

134548

United States General Accounting Office

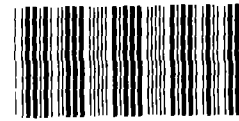
GAO

Report to Congressional Requesters

November 1987

PROCUREMENT PERSONNEL

Information on the Procurement Workforce



134348

040478

01 00

▲

General Government Division

B-222782

November 5, 1987

The Honorable William V. Roth, Jr.
Ranking Minority Member
Committee on Governmental Affairs
United States Senate

The Honorable William S. Cohen
Ranking Minority Member
Subcommittee on Oversight of Government Management
Committee on Governmental Affairs
United States Senate

This report responds to your request that we review the characteristics of the procurement workforce in federal civilian agencies. You were concerned that civilian agencies' procurement personnel, responsible for billions of dollars of procurement expenditures each year, may lack the necessary expertise and training to effectively manage acquisition programs. You indicated that there is little authoritative information on the civilian agencies' procurement workforce on which to base judgments or make recommendations for improvement.

We agreed, in subsequent discussions with your offices, to:

- research and provide information on the nature of the laws enacted and the actions taken following the 1972 report by the Commission on Government Procurement to improve the condition of the civilian agencies' procurement workforce in terms of experience, training, education, and other factors; and
- review the availability and adequacy of data on the characteristics of the civilian agencies' procurement workforce that could be used by both Congress and the executive branch in determining the overall condition of the procurement workforce.

To meet our objectives we researched laws and executive branch directives, analyzed records and reports, and interviewed officials in the Office of Management and Budget's (OMB) Office of Federal Procurement Policy (OFPP); the Federal Acquisition Institute (FAI), located in the General Services Administration (GSA); and the Office of Personnel Management (OPM). Also, we interviewed procurement officials in the seven civilian agencies named in your request to determine who they would consider to be included in the procurement workforce. The agencies were the Departments of Commerce, Energy, Interior, and State; GSA; the Tennessee Valley Authority (TVA); and the Veterans Administration (VA).

We identified and obtained the latest available published reports on workforce characteristics from FAI and OPM. Much of the data that appear in this report were obtained from the most recently published reports generated by FAI's Federal Acquisition Personnel Information System. Fiscal year 1983 is the latest published data available in the FAI reports. FAI information is extracted from OPM's Central Personnel Data File (CPDF) which is an automated system of individual records for most federal civilian employees.

We also obtained data from OPM's report Federal Civilian Workforce Statistics, Occupation of Federal White-Collar and Blue-Collar Workers, dated October 31, 1985, which reports data from CPDF and from some organizations excluded from CPDF (TVA, Federal Bureau of Investigation, White House, Office of the Vice President, Architect of the Capitol, U.S. Botanic Gardens, Library of Congress Copyright Royalty Tribunal, and the Office of Technology Assessment). OPM's report excludes most legislative and judicial branch employees and employees of other organizations, such as the U.S. Postal Service, Board of Governors of the Federal Reserve System, and foreign nationals employed overseas. We also obtained historical data from OPM's October 31, 1979, report, Federal Civilian Work Force Statistics, Occupations of Federal White-Collar Workers.

In addition, we obtained private sector procurement personnel salary information from the Bureau of Labor Statistics report entitled National Survey of Professional, Administrative, Technical, and Clerical Pay, March 1985 (PATC). We obtained for selected procurement occupations, the average salaries of federal employees under the General Schedule from OPM's 1985 PATC Weighted Salary Calculation by Grade and Category. As requested, a discussion of workforce statistics obtained from the published reports discussed above is provided in the appendix.

We did not review the internal controls over the information systems or verify the accuracy of reported data. Our review was conducted in accordance with generally accepted government auditing standards.

Background and Actions Taken Following the Commission Report

Congress, recognizing that billions of dollars are spent each year on federal procurement and that the procurement process is highly complex, has expressed concern over the years about the expertise of the federal procurement workforce. For fiscal year 1986, the Federal Procurement Data Center reported that federal agencies had contract obligations of about \$200 billion. The procurement process begins with a determination of a need for goods or services and includes solicitation and selection of sources; award of contracts; and contract administration, completion, and closeout. Procurement tasks are performed by personnel in many different occupations.

