

**GIPSA
Workforce Plan
FY 2005-2009**

**United States Department of Agriculture
Marketing and Regulatory Programs
Grain Inspection, Packers and Stockyards Administration**

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I. EXECUTIVE SUMMARY

The Grain Inspection, Packers and Stockyards Administration's (GIPSA) Workforce Plan (WFP) is a key element of the GIPSA Human Capital Plan (HCP) which aligns with and supports the USDA's HCP. The GIPSA HCP provides for an effective workforce capable of carrying out the agency's mission of facilitating the marketing of livestock, poultry, meat, cereals, oilseeds, and related agricultural products, and promoting fair and competitive trading practices for the overall benefit of consumers and American agriculture. This plan supports the agency's annual performance plans; and is aligned with GIPSA's two strategic goals: (1) to promote fair and competitive marketing in livestock, meat, and poultry; and (2) to facilitate the marketing of grain and related products.

GIPSA's Packers and Stockyards Programs (P&SP) promotes fair and competitive markets in the livestock, meat, and poultry segments of American agriculture under the authority of the Packers and Stockyards Act of 1921, as amended (P&S Act). Through its oversight and educational activities, including outreach, investigations, audits, and monitoring programs, GIPSA fosters fair competition, provides payment protection, and guards against deceptive and fraudulent practices affecting the movement and price of livestock, meat, and poultry. GIPSA's work in this area is directed at protecting consumers and members of the livestock, meat, and poultry industries.

The Agency's Federal Grain Inspection Service (FGIS) facilitates the marketing of U.S. grain and related agricultural products through the establishment of standards for quality assessments, regulation of handling practices, and management of a network of Federal, State, and private laboratories that provide impartial, user fee funded official inspection and weighing services under the authority of the U.S. Grain Standards Act and the Agricultural Marketing Act of 1946. These activities promote fair and transparent markets, increase crop value by aligning crop quality with specific consumer demands, reduce trade disputes resulting from conflicting descriptions of crop quality and value, and minimize the cost of transactions between buyer and seller, both in the domestic and global market.

Promoting fair and transparent markets free from deceptive and fraudulent practices promotes economic health and prosperity in American agriculture. U.S. farmers produce a wide variety of agricultural products and the vast American infrastructure permits these products to be processed and distributed through out the United States and international markets effectively and efficiently.

Beginning at the end of the 20th century and continuing into the 21st century, U.S agriculture has transitioned from supply- to consumer-driven markets. This change has been fueled by more open international markets; increased global competition; greater consumer demand for diverse, convenient, and high quality food products; and a better understanding of animal and plant intrinsic attributes, and the interrelationship of these attributes with food/feed manufacturing.

As a result, new and more complex contracting, production and marketing processes have evolved that provide greater differentiation of crop, livestock, poultry, and meat quality from the

farm to final consumer . These changes influence the activities of GIPSA from both the oversight of the livestock, meat, and poultry markets and the facilitation of grain marketing. We will:

- Expand educational outreach activities to ensure that market participants are aware of their benefits and responsibilities.
- Increase audits and reviews to promote compliance with statutory and regulatory requirements.
- Strengthen and target investigations of potential violations to maximize results and effectively utilize its limited resources.
- Provide the agricultural sector with the quality assessment terms and methods (content- and process-based) to meet the evolving needs of a consumer-driven market.
- Ensure regulatory requirements for grain handling, marketing, and performance of laboratories authorized to provide quality assessments of post-harvested crop quality reflect the needs of the evolving consumer-driven market.
- Improve inspection and weighing service delivery to all customers to promote greater market efficiencies and improve the competitive position of the U.S. grain industry.

This workforce plan recognizes the changes occurring in U.S. agriculture and their impact on GIPSA's programs and workforce. Specifically, this document updates the GIPSA Workforce Plan, FY 1999-2004 and establishes a flexible framework with an action plan to ensure GIPSA maintains a skilled, professional workforce to carry out the agency's mission in the future. GIPSA considers four occupational series as mission critical in this workforce plan:

- Agricultural Commodity Graders
- Agricultural Marketing Specialists
- Auditors
- Economists

II. AGENCY OVERVIEW

The Grain Inspection, Packers and Stockyards Administration (GIPSA), along with its United States Department of Agriculture (USDA) sister agencies in the Marketing and Regulatory Programs (MRP) mission area, the Agricultural Marketing Service (AMS) and the Animal and Plant Health Inspection Service (APHIS), is working to ensure a productive and competitive global marketplace for U.S. agricultural products.

GIPSA promotes fair business practices and a competitive environment for the marketing of livestock, meat, and poultry. Through its oversight activities, including educational outreach, investigations, audits, and monitoring programs, GIPSA works to foster fair and open competition, provide payment protection, and guard against deceptive and fraudulent practices affecting livestock, meat, and poultry. GIPSA's work in this area is directed at protecting consumers and members of the livestock, meat, and poultry industries.

The Agency's Federal Grain Inspection Service (FGIS) facilitates the marketing of U.S. grain and related agricultural products through the establishment of standards for quality assessments, regulation of handling practices, and management of a network of Federal, State, and private laboratories that provide impartial, user fee funded official inspection and weighing services under the authority of the U.S. Grain Standards Act and the Agricultural Marketing Act of 1946. These activities promote fair and transparent markets, increase crop value by aligning crop quality with specific consumer demands, reduce trade disputes resulting from conflicting descriptions of crop quality and value, and minimize the cost of transactions between buyer and seller, both in the domestic and global market.

GIPSA has 772 employees: 89 percent are permanent full-time, 6 percent temporary and indefinite, and 5 percent occupy other forms of permanent employment. GIPSA's headquarters staff is located in Washington, D.C., and Kansas City, Missouri (technical scientific policy).

Three P&SP regional field offices conduct most day-to-day industry monitoring and surveillance, and investigations. The Atlanta regional office has expertise in poultry and takes the lead on all national poultry investigations. The Des Moines regional office has expertise in hogs and takes the lead on all national hog investigations. The Denver regional office has expertise in cattle and lambs and takes the lead on all national cattle and lamb investigations. Thirty resident agents report to the regional field offices and are located throughout the country to provide additional coverage across the Nation.

GIPSA Federal Grain Inspection Service maintains 11 field offices (Stuttgart, Arkansas; Montreal, Canada; Cedar Rapids, Iowa; Wichita, Kansas; New Orleans, Louisiana; Minneapolis, Minnesota; Kansas City, Missouri; Grand Forks, North Dakota; Toledo, Ohio; Portland, Oregon; League City, Texas); 2 Federal/State offices (Sacramento, California, and Olympia, Washington) and 7 suboffices (Jonesboro, Arkansas; Moscow, Idaho; Beaumont and Corpus Christi, Texas; Crowley, Louisiana; Duluth, Minnesota; and Greenville, Mississippi). FGIS also maintains an office in Montreal, Canada, to provide inspection of U.S. grain at Canadian ports. In addition, FGIS maintains five satellite compliance offices in Cedar Rapids, Iowa; Kansas City, Missouri; Peoria, Illinois; Saginaw, Michigan; and San Antonio, Texas.

