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PERSONNEL DEVELOPMENT BOARD

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REGULATION

PERSONNEL

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1961

CAREER DEVELOPMENT AND TRAINING

I. POLICY

The Central Intelligence Agency shall institute and give continuing support to organized programs of personnel development and training to assist staff personnel attain their career objectives in Agency service, and to ensure to the Agency the availability of talented individuals to fulfill future staffing requirements. Opportunities and encouragement will be offered to career employees for acquiring broader knowledge of their occupations or professions, for improving the skills which they must exercise in performing their technical or managerial tasks, and for diversifying their experiences to enhance their qualifications for more responsible assignments. For these purposes the Agency will endeavor to provide for systems of career planning applicable to all personnel, taking into account their own capacities for growth, their own aspirations, and their individual talents and needs. Formal training will be arranged at times appropriate to career development, and employees shall be given opportunities to accumulate over their entire period of service the experiences and additional training needed to qualify for each progressively higher level.

II STRUCTURE OF RESPONSIBILITIES FOR CAREER DEVELOPMENT AND TRAINING

a. Career Development and Training Board

1. Composition

- (a) One member appointed by the DD/I
- (b) One member appointed by the DD/P

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- (c) One member appointed by the DD/S.
- (d) Director of Personnel to serve as member and, in addition, to serve as Chairman when the Board agenda deals mainly with matters of career development which are not concerned primarily with formal training plans and activities.
- (e) Director of Training to serve as member and as Chairman when the Board's business is concerned principally with organized training plans and resources.

2. Responsibilities

- (a) Recommends to the Career Council the adoption of policies and plans for creating career development and training opportunities for Agency personnel, and methods for identifying the individuals who shall participate in such programs as may be established.
- (b) Receives and studies proposals from deputy directorates (through the appropriate Career Development Officer) for the rotation of specific individuals to other components of the Agency when rotation tours or extended details are considered desirable for development purposes; recommends action to be taken to the Career Council, or itself coordinates the arrangements required to effect the action proposed.
- (c) Proposes to the Career Council the means which should be employed to assist personnel acquire managerial and executive

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skills which would be otherwise unduly limited as a result of functional specialization.

- (d) Makes recommendations to the Career Council concerning the administration of a mid-career training program for officers at the GS-12 and GS-13 level in order to prepare them for future assignment to more responsible positions, to refresh and restimulate their motivation in the intelligence service, and to broaden their understanding of the interrelationship of Agency functions.
- (e) Plans and coordinates Agency-wide efforts to identify those individuals whose performance reflects exceptional talent and skills for progression to executive levels and proposes to the Career Council the training-type assignments in other areas of the Agency before such persons progress too high in their own fields of specialization to carry out these steps.
- (f) Plans and recommends to the Career Council the annual quota of Junior Officer Trainees deemed necessary to provide an intake of personnel with high potential in sufficient numbers to meet anticipated future requirements for the assignment of career employees to higher level positions.
- (g) Nominates to the Career Council the individuals to be designated Agency candidates for participation in various

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external training courses, including those administered by the military services and the Foreign Service.

- (h) Makes studies and recommendations concerning the administration of senior officer training programs.
- (i) Reports, at least annually, to the Career Council on the measures instituted to stimulate career development and training within each of the deputy directorates and at the Agency level.

b. Deputy Directors

- 1. Deputy Directors shall take the steps necessary to create and maintain within their components the environment which will motivate personnel to exert themselves toward self-development, and to implant among all officials in the line of command an awareness of their obligation to help the individuals under their supervision seek out the means for achieving growth.
- 2. Appoint a Career Development and Training Officer who shall
 - (a) Advise the Deputy Director concerned on the policies and methods which should be adopted to realize effective programs of development and training in the Career Services and operating offices under the jurisdiction of the Deputy Director;
 - (b) Coordinate plans and activities among the Career Services and operating offices under the control of the Deputy Director

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which will provide experience and learning opportunities to selected personnel, including rotation, details, assignment to projects or task forces, and joint training programs; and

- (c) Serve as representative of the Deputy Director on the Career Development and Training Board.

c. Heads of Career Services

Provide training and development programs for the personnel assigned to the Career Service in order to satisfy existing and future staffing demands placed upon the Career Services concerned, and to assist individuals in the Career Services to achieve the full development and use of their abilities, skills and potential.

d. Director of Personnel

- 1. Provides assistance to the Career Services in devising programs for developing personnel, including (1) the planning of assignment and training patterns in order to facilitate career progression and best use of employee skills, abilities and potential, (2) the methods of evaluation and career counseling employed to identify personnel with respect to their capabilities, training needs and readiness for advancement, and (3) the coordination of career planning programs with other personnel activities such as recruitment, selection and placement.

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2. Provide staff support to the Career Development and Training Board, including the preparation of studies and recommendations, maintenance of records, and assisting in the identification of specific individuals to participate in career development and training plans.
- e. Director of Training
1. Formulates plans for study and deliberation by the Career Development and Training Board and the Career Council for discovering and developing the potential of Agency personnel at all levels, and for providing the educative experiences which will contribute to their growth in their present assignments and toward positions of greater responsibilities.
 2. Administers such training programs as are required to realize the policy objectives set forth in this regulation.
 3. Provides assistance in selecting personnel to participate in specific career development and training programs through assessment and evaluation of their personal qualities, interests and potential.
 4. Coordinates career development and training programs with other activities sponsored by the Office of Training.

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B

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14 March 1961

MEMORANDUM FOR: Chairman, CIA Career Council

SUBJECT : Mid-Career Program

1. The Inspector General's recent Survey of the CIA Training Program recommended that: "The DCI authorize and direct the establishment of a mid-career training course for officers at the GS-12 and -13 level...."

2. A review of comments concerning the IG's survey indicates that there is general agreement within the Agency that each employee who reaches mid-career and who has the potential ability to become a senior officer should be the subject of some form of planned development action to prepare him for his enlarging role.

3. In his comments on the IG's survey, the Director of Personnel has stated:

"It is obvious that when we speak of middle career and senior officer training and of personnel development we actually concern ourselves with but a single concept. I have concluded, therefore, that the preferred solution to the problem of developing a training program that is in balance with the operational and personnel management programs of the Agency is to incorporate the training program in the area of consideration of the CIA Career Council."

4. It is proposed therefore that the objectives and nature of the Agency's mid-career program, if such a program is to be established, be a subject for discussion at an early meeting of the CIA Career Council.

5. During the Career Council discussion of the mid-career program, it is suggested that the following considerations, among others, be reviewed:

a. The degree to which the Agency is presently capable of:

(1) Evaluating each employee who reaches mid-career status in terms of his possession or lack of the knowledge,

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experiences, training, management skills, potential for advancement, and other qualifications which are considered desirable for his future career.

(2) Providing each mid-careerist with the specific training package, internal and/or external, which should increase his personal qualifications as desired by the Agency.

(3) Arranging assignments and work associations which should further increase the personal qualifications of the individual mid-careerist as desired by the Agency.

b. The desirability of establishing a program for developing each mid-careerist on the basis of the specific qualifications and experiences which he personally needs but lacks, as contrasted to establishing a single standard training course or program to be offered to all mid-careerists.

6. Additional copies of this memorandum are attached for distribution to the members of the CIA Career Council if desired.



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MATTHEW BAIRD
Director of Training

C

THE CAREER DEVELOPMENT BOARD

The Board should be the working staff of the Career Council.

