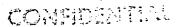
REVIEW OF THE RECRUITMENT SYSTEM

MANAGEMENT STAFF, DDA

MARCH 1981





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Table of Contents

ı.	Executive Summary
II.	Background of Study 2
III.	Recent Activity in Applicant Processing 2
IV.	Modeling of Recruitment Applicant Processing Activity 7
v.	Problems with the Current System and Recommendations 8
VI.	Conclusion 18
/II.	References 19
	Appendix A
	Professional Technical Recruiting Summary 20 Clerical Recruiting Summary 21
	Clerical Recruiting Summary 21 Appendix B
	Project SCIP Funding Requirements 22

Executive Summary

This study does not make conclusive judgments on the entire recruitment structure, but rather identifies areas that seem to call for further examination or which present a possibility for some improvement in the recruitment process.

The detailed recommendations are contained in Section V of this report. In shortened version, they are:

- 1. Give the newly implemented OPPPM system six months to prove its mettle.
- 2. Use computer modeling as a tool for understanding, not for decisionmaking.
- 3. Evaluate the overall effectiveness of the Agency's field recruitment network and take appropriate action.
- 4. Reconfigure the OPPPM Review Unit and Processing Assistants functions to increase the efficiency with which they process applicant files. Ensure that applicants are contacted frequently during processing, and are continually assured of Agency interest.
- 5. Direct the Office of Security to implement an up-front polygraph program for all applicants.
- 6. Fund Project SCIP, Security Communications Improvement Project now. It will allow OS to more efficiently process background investigations.
- Retain the 15-year investigative coverage on applicant background investigations.
- 8. Direct OMS to explore with OPPPM the creation of physical activity job standards, especially for sedentary jobs. Having done so, the clinical portion of medical processing for applicants to be assigned to these jobs could be eliminated. If deemed necessary, the clinical processing could be postponed until sometime after EOD.
- 9. Direct the Office of Medical Services to use the recently established Communications recruitment task force as a pilot program for implementation of a similar pre-medical screening program for all applicants.

- 10. Direct the Office of Medical Services to offer the PATB on an exception only basis, and to curtail its use for most college hires.
- 11. Curtail invitee travel expenses, by better accounting, reallocation of monies, and less interview activity.
- 12. Reexamine the Agency's policy on payment of relocation expenses in light of the limited success of non-Washington area recruiting activity. Pending the outcome of such an examination, examine the feasibility of implementing one standard Agency policy to pay all relocation expenses. At the very least, identify additional occupational codes for which we should apply for an OPM exemption in order to pay relocation expenses.

II. Background of Study

This study was commissioned to examine the timeliness and cost effectiveness of the current Agency recruitment system with an expressed aim of shortening the process. Because there has been a close scrutiny of Agency personnel practices, including recruitment, over the past several years, there was a fair amount of data readily available for analysis. Most of the information reported in this study came from available statistics and recently published studies on personnel activities. However, in addition, the following people were interviewed to provide their unique perspective:

Title

Deputy for Recruitment & Placement,
OPPPM
Deputy Director of Personnel Security
& Investigations
Office of Medical Services
Plans and Support Staff
DDA Representative

and other members of
the Directorate
Representatives to
OPPPM/R&P

OTE Analyst
Chief, Psychological Services Division,
Office of Medical Services

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- III. Recent Activity in Recruitment and Processing of Applicants
 - 1. Beginning in 1977, the Agency's personnel system, and

specifically the recruitment system, have been the subject of several studies and papers:

IG Report on the Agency's Recruitment System, January 1980

OPPPM Report on a Proposed Recruitment System, February 1980

OPPPM Response to the IG Report on Recruitment, including several IG recommendations, March 1980

Recommendations Regarding Recruitment and Placement Policies from the Directorate Task Force to OPPPM/R&P, January 1981