While the extent that procurement problems are caused by procurement workforce deficiencies is unknown, the caliber of the workforce is a contributing factor to the efficiency and effectiveness of the procurement process. Any efforts to improve the procurement workforce must be viewed as part of a much larger picture of federal procurement reform. Most major reform efforts, while not exclusively procurement workforce reforms, include steps directed toward workforce improvement.

The December 1972 report of the Commission on Government Procurement recommended improvements in the efficiency and effectiveness of the procurement process through various measures, including improving the caliber of procurement personnel. Since then, Congress and the executive branch have taken actions designed to improve the procurement workforce. Congress passed legislation establishing OFPP and, over the years, assigned it responsibility to provide direction of procurement policy and leadership in the development of executive agency procurement systems, including the professional development of procurement personnel. Through legislation, Congress directed that FAI, under direction of OFPP, promote governmentwide career management programs for a professional procurement workforce.

Executive Order 12352, issued in March 1982, provides a framework for federal procurement reform. The order includes requirements for the executive agencies to establish career management programs that will result in a highly qualified, well-managed professional procurement workforce and to designate a procurement executive to, among other things, enhance career management of each agency's procurement workforce. The order also requires the Director of OMB, through OFPP, to provide broad policy guidance and overall leadership necessary to achieve procurement reform. Under the order, such policy guidance and leadership encompassed identifying desirable governmentwide procurement system criteria, such as minimum requirements for training and

appointing contracting officers; assisting in the development of criteria for procurement career management programs; and reviewing how well agencies carried out their responsibilities under the executive order.

Over the years, OFPP, through FAI and interagency groups, has initiated efforts to improve procurement personnel career development, education, and training. For example, OFPP established and chairs the Executive Committee on Federal Procurement Reforms to assist in implementing Executive Order 12352. The Committee is to provide broad policy review and counsel on implementation actions proposed by interagency task groups. One of those task groups, Task Group 6, developed and published guidelines for establishing career management programs for procurement personnel.

FAI accepted responsibility for establishing a governmentwide procurement personnel information system in response to a recommendation by the Commission on Government Procurement to develop and monitor a uniform information system for procurement personnel. In addition, the Institute has supplied resources for a number of workforce projects involving education, training, and career development. Such projects have included visits to agencies to be briefed on their present and planned career management activities and agencywide training and development requirements, and to observe the extent of agency level workforce and organizational analysis.

Availability of Data

We found the availability and adequacy of published data to determine the condition of the procurement workforce to be limited for several reasons. First, a formal definition of the procurement workforce did not exist until we provided a draft of this report to OFPP and FAI for comment. Second, while OFPP and FAI defined the procurement workforce in response to the draft report, FAI's information system does not identify all personnel included in the procurement workforce as it is now defined. Third, FAI's system excludes employees who are part of the procurement workforce and includes others who are not. Fourth, the system does not include certain information on workforce personnel such as their training and experience.

The procurement workforce is not defined by law or executive order and, prior to our review, neither FAI nor OFPP had defined it. Without a common definition, the total population intended to be the focus of workforce improvement initiatives could not be identified. Various OFPP and FAI officials expressed differing views to us as to who should be

considered to be a part of the procurement workforce. Some OFPP officials considered that the procurement workforce should include all those in FAI's latest published report¹ (occupational series 1101, General Business and Industry; 1102, Contracts and Procurement; 1105, Purchasing; 1106, Procurement Clerical and Assistant; and 1150, Industrial Specialist). FAI officials considered that the procurement workforce could include either all those in procurement core series² or those who are involved in procurement, regardless of series.

In addition, individual agencies included in our review differed in their views on who should be included in the procurement workforce. Officials at Commerce and Interior said only employees in the core series would comprise the procurement workforce at their agencies, even though people in other series do exercise contracting authority. On the other hand, officials at Energy, VA, State, and GSA would include core series personnel and personnel in other series who have contracting authority. TVA officials said they would include only personnel in the Purchasing Division even though personnel in other TVA organizations have contracting authority.

In response to a draft of our report, OFPP and FAI developed the following definition of the procurement workforce: (1) all personnel in procurement occupational series 1102 and 1105, (2) all contracting officers, and (3) military officers and enlisted personnel who work in procurement. OFPP and FAI excluded personnel in occupational series 1106 because they are more of a support group for the procurement workforce. The civilian agency procurement workforce, therefore, has now been defined as personnel in occupational series 1102 and 1105 (in effect, specialists in contracts and procurement, and in purchasing) and contracting officers in any occupational series.