GIPSA delivers its programs and conducts its activities without discriminating on the basis of race, color, national origin, gender, religion, age, disability, political beliefs, sexual orientation, or marital or family status. The agency values employees and applicants for their diversity and affords them equal opportunity in all aspects of employment, such as recruitment, hiring, promotion, career development, and awards. Each employee is treated with dignity, integrity, transparency, and honesty.

III. STRATEGIC ISSUES AND IMPACTS ON FUTURE WORKFORCE NEEDS

GIPSA developed this Workforce Plan to provide for strategic management of GIPSA's human capital to ensure accomplishment of the Agency's core mission. More simply, this plan will help

GIPSA hire and retain the right number of people with right skills, experience, and competencies in the right jobs at the right time (current and future) to accomplish our mission.

The plan addresses various human capital issues, including potential employee shortages due to increases in projected attrition; skills and competencies gaps; recruitment; retention; staffing realignments; and training and development. The plan reflects new and evolving agency responsibilities, and operational and service delivery efficiencies. The plan also incorporates the five government-wide initiatives of the President's Management Agenda: strategic management of human capital, budget and performance integration, competitive sourcing, expanded e-government, and improved financial management.

The following is a discussion of GIPSA's strategic mission and management priorities, including our plans to address the expected mass attrition of agricultural commodity graders, a mission-critical series, and our current assessment of the impacts of implementing them on future workforce needs.

A. STRATEGIC GOAL #1 Promote fair and competitive marketing in livestock, meat, and poultry.

Strategic Goal 1, and the accompanying objectives, support USDA's Strategic Plan for FY 2002-2007, Strategic Goal 1, Enhancing Economic Opportunities for Agricultural Producers, and proposed USDA Objective 1.5, Increasing the Efficiency of Domestic Agriculture and Marketing Systems.

The marketing of livestock, meat, and poultry from the farm to the plate is a dynamic and complex system of trade that is constantly evolving as market participants utilize new genetics, partnerships, and technologies to develop value-added products to meet consumer demand. Producers and meatpackers are using more complex contracts and more sophisticated evaluation devices to determine the value of carcasses and livestock, and the poultry industry is exploring similar technology. Long term increased consolidation and concentration increase concerns about potential abuse of market power. At the same time, these dynamic and systemic changes lead to a system that inhibits transparency between market participants.

To promote fair and competitive marketing in livestock, meat, and poultry, GIPSA will continue to vigorously enforce willful and fraudulent violations of the Packers and Stockyards Act and regulations (P&S Act). In addition, GIPSA will place a major emphasis on encouraging market participants to engage in lawful behavior, and collaborating with industry participants and others to deter violations of the P&S Act. GIPSA will promote fair and competitive marketing by developing and implementing more proactive educational and outreach strategies, more vigorously enforcing regulatory requirements to identify and correct technical violations before market participants are harmed, and conducting targeted investigations. Through these actions, GIPSA will encourage compliance with existing laws and deter future violations of the P&S Act, thus meeting the goal of promoting fair and competitive marketing in livestock, meat, and poultry.

Impacts on Future Workforce Needs

P&SP will be impacted greatly by retirements between 2005 and 2009. By 2009, 18% of its economists, 27% of its auditors, and 31% of its marketing specialists will be eligible for retirement. P&SP must continue its commitment to providing management and leadership training to employees.

Occupational Series	Total	% of Population	2004	2005	2006	2007	2008	2009
0110 - ECONOMIST	8	12.9	1	.	1	.	2	.
0301 - MISCELLANEOUS ADMINISTRATION & PROGRAM	.	.	.	.	.	.	.	.
0303 - MISCELLANEOUS CLERK & ASSISTANT	4	6.5	.	.	1	.	.	1
0318 - SECRETARY	3	4.8	1	.	.	.	.	1
0340 - PROGRAM MANAGEMENT	.	.	.	.	.	.	.	.
0341 - ADMV OFFICER	1	1.6	.	1	.	.	.	.
0343 - MANAGEMENT & PROGRAM ANALYSIS	1	1.6	.	.	.	1	.	.
0399 - ADMIN & OFC SUPPORT STUDENT TRAINEE	.	.	.	.	.	.	.	.
0511 - AUDITING	9	14.5	2	.	1	.	1	2
0560 - BUDGET ANALYSIS	1	1.6	.	.	.	.	.	.
0599 - FINANCIAL MGMT STUDENT	.	.	.	.	.	.	.	.
0963 - LEGAL INSTRUMENTS EXAMINING	4	6.5	1	.	.	.	.	.
1035 - PUBLIC AFFAIRS	1	1.6	.	.	.	1	.	.
1101 - GENERAL BUSINESS AND INDUSTRY	6	9.7	1	.	1	2	.	1
1146 - AGRIL MKTG SPECIALIST	22	35.5	4	3	3	1	2	3
1150 - INDL SPECIALIST	2	3.2	.	.	1	.	.	.
Total	62	100	10	4	8	5	5	8

Total PACKERS & STOCKYARDS Population: 152

Data as of 06/20/2004

The goal is to fill vacancies with qualified candidates who possess the skill sets needed for the positions. P&SP anticipates that the skill sets for each discipline will continue to be more technical and specialized over time. This means employing the most effective leadership and ensuring the continued evolution of management skills. P&SP must train employees and managers to broaden their perspectives and problem solving skills to ensure employees can think and act in complex situations across organizational boundaries. This will result in improved policy development and implementation.

P&SP will require refined economic and auditing, as well as financial, marketing, legal, and technological skills, to effectively address changes in industry structure and competition issues, and to provide greater flexibility and efficiency in enforcing the Packers and Stockyards Act.

P&SP must develop the following competencies at all staff levels to compliment the President's Management Agenda and GIPSA's workforce plans and goals: leading people, leading change, results driven, business acumen, building coalitions, and communication.

B. STRATEGIC GOAL #2 Facilitate the marketing of U.S. grain and related products.

Strategic Goal 2, and the accompanying objectives, support USDA's Strategic Plan for FY 2002-2007, Strategic Goal 1, Enhancing Economic Opportunities for Agricultural Producers, Objective 1.1, Expand International Marketing Opportunities, Objective 1.2, Support International Economic Development and Trade Capacity Building, and 1.3., Expand Alternative Markets for Agricultural Products and Activities and proposed Objective 1.5, Increasing the Efficiency of Domestic Agriculture and Marketing Systems.

More open international markets; increased global competition; greater consumer demand for diverse, convenient, and high quality food products; and a better understanding of intrinsic crop quality attributes, and the interrelationship of these attributes with food/feed manufacturing – have fueled a transition from supply- to consumer-driven markets in agriculture. In response, U.S. grain markets have altered production and marketing practices to better differentiate and align crop quality with specific end-use needs. Export vessels once loaded with a single commodity, now sail with a diverse load of quality grains and oilseeds specific to the needs of buyers around the world. Likewise, the domestic market segregates crops by production processes and quality attributes by an ever increasing level as food processors seek to purchase ingredients that better meet their specific customer needs.

GIPSA plans to revise its grain programs to support the evolving grain and oilseed markets which require a greater ability to differentiate quality attributes and production/processing practices. GIPSA also plans to further improve its programs serving the traditional bulk commodity markets to promote further market efficiencies. Finally, GIPSA plans to strengthen its outreach activities to reduce trade disputes resulting from conflicting descriptions of crop quality and value. To accomplish this, GIPSA will work with producers, trade associations, technology providers, processors, exporters, and importers. GIPSA will capitalize on available technology, resources, and information to bring new and innovative services and tests to the market, and to automate business operations to enhance service delivery and improve the communication of grain quality and quantity information in the market. Further, GIPSA will promote open markets for U.S. agricultural products by supporting USDA's international outreach efforts, and by ensuring the integrity of the official inspection system and the market at large.

