of local governments, businesses, people, and issues, everything from peace in the Middle East to programs to combat climate change only adds to the opportunity for misunderstanding about the mission of the agency.

With people scattered around the globe serving in a multitude of capacities involving countless issues, State does not speak with one voice. People speak from their place in the organization, not from the organization as a whole. Specifically, what is said to be the mission can differ if the individual has a political, diplomatic, or development role; similarly, it can differ if an individual is at the Department of State or USAID. Moreover, interpretation of the mission can be different based on elements such as one's geographic location, support of the sitting administration, or employment group (i.e., "you wouldn't say that if you were a Civil Service employee"). Though the people of State may have the same Hymnal, many different songs are being sung.

## THEME 5: ACCOUNTABILITY IS DISPLACED

In general, in an organization, where there is a lack of power or ability to make things happen, there is often a lack of clear accountability. In this process a picture emerges in which accountability has been displaced by unclear decision rights, diffused authority (as opposed to shared ownership), absence of a single authority on most issues, and compartmentalized/standalone work units in lieu of unified and harmonized processes and workflows. Such a condition thwarts expediency, reduces effectiveness, saps individual motivation, and masks redundancies. To get things done at State and USAID, individuals must seek multiple approvals from various entities. The most cited example of this is the clearance protocol for documents. In one example, sometimes as many as ten approvals are needed for one decision resulting in a significant percentage of selected individual's time just chasing down signatures. This is most pronounced the further one is away from Washington. As one person summed it up, "*Nothing is easy.*"

At both State and USAID, accountability for results has been replaced with 'this is what I do.' With little ability to make things happen on one's own authority and the multiple masters to whom employees are beholden (e.g., bureaus, agencies, members of Congress, protocols, regulations, budget cycles, foreign governments, etc.), people are drawn to shirk accountability, often by either delegating or simply claiming no ability to own the result. While people at USAID could more easily tie their job to results than their colleagues at State, there is still room for improvement. At USAID, many do not even take credit for successes. They subscribe to Lao Tzu's missive: "With the best leaders, when the work is done, the task accomplished, the people will say "We have done this ourselves." Notably, when asked to express "the results for which you are accountable," a significant number of people in both organizations recited the number of employees they oversee and the budget dollars they have, yet expressed no outcomes at all. In this type of dynamic, in a perverse turn of logic, many take the view that if one is not accountable for anything, one can never get in trouble for not getting it done.

## THEME 6: A SPIRIT OF SACRIFICE; TOLERATE WHAT DOES NOT WORK

The work of USAID and the Department of State is, for most employees, a labor of love. One individual summed it up by saying, “*I can’t believe I get paid to do this,*” while another expressed a sentiment we heard often, “*This is what I was born to do.*” Yet, working at either USAID or State comes at a cost whether that be the long hours, the stress on families, the dangerous posts, struggling for resources, cumbersome processes, or poorly designed and/or ineffective systems which thwart progress and encumber getting things done.

People throughout USAID and the Department of State regularly tolerate that which is unworkable, substandard, or ineffective in the course of their work. For some, the calling of the mission makes tolerating these hurdles worth it; others are simply resigned to the perceived realities of work in the Federal Government. Overwhelmingly, people experience little ability, time, leverage, or interest in distracting from the work of the mission to attempt to address what systemically gets in the way of their work. For some, overcoming such obstacles is a badge of honor.

*“I am filled with pride when I am serving in another country and I see that flag flying over the mission. I see that it represents and I represent the freedom of the press, freedom of religion. I can look to the United States and be proud of my work, who I am, and what I get to do.”*

## THEME 7: MISSION IMPACT THWARTED BY LACK OF COHESIVE DESIGN; WORKAROUNDS ABOUND

Both USAID and the Department of State are hobbled by the lack of thoughtful, deliberate design as to many of the working parts, infrastructure, and systems of the two organizations. Seemingly little has been built by thinking from the whole: multiple IT systems coexist through patchwork but do not properly integrate; offices, programs, and new positions are added when operationally or politically expedient with little regard for what already exists; workflow and work process, where they exist, are functional rather than outcome driven; human capital management, succession planning, and career pathing are delegated to committees rather than managed by executives intentional of building a robust organization for the future.

Moreover, at the Department of State (less so for USAID) little substantive and impactful work has been done on the institution’s culture, leaving a relatively diffused and loosely coordinated organization. When one long-serving individual was asked how State had expanded to the breadth and size it is today, the answer was reminiscent of a hydra in Greek myth.

As a result, people at both State and USAID have learned to navigate what does not work about their respective organizations. Where processes are disjointed, cumbersome or poorly integrated, workarounds have been created. Ironically, such workarounds—though intended to facilitate getting things done—exacerbate the unworkability within each organization. What does not work never gets addressed as it is simply ignored, sidestepped, or thwarted.

## **THEME 8: MYOPIA IS BUILT INTO THE SYSTEM**

Both USAID and State are large and geographically dispersed organizations. Much of the work is high-stakes and critically important for the human beings on the ground in situations around the globe, whether those situations be good, bad, or ugly. As such, with the possible exception of policy, what people in both USAID and State tend to focus their attention on is what is in front of them, whether because of the criticality of the mission or because they have little ability to make an impact or influence change outside the scope, and length, of their individual work assignment. There exists a seeming lack of appreciation about what happens to an individual's work product once it leaves one's work unit. Feedback mechanisms are lacking and the disjointed, functionally driven approach to work diminishes the ability to work in partnership with their colleagues throughout the USAID and State organizations to accomplish things together. Relatively short tours of duty (e.g., two or three years) combined with people's distaste for the tortuously long and cumbersome approval processes form a natural orientation toward short-sightedness. With little intentional handoff of accountabilities and relationships between people as roles transition, institutional knowledge becomes segmented and compartmentalized.

## **THEME 9: TECHNOLOGY, INTERNAL CULTURE, AND INFRASTRUCTURE NOT FIT TO PERFORMANCE**

Nearly to a person, those in both USAID and the Department of State are frustrated with, disillusioned by, and/or resigned to what is regarded as severely lacking systems of infrastructure, technology, and work policies for many important areas of the two organizations. A regular and consistent complaint among people is information technology, whether those be the outdated tools and systems used, the inability for various systems to interact and coordinate, or how State and USAID are working with tools of a bygone era while military and other agency colleagues use what works in today's day and age.

Moreover, frustration reigns concerning many policies and approaches to doing business. Whether it be models and policies for family member participation, or medical leave for pregnancies, or a footprint based on a 20th century Cold War world which has evolved into the 21<sup>st</sup> century's war on terror, much of what governs day-to-day work is not fit to purpose. People contend that much of what governs State and USAID is what might be called the drift: what was done yesterday is done today without much questioning or concern if it is appropriate or even relevant.

## **THEME 10: DESPITE HUGE WEALTH OF TALENT, PEOPLE ARE TREATED AS TOOLS, NOT AGENTS**

At the Department of State and, to a lesser degree, at USAID the focus is on the job and the tasks, not on the human being in the job. While people take care of one another, the system in which they operate treats people as tools, or resources, not human beings. Honor is given to the task and the work without proper honor given to equipping people to perform, both mentally and with the proper tool set. People are rotated in and out of many positions frequently, leaving the individual as merely a temporary presence in any given role. By

example, the Ambassador to Country X is a position which, over any given six years, three different people might fill. Those people come and go, but the position and title remain. Simply put, the organizational culture at State values roles and positions, not people.

In the network of conversations of the Department of State and USAID, one could say that people do not exist as people. Titles, roles, positions, classifications, geographies, and administrative hierarchies exist; human beings merely disappear into those terms. It is in this type of context that organizations can come to be known as ‘nameless and faceless.’ People speak very little from the conversations of leadership (though loudly about poor management), or about developing people, and there is a virtual vacuum of conversations about the work of growing people for the future. Essentially, one’s tenure is expected to address those needs, or so is the assumption in the background.

Consequently, and not surprisingly, the people in such a system tend to act consistent with the system. In this case, many people experience being relatively powerless in the overall system of State and USAID, relegated to doing as good a job as they can in the role they are in, but not expecting or empowered to make an impact any further than the scope of their individual role.

Luckily, inside of such a paradigm many people still do extraordinary, laudable work. There are also people who have the strength of will to break the mold and assert individual power over the massive pull of the organization drift. Moreover, people find satisfaction—assuming they do—when the particular role they are in provides the opportunity to make a meaningful impact. For many, though, the strict framing of the role, organizational and/or union rules, or the nature of any particular job leave little room to be inspired, to utilize one’s full portfolio of gifts, and to make the maximum contribution people are capable of making. In such a paradigm, people are not drawn to do more than that for which their job requires as a minimum, nor do enough people tend to offer more than is asked. Simply, if no one is asking, nothing out of the ordinary gets done.

## THEME 11: TOO MUCH ACTION GOES IN THE WRONG DIRECTION

Whereas the very basis for the existence of both State and USAID is to make an impact in the external environment in which the United States must operate and lead, too much of the attention and action demanded from people working at the forefront of shaping this external world is pulled in other directions. In addition, the number of people who described significant aspects of their jobs in terms of “*I need to track* (that others did the job right)”, “*make sure* (that others did the job or task right)”, “*assess* (that others did the job or task right)”, “*control*” (that others do the job right)”, “*make sure that field is complying*” with little or no ability to cite value-added performance outcomes for these activities was voluminous. As we moved closer to the field, we got clearer and clearer expressions of actual value added performance (“*I produce X result in Y country/region/program*”).

People use the analogy of a pyramid to describe the problem; with a relatively small group of people working on the frontlines at the top, and a disproportionate number of people for whom information, compliance documentation, and other reports must be generated at the

bottom. Inverting that pyramid would put more emphasis and resources where they would make the most difference, as well as drive efficiencies all along the process flow.

Hence, for people at State doing the work that directly impacts the external environment, a considerable portion of time and energy is spent acting, responding, and providing information to satisfy needs of various stakeholders in Washington D.C. with virtually no perceived value added to their work. In USAID, while people's efforts are more focused on the end outcome of their programs, their efforts are too often diluted or diffused by having to tend to stakeholders further upstream. For both, the time spent on reports (including many for Congress) that provide no feedback for strategic or tactical adjustment to elevate frontline performance is a clear area of waste.



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## CHAPTER 4: MISSION NOW AND IN THE FUTURE

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**NOTE: CHAPTERS 4-10 ARE SUMMARIES OF RESPONDENTS' COMMENTS**

### SUMMARY

At both USAID and the Department of State, people are driven by a strong sense of mission, whatever they see that mission is. At USAID, most people are clear on and speak of the organization's mission in the same terms. The prevalent sentiment is that it should remain the same in the future. At State, the mission is less clear. People say that mission statements change as frequently as Secretaries of State change, but that the core mission of State remains stable. However, the terms used to express State's mission vary depending on who is speaking.

USAID sees its work as distinct from that of State, but as no less critical and integral to national security and foreign policy. Many, though not all, in each organization contend that USAID's work must be aligned and coordinated with that of the larger Department of State. There is lack of agreement as to how closely USAID should be aligned with State, but few disagreed that the arrangement is most effective when development work is kept distinct from diplomacy.

The future is believed to be one of ever-evolving global circumstances and shifting priorities with ever-changing Presidential administrations and Congressional delegations. Most people in both the Department of State and USAID predict and/or believe that the mission of each respective organization today will be the same in the future. Though geographies and specific policies might change, the fundamental work will remain.

### USAID'S MISSION: TODAY

#### **Stated mission of the United States Agency for International Development**

We partner to end extreme poverty and promote resilient, democratic societies while advancing our security and prosperity.

**USAID:** For the most part, at USAID, the mission is clear. Most people at USAID say that their mission statement, created in 2013, reflects the actual purpose and work of the agency: "*We partner to end extreme poverty and promote resilient, democratic societies while advancing our security and prosperity.*" However, not everyone agrees: we heard from some that the mission statement occurs as vague, broad, and not backed up by budget allocations. Others asserted that the mission differs depending upon in which country USAID is working, although none were able to delineate what those differing missions were. Repeatedly, however, people emphasized that USAID's 'development' mission differs from the 'diplomacy' mission of the Department of State, though people say that distinction gets blurred out in the field.

**What six (6) words would you use to describe  
the current mission of USAID?**



While distinct, a majority of those asked say that USAID is, and should be, formally connected to, but not absorbed by, the Department of State. Employees see USAID's work as integral to America's national security, saying that work on poverty relief, disaster relief, environmental issues, and socio-economic development must complement the mission of State.

However, there is sufficient concern within USAID that subsuming USAID into or under a Department of State bureau(s) will diminish USAID's program effectiveness and impact. USAID workers say that the work of the agency requires a unique technical skill set, rather than the skillset of a diplomat.

- “Our mission is to support the national security mission by providing assistance worldwide. Aid is the operational part of it. We make a difference. Aid officers today understand what we are doing is important.”
- “Diplomacy and development is very different, complementary but fundamentally different. The more it becomes subsumed into the department, the less effective aid will become—already seeing an erosion. AID needs people with real technical expertise—nutrition, education, disaster relief, so many areas—different job than being a diplomat.”
- “USAID is highly adaptive to what is happening in the world. Some programs adapt to local conditions and context, but the mission remains.”
- “A lot of thought went into the mission statement. Make sure people outside USAID see the connections. Health is NOT in the mission statement.”
- “[From my perspective as a DOS employee], USAID is an excellent foreign policy tool allowing us to leverage our intellect, financial resources and technical expertise to create stronger allies and trading partners, humanitarian context a better world. How we manage infectious diseases. USAID is limited by law in self-promoting or propagandize to the American public.”

- “USAID has its own country strategy, which is part of the integrated country strategy at embassy level.”

**Insigniam’s Comment:** Omnipresent for the people of USAID—even more so than the question of whether USAID will receive the funding it requests—is the concern that USAID may become a formal, subservient component of the Department of State, thus not in a position to truly lead development work. With such a concern about this, many people interpret actions or events—no matter how innocuous—as signals pointing to an eventual folding in of USAID by State.

## USAID’S MISSION: THE FUTURE

The people of USAID believe any change to the agency’s mission will be toward separating the developmental and humanitarian priorities of USAID from the diplomatic focus of the Department of State. People assert that a drive toward self-sustainment of countries supported by USAID is—and will continue to be—an important strategic objective. As USAID achieves its objectives, people expect that the need for USAID in a given country diminishes. However, global need for security will likely worsen, putting unprecedented pressure on the agency and forcing it to make painful strategic choices about where to invest and not invest.

**What six (6) words would you use to describe  
the future mission of USAID**



The people of USAID see a clear connection between USAID, diplomacy, national security, and American prosperity. There is a strong belief within USAID that the technical expertise and experience of the agency in areas of nutrition, disaster relief, environment, poverty, and education is a significant US asset. This asset can be utilized to foster goodwill with countries where the United States sees strong relationships as vital to national interests. Nearly to a person, the people of USAID believe that, as the future unfolds, the extent to which the value of the agency is fully realized depends upon whether USAID is at the forefront of the United States’ development assistance in the world.

- “*If we do a good job, we should not be staying in countries forever; we should be turning things over to the host country.*”
- “*The most important thing is that we have a credible section for development that is disassociated from political agendas. For example, when there is a major presidential visit to a country we want to be able to announce certain things. We shouldn’t only deliver our foreign assistance. Otherwise, we will have lost something.*”
- “*We get so many requests. Have to be strategic—they are all worthy causes, but you need to have discipline. Strategic focus, otherwise you wind up a mile wide and an inch deep.*”
- “*We should work very closely with State. The USAID administrator should be a cabinet member position. I do not see [the two organizations] as competitive or independent, but autonomy for USAID is good... [there needs to be] clear recognition that they are complementary but different.*”
- “*State has too much to worry about as it is—difficult job and they are already overburdened—last thing they need is to be handed responsibility for global development. Not suited for it. Asking them to do things they are not equipped to do. In asking them to do that, we damage their ability to do their real jobs.*”

**Insigniam’s Comment:** Again, the fear of being subsumed into the Department of State and thus into a political framework is the divining rod for nearly all conversations about the future. As this frame for viewing things shapes how they interpret and then act, many within USAID strongly recoil to any talk about integration. For the people of USAID, the work of development is serious, it is critical, and it is a distinct mission requiring experts with a commitment to doing it right. Any threat to undermining its work is treated as such.

## THE DEPARTMENT OF STATE'S MISSION: TODAY

### **Stated Mission(s) of the United States Department of State**

ABOVE ALL, the mission of the U.S. Department of State is to advance the national interests of the United States and its people.  
(“Discover Diplomacy” on State.gov, May 23, 2017)

The Department’s mission is to shape and sustain a peaceful, prosperous, just, and democratic world and foster conditions for stability and progress for the benefit of the American people and people everywhere. This mission is shared with the USAID, ensuring we have a common path forward in partnership as we invest in the shared security and prosperity that will ultimately better prepare us for the challenges of tomorrow. (*Agency Financial Reports, 2013-2016*)

Advance freedom for the benefit of the American people and the international community by helping to build and sustain a more democratic, secure, and prosperous world composed of well-governed states that respond to the needs of their people, reduce widespread poverty, and act responsibly within the international system.

(*2007-2012 DOS Strategic Plan*)

Create a more secure, democratic, and prosperous world for the benefit of the American people and the international community.

(*2004-2009 DOS Strategic Plan*)

**DOS:** The people of the Department of State lack clarity and alignment on that which is the mission of the organization. Some maintain that the mission of State has remained constant, and many report that the mission statements themselves typically adjust with the changing of Secretaries of State. Compounding the lack of alignment, many of those surveyed and interviewed conveyed that varied and differing approaches to executing the mission over the course of multiple administrations and shifting global conditions have left people unclear about State’s mission.

Many identify that the mission of the Department of State, as well as the infrastructure subsequently built to support that mission, is a function of events in the past. People say that as new circumstances arise, State sets up new programs or bureaus. Several individuals spoke about this ‘cause and effect’ build out following events like the Vienna Convention, the Cold War, the September 11 attacks, and WikiLeaks, as well as impactful leaders like General Colin Powell.

