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CAREER EMPLOYMENT OF WOMEN
IN THE
CENTRAL INTELLIGENCE AGENCY

November 1953

Report of the
Panel on Career Service for Women
to the
CIA CAREER SERVICE BOARD

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PREFACE

Although the last census reports 19 million working women in this country (an increase of 7 million since 1940), it has not been too many years ago that employment opportunities open to women were limited to teaching or to performing household services. During the 19th century, employment opportunities were gradually extended to include clerical and some professional fields. It is only recently that women have entered any great variety of occupational fields and there still remain some occupations where women are not employed in any significant number.

As compared with other employers, this Agency has offered at least equivalent opportunities to career women. It has not, in common with other employers, taken full advantage of the womanpower resources available to it. The Panel on Career Service for Women has viewed its task as one of supplying answers to the question: "What are the career opportunities for women in the Central Intelligence Agency?"

"Humanity must learn to accept superiority not in this group or that one, in this sex or the other, but in the person, no matter what his or her group membership, and regardless of sex." -- Ashley Montagu
(Chairman of the Department of Anthropology at Rutgers
and
Director of Research for the New Jersey Committee
of Mental Health and Physical Development)

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I. INTRODUCTION

A. Objective

On 31 July 1953, the Director of Central Intelligence and the Chairman of the CIA Career Service Board met with a group of women, representative of professional women employed by the Central Intelligence Agency. This group was invited to serve as a panel to report on the role of women in the Agency's Career Service Program. In the three months since that time, the group has studied the current utilization of women in the Agency as a basis for suggesting answers to the questions:

What are the career opportunities for women in the Central Intelligence Agency?

B. Approach

The occupational groups in the Agency were divided into "professional," "clerical," and "intermediate." The definition of these groups was arrived at by mutual agreement of the Panel members based on the judgment of individuals most familiar with specific positions.

The "intermediate" group was established to cover those positions which were neither wholly professional nor primarily clerical. As will be observed later, this group is an important transitional area for clerically trained personnel who are enabled because of their interests and capabilities to advance to professional positions.

Within the broad groups of "professional" and "clerical," categories of specialization have been established. "Administrative support," for example, has been used to describe budget, supply, personnel and general administrative duties. Within the more technical areas, e.g., statistics, data has been collected separately for the specific area. Each of the categories used is described in detail in the separate reports attached.

The Committee on Professional Women in the Overt Components has concerned itself primarily with the employment of women in the Offices of the Deputy Director (Administration), the Deputy Director (Intelligence), the Director of Training and the Assistant Director for Communications. The covert elements in these offices were not considered in this Committee's report.

The Committee on Professional Women in the covert components, originally established to consider the employment of women in overseas areas, found it necessary to extend its study to include those headquarters components having the preponderance of overseas employees.

In the Committee's analysis of the field situation, both clerical and professional personnel have been considered; its analysis of the headquarters situation gives more emphasis to professional personnel.

The Committee on Clerical Employees has reported primarily on the utilization of women in clerical positions in headquarters but has also found it appropriate to highlight certain problem areas in clerical employment common to men and women in these positions.

The Panel has considered not only whether women were being utilized and in what areas of specialization, but also the levels of responsibility which they achieved. The lack of uniformity in the Agency's organizational structure has complicated this last point. The grade attached to a particular position does, of course, signify a certain degree of responsibility and difficulty, but there are varying degrees of prestige or status attached to organizational titles. While recognizing that they are not in fact comparable, the Panel has of necessity assumed that such titles as Division Chief and Branch Chief represented uniform organizational levels.

C. Compilation of Statistics

The Personnel Office was most cooperative and helpful in developing statistical data available from central personnel records. The decision to apply more flexible definitions of "professional" and "clerical" did, however, limit the extent to which machine methods could be applied and a substantial part of the data compiled was prepared manually from a variety of sources. Certain discrepancies are a natural result. The Panel considers that the minor inaccuracies which may exist do not distort the picture presented.

