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File OM (mag)

# Activities of the Management Advisory Group

June 1972-May 1973

MORI/CDF Pages 22,23, 63 THRU  
66, 25 THRU 29, 33 thru 39, 68 thru  
72.

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14 June 1973

MEMORANDUM FOR: Director of Central Intelligence  
SUBJECT : Activities of the Management  
Advisory Group, June 1972 - May 1973

1. This memorandum summarizes the activities of the Management Advisory Group during the past twelve months.

2. The policy of staggered appointments to MAG again resulted in a complete renewal of its membership. Some of the new designees were selected through advertisement of vacancies, as MAG itself had recommended toward ensuring effective performance. MAG has continued to meet on a monthly basis: one regular business session and generally also a dinner session. Guest speakers, in addition to the Deputy Director of Central Intelligence, have included (in order of appearance) [REDACTED]

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3. MAG this year prepared a number of papers and recommendations on its own initiative, submitting them to the Executive Secretary of the Management Committee (formerly the Executive Director - Comptroller):

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A. Appointments to the Management Advisory Group. MAG proposed that each Directorate review its procedures for filling MAG vacancies and suggested ways to open membership to a broader circle of interested individuals (Tab A).

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B. Recommendations Regarding the "FYI - Allegations and Answers" Series. MAG recommended continued experimentation with this series. However, noting the existence of scepticism among its peers, MAG cited the most frequently mentioned deficiencies and suggested changes to make the series more credible (Tab B).

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C. Recommendations on Credit Union Management. MAG called attention to possible improprieties in the practices of the Credit Union's Board of Directors and recommended a review of the union's managerial procedures. As a result, a discussion was held between the Executive Director-Comptroller and the appropriate officials concerning the Board's electoral procedures and the Board's responsiveness to Credit Union membership as a whole. MAG's concern thus has been alleviated (Tab C).

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D. Dissemination of Information. As a follow-on to the earlier MAG paper on "Allegations and Answers," MAG recommended that information bulletins be coordinated and issued from one central point. Such bulletins should include a statement of purpose and be as straightforward and factual as possible. MAG also offered to review such issuances prior to distribution (Tab D).

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E. Improving the Role of Training in Personnel Management. MAG felt that the Agency was not effectively utilizing training in personnel management and career development. Thirteen recommendations related to the concept of the "training officer," management's role, and the role of OTR were included in the MAG report. In a memo to the Ex Dir, the Director of Training responded in detail to MAG's recommendations (Tab E).

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F. Assignment of Co-op Students and Summer Interns to Audit Staff. MAG expressed its concern about an allegation that Co-op Students and/or Summer Interns were being used to audit field stations and bases, thereby exposing employees who might have only a brief relationship with the Agency to sensitive information that an audit reveals. MAG felt the subject was of sufficient gravity to call to the Executive Director's attention for possible investigation. The Ex Dir discussed the matter with appropriate officers on the Audit Staff, who agreed to consider the implications of using such employees in auditing field offices (Tab F).

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G. Useful Policies and Procedures. MAG catalogued numerous procedures and policies in limited use within the Agency which appeared to have more universal utility. The Executive Director forwarded the paper to the Office of Personnel, which prepared a compilation of additional useful techniques. Subsequently, the Executive Director directed that these techniques be publicized. So far we know of no follow-up on this, although MAG itself is preparing a sequel to this catalogue (Tab G).

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H. Program for the Prevention and Treatment of Alcoholism. Pointing out that the Agency had not made sufficient effort toward educating employees about alcoholism, MAG made several recommendations for better implementation of existing Agency policy. Subsequently the DDM&S issued HN [ ] "Program for the Prevention and Treatment of Alcoholism" as one response to MAG's paper. Other MAG suggestions are now being considered by OP (Tab H).

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I. Employee Bulletin on RIF and Assumed Reorganization. MAG recommended that official Agency policy statements be made on proposed plans for personnel reductions and reorganization -- subjects rampant in the newspapers and the rumor mill. Since then MAG has noted with pleasure the release of several policy statements on these and other subjects of employee concern (Tab I).

*all in*  
J. Career Services: Need for Change. MAG proposed major alterations in the Career Services system. Recommendations included reducing the number of Services from 23 to 5, promoting greater career mobility between Services, setting up a career counseling system in each Service, and standardizing basic evaluation criteria for use in all Services. MAG hopes its ideas will be considered in the OP study of the problem now underway (Tab J).

*all in*  
K. Use of Part-Time Professional Employees. From MAG's perspective, the utilization of such employees has a number of advantages to the Agency, especially for the retention of

specialized skills that might otherwise be permanently lost. Other possible benefits include the consolidation of work tasks (with attendant savings in resources), greater opportunities for the rapid advancement of younger officers, and flexibility in training which is oriented toward professional broadening or retirement in a second career. The Executive Secretary sent MAG's paper to the DDM&S for action; OP has asked the Deputy Directors to comment on ways to implement MAG's suggestions (Tab K).

4. Studies or recommendations on issues raised by management included the following:

↓ A. Revision of Fitness Report System.

In response to a request from the Executive Director, MAG reviewed several inter-related OP papers on the Fitness Report and Career Development programs and submitted its recommendations for changes in the proposed system. Some ideas from MAG's review were accepted in the revised Fitness Report system recently approved by the Management Committee (Tab L).

↓ B. Effective Lateral Communications.

In response to a query from the Assistant to the Executive Director, MAG reported on the need for better lateral communications (despite "need-to-know") within the Agency. It listed methods by which such communications could be improved, for example: country or subject seminars, a data bank of specialists, and closer personal contact between components. DDS was tasked with preparation of a functional Agency phone book, which is near completion (Tab M).

✓  
C. Personnel Development Program. At the request of the Executive Director-Comptroller, MAG reviewed the Office of Personnel's planned Personnel Development Program, finding it to be an excellent systematic approach to executive development. MAG evaluated its probable effectiveness and acceptance, noted the effort that would be required to implement it, and pointed out possible pitfalls in the plan (Tab N).

*all this*  
D. The Agency's Image Revisited. At the request of the Executive Director, MAG reviewed an earlier MAG memorandum (18 November 1970) on this subject. The review confirmed the memorandum's judgment that the Agency's image is determined mainly by the quality of its work. MAG felt, however, that several of the earlier recommendations were now either superfluous or likely to be counterproductive. In today's environment, MAG recommended a generally low-key approach, specifically calling for reinstatement of the "100 Universities Program" and for increased public service endeavors such as the OMS drug exhibit. The Executive Director passed MAG's recommendations to the Director of Personnel, who proposed, as a first step, a modified "100 Universities Program." This proposal, endorsed by the DDM&S, was approved by the Management Committee. Other suggestions have yet to be considered (Tab O).

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E. Air Proprietaries. At the request of the Deputy Director of Support, MAG looked into the subject of air proprietaries and concluded that a study-in-depth on their need and management was long overdue. Such a review was determined, however, to be beyond MAG's capability and purview (Tab P).

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F. Agency Esprit. At the request of the Deputy Director of Support, MAG conducted a modest survey of employee attitudes to determine if there were an Agency morale problem. MAG concluded that while morale was not a major factor across the board, significant problems existed in some components. MAG recommended inter alia that the Deputy Directors and Office Directors should make themselves more visible to their employees; that only those who demonstrate a competence for management be promoted into supervisory positions; and that rotational assignments and transfers between Directorates for employees with promotion potential be made easier. This memorandum was the subject of a group session with the Director in March, which resulted in the elaboration of management commitments to action; DDM&S and DDO have prepared responses to those commitments at the request of the Assistant to the Executive Secretary (Tab Q).

✓ G. Review of Fitness Report Program. MAG reviewed for the Executive Secretary a memorandum of the Director of Personnel on fitness reports. Agreeing with most of its conclusions and recommendations, MAG particularly stressed the need for giving Directorate-oriented training to fitness report writers and for encouraging deeper involvement of the employee in the preparation of the reports (Tab R).

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H. Grievance Procedures. At the request of the Executive Secretary, MAG commented on a Junior Officers' Study Group paper on this subject. MAG concluded that the JOSG correctly emphasized the need for greater publicity on the

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IG's role in handling employee grievances but neglected broader aspects of the problem. MAG is reviewing the steps being instituted in each Directorate in response to the IG's memo of 29 March 1973, which responded to certain suggestions of the JOSG study (Tab S).

5. Employee Bulletin #337 of 19 December 1972 solicited views and suggestions for MAG's consideration. Since then about a dozen responses have been received, and in each instance we informed the originators of our reactions.

A. Following up one suggestion regarding a neutral location for a centralized vacancy notice file, MAG prepared a separate memorandum to the Executive Secretary with specific recommendations (Tab T).

B. In other cases MAG discussed the suggestion and, where warranted, forwarded it with our endorsement to the Executive Secretary or other Agency managers (Tab U).

6. Other MAG activities included:

A. Two group sessions (March and May) with the DCI on a variety of current issues, primarily centering on the problem of Agency morale.

B. Discussion with Mr. Colby (November) regarding presentation of MAG's 1971-1972 Annual Report at a meeting of the Deputy Directors.

C. Discussion with Mr. Brownman (May) regarding categories of employees being declared excess personnel (MAG's interest in this problem continues).

D. Group discussion with several representatives of other advisory groups (December) regarding Agency esprit.

E. Discussion with several Agency managers on the Program Call mechanism for measuring organizational performance (MAG's interest continues).

F. Meetings at various times between individual Deputy Directors and their MAG representatives on matters of common concern.

G. Response to the Executive Secretary regarding management commitments issuing from the Director's session with MAG in March.

H. Response to the Executive Secretary (March) on a draft position paper about Agency support of domestic police activities.

I. Group session (August) with recent graduates of various OTR courses for mid-careerists and middle-managers.

J. Presentation of MAG functions and activities to participants of the Mid-Career Course, Advanced Intelligence Seminar, and the Senior Seminar.

K. In addition, exploration of a variety of other topics which did not result in a formal paper, for example, the use of "work-time sheets" at NPIC, payroll administration and related concerns of the Office of Finance, and information handling and retrieval.

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7. MAG's more direct access to the DCI and the Executive Secretary of the Management Committee this year has reinforced its members' sense of purpose in serving as an inter-directorate sounding board on policy issues. MAG believes that its increased recognition and use by management has served to spur productivity among its members. MAG is constantly looking for new ways to enhance its responsiveness to management's needs, and it welcomes even greater demands on MAG's resources.

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14 June 1972

MEMORANDUM FOR: Executive Director-Comptroller

SUBJECT: Appointments to the Management Advisory Group

1. The Management Advisory Group has given some thought in recent months to such problems as lack of awareness of MAG's existence; attendance at MAG meetings; ability of MAG members to follow through on assigned projects; and greater involvement in and use of MAG at the Directorate and Office level. The question of selection of MAG representatives appears to us directly related to these problems. More careful and precise selection procedures could help to ensure that those chosen want to serve, are fully aware of and capable of dealing with the responsibilities involved, and are willing and able both to adjust their regular working schedules on occasion and to spend whatever extra time is needed. Moreover, a revision of procedures could ensure that the decision involves more than a few people in the front office of the Directorates and that more people become aware of MAG's functions.

