

SECRET

Approved For Release 2000/08/17 : CIA-RDP78-04718A002800020007-4

TAB D

REPORT OF THE COMMITTEE ON WOMEN  
IN THE COVERT OFFICES OF CIA

SECRET

SECRET  
Security Information

REPORT OF THE COMMITTEE ON WOMEN IN THE COVERT OFFICES OF CIA

I. INTRODUCTION

From the beginning of its study of women in CIA, the Panel on Career Service for Women recognized that the situation of women in the covert offices of the Agency was different in many ways from that of other groups of women employees. One section of the panel, known as the Field Committee, undertook the study of the position of women employees overseas representing all offices of the Agency. The Committee's investigations showed that, since most women overseas were in the Office of the Deputy Director (Plans), their situation could not be properly considered apart from their Headquarters contingent. As a result, the committee directed its investigation toward both Headquarters and overseas women personnel in the covert sectors.

25X1A

25X1A

The purpose of the study was to learn where women were serving in the covert offices, in what categories of employment (professional or clerical, specific professional groups), how they were distributed in Headquarters and overseas, their grade levels, and their status compared with that of men in similar assignments. The ultimate objective was to show where women were being successfully used and to indicate places where they might make additional contributions to the Agency.

A. Summary of Findings

A consideration of the covert elements of the Agency along these lines shows that women are employed both overseas and at Headquarters in all types of work, both professional and clerical. The greatest number of women are in the clerical categories, and the grade most commonly held is GS-5. There are, however, women in all categories of professional jobs, with the largest number in operations and the next largest numbers in analysis (information control, research, and reports). In clerical categories, as elsewhere in the Agency, the number of women greatly exceeds the number of men employees; in all professional categories, the

- 1 -

SECRET  
Security Information

SECRET  
Security Information

number and percent of men is much larger. Men also exceed women in number and by percent in both Headquarters and overseas assignments, but the proportion of women to men is much smaller overseas (at Headquarters 45 percent of employees are women, overseas only 28 percent).

There are several professional categories in which the percentage of women is very small. Of these, administrative support, training, liaison, and translation appear to include fewer women than might be usefully assigned. Women are serving throughout the world; there are few overseas stations which have no women. Women personnel in small field stations are almost entirely clerical, however, and women in operational positions are assigned to the smaller stations only infrequently. Both overseas and at Headquarters women occupy few executive positions, and only two (overseas) are in a higher position than section chief.

B. Basis and Method of the Study

The groups considered include covert offices and overseas personnel, as follows:

The DD/P organization, both Headquarters and overseas, but excluding special projects and their installations.  
TRS, as the clandestine portion of the Office of Training.  
Overseas elements of the Office of the Comptroller and the Office of Communications.  
The unvouchered funds sections of the Logistics Office.  
[redacted] personnel under the Office of Operations (overt).

25X1A

Overseas elements of Headquarters offices are usually attached to DD/P installations overseas and function there as part of the DD/P organization. They have not, therefore, been considered separately from DD/P personnel, and since, upon returning to Headquarters, they normally revert to their own components, no consideration has been given to their Headquarters status. Such overseas elements are of relatively small numbers, [redacted] the DD/P complex includes by far the greatest number of overseas personnel and consequently has received the major emphasis.

25X1A

The figures used in this study were compiled manually from DD/P and other files, since no machine figures could be obtained which distinguished between field and Headquarters personnel. Because the compilation was made over the period of about a month, during which time there was some reassignment of slots within the DD/P and a transfer of

**SECRET**  
**Security Information**

communication slots from the DD/P overseas to the Office of Communications, there are some variations in comprehensiveness of figures from division to division, according to the stage of the transfer when the records were checked. The general percentages between field and Headquarters and between men and women, however, appear to be little affected by these discrepancies on the general level.

Figures relate solely to positions actually held and to the grade rating of the holder; vacancies and differences between slot rating and actual rating have not been recorded. Military personnel, where they are assigned to regular non-military slots, have been counted as holding the rating of the slot, since there appears to be no consistency in equating military rank with slot rating. Military personnel in purely military positions and military slots have not been included. The large project complexes and installations of specialized nature have also been omitted, because their employment situation depends too much upon the requirements of the project to be typical of overseas installations. Most such establishments, of military or para-military type, are composed almost entirely of men, the only women employees being a very small number of clerical personnel.

Analysis of personnel positions has been made in two ways: by grade, showing number and percentage of men and of women, and by general categories of work, showing numbers, grade ranges, and numbers in each grade within the range for each category of both men and women, and percentages of men and of women in each category. Each of these sets of figures is divided again between headquarters and field. In addition, over-all tabulations have been made of the total number of personnel in each category and in each grade and the percentages of men and women and of both groups in headquarters and overseas.

