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. . . . The 51st meeting of the CIA Career Council convened on Wednesday, 23 July 1958, at 3:30 p.m., in the DCI Conference Room. The following were present:

- Gordon M. Stewart, D/Pers, Chairman
- Robert Amory, Jr., DD/I, Member
- 25X1A5a1 [REDACTED], Alternate for DTR, Member
- 25X1A9a [REDACTED] P-DD/P, Alternate for DD/P, Member
- Lyman B. Kirkpatrick, IG, Member
- [REDACTED] D/CO, Member
- Lawrence K. White, DD/S, Member
- 25X1A5a1 [REDACTED] Executive Secretary
- [REDACTED] Reporter

. . . . The Board remained in executive session [ interviewing nominees for the Senior Officer School of the Foreign Service ] until 4:00 p.m., at which time the Chairman opened the meeting and it proceeded as follows:

MR. STEWART: The minutes of the last meeting, are they approved?

[ Members indicated in the affirmative. ]

Item 2 is the memorandum from Colonel White on "Agency Policy on Length of Overseas Tours of Duty." Any comments?

MR. KIRKPATRICK: Yes. I have no objection basically to what the DD/S proposes, but I do feel, particularly in the operational side of the house, that it is to the best interests of the Agency to get away, really, from a "tour of duty" per se. We now see this, actually, in some of our people who are staying over for 4, 6 or 8 years. I think as far as this is primarily an administrative mechanism, it's all right. I agree completely that two years is an absurd tour, in this business, and that applies as much on the administrative side--not so much in Commo, but in other parts--as it does on the operational side.

25X1A9a [REDACTED] It applies in the higher grades in the Office of Communications. But a radio operator or a radio cryptographer - he has to plan pretty definitely what he is going to do, with kids in school, etc. We are following this now, exactly.

MR. KIRKPATRICK: As far as the Clandestine Services are concerned, if we find that somebody works out very well in a particular area, that it is to our advantage to leave him there until he starts to deteriorate or needs reacclimation

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in this country, or needs to be brought back for some desk work--in other words, my ~~my~~ opinion simply is: let's not solidify a folklore or a feeling around the Agency that it's a two year period or it's a four year period - it's an overseas duty.

COLONEL WHITE: I thoroughly agree with that. We, at least in the DD/S side, have been the ones, actually, who have been adhering pretty closely to the policy, because at the time we got this thing started we had so few people that had been overseas. But I did feel, as a result of my trip--you would find a Commo man or a Logistics man, or one of Bob's people, or one of Dick's people - and they all had different standards so far as overseas tours were concerned. And in most every case if everything is working out all right it certainly should be something longer than two years. My idea was to encourage making it longer than two years rather than putting a limitation on how many. But regardless, if he stayed overseas any number of tours, he would be coming home on home leave every two years, theoretically, anyway.

MR. AMORY: Yes. We have great sympathy with this, and we feel in many of our cases they're sufficiently flexible. So I have no argument with it. But there is a different kind of objective that we have; for instance, the JIB ones - where we treat it as a two year school, and if I have one slot over there I would rather put 15 people through it in a generation than 10 people through it, because there is more to fertilize the boys back here in M Building. So long as this is understood to be a rule of reason and not a mechanical one, it's all right.

25X1A5a1 [REDACTED] The Boss needs some education on this. If you said to him somebody's tour was up he would say, "What do you mean - his tour is up?" He needs a little education on this point.

COLONEL WHITE: One thing I am interested in in this is that a mechanic be set up which requires us to do certain things at a certain time. What I am proposing here is that it be standard practice that when a man has completed one year then sometime between one year and 15 months we say, "All right, you're going to stay another year" or "You're going to come home on home leave."

