

**CONFIDENTIAL**

11 January 1971

MEMORANDUM FOR THE RECORD

SUBJECT: Personnel Records History Project

1. This afternoon I reviewed with Mr. [ ] his progress toward completion of the referent history project by the 31 January deadline.

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2. Mr. [ ] has quite a bit more to do, but feels that he can probably meet the deadline. He is trying to pull together the pieces of history information to form a consolidated history of personnel records in CIA.

[Redacted Signature]

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Office of Personnel  
Historical Officer

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In order not to become bogged down in following the countless activities connected with personnel placement, certain KEY functions will be traced; they are: initial selection and assignment of personnel; internal recruitment, placement and reassignment; the review and appraisal of official personnel actions; and the role of the professional placement officer.

The methods of operation and the types of organization employed by the Office of Personnel to accomplish the placement function have undergone continuous change. Regardless of personalities or organizational politics that were involved in changes at one time or another, the main concern seems to have been: How can we select, place and manage our people better and who should do it?

This paper treats these two questions and their various answers from 1946 to 1967. It is a history of the Placement function and, therefore, it is not a strict chronology of organization. However, a chronological narrative is used; it is thin in parts due to changes of emphasis in the placement functions and due to lack of written source.

Several individuals who had been active in placement matters during the Agency's life were interviewed to fill in gaps; these persons were extremely cooperative. Also, placement functions were often shared, overlapped or duplicated because of the overt-covert split and other reasons.

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I. 1946 - 1950

ENVIRONMENTAL: SUPPORT ORGANIZATION

As of July 1946 in CIG, a centrally placed unit performed personnel functions under the Executive Staff for Personnel and Administration (P&A). The Personnel Division was first headed by Mr. [ ] and in September 1946 by Mr. [ ]. Recruitment and Placement were combined as a single unit. In July 1947 the Executive for P&A was renamed the Executive for Administration and Management (A&M) with Personnel established as a branch along with the other Support branches.

Meanwhile, since 1946, OSO had been forming its own administrative staff, which by mid-1948 was named the Administrative and Support Staff (A&S). Under it were the Personnel Division and Recruitment and Placement in one section. At this time OSO and the Office of Policy Coordination (which also had its own staff), proposed a unification of OSO and OPC units. This proposal was opposed; in September 1948 the disagreement led to the formation of a single Executive for Administration.

Therefore, under the Executive, a single group of five staffs, each subdivided on an overt-covert basis, was formed. It represented a compromise between centralization and decentralization. And then, in October 1949 a fundamental reorganization established completely separate staffs for supporting each side of the house: the

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Administrative Support Staff (A&S) to service overt activities; and the Covert Support Staff (CSS) to service the covert components. A few months later CSS was renamed the Special Support Staff (SSS). The former Personnel Staff was split into two divisions, one in each of the new Support Staffs. Each personnel division established recruitment and placement sections or branches. Overall, an Executive Staff was established to provide policy guidance to the Executive of the Agency.<sup>1</sup>

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PLACEMENT - Beginning (The People)

In the original central personnel unit, the leadership of the procurement and placement function was provided by Andrew E. Van Esso. Mr. Van Esso was succeeded for a short time by Mr. George Meloon, who eventually became Personnel Director, and is now

Director of the Office of Logistics. He was succeeded by [redacted]  
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[redacted]

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With establishment of separate personnel staffs for overt and covert operations, the overt placement was placed initially under 25X1A  
Mr. [redacted] and later under Mr. [redacted] 25X1A, who is now Chief, Control Division, Deputy for Plans and Control, Office of Personnel. The covert placement function was first headed by Mr. 25X1A  
[redacted] and then by Mr. [redacted] 25X1A who is now Chief, Logistics Services Division.<sup>2</sup>

FUNCTIONS, PROBLEMS AND ACCOMPLISHMENTS

"The placement units, when operating as a combined procurement and placement activity, were almost totally concerned with obtaining and initially assigning personnel. Even relieved of procurement activity, the initial placement activity represented so large a volume of work that subsequent review to determine whether initial placements were satisfactory or not was impossible. It is probably in this area that the Agency pays most heavily for sacrificing a well-rounded program to the demands of recruitment. Especially in the face of

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uncertainty as to the types of people needed for various positions it becomes important to evaluate the success of placements to determine which kinds of qualifications have been more successful. Also it is probable that a high number of potentially-qualified personnel were lost to the Agency because of job dissatisfactions which might have been discovered through placement follow-up. Losses in terms of personnel assigned to positions which were performed adequately but were not best suited to individual capabilities are unmeasurable but again may be reasonably estimated in substantial number."<sup>3</sup>

This statement in an earlier historical paper written by the Personnel Staff in mid-1952 cites most of the basic problems of the Personnel Office was to continue to deal with concerning the placement function to this date. Other overall problems were: defining the proper role of placement officers in dealing with these problems; the contraction and expansion of manpower ceilings; and the overt-covert split in organization.

RECRUITMENT AND PLACEMENT - COMBINED FUNCTION

In these years, recruitment and placement were very closely related organizationally and in practice. Recruiters served as placement officers and the reverse was also true. The main task, according to Mr.  was to determine which operating units needed what qualifications in their people and how many people. The next obvious task was to find these people. After finding his candidate, the recruiter was often his own placement officer. After spending some time in the

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field gathering applicants' files from interviews, he would return to Headquarters and begin "selling" his applicants to the operating units. Placement officers were overburdened with record keeping and details, having little time to make personal contact with the offices they serviced.<sup>4</sup>

Those who screened walk-ins and reviewed applicant files were non-professional placement officers with inadequate knowledge of the jobs they were filling. The Applicant Files Branch was crowded and behind in coding applicants by qualification.<sup>5</sup>

In this period the placement officers were given authority to review and sign off personnel actions on all types of activities from promotions to reassignments. Processing personnel actions was not yet refined; this forced the placement officer to spend much time in clerical tasks and record keeping. Fitness reports were reviewed by the placement officers, but little time for an adequate review existed.

Also, in 1947 a placement follow-up interview program had been established by Mr. Van Esso. The purpose was to get to the new employee within three to eight months after his initial employment to determine the propriety of the initial placement. As the historical statement (quoted above) of 1952 stated, these interviews could not be performed regularly. The pressure for recruitment and initial placement was too great and was exacerbated by difficulties in communications with operating units and lack of control over the flow of applicant files through the selection process. Another frequent complaint was that a backlog of correspondence with applicants in process which, in many

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cases (no figures available), led to cancellation by a disgruntled and impatient applicant.<sup>6</sup>

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## II. 1950 - 1953

ESTABLISHMENT IN 1950 OF PERSONNEL OFFICE ALONG FUNCTIONAL LINES

In December 1950 the SSS and A&S Support units were discontinued and their functions remerged with the staff offices under the recentralized Deputy Director for Administration (DDA). The former Personnel Staff plus the overt-covert divisions became the Office of Personnel under the directorship of William J. Kelly. Then, as in other Support areas, responsibility for clandestine personnel matters was redivided between two divisions. This represented a reconciliation of the needs for centralized administrative responsibility and the needs for operational autonomy and compartmentation.

Personnel Division Overt (PDO) provided assistance to DDI and DDA components in such matters as recruitment, placement, promotion and reassignments. Personnel Division Covert (PDC) provided services to the DDP units. From their respective placement branches, PDO and PDC assigned placement officers to each of the operating officers. In addition, recruitment functions were given over to a separate Personnel Procurement Division.

The period 1950 - 1953 was one of tremendous growth in terms of recruitment, placement and personnel management. In the spring of 1952, the Personnel Office was EODing <sup>25X9</sup> [ ] per month. On duty in 1950 were <sup>25X9</sup> [ ] employees; by December 1953 the total had risen to [ ] With <sup>25X9</sup> these great leaps in manpower strengths new recruitment and placement procedures were necessary. A study of selection and placement functions

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in May 1951 led to refinements in the recruiting process and processing of applicant files.