The Board should be concerned with all personnel, training, and career development policies which concern CIA as a whole, including the following:

- a. Agency regulations and notices concerning the above policies
- b. JOT Program
- c. Clerical recruitment, training, and placement
- d. Military reserve training
- e. Language Development Program
- f. Mid-Career Training Program
- g. Senior Officer Development Program

The Board should also screen all applicants for competitive external training assignments (e.g., War Colleges, State Senior Officer Course, Harvard), and make recommendations to the Career Council.

In accomplishing the above functions, the Board should act in lieu of the "Board of Overseers" and the "JOT Advisory and Selection Panels" recommended by the Inspector General.

The Board should not in any way assume the Agency responsibilities which have been specifically assigned to the Director of Personnel and the Director of Training, or the responsibilities assigned to the Personnel Officers and Training Officers of offices, divisions, and directorates. The Board similarly should not concern itself with problems which arise between the Directors of Personnel or Training on the one hand and any one of the directorates or their offices on the other hand.

The individual members of the Board should be authorized to submit minority or dissenting reports or recommendations to the Career Council if so desired.

In supporting the Career Council, the Board should be authorized to call upon the Office of Personnel, the Office of Training, or the three directorates for assistance as needed.

D I

Extracts From

Inspector General's Survey of the CIA Career Service

Pages 11 - 13

E. Individual Career Planning

1. Based on a policy that allows the individual employee to express his career interests for an appropriate specified time, the Agency has published a regulation which outlines the procedures to be followed for the development of career plans. The regulation permits the employee to document his ambitions with the help and approval of his supervisor, and with some assurance that this document will be considered by the Career Service Boards and Panels concerned with his career development. This document is known as the Career Preference Outline (CPO).

2. Throughout the Agency career planning is viewed as a burdensome exercise that creates more problems than it solves. To avoid embarrassment, and the accusation of not living up to its promises, the Head of the Clandestine Services' Career Service has jettisoned individual career planning and substituted a more practical method of using the Field Returnee Questionnaire (FRQ) as an aid in making assignments more compatible with the express desires of the individual. For the large majority assigned to the Clandestine Services' Career Service, this substitution can be considered adequate for the immediate future but in no way can it be regarded as sound long-range career planning.

3. Treatment accorded individual career planning by the other Career Services ranges from meticulous compliance with the regulation to almost complete abandonment of its provisions. In general the results have been unsatisfactory regardless of which method is followed. Those who have complied have acquired enormous files of CPO forms and expended many hours of time in conferring with employees but few plans have ever been put into effect. Those who have abandoned the program have recognized it as impractical and actually counterproductive.

4. The principal defect of this program is its mass approach. It is based on the theory that every employee should have a planned career which he should design himself. The average employee who attempts to do this is faced with the realization that he is ignorant of the Agency and its functions outside his own component. His supervisor seldom is able to assist him in this respect. When the career plan extends beyond the limits of the immediate service (and it frequently does) even the Head of the Service often is helpless to put the plan into effect because of inadequate communications between services. When the plan is limited to the immediate service there is no need for the elaborate process--it becomes a part of normal good personnel management. Furthermore, career planning on this basis is doomed to failure because it is lacking in Agency-determined objectives and thus cannot fill Agency needs. It is an aimless procedure which all too often frustrates the individual, dulls his enthusiasm and ambition and ultimately defeats its own purpose.

5. Career planning can only be accomplished successfully on a selective basis and with well defined objectives in view. It must be given guidance and direction by an instrument of the Agency having knowledge of the over-all Agency needs and able to determine the necessary objectives. It is for these reasons we believe the present individual career planning program should be permitted to die quietly with the rescision of R 20-115. Actions recommended in other sections of this report will provide the proper basis for career development and planning which will accomplish the purpose at much lower cost. It is

Recommended that:

The Director of Personnel rescind [REDACTED] when action is taken on recommendations appearing at the conclusion of this report.

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(NOTE: [REDACTED] has been rescinded.)

Pages 15 - 18

G. Evaluation of the Present Program

1. In our analysis of the present program it becomes quite apparent that a tremendous effort is being made in terms of time and manpower to conduct this program but that career development, its principal purpose, is not being advanced effectively. The effort put forth by the Heads of Career Services and the various boards and panels has resulted in the development of some sound policies and practices in personnel management. Principal among these has been competitive promotion which at least assures each employee of a periodic review of his status and due consideration of his performance and qualification for advancement. The establishment of boards and panels has been beneficial since they inject a measure of impartiality into personnel management and reduce to some extent the practice of flagrant favoritism. Finally, the requirements of the program are such that they compel senior officials to take a greater part in personnel management than they otherwise might. It was noted in examining the operation of the program that the best managed career services which contributed most to the employees were headed by officials who believed in it, accepted its purpose and pursued its objectives aggressively. Unfortunately not all officials have supported the program fully.

2. The failure of the career program to achieve its purpose is due in large part to deficiencies inherent in the Career Service structure and, to a major degree, to the inability of many senior officials to understand and accept the basic requirements of career development. As we have found the Career Services are based on the Agency's organizational structure which has the effect of creating separate career services for each Agency component. This accentuates and serves to perpetuate undesirable and harmful compartmentation which is not based on security needs. There is very little communication between services and no provision has been made to facilitate essential actions transcending the limits of the immediate component. Furthermore, most of the services attempt to deal with all the unrelated occupations found in their components such as substantive, operational, clerical, support, technical and managerial. Some of these occupations are so narrow that career development is practically impossible. Employees in interchangeable occupations in other services do not compete with one another nor is there effective freedom of movement between services.

3. Under this system career development depends largely on the initiative of the individual. If he feels impelled to make a change, to seek opportunity for advancement, or to try his hand at a different branch of service he must make it on his own and he gets little or no assistance from his Career Service. Those officials who are willing to help frequently find themselves emmeshed in administrative red tape to a point of complete frustration. Other supervisors, unfortunately, are less enlightened and more self-serving; they tend to regard such individuals as disgruntled (which may be true) or disloyal. Where this attitude exists the individual employee may suffer a severe set back to his career if he has the temerity

to ask for the assistance of the mechanism established for the purpose of career development. His only opportunity lies in his ability to negotiate a reassignment on his own (and this is done quite frequently) and then sever connections with his former service. The end result when successful is not a part of a planned calculated action intended to meet an Agency need but only one believed by the individual to be in his own best interests. There is a better than even chance that the action will actually be harmful both to the individual and the Agency.

4. Finally, a major deficiency of the current program is that it does not accept or concern itself with Intelligence as a profession or a total occupation but is limited only to its separate parts. Its basic concept implies that each office or each separate function is a career in itself and it does not recognize the need for developing the fully experienced, broad gauge, professional intelligence man the Agency so badly needs.

5. From this evaluation the conclusions we have reached are these:

a. The present program is inflexible and unresponsive to the Agency's present and future needs. It does not meet the basic principal of career development; mobility and movement.

b. It fails to meet the needs of the employees; it does not offer broad opportunity for advancement, it frequently does not reward the most deserving or properly deal with those who "do not perform as effective members of the Agency."

c. It is undistinguishable from the normal effective personnel management the Agency has a right to expect from its managers and executives.

d. It is lacking in specific objectives and can only develop more specialists but not fully experienced personnel to fill the Agency's key positions.

e. Perhaps most important it is lacking in authoritative centralized direction.

