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26 January 1954

MEMORANDUM FOR: Director of Central Intelligence Agency

SUBJECT : Career Service Program

1. The purpose of this memorandum is to report to you the status of the Career Service Program, and to obtain your approval of certain steps which should be taken to reorganize the present system of career management.

2. The following major developments have been accomplished in the Career Service Program since 1 July 1953:

a. A legislative task force was established to examine those aspects of employee benefits which could not be accomplished administratively. This group has finished its work. The CIA Career Service Board has studied its report in detail and forwarded it to you with its approval. It recognized that the appropriate time should be chosen for submission of this legislation to Congress. It is my opinion that it should not be submitted in the present session. However, regardless of when it is submitted the study has been made and the findings and recommendations and legislation proposed will be valid in the future.

b. The Senior Executive Inventory has been completed. This required the nomination by the top 70 executives in the Agency of individuals considered qualified to be their successors. These names were in turn reviewed by the Deputy Directors. The result is approximately 200 names, now assembled in a loose-leaf notebook for your use. It should be noted that a tremendous amount of work was required to assemble the biographic data on these individuals, in many instances still incomplete, due to the chaotic condition of the personnel files. To insure proper security for the Registry, the material was prepared in this office.

c. The charter of the Professional Selection Panel was completely rewritten. Inasmuch as this is one of the important aspects of the proposed reorganization, it will be dealt with later.

d. An insurance task force has cleared actuaries surveying types of insurance available to agency employees. This program may result in a more beneficial form of insurance for employees and produce an added incentive for making a career with CIA. It can proceed regardless of the organization of the Career Service Program.

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e. A Women's Panel and a Junior Officer's Task Force have prepared reports relating to the problems of women and junior officers in making a career with CIA. Their reports have been studied by the CIA Career Service Board. Any beneficial results from these two studies will come from the Personnel Office and from the supervisors.

f. A task force commenced the preparation of a paper to inform employees "What a Career in the CIA Means to You." It is important that such a paper be produced. The lack of knowledge about the career service program is very great overseas, and is also apparent in Washington.

g. The CIA Career Service Board has 40 Career Development Slots assigned to it. These slots enable employees to take external training or a tour of duty with another office without encumbering a slot in the parent office, although the parent office must guarantee to have a slot open upon the employee's return. The fact that there are still many of these slots open is indicative of a lack of interest in career development or encouragement of rotation among the offices.

h. The CIA Career Service Board worked with the Honor Awards Board in developing a system of awards for meritorious or valorous service. This has now been accomplished and there is no purpose to be served for continued affiliation between these Boards.

i. The CIA Career Service Board interested itself in nominations for the Harvard School for Advanced Management and the senior schools of the military services. The lack of interest, particularly in the DD/P Area, in nominating candidates for these schools is also indicative of a lack of interest in career development.

j. There are 25 other Career Service Boards in the Agency besides the CIA Board. These include boards for all of the offices, the DD/P staffs plus a DD/P, DD/I and DD/A Board. These Boards have functioned with varying degrees of effectiveness and authority. In many cases the Boards are purely advisory to the office or staff chief; in others the Boards, in effect, have more influence. Unfortunately the Boards have concerned themselves largely with matters of promotion, transfers, etc.--personnel actions previously handled on a routine basis by executive action of the individual offices. There is no indication that creation of "career service boards" has improved these actions any.

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k. The CIA Career Service Board has attempted to arbitrate a difference of opinion between the DD/A and DD/I Boards. The DD/A Board holds that all administrative personnel in the DD/I Area should have career designations to DD/A Career Service Boards, e.g., a personnel officer in ORR would have a career designation to the Personnel Office rather than ORR. There is an almost unanimity of opinion against this in the DD/I Area. In the DD/P Area most administrative officers have accepted DD/A career designations, although it should be noted that this was done with somewhat of a shotgun approach--they were told to either take administrative designations or be prepared to explain in six months why they were in administrative positions.

3. It is my opinion that the following major defects now exist with the CIA Career Service Program:

a. There are too many Career Service Boards and they are improperly constituted. A career service board for each office has simply continued office nationalism and done nothing to further making CIA a career. The number of boards creates a waste in executive manpower for the participants and in clerical time for support.

b. The career service boards devote the bulk of their time today to matters that should be handled differently. Promotions should be a matter for intra-agency boards, not office boards. Inter-office rotations or transfers cannot be handled on a unilateral basis by an office board and therefore becomes a case of inter-office negotiation, or "slave mart" transactions by the individual.

c. With the exception of one or two offices there is little career planning by the Boards, yet this is one of the most important aspects of career service and one of the most neglected parts of career development. The lack of career planning is probably the greatest single factor in poor morale in the Agency. More and more employees are leaving the Agency because they don't know what future there is in CIA.

d. The career service boards have served to dissipate both the authority of the supervisors and of the Personnel Management. It should be noted that the major single reason for the creation of a Career Service Program was the failure of both the Personnel Office and the supervisors in the Agency in personnel management. But it is my opinion that continuation of a large number of career service boards will not solve the problem of personnel management--for which the Personnel Office should be held responsible for policy and the supervisors for implementation.