PLACEMENT - INTERNAL PERSONNEL MANAGEMENT

When General W. Bedell Smith took the Agency directorship in September 1950, almost immediately he began to emphasize his personal interest in the Agency's internal personnel management practices. Considerable effort resulted in improvement of initial selection and placement of employees. In a memo of 13 December 1951 to PDO and PDC, the Acting Personnel Director, Mr. George Meloon, emphasized the importance of a placement program and listed what needed to be done:

"The effectiveness of our personnel program depends largely upon the kind of placement work we are doing. Placement should be regarded as an internal recruitment and selection process which, as part of the general effort to secure the right man for the right place, operates as one of the most important factors in reducing employee turnover."<sup>10</sup>

The following steps were to be taken by PDO and PDC:

1. Review all recruitment requisitions for personnel in Grades GS-06 and above to determine which employees already in the Agency qualified for promotion to these vacant positions. This would require:
  - a. Complete qualification coding of all employees.
  - b. Recruitment to obtain personnel to fill vacancies created by promotions.
2. Initiate a regular program of placement follow-ups at 30 - 60 - 90 day intervals following entering on duty of new employees. As a result:

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b. Train. Reassign, counsel or separate.<sup>11</sup>

The Deputy Director for Administration, Walter Reid Wolf, backed this up with a memorandum to all assistant Directors requesting their cooperation with the follow-up program.<sup>12</sup>

Concurrent with emphasis upon placement programs, the training of placement officers began on a regular basis. By June 1952, the OP historical statement stated: "The concept of the placement officer as the liaison between the personnel office and the operating unit is becoming a reality. The placement officers are required to be in close and constant contact with operating officials and are encouraged to use these contacts in every possible way to improve the overall personnel program in the Agency."<sup>13</sup>

Apparently, the renewed emphasis on in-service placement and management paid off. Calendar Year 1952 saw extensive activity--follow-ups, codification of qualifications. During Calendar Year 1952 a monthly average of [ ] follow-ups was conducted, whereas only [ ] entered on duty per month. [ ]

applicant files and [ ] employee questionnaires were coded and placed in a qualifications register and used for in-service placement.<sup>14</sup>

This activity continued throughout the next year with over [ ] follow-ups per month, involving [ ] employees. The placement units began in this period to review Performance Evaluation Reports (PER) in the amount of [ ] for FY 1953. This period also saw the first publication of a Placement Handbook containing informational, regulatory and procedural material pertinent to placement activities. Placement

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activity during 1953 was high with a tremendous work load. The PDC 1953 annual report stated that its nine placement officers handled an average of  cases of all types per month or  cases per day per man.<sup>15</sup>

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## III. 1953 - 1958

In September 1953 the Office of Personnel underwent another major reorganization and realigned its functions even more on functional lines. The change came at a time when Agency personnel requirements were decreasing and when a ceiling considerably lower than the existing TO's was imposed. Emphasis shifted even more to internal recruitment, placement and rotation.

Personnel Division Covert (PDC) and Personnel Division Overt (PDO) were abolished. Most of their functions and responsibilities were transferred to the new Placement and Utilization Division (P&UD). Under this system all placement officers were brought under a single division chief. In the Placement Branch, a senior placement officer was placed in charge of placement for each of the directorates. But by late 1954 when Placement and Utilization Division (P&UD) was renamed Personnel Utilization Division (PUD), a separate branch existed, the Clandestine Services Branch (CSB). CSB had originated from within DDP. When the Special Support Assistant Staff for Covert Affairs was established in 1954, CSB moved to PUD. PUD was renamed Personnel Assignment Division in 1955.<sup>16</sup>

During this period, operating officials continued to exercise primary functions of assignment, rotation, evaluation, promotion and termination, while the Office of Personnel was centrally responsible for advice on these matters and the rotation of or reassignment of personnel between Career Service Areas. Since the establishment of

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the Career Service Boards in June 1952, the head of each Career Service assumed responsibility for these particular placement functions.<sup>17</sup> The Office of Personnel assigned placement officers to the Board meetings on a permanent basis. The Progress Report of the Placement Branch for 1954 discusses the situation:

"During this six-month period (January - June 1954) working relationships with Career Management Officers, Personnel Officers and Career Service Boards have been improved. Within the Clandestine Services, Placement Officers continue in their direct support of the Career Service Boards, and attend all meetings. A Placement Officer has also been assigned to the Career Service Board of the DD/A and attends all Board meetings. The Deputy Chief, Placement and Utilization Division now serves as Chairman of the Personnel Career Service Board's Rotation Planning Committee."<sup>18</sup>

The same report lists three major problems involved with the coordination of the efforts of the various officials listed above:

- a. Unassigned personnel (Overseas returnees)
- b. Reporting and filling vacancies
- c. Reassignments to effect more suitable utilization.<sup>19</sup>

At that time a new improvement in advance planning of assignments of overseas returnees was sorely needed. Not only was the regular burden difficult to manage, it was increased with the 1954 drastic reduction in the  causing a great number of unassigned personnel in Headquarters a few months later. An emergency placement program was begun in order to deal with the crisis. Reassignment

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rosters and machine runs of qualifications and vacancies helped to some extent. And although the placement process broke down in some cases (leaving unassigned personnel to hunt on their own) most of these returnees were suitably placed by the end of 1954.<sup>20</sup> Following this crisis the Directorates and Career Service units developed various methods of assigning personnel, most of the methods using the low ceiling authorization for a guide. The low ceiling continued until 1956 when the EOD level returned almost to the 1953 high.<sup>21</sup>

Although external recruitment and placement of professionals was deferred in favor of internal reassignment, the Agency suffered a severe shortage of clerical personnel in 1954; consequently external recruitment and placement of clericals intensified. Since the major requirements came from special projects within the DDP, the Clerical Placement Branch (CPB) worked closely with the DDP Career Service Board to fill vacancies.

"The Clerical Placement Branch has been so deeply enmeshed in satisfying immediate needs that it has not been able to devote adequate time to one of its major functions. That function provides for the assignment or reassignment of clerical personnel to opportunity type positions. Although it has participated to a great extent in reassignments initiated at the request of individuals, the Branch has as yet not been manned sufficiently well to permit the adoption of an aggressive and positive program to embark upon the type of career program now getting under way in other services. It may be palliative to note,

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however, that the clerical personnel assigned by the Clerical Placement Branch, are given service designations of the components they enter. This immediately removes them from the jurisdiction of the Clerical Placement Branch."<sup>22</sup>

In late 1956, in order to end the shortage of clerical personnel several improvements in the processing of applicants were made. This involved entering on duty more clerical applicants on provisional clearance and streamlining headquarters processing requirements in order to bring these people into their assignments immediately.

By mid-1958 on-duty strengths were approaching ceilings and exceeding them in certain offices. "Surplus" personnel became a problem again. Considerable internal and out-placement activity was necessary. Concentration was on placement of "hard-to-get" categories, and on better screening procedures and higher standards. Percentage of total completed applications referred and then rejected rose from the FY 1957 figure of 27% to 47% in FY 1958.<sup>23</sup> This general condition remained until 1961.

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IV.

Certain organizational changes took place again in 1958. Functions of the Personnel Procurement Division were merged with the former Personnel Assignment Division into the Personnel Operations Division (POD). Recruitment was subdivided into Departmental Recruiting Branch and Field Recruitment Branch. The intention was to coordinate the activities of Recruitment with those of Placement which were now being conducted by the Career Services Support Branch (CSSB).

Recruitment and Placement were closely combined operations in the first years of the Agency. This move was, then, a rejoining of the two, which had been separated for over a decade. [REDACTED] who had headed Recruitment and Placement activities in the formative period, became Chief, POD.

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In another change, Clandestine Services Branch of the former PAD, now was made a separate division - Clandestine Services Personnel Division of the Office of Personnel. The new division was placed initially under Mr. [REDACTED] and soon thereafter by John

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[REDACTED]

For a period it seems that Placement became submerged within the environment of the Career Services, as is reflected in the new name of the branch - Career Services Support Branch. The annual report of POD for FY 1959 reflects the new attitude.

"With the above mentioned reorganization, and the resultant closer working relationship with procurement elements, direct support to the

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Career Service within the DDS and the DDI reduced the gray areas of responsibility that formerly existed, particularly in the flow of applicant files against recognized vacancies, the referral of reassignment cases to appropriate Agency components, correspondence to applicants and to individuals accepted for processing, and the development of procedures designed to provide more immediate service to operating units conducts positive recruitment programs."<sup>24</sup>

Although ceiling limitations in most areas had been reached, recruitment of certain "hard-to-get" categories became the main activity for CSSB. The new procedures for this activity involved:

"...institution of a program for the timely handling of professional applications of economists, engineers, and physical scientists thereby permitting the gaining component to make a more firm commitment to applicants falling within these scarce categories; the initiation of tests measuring professional experience in the physical sciences;"<sup>25</sup>

The activities of CSSB continued in this general vein until 1961. During FY 1961, CSSB became extremely active in placement in two additional specialized areas: the Biographic register which had been recently transferred to OCR from State Department along with responsibility for the NIS; and the National Photographic Intelligence Center (NPIC) which had been given a sizeable increase in T/O strength.