6. In summary, the present career program could be abolished without significant loss to the Agency or its employees. The same essential needs of the Agency recognized and defined by the founders of this program exist today unchanged and unfulfilled.

Pages 22 - 23

I. Fundamentals of Career Development

1. As we have seen one reason for the failure of the present career program to achieve its purpose is the lack of complete understanding and acceptance of the basic principles of career development. These are some of the points on which general agreement must be reached:

a. Recognition of Intelligence as a profession. This includes all functions of the intelligence process from collection through interpretation plus the covert action responsibilities of the Agency and the integral support activities that are an essential part of intelligence.

b. There is a distinction to be drawn between intelligence careerists and non-careerist Agency employees. The latter will include many specialists at all levels whose careers lie in other fields but whose services are required by the Agency in the performance of its mission.

c. Career development is a highly selective process which will ensure opportunity and preparation for the most capable. It is not a form of paternalism intended to lead all employees by the hand from EOD to retirement nor is it a blanket guarantee of success without effort.

2. There must also be general acceptance of these principles of a career program:

The growth pattern of the employee under a career program is characterized by mobility and movement. He is encouraged to move from one activity to another to follow career opportunities, develop in his selected functional line of work and grow in his career field. He is encouraged to be mobile in his earlier years; in his senior years he is expected to stabilize in a senior managerial position to provide the organizational continuity needed.

3. The specific objectives which must be reached in order to accomplish the purpose of a career program are:

a. To develop capable people to perform effectively at senior levels

b. To induce well qualified young people to take up a career in intelligence work

Pages 24 - 29

K. Meeting the Present Needs

1. The discussion that has taken place thus far has been concerned primarily with meeting the needs of the future. At the present time, however, we have an Agency fully staffed with employees who have not had the benefits of a proper career program and for whom some provision must be made as a matter of priority.

2. Present employees at all levels must be equipped to do their present jobs better and be prepared to assume greater responsibilities more effectively. They can be divided generally into three groups; senior managerial and executive, GS-14 and above; intermediate, GS-12 and 13; junior and trainee, GS-7 through 11.

3. The senior group must be carefully evaluated to determine:

a. Those who are inadequate for the position occupied and have no potential.

b. Those who are inadequate but have potential for improved performance through development.

c. Those who are adequate for their positions and have potential for growth through development.

4. Prompt but fair and equitable disposition should be made of the first category.

5. Development opportunities for the second category are limited and probably should consist of adjustment of assignment, internal or external formal training, demotion if necessary.

6. The third category should have everything it needs including personal rank assignments for essential work experience, formal training, highest level staff work for capable line officers and any other developmental action that will bring results without regard for administrative red tape. Due consideration must be given to the number of productive years remaining to the individual so that retirement does not overtake him before development objectives are reached.

7. The intermediate group must be screened to identify those having demonstrated capacity for development and given every opportunity to acquire the training and experience they have been denied up to this point and to seek the assignments for which they are best qualified. Those who have already reached their maximum level should be given whatever is necessary to make them more effective in their present jobs.

8. The junior group should also be thoroughly screened to identify those with the best potential for development and to eliminate those who do not measure up to professional standards. Those who are

retained should be directed to complete their apprenticeship in preparation for the specialized field they will pursue through the intermediate and senior stages. Elimination of the unfit must be accomplished at the earliest possible time in the interests of both the individual and the Agency. The young man will adjust more readily to separation and will find reestablishment easier. The longer an inadequate employee remains on the rolls the more difficult is the ultimate disposition.

L. Methods of Accomplishment

1. The objectives can be accomplished through a CIA Career Development Board which would be responsible for directing the development program. It should have a permanent Chairman appointed by the DCI and three members, senior officers, one from each Deputy Directorate assigned on a tour of duty basis. It would be a full-time activity for every member. There would also be a secretariat with staff assistance provided by Office of Personnel. The Board would make policy in the field of career service; advise on standards of recruitment, training and performance; advise and consent with respect to selection, training, assignments and promotions; and, on a selective basis, monitor the careers of qualified persons. It would make use of the facilities of the present Career Service Boards and Panels and the Office of Personnel and not duplicate services now being effectively provided by support components.

2. The Board would function independently of the chain of command, report directly to the DCI and exercise his authority in the implementation of its recommendations. To function successfully it would require the wholehearted support of the Deputy Directors and Operating Officials; it must also be provided with certain instruments of persuasion to induce compliance with its actions. The service designations of all professional trainees should be with the Board until the apprenticeship period (5 years) is completed. Thereafter the Board will monitor and guide career development on a selective basis but be empowered to require training or work experience as needed to insure proper completion of the development process.

3. Once the Career Development Board has been established the present Career Council, Supergrade Board, Selection Board and Examining Panels should be abolished. The CD Board should determine eligibility for membership in the Career Staff with the assistance of the Career Service Boards and Panels. There should be a substantial reduction in the number of such boards and panels probably evolving ultimately into major occupational groupings rather than organizational as at present.

M. Implementation

1. The appointment of the Career Development Board should take place immediately with the designation of a Chairman by the DCI and a member each by the DD/P, DD/I and DD/S. The Chairman should appoint the Executive Secretary. The position of chairman should be filled by a very senior officer who has had broad experience in the

Agency, a good grasp of the problems of effective manpower utilization and a complete acceptance of the feasibility and value of career planning. The members of the Board also should be senior officers each with extensive experience in his own area and a thorough knowledge of its needs. Ideally they should have a sound understanding of Agency-wide activities and problems as well.

2. The CD Board should be authorized by Agency regulation to make policy in the career service field; to advise the DCI in matters concerned with career service; to give guidance and direction to the Heads of Career Services in matters concerning career development; and to direct the implementation of the career development program. Although the Board basically will be advisory in nature it must be given adequate authority to accomplish the objectives of the program. Such authority must be derived from the DCI. The Board should have the full support of all Operating Officials and it is anticipated that its determinations generally will be acceptable to them. There may be occasions, however, when Operating Officials lose sight of Agency interests in favor of their own and when this occurs the Board must have the authoritative backing of the DCI.

4. Since the Board is responsible for developing persons to the fullest extent to meet the Agency's needs it must concern itself with all employees regardless of grade or level. This will include supergrades as well as all other personnel. As it assumes its full responsibilities for policy making and direction of the career program the need for existing committees such as the Career Council and Supergrade Board will diminish and they can be eliminated. The proposed revision of the Career Staff process will eliminate the need for the Selection Board and Examining Panels and the manpower savings should more than offset the cost of the new positions.

5. The CD Board should inaugurate two major programs simultaneously; one directed at meeting present needs for a general improvement of performance at all levels through development and the other concerned with establishing the long range program to meet the Agency's future needs. Both have been outlined in the preceding section of this report. The former will focus on the intermediate and senior levels of the Agency and provide for appropriate training and work experience for the most capable employees in these categories. Much of this will have to be done on an individual case basis with the exercise of judgment and care to achieve maximum results with minimum disruption of current activities. This program must be pursued vigorously taking advantage of all the facilities now at hand. It must not be permitted to bog down because of involved administrative procedures or be diverted from its ultimate goal for reasons of expedience. It should be restated at this point that this will be a highly selective process and that no mass movement of people will occur. We expect that the Board's actions will be accepted in good spirit and with the knowledge that benefits will accrue to the Operating Official as well as to the Agency and the individual even though temporary inconveniences may be encountered.

