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28 January 1952

MINUTES OF 15th CAREER SERVICE COMMITTEE MEETING

21 January 1952 - 1:00 P.M.

Present: P. Trabee Davison - AD/Personnel  
Matthew Baird - Director of Training  
[REDACTED] Alternate for Sherman Kent - AD/ONS  
DAD/OSO  
- Executive Secretary

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1. The minutes of the 14th Meeting on 14 January 1952 were approved as distributed.
2. The Committee approved the report of the Chairmen of the Working Groups on Employee Rating and Selection Criteria regarding the amalgamation of the two Working Groups.
3. The Committee examined the draft of the proposed "Progress Report", approved it with modifications and authorized the Chairman to transmit it to the DCI.
4. It was agreed that the next meeting would be held on Monday, 28 January 1952, at 1:00 P.M. in Room 115, North Building.
5. The Meeting adjourned at 5:15 P.M.

[REDACTED]

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21 January 1952

AGENDA

FOR

CAREER SERVICE COMMITTEE

15th Meeting, Monday, 21 January 1952, 4:00 P.M.

Room 115 North Building

1. Consideration of Minutes of 14th Meeting on 14 January 1952. (attached)  
*filed under 14th mt.*
2. Consideration of Report of [REDACTED] re amalgamation of two Working Groups. (attached) *filed in w.c. or Saw Procedures.*
3. Consideration of draft of "Progress Report of Career Service Committee". (attached)

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27 January 1952

MEMORANDUM FOR: Director, Central Intelligence  
FROM : Chairman, Career Service Committee  
SUBJECT : Progress Report

1. The Problem: Organization and Procedure (see Tab A)

The Career Service Committee was charged with submitting to you a plan for a Career Service. Six Working Groups were organized and each <sup>was</sup> assigned a series of problems. The Working Group on Selection Criteria and the Working Group on Employee Rating have completed their assignments (see Tabs C, D and G) and are making their final reports. A new Working Group is being organized, replacing these two, which will develop the next phase of the planning. It will be expected to complete its assignment in February. The Working Group on Career Benefits is expected to complete in February that part of its assignment which does not require legislation (see Tab E). The Working Groups on Trainees, Extension Training and Rotation are expected to complete their assignments and make their final reports in February (see Tab F).

2. The Career Service Policy (see Tab B)

The Committee firmly believes that the policy underlying the establishment of a Career Service in the Central Intelligence Agency must be announced by the Director. It also must receive wholehearted and active support of all executive and supervisory personnel. The Committee has drafted a proposed statement of policy (see Tab B) which would be signed by the DCI and distributed to all Agency personnel. This policy offers a Personnel Program and a Development Program within the framework of a Career Service in CIA. It is designed to banish from the individual's mind the fear that the Career Service Program is a scheme for creating an "elite corps" ~~etc.~~

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SECURITY INFORMATION

~~\_\_\_\_\_~~ w. The issuance of such a statement would mark the beginning of the Career Service Program.

3. The Development Program (see Tab C)

Eligibility for participation in the Development Program of the Career Service Program is based on two fundamental conditions:

- a. The individual must declare his intent to the best of his ability, to make a career of employment with CIA.
- b. He must have proved his ability and have this certified by his Office.

The Career Service Boards (see below) will determine the development program for each participant, basing it on the needs of the Agency and on the potentiality of the individual.

4. Employee Evaluation (see Tab D)

Systematic evaluation is a valuable means of insuring good work relations, better performance, lower turnover. It is also the first orderly step in selecting certain persons for advancement or development. It is the cornerstone on which a Career Service can be built. The proposed Personnel Evaluation Report is also designed to permit more advanced techniques of selection to be applied for special purposes.

5. Career Benefits (see Tab E)

Three types of benefits, not now available, can be instituted by the DCI under existing authority. Others would require legislative action. It is recognized as a practical matter that, while there are many intangibles, Career Benefits provided by the Agency are important factors that induce large numbers of persons to decide to make a career of employment in CIA.

