

5 May 1956

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT : Inspector General's Survey of the Office of Operations

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1. For the sake of convenience and because of the semi-autonomous nature of the three divisions composing the Office of Operations, this survey has consisted of four parts: (1) Foreign [redacted] dated 19 November 1955; (2) [redacted] dated 2 February 1956; (3) [redacted] Division, dated 30 April 1956; and (4) the present attachment, which is an inspection of only the immediate Office and staffs of the Assistant Director for Operations.

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2. Copies of the attached have been provided to the DD/I and the AD/O through the DD/I.

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[redacted signature block]

Lyman B. Kirkpatrick  
Inspector General

cc: DDCI  
DD/I  
AD/O thru DD/I  
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I. PURPOSE, SCOPE AND SUMMARY

A. The world-wide mission of the Office of Operations (OO) is founded on the valid belief that the major part of foreign intelligence is obtainable from overt sources. The inspection of this Office was begun in September 1955 and has included all overseas [REDACTED] offices, and Headquarters.

B. In view of the present organization of the Agency, the administrative location of OO is correctly placed under the Deputy Director for Intelligence. The charter of the Office, defined in Agency Regulation [REDACTED] dated 9 December 1955, amply reflects the responsibilities assigned to CIA/OO in NSCID's 6, 7, 14, and 16. In implementing this charter the organization of OO is effective and well balanced in terms of personnel, mission and functions. The categories of responsibilities do not overlap and there is no duplication of effort. The three divisions, two staffs and Field components (see attachment A) is a logical arrangement and no organizational changes are recommended in this report.

C. The AD/O is satisfactorily performing his assigned responsibilities and has delegated in a clear manner various of his functions to his chiefs of divisions and staffs. The money obligated to carry out the mission of the

[REDACTED]

by [REDACTED] While OO is one of the largest offices in the Agency, it is not believed that its present on-duty strength or the cost of intelligence produced are excessive. Conclusions reached during this survey are that the information

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obtained by the various methods at the command of OO is of value and should not be reduced in scope or coverage.

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D. [REDACTED] on 1 January 1956 had [REDACTED] employees.

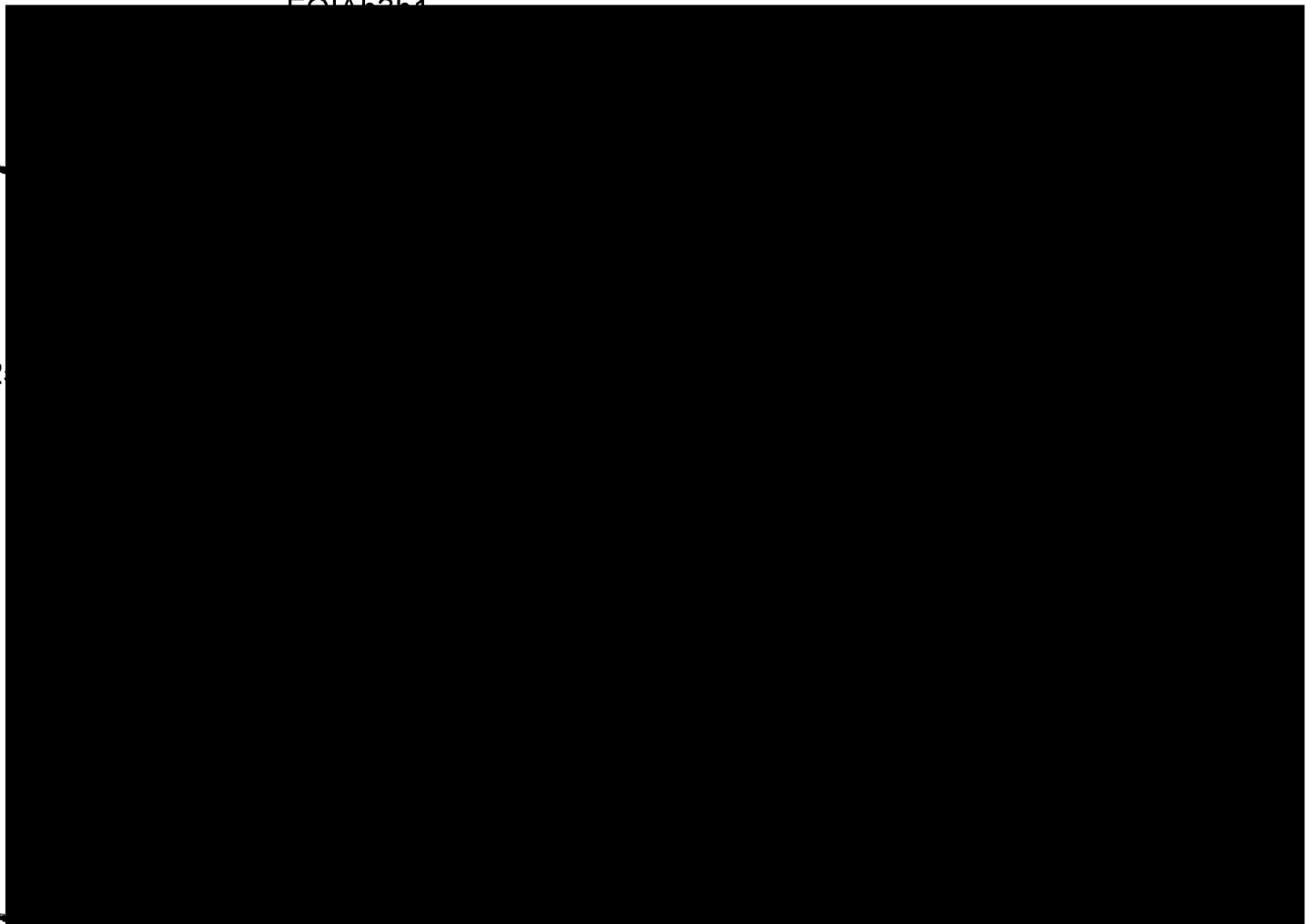
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It obligated [REDACTED] in FY 1955 for information translated and abstracted from more than 98,300 newspapers and journals. The issuances of [REDACTED] were generally satisfactory to the users, although during the inspection of the Division, there was room for improvement with respect to selection and treatment of materials available. The tendency has been to publish too much and to abstract information rather than to follow the harder but more effective procedure of translating verbatim selected items of unique value to intelli-