2. MAG believes that management also could benefit by careful selection of appointees. If those serving are fully qualified in every way, then they could more effectively fulfill the advisory and communication role for which MAG was created. Moreover, because MAG offers a unique form of executive training with exposure to "Agency capabilities, problems, limitations, and dynamics," management could use its MAG choices as part of an overall career development plan for promising officers.

3. MAG therefore recommends that each Directorate re-examine its selection procedures and consider alternative methods. MAG would like to see all Directorates use a

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system which involves various components below the Directorate level in the selection process and which encourages interested individuals to apply for a position on MAG. More precisely, MAG recommends that various Staffs and Offices submit yearly to the front offices of their respective Directorates a list of names from which MAG appointments for that Directorate would be chosen. Names could be added yearly to that list and deletions made when necessary. Special care should be taken to ensure that candidates are interested, available and qualified to carry out MAG's responsibilities. The final choice would be made by the individual Directorates. Those chosen should be between 30 and 45 years of age; in grades 12-16; should possess a recent pattern of Fitness Reports of at least Strong; and should have had the Midcareer Course or interest and experience in Agency-wide issues and activities. It would be preferable if appointees in each Directorate represented different age and grade categories.

4. To ensure that all interested individuals are considered, Offices and Staffs should institute a procedure used very successfully by NPIC in making appointments to its Training Selection Panel and Career Service Board. NPIC regularly circulates memoranda inviting employees who are interested in serving in either capacity to apply. The memoranda contain guidelines and list duties. A sample of a possible memorandum which could be circulated on MAG is attached. Those who apply would be considered along with any other candidates the Office deemed suitable.

5. MAG has been fortunate, for the most part, in having members who have met the criteria of interest, availability and suitability. The present system is haphazard, however, and a change in the selection process could help to ensure that MAG remains an effective instrument.

MANAGEMENT ADVISORY GROUP

ATTACHMENT  
Sample Memorandum

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22 June 1972

MEMORANDUM FOR: Executive Director-Comptroller

SUBJECT : Recommendations Regarding the "FYI - Allegations  
and Answers" Series

1. The purpose of this series, as stated in the memorandum accompanying the first issue, is to provide Agency employees background information on publicized CIA activities, as warranted, to enable them to counter defamatory statements in their official and social conversations.

2. In our view, the issues to date share the following deficiencies:

A. They are likely to be misconstrued as attempts to provide internal clarification regarding the publicized activities. To the extent that they are so interpreted, they are poorly received by our professionals as they represent incomplete and sometimes misleading explanations.

B. As informative material meant for our non-Agency associates, they are generally too superficial to be useful. While our outside acquaintances are presumably less knowledgeable on these subjects than we are, those likely to ask questions are usually sophisticated people.

3. In the past, when challenged, the Agency has pursued a "no-comment" stand, both internally and externally. We endorse this as an appropriate policy in most instances. We do not feel that "answers" to allegations should be provided our employees for use in conversations with outsiders. In some cases, however, it might be worthwhile to issue "FYI - Allegations and Facts" memoranda in place of the present series. The "Facts" section (in contrast to the current "Answers" section) would level, insofar as possible, with selected recipients within the Agency, and would be for their information only.

4. If time allows, MAG would be willing, and indeed would appreciate, the opportunity to serve as a sounding board for further issuances in this, or the proposed, series prior to distribution.

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5. We believe that continued experimentation in internal communication is worthwhile. This should include purposeful verbal clarification of controversial matters - to be passed down the chain of command as considered appropriate at each level.

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7 September 197

MEMORANDUM FOR: Executive Director-Comptroller

SUBJECT : Possible Breaches of Trust by Members  
of the Credit Union Board

1. Several persons have called MAG's attention to some apparent dissatisfaction among members of the Northwest Federal Credit Union with the manner in which the credit union's Board of Directors is conducting credit union business. The allegations presented to MAG are most disturbing and, if true, raise serious questions concerning the capabilities and intentions of the members of the Board who hold positions of trust.

2. Specific allegations are:

(a) The Board is more interested in perpetuating its individual members in office than in managing credit union affairs, i. e., the tenure of a Board member was recently raised from two to three years by Board action;

(b) In the same vein, members of the Board have expressed their desire to limit the number of members who can vote at Board elections and on credit union resolutions and have consistently opposed any change which would permit voting by ballot rather than voting by those few members who can squeeze into the annual meeting in the auditorium;

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**EYES ONLY**

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**EYES ONLY**

(c) Members of the Board have also opposed permitting more than one name per Board vacancy to be presented to the members at election time;

(d) The Board has recently passed measures which make it more difficult for an individual member to bring a resolution before the general membership;

(e) The Board has failed to act on previous resolutions adopted by the membership, particularly one adopted at the most recent annual meeting, 7 March 1972;

(f) The Board recently hired a Treasurer, paid at the GS-14 level; which Treasurer had been serving and presumably doing the same duties at no pay for a number of years just prior to his retirement from the Agency.

3. MAG believes that if these allegations have substance, Board members are at least guilty of "crony-ism" and, in fact, may have breached the trust of the positions they hold.

4. On its own knowledge, MAG is aware that Agency management has treated the credit union as an adjunct of the Office of Personnel. Reportedly, senior officials have, on occasion, directed the credit union to do things without regard to the dictates of the laws, regulations, charter and by-laws which govern it. The credit union is a legal entity, separate and apart from the Agency and should be treated as such.

5. MAG feels that it does not have the jurisdiction or capability to make further investigations upon its own and will take no further action with respect to the matter presented herein. However, MAG recommends that you look into the allegations and would suggest that either you or your designee examine both the official and verbatim minutes of all Board meetings since the annual meeting in March 1972. Dual sets are known to exist.

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**EYES ONLY**

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10 October 1972

MEMORANDUM FOR: Executive Director/Comptroller

SUBJECT : Dissemination of Information

1. As MAG made clear in an earlier memorandum on the Allegations and Answers series, we believe that continued experimentation in internal communications is worthwhile. In general, MAG believes that the various efforts to pass information down from the top are worthwhile and have been well-received, particularly by offices and staffs somewhat isolated from the mainstream. There is an articulate minority, however, which views many of the notices and bulletins with a degree of skepticism and sees them as vehicles to propagate an Agency "line." This adverse reaction by some of our professionals, coupled with a certain uneasiness on our part about some of the recent releases, prompted MAG to re-examine the whole issue. We recognize that any single information vehicle, no matter how carefully designed, would probably be criticized by some. Nonetheless, MAG feels that a compromise can be achieved which could make such communications acceptable and useful to a larger number in the Agency.

2. Toward this end, MAG recommends:

A. That all information efforts (employee bulletins, notices, "Allegations and Answers," and the like) which contain factual information on controversial issues (drugs, assassinations, ITT and Chile, the Marchetti case and so forth) should be issued from one central point regardless of which office originates and drafts them. The same format, whether a notice or bulletin or whatever, should be used in all cases.

B. That one central coordinating point should be established (preferably the Office of the Executive Director/Comptroller) where all drafts are examined and reviewed before publication. The Executive Director should sign off on all notices to give a sense of continuity.

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C. That a statement of purpose should in every case be included under the title. The statement would make clear whether the information was intended for internal use only, for selective use outside the Agency, or for any other purpose.

D. That the information should be presented in as straightforward a fashion as possible (somewhat like the CIB). The notices should contain as much background and current factual material as security considerations permit and, when possible, should delve more deeply into a subject. Of the notices issued thus far, the ones on the Marchetti case best met the above criteria. If only superficial and ambiguous treatment can be given a topic, then it should not be issued.

3. MAG again offers its services, if time permits, to serve as a sounding board for further issuances prior to distribution.

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11 October 1972

MEMORANDUM FOR: Executive Director/Comptroller  
SUBJECT : Improving the Role of Training  
in Personnel Management

I. MAG believes that training is a key tool in preparing Agency personnel both for their immediate responsibilities and for their long-term career goals. At the present time, we think that management is not effectively utilizing that tool. Without a basic and continuing commitment to training on the part of management, the Agency's training programs will inevitably fall short of their objectives. We question whether there is such a commitment amongst management within the Agency today. Our concern stems from a belief that the Agency is specifically remiss in the following:

A. fully utilizing programs available through Agency and other U.S. Government facilities

B. encouraging a continuing dialogue between components and the Office of Training to facilitate the development of new courses or the refinement of current programs

C. developing plans and allocating resources for training as an integral part of personnel management and career development

D. exploring new training requirements in operational, analytical and managerial areas evolving from changing Agency missions and the impact of "the computer and systems revolution." The latter has created urgent needs for broader understanding of the applications of systems analysis and evaluation, program review, opportunities for multidiscipline team applications, and so forth.

MAG therefore recommends fundamental changes in the concept of "training officer," management's role at all levels, and the role of the Office of Training (OTR).

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## II. The Role of the Training Officer

The training officer (TO), who must be aware both of operational needs and training programs available, is the continuing link between the various components and OTR. Frequently, however, a component personnel or support officer has "training" added to his other responsibilities and thus has little time to devote to the immediate and developmental needs of component personnel. A survey of component training officers in 1968 produced the following profile (based on a questionnaire sent to 47 TOs, with 44 responding):

The average TO is a male GS-13 with over ten years Agency service, and is in his forties. He spends 25% or less of his time in training duties. Grades ranged from GS-08 to GS-15 (currently there is one GS-07 TO). Time on board extended from only eight months to over twenty years. The duration of their TO "training" is an annual one-day briefing given by OTR.

### RECOMMENDATIONS:

A. The directorate (senior) training officer should be an OTR careerist -- a practice followed in the past. He should be slotted in an administrative staff position and directly involved in personnel management and career development planning. He should meet regularly with all training officers in his directorate. He should take the TO training course outlined in D.

B. Component TOs should also be slotted at the administrative staff level, including those who have the TO designation as a collateral responsibility. From that vantage point, the TOs could survey the immediate and developmental needs of the component generally and could effectively contribute to plans for relating training to personnel management and developmental planning procedures. In recognition of the fact that most non-routine training requests arise at the employee and first-line supervisory levels, the TOs should be in a position to know both the advantages to be gained and the exigencies of policy and funding governing subsequent action.

C. TOs should be encouraged actively to fulfill their training role, even when this is a collateral one. Similarly, management should ensure that they have sufficient time to so act. In some cases, an OTR careerist should be assigned to component TO slots. All TOs -- senior and component -- should be required to take the training program outlined below.

