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Tab A

SUPPORT TO THE CLANDESTINE SERVICES CAREER SERVICE

(Note: This study is resubmitted in order to present a complete recommendation on PAD functions, organization, and future plans. It is recognized that a separate study with different recommendations in regard to the CS Branch, PAD, may have been approved by now.)

PROBLEM

To modernize Personnel Assignment Division support to the Clandestine Services.

FACTS

1. Personnel Assignment Division Officers finally approve personnel actions on authority delegated by the Director of Personnel. In the Clandestine Services, this approval authority is exercised by PAD Officers who also are designated by the Deputy Director (Plans) as his Career Management Officers for the Clandestine Services Career Service. (Reference: [REDACTED] Tab A). Thus, the PAD Officer operates simultaneously as the delegate of the Director of Personnel and as the appointed agent of the DDP, signing the same personnel action in different blocks for each principal.

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2. Reports by the Inspector General and others have been critical of Office of Personnel's methods of rendering centralized placement services and personnel action approval. They cite the evils of file shopping, failures to search out the best man for each job, inaction in weeding out the mediocre, and the like.

3. The Director of Personnel, in replying to the Inspector General, outlined the proposed future course of personnel administration in the statements:

"I can report that thinking among our personnel officers favors a substantial decentralization of the responsibility for personnel administration to the Career Services. Such decentralization will, in their view, fix responsibility where it can most effectively be exercised; guarantee to our people that their careers are in the hands of informed and responsible officials; provide a framework for sound planning with regard to pay scales and recruitment; reduce duplication of effort and make more effective our efforts to evaluate personnel, advance the able, and weed out the ineffective.

Clearly, some of these advantages are already evident in our present system of management. There has been attend in this direction. It is my recommendation that we continue to move along these lines,

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that any ambiguity concerning the responsibilities of the heads of Career Services be removed, that the personnel mechanisms of these services be carefully studied and gradually strengthened, and that the Office of Personnel adjust its procedures and practices in such a way as to be in full support of the Career Services."

4. The emphasis of Personnel Assignment Division workload has shifted from the selection and placement of large numbers of new personnel for a rapidly expanding agency to that of utilizing and developing our current personnel assets, coupled with the identification and disposition of those who are less than satisfactory. M

DISCUSSION:

1. PAD functions, in skeleton, are (1) approval of personnel actions for the Director of Personnel, and (2) providing personnel services and staff assistance to Career Service and Operating Officials.

2. The first function, approval of personnel actions, is normally categorized as a "control" activity. It is an accepted principle that those exercising delegated authority must be in a clear-cut technical or command channel from the individual who has delegated this authority; they must be able to take objective action consistent with requirements and guidelines promulgated by the principal. Otherwise, any delegation becomes meaningless.

3. The second function, service and staff assistance, is most important. It has been demonstrated that certain services can most effectively be given through close physical and command relationships of the personnel man with the organization he services (e.g., arranging internal placements, career board and promotion panel secretariat service, career planning assistance). Other personnel service and staff assistance, by its nature, is of Agency-wide application and is more efficiently located centrally rather than in an operating organization (e.g., recruitment, referral of applicants, qualification register service).

4. The ~~Clandestine Services~~ Branch, Personnel Assignment Division, currently

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exercises the responsibility and authority of the Director of Personnel in finally approving personnel actions proposed by the Clandestine Services. At the same time, this Branch, under its alternate title, the Clandestine Services Career Management Office, is deeply involved in working out difficult problems of personnel assignments, utilization, promotion, disciplinary actions, etc., under instructions from the CS Career Service. The situation is ideal to accomplish close and active staff support for the Career Boards and Panels and has produced beneficial and harmonious results and no irreconcilable conflict. However, the arrangement by which Placement Officers (CS Career Management Officers) are also agents of the Head of the CS Career Service makes virtually impossible their independent, unbiased review of actions as delegates of the Director of Personnel. Needless to say, the Placement Officer quickly concludes that he cannot forcefully pursue objection to a proposed action and survive. True, he may technically recommend against an action; but if the Panel does not accept his advice, the Placement Officer, in his capacity as Panel Secretary, is expected to sign the action for the Panel - thus recommending to himself (in his changed capacity as delegate of the Director of Personnel) that the action be approved. Further, in connection with his duties as Panel Secretariat, he is under the control and supervision of both the Clandestine Services Career Management Officer and the Panel Chairman rather than the Chief, Personnel Assignment Division. (It may be noted that an even more complex command relationship is faced by the Clandestine Services Career Management Officer who in fact reports to the Director of Personnel, the Head of the CS Career Service, and to the Special Support Assistant to the Deputy Director (Support)).

