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In its study, the Clerical Committee has considered two groups of employees. One, (hereafter designated as the "intermediate" group) is composed of persons having specialized skills, such as Radio Operator, of Apprentices such as Personnel Assistant, as opposed to the professional or journeyman Personnel Officer, and of supervisors of clerical operations. The other, (hereafter referred to as "clerical") is composed of persons having skills with office machines and procedures. This latter group includes Stenographers, Typists, Clerks of all kinds, machine operators (e.g., Tabulating Equipment Operator), Telephone Operators, Receptionists, etc.

It has been found that this breakdown, in the main, holds good insofar as grade-ranges are concerned. The intermediate group ranges in grade from GS-5 through GS-9, with a few supervisors of highly specialized skills going as high as GS-14. The clerical group in general ranges from GS-3 through GS-6, with a few secretarial positions in "front" or headquarters offices going as high as GS-9. For the purposes of this report, wage board employees, CPC's consultants, staff agents, and military personnel on active duty assigned to the Agency have been omitted.

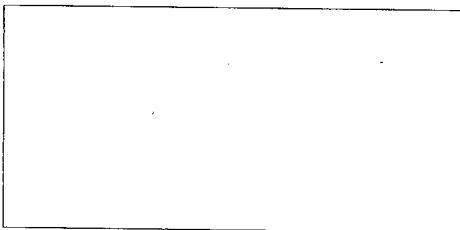
Within these two categories the Committee has tried to consider the distribution of men and women in each group and the comparative grade ranges of men and women in these groups.

SUMMARY (Conclusions)

Among the [] employees in the overt Offices of the Agency, the distribution of men to women is as follows:

| | | M | F | M% | F% |
|--------------|--------------------------|---|---|-----|-----|
| Clerical | GS 3-6 (-9) | | | 14% | 86% |
| Intermediate | GS 6-9 (-14) | | | 69% | 31% |
| Professional | GS-4 through supergrades | | | 79% | 21% |

The intermediate group must be regarded both as an eminence to which clerical employees can aspire, and as a training ground for professional ranks.



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In the first case, Clerks, Typists and Stenographers, which comprise the great bulk of the clerical group can theoretically be advanced to Administrative Assistant and to clerical supervisory positions without acquiring additional skills beyond a knowledge of office procedures and an ability to handle people. In these positions the distribution of men to women is as follows:

| | M | F | M% | F% |
|------------------------------|---|---|-----|-----|
| Clerical | | | 11% | 89% |
| Admin Asst and Clerical Supv | | | 27% | 73% |

Grade ranges for men and women in these categories are the same.

Similarly, machine operators hope to be advanced to Supervisors and Planners. In these positions the distribution of men to women is as follows:

| | M | F | M% | F% |
|------------------|---|---|-----|-----|
| Operators | | | 42% | 58% |
| Supvs & Planners | | | 76% | 24% |

In this latter category the grade range held by men is GS 5-14, by women GS 5-10.

In the intermediate group, in addition to these categories to which clerical employees aspire, there are seven relatively large categories of "assistants" which run parallel to and might be considered training for professional categories. These are:

| | Assistants | | | | Professionals | | | | M% | F% | | |
|---------------|------------|-------|---|-------|---------------|-------|---|-------|----|------|-----|-----|
| | M | Grade | F | Grade | M | Grade | F | Grade | | | | |
| Analysis | | 7-13 | | 5-12 | 19 | 81 | | 5-16 | | 5-14 | 77 | 23 |
| Library | | 5 | | 4-6 | 25 | 75 | | 5-15 | | 5-12 | 24 | 76 |
| Edit and Pub | | 5-6 | | 5-6 | 30 | 70 | | 9-15 | | 6-14 | 63 | 37 |
| Statistics | | 7-8 | | 5-7 | 50 | 50 | | 9 | | 7-12 | 40 | 60 |
| Admin Support | | 5-12 | | 5-9 | 58 | 42 | | 5-16 | | 4-13 | 87 | 13 |
| Tech | | 5-8 | | 4 | 86 | 14 | | 5-15 | | 7-13 | 95 | 5 |
| Graphics | | 6-7 | | --- | 100 | --- | | 6-15 | | 5-12 | 71 | 21 |
| Total | | 5-13 | | 4-14 | 43% | 59% | | 5-16 | | 4-14 | 77% | 23% |

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The percentage change in the men/women ratio from the Assistant to the Professional level is of particular interest in the following categories:

| | <u>Assistants</u> percent | | <u>Professionals</u> percent | |
|---------------|------------------------------|-------|---------------------------------|-------|
| | men | women | men | women |
| Analysis | 19% | 81% | 77% | 23% |
| Edit & Pub | 30% | 70% | 63% | 37% |
| Admin Support | 58% | 42% | 87% | 13% |

In Editing and Publishing Assistant and in Administrative Support Assistant the beginning grade for men and women is the same. In all other categories where women are employed, the beginning grade for men is one to two grades higher.