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D. The training program, to be developed by OTR, should include orientation to:

1. OTR organization and courses
2. courses available in other U.S. Government facilities
3. OTR resources for providing factual and evaluative data on non-Agency courses
4. OTR resources for lecture and course development and review, instructor training, OTR support for component training, and so forth
5. principles of course development and evaluation
6. development of component training policies

E. Regular meetings -- at least quarterly -- should be held by supervisors and component TOs in each directorate with appropriate OTR personnel.

### III. Management Role

Management has been inconsistent and ambivalent in its attitude towards training as an integral part of developing effective officers. A case in point is the Intelligence and World Affairs course, required for all new professionals within their first eighteen months in the Agency. Despite this statutory requirement, only about 50% of Agency professionals are ever enrolled, and many take the course after several years on board. Budgetary restrictions have prevented professionals from receiving needed and valuable external training -- restrictions that more effective planning may have averted. Imaginative training policies have been developed by CRS and OL and should be explored in terms of broader applicability.

### RECOMMENDATIONS:

A. Mandatory component training policies should be established. These policies should include: realistic assessments of the kinds of training recommended and courses available for all personnel as they progress upward; consideration of rotational assignments and academic sabbaticals; TDY familiarization trips where applicable; budgetary considerations. The policies should be coordinated with the senior TO and OTR. They must be flexible, and should be reviewed annually by the component supervisors and TOs. The results of this review, particularly recommendations for further action,

should be forwarded to the appropriate Deputy Director and the DTR.

B. Implementation of the recommendations on selection, utilization, and training of TOs.

C. Supervisors, in conjunction with component TOs, should be specifically charged with disseminating information on training opportunities on a regular basis.

#### IV. OTR's Role

The ability of OTR to respond to Agency needs depends upon effective communications between that office and users. This brings us full-circle -- back to the training officer. The newly-instituted Board of Visitors hopefully will serve as a bridge, critically assessing component needs and OTR's capabilities. But the Board cannot replace the working-level contacts between components and the appropriate elements of OTR for developing critical inputs into improving the role of training in personnel management and, indeed, overall Agency effectiveness.

#### RECOMMENDATIONS:

A. develop the TO training course outline

B. expand the present capacity for course and curriculum development and evaluation. OTR can play a greater role in improving component training, including support for the development of courses in collaboration with outside contractors.

C. expand the dialogue with component chiefs and TOs to keep abreast of changing Agency training needs. Component training policies should surface new needs, and OTR must be flexible and innovative in responding. One recent positive example was OTR's role in designing the one-day seminar on "New Directions in CIA's Support of U.S. International Economic Policy."

D. use of regulatory power and responsibility contained in [redacted] which give OTR the right to sign off on Agency training expenditures. Resort to these powers should encourage components to undertake careful study of training as it relates to immediate and long-range needs for personnel management and career development. The DTR's position as Chairman of the Training Selection Board, responsible directly to the Executive Director/Comptroller, enables him to encourage utilization of senior-level external training opportunities as part of

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an overall development plan rather than as a temporary and convenient means of disposing of unwanted senior officers.

E. maximum exploitation of OTR's control of the Information Sciences Center to educate appropriate elements of the Agency in the diverse applications of information science and computer technology.

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**ADMINISTRATIVE-INTERNAL USE ONLY**

8 December 1972

MEMORANDUM FOR: Executive Director-Comptroller

SUBJECT : Assignment of Co-op Students and  
Summer Interns to the Audit Staff

1. It has been called to MAG's attention that Co-op Students and/or Summer Interns have been assigned to the Audit Staff. It is alleged that these employees (students) have been assigned to audit field stations and bases.

2. If the allegation is true, MAG finds it very disturbing that employees who may have only a brief relationship with the Agency are exposed to the sensitive information which an audit reveals. We realize that many of these employees opt for regular employment, but they are under no obligation to do so.

3. MAG believes the allegation is serious enough to warrant our calling it to your attention for possible investigation. We plan no additional action.

Management Advisory Group

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13 Dec 72

MEMORANDUM FOR: Executive Director/Comptroller

SUBJECT: Useful Policies and Procedures

Too often, MAG appears to concentrate only on problem areas, neglecting successes. The attached paper is offered as a first cut at a compilation of what policies and procedures not only work, but work well. The paper has already stimulated the collection of additional material for a sequel to this paper, and contributions from outside MAG will be gratefully received.

Management Advisory Group

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MEMORANDUM FOR: Executive Director/Comptroller

SUBJECT : Policies and Procedures in Separate Components  
Applicable Elsewhere

1. A by-product of discussions at recent MAG meetings has been a growing belief that various procedures and policies are being utilized in some parts of the Agency which might have applicability in other components. As the subject was explored, it, indeed, became clear that there were many instances of apparently worthwhile procedures in use which could prove advantageous if adopted by other offices. It was agreed, however, that these policies did not have universal applicability throughout all of the Agency. MAG, therefore, undertook the compilation of the following listing of those more practical procedures which might be of interest. For your convenience, the independent contributions have been collated under the general categories of orientation, communications, personnel planning and development, evaluation, and utilization of junior officers.

2. Orientation. As described below, all new employees receive over-all orientation regarding the Agency early in their careers, but seldom is it followed by systematic review and reorientation efforts.

A. Agency. The Office of Personnel, Staff Personnel Division, conducts an EOD orientation to introduce new employees to the Agency. The orientation program is designed to acquaint newcomers with the basic benefits, privileges, and responsibilities of Agency employees. Among the topics included in the orientation are Agency organization, trial periods, fitness reports, leave, promotions, insurance, the EAA, and the Credit Union. To supplement this orientation, each new employee is given a copy of You and the Central Intelligence Agency. In addition, the Office of Security shows the Need to Know film, and the Office of Training offers the Intelligence and World Affairs course early on in the employee's career.

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B. Component. An exception to the general rule of lack of follow-up orientation was found in the Office of Special Projects (OSP), DDS&T. OSP has recently begun an interview program with new employees six months and one year after they EOD. These conferences between the employee and a Personnel Officer address the employee's job, his career, and the Agency. They appear to be an effective two way exchange of information and views and a chance to correct erroneous impressions which may have developed. The Personnel Officer obtains the employee's views of his job, working conditions, and how well or poorly he believes that he is being managed. While the latter probably tends to focus on personalities, it is an opportunity for the personnel people to identify possible incipient management problems. The employee is specifically encouraged to compare his job with his prior expectations and to discuss his career plan. A further aspect of the conferences is a discussion of the promotion policy within OSP and the Agency. In most cases, the employee is told of the head room constraint on promotions. He is also told about the career board/panel operation within the Office. The final portion of the conference centers on the Agency mission in an attempt to ensure that the employee understands it and where his Office and he, himself, fits.

3. Communications. In looking into this vital area (the subject of an earlier MAG memorandum), several specific examples of current practices were noted as well as a suggestion for a new vehicle.

A. Office Management Conferences. Some offices, such as OSI, OSR, and CRS, hold Office Management Conferences to encourage a greater flow of information. The Conferences have most frequently been one to three day sessions held away from Headquarters where such issues as training, office communications, the status of clericals, fitness reports, etc. have been discussed. Additionally, OSR holds an annual "State of OSR" meeting in the Agency auditorium to apprise its employees of the past year's achievements and the prospect for the future.

B. Promotion Policy Publications. OCI, in an effort to acquaint personnel with as clear a picture as possible on promotion policies, has issued a memorandum for all employees spelling out procedures for promotion through GS-15. The memo contained information on what levels of promotion must pass through the Career Service Board, the membership of the Board, how often it meets to consider promotions at each level, how it functions, and who makes the final decision. It also covered procedures for those promotions not covered by the Board and OCI standards for minimum time in each grade. OCI put out a similar memorandum on guidelines for granting quality step increases.

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C. The Grade/Line Services Personnel Staff (CSPS) has also published the requirements and criteria for each grade level. These precepts are made available to all CS officers to ensure that they know what is required to qualify for promotion. Due to head room and other administrative factors, the CSPS works out the minimum time in grade needed to qualify for promotion for each grade level, and the files of qualified officers are reviewed by the appropriate panel for each category of officer.

D. Office Newsletter. The DDI currently produces an aperiodic newsletter for its overseas representatives to keep them informed regarding developments within the DDI. No other component is known to have such a publication, but it is believed that in certain cases it could be very worthwhile as a means of keeping employees informed. It could serve as a vehicle for such subjects as promotion and QSI policies, job changes or availability, and significant developments and accomplishments within and by the office concerned.

4. Personnel Planning and Development. Although the Personnel Development Program has been submitted by the Office of Personnel, the following practices are listed to show procedures now in use within the Agency.

A. Career Development. To give its personnel some idea of the possibilities for career development and to regularize procedures, OCI has put out several memoranda in the past year on these subjects. One listed all the possibilities for rotational assignments, giving the general guidelines for selecting candidates and other details. Another furnished statistics on those in the Office who had in a certain time frame been promoted, had a change of assignment, had a major training opportunity, or had a foreign TDY. The memo also set up a new committee to deal with career development directed specifically at officers in the GS-12-15 level. The committee will attempt to schedule an officer's assignment three years in advance and to make recommendations in most areas of career development.

B. Component Training Policies. The Office of Logistics (OL) and the CRS have prepared "component training policies" for their personnel. The OL effort is the more sophisticated but both offer promise in developing an intelligent and flexible tie between training and both component needs and personnel career development.

C. Intra-Office Rotation. Intra-office or directorate rotations have been commonplace, but often without any sense of pattern that can be proven to advance either one's overall usefulness to the Agency or his career development. A key element has frequently been a lack of a systematic approach to such rotations. OSR apparently is an office which has overcome this problem. Analysts and branch chiefs, with some exceptions, are rotated within OSR on a rather systematic basis. The objective is to expand their understanding of the total Office mission as well as their own expertise.

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E. Assignment Questionnaires. Several offices within the Agency utilize assignment questionnaires in an attempt to take into consideration the employee's desire for his future within the framework of availability of jobs. The CS has its Field Reassignment Questionnaire and Headquarters Reassignment Questionnaire, the Office of Security has its Individual Career Assignment Preference form, and OCI has its Employee Biennial Assignment Report. Unfortunately, many employees view the completion of these forms as a sterile exercise which will have little if anything to do with their future assignment. They are, however, a step in the right direction if they are properly utilized and could well be employed in other offices.

5. Evaluation. A continuing problem facing all parts of the Agency is that of obtaining honest, objective evaluations of the performance of Agency employees. This subject was addressed in some detail in MAG's memorandum on Fitness Reports, and it is hoped that the forthcoming Office of Personnel recommendations for a revised Fitness Report system will help to alleviate previous deficiencies. The following procedures are currently in effect in an effort to ensure better evaluations and understanding of the evaluation system.

A. Fitness Report Explanation. When the Agency announced certain changes in the overall fitness report system in 1969, OCI -- to give its personnel a clearer understanding of the rating process -- put out its own memo explaining how the OCI Career Service Board would interpret the system. Explanations were given as to precisely what assignment to each category meant. It was made clear that a majority of the personnel would fall into the proficient category, which was broken into three categories itself.