Impacts on Future Workforce Needs

Two key factors are shaping FGIS' future workforce needs: accelerated attrition and revised business practices made possible through the introduction of information technology and new grain quality assessment methods.

1. Attrition

FGIS was established and staffed in 1976. Many employees in the mission-critical agricultural commodity grader and agricultural marketing specialist series were hired in 1976 and are in the Civil Service Retirement System [CSRS]. Typically, employees covered by the CSRS retire within 3 years of reaching 55 years of age and 30 years of service. By 2009, 64 percent of the entire FGIS workforce will be eligible for retirement. For the mission critical series (agricultural commodity graders and agricultural marketing specialists), retirement eligibility will reach 73 percent and 63 percent by 2009, respectively.

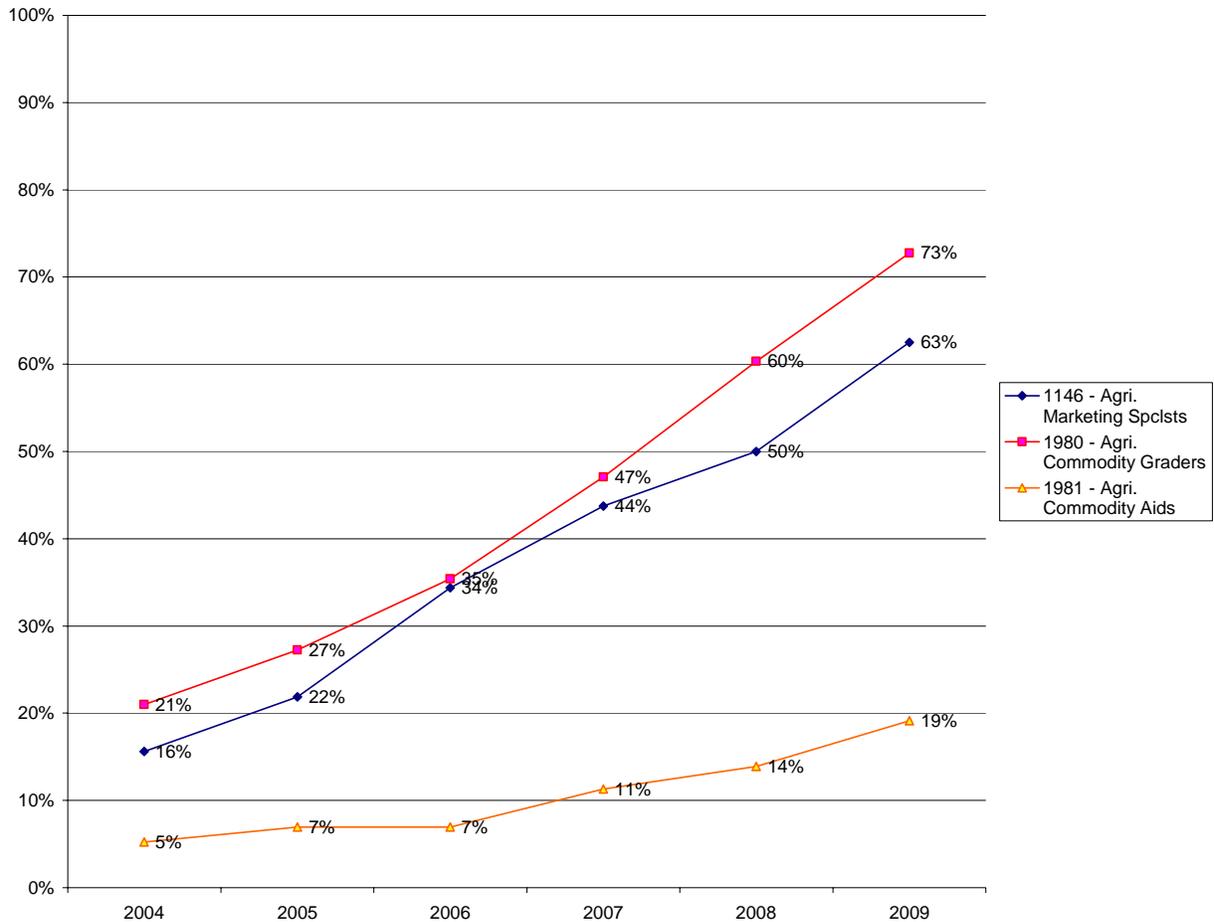
FGIS Retirement Eligibility By Occupational Series

[Highlight only the 2 mission critical series ACG and AMS]

Occupational Series	Total	% of Population	2004	2005	2006	2007	2008	2009
0018 – SAFETY & OCCUPATIONAL HEALTH MGMT	2	0.6	.	.	.	.	.	1
0201 – PERSONNEL MANAGEMENT	1	0.3	.	.	1	.	.	.
0233 – LABOR RELATIONS	1	0.3	1	.	.	.	.	.
0301 – MISCELLANEOUS ADMINISTRATION & PROGRAM	2	0.6	1	.	.	.	.	.
0303 – MISCELLANEOUS CLERK & ASSISTANT	14	3.9	2	3	1	2	.	1
0318 – SECRETARY	5	1.4	.	1	.	.	.	1
0326 – OFF AUTOMATION CLER & ASSTNCE	.	.	.	.	.	.	.	.
0340 – PROGRAM MANAGEMENT	2	0.6	.	.	.	1	1	.
0341 – ADMV OFFICER	1	0.3	.	.	.	.	.	.
0343 – MANAGEMENT & PROGRAM ANALYSIS	3	0.8	2	1	.	.	.	.
0399 – ADMIN & OFC SUPPORT STUDENT TRAINEE	.	.	.	.	.	.	.	.
0560 – BUDGET ANALYSIS	.	.	.	.	.	.	.	.
0855 – ELCTRON ENGINEERING	2	0.6	1	.	.	.	1	.
0856 – ELCTRON TECHNCN	1	0.3	.	.	.	.	.	.
0890 – AGRL ENGINEERING	1	0.3	.	.	1	.	.	.
1146 – AGRL MKTG SPECIALIST	23	6.4	5	2	4	3	2	4
1150 – INDL SPECIALIST	10	2.8	3	2	.	.	1	.
1199 – BUSINESS & IND STUDENT TRAINEE	.	.	.	.	.	.	.	.
1301 – GEN PHYS SCI	5	1.4	2	.	.	.	.	.
1311 – PHYSICAL SCIENCE TECHNICIAN	7	1.9	1	2	.	.	2	.
1320 – CHEMISTRY	3	0.8	1	.	1	.	.	.
1399 – PHYS SCI STUD TR	.	.	.	.	.	.	.	.
1529 – MATH STATISTICIAN	1	0.3	.	.	.	1	.	.
1712 – TRAINING INSTRUCTION	1	0.3	.	.	1	.	.	.
1801 – GEN. INSPECTION, INVESTIGATION & COMP.	8	2.2	2	.	1	1	2	1
1910 – QUALITY ASSURANCE	1	0.3	1	.	.	.	.	.
1980 – AGRL COMMOD GRDNG	225	62.2	54	16	21	30	34	32
1981 – AGRL COMMODITY AID	43	11.9	6	2	.	5	3	6
Total	362	100	82	29	31	43	46	46

Total GRAIN INSPECTION Population: 568

Federal Grain Inspection Service Cumulative Retirement Eligibility Selected Job Series



2. Business Practices

Between 2005 and 2009, GIPSA plans to develop and implement a web-based inspection system and revise many business practices that will directly impact staffing levels and required skills. In particular, GIPSA plans to consolidate technical monitoring activities, disperse supervision and oversight resources closer to frontline inspection services, increase use of automated data collection and program applications, expand the Kansas City policy staff while reducing the Washington, D.C. staff, and implement new audit-based services to better meet evolving market needs.