- 2. In the past year, OPPPM has instituted multiple changes to the recruitment and applicant processing system which has existed in the Agency since the early 1950s. The overriding objective of these changes have been to reduce cost and to increase the speed of processing applicants. OPPPM's prime solution for satisfying these objectives has been to reduce the number of applicants in the system at any given time, or said another way, to considerably reduce the ratio of applicants-in-process to EODs. Early indications are that clerical ratio has been reduced from 2.2 to 1 during the October 1979 through April 1980 time period, to 1.6 to 1 during the May 1980 to October 1980 period. For professionals, the ratios for those same time periods have been reduced from 2.8 to 1 to 1.9 to 1. Correspondingly, the number of applicants in process has been reduced from Early indications are that the EOD rate has not been adversely affected. In fact, the EOD rate has increased.
- 3. The methods used for accomplishing this ratio reduction have involved elimination of questionable applicants (for qualifications, security or medical reasons) early in the applicant process. As a result of early security interviews (Pre-Investigative Interviews) and early verification of information contained in the Personal History Statement (drug usage, for example), percent of initial applicants were eliminated for security reasons prior to being formally entered into the applicant process. Another reduction method has involved targeted recruiting—best described as recruiting for a specific position by a specific recruiter. Additionally, some parallel processing, especially in the security and medical areas, was also implemented, and the SKILLS BANK, a holding area for applicant files, was eliminated.
- 4. Appendix A of this study provides an excellent comparison of the old applicant processing system and the one proposed by OPPPM

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in March 1980 for both clericals and professionals. OPPPM has not yet fully implemented all of the changes proposed last year. We requested an interim report on their progress to date, and they supplied the following figures.

OPPPM Portion of Applicant Processing Professional/Technical

	Previous # of Days	Proposed # of Days	Current (estimated) # of Days
Resume Review	-24	2	3
Recruiter Interview	25	n/a	n/a
PHS Preparation	39	14	17
PHS Review	4	Ō	2
Expediter Review			
Skills Bank	14	0	n/a
Input, Log, Xerox,			
Duplicate, Deliver,			
Pick -up		-	5
Office Review	22	10	14
Pre-polygraph			
Interview			
Arrangements	38	14	21
Interviews	7		10
Decision to Process	20		7
Security Processing	55	30	55
Medical Processing	27	m/a	n/a
Report for Duty	50	30	30
Total Days	325	116	167
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5. As can be seen from the chart, Security and Medical processing are done concurrently in the new system, and take approximately 55 days.

male of a selection

- 6. The total processing time is now 167 days or half of the 325-day processing time which existed when the new system was implemented circa mid-1980. Further reductions are planned.
- 7. The following two charts examine the same data from two other viewpoints: the percent loss of applicants in both the previous and the proposed systems, and the dropout rate of each discrete function in both systems.

Professional/Technical Loss Figures

Previous # Applicants %Los	Proposed st # Applicants %Lost
Reviewed Resumes	2
PHS Completions	
Skills Bank	
Office Review	
Interview Arrangements	
Interviews	
Decision to Process	
Security Processing	
Medical Processing	
Report for Duty	
In the previous system we EOI	ed percent of those who
initially expressed interest. In the	proposed system, we plan to
EOD percent.	
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Professional/Ted	
Dropout Rate	S. 그 그 사람들은 그 그 그 그 그 그 그 그 그 그 그 그 그 그 그 그 그 그 그
Previous	
Frevious	Proposed
Reviewed Resumes	
PHS Completions	2
Skills Bank	
Office Review	
Interview Arrangement	
Interviews	
Decision to Process	
Security Processing	
Medical Processing	
Report for Duty	
	

Dropout rate is defined as the percent of applicants entering each discrete process that do not leave it successfully.

8. The observations which can be made regarding this data

-- Cost is not as relevant a factor in the loss of applicants

as time is. Most of the discrete functions involved (e.g., interview arrangements) are of negligible cost, but do involve a significant time investment. With the exceptions of security and medical processing, most of the losses occur during time delays, not during an expensive processing step.

- --With the security and medical processes, there are significant costs, primarily because of professional time involved. We currently are unable to predict whether staffing decreases could result from either our recommendations or from OPPPM's proposed system.
- --Both the proposed OPPPM system and our recommendations are aimed at reducing the workload of those Agency employees who process applicants. Polygraph operators are the exception because their workload most probably will increase as a result of the recommended changes. The cost-per-applicant will most probably increase (owing to the large file reduction) but, at the same time, the total Agency resources devoted to applicant processing should decrease. Cost aside, the changes should result in increased efficiency because the system will no longer be overburdened.
- --Those areas where a decrease in cost should result from a suggested change are discussed in this study. Examples are invitee travel, field recruitment activities, clinical examinations and PATB testing. The recommendations in these areas also usually contribute to a reduction in projected processing time.