B. Follow-up Interviews. In order to assist operating and Career Service officials in connection with their responsibilities for evaluating the performance and potential of Career Provisional employees, the placement officers in the Office of Personnel, Staff Personnel Division, review the fitness reports of all Career Provisional employees. Additionally, they personally discuss performance, work attitudes, and career interests with those Career

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Provisional employees who are available for interview each year and, as appropriate, with the supervisory and Career Service officials concerned. Under the new Career Selection Process, Career Provisional employees are screened at the time Fitness Reports are prepared at nine, twenty-one, and thirty month intervals.

C. Clandestine Services Personnel Panels. The CS Personnel Evaluation System provides for an annual review by a CS panel of the files of all personnel within a grade level. The panel, after reviewing all officers' files, ranks them. Area divisions and components carry out the same type of review and rankings separately and report their findings to the CSPS. Great care is taken to ensure that panel members do not serve as division or component representatives; they are working for the DDP and guard their independence from their parent units. The panels determine those officers who are fully qualified for promotion and so recommend. They also recommend awards, QSI's, training, etc. At the other end of the spectrum, they also determine the lowest ranking officers, particularly the bottom 5%, and send the DDP their conclusions and recommendations. The System has been successful in introducing a CS-wide competition based on established and accepted criteria. It is overseen by representatives of all CS elements so as to ensure varying points of professional views. While there are flaws in the System, it is producing better fitness reports and greater confidence on the part of CS personnel in the promotion and evaluation system.

6. Utilization of Junior Officers. The following examples show cases where offices have brought Junior Officers into the management chain.

A. NPIC. Each year, NPIC circulates two memoranda to all personnel inviting young officers (from ages 25-35 and from GS 9-12) to indicate their interest in serving either as Executive Secretary of the Training Selection Panel or as Executive Secretary of the IP Career Service Board. In the memos, guidelines for the selection are listed, duties are explained, and the nominating procedures are spelled out.

B. OSI. OSI has a "junior" Contract Review Board including the Executive Officer and the Assistant Executive Officer. It advises OSI personnel submitting contracts as to format, justification, presentation, etc. before a contract goes into the bureaucratic mill.

C. OEL. With a substantial number of personnel involved in worldwide field operations, OEL had a continuing problem, in that the office directors and division chiefs did not know many of the younger staff members.

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Promotion and other career actions were obviously difficult when based on comparisons of personnel folders -- in many cases on personnel who had never served a Headquarters tour. To meet this problem, the Junior Advisory Panel was created with members drawn from the GS 11-13 range with a maximum age of 35. The eight member panel reviews all professional staff employees (excluding secretaries) of GS 10 or lower rank regarding promotions, reassignments, and training. The panel's recommendations are forwarded to the Career Service Panel for its monthly meetings. To date, a great majority of the recommendations have been approved without modification -- a strong vote of confidence in the group.

Management Advisory Group

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15 February 1973

MEMORANDUM FOR: Executive Director - Comptroller

SUBJECT : Program for the Prevention and Treatment of Alcoholism

1. Reference is made to Headquarters Notice  dated 21 March 1972, subject as above, a copy of which is attached. STAT

2. This Notice, which is based upon public law, states management's concern with the prevention and treatment of alcoholism among Agency employees, assigns responsibility for educating and counseling employees on the problems of alcoholism, and tasks first-line supervisors with developing the ability to identify the early signs of alcoholism among employees.

3. National averages indicate that ten percent of the population and over three percent of the labor force suffer from alcoholism. Even though the MAG has not attempted a quantitative assessment of the extent of the problem, if national averages are relied upon the Agency as an institution has an alcoholism problem. Because of peculiar job-related pressures and conditions, the Agency's problem may exceed the national average. Three facets of the problem emerge which dictate that management should concern itself with alcoholism in the Agency: (1) the Agency stands to lose valuable human resources which might otherwise be salvagable through an effective rehabilitation program; (2) a substantial number of man-days are lost each year due to absenteeism, accidents and sub-par performance attributable to alcoholism; (3) failure to recognize and treat the alcoholic employee has a debilitating effect upon the morale of other employees. A significant amount of effort has been directed toward educating Agency employees about the threat of drug abuse. A similar effort directed at the problem of alcoholism and alcohol abuse has been lacking, even though alcoholism realistically represents a more serious problem from a personnel or security standpoint.

4. There is no disagreement among the MAG members with the policy enunciated in the Headquarters Notice on alcoholism. However, it is felt that insufficient effort has been expended in implementing that policy. Therefore, the MAG recommends the following:

- a. The Headquarters Notice, which expires on 1 April 1973, should

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be reissued with broader distribution and should be supplemented by an Employee Bulletin to reach a greater number of employees. The Bulletin should emphasize that alcoholism is an illness and that employees who seek help in coping with the problem should not fear job reprisals.



c. A program of employee education should be instituted. The program should be directed toward informing employees as to the nature of alcoholism and the cost to the Agency as well as the individual. There are fourteen films available through the Central Reference Service, although some of these films are dated. Additional material in the form of films, pamphlets and other literature is available from the National Institute on Alcohol Abuse and Alcoholism, Alcoholics Anonymous, insurance firms and other organizations.

d. Since supervisors are charged with definite responsibilities under the Agency's policy of treating and preventing alcoholism, they should be equipped to discharge those responsibilities. Beginning this month, a one and a half hour presentation on alcoholism has been included in the OTR Fundamentals of Supervision and Management Course. A presentation for current supervisors who will not attend the FSM Course should also be arranged.

e. An employee with a drinking problem may be reluctant to initially surface his problem directly with his own office or with the Office of Medical Services, but may still desire help. It is recommended that the Agency provide another less official channel for advice and counseling, utilizing competent staff employees who have had experience in dealing with alcoholism and who are willing to provide such assistance. The identity of these employees need not be publicized but a central point can be established to provide the home and office telephone numbers of such persons to be contacted at times of 'crisis' after hours. The thought is that an employee may be more inclined to contact an understanding fellow employee to seek help rather than contacting someone outside the Agency, which poses some inherent security problems.

f. Consideration should be given to utilizing external training facilities such as that supported by the National Institute on Alcohol

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Abuse and Alcoholism at The John Hopkins School of Public Health and Hygiene. One course offered at the school, "Training of Alcoholism Counselors", lasts ten weeks and might be appropriate for a select few employees who have primary counseling responsibilities or who are involved in developing an Agency program.

Management Advisory Group

Attachment: Headquarters Notice

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23 March 73

MEMORANDUM TO: Executive Secretary, CIA Management  
Committee

SUBJECT : Employee Bulletin on RIF and Assumed  
Reorganization

In the interest of good management and the supporting factors of good communication, sensitivity to human needs, maintenance of esprit, and the efficiency of the Agency, MAG strongly recommends the prompt issuance of an Employee Bulletin on the current RIF and the assumed reorganization. Newspapers and the rumormill are the major sources of information currently available to all employees.

MAG recommends that the following topics be included:

1. Purpose of RIF
2. The availability of appeal channels.
3. Quotas
4. That this is (or is not) Phase I of a three-phase RIF
5. Purpose and scope of the assumed reorganization and any available information on its timing.

MAG suggests that such a Bulletin be written in as factual, dispassionate, and candid a manner as possible, giving as many facts as possible (including the fact

that many decisions have not yet been made). We are not suggesting that the truth be sugar-coated. A defensive tone in such a Bulletin probably would exacerbate the situation.

If it is not possible to issue such a Bulletin to all employees, MAG recommends as an alternative that Directorate Notices be published covering as many of the above points as possible.

MAG offers its assistance in reviewing such a Bulletin if you so desire.

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7 May 1973

MEMORANDUM FOR: Executive Secretary  
CIA Management Committee

FROM : Management Advisory Group

SUBJECT : Career Services: Need for Change

1. The Agency's Career Services require an overhauling, both in concept and in number. The following paragraphs lay out a number of changes in the present Agency Career Services. At a time when the Agency is in a state of reassessing and perfecting its policies and procedures, it would seem particularly advantageous for top level management to consider major alterations in the Career Services.

NUMBER

2. The first consideration is the number of Career Services. Currently, there are 23: DDO-1, DDI-10, DDM&S-8, DDS&T-1, and DCI-3. The number of Career Services should be reduced to five, one for each Directorate, and one in the Office of the DCI to administer all Supergrade positions as well as the Director's Staffs. This would make the DD's directly responsible for Career Services and facilitate the administration of the Personnel Development Program. The two must work hand in hand if either is to be effective.

3. Thus far, Career Services have existed largely to serve their own needs; they have done poorly in identifying talent which could be better utilized by the Agency in higher management jobs. Fewer Career Services would offer a broader base from which to make personnel selections, minimizing the hoarding of good employees by small components to the detriment of the total organization. As a result, the Agency would be in a better position to get the right man in the right job at the right time.

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## PURPOSE

4. The second consideration is the purpose of Career Services. HR  as currently written subordinates Agency needs to Career Service needs. The regulation should be changed to reflect that Career Services exist to fulfill the personnel requirements of the Agency rather than a particular Career Service. MAG recommends that HR  be changed to read

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"improving and strengthening personnel administration within that Career Service so as to better serve the personnel requirements of the Agency;" and

"planning the rotation and reassignment of such individuals to enable that Career Service to meet long range personnel requirements of the Agency through orderly processes."

5. The need for functional categories will still exist under a streamlined system, but the present categories are not necessarily the best ones. For example, is the Reports Officer in the DDO significantly different from the OER or OCI analyst or would the Agency's needs be served better by having a single Intelligence Officer - Reports category? Could our clerical shortage be reduced - or eliminated - if all clericals were in one category under one Career Service where they could be assigned to best meet Agency needs rather than the needs of a particular Career Service? Agency-wide functional groups should be established within the Directorate having major responsibility for the particular function. For example, the clerical group could be established in DD/M&S. That Career Service would then have the responsibility for the selection, training, assignment, promotion and rotation of all clericals.

6. The Agency has overall personnel needs which should be given priority over the needs of any specific Career Service whether 5 or 23 in number. Where the exclusiveness of a Career Service impedes the fulfillment of broader Agency needs, the Career Service must be invaded. A partial solution, which blends the advantages of specialization with the need to develop broad competence is to consider all senior managers in an Agency-wide frame-work and only secondarily as

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members of a Career Service. To make this approach effective, that is, to produce broadly experienced senior managers, would require a large increase in the number of rotational assignments, using them as both a test of and a means of developing an individual's competence, breadth and flexibility. But the present Career Services system has emphasized and rewarded the development of narrow skills to meet relatively narrow needs, and rotational assignments have been viewed with indifference, if not hostility.