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In 1961 Mr.   currently Deputy Director of Personnel for Recruitment and Placement, examined the placement function,

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and in a report to the Deputy Director for Support in December of 1961 made several appraisals and recommendations. He first recommended that the Career Service Support Branch be rebuilt and be given the "more accurate" title of Placement Branch .... "This is the Branch which should have the largest role in the selection process and should be the essential link between the recruiter and the customer."<sup>27</sup> The reputation of the Office of Personnel depends to a great extent upon the performance of that Branch, Mr.  <sup>25X1A</sup> stated. Noting that the Branch was understaffed with only four placement officers, he recommended an increase in manning and a reorganization on a team basis:

OFFICE OF THE CHIEF

Chief  
Logging Clerk  
Secretary

TEAM I

Placement Officer (DD/S Components)  
Placement Officer (DD/S Components)

TEAM II

Placement Officer (DD/I Components)  
Placement Officer (DD/I Components)  
Clerk-Typist

TEAM III

Placement Officer (DD/I Components)  
Placement Officer (Contract, Special Placement,  
Rotational Placement)  
Clerk-Typist

This would "... lead to equalization of work load, more timely and complete service to components, greater speed in the processing of

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applicant cases, and would enable the Branch to handle applicant correspondence,"<sup>28</sup> which was done in Records and Services Division. It would have eliminated time wasting movement of files and inadequate communication between branches. The correspondence, Mr. [ ] stated, must be made "more personalized and responsive."

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"The problems which beset the selection and clearance process center around the inter-related factors of time (excessive time required for each stage of action); decision making (who makes the decision to accept or reject an applicant?); priorities (every case is of top priority to someone); and the absence of any central authority to monitor and police the system."<sup>29</sup> The report followed with a detailed discussion of these points. Basically the recommendations involved a considerable strengthening of the role of placement in monitoring and controlling the flow of applicants to the operating offices, more stringent time limits, and a more realistic face-to-face relationship between the placement officers and the units they served.

VI. 1962 - 1964

Reorganization

25X1A The [ ] report came at a time when external recruitments were at a rapid upturn and immediately before a large increase in manpower ceilings. It came at an opportune time, for increased activity would

25X1A require many of the improvements Mr. [ ] recommended. By mid-1963 when annual reports appeared, considerable changes were evident, and the level of activity indicated in FY 63 reports illustrated that the changes were responsive and positive.

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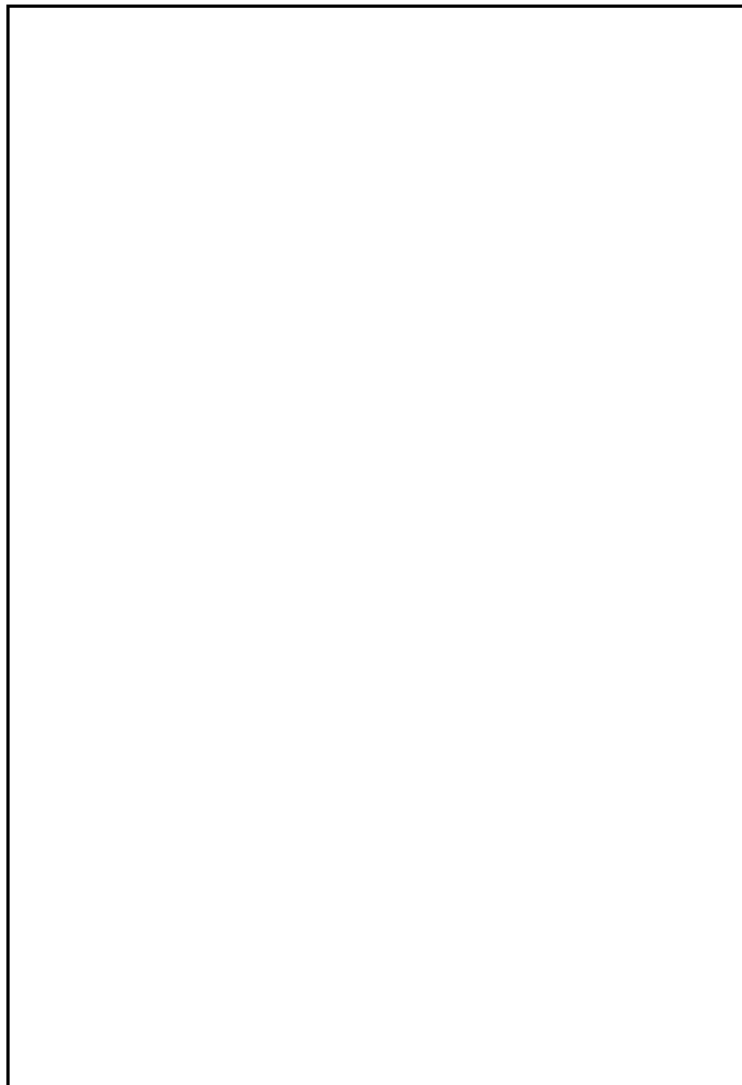
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First, in a reorganization of Personnel, Recruitment Branch of POD became a Division with considerable increase in staffing and a number of innovations along the whole recruitment process.

Within POD, a number of changes in non-placement activities took place and finally a major reorganization of the Placement Branch. The team-concept and correspondence section recommended by the  report were instituted and the staffing of the Placement Branch increased. In the Annual Report for FY 63 the work force in Placement Branch was listed functionally:<sup>30</sup>

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FUNCTIONS

The FY 63 Annual Report also discusses all the functions performed by the Placement Branch. Listing each briefly, they were:

1. Advise operating units on matters pertaining to applicant selection.
2. Determine minimum qualifications of applicants.
3. Applicant correspondence.
4. Survey to ascertain personnel requirements for recruitment.
5. Approve all Personnel actions for DDI, DDS, DDR, (Except PRA's).
6. Approve new appointments for DDP.
7. Review all "weak" and "outstanding," fitness reports.
8. Interview job applicants, candidates for reassignment, counseling of employees.
9. Testing (Scientific).
10. Determination of applicants to be coded.
11. Orientation of new employees.
12. EOD processing.

As this paper so far illustrates, these functions have all remained within the placement area since the beginning of the Agency, though at various times one or another received special emphasis. One function remaining stable throughout has been the final approval of personnel actions.

At this point, in mid-1963, the Placement Branch had finished a year "marked by a tremendous amount of work in just sheer volume."<sup>31</sup>

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With large numbers of applicants in selection-processing, Placement was confronted with severe problems in keeping up with applicant correspondence and arranging invitee travel. Applicants often were faced with long waiting periods (Security clearances) and confusing correspondence. In FY 63 937 applicants cancelled out after receiving full security clearance. Some of these were beyond Agency control and not directly caused by long selection and processing periods. But at least ten percent (92) were cancelled by the operating units who were no longer interested in the candidates after an extended period.<sup>32</sup>

On 6 December 1963 the Executive Director-Comptroller issued Action Memorandum No. A-320, freezing strength as of 30 November. New lower ceilings were announced, followed by another reduction for FY 1965. This followed a boom period for the Agency and increased staffing for the Placement Branch.<sup>33</sup> In August 1965 the economy drive involved Placement in assisting in reducing the strength figures for various components. Follow-up interviews were initiated again and emphasis switched to internal management of personnel. Even with these activities, the Placement Branch, too, was under the economy drive and had to cut its staff by 18.5%. Other problems resurfaced, such as delays in obtaining from operating units final decisions on applicants and heavy applicant correspondence. As Placement took over other duties, or increased other activities such as follow-up interviews, the work load actually increased over previous years - along with a decrease in staff.<sup>34</sup>

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VII.

By the end of FY 66 drastic changes in Office of Personnel organization had taken place.<sup>35</sup> The Office of Personnel had reorganized into the Deputy Director system. Recruitment and POD were joined under the Deputy Director of Personnel for Recruitment and Placement,

25X1A Mr. [ ] (DD/Pers/R&P). Placement Division was headed, as

25X1A it is at this time, by Mr. [ ] Placement Branch was reorganized, and to reflect its primary mission, it was renamed the

Professional and Technical Placement Branch and was headed by Mr. [ ]

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25X1A [ ] who was also the Deputy Chief of Placement Division. However, the changes in organization at the Placement level were minimal; the team concept remained in practice. The real changes were two: a complete turnover (except for one man) of placement officers in the Branch; and a renewed emphasis upon initial placement work caused by a higher ceiling with a tremendous volume of placement and processing in contract cases.

