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Chief, Group A, Research and Planning Staff

12 August 1952

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Review of the CIA Career Service Program

- REFERENCES:
- CIA Reg. [redacted] "Personnel Evaluation" 1 August 1952
 - CIA Notice [redacted] "CIA Career Service Program" 19 June 1952
 - CIA Notice [redacted] "Steps in the Inauguration of the Personnel Evaluation Program" 1 August 1952
 - CIA Notice [redacted] "Personnel Evaluation" 1 August 1952

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1. A review of the CIA Career Service Program has been accomplished and the following comments are submitted.

2. The original problem as stated in letter from the Chairman, Career Service Committee to the Director of Central Intelligence (CIA Notice [redacted]) is to devise a Career Service Program that identifies, develops, effectively uses and rewards individuals who have the skills required by CIA; motivates them toward rendering maximum service and eliminates from the Service, those who fail to perform effectively.

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Thus, the objectives of the Program are:

1. To identify the skills required by CIA
2. To develop individuals in those skills
3. To effectively utilize skilled personnel
4. To provide for rewarding of skilled personnel
5. To motivate persons toward rendering maximum service
6. To eliminate from the Service, those who fail to perform effectively

3. To accomplish these objectives, two types of Boards were organized.

A. The first and top level Board is the CIA Career Service Board, composed of the following members:

- Deputy Director (Plans)
- Deputy Director (Intelligence)
- Deputy Director (Administration)
- Assistant Director (Personnel)
- Two Assistant Directors, each to serve for terms of six months
- Executive Secretary (non-voting)

Principal functions of this Board are: develop general policy; supervise and review functioning of Office Career Service Boards; establish and

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maintain an Executive Inventory; approve allocation of Rotation Loan Slots to Office Career Service Boards; supervise related Groups or Boards e.g. Hazardous Duty, Honor Awards, Professional Selection Panel etc., and prepare annual operational reports to the DCI. The Career Development Staff of the Personnel Office serves as the Secretariat of the CIA Career Service Board and in general will: recommend ways and means of improving the CIA Career Service Program; perform all Secretariat and Administrative functions including the maintenance of master files, transmitting recommendations and reports to the CIA Career Service Board, initiation and supervision of Program Improvement Studies, assisting Office Career Service Board's in effecting rotation assignments, submitting unresolved inter-office board problems to the CIA Career Service Board for resolutions, coordinations with Office of Training and acting in support of Boards established to handle specialized functions.

B. The second type of Board organized is the Office Career Service Board (one for each major office), composed of the following members:

- Assistant Director (or Office Head) ex officio
- Three or more Staff or Division Chiefs or comparable high level officials
- Secretariat (Administrative or Personnel Officer of Office concerned will perform staff support for the Board)

Principal functions of Office Career Service Boards are: serve as Career Program advisor to Assistant Director or Office Head; execute relevant decisions of the CIA Career Service Board; sponsor, develop and execute career service programs of Office concerned; review Personnel Evaluation Reports and proposed development for each individual in terms of training, assignment, advancement, rotation and promotion; recommend cancellation or continuance of career development actions; participate in development and execution of approved extra office rotation systems; submit semi annual Personnel Evaluation Report to sponsoring office on each rotation appointee; ensure that rotation appointee's receive promotion consideration; makes recommendations regarding working conditions and other employment considerations; reviews personnel input of Office with view to ensuring the acquisition of highly qualified versatile persons with long range potentiality; and supervise supporting groups as appropriate.

4. Although not specifically indicated in existing directives, the principal machinery or key element designed to launch the Career Service Program into operation is the Personnel Evaluation Program described in CIA Regulation [redacted] and CIA Notices [redacted]. Before commenting on the overall Career Service Program, therefore, a review must first be made of the Personnel Evaluation Program. Briefly, this program provides for an evaluation of each individual at the end of his first nine months of service with the Agency and annually thereafter and on other special occasions when required. Paragraph 2 of CIA Notice [redacted] states that this evaluation of the employee will be in terms of the requirements of the individuals current position and his potential for long term service with the Agency. Paragraph 5 A of the same directive indicates that each person must understand the responsibilities and requirements of his position; that such is an inherent condition of

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with his immediate supervisor any problems or uncertainty which obscures comprehension about his work; that this does not minimize the responsibility of the supervisor for ensuring that those whom he supervises are provided with full information about their jobs. Such policies establish clearly the fact that the employee will be evaluated in terms of the duties, responsibilities and requirements of his job and appraisals will be made concerning the person's performance of his major duties, his aptitude for the work, need for self improvement and potential for carrying greater responsibility.