**What six (6) words would you use to describe the  
current mission of the DOS?**



Additionally, many point to the pet projects that everyone from Presidents to Under Secretaries to Congressional representatives have added to State, and once in place these additions never seem to dissolve. The term ‘mission creep’ is how many people in State describe this phenomenon. A vocal number of State employees are frustrated and even angry about mission creep as they see it as resources being wasted which could be used to serve State’s core mission, whatever they say that is.

- “*By and large, the mission is to further our diplomacy efforts working at a government to government (G2G) level to further US interests and to look out for the security of Americans and American people through promotion of our values.*”
- “*I feel that the mission is to serve as the diplomatic arm of the US government.*”
- “*Its mission is to promote American prosperity, American interest overseas while promoting a peaceful and democratic world.*”
- “*I believe that the Department of State has kind of expanded or had mission creep over the years. The diplomatic platforms overseas that we call embassies and consulates have expanded the role.*”
- “*We have been asked to do a lot and I would just say diplomats in general are asked to do a lot, because if you think about the fact that we have either economic engagement, clean water, good security—all of these things are science-based. We collaborate with other agencies. I think what makes us unable to do the core mission of keeping us out of war and creating the space for energy is sometimes we’re present and we’re doing the work of other inter agencies because they were not present.*”
- “*As threats have grown, the mission has grown. Have to have diplomats on other parts of the community—messaging, engage with human rights activist—not doing those things make things less secure. Mission has grown because the diversity of the requirements facing our nation have grown.*”

**Insigniam's Comment:** Without a unified mission, people in the State Department speak from their place in the organization, not as one organization. Whether they serve in the Foreign Service, Civil Service, or as a contractor or in a political, economic, consular, or administrative role in Washington or places abroad, one's role and where one sits tends to define the mission for that person.

Moreover, there is a lack of coordinated action, limiting what the Department can accomplish. People each work hard in their own direction but lose the power of aligned effort. Interestingly, many State employees spoke glowingly about their collaboration with outside colleagues at places like Defense, Treasury, and Commerce but spoke mostly about barriers when asked about working with fellow State employees.

## THE DEPARTMENT OF STATE'S MISSION: THE FUTURE

**DOS:** 'Who we are, we will continue to be' is the overriding sentiment of the people of the Department of State when asked about the organization's mission in the future. Unfortunately, the lack of clarity and alignment about the mission of State today is merely extrapolated out into the future, but most of those asked are satisfied with that.

People recognize that the geopolitical landscape will continue (as it always does) to evolve and change. More specifically, people are clear that global events (as they always have) will be what shapes the mission, focus, and structure of the Department of State. No matter, what will remain strong and true in the future is people's ethos of duty to and being of service to the aims of the United States, exemplified by the ongoing devotion and sacrifice of the people of State to the work of the Department. Such a commitment will never go away.

**What six (6) words would you use to describe the  
future mission of the DOS?**



- “I don’t think the mission itself needs to change much. I think given that people’s impressions of the US now are very much driven by what they see on television and what they see on social media, it’s all the more important for us to be able to put that in context and to present a fuller picture of what America is.”
- “I think our mission should, in some ways, resemble our larger mission statement which is the democratic principles of prosperity globally. We are a value-driven department and I still think those sets of American values writ large are helpful in our national interests.”
- “I don’t know that the mission necessarily changes. [State and USAID] should remain separate. The education and experience to do well at diplomacy is vastly different than that to do well at development.”
- “From a diplomatic perspective, how will the DOS function from a regional perspective that is not bilateral. How will they function with State actors that don’t care about bilateral support. How do we focus on regional issues instead of country specific issues.”
- “The world is greatly changing, and our mission is not easily definable. [There needs to be a] premium on flexibility, tools need to be changed. One thing I would put a major emphasis on is the need to come to grips on balance between security and diplomacy. We are far too risk adverse. An embassy as a cloistered fortress puts a barrier between State and the people. Post-Benghazi [ways of operating] are not going to make good diplomacy.”

**Insigniam’s Comment:** The people of State lack much vision for a future that is not simply an extension of what they are doing now. Likely such a view is driven by the nature of the Department’s culture: job/role over individual, power vested in systems not outcomes or accountabilities, and lack of valuing the impact of the individual to accomplish beyond their own realm. People do not think about strategy, they are focused on circumstances and/or tactics. Crafting a future of the Department of State is not simply about distinguishing the mission; it is about crafting a framework that allows for an enduring purpose, an evolving mission and a bold, inspiring aspiration. Together these elements serve as a “North Star” to

call forth a laser focus from which high performance and an appropriate infrastructure and organizational culture can emerge.

**Q: The work we do today is consistent with  
the stated mission of our agency.**

	Agency			Total
	Department of State	USAID	Other	
Strongly agree	8916 <b>37.59%</b>	3387 <b>61.25%</b>	319 <b>31.68%</b>	12622 <b>41.71%</b>
Agree	10772 <b>45.41%</b>	1794 <b>32.44%</b>	462 <b>45.88%</b>	13028 <b>43.06%</b>
Neither agree or disagree	2793 <b>11.77%</b>	222 <b>4.01%</b>	158 <b>15.69%</b>	3173 <b>10.49%</b>
Disagree	779 <b>3.28%</b>	82 <b>1.48%</b>	36 <b>3.57%</b>	897 <b>2.96%</b>
Strongly disagree	283 <b>1.19%</b>	33 <b>0.60%</b>	13 <b>1.29%</b>	329 <b>1.09%</b>
N/A	178 <b>0.75%</b>	12 <b>0.22%</b>	19 <b>1.89%</b>	209 <b>0.69%</b>
Total	23721 <b>100.00%</b>	5530 <b>100.00%</b>	1007 <b>100.00%</b>	30258 <b>100.00%</b>



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## CHAPTER 5: POINTS OF PRIDE

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### SUMMARY

At both USAID and the State Department, people are inspired by being Americans and by being of service and making a difference. At State, people are proud to serve the United States. For those at USAID, people are passionate about the mission to serve humanity. In both cases, people are inspired by those with whom they work; the dedication, talent, expertise, intelligence, hard work, integrity, and commitment to the mission are heralded through and through.

The people of the two organizations, however, view the impact their organizations make in the world in different ways. At USAID, people are proud when they see their projects and initiatives produce results, such as establishing a safe zone in a distressed region or addressing a humanitarian crisis. At State, people have less attention on specific results as measures of success citing the difficulty to measure such results given the work of State.

As such, people take pride in the good, sacrificial, diligent work they see being done by their colleagues around the globe and the points in their career where they made a demonstrable difference in furthering American interests or commitments. For many, the service abroad away from one's home is worthy of praise. At the Department of State, people are proud to represent the United States in the world and in State's ability to quickly and effectively solve problems and respond to crises.

### THEME 1: PROUD TO SERVE THE UNITED STATES OF AMERICA

**USAID:** People at USAID place great importance and focus on their organization's service to humanity, regardless of administration. People are more focused on helping others and America's leadership in the world than on other aspects of international diplomacy. For people at USAID, serving one's country is only the beginning—people work at USAID because they are passionate about the non-partisan mission.

- “*We don't do this job for money. We do it because we are passionate about our work, and we are very patriotic. I am proud of our American values.*”
- “*We make an impact. We can see change. As an American, it helps our country, and I am proud of that. Our brand is USAID, but we play on it as, USAID: from the American people.*”
- “*You have a vocation. I am fulfilled. I help people. I help humans, and that is a path to happiness.*”
- “*It presents the best of both worlds: serving my country, serving the most disadvantaged people in the world.*”

**DOS:** The people of the State Department are patriots. No matter which service they come from, they are here to do their duty and serve their country. Their deep patriotism and belief in America's values inspires them, providing a context for their work. No matter where in the world they serve, they never forget that they serve the United States of America.

For many, working at State is a calling. Through good times and bad, their commitment to something greater than themselves bonds them to their colleagues and their fellow Americans in the public and private sector. At the core, such people are here to be of service; everything else is a secondary consideration.

- “*I’m a patriot. It’s corny, but I am a patriot and I want to serve my country, and that’s what I have done since my high school years...I’m inspired by the service to the American people, it’s a privilege to serve. That inspires me every day.*”
- “*Give me a chance to give back to my country in a behind-the-scenes way, doing what I like to do.*”
- “*I never got to serve my country in the military, and I wanted to serve my country.*”
- “*It is a privilege to be a public servant.*”
- “*[I am proud of] dedication to our country. I was profoundly moved watching the towers fall on 9/11. Who is protecting our country? There is a lot going on outside of America’s borders that impacts us.*”

**Insigniam’s Comment:** The thread that ran through almost every interview and survey response was a deep commitment to service. Although both organizations work in other countries around the world, both organizations have deeply patriotic, American cultures. This passion, if led effectively, is a strong foundation upon which powerful performance and extraordinary accomplishments can be built.

## THEME 2: INSPIRED BY THE PEOPLE WITH WHOM I WORK

**USAID and DOS:** Both the people of USAID and the Department of State are inspired by their colleagues. Individuals tend to speak humbly about themselves, but herald the dedication, talent, expertise, hard work, character, and commitment to making a difference of their colleagues. Employees of both USAID and State believe they work with an elite group of passionate people who bring the best of their considerable abilities to the mission. Many people state that they continue to work where they do, in part, because of the opportunity to work with such remarkable people.

### From the People of USAID:

- “*I am proud of a lot of things...[one of them] working along talented and dedicated professionals that are driven intrinsically to promote change and lend their expertise to address the biggest challenges in the world.*”
- “*[I’m proud of] the people I work with, my whole team regardless of task. We save lives.*”
- “*The people here make me proud [as well as] the mission focus. The talent and caliber of individuals that we hire and maintain in our technical and program staff. It makes me proud to be a part of the team.*”
- “*In Afghanistan, women get up in the morning and risk their lives to work for us there. I am inspired by their stories.*”
- “*It was inspiring to see that for the most part, countries wanted to know what we were thinking and where we were going and follow our lead. I didn’t expect that going in, but over time, people really did value what we had to say.*”

### **From the People of DOS:**

- “I am so proud of how dedicated and hardworking the people are at DOS overseas. I have never worked with so many intelligent and hardworking people with integrity. People want to make a difference and are making a difference.”
- “The quality and character of my co-workers.”
- “My colleagues are incredibly competent and engaging. I started very recently, so getting up to speed and completing the onboarding process would have taken a lot longer without the help of my coworkers. I have never worked with more collaborative and helpful individuals.”
- “I consider it an honor to be part of DOS. I consider it an elite part of the U.S. government and the federal service. There is a lot of diversity in the foreign service, and I am proud to be part of that rainbow.”
- “Everybody is here because they are passionate and patriotic. To be honest, I didn’t expect that. When I thought of patriotism, I thought of soldiers. There is a passion for the work and I find that inspiring.”

**Insigniam's Comment:** Pride for one's colleagues is deep and wide at USAID and State. Interestingly, when people of either group were asked *what* they admire about their coworkers, most reference people's qualities (e.g., intelligence, passion, dedication), not their accomplishments. Considering that in both organizations individual accountability (for both successes and failures) has been displaced, it is not surprising that people fall back on other heuristics: reputation, credentials, qualities, characteristics, etc.

Although people in both organizations say that the group's good work largely goes unacknowledged by others, both organizations consider themselves a matchless group of talented individuals. At best, this builds mutual admiration, respect, and trust. At worst, it can create a culture where no one says anything bad about anyone else's work leaving people to believe the woebegone notion that all are above average.

### THEME 3: SEEING THE IMPACT THAT WE MAKE

While both USAID and State are inspired by the difference they make, how they see that impact being made is subtly different. For the most part, USAID is inspired by impact, DOS by action.

**Q: I am inspired by the work of my agency.**

	Agency			Total
	Department of State	USAID	Other	
Each-and-every day as I do my work	9342 39.57%	3167 57.36%	394 39.56%	12903 42.83%
Regularly over the course of a week	8619 36.51%	1734 31.41%	319 32.03%	10672 35.42%
Occasionally but it's not something I think about regularly	5290 22.41%	588 10.65%	259 26.00%	6137 20.37%
Never	358 1.52%	32 0.58%	24 2.41%	414 1.37%
Total	23609 100.00%	5521 100.00%	996 100.00%	30126 100.00%

**USAID:** The people of USAID are inspired by the impact of their work on people's lives, in some cases literally saving lives in the moment. While some people speak in generalities, many can point to specific projects or efforts where they know USAID made a difference in countries and communities. They say that they now have the data to demonstrate measurable results (note: Insigniam was not provided any specific, measurable results in our interviews or survey responses). Whether in Washington or in post, USAID staff say that they directly see how their work contributes to reducing poverty and making the world a safer, more prosperous, and more democratic place.

- “*You know what good you do when you see the results, watching the accomplishments.*”
- “*We have results to show [and] seeing that on a large scale. We took a hard look at how we*

*monitor and evaluate our programs. We can now back up feel good stories with numbers. I enjoy showing the data.”*

- “*The end results of the work inspires me. Personally what is inspiring to me—because I am DC-based, it is difficult to get out to project sites and in-country—[is when] I see our projects have results for people that are living in such extremely difficult circumstances. We impact their lives for the better, and that sticks with me. What we are doing matters and has a positive impact.”*
- “[When you] see a community start to shift, it’s amazing to see. You don’t see that kind of change just by arresting the bad guys.”
- “*Seeing kids being able to go to school and get health care...We have results to show. We took a hard look at how we monitor and evaluate our programs—we can now back up feel good stories with numbers. I enjoy showing the data.”*

**DOS:** At State, people are inspired by the work, not so much the results. This comes, people say, because the diplomatic work of the Department of State takes years or sometimes decades to come to fruition. Some reported that this condition contributed to many individuals not finding their own work inspiring, as they could not see the results or impact. That said, regardless of their own circumstances people take pride in the good work of State they see being done. At the Department of State, shared sacrifice is a badge of honor; people are inspired to do extraordinary things in part because they see their colleagues doing the same.

- “*In general, we do work that matters and there’s a lot of intrinsic value in that—that’s why we’re here.”*
- “*I love my job. I help people, and I love that. I am far away and love it everyday. Everyday, I can see accomplishments. I complete this task, help that family, solve this problem.”*
- “*I have one of the most fun jobs in the embassy. It is rewarding. We work through with students to get admitted to university in the U.S. It’s inspiring, working with young people is inspiring. Talking with graduates of exchange programs is very rewarding to me and to them.”*
- “*While not a Direct Hire, my work has had a direct and indirect impact on our mission. Direct support comes in the form of planning, collaborating and supervising diplomacy events designed to support the Mission Statement of the DOS. Indirectly, my work leads me to support the living hardships that our Generalist and Specialist Officers and their families endure while living abroad.”*

**Insigniam’s Comment:** For people at both State and USAID, most people say the impact of their work is outside of the United States, not inside of it (note: those working passport control cited their work helps protect America’s borders). Given that accountability is displaced and the individual does not experience being able to make much difference on their own, anecdotes, stories, or examples about impact tend to be more a collective as opposed to individual. In many ways, this is a good phenomenon. It can be buttressed with individuals having more of an individual experience of being able to make a meaningful impact each day, not simply in aggregate of the entire group’s work. A leverage point for this is ensuring that all the work that is done in Washington and in offices is directly linked to, and people are constantly reminded of it, the impact it makes for colleagues and those USAID and State serve in the field.

## THEME 4: REPRESENTING THE UNITED STATES OF AMERICA

**DOS:** Particularly for those of the Department of State, people see themselves as representatives and ambassadors for the United States of America. They seem to be conscious of that in every moment of their lives; they are representatives of their country, its people, and its government. Those who serve in foreign posts are proud to be the face of America. Many of these people remarked that they are often the only American that a foreigner will get to meet in person. As such, they want that individual to depart with a good impression of America and Americans. One person remarked, “*You never know who will end up critically influencing a key moment in the future.*”

- “*[I am proud] that I am the face of America—everywhere, always. There's a lot that I'm proud of.*”
- “*I'm very proud to represent the U.S. overseas. I love the face-to-face diplomacy. I'm often the first American people have met. I love leaving them with positive impact and impression of Americans.*”
- “*We are the face of America—that carries a lot of dignity and stature. Being able to promote the cultural exchange between the two countries.*”
- “*When we've been effective in standing up for American values, democracy, rule of law, human rights. I really get to see how I make a difference in things like women's health.*”
- “*We get to exemplify the best things about the United States of America. It's honestly easy overseas to idealize the USA and talk about freedom, personal liberty, freedom of the press. I do deeply believe in democracy, human rights, those basic values and what it's all about.*”

**Insigniam’s Comment:** The deep sense of patriotism and service to country experienced by people is a treasure. Attending to ensuring that the work, the focus, and the way work gets done puts the people of State in the best position to demonstrate what is great about America and is a key leverage point. Specifically, it is a focus around which changes to structure, approach, or focus may be much more tenable as people see the changes as ways to ensure the opportunity to put America’s best foot forward in diplomacy.

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## CHAPTER 6: OBSTACLES AND GAPS TO DELIVER ON THE MISSION

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### SUMMARY

The mission statements of USAID and DOS speak powerfully to their respective employees and, for the most part, people hold their colleagues in high esteem. However, much of what constitutes the cultural environment that people find themselves working inside of and the processes and structures they rely on thwart their ability to do their jobs as well as they could. No one we interviewed said that the working environment at USAID or DOS enabled them to be successful; it's one's ability to workaround the obstacles and overcome the hurdles found in the USAID/DOS environment that provide for results.

People say that unclear priorities leave them seeking guidance that for too many does not come from their managers or their chain of command. Unwieldy, poorly designed and often politicized performance evaluations do not offer actionable insight about an individual's effectiveness and poor-performers are not terminated. More worrisome, however, are the layers of processes, approvals and reporting requirements, and the grossly inadequate IT infrastructure that detract from people's effectiveness.