MR. KIRKPATRICK: I feel, in view of what Bob said, plus the fact that you have three or four different kinds of apples in your basket, what we have to maintain is the flexibility, but what we want to lay down is a general policy that, generally, we are going to follow. Because it seems to me that every guy you do a

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little differently: when you're sending an [REDACTED] out to the Station you say one 25X1A5a1 thing, and when you're sending a Finance officer you say another thing, and if it's one of your production types you're sending you say a third thing. But Dick is absolutely right, the Boss doesn't understand "a tour of duty." When he sends "x" out to [REDACTED] he expects him to stay there until he calls him home. 25X1A6a

25X1A9a [REDACTED] There would have to be one modification of this. We frequently have to extend them 3 months or 6 months to keep the place covered.

25X1A9a [REDACTED] So do we.

25X1A9a [REDACTED] So it shouldn't be limited.

MR. KIRKPATRICK: Maybe what we need is more a statement of philosophy, really.

MR. STEWART: I thought that was what this was. I honestly took it that way, as not a limitation but simply a way of doing business. And I might speak on the question of DD/P, since Dick hasn't--

MR. KIRKPATRICK: We are talking for him. [Laughter]

MR. STEWART: I find that it helps a little bit to know where you stand, and particularly the fellow who is standing in line waiting to go over and replace somebody - he likes to know whether that fellow is in fact coming back. There has been a certain amount of fuzziness in this business. The Divisions always have difficulty--they plan a replacement and then at the very last minute the fellow sends a wire and says, "I'm not coming home, I'm going to extend a year." I think it would be orderly and helpful to have these things pinned down a little bit. Now, everybody can make exceptions. We are not talking about Station Chiefs--I think Station Chiefs are a category by themselves, and a matter which the Boss would be concerned about.

MR. KIRKPATRICK: If this is going to be a published document I would recommend that we change this to "Agency Policy on Length of Overseas Service" - then we start getting rid of the semantics of "tour of duty." And then perhaps expand this philosophy a bit. There are other factors involved. Cover factors are involved in certain areas where if we stand out too much we are going to destroy what little facility we have.

25X1A9a [REDACTED] A tour of duty has to be in some manner related to the tour of duty of the cover organization.

COLONEL WHITE: There are two things you want to get into the philosophy,

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first, that it is implied that we want longer tours of service and not shorter, and second, early notice as to whether the guy is going to come home or stay over there.

MR. STEWART: That is right - reasonable notice.

Well, let's turn out a piece of paper which expresses all of this and let the Board look at it.

We now turn to the Uniform Overtime Compensation Policy, which is the subject of the Staff Study here, which includes recommendations. In addition to those recommendations made here--which are mine--there have been numerous others. One that I quoted was Kirk's. There was also a recommendation made recently at a meeting that I held that we ask people in grades 13, 14 and 15 not to draw overtime; in other words, to put it in the reverse, that we not authorize overtime for people in those grades. That is simply a variation of the basic principle. The recommendation that [REDACTED] made this morning was that we accept Mr. Kirkpatrick's recommendation and add to it paragraph h of my recommendations, which permits or allows for exceptions, and also my paragraph g, which refers to lump sum payments for persons who serve over 72 hours in hazardous, trying or unusually arduous jobs. Also, [REDACTED] I imagine you would want to do something with the duty officer assignments - which is \$10 per tour. Would you object to that?

25X1A9a [REDACTED] This is the first time I had seen that. I hadn't really thought about that. I had the idea that a duty officer was like an OD.

25X1A9a [REDACTED] I have an addition which I would like to take up, if I may.

MR. STEWART: Certainly. I am merely introducing this.

25X1A9a [REDACTED] Before you leave that one--I did have a slight change in Kirk's paragraph e.(1). It should be specified that the approving supervisor must be a grade 12 or above, so that an 11 isn't approving overtime for himself. And in the next paragraph I thought there ought to be a saving clause such as Mr. Stewart has in paragraph h of his recommendations.

MR. KIRKPATRICK: Let me say here that Kirk has no pride of authorship in these proposals, and I simply threw them into the mill to get the pump primed. I really have only two principles which I think we ought to have: uniformity and

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records--because I think we suffer certain major losses as a result of the lack of these. So that is all I really had in mind, and any formula that is reasonable, practical, and not too complicated, I think we need.