~~\_\_\_\_\_ is exploring all possible means of creating a Career Service~~

~~\_\_\_\_\_ that would establish the Service~~

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SECURITY INFORMATION

~~in the areas of the Foreign Service, the Public Health Service, etc.,  
have been established. The Committee believes that legislation extending  
the ability of the DCI to create a Career Service is desirable, rather  
than legislation creating the Service.~~

6. Rotation (see Tab F)

~~Rotation programs or circuits overlap and intertwine even within  
an office. To the greatest extent possible, decisions on rotation of  
individuals should be decentralized to the [Office] Career Service Boards.~~

7. The Career Service Boards (see Tab G)

In view of the compartmentalization required in CIA on a "need-to-know" basis, and the high degree of specialization that is required in the several Offices in order that they may discharge their missions, decentralization in the operation of the Career Service Program is essential. The CIA Career Service Board, at the DCI level, will determine policy on behalf of the DCI, continuously review the actions of the lower boards, and recommend to the DCI specific action with respect to an individual only when the interests of CIA as a whole clearly transcend the more restricted interests of the Office concerned.

8. Implementation of Career Service Program (see Tab H)

*The first steps in*  
It is believed that the Career Service Program can be announced and put into effect on the first of March.

*Attachments!*

F. TRUBEE HAVISON  
Chairman, Career Service Committee

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DRAFT

21 January 1952

MEMORANDUM FOR: Director, Central Intelligence  
FROM : Assistant Director (Personnel)  
SUBJECT : Progress report of Career Service Committee  
REFERENCES : a) "A Program for the Establishment of a Career Corps  
in the Central Intelligence Agency", dated 7 August 1951  
b) Memorandum "Assistant Directors' Comments on Career  
Corps Proposal", dated 13 September 1951

1. The Problem: Organization and Procedure (see Tab A)

The Career Service Committee was charged with submitting to you a plan for a Career Service taking into consideration the proposal of 7 August 1951 (reference a) together with the comments and recommendations of the several Assistant Directors with respect to the proposal. Six Working Groups were organized and each assigned a series of problems. A consultant, experienced in career problems in industry, has been engaged on a part-time basis. A small T/O for a Career Development Staff within the Office of Personnel has been authorized.

2. The Career Service Policy (see Tab B)

The Committee firmly believes that the policy underlying the establishment of a Career Service in the Central Intelligence Agency must be announced by the Director. It also must receive wholehearted and active support of all executive and supervisory personnel throughout the CIA structure. The Committee has drafted a proposed statement of policy (see Tab B) which would be signed by the DCI and distributed to all employees of CIA. This policy offers a Personnel Program and a Development Program within the frame work of a Career Service in CIA. It is designed to banish from employee's minds the fear that the Career Service Program is a scheme for creating

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SECURITY INFORMATION

an "elite corps" of a favored few. The issuance of such a statement would mark the beginning of the Career Service Program. It is not believed advisable to initiate a pilot operation of the Career Service Program in any limited segment of CIA. Rather, it is believed that the Program should be simultaneously undertaken throughout CIA but on a gradual, step-by-step basis.

3. The Development Program (see Tab C)

Eligibility for participation in the Development Program of the Career Service Program is based on two fundamental conditions:

- a. The employee must declare his intent, to the best of his ability, to make a career of employment with CIA.
- b. He must have proved his ability and have this certified by his Office.

The Career Service Boards (see below) will determine the development program for each career employee, basing it on the needs of the Agency and on the potentiality of the employee.

4. Employee Evaluation (see Tab D)

Systematic evaluation of employees is a valuable means of insuring good supervisor-employee work relations, better employee performance, lower employee turnover. It is also the first orderly step in selecting certain persons for advancement or development. It is the cornerstone on which a Career Service can be built. The attached Personnel Evaluation Report is also designed to permit more advanced techniques of selection to be applied for special purposes.

5. Career Benefits (see Tab E)

Five types of benefits, not now available, can be instituted by the DCI under existing authority. Others would require legislative action.