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Agence analysts.

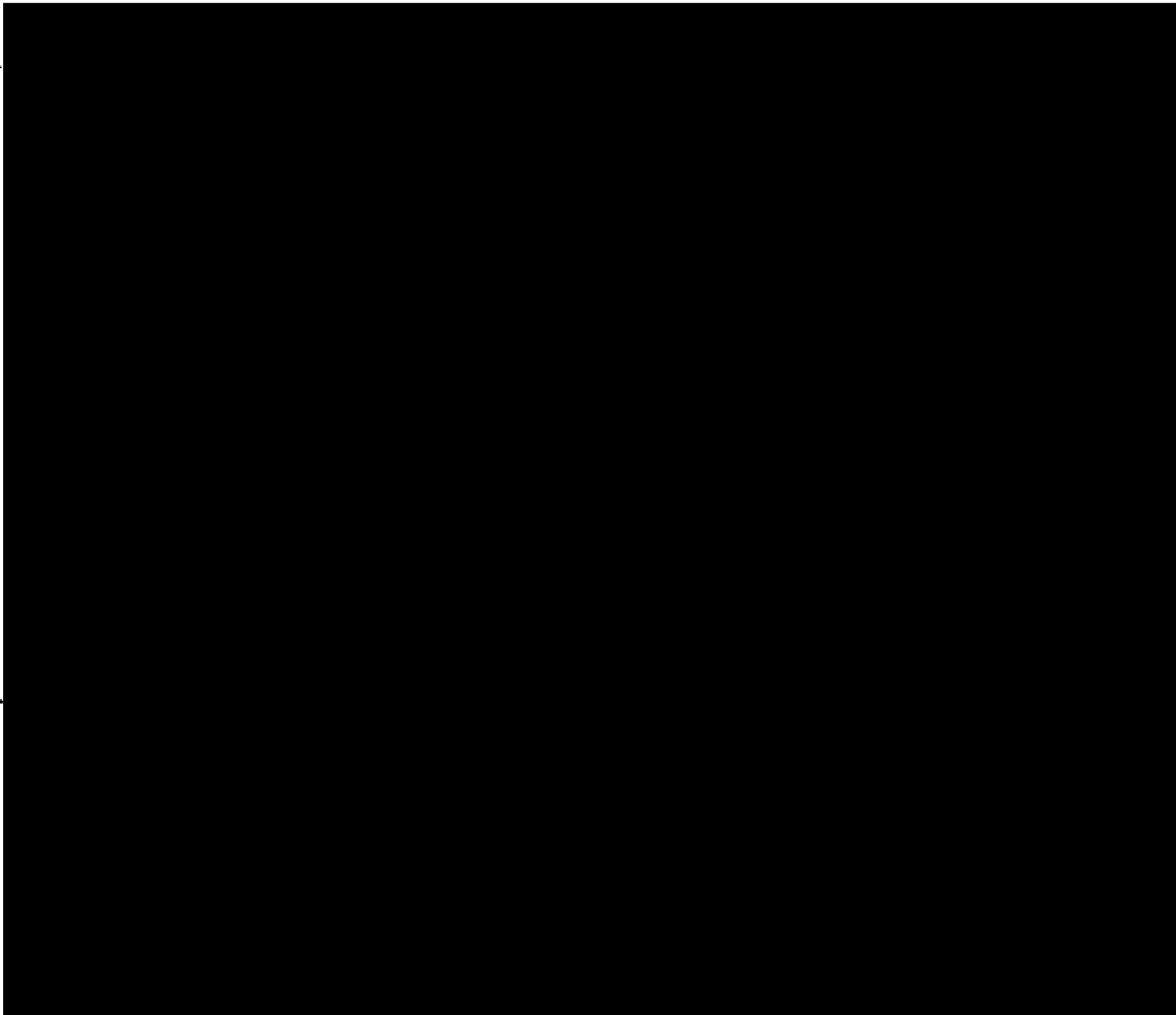
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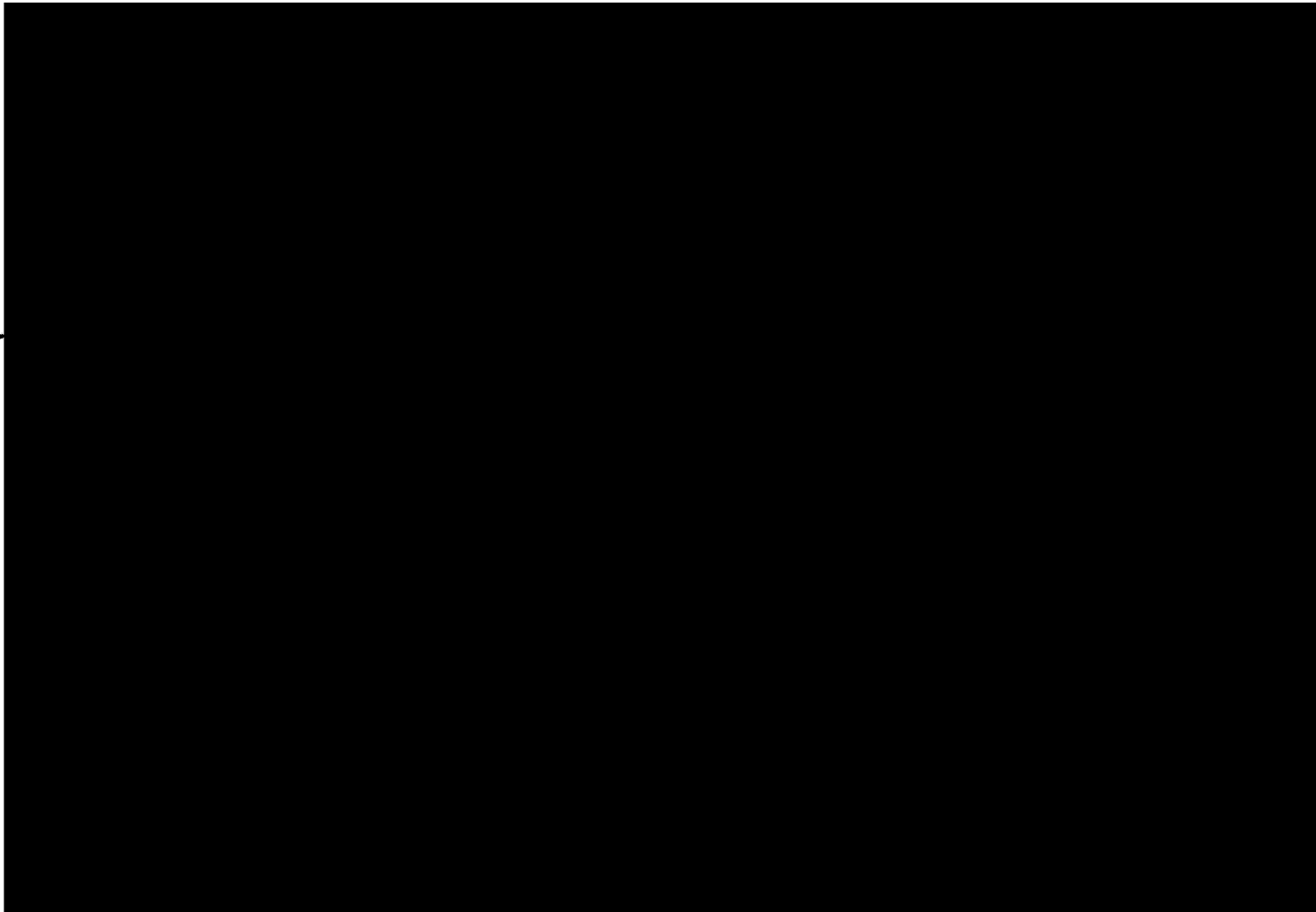
H. Supervision in OO in terms of accomplishment has been good. Conscientious efforts have been made by the three division chiefs to assign employees properly and otherwise be personally concerned with their individual interests and professional welfare. Fitness reports are carefully done and discussed with the persons concerned; promotions follow the average pattern of the Agency; and some training opportunities are made available to personnel generally.

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I. In the field of career planning, however, the Office is deficient. In fact, the policy decision of the OO Career Service Board is opposed to what it calls "mass production career plans." This decision does not uphold either the spirit or letter of the Agency's Career Service. The OO Board appears to regard long-range planning for its personnel as a static function in that when once a plan is put in writing it becomes a rigid, unchanging document which, if not carried out, will have far-reaching demoralizing effects on the Office. This is an erroneous position.

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L. During the course of this survey the inspectors have had excellent cooperation and assistance from all OO personnel contacted at all levels at Headquarters and in the Field.