Recommendation 1

We applaud OPPPM activity aimed at reducing the number of days required to process applicants, and believe that the new system should be closely monitored for a longer period of time, at least six months, before we make any judgements on its success or failure.

During this time period, it is essential that OPPPM, OS, and OMS collect extensive statistics so that a determination of success or failure can be made on a quantitative basis.

IV. Modeling of Recruitment Activity

- A. Portions of the recruitment process including the
 - -- processing activity
 - -- security approval process
 - -- Psychological Services Staff functioning

have been the subjects of System Dynamics modelling in the past year. As a general comment, we believe that these models have contributed to an understanding of the complexities of the activities involved. Specifically, in the process of modelling the applicant processing activity some very valuable suggestions were made and subsequently implemented. These suggestions include:

- -- installing expediters for security and medical up-front screening of applications,
- -- implementing concurrent security and medical processing,
- -- eliminating the Skills Bank, and
- -- implementing a two-part Personal History
 Statement form.
- B. The original goal of the applicant processing model was to reduce the time required for processing prospective employees. The model found a .5% per day loss in applicants. Said differently, each day an applicant was in process, the Agency increased the odds that the applicant would not EOD. OPPPM concluded that a reduction in the number of files in process would accomplish a reduction in processing time, without decreasing the number of EODs. After making the above changes, OPPPM has geared its activity toward that goal. This particular strategy leaves the existing processing mechanisms intact and reduces their workload. We feel that this strategy deemphasizes innovative management solutions and discourages questioning of the rationale for the existence of certain activities. It preserves those activities rather than questions them.
- C. The particular modeling technique used, Systems Dynamics, tends to view most relationships as linear, even those that may exhibit non-linear characteristics when another modeling technique is used. For instance, the much-quoted .5% per day loss of applicants which was derived from the System Dynamics model most probably is a yield rate curve, an "S" shape when viewed closer. The "S" shape implies that there are points where a difference in the number of days of processing makes a large difference in EODs and others where the difference is negligible—that is, if the process is fast or moderately fast, we can expect the same EOD rate, or if it is slow or moderately slow, the EOD rate stays nearly constant.

D. In the case of the security field office model, the most appropriate assignment technique needs to be calculated, but it appears that a linear programming solution to each model could determine an optimum number for "in-basket" size, and an optimum caseload. The model suggests a nearly empty in-basket and a caseload of 5-6 (from experience) present the most efficient solution.

-Recommendation 2

We ask that the models developed for various portions of the recruitment and processing activity be viewed as a valuable contribution to our understanding of the process involved, but not be used as a sole determinant for action. Particularly, we ask that the goal of reducing the number of days of processing not be viewed totally as a linear function of the number of files in the system.

- E. We applaud efforts at modeling processes in order to more fully understand them, but we believe that models should be viewed as one contribution to an overall management strategy for improvement.
- V. Problems With the Current System and Recommendations
 - A. Field Recruitment Network

1. All of the OPPPM optimization activity has been focused on the processing portion of the recruitment activity; processing being roughly defined as the activity which takes place after an initial expression of interest by an individual.

	f particular concern is the up-front
recruitment activity, -es	pecially the operation of the Field
	elieve it needs to be completely reexamined
	uctivity viewpoints. There are field
recruitment offices scat	tered through the United States. They will
cost the Agency	in 1981. These recruiters last year
accounted for EODs, o	of which were professional. The
Washington Area Recruitme	ent Office (WARO) on the other hand, with
recruiters, accounted	d for EODs, including professionals.

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Many of the people we interviewed during the course of this study believed that the field recruiters play a passive versus an active role, that they are "out of touch" with Agency activities and needs. We believe that their success rate--or lack of same--at certain universities needs to be analyzed, and recruiting visits tailored accordingly. For instance, the Agency interviewed 23 recently; none were hired. We have no data on why a recruiter visits (and revists) certain universities, and does not recruit at others.

3. We understand that some recruiters work standard hours. A recruiter available at a county-employment office during daytime hours will predictably get less activity than one available during the early evening. A phone call made by a recruiter to the residence of a student or an employed person during the day also gets a predictable response.

