

Report of
Management Survey
OFFICE OF TRAINING

1.

13 JAN 1955

TO: Deputy Director (Administration)

SUBJECT: Report of Survey of Office of Training and Request for Approval of Table of Organization

1. PROBLEM:

To determine the proper organizational structure for the Office of Training, the logical distribution of responsibilities and appropriate delegations of authority, and the man-power requirements; to recommend an operating concept for such organization; and to relieve the Director of Training of unnecessary administrative and operational details.

2. FACTS BEARING ON THE PROBLEM:

- a. The Director of Training requested the Management Staff to find ways by which he could reduce the amount of paper work and administrative detail which were consuming his time and that of his Deputy Director.

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- 25X1 b. An examination of the structure of OTR and the distribution of functional responsibility showed twelve independent staff, training and support elements - [redacted] each responsible solely to the Director for direction and coordination. Training elements were organized according to courses rather than basic fields of interest. Certain support and administrative elements had no directing and coordinating head below the Director. Other elements in the structure were of insufficient importance and size to justify their position as individual entities. Too many elements were concerning themselves the [redacted]. There were published functional responsibilities but no corresponding delegations of action authority in routine matters. The structure provided no possibility for a secondary line of command.
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- c. An interim report to the Director of Training, dated 22 June 1954, pointed out the foregoing and proposed a more appropriate organizational structure. It was recommended that the proposed structure, and the concept of its operation, be approved by the Director and that the survey be extended to include the preparation of functions, the distribution of positions, the justification of manpower requirements, the study of the proper relationship between the several elements of OTR and [redacted] itself and any other phases necessary to accomplish the reorganization. A copy of this interim report was forwarded to DD/A.
- d. The Director concurred in the recommendations of the interim report and the survey was continued. The Director selected key personnel to staff the proposed organization and began conversion to the new structure. Informal reports were given the Director as the survey of each element was completed.
- e. This final report is intended to serve as:
- (1) A request to DD/A for approval of the proposed organizational structure and T/O distribution.
 - (2) A final report to the Director of Training on the results of the survey of his organization.
 - (3) A management tool for use within OTR in completing conversion to the proposed structure and the concept of its operation.

3. DISCUSSION:

- a. The Office of Training has, in the normal process of development, gone through several reorganizations. At the beginning of this survey the structure consisted of twelve independent staff, training and support elements [redacted] each responsible solely to a Director - Deputy Director - Executive Officer complex for direction and coordination. Further, the training elements were not organized according to logical fields of interest. This structure appeared to be neither practical nor expedient for an organization of the scope and complexity of OTR. The proposed organization (Tab I) reduced the training elements to four, each having a clearly defined field of interest. All support and administrative activities are made the direct responsibility of the Executive Officer, as Chief of

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the Support Staff. The Plans and Research Staff is attached directly to the Office of the Director to serve in an advisory capacity. This proposal will provide the Director with a strong secondary level of command in the persons of his Executive Officer, representing all support and administrative activity, and the Chiefs of the four training elements, each representing a specific segment of the overall training responsibility. Functional statements prepared for each element define its responsibilities and, with the delegation of corresponding action authority in routine training and operational matters, the Director can free to give his full attention to matters of policy, overall direction and planning.

- b. The Director of Training concurred in the OTR organizational structure and functional distribution proposed herein, based on a preliminary survey and the interim report, dated 22 1954. The organization has been shifted to conform to the proposed structure; personnel have been selected for the key positions; staff, clerical and support positions have been reassigned in accordance with the proposed T/O distribution. Proposed channels of command and coordination required in the new concept have been agreed to and key personnel have been instructed on these points. One major step remains to be taken, namely, the announcement by the Director of the necessary delegations of action authority to his key personnel in the secondary level of command and their redelegations to Branch and Faculty levels, as appropriate.

c. Former T/O presentations for OTR have reflected a civilian ceiling of positions. This was misleading in that it implied that the operation of the Office of Training required the services of civilians, whereas, 130 of this number were attached to OTR for administration only. The 40 Career Development and 90 Junior Officer Trainee positions were not part of the necessary operating staff. Conversely, OTR has an authorized military T/O of positions which are necessary in the operations of the Office. Hence, an accurate presentation of the manpower requirements of OTR should reflect the sum of the civilian and military operating positions necessary to staff the Office, with supplementary statements to account for those positions for which the Director has only administrative responsibility. This presentation is based on this concept. Tab I is a reconciliation of the T/O and indicates the distinction between operating and non-operating positions. Tab II sets forth the recommended distribution of operating positions, civilian and military, to the individual elements of the Office.

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- d. Requirements for clerical, administrative and support type personnel can be determined from experience with similar activities in other organizations. There are at present no factors by which to calculate the manpower requirements of training elements. The proposed T/O for these elements is based on an evaluation of the courses to be conducted, their frequency and duration, the number of actual classroom hours required from instructors, the portion of instructor time required for preparation of material, and other factors pertinent to the particular element and its type of subject matter. The T/O proposed herein and the distribution of positions to the several elements are realistic and will provide a staff to discharge adequately the responsibilities now placed on the organization, provided that all positions can be filled by competent persons. It is recognized that there are now, and may continue to be, many vacancies, especially in the training elements where extensive knowledge and experience with the principals, techniques and operations of the clandestine services are primary requirements in the selection of instructors.
- e. It was difficult to establish workload estimates in the training elements. OTR, in attempting to fulfill its mission, obtains statements from the operating components of the Agency concerning their training requirements and their estimates of the potential students in each category. Returns are processed and, where there is sufficient justification, courses are prepared and scheduled. All too frequently, it is not feasible to conduct classes because of insufficient student enrollment. This situation causes the Office to dissipate its resources needlessly. There is need for a firm Agency policy, supported by implementing directives, which would define the specialized training which the Agency considers necessary for each category of position in the various major fields of Agency activity or as a prerequisite to overseas assignment, with some means devised to provide a reasonably uniform flow of students through the training process.
- f. OTR continues to be handicapped by the lack of qualified personnel to staff its instructor positions. It seems obvious that only the most capable and experienced operators are qualified to train the younger and less experienced people on whom the Agency must depend. It appears, as a logical conclusion, that such qualified people should be freely available to OTR, as required, either for temporary duty or by rotation, in order that their experience and knowledge may be utilized in the development of trainees. An Agency policy, with implementing directives, on this subject would assure a much more productive training staff.
- g. This report is intended to serve a multiple purpose. It is a request for DD/A approval of the proposed structure and T/O for OTR. It is also a final report to the Director of Training.

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on the survey of his organization. Since the Director has concurred in and implemented most of the recommendations of the Management Staff, the general report, and its recommendations and tabulations (Tabs I, II and III), are restricted to proposed organization and T/O aspects. Tabulations A through P, as indicated by the Index to Tabulations, are applicable to the individual elements in the proposed OTR structure and are intended, primarily, for use within OTR in correcting certain deficiencies disclosed by the survey, in implementing the recommended reorganization and in establishing the channels of command, levels of authority, and inter-relationship of elements envisioned within the new structure. Each tab, A through P, consists of four sub-tabs, e.g.:

- (1) Organization Chart - internal structure, if any, of the element.
- (2) Detailed T/O of the element showing position title and requested grade.
- (3) Functions assigned to the element.
- (4) Comments and recommendations pertinent to the particular element.

4. CONCLUSIONS:

- a. The Office of Training, because of the scope and complexity of its activity, can not operate at its potential effectiveness without a reorganization which will provide a logical group of training and support activities, a secondary level of command, proper channels for the working level resolution of routine operating questions, inter and intra-coordination at working levels in training and support matters, clear channels for the direction of the and for the delegation of action authority comparable to the functional responsibility assigned to the major element

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- c. In order to realize the full benefits of the proposed organization, it will be imperative that the Director of Training:
- (1) Announce a clear delegation of action authority in routine matters to his secondary level of command (Chief, Support Staff, and Chiefs of the four major training elements), with any limitations where redelegation to lower levels is not deemed advisable.
 - (2) Require that the Plans and Research Staff function in an advisory capacity to the Director and refrain from assuming any command or directive attitude.
 - (3) Require his personnel to carry on the affairs of the Office through prescribed channels only, in order that normal operational problems may be resolved at such lower level as may be appropriate within the delegations of authority and thus relieve the Director of unnecessary personal interruptions and operational minutiae.
 - (4) Require that his key personnel assume and exercise authority comparable to the responsibility of the positions to which they are assigned.
- d. The T/O presentations of OTR should reflect the true operating requirements of the Office, both military and civilian. Any positions assigned to OTR for administration only should be reflected separately. At present this category includes ninety (90) civilian slots assigned for the appointment of Junior Officer Trainees and one hundred fifty (150) military slots assigned for the placement of Agency personnel and trainees called up for military service. This category formerly included forty (40) civilian slots assigned to the Office for the placement of Agency careerists taking advanced training, generally at outside facilities. These later slots are currently in the process of transfer to AD/P and their accounting will not appear in the future as a responsibility of OTR.
- e. The OTR T/O of [] operating positions proposed herein [] and [] is necessary to the operation of the Office under its present commitments. The distribution of these positions to the several elements of the Office is realistic and is in proportion to their activities and functions.
- f. The Office of Training is not utilized to its potential capacity and is unable to pre-determine accurately its training schedules because of the lack of firm overall Agency policies and implementing directives on the subject of required training for various categories of Agency service and assignment.

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- g. There is, and may continue to be, a number of vacancies in the OTR T/O, especially in the training elements. Successful and experienced operators, particularly in the clandestine services field, are needed to staff the training elements if trainees are to be given the maximum preparation for their careers. So far, such personnel have not been made available in adequate numbers.

5. RECOMMENDATIONS:

It is recommended that:

- a. The proposed organizational structure for the Office of Training (See Tab I) be approved.
- b. The proposed T/O for Office of Training (see Tabs II and III, and sub-tab 2 of Tabs A through D) be approved, subject to later position and grade classification action by AD/P.

(OTR states that approval of this proposed T/O will not require an increase in the present budget allotments for OTR)

- c. The need for Agency policy establishing firm and uniform Agency-wide training requirements for personnel operating in various categories of activity, or as related to specific assignments, be made a primary matter for study by all major Agency components in order that maximum benefit may be obtained from the operation of the Office of Training.
- d. The basic need of the Office of Training for the most capable and experienced operating personnel from the several fields of Agency interest who can serve as instructors be brought to the attention of all Agency Career Service Boards and means be devised by which such persons shall be made available to OTR on an orderly rotation basis.
- e. D/TR, upon notification of DD/A concurrence in Recommendations 5a and b above:
 - (1) Inform key and subordinate personnel concerning the new organizational structure, command levels and channels, functional responsibilities of elements, and the concept of operation under which the Office will function.
 - (2) Announce the delegation of action authority in routine operational matters, to the secondary level of command, with such limitation against re-delegation to lower echelons as may be deemed necessary, and assure that key personnel are prepared to assume such responsibility.

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- (3) Require that affairs of the Office be carried on through prescribed channels only, both as to directives from the Director to lower echelons, and to matters being processed upward from the working levels.
- (4) Take appropriate action on the comments and recommendations pertinent to the individual elements of OTR, as set forth in sub-tab 4 of Tabs A through P.



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Chief, Management Staff

TABULATIONS:

Index to Tabulations
Tab I - Organization Chart
Tab II - T/O Reconciliation
Tab III - Distribution of Positions
Tabs A - P (1 - 4) Reports of Survey

CONCURRENCE:



JAN 14 1955

Director of Training
MATTHEW BAIRD

Date

ACTION BY APPROVING AUTHORITY:

APPROVED:

Deputy Director (Administration)