In addition to these changes in business practices, we need to prepare for the attrition projected in our export operations. Our 5 export field offices currently employ 340 individuals to service

export grain facilities 24 hours a day, 360 days a year. By 2009, attrition primarily due to retirements is projected at 73 percent in the export offices. While information technology and new testing technology will require additional training of personnel and modifications in business practices, the biggest challenge will be recruitment of personnel to replace the highly experienced staff projected to retire.

a. Centralized Monitoring. We plan to centralize technical monitoring activities in Kansas City, Missouri, to increase effectiveness and efficiency.

b. Dispersed supervision and oversight. State and private entities authorized by GIPSA provide original inspection and weighing services in the domestic market. Once the web-based inspection and weighing system is developed and deployed, supervision and oversight of these entities will be accomplished through a network of agricultural commodity graders (service specialists) and support staff (various occupational series) reporting to three field offices.

c. Expanded Policy Staff in Kansas City. The attrition of the current policy and program development staff in Washington, D.C. is projected at 63% by 2009. Rather than replace the entire staff in Washington, DC, we plan to expand our policy staff in Kansas City, which will improve our ability to recruit a diverse pool of qualified candidates with strong agricultural skills.

d. New Technology Applications. We plan to develop and implement new web-based applications to streamline overall program operations and improve customer service. We also plan to implement a variety of new testing technologies to more precisely assess the quality of grain and related products as they relate to final end-use. These web-based applications and new testing technologies will require significant training of personnel.

e. Audit-based services. To meet the market's evolving needs, we plan implement new audit-based services to compliment the traditional services which are primarily product testing-based.. For example, we are developing a new program for grains and oilseeds called "Process Verification". Under this voluntary, user-fee funded program, FGIS will verify an organization's quality management system(s) through third-party audits based on ISO 9001 requirements. This program will be staffed by Agricultural Marketing Specialist with auditing skills.

f. Export Operations. We project 73% percent attrition by 2009 in the export field office staffing including frontline inspectors, supervisors, and managers.

IV. MANAGEMENT PRIORITIES AND IMPACTS ON FUTURE WORKFORCE NEEDS

In addition to GIPSA's strategic mission goals, GIPSA addresses each of USDA's Management Initiatives: Improve Human Capital Management, Improve Financial Management, Expand Electronic Government, and Establishing Budget and Performance Integration.

A. Maintain a work environment that supports cultural diversity, civil rights, and continuous improvement.

GIPSA will continue to strive for fairness, acceptance, inclusion, and respect in relations with our customers and employees. GIPSA is working to build, sustain, and effectively deploy a skilled, knowledgeable, diverse, and high-performing workforce needed to meet the current and emerging needs of the Agency and the public and which reflects the demographics of the civilian workforce. GIPSA continues to ensure that the Secretary's civil rights goals and objectives are reflected in the Agency's strategic planning efforts and policy statements, and are implemented in the daily operations of all offices.

B. Ensure prudent financial management throughout the Agency. GIPSA will enhance internal controls, data integrity, management information, and program and policy improvements. GIPSA will make every effort to ensure that resources are managed effectively and efficiently, and that there are sufficient controls in place to guard against fraud, waste, and abuse.

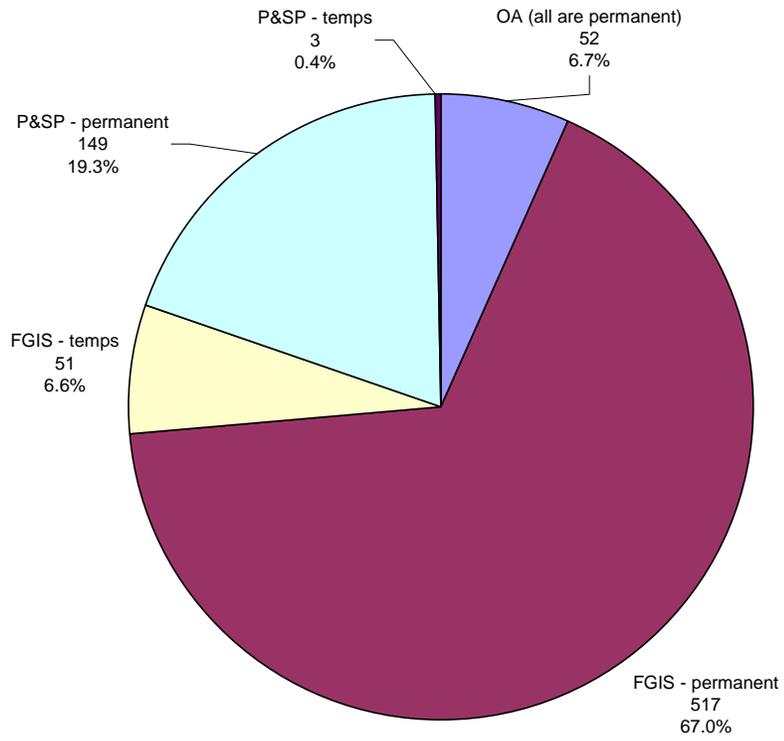
C. Expanded Electronic Government: A new Enterprise Architecture for our information management systems will provide the foundation for modernizing and upgrading the systems and technology that are needed to fully support employees and customers. This will result in GIPSA becoming fully Government Paperwork Elimination Act (GPEA)-compliant, reducing the burden to its customers, becoming more efficient in carrying out its programs, and reducing the cost of doing business while enhancing efficiencies.

D. Budget and Performance Integration: GIPSA will continue to make budget decisions and set program priorities based on program performance as measured by quantitative metrics.

V. CURRENT WORKFORCE INFORMATION

GIPSA is comprised of 772 employees, including 54 part-time, intermittent, seasonal, and other employees (*NFC Reporting Data: June 2004*). The agency's workforce includes diverse classification groups, including agricultural commodity graders, legal specialists, economists, and grain marketing specialists.