II. FINDINGS

A. Statistical Findings

1. CIA Women Employees Compared with CIA Men Employees

(NOTE: All data as of 30 June 1953.)

a. Although the median grade for staff employees and staff agents is GS-7, the median grade for women is GS-5 as compared with GS-9 for men.

b. Only 19% of women employees, as compared with 69% of men employees, occupy grades higher than the median GS-7.

c. Although no woman employee is in a grade higher than GS-14, 10% of the men employees are in grade GS-15 and higher.

d. Although almost half (43%) of men employees are in grade GS-11 and higher, only 19% of women employees are in this upper range.

2. Professional Personnel - Overt Components

(More detailed findings are contained in Tab C from which this summary is taken.)

a. Women represent [REDACTED] in professional positions and are utilized to some extent in 17 of the 19 professional categories. They represent less than 21% of the professional personnel in 12 of the categories, however.

b. Women represent less than 21% of the professional employees in 9 of the components studied.

c. In a few fields of work, women hold grades above the GS-12 level but no woman employee holds a grade higher than GS-14. In all but one of the occupational categories studied, the highest grades held by women are one to four grades lower than the highest grades held by men.

d. In the components studied, the median grade for women in professional jobs is, on the average, three grades lower than the median for men.

e. No women are employed in executive positions. Relatively few occupy positions with line authority at the Branch Chief level and none occupy such positions higher than Branch Chief.

f. Trends in employment during recent months indicate that only a small percentage of women are being hired for professional jobs. The median grade for women hired for professional positions in a recent six-month period was GS-7 while that for men was GS-9.

3. Professional Personnel - Covert Components and Overseas Field

(More detailed findings are reported in Tab D from which this summary is taken.)

a. Within the occupational categories studied, the greatest single group of personnel is in "operations." Grade classifications in this category range from GS-5 to GS-17 for men and from GS-5 to GS-14 for women. The number and percentage of women in the operations category, however, is comparatively small, and decreases markedly from headquarters to the field. Women represent [REDACTED] professional personnel in operations in headquarters but only [REDACTED] in the field.

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b. In the categories of executive support and administrative support, which show the next greatest concentrations of strength after operations, representation of women is proportionately even smaller.

c. In the three groupings under "analysis" (information control, research, and reports), the total number of women employed is greater than in any other professional groups. Grade ranges in this category are approximately the same for men and for women.

d. In headquarters, more men occupy positions at GS-11 than any other grade, although the mode varies in different organizational components from GS-9 to GS-14. In the field, the largest concentration of men is at the GS-9 level. In both headquarters and field, however, the largest concentration of women is at the GS-5 level. (Both professional and clerical classifications are considered in this comparison.)

e. The preponderance of women in the covert components is in clerical positions with relatively few women currently utilized in professional work. In professional fields, the grade ratings of men are higher than those for women.

4. Clerical Personnel

(More detailed findings are reported in Tab E from which this summary is taken.)

a. Of approximately [redacted] in the overt components, [redacted] are clerical employees and 66% of these are women; [redacted] employees in "intermediate" positions are women; and [redacted] professional personnel are women. In the clerical group, there seems to be not so much a question of utilization of women in clerical capacities as one of the utilization of women in strictly clerical work compared with "intermediate" and professional work.

(1) The majority of clerical positions may reasonably serve as stepping stones to administrative assistant and clerical supervisor positions. Though women represent 86% of the clerical employee group, they represent only 73% of the administrative assistant-clerical supervisor group.

(2) In positions involving machine operations, women represent 58% of the operator group but only 24% of the supervisor-planner group.

(3) Comparing women in the "intermediate" group with those in the same field of professional specialization, it is found that the proportion employed in professional positions is generally lower than the proportion in professional assistant positions. Women in analytical work

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represent 81% of the "assistant" group but only 23% of the professional group. In editing and publishing, the rate drops from 70% in the assistant group to 37% in the professional group; and in administrative support, the rate decreases from 42% in the assistant group to 13% in the professional group.