The Federal Acquisition Personnel Information System (FAPIS), the data system developed by FAI to provide information on the condition of the procurement workforce, does not identify contracting officers or military officers and enlisted personnel who work in procurement. The system's data are extracted from OPM's Central Personnel Data File (CPDF), an automated system of individual records covering most federal civilian employees. Data in this file are identified by occupational series but

¹While fiscal year 1983 is the latest published data, FAI has data for fiscal year 1985 and fiscal year 1986 and plans at some future date to publish those data in a report covering several years.

²Three series FAI considers to be the "core" series for procurement personnel: 1102, 1105, and 1106.

do not readily identify personnel with contracting authority. Contracting officers can be managers or other employees in many different occupational series whose jobs may or may not primarily involve contracting.

FAI's information system contains data on all personnel in occupational series 1102 and 1105 and in 26 other series as well. While an unknown number of contracting officers are in the system because they are included among the 28 series, the system does not have the capability to identify those who are contracting officers. In addition, because the system includes data on all personnel in the 26 other series—many of whom are not contracting officers and therefore, are not part of the procurement workforce as now defined—the system contains data on many personnel who are not part of the procurement workforce.

Further, since some contracting officers are in occupational series other than the 28 included in FAI's information system, some unknown number of personnel defined to be part of the procurement workforce are excluded from the system. Therefore, the system can neither precisely nor comprehensively identify the procurement workforce. Without the capability to identify what portion of the procurement workforce population is included in the system it is not possible to determine to what extent FAI's system adequately represents that population and to what extent modifications to the existing system or an alternative system would be cost effective.

FAI's information system contains such data as number of employees, turnover rates, average age, average grade, and education level³ for the 28 occupational series included in the system. Other data, particularly data on work experience and training, have been identified in procurement personnel studies as essential in monitoring the condition of the procurement workforce at individual agencies and governmentwide. While these data may be available at individual agencies, they are not available in FAI's system.

Agency Comments and Our Evaluation

Representatives of OFPP and FAI provided official oral comments on a draft of this report. As noted earlier, OFPP and FAI provided a definition of the procurement workforce, encompassing both civilian and military

³In 1974, the education levels of full-time permanent employees were recorded in CPDF files. Since that time, federal agencies have been required to report the education levels of new employees only. They also may, on a voluntary basis, update CPDF files to record changes in education levels of current employees.

personnel, in response to our draft. We believe this is a positive step. The workforce definition should provide a useful framework to guide the individual agencies in carrying out and monitoring future workforce improvement efforts.

With regard to steps which could be taken to develop more comprehensive and precise governmentwide data on the procurement workforce, OFPP and FAI officials said they are not convinced that a more complete identification of personnel in the procurement workforce or obtaining additional information such as training would be worth the investment and system maintenance costs that would be incurred. According to OFPP and FAI, no requirement has been expressed for such comprehensive and precise governmentwide data on the procurement workforce since the Commission on Government Procurement study in the early 1970s. They also noted that an FAI interagency committee had rejected a proposal for a more comprehensive information system, primarily because of the estimated high cost of developing and maintaining such a system. And, they said they can obtain such data from the agencies at any time there is a need for it.

Information on contracting officers, they said, is generally available from the agencies. In this regard, the Federal Acquisition Regulation requires agencies to appoint contracting officers on a Certificate of Appointment, Standard Form (SF) 1402, and maintain files containing copies of all certificates. OFPP and FAI believed that if they were to identify the three core series, the appropriate military personnel and the contracting officers, while not totally consistent with their definition of the procurement workforce, they would have covered 90 percent of the people and 95 percent of the dollars directly involved in preaward and postaward contracting functions.

In summary, OFPP and FAI said they do not believe any actions are needed to refine the existing procurement personnel data system. Instead, they said they feel that it is far more efficient to provide the governmentwide data available through FAPIS, to encourage the agencies to develop internal systems and to use them for workforce analysis, and, if additional information is required, to make a data request from the agencies, or to conduct a survey in specialized areas any time a specific requirement develops.