### THEME 1: LACK OF CLARITY AMONGST AGENCIES AND PARTNERS FOR THE MISSION IN GENERAL

**USAID:** Employees say that the mission of USAID—"we partner to end extreme poverty and promote resilient, democratic societies while advancing our security and prosperity"—is compelling, distinctive, and motivating. It provides an empowering, high-level direction which resonates with those of USAID. Yet, the day-to-day execution of the work is hobbled with unclear accounting, partnering, and role definition between USAID and other governmental groups working on similar issues in like geographies, not the least of which being the Department of State.

USAID is technically an independent US government agency responsible for providing civilian foreign aid for disaster relief, poverty, and democratic reform. That said, it was placed under the oversight of the Secretary of State. Moreover, it operates subject to the foreign policy guidance of the President, Secretary of State, and the National Security Council. The distinction between State's involvement in development and USAID's development assistance mission is not clearly delineated. People report that this not only generates some frustration, it adds extra work for USAID to satisfy State needs, pulling USAID into tasks that are outside of its mission and impacting morale in the agency.

- "*USAID's mission is development. It's frustrating when USAID is used for diplomacy or defense rather than focusing on what we do well.*"
- "*Does DOS or USAID have the final word in deciding who/what/where/when development programs will get launched and implemented? The lack of clarity regarding this area has grown exponentially, and has often led to burnout with people frustrated over apparent competing agendas and priorities.*"

- *DOS policy teams insist on being involved in policy issues that are fully development-focused, despite having no experience to be value-add. This adds an unnecessary layer of bureaucracy that makes it harder to do our jobs. Coordination is important, but USAID should be a fully independent agency that coordinates with State just as we coordinate with DOD, the NSC, USDA, etc.”*
- *“Because of the budget control that State exerts over us, we feel pressure to deliver Ambassador ‘announceables’ (read: pet projects) regardless of whether it makes sense from a development perspective.”*

**DOS:** Given the wide interpretation of State’s mission by the myriad offices and aspects of the Department, the work of State involves a far and wide-ranging portfolio. Employees report that there is very little work that State does, particularly in international locations, where there is not a host of other governmental agencies and entities involved. This creates a spiderweb of interrelated objectives across multiple internal and external organizations. Unfortunately, people report that the frequency and coherency of communication—both top-to-bottom and across the web—needed to inform, coordinate, and inspire action is wildly deficient for what is required. The level of coordinated action is dependent on the managerial and leadership skill of the Ambassador at each Mission and is not built into the design or protocols of the agency infrastructure. Given the nature of the political appointment of Ambassadors, many times the presence of the appropriate management and leadership is serendipitous.

- *Take proliferation: I’ll say we need to declare a violation, but another group will say that will ruin a relationship so don’t do it, then another group has their say and the thing is that everybody is right. Now what? To get answers on any given issue is absolutely excruciating.”*
- *‘Every administration has their own priorities; they often start new initiatives or create new programs. The next administration [then] says, We don’t care about that, we care about something else.’ That goes on all the time. The flavor of the year may be religious freedom, women’s rights. We cobble it together on top of the existing.”*
- *“A lot of our work across the board in the State Department can be a little ad hoc, despite the fact that we have these many strategies. We let our ambassadors overseas make most of the decisions and the result is a product at the end of the day that doesn’t necessarily meet the department’s biggest strategic priorities in each region.”*

**Insigniam’s Comment:** Given people’s commitment to make a difference, when direction is lacking people will do what they think is best. By example, the Foreign Service and Civil Service workforce is heavily reliant on a clear direction of strategies, objectives, and priorities to do their work. Absent that guidance, they are left in the position of choosing to act (or not) as best as they see fit. That said, the culture in State is not one of a two-way street: the idea of raising a hand and asking, “what is our direction?” is admirable, but happens too little we are told.

## THEME 2: BAD APPLES ARE NOT REMOVED

A loud and frequent complaint from many people in both organizations (albeit this is more pronounced at DOS) is that poor performers are not held accountable for substandard work. Many in management identify the issue as a problem, yet claim they are unable to address the issue due to human resource, union and/or work rules. They say it is difficult to discipline anyone and almost impossible to fire people. Often the only available action is to move the person from post to post (or job to job), never addressing the issue. One person summed it up by saying, “*my hands are tied.*”

The tolerance of under-performers undermines people’s pride in the organization, many people report. Many managers are left having to circumvent the HR protocols and hiring contractors to get the work done since they are not able to terminate those who are failing in their work. The general view is that not being able to hold people accountable has a detrimental impact on performance, costs, effectiveness, culture and subsequently, the morale of the entire workforce.

- “*We have people that have failed performance standards and failed performance improvement plans and it still takes years to get them off the payroll. Then we as managers have to audit their work 100%. That is time consuming. Then HR says take away their stamp and don’t let them adjudicate. There is a lot of dead weight that puts a strain on all the people that are working and are performing up to standards.*”
- “*The system is too inflexible to allow people to be selected out in a reasonable way. We have to settle so we don’t get sued. I’m not talking about the person who contradicts me or who I don’t like, I’m talking about the non-performers.*”
- “*There are terrible officers but once [one] gets tenure they are pushed to embassy to embassy and people don’t deal with them. Some are horrible people. I had an ambassador the first time I met her she called me an idiot. When it comes from the top there is nothing that can be done.*”
- “*EERs (Employee Evaluation Reports)?! My number one problem is how long it takes to write these fictitious documents. It doesn’t do what it’s supposed to do and it takes a lot of time.*”

**Insigniam’s Comment:** When asked what is most useful in your daily work advancing the mission other than technology, all the top answers revolve around the effectiveness of the people with whom the respondents work. We can not emphasize enough supreme impact on overall performance by retaining large numbers of ineffective people in the work environment.

**Q: Please choose the three items from the list below which you currently find most useful in your daily work advancing the mission. (Top four answers in each agency have been highlighted)**

	Agency			Total
	Department of State	USAID	Other	
The technology we have in place	6592 31.17%	1868 36.56%	343 41.33%	8803 32.50%
Strong and effective collaboration with other agencies	5113 24.18%	1030 20.16%	256 30.84%	6399 23.63%
The skills of the other people I work with	13409 63.41%	3095 60.58%	453 54.58%	16957 62.61%
Training and development	4271 20.20%	1434 28.07%	151 18.19%	5856 21.62%
Support from my supervisor	8703 41.16%	1709 33.45%	327 39.40%	10739 39.65%
Quality of data	1171 5.54%	410 8.03%	41 4.94%	1622 5.99%
Inspiring leadership from my management	2321 10.98%	836 16.36%	82 9.88%	3239 11.96%
Having the information I need in a timely manner	3377 15.97%	701 13.72%	110 13.25%	4188 15.46%
Clear understanding of my role and expectations in my job	7261 34.34%	1566 30.65%	286 34.46%	9113 33.65%
Enthusiasm and support of other people with whom I work	7160 33.86%	1831 35.84%	211 25.42%	9202 33.97%
Guidance from headquarters	883 4.18%	227 4.44%	40 4.82%	1150 4.25%
Other	754 3.57%	215 4.21%	29 3.49%	998 3.68%
Not applicable / No basis to judge	285 1.35%	42 0.82%	30 3.61%	357 1.32%
Total	21146 100.00%	5109 100.00%	830 100.00%	27085 100.00%

### THEME 3: REDUNDANT, ONEROUS PROCESSES

**DOS and USAID:** Seemingly to a person, the people of State and of USAID have frustrations about the laborious aspects of many of the organizations' processes and protocols. Some of these, people acknowledge, are beyond the ability of the Department of State to change (e.g., Federal Government rules governing record keeping) though many are self-imposed.

**Q: To get things done, how often do you apply workarounds for duplicative, overly tedious, and/or unnecessarily complicated processes?**

	Agency			Total
	Department of State	USAID	Other	
Never	4716 23.98%	1293 27.27%	222 29.44%	6231 24.76%
A few times a year	7226 36.74%	2015 42.50%	258 34.22%	9499 37.75%
Monthly	3165 16.09%	692 14.60%	109 14.46%	3966 15.76%
Weekly	2978 15.14%	537 11.33%	102 13.53%	3617 14.37%
Daily	1583 8.05%	204 4.30%	63 8.36%	1850 7.35%
Total	19668 100.00%	4741 100.00%	754 100.00%	25163 100.00%

**USAID:** People in USAID are frustrated by the situation that arises given USAID's placement in the Department of State. USAID endeavors to operate as an autonomous organization, though people are clear that the organization operates under the supervision of the Department of State. As such, State often requires USAID to comply with its processes and protocols. However, many in USAID say those processes and protocols do not readily align with the USAID function. USAID, many admit, then invests the effort to comply with both sets of processes and protocols, often times generating duplicative work products. With a focus on their own organization, many USAID employees complain that duplicating work they have already done for USAID to meet DOS specification is a burden.

- “*Personnel recruitment is unusually complex and slow. Why do so many offices in USAID and Department of State need to be decision makers for a single recruitment?*”
- “*The annual reporting requirements related to foreign assistance, i.e., the Mission and Bureau Resource Requests; the Operational Plan; the Performance Plan and Report; and the Congressional Budget Justification. There is an extreme amount of redundancy among these processes.*”
- “*Processes required by State/F: OP, MRR, PPR, it's not used for mission performance. It's time consuming, massive over-reporting. It isn't used for actual budget decisions, it doesn't connect with strategic planning, it promotes poor use of resources.*”
- “[*There is a] duplication of roles and responsibilities. Example: State and USAID have duplicated administrative/support positions at posts overseas. This should be streamlined into one management function.*”

- ‘We have duplicate reporting processes. We have an operational plan, a health plan, a plan for HIV, a malaria plan, a health implementation plan, an HQ operational plan. Why do we have all these plans? Then we have a performance plan report. Then a semi-annual report for HIV and then an annual report for HIV. All of these overlap.’

**DOS:** Those queried report that change at the Department of State occurs by adding processes and work streams on top of already existing processes and work streams. Typically, those add-ons are intended to circumvent and/or replace poorly executed or ineffective structures. However, the pre-existing structures are rarely removed or eliminated, people say. Employees recognize that much of what they do provides little return on investment and almost no value add. The areas of most frustration from people are the clearance process, Congressionally-mandated reports, hiring and personnel evaluation, and procurement, though the full list is much longer.

- ‘The clearance process often spreads out too far, and every office with irrelevant interests wants to change your recommendations.’
- ‘If you’re a 1-2-person shop, you can’t do meetings with your Ambassador because you are writing reports.’
- ‘We spend hours generating reports that congress demands, and then you hear from someone well placed on the hill “we don’t actually read those reports.”’
- ‘Even though I know exactly who I want and I run a bureau, why should it take me 1.5 years to hire a [position]?’
- ‘If I needed something, I go to amazon.com and it’s shipped in 2 weeks. Otherwise, it takes 4 to 5 months to process from start to finish.’
- ‘I can spend four hours a week reporting what we’re doing up the chain. I spend a lot of time articulating what we’re doing, rather than actually doing what we’re doing.’

**Insigniam’s Comment:** A significant amount of people’s time is spent doing things they don’t consider valuable work: reporting on work, doing things that no one else reads, or doing things they’ve already done to comply with a different organization’s process. People speak about tasks and duties required by the system that pull them away from doing the pressing issues they were hired to address. Designing work processes, protocols, and work products from the needs of the field first rather than the needs, wants, and whims of Washington will alleviate much of what people say does not work. Additionally, finding common ground on fulfilling multiple needs will eliminate many places of duplication and/or workaround.

**Q: Resources and staffing aside, please choose three items from the list below which pose the largest obstacle to you in your daily work advancing the mission.**

	Agency			Total
	Department of State	USAID	Other	
Insufficient and/or inappropriate facilities	3163 15.88%	487 10.13%	130 17.57%	3780 14.85%
Getting layers of approval and/or clearances	8826 44.32%	3039 63.19%	301 40.68%	12166 47.78%
Poor inter-agency communication	2317 11.64%	558 11.60%	130 17.57%	3005 11.80%
Poor intra-agency communication	2387 11.99%	498 10.36%	79 10.68%	2964 11.64%
Insufficient and/or inappropriate technology	8284 41.60%	765 15.91%	206 27.84%	9255 36.35%
Quality of data	1995 10.02%	561 11.67%	67 9.05%	2623 10.30%
Leadership ineffectiveness (i.e. lack of vision, poor interpersonal and management skills)	6057 30.42%	1079 22.44%	227 30.68%	7363 28.92%
Low morale on the part of others with whom I need to work	3701 18.58%	854 17.76%	181 24.46%	4736 18.60%
Requirements from headquarters	2252 11.31%	708 14.72%	104 14.05%	3064 12.03%
Congressional or Federal mandates	3392 17.03%	1321 27.47%	89 12.03%	4802 18.86%
Inefficient/Over-complicated processes	8439 42.38%	2343 48.72%	276 37.30%	11058 43.43%
Lack of clarity or focus on agency mission	2963 14.88%	279 5.80%	88 11.89%	3330 13.08%
Interagency difficulties	1844 9.26%	694 14.43%	105 14.19%	2643 10.38%
Total	19914 100.00%	4809 100.00%	740 100.00%	25463 100.00%

**Q: Pick the top three processes you work around the most.**

	Agency			Total
	Department of State	USAID	Other	
Procurement/contracting	2608 34.85%	679 48.22%	99 38.08%	3386 37.00%
Travel	2326 31.08%	423 30.04%	83 31.92%	2832 30.94%
IT	3718 49.68%	381 27.06%	98 37.69%	4197 45.86%
HR	2720 36.34%	628 44.60%	57 21.92%	3405 37.20%
Security	1250 16.70%	158 11.22%	63 24.23%	1471 16.07%
Financial management	1563 20.88%	315 22.37%	69 26.54%	1947 21.27%
Program planning	2536 33.89%	700 49.72%	93 35.77%	3329 36.37%
Other	1968 26.30%	329 23.37%	75 28.85%	2372 25.92%
Total	7484 100.00%	1408 100.00%	260 100.00%	9152 100.00%

**Q: Please list other processes you work around the most.**



## THEME 4: THE TECHNOLOGY IS TERRIBLE

**USAID:** While people at USAID say some technology systems work well, most speak with passion about the unworkability of their IT equipment, resources, and software-based tools. Few of these are lauded in any way; most are accused of directly impeding people's ability to do their jobs. Two words used by many in USAID to speak of the technology tools are 'archaic' and 'inadequate.' Simply, people want technology and tools that make it easier for them to get their work done, not tools that are a burden to use.

- *"I did a turnaround report—cutting and pasting from one system to another system—it took 80 hours, it should have taken two."*
- *"Weak tools make it challenging to collaborate more efficiently and effectively. For example, USAID uses Google Docs to facilitate collaboration and review of documents/reports. However, State is not on this system and requires documents to be converted back and forth to/from MS Word."*
- *"Tools used by other federal offices are not approved at USAID."*
- *"The vast numbers of systems required to validate financial transactions and flows and their inability to talk to one another [is maddening]. (Phoenix, GLAAS), the lack of available tools to run external competitions that are native to USAID."*
- *"Lack of cloud based platforms for project management, data management, and data analytics. Inadequate training of USAID staff on new management tools and software."*
- *"High pressure over local IT staff that cannot provide solutions to technical offices due to USAID IT regulations or lack of automated tools."*

**DOS:** For an organization as heavily reliant on the accumulation, analysis, and reporting of information to and from locations around the world, the limitations of the DOS information technology infrastructure is debilitating, employees overwhelmingly report. People blame technology for creating tremendous inefficiencies which, in turn, cause people to create workarounds and shadow processes. Those queried do not understand why State isn't taking advantage of certain new technology (e.g., video conferencing) that would lead to less cost of doing business (e.g., travel expenses) and could allow for a more flexible workforce (e.g., telecommuting). Duplication of effort and manual work in order to compensate for system deficiencies are common occurrences.

- *"Our technology is a disaster. We have days when we can't send an email. We run off a server in Miami and that impact our ability to do work. The generation [of employees younger than] me laugh—they don't want to work in that kind of environment."*
- *"[We need] better computer networks, better PCs. With some PCs, you have to turn them upside down or they will burn out. It's unbelievable that we have this kind of equipment in a modern federal agency."*
- *"While ECA and IIP have made significant advancements in the availability of Wi-Fi, DIN computers, Google products, and communications tools like Slack, not all Bureaus or offices are using or have access to these tools, reducing the potential of these tools."*

**Insigniam's Comment:** The most pressing issue people face in their day-to-day work is the grossly inadequate IT infrastructure. For many employees, computers and other forms of technology are the primary tool through which they interact to accomplish their jobs. People speak fondly of previous Secretaries in large part because of the investments they make to improve the IT infrastructure.

**Q: What are the two most important tools you use to do your job?**



**Q: Are there tools that you need to get your job done that are not readily available to you?**

		Agency		
		Department of State	USAID	Other
No	12632 56.64%		3539 66.79%	604 66.74%
	9670 43.36%		1760 33.21%	301 33.26%
Total	22302 100.00%	5299 100.00%	905 100.00%	28506 100.00%

**Q: What tools are not readily available to you that you need to get your job done?**

A word cloud centered around the acronym DOS. The most prominent words include 'training', 'work', 'software', 'access', 'management', 'information', and 'communication'. Other visible words include 'development', 'computer', 'funding', 'agency', 'project', 'resource', 'program', 'staff', 'tool', 'usaid', 'time', 'ability', 'field', 'better', 'datum', 'improve', 'analysis', 'available', 'budget', 'database', and 'technology'.

**DOS**

A word cloud centered around the acronym USAID. The most prominent words include 'computer', 'tool', 'training', 'better', 'access', 'software', 'technology', 'management', and 'database'. Other visible words include 'internet', 'application', 'department', 'security', 'resource', 'travel', 'post', 'support', 'job', 'time', 'make', 'office', 'mobile', 'information', 'work', 'reliable', 'available', 'funding', 'program', 'update', 'communication', and 'consular'.

**USAID**



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## CHAPTER 7: PERSPECTIVES TO NOTE

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### SUMMARY

People do not speak optimistically about the future. Though enthusiasm for the work and the job is high, it is clear that people's concern about where their respective organizations are headed are not trivial to them. The absence of a clear vision of the future allows room for speculation and rumor about what the future could bring, such as further USAID integration into DOS or the militarization of foreign policy.