(4) In only two occupational categories, editing and publishing and administrative support, is the lowest grade held by men and women the same. In all other cases the lowest grade held by men is one to two grades higher than the lowest held by women.

(5) In only two fields of work, library and editing and publishing, does the top grade for women equal or exceed the top grade held by men. In all other fields, the highest grade held by a woman employee is one to three grades lower than the highest grade held by men employees.

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b. In the covert components, [redacted] employees in clerical positions are women; [redacted] in "intermediate" positions are women; and only [redacted] professional employees are women.

(1) In headquarters, 95% of clerical employees are women as compared with 82% in the intermediate group. In the field, the rates are 92% as compared with 65%.

(2) A comparison of "assistant" with professional personnel in the general category of administrative support shows a drop from 33% to 27% in the proportion of women in headquarters and a drop from 25% to 12% in the field.

B. Observations

There is a variety of attitudes and subjective judgments which enter into the final decision of an official responsible for the selection of personnel for initial appointment or subsequent promotions and reassignments. It is reasonable to assume that one or more of the traditional arguments against the employment of women is likely to influence such decisions, consciously or unconsciously. The extent of this influence will vary, of course.

Listed below are some of the more frequent traditional arguments for limiting the employment and advancement of women. The Panel has considered and commented upon opinions expressed in the Agency as well as some generally heard outside government circles.

1. Opinions expressed by Agency officials:

a. "Women are not qualified to perform in those positions which they do not now occupy."

Comment: Since there are some women in practically every type of position in the Agency, this argument from the viewpoint of any one individual office seems questionable. At least it would be necessary to ascertain whether the aspects of a specific job make a woman ill-fitted for the position rather than the category of profession. It is reasonable to assume that there are specific positions requiring traits or specialized training which women are unlikely to possess.

b. "Women won't travel," and "Men are necessary in Departmental jobs since they must be used as replacements for overseas personnel."

Comment: The Agency employs a fairly large number of women in overseas positions at the present time. Some women are unable and unwilling to travel. This is also true of some men. However, if the Agency can utilize any personnel who are not available for frequent travel, this does not seem a valid argument against the employment of women as a group.

c. "Women can't work under the pressures of urgency and special considerations inherent in much of the Agency's work."

Comment: Women employed in many Agency offices are actually working under considerable pressures and appear no more affected by them than men are. It was certainly evident during the war and postwar years that women were willing and able to work under pressure.

2. Opinions expressed in business and industry as well as in the government:

a. "Women are undesirable candidates for long-range employment because they frequently interrupt or terminate their employment for marriage or family reasons."

Comment: Although the current trend in the general employment picture reflects an increasing number of married women in the employed population, it is true that the employer cannot be sure that a woman employee will not elect to resign upon marriage, or to devote more time to her family, or that she will require a leave of absence to have

a family. As long as our present society continues, this is apt to be the case. There is, however, no certainty that a man will remain permanently or even for a stated number of years. The Committee believes, therefore, that this problem can be met only by a mutual understanding or agreement between career employees - be they men or women - and the Agency when the initial planning is done. The concept in a career service plan of obligation to an agency as well as benefits from the agency is basic to all planning without reference to sex of the individual.

b. "Women are more emotional and less objective in their approach to problems than men. They are not sufficiently aggressive."

Comment: These and other statements relative to personality traits are too generalized to be dealt with in any detail. Undoubtedly a survey of case studies and personnel evaluation reports, or a sampling of opinion among many employees would have to be undertaken to substantiate this opinion or its antithesis. Even then, it is doubtful if the findings would be valid under all conditions. The opinion expressed is doubtless true as applied to some women - and as applied to some men.

c. "Men dislike working under the supervision of women and are reluctant to accept them on an equal basis as professional associates."