In our view, the apparent absence of a clear-cut requirement for more comprehensive and precise governmentwide procurement workforce data, as asserted by OFPP and FAI officials, is persuasive. Neither OFPP

nor FAI perceived the need for such data to carry out their workforce policy-making and oversight responsibilities. And, they firmly said such data could be obtained on an ad hoc basis, if requested by Congress or needed for other reasons. Therefore, we plan no further work on this issue at the present time.

As arranged with your offices, we are sending copies of this report to the Director, OMB; Administrator, GSA; and other interested parties. Copies will be made available to others upon request. If you have any questions on the information provided, please contact me on 275-8676.

A handwritten signature in black ink, reading "L. Nye Stevens". The signature is written in a cursive, flowing style.

L. Nye Stevens
Associate Director

Contents

Letter	1
--------	---

Appendix I Published Workforce Statistics	12
---	----

Tables	
Table I.1: Full-Time Civilian White-Collar Employment by Selected Occupation as of October 31, 1979	12
Table I.2: Full-Time Civilian White-Collar Employment by Selected Occupation as of October 31, 1985	13
Table I.3: 6-Year Profile of Procurement Core Occupations	14
Table I.4: 6-Year Turnover and Profile of Hires for Procurement Core Occupations	15
Table I.5: Full-Time Civilian White-Collar Employment by Occupation and Agency, as of October 31, 1979	16
Table I.6: Full-Time Civilian White-Collar Employment by Occupation and Agency, as of October 31, 1985	16
Table I.7: Average Grade by Selected Occupation and Selected Agency as of September 30, 1980	17
Table I.8: Average Grade by Selected Occupation and Selected Agency as of September 30, 1983	17
Table I.9: Percent Eligible to Retire by Selected Occupation and Selected Agency in Fiscal Year 1980	18
Table I.10: Percent Eligible to Retire by Selected Occupation and Selected Agency in Fiscal Year 1983	18
Table I.11: Comparison of Salaries in Private Industry With Salaries of Federal Employees Under the General Schedule for Selected Procurement Occupations as of March 1985	19

Abbreviations

CPDF	Central Personnel Data File
FAI	Federal Acquisition Institute
FAPIS	Federal Acquisition Personnel Information System
GSA	General Services Administration
OFPP	Office of Federal Procurement Policy
OMB	Office of Management and Budget
OPM	Office of Personnel Management
TVA	Tennessee Valley Authority
VA	Veterans Administration

Published Workforce Statistics

The workload for Contracts and Procurement Specialists (1102s) expanded faster than the number of specialists to handle that workload, according to FAI's Report on the Acquisition Workforce, Fiscal Year 1983. For nondefense agencies, FAI reported that between fiscal years 1979 and 1983, procurement actions rose 90 percent, dollars obligated per annum increased by 43 percent, and the series 1102 civilian workforce increased by 14 percent. For defense agencies, FAI reported that for the same period actions increased by 50 percent, the dollars obligated per annum rose 118 percent, and the workforce increased by 26 percent.¹

As tables I.1 and I.2 show, between October 31, 1979, and October 31, 1985, employees in four out of five of the occupations in FAI reports increased as a percentage of total federal civilian white-collar employees.

¹FAI noted that (1) its figures exclude actions under \$10,000 in nondefense agencies and actions under \$25,000 in defense agencies and (2) dollar figures have not been adjusted for inflation.

Table I.1: Full-Time Civilian White-Collar Employment by Selected Occupation as of October 31, 1979

Codes	Titles	Occupation	All agencies		Civilian agencies	
			Number	Percent of total	Number	Percent of total
1101	General Business and Industry		7,310	0.5	4,671	0.5
1102	Contracts and Procurement		18,712	1.3	5,225	0.6
1105	Purchasing		4,490	0.3	1,998	0.2
1106	Procurement Clerical and Assistant		7,426	0.5	1,287	0.1
1150	Industrial Specialist		2,622	0.2	315	0.03
Total all occupations			1,490,658	100	915,025	100

Sources: OPM's October 31, 1979, report, Federal Civilian Work Force Statistics, Occupations of Federal White-Collar Workers (SM 56-15) pp. 112, 113, and 118 to 121; and OPM's October 31, 1985, report, Federal Civilian Workforce Statistics, Occupations of Federal White-Collar and Blue-Collar Workers (MW 56-19) pp. 104 and 118.