The Department of State employees are particularly sensitive to the perceived lack of support from the administration, from Congress, from the new DOS leadership, and from the American people. Additionally, those at State express a greater struggle to do their jobs and maintain a positive attitude in the face of, as many see it, poor and lackluster management at State.

### THEME 1: CHANGES TO OUR ORGANIZATION MEAN THAT OUR MISSION IS AT STAKE

**USAID:** A backdrop for the people at USAID is an ever-present concern that the organization's ability to fulfill its mission will be threatened or thwarted. When USAID employees look toward the future, they see existential problems associated with budget cuts and further integration of USAID into State. To employees, these scenarios both mean USAID will be less able to fulfill its mission.

- *"USAID's consolidation with DOS would degrade the US government's capability to provide development assistance. See the case of the US Information Agency in 1999."*
- *"Diplomacy and development are different and complementary skills. Both are required to protect American interests at home and abroad. I fear consolidation with the larger DOS will destroy the culture, skills and focus of USAID to the detriment of the American people and those abroad in the countries where USAID operates."*
- *"If USAID loses its independence, I worry we will not be able to effectively assist other countries in promoting democracy and economic growth, our approach to improving U.S. national security and prosperity."*

**DOS:** In the conversation at the Department of State is a concern amongst employees about the new presidential administration and new leadership at State. Specifically, people question if these two groups understand the role the Department of State plays in forwarding the interests of the United States in the world. Moreover, many are unsure if President Trump's administration and Secretary Tillerson have an appreciation for the work of the people at State. Without such an understanding, many are concerned that the administration will not fight for State's budget and believe there is a danger that organizational changes will undermine State's ability to execute its mission.

- *"Our leaders do not understand our mission and our capabilities...I fear a reorganization to save*

- “*costs without understanding the functions we currently carry out and expertise that we provide.”*
- “*Budget and resource stream will be shrunk so far that we cannot accomplish our mission.”*
- “*I am concerned that the dramatic reduction in budget, paired with extended staffing gaps at the most senior level will result in the loss of not only an exceptionally talented group of people from our ranks, but will hamper our impact to fulfill our mission for decades to come.”*

**Insigniam’s Comment:** Human beings are highly adept at change, though tend to resist it when they do not see the opportunity for themselves in the change. Interestingly, the unknown nature of the new leadership pulls people to predict the worse case rather than the better. What is at stake for the people that we heard from is the functioning of their organizations on a fundamental level. Thus far, however, possible changes have not occurred to people as alluring opportunities.

## THEME 2: OUR STRATEGIC DIRECTION NEEDS FURTHER CLARITY

**DOS:** Though people at State believe they know the organization’s mission (a false assumption, given the numerous differing versions of the mission that people provided), many employees speak up that they are not clear on the new Secretary of State’s vision for the organization or US diplomacy in the ‘America First’ context. Many people at Department of State expressed fear and worry that the militarization of foreign policy will mean that State is bypassed as the primary agent of America’s interests abroad.

- “*People need more leadership – We have vacancies at the highest levels – no one there to make the decisions that need to be made. People can continue to do their jobs, but the guidance is outdated – what are our priorities? No one knows.”*
- “*For the past two years I have not felt inspired, mostly due to the lack of clear guidelines and the lack of professionalism from my supervisor.”*
- “*Militarizing of diplomacy continues... [there are] more military folks in non-DOD offices & DOS budget is cut while DOD is increased by \$54B. We will rush to cut budgets, but [we will] still be asked to be all things in all countries. We will be left with only the resources to coordinate among ourselves and write reports. It will be a short political win over long-term strategy.”*

**Insigniam’s Comment:** In the absence of clarity, speculation emerges. People we interviewed spent more time speculating on the new administration’s intent and the intent of the new Department of State leadership than they did dealing in facts. The result is a disempowered workforce that fails to see the broader purpose of its work. This can easily be managed with a coordinated leadership message from a cadre of managers acting as leaders.

## THEME 3: MANAGEMENT DOES NOT HELP; IT HINDERS

**DOS:** People say that State fails to respond in an appropriate manner to poor-performing employees. Many assert there is a chronic lack of management competency in the organization. Others still say that poor management in many parts of the Department of State led to the creation of the M structure, which unfortunately exemplifies what does not work about management. At State, people say, poor management throughout the

organization results in employees deriving less and less satisfaction from their daily work.

- “*My department becomes more negative with each passing day. Management lacks the experience and temperament to properly guide staff in an environment that is constantly changing, usually with no added value to the process.*”
- “*There is nothing about this [work] that inspires me except for getting my paycheck. When [you are] getting treated as just a number, you lose all respect.*”
- “[*There is a] lack of recognition and a disregard for constructive disagreement. We have argumentative and defensive management. We lack control systems within the agency to hold anyone accountable.*”

**Insigniam’s Comment:** People at DOS regularly describe the disempowering relationships they have with supervisors. Inside of an environment in which that is common, people are wise to avoid failure and the unhelpful intervention from one’s supervisors that would result. The Department of State is an organization in which it’s people are highly motivated to contribute to its mission yet deeply frustrated with the management they must report to.

**Q: My chain of command welcomes constructive feedback from any level.**

	Agency			Total
	Department of State	USAID	Other	
Yes	13721 60.12%	3685 68.43%	596 63.20%	18002 61.75%
No	1977 8.66%	294 5.46%	91 9.65%	2362 8.10%
Sometimes	7125 31.22%	1406 26.11%	256 27.15%	8787 30.14%
Total	22823 100.00%	5385 100.00%	943 100.00%	29151 100.00%

#### **THEME 4: DO WHAT YOU ARE TOLD; DO NOT MAKE MISTAKES**

**DOS:** Many of those queried at the Department of State shared that their job is to handle the requests of the person to whom they report. In turn, they measure their effectiveness by how well they respond to requests. In a culture where human beings are subservient to roles and jobs, people often wait to be told what to do as that is the paradigm for work, management, and leadership at State. Such behavior leads to a concern for not making mistakes. People report a deep seated culture of avoiding errors or mishaps at all costs; taking risks is not well practiced at State. Many say that there is a clearly defined ‘way we do things’ at State and deviating from that precedence invites scrutiny and sometimes punishment.

- *‘If we make a mistake, there’ll be repercussions. Taking bold or creative steps is not something you can always do in diplomacy because you may make a mistake in life matters. But there is a fear of creative solutions in the DOS.’*
- *‘My success is measured by how much I give back when the person directly above me asks for something.’*
- *‘The culture is such that people are not willing to take risks, no one wants to be wrong. It’s all up the chain, lots of clearances. It’s a huge waste of time.’*
- *‘The chain of command is so large that everyone is afraid to make a decision that it must go through so many levels for approval. Nobody can say yes, nobody can say no.’*
- *‘There is a natural aversion for messing things up. You could be the person that has the terrible headline in the Washington Post.’*

**Insigniam’s Comment:** Being successful seemingly calls for narrowly defining the task at hand (nearly always defined by a superior), and then executing that task as closely to ‘the letter’ as possible. State is an organization in which people do what they are told;

entrepreneurialism and creativity are secondary concerns. As it occurs to people navigating Department of State protocols, the organization is built not to fail.



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## CHAPTER 8: LEVERAGE POINTS TO DELIVER ON THE MISSION

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### SUMMARY

At both the Department of State and USAID, there is much that is working to support and fulfill on the mission. In many cases, these things should be built upon and leveraged to even greater impact. Elements such as subject-matter expertise, cross-agency relationships and collaboration, and the ability to tackle long-term, complex problems are often cited as particular strengths across both State and USAID. In some cases, sharing best practices across units, agencies or posts could also enhance the benefits derived from these strengths.

### THEME 1: TECHNICAL/SUBJECT MATTER EXPERTISE

**USAID and DOS:** Both USAID and the Department of State attract highly competent, hardworking, and talented individuals. Over time, the employees in both organizations build a wealth of insight, experience, and expertise. For some, this comes from direct work in the field in specific posts dealing with particularly complex, nuanced, or dangerous situations. For others, years of study, examination, and intellectual effort has made them the world's leading experts in a particular field, area of knowledge, or technically relevant arena, including deep knowledge of social, political, and/or humanitarian factors in myriad parts of the world. At USAID, given the nature of their work, there is special attention given to people with strong project management skills.

Many people queried say that USAID and State can do a much better job leveraging these skills, attributed, and areas of expertise. This pertains to employees in these organizations, as well as family members of employees particularly when in post. With the current approach to rotation, many people complain that their skills would be better suited in different situations or that they are forced to rotate at just the time their experience, knowledge, or relationships are coming into bloom and would be able to make the most difference in a particular location and/or situation.

#### From the People of USAID:

- “*We provide technical assistance or consultancy to local staff. We have specialists in all aspects of education programs and help the missions think through what is the latest research that should inform the project design, what assessments will help us know if we are meeting the objectives.”*
- “*[We positively impact the mission by] applying USAID staff’s technical & project management expertise to bring positive, lasting and impactful changes in the host country.”*
- “*I have a very smart team. Hard working, technically sound, and they understand the politics of the country – I rely on them heavily.”*
- “*We are a very strong, and cohesive team. The ability to divide and conquer what is always a multiplicity of tasks and priorities. Everyone has a secondary role – the ability to absorb a new priority or provide technical expertise. We play an integral part, but we are often behind the scenes.”*

#### **From the People of DOS:**

- “*You could go around this office and sit down with each of my desk officers in turn and talk at length about these countries and what the US does and has done there. That’s a level of subject matter expertise.*”
- “*We have very knowledgeable and motivated colleagues, most of whom are experts in their respective fields, all of whom contribute to a nuanced understanding of global affairs that allow us to effectively work in a world full of ambiguities and uncertainties.*”
- “*We have the best group of lawyers who would be immediate partners anywhere they wanted, they’re that good.*”
- “*Knowledge and skills of the work force are at the highest level among both the Foreign and Civil Service workforce.*”

## **THEME 2: PROVIDING STRONG CUSTOMER SERVICE**

**USAID and DOS:** For people in support functions there is a strong sense of pride when they know they have been timely and provided a valuable service. People across both State and USAID speak highly of representing the US abroad and feel the pressure to not do anything that would put their country in a bad light. It is an ever-present responsibility and sometimes burden, whether they are meeting a foreign government official or shopping in the local market for groceries.

#### **From the People of USAID:**

- “*We provide outstanding customer service to Internal and External, Congress, the congress and members of the media and the American people.*”
- “*Our objective as an office is strong customer service for our technical colleagues—ensure that they have the knowledge they need to manage their programs, evaluating themselves against their goal and can clearly and compellingly communicate.*”
- “*Provide service. Excellent customer service. Supported by surveys and 360 feedback form.*”
- “*Helping people avoid problems and helping them resolve them when they come up. When problems come up, we become the problem solver. They look to us to help them get through those problems.*”

#### **From the People of DOS:**

- “*We provide a very high level of customer service to those who come in, which is about 700 people per week to the Consular. We consistently hear how happy people are with the level of service from a government agency. Our staff is really proud of the work they do.*”
- “*We have a very high level of customer focus, the desire to satisfy our customers and provide our services professionally.*”
- “*We work well together. My whole team cares and wants to help. We have good customer service. We do development really well in consular metrics. I am still working on better ways to find the best ways to measure. We could do more, but we already [are] doing a lot in this area.*”
- “*Our customer support we provide: we maintain and meet our monthly goals, we accurately do our investments and maintain a high customer survey result and excellent care to the bureaus. We have developed and hired a dedicated and skilled workforce very attentive to our customers, as well as ongoing and continuous improvements.*”

**Insigniam's Comment:** For the most part people are clear about who their customers are and what those customers expect from them. Many people who work at DOS and USAID feel tremendous pride in being the “face of America” abroad and take the job of representing their country extremely seriously. There is some conversation about the need to fight against the stereotype of the lazy, slow, inefficient government employee (“*we are not the DMV*”).

### THEME 3: COLLABORATION

**USAID and DOS:** People from both State and USAID report that their colleagues work well together, both across and within work units and agencies. Many say that dedication to country and mission supersedes any territorialism or *us vs. them* politics. That said, people admit that pockets of that mindset and behavior certainly exist in different places. There is evidence of good communication and sharing of information between agencies although it is not nearly optimal.

While the complexity of the work sometimes makes it unclear who to go to for what or who is accountable for what decisions, people seem to have a “just do it” mentality and are undaunted by any lack of direction. “Strong and effective collaboration with other agencies” was often cited as a dynamic that most supports mission success.

#### From the People of DOS:

- “*We are seen as a hub. We have the people-to-people ties.*”
- “*Teamwork, a feeling of being invested in the work that we do. Everyone is very committed to the mission and is willing to put in extra effort, to help out if someone needs something.*”
- “*We work together really well as a team. I also feel like if they appreciate each other that helps in making folks want to come to work.*”
- “*We work with every federal agency. We have a great relationship with external agencies. We try to share as much as possible, try to find programs to collaborate more.*”
- “*Collaboration is great. It's fun to work here. People help each other.*”

#### From the People of USAID:

- “*It all starts with a will and an interest to collaborate. In this mission, there are a number of inter-agency working groups. All work fairly well. The challenge becomes how do you get beyond meeting and discussing to actively and effectively coordinating efforts.*”
- “*Some interagency groups are easier to work with than others. There is interest in doing the collaboration.*”
- “*We work together as a unit. We know that we are accountable and we do oversight and assessments to make sure the tax payers money is being spent efficiently. We are very detailed.*”
- “*Setting up models and pathways to improve government systems; controlling corruption. Opening up space for small enterprises and access to capital.*”
- “*Manage projects. Our mandate is a programmatic one. We live in a country and we know the mandate, so we design the projects that meet local needs and US government priorities.*”
- “*Supporting the field offices mission and making sure they have the tools they need to do their work. We are their think tank.*”

## THEME 4: GETTING OUT AND BUILDING RELATIONSHIPS

**USAID and DOS:** People in post share that the impact of their jobs does not come from behind a desk or working with other government agencies. It comes from being out in the field and engaging with the people in the host countries. Not unexpectedly this conversation is most prevalent with people working in a post. Relationship building is viewed as the key ingredient in allowing the people at both State and USAID to support U.S. interests abroad. People say the effective use of Locally Employed Staff (LES) is critical to fostering those local relationships. A real benefit these people bring is in knowing the particulars and nuances of living and working in a particular country and culture over time.

### From the People of USAID:

- “*USAID is a global leader in providing assistance that builds enduring relationships abroad that directly contributes to U.S. national security and prosperity. What USAID does is also a truly great demonstration of American values and generosity.*”
- “*USAID: we have made incredible progress in the field. Foreign aid can aid national security. USAID knows that we are part of the Secretary’s foreign policy toolkit.*”
- “*Desire of staff to get out in the field. Security gets in the way and our tolerance for risk. Our work would be much better if we could get more access to the field. Some restrictions are too harsh. We’d like to get out more.*”
- “*Love the work we do. We connect with people. I love getting up and going to work. Going into the field and seeing how we are changing lives.*”
- “*We have excellent local staff.*”

### From the People of DOS:

- “*We are good communicators. Local staff have really good contacts. Relationships that have been built over time supports the success*”
- “*Our work is external. Output is obtained from a network of contacts and resources.*”
- “*We get out there and interact with the population. We listen to them, find out what they need, and do our best to win their hearts and minds before the guerillas get to them. We do that really well...engaging with the people*”
- “*The work diplomats do on the ground building long-term strategic relationships with stakeholders from all strata of society to build support and alliances in order to promote American interests overseas.*”
- “*Our ability to build relationships, gather information and influence leaders at all levels is unparalleled. This serves US interests - security, economic, democratic & related values that gain allies/friends. We are most successful when we invest in long-term relationships, which increases our ability to pursue US goals.*”
- “*Continue to attract and develop quality personnel to DOS including local staff. The leverage and results is in the people*”

**Insigniam’s Comment:** The foundation of all accomplishment is relationship. The tangible, significant, and in some cases life altering impact that State and USAID makes in country is what allows many people to tolerate the challenges of living abroad (especially in hardship posts) and the sacrifices made by them and their families. Interestingly, there is

nearly no conversation about the relationships needed or preferred within USAID or State to get work done. People admire their colleagues, but they did not speak of needing relationships with colleagues like those in the field need it with locals.

**Note:** There is a hint of “us vs. them” in multiple flavors (Washington vs. field, support vs. policy, political). For example, in support functions vs. those in the field, the latter alludes to a sense of superiority (i.e., *the field is where the real work happens*).

## THEME 5: TALENT IS UNDERUTILIZED

**DOS and USAID:** People say that there is a highly educated and skilled workforce already in place at both State and USAID that is not being fully utilized. Many complain that the organizations are not taking advantage of people’s prior work experience, education, competencies, and technical skills when hiring or placing internal resources.

### From the People of USAID:

- ‘*Bringing what USAID does and leverage the conversations that often need to happen at a political level is an opportunity—a lot of people at USAID said they have the technical ability to assist in those conversations.*’
- ‘*Foreign service and direct hire cause us to hire contract employees - a hodge podge.*’
- ‘*We identify leadership roles based on rank, not on expertise.*’

### From the People of DOS:

- ‘*The strength is the people. They have a wealth of knowledge of how government works and how to make do with lack of resources. We have...a very educated workforce that is not being tapped.*’
- ‘*In the DOS we don't use the full talent of our entry level officers under the belief they can't take on challenges until...I don't know when. I think it's important to utilize our entry level staff and civil service staff better because they're uniquely qualified, college educated people who want to do more.*’
- ‘*...hire young talent to continue the great work of the dept. and provide new ideas for future direction.*’
- ‘*The DOS needs to look at how resources are... we need more generalists.*’
- ‘*The challenges of satisfying the career needs of our work force and the DOS is struggling with that. Once officers get beyond their second and third tours, opportunities diminish.*’

## THEME 6: GOOD STEWARDS OF THE TAXPAYERS’ MONEY

**DOS and USAID:** There is a tremendous amount of attention and effort spent on ensuring that the work of State and USAID is spending taxpayers money wisely. People take great pride and an ever-present sense of responsibility in being entrusted by the American people to be good stewards of their money. For those at USAID, “*Is this the best use of taxpayers money?*” is a key barometer to determine whether or not a program should be initiated, continued, or eliminated. People talk about very clear policies and procedures to provide transparency and accountability in how funds are used and to ensure proper value is received.