5. In recognition of the demonstrated progress in personnel administration in the Clandestine Services under the existing Board and Panel structure, a radical change would be ill-advised. However, a redefinition of responsibilities and authorities to eliminate the paradoxical dual role played by members of Office

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of Personnel in administering the system seems appropriate. When the matter of delegation of personnel action authority is viewed in light of the philosophy of strengthening the personnel mechanisms of the Career Services, expressed by the Director of Personnel and approved by the Career Council, it is obvious that we should consider the question, "Why not now delegate personnel action approval authority to the Head of the Clandestine Services Career Service?"

6. To answer the question, we must consider (1) the scope of the authority to be delegated, (2) from whom and to whom should delegation occur, and (3) what mechanism should be established to evaluate administration of the authority so delegated.

7. It is logical to approach the question of the scope of authority to be delegated by considering the types of personnel actions for which the CS Career Service has the capacity to make proper decisions and which will be of practical value to that Service. In making this determination, we must consider also those actions and functions which can better be performed centrally for reasons that (1) the nature of the function requires a high degree of agency-wide uniformity in action taken (e.g., final processing of involuntary separations), (2) activities are agency-wide in scope (recruitment, qualification register service, applicant referrals), or (3) inter-agency liaison is involved. In Tab B, the more significant personnel actions and functions are cataloged according to the Office (Clandestine Services or Office of Personnel) which this study proposes will have jurisdiction. In summary, the study proposes that the Clandestine Services Career Service has authority to take final actions on reassignments, promotions, ~~changes to lower grade~~, and approval of Fitness Reports for members of the CS Career Service, and for approving the assignments of JOT's to the CS Career Service upon their completing the program. Office of Personnel will continue to approve new appointments, consultants, involuntary separations, and will render centralized

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staff services such as outplacement, counseling, and qualifications register service.

8. In considering from whom and to whom delegation should occur, it should be noted that, by law, the Director of Central Intelligence has the authority to approve personnel actions and may delegate this authority. Currently, the delegation has been to the Director of Personnel, with redelegations from him to the Chief, Personnel Assignment Division, and his staff. In considering a delegation of personnel action authority in the Clandestine Services, organizational relationships dictate that this delegation stem directly from the DCI to the Head of the CS Career Service, (the DDP) with provision for redelegation as the latter considers necessary. The day to day administration of the delegation of authority would probably require the appointment of an individual reporting directly to the DDP and preferably on his table of organization to serve as the principal officer for the ¹management of the Clandestine Services Career Service. To complete the ¹structure, those positions which now comprise the CS Branch, PAD, and the SSA/Pers of the Office of Personnel could be shifted to the DDP to form a T/O authorization. This new element of the DDP could continue with the current designation of the Clandestine Services Career Management Office (CSCMO), and exercise those Board and Panel Secretariat functions now performed by the individual Career Management Officers, with the addition of the personnel action approving authority redelegated to them by the DDP.

9. The Director of Personnel, as Staff Advisor to the Director on personnel matters, could be assigned responsibility by the DCI to evaluate the manner in which the delegation of personnel action authority was being exercised in the Clandestine Services. He would periodically report to the Director in this regard through the DDS. This mechanism would provide an objective review and analysis through periodic surveys of sample groups of actions taken under the delegation and of procedures

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utilized in their approval. Further, the existence of the review mechanism would forestall any tendency for the Clandestine Services to depart widely from existing Agency standards and practices. Officers exercising the authority will be cognizant of their responsibility and accountability. This arrangement does not preclude the Clandestine Services from calling ~~on~~ on the Office of Personnel on specific problems arising in approving actions. A unit of PAD, Office of Personnel, would logically be used to perform the spadework connected with the period delegation review by the Director of Personnel and for providing staff guidance to the CS Career Service upon request.