5. Criticisms of the Personnel Evaluation Program

A. Although Personnel Evaluation Program directives delegate responsibility for fully understanding duties, responsibilities and requirements of jobs to both the employee and immediate supervisor, the assumption that under present methods of operation this delegation will be carried out represents the major deficiency of the program. Industry and government expend considerable effort in making certain that everyone understands just exactly what his job consists of. In industry, both very precise job analysis and evaluation programs and constant vigilance of Labor Stewards are continuously examining the job structure and job descriptions to keep them current. In government, both military and civilian job analysis programs are equally extensive to ensure that job descriptions are adequate and current. These programs are so important because the description of the job influences so many aspects of personnel such as training, placement, grievances, utilization, wages etc. It is the practice in both government and industry to provide considerable training for supervisory personnel in regard to analyzing jobs and preparing job descriptions. Within CIA, neither the supervisor or employee ever see a copy of job descriptions. Further, no job analysis training is ever given to supervisory personnel and though the supervisor is expected to guide, advise and develop his employees, he is unable to find any job standards for the jobs under his supervision, which would tell him what are the requirements of the jobs in question. The supervisory training program scheduled for October is aimed primarily at standardizing interpretations and educate supervisors as to the meaning of specific items in the Personnel Evaluation Report. While helpful, this will not be a major contribution in correcting major deficiencies.

B. Career Development programs for both executive type and rank and file personnel have recognized that the immediate supervisor is the base on which the program is founded. Further, they recognize that ~~the supervisor~~ to do a good job in isolating and recognizing training deficiencies, identifying need for homogenous and heterogenous occupational rotation, determining aptitudes required for successful work performance and estimating potential for carrying greater responsibility, the supervisor should have some personnel tools placed at his disposal. Specifically, he should be aware of the results of a testing program which is aimed at isolating aptitudes for work; he should understand the basic ingredients of how to conduct on-the-job training programs; he should have

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occupational information showing both vertical and horizontal job or career patterns and the requirements--in terms of education, experience, training, physical and mental for each job shown therein. By and large neither the Personnel Evaluation Program nor the Personnel Office at large, provides supervisory personnel with a sufficient number of these personnel tools to ensure satisfactory accomplishment of the career development mission.

6. Will the machinery thus set up accomplish the Career Service Program Objectives?

A. That aspect of planning in the Career Service Program which provided for such top level management to determine major policy and steer the program was excellent in every sense. Many programs launched on a solid foundation fall flat because top management did not back them wholeheartedly. However, to further analyze the question posed in this paragraph, the following illustration should be examined:

<u>GSP Objectives</u>	<u>Recognized as a Personnel or Training Function</u>
1. To identify skills required by CIA	Classification and Wage Division
2. To develop individuals in those skills	Training (Formal and on-the-job)
3. To effectively utilize skilled personnel	Placement and Assignment
4. To provide for awarding of skilled personnel	Promotion
5. To motivate persons toward rendering maximum service	Morale
6. To eliminate from the Service those who fail to perform effectively	Separation

B. ~~Examination~~ ^{Examination} of the above illustration will show that each career service development objective actually represents a personnel or training ~~function~~ ^{function} that supposedly is a service currently performed. It appears fairly reasonable to assume that if all of the personnel and training ~~positions~~ ^{positions} were discharged expertly and in the fullest sense of their written mission, a career program would, in effect, be operating. A requirement would still exist for a high level staff to persuade and solicit top level support and to synthesize the various personnel and training functions in order to ensure that proper overall coordination, attention and direction is being given in terms of present and long range Agency plans.