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II. RECOMMENDATIONS

A. Employees in the Office of Operations should be more closely associated with intelligence production activities. The DD/I should require the following action:

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1. Attachment A of Agency Regulation [REDACTED] dated 15 December 1955 be revised by placing OO under the Intelligence Production Career Service of the DD/I;

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2. The AD/O delete the special career designations of the three Divisions [REDACTED] and OO/C) and assign Intelligence Production or Support Career Designations in accordance with the backgrounds, qualifications and desires of the personnel involved;

3. The OO Career Service Board come within the charter of the Intelligence Production Career Service (IPCS) Board;

4. The AD/O become a voting member of the IPCS Board; and

5. The DAD/O or a senior officer become a voting member of the IPCS Executive Committee. (See page 28.)

B. The Career Management Program in OO is inadequate and does not uphold either the spirit or letter of the Agency's Career Service. As corrective measures, the AD/O should insure that the following action be taken:

1. The OO Career Service Board should approve long-range career planning and should initiate career plans for selected individuals. It should also give clear indication that it intends to assist these individuals, and others as they are selected, to develop flexible career programs for at least a six-year period.

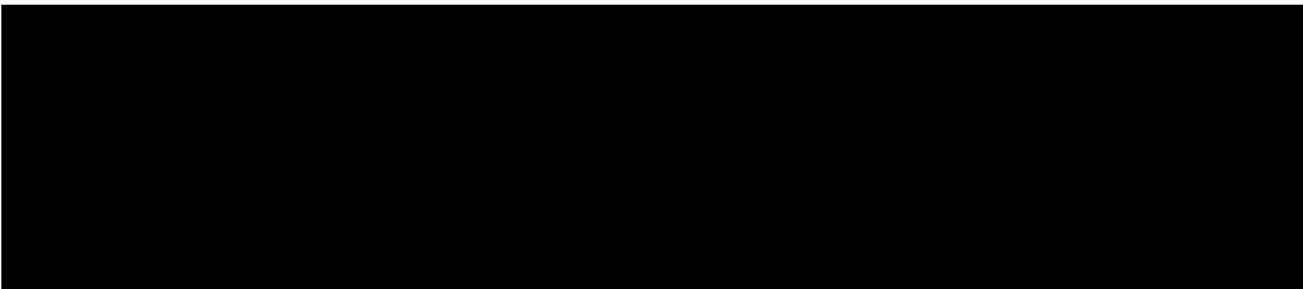
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2. The OO Career Service Board should have the services of the Chief of Planning and Coordinating Staff as the Executive Secretary (non-voting).

3. The Executive Secretary should conduct periodical meetings with the Executive Secretaries of the three divisional Career Management Staffs in order to insure (a) that the career plans, policies, and decisions made by the OO Career Service Board are quickly disseminated to appropriate personnel at the division, branch, and section levels; (b) that career planning is being accomplished in line with Agency and Office regulations; and (c) that minimum manpower requirements for each type of function in OO are being properly developed by the respective divisions. The Executive Secretary should also insure that career plans, in line with Office decisions, are being produced by members of the immediate staffs of the AD/O.


4. The OO Career Board should require the division and staff chiefs to emphasize that OO personnel may, without prejudice to themselves, change their career designations, if they so desire, to components not only in the DD/I, but DD/S and DD/P as well.

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D. The Planning and Coordinating Staff should be brought up to strength, preferably with an employee who has had broad experience in both Field and Headquarters assignments. (See page 14.)

E. The Chief of the Sovmat Staff should correct the deficiencies in the liaison functions of his component by the following:

1. Take the lead in setting up periodic conferences with interested personnel in the Agency and come to firm conclusions on requirements, costs, priorities, timing, and scope of exploitation requests;

2. Keep consumers informed, not only by memorandum, but by consistent liaison of objects collected by the Services and their exploitation programs;

3. Develop a system whereby Agency exploitation requirements submitted through the Joint Technical Intelligence Subcommittee (JTIS) are linked to the reports disseminated in CIA through the normal OCR channel; and

4. Bring to the attention of Agency consumers, more forcefully than has been former practice, unique Soviet materials in the possession of the Services which could be profitably exploited.

(See page 20.)

F. Provision should be made by the Chief, Sovmat Staff, for the

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IV. ACCOMPLISHMENTS

A. General

1. The management and organization of OO is designed to accomplish the task of overt collection in the most effective and economical manner. During Fiscal 1955 the office had virtually no vacant positions. It spent 25X1A1a in pursuing all of its activities. Of this figure, the relatively small amount of 25X1A1a was spent by the Assistant Director and his immediate staff for policy direction and supervision.

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2. The management and achievements of the three Divisions (25X1A1a and Contact) have been inspected individually and separate reports produced. With respect to these three components their location within OO is basically sound. In the main, the mission and functions are being satisfactorily implemented although in the field of personnel management and career planning, numerous weaknesses have been noted and recommendations for changes made.