**From the People of USAID:**

- “[We are] good at compliance, holding USAID and its partners to fiscal and environmental and performance standards.”
- “USAID has very clear policies and procedures for effective program design, management, monitoring, and evaluation that ensures that the taxpayers’ dollars are being used as efficiently and effectively as possible.”
- “We have a fiduciary role but also developmental role. We are responsible for ensuring taxpayers money is spent wisely.”

**From the People of DOS:**

- “We manage our budget. We discuss what is the best value for use of our money.”
- “Dedicated and talented local and American staff who are deeply knowledgeable in their technical field and are exceptional stewards of the resources they have been entrusted to manage.”
- “Our organization provides oversight of Department resources. I believe that we do that well. Making sure that the government is efficiently operating is critical to U.S. taxpayers.”
- “Many overseas posts make use of their limited resources and personnel to maximum policy effect. In my limited experience, as far as overseas operations are concerned, our taxpayers are getting ‘bang for their buck.’”

**Insigniam’s Comment:** There is some criticism—in particular from State about USAID—as to whether some of their programs should be funded by taxpayer money and if they are vital to US interests. Nearly all agree that funds allocated are used responsibly and efficiently, but there are disagreements on what to fund. Some say that more should be done to move more of the financial burden for some in-country programs to either the host government or private sector.

While pride and responsibility are the overriding sentiments here, there are strong undertones of “stay out of trouble” in regards to spending taxpayer money. Part of the frustration employees feel about bureaucracy and inefficiencies comes back to their attention on not wasting taxpayers’ money (i.e., “couldn’t we do this cheaper, faster, or with less resources?”).

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## CHAPTER 9: WHAT WE SHOULD STOP

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### SUMMARY

Both USAID and DOS employees have plenty of suggestions of things that they are currently doing (including processes, policies, and procedures) that could and should be discontinued in order to make the departments more effective, save time and/or money, and eliminate redundancy of effort. In some cases, the thinking or reason behind the policy is understood, and it has now either outlived its usefulness or it has become too restrictive and cumbersome over time. In other instances, people complain that this is just “*the way we do things here*” and have succumbed to the inefficiencies and see no rhyme or reason. In many cases people don’t see any opportunity to make a difference or change things (“congressional mandates”, “I am not the decision maker”) in many cases they are resigned to the belief that real creativity and innovation is not welcomed.

### THEME 1: STAY OUT OF POLITICS

**USAID:** Unique to USAID was the concern many people have for politics and the sentiment that the organization should stay out of the political agenda. When politics infringes on people’s work they claim they lose their objectivity and effectiveness in true development efforts. Many seek more freedom from congressional mandates and earmarks and freedom to carry out their mission without Washington’s biases.

- “*We don’t do well when we get too political. We need to be out of the political environment. If we do get political it undermines the administrator for USAID...We are not a political agency.*”
- “*US partisanship ends at the border. We are leaking our partisanship overseas. It’s useful at home, useless overseas.*”
- “*I worry that USAID becomes a victim of domestic politics or is seen as favoring one political party over the other. We should be nonpartisan and given the implicit trust that we’ve earned to represent all of the American people.*”
- “*There’s a lot of political pressure and we need to be mindful that we shouldn’t bring our politics into this area.*”

### THEME 2: STOP MOVING/ROTATING PEOPLE SO FREQUENTLY

**USAID:** The systemic problems USAID is working on and the programs the agency undertakes are usually long-term matters. People say that extending post assignments beyond the traditional two to three year duration would be a real boon. Many asked say they would like the opportunity to stay longer in post to see more substantial progress and accomplishments. Building relationships with locals is critical, and having so short an amount of time to cultivate those relationships is problematic.

- “*We need long-term field mission success. Maintaining [people in the field] is vital. Knowledge and*

- history make them invaluable.”*
- “*Short-term results don’t support long-term goals”*
  - “[*We need] longer tours for USAID to give them more time to better understand the context, socio-economic, and other aspects of the countries in which they are working.”*
  - “[*Let’s] encourage longer tours of duty, like a 3-4 year minimum, and the flexibility to extend if the individual’s value added is consequential.”*

**DOS:** People at the Department of State also complain that one, two, and three year tours do not give them proper time to make a significant impact at their post or in their host country. Most say it takes them several months to get acclimated (this issue is exacerbated by the fact that in most cases there is no overlap so no training, orientation, or knowledge sharing from the outgoing to the incoming officer). They then have a little more than a year to make any kind of difference, before they start focusing on applying and interviewing for their next post. For the LES, they complain that shorter tours mean that every few years they have to get used to new management styles, learn new ways of doing things, and often endure change for change sake since the Foreign Service Officer typically comes in and makes a mark before moving on.

- “*Longer tours to permit officers to become more linguistically competent, develop stronger contacts, and truly have the opportunity to make significant contributions at post.”*
- “*Longer tours: two years is too short for most posts. It takes six months to get established, and six months to prepare to leave, leaving one year of productivity. Some hard places can be shorter, but most posts should go to four year tours, it allows a person to truly become accountable.”*
- “*A lot of those decisions are Cold War, we don’t want you going native, and we’ve always done it that way, but those arguments irk me. We don’t have overlap with our successor.”*
- “*What I don’t think will ever be done is that the frequency with which DOS transfers people around—especially on the management side increases the difficulty and complexity of running our embassies. Looking beyond the mission if you look at the financials related to that it is highly inefficient.”*

**Insigniam’s Comment:** Many people say that the policy of rotating people through posts every 2-3 years is doing the person being moved, their families, as well as the post a disservice. For the FSO, they go through extensive training, including a year or more of language skills, and many only get to use those skills at one post. The issues of moving families so often is viewed as disruptive and unnecessarily costly (both time and money), including moving and shipping fees, finding new schools for children, and the cumbersome job seeking process for EFM.

### THEME 3: EARMARKS FOR ‘PET PROJECTS’

**USAID:** Many at post shared that their hands are tied by Congressional earmarks for spending. They complain about too much Congressional control and not enough flexibility for the people on the front lines to spend money where it would make the most difference. However, they report they are often unable to meet those needs and instead are forced to put their time and energy behind initiatives that are not consistent with needs. To make matters worse, people shared that if the pet projects fail to produce the desired results,

USAID employees are still held accountable by Congress.

- “[We need] flexibility of funding. Many missions are 90%+ driven by earmarks. That is not flexible enough.”
- “Congressional earmarks should go away. We need more discretionary funding. It will be more effective for the local communities, just like a simple footbridge to let people go to school. It is very inexpensive to solve a community need but we have no money for that because all the funds are earmarked.”
- “Remove earmarks would provide more flexibility in the local country.”
- “Don’t parachute in mandatory initiatives that may or may not have anything to do with what we have been doing for the past 5, 10, 15 years in country.”

**Insigniam’s Comment:** USAID in particular wants to stay out of the political arena (they see themselves as nonpartisan and above the fray). They see earmarks as detrimental to this philosophy and disapprove of congress using aid and development as a “political football” to please some constituencies back home. More flexibility in how the work at the posts is funded would be beneficial. More data-driven analysis to determine the value of programs, and communication between the Hill and the posts would make the entire process more effective.

#### THEME 4: HIERARCHY AND ARCANE RULES HINDER EFFECTIVE COMMUNICATION

**DOS:** People talk about unwritten and stated rules about who is allowed to talk to who in the chain of command. Unlike in most private sector organizations where a mid-level manager has the freedom to discuss issues openly and freely with senior management, at State there is a more rigid hierarchy for communication. There is a culture of having to earn the right to be listened to, and people question their level of seniority or experience in being able to contribute ideas or concerns. People also have concerns about the information being overly synthesized and distilled, which keeps those in charge—including the Secretary—from hearing all possible options (including dissenting opinions) that could inform key decisions.

- “You have to follow hierarchy and protocol. I’m still trying to figure it out. I think they have the capacity to listen to new ideas. Sometimes there is an attitude from the officers that ‘I’m the officer, I know best, ideas should come from me.’ I don’t want to overstep my bounds.”
- “I think having more defined chains of communication to the Secretary so that he can make decisions, decisions that are not vetted by 50 people. I think any Secretary, not just Tillerson, is there because they’re smart enough to have 30 opinions given to them. I don’t think that happens through our Communication channel...Wouldn’t it be great if the Secretary were allowed to see all the options out there?”
- “If I were the Secretary, if I were the person working on an issue, I want this person communicating with me directly. What builds a strong officer, when you’re asking the junior officer to tell you why—builds the morale and development. The person working the issue should be present and explaining to me the ins and outs of this process. I want to hear the full spectrum of opinion.”

**Insigniam's Comment:** Some see this dynamic as a way for people to take credit for other people's ideas. Many reported being told by their direct supervisor, "*I'll take that to the Ambassador and let him know that.*" The main concern is that people at the highest levels of the organization, including the Secretary, are getting information that has been filtered through multiple layers and may not always accurately represent both the content or context of what was intended. There is an impact on morale that comes with this issue in that lower-level employees don't feel that their opinions are respected or that their voices are heard.

## THEME 5: SPECIAL ENVOYS DO MORE HARM THAN GOOD, CREATING DUPLICATION AND INEFFICIENCY

**DOS:** People say they are seeing an increase in the use of special envoys, political appointees, and advisors. Special envoys do not have the expertise of DOS staff, and their influence is causing a disruption in work. They say the creation of each new office and the structure that gets set up around it is often a poor use of time and money.

- *"The Envoys have also created a lot of issues over the years, but when we have the Great Lakes Envoy and the Middle East Envoy...it creates a certain amount of organizational confusion: who is setting policy, who is in charge? Whenever you get the overlap of jurisdiction, that's not helpful. When you carve out something from what the regionals would work on you create real problems. Envoys need to go away, or at least create another box on the regional chart. It feeds the 'work around' mentality."*
- *"The proliferation of special envoys—not a good thing—I don't think you will find anyone who disagrees."*
- *"66 envoys is crazy—all with fiefdoms—easy place to direct some effort—some of those in statute so they are harder to change."*
- *"We have too many people doing all the same things. Take Brazil and look at their economic issues and we have someone focusing on trade, human rights, business—special envoys involved. Terrible way to communicate to the top. It needs to be streamlined in terms of how many people work on an issue and their ability to make a final decision on something. We have so many specialties now that we don't know who has the final say. The Department starts to wait until there's a decision by all."*

## THEME 6: MISSION CREEP: STOP SAYING YES TO EVERYTHING

**DOS:** People say mission creep is a built-in feature of the Department of State. The line between what activities State should undertake and what should be left to other agencies, e.g., Energy, Defense, Commerce, USAID, HHS, is often blurred. People say that this leads to redundancies, interagency conflicts, and general confusion amongst Civil and Foreign Service employees on 'who-does-what'. If the choice is between do something or to not act, given the backdrop of 'do not make mistakes' State almost always takes on the next thing.

- *"I believe that the DOS has kind of expanded or had mission creep over the years. The diplomatic platforms overseas that we call embassies and consulates have expanded the role."*

- ‘Focus the Department’s mission and rein in the mission creep. Too much gobble-gook has crept in. We should protect American citizens and businesses, vet visas, and encourage democratic rule of law and good governance. Full stop.’
- ‘The Department’s mission statement is much, much too broad—leading to “mission creep” and oversized posts at which support functions cannot keep up with new staff additions.’



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## CHAPTER 10: WHAT I WANT TO TELL THE SECRETARY

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### SUMMARY

Each individual who completed the survey or participated in an interview had the opportunity to share any issues or utterances they saw as important for Secretary Tillerson to know. The responses spanned a wide range, including everything from the highly complimentary and inspired comments to those very few which were coarse and vulgar. Through it all, a set of clear themes emerged highlighting what the people overseen by Secretary Tillerson want him to know. A significant volume of comments were words of encouragement and expressions of gratitude for the opportunity to express their views.

### **“We Want You to Succeed—We Are Ready For You To Lead US”**

The people of the Department of State and USAID look up, and they are looking to Secretary Tillerson. People desire direction, communication, and a vision forward. Though exacerbated by the fear and concern catalyzed by the President’s executive order and the hiring freeze, the people of both USAID and the Department of State want to know the Secretary’s vision for the future, for the Department, and for how he sees American diplomacy and aid being carried out for at least the time he is in office. People believe that Secretary Tillerson is less active a communicator than most in the two organizations want, expect, or to which they have become accustomed.

- *“Please lead us well. We are all motivated by our love of country and our wish for our country to be safe, secure and successful. We took an oath to support our system of government and we take that oath seriously. We respect and serve you and the President. Please come to know us well. Please appreciate us.”*
- *“Trust your foreign service officers. Like our military colleagues, we took an oath to the constitution and take our responsibilities seriously. We will do our level best to implement US policy, and to forward our interests as you direct, but we need to be provided sufficient information and guidance to be effective.”*
- *“The body of the State Department is like a Labrador retriever: we want to jump in your lap and will be as loyal as the day is long...”*

## **“Leverage Our Experience to Achieve Your Objectives”**

The employees of the Department of State and of USAID want to be valued and utilized assets and resources by the Secretary. Moreover, people want to be consulted on issues where they have direct, relevant, and poignant experience. The people of USAID and State want to contribute to having things work. Few hold the misconception that the Secretary will heed their counsel on every matter; it is clear to people there are many sides to every issue.

Most, though, assert that either their experience in the field or years of study, work, and policy development provides them with a view helpful to the Secretary as he makes decisions about American diplomacy and foreign policy. Simply, both State and USAID are laden with people with years of experience who want to be active contributors to developing and executing US foreign policy and aid work.

- *[Please know] that the workforce...is really dedicated to America not a partisan vision. We can be trusted to carry that out. Get into what is it we actually do and focus on that.”*
- *“The Department is staffed by loyal Americans that serve Presidents of both parties. We have considerable area expertise and operational effectiveness. Let us know your objectives and we will do our best to help you achieve your goals. Please recognize that our values are an enormous asset that support your actions.”*
- *“Diplomacy is a vocation, not a job. We have a huge amount of talent that wants to be channeled for the benefit of the American people. Do not discount the building. Strive to understand the subtleties [of the organization] before making dramatic changes.”*

## **“USAID’s Role is Distinct and Important”**

Many in USAID fear losing the opportunity to make the difference they see the organization makes in the world. An overwhelming concern amongst employees is the prospect of USAID being furthered merged into the Department of State. Proud of its accomplishments and passionate about its mission, the people of USAID worry that few outside the organization recognize its impact, believing it only gives away money. Though people aspire to have USAID clearly recognized as the third pillar in American foreign policy, they fear USAID being overlooked, diminished, or minimized so as not able to make the impact it makes today.

- *“Development is a discipline. Diplomacy, defense, and development are different disciplines. State has a separate set of skills. Development is hired for development expertise like health. Development is different than what State does.”*
- *“There are clearly inefficiencies within the bureaucracy, especially at State. Merging State and USAID, however, will not provide gains in effectiveness and efficiency.”*
- *“What I see is that State and USAID have very different cultures and different missions. They are complimentary, but not the same. The fear is that a merger would detract from USAID’s mission and make it less effective.”*
- *“Please learn about the important work that USAID does to help create stable democratic societies.”*

- USAID should be allowed to “advertise” what it does to the American people and not be prevented by current legislation. Unlike the DOD and other federal agencies, USAID can’t talk about its work.”

### **“America’s Leadership in the World is More Important Than Ever”**

Many employees of both USAID and Department of State want America’s stature, impact, and role in the world to grow. Employees of both organizations recognize the United States has historically been able to provide moral leadership to the world on a raft of issues, including rule of law, human rights, liberty, and a free and empowered economy. These are the values that distinguishes the United States of America from other countries and the values which the citizens of the world respect. People in Department of State and USAID implore Secretary Tillerson to make sure America maintains its moral leadership in the world through work that forwards these kinds of ideals.

- “America should remain that fortifying beacon of hope, freedom, happiness, fulfillment, life to the persecuted, oppressed, discriminated, enslaved of the world.”
- “Let’s carry on and intensify international dialog and increase soft power so as it effectively influences our respective publics. Let’s continue to provide inspiration for people across the world because this is the most effective way to shape steadily positive attitudes necessary to carry out foreign policy goal.”
- “Speaking in an analogy, there is value in the ‘client manager.’ State is not thinking just about the US government product lines (e.g., DOD, Commerce, USTR) but about the United States’ whole relationship with other countries. We should lead on foreign affairs. If we are sidelined, our diplomacy will be less effective.”



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## CHAPTER 11: INSIGNIAM'S RECOMMENDATIONS

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### RECOMMENDATION 1: CRAFT A MISSION AND A FRAMEWORK FOR DOS AND USAID

The Department of State needs a unifying, clear, and vibrant mission. We suggest that the first step of any future change to DOS and USAID is to clearly articulate this framework. The framework rests on a foundation consisting of three parts:

Purpose: The reason the DOS and USAID exist. The purpose establishes the playing field, or boundaries, in which an organization will act. It answers the question, ‘what’s the point of establishing the DOS?’ ‘what’s the point of establishing the USAID?’ These agencies exist in service of “what”? We offer the possibility (to be explored) that the two words that showed up in both the current and future word cloud expressions of the mission for each agency (*Security and Diplomacy* for State and *Security and Development* for USAID) maybe elements of an enduring purpose.

Ambition: A picture of objectives that illustrates what it looks like for the DOS and USAID to realize or fulfill its purpose. An effective ambition allows people to invent a clear picture of the future for which each person can see themselves contributing in the present. It answers the question, ‘given our purpose, what ambition (both qualitative and quantitative) is worthy of our collective effort.’ It is bold, inspiring and provokes action.

Mission: A discrete assignment, bound in time, that represents the path that will be taken to progress toward the ambition. The mission, successfully realized, will be a significant accomplishment that requires the organization to think and act in new ways. We offer the possibility (to be explored) that the changing, smaller words that showed up in both the current and future word cloud expressions of the mission for each agency may actually be elements of a mission. The mission evolves as U.S. interests and the global environment changes.