7. In addressing the question of career mobility, it is not simply the opportunity for an individual to move between Career Services, but the opportunity for the person to move between disciplines or functional specialties as well. Although it should not be mandatory for every employee, rotation must be a part of the career plan of those who show potential. As an employee moves upward to positions of increasing responsibility there is a need for him to acquire experience outside his own area of expertise. Fewer Career Services would make this easier by reducing the parochialism that exists under the present system. Employees would be less reluctant to request assignments in other offices since they would not be "changing" Career Service but merely transferring on a rotational assignment. The idea of changing Career Service seems to be a real deterrent to transfers as such requests smack of disloyalty to one's Career Service.

8. Reducing the number of Career Services, however, will not automatically create instant mobility. The DDO has only one Career Service at present, and while it seems to be working well in the area of promotions, it has not substantially eased the problems associated with rotations. The "Home Base" concept which assigns individuals to particular DDO Divisions for administrative purposes is just as restrictive as if each Division were a separate Career Service. But acceptance of the concept of increased rotation and the need for the Personnel Development Program should gradually alleviate this problem.

9. Regardless of the number of Career Services, there must be Career counseling. In addition to the counseling programs in the Office of Personnel, there should be a formal counseling system in each Career Service. This would not be a duplication of effort since the Career Services would be concerned with developing specific career plans. A

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few Career Services have counseling programs on paper but little is done to carry out the plans. At best it is a haphazard endeavor. It should not be left to chance that employees will seek guidance and help when they need it. This responsibility also requires that the Career Service must have the courage to weed out weak employees early on before the Agency has a major investment in them or they in the Agency.

10. Each Career Service should use the same basic evaluation criteria. This does not mean that the Career Services should be a carbon copy of one another - the basic criteria could be expanded to meet the specific needs of the individual Career Services. A copy of the evaluation criteria should be given to each supervisor who writes fitness reports so that the fitness reports could be more effectively utilized by the Career Service Panels. Further, each Career Service should establish and make available to each employee in the Career Service the policies and procedures through which the Career Service operates.

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9 May 1973

MEMORANDUM FOR: Executive Secretary, CIA Management Committee  
FROM : Management Advisory Group (MAG)  
SUBJECT : Use of Part-Time Professional Employees\*

1. Conclusion: MAG recommends that top level Agency management give positive support to the increased use of part-time professional employees within CIA and direct operating components to review their requirements to determine where such employees can be utilized.

2. No new Agency regulations would be required to increase the use of part-time professionals within the Agency. But very few part-time professionals are now employed by the Agency -- only ten as of 31 March 1973. (There also are some contract professionals, as well as several student co-op employees, working part-time.) In general, there appears to be a general lack of understanding about the benefits to be gained from using part-time professionals. As a result, Agency managers have not availed themselves of this opportunity to the extent that seems desirable.

3. From MAG's perspective, the advantages to the Agency in utilizing part-time professionals clearly outweigh the disadvantages. Indeed, the disadvantages which have been identified (e.g., promotion policies, intra-component inequities, and administrative housekeeping) appear trivial. Among the major benefits accruing to the Agency in making greater use of part-time professionals are:

a. Retention of Skilled Employees: It takes an employee several years to develop the skills needed to perform his/her tasks

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\* *Many of the comments in this memorandum also apply to the use of part-time clerical employees as a possible solution to a personnel problem of increasing magnitude.*

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within the Agency. These skills are often lost when the employee can no longer work a full work-week. This is most often the case with female employees who feel compelled to devote some portion of their time to family-related duties. Part-time employment allows the Agency to continue to avail itself of such employee's expertise and makes it easier to re-integrate them into the Agency without a degradation in their particular skills.

b. Better Allocation of Resources: Increased use of part-time employees would force Agency managers to consider more seriously just what functions in their offices do not require full coverage. In some cases, this review could lead to consolidation of tasks, thereby freeing up slots and saving money. In other cases, one may find that a task can be handled on a part-time basis with no loss of production or coverage. (In many cases the part-time professionals currently employed by the Agency are as productive as full-time employees.)

c. Greater Flexibility: Since part-time professionals often -- but not necessarily exclusively -- will be assigned to lower priority tasks, this will allow full-time professionals to be given more demanding assignments. Thus, younger officers would have a chance earlier in their careers to demonstrate whether they were capable of greater responsibilities. This would also permit management to gain a better insight into the potential of younger officers before the Agency had a major investment in their careers. A corollary of this is that attrition among promising younger employees might be less if they had more demanding assignments earlier in their careers.

d. Career Benefits: Three major categories of employees would benefit directly. First, and probably most extensive, would be female employees: a woman should not feel discarded simply because she also has family responsibilities that are important. Second, employees wishing to further their education along lines of increasing their value to the Agency could fill part-time slots without being forced either to quit -- and often never return to -- the Agency or to subject themselves to the grueling grind of night school on top of full-time employment. Third, some employees approaching retirement

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(and running out of steam) might profitably combine part-time employment with learning a second vocation. If done carefully, this would still allow the Agency to benefit from the skills of such employees without having to carry them in full slots and thereby cluttering up the personnel ladder. This approach might also stimulate larger numbers of employees to retire sooner than they would ordinarily do.

4. Clearly, not every office could make use of part-time professionals. But there are many components that are involved in programs of long range research or "low visibility" which could profit from the employment of part-time professionals. Offices which come to mind in this regard are SRS (which already has two part-time professionals); parts of OER engaged in longer term projects; the NIS program, if it is continued; FBIS translations; the Library; and analytical jobs in the DDI, DDS&T and DDO where there are not short deadlines to meet. Moreover, under the new DDI production guidelines, it appears that even such offices as OCI might be able to utilize part-time professionals on those areas where production is not expected to be prolific.

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## ADMINISTRATIVE

31 July 1972

MEMORANDUM FOR: Executive Director - Comptroller  
SUBJECT : Revision of Fitness Report System

1. Throughout business and government, the fitness report remains one of the more maligned vehicles of management but also one of the more valuable tools available to managers and employees. Any large organization--particularly one in which there is a fair degree of mobility--must have a system which provides a written record of the employee's performance. The Agency is too large to depend on personal acquaintance or knowledge of an employee when significant personnel decisions are being made. In its present form, the Agency fitness report is far superior to earlier versions and is reasonably responsive to the needs of the Agency. Nonetheless, the system needs additional refinements to make it a more meaningful tool for both manager and employee. MAG believes that any plan for revision should take into account the following broad objectives.

2. One basic key to the success of the fitness report is the attitude of the supervisor. If he regards it as a pro forma exercise, the value of the report is diminished considerably and the system itself loses credibility. As a first objective, therefore, MAG thinks that the supervisor's role in the total procedure should be reviewed and that specific steps should be taken to strengthen his ability to use the system wisely and fairly. Specifically, MAG recommends:

- a. That every supervisor be given a written set of instructions and guidance on preparation of fitness reports. If the system is in any way revised, new instructions and/or oral briefings should be given.

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- b. That every supervisor be specifically rated by letter (in the section on "Specific Duties") on how well he prepares and handles fitness reports for those he supervises. Samples of fitness reports could perhaps be included in his own personnel file.
- c. That OTR give some attention to fitness report objectives and procedures in management classes. In particular, consideration should be given to requiring all supervisors to attend the one day Performance Appraisal Workshop run by OTR before they prepare their first fitness reports.
- d. That supervisors in a given office, division, staff or component get together periodically to discuss problems, procedures and goals in regard to fitness reports.

3. A second broad objective of revision should be to involve the employee more intimately in the procedure. The fitness report vitally affects his future and is the vehicle by which he sees concrete evidence of the esteem or lack thereof accorded him by his supervisors. Yet, he may play only a limited--even perfunctory--role in this vital process. At present, the rater writes the fitness report (and may or may not discuss it in depth with the employee), the employee signs it and the reviewer comments on it. The element of genuine dialogue is all too often missing, and the supervisor loses a unique opportunity for counseling and guiding. Further, the report itself contains no record of an employee's reactions or comments. To remedy these deficiencies, MAG recommends:

- a. That the fitness reports carry a separate section for employee comments and that employees be encouraged (or perhaps even required) to utilize this.
- b. That a statement be incorporated in the report (possibly just above the signature) which affirms that the supervisor has fully discussed the employee's performance in terms of strengths and weaknesses and has set adequate goals for the future.

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- c. That a further statement be incorporated in the report which specifically advises the employee as to what his signature implies (his acquiescence to the report or merely that he has seen it?) and what grievance procedures are available to him if he takes exception to the report.
- d. That the employee (and rater) be permitted to see the comments of the reviewing official.
- e. That an employee be given a copy of his report for retention if desired.

4. Still another problem is the widely divergent manner in which various offices rate their employees. Although in some cases differences among components may be ascribed to the differing abilities of managers to communicate in writing it seems more likely that inconsistencies stem from management's failure more effectively to standardize the system. MAG therefore recommends:

- a. That serious study be given to the problem of devising objective criteria for evaluation which are applicable to all Directorates. (OCI made an effort to do this in a memorandum of January 1970 which spelled out more precisely what each letter category represented.)
- b. That other offices adopt some version of the OCI use of a box score printed on the fitness report which lists OCI percentages in a given letter category against the overall Agency percentages. The reviewer thus has some feel for what the rating means in terms of the Agency as a whole.

5. To ensure that the revised system meets the needs of both manager and employee, MAG feels continual review and study of the system is necessary. At present, an employee who is unhappy over a fitness report or a supervisor's attitude toward the process is in somewhat of a dilemma. If he does not choose to make a formal complaint to the Inspector General, he has no recourse to a less formal means of review. Even should he be permitted to write his own comments on the fitness report itself, he may still feel the need to discuss

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problems with someone not directly in the chain of command. MAG also feels that some of the reluctance to change the system in the direction of greater openness and candor might diminish if some objective studies were made. MAG specifically recommends:

- a. That a kind of "ombudsman" be appointed in each Directorate with whom employees could consult about problems in fitness reports. Such a consultation would not constitute a formal complaint, but the ombudsman could use his own discretion about informing higher management about problems with a particular rater.
- b. That objective study and research be undertaken on such questions as (1) to what extent do the rater and reviewer disagree and (2) does the requirement of showing the entire fitness report to the employee make a substantial difference in the way the report is written.

6. MAG considered several other possible changes. One MAG member felt strongly that the only effective way to rate employees honestly would be through reports which were never seen by the employee. Majority sentiment was opposed to this method. At the other extreme, a MAG member suggested that the employee-supervisor dialogue on fitness reports should be maximized by having the employee summarize in draft form his accomplishments during the period, as he saw them, and then discuss these with his supervisor. The supervisor in turn would use this summary and the ensuing dialogue to shape the report itself. A related suggestion was to have the supervisor show a draft copy of the report to the employee before formal submission so that the rater could make constructive changes as he saw fit before making the report final. Both of these dialogue-maximizing suggestions sought to create a flexible, rather than a "take-it-or-leave-it," atmosphere. MAG believes that, while these procedures may in fact have been used successfully by some supervisors, they should be used only by highly skilled people who will not allow the process to degenerate into one of negotiation or bargaining. This approach therefore is not advocated for general use.