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18. Recommendations. It is

Recommended that:

- a. The DCI authorize the establishment of a CIA Career Development Board; appoint a properly qualified senior officer as its permanent chairman and three members, one each from candidates nominated by the DD/P, DD/I and DD/S; and, instruct the Board to establish and direct a career program generally conforming to the outline contained in the text of this report.
- b. The DCI approve the disestablishment of the CIA Career Council and the Supergrade Board and the transfer of their essential responsibilities to the CIA Career Development Board.
- c. The DCI approve the disestablishment of the Selection Board and Examining Panels and the transfer of their responsibilities to the appropriate Heads of Career Services.
- d. The Deputy Directors issue instructions to their Operating Officials to give full support to the Career Development Board and to make available to it records and other data pertinent to its mission.
- e. The Chairman, CIA Career Development Board, move with deliberate speed to formulate the plans and procedures necessary to conduct the career program and at the earliest practical time prepare and distribute to all employees a brochure explaining in essential detail the purpose and objectives of the program and the methods of implementation.

D-2

DISCUSSION AT CIA CAREER COUNCIL MEETING

[Paraphrased from Transcript]

4 May 1960

1. We intend to appoint in the relatively near future a Career Development Officer, so that our interest in the Career Development Board is to accept the proposal with some modifications: We would see this as a Board which made general Agency policy but wouldn't actually handle individual cases of people or groups of people -- that, in our opinion, is a function of command and should remain with the respective Deputy Directors. Career policy coordination and matters of that sort would come before the Board but the actual careers of individuals should be handled by the Deputy Director concerned through a Career Development Officer he would appoint and who would be a member of such Board as is established. But if we understand the IG's recommendation, the Board would be an adjunct of the DCI's office and would acquire certain powers which we feel it should not have.

2. The reaction of our senior officers to the Career Development Board as recommended by the Inspector General is unanimously negative. We feel that such a Board would duplicate or usurp the responsibilities of the Director of Personnel and that to constitute a Board with the authority to overrule the decisions of the Deputy Directors is not feasible. We do think that a small group of people, possibly one person working for each Deputy Director but under the chairmanship of the Director of Personnel and responsible to the Director of Personnel, might serve a useful purpose in arranging more rotation or better planned rotation and developing the careers of a small number of people who should be moved across Directorate lines. Otherwise, we believe that Deputy Directors should assume primary responsibility for career development within their components and without a Board with the powers that the one proposed would have.

3. The Council has agreed, then, to the need for a Board or device chaired by the Director of Personnel whose principal concern would be career development policy and arrangements for developmental exchanges of personnel among the major components of the Agency.

4. The Career Development Board might also perform certain chores, particularly that of interviewing candidates for the senior service schools, for the Council, but the CIA Career Council must be continued to settle major personnel policy questions. The job we propose to assign to the Career Development Board is a tremendous one and the members of the Board and the people working with them have a great deal to do in learning to know the people and the jobs in their Services. Career development needs the concentrated efforts of a few good men in each component. These men would get together once they have sorted out the people in their Services and identified the "comers", the problem cases, and so forth, for the purpose of moving such people across lines. But that is rather the last job they get to and if this effort turns into an exercise of writing and coordinating staff papers and sending them up to the Director, into a lot of "busy work", we won't have career development as a result. The Director of Personnel should handle the paper work and the coordination and present important questions and policy matters to the CIA Career Council.

5. There has been considerable confusion in the Agency over the use of the terms Career Service Program, the Career Services, the Career Staff, and so on. This Board which we have been discussing should be called something other than the Career Development Board.

D-3

COMMENT CONTAINED IN MEMORANDUM FOR DIRECTOR OF CENTRAL INTELLIGENCE
FROM DEPUTY DIRECTOR (SUPPORT) DATED 19 May 1960

....My comments on the specific recommendations of the Inspector General
are as follows:

b. Career Development Board:

I do not concur in the recommendation to establish a Career Development Board as proposed by the Inspector General. I do, however, recommend the appointment by each Deputy Director of a Career Development Officer to work with the Deputy Director in the furthering of the career development of individuals within that component and to serve on a Personnel Development Board chaired by the Director of Personnel. This Board would recommend Agency career development policies and arrange, with the concurrence of the Deputies concerned, for the movement of individuals from one component to another in the interest of career development.

FROM ATTACHMENT (TAB B) TO ABOVE MEMORANDUM, Summary of Deputy Director (Support) Office Heads' Views

...A fourth common theme running through the DD/S responses involved reaction to the establishment of the recommended Career Development Board. There was a fairly wide variety of modifications suggested in the reports and there were descriptions of ways in which the plan might be made to work. The consensus was, however, that although some central body was needed to be responsible for career service matters in the Agency and although some mechanism was required for facilitating lateral rotations and appointments between individual services, this entire problem needed further study. Above all, it was felt a clarification was needed of the advisory vs. command role such a body would have.

D H

26 May 1960

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT : CIA Career Service

1. This memorandum is in response to your request that the Director of Personnel inform you of the views and recommendations of the Deputy Directors concerning Career Service. Specific recommendations are made in paragraph 4.

2. The Survey of Career Service prepared by the Inspector General has been reviewed by the three Deputy Directors and has been discussed at the Career Council. The Deputy Director (Intelligence), Deputy Director (Support), and the Director of Personnel have submitted written statements on this subject. In the original drafting of the Inspector General's report, in developing these statements and in preparing for the Career Council meeting a broad canvass of opinion has been made, with the result that at no time since the establishment of the Agency have we been as well informed as we are today concerning the problems and challenges that exist in the area of Career Service administration.

3. The recommendations of the Career Council which are herewith submitted for your approval are more conservative than those proposed by the Inspector General. There are several reasons for this. The Deputy Directors and other Council members, while agreeing that the Agency has thus far failed to achieve a fully satisfactory solution to the problem of career development, do not believe that the extent of our failure is as great as that described by the Inspector General. Indeed, it is felt that we can take pride in the improvements that have been made during the past six years. The Deputy Director (Plans) and Deputy Director (Support) feel strongly that Career Service administration should follow command lines with only such modifications to this concept as have thus far been introduced and tested. The Deputy Director (Intelligence) while being in substantial agreement with their position would favor some degree of lessening of command jurisdiction in the interest of career development. All three Deputies are against establishing a Career Development Board independent of and at a level higher than the Director of Personnel, and they oppose the concept of occupational Career Services. Finally, while recognizing that it may be possible and advisable to attempt to set apart and treat differently a "hard core" Career Service at some time in the future, it was agreed that this is not the time for such a move.