"As a result of personnel turnover and increased input demands, all placement officers became chained to their desks. Seldom did they have time to visit Career Service Representatives or Operating Officials - most contact was by telephone. Follow-up interviews with personnel who had been on-board six to eight months were discontinued due to lack of time.

"Also, placement officers became intimately involved in contacting professional and technical applicants to arrange for their invitee

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travel. Inasmuch as  Staff type and  type "A" contract invitees visited headquarters, the technicians could not handle the volume above."<sup>36</sup>

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The problems encountered by the Placement Branch in meeting all of its responsibilities during periods of peak activity and continuous inflow of new staff employees indicated that a redivision of labor within the Branch was needed. Placement officers who were busy with initial placement duties and making personnel management forecasts obviously could not devote enough time to internal personnel placement matters such as reassignment, follow-ups, PR's and Fitness Reports and professional advice to operating officials.

Therefore, in late 1966 the Professional and Technical Placement Branch was abolished, and its functions divided between two new branches - the Applicant Selection Branch (ASB) and the Employee Assignment Branch (EAB).<sup>37</sup>

ASB's function was to concentrate upon the initial placement of new applicants against identified vacancies throughout the Agency. The team arrangement was discontinued and three placement officers and five processing assistants handled DDS, DDI, DDS&T and DDP components. Relieved of internal management duties, ASB was now able to concentrate upon selection in a manner whereby the placement officers worked more closely and quickly with operating components. Communication was increased, more knowledge of what was needed by whom was gained, and consequently, better quality assistance and advice to the Chief, Placement Division, and to Recruitment in determining trends and

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forecasts were achieved. To systematize the flow of applicant files and to ensure that every applicant would receive adequate and timely exposure to operating units, a Skills Bank was set up within ASB in November 1966.<sup>38</sup> This central bank for new general-professional and scientific-technical applicant files ensured control with a definite purpose. Once a new applicant file was received by ASB, an open review period of seven days was allowed immediately in the Bank. The applicant's basic skills were placed on a daily listing of new file acquisitions and were then sent to 47 offices. These offices could then come to the Skills Bank and review files in which they were interested. A time limit was placed on the file once it was removed from the Bank by an operating official. The Bank was monitored by the placement officers, who kept track of applicant files that received no interest in the seven-day period. At this point, through liaison with operating officials the placement officer continued to "sell" his applicant if he determined that the applicant was deserving of further consideration. Or, if more than one office was interested in an applicant, the placement officer met with these offices and determined an equitable flow of the file based upon: current ceiling, recruitment requisition, recruiter recommendation, test results, and the applicant's choice.<sup>39</sup> This system has resulted in "optimizing" both the applicant's opportunities and the Agency's placement success. The Skills Bank was extremely successful in peak activity period. However, during lulls and low ceiling authorization periods the Bank required considerable attention to insure that it did not stop functioning because of lack of interest by operating components.

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The overall selection process improved as a result of the re-organization, the Skills Bank, and other new procedures. Correspondence with applicants became more personal and timely. Scheduling of applicant appointments in processing also became more systematized.

The Employee Assignment Branch (EAB) was established to be "Responsible for technical EOD processing and for all placement activities concerned with the management of on-duty professional and technical personnel."<sup>41</sup> These activities included: appointing and briefing all new professional and technical EODs; reviewing and approving, on behalf of the Director of Personnel, all official personnel actions concerned with Staff employees; reviewing all Quality Step Increases; conducting follow-up and placement interviews (reinstated in January 1967), and providing daily professional advice to operating components concerning personnel matters.<sup>42</sup>

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GENERAL CHRONOLOGY OF ORGANIZATION

1946 Executive for Personnel and Administration (P&A)  
Recruitment and Placement Combined

1947 (July) P & A renamed Executive for Administration and  
Management (A & M)

1948 (June) Meanwhile OSO, OPC had own Administrative and  
Support Staff (A & S) with Personnel Division  
and Recruitment Combined.

1948 (September) Executive for Administration with five staffs,  
each subdivided Overt and Covert. Each has  
Recruitment and Placement sections.

1949 (October) Major split: Administrative Support Staff (A&S)  
and Cover Support Staff (CSS).

1950 (December) A&S and SSS combined under Deputy Director for  
Support (DDS)

Formed Office of Personnel  
Personnel Division Overt (PDO)  
Personnel Division Covert (PDC)

1952 Career Service Board

1953 (September) Office of Personnel Reorganized

PDO and PDC abolished; Functions placed under  
Placement and Utilization Division (P&UD)

Placement Branch (PB)  
Clandestine Services Branch (CSB)  
Clerical Placement Branch (CPB)

1955 P&UD changed to Personnel Assignment Division (PAD).  
PB and CSB remained.

1958 PAD and Recruitment placed under Personnel  
Operations Division (POD).

1961 25X1A  Report

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1962                      Reorganized Office of Personnel

                            Recruitment made a separate Division

                            Placement Branch (PB) replaced CSSB using team organization

1966 (April)              Office of Personnel reorganized into three Deputy Directors -

                            Deputy Director of Personnel for Recruitment and Placement -

                                    Recruitment Division

                                    Placement Division

                                    Professional and Technical Placement Branch (PTPB)

1966(August)              Reorganization of functions among three Deputy Directors

                            PTPB split into:

                                    EAB, Employee Assignment Branch

                                    ASB, Applicant Selection Branch

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FOOTNOTES TO PLACEMENT HISTORY

1. The above discussion is taken from three main sources: Agency tables of Organization 1946-1950, Records Center, or SRB, OP; "CIA History" Part II, Chapter X, in Historical Staff Files; interviews with individuals involved historically in placement activities.
2. "Historical Statement for the Personnel Office," 24 June 1952, Page 4, in Historical Staff files.
3. *ibid.*
4. Interviews, [redacted] 25X1A
5. The [redacted] May 1951, Personnel. 25X1A
6. Interviews with [redacted]. 25X1A
7. Interview with [redacted] "CIA History 1953-1956," Page 63, ff. draft, in Historical Staff files. 25X1A
8. DDA-DDS History, OP. Cit., Page 33; interview [redacted]. 25X1A  
[redacted]
9. [redacted], Op. Cit.
10. Memorandum Mr. [redacted] to C/PDO, PDC, dated 13 December 1951, in Progress Report, 1951, 1952, and 1953 in Records Center.
11. *ibid.*
12. Memorandum from DDS to all Assistant Directors, "Placement Follow-up Program," no date, but included in Annual Report of Office of Personnel, 1951; in Records Center.
13. 1951 Annual Report, Tab 6, in Records Center.
14. 1952 "Historical Statement," Op. Cit., Page 5.
15. Annual Reports, Office of Personnel, 1951-1953. In Records Center.
16. Changes of names in organization for this period are generally correct, but dates are approximate and were established by the writer through several interviews (listed as sources), TOs, Annual Reports, and [redacted] Op. Cit. The official directives establishing the changes were not consulted, or were unavailable, or non-existent.

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17. [redacted] contains a good discussion of Career Service beginnings and early developments. The Career Services are subject of a specialized history now being written, and will also contain discussions of placement functions.
18. Progress Report, Placement Branch, in Office of Personnel Progress Report 1954, in Records Center.
19. *ibid.*
- 25X1A
20. [redacted] Op. Cit., Page 64-70.
21. *ibid.*
22. PUD Annual Report, FY 55, in Office of Personnel Annual Report, FY 55, Tab D, in Records Center.
23. POD Annual Report 1958 in Office of Personnel Annual Report 1958, in Records Center.
24. POD Annual Report, 1959.
25. *ibid.*, and Report for 1960.
- 25X1A
26. Memorandum from [redacted] to Deputy Director for Support, 24 December 1961: Recruitment and Selection of Staff Employees: An appraisal, in Recruitment Division files.
27. *ibid.*
28. *ibid.*
29. *ibid.*
30. Annual Report of Office of Personnel FY 63, in Records Center.
31. POD Annual Report, FY 63, in Placement Division files. See also for these years, "Placement Statistics, Forecasts, etc. 1954 and Earlier." In Plans and Review files c/o Miss [redacted]
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32. Annual Report Placement Branch, FY 63, in Placement Division files.
33. POD Annual Report FY 65, in Placement Division files.
34. FY 64, 65 Annual Reports, POD, PB, in Placement Division files.