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7. MAG also considered the possibility of abolishing letter grades to force more attention to the narrative section. The suggestion was made that, since some 76 per cent of the ratings given in the Agency in 1971 fell into either the "strong" or "outstanding" category (with another 23 per cent in the "proficient" category), the present rating scale is worthless and should be eliminated. MAG, however, hopes that its suggestions will help to make fitness reports more accurately reflect actual performance. Finally, MAG considered and rejected the idea of including in the report an employee's comments and requests relating to assignments, training, and so forth. We recognize the need for continued discussion on these aspects of an employee's career but believe the fitness report is not the proper mechanism. Certain offices have devised procedures to handle this aspect of career development (e.g. OCI's EBAR--Employee Biennial Assessment Review) and these could be studied with an eye to application elsewhere.

8. MAG in particular wants to emphasize that the fitness report should never be a substitute for a continuing dialogue between supervisor and employee. The evaluation in a report should come as no surprise to an employee. Rather, what is written in the report should reflect what has been said all along as to an employee's weaknesses and strengths, his progress, his attitude and his goals. Changes in the fitness report procedure will merely correct surface deficiencies. The basic need is for on-going and candid communication.

9. MAG sees the Fitness Report as a good basic tool which, with modifications and increased utilization, could become more valuable to all. From management's viewpoint, increased use of the reports as a personnel counseling vehicle, coupled with inputs from the employee, could do much to enhance the value of the fitness report.

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4 August 1972

MEMORANDUM FOR: Executive Director - Comptroller  
SUBJECT: Effective Lateral Communications

The lack of effective communications between individuals, components, or directorates can handicap the intelligence analyst, technician, case officer and manager alike. Lateral communication sometimes is viewed as unnecessary and contrary to "need to know" compartmentation. However, the younger officer especially has sought his counterpart in other parts of the Agency with benefit to both intelligence production and operations. The difficulty of defining the lateral communication "problem" was emphasized in MAG's discussions. Some MAG members felt that the problem was essentially that people did not know with whom to communicate. Others felt that the real problem was to establish effective communication between people who already know of their mutual existence and concerns. MAG considered the subject and attempted to identify successful communications techniques employed by some in the Agency which could be used by others.

The most common approach to effective communications involves personal relationships and usually takes the form of knowing key people or components knowledgeable about a particular area. These interrelationships depend very much upon personalities, mutual respect, personal needs and inadequacies. Much of this communication is on an informal basis but can be formalized. The situation of learning only too late about pertinent work or capabilities of people could be alleviated by a more organized way to identify key people in a directorate or division whom one could contact for overall direction or information. Certain people in any directorate seem to have this capability either through innate ability or their function in the organization structure which gives them an overall view of office personnel and activities. These points of contact should be more clearly identified for all. Another useful mechanism enhancing communication with the appropriate people is the use of a functional directory such as the one published by OCS.

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SUBJECT: Effective Lateral Communications

An additional method of effective communication has been used in times of crisis, for example, by OCI. A task force is set up to ensure that all interested parties are in touch and contributing necessary information. People with specialized interest and knowledge in a particular country or problem are identified and a roster is made with names, phone numbers, and special area of expertise. Such a roster probably would include names of economic, political, military, scientific, estimative, and operational specialists. On any given problem, then, these people are ready and available. Sometimes meetings involving all of the people on the task force are set up so that all have a chance to exchange ideas and discuss probable events and implications. Modification of this concept might be workable even in the absence of a crisis. Lists of people with specialized interest or knowledge could be assembled and fed into a computer and made available to interested individuals.

The concept of a roster of personnel with specialized knowledge can even be extended. Practical implementation would involve providing a cross-indexed computer tabulation which identifies specific subjects and knowledgeable individuals or Agency components. It is envisioned that this data bank would reflect more than just those "experts" in a particular field. Rather, it would, to a manageable level of detail, truly reflect the activity within the Agency. This data bank would be updated regularly as "expertise" is developed within a given office or division. Younger officers who have not yet learned how to work the informal communications channels would benefit greatly by being able to tap this data bank. An important aspect of this question relates to a certain amount of middle management "inertia" which is believed to exist within the Agency. Many managers seem reluctant to search for outside expertise almost to the point of discouraging the use of the informal communications paths. If a data bank such as discussed above is to be beneficial its use must be encouraged from the top down to overcome this management inertia at whatever level it exists. Finally, security can be maintained; a valid case can be made for not making the details of the entire data bank available. At the office level an individual can act as the interface between the officers in the division and the data bank. Such an individual having the need to know

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SUBJECT: Effective Lateral Communications

and aware of the information needs of personnel in his division can query the data bank to identify the experts in other offices or to identify other components where related work is being carried out. Further, this individual being knowledgeable of the activity within his office would be responsible for ensuring that his part of the data bank is current.

The Agency spends a good deal of money each year sending people to conferences and seminars. The knowledge we collectively have in the Agency also is significant but unfortunately we seldom utilize the specialized knowledge our own people have to inform each other. Perhaps twice a year groups of interested individuals (compiled and available from the computer) could get together in a conference or seminar environment. The agenda should be flexible but include presentations and discussion from people with differing kinds of specialized knowledge (whether it's all of the French experts, groups of computer people or all those who worry about space or missile problems). Even though on a working basis many of us are in regular or informal contact with our counterpart in other parts of the Agency we seldom take time for a thorough and thought-provoking session. The organization of the meeting could be a cooperative venture with the agenda and participants worked out by the Directorates and the mechanics by the Office of Training.

Other means contributing to effective lateral communications are participation in training classes such as the DDS&T Career Development Course and all inter-directorate courses (Mid Career, Intelligence and World Affairs, Advanced Intelligence Seminar, and Senior Seminar). These courses serve to demonstrate positive implications of lateral communication between operational and analytical components. One of the most helpful fallouts from these sessions is the contacts made with people from other components and directorates. Similar experiences can be gained in attending in-house seminars and technical working sessions such as the recent Human Factors Seminar and the working groups under the R&D technical coordinating committee.

MAG believes that lateral communication should be encouraged by management. While many intelligence officers

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SUBJECT: Effective Lateral Communications

will communicate on their own once they know with whom to get in touch, others must be encouraged as they are encouraged by their managers in other respects. Managers should make it clear from the outset of an employee's assignment that they support lateral communication and that the officer is expected to keep in touch with his counterparts in other components and directorates.

Management Advisory Group

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1 November 1972

MEMORANDUM FOR: Executive Director-Comptroller  
SUBJECT : Personnel Development Program

### General

1. The Management Advisory Group views the Personnel Development Program memorandum submitted by the Office of Personnel as an excellent first step in a long, overdue systematic approach to executive and personnel development. The Program is extremely ambitious but is vitally important to developing personnel to meet the future needs of the Agency. The plan, for the first time, will force management to make projections regarding headroom, will require components to program personnel to move upward to fill vacancies, and should ensure that the personnel have been adequately prepared so that they will be ready to move into the increasingly responsible positions.

2. This plan, or any similar plan, will undoubtedly have many "bugs," but these will best be handled as they arise since it is impossible to see them all now. To ensure that they are so identified and that action is taken to correct them, it is imperative that the Program retain considerable flexibility for future amendment. It is even more important, if the Program is to be more than a show piece for the Civil Service Commission, that top level management make clear its commitment to the Program, and that this commitment be sustained over time.

### Probable Effectiveness

3. Given the full support of upper level management, there does not appear to be any reason to doubt that the Personnel Development Program should be reasonably effective. At a minimum, the Program has the merit of instituting a systematic process through which promising officers can be identified and, hopefully, better prepared for their prospective upward movement within the Agency. The major advantage of this

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approach is the establishment of procedures to replace what is now largely an ad hoc process. In short, the Program forces present management to consider more formally the very important question of an individual's -- and by extension, the Agency's -- future development.

4. The effectiveness of the Program will be enhanced by the development of a mechanism of impartial review and evaluation of personnel designed to reduce the effect of personalities on the advancement ladder. A panel system, such as the Clandestine Services', should ensure that personnel are selected because of merit and potential rather than by being a member of an "old boys' club." Each component or office will, of course, have to develop its own method of selection but efforts must be made to ensure that the cry of "cronyism" cannot be attached to the process.

5. While the overall reaction to the Program is favorable, it may have certain built-in problems, some of them stemming from the early identification of "comers." The danger of "elitism" exists along with its potential effect on overall Agency morale. The existence of such "comer" rosters could not be kept secret and there could be the problem of how those not on the list reacted. Favoritism and arbitrariness are charges that could arise due to the Program. This possible drawback should be attenuated, but perhaps not removed, by the issuance of explanations about the Program and its purpose as required by the memorandum.

6. A related problem might be described as the "self-fulfilling prophecy dilemma." That is, once management has gone on record as tapping an individual as a "comer," there could arise a tendency to push that person along regardless of his or her actual performance. Otherwise, it might reflect "badly" on someone's initial choice. There is no iron-clad way around this potential problem except to be aware that it exists. Some sort of continuing review will aid in keeping excesses of this type to a minimum.

#### Probable Acceptance

7. As is the case with any major change, it is assumed that there will be some initial resistance to the acceptance of such a wide ranging revision in the system of vertical movement within the Agency. To be really effective, the Program must have the strongest support possible from the highest levels of the Agency so that there is no question as to the need for all to accept the Program and to work for its proper implementation. When the Program is fully explained and its

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benefits to the individual, management, and the Agency are made clear, the chances of the Program being completely accepted seem promising.

8. Some managers will, however, doubtless see the Program as infringing on their individual prerogative. Thus, there might be the tendency in some quarters to make a "best effort" approach without any real commitment to the purpose of the Program. This can only be avoided by continuing pressure by top management to see that the Program is implemented in good faith. Flexibility within the Program should also serve to enhance its acceptability. Lower level acceptance of the Program would rest largely on how it is presented and implemented. The nature and purpose should be made clear to lower level officers. Otherwise, misapprehension and suspicion will tend to surface.

#### Reasonableness of the Effort

9. The effort which will be required to organize and manage such a Program would appear, on the surface, to be monumental. In practice, however, throughout the components there are various official or ad hoc mechanisms in existence which serve to select "comers" and/or plan for personnel development. Many of these systems probably can be converted for use in the Program. A great deal of work will be required initially but once the Program is in operation, its maintenance should be easily manageable. Although the Program creates more bureaucratic paper work, career development and the identification and training of promising individuals are the life blood of the Agency's future. To make these tasks more systematic and coherent is worth additional effort. It is ironic that this effort comes so late in the Agency's development.

#### Individual Comments

10. While the Program is described as one for personnel development, the memorandum appears to be devoted almost entirely to executive development. It is unclear whether the many Agency employees who do not possess executive potential but are excellent officers who need to develop other strengths will be included in the Program. Their career development requires augmentation by specialized training or assignments to better prepare them to perform their important but non-managerial tasks. Additionally, the proposed Program does not take into account employees until they have reached the GS-11 level. For many employees, this is too far along in their career to be very effective.