It is recognized as a practical matter that, while there are many intangibles,

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Career Benefits provided by the Agency are important factors in the quid pro quo that induces large numbers of persons to decide to make a career of employment in CIA. The Committee is exploring all possible means of creating a Career Service within CIA short of legislative action that would establish the Service in the sense that the Foreign Service, the Public Health Service, etc., have been established. The Committee believes that legislation extending the ability of the DCI to create a Career Service is desirable, rather than legislation creating the Service.

6. Rotation Policy (see Tab F)

Rotation programs of circuits overlap and intertwine even within an Office. To the greatest extent possible, decisions on rotation of individuals should be decentralized to the [Office] Career Service Boards.

7. The Career Service Boards (see Tab G)

In view of the compartmentalization required in CIA on a "need-to-know" basis, and the high degree of specialization that is required in the Several Offices, in order that they may discharge their missions, decentralization in the operation of the Career Service Program is essential. The CIA Career Service Board, at the DCI level, will determine policy on behalf of the DCI, continuously review the actions of the lower boards, and recommend to the DCI specific action with respect to an individual only when the interests of CIA as a whole clearly transcend the more restricted interests of the Office concerned.

8. Implementation of Career Service Program (see Tab H)

It is believed that the Career Service Program can be announced and put into effect on the first of March.

F. TRUBEE DAVISON  
Chairman, Career Service Committee

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~~THE CAREER SERVICE POLICY OF THE CENTRAL INTELLIGENCE AGENCY~~

The Central Intelligence Agency provides a career for ~~employees~~ <sup>persons</sup> whose integrity, ability and determination will help it to meet the present and future intelligence requirements of the United States.

The Career Service Program ~~is composed of two basic components.~~ <sup>consists of two components.</sup> While they will be developed ~~simultaneously~~ <sup>concurrently</sup>, it is inevitable that they will progress at different rates. They are:

First: A program to conduct normal personnel, training and management affairs with the greatest skill and efficiency of which CIA is capable; <sup>to recruit young men and women of exceptional promise.</sup> This "Personnel Program" will be equally applied to ~~all employees~~ <sup>members</sup> of the Agency without any distinction as to grade, assignment, length of service, and so on. Inherent in this program are those elements which are basic to any well-managed personnel program.

Second: A program to discover and use to the fullest, the talents and potentialities of ~~every employee.~~ <sup>personnel</sup> This "Development Program" is for the purpose of ensuring to the Agency the best possible use of its available manpower. It will also locate and produce the future key executives and administrators of the Agency.

<sup>Persons</sup> ~~Employees~~ who have demonstrated competence by meritorious performance will be given an opportunity to develop skills and abilities through programs for training, rotation and education. The Agency places a high premium on intelligence, energy and potential talent in ~~applicants and employees~~ <sup>its personnel</sup> and will provide them the opportunity of learning how and where to use and develop these qualities.

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EMPLOYEE EVALUATION

1. The Committee has not conducted any original research in the controversial field of employee rating or evaluation systems. It has been guided, however, in reaching its conclusions by the voluminous research that has been conducted since the War by the Armed Forces, the Civil Service Commission, other government Agencies (especially the Department of State) and industry, including management consultants.

2. Conclusions which have led to the development of the proposed Personnel Evaluation Report are:

- a. The primary purpose of an evaluation system is to insure to the Agency and to the employee the best use of his aptitudes, knowledges, skills and interests. Evaluation of these factors is the first step in planning a career development program for the individual.
- b. An employee evaluation system, to be effective, requires proper training of the supervisor making the evaluation and discussion between the employee and the supervisor. Since valid estimations of performance can only be made if the employee has thoroughly understood what is expected of him, the system must insure an understanding between the supervisor and the employee concerning the job to be done.
- c. Adoption of a "forced choice" system is not practical without an extensive research program within CIA extending over a period of at least twelve months.
- d. "Comparison" type ratings, that lead to comparisons between employees on the basis of single adjective or numerical ratings, are largely subjective and difficult to standardize, often lead to hard feelings and costly appeal procedures, and usually serve no constructive purpose.
- e. A single basic system is necessary in order to provide a common denominator for the evaluation of all employees. It must be simple and easy to execute and to handle administratively.