Table I.2: Full-Time Civilian White-Collar Employment by Selected Occupation as of October 31, 1985

Codes	Titles	Occupation	All agencies		Civilian agencies	
			Number	Percent of total	Number	Percent of total
1101	General Business and Industry		13,325	0.8	8,922	1.0
1102	Contracts and Procurement		27,871	1.7	6,566	0.7
1105	Purchasing		6,078	0.4	2,766	0.3
1106	Procurement Clerical and Assistant		9,845	0.6	1,580	0.2
1150	Industrial Specialist		2,925	0.2	236	0.03
Total all occupations			1,602,438	100	910,781	100

Sources: OPM's October 31, 1979, report, Federal Civilian Work Force Statistics, Occupations of Federal White-Collar Workers (SM 56-15) pp. 112, 113, and 118 to 121; and OPM's October 31, 1985, report, Federal Civilian Workforce Statistics, Occupations of Federal White-Collar and Blue-Collar Workers (MW 56-19) pp. 104 and 118.

Notes: OPM's October 31, 1985, report includes seasonal or on-call employees as full-time employees and does not state how many employees are seasonal. The October 31, 1979, report does not include seasonal or on-call employees.

The October 31, 1985, report excludes employees of the U.S. Postal Service. The October 31, 1979, report includes Postal Service employees; however, we have subtracted those employees from the total for all occupations and from each of the selected occupations.

Changes in Workforce Profile Data

As shown in tables I.3 and I.4, changes in the identified characteristics of full-time permanent white-collar civilian (defense and nondefense) procurement core series employees have occurred from fiscal year 1978 through fiscal year 1983, according to FAI's published reports on the acquisition workforce.

In all three of the procurement core series during the period, hires exceeded losses, resulting in annual growth in employment levels. Most hiring for all three series is from internal sources and the ratio of internal to external hiring has increased in the 1102 series. Also, the volume of hires and losses increased for all three series, indicating higher turnover.

During the period, the average age of employees in all three core series decreased while the percent of college graduates increased for all core series. The average grade for core series employees either did not change or increased slightly.

Table I.3: 6-Year Profile of Procurement Core Occupations

Occupation		Fiscal years ^a					
Codes	Titles	1978	1979	1980	1981	1982	1983
1102	Contracts and Procurement						
	Number employed	17,967	18,608	19,428	21,022	22,165	22,880
	Average grade ^b	10.7	10.7	10.7	10.6	10.6	10.7
	Average age	44.8	44.5	43.7	43.7	43.5	43.4
	College graduates(%) ^c	42	43	42	42	42	44
1105	Purchasing						
	Number employed	4,198	4,306	4,598	4,690	5,023	5,276
	Average grade ^b	5.7	5.7	5.7	5.7	5.8	5.8
	Average age	43.2	42.9	42.1	42.0	41.7	41.6
	College graduates(%) ^c	5	5	5	5	6	8
1106	Procurement Clerical and Assistant						
	Number employed	7,066	7,378	7,673	8,128	8,672	8,911
	Average grade ^b	4.7	4.7	4.7	4.7	4.8	4.8
	Average age	40.2	39.9	39.1	38.9	38.8	38.6
	College graduates(%) ^c	3	3	3	4	4	5

Sources: FAI's October 1983, Report on the Acquisition Work Force Through Fiscal Year 1982, pp. iii, 11, 14, and 15, and FAI's August 1984, Report on the Acquisition Work Force—Fiscal Year 1983, pp. iii, iv and 3.

Notes: Full-time permanent white-collar civilians (defense and nondefense). The 1102, 1105, and 1106 series are considered by most of those officials we interviewed to be the procurement "core" series.

^a At end of fiscal year.

^b Average grade computation for fiscal year excludes SES and others whose grades were not specified.

^c In 1974, the education levels of full-time permanent employees were recorded in CPDF files. Since that time, federal agencies have been required to report education level at accession of new employees. They also may, on a voluntary basis, update CPDF files to record changes in education level after accession.