SUBJECT: CIA Career Service

4. With specific reference to the recommendations of the Inspector General the Career Council reached the following conclusions and recommendations:

- a. The Career Council and the Supergrade Board. The Career Council did not agree that these bodies be discontinued but proposed instead that they continue to perform the work presently assigned to them. The transfer of their functions to an Agency Career Development Board is therefore not recommended.
- b. Career Development Board. The Council did not agree to the establishment of this Board as proposed by the Inspector General. It does recommend the appointment by each Deputy of a Career Development Officer, the exercise by this officer of authority granted to him by the Deputy in the furthering of the career development of individuals within that component, the formation under the cognizance of the Career Council of an Agency board composed of the three Career Development Officers and chaired by the Director of Personnel which will develop Agency career development policies and arrange, with the concurrence of the Deputies concerned, for the movement of individuals from one major component to another in the interest of career development. It is understood that failing such concurrence the Director of Personnel may appeal the decision of one or more Deputies to the Director of Central Intelligence.
- c. The Selection Board and the CIA Career Staff. The Council concurred in the Inspector General's recommendation that the Selection Board and the Examining Panels be discontinued and that selection of individuals into the Career Staff become the responsibility of the Heads of Career Services. The five-year service requirement for membership in the Career Staff, as proposed by the Inspector General, was not considered advisable. Instead, there was agreement (1) to retain a minimum three-year waiting period, and (2) to establish a minimum age requirement of 25 years.
- d. Career Services. It was the consensus of the Council that the basic Career Service structure as it now exists should be retained and that no attempt be made to convert to occupational services as proposed by the Inspector General.
- e. Individual Career Planning. The Council accepted the Inspector General's proposal to rescind [REDACTED] and discontinue

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SUBJECT: CIA Career Service

the Career Preference Outline, and to substitute individualized planning for those persons who may be expected to grow and develop.

f. CIA Career Service Brochure. The Council agreed to the proposal of the Inspector General to prepare and distribute to all employees a brochure explaining the purpose and objectives of the Career Service program and the methods of implementation, it being understood that publication would be deferred until after the first major reduction in force is effected.

5. It is recommended that the conclusions and recommendations of the Career Council be approved and that the Deputy Director (Support) be instructed to revise and publish regulations and other issuances implementing them.

Signed

Gordon M. Stewart
Director of Personnel

The recommendation in paragraph 5
is APPROVED

Signed

Allen W. Dulles
Director

3 October 1960

Date

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DISCUSSION AT CIA CAREER COUNCIL MEETING
[Paraphrased from Transcript]

14 November 1960

1. Screening of nominees for external awards (Rockefeller Public Service Awards, National Civil Service Awards, President's Award for Distinguished Civilian Service, etc.): It was agreed that the Development Board might screen such nominations before they were submitted to the Career Council for review and recommendation to the Director of Central Intelligence.

2. The Director of Personnel then reported upon the as-yet-not activated Development Board. He pointed out that the Board had been approved as a means to remedy an agreed upon deficiency in the Agency program for personnel development. And he pointed out that the Inspector General's recent report on Training in CIA makes major observations on Agency weaknesses in the areas of mid-career and senior officer development. It was noted that the specific recommendations in the IG's report on Training appeared not to recognize the imminent establishment of the Development Board and the fact that training policies and programs are an essential and inseparable part of the Agency's personnel development program. The Director of Personnel then made the general proposal that the Career Council assume responsibility for the development of the total Agency personnel development program and that the efforts of the Offices of Training and Personnel toward the single objective be melded by appropriate devices under the aegis of the Career Council. More specifically, he proposed the establishment of two bodies, subordinate to the Career Council and tentatively designated as the Personnel Development Board and the Training Development Board. The same individuals would serve as members of both groups and the Chairmen would be the Director of Personnel or the Director of Training as appropriate to the matters to be discussed at any particular meeting. The Council expressed interest in this proposal and requested that it be more clearly defined in a paper to be circulated for their further consideration. It was agreed to defer activation of the Development Board until this proposal had been further considered.

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DISCUSSION AT CIA CAREER COUNCIL MEETING

[Extracted from Notes of Meeting]

25 May 1961

The Council agreed that the Personnel Development Board should be activated immediately. The members are: The Director of

Training, the Director of Personnel, [REDACTED] (DDI), 25X1A9a

25X1A9a [REDACTED] (DDP), and [REDACTED] (DDS). At 25X1A9a

its initial meeting, the Board will review and revise the present draft regulation to define its objectives and charter.

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Extracts From
Inspector General's Survey of the CIA Training Program

Pages 5-6

Paras. 3 & 4 (Concerning training and career development)

3. Taken as a whole, CIA training does not yet reach extensively nor systematically into the area of advanced training of career employees. To an important degree training is a derivative of organizational policy in the broad field of personnel management and since the Agency has not yet reached a consensus on the place of such tools as job standards, rotation, competitive evaluation, mid-career training, senior executive training and sabbaticals, there is no obvious and self-evident career training pattern instilled in the minds of either the Agency's staff employees or its managers.

4. The absence of a general conviction on the place of training in career development is also explained by the fact that the first generation of intelligence officers acquired their skills and know-how on the job and with minimum exposure to formal training. Their integration into a training system has been and is apt to remain on a catch-as-catch-can basis pending the evolution of the stronger personnel management tools referred to above.

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Page 20

Para. 7 (Concerning executive training)

7. There is evidence enough of deficient management practice in the Agency, even though the Agency's over-all performance has undoubtedly improved with increasing maturity. There would of course continue to be cases of deficient practice were all managers formally trained in management techniques and policy. The Agency, however, has yet to take a firm position on the need for such training in preparing its executive personnel to exercise their responsibilities. The experience of the Department of State suggests what may lie ahead for CIA on its present course. Only in 1956 and under strongest pressure did the Department finally launch a plan for mid-career training for its Foreign Service Officers of ranks 3, 4 and 5, to run twelve weeks and to include two weeks devoted to case studies in executive management.

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Pages 36-38

Para. Clg. Present State of the Training Curriculum

- 25X1A6a [REDACTED] (1) The content and balance of the curriculum now offered at [REDACTED] and at headquarters reflects the current situation in training doctrine. There is marked instability in content, scheduling, and enrollment.
- (2) Various operating offices have experimented with permissive job standards outlining minimum formal training judged desirable for various basic categories of assignments. Thus far, however, these have had relatively limited effect in determining who receives what training preparatory to a given assignment.
- 25X1A6a (3) [REDACTED], where the enrollment of JOT's for basic training is controlled, curriculum problems include: (a) insufficient time to fit tradecraft and more specialized operations training into a crowded schedule, and (b) concern that the benefits of training will be lost before the individual has opportunity to apply them in practice, or that the content is meaningless until he gains operating experience. Many operating officials express the opinion that the [REDACTED] curriculum still does not train in investigative technique [REDACTED] to the degree of proficiency that should be required of any case officer. The students themselves testify that tradecraft training in [REDACTED] for example, is substantially lost over the intervening two years before overseas assignment.
- 25X1A6a (4) The junior officer graduating [REDACTED] faces a sizeable and growing list of advanced training courses as well as the formidable demands of language and area training limited only by the specialization dictated by his first assignment. At the present time JOT's, both in apprentice status and permanently assigned to operating offices, comprise less than 10 per cent of the total DD/P professional personnel for whom the advanced operations courses have been designed. Yet given both JOT and non-JOT sources of possible demand for training these courses have not drawn and are not drawing sufficient enrollments to sustain themselves. The typical pattern for any new course has been a mildly coerced adequate enrollment for the first presentation, then a steady decline with intermittent cancellations when student numbers have been too small to promise reasonable classroom discussion or to justify tying up training instructors and facilities. OTR officials cited eight situations of this kind in a memorandum on the subject in December 1958. The Chief Instructor for Headquarters Operations Training reported in May of this year that there had been no improvement in the intervening eighteen months.