10. The delegation of Personnel action responsibility, authority, and accountability to the DDP as Head of the CS Career Service, together with the establishment of a Personnel and Career Management Staff on his T/O, and under his direction, could be expected to result in other advances in Clandestine Services personnel administration such as:

a. Improved integration of personnel activities of the DDP Divisions and Staffs with those of the CSCMO. The Officer in charge of the latter function should be able more effectively to provide leadership in the program under this organization than can the current CSCMO who serves also as a representative of the Director of Personnel and the SSA/DDC.

b. Accelerated processing of vital personnel action requests.

c. Increased realization of their responsibilities on the part of Panel and Board Members and on the part of CS Personnel Officers in improving personnel management and eliminating malpractices cited in the past.

d. The elimination of current conflicts of interest and fantastic command lines existing between the Office of Personnel and the Officers who represent OP in the Clandestine Services.

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11. Finally, the system outlined provides a test application of decentralization of personnel action authority in one area which may provide experience upon which to pattern extension of the program to other Career Services.

CONCLUSIONS

1. The Clandestine Services Career Service Program (Tab 1) has resulted in a de facto delegation of personnel action authority to the DDP through the utilization of Office of Personnel Placement Officers (having delegated personnel action authority) as CS Panel Secretariat Officers.

2. This dual role of the OP Placement Officer is not sound from a management viewpoint, but it has facilitated CS Panel operations.

3. The several capacities in which the current CSCMO performs; CSCMO, CS Liaison Officer for the Director of Personnel, Personnel Advisor to the SSA/DDP; should be clarified.

4. Experience gained by the CS Career Service under the unorthodox organizational command structure of its principal support officers is substantial. This fact, coupled with the proven Career Board and Panel structure, provides a solid argument for formal delegation of authority for personnel action approval to the Clandestine Services.

5. The Career Council has approved the principle of decentralization of personnel authorities to the Career Services and will undoubtedly be receptive to a specific delegation on a test basis.

RECOMMENDATIONS

1. A delegation of authority to approve personnel actions specified in Tab 2 should be made to the Head of the CS Career Service by the DCI, subject to periodic review by the Director of Personnel in his staff relationship to the Director.

2. The DDP as Head of the CS Career Service should appoint a senior official as his Personnel and Career Service Officer and redelegate to him personnel authority

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3. Positions engaged in CS Career Management activities now located in the Office of Personnel (CS Branch, PAD, and SGA/Pers) should be shifted to the DDP to constitute a Personnel and Career Service Office under the DDP and headed by the Officer appointed as CS Personnel and Career Service Officer.

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Personnel Functions, Authorities, and Programs

I. Authorities Proposed for Delegation to the Head of the Clandestine Services Career Service

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Personnel {
1. Approval of reassignments within the CS Career Service.
 2. Approval of promotions of CS personnel.
 3. Approval of Personnel Rank Assignments.
 4. Approval of Fitness Reports
 5. Approval of JOT assignments to the CS Career Service.

II. Authorities, Functions, and Programs Continued in Office of Personnel (PAD)

1. Approval of new appointments.
2. Approval of involuntary separations.
3. Invitee travel.
4. Marriage to alien cases.
5. Clerical and summer only employee assignments (original).
6. Qualification register services.
7. Reassignment service: Special Placement Committee; inter-Career Service assignments.
8. Management Development program.
9. Recruitment request review and approval.
10. Applicant referrals.
11. Consultant review.
12. Agency regulations regarding personnel assignment.
13. Centralized employee counseling and services.
14. Liaison with Personnel and Career Management Offices.
15. Inter-Agency details and liaison.
16. Out-placement.
17. Changes to lower grade

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