Comment: It is probably offensive to many men to find a woman occupying positions superior or even equivalent to theirs. It is also probable that many women prefer to work for men. In part, this preference comes from a traditional attitude toward women which will be affected only through a slow evolution of sociological change. Part of the attitude may stem from instances where a poor selection of a woman was made and the error attributed then to the fact that she was a woman. The Panel hopes that such an attitude will not be accepted as a barrier to the utilization of women in executive positions when they are qualified for such positions. The selection of a man or a woman for an executive position should include consideration of the candidate's supervisory abilities and probable acceptance by subordinate employees.

d. "The economic responsibilities of women are not as great as those of men. Women should not be employed in higher paying positions and deprive men of these opportunities. Women should not be employed at all when men are in need of employment."

Comment: This opinion is not offered as frequently at present as it has been in the past when, incidentally, it had greater merit. It seems to have become generally accepted that many women are faced with the requirement of supporting themselves; of supporting, fully or partially, dependent relatives; or of contributing to the support of their own family. Assignment or promotion on the basis of an individual's personal need is not justifiable in any employment program. The important consideration should be the ability of the individual to contribute to the objectives of the employer.

In addition to the subjective judgments which color decisions, there are surely other considerations of which the Panel cannot be aware - detailed job requirements, variations of similarly titled positions, implications of requirements which do not appear in writing. Many factors susceptible to statistical investigations were considered for study and excluded because of the difficulty and expense of developing the data, and, in some cases, the lack of any comparative data from outside sources.

However, using the statistical data available and relying on the observations of its individual members during their association with the Agency, the Panel concluded that except for a few rather narrow fields, career opportunities for women have been limited in the Agency in nearly every professional area. The following paragraphs highlight those areas in which the Panel feels the Agency could profitably offer greater opportunities to women career employees:

1. In the professional areas, both covert and overt, it appears that the administrative support positions, the positions pertaining to analysis, and positions requiring a capacity for liaison work offer opportunities for using and advancing women more than at present is the case.
2. Within the overt professional categories the Committee felt that more emphasis should be given to selecting women for executive and executive support positions and that attention should be given to the possibility of using women in some legal positions.
3. The committee reporting on opportunities for professional women in the covert positions recommended further exploitation of women in the areas of operations, training, and translation.

III. RECOMMENDATIONS

A. Career Opportunities for Women

In order to increase career opportunities for women in the Agency it is recommended:

1. That the DCI issue a policy statement to encourage maximum utilization of women in the Agency.
2. That the DDA establish a procedure for
 - a. The review of all formal and informal recruitment requests which state that male applicants are desired, and
 - b. Corrective action when the preference is not justified.
3. That Agency officials be encouraged to consider more women for positions in administrative support, analysis, liaison, training, legal work, operations, and translation.
4. That more opportunity be given to qualified women to advance into positions of executive responsibility at all grade levels.
5. That a full-time counsellor be assigned to the Interim Assignment Branch in the Personnel Office.
6. That special attention be given the clerical personnel by the appointment of a qualified person in each major component to deal with problems of clerical personnel.
7. That supervisors provide continuous orientation to employees at the section or unit level, particularly for the clerical personnel.
8. That career opportunities for clerical personnel be explored and publicized and that a member of each career service board be designated to give special attention to career planning for clerical personnel.
9. That supervisory training be required for all supervisors towards improvement of management and morale in the Agency.

B. Career Opportunities for Men and Women

The Panel recognizes that the following recommendations affect men as well as women, but as a result of this study the members have been impressed with the need for action to take care of these problems and so offer the following comments and suggestions for consideration by the Career Service Board:

1. It is urged that the program already established be publicized and enforced at whatever level necessary for finding qualified and deserving candidates in the Agency before conducting outside recruitment.
2. The Panel suggests, too, that publicity be given to procedures to be followed whereby careerists, through training, may enter or advance in a professional field.
3. There is need for thorough and frequent briefings of recruiters and a policy of complete frankness toward recruits regarding probabilities in their job.
4. The Panel became aware of the great need for devising some method by which personnel returning to Headquarters from overseas assignments may receive guidance for their future careers.