GIPSA Employment Level – All Employees
(NFC Reporting Data: June 2004)



Organizational Profile
U. S. Department Of Agriculture - Gipsa

Calendar Year = 2004

By Employment Type

Employment Type	Total	% of Population	Full-Time	(%)	Part-Time	(%)	Other	(%)
Permanent Full-Time	678	87.8	678	100	.	.	.	.
Permanent Full-Time (SES Non-Career)	1	0.1	1	100	.	.	.	.
Permanent Other	33	4.3	.	.	.	.	33	100
Permanent Part-Time	6	0.8	.	.	6	100	.	.
Indefinite Full-Time	3	0.4	3	100	.	.	.	.
Indefinite Other	2	0.3	.	.	.	.	2	100
Temporary Full-Time	5	0.6	5	100	.	.	.	.
Temporary Part-Time	1	0.1	.	.	1	100	.	.
Temporary Other	43	5.6	.	.	.	.	43	100
Total	772	100	687	89	7	0.9	78	10.1

Total GIPSA Population: 772

(NFC Reporting Data: June 2004)

GIPSA's Two Operational Programs		Office of the Administrator GIPSA's Four Management/Support Programs	
PSP	Packers and Stockyards Programs	ERS	Executive Resources Staff
FGIS	Federal Grain Inspection Service	PCRS	Public and Congressional Relations Staff
		CRS	Civil Rights Staff
		ITS	Information Technology Staff

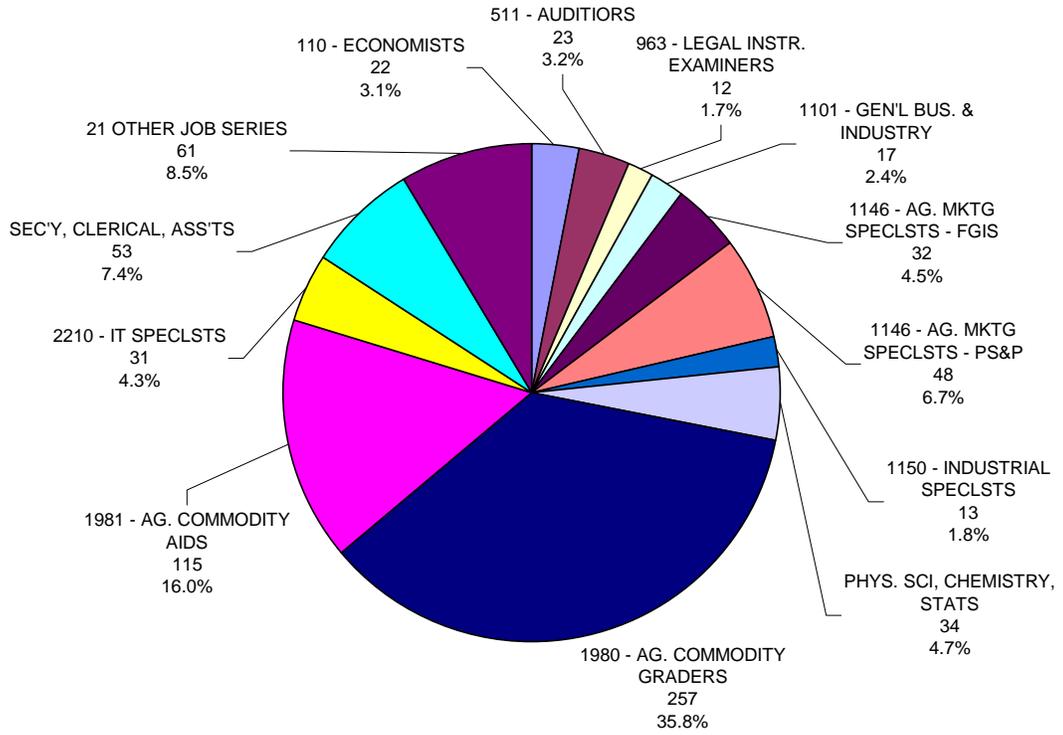
Number of Employees, by Organizational Unit

Org	Total	% of Population	Full-Time	(%)	Part-Time	(%)	Other	(%)
Office Of The Administrator	52	6.7	52	100	.	.	.	.
Grain Inspection	568	73.6	484	85.2	6	1.1	78	13.7
Packers & Stockyards	152	19.7	151	99.3	1	0.7	.	.
Total	772	100	687	89	7	0.9	78	10.1

Total GIPSA Population: 772

(NFC Reporting Data: June 2004)

GIPSA Permanent Employees, by Most Populous Series



VI. GAPS BETWEEN CURRENT WORKFORCE AND FUTURE NEEDS

A. Staffing Levels

Packers and Stockyards Programs

A high percentage of P&SP employees, many of whom are managers, are eligible to retire between 2005 and 2009. Twenty-seven percent of auditors are eligible to retire in this period and this is of particular concern due to financial protection and structural changes of the industry. These employees will need to be replaced during this period if they retire when eligible. Additionally, because of the rapid and increasingly complex nature of industry change, P&SP needs to maintain appropriate staffing levels to conduct targeted investigations to enforce the P&S Act, deter violations of the Act, and increase the regulatory compliance with the Act. Rapid technological evolution and its adoption in the livestock, meat, and poultry industries also places a premium on the capability of P&SP to both hire and train personnel to respond to ongoing structural changes and changes in procurement and marketing methods in the livestock, meat, and poultry industries.

Federal Grain Inspection Service

FGIS also faces potential employee shortages in the field due to accelerating attrition and the retirement eligibility of a significant portion of the program's workforce by 2009. In the mission-critical agricultural commodity grader series, based on the presumption that an employee who is eligible for retirement will do so within 3 years of eligibility, FGIS could face the retirement of 20 ACGs in 2005, 26 in 2006, 36 in 2007, 24 in 2008, and 30 in 2009. However, a number of factors will influence the number of employees who actually leave the agency on an annual basis, and the resultant shortage of this mission-critical series. The consolidation of quality assurance functions into a centralized monitoring system will lessen the number of ACGs needed to perform those functions in the field. Further, the dispersal of supervision and oversight activities will lessen the number of ACGs required in the domestic market while at the same time providing employment opportunities for employees as service specialists. The provision of new services, such as process verification, will likely be staffed by retrained ACGs. So, while we face high attrition in this mission-critical series, many factors will mitigate the impact of their potential departure.

In addition, 45 employees, or 7 percent of FGIS' headquarters staff, will be eligible for retirement in FY 2006; 67 by 2009. We face potential recruitment issues for vacancies in Washington, D.C. due to the increasing difficulty filling positions, and especially at entry level positions, due to the area's high cost of living, commuting challenges, and identification as a potential terrorist target. Expansion of our policy staff in Kansas City will improve our ability to recruit a diverse pool of qualified candidates with strong agricultural skills.

B. Skills and Competencies

Packers and Stockyards Programs

Potential retirements and new or increased responsibilities will create gaps in staff skills and competencies (see Appendix B). New managers will require Levels III and IV competencies

during 2005-2009. Other personnel will require further development of Levels I and II competencies, including technical skills related to conducting complex investigations and knowledge in advanced accounting, industrial organization, and econometric theory, and experience in applying complex accounting and econometric techniques.

Federal Grain Inspection Service

Attrition from the agricultural commodity grader and agricultural marketing specialists will result in a loss of highly skilled personnel who possess significant institutional and technical inspection expertise.

Modification of business practices will require:

- Enhanced grain quality analytical, quality assurance, and data analysis skills and for the central monitoring activity.
- Strengthened supervision and oversight skills for personnel working directly with State and private inspection entities and relying on remote access to technical performance data.
- Education on international auditing standards, such as ISO, for personnel providing new Process Verification Program services.
- Expanded project management competencies for program personnel integrating program requirements with technological application.
- Knowledge in the use of new web-based applications developed for program operations.