7. However, it is understandable, that the tremendous Agency expansion, accompanied by under staffed offices, necessity for operating exigencies and other related factors that the Personnel and other departments were unable to accomplish their full mission. With the future representing somewhat of a leveling off period, more time will be

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afforded to planning, program formulating and examination of basic missions and initiating the necessary action to ensure full accomplishment of missions. With regard to accomplishing the specific Career Service Program objectives, the following comments and recommendations are offered:

A. Objective 1. To identify skills required by CIA

The medium through which is reflected the Agency's skill requirements is the Classification system. It is the opinion of the writer that the system now used is thoroughly inadequate to meet this need. For the past several years, considerable occupational analysis and classification research has been conducted and this research has resulted in very meaningful and modern coding and classification systems which offer management many uses such as:

- Modern methods of coding skill requirements
- Functional method of grouping, thus aiding development of career patterns
- Functional method of writing job descriptions
- Development of sound standards, including information on education, training, and physical and mental requirements
- Provision for mobilization expansion
- Job relationship to military

Although the Agency is absolved from the Classification Act of 1949, it uses the same cumbersome coding system developed by the Civil Service at least twenty-five or thirty years ago.

Recommendation: That a research project be initiated by the Research and Planning Staff for the purpose of developing a more efficient job coding and classification system. This is a No. 1 priority and really represents the base on which many related personnel and training actions revolve, e.g. Personnel Procurement requires detailed knowledge of jobs and job requirements; Testing needs to know what the jobs are and job requirements data; Training requires information on the Agency skill requirements as expressed by the job or classification system in order to know what basic courses are required, when consolidation is desirable and what specific skills require training; Placement or Assignment functions require information on the requirements of jobs in order to effect practical manpower utilization practices; lastly, supervisors need to know detailed knowledge of jobs to appraise qualifications and recommend regarding lateral or vertical career progression. Finally, a good sound classification and coding system will greatly facilitate the job of top planners who need a meaningful system whereby the skill picture of CIA may be readily expressed and understood in consolidated language.

B. Objective 2. To develop individuals in skills required by CIA

Success in this objective depends on how well supervisors know how to develop and administer on-the-job training programs and the

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extent to which they are familiar with CIA formal training programs, eligibility criteria, quota's etc. Also, success will depend on extent of knowledge supervisors have regarding rotation policies and opportunities and specific categories of jobs considered to be within specialized or generalized career areas.

Recommendation: That in connection with the research project suggested above, the basic system resulting from such research be used to determine career progression patterns for the Agency at large. Also, that the Offices of Training and Personnel coordinate in this undertaking so that minimum on-the-job training and formal training standards be developed for each career progression pattern.

- C. Objective 3. To effectively utilize skilled personnel and Objective 4. To provide for rewarding of skilled personnel

Not nec. related

Functionally, Placement Branches are ~~responsible~~ ^{charged} with these responsibilities, i.e. maintain within service promotion programs and determine effectiveness of placement program. The crucial need here is the development of an Agency wide promotion system. The promotion system used is for the most part on a hit or miss basis and results of most recent research in this area indicates that morale is highest in those places ~~where~~ ^{which} all personnel meeting qualification standards have an opportunity to compete for advancement.

+ distinction between Prog + Adv.

Recommendation: That a study be undertaken of promotion systems and if possible work out a plan whereby promotion will be on an Agency wide basis.

- D. Objective 5. To motivate persons towards rendering maximum service

Status of morale, for the most part, depends on the success in accomplishing objectives 1 through 4 inclusive. Needless to say, with the heavy investment that each person represents, it is most important to maintain a high state of morale.

Machine Records Project

- E. Objective 6. To eliminate from the Service those who fail to perform effectively

If we have a modern system of classifying CIA skills; effective procurement techniques; a good on-the-job-training and formal training programs; sound performance standards and an objective method of appraising performance the rejects should be few. At the present time the separation of rejects may be a small concern. However, in the event of a retrenchment program, serious planning will be required to develop an equitable separation program, since the Agency is legally obligated to follow standard Civil Service procedures related hereto.

6. Summarization: That the two Career Service Boards set up to supervise and administer the CIA Career Service Program will enjoy success

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