**Appendix I
Published Workforce Statistics**

Table I.4: 6-Year Turnover and Profile of Hires for Procurement Core Occupations

Codes	Titles	Fiscal years					
		1978	1979	1980	1981	1982	1983
1102	Contracts and Procurement						
	Beginning strength ^a	17,279	17,967	18,608	19,428	21,022	22,165
	Losses ^b	1,588	1,728	2,039	1,749	1,924	2,061
	Hires ^c	2,276	2,369	2,859	3,343	3,067	2,776
	Net change	688	641	820	1,594	1,143	715
	End strength	17,967	18,608	19,428	21,022	22,165	22,880
	Internal:external hire	2.2:1	2.7:1	2.5:1	2.2:1	2.5:1	3.5:1
	Avg. age hires	37.9	38.2	38.3	38.4	38	38.4
	% Hires college grads	42	37	38	36	43	41
1105	Purchasing						
	Beginning strength ^a	4,150	4,198	4,306	4,598	4,690	5,023
	Losses ^b	952	953	1,128	1,221	1,138	1,133
	Hires ^c	1,000	1,061	1,420	1,313	1,471	1,386
	Net change	48	108	292	92	333	253
	End strength	4,198	4,306	4,598	4,690	5,023	5,276
	Internal:external hire	4.5:1	4.4:1	3.3:1	3.2:1	3.2:1	3.3:1
	Avg. age hires	38	37.6	38.5	37.5	37.8	37.8
	% Hires college grads	5	7	8	7	8	11
1106	Procurement Clerical and Assistant						
	Beginning strength ^a	6,791	7,066	7,378	7,673	8,128	8,672
	Losses ^b	1,906	1,977	2,310	2,327	2,303	2,291
	Hires ^c	2,181	2,289	2,605	2,782	2,847	2,530
	Net change	275	312	295	455	544	239
	End strength	7,066	7,378	7,673	8,128	8,672	8,911
	Internal:external hire	1.5:1	1.2:1	1.2:1	0.9:1	1.1:1	1.2:1
	Avg. age hires	34.8	34.5	34.2	34.3	35.2	34.6
	% Hires college grads	5	5	5	5	6	9

Sources: FAI's October 1983, Report on the Acquisition Work Force Through Fiscal Year 1982, pp. iii, 11, 14, and 15, and FAI's August 1984, Report on the Acquisition Work Force—Fiscal Year 1983, pp. iii, iv, and 3.

Notes: Full-time permanent white-collar civilians (defense and nondefense). The 1102, 1105, and 1106 series are considered by most of those officials we interviewed to be the procurement "core" series.

^a Beginning of the fiscal year.

^b Losses include employees who left the series for any reason. Losses include separations from government service and employees who stayed in the government but changed series.

^c Hires include employees who entered the series from any source. Hires include off-the-street hires, federal employees who changed series, and persons returning to active duty following extended leave without pay.

Published Workforce Data Show Changes for Agencies Included in Our Review

Based on information published in OPM and FAI reports for various years, core occupations in the agencies included in our review show changes in employment levels, average grade, and percent eligible to retire. Total employment levels in the three core occupations increased in all agencies except TVA while total employment levels for all series decreased in all except VA and State.

As tables I.5 and I.6 show for the agencies selected for our review, the procurement core series personnel increased as a percent of total agency white-collar personnel between October 31, 1979, and October 31, 1985, in all but one agency.

Table I.5: Full-Time Civilian White-Collar Employment by Occupation and Agency, as of October 31, 1979

Occupation		Department/agency						
Codes	Titles	Energy	GSA	VA	Interior	Commerce	State	TVA
1102	Contracts and Procurement	416	726	278	513	108	18	9
1105	Purchasing	29	71	705	181	50	2	110
1106	Procurement Cler. & Asst.	37	179	112	155	27	3	0
Total core series		482	976	1,095	849	185	23	119
Total all series		17,157	20,533	159,346	58,823	30,699	11,924	17,880
Core series as a percent of all series		2.81%	4.75%	0.69%	1.44%	0.60%	0.19%	0.67%

Table I.6: Full-Time Civilian White-Collar Employment by Occupation and Agency, as of October 31, 1985

Occupation		Department/agency						
Codes	Titles	Energy	GSA	VA	Interior	Commerce	State	TVA
1102	Contracts and Procurement	494	1,146	443	593	131	35	5
1105	Purchasing	30	147	1,021	319	65	1	110
1106	Procurement Cler. & Asst.	65	231	158	190	31	4	0
Total core series		589	1,524	1,622	1,102	227	40	115
Total all series		14,392	16,147	171,434	56,135	27,755	14,936	17,059
Core series as a percent of all series		4.09%	9.44%	0.95%	1.96%	0.82%	0.27%	0.67%

Sources: OPM's October 31, 1979, report, Federal Civilian Work Force Statistics, Occupations of Federal White-Collar Workers (SM 56-15), pp. 112, 113, 118, and 119, and OPM's October 31, 1985, report, Federal Civilian Workforce Statistics, Occupations of Federal White Collar and Blue-Collar Workers, (MW56-19), pp. 104, 105, 118, and 119.