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██████████ A suggestion that I wanted to make is that since we have a Career Service, that we divide this thing up and put in one category the technicians, to include code clerks and people of that kind, in another category the secretarial and stenographic personnel, and then in the whole other large group those career officers in the Career Service. I would pay overtime to the first two groups and pay no overtime to the other group - to none of them, on the basis that if we are going to have a Career Service in which we take pride, and get special compensations for, and special legislation, and all the rest of it-- people don't have to punch timeclocks, they have reasonable freedom of action, get long home leaves from their overseas tours--this all works itself out in the end. And any plan involving paying these fellows overtime is cumbersome, involves an awful lot of administration and paperwork, and trying to fill out who does more overtime becomes hopeless in the last analysis, and I honestly think we would rather see the whole thing cut out as far as the Career Service is concerned.

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██████████ About that saving clause--in the Signal Center we do have a few GS-13's who are on all the time during something like the Middle East situation now.

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██████████ But your people I would put in a different category. They work overtime because they are asked to. But just because some agent has to rearrange his time so he can meet somebody on the street at midnight--that's different. I think we have to regard this a little more the way the military services do, that if it's a crisis you work on Saturday and Sunday and that's the end of it.

MR. KIRKPATRICK: In private industry you're expected to.

COLONEL WHITE: And the professionals in the Career Service--

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██████████ Give them no overtime.

MR. AMORY: That would be fine with me as far as most of it goes, but OCI is sort of a law unto itself and it runs on sort of a newspaper schedule. They work a great deal of overtime. They have a low grade structure, and they have a nice stable method of doing business now that is, frankly, based on overtime pay to these medium grade guys.

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MR. KIRKPATRICK: Those medium grade guys are there to stay at that medium grade for their career. If they're on their way up, that is something different. Both Dick and I are newspaper men, and I do know that United States News said, "When you're a professional you get paid for 40 hours but you will work whatever hours are necessary to get the work done."

MR. AMORY: One of the problems is you can't separate--one guy may be an Afghan expert with not much breadth of possibilities beyond that, so he's going to remain a GS-9, but when there's a crisis in Afghan he expects the small bonus that he gets.

But I must admit that I am very sympathetic and if the Agency is willing to put this into effect I'll say it's a good idea, and, if necessary, we may have a look at the OCI grade structure.

25X1A9a [REDACTED] I was going to say, couldn't a modification of that take care of it?

MR. AMORY: You see, at any time of day a news message comes in and the poor guy comes in all the way from Falls Church and looks at it and maybe changes one word in an item.

MR. KIRKPATRICK: There are admin techniques to lighten that burden, like rotation, and so on. But it seems to me it's true in any form of professional endeavor that a man, somewhere along in his early career, maybe between the time he's 25 and 35, he makes the choice of maybe more take home pay today or be in that category for advancement. And I think it has to be standard--because OCI is one of the offices that people point to, "Why do those guys get overtime and we don't?"

MR. AMORY: What is done down at your desks?

25X1A9a [REDACTED] Those fellows work around the clock on some of them.

MR. AMORY: Do they get overtime now?

25X1A9a [REDACTED] Yes, at least in certain grades. That is one of the troubles of this whole system.

MR. AMORY: In other words, if we adopted this, OCI wouldn't be the only people--

MR. KIRKPATRICK: Oh, no--field stations--

25X1A9a [REDACTED] We have no overtime schedule authorized anywhere in my office. Overtime is paid for according to regulations.

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MR. KIRKPATRICK: A good illustration is that at U. S. News when I went from sort of the clerk category into the professional category, one week I was making something like \$87.00 because I had so much overtime and the next week I went on a straight 40-hour a week paycheck, but I became a professional at that point.

COLONEL WHITE: Gordon, I don't think there is any question that Dick's proposal is the solution which you shoot for ultimately, but my only reservation about it--and I'm perfectly willing to cross that bridge--is what the morale effect might be if you just did it right now.

MR. KIRKPATRICK: You have to do it some day.

COLONEL WHITE: As far as I'm concerned, if Dick is willing to cross it - he has the most serious concern, and if he's willing, I am.