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Pages 36-38, Para. Clg. (Continued)

(5) The explanation of DD/P line officers concerning low enrollments are varied. Considerable scepticism is expressed about training for training's sake. The present generation of executives has had minimum formal training and believes firmly in learning on-the-job under experienced senior officers. Many believe that the training of their subordinates is now reaching the saturation point and that small enrollments are inevitable. Operational priorities and current ceilings on manpower cause many branch chiefs to insist that they cannot release individuals for training without increase in T/O for that purpose. There is some opinion, but no consensus, that sanctions will be required, such as those now being experimented with in the Foreign Service, to solve the enrollment problem. These may include a more powerful central personnel management to oversee personnel assignment decisions, the development and enforcement of job standards, and a policy that makes promotion contingent on satisfaction of training requirements.

(6) The problem derives in part from faulty communication between the authorities concerned. The line command will not acquire indoctrination in the values of formal training without more awareness of training programs and policies. Confidence in the curriculum and reasonable enrollments will not appear overnight and certainly cannot be achieved by decree. OTR has briefed parties of line commanders on [REDACTED] activities in the past but the contacts have been too brief and intermittent. In spite of all of the hazards of bureaucratic procedure, OTR should experiment with the concept of Boards of Overseers composed of senior grade officers from the Directorates rotated to the assignment for relatively brief periods of three to six months, who will meet regularly with the training management and faculty for detailed briefings and project investigation of current problems. The problem is one of leadership and it rests with the Director of Training and the Deputy Directors of the Agency.

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Page 40

(e) DTR experiment with the concept of a board of overseers composed of senior grade professional officers as a means to improved communication with and indoctrination of consumers, and to promote the development of more effective policies on curriculum and enrollment.

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Pages 86-87

Para. F3d. Placement of JOT's

(1) The JOTP exercises substantial freedom in the assessment and allocation of JOT's to specialized training and in their placement in operating offices for on-the-job training. Part of the explanation lies with the Agency, part with the JOT's themselves.

(2) Few if any Agency components have successfully projected manpower requirements several years into the future, either in terms of numbers or special qualifications. Any projected division requirement for a given number of officers with specific language, area, or other competence may have doubled or evaporated three years hence depending on a host of possible developments. In consequence, operating offices have been forced to limit their specifications to the general qualifications of character, educational performance, linguistic aptitude and personality. The JOTP has employed educational and psychological screening as aids to JOT selection but in the last analysis has relied on its collective judgment based on long experience.

(3) The Program has also shown considerable tolerance toward the preferences of the individual JOT, both at time of selection for specialized, e.g., case officer, training and later in the selection of a job assignment. Some men with excellent qualifications for the DD/I and DD/S can regularly be expected to find the DD/P more attractive. Thus it is not certain at this stage that the new DD/I and DD/S quotas can be filled. There is an understandable gravitational pull to the DD/P career but in addition there is a subtle instructor and student climate that rates selection to the DD/P as success and allocation to the other Directorates as "second rank" performance. In some instances this climate is generated even in the recruitment stage. The JOTP, OTR and the Office of Personnel must combat these prejudices with vigor if they are to cater successfully to the basic needs of the DD/I and DD/S.

(4) The JOTP and the Directorates are overly isolated from each other and communication on junior officer training policies at the intermediate command levels is clearly deficient. One answer, as with recruitment, is to rotate line officers to serve on JOTP panels that make basic decisions so that their advice on placement policy will be assured. The JOTP will acquire a convincing base for its judgments and the line officials will return to their regular duties with increased awareness of training and personnel development policies.

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(b) The DTR establish a JOT Selection Panel composed of line officer representation from the three Deputy Directorates together with appropriate representation from the Office of Personnel and Training. The Chief, JOTP, should chair the panel.

(d) The DTR arrange for the participation on a rotational basis of line officer representation from the three Deputy Directorates in JOTP placement panels.

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Para. 4 (Concerning need to relate training to career planning)

4. A third major weakness is the failure to closely relate training to career planning and management. The absence of long range career planning was observed in the IG's study of the Agency's Career Service Program and the knowledge gained in the course of this study serves to underscore the need for such planning. Without it a sound training program cannot be developed. Training is costly and the Agency can afford the investment only if it can be assured of an adequate return.

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Pages 147-149

Para. D. Mid-career Training

1. The need for some form of training at the middle career level is acknowledged by trainers and consumers alike but there is little agreement on the nature, extent or even timing of such a course. Mid-career training generally throughout government and industry is accepted as a part of an overall program of the proper preparation of people to perform effectively in their assigned functions. The Foreign Service Institute, for example, offers a course for Foreign Service Officers at the FSO 3, 4, and 5 levels which is designed to "encourage the development of a broad and integrated professional philosophy that will enable the officer to function with a more acute awareness and a deeper understanding of the essential character and role of his profession." (It should be noted that the 12 week course includes two weeks devoted to executive management.) While this purpose may not be completely appropriate to the Agency, it does contain some of the essential characteristics applicable to any program of training at mid-career.

2. Before advancing suggestions for the purpose and nature of such training a definition of mid-career should be agreed upon. The middle point of a man's career will, of course, vary with the individual and will be influenced by circumstances both favorable and unfavorable. An age and grade projection of what may be considered an average career would take this form:

GS Grade	9	11	12	13	14	15
Age	25	30	35	40	45	50

In actual practice intervals between promotions in the lower grades may be shorter and longer in the upper grades. While this projection admittedly is rather arbitrary, it seems reasonable to assume that the young man of 25 entering the service should aspire to grade GS-15 by the time he reaches 50 years of age. If he does not his chances of attaining that grade thereafter diminish rapidly. We realize that 25 years of service is not regarded by many as a full lifetime career and that GS-15 is not the full limit of grade levels available. The projection may be extended through GS-18 and age 65 without materially altering the relationship of age and grade. The number of supergrade positions always will be limited and since we are seeking something having application to the majority of officers we believe it more practical to use the projection shown above.

3. The middle point in grade falls between GS-12 and 13, in age between 35 and 40, and in length of service between 10 and 15 years. This point appears to be most appropriate for a number of reasons. At the GS-13

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Pages 147-149, Para. D. (Continued)

level an officer usually is expected to assume major supervisory responsibilities for which he should be thoroughly prepared. One of the deficiencies noted in the current training effort is the inadequacy of proper preparation of employees assigned managerial responsibilities. Grade GS-13 also is in many areas of the Agency a crucial point; it is a "break-through" level which distinguishes between journeymen and senior officers. It is in effect the gateway to more senior positions and one of the more difficult to penetrate.

4. The age bracket of 35 to 40 also is very significant. It is the stage at which the individual becomes more mature, he is more aware of the full extent of his responsibilities both at work and at home and his concern with his future is greatly sharpened. It is no coincidence that the average age of professional officers in grade GS-12 and over who leave the Agency for some other occupation is 39.4. It is frequently a turning point in a man's life.

5. In terms of years of service this middle point is most appropriate also. The officer has served his apprenticeship and at least seven to twelve productive years in his specialty. He probably knows all there is to know about his job but has had little opportunity to participate in or learn about other activities. The danger of atrophy is greatest at this point.

6. A mid-career training program designed with these factors in mind should have as its purpose: (a) to prepare officers to assume broader responsibilities particularly in the field of command; (b) to refresh and rekindle their motivation in the interest of the government and the intelligence service, and (c) to broaden their outlook of the Agency's mission through a better understanding of the interrelationships of its many parts.

7. We anticipate some initial difficulties in the development and scheduling of a mid-career program but as employees' promotion and growth rate stabilizes there should be a fairly uniform progression of officers through this mid-career stage which will provide standard, almost routine attendance for a regularly scheduled course. The seminar form of approximately 12 weeks is favored by most and would appear to be appropriate to the purpose.