VIII. HUMAN CAPITAL STRATEGIES FOR CLOSING THE GAPS

A. Retention

Retention of employees is critical when faced with such high retirements. We can't afford to have others leave for other reasons. GIPSA has a variety of work-life programs available to create a work environment desirable to employees. We use these programs – telework, alternative worksite, retention bonuses, maxi-flex tours of duty, etc. We also provide our employees with opportunities to develop new and mission-critical skills via details and cross-utilization of personnel, allowing employees to obtain new skills for higher and more demanding positions.

B. Recruitment Strategy

GIPSA will focus its recruitment efforts on institutions that emphasize the skill sets needed to implement new and changing programs. GIPSA will enhance its relationships with academic and industry contacts that are in a position to be aware of candidates most likely to meet the Agency's needs.

Our workforce of the future will be diverse and highly qualified. To enhance our workforce, GIPSA will continue to develop a diverse pool of job candidates by participating in summer employment and intern programs from a variety of programs, including Hispanic Association of

Colleges and Universities, Tribal Colleges, 1890 Land Grant Institutions, and other minority institutions. We also will continue to serve as USDA's lead Agency for the American Indian Higher Education Consortium (AIHEC), which ensures that tribal colleges and universities and American Indian communities equitably participate in USDA employment program, services, and resources.

Packers and Stockyards Programs

- P&SP will emphasize recruiting experienced managers.
- P&SP will focus on recruiting employees with enhanced technological skills. As the industries that we regulate become more sophisticated and rely on automation and technology to do their jobs, GIPSA will have to be able to gather the needed data and information to perform our regulatory function. All future employees will have to be able to communicate with various segments of regulated entities using various forms advanced technology.
- P&SP will recruit more educated auditors (CPA) to perform audits of accounts and records and to analyze additional information. Auditors will need to understand all the nuances of electronic record keeping that is becoming the norm in today's livestock and poultry industries.
- P&SP will need industrial engineers to respond to the livestock and poultry industries' move to more technical based slaughtering using computers and other devices to measure and determine livestock and carcass quality. They will need to understand the circuitry and the methods used to make determinations regarding final product and how these determinations are used for evaluating payment to livestock and poultry producers.
- P&SP will recruit employees with an marginal understanding of the livestock and/or poultry industries to effectively regulate these industries. Future recruits will require some direct interaction in one or both of these agricultural segments.

Federal Grain Inspection Service

- FGIS will develop and implement a recruiting program that will include establishing an agencywide cadre of trained recruiters, and work with MRP personnel to identify schools, universities, and other appropriate recruiting sources to source candidates with agricultural backgrounds. The Recruiting Team's goal will be to ensure that the agency has a highly qualified and diverse workforce.
- For our mission-critical agricultural commodity graders, FGIS field managers, who supervise the locations where the Agency provides direct inspection and weighing services, have in place local-area recruiting plans to fill vacancies as they occur.
- To facilitate recruitment in headquarters units, FGIS will explore relocating some headquarters positions to locations outside of the Washington, DC, commuting area.

Currently, the Kansas City, Missouri, area is targeted since the Agency already has offices in that commuting area.

- GIPSA will continue to support the development and maintenance of a bachelor of science degree in the regulatory science program at the University of Arkansas at Pine Bluff. This program provides a unique recruiting source for agricultural marketing specialists with experience in oversight and enforcement of laws and regulations.

C. Diversity Issues

GIPSA's overall diversity goal is to have women and minorities represented in permanent positions consistent with the relevant civilian labor force. GIPSA supports civil rights and equal employment opportunity for all employees regardless of age, color, disability, gender, national origin, race, religion, family, marital, or parental status, political beliefs, protected genetic information, or sexual orientation. See Appendix A for workforce diversity data.

GIPSA will seek employees to meet diversity and minority representation goals by expanding relationships with institutions that have a high percentage of women and minorities pursuing degrees in the areas of specialization needed by GIPSA to eliminate deficiencies. GIPSA will also recruit for minorities and others who have experience in the regulated entities. Future additions to the staff will be selected to ensure a mix of skills and competencies consistent with GIPSA's needs. GIPSA will use performance elements and standards that facilitate attainment of the Agency's diversity goals.

D. Staffing Realignment Strategies

When appropriate, GIPSA will capitalize on opportunities to realign and develop current staff to meet evolving or new personnel needs. Employees will be encouraged to obtain new skills for higher and more demanding positions. As appropriate and practical, existing staff will be given specific responsibilities that more effectively use their capabilities. Realignment of staffing will be especially important for three new business practices: centralization of monitoring activities, dispersal of supervision and oversight functions, and the development of audit-based process verification services.

E. Training and Development Strategies

GIPSA plans to build needed competencies through investments in education, training, and development opportunities to achieve the Agency's mission. The Agency will continue to use various tools to accomplish this goal.

Management and staff will review and evaluate available skills to identify areas that require additional development. Training and development, like recruitment, will be targeted to improve and enhance skills in targeted areas and those of most value for meeting the needs of GIPSA.

Subject to available funding, GIPSA will take maximum possible advantage of available training opportunities, including formal training programs, development opportunities such as rotational assignments, details and special programs, technology based training, on-the-job-training, mentoring, coaching, attendance at professional events, special projects, informal methods, and travel for first-hand familiarization with industry establishments and participants. Leadership, communications, and skill enhancement training will be provided by outside or in-house sources. Field and headquarters subject matter experts will collaborate to develop training modules for new technical employees using media, classroom, and hands-on experience.

GIPSA will continue to use 360-degree assessments with supervisors, managers, and executives to identify leadership competency strengths and development needs, and serve as a basis for Individual Development Plans. GIPSA began implementing a results-oriented performance plan system in FY 2004. Currently all managers from the GS-14 through the executive level have new performance plans that align the performance goals with the organizational goals, as required by the USDA Human Capital plan. Specific, measurable results are identified.

Individual Development Plans for all employees will be used to link assessed competency needs to development opportunities, and to encourage employees to identify and take advantage of the training and development programs and activities that are relevant and professionally rewarding. IDPs will be created based on skills needed for their organizational units to achieve their own and the Agency's strategic goals and objectives; and for employees to effectively carry out their assigned job responsibilities.

GIPSA will demonstrate a clear link between training and mission accomplishment.

To address personnel, program, and organizational changes outlined above, GIPSA will ensure that our workforce has the skills they need to fulfill our mission. The Agency will implement a program to provide current ACTs and new recruits with technical, organizational, regulatory, administrative, communication, and customer service competencies to become proficient ACGs. We also will seek complementary training options, such as expanding our collaboration with the Northern Crops Institute (NCI) and the Kansas State University International Grains Program to provide technical grain inspection training. As organizational changes take place, such as centralization of monitoring functions, GIPSA will provide our employees with a range of new needed technical and professional skills, such as data mining and analysis. New programs, such as Process Verification, will require that our workforce is proficient in auditing and knowledge of quality management principles. And, on an ongoing basis, all of our employees will require training on emerging technological applications.