25X1A6a MR. KIRKPATRICK: We get a letter from the [REDACTED] for example, totalling up how many hundreds of hours these people sacrifice because they can't get compensatory time off.

25X1A9a [REDACTED] I think this is a bridge we have to cross.

MR. AMORY: The Foreign Service has no overtime?

25X1A9a [REDACTED] Yes, it's authorized but they don't have the money so they rarely pay it.

MR. AMORY: But certainly in the military the commissioned officers never do a penny of overtime.

25X1A9a [REDACTED] Nor an enlisted man, and they're available 24 hours a day.

COLONEL WHITE: I would recommend we draw up a simple policy statement along these lines, and publish it.

MR. KIRKPATRICK: Sure you're going to have people who are going to gripe and maybe even quit. On the other hand, overtime can be abused, and it is abused, in fact. Even around here people come in an hour early or stay an hour late, or if they take sick leave on Friday then they work on Saturday to get the extra overtime. They use techniques like that, and those people, frankly, I would think the Agency could do better without.

25X1A9a [REDACTED] Gordon, would it be useful if I were to send you a memorandum, as Chairman of the Career Council, incorporating at least what I have been [REDACTED] trying to say here?

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MR. STEWART: Yes.

MR. AMORY: Could you circulate it to us?

COLONEL WHITE: I'd like to speak to Kirk's second point. I'm not too sure, Kirk, and I haven't done enough homework to take a strong stand on it, but I'm not sure that the recordkeeping--if I know what you mean, and I think I do - I think what you have in mind is that we ought to keep records on all the hours worked by everybody, including those of us sitting around this table, for which we don't get extra pay, and use that in the way that J. Edgar does.

MR. KIRKPATRICK: You use it two ways. You don't use it solely for that. It's a management tool, on the one hand--I mean, when you pull out somebody's file to review it you want to know what his work habits are--at least I do.

COLONEL WHITE: Don't you have to depend on your supervisors for that, rather than on a machine?

25X1A9a [REDACTED] Couldn't we ask for that on the Fitness Report as an expression rather than a mathematical total?

COLONEL WHITE: I'm concerned about two things on that: first, the amount of work that it will entail to keep all those records, and, also, whether they will be meaningful within the Agency. Now, Mr. Hoover does make capital of this--

MR. KIRKPATRICK: A hell of a lot of capital.

COLONEL WHITE: --however, in the six years or more that I have been going up to the budget hearings there has never been an occasion, that I know of, in the six years of budget hearings that I have attended, where we would have made any money, as far as our budget goes, in making a big point of this sort of thing.

MR. KIRKPATRICK: Red, this isn't a life or death matter, and I would settle if you would answer me two questions: how much more work there would be-- everyone of us has to fill out a T&A, so there's one filled out on every employee, technically.

MR. AMORY: It just shows 40 hours.

MR. KIRKPATRICK: That is my point, how much extra work would be involved if whoever fills it out for you puts in 12 hours, or whatever it might be. And that is what I am asking Red, how much extra work it's going to involve if these are filled out accurately.

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MR. AMORY: To the nearest whole hour.

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██████████ Not for pay purposes but for record purposes.

MR. KIRKPATRICK: And the other thing is if someone can check down at the Bureau and find out how much work it involved there.

MR. STEWART: I can answer your question, it's a lot of work. I have talked to the Comptroller about this. He doesn't like keeping these accounts for compensatory time because they are a great bother. It's not so much a matter of recording, it's a matter of tabulating and totalling it up. In other words, to really do it, it's a lot of work.

MR. KIRKPATRICK: Hoover, every year at the time his appropriation comes up, announces that the Bureau boys have worked the equivalent of six million dollars of overtime without compensation. That is simply an illustration. Now, Mr. Hoover is a smart enough administrator, in my books, that there must be a reason why he is doing this. I'd like to know what the reason is. Because we could look at the Ouija board and come up with some figure ourselves.

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██████████ I don't know what effect it would have on the individual if on our Fitness Reports an evaluation could include the statement: is always willing to work, worries about the length of time, or does just the minimum amount required of him. When you get into the higher grades the ~~xxxxx~~ review panel could consider whether the fellow comes in and gets his job done-- and this clearly affects his promotion.