C. Further Studies

There were some studies, unavailable at this time, which the Panel felt would be necessary, both to give a complete picture of careers of women in this Agency and also to throw light on problem areas which exist here. The following studies were those the Panel considered most important:

1. Qualifications vs. grades for men and women.
2. Time-in-grade for men and women.
3. Turn-over rates within certain categories.
4. A sampling of clerical to professional advancement within the Agency.

TAB A
CIA WOMEN EMPLOYEES COMPARED
WITH OTHER WOMEN
EMPLOYEE POPULATIONS

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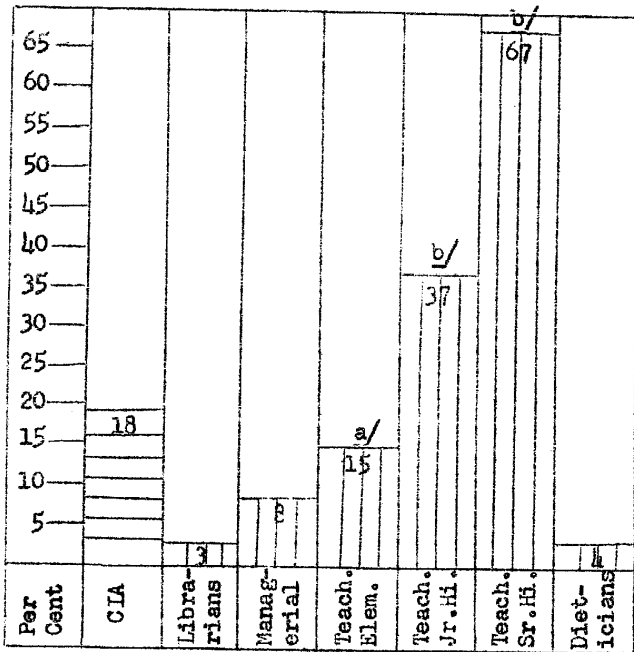
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STATISTICAL FINDINGS

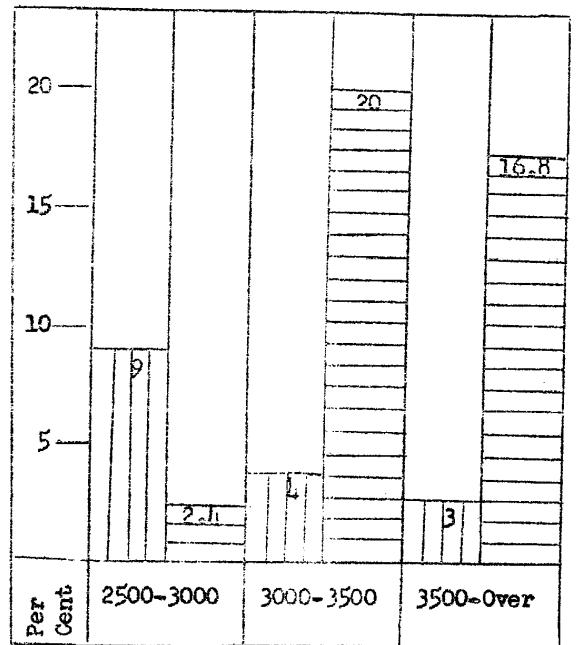
1. Women represent 39% of the staff employee-staff agent group in CIA as compared with a representation of 25% in the Federal employee group and of 30% in the total U.S. employed population (1952 data).
2. The average grade of women employed in CIA is higher than that for other women Federal employees (1947 data). (This fact is not particularly surprising since the average grade for CIA employees is higher than for Federal agencies employing proportionately larger numbers of clerical and other lower graded personnel.)
3. Since the entrance rate for GS-3 is \$2950 per year, it is not particularly significant to note that a substantial proportion of CIA women employees have salaries exceeding \$3000 per year as compared with the total U.S. population of employed women. It is pertinent to note that the salaries of women generally as compared with the salaries of men generally have lagged behind, even where both men and women are performing the same jobs.
4. The attached charts offer a sketchy picture of the employment of women in this Agency, in the Federal Government, and in various specialized fields. The data used as a basis for these comparisons varied in date from 1953 (for CIA) to 1947 (for the Federal Government as a whole); data concerning women in the civilian labor force were dated from 1949 to 1952. Source materials used were obtained from the Women's Bureau, Department of Labor, and contained statistics gathered from such sources as the Census Bureau, the Civil Service Commission, Bureau of Labor Statistics, various professional associations, selected state industrial reports, and agency and departmental reports. In addition, occupational material on women was collected by a search of the United States Government Manual, the Official Register of the United States, the Federal Statistical Directory, and the Register of the Department of State.