B. Planning and Coordinating Staff

1. The functions of the Planning and Coordinating Staff, as defined by the AD/O, are as follows:

- a. Develop office policy and operational procedures;
- b. Coordinate the activities of the office with other CIA offices and outside agencies and departments;
- c. Recommend changes in organization and method with respect to intelligence issuances;
- d. Represent the AD/O as requested on inter-office committees which affect more than one of the divisions, such as

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matters pertaining to intelligence procedures, operational or collection problems, administrative policies, and procedures and Regulations; and

e. Undertake such other planning or coordinating functions as may be required by the AD/O.

2. The functions as outlined for the Staff are important for an office the size of OO. The assumption by the Staff of certain added responsibilities recommended in this report (see pages 31-32) will make imperative that the AD/O bring this Staff up to strength.

It is recommended that:

The Planning and Coordination Staff be brought up to strength by the assignment of an employee who has broad experience in both Field and Headquarters assignments.

C. Sovmat Staff

1. Origin and Authority

a. Approval by the DCI for the formation of a staff for the collection and exploitation of Soviet products for intelligence purposes was made in 1950. The staff duties with respect to this program were given to OO to administer and coordinate on behalf of CIA, the Department of State, and the Atomic Energy Commission.

b. In line with the overt activities of OO, the Sovmat Staff is not to analyze the information collected but to arrange for proper intelligence appraisal and issue reports in response to specific requirements. The only function originally associated with the Sovmat Staff which did not belong to it was the 25X1B4d analysis activity. The Office of Research and Reports (ORR) was correctly required in July 1952 to assume responsibility for this effort.

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2. Function

a. Few changes have taken place in the mission of the Sovmat Staff since its formation. Specifically, the functions are as follows:

(1) Integrate and coordinate requirements for items to be collected;

(2) Recommend action to obtain specific items calling on all collection facilities of the U. S. Government and CIA for assistance;

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(6) Coordinate these activities with those analagous to them in the IAC through channels provided by the Joint Technical Intelligence Sub-Committee (JTIS) of the Joint Intelligence Committee (JIC).

b. Cooperation with the Defense Department is of the greatest importance to the success of the Sovmat program. The Services believe that they have always had a certain priority of interest in this field. During both World War I and II they had programs designed to exploit information from captured enemy supplies, weapons, and equipment. These efforts, however, have been designed to meet the highly technical requirements of the

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Services, hence seldom contributed useful information to the intelligence community at large. The Defense program also had been almost entirely un-coordinated in that there had been no co-operative action in planning, acquiring, and exploiting products manufactured in enemy countries.

c. When the functions of the Sovmat program were first proposed, the Army representatives were reluctant to approve because they were fearful that CIA was going to take over a function which had long been theirs. However, in April 1951, the Armed Services Joint Intelligence Directive dealing with "captured enemy material" provided for the establishment of a component then called the Joint Material Intelligence Agency. The name of this Agency was later changed to JTIS and was established as a permanent subordinate component to the JIC. The mission of JTIS succeeded in formalizing relations between the Defense Department and CIA and enumerated