The general categories of employment have been considered in three major groups under the following headings:

**Professional** -- Executive, Executive Support, Administrative Support, Analysis, Operations, Editing and Publishing, Graphics, Liaison, Statistics, Library, Training, Translation, Technical, Communications, Medical.

**Supervisory**

**Clerical** -- Clerical, Machine Operators.

- 3 -

**SECRET**  
**Security Information**

**SECRET**  
**Security Information**

Definitions of the positions included under each category appear in Exhibit A.

Tabulations of positions of covert personnel include presentation by division, staff, or office of the total personnel strength, the number and percent of men and women in each category and in each grade, at Headquarters and overseas; presentation by category of the number and percent of men and women at Headquarters and overseas; and an analysis of ID/P age and grade distribution of GS staff employees and staff agents on 30 June 1953. All tabulations except the last were prepared by the committee; the ID/P analysis was prepared by the Personnel Office.

- 4 -

**SECRET**  
**Security Information**

SECRET  
Security Information

II. FINDINGS AND CONCLUSIONS

A. Statistical

1. The DD/P has been considered as the type office for examination, since it employs all but a small percent of the covert personnel of the Agency. Statistics from the Headquarters offices with overseas elements could not, because of their emphasis on Headquarters organization and the very small numbers of men and women employed in the field, be fairly counted in the covert offices. Figures of overseas employment from these offices have been tabulated, but percentages and most figures have been based only on the DD/P field and Headquarters. The figures from other offices produce no discrepancy in percentages of men and women in field assignments or in professional categories.

2. Of the [redacted] persons employed in the DD/P offices, 36 percent, or [redacted] are women. Of these, approximately 60 percent are in clerical positions and 18 percent in supervisory or intermediate categories, the remainder in professional categories. In geographic distribution, [redacted] or 41 percent, are overseas; they make up 21 percent of all overseas personnel.

3. The status and problems of women in the clerical and supervisory categories were studied by the Clerical Committee of the Woman's Panel, and no great additions could be made to their findings with regard to covert employment. Position in the covert offices or overseas does not differentiate members of these categories from their counterparts in overt offices. It is noted that women in these categories are employed in almost all overseas offices and in many of the smaller stations (under five Agency personnel) in the field are the only women employees at the station. For these overseas women, Administrative Assistant is the classification generally held, but there are some classified as secretary-stenographer or intelligence assistant; the usual rating is GS-5 to GS-7.

4. The situation of professional women in Headquarters offices has been studied by the Professional Committee, and its findings apply to some extent to professional women in the covert offices, but there are some circumstances peculiar to the DD/P which must be considered separately. Professional status has been determined on the basis of job title and function rather than grade, since operations officers, translators, reports officers, training officers, and some other professional classifications include personnel rated as low as GS-5 and occasionally GS-4.


25X9A2  
25X9A2

25X9A2

SECRET  
Security Information

The assignment of personnel to categories was entirely arbitrary. No consistency in classification and title exists between offices and divisions of the covert sector; categories had to be determined on the basis of position and responsibility rather than title.

5. The largest number of professional personnel appears in the operations category. Other professional groups are represented by relatively small numbers, particularly where functions and services (such as some aspects of finance and supply, statistical work, publication, libraries, and machine operations) are contributed to the covert offices by other components. Operations in fact contains more personnel than statistics indicate, since many officers in executive or executive support categories are actually operations officers. In the field these categories are composed largely of station and mission chiefs, their deputies and staff members, most of whom are operations officers with as much operational as executive function.

6. The largest professional category of women, including eight percent of all women employees in the DD/P, is operations. There are  women (15 percent of operations officers) in the category, the greater number in Headquarters; the percentage decreases sharply in the field:

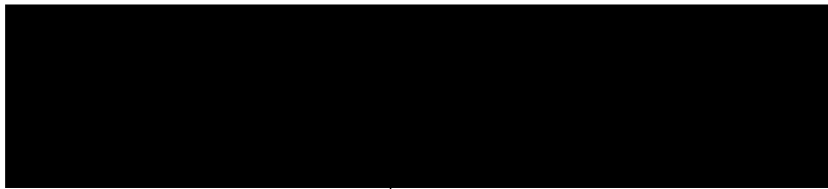
25X9A2

Operations Officers

	Overall	Headquarters		Field	
	Total	Number	Percent	Number	Percent

Men

Women



25X9A2

Grade classifications in the operations category run from GS-5 to GS-17 for men and from GS-5 to GS-14 for women. Two women GS-14's are operations officers, although one, as a deputy chief of station, appears in the executive support category.