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35. [REDACTED]

36. FY 66 Annual Report, Professional and Technical Placement Branch (PTPB) in Placement Division files.

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37. [REDACTED]

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38. Rationale for the Bank is discussed at length in a Memo from sponsor of this concept, [REDACTED] to Recruiters, dated 25 April 1966; in Placement Division files.

39. See Procedures Handbook, ASB files.

40. FY 68 Annual Report, Placement Division in Placement Division files.

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41. [REDACTED]

42. Detailed nature of EAB activities are contained in two general subject and procedures notebooks c/o [REDACTED] Chief, EAB.

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HISTORY OF PLACEMENT DIVISION

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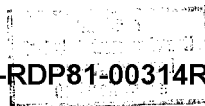
In order not to become bogged down in following the countless activities connected with personnel placement, certain KEY functions will be traced; they are: initial selection and assignment of personnel; internal recruitment, placement and reassignment; the review and appraisal of official personnel actions; and the role of the professional placement officer.

The methods of operation and the types of organization employed by the Office of Personnel to accomplish the placement function have undergone continuous change. Regardless of personalities or organizational politics that were involved in changes at one time or another, the main concern seems to have been: How can we select, place and manage our people better and who should do it?

This paper treats these two questions and their various answers from 1946 to 1967. It is a history of the Placement function and, therefore, it is not a strict *chronology* genealogy of organization. However, a chronological narrative is used; it is thin in parts due to changes of emphasis in the placement functions and due to lack of written source.

Several individuals who had been active in placement matters during the Agency's life were interviewed to fill in gaps; these persons were extremely cooperative. Also,

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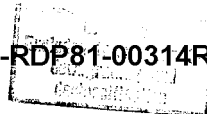


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placement functions were often shared, overlapped or duplicated because of the overt-covert split and other reasons. (Treatment of these hazy areas will also be found in other specialized histories, such as Career Services Concepts and Organization and the Clandestine Services Personnel Staff.) *over-*

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I. 1946 - 1950

ENVIRONMENTAL: SUPPORT ORGANIZATION

As of July 1946 in CIG, a centrally placed unit performed personnel functions under the Executive Staff for Personnel and Administration (P&A). The Personnel Division was first headed by Mr. [REDACTED], and in September 1946 by Mr. [REDACTED]. Recruitment and placement were combined as a single unit. In July 1947 the Executive for P&A was renamed the Executive for Administration and Management (A&M) with Personnel established as a branch along with the other Support branches.

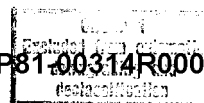
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Meanwhile, since 1946, OSO had been forming its own administrative staff, which by mid-1948 was named the Administrative and Support Staff (A&S). Under it were the Personnel Division and recruitment and placement in one section. At this time OSO and the Office of Policy Coordination (which also had its own staff), proposed a unification of OSO and OPC units. This proposal was opposed; in September 1948 the disagreement led to the formation of a single Executive for Administration.

Therefore, under the Executive, a single group of five staffs, each subdivided on an overt-covert basis, was formed. It represented a compromise between centraliza-

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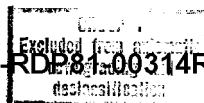
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tion and decentralization. And then, in October 1949 a fundamental reorganization established completely separate staffs for supporting each side of the house: the Administrative Support Staff (A&S) to service overt activities; and the Covert Support Staff (CSS) to service the covert components. A few months later CSS was renamed the Special Support Staff (SSS). The former Personnel Staff was split into two divisions, one in each of the new Support Staffs. Each Personnel division established recruitment and placement sections or branches. Overall, an Executive Staff was established to provide policy guidance to the Executive of Agency.<sup>1</sup>

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PLACEMENT - Beginning (The People)

In the original central personnel unit, the leadership of the procurement and placement function was provided by Andrew E. Van Esso. Mr. Van Esso was succeeded for a short time by Mr. George Meloon, who eventually became Personnel Director, and is now Director of the Office of Logistics. He was succeeded by

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Mr. [REDACTED]

With establishment of separate personnel staffs for overt and covert operations, the overt placement was placed initially under Mr. [REDACTED] and later under Mr. [REDACTED] who is now Chief, Control Division, Deputy for Plans and Control, Office of Personnel. The covert placement function was first headed by Mr. [REDACTED], and then by Mr. Donald [REDACTED], who is now Chief, Logistics Services Division.<sup>2</sup>

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FUNCTIONS, PROBLEMS AND ACCOMPLISHMENTS

"The placement units, when operating as a combined procurement and placement activity, were almost totally concerned with obtaining and initially assigning personnel. Even relieved of procurement activity, the initial placement activity represented so large a volume of work that subsequent review to determine whether initial placements

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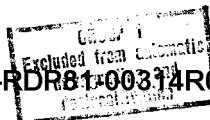


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were satisfactory or not was impossible. It is probably in this area that the Agency pays most heavily for sacrificing a well-rounded program to the demands of recruitment. Especially in the face of uncertainty as to the types of people needed for various positions it becomes important to evaluate the success of placements to determine which kinds of qualifications have been more successful. Also it is probably that a high number of potentially-qualified personnel were lost to the Agency because of job dissatisfactions which might have been discovered through placement follow-up. Losses in terms of personnel assigned to positions which were performed adequately but were not best suited to individual capabilities are unmeasurable but again may be reasonably estimated in substantial number."

This statement in an earlier historical paper written by the Personnel Staff in mid-1952 cites most of the basic problems the Personnel Office was to continue to deal with concerning the placement function to this date. Other overall problems were: defining the proper role of placement officers in dealing with these problems; the contraction and expansion of manpower ceilings; and the overt-covert split in organization.

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RECRUITMENT AND PLACEMENT - COMBINED FUNCTION

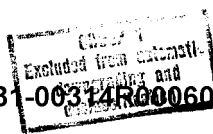
In these years, recruitment and placement were very closely related organizationally and in practice. Recruiters served as placement officers and the reverse was also true. The main task, according to Mr. [ ] was to determine which operating units needed what qualifications in their people and how many people. The next obvious task was to find these people. After finding his candidate, the recruiter was often his own placement officer. After spending some time in the field gathering applicants' files from interviews, he would return to Headquarters and begin "selling" his applicants to the operating units. Placement officers were overburdened with record keeping and details, having little time to make personal contact with <sup>the</sup> these offices <sup>they</sup> he serviced.<sup>4</sup>

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Those who screened walk-ins and reviewed applicant files were non-professional placement officers with inadequate knowledge of the jobs they were filling. The Applicant Files Branch was crowded and behind in coding applicants by qualification.<sup>5</sup>

In this period the placement officers were given authority to review and sign off Personnel Actions on all types of activities from promotions to reassignments. Processing Personnel Actions was not yet refined; this

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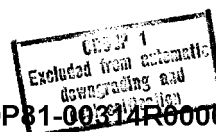
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forced the placement officer to spend much time in clerical tasks and record keeping. Fitness Reports were reviewed by the placement officers, but little time for an adequate review existed.

Also, in 1947 a placement follow-up interview program had been established by Mr. Van Esso. The purpose was to get to the new employee with <sup>see</sup> three to eight months <sup>after</sup> of his initial employment to determine the propriety of the initial placement. As the historical statement (quoted above) of 1952 stated, these interviews could not be performed regularly. The pressure for recruitment and initial placement was too great and was exacerbated by difficulties in communications with operating units and lack of control over the flow of applicant files through the selection process. Another frequent complaint was <sup>that</sup> a backlog of correspondence with applicants in process which, in many cases (no figures available), led to cancellation by a disgruntled and impatient applicant. <sup>6</sup>

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II. 1950 - 1953

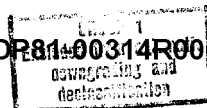
ESTABLISHMENT IN 1950 OF PERSONNEL OFFICE ALONG  
FUNCTIONAL LINES

In December 1950 the SSS and A&S Support units were discontinued and their functions remerged with the staff offices under the recentralized Deputy Director for Administration (DDA). The former Personnel Staff plus the overt-covert divisions became the Office of Personnel under the directorship of William J. Kelly. Then, as in other Support areas, responsibility for clandestine personnel matters was redivided between two divisions. This represented a reconciliation of the needs for centralized administrative responsibility and the needs for operational autonomy and compartmentation.

Personnel Division Overt (PDO) provided assistance to DDI and DDA components in such matters as recruitment, placement, promotion and reassignments. Personnel Division Covert (PDC) provided services to the DDP units. From their respective placement branches, PDO and PDC assigned placement officers to each of the operating officers. In addition, recruitment functions were given over to a separate Personnel Procurement Division.