### RECOMMENDATION 2: ORGANIZE DOS AND USAID TO ALIGN WITH THEIR PURPOSE, AMBITION, AND MISSION

The Department of State currently exists as an amalgamation of bureaus, processes, mandates, and work streams that have been added on top of the pile of already-existing obligations. Many of these were assigned to State with little consideration to how well they fit with the Department of State’s mission. Conversely, eliminating pieces of this amalgam without considering the impact on the purpose, ambition, and mission will likely reduce costs but at great expense to mission effectiveness.

In order to elevate performance, we recommend that the organizations, including all functions, structures, processes, and accountabilities be designed to ensure that the

framework of purpose, mission, and ambition is honored. Structural integrity for an organization occurs when:

1. A design (including but not limited to structure, systems and processes) is capable of fulfilling the intended purpose.
2. The design is implemented appropriately.
3. The infrastructure elements of the organization are used consistent with the design.

Any future operating model is best if created from the perspective of ‘what’s in the best interest of the mission and that forwards our purpose’ rather than, ‘what can we trim and still survive?’ We suspect that an intentional design effort will naturally lend itself to a fitting resolution for the relationship between DOS and USAID. This exercise will also bring an organized approach to stripping away the legacy processes and assignments (about which so many people complain) that are not value added and to determine which of the redundancies involve work that is not required for fulfilling the purpose, mission and ambition of State or USAID and therefore belong in other agencies.

Furthermore, many times processes and practices in large, complex and highly regulated organizations have grown from avoiding past problems or mistakes (this is as distinct from learning and improving based on past failures, which is a key component of maintaining structural integrity). Layers of approval create the illusion of correcting past and avoiding future failure all the while reducing and obscuring accountability. Critical to this approach will be to establish true accountability and decision rights at appropriate levels in the organization. Removing “crowdsourcing” of decisions will dramatically remove waste and hone the use of resources. It is our experience that an organization that intentionally designs its operating structure to fulfill its stated intentions invariably gives itself a huge opportunity to increase performance while at the same time materially increasing efficiency and lowering costs.

### **RECOMMENDATION 3: ORGANIZE AROUND SERVING THE FRONTLINE FIRST**

Organizations that perform poorly focus their resources and attention on the work being done at headquarters. High-performing organizations recognize that headquarters only serves as a supporting resource for the front-line operations that interact with and deliver results to customers. In these organizations, all eyes are on the end product.

At USAID and DOS, the front-lines are those employees assigned to missions or delivering assistance programs. People at USAID talk at length about their organization’s focus on the front lines. There is less of a focus on front-line staff at DOS, however. We recommend making the success of the work at missions the primary context of support. Organizing processes and practices to efficiently support front-line employees in accomplishing their objectives should be the ultimate litmus test of usefulness. Anything that does not forward getting the job done on the front line is extraneous. This will require a cultural and operational shift, and possibly a structural shift as well.

Footnote: There may be opportunity to focus efforts in regional hubs to provide closer support to smaller or to post people in geographies adjacent to more dangerous (and therefore more costly to locate) missions. This could allow economies of scale for smaller missions while alleviating the burden of providing security to functions not needed in-more dangerous locations, as well as providing easier field access to support functions located in Washington D.C.

## RECOMMENDATION 4: TREASURE THE TALENT

People say that the people of DOS and USAID are its most important resource and a source of inspiration. Due to chronic poor management and failure to remove poor performers, it is also a source of frustration. We recommend embarking on a campaign to *treasure the talent*. This initiative will focus the organization's efforts on nurturing the best from its people, and includes a number of initiatives:

Identify, develop, and elevate talent. Create structured conversations with people's managers and HR staff to identify individual skill-sets and opportunities to leverage those skills.

Remove poor performers. Create a short term, tightly managed initiative to hold employees who persistently fail to meet performance metrics and/or behavioral standards accountable. If measurable improvement does not take place, end the employment contract. The union and tenure status of CS and FS employees might pose challenges to this effort but it must be confronted and addressed or any transformation effort will be hampered by a loss of credibility.

Upgrade policies for a 21<sup>st</sup> Century workforce. DOS and USAID employees are high-caliber and well educated. However, many of the employment policies in place date from the 1960s. We recommend updating employment policies to reflect 21st century realities. Specifically, update parental leave, feedback mechanisms and travel policies to reflect the flexibility that contemporary workers need and expect.

Measure and manage performance. Establish objective measures of individual performance, track performance, and manage employees against those measures. Institute objective performance reviews and promotion protocols that provide actionable insight into an employee's performance and growth opportunities.

Build a vanguard of effective managers who lead. People cite poor management as one of the most difficult aspects of working at DOS. Many people feel muted in their communication and wait to be directed. We recommend building a group of managers that lead the changes within DOS and USAID that people have been waiting decades for. Leading this kind of change requires mastering of the *network of conversations* necessary for top-tier performance. Effectively creating this group of managers will serve as a lever to catalyze change in the organizations.

Leverage EFM experience. Nearly everyone affiliated with EFMs say that they offer expertise that is not being leveraged. Employees are hired for overseas posts without consideration as to how their spouse, who is often highly qualified, can support the mission. We recommend incorporating EFM experience, for those willing to work, into the talent development plans done for newly-assigned foreign service employees.

## RECOMMENDATION 5: BUILD A SHARED SERVICES MODEL

People at both DOS and USAID complain that administrative services are scattered across their respective organization. People also say that DOS and USAID should share functions like HR and IT. Implementing a shared services model will reduce the redundancy of these functions. In a shared services model, processes are moved out of individual parts of DOS and USAID and funding and resources from across the two organizations are concentrated into an internal service provider. Already implemented in parts of the U.S. government, shared services provide better decision support, more efficient service levels, and improved responsiveness. The benefits of sharing administrative services between DOS and USAID can be expanded to consider a shared services model for all federal agencies. For this reason, we recommend creating, at minimum a DOS/USAID and optimally, a federal shared services model that includes these functions:

- *Security clearances:* eliminate the need to apply for a new security clearance for each new federal agency someone is hired by.
- *Human resources:* streamline the onerous and stressful process of reassignment that Foreign Service staff face every few years, and open DOS employees to opportunities outside the DOS, the lack of which they frequently complain about.
- *Information technology:* harmonize the significant gap in quality and redundancy of IT resources across different agencies.
- *Other planning, budgeting, finance, procurement, and administrative functions:* much of the redundancies people complain about come from duplications in security clearance processes, HR, and IT. However, one of the initial areas of focus must also be a comprehensive audit of all reports. This will be followed by an aggressive initiative to streamline and consolidate the cacophony reports and the large amount of people-hours invested in writing them.
- *Move issuance of passports, visas, and other travel documents to Homeland Security:* we heard enough comments (combined with our own expertise in organization design and patterns to conclude) that there may be an opportunity to elevate efficiency and reduce cost by this change. Indications are that doing so would elevate security at our borders and remove a source of dissatisfaction and frustration.

## **RECOMMENDATION 6: INCREASE THE DURATION OF ASSIGNMENTS AND OVERLAP TRANSITION TIME**

Foreign service officers and generalists typically have one to three year post assignments. The current process for getting a new assignment approval takes several months with managing the next post taking a portion of one's attention away from duties in the current assignment. After arriving at a new post (most often without the benefit of any turnover between the new assignee and the former person holding that job), Foreign Service officers find themselves needing an additional three to four months to acclimate themselves to their new position before they are able to formulate a plan to add value. And the plans that are created often need layers of approval which can take as long as six months.

This equation leaves someone on a two or three year assignment just a few months of time for meaningful work and therefore Foreign Service officers have little time to initiate broad, strategic, and often highly value added, interventions. Instead, Foreign Service Officers are compelled to focus on smaller-scale, less impactful projects that fit inside their tenure and forward their career progress. Many complain that people come and go without seeing their work implemented which diminishes effectiveness and also reduces accountability for success. And the success of most Foreign Service jobs rely on a set of local relationships and insights that have been carefully cultivated and honed, yet there is virtually no time to turnover these relationships from one assignee to another. There is also an impact to Locally Employed Staff and those working under the Foreign Service Officer who often feel "whipsawed" by the frequency of change in leadership, direction, and initiatives.

We recommend extending the duration of post assignments by at least one year to provide more time for people to begin and implement more robust initiatives. Increasing the duration of post assignments will also reduce travel costs associated to moving employees and their families. In addition, we recommend overlapping post assignments to facilitate knowledge sharing to incoming employees and minimize the current three to four month learning curve.

## **RECOMMENDATION 7: REMOVE THE UNCERTAINTY OF CUTS AS SOON AS POSSIBLE**

To enable people at DOS and USAID to provide their best contribution to the United States, particularly during what is expected to be an enterprise transformation, it is imperative that the future they are working towards empowers, inspires, and challenges them. Despite eleven years of budget increases, working inside of an environment in which cuts to programs are looming, or worse, in which there is doubt as to what is going to be cut next, will inevitably create a background of fear that ‘I might be next.’ This kind of environment creates a mood of uncertainty and establishes a context in which time is spent speculating on what’s ‘really going to happen’ and preparing oneself for the worst—not building the best version of DOS or USAID. Staying focused on the opportunity to create a stronger, more effective DOS and USAID is of the essence and thus it is imperative that the transitional period in which programs are being cut be as short as possible, and that all changes be done as close to one single initiative. Recognizing the role Congress plays in budget and timing determinations, we stress the need to manage this transformation keeping in mind that a series of unknown and small changes over a long period of time will create a mood of uncertainty, exacerbating people’s survival behavior, and casting a shadow over the organizations thereby creating an additional hurdle to overcome in managing the transformation effort.

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## APPENDIX A: DEMOGRAPHICS OF RESPONDENTS

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Survey: DOS

<u>S1 - Agency</u>		
<u>#</u>	<u>Answer</u>	<u>Count</u>
1	Department of State	27837
	Total	27837
<u>S2 - Work Location</u>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	Overseas	14268
2	Domestic	12440
<u>S3 - Employee Type</u>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	Foreign Service - Generalist (FSG)	6331
2	Foreign Service - Specialist (FSS)	3494
3	Civil Service (CS)	6009
4	Locally Employed Staff (LE Staff)	6735
5	WAE	329
6	PSC Contractor	724
7	Other Contractor	2181
8	Eligible Family Member - Mission Employed (EFM)	1261
9	U.S. Military/Uniformed Services	78
10	Intern	122
11	Seasonal	5
<u>S5 - FS Employment Grade</u>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	09-04	2748
2	03-02	4742
3	01-SFS	2172
<u>S6 - CS Employment Grade</u>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	1-11	1174
2	12-14	3785
3	15-SES	918
<u>S7 - LE Staff Employment Grade</u>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	1-6	1611
2	7-9	3794
3	10 and above	1053
<u>S9 - How long have you been working for the Federal Government (excluding military service)?</u>		
<u>#</u>	<u>Question</u>	<u>Count</u>

1	Less than 1 year	1623
2	1 to 3 years	3837
3	4 to 5 years	2673
4	6 to 10 years	6430
5	11 to 14 years	3973
6	15 to 20 years	3647
7	More than 20 years	4378

**S11 - With which Bureau are you currently working (if you are overseas, please select the corresponding regional bureau for your post)**

#	Question	Count
1	Bureau of African Affairs AF	1973
2	Bureau of East Asian and Pacific Affairs EAP	2144
3	Bureau of European and Eurasian Affairs EUR	3131
4	Bureau of International Organization Affairs IO	196
5	Bureau of Near Eastern Affairs NEA	1441
6	Bureau of South and Central Asian Affairs SCA	1146
7	Bureau of Western Hemisphere Affairs WHA	2369
8	Office of the Secretary S	228
9	Office of the Deputy Secretary of State D	24
10	Office of the Deputy Secretary of State for Management and Resources D-MR	31
11	Office of U.S. Foreign Assistance Resources F	44
12	U.S. Mission to the United Nations, New York USUN	44
13	Office of the Legal Adviser L	191
14	Office of Legislative Affairs H	35
15	Office of the Inspector General OIG	111
16	Bureau of Intelligence and Research INR	235
17	Executive Secretariat S/ES	97
18	Office of Civil Rights S/OCR	10
19	Office of Global AIDS Coordinator S/GAC	53
20	Office of Global Women's Issues S/GWI	9
21	Office of the Chief of Protocol S/CPR	21
22	Policy Planning Council S/P	5
23	Counselor of the Department C	22

<b>24</b>	Office of the Under Secretary for Arms Control and International Security Affairs T	23
<b>25</b>	Bureau of Arms Control, Verification and Compliance AVC	83
<b>26</b>	Bureau of International Security and Nonproliferation ISN	198
<b>27</b>	Bureau of Political-Military Affairs PM	216
<b>28</b>	Under Secretary for Civilian Security, Democracy and Human Rights J	19
<b>29</b>	Bureau of Conflict and Stabilization Operations CSO	100
<b>30</b>	Bureau of Counterterrorism and Countering Violent Extremism CT	78
<b>31</b>	Bureau of Democracy, Human Rights, and Labor DRL	128
<b>32</b>	Bureau of International Narcotics and Law Enforcement Affairs INL	392
<b>33</b>	Bureau of Population, Refugees, and Migration PRM	120
<b>34</b>	Office to Monitor and Combat Trafficking in Persons J/TIP	35
<b>35</b>	Office of Global Criminal Justice J/GCJ	10
<b>36</b>	Under Secretary for Economic Growth, Energy and the Environment E	11
<b>37</b>	Bureau of Oceans and International Environmental and Scientific Affairs OES	204
<b>38</b>	Bureau of Economic and Business Affairs EB	178
<b>39</b>	Bureau of Energy Resources ENR	42
<b>40</b>	Office of Science Technology Adviser to Secretary OES/STAS	2
<b>41</b>	Office of the Chief Economist E/CE	4
<b>42</b>	Office of the Under Secretary for Management M	114
<b>43</b>	Bureau of Administration A	763
<b>44</b>	Bureau of Budget and Planning BP	47
<b>45</b>	Bureau of Consular Affairs CA	2142
<b>46</b>	Bureau of Diplomatic Security DS	2524
<b>47</b>	Bureau of Human Resources DGHR	535
<b>48</b>	Bureau of Information Resource Management IRM	805
<b>49</b>	Bureau of Overseas Buildings Operations OBO	789
<b>50</b>	Bureau of the Comptroller and Global Financial Services CGFS	352

51	Foreign Service Institute FSI	651
52	Office of Management Policy, Rightsizing and Innovation M/PRI	30
53	Bureau of Medical Services MED	235
54	Office of Foreign Missions M/OFM	63
55	Under Secretary for Political Affairs P	14
56	Under Secretary for Public Diplomacy and Public Affairs R	137
57	Bureau of Public Affairs PA	384
58	Bureau of Educational and Cultural Affairs ECA	350
59	International Information Programs IIP	179
60	FSI student	73
<b><u>S13 - Have you worked in more than one bureau in your career?</u></b>		
#	Question	Count
1	No	14000
2	Yes	12386
<b><u>S14 - How long have you worked in your current bureau?</u></b>		
#	Question	Count
1	Less than 1 year	4968
2	1 to 3 years	8274
3	4 to 5 years	3153
4	6 to 10 years	4562
5	11 to 14 years	2070
6	15 to 20 years	1927
7	More than 20 years	1511
<b><u>S15 - Do you have supervisory status?</u></b>		
#	Question	Count
1	No	16667
2	Yes	9513

Survey: USAID

<u>S1 - Agency</u>		
<u>#</u>	<u>Answer</u>	<u>Count</u>
1	USAID	6142
	Total	6142
<u>S2 - Work Location</u>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	Overseas	3392
2	Domestic	2466
<u>S5 - FS Employment Grade</u>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	4-Sep	248
2	2-Mar	870
3	01-SFS	420
<u>S6 - CS Employment Grade</u>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	11-Jan	76
2	14-Dec	646
3	15-SES	271
<u>S8 - FSN Staff Employment Grade</u>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	6-Jan	108
2	9-Jul	632
3	10 and above	1256
<u>S9 - How long have you been working for the Federal Government (excluding military service)?</u>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	Less than 1 year	402
2	1 to 3 years	926
3	4 to 5 years	634
4	6 to 10 years	1595
5	11 to 14 years	797
6	15 to 20 years	691
7	More than 20 years	834
<u>S10 - With which Bureau are you currently (if you are overseas, please select the corresponding regional bureau for your mission)</u>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	Bureau for Africa	1523
2	Bureau for Asia	744
3	Bureau for Europe and Eurasia	265
4	Bureau for Latin America and the Caribbean	626
5	Bureau for the Middle East	310
6	Bureau for Democracy, Conflict,	421

	and Humanitarian Affairs	
7	Bureau for Economic Growth, Environment, and Education	178
8	Bureau for Food Security	109
9	Bureau for Foreign Assistance	43
10	Bureau for Global Health	310
11	Bureau for Legislative and Public Affairs	45
12	Bureau for Management	372
13	Bureau for Policy, Planning, and Learning	80
14	Office of Human Capital and Talent Management	98
15	The Global Development Lab	109
16	Office of Afghanistan and Pakistan Affairs	203
17	Office of the Administrator	22
18	Office of Budget and Resource Management	23
19	Office of Civil Rights and Diversity	8
20	Office of the Executive Secretariat	21
21	Office of the General Counsel	44
22	Office of Security	66
23	Office of Small and Disadvantaged Business Utilization	12
24	Office of the Inspector General	89
<b>S13 - Have you worked in more than one bureau in your career?</b>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	No	3524
2	Yes	2358
<b>S14 - How long have you worked in your current bureau?</b>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	Less than 1 year	1004
2	1 to 3 years	1857
3	4 to 5 years	848
4	6 to 10 years	1111
5	11 to 14 years	383
6	15 to 20 years	329
7	More than 20 years	333
<b>S15 - Do you have supervisory status?</b>		
<u>#</u>	<u>Question</u>	<u>Count</u>
1	No	3895
2	Yes	1952