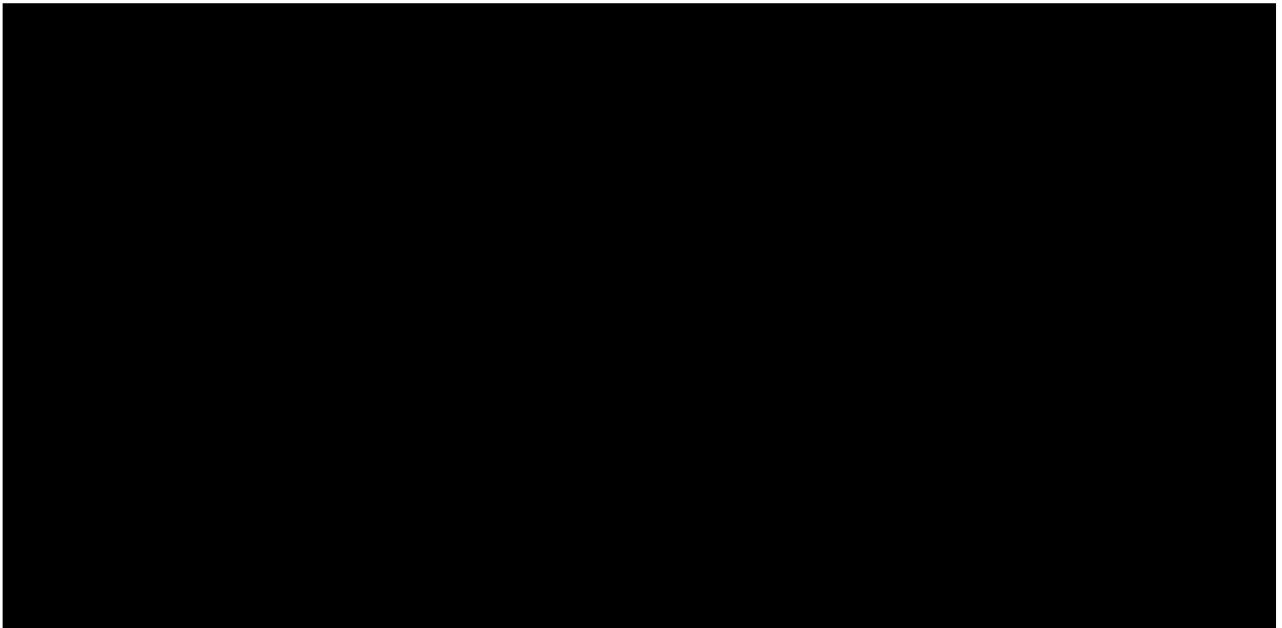
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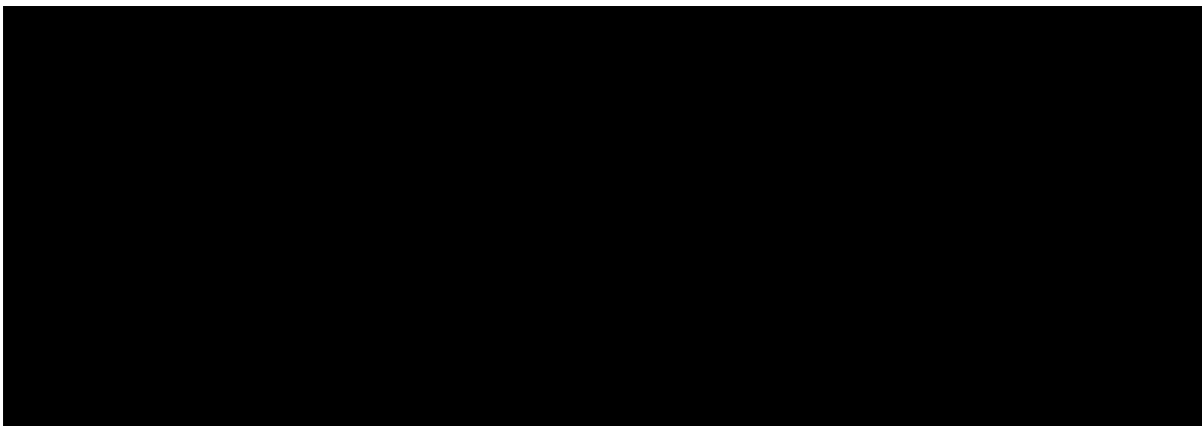
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d. Following the issuance of the Defense Department Directive, a formal agreement was reached with CIA in July 1952 for the inclusion in JTIS of an Agency "advisor" on matters of Sovmat interest who would be empowered to represent the interests, not only of CIA, but the Department of State and Atomic Energy Commission as well.

25X1C 3. Requirements



b. A loose-leaf Sovmat Guide Requirements publication is issued and revised once a year and more often if necessary. Old requirements are removed and new sheets are inserted. There are



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V. CAREER SERVICE PROGRAM

A. Objectives of the Office Career Service Board

1. The OO Career Service Board is composed of the AD/O as Chairman, or the DAD/O in his absence, and the chiefs of [REDACTED] and OO/C. The Chief of the Planning and Coordinating Staff is the Executive Secretary (non-voting). The Board meets once a week concurrently with the regular staff meeting. Minutes are kept of the pertinent discussions and decisions. The implementation of Board decisions is delegated as appropriate to the division and staff chiefs.

2. The mission of the OO Board is (1) to develop a "variously qualified and trained personnel;" (2) to identify the various categories of qualifications and training necessary to the development of "a corps of experts in the field of overt collection;" (3) to identify those types of positions and activities "which are common to the various office components in order to facilitate intra-OO rotation;" and (4) to provide "broader careers for Office personnel all of whom participate in the Office mission of intelligence collection."

3. The responsibilities of the individual members of the Board are: (1) to advise the AD/O on "personnel policy, planning, and the execution of programs having an effect on the careers of OO personnel ...;" (2) to ensure that OO personnel receive all possible benefits under the Career Program; (3) to implement the Career Service Program in accordance with the needs and functions of their respective Divisions; and (4) to consider personnel actions, inter-Office rotation or reassignment, recruitment and training requests, exceptional promotions, and promotions involving positions in Grades GS-14 and GS-15.