11. Personnel planning of the magnitude suggested by the Program requires much tighter controls over retirement. During

the Youth Survey last spring, many young professionals argued that supervisors were not giving more responsibility or encouragement to "comers" because this might hasten their own retirement. "Prolong one's career by becoming indispensable!" The suggestion was made that a stricter age/service retirement program might encourage officers to train comers as their "proteges."

12. In some people's minds, the two-headed retirement program of the Agency hampers personnel planning. Declining overseas slots impedes those shooting for the more attractive Agency plan in preparing for their own retirement. At the same time, sympathetic managers may opt for the man needing one more tour over the man with superior skills in filling overseas slots. Thus again the "comer" is thwarted.

13. Accurate or not, many young professionals speak of "cronyism" keeping capable people from advancing. A very bright young [redacted] back-STAT ground has stated that he was very much impressed with those at his level, but equally distressed with the substantive knowledge and managerial skills of those above him. He blamed this on what he perceived as an "old boys' club" atmosphere allowing division chiefs to bring in outsiders to senior management slots regardless of their qualifications.

14. The proposed Program appears to be really two ambitious programs in one: an executive development program and an executive replacement program. The distinction between these two is that an executive development program would be for CIA employees, whereas an executive replacement program should be of wider scope. An "Executive Candidates Roster" should include non-Agency and non-Government personnel. Not only is this desirable to prevent inbreeding, but it is representative of the current status in DD/S&T where the Deputy Director and the majority of the office directors had substantial careers prior to Agency employment.

15. The Program appears to reflect a 9-1 approach that would be improved with provision for more input from the individuals who comprise the rosters, at whatever grade level. A modification to PMMP Forms 2, 4, and 5 that would include an employee's plan for himself, such as a rotational assignment outside his immediate parent organization, a sabbatical year, specific courses, etc., would ameliorate this problem. Lacking this, there may be too strong a tendency for managers to

perpetuate their own images -- and to impose their own prejudices -- in a manner that will in the long run tend to defeat the admirable goals of the whole Program.

Management Advisory Group





12 January 1973

MEMORANDUM FOR: Executive Director-Comptroller

SUBJECT : The Agency's Image Revisited

MAG has reviewed the 18 November 1970 MAG-produced memorandum, "The Agency's Image" and concludes that some of the observations and suggestions in that paper are still valid, some were valid but have not been acted on and others are outdated. Certainly the milieu is different. The National Student Association exposé is practically forgotten and our recruiters no longer have to "operate almost in stealth around campus fringes."

MAG members have expressed some qualms about portions of the previous paper. The publishing of a textbook directed at scholars would be highly suspect by the very group we are trying to impress. If there is to be a publication on the Agency it should be directed to the public at large and be in the form of a pamphlet such as an unclassified version of the CIA Factbook. The idea of holding seminars to sell oneself to other government agencies seems to be superfluous at best, and possibly counterproductive. Seminars with other government agencies should be on topics of mutual interest in which all participants can contribute.

MAG does agree with our predecessors' major conclusion "that the Agency's image is determined mainly by the quality of its work." However, despite the machinations of Jack Anderson and Company, most of our efforts are known only to a relatively small and elite clientele. Therefore, there is room for legitimate image building among the public at large. In looking to future endeavors of this type MAG believes that the low key approach is best. At the same time, there must be an awareness that the Agency's potential audience is multi-faceted and therefore a variety of efforts should be continued, expanded, reinstated or initiated. In this light MAG offers the following suggestions:

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1. Recently the Agency has made available to libraries, through the Library of Congress, selected reference aids such as Chiefs of State listings and wall charts. This program merits continuation and expansion.
2. From 1963 to 1966 the Office of Personnel operated the "100 Universities Program" whereby twenty senior officers visited universities and described for faculty members and administrators what a career with the Agency was like. This program was judged to be a success, but was discontinued because a sufficient number of schools had been reached. Such a program should be reinstated and expanded to include having junior officers speak before selected student audiences on a career with the Agency.
3. Recently the Agency has opened its doors to high school and college students for general briefings. This worthwhile endeavor should be expanded to include selected student groups such as college newspaper editors.
4. The 18 November 1970 MAG paper on the Agency's image advocated Agency-wide presentations by distinguished journalists or academicians. Unfortunately this idea has not been carried out. An annual address by a noted journalist or scholar opened to all employees would be enlightening for those in attendance and could have a salutary effect upon our image both in the media and academia.
5. The previous MAG paper suggested more involvement by overt employees in professional societies. Since that time Agency employees have served on committees and run for office in some professional organizations; among them being the American Congress of Survey and Mapping. Certainly overt Agency employees should be able to be more open about their employment affiliation at conferences and seminars.

6. "Going public" with such outstanding productions as the China Atlas and the OMS drug exhibit put the Agency in a favorable light. Such public service endeavors will hopefully be continued and presented to even broader audiences.
7. MAG believes there is a relationship between a well-informed group of employees and a favorable Agency image. The DCI's State of the Agency Address, the accessibility of senior managers to their employees and communication from middle level managers serve in creating more informed employees who will better articulate on behalf of the Agency in public at the appropriate time.

In conclusion, MAG recognizes that it is impossible to present a favorable image to everyone and that there are a number of activities we do not want to publicize. At the same time, an alert attitude toward opportunities to improve the Agency's public image will redound to the Agency's benefit.

THE MANAGEMENT ADVISORY GROUP

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1 March 1973

MEMORANDUM FOR: Deputy Director for Support

SUBJECT : Agency Esprit

1. MAG has conducted a modest survey of employee attitudes to determine if there is an Agency-wide esprit or morale problem. In addition to informal surveys by the MAG membership, the views of a number of Junior Officers Groups were solicited. This paper addresses those topics which we considered central to the question of esprit, provides our assessment of Agency morale today, and recommends management action to improve esprit or counter declining morale. As a result of this effort to determine Agency esprit, MAG has arrived at the following general conclusions:

A. There is no fundamental Agency-wide morale problem today, but there are isolated components with significant morale problems.

B. Esprit is not a generational question. The basic frustrations of junior officers are shared by senior personnel.

C. In order to ensure that there will not be a morale problem in the future, Management must recognize and respond to the near unanimous attitude among young professionals that meaningful contribution at a reasonable salary is mandatory and that "make work" at any salary is unacceptable.

2. The single most important factor which determines morale is the individual's concept of the usefulness of the Office or Division product. There is considerable feeling within the analytical components that the Agency has suffered a loss of



SUBJECT: Agency Esprit

impact with those officials who make national policy. This feeling is accompanied by a decline in the sense of involvement and degree to which an individual feels his activity is truly meaningful. This sense of involvement and contribution offsets any number of less fundamental concerns and explains the high morale overseas and high morale anywhere during times of crisis. A significant number of Agency professionals are passing through an identity crisis. They question the existence of an Intelligence profession and there is some desire for a Professional Association (a concept which has some support within MAG). The fact that the Agency's product is being utilized and is having an impact should be communicated to the individual by every practical means.

The second morale determining factor is responsibility. Individuals are looking for responsibility at an earlier age and seek opportunity for more interesting and challenging work. The obvious lack of career planning and the inability to move within offices or between Directorates is of concern to many officers.

It is accepted that promotion headroom is less today than in years past. Although many people feel that they have been treated fairly and feel that promotion headroom does exist for truly qualified personnel, many others hold the opposite view. MAG is unable to quantify percentages on either side of this question.

Esprit is directly affected by the competence of the immediate supervisor, too many of whom are characterized as poor and uninterested. One aspect of this question is top down communications which are considered in general to be marginal. In a related area there is considerable evidence that most individuals are aware of the mission of the Agency and their Directorate. However, the individual sees little evidence of reflection on the part of senior management on near term goals or on how to measure progress against specific goals. The extent to which the individual's view of senior management affects esprit is not clear. It is clear, however, that a more "visible" senior management group will have a positive affect on esprit.

SUBJECT: Agency Esprit

3. The following are specific recommendations for management action. MAG does not feel that the Agency is seriously deficient in all areas identified below. However, given senior management initiative and long-term commitment, significant improvements are possible and practical.

A. Every opportunity should be taken to make the Deputy Directors and Office Directors more visible. Their infrequent appearances at award ceremonies or yearly "open house" is always of benefit. It is recommended that once a year each Deputy Director, speaking to as large an audience as possible, articulate the goals and objectives of the Directorate. To make this means of vertical communication more effective, Office Directors and Division Chiefs should interpret the Directorate goals into Office and Division goals.

B. Management should seriously address the question of productivity. One aspect of this is identification of marginal activities. Consideration should be given to providing a method whereby any employee can suggest marginal activities to be eliminated or curtailed.

C. It is suggested that where morale is a serious problem, it is the result of poor or incompetent management. MAG believes that such conditions can be easily identified. The immediate solution to such problems is replacement of the manager--often a painful decision. For the long term, MAG recommends that only those individuals who demonstrate a competence for management be promoted into management positions. The brilliant analyst who has no supervisory skills or interests will not necessarily make a good and productive manager. Such an individual can be rewarded throughout his career by such means as the "Scientific Pay Scale" used in DD/S&T. A second recommendation leading to better management is that management training be provided for supervisors.

D. Managers at every level must be reminded of their basic responsibility to ensure that subordinates can relate individual contribution to the goals of the Office or Directorate.

Page Three

SUBJECT: Agency Esprit

E. Some of our most important work is accomplished in a crisis atmosphere. When there is emphasis on meeting deadlines, the quality of the product necessarily suffers. It is recommended that component performance during crises be closely critiqued so that the most disciplined approach to management during crisis can be found.

F. The need for vertical communication is particularly acute in the Clandestine Service because of the very nature of its activities and the need for compartmentation. Specifically, the Officer returning from overseas is the one most in need of a better perspective of how the Clandestine Service fits into the government structure. An OTR course similar to the now cancelled "CS Review" should be considered as a means of providing this perspective.

G. Rotational assignments and transfers between Directorates for individuals with promotion potential should be made easier.

H. Every effort must be made to match the qualifications of the individual to the requirements of the job. The frustration of "over qualified for the job" is real.

4. The Agency justifiably prides itself on its professional qualities. These qualities generally ensure that the work gets done and done well. This high degree of professionalism can also serve to mask the degree to which an incipient problem may be becoming an issue that requires remedial action. There are perhaps some Agency wide policies and procedures which if changed would boost the average level of morale. The more difficult task is to tackle this question in the face of policies and procedures which for good reason cannot be changed. The key to the more subtle question of esprit is the degree of commitment to positive action by top level management. Action can and should be taken at all levels of management. If one accepts that esprit is a problem, such action will serve to counter declining morale. If one holds the view that

SUBJECT: Agency Esprit

esprit is not a problem today or for the future, then the same action will serve to improve morale above its currently "acceptable" level. The feeling that morale is a problem is contagious and if such an attitude is not countered, morale will become a problem.