5. Field recruiters return to Headquarters once a year for a conference. They spend the rest of their time in the field. They usually reside in the area in which their office is located. Field recruitment has not traditionally been a rotational assignment.

6. Some of those we interviewed stated that Personal History Statements received from field recruiters contain errors and omissions, or obvious security or medically disqualifying information. We were not able to document instances of this particular criticism.

Recommendation 3

- a. The entire area of field recruitment needs to be studied in detail. We are uncertain that sufficient justification exists to maintain recruiters
 - -- in light of OPPPM's intent to place significantly fewer applicants in process;
 - -- in light of the new system's emphasis on early interviews by the component,

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. 25X1 not by the recruiter;

-- and in light of the fact that the field recruiters account for fewer EODs than the average WARO recruiter.

We need to delineate field recruiter functions and decide whether those functions could be done by traveling recruiters based in Washington rather than stationery recruiters based in the field. We need to capture statistics on colleges and universities where we do get employees.

- b. At those universities where our recruitment success rate is low, we suggest utilization of videotape and written media in the college or university recruitment office. The production of company recruiting tapes is quite common in industry, and most major college recruitment offices have a videotape capability. The expense of producing the tape can be easily offset by the reduction in associated travel funds.
- c. The Agency should standardize its recruiting message. We have an excellent package which we distribute to people who write or send resumes. But when a live recruiter visits a campus or employment office, he/she should have a standard message to communicate as well—slides or a prepared briefing book or whatever. Our message has to be clear, concise and consistent.
- d. Those who recruit should explore the use of flexible working hours for their non-campus activities and for applicant telephone contacts.
- e. We did not undertake in-depth research of the process by which OPPPM determines requirements for new employees. We recommend, however, that such research could very usefully be

undertaken, and soon.

B. Applicant Processing

Applicant processing activities involve an enormous amount of paper, flowing between multiple branches of three different processing offices (OPPPM, OS, OMS), the hiring office, and Security field offices. OPPPM has recently implemented a minicomputer based system, CAPER, to track applicant progress through the OPPPM portion of this maze. CAPER notwithstanding, the greatest inefficiency in the whole process remains paper shuffling and tracking, especially where papers cross office (and directorate) boundaries. The areas of greatest delay or significant cost which we were able to identify include:

- OPPPM appointment arrangements Two branches in OPPPM schedule interviews, tests, and EOD dates for applicants, hiring offices and processing offices. One branch makes arrangements for clerical applicants, and one branch makes arrangements for professional applicants. These offices essentially work regular 8:30 a.m. to 5:00 p.m. schedules, and one of their main problems is getting in touch with the applicants. These branches also prepare requests for security and medical processing and reproduce personal history statements prior to office reviews. An applicant file may pass through these branches three times during the hiring process. Each time this happens, delays occur. There are four processing assistants in the professional branch, three in the other. As many as 10 days can elapse from the time a person is cleared for duty until he is notified. On 13 March 1981, for example, there were cleared people who had not yet been called to EODJ The functions appear to be necessary. The ineffectiveness with which the functions are performed is unnecessary.
- 2. The Review Unit has perhaps the most critical job in applicant process. It determines whether or not to send applicant files to Agency offices, and if so, which offices. The Review Unit is often another processing bottleneck. If an applicant file is sent to an inappropriate office, a two week delay can and does result. The potential for files of needed applicants being rejected by the Review Unit and those of unnecessary applicants being sent to offices for review appears to be high.

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Recommendation 4

OPPPM should attempt to reconfigure
the processing assistant jobs to increase
their efficiency. Flextime hours,
including early evening hours, should be
instituted especially for
applicant-contacting activities. Perhaps
the jobs of the processing
assistants should be realigned. The
professional processing assistants split
work on a directorate basis, which may
not be the most optimum division.

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Applicants should be contacted at several points during processing just to be reassured of continuing Agency interest. The processing assistants seem to be the logical group to perform this function.

The OPPPM Review Unit needs to be more familiar with requirements of various offices, and perhaps needs to be staffed by personnel with more general Agency experience.