Survey: Other

<u>S1 - Agency</u>		
<u>#</u>	<u>Answer</u>	<u>Count</u>
1	Other	1407
	Total	1407
<u>S2 - Work Location</u>		
<u>#</u>	<u>Answer</u>	<u>Count</u>
1	Oversees	866
2	Domestic	363
<u>S3 - Employee Type</u>		
<u>#</u>	<u>Answer</u>	<u>Count</u>
1	Foreign Service - Generalist (FSG)	40
2	Foreign Service - Specialist (FSS)	38
3	Civil Service (CS)	216
4	Locally Employed Staff (LE Staff)	503
5	WAE	7
6	PSC Contractor	54
7	Other Contractor	182
8	Eligible Family Member - Mission Employed (EFM)	44
9	U.S. Military/Uniformed Services	226
10	Intern	3
11	Seasonal	1
<u>S5 - FS Employment Grade</u>		
<u>#</u>	<u>Answer</u>	<u>Count</u>
1	09-04	20
2	03-02	32
3	01-SFS	18
<u>S6 - CS Employment Grade</u>		
<u>#</u>	<u>Answer</u>	<u>Count</u>
1	1-11	52
2	12-14	115
3	15-SES	42
<u>S7 - LE Staff Employment Grade</u>		
<u>#</u>	<u>Answer</u>	<u>Count</u>
1	1-6	141
2	7-9	267
3	10 and above	72
<u>S9 - How long have you been working for the Federal</u>		

<b><u>Government (excluding military service)?</u></b>		
<u>#</u>	<u>Answer</u>	<u>Count</u>
1	Less than 1 year	145
2	1 to 3 years	259
3	4 to 5 years	118
4	6 to 10 years	231
5	11 to 14 years	160
6	15 to 20 years	152
7	More than 20 years	206
<b><u>S13 - Have you worked in more than one bureau in your career?</u></b>		
<u>#</u>	<u>Answer</u>	<u>Count</u>
1	No	813
2	Yes	448
<b><u>S14 - How long have you worked in your current bureau?</u></b>		
<u>#</u>	<u>Answer</u>	<u>Count</u>
1	Less than 1 year	219
2	1 to 3 years	418
3	4 to 5 years	134
4	6 to 10 years	189
5	11 to 14 years	107
6	15 to 20 years	107
7	More than 20 years	88
<b><u>S15 - Do you have supervisory status?</u></b>		
<u>#</u>	<u>Answer</u>	<u>Count</u>
1	No	830
2	Yes	405

Individual Interviews: DOS/ USAID

<u>S2 - Agency</u>			
#	<u>Answer</u>	%	<u>Count</u>
1	Department of State	62.50%	175
2	USAID	33.57%	94
3	Other	3.93%	11
	<u>Total</u>	<u>100%</u>	<u>280</u>

  

<u>S3 - Work Location</u>			
#	<u>Answer</u>	%	<u>Count</u>
1	Overseas	48.21%	135
2	Domestic	48.57%	136
3	No Response Recorded	3.21%	9
	<u>Total</u>	<u>100%</u>	<u>280</u>

  

<u>S4 - Employee Type</u>			
#	<u>Answer</u>	%	<u>Count</u>
1	Foreign Service - Generalist (FSG)	39.29%	110
2	Foreign Service - Specialist (FSS)	10.36%	29
3	Civil Service (CS)	32.50%	91
4	Locally Employed Staff (LE Staff)	2.86%	8
5	WAE	0.36%	1
6	PSC Contractor	0.36%	1
7	Other Contractor	0.71%	2
8	Eligible Family Member - Mission Employed (EFM)	2.14%	6
9	U.S. Military/Uniformed Services	0.36%	1
10	Intern	0.00%	0
11	Seasonal	0.71%	2
12	No Response Recorded	10.36%	29
	<u>Total</u>	<u>100%</u>	<u>280</u>

  

<u>S6 - FS Employment Grade</u>			
#	<u>Answer</u>	%	<u>Count</u>
1	09-04	20.00%	9
2	03-02	42.22%	19
3	01-SFS	37.78%	17
	<u>Total</u>	<u>100%</u>	<u>45</u>

  

<u>S7 - CS Employment Grade</u>			

<u>#</u>	<u>Answer</u>	<u>%</u>	<u>Count</u>
1	1-11	9.52%	6
2	12-14	60.32%	38
3	15-SES	30.16%	19
	<u>Total</u>	<u>100%</u>	<u>63</u>
<b><u>S8 - LE Staff</u></b>			
<b><u>Employment Grade</u></b>			
<u>#</u>	<u>Answer</u>	<u>%</u>	<u>Count</u>
1	1-6	0.00%	0
2	7-9	100.00%	1
3	10 and above	0.00%	0
	<u>Total</u>	<u>100%</u>	<u>1</u>
<b><u>S9 - How long have you been working for the Federal Government (excluding military service)?</u></b>			
<u>#</u>	<u>Answer</u>	<u>%</u>	<u>Count</u>
1	Less than 1 year	0.79%	1
2	1 to 3 years	7.87%	10
3	4 to 5 years	13.39%	17
4	6 to 10 years	24.41%	31
5	11 to 14 years	14.17%	18
6	15 to 20 years	16.54%	21
7	More than 20 years	22.83%	29
	<u>Total</u>	<u>100%</u>	<u>127</u>
<b><u>S10 - How long have you been with your current agency?</u></b>			
<u>#</u>	<u>Answer</u>	<u>%</u>	<u>Count</u>
1	Less than 1 year	6.50%	8
2	1 to 3 years	14.63%	18
3	4 to 5 years	13.82%	17
4	6 to 10 years	20.33%	25
5	11 to 14 years	13.82%	17
6	15 to 20 years	16.26%	20
7	More than 20 years	14.63%	18
	<u>Total</u>	<u>100%</u>	<u>123</u>
<b><u>S11 - Do you have supervisory status?</u></b>			
<u>#</u>	<u>Answer</u>	<u>%</u>	<u>Count</u>
1	No	50.43%	59
2	Yes	49.57%	58
	<u>Total</u>	<u>100%</u>	<u>117</u>

<b><u>S14 - Bureaus FOR DOS (IF YOU ARE OVERSEAS PICK YOUR REGIONAL BUREAU)</u></b>			
#	<u>Answer</u>	<u>%</u>	<u>Count</u>
1	Office of the Secretary S	1.98%	2
2	Office of the Deputy Secretary of State D	0.00%	0
3	Office of the Deputy Secretary of State for Management and Resources D-MR	0.00%	0
4	Office of U.S. Foreign Assistance Resources F	1.98%	2
5	U.S. Mission to the United Nations, New York USUN	0.00%	0
6	Office of the Legal Adviser L	2.97%	3
7	Office of Legislative Affairs H	0.00%	0
8	Office of the Inspector General OIG	0.99%	1
9	Bureau of Intelligence and Research INR	3.96%	4
10	Executive Secretariat S/ES	0.99%	1
11	Office of Civil Rights S/OCR	0.00%	0
12	Office of Global AIDS Coordinator S/GAC	0.00%	0
13	Office of Global Women's Issues S/GWI	0.00%	0
14	Office of the Chief of Protocol S/CPR	0.00%	0
15	Policy Planning Council S/P	0.00%	0
16	Counselor of the Department C	0.00%	0
17	Office of the Under Secretary for Arms Control and International Security Affairs T	0.00%	0
18	Bureau of Arms Control, Verification and Compliance AVC	0.00%	0
19	Bureau of International	0.00%	0

	Security and Nonproliferation ISN		
20	Bureau of Political-Military Affairs PM	0.99%	1
21	Under Secretary for Civilian Security, Democracy and Human Rights J	0.00%	0
22	Bureau of Conflict and Stabilization Operations CSO	0.00%	0
23	Bureau of Counterterrorism and Countering Violent Extremism CT	0.00%	0
24	Bureau of Democracy, Human Rights, and Labor DRL	0.00%	0
25	Bureau of International Narcotics and Law Enforcement Affairs INL	5.94%	6
26	Bureau of Population, Refugees, and Migration PRM	0.99%	1
27	Office to Monitor and Combat Trafficking in Persons J/TIP	0.00%	0
28	Office of Global Criminal Justice J/GCJ	0.00%	0
29	Under Secretary for Economic Growth, Energy and the Environment E	0.00%	0
30	Bureau of Oceans and International Environmental and Scientific Affairs OES	0.99%	1
31	Bureau of Economic and Business Affairs EB	0.00%	0
32	Bureau of Energy Resources ENR	0.00%	0
33	Office of Science Technology Adviser to Secretary OES/STAS	0.00%	0
34	Office of the Chief Economist E/CE	0.00%	0
35	Office of the Under Secretary for Management M	0.00%	0
36	Bureau of	2.97%	3

	Administration A		
37	Bureau of Budget and Planning BP	1.98%	2
38	Bureau of Consular Affairs CA	9.90%	10
39	Bureau of Diplomatic Security DS	7.92%	8
40	Bureau of Human Resources DGHR	6.93%	7
41	Bureau of Information Resource Management IRM	1.98%	2
42	Bureau of Overseas Buildings Operations OBO	4.95%	5
43	Bureau of the Comptroller and Global Financial Services CGFS	3.96%	4
44	Foreign Service Institute FSI	0.99%	1
45	Office of Management Policy, Rightsizing and Innovation M/PRI	0.00%	0
46	Bureau of Medical Services MED	0.99%	1
47	Office of Foreign Missions M/OFM	0.00%	0
48	Under Secretary for Political Affairs P	0.00%	0
49	Bureau of African Affairs AF	4.95%	5
50	Bureau of East Asian and Pacific Affairs EAP	0.99%	1
51	Bureau of European and Eurasian Affairs EUR	4.95%	5
52	Bureau of International Organization Affairs IO	1.98%	2
53	Bureau of Near Eastern Affairs NEA	0.99%	1
54	Bureau of South and Central Asian Affairs SCA	2.97%	3
55	Bureau of Western Hemisphere Affairs WHA	13.86%	14
56	Under Secretary for Public Diplomacy and Public Affairs R	0.00%	0
57	Bureau of Public Affairs PA	2.97%	3
58	Bureau of Educational	1.98%	2

	and Cultural Affairs ECA		
59	International Information Programs IIP	0.00%	0
	<u>Total</u>	<u>100%</u>	<u>101</u>
<b>S15 - Bureau List FOR USAID</b>			
#	Answer	%	Count
1	Bureau for Democracy, Conflict, and Humanitarian Affairs	10.26%	4
2	Bureau for Economic Growth, Environment, and Education	5.13%	2
3	Bureau for Food Security	5.13%	2
4	Bureau for Global Health	10.26%	4
5	Bureau for Legislative and Public Affairs	2.56%	1
6	Bureau for Management	10.26%	4
7	Bureau for Policy, Planning, and Learning	10.26%	4
8	Office of Human Capital and Talent Management	7.69%	3
9	The Global Development Lab	5.13%	2
10	Bureau for Africa	7.69%	3
11	Bureau for Asia	2.56%	1
12	Bureau for Europe and Eurasia	2.56%	1
13	Bureau for Latin America and the Caribbean	0.00%	0
14	Bureau for the Middle East	2.56%	1
15	Office of Afghanistan and Pakistan Affairs	0.00%	0
16	Office of the Administrator	10.26%	4
17	Office of Budget and Resource Management	2.56%	1
18	Office of Civil Rights and Diversity	0.00%	0
19	Office of the Executive Secretariat	2.56%	1
20	Office of the General	0.00%	0

	Counsel		
<b>21</b>	Office of Security	0.00%	0
<b>22</b>	Office of Small and Disadvantaged Business Utilization	2.56%	1
	<b>Total</b>	<b><u>100%</u></b>	<b><u>39</u></b>



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## **APPENDIX B: INTERVIEW AND ONLINE SURVEY QUESTIONS**

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### **DOS Questions**

1. Help us build a word cloud. Choose six (6) words you would use to characterize the current mission of the Department.
2. The work we do today at the Department is consistent with the stated mission of the Department.
  - Strongly agree
  - Agree
  - Neither agree or disagree
  - Disagree
  - Strongly disagree
  - N/A

If Disagree or Strongly Disagree is selected then:

- 2.1. Please state why you gave this answer.
3. (If you are currently at an overseas post) I feel safe and secure at my work facility and in my home.
  - Strongly agree
  - Agree
  - Neither agree or disagree
  - Disagree
  - Strongly disagree
  - N/A

If Disagree or Strongly Disagree is selected then:

- 3.1. We recommend you contact your RSO regarding any security concerns.
- 3.2. Please elaborate on why you gave this answer.
4. I know who is in my chain of command.
  - Strongly agree
  - Agree
  - Neither agree or disagree
  - Disagree
  - Strongly disagree
5. My chain of command welcomes constructive feedback from any level.
  - Yes
  - No
  - Sometimes

6. I am inspired by the work of the Department.
- Each-and-every day as I do my work
  - Regularly over the course of a week
  - Occasionally but it's not something I think about regularly
  - Never

If Never is selected then:

- 6.1. What prevents you from being inspired by the work of the Department?
7. What percentage of your week is spent on the following? (must equal 100)
- Directly accomplishing the mission of the organization, including interagency collaboration
  - Indirectly accomplishing the mission of the organization
  - Dealing with internal duplications
  - Dealing with internal conflicts / misalignments
  - Dealing with inter-agency duplications
  - Dealing with inter-agency conflicts / misalignments
  - Other
8. What are the two most important tools that you use to do your job?
9. Are there tools that you need to get your job done that are not readily available to you?
- No
  - Yes
- If Yes is selected then:
- What tools are not readily available to you that you need to get your job done?
10. When was the last time a process map was completed with you or shared with you?
- This month
  - The past 6 months
  - The past year
  - Sometime in the past and longer than one year
  - Never
11. With regards to fulfilling the mission of the Department, what is working very well?
12. If you have frustrations with regards to fulfilling the mission of the Department, with what are you the most frustrated?
13. What percentage of your office's projects in the past year were accomplished on time and within budget?
14. Please choose the three items from the list below which you currently find most useful in your daily work advancing the mission of the Department.
- The technology we have in place
  - Strong and effective collaboration with other agencies

- The skills of the other people I work with
  - Training and development from the Department
  - Support from my supervisor
  - Quality of data
  - Inspiring leadership from my management
  - Having the information I need in a timely manner
  - Clear understanding of my role and expectations in my job
  - Enthusiasm and support of other people with whom I work
  - Guidance from headquarters
  - Other
  - Not applicable / No basis to judge
- 15. Resources and staffing aside, please choose three items from the list below which pose the largest obstacle to you in your daily work advancing the mission of the Department.
  - Insufficient and/or inappropriate facilities
  - Getting layers of approval and/or clearances
  - Poor inter-agency communication
  - Poor intra-agency communication
  - Insufficient and/or inappropriate technology
  - Quality of data
  - Leadership ineffectiveness (i.e., lack of vision, poor interpersonal and management skills)
  - Low morale on the part of others with whom I need to work
  - Requirements from headquarters
  - Congressional or Federal mandates
  - Inefficient/over-complicated processes
  - Lack of clarity or focus on the Department's mission
  - Interagency difficulties
- If Inefficient/Over-complicated processes is selected then:  
Please list the top two inefficient/over complicated processes.
- 16. I have the information I need to do my job.
  - Strongly agree
  - Agree
  - Neither agree or disagree
  - Disagree
  - Strongly disagree
  - N/A
- 17. The frequency with which I usually need fresh or new information to do my job is:
  - Daily
  - 2-3 times a week
  - Once a week
  - A few times a month
  - Monthly
  - Quarterly

- Depends on the information
  - Not relevant
- 18. The best method to use to give me fresh or new information is:
  - Email
  - Meetings
  - Intranet/notices
  - Newsletter
  - Social media
  - Town halls
  - Press briefings / through the media
  - Other

If Other is selected then:

What method is best to give you fresh or new information?

- 19. In what aspects of your work if any, do others in your organization and/or other agencies duplicate what you already do? Please state what work is duplicated and where the duplication take place.
- 20. To get things done, how often do you apply workarounds for duplicative, overly tedious, and/or unnecessarily complicated processes?
  - Never
  - A few times a year
  - Monthly
  - Weekly
  - Daily

If Monthly, Weekly, or Daily is selected then:

Pick the top 3 processes you work around the most:

- Procurement/contracting
- Travel
- IT
- HR
- Security
- Financial management
- Program planning
- Other

- 21. In the past 12 months, have you made a change to a process or approach that has positively impacted a client/customer's experience, or increased the value they received, from working with your work unit?
  - Yes
  - No
  - I don't have any clients/customers for my work

22. Help us build a word cloud. Choose six (6) words you would use to describe what the appropriate mission of the Department should be over the next 20 years.
23. What should the Department stop doing?
24. To optimally support the future mission of the Department, what one or two things should your work unit totally stop doing or providing?
25. What missions or responsibilities should be transferred to the Department from other Departments or agencies?
26. What missions or responsibilities should be transferred from the Department to other Departments or agencies?
27. What single proposal would you make to significantly improve the ability of your work unit to contribute to this future mission of the Department?
28. What are you optimistic about with respect to the future for the Department?
29. As an employee of the Department, what fears, worries or concerns do you have about the future for the Department?
30. As an employee of the Department, what fears, worries or concerns do you have about the future for you in your job?
31. Please share the top three accomplishments you are most proud of in the past year.
32. Please share the top three accomplishments you are most proud of in your career.
33. Is there anything else you would like to tell Secretary Tillerson?

## **USAID Questions**

1. Help us build a word cloud. Choose six (6) words you would use to characterize the current mission of the USAID.
2. The work we do today at the USAID is consistent with the stated mission of the USAID.
  - Strongly agree
  - Agree
  - Neither agree or disagree
  - Disagree
  - Strongly disagree
  - N/A

If Disagree or Strongly Disagree is selected, then:

- 2.1. Please state why you gave this answer.