Management Advisory Group

cc: Executive Director -  
Comptroller

Page Five

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22 March 1973

MEMORANDUM FOR: Executive Secretary/CIA Management Committee  
FROM : Management Advisory Group  
SUBJECT : Review of Fitness Report Program  
REFERENCE : Memo for ExDir-Compt, from D/Pers,  
dtd. 19 Dec 72, same subject

1. a. The subject memorandum appears to provide a solid basis for projecting improvements to the Agency's Fitness Report (FR) system. The descriptions of the rating procedures employed in large companies reveal the impossibility of finding a single "best way". MAG believes that the comparative stability of the Agency's corps of career employees makes possible a system which will do a much better job of illuminating employees with high potential and identifying "deadwood" at all levels than the present system does.

b. MAG agrees with most - but not all - conclusions and recommendations contained in paragraphs 7 and 8 of the subject memorandum. We believe two recommended changes stand out far above the rest:

(1) training for FR writers, and the role of the parent career service and Directorate therein, and (2) the degree to which the employee should be involved in preparing the FR. MAG believes that the other recommendations, while helpful, will accomplish almost nothing if not done in concert with these more fundamental improvements.

2. a. With regard to training FR writers, MAG strongly recommends action on paragraphs 7c and 8g of the subject memorandum. In perhaps no other segment of his job is a new supervisor less prepared than his responsibility to summarize on a half sheet of paper the strengths and weaknesses of the employees under his command. The only model a new supervisor has before him is the perhaps foggy recollection of the prose

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in his own reports, and the report prepared by the employee's previous supervisor. Over the years he gains a feel for what is "acceptable", and learns the difference between describing a really outstanding performance, and damning with faint praise. By the time he reaches the level of responsibility where he has to pass on promotions, approve training requests, interview applicants for vacancies, etc., he has become adept at reading between the lines and reading into the narrative the intent of the FR writers. MAG believes this unhappy situation can be turned around, if not brought to an end, through Directorate-oriented FR writing courses, with senior careerists from the Directorate taking part in the instruction. There should be follow-up, annual or biennial seminars, with all supervisors meeting with their Office heads to hear a reenunciation of the aims of the FR and to hear a statistical recap of extant ratings. MAG believes that detailed guidance by Directorates to FR writers is long overdue. It believes that such guidance, given annually, will not only help the FR system, but will also ameliorate chronic complaints from employees concerning the lack of career planning, downward communication and rotation.

3. MAG considers a modification of recommendation 8b in the subject memorandum (dealing with employee input to the FR) to offer an equally significant advance for the FR system. It disagrees with the general appellate cast D/Pers gives to the proposed attached statement from the employee. MAG believes the employee contribution should not only be permitted; it should be strongly encouraged. This statement should summarize the progress the employee feels he has made during the reporting period to component and personal goals, including accomplishments, training, special assignments, and efforts he may have made to correct personal deficiencies noted in a previous report. It would be the subject of comment, as appropriate, by the FR writer or reviewing official. This information is now unavailable to career service boards and reviewing officials and would be invaluable in providing them with missing brush strokes of the portrait they seek. It appears to MAG that the employee's contribution would promote healthy dialogue of a sort so many employees find lacking today.

4. MAG believes that recommendation 8c (dealing with rating the raters) in the subject memorandum fails to grasp the nettle. The intent of the recommendation can only be to identify FR writers who either through incompetence or lack of motivation fail to write adequate reports. Rating the rater is important but it will be too late for the hapless employees already the victims of an ill-prepared supervisor.

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5. Implementation of the recommendation in paragraph 8c, "...comments concerning potential should be confined to factors related to job requirements" will remove the Fitness Report as a tool for alerting career service boards and others to employees who do seem to possess qualities equipping them for positions of greater responsibility. MAG agrees that employees need to be protected against unwarranted or gratuitous criticisms over matters having no relevance to performance. MAG members know of many instances where a person has through no fault of his own ended in the wrong spot. A strict interpretation of the recommendation as stated would prevent a statement saying so from being placed in the record. We believe it essential that either in the Fitness Report or in some other periodic evaluation there be statements concerning potential, most particularly in cases where the employee has significant potential, or where he has been placed in a job where his potential can not be properly developed.

Attachment

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Excerpts From Referenced Memorandum

7.c. Greater emphasis should be placed on the enrollment of supervisors in the Performance Appraisal Workshop conducted by the Office of Training. Currently, there is no mention in Agency Regulations concerning training of supervisors in the use of the Fitness Report or performance evaluation.

8.b. Add in the certification block an invitation to the employee to attach any comment (not necessarily in rebuttal) which he feels will contribute to the record of his job performance and require him to check an appropriate box indicating that he has or has not chosen to do so.

8.c. Revise the Fitness Report Instructions (Tab B) to reemphasize that evaluations and narrative comments should relate to job performance and that any comments concerning potential should be confined to factors related to job requirements.

8.e. Include in the Instructions a requirement that rating officials comment on the rating performance of those employees who are themselves rating officials.

8.g. Revise Agency Regulations to make the Deputy Directors responsible for providing instructions and guidance in adapting the use of Fitness Reports so as to best evaluate the job performance of employees within their areas of jurisdiction.

Attachment

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12 April 1973

MEMORANDUM FOR: Executive Secretary,  
CIA Management Committee

SUBJECT : Grievance Procedures

1. The Management Advisory Group has been asked to comment on the paper prepared by the Junior Officers' Study Group on Agency grievance procedures, dated 24 January 1973.

2. The MAG's general reaction to the paper is favorable in that it directs management's attention to problems concerning the handling of employee grievances as well as the grievance mechanism itself. However, it appears that the JOSG concentrated on one aspect of the problem, namely the Inspector General's role, rather than on the broader question of employee grievances.

3. The MAG does agree that additional publicity about the role of the IG in handling employee grievance is warranted. Its role is an extraordinary one which obtains only when the grievances transcend or cannot be handled within the normal grievance channels which exist as a part of any organizational structure. The IG essentially is a tool of Agency management, advisory to the Director, with responsibilities extending into a broad range of management functions. To argue that the IG should be considered a representative of Agency employees rather than of management indicates a misunderstanding of the traditional role of the IG. Moreover, in the area of employee grievances, even though equity for the employee is a prime factor, the overriding consideration must be the good of the Agency.

4. The MAG further believes that the function of the supervisor and manager in handling employee grievances needs greater emphasis. It should be the responsibility of each office chief, rather than the IG, to concern himself with employee morale, and management should encourage employees to air their grievances. It is recommended that each Directorate publicize to their employees existing grievance procedures, as was recently done in the Directorate of Science and Technology.

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5. Some of the other suggestions made in the JOSG paper deserve comment. It was probably a valid criticism that IG component surveys received insufficient dissemination. Here again, it was a management responsibility to determine how and to what extent the results of IG surveys were used as meaningful feedback to employees. It is the MAG's understanding that component surveys are no longer the responsibility of the IG.

6. The fact that going to the IG with a complaint, or surfacing a complaint within normal channels, will in some cases leave the complainant "a marked man" is true. But, this is a fact of life. It is hoped, however, that with the continued encouragement and receptivity by management to innovation and change, the Agency can mature to the extent that it is a less serious fact of life.

7. For the IG to more actively seek out and deal with personnel problems would be to place undue emphasis upon that one facet of the IG's function. Whether or not a special Agency grievance board, composed of representatives of various components and age and grade levels, would serve a useful purpose is questionable. For such a board to have the authority "to make binding recommendations" would tend to subvert existing command channels. In fact, the recommendations of the IG are binding to the extent that they are accepted by the Director.

8. The IG has indicated that he is agreeable to the idea of having younger officers below the GS-15 level assigned to his staff. If it proves feasible to have qualified persons spend a tour with the staff, MAG endorses the idea. The IG has also indicated that he intends to take action on the following: (1) publicizing the functions of the IG; (2) recommending a review of Directorate grievance procedures; and (3) urging wider dissemination of inspection reports.

Management Advisory Group

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13 March 1973

MEMORANDUM FOR: Executive Secretary, CIA Management  
Committee

SUBJECT: Vacancy Notice Books

It has come to MAG's attention that employees are reluctant to ask to view the vacancy notice books being maintained in various components, as they feel that such a request would give them a reputation of being a malcontent. Whether true or not, the fact that this is believed will deter many who are interested in such notices. Therefore, to provide an opportunity for additional qualified employees to apply for vacancies that they were unaware of, MAG recommends that publicity be given to the fact that one book is maintained in Staff Personnel Division, Office of Personnel, Room 5E47, and that consideration be given to placing an additional book in neutral grounds such as the Library Mezzanine. If such a plan is adopted, MAG further recommends that notices to this effect be posted temporarily on the various Agency bulletin boards.

MAG

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14 March 1973

MEMORANDUM FOR: Executive Secretary, Management Committee  
SUBJECT : Response to MAG Notice

1. In early January of this year a Headquarters Notice distributed to all employees discussed MAG and solicited employee views and suggestions. The purpose of this Memorandum is to inform you of the response to that notice and the actions taken by MAG.

2. There have been ten responses all of which occurred in January. All responses have been acknowledged by a MAG Member. MAG action has not been completed on two of the ten and the disposition of the remaining eight is as follows:

A. An employee query as to why MAG membership extends to only age 45. This was answered directly by the MAG co-chairman.

B. A suggestion that parking lane letter designations be painted at the entrance to each parking lane. MAG has recommended that this be submitted through the employees suggestion system.

C. A suggestion that the Boy Scouts provide markers indicating the type of tree for all trees within the Headquarters perimeter. MAG has recommended that this be submitted through the employee suggestion system.

D. A suggestion to provide shuttle bus transportation between Headquarters and the West parking lot. MAG does not endorse this recommendation.

E. A suggestion to make available in each office a photo album of agency officials in the chain of command. MAG supports this suggestion and has sent a memorandum of endorsement to the Suggestion Award Committee.



SUBJECT: Response to MAG Notice

F. A suggestion that Vacancy Notices be located on some neutral ground for individuals reluctant to approach their component personnel officer. MAG is preparing a separate Memorandum endorsing this suggestion.

G. Permit employees to shift working hours one half hour in order to facilitate carpooling. MAG has informed the individual of existing regulations permitting such a change in working hours. The original suggestion has been given to [redacted] with the MAG comment that there may be a number of officials who are unaware of the flexibility permitted within existing regulations. STAT

H. A recommendation that lounges be provided in women's rest rooms at buildings away from Headquarters. MAG endorses this recommendation and has forwarded the original suggestion to Mr. Evans.

3. Follow up memoranda on this subject will be prepared if warranted. At [redacted] suggestion the response to the MAG Notice will be discussed in the MAG annual report. STAT

Management Advisory Group

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