3. Background investigations done by the Office of Security for all applicants are the longest single function in the applicant process. It currently takes an average of 54 days to conduct an investigation. The Office of Security projects that they can eventually complete applicant background investigations in 45 days, with quite a few taking no more than 30 days. There are an average of 1.7 field assignments required to complete each background investigation. These assignments may involve any of the seven security field offices. These field assignments exhibit the "traveling salesman" operations research problem, in that the field investigator or resident agent (RA) or confidential correspondent (CC) who handles the assignment picks up assignments once a week. The rest of his time is spent "on the road." Assignments necessarily "gather dust" waiting for the investigator to pick them up. Mailing time to the field office and then perhaps to an RA or CC adds significantly to the security processing time, as does clerical typing time. The availability of travel funds also has a direct impact on the efficiency of a field investigation.

Recommendation 5

The Office of Security background investigation is a labor intensive activity. Certain parts of the system are badly in need of optimization. An ODP study completed in August 1980 suggested the implementation of project SCIP, Security Communications Improvement Project -- the use of word processing and data processing technology to render security clearance actions more efficient, comprehensive and timely. Project SCIP involves a phased development costing approximately over the first three years. Funds are budgeted in 1983 at an enhanced level. Appendix B provides detailed costing information for Project SCIP. We recommend its adoption.

Recommendation 6

We examined background investigation data to determine if the requirement for 15 year coverage decreased efficiency appreciably. A study done by the Office of Security in May 1977 found that because of the age of applicants, our average investigative coverage averages only 6.4 years. The study also found that noteworthy information was found in the 10% of the cases where the investigation covered a full 15 years. We found that the time required for a background investigation is related more to the assignment and travel issue than it is to the length of investigative coverage. We recommend that the 15-year coverage of the background investigation be retained.

4. The February 1980 Proposed Recruitment System suggest the implementation of up-front polygraphs (polygraph

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interviews conducted prior to initiation of the background investigation). Though the Office of Security does these when requested, they do not do them routinely. The critical point here is that the polygraph interview may eliminate completely the need for a background investigation if it produces unacceptable derogatory information. The polygraph most often eliminates applicants because of drug usage, thievery, and homosexuality.

Recommendation 7

The Office of Security is prepared to implement and should be directed to implement an up-front polygraph as the standard processing activity for all applicants.

5. The Office of Medical Services conducts two types of medical testing on applicants—physical and psychiatric. OMS will not eliminate an applicant as physically unfit for duty on the basis of information contained in their Medical History statement (Form 93). Consequently, each applicant receives a full physical examination. These tests do not contribute to a significant time delay (2 or 3 days), but they do have to be scheduled. Scheduling, you will recall, too often creates unacceptable delays. There is, of course, a significant cost associated with the clinical screening. Full physical examinations result in the disqualification of fewer than 2% of all applicants examined. The cost effectiveness of a full clinical exam for only a 2% loss is questionable.

Recommendation 8

OPPPM and OMS should jointly explore the utility and cost effectiveness of full physical examinations for all the applicants. We suggest they jointly work to accomplish a goal of developing job standards, particularly for sedentary jobs, which would result in a significant reduction in the number of full clinical examinations needed.

If a full clinical examination is deemed

essential for those with sedentary jobs, we recommend that the exam be performed sometime after the EDO date, thus removing it from the applicant processing system.

6. The Office of Medical Services also performs psychiatric screening which consists primarily of a form completion, the Personal Index (PI), which is evaluated by a psychometrist to determine if a psychiatric interview is necessary. We recommend no changes to this procedure.

Recommendation 9

OMS is performing pre-medical field screening as a part of the upcoming task force initiative to recruit electronic technicians for the Office of Communications. The screening consists of a review of Medical Form 93 which the interviewee will complete along with his Personal History Statement, and a Personal Index (Psychiatric Screening) completion by the interviewee. An interview will take place after the PI is scored and evaluated. No medical disqualification will take place, but the medical technician will make an off-the-record recommendation to the interviewer whether to continue processing the individual.

If this procedure is successful, we recommend that OMS implement it for the standard applicant processing activity.

7. OMS estimates that currently 55% to 70% of all professional applicants take the Professional Aptitude Test Battery (PATB). There is no standard Agency policy determining use of the PATB. Choice of testing is left to the individual line manager sponsoring an applicant for employment. The PATB is given to all CT applicants. The PATB does account for some delay in the applicant process. Time required to score the PATB varies from several days to three

weeks. Since the background investigation by OS is run concurrently with medical processing, the delay usually does not impact overall processing, except in cases where results from the PATB cause a cancellation of the applicant's processing.