The period 1950 - 1953 was one of tremendous growth in terms of recruitment, placement and personnel management.

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*the Personnel Office was*

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In the spring of 1952, they were EODing  per month.

On duty in 1950 were  employees; <sup>but</sup> in December 1953 *the total had*

*referred to* there were  With these great leaps in manpower

*his* strenghts, new recruitment and placement procedures

were necessary. A study of selection and placement

functions in May 1951 led to refinements in the recruiting

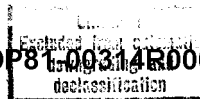
process and processing of applicant files.

PLACEMENT - INTERNAL PERSONNEL MANAGEMENT

When General W. Bedell Smith took the Agency directorship in September 1950, almost immediately he began to emphasize his personal interest in the Agency's internal personnel management practices. Considerable effort resulted in improvement of initial selection and placement of employees. In a memo of 13 December 1951 to PDO and PDC, the Acting Personnel Director, Mr. George Meloon, emphasized the importance of a placement program and listed what needed to be done:

"The effectiveness of our personnel program depends largely upon the kind of placement work we are doing. Placement should be regarded as an internal recruitment and selection process which, as part of the general effort to secure the right man for the right place, operates as one of the most important factors in reducing employee turnover."

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The following steps were to be taken by PDO and PDC:

1. Review all recruitment requisitions for personnel in Grades GS-06 and above to determine which employees already in the Agency qualified for promotion to these vacant positions.

This would require:

- a. Complete qualification coding of all employees.
  - b. Recruitment to obtain personnel to fill vacancies created by promotions.
2. Initiate a regular program of placement follow-ups at 30 - 60 - 90 day intervals following entering on duty of new employees. As a result:
    - a. Retain.
    - b. Train, reassign, counsel or separate.<sup>11</sup>

The Deputy Director for Administration, Walter Reid Wolf, backed this up with a memorandum to all assistant Directors requesting their cooperation with the follow-up program.<sup>12</sup>

Concurrent with emphasis upon placement programs, the training of placement officers began on a regular basis. By June 1952, the OP historical statement stated: "The concept of the placement officer as the liaison between the personnel office and the operating unit is becoming a

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reality. The Placement Officers are required to be in close and constant contact with operating officials and are encouraged to use these contacts in every possible way to improve the overall personnel program in the Agency." <sup>13</sup>

Apparently, the renewed emphasis on in-service placement and management paid off. Calendar Year 1952 saw extensive activity--follow-ups, codification of qualifications. During Calendar year 1952 a monthly average of [ ] follow-ups <sup>1000</sup> were conducted, whereas only

25X1

25X9 [ ] entered on duty per month. There were [ ]

25X9

25X9 applicant files and [ ] employee questionnaires

<sup>will</sup> coded and placed in a qualifications register and used for in-service placement. <sup>14 activity</sup> This start continued throughout

25X1

the next year with over [ ] follow-ups per month, involving

25X9 [ ] employees. The placement units began in this period

to review Performance Evaluation Reports (PER) in the

25X9 amount of [ ] for FY1953. This period also saw the

first publication of a Placement Handbook containing informational, regulatory and procedural material

pertinent to placement activities. Placement activity

<sup>Success</sup> in CY 1953 was high with a tremendous work load. The PDC <sup>1952</sup> annual report <sup>stated</sup> claims that its nine placement officers

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handled an average of [ ] cases of all types per month

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or [ ] per day per man. <sup>15</sup>

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III. 1953 - 1958

In September 1953 the Office of Personnel underwent another major reorganization and realigned its functions even more on functional lines. *The change* This came at a time when ~~the~~ Agency personnel requirements were decreasing and when a ceiling ~~was imposed~~ considerably lower than the existing TO's. Emphasis shifted even more to internal recruitment, placement and rotation.

Personnel Division Covert (PDC) and Personnel Division Overt (PDO) were abolished. Most of their functions and responsibilities were transferred to the new Placement and Utilization Division (P&UD). Under this system all placement officers were brought under a single division chief. In the Placement Branch, a senior placement officer was placed in charge of placement for each of the Directorates. But by late 1954 when Placement & Utilization Division (P&UD) was renamed Personnel Utilization Division (PUD), a separate Branch existed, the Clandestine Services Branch (CSB). CSB had originated from within DDP. When the Special Support Assistant Staff for Covert Affairs was established in 1954, CSB moved to PUD. PUD was renamed Personnel Assignment Division in 1955.<sup>16</sup>

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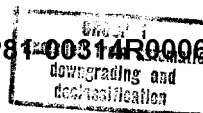
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During this period, operating officials continued to exercise primary functions of assignment, rotation, evaluation, promotion and termination, while the Office of Personnel was centrally responsible for advice on these matters and the rotation of or reassignment of personnel between Career Service Areas. Since the establishment of the Career Service Boards in June 1952, the head of each Career Service assumed responsibility for these particular placement functions.<sup>17</sup> The Office of Personnel assigned placement officers to the Board meetings on a permanent basis. The Progress Report of the Placement Branch for 1954 discusses the situation:

"During this six month period (January - June 1954) working relationships with Career Management Officers, Personnel Officers and Career Service Boards have been improved. Within the Clandestine Services, Placement Officers continue in their direct support of the Career Service Boards, and attend all meetings. A Placement Officer has also been assigned to the Career Service Board of the DD/A and attends all Board meetings. The Deputy Chief, Placement and Utilization Division now serves as Chairman of the Personnel Career Service Boards Rotation Planning Committee."<sup>18</sup>

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The same report lists three major problems involved with the coordination of the efforts of the various officials listed above:

- a. Unassigned personnel (Overseas returnees)
- b. Reporting and filling vacancies
- c. Reassignments to effect more suitable utilization.<sup>19</sup>

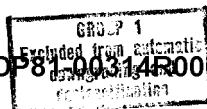
At that time a new improvement in advance planning of assignments of overseas returnees was sorely needed. Not only was the regular burden difficult to manage, it was increased with the 1954 drastic reduction in the

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[REDACTED] causing a great number of unassigned personnel in Headquarters a few months later. An emergency placement program was begun in order to deal with the crisis. Reassignment Rosters and machine runs of qualifications and vacancies helped to some extent. And although the placement process broke down in some cases (leaving unassigned personnel to hunt on their own) most of these returnees were suitably placed by the end of 1954.<sup>20</sup>

Following this crisis the Directorates and Career Service units developed various methods of assigning personnel, most of the methods using the low ceiling authorization for a guide. The low ceiling continued until 1956 when the EOD level returned almost to the 1953 high.<sup>21</sup>

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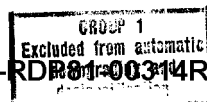
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Although external recruitment and placement of professionals was deferred in favor of internal reassignment, the Agency suffered severe<sup>a</sup> shortage of clerical personnel in 1954; consequently external recruitment and placement of clericals intensified. Since the major requirements came from special projects within the DDP, the Clerical Placement Branch (CPB) worked closely with the DDP Career Service Board to fill vacancies.

"The Clerical Placement Branch has been so deeply enmeshed in satisfying immediate needs that it has not been able to devote adequate time to one of its major functions. That function provides for the assignment or reassignment of clerical personnel to opportunity type positions. Although it has participated to a great extent in reassignments initiated at the request of individuals, the Branch has as yet not been manned sufficiently well to permit the adoption of an aggressive and positive program to embark upon the type of career program now getting under way in other services. It may be palliative to note, however, that clerical personnel assigned by the Clerical Placement Branch, are given service designations of the components they enter. This immediately removes them from the jurisdiction of the Clerical Placement Branch."<sup>22</sup>

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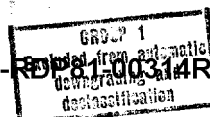


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In late 1956, in order to end the shortage of clerical personnel several improvements in the processing of applicants were made. This involved entering on duty more clerical applicants on provisional clearance and streamlining headquarters processing requirements in order to bring these people into their assignments immediately.

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By mid 1958 on-duty strengths were approaching ceilings and exceeding them in certain offices. "Surplus" personnel became a problem again. Considerable internal and out-placement activity was necessary. Concentration was on placement of "hard-to-get" categories, and on better screening procedures and higher standards. Percentage of total completed applications referred and then rejected rose from the FY 1957 figure of 27% to 47% in FY 1958.<sup>23</sup> This general condition remained until 1961.

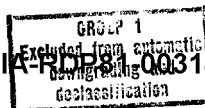
#### IV.