VIII. ACTIVITY MATRIX

Key Tasks	Action Items	Program Area Responsible for Completion	Due Date/Status	Additional Comments	
Strategic Goal #1: Promote fair and competitive marketing in livestock, meat, and poultry.	Identify sources for auditor, economist, and agricultural marketing specialist recruitment for candidates with animal agriculture backgrounds to address high anticipated attrition of auditing staff.	OPLS and OFO			
	Implement auditor training program to meet challenges of changing industry structure.	OPLS and OFO			
	Implement economist training program to meet challenges of changing industry structure.	OPLS and OFO			
	Implement agricultural marketing specialist training program to meet challenges of changing industry structure.	OPLS and OFO			
	Recruit experienced managers.	P&SP Deputy Administrator			
	Recruit employees with enhanced technological skills.	P&SP offices			
	Recruit more educated auditors (CPA).	P&SP offices			
	Recruit employees with understanding of the livestock and/or poultry industries.	P&SP offices			
	Strategic Goal #2: Facilitate the marketing of U.S. grain for the benefit of American agriculture.	Expand policy staff in Kansas City.	Field Management Division		
		Implement training program for future field inspectors who will replace the current inspectors.	GIPSA Training		
Implement training program for central monitoring staff -- enhance knowledge of evolving grain markets, analytical inspection techniques, and quality assurance principles.		Field Management Division / Technical Services Division			
Implement training program for service specialists --data mining and analysis; interpersonal skills; and oversight and auditing.		GIPSA Training			
For process verification program, develop Agricultural Marketing Specialist Auditors by providing ISO 9001-2000 Lead Auditor training and interpersonal skills		Field Management Division			

	training.			
	To develop Technical Experts for the process Verification Program, provide general program orientation; training in audits, audit preparation and techniques; and grading, testing, weighing and milling training.	Field Management Division		
	Increase project management skills of program staff personnel.	GIPSA Training		
	Develop overall communication skills, with an emphasis on written communications.	GIPSA Training		
	Establish recruitment team comprised of cross section of FGIS and provide training on effective recruitment practices.			
Management Initiative #1: Equal Opportunity and Civil Rights	Verify compliance with EEO/CR laws and Departmental and Agency policies by conducting EEO/CR management reviews.	Civil Rights Staff		
	Maintain effective ADR, EEO counseling, and complaints management programs.	Civil Rights Staff		
	Coordinate and conduct mandatory EEO/CR training based on training modules developed by the Department. With the assistance of the CR staff, develop additional modules to supplement those modules, e.g., conflict management techniques, career development, and personnel policies.	Civil Rights Staff		
	Institute a workforce planning process that incorporates succession planning, to support GIPSA's mission, in which workforce diversity is an integral part.	GIPSA Administrator		
	Increase the representation of women, minorities, and people with disabilities to be commensurate with the Agency's affirmative employment and recruitment goals.	Civil Rights Staff		
	Support and recruit from minority institutions.	Civil Rights Staff		
	Develop 5 year affirmative employment and recruitment plans.	Civil Rights Staff		
	Pursue recruitment opportunities with institutions and organizations that represent women, minorities, and persons with disabilities	Civil Rights Staff		
	Apprise all managers of diversity recruitment opportunities	Civil Rights/Program Services/ OFO		
	Design and deliver Agency-wide	Civil Rights		

	training in diversity for managers and employees.	Staff		
	Carry out Civil Rights compliance reviews to ensure that all service providers to ensure service delivery without discrimination.	Civil Rights Staff		
	Inform GIPSA customers of their rights and responsibilities under the Agency's program delivery complaint process.	Civil Rights Staff		
	Develop/amend EEO/CR performance element and standards for all employees.	Civil Rights Staff		
	Enforce USDA's zero-tolerance reprisal and disciplinary policies.	Civil Rights Staff		
	Ensure compliance with Departmental environmental justice regulations.	Civil Rights Staff		
Management Initiative #2: Financial Management	Provide FFIS training to all GIPSA managers and financial staff.	GIPSA Training		

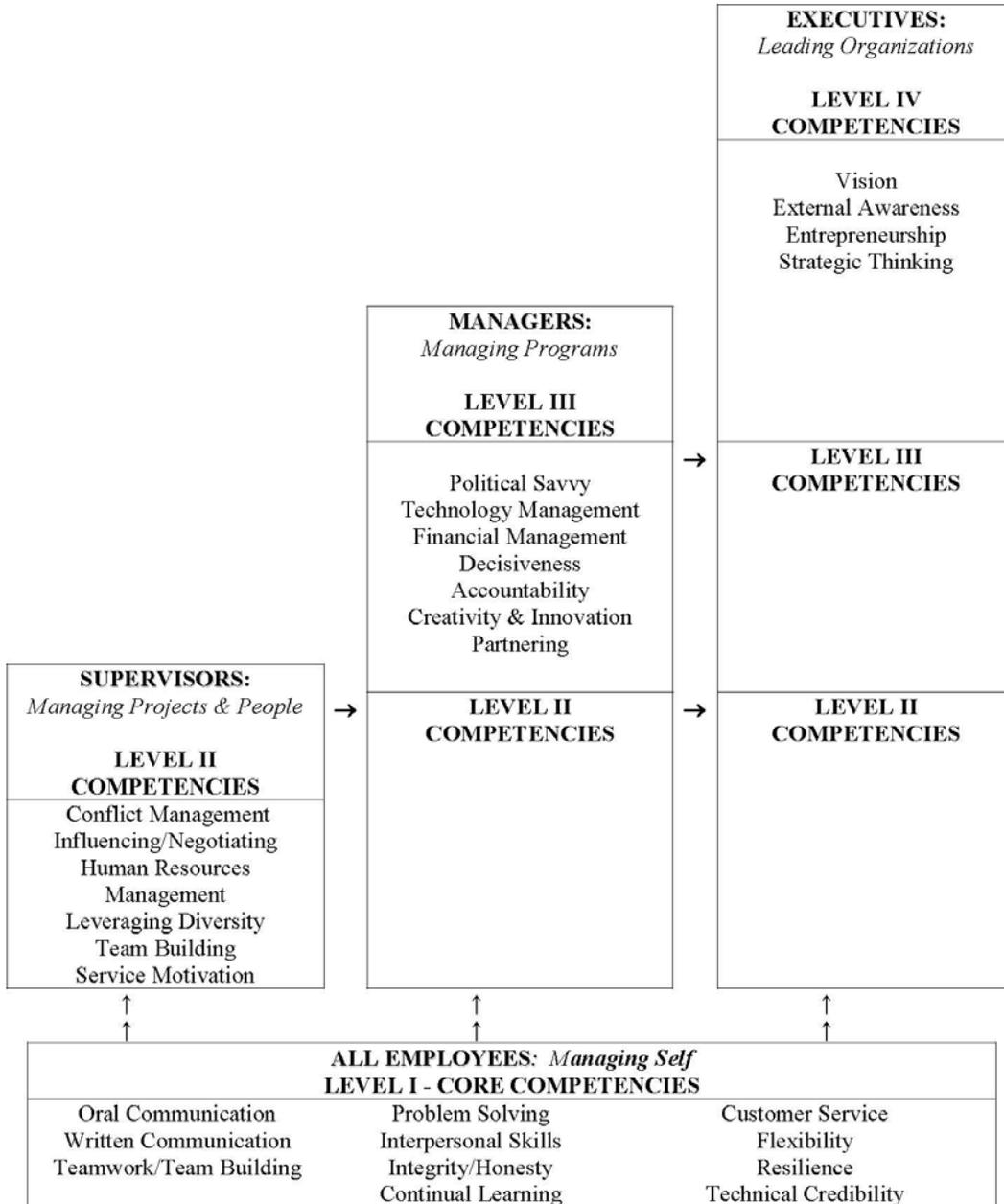
Appendix A
Workforce Diversity Data

GIPSA - Minority Profile By Program
with Relevant Civilian Labor Force goals (RCLF) from OPM FEORP Report for FY 2003
Permanent Employees - June 2004