Recommendation 10

The Office of Medical Services should offer its PATB services to components on an exception only basis. The PATB could still be used as a suitability measure for unusual Agency professions, but certainly not for standard occupations, for example, accountants, computer programmers, etc. PATB testing of recent college graduates should be severely curtailed. Since college hires average about 50% of the annual EOD number, this could greatly reduce PATB use.

C. Invitee Travel

We found that each professional applicant travels from his or her home to Washington and back twice during processing. Clerical applicants make one round trip each. Cost is about \$420 per trip. Total invitee travel, which is budgeted by OPPPM, was in FY-81. FY-83 projections for Agency-wide invitee travel The number of Invitee travel trips has increased 452 percent in the past four years. This particular statistic is fascinating. It means that we are interviewing more applicants while our number of EOD's has remained relatively constant over that same period. We are not able to account for invitee travel by occupation. Statistics on the use of invitee travel funds by components would be interesting. Unfortunately, this data is not available. Theoretically, with the new recruitment system, invitee travel should decrease as up-front screening eliminates undesirable applicants prior to the interview, yet OPPPM projects a significant increase for FY-83.

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Recommendation 11

Invitee travel is a free service provided to components by OPPPM, and

components are availing themselves of this service in ever-increasing numbers. Use of invitee travel should be much more carefully monitored by OPPPM. Better accounting for its use should be provided. Once accounting information is available, OPPPM should parcel out invitee travel funds based on projected needs, attrition rates, or a similar figure. Invitee travel funds should not be divided by current component use. For example, there is currently a 12-to-1 ratio of applicants to EOD's for the CT program. We could not confirm that they used a significant amount of invitee travel, though we suspect so. disproportionate number of interviews occurs for the CT program or any other occupational code, we may need to explore better methods of up-front screening for that group. Right now, our problem is that we don't have the information available to make a judgment, and our invitee travel costs are skyrocketing.

D. Relocation Expenses

A statistic which we requested and were unable to obtain was the number of new employee relocations in any given year which were paid by the Agency. The overall Agency policy is to conform to the Federal Personnel Manual, chapter 571, which lists occupational categories for which relocation expenses may be paid. Relocation expenses are not budgeted by OPPPM but rather by individual components. An applicant who is interviewed for several different jobs by several components will in all likelihood be told that his or her relocation expenses will be paid by one component, but not by another. This kind of confusion does nothing to enhance the Agency's image as an employer. It may also partially account for the low success rate for field recruitment versus recruitment in the Washington area. Most major industrial employers pay relocation expenses for their new hires. A number we are unable to capture is the loss of potential employees who cannot afford to pay for their own moving expenses.

Recommendation 12

The Agency's policy on payment of relocation expenses is inconsistent and counterproductive. We recommend that this entire area be the subject of a separate study. Our initial recommendation, pending the outcome of the study, is that the Agency should pay all relocation expenses for successful out-of-town applicants. If not, we should recruit solely within the Washington area. Perhaps college hires could move to this area at their own expense, but for a person who is changing jobs, we believe the current policy presents an unreasonable financial burden and negates the effectiveness of recruiting away from Washington.

If the Agency cannot legally pursue its own relocation payment policy, then, at the very least, we recommend that the Agency requests further exemptions from OPM based on more of our critical occupations.

VI. Conclusion

We did not attempt to predict the efficiencies that will result from implementation of our recommendations. We have approached the recruiting and applicant processing problem from a different direction than did OPPPM. We believe that suggestions resulting from each study approach will improve the efficiency and cost effectiveness of these processes.