MR. STEWART: I have never experienced any difficulty in finding that out about a person--I mean, as a practical matter, you know whether he is punching the clock or whether he is really hitting it.

COLONEL WHITE: Kirk, I will be glad to undertake, for everybody's benefit, a little more thorough study as to how much work it is.

MR. KIRKPATRICK: I'm just interested because of my experience in private industry. I have never yet heard of an organization that didn't keep accurate time and attendance records on all of its people.

MR. STEWART: To extend that to the overseas, Kirk, I think you read the staff study--and I believe the facts I put in there are honest facts--you don't know and you can't measure how much time those fellows are working because there is so much gray area.

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MR. KIRKPATRICK: You don't know that about the press people either.

MR. STEWART: When you were working with the U. S. News & World Report and they paid you for 40 hours, did you turn in something that said, "I got paid for 40 hours but I worked so many hours"?

MR. KIRKPATRICK: The time and attendance shows it.

MR. STEWART: I'd like to raise a question which I think has very much of a bearing on Dick's point, and that is, how do you differentiate between these various groups--who in the Agency would fall into the technician class, and who are your officers? Can you tell us in DD/P which is which?

25X1A9a [REDACTED] There are going to have to be some administrative determinations, I don't think there is any question about that, but I think those determinations are going to be easier to make than how much overtime Joe works over what Pete works, etc.

25X1A9a [REDACTED] It's the same as an officer--on call all the time.

MR. STEWART: A simple way would be by grade.

25X1A9a [REDACTED] I'd be inclined to do it this way: those fellows that are rated as intelligence officers fall in this category, and the technicians in another, and the clerk-stenos in another.

25X1A9a [REDACTED] A JOT should be considered a professional.

MR. KIRKPATRICK: He's a professional the day he comes in.

25X1A9a [REDACTED] He ought to be pounding on the door to get in to work.

MR. STEWART: I would make the suggestion that we sort out the people first and then publish the policy.

25X1A9a [REDACTED] I would like to make the observation that we have had some experience in OTR trying to categorize people on a functional basis, and it's very hard. It seems to me the general objectives of this policy are clear, and it would probably be more acceptable, easier to ~~XXXXXX~~ administer, and would serve the same purpose, if we would have a grade cut-off point.

MR. STEWART: I think the Head of each Career Service can say who is in the officer class and who isn't, and if in Training you want to say everybody above 9 is in the officer class, I would see no objection--I don't see that that

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would be incompatible at all; whereas if Dick has grade 7 JOTs that he wants to regard as officers, he would just put them in that category and that would be it. Actually, what you will probably do is have your grades as a base, and then dip below that grade to include those people you mean to include--as I had in my proposal, that your junior intelligence officer be treated the same as your senior intelligence officer.

25X1A9a [REDACTED] I agree with this absolutely but I would like to sound this possible warning: that we may be backing into the problem of setting up an officer and an enlisted man category in the Agency, which we avoided quite seriously when we set this up.

COLONEL WHITE: We should avoid calling it that. We should define it in terms of those people who can control their working hours and those who can't.

25X1A9a [REDACTED] That is all that is involved, as I see it. This isn't a question of first and second-class citizens, this is a different conception of work.

25X1A9a [REDACTED] If a man is a higher grade we say, "We expect more of you"--we don't call them officers. A radio station chief may be an 11, and he is on call any time a transmitter blows up, or anything else, and he doesn't get paid for overtime.

COLONEL WHITE: Well, if we are agreed on the principle, we can work this out.

MR. STEWART: There is one point we haven't taken up and that is these night duty tours, whether we pay them according to the present formula or a flat rate. I would strongly recommend the flat rate.

COLONEL WHITE: Under this concept why do we pay them? They can be given compensatory time off. Certainly any duty officer would be a professional.