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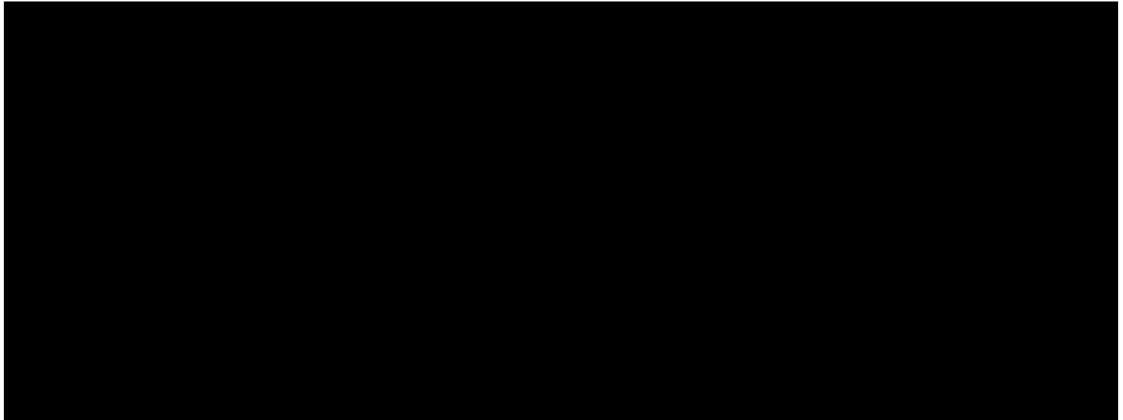
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It is recommended that:

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B. Career Management

1. In the surveys of the three divisions composing OO, numerous commendable qualities were noted with respect to personnel management and the conscientious efforts made by the three division chiefs to make proper assignments and otherwise be personally concerned with the individual interests of the employees under their respective jurisdictions.

2. Fitness reports examined during the course of this survey appeared to be carefully done and generally have been shown or discussed with the persons concerned. The FOIAb3b1 however, have felt some handicap in not having copies of such reports in their FOIAb3b1 files. The same decision was reached in Contact Division Field Chiefs' meeting in October 1955. The practice has been to file all the copies in Headquarters. Since the main purpose of a Fitness Report is to assist personnel to improve where they are weak, copies of such reports should be retained by Field supervisors so that they may better guide and develop employees under their supervision.

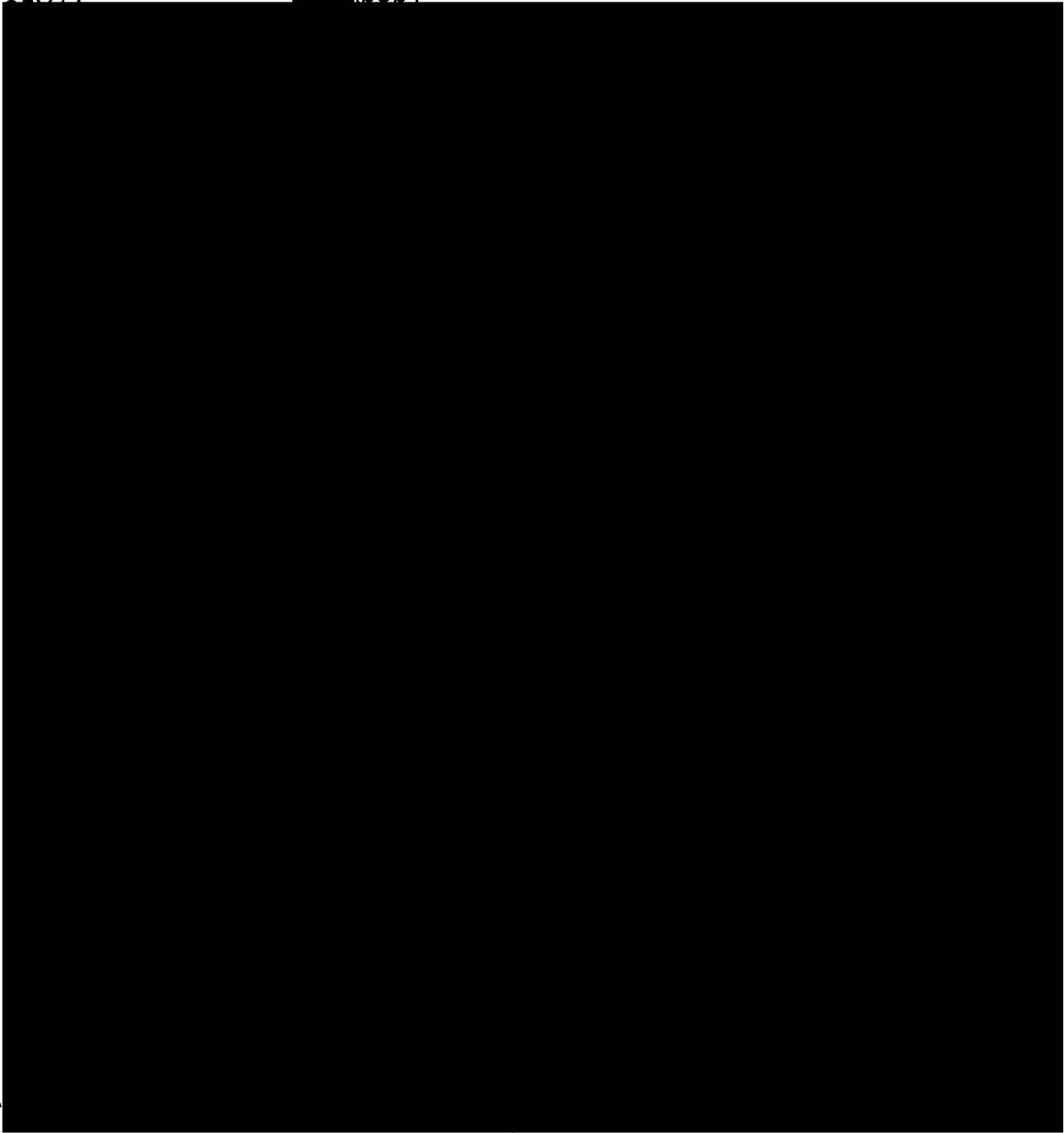
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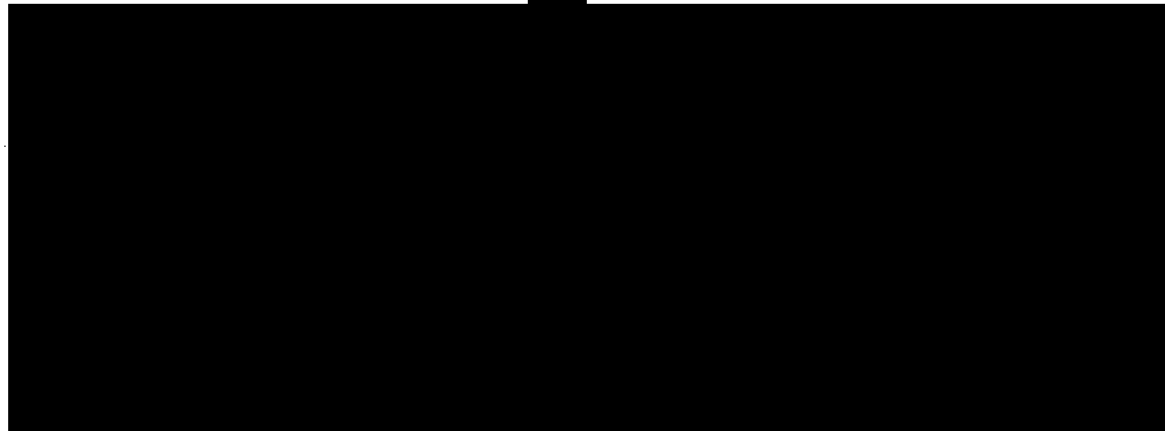
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3. The promotion policy in the Office follows a pattern generally comparable to that of other components in the Agency. Reference