It is recommended that:

The DCI authorize and direct the establishment of a mid-career training course for officers at the GS-12 and -13 level in order to prepare them for broader responsibilities particularly in the field of command, to refresh their motivation in the intelligence service and to broaden their understanding of the interrelationship of Agency functions.

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Pages 150-154

Para. E. Senior Officer Training

1. One of the readily identifiable problem areas in the Agency today is the pronounced shortage of senior level officers thoroughly experienced in all aspects of the intelligence profession capable of understanding and effectively dealing with complex Agency-wide and inter-agency problems. The Agency finds itself in this circumstance partly through its historical evolution in which some components descended in unbroken line from World War II organizations; partly because the organizational structure has fostered the growth of three semi-autonomous sub-divisions; partly because a sound security concept of compartmentation has been permitted to develop into a policy approaching "apartheid"; and partly because the pressure of operational and functional demands placed on the Agency since its inception have compelled the direction of its great energy to the rapid development of people to do specific jobs well and defer to some later date the development of people who can do all jobs well. There also enters here some element of the prodigal use of talent because it is plentiful, the substitution of numbers of people to make up for lack of broad individual competence and the resorting to group judgments in place of executive skill.

2. Preparing individuals to assume and effectively discharge the responsibilities of senior management is more a problem of development than formalized training although the latter has a definite place in the scheme of things. As we pointed out in the Inspector General's report on the Career Service Program, the absence of an organized method of career development has seriously hampered the proper preparation of officers for key positions and some sound long range planning must be instituted to meet this need. We still are hopeful that such an effort will be successful in the near future. For the present, however, there is an immediate need to do everything possible to improve the effectiveness of today's staff of senior officers and those to be selected in the next few years to come. For this purpose we suggest a senior officer training program.

3. The objective of a senior officer program may be briefly stated in these terms: to develop more officers capable of formulating and evaluating comprehensively policy concerned with intelligence in the U. S. Government. This objective is sufficiently broad to encompass all aspects of the intelligence profession, the internal management of Agency affairs and the interrelationships of the Agency with the intelligence community and the policy making elements of the government.

4. The level at which this program is aimed should not be lower than GS-15 although a case can be made to include selected individuals at the GS-14 level. It should be regarded as the preparatory phase for officers entering the final stages of their careers with the Agency and therefore provide a rounding out of their earlier experiences and training.

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Pages 150-154, Para. E. (Continued)

5. The greatest benefit of this program is to be derived from the interchange of opinions and ideas through the exploration of the entire spectrum of Agency and community problems. For this purpose a combination of seminars and case studies with a minimum of orientational lecturing would be the most productive. A mixed enrollment of DD/P, DD/I, and DD/S officers could profit by exposure to each other's problems. A budget officer, for example, might make a solid contribution to a discussion of counter-intelligence operations, a case officer might speak with conviction on information storage and retrieval, and an analyst may offer valuable ideas on logistical matters. Executive management should be stressed at this level but no subject, operational or administrative, should be neglected.

6. A senior officer program to be most effective must be allotted a period of time adequate to the full development of its objective. A similar program, though on a somewhat broader scale, conducted by the Foreign Service Institute runs for nine months. We do not contemplate so extensive a program to meet Agency needs at the present time. As the program evolves in the future it may be found desirable to invite attendance by senior officers of other intelligence agencies in which event a longer course might be justified. For the initial effort at least and until experience can be gained we believe a course of about four months would be most effective.

7. In magnitude, taking into account the problems of administration and technical methods of handling such a program, it is suggested that enrollment be limited to not more than 40 officers at one time. The program should be conducted at least twice annually although it is believed possible to run two courses concurrently if necessary. A reasonable goal would appear to be the participation of 80 to 100 officers each year.*

8. The question of location must also be considered. Ideally, from the academic point of view, an atmosphere relaxed and free from the tensions of normal Agency activities would provide the best surroundings for undisturbed concentration and thought. This would point [redacted] as the most appropriate site but practical considerations seem to impose insurmountable obstacles. Separation from family for an extended period of time, while

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*Note: At the present rate of promotion about 50 officers will enter the GS-15 level each year. It is anticipated that promotions will stabilize at this rate for the foreseeable future. This will permit ultimately scheduling the senior officer program semiannually with an attendance of about 25 at each session. For the first few years, however, the effort must be made to accommodate a large part of the present staff as well as the newly elevated officers.

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Pages 150-154, Para. E. (Continued)

tolerated by the JOT, would be strongly resented by the senior officers. Unlike the military services Agency facilities [REDACTED] do not provide for students' dependents and it would be economically unfeasible for the Agency to pay for off-base quarters even if the local market could meet the demand. It appears therefore that there is no alternative at present to conducting the program at headquarters with the attendant disadvantages of proximity at home offices and the ever present danger of interruptions and distraction by continuing contacts with working colleagues and associates.

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9. The success of the program can be assured only by highest level direction and proper planning. Officers who are to participate must be released from regular duties for the full duration of the course and required replacements arranged for well in advance so that their functions can be carried on in their absence. It is our opinion that all officers should be required to participate upon reaching the GS-15 level but if this proves to be impractical, at least for the present, then selection should be based on merit, accomplishment and potential. Appointment should be regarded as a reward for achievement and an acknowledgement of superior ability opening the way to the highest levels of executive management.

10. Other than the salaries of the participants no extraordinary cost is contemplated for this program. It should be administered by the DTR who will be expected to provide supporting services. In the initial formulation of the program the services of technical experts will be needed but instructors as such can be dispensed with. Seminar and discussion leaders can be drawn from the Agency at large or, better still, from among the participating officers themselves. None of the customary testing and evaluation practices are called for. It may be desirable to enlist and pay for some expert outside talent to handle such subjects as advanced management but the cost for such services would be modest when compared with the cost of full-time instructors.

11. On a number of occasions in the past suggestions have been made to establish an Intelligence Staff College along the lines of similar military institutions. Some such proposals have been reviewed in the process of this study and much thought has been given the matter. There is much to be said in favor of some form of staff college for intelligence officers but it is believed that the Agency is not yet ready for such an undertaking. A senior officers' program as outlined herein may well lead to the ultimate establishment of a broader and higher level school but to meet the Agency's most urgent need this program should be developed without delay.

It is recommended that:

The DCI authorize and direct that a senior officer program be established to develop more officers capable of formulating and evaluating comprehensively policy concerned with intelligence in the U. S. Government generally in keeping with the outline described above.

Approved For Release 2000/08/16 : CIA-RDP80-01826R000300060004-3

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COMMENT CONTAINED IN MEMORANDUM FOR DEPUTY DIRECTOR (SUPPORT)
FROM DIRECTOR OF PERSONNEL DATED 24 October 1960

6. The major conclusion that I derive from the survey is that there is a need for a mechanism which on a continuing basis will unify at a sufficiently high command level all officials who do or should have the knowledge to bring into balance the operational, personnel, and training programs of the Agency. I support this conclusion by referring to the recommendations made in the report. Analysis quickly reveals that almost every recommendation requires that officers concerned with Operations, Training, and Personnel enter into joint study of a problem or an alleged deficiency. The hope and expectation expressed is that there will be objective consideration of Agency needs, a reconciliation of conflicting views, and above all unanimity of determination among autonomous components to carry out a determined course of action. I conclude that the most important single action necessary to the melding of Agency operational, personnel, and training programs is the establishment of such a primary mechanism just below the level of the DCI. I further submit that the CIA Career Council (under another title if desired) is the type of mechanism that can bring about concerted planning and reconciliation of conflicting views and can also inject through existing command lines the executive instructions that translate theoretical policy into practice. In urging that the CIA Career Council be used as the Agency mechanism to cope with the many facets of the training program, I call attention to the basic interrelationships of the personnel and training programs.