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Women in Selected Fields with Incomes Exceeding \$5000*
(Based on Total Females in Each Field)



Women With Income in Excess of \$2500*



* Teachers' Salaries Include Males
 a/ .9 of all elementary teachers are female
 b/ .66 of all secondary teachers are female
 Statistics Used: CIA as of 30 June 1953
 Others based on 1950

* Figures for CIA based on total Agency employment
 Figures for women in National Labor Force based on total of those with incomes. (1950)

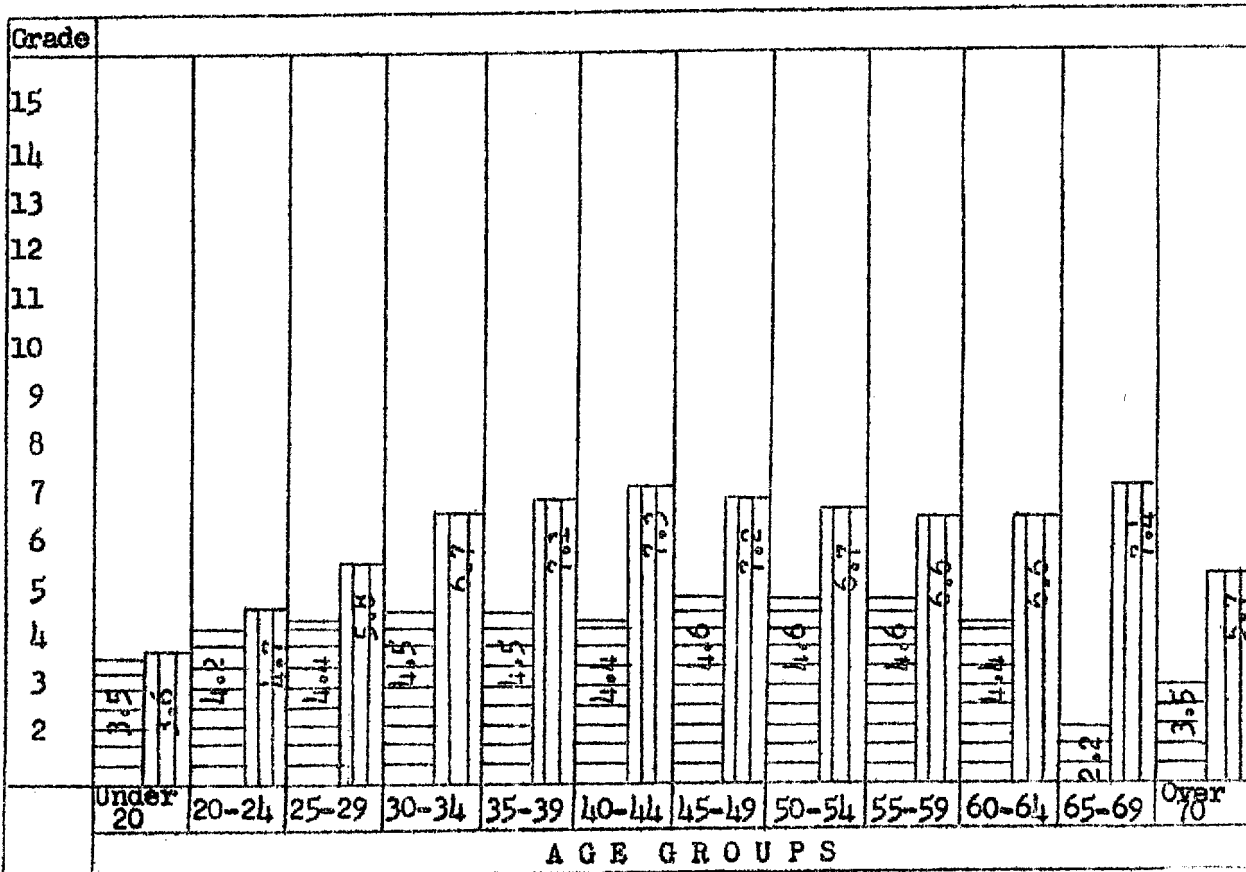
CIA
 Other Fields


CIA

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Average Grade by Age Group of Women in CIA and Federal Government*



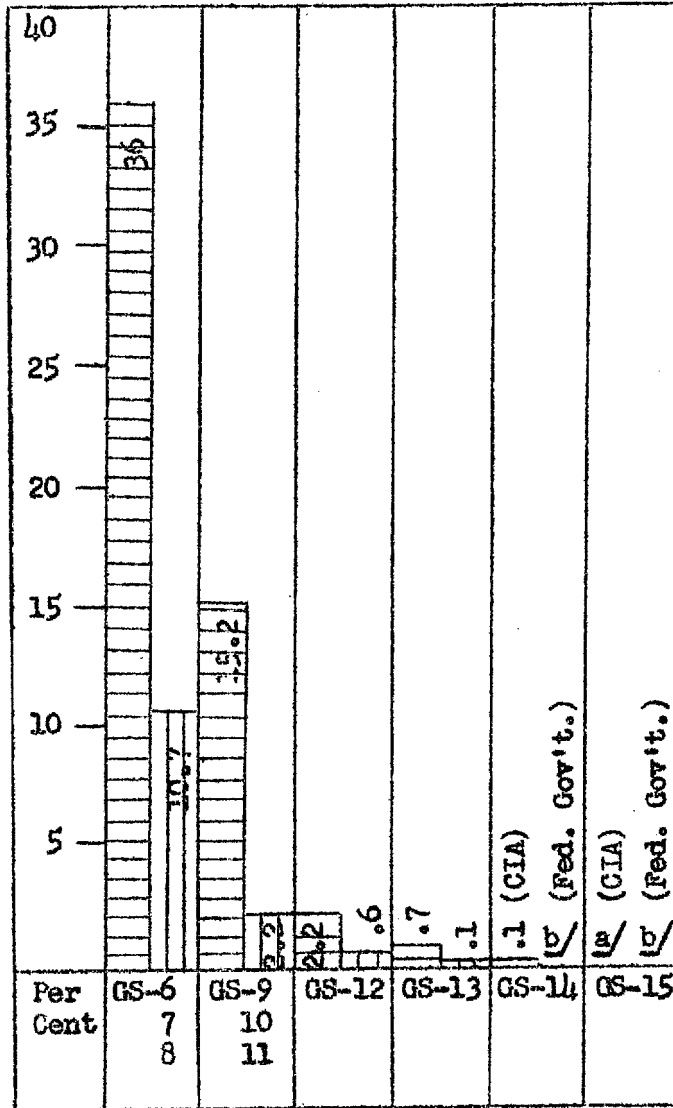
 Federal Government

 CIA

* Federal Government figures as of 30 June 1947
CIA figures as of 30 June 1953

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Women in Grade 6 or Above*



* Percentages based on female population of Agency and Government
 Statistics Used: Fed. Gov't. Sept. 1947
 CIA as of 30 June 1953