Certain organizational changes took place again in 1958. Functions of the Personnel Procurement Division were merged with the former Personnel Assignment Division into the Personnel Operations Division (POD). Recruitment was subdivided into Departmental Recruiting Branch and Field Recruitment Branch. The intention was to coordinate the activities of Recruitment with those of Placement which were now being conducted by the Career Services Support Branch (CSSB).

Recruitment and Placement were closely combined operations in the first years of the Agency. This move was, then, a rejoining of the two, which had been separated for over a decade. Mr.  who had headed

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recruitment and placement activities in the formative period, became Chief, POD.

In another change, Clandestine Services Branch of the former PAD, now was made a separate division - Clandestine Services Personnel Division of the Office of Personnel. The new division was placed initially under Mr. [REDACTED] and soon thereafter by

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[REDACTED]

For a period it seems that Placement became submerged within the environment of the Career Services, as is reflected in the new name of the branch - Career Services Support Branch. The annual report of POD for FY 1959 reflects the new attitude.

"With the above mentioned reorganization, and the resultant closer working relationship with procurement elements, direct support to the Career Service within the DDS and the DDI reduced the gray areas of responsibility that formerly existed, particularly in the flow of applicant files against recognized vacancies, the referral of reassignment cases to appropriate Agency components, correspondence to applicants and to individuals accepted for processing, and the development of procedures designed to provide more immediate service to operating units conducts positive recruitment programs."<sup>24</sup>

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Although ceiling limitations in most areas had been reached, certain "hard-to-get" categories became the main activity for CSSB. The new procedures for this activity involved:

"...institution of a program for the timely handling of professional applications of economists, engineers, and physical scientists thereby permitting the gaining component to make a more firm commitment to applicants falling within these scarce categories; the initiation of tests measuring professional experience in the physical sciences;"<sup>25</sup>

The activities of CSSB continued in this general vein until 1961. During FY 1961, CSSB became extremely active in placement in two additional specialized areas: the Biographic register which had been recently transferred to OCR from State Department along with responsibility for the NIS; and the National Photographic Intelligence Center (NPIC) which had been given a sizeable increase in T/O strength.

25X1A v. [ ] REPORT<sup>26</sup>

25X1A In 1961 Mr. [ ] currently Deputy Director of Personnel for Recruitment and Placement, examined the placement function, and in a report to the Deputy Director for Support in December of 1951 made several appraisals and

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recommendations. He first recommended that the Career Service Support Branch be rebuilt and be given the "more accurate" title of Placement Branch .... This is the Branch which should have the largest role in the selection process and should be the essential link between the recruiter and the customer."<sup>27</sup> The reputation of the Office of Personnel depends to a great extent upon the performance of that Branch, Mr. [ ] stated. Noting that the Branch was understaffed with only four placement officers, he recommended an increase in manning and a reorganization on a team basis:

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OFFICE OF THE CHIEF

Chief  
Logging Clerk  
Secretary

TEAM I

Placement Officer (DD/S Components)  
Placement Officer (DD/S Components)

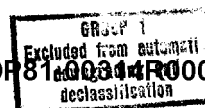
TEAM II

Placement Officer (DD/I Components)  
Placement Officer (DD/I Components)  
Clerk-Typist

TEAM III

Placement Officer (DD/I Components)  
Placement Officer (Contract, Special  
Placement, Rotational  
Placement)  
Clerk-Typist

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25X1 This would ".... lead to equalization of work load, more timely and complete service to components, greater speed in the processing of applicant cases, and would enable the Branch to handle applicant correspondence,"<sup>28</sup> which was done in Records and Services Division. It would have eliminated time wasting movement of files and inadequate communication between branches. The correspondence, Mr.  stated, must be made "more personalized and responsive."

"The problems which beset the selection and clearance process center around the inter-related factors of time (excessive time required for each stage of action); decision making (who makes the decision to accept or reject an applicant?); priorities (every case is of top priority to someone); and the absence of any central authority to monitor and police the system."<sup>29</sup> The report followed with a detailed discussion of these points. Basically the recommendations involved a considerable strengthening of the role of placement in monitoring and controlling the flow of applicants to the operating offices, more stringent time limits, and a more realistic face-to-face relationship between the ~~Placement~~ officers and the units they served.

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VI. 1962 - 1964

Reorganization

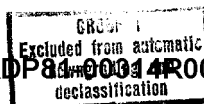
The <sup>25X1A</sup> [ ] report came at a time when external recruitments were at a rapid upturn and immediately before a large increase in manpower ceilings. It came at an opportune time, for increased activity would require many of the improvements Mr. <sup>25X1A</sup> [ ] recommended. By mid-1963 when annual reports appeared, considerable changes were evident, and the level of activity indicated in FY 63 reports illustrated that the changes were responsive and positive.

First, in a reorganization of Personnel, Recruitment Branch of POD became a Division with considerable increase in staffing and a number of innovations along the whole recruitment process.

Within POD, a number of changes in non-placement activities took place and finally a major reorganization of the Placement Branch. The team-concept and correspondence section recommended (section <sup>was</sup> recommended) by the [ ] report was instituted and the staffing of the Placement Branch increased. In the Annual Report for FY 63 the work force in Placement Branch was listed functionally:<sup>30</sup>

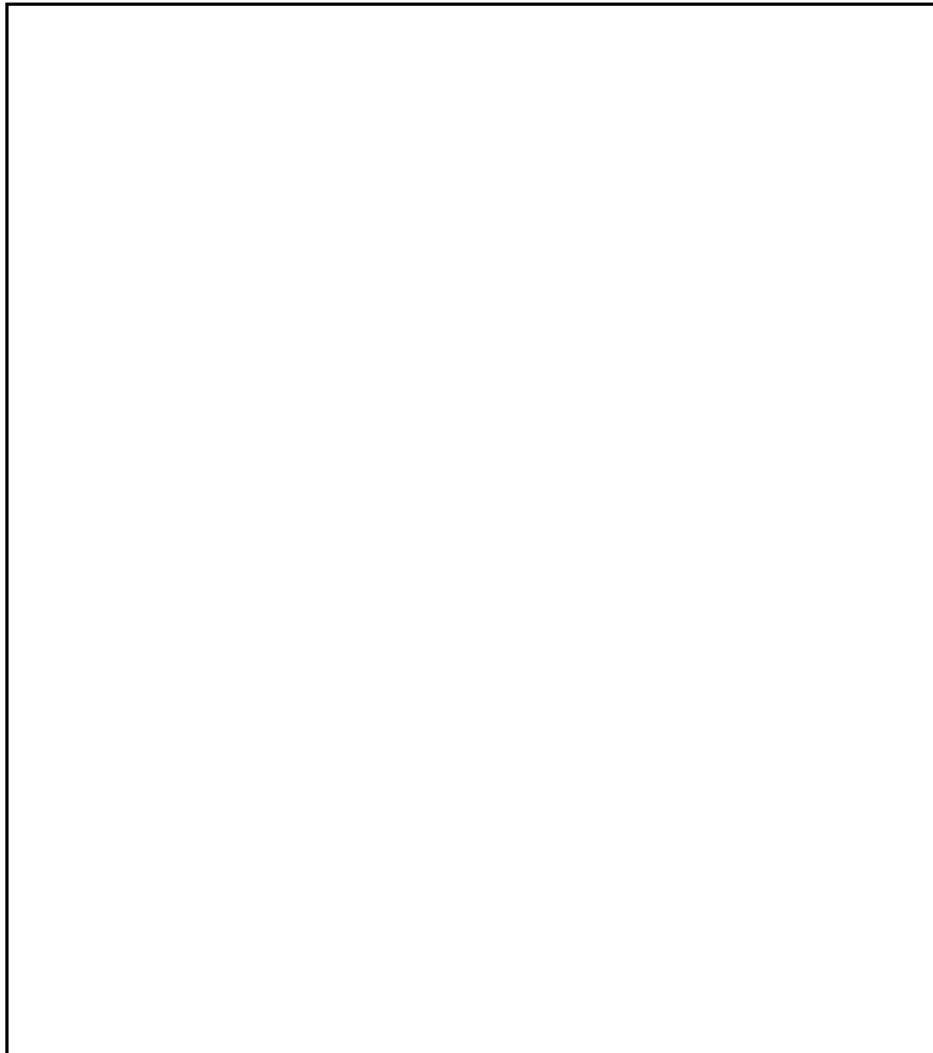
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\*All positions filled.