3. An evaluation system must encompass both past performance and future potential. It can be only as good as the understanding and cooperation, of both employee and supervisor, which enter into its execution. Therefore, an Evaluation Manual containing instructions and procedures will be prepared and indoctrination of all employees will be required when the system goes into effect. Both employees and supervisors must realize that an individual who is a "supervisor" looking down the ladder, is also an "employee" looking up.

4. (See photostat of proposed Personnel Evaluation Report immediately following.)

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CAREER BENEFITS

Part I

Additional Benefits Desired By CIA

<u>Benefits Desired</u>	<u>Action Required</u>
a. Additional pay for various types of hazardous duty. (See Part II.)	a. Approval by the DCI. (See Part II.)
b. A meritorious award system providing for recognition of distinguished service to the Agency (somewhat similar to that of the Department of State). Awards may be by medal, certificate, monetary, or a combination of all three.	b. Approval by the DCI. (In the case of medal, either legislative action or approval by the White House would be required.)
c. A CIA overseas post classification system providing benefits responsive to unhealthful conditions.	c. Approval by the DCI. (If the benefit conferred time <sup>additional</sup> and a unit credit against retirement, legislative action is required.)
d. Applications of the principles of the United States Employees' Compensation Act to dependents of employees engaged in hazardous duties who are themselves exposed to hazard.	d. <u>Legislative Action</u> . Approval by the DCI. (For unvouchered funds personnel only. Authority is lacking to grant this benefit to vouchered funds personnel. For this reason, legislative action should be sought in order to clarify the DCI's authority.)
e. Death gratuity of six months' base pay to dependents of CIA employees whose death occurs in line of duty while serving overseas. Definition of the term "line of duty" will be required.	e. <u>Legislative Action</u> . Approval by the DCI. (For unvouchered funds personnel only. Authority is lacking to grant this benefit to vouchered funds personnel. For this reason, legislative action should be sought in order to clarify the DCI's authority.)

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SECURITY INFORMATION

Benefits Desired

Action Required

- f. Pay, within-grade raises, and grade promotions for vouchered funds personnel who are detained involuntarily by foreign governments.
- g. A more liberal retirement system.
- h. An appropriate and adequate leave system for all overseas employees.
- i. Better group health insurance.

- f. Legislative action.  
(This benefit can be granted by the DGI only to unvouchered funds personnel at present. Vouchered funds personnel would be covered by Senate Bill No. 1820 - designed to replace the now-expired Missing Persons Act - if it is slightly modified from the form in which it was originally introduced so that it will completely secure CIA interests.) *also, further modifications are required to*
- g. Legislative action.
- h. Legislative action.
- i. Not certain.  
(Under study at present with the CIA-sponsored Government Employees Health Association; action required will depend on the benefits to be achieved.)

*revised in final*

*meet objections of WAO and the CSE.*

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IMPLEMENTATION OF THE CAREER SERVICE PROGRAM

Synchronized Action that could be Taken

as of 1 March 1952

Action

Method

a. Issue ISI statement on the Career Service Policy (see Tab B)

a. Notification to all Personnel by CIA Notice

*d.H.* Activate the CIA Career Service Board and

b. Notification to all Personnel by CIA Regulation

Activate the Office Career Service Boards (see Tab C)

*C* Issue Procedure concerning participation in the Development Program (see Tab C)

c. Notification to all Personnel by CIA Notice

*A1 f.* Issue Establishment of Distinguished Service Award Program (see Tab E, Part I)

d. Notification to all Personnel by CIA Notice and CIA Regulation

*b* Issue Procedure concerning Employee Evaluations (see Tab D)

e. Notification to all Personnel by CIA Notice and CIA Regulation

*C* Issue Employee Evaluation Manual and announce administrative indoctrination schedules

f. Distribution to all Personnel

*W1 g.* Issue Hazardous Duty Pay Policy and Schedules (see Tab E, Part I and II)

g. Notification to employees and staff agents concerned by covert office circulars and Confidential Funds Regulations

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