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Proposed Recruitment System, OPPPM and publication,
February 1980

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13 August 1980

Memo for Director of Security from Deputy Director of Security (PSI), subject: Security Approval Model, 28 October 1980

Memo for DD/A from Chief, Psychological Services Staff, OMS, Subject: Survey of Users of the PSS Professional Test Battery in CIA, 30 October 1980

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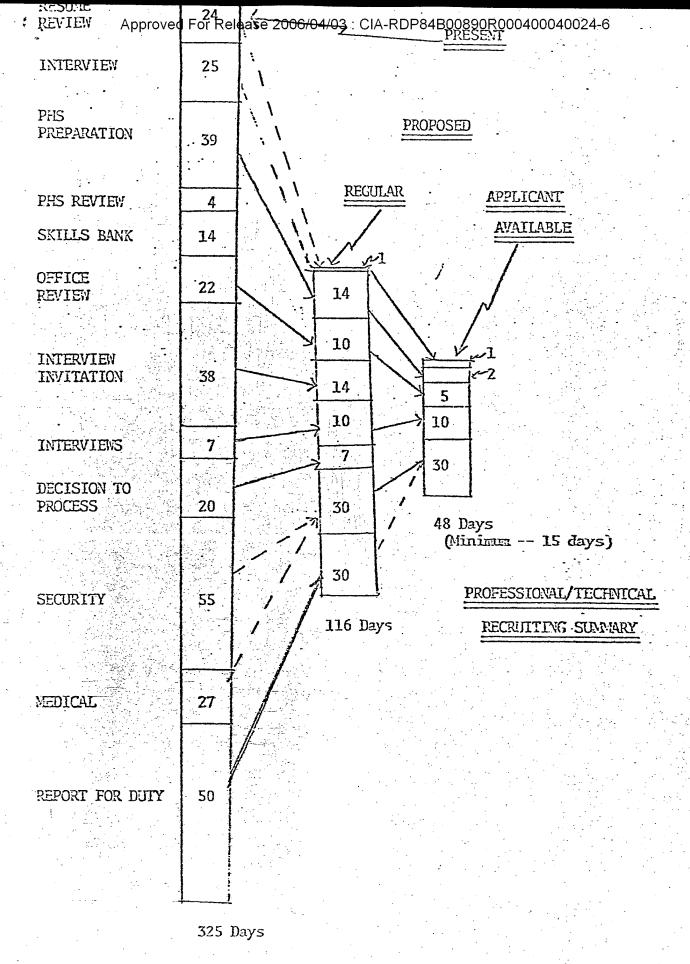
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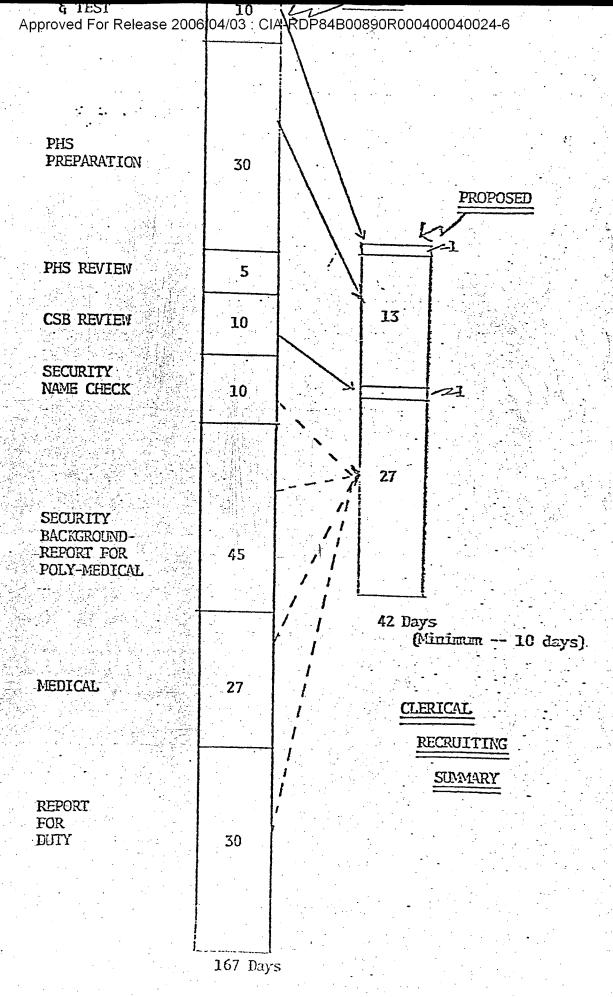
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10 March 1981

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Security Communications Improvement Program PROJECT SCIP

Network Equipment Requirements

•	iption	Unit Cost Total Cos
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	Standard CRT Terminal	
1 _	Eight Inch Floppy Disk	
	High Quality Printer Data Encryption Standard	
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