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6. In the field of career planning, however, there was much criticism made by OO personnel. Decisions on rotations and assignments have been made largely on the basis of expediency. The Chairman of the Career Service Board has stated that consideration would be given to a career plan should any employee wish to submit one. Few OO personnel have been sufficiently aware of this offer to do much about it or have been reluctant to do so because it would give the impression of dissatisfaction. During FY 1955, for example, four such individual career plans were submitted from OO 25X1A divisions; all of them, however, had to do with entrance into the  Of the four, only one was selected.

7. The outstanding weakness in personnel management in OO is this lack of the orderly career development of personnel in line with well-conceived plans designed to improve an individual's capability to serve the Agency. The minutes of the OO Career Service reflect the view that career planning for all employees should not be done. This is an unsound position which does not uphold either the spirit or letter of the Agency's Career Service.

C. Conclusions and Recommendations

1. The OO Career Service Board appears to regard planning for its personnel as a static function in that when once a plan is put to writing it becomes a rigid, unchanging document which, if not carried out as conceived, will have far-reaching demoralizing effects in the office. The great majority of those who had received notices of membership in the Agency's Career Staff wanted to know, "What happens now?" Up to the time this survey was completed, OO personnel had not been asked what their interests were and had not been told whether any career planning was to be done on their behalf. Some planning, especially for that group of officers now members of the Agency's Career Staff, would certainly enhance rather than reduce morale.

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2. In the individual surveys of [REDACTED], recommendations were made for the formation in these divisions of Career Management Staffs (OO/C has such a staff) whose responsibility it would be to recommend to the OO Career Service Board action to be taken on the development of career plans for personnel within these components.

With respect to the career planning in OO,

It is recommended that:

(a) The OO Career Service Board should approve long-range career planning and should initiate career plans for selected individuals. It should also give clear indication that it intends to assist these individuals, and others as they are selected, to develop flexible career programs for at least a six-year period.

(b) The OO Career Service Board should have the services of the Chief of Planning and Coordinating Staff as a non-voting Executive Secretary.

(c) The Executive Secretary should conduct periodical meetings with the Executive Secretaries of the three divisional Career Management Staffs in order to insure (1) that the career plans, policies, and decisions made by the OO Career Service Board are quickly disseminated to appropriate personnel at the division, branch, and section levels; (2) that career planning is being accomplished in line with Agency and Office regulations; and (3) that minimum manpower requirements for each type of function in OO is being properly developed by the respective divisions. The Executive Secretary should also insure that career plans in line with Office decisions are being produced by members of the immediate staffs of the AD/O.

(d) The OO Career Board should require the division and staff chiefs to emphasize that OO personnel may, without prejudice to themselves, change their career designations, if they so desire to components not only in the DD/I, but DD/S and DD/P as well.