7. 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. Only in the category of analysis, in all three of its sections, is there a greater percentage of women. With a few exceptions in operations and executive categories, this is the only category in which women hold administrative positions such as section chief, in either field or headquarters.

**25X9A2**

**Approved For Release 2000/08/17 : CIA-RDP78-04718A002800020007-4**

**Next 1 Page(s) In Document Exempt**

**Approved For Release 2000/08/17 : CIA-RDP78-04718A002800020007-4**



SECRET  
Security Information

Exhibit D: Summaries of number and percent of men and women in each category in the DD/P staffs and divisions.

Exhibit E: Analysis of DD/P age and grade distribution of GS staff employees and staff agents on 30 June 1953.

B. Observations.

13. Among covert personnel, women hold positions in all the professional categories, although their numbers are always small in comparison with the number of men. The highest concentration of women in the professional groups in the DD/P is in operations, which also has the heaviest concentration of men. After this, the greatest number of professional women is in the categories of analysis (Information Control, Research, and Reports), and in administrative and executive support. The proportions in these last two categories are much smaller than in the operations and analysis groups. It is principally in the analysis category that women have attained positions as section chiefs.

14. Geographic remoteness and difficulty of living conditions appear to present little obstruction to the stationing of women overseas. The fact that most women in small stations are administrative and clerical personnel and that few are operational even in the larger stations reflects a commonly expressed objection to women handling operations in the field. Assignment of women to field operations is limited by the necessity for CIA to conform to the customs and restrictions imposed by American organizations abroad which it uses for cover and support purposes; by local mores and attitudes in the foreign area which might hamper a woman in operations; by problems of plausible cover; and by situations in which women might not have access to intelligence objectives. In some covert offices, also, where the emphasis is on para-military activities, few women are qualified for operations work.

C. Career Opportunities

15. In view of the figures shown above and in the attached exhibits, it appears that the fields of analysis, operations, and administration offer the best possibilities for career advancement for women in covert offices. In the field of operations, the greater number of women is at Headquarters, with a much smaller number and a very much smaller percent in the field. This differential reflects the idea, held by some men in

SECRET  
Security Information

operational and executive positions, that women are not suited to participate actively or would not be professionally adequate in direct agent handling in the field, as well as in other details of field operations. That this idea is fallacious is shown by the successful operational careers of a number of women in various geographical areas and the general acceptance of women in the operational offices at Washington and field headquarters. In some types of operations and in some techniques, women have advantages over men and can be used more effectively. The field of operations offers numerous career possibilities to women with imagination, energy, and aggressiveness. Good operational personnel are always at a premium, and a woman with a flair in this subject is invaluable.

16. The analysis professions are often recognized in the operational sector as being particularly suited to women. They do not make the technical, physical, and professional demands of operations, and they offer openings for the utilization of research, editorial, and related skills in a field where men appear to feel less interest than in operations. Headquarters research and reports staffs at all levels contain many women, and reports work in the field is often handled by women. The reports and counterespionage sections have more women chiefs than any other category. Both reports and counterespionage offer excellent openings for advancement to executive positions and provide excellent background for women who wish to enter operational work.

17. Among categories in the covert offices in which women are not in great force but where more might be able to work are administrative support and executive support. Women of lower rating hold administrative positions such as administrative, personnel, or intelligence assistant, and there are possibilities for qualified women in higher ratings. More emphasis could be placed on selecting women for administrative support functions such as personnel counseling and welfare.

18. Professional fields in which few women are employed but where they might be of considerable value are translation, liaison, and training. There is little necessity for translators at Headquarters, but in the field where there is a constant need, more women might be employed. A factor in favor of women as translators is that men assigned to this work are often interrupted to assist with operational duties. Qualified women translators are available, and women might also be trained for this work through the Agency language programs. In liaison, although the statement is often made that American agencies will not accept women liaison officers, there are many examples of successful liaison activities conducted by women. In the field and operationally, women have some advantages in liaison with foreign services, where they usually receive more courteous treatment than may be thought necessary for men and are able to

SECRET

Security Information

ask for information and concessions not always easy for men to obtain. The third field, training, could use more women in sectors in which women are specially qualified or numerous, such as reports, research, analysis, and some phases of operations, as well as in administration.

19. Because of physical considerations and technical requirements there will always be some fields in which few women will be qualified. This should not prevent the employment of women who are qualified and interested in such work. In communications, the reason for the small number of women employees usually cited is that few women have the technical background or the interest needed in the field. Many aspects of physical security positions, some aspects of training, and in the field some of supply handling and military and para-military operations, demand physical strength and professional experience few women possess.