3. (If you are currently at an overseas post) I feel safe and secure at my work facility and in my home.
  - Strongly agree
  - Agree
  - Neither agree or disagree
  - Disagree
  - Strongly disagree
  - N/A

If Disagree or Strongly Disagree is selected then:

- 3.1. We recommend you contact your RSO regarding any security concerns.
- 3.2. Please elaborate on why you gave this answer.

4. I know who is in my chain of command.
  - Strongly agree
  - Agree
  - Neither agree or disagree
  - Disagree
  - Strongly disagree
5. My chain of command welcomes constructive feedback from any level.
  - Yes
  - No
  - Sometimes
6. I am inspired by the work of the USAID.
  - Each-and-every day as I do my work
  - Regularly over the course of a week
  - Occasionally but it's not something I think about regularly
  - Never

If Never is selected then:

- 6.1. What prevents you from being inspired by the work of the USAID?
7. What percentage of your week is spent on the following? (must equal 100)
  - Directly accomplishing the mission of the organization, including interagency collaboration
  - Indirectly accomplishing the mission of the organization
  - Dealing with internal duplications
  - Dealing with internal conflicts / misalignments
  - Dealing with inter-agency duplications
  - Dealing with inter-agency conflicts / misalignments
  - Other
8. What are the two most important tools that you use to do your job?
9. Are there tools that you need to get your job done that are not readily available to you?
  - No
  - Yes

If Yes is selected then:

- 9.1. What tools are not readily available to you that you need to get your job done?
10. When was the last time a process map was completed with you or shared with you?
  - This month
  - The past 6 months
  - The past year
  - Sometime in the past and longer than one year
  - Never
11. With regards to fulfilling the mission of the USAID, what is working very well?
12. If you have frustrations with regards to fulfilling the mission of the USAID, with what are you the most frustrated?
13. What percentage of your office's projects in the past year were accomplished on time and within budget?
14. Please choose the three items from the list below which you currently find most useful in your daily work advancing the mission of the USAID.
  - The technology we have in place
  - Strong and effective collaboration with other agencies
  - The skills of the other people I work with
  - Training and development from the USAID
  - Support from my supervisor
  - Quality of data
  - Inspiring leadership from my management
  - Having the information I need in a timely manner

- Clear understanding of my role and expectations in my job
- Enthusiasm and support of other people with whom I work
- Guidance from headquarters
- Other
- Not applicable / No basis to judge

15. Resources and staffing aside, please choose three items from the list below which pose the largest obstacle to you in your daily work advancing the mission of the USAID.

- Insufficient and/or inappropriate facilities
- Getting layers of approval and/or clearances
- Poor inter-agency communication
- Poor intra-agency communication
- Insufficient and/or inappropriate technology
- Quality of data
- Leadership ineffectiveness (i.e., lack of vision, poor interpersonal and management skills)
- Low morale on the part of others with whom I need to work
- Requirements from headquarters
- Congressional or Federal mandates
- Inefficient/over-complicated processes
- Lack of clarity or focus on the USAID's mission
- Interagency difficulties

If Inefficient/Over-complicated processes is selected then:

15.1. Please list the top two inefficient/over-complicated processes.

16. I have the information I need to do my job.

- Strongly agree
- Agree
- Neither agree or disagree
- Disagree
- Strongly disagree
- N/A

17. The frequency with which I usually need fresh or new information to do my job is:

- Daily
- 2-3 times a week
- Once a week
- A few times a month
- Monthly
- Quarterly
- Depends on the information
- Not relevant

18. The best method to use to give me fresh or new information is:

- Email
- Meetings

- Intranet/notices
- Newsletter
- Social media
- Town halls
- Press briefings / through the media
- Other

If Other is selected then:

18.1. What method is best to give you fresh or new information?

19. In what aspects of your work if any, do others in your organization and/or other agencies duplicate what you already do? Please state what work is duplicated and where the duplication take place.

20. To get things done, how often do you apply workarounds for duplicative, overly tedious, and/or unnecessarily complicated processes?

- Never
- A few times a year
- Monthly
- Weekly
- Daily

If Monthly, Weekly, or Daily is selected then:

20.1. Pick the top 3 processes you work around the most:

- Procurement/contracting
- Travel
- IT
- HR
- Security
- Financial management
- Program planning
- Other

21. In the past 12 months, have you made a change to a process or approach that has positively impacted a client/customer's experience, or increased the value they received, from working with your work unit?

- Yes
- No
- I don't have any clients/customers for my work

22. Help us build a word cloud. Choose six (6) words you would use to describe what the appropriate mission of the USAID should be over the next 20 years.

23. What should the USAID stop doing?

24. To optimally support the future mission of the USAID, what one or two things should your work unit totally stop doing or providing?

25. What missions or responsibilities should be transferred to the USAID from other Departments or agencies?
26. What missions or responsibilities should be transferred from the USAID to other Departments or agencies?
27. What single proposal would you make to significantly improve the ability of your work unit to contribute to this future mission of the USAID?
28. What are you optimistic about with respect to the future of the USAID?
29. As an employee of the USAID, what fears, worries or concerns do you have about the future for the USAID?
30. As an employee of the USAID, what fears, worries or concerns do you have about the future for you in your job?
31. Please share the top three accomplishments you are most proud of in the past year.
32. Please share the top three accomplishments you are most proud of in your career.
33. Is there anything else you would like to tell Secretary Tillerson?

## **EFM Questions**

1. Help us build a word cloud. Choose six (6) words you would use to characterize the current mission of the Department/USAID.
2. The work we do today at the Department/USAID is consistent with the stated mission of the Department/USAID.
  - Strongly agree
  - Agree
  - Neither agree or disagree
  - Disagree
  - Strongly disagree
  - N/A

If Disagree or Strongly disagree is selected then:

- Please state why you gave this answer.
3. (If you are currently at an overseas post) I feel safe and secure at my work facility and in my home.
    - Strongly agree
    - Agree
    - Neither agree or disagree
    - Disagree
    - Strongly disagree
    - N/A

If Disagree or Strongly disagree is selected then:

- 3.1. We recommend you contact your RSO regarding any security concerns.
  - 3.2. Please elaborate on why you gave this answer.
4. I know who is in my chain of command.
    - Strongly agree
    - Agree
    - Neither agree or disagree
    - Disagree
    - Strongly disagree
  5. My chain of command welcomes constructive feedback from any level.
    - Yes
    - No
    - Sometimes
  6. I am inspired by the work of the Department/USAID.
    - Each-and-every day as I do my work
    - Regularly over the course of a week
    - Occasionally but it's not something I think about regularly
    - Never

If Never is selected then:

- What prevents you from being inspired by the work of the Department/USAID?

7. EFM's are making their maximum contribution. As further clarification please note this question is asking if the Department/USAID uses EFM employment to the maximum advantage.

- Strongly agree
- Agree
- Neither agree or disagree
- Disagree
- Strongly disagree

If Disagree or Strongly Disagree is selected then:

- How can we better be utilizing the contribution EFM's are capable of?

8. Please share your level of satisfaction working at the mission.

- Very Satisfied
- Satisfied
- Neither satisfied nor dissatisfied
- Dissatisfied
- Very Dissatisfied

If Very Satisfied or Very Dissatisfied is selected then:

- Please elaborate on why you gave this answer.

9. What percentage of your week is spent on the following? (must equal 100)

- Directly accomplishing the mission of the organization, including interagency collaboration
- Indirectly accomplishing the mission of the organization
- Dealing with internal duplications
- Dealing with internal conflicts / misalignments
- Dealing with inter-agency duplications
- Dealing with inter-agency conflicts / misalignments
- Other

10. What are the two most important tools that you use to do your job?

11. Are there tools that you need to get your job done that are not readily available to you?

- No
- Yes

If Yes is selected then:

- What tools are not readily available to you that you need to get your job done?

12. When was the last time a process map was completed with you or shared with you?

- This month
- The past 6 months

- The past year
    - Sometime in the past and longer than one year
    - Never
13. With regards to fulfilling the mission of the Department/USAID, what is working very well?
14. If you have frustrations with regards to fulfilling the mission of the Department/USAID, with what are you the most frustrated?
15. What percentage of your office's projects in the past year were accomplished on time and within budget?
16. Please choose the three items from the list below which you currently find most useful in your daily work advancing the mission of the Department/USAID.
- The technology we have in place
  - Strong and effective collaboration with other agencies
  - The skills of the other people I work with
  - Training and development from the Department/USAID
  - Support from my supervisor
  - Quality of data
  - Inspiring leadership from my management
  - Having the information I need in a timely manner
  - Clear understanding of my role and expectations in my job
  - Enthusiasm and support of other people with whom I work
  - Guidance from headquarters
  - Other
  - Not applicable/No basis to judge
17. Resources and staffing aside, please choose three items from the list below which pose the largest obstacle to you in your daily work advancing the mission of the Department/USAID.
- Insufficient and/or inappropriate facilities
  - Getting layers of approval and/or clearances
  - Poor inter-agency communication
  - Poor intra-agency communication
  - Insufficient and/or inappropriate technology
  - Quality of data
  - Leadership ineffectiveness (i.e., lack of vision, poor interpersonal and management skills)
  - Low morale on the part of others with whom I need to work
  - Requirements from headquarters
  - Congressional or Federal mandates
  - Inefficient/over-complicated processes
  - Lack of clarity or focus on the Department's/USAID's mission
  - Interagency difficulties

If Inefficient/Over-complicated processes is selected then:

- Please list the top two inefficient/over-complicated processes.

18. I have the information I need to do my job.

- Strongly agree
- Agree
- Neither agree or disagree
- Disagree
- Strongly disagree
- N/A

19. The frequency with which I usually need fresh or new information to do my job is:

- Daily
- 2-3 times a week
- Once a week
- A few times a month
- Monthly
- Quarterly
- Depends on the information
- Not relevant

20. The best method to use to give me fresh or new information is:

- Email
- Meetings
- Intranet/notices
- Newsletter
- Social media
- Town halls
- Press briefings / through the media
- Other

If Other is selected then:

- What method is best to give you fresh or new information?

21. In what aspects of your work if any, do others in your organization and/or other agencies duplicate what you already do? Please state what work is duplicated and where the duplication take place.

22. To get things done, how often do you apply workarounds for duplicative, overly tedious, and/or unnecessarily complicated processes?

- Never
- A few times a year
- Monthly
- Weekly
- Daily

If Monthly, Weekly, or Daily is selected then:

- Pick the top 3 processes you work around the most:
- Procurement/contracting

- Travel
    - IT
    - HR
    - Security
    - Financial management
    - Program planning
    - Other
23. In the past 12 months, have you made a change to a process or approach that has positively impacted a client/customer's experience, or increased the value they received, from working with your work unit?
- Yes
  - No
  - I don't have any clients/customers for my work
24. Help us build a word cloud. Choose six (6) words you would use to describe what the appropriate mission of the Department/USAID should be over the next 20 years.
25. What single proposal would you make to shift the opportunity for EFM's to make an even greater contribution in the future?
26. What should the Department/USAID stop doing?
27. To optimally support the future mission of the Department/USAID, what one or two things should your work unit totally stop doing or providing?
28. What missions or responsibilities should be transferred to the Department/USAID from other Departments or agencies?
29. What missions or responsibilities should be transferred from the Department/USAID to other Departments or agencies?
30. What single proposal would you make to significantly improve the ability of your work unit to contribute to this future mission of the Department/USAID?
31. What are you optimistic about with respect to the future for the Department/USAID?
32. As an employee of the Department/USAID, what fears, worries or concerns do you have about the future for the Department/USAID?
33. As an employee of the Department/USAID, what fears, worries or concerns do you have about the future for you in your job?
34. Please share the top three accomplishments you are most proud of in the past year.
35. Please share the top three accomplishments you are most proud of in your career.
36. Is there anything else you would like to tell Secretary Tillerson?



## **Individual Interview Questions**

1. Tell me about your role and the results for which you are accountable?
2. Looking at how the Department/USAID operates today, what would you say is its mission?
  - 2.1 In this question also probe for the following: Is that consistent with the stated mission? If no, what is the gap between stated mission and actual mission? How is performance vis a vis the mission measured and assessed?
3. What inspires you / what are you proud of about working for the Department/USAID?
4. About what are you not proud concerning the Department/USAID? Why?
5. What are the outcomes your work unit is accountable for? How are those outcomes measured and assessed and at what frequency?
6. What does your work unit do really well? What supports that success?
7. What does your work unit not do well? Why?
8. What gets in the way of you being able to make your maximum contribution to fulfilling the mission of the Department/USAID?
9. We were briefed that the Department/USAID works with a number of other agencies in fulfilling its mission, particularly for those people in post. If your work area involves interagency collaboration, please tell me about the quality and nature of that inter-agency collaboration. Include what works and where there are issues.
10. Who are the customers for your work?
11. What would be required and/or what would need to be removed/added to provide significantly elevated service to your customer(s)?
12. Resources and staffing aside, what would be the biggest changes you would make so that the Department/USAID could get its work done effectively, efficiently, and in ways that work well for those it serves?
13. Resources and staffing aside, what would be the biggest changes you would make so that your work area could get its work done effectively, efficiently, and in ways that work well for those it serves?
14. What change would have a significant impact in improving the performance of the Department/USAID vis a vis the mission but you don't think it will ever be done (please include the impact)? Why do you predict it won't ever be done?
15. What are the biggest inhibitors or obstacles to everyone at the Department/USAID being able to make their maximum contribution and fulfill the mission of the organization?

16. What strengths, attributes, or elements of the Department/USAID are underutilized or under-leveraged which could make a real impact in fulfilling the mission of the organization?
17. Where is there waste, e.g., non-valued added processes, tasks, etc.?
18. What has been the most impactful event in the organization in the last several years and why was it so impactful? What did it reinforce and/or change for people (whether directly or indirectly)?
19. Moving forward in the next 20 years, what do you think should be the mission of the Department/USAID?
  - 19.1 In this question also probe for the following: How could performance with that mission be measured and assessed?
20. How well is the Department/USAID organized or setup up for success in the future (note: please consider organizational structure, culture, clear decision rights, areas of duplication or redundancy, technology, stewardship of resources, people [skills, attributes, distribution], etc.)?
  - 20.1 In this question also probe for the following: How does the work of your work unit fit in that future? How well is your work unit set up for the future? What needs to be kept and what needs to be changed?
21. If you were the Secretary, what three (3) initiatives would you champion that would make the most difference to improving the work of the Department/USAID?
22. What would make a real difference to significantly increase the levels of communication, collaboration, and integration between groups, entities, etc. of those organizations in the Department/USAID (everything which ultimately reports to the Secretary)?
23. To support the future mission of the Department/USAID, what one or two things should the organization stop doing or providing?
24. About what are you optimistic regarding the future of the Department/USAID and the work it is committed to forwarding in the world?
25. What else would you like Secretary Tillerson to know?

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## APPENDIX C: TABLES FOR RESPONSES TO QUESTIONS NOT INCLUDED IN BODY OF REPORT

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**Q: The best method to use to give me fresh or new information is:**

		Agency			
		Department of State	USAID	Other	Total
The best method to use to give me fresh or new information is	Email	14673 69.87%	3282 64.67%	554 66.91%	18509 68.80%
	Meetings	2780 13.24%	748 14.74%	152 18.36%	3680 13.68%
	Intranet/notices	1196 5.70%	504 9.93%	41 4.95%	1741 6.47%
	Newsletter	104 0.50%	56 1.10%	4 0.48%	164 0.61%
	Social media	223 1.06%	37 0.73%	6 0.72%	266 0.99%
	Town halls	252 1.20%	116 2.29%	8 0.97%	376 1.40%
	Press briefings / through the media	224 1.07%	27 0.53%	10 1.21%	261 0.97%
	Other	1548 7.37%	305 6.01%	53 6.40%	1906 7.08%
	Total	21000 100.00%	5075 100.00%	828 100.00%	26903 100.00%

**Q: I have the information I need to do my job.**

		Agency			
		Department of State	USAID	Other	Total
I have the information I need to do my job	Strongly agree	4892 23.15%	1598 31.34%	209 25.06%	6699 24.75%
	Agree	12498 59.14%	2865 56.19%	501 60.07%	15864 58.61%
	Neither agree or disagree	2475 11.71%	454 8.90%	82 9.83%	3011 11.12%
	Disagree	1013 4.79%	146 2.86%	33 3.96%	1192 4.40%
	Strongly disagree	199 0.94%	32 0.63%	4 0.48%	235 0.87%
	N/A	57 0.27%	4 0.08%	5 0.60%	66 0.24%
	Total	21134 100.00%	5099 100.00%	834 100.00%	27067 100.00%

**Q: The frequency with which I usually need fresh or new information to do my job is:**

		Agency			Total
		Department of State	USAID	Other	
The frequency with which I usually need fresh or new information to do my job is	Daily	9422 44.84%	1608 31.73%	317 38.29%	11347 42.17%
	2-3 times a week	3384 16.11%	1042 20.56%	126 15.22%	4552 16.92%
	Once a week	1730 8.23%	559 11.03%	79 9.54%	2368 8.80%
	A few times a month	1375 6.54%	403 7.95%	61 7.37%	1839 6.83%
	Monthly	559 2.66%	159 3.14%	28 3.38%	746 2.77%
	Quarterly	244 1.16%	110 2.17%	10 1.21%	364 1.35%
	Depends on the information	3818 18.17%	1108 21.86%	175 21.14%	5101 18.96%
	Not relevant	479 2.28%	79 1.56%	32 3.86%	590 2.19%
	Total	21011 100.00%	5068 100.00%	828 100.00%	26907 100.00%

**Q: I know who is in my chain of command.**

		Agency			Total
		Department of State	USAID	Other	
I know who is in my chain of command.	Strongly agree	16181 68.19%	3861 69.88%	584 57.88%	20626 68.15%
	Agree	6734 28.38%	1528 27.66%	374 37.07%	8636 28.54%
	Neither agree or disagree	465 1.96%	94 1.70%	34 3.37%	593 1.96%
	Disagree	277 1.17%	36 0.65%	15 1.49%	328 1.08%
	Strongly disagree	73 0.31%	6 0.11%	2 0.20%	81 0.27%
	Total	23730 100.00%	5525 100.00%	1009 100.00%	30264 100.00%