In the Library Assistant category, the highest grade is held by a woman, and in Editing and Publishing Assistant, the top grades are the same. In all other categories in which women are employed, the highest grade held by a man is one to three grades higher than that held by a woman.

Among the employees in the covert Offices of the Agency, the distribution of men to women is as follows:

| | | M | F | M% | F% |
|--------------|-----------------------------|----------------------|----------------------|-----|-----|
| Clerical | GS 3-6 <input type="text"/> | <input type="text"/> | <input type="text"/> | 12% | 88% |
| Intermediate | GS 6-9 <input type="text"/> | <input type="text"/> | <input type="text"/> | 40% | 60% |
| Professional | GS-5 - supergrades | <input type="text"/> | <input type="text"/> | 82% | 18% |

A comparison of Clerks, Typists and Stenographers to Administrative Assistants and Clerical Supervisors shows the following:

| | M | F | M% | F% |
|-----------------------------|----------------------|----------------------|-----|-----|
| Clerical | <input type="text"/> | <input type="text"/> | 5% | 95% |
| Admin Asst & Clerical Supv. | <input type="text"/> | <input type="text"/> | 27% | 73% |

Grade ranges for men and women in these categories are the same.

A comparison of headquarters (Washington personnel) with field figures reveals that the major part of this shift in ratio takes place in the field.

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Headquarters

Clerical
Admin Asst
and Clerical Supv.

| M | F | M% | F% |
|---|---|-----|-----|
| | | 5% | 95% |
| | | 18% | 82% |

Field

Clerical
Admin Asst
and Clerical Supv

| M | F | M% | F% |
|---|---|-----|-----|
| | | 8% | 92% |
| | | 35% | 65% |

A comparison of categories in the intermediate group with related categories in the professional group in the covert offices reveals the following:

| | Assistant | | | | | | Professional | | | | | |
|-------------------|-----------|-------|---|-------|-----|----|--------------|-------|---|-------|-----|-----|
| | M | Grade | F | Grade | M% | F% | M | Grade | F | Grade | M% | F% |
| Admin Hq | | | | | | | | | | | 66% | 34% |
| Admin Field | | | | | | | | | | | 80 | 20 |
| Budget Hq | | | | | | | | | | | 73 | 27 |
| Budget Field | | 2-9 | | 5-7 | 57 | 43 | | | | | 91 | 9 |
| Personnel Hq | | 6-7 | | 5-6 | 67 | 33 | | | | | 69 | 31 |
| Personnel Field | | | | | | | | | | | 75% | 25 |
| Security Hq | | | | | | | | | | | 100 | — |
| Security Field | | 5 | | — | 100 | — | | | | | 92 | 8 |
| P&S Hq | | | | | | | | | | | 89 | 11 |
| P&S Field | | 5-7 | | 7 | 83 | 17 | | | | | 97 | 3 |
| Intel & Ops Hq | | 5-9 | | 5-9 | 9 | 91 | | | | | 69 | 31 |
| Intel & Ops Field | | 4-9 | | 4-9 | 60 | 40 | | | | | 80 | 20 |

The percentage change in the men/women ratio from the Assistant to the Professional level is of particular interest in the following categories:

| | Assistants percent | | Professional percent | |
|------------------|-----------------------|-----|-------------------------|-----|
| | M | F | M | F |
| Budget - field | 57% | 43% | 91% | 9% |
| P & S - field | 83% | 17% | 97% | 3% |
| Intell. & Ops Hq | 9% | 91% | 69% | 31% |

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A comparison of percentages in the Administrative category is rendered particularly difficult by the fact that the majority of Administrative Assistant positions are in no way related to those of Administrative Officer. A tentative comparison was arrived at on the basis of combining Administrative Budget, Personnel, Security and Property and Supply Officer figures for comparison with Budget, Personnel, Security and Property and Supply Assistant figures as follows:

| | Assistant percent | | Professional percent | |
|---------------------|-------------------|---------|----------------------|-----|
| | K | F | K | F |
| Admin Support HQ | 66 2/3% | 33 1/3% | 73% | 27% |
| Admin Support Field | 75% | 25% | 88% | 12% |

It may be noted in passing that in two of the above categories of intermediates, Budget Assistant, headquarters and Personnel Assistant, field, the grade ranges for men, both minimum and maximum, are one to two grades higher than those for women.

In presenting these figures, the Committee recognizes that they represent a purely static picture of the Agency, and that the factor of movement, either by appointment or promotion into a given category or level of responsibility, cannot be portrayed. Further studies in comparison of qualifications vs. grade for men and women and of time in grade before promotion for both, will be necessary before a complete analysis can be attempted. The Committee was unable to perform these studies, since Agency records are not at present maintained in a form from which the material can be easily extracted in the time allotted for this project. The figures are presented, therefore, with the generalization that for reasons not yet established, the promotion of men to women reverses sharply as the level of responsibility increases, and that in certain categories, the grade range as it exists at present is more favorable to men than to women.

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Any agency or organization is dependent on its clerical force for efficient operation. Since the clerical force in the Agency is composed primarily of women, the Panel on Women felt that a study should be made of clerical problems, apart from the question of discrimination.

Certain problems exist for all clerical personnel whether men or women. The major ones are a high rate of turnover and the related problem of insufficient integration of clericals into the work of the Agency. The Committee was able to gather only fragmentary statistics in the course of its study of these problems. However, on the basis of a study of exit interviews for personnel in grades GS 3-9 from 1 January 1953 to 1 September 1953, of a relatively wide range of individual Committee contacts throughout the Agency and its collective experience in the Agency, a general picture of these problems has been developed.

Although figures of those leaving over an 8-month period cannot be accurately compared with the on-duty strength of an organization at any one time, an approximate percentage may be obtained of the turnover. A study of the exit interviews revealed the following:

| | Overall | Men | Women |
|---|---------|-----|-------|
| Total number of cases | | | |
| Total Agency strength in the grade ranges under study as of 30 June 1953: | | | |

The approximate turnover rate was 12%. Of those leaving, 31% were men, and 69% women, although the proportion of men to women on duty in the Agency in this grade range was 45% to 55%. Surprisingly enough, however, of the three major categories among the reasons given for leaving, by far the largest was "other job", which accounted for [] resignations. The next, as was to be expected in this group, was "marriage" with [], but the third, apparently related to the first, was "dissatisfied", with []. It is recognized that no statistics on reasons for resignation can be relied on for absolute validity. The individuals concerned frequently fail to give the true reason and often there are many factors contributing to the decision to go. At most these figures suggest a relatively large group of "dissatisfied" clerical and intermediate employees, some of whom have resigned.

Through the Committee's individual contacts, spot interviews and experience in the Agency, however, slightly more revealing though still generalized problems were developed.

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1. Misconceptions, wild rumors and a feeling of being a nameless cipher develop in the Interim Assignment Branch, despite the best efforts of those in charge, and are frequently perpetuated due to
2. Lack of orientation for the individual clerk on his or her permanent assignment. Office practices in this vary with the sophistication of the individual supervisor but the frequency with which this complaint is heard suggests that it is a relatively wide-spread difficulty.
3. Inconsistencies in hiring and promotional practices which the individual clerk discovers both in the IAB and upon permanent assignment create discontent.
4. Non-utilization of on-the-job skills acquired previously looms large as a cause of dissatisfaction. Stenographers lose their speed, potentially able clerks are not given the opportunity to assume the responsibility of which they are capable, and little if any systematic effort is made to move the able ones from the clerical group to the intermediate group or from the intermediate group to the professional group. The natural desire of the office to retain a good clerical employee, particularly in view of the difficulties involved in getting a replacement, is understandable to the bystander but not particularly comforting to the clerk.
5. Inherent in all these problems and frequently voiced is the feeling on the part of many clerical employees that they are not handled as individuals. It is expressed in different ways: "You have to throw a fit or resign to get any attention", "you're treated like a cipher", "there's such a gulf between the clericals and professionals".

The Committee recognizes that the Agency investment in individual clerical employees is a minor one compared to that in a professional, and that there is traditionally a large turnover among clerical employees for reasons beyond the control of the Agency, such as marriage or pregnancy. It also recognizes that efforts have been made and are being made to overcome many of these problems. However, an organization as demanding security-wise of its employees as CIA, and depending on college graduates for as much as 25% of its clerical labor supply should offer unusual rewards, not necessarily in money but in esprit de corps for all its employees. The following suggestions are, therefore, made as a possible basis for study, rather than firm recommendations.

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1. The confusions generated during the holding operation in the Interim Assignment Branch might be alleviated by the appointment of a mature individual experienced in handling individual personnel problems and thoroughly indoctrinated in all feasible facets of the Agency. In itself the problem of rumors about [redacted] would require an Agency veteran to reconcile the Agency's security demands with the limited comprehension of a brand-new high school graduate. Further effort on the part of Agency components to find suitable and valid work for clerks, typists and stenographers during their tour there might be rewarding to both participants.

2. An incoming employee automatically receives indoctrination in the Agency, its functions and component parts. Education of supervisors toward providing a similar indoctrination in the work of the unit, the contribution of the clerk to that work, and the facilities available to the clerk, both within the office unit and in the Agency, and toward following up this introduction with further explanations when the clerk's initial confusions have been dissipated might pay dividends.

3. In each organizational unit (this would vary with size, e.g., a relatively small Office would need only one, some of the larger Divisions might need one for each Branch) one individual should be specifically designated (and given publicity) to handle clerical problems which for one reason or another cannot be taken up with the supervisor or have been disallowed by him. A clerk who cannot get on with his supervisor, a stenographer who feels she is losing her speed, or a typist hired at GS-3 in a unit with slow promotional policies who sees typists with equivalent or apparently lower qualifications promoted to GS-5 needs if nothing else an authoritative voice which promises individual attention in the indefinite future.

4. Career opportunities both in the clerical field and in the intermediate group already exist in potential for the able clerical employee. Clerks run as high as GS-7, Stenographers and Administrative Assistants as high as GS-9. The progression from Personnel Clerk to Personnel Assistant on paper has its equivalent in other types of specialized skills, insofar as the establishment of positions is concerned. However, while the progression from Intelligence Officer GS-7 to Branch Chief to Division Chief is well-recognized, it is not felt that similar recognition is given to these potential career progressions for clerical employees. The able stenographer who has been a GS-7 for several years is not generally considered for the GS-9 vacancy in another organizational unit.

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One possible solution might be Clerical Career Service Boards which would assist the clerk in building a career in his field in much the same way that the present Career Service Boards assist an Intelligence Officer to build his career. Whether through the "Clerical Chaplain" who handles clerical problems for a small unit or through a Clerical Career Service Board, greater utilization might be made of the training facilities offered by the Agency for a clerk's career advancement (as opposed to the clerical refresher training given a stenographer who already holds the position but needs additional shorthand speed on that job).

Following are suggestions for additional studies which this Committee was unable to perform but which might be rewarding in Agency consideration both of possible discrimination against women and of clerical problems in general:

- a. a study of time-in-grade for men and women by categories or types of positions.
- b. a study of qualifications vs. grades in various categories.
- c. additional studies in turn-over rates by categories, types of work or grade ranges, rather than the Agency-wide figure now in use.

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Talk with Personnel Procurement Officer

9 October 1953

1. Lack of consistency in promotion policy, from office to office, especially in lower grades, three months between 4 and 5 in some places as compared with 6 to 12 months in others.
2. Improper supervision of new clericals he believes to be a big reason for dissatisfaction particularly among college educated clericals. Supervisors do not explain individual's role in whole picture or in total responsibility of section or unit. Supervisors are not alert to give "real" responsibility (try to "make" work) commensurate with individual's ability to assume same. Pointed out that all job satisfaction is not realized in terms of money.
3. Personnel does attempt to recruit the best of the best, therefore does take women college graduates who are willing to do clerical work.
4. He also brought up the somewhat disillusioned attitude with which a new employee faces first job after long wait, security processing and IAB, etc.

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Interview with Clerical Placement Officer --- 15 August 1953

The Agency still depends on college graduates to fill at least a part of its clerical vacancies, despite the economy drive in Washington. The supply is seasonal, heaviest in the spring after graduation, and is roughly from 25-50% of clerical appointees. Despite anything recruiters can say, all clerical applicants who are ambitious (whether college trained or not) come into the Agency with a view to an overseas assignment or to getting into some professional field, and almost inevitably leads to disappointment.

Besides the problems of overseas assignments and careers in professional fields, a problem involving clericals which looms large is that of unsystematic advancement within the clerical field. This involves both prestige (i.e., front office or "Bill") jobs and promotion gradewise. Offices will not release good workers for this type of advancement in another office for fear of not getting replacements, and high level officials being promoted, logically want to take with them girls whom they have trained.

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Interview on Interim Assignment Branch

New clerical personnel upon entering the Agency frequently spend from one to three months in the Interim Assignment Branch while awaiting final clearance. Many of the problems which plague them at this time are those inherent in a holding operation. Others are those associated with security requirements and with a large and compartmentalized organization. Regardless of the justice of these complaints, however, spot checks show that their existence frequently sets up undesirable attitudes which carry over into their permanent assignments. The most frequently heard of these complaints are:

- a) Irregularities in hiring practices. GS-3's see GS-4's and GS-5's entering on duty with experience or qualifications which are apparently exactly comparable to their own.
- b) Treatment of clerical personnel as ciphers. "You have to throw a fit or resign to get any attention."
- c) Horror stories about and about long delays before final clearance.
- d) Lack of Agency-sponsored recreational activities, assistance in housing, limited medical service and assistance in personal problems.

Permanent assignments eliminate the security problem, but introduce certain other complaints in addition to the ones already established.

- a) Non-utilization of special skills such as typing and shorthand, and monotonous work.
- b) Refusal by the supervisor to release when a transfer is requested whether for promotional purposes, because of personality clashes, or general dissatisfaction with working conditions.
- c) The gulf between clerical and professional personnel.