20. It has been pointed out above that opportunities in some fields are much better for women at Headquarters than in the field. In the smaller field stations where official cover and other specifications affect the selection of CIA representatives, opportunities for women will probably always be relatively few in the operational field. In the larger stations under official cover and in the large field bases and missions, there is ample possibility for women to work in all phases of Agency activities. There are very few overseas CIA stations or missions with no women employees. It is not the unwillingness of women to travel or the inability to cope with foreign environments which limits the number of women employed in the field, as the large number of women employed overseas indicates.

SECRET

Security Information

SECRET

Security Information

III. RECOMMENDATIONS

Many of the problems which face personnel in the covert offices are not strictly related to women but apply equally to men. There are, however, some circumstances which apply specifically or more generally to women. For many problems, such as headquarters-field rotation, relations between the covert offices and other components of the Agency in regard to rotation of personnel, and limitations of employment for women in covert offices, no adequate solution can be offered. Some recommendations are made, however, concerning specific factors affecting women in covert offices.

A. Assistance to Personnel Returning From Overseas.

It is recommended that some method be arranged by which personnel returning to Headquarters from overseas assignments may receive guidance for their future careers. Every returnee is faced with the problem of deciding whether to return to the field in his own or some other area, to remain in Headquarters in his own division or in some other division or staff, or to transfer into some component outside DD/P. Many returnees are unfamiliar with Headquarters organization, with the positions and types of work available, and with the possibilities of transferring into other DD/P offices or other components of the Agency. Most personnel returning from an assignment are offered little guidance or orientation, and unless there is an immediate demand for his particular ability, a returnee may go through a long period of uncertainty and discomfort before he finds a suitable position in Headquarters or decides to return to the field.

It is recommended, therefore, that some provision be made to enable returnees to receive information and guidance on positions available and to acquaint themselves with the general organization of Headquarters offices and components. Guidance service should include a discussion of the interests and abilities of the individual and where he might be most useful to the Agency, and also the training required and the special training available. Women returnees should also be allowed to offer any comments on field problems affecting women in the area from which they have come and suggestions for their solution.

The means of establishing such a Headquarters counselor for field personnel might be to place an officer in Central Processing or in each of the DD/P senior staffs. Such a counselor should be above the level of the geographical division but should work closely with personnel and

SECRET

SECRET

Security Information

placement offices of the divisions and staffs. The assignment of a counselor to a large base or mission to advise personnel abroad before they return to Headquarters might also be helpful.

On the Headquarters side, arrangements might be made to enable employees who are interested in overseas assignments to obtain information through a counselor on conditions and possibilities in various areas. Such a service might be an important factor in employee morale in informing employees in advance of the conditions they are likely to encounter and the adjustments they may have to make, as well as of the advantages and inducements in particular foreign assignments.

B. Opening of Opportunities to Women Through Training.

It is suggested that the opportunity available through training for entering or advancing in a professional field such as operations or analysis be publicized among women employees.

The courses now available in Training make it possible for Agency personnel to acquire background knowledge and professional training in all lines of Agency activities. According to the present practices, covert personnel are entered in training courses on the basis of their positions and job assignments. If an employee wishes to change his assignment and to take instruction in some other field, he must both pass an assessment for aptitude in the new line and receive the approval of his branch chief for the course he wishes. This possibility of entering operational, reporting, CE and other types of work is open to men and women alike.

It is suggested that this means of improving professional status be made clear to women employees, particularly in the lower professional and intermediate categories, either through counseling or through a public information program within the covert offices. It is further suggested that women who apply for such courses should, if their assessment is favorable, be given the approval of their branch chiefs for taking the course, and that if they show ability in the course and pass it successfully, some provision be made for assigning them to a new job in the line of the study undertaken.

C. Recognition of Women's Achievement.

It is recommended that more recognition be given, through higher ratings or assignment to executive positions, to women who have shown outstanding ability and achievement.

SECRET  
Security Information

SECRET

Security Information

A few women in the covert offices of the Agency have attained ratings of GS-14, and a few more of GS-13. The proportion is still very small in comparison with the number of men holding these and higher ratings. Moreover, as Agency records show, women usually hold ratings one to three grades lower than those of men in comparable positions.

In considering employees for new ratings and promotions, attention is sometimes given to external factors such as the economic obligations of the candidate. Men with families and housing commitments may receive preference partly on the basis of their need for the money. It is suggested that, in determining position ratings and promotions, the only factors which should be considered are the work done and the qualifications of the individual. Women who are well qualified and experienced should receive the same ratings and promotion opportunities as men of comparable background, experience, and job performance.

A statement which has been made at various times by men in different offices is: "Ask her. She isn't the chief of the section, but she is the one who knows about it." It is suggested that when a woman is acknowledged to be an authority in her position she should receive more than this type of unofficial recognition of her abilities, either in terms of executive position such as section chief or in higher job rating, or in both.

SECRET

Security Information