7. As a result of a recent survey by the IG on Career Service in CIA, a recommendation was made to establish an Agency level Personnel Development Board. The CIA Career Council recommended to the DCI that such a Board be established under the aegis of the Council. This Board would presumably concern itself with the problems, policies, and programs involved in the development of CIA personnel to meet personnel requirements at all levels of management but especially at the middle and senior levels. This specific recommendation was approved by the DCI.

8. We are now considering the IG's report on training in CIA. Among the specific recommendations are two which urge programs of middle career and senior officer training. It is obvious that when we speak of middle career and senior officer training and of personnel development we actually concern ourselves with but a single concept. I have concluded, therefore, that the preferred solution to the problem of developing a training program that is in balance with the operational and personnel management programs of the Agency is to incorporate the training program in the area of consideration of the CIA Career Council. The exact organization is not important.

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Comment Contained in Memo for DD/S from D/Pers dtd 24 Oct 1960 (Continued)

I would suggest, however, that the Career Council be preserved in name and that two subsidiary boards be established under its supervision as follows:

a. A Personnel Development Board to concern itself with the development of policies, programs, and the mechanics of a system for personnel development.

b. A Training Program Development Board to concern itself with the development of policies, programs, and the mechanics of operating and controlling the total Agency training program.

Functional representation on the Boards would be essentially the same as that of the Career Council. The Boards themselves, or at their discretion responsible functional offices, or ad hoc task forces, or even standing subsidiary committees, would study problem areas and develop and recommend policies and programs. Progress reports, policy impasses, and ultimately specific proposals would be submitted to the Career Council for unanimous approval, modification, or redirection. As appropriate, specific programs or major policy determinations would be referred to the DCI for decision.

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ACTION ON IG'S RECOMMENDATIONS: MEMORANDUM FROM DEPUTY DIRECTOR (SUPPORT)
TO DEPUTY DIRECTOR OF CENTRAL INTELLIGENCE

ACTION ON IG'S RECOMMENDATIONS

Memorandum for Deputy Director of Central Intelligence from Deputy
Director (Support) dated 30 November 1960

Memorandum for Deputy Directors (Support), (Plans), (Intelligence),
and the Inspector General from Deputy Director of Central Intelligence
dated 25 March 1961

Recommendation: Tab 6 (DD/S Memo), page 40 of Report

DTR experiment with the concept of a board of overseers of senior grade professional officers as a means of improved communication with and indoctrination of consumers, and to promote the development of more effective policies on curriculum and development.

DD/S Comment

While the Director of Training and I both are willing to experiment with the concept of a board of overseers, we are not convinced that such a board is necessary. We shall be interested in learning the views of the DD/P and DD/I.

I believe, of course, that training policies and programs form an essential and inseparable part of the Agency personnel development program, including mid-career and senior officer development. The Director of Personnel has recently proposed that the Career Council be responsible for the total Agency personnel development program, and that the efforts of the Office of Training and the Office of Personnel toward the single objective be united under the aegis of the Career Council. Because the forthcoming Career Development Board may be a mechanism by which the Career Council ensures that training policies and programs are incorporated in the total development program, the Council has deferred activation of the Board as it was originally conceived. The Director of Training and the Director of Personnel believe that their programs can be effectively integrated and implemented through the functioning of the Career Development Board. They agree, for example, to alternate the chairmanship of the Board between them in accordance with the nature of the matters before the Board. This type of arrangement to blend the efforts of these two support offices under the aegis of the Career Council is, in my opinion, an example of realistic planning for Agency use of the Director of Training and his resources.

DDCI Action

Approved with action to DTR in close cooperation with DDP and DDI with due consideration to the ties between the board of overseers and the forthcoming Career Development Board.

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Recommendation: Tab 20 (DD/S Memo), page 92 of Report

The DTR establish a JOT Selection Panel composed of line officer representation from the three Deputy Directorates together with appropriate representation from the Office of Personnel and Training. The Chief, JOTP, should chair the panel.

DD/S Comment

I agree with the principle that the Deputy Directorates, through representation, should play a role in the selection of JOT's. I do not, however, believe that it is necessary to establish another, separate, JOT Selection Panel for this purpose. Rather, I would strongly prefer to have thoughtfully selected, experienced representatives of the DD/P, DD/I and DD/S serve rotational tours of duty as training officers on the JOTP staff. Here, as I have set forth in my introductory remarks, these officers can most effectively participate in the JOT selection and placement processes.

DDCI Action

Approved.

.....
Recommendation: Tab 22 (DD/S Memo), page 92 of Report

The DTR arrange for the participation on a rotational basis of line officer representation from the three Deputy Directorates in JOTP placement panels.

DD/S Comment

Concur, but I believe that this can be accomplished most effectively and efficiently by Deputy Directorate representation on the JOTP Staff, on a rotational assignment basis, as proposed in Tab 20.

DDCI Action

Approved.

~~SECRET~~

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S-E-C-R-E-T

Recommendation: Tab 34 (DD/S Memo), page 149 of Report

The DCI authorize and direct the establishment of a mid-career training course for officers at the GS-12 and -13 level in order to prepare them for broader responsibilities particularly in the field of command, to refresh their motivation in the intelligence service and to broaden their understanding of the interrelationship of Agency functions.

DD/S Comment

Concur. OTR has done some preliminary research and planning for such a course at this level, such as management and overseas effectiveness training. The Director of Training has been reluctant to push a mid-career course, however, while training is still approached on a permissive basis.

The majority of Office and Staff heads of DD/S have signified their agreement with the need and utility of a mid-career course as envisioned by the IG. If the other Deputy Directorates show a similar interest, and if this course shall be attended on a "planned" basis, I shall request OTR to move ahead with their planning.

* * * * *

Nevertheless, I agree that Agency doctrine and problems of command, management, personnel administration, and supervision should be given due weight in the proposed mid-career course.

DDCI Action

Approved.

~~CONFIDENTIAL~~
S-E-C-R-E-T

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Recommendation: Tab 35 (DD/S Memo), page 154 of Report

The DCI authorize and direct that a senior officer program be established to develop more officers capable of formulating and evaluating comprehensive policy concerned with intelligence in the U. S. Government generally in keeping with the outline described in the IG survey.

DD/S Comment

I concur that the Agency will benefit from a senior officer training program, but I believe that we must give this recommendation careful and deliberate study. I am not at all sure that we should try to set up a "CIA Senior Officer Course" comparable to that offered at the National War College, for example. First of all, such an undertaking cannot help but be very expensive to administer and to operate, and OTR advises that it does not now have the staff or the facilities for such a course.

* * * * *

I feel that we can do more in this area, and am confident that there can be worked out a comprehensive program which will meet the general needs of senior executives as well as the peculiar needs of our senior professional specialists.

DDCI Action

Approved with the modification that a senior officer program shall be drafted and submitted for approval rather than established at this time.

~~SECRET~~

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