Program	Total	Women	Minorities	Black	Hispanic	Asian Amer./ Pac. Isl.	Amer Indian / Alaska Native	White
OA	52	25	12	8	2	1	1	40
	%	48.1	23.1	15.4	3.8	1.9	1.9	76.9
FGIS	517	126	175	153	5	9	8	342
	%	24.4	33.8	29.6	1	1.7	1.5	66.2
P&SP	149	62	34	25	7	1	1	115
	%	41.6	22.8	16.8	4.7	0.7	0.7	77.2
GIPSA	718	213	221	186	14	11	10	497
GIPSA percent	100%	29.7%	30.8%	25.9%	1.9%	1.5%	1.4%	69.2
<i>GIPSA RCLF GOAL</i>		327	121	55	42	21	4	
<i>GIPSA over/under RCLF</i>		-114	100	131	-28	-10	6	
USDA RCLF FY 2003		45.5%	16.9%	7.6%	5.9%	2.9%	0.5%	

Appendix B Leadership Skills and Competencies

GIPSA Leadership Effectiveness Framework (LEF)



LEADING CHANGE

Vision - Takes a long-term view and acts as a catalyst for organizational change; builds a shared vision with others. Influences others to translate vision into action.

External Awareness - Identifies and keeps up to date on key national and international policies and economic, political, and social trends that affect the organization. Understands near-term and long-range plans and determines how best to be positioned to achieve a competitive business advantage in a global economy.

Creativity and Innovation - Develops new insights into situations and applies innovative solutions to make organizational improvements; creates a work environment that encourages creative thinking and innovation; designs and implements new or cutting-edge programs/processes.

Strategic Thinking - Formulates effective strategies consistent with the business and competitive strategy of the organization in a global economy. Examines policy issues and strategic planning with a long-term perspective. Determines objectives and sets priorities; anticipates potential threats or opportunities.

Continual Learning - Grasps the essence of new information; masters new technical and business knowledge; recognizes own strengths and weaknesses; pursues self-development; seeks feedback from others and opportunities to master new knowledge.

Resilience - Deals effectively with pressure; maintains focus and intensity; and remains optimistic and persistent even under adversity. Recovers quickly from setbacks. Effectively balances personal life and work.

Flexibility - Is open to changes and new information; adapts behavior and work methods in response to new information, changing conditions, or unexpected obstacles. Adjusts rapidly to new situations warranting attention and resolution.

Service Motivation - Creates and sustains an organizational culture, which encourages others to provide the quality of service essential to high performance. Enables others to acquire the tools and support they need to perform well. Shows a commitment to public service. Influences others toward a spirit of service and meaningful contributions to mission accomplishment.

LEADING PEOPLE

Conflict Management - Identifies and takes steps to prevent potential situations that could result in unpleasant confrontations. Manages and resolves conflicts and disagreements in a positive and constructive manner to minimize negative impact.

Leveraging Diversity - Recruits, develops, and retains a diverse high quality workforce in an equitable manner. Leads and manages an inclusive workplace that maximizes the talents of each person to achieve sound business results. Respects, understands, values and seeks out individual

differences to achieve the vision and mission of the organization. Develops and uses measures and rewards to hold self and others accountable for achieving results that embody the principles of diversity.

Team Building - Inspires, motivates, and guides others toward goal accomplishments. Consistently develops and sustains cooperative working relationships. Encourages and facilitates cooperation within the organization and with customer groups; fosters commitment, team spirit, pride, trust. Develops leadership in others through coaching, mentoring, rewarding, and guiding employees.

Integrity/Honesty - Instills mutual trust and confidence; creates a culture that fosters high standards of ethics; behaves in a fair and ethical manner toward others, and demonstrates a sense of corporate responsibility and commitment to public service.

RESULTS DRIVEN

Accountability - Assures that effective controls are developed and maintained to ensure the integrity of the organization. Holds self and others accountable for rules and responsibilities. Can be relied upon to ensure that projects within areas of specific responsibility are completed in a timely manner and within budget. Monitors and evaluates plans; focuses on results and measuring attainment of outcomes.

Problem Solving - Identifies and analyzes problems, distinguishes between relevant and irrelevant information to make logical decisions; provides solutions to individual and organizational problems.

Decisiveness - Exercises good judgement by making sound and well informed decisions; perceives the impact and implications of decisions; makes effective and timely decisions, even when data is limited or solutions produce unpleasant consequences; is proactive and achievement oriented.

Customer Service - Balancing interests of a variety of clients, readily readjusts priorities to respond to pressing and changing client demands. Anticipates and meets the need of clients; achieves quality end-products; is committed to continuous improvement of services.

Entrepreneurship - Identifies opportunities to develop and market new products and services within or outside of the organization. Is willing to take risks; initiates actions that involve a deliberate risk to achieve a recognized benefit or advantage.

Technical Credibility - Understands and appropriately applies procedures, requirements, regulations, and policies related to specialized expertise. Is able to make sound hiring and capital resource decisions and address training and development needs. Understands linkages between administrative competencies and mission needs.

BUSINESS ACUMEN

Financial Management - Demonstrates broad understanding of the principles of financial management and marketing expertise necessary to ensure appropriate funding levels. Prepares, justifies, and/or administers the budget for the program area; uses cost benefit thinking to set priorities; monitors expenditures in support of programs and policies. Identifies cost-effective approaches. Manages procurement and contracting.

Human Resources Management - Assesses current and future staffing needs based on organizational goals and budget realities. Using merit principles, ensures staff are appropriately selected, developed, utilized, appraised, and rewarded, takes corrective action.

Technology Management - Uses efficient and cost-effective approaches to integrate technology into the workplace and improve program effectiveness. Develops strategies using new technology to enhance decision-making. Understands the impact of technological changes on the organization.

BUILDING COALITIONS/COMMUNICATION

Oral Communication - Makes clear and convincing oral presentations to individuals or groups, listens effectively and clarifies information as needed; facilitates an open exchange of ideas and fosters an atmosphere of open communication.

Written Communication - Expresses facts and ideas in writing in a clear, convincing, and organized manner.

Influencing/Negotiating - Persuades others; builds consensus through give and take; gains cooperation from others to obtain information and accomplish goals; facilitates "win-win" situations.

Partnering - Develops networks and builds alliances; engages in cross-functional activities; collaborates across boundaries and finds common ground with a widening range of stakeholders. Utilizes contacts to build and strengthen internal support bases.

Political Savvy - Identifies the internal and external politics that impact the work of the organization. Approaches each problem situation with a clear perception of organizational and political reality; recognizes the impact of alternative courses of action.

Interpersonal Skills - Considers and responds appropriately to the needs, feelings, and capabilities of different people in different situations, is tactful, compassionate and sensitive, and treats others with respect.