25X1A9a [REDACTED] Well, in the military an OD gets time off. He makes his inspections after midnight and he gets called out when the guard needs him, and then normally the Commanding Officer lets him go home and he doesn't have to come back unless called for. It varies as to the hours of compensatory time he gets off. He gets no money.

25X1A9a [REDACTED] He gets consideration but no money.

25X1A9a [REDACTED] Consideration only, yes.

MR. STEWART: Well, unless there is something further on that, let's turn

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to the next item, which is the "Certificate of Merit with Distinction." This is a staff study with recommendations.

MR. KIRKPATRICK: I like it.

25X1A9a [REDACTED] We found a psychological barrier to awarding the Certificate of Merit, which nobody can quite put their finger on. We budgeted for 100 Certificates in each of the last two years and we have only passed out 12 in two years. It is believed to be due to the fact that instead of being merit it's a high honor. Actually, it's designed to award the working level. One purpose in creating this would be to release this inhibition of awarding the Certificate of Merit, and then, further, it does provide the opportunity of rewarding those who are in the higher grades. Let's say, in place of hazardous duty pay you reward them for the merit that they show in accepting a hazard. We solve two very difficult and troublesome problems with one fell swoop. In other words, this would provide the opportunity of rewarding, in terms of dollars, those persons who have demonstrated their acceptance of a hazard, rather than pre-identifying the positions that they hold.

25X1A9a [REDACTED] It looks all right to me.

MR. KIRKPATRICK: Move we accept it as presented.

25X1A9a [REDACTED] Yes.

. . . Motion carried . . .

25X1A9a [REDACTED] This will go to the Director now for his approval.

MR. STEWART: If I could detain you just one minute longer I'd like to give you a follow-up on our early retirement proposal. Very briefly, we are going in for the Ellsworth formula.

[Mr. Stewart then quoted from paper entitled "Tentative Detailed Description of Proposed Agency Retirement System." ]

Now, these proposals actually translate what we took to be the intent of the Council at the last meeting. This is not the Bill that we send to Congress, by any means. We simply have to know what we are getting into from an actuarial point of view, if we do these various things, and on the basis of

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the statistics that we will be able to give them, and their analysis of these statistics, we will know where we stand. I wanted to let you know that we were doing more than just the Ellsworth formula on this.

25X1A9a [REDACTED] Good.

MR. AMORY: Is this pretty parallel to the Foreign Service one?

25X1A9a [REDACTED] It incorporates several things which the Foreign Service have which the Civil Service don't have, and therefore, since the Foreign Service have it, maybe we can get it. It incorporates the principle that we do not pre-identify the group but that the retirement benefit is based on their overseas service--which was the decision of the Council last time. It incorporates another, new request of the Foreign Service--which has been cleared by the Bureau of the Budget--which is extremely valuable, which allows a person to retire from CIA, retain part of his annuity, and be reemployed elsewhere in the Government. That will enable the Government to compete with industry for persons who are no longer useful to CIA but may be useful to some other part of Government. Then a principal feature is that it lowers the mandatory age limit of 70, which was passed during World War II in order to avoid the retirement of certain persons that were needed. The employee groups got that and they hang on to it in dead earnest at the moment.

MR. AMORY: What is your schedule on this? Try to get something to the Bureau of the Budget and then to Congress next year?

25X1A9a [REDACTED] The schedule would be a review, actuarial analysis, and a costing of this program by the actuaries in September, a review by the Council in October, presentation to the Director in October or November, and get it to the Bureau of the Budget in November or December.

MR. KIRKPATRICK: Let's speed it up internally so that we can get it to the Bureau of the Budget by early November, otherwise you won't get it to the next Congress, because to my mind I think the Congress will be more favorable than the Executive branch.

25X1A9a [REDACTED] The White House is almost committed to helping us get what we have here.

MR. KIRKPATRICK: I know, but there are a couple of Indians down the line.

25X1A9a [REDACTED] It's almost certain the Civil Service Commission will

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COLONEL WHITE: Kirk is right, it's not going to be easy to get it through. We are going to have to get the Boss steeled up personally to carry the torch.

. . . . The meeting adjourned at 4:40 p.m. . . . .

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