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e. As is natural in a government the career service boards have tended to become paper-mills. The amount of paperwork done by the various boards varies, but generally speaking it has gotten beyond either reason or value.

4. It is recommended that the following steps be taken to reorganize the Career Service Program:

a. All of the office career service boards be abolished and in their stead be created five professional boards, namely: Intelligence, Operations, Administration, Training and Communications.

b. The number of career designations be reduced from 26 to 5-- as above. However, there should be a limited number of sub-designations such as Analyst, Researcher, Collector under Intelligence; Psychological, Espionage, and Paramilitary under Operations; Personnel, Fiscal, Logistics under Administration.

c. These five boards would be charged primarily with the career development of all employees. This career development would insure that each employee received proper training, opportunity for rotation within CIA, consideration for promotion, etc. To accomplish this the boards would be supported by staffs supplied jointly by the Personnel Office and the offices primarily concerned with each board. Career plans would be developed for all professional employees of the Agency.

d. Three selection or promotion panels would be created. These panels would be charged with recommending selection in, selection out, and promotion of all Agency employees. These would be:

(1) Supergrade Panel (or Board) composed as presently proposed by the Deputy Director of Central Intelligence of the Deputies plus Assistant Directors for Personnel, Communications and Training to pass on all promotions or selections in or out of supergrades.

(2) Senior Selection Panel to pass on selection in, out, or promotion of all personnel in Grades GS-13, 14 and 15. The promotions would be intra-agency, conducted twice annually on a competitive basis.

(3) Junior Selection Panel to pass on selection in, out, or promotion of all personnel in Grades GS-9, 10, 11 and 12.

NOTE: These Panels would operate on the following basis. No employee-applicant would be considered until the gaining office had submitted a career plan indicating the assignments of the individual for at least the first three years and preferably longer. Each employee-applicant would be personally interviewed

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by the appropriate (for his or her grade) board prior to employment. Promotions would be made twice annually--May and December--and would be on an intra-Agency competitive basis. Rotations between offices would be accomplished on a quota basis, e.g., 10 from DD/I to DD/P and vice versa each year; 20 from DD/A to DD/P and vice versa each year. Selection-out consideration would be given to each employee at the end of the first-year of employment (when, under Civil Service procedures, termination can be accomplished), and at the end of three-years which should be the administratively-established CIA probationary period.

e. The standard probationary period for all CIA employees be established at three years--and as of a specific date all incoming employees will be advised of the probationary period and informed that if they fail to live up to standards they may be selected out at the end of one year or three years (or any point in the first three years).

f. It is the belief of the CIA Career Service Board that for a true career service employees should be obligated to serve when, where, and how the Agency desires--personal considerations being given full evaluation in the decision. Inasmuch as many individuals entered CIA under different terms, this cannot be imposed by mandate but should be on a voluntary basis.

g. The CIA Career Service Board be continued on much the same basis as presently, being primarily an advisory body and a sounding board for insuring development of the Career Service Program. This body might eventually be chaired by the Assistant Director for Personnel, when that individual has been on duty for a longer period.

5. In summation an employee's career in the CIA would be guided in the following fashion:

a. Prior to employment the individual's career plan would be reviewed by the appropriate selection panel, and the individual would appear before the panel;

b. At the end of one year and again at the end of three years the appropriate selection panel would review the individual's performance and indicate continuance or termination;

c. At the end of the three year probationary period the appropriate career service board will review the individual's career plan for the ensuing period;

d. At the time an individual is promoted to GS-13--selected by the Senior Selection Board--determination will be made whether

the individual is qualified for the Junior Executive Inventory--or should be assigned to specialist jobs.

6. Finally it is recommended that a date be selected for implementation of the above steps in the Career Service Program. At that time all employees will be queried to determine whether they wish to make a career with the Agency and are willing to accept the obligation to serve when and where required. At that time all employees should be given a full and frank statement of what a career in CIA means (2.f. above).

7. I believe what I propose will enable us to embark on a true career program.

/s/

Lyman B. Kirkpatrick

cc: DDCI