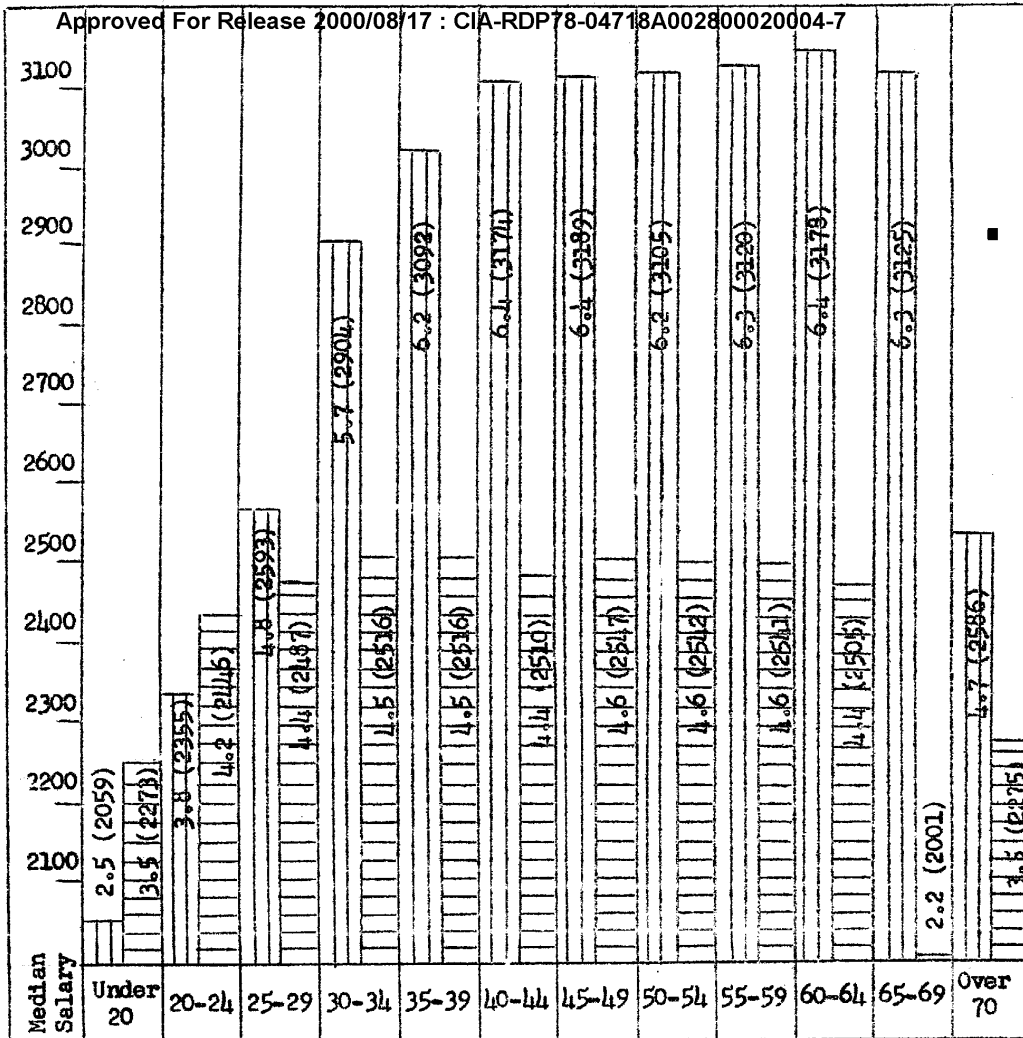
▨ CIA

a/ None

▩ Federal Government

b/ Less than .05%

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Average Grade in Federal Government by Sex and Age Group (1947)

Male

Female

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INDUSTRY	Female % of Total Employment	% Females in <u>1/</u> Higher Positions	Officers <u>2/</u>
Dept. Stores	68%	50%	4%
Insurance	64%	20%	2%
Banking	46%	15%	1%
Manufacturing	45%	14%	4%
C.I.A.	39%	22%	5%

1/ Used Grades 9 thru 11 as CIA "Higher Positions"

2/ Considering Grades 12 thru 18 as Officers (CIA)

Area Survey used herein was conducted in the Chicago area, the Boston-Hartford area, and the Philadelphia. (1949)

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