FUNCTIONS

The FY 63 Annual Report also discusses all the functions performed by the Placement Branch. Listing each briefly, they were:

1. Advise operating units on matters pertaining to applicant selection.

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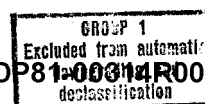
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2. Determine minimum qualifications of applicants.
3. Applicant correspondence.
4. Survey to ascertain personnel requirements for recruitment.
5. Approve all Personnel actions for DDI, DDS, DDR, (Except PRAs).
6. Approve new appointments for DDP.
7. Review all "weak" and "outstanding", fitness reports.
8. Interview job applicants, candidates for reassignment, counseling of employees.
9. Testing (Scientific)
10. Determination of applicants to be coded.
11. Orientation of new employees.
12. EOD processing.

as this paper so far illustrates, these functions have all remained within the placement area since the beginning of the Agency, though at various times one or another received special emphasis. One function remaining stable throughout has been the final approval of personnel actions.

At this point, in mid-1963, the Placement Branch had finished a year "marked by a tremendous amount of work in just sheer volume."<sup>31</sup> With large numbers of applicants in selection-processing, Placement was confronted with severe problems in keeping up with applicant correspondence and arranging invitee travel. Applicants often were forced with

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25X1 long waiting periods (Security clearances) and confusing  
correspondence. In FY 63  applicants cancelled out  
after receiving full security clearance. Some of these  
were beyond Agency control and not directly caused by  
long selection and processing periods. But at least  
25X1 ten percent  were cancelled by the operating units  
who were no longer interested in the candidates after an  
extended period. <sup>32)</sup> (These problems have been and will  
continue to be subjects of specialized histories and  
will not be treated in further detail other than the  
foregoing discussion, and whenever pertinent to the  
following discussions. <sup>32)</sup>

On 6 December 1963 the Executive Director-Comptroller  
issued Action Memorandum No. A-320, freezing strength  
as of 30 November. New lower ceilings were announced,  
followed by another reduction for FY 1965. This followed  
a boom period for the Agency and increased staffing for  
the Placement Branch. <sup>33</sup> In August 1965 the economy drive  
involved Placement in assisting in reducing the strength  
figures for various components. Follow-up interviews were  
initiated again and emphasis switched to internal manage-  
ment of personnel. Even with these activities, the Placement  
Branch, too, was under the economy drive and had to cut  
its staff by 18.5%. Other problems resurfaced, such as  
delays in obtaining from operating units, final decisions

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on applicants and heavy applicant correspondence. As Placement took over other duties, or increased other activities such as follow-up interviews, the work load actually increased over previous years - with a decrease in staff.<sup>34</sup>

VII.

By the end of FY 66 drastic changes in Office of Personnel organization had taken place.<sup>35</sup> The Office of Personnel had reorganized into the Deputy Director system. Recruitment and POD were joined under the Deputy Director of Personnel for Recruitment and Placement, Mr. [redacted] (DD/Pers/R&P). Placement Division was headed, as it is at this time, by Mr. [redacted] Placement Branch was reorganized, and to reflect its primary mission, it was renamed the Professional and Technical Placement Branch and was headed by Mr. [redacted] who was also the Deputy Chief of Placement Division. However, the changes in organization at the Placement level were minimal; the team concept remained in practice. The real changes were two: a complete turnover (except for one man) of placement officers in the Branch; and a renewed emphasis upon initial placement work caused by a higher ceiling and a tremendous volume of placement and processing in contract cases.

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"As a result of personnel turnover and increased input demands, all Placement Officers became chained to their desks. Seldom did they have time to visit Career Service Representatives or Operating officials - most contact was by telephone. Follow-up interviews with personnel who had been on-board six to eight months were discontinued due to lack of time.

"Also, Placement officers became intimately involved in contacting professional and technical applicants to arrange for their invitee travel. Inasmuch as  Staff type and  type "A" Contract invitees visited headquarters, the technicians could not handle the volume above."<sup>36</sup>

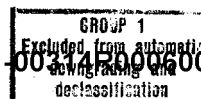
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The problems encountered by the Placement Branch in meeting all of its responsibilities during periods of peak activity and continuous inflow of new Staff employees, indicated that a redivision of labor within the Branch was needed. Placement officers who were busy with initial placement duties and making personnel management forecasts obviously could not devote enough time to internal personnel placement matters such as reassignment, follow-ups, PAs and Fitness Reports and professional advice to Operating officials.

Therefore, in late 1966 the Professional and Technical Placement Branch was abolished, and its functions divided

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between two new branches - the Applicant Selection Branch (ASB) and the Employee Assignment Branch (EAB).<sup>37</sup>

ASB's function was to concentrate upon the initial placement of new applicants against identified vacancies throughout the Agency. The team arrangement was discontinued and three placement officers and five processing assistants handled DDS, DDI, <sup>and DDP</sup> DDS&T components. Relieved of internal management duties, ASB was now able to concentrate upon selection in a manner whereby the placement officers worked more closely and quickly with operating components. Communication was increased, more knowledge of what was needed by whom was gained, and consequently, better quality assistance and advice <sup>the</sup> to Chief, Placement Division, and to Recruitment in determining trends and forecasts <sup>were</sup> was achieved. To systematize the flow of applicant files and to ensure that every applicant would receive adequate and timely exposure to operating units, a Skills Bank was set up within ASB in November 1966.<sup>38</sup> This central bank for new general-~~Professional and Scientific-Technical~~ applicants <sup>files</sup> ensured control with a definite purpose. Once a new applicant file <sup>was</sup> is received by ASB, an open review period of seven days <sup>was</sup> is allowed immediately in the Bank. The applicant's basic skills <sup>were</sup> (all of) were placed on a daily listing of new file acquisitions and <sup>is</sup> then sent to  offices. These <sup>could</sup> offices may then come to the Skills Bank and review files

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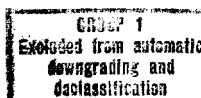
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in which they <sup>were</sup> interested. A time limit <sup>was</sup> placed on the file once it <sup>was</sup> removed from the Bank by an operating official. The Bank <sup>was</sup> monitored by the Placement officers, who watch <sup>ed</sup> for applicant files that received no interest in the seven-day period. At this point, through liaison with operating officials the Placement officer <sup>d</sup> continues to "sell" his applicant if he determines <sup>d</sup> that that applicant <sup>was</sup> is deserving of further consideration. Or, if more than one office <sup>was</sup> is interested in an applicant, the Placement officer <sup>met</sup> meets with these offices and determines <sup>d</sup> an equitable flow of the file based upon: current ceiling, recruitment requisition, recruiter recommendation, test results, and the applicant's choice.<sup>39</sup> This system has resulted in <sup>(an)</sup> "optimizing" both <sup>(of)</sup> the applicant's opportunities and <sup>(of)</sup> the Agency's placement success. The Skills Bank <sup>was</sup> is <sup>(as)</sup> <sup>quite</sup> extremely successful in peak activity period. However, during lulls and low ceiling authorization periods the Bank required considerable watching because of lack of interest by operating components.

The overall selection process improved as a result of the reorganization, the Skills Bank, and other new procedures. Correspondence with applicants became more personal and timely. Scheduling of applicant appointments in processing became <sup>(also)</sup> more systematized.



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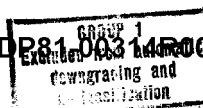


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The Employee Assignment Branch (EAB) was established to be "Responsible for technical EOD processing and for all placement activities concerned with the management of on-duty professional and technical personnel."<sup>41</sup> These activities included: appointing and briefing all new professional and technical EODs; reviewing and approving, on behalf of the Director of Personnel, all official personnel actions concerned with Staff employees; reviewing all Quality Step Increases; conducting follow-up (interviews *with* and placement *with* (reinstated in January 1967), and providing daily professional advice to operating components concerning personnel matters.<sup>42</sup>

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GENERAL CHRONOLOGY OF ORGANIZATION

- 1946 Executive for Personnel and Administration  
(P & A)  
Recruitment and Placement Combined
- 1947 (July) P & A renamed Executive for Administration  
and Management (A & M)
- 1948 (June) Meanwhile OSO, OPC had own Administrative  
and Support Staff (A & S) with Personnel  
Division and Recruitment Combined.
- 1948 (September) Executive for Administration with five  
staffs, each subdivided Overt and Covert.  
Each has Recruitment and Placement sections.
- 1949 (October) Major split: Administrative Support Staff  
(A & S) and Cover Support Staff (CSS).
- 1950 (December) A & S and SSS combined under Deputy  
Director for Support (DDS)
- Formed Office of Personnel  
Personnel Division Overt (PDO)  
Personnel Division Covert (PDