

17 March 1972

MEMORANDUM FOR: Director of Personnel

SUBJECT : EEO Program, and Related Data Concerning Female  
and Minority Employees

1. This memorandum, for information only, summarizes recent and current developments with respect to EEO in the Agency, and forwards copies of reports on women and minority employees that were prepared for Bill Bavis and the Executive Director-Comptroller.


2. In late January Mr. Bavis gave Mr. Colby an overview report on the Agency EEO Program and made a number of recommendations. Mr. Colby asked Bavis to prepare a briefing on the program to be presented at an early meeting of the Deputies, and asked that the recommendations be sent to the Deputies in advance of the meeting. On 29 February 1972 Mr. Bavis sent to each a copy of his recommendations plus several excerpts from his EEO report. A copy of that mail-out is attached at Tab A.

3. Mr. Colby subsequently decided to brief the Deputies himself on EEO matters and asked Mr. Bavis to assemble data that would reflect Agency performance in general and in detail with respect to employment, distribution, and advancement of women and blacks throughout the Agency, over a period of time, and in comparison with other agencies. He asked particularly that data be assembled by Directorate and by organization. That request was spelled out in subsequent discussions, particularly among [redacted] Bavis and me, and resulted in the 18 tables and listings attached at Tab B. Because of the piece-meal, cumulative way in which specific requests were developed there is a certain amount of overlapping in these reports, but together they reflect the Agency's track record in considerable detail.

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4. I gave copies of these reports to Mr. Bavis on 15 March. He will review them with Mr. Colby and a graphics specialist to determine how they will be used. The present indication is that Mr. Colby will have charts prepared on the general Agency situation and will give each Deputy, as a basis for discussion, a package showing the performance record in his own area. No date has been set for the meeting but Bavis expects it will be before the end of March.

5. In relation to this general subject, we recently screened three movies: a commercial film, "Black and White--Uptight"; and two produced by the Civil Service Commission, "What's the Matter with Alice?", and "The Supervisor and EEO". Each was seen by representatives from Personnel, Security, Medical Staff, Training, and IG Staff, including Mr. Bros. Reaction was mixed, but the majority opinion in each case was that the films should be obtained for use in appropriate training and discussion-group situations in the Agency. One office, NPIC, already has asked that they be made available for showing in staff meetings. I have arranged with OTR and CRS to purchase the films, to be held and made available by OTR.

  
Deputy Director of Personnel  
for Recruitment and Placement

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Recommendations

1. The Deputy Directors should be briefed twice annually on the EEO program. This will afford them an up-to-date overview of the program and give them an opportunity to compare the performance of their directorates with the others.

2. The Office of Personnel has developed a series of recruitment innovations which are described in paragraphs 6, 7, and 8 of the CY 1971 EEO Program Report. They represent a departure from previous practice and deserve your endorsement. Briefly recapitulated, they are: (a) hire a full-time minority recruiter who is a black; (b) invite black co-op officials to the Agency for briefings on our mission and for talks with black professionals here; (c) establish a panel of senior O/P, OMS and O/S officers to meet with black professionals and educators periodically in order to enhance their awareness of black culture and values; and (d) induce qualified black professional applicants to accept Agency employment through guarantees for graduate level education following a successful period of employment.

3. In order to assure support for the program at a high enough level in the directorates, the Deputy Directors should be briefed on their respective programs by the officer charged with the program responsibility. They should ascertain that the latter is senior enough, has enough access to the facts and in a position to take appropriate action. I am not sure that this is now the case in certain of the directorates. Reference here is not to the grievance aspects of EEO but to a positive program of actions that may be taken in a directorate. I should like to meet with each of you to discuss this since the ambience and requirements for each of the directorates differ.

4. The NPIC EEO program represents a prototype of the kind of upward mobility technique for lower salaried black employees that may well have some application elsewhere in the Agency and I recommend that other components particularly those with a substantial black population be exposed to it in briefings.

5. Likewise, the CS has developed a series of mechanisms to upgrade the role of women and to heighten their sense of participation in its work. Not only are women appointed to various panels and boards, but referents have been appointed in the area divisions and staffs to review the careers of women employees and make recommendations for reassignment and training. Women also have been appointed to serve on Personnel Management Committees. There may be appropriate application of this technique in other directorates and I recommend that this possibility be seriously considered and briefings arranged.

6. Since the recruitment of black professionals is the linch pin to desired changes in the Agency profile, the Executive Director-Comptroller should talk to the next convocation of Agency recruiters in Washington.

The Deputy Directors should find an early opportunity to raise the need for a sustained recruitment drive for black professionals with their office directors/division chiefs. Some office level components have no black professionals. (Some subordinate components have no black employees at all.) It is recommended that the Deputy Directors require subordinate offices to survey their component to identify those positions for which black professionals would be acceptable.

7. Carefully re-examine the validity of the OMS administered aptitude and psychological testing to determine if it needlessly discriminates against prospective minority employees. I recommend that a study group be charged with this. The latter might well look into the processing of minority candidates through the security and suitability for employment mechanisms now employed by the Agency, to determine the existence of unintentional discrimination.

8. Show, on a selective basis, in OTR and through O/P, a series of films recently produced dealing with discrimination against minorities. Several are excellent and deserve an audience.

9. Appoint a black professional placement officer as one of the four now in place in the O/P.

10. BRIEF APPROPRIATE CAREER SERVICE BOARDS  
AND PANELS ON EMPLOYEE AIMS.

EEO Program Report, CY 1971

1. Background. I have experienced some difficulty in preparing this report for you. An uncomfortable impression that I developed at the outset, which still persists, but to a lesser degree, is that we may not have a program at all, but rather, a group of disparate, loosely coordinated and unfocused efforts which, however well meant, cannot legitimately be termed an Agency program as such. Many people are not aware that an EEO program exists in the Agency. Others tend to characterize it purely in narrow terms of the grievance process. Perhaps this is because the only reference to the program at the Agency level appears only once each year and focuses on complaint counseling. Still others are familiar with and support some of the component level EEO programs but regard the overall effort as well meaning but passive.

2. This is not to say that we should in any way fail to give full marks for the very commendable efforts of individual components like NPIC and IAS which have substantial black personnel management and black recruitment problems and are doing something about them. Nor is it to suggest that the Office of Personnel has not pressed on with both energy and imagination in its black professional recruitment efforts. What the above does say is that there is not an adequate awareness at all levels of the Agency's EEO policy and without it, any effort to recruit more blacks, or to upgrade those we have on board, or to better the position of women may not be as successful as we'd like it to be.

3. The EEO program in CIA has two dimensions. The first essentially concerns grievances and is the subject of an annual notice to all employees which describes a method of informal counseling for resolving EEO problems. It also sets out special grievance procedures and identifies by name EEO Counselors and EEO Officers in the various directorates. This represents the only visible and publicized aspect of the EEO program at the Agency level. Informal counseling by EEO Counselors, who are otherwise full-time personnel placement officers, apparently has proved effective in resolving the few complaints of discrimination at the grass roots level that have been lodged by Agency employees in recent years. In fact, only one complaint has ever gotten to the General Counsel level in the Agency. Although the counseling and grievance procedures set up for EEO purposes are an important part of any EEO program, the more positive aspects of the Agency's efforts noted below have deserved and received much greater attention.

4. The second element of the EEO program is represented by a broad spectrum of activities by the various components conducted on a decentralized and decidedly low profile basis which in the aggregate constitute a positive EEO program. More often than not, they are carried out without an EEO label.

Perhaps the best example of this is NPIC's "Opportunities Program" which is clearly designed to develop EEO-type job opportunities, through training, for lower grade black employees. It is a new and very commendable, but as yet, unproved part of a broader NPIC program. It need not bear an EEO tag but it could do so proudly. Other components, which similarly have relatively large numbers of black employees, like the new Information Processing Division of the DDP and the Central Reference Service of the DDI do not have positive EEO programs but maintain that their administration of personnel is done on the basis of absolute fairness and objectivity in the training, reassignment and promotion of all employees regardless of origin, and from what I know of these components, I have little reason to question the latter.

5. During the past few years we have witnessed a change in the orientation of EEO programs in the U.S. Government from one of almost total concentration on the black minority to one that shares a concern for opportunities for women. In CY 1970 fairly significant emphasis on improving career opportunities for women has developed in the CS and to a less visible degree in the other directorates, with indications that this represents a trend which Agency management should take into account. There has been a demonstrable discrimination against women in this Agency and a continuing effort must be made to avoid it in the future. There are encouraging signs that this is becoming more broadly recognized. Our approach to this problem differs from our approach to black employment in all essentials.

6. The Agency EEO Program at the End of 1971. Equal Employment Opportunity programs during CY 1971 continued to make modest advances in the areas of minority employees and women. The profile of black employees remained, as it has for years, at approximately 5.1 percent of the Agency population. Black employees who have achieved middle level professional status (GS-9 and above) in the Agency by virtue of promotion from within or by recruitment at professional levels are still discouragingly few despite a recognition some years ago of the need to bring more qualified black employees into the Agency. A much more intensive recruitment effort is now in its second year but has produced few black professional employees, despite the introduction of new recruitment techniques and higher priorities. The co-op program in the Agency has been exploited belatedly but much more vigorously in the last year as an EEO vehicle for black recruitment but will produce only a handful of prospective employees over the next three to four years if recent experience with it is any indication. It is recognized by all concerned with it that some new departures in the recruitment process are now very much in order. By year's end the Office of Personnel had already taken or was prepared to take actions which represent concrete and explicit ways to break out of the impasse in which it found itself. It plans to hire a full-time minority recruiter who is himself a black, as well as appoint a black placement officer. It plans to bring to Washington as guests of the Agency a select group of black co-op officials who will be briefed on the Agency's mission, talk to the only two black co-op students now on board as well as black

professional employees and see for themselves the professional environment in which black co-op students would work -- with an eye to having them influence the job choices of their students. The Office of Personnel is also planning to establish a panel of senior OP, OMS and OS officers who will be exposed to knowledgeable black educators to enhance their awareness of the cultural background, career expectations and attitudes of black college students. This coupled with a current recognition by senior Office of Security and Office of Personnel officers of the need to re-examine the overall security evaluation process as it relates to minority candidates for employment will, hopefully, lead to more effective and realistic assessments. There is also, in my view, a need to re-examine the validity of the OMS-administered aptitude and psychological testing program to determine if it needlessly discriminates against prospective employees coming from a black culture and black schools. I have already begun informal discussion with OMS and OP on this.

7. The Director of Personnel is prepared to request the allocation of funds for external training for qualified black employees in programs leading to graduate degrees in various disciplines. The principal purpose of such an arrangement for a prospective black employee would be to induce qualified applicants to accept employment with the Agency, with the understanding that Agency-sponsored training could be guaranteed certain new employees after the satisfactory completion of a year or so of employment. This arrangement represents a brand new edge which our recruiters now lack and which, hopefully, would provide critical leverage in situations where we need to match similar offers being made by universities and talent scouts for private industry. I have come to the conclusion, as my predecessor had, that the only way to change the Agency image with regard to minority employment is through intensified recruitment of black professionals. Non-professional black employees are on the whole being managed reasonably well and the great majority have made progress commensurate with their abilities and education, according to studies made by OP during the past year, with which I am inclined to agree. Aside from upgrading these black employees now on board through training and counseling, it would appear then that recruitment represents the only viable way, in the foreseeable future to effect the Agency minority profile.

8. This raises the question of how best to exploit the new departures in recruitment that are near the implementation stage. You are aware that the middle level bureaucracy, despite a commendable college try, cannot be expected to carry the whole load in efforts of this kind. We must find a way to use the whole organization. If we are successful in enlisting much broader organizational support for this purpose, it will help to solve one of the problems facing the Office of Personnel, i.e., the less than committed and sometimes capricious attitudes of components reviewing files on black applicants. OP now requires an explanation and a well-documented applicant file in cases where components turn down minority applicants, but this has not as yet had much effect one way or another. I propose that after further study of how best to broaden the

recruitment base for minority candidates, that at an early date you personally appeal to the Deputy Directors and set in motion a series of arrangements which will ultimately produce data on young black professionals whom Agency officers can approach, under OP aegis, for recruitment consideration. I am convinced that much greater use can be made of the multiplicity of contacts that Agency officers have, or can develop, with blacks. The Agency must apply the same creativity, imagination and ingenuity to this challenge as it has traditionally brought to others. For a recruitment program to succeed everyone in the organization must understand that it has the active support and sponsorship of top management. Unless it is understood to be everyone's concern, it will not be achieved. This raises a question of guidance from you on just how visible the positive EEO program in the Agency might be.

9. Highlights of directorate activities which are recorded more fully in the attached reports from EEO officers are noted in the paragraphs below.

16. Complaints of Discrimination in 1971. With regard to complaints, only four individuals sought the help of EEO Counselors during the year. Three of them accepted the advice of their Counselors to seek redress through normal management channels or were otherwise persuaded that their complaints were not valid. The fourth, an NPIC employee, registered a complaint of discrimination with a Counselor in November 1971 and later decided to seek redress through IG channels. An unresolved case, involving [redacted] a black employee of the DDI, who filed a formal complaint in CY 1970, has as yet to be concluded one way or another and must be considered dormant.

17. EEO Trends. There is one trend in personnel management that seems to have taken shape during the past year and that is the systematic assessment of individuals in the longer term and identification of ways to broaden their interests and capacities. The way in which this is being done is different in each directorate, but the fact that it is being done, particularly for the minority employees and females, is important in itself. The various arrangements that have come to my notice in recent months are distinguished by their forthrightness and are certainly an encouraging development.

18. A few more women are being sent to management courses, and more are being named to personnel career boards and personnel management committees than heretofore. We should continue to stress that when black employees of appropriate grade and qualification can be identified, they too should be sought out for similar training and appointments. The individual line components must be encouraged to take the initiative to do this.

20. The Office of Personnel should be credited with a commendable exploitation of the institutional personnel management system for positive EEO program purposes. For example, it will continue to select at random and review the Agency work records of individual members of minority groups. The Director of Personnel will recommend specific training or reassignment actions whenever it appears that their skills and qualifications are not being fully developed or utilized. Reviews were completed.

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for approximately percent of our professional and 40 percent of our non-professional employees by late August 1971. It is expected that the review of all city employees will be completed in CY 1972. The degree to which corporate EEO Officers can become meaningfully involved with the Office of Personnel in this endeavor represents an area into which I will soon inquire. It has been responsive as well to related Civil Service program proposals which include an increase in co-operative work-study arrangements with Negro colleges, and a third experimental program in clerical recruitment and training (from inner-city black areas). It goes without saying that the Office of Personnel has truly intensified its program to recruit black and female professionals. I have personally reviewed their black recruitment efforts and have been in continuous consultation with Harry Fisher, [redacted] and their principal subordinates on how we might make them pay off. The initiatives cited in paragraphs 6 and 7 of this paper are evidence, I believe, of a renewed determination.

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21. Black Statistics. As I have already noted, I believe subject to further inquiry, that black employees in CIA today generally occupy positions consistent with their ability and education. Over a period of 13 years their average grade has increased slightly from 4.75 to little more than 6.4 (no doubt influenced to a degree by creeping grade inflation throughout the Federal service). The percent employed under the GS schedule has increased from 63.5 percent to over 80 percent in 1971 and the tiny group of blacks in the professional ranks with grade GS-11 or higher has increased from seven in 1958 to 50 in 1971.

22. Blacks hold 15.2 percent of 2.6 million civilian jobs in the U.S. Government, a higher proportion than their 12.9 percent of the population would seem to warrant. In the 12 Cabinet departments in the Executive side of the Government over 26 percent of the employees in the Department of Labor are black; 21 percent in HEW; 12.9 percent in the Department of State . . . and 5.2 percent, the lowest, in the Department of Interior. The Agency percentage is now and has been about 5.1 percent for some years. This represents a static situation of long duration which we continue to face. The latest statistics available on black employment in CIA reveal that as of 30 May 1971 there was little change in profile. I have asked for statistics through 31 December 1971 and will forward them to you as soon as they are available.

23. The black professional recruitment scoreboard for the period July - December 1971 is as follows:

-- approximately 250 recruiter contacts with possible prospects.

-- from these 44 completed applications were received and of these about half were canceled for a variety of reasons. The remainder are in some stage of consideration. A total of three black professionals entered on duty. The Office of Personnel fervently hopes that a similar number can be acquired by 30 June 1972.

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