Notes: OPM's October 31, 1985, report includes seasonal or on-call employees as full-time employees and does not state how many employees are seasonal. The October 31, 1979, report does not include seasonal or on-call employees.

Tables I.7 and I.8, based on FAI reported statistics, compare the average grades as of September 30, 1980, and September 30, 1983, for 1102s and

1105s of all but one of the agencies selected for our review. TVA is excluded from FAI reports.

During that period, the average grade for 1102s increased in all but one of the agencies included in our review. For 1105s, the average grade remained the same for two agencies and showed increases for some and decreases for others.

Table I.7: Average Grade by Selected Occupation and Selected Agency as of September 30, 1980

Codes	Titles	Department/agency					
		Energy	GSA	VA	Interior	Commerce	State
1102	Contracts and Procurement	12.1	11.0	9.1	10.8	11.6	11.0
1105	Purchasing	6.2	5.6	5.9	5.8	6.2	6.0

Table I.8: Average Grade by Selected Occupation and Selected Agency as of September 30, 1983

Codes	Titles	Department/agency					
		Energy	GSA	VA	Interior	Commerce	State
1102	Contracts and Procurement	12.4	11.4	9.3	11.0	11.5	11.6
1105	Purchasing	6.2	5.7	5.7	5.9	5.9	6.0

Sources: FAI's Report on the Acquisition Work Force, Fiscal Year 1983, pp. 8, 9, 18, and 19 and FAI's report on Procurement Workforce Demographics—1980—and Four Year Profile (FY 1977-1980), pp. 18 and 25.

Notes: FAI reports do not show trend information by agency. According to FAI's Report on the Acquisition Work Force Through Fiscal Year 1982, p. 63, tapes for fiscal years 1976 through 1979 had been miscataloged and, therefore, data in previous reports for the fiscal years prior to 1980 may be in error. However, data for fiscal year 1980 (but not the previous fiscal years) in the last report are accurate according to FAI. We therefore used Fiscal Year 1980 as a base year. FAI's report on Procurement Workforce Demographics—1980—and Four Year Profile (FY 1977-1980) did not include 1106 Procurement and Clerical Assistant.

Tennessee Valley Authority is not reported here because it is excluded from OPM's Central Personnel Data File and hence from FAI workforce reports. OPM, however, does publish some TVA statistics (see our tables I.3 and I.4) because it collects non-CPDF data from TVA, the Federal Bureau of Investigation, the White House, and others.

Tables I.9 and I.10, based on FAI reported statistics, compare the percentage of 1102s and 1105s who were eligible to retire in fiscal year 1980 and fiscal year 1983 for six of the seven agencies selected for our review. (TVA is excluded.) The percentage eligible to retire for all agencies included in FAI reports remained the same—10 percent for 1102s and 7 percent for 1105s for fiscal years 1980 and 1983. All agencies selected for our review except the State Department had a lower percentage of 1102s eligible to retire than the overall governmentwide percentage.

Table I.9: Percent Eligible to Retire by Selected Occupation and Selected Agency in Fiscal Year 1980

Occupation		Department/agency						
Codes	Titles	Energy	GSA	VA	Interior	Commerce	State	All ^a
1102	Contracts and Procurement	4	9	5	5	5	25	10
1105	Purchasing	11	12	6	4	0	0	7

Table I.10: Percent Eligible to Retire by Selected Occupation and Selected Agency in Fiscal Year 1983

Occupation		Department/agency						
Codes	Titles	Energy	GSA	VA	Interior	Commerce	State	All ^a
1102	Contracts and Procurement	5	9	7	6	5	12	10
1105	Purchasing	10	5	6	3	0	0	7

Sources: FAI's Report on the Acquisition Work Force, Fiscal Year 1983, pp. 14 and 20 and FAI's report on Procurement Workforce Demographics—1980—and Four Year Profile (FY 1977-1980), pp. 23 and 30.

Notes: FAI reports do not show trend information by agency. According to FAI's Report on the Acquisition Work Force Through Fiscal Year 1982, p. 63, tapes for fiscal years 1976 through 1979 had been miscataloged and, therefore, data in previous reports for the fiscal years prior to 1980 may be in error. However, data for fiscal year 1980 (but not the previous fiscal years) in the last report are accurate according to FAI. We therefore used fiscal year 1980 as a base year. FAI's report on Procurement Workforce Demographics—1980—and Four Year Profile (FY 1977-1980) did not include 1106 Procurement and Clerical Assistant. Figures presented in FAI's Report on the Acquisition Work Force, Fiscal Year 1983, have been rounded to the nearest whole percent.

^aIncludes defense and nondefense agencies contained in OPM's Central Personnel Data File. The Tennessee Valley Authority is excluded, as are the Federal Bureau of Investigation, the White House, and others.

Private Industry Salary Comparison

FAI's reports do not compare salaries for federal General Schedule (GS) procurement personnel and their private industry counterparts. Some data on private industry procurement personnel salaries are available from the Department of Labor, Bureau of Labor Statistics (BLS). The National Survey of Professional, Administrative, Technical, and Clerical Pay, March 1985 contains private industry salary information for 25 occupations, which are divided into 107 work levels based on duties and responsibilities.

One of the surveyed occupations is a procurement occupation referred to as "Buyer." For purposes of the survey, the Buyer occupation is divided into four work levels: Buyer I, Buyer II, Buyer III, and Buyer IV. The duties and responsibilities of Buyer I and Buyer II personnel were determined, by OPM, to be essentially of the same nature as those of employees in grades 5 and 7, respectively, in the GS-1102 and GS-1105 series. In addition, the work of some GS-1102 personnel at grades 9 and

11 was determined to be comparable to that of Buyer III and Buyer IV positions, respectively.

As shown in table I.11, as of March 1985, 1102s in grades 5 through 11 were paid 34.63 percent to 37.83 percent lower than their private industry counterparts performing comparable work. Those federal salaries ranged from \$15,220 for grade 5 to \$28,518 for grade 11, while the private sector salaries ranged from \$20,896 for Buyer I positions to \$39,306 for Buyer IV positions. Those in series 1105 in grades 5 and 7 were paid \$16,228, or 28.77 percent less than their private sector counterparts and \$20,220, or 26.64 percent less, respectively.

Table I.11: Comparison of Salaries in Private Industry With Salaries of Federal Employees Under the General Schedule for Selected Procurement Occupations as of March 1985

Occupation and Level	Average Annual Private Industry Salary	Occupational Series	Grade	Average Annual GS Salary	Private Industry less GS Salary	Percent Difference between Private Industry and GS Salary ^a
Buyer I	\$20,896	1102	5	\$15,220	\$5,676	37.29
		1105	5	16,228	4,668	28.77
Buyer II	25,606	1102	7	19,020	6,586	34.63
		1105	7	20,220	5,386	26.64
Buyer III	31,774	1102	9	23,353	8,421	36.06
Buyer IV	39,306	1102	11	28,518	10,788	37.83

Sources: Average GS salary computation is from OPM's 1985 PATC Weighted Salary Calculation by Grade and Category. Average private industry salary is from BLS National Survey of Professional, Technical, and Clerical Pay, March 1985.

Notes: Average GS salary is for GS and equivalent, full-time permanent nonsupervisory regular rate employees, for the entire series at each grade. OPM determined that not all 1102 employees perform work that matches Buyer I-IV positions but was unable to determine average grade for only employees whose jobs match.

^aPercent of difference was calculated by dividing the difference between the average salaries for private industry and federal employees by the average GS salary.

Requests for copies of GAO reports should be sent to:

U.S. General Accounting Office
Post Office Box 6015
Gaithersburg, Maryland 20877

Telephone 202-275-6241

The first five copies of each report are free. Additional copies are \$2.00 each.

There is a 25% discount on orders for 100 or more copies mailed to a single address.

Orders must be prepaid by cash or by check or money order made out to the Superintendent of Documents.

**United States
General Accounting Office
Washington, D.C. 20548**

**Official Business
Penalty for Private Use \$300**

Address Correction Requested

**First-Class Mail
Postage & Fees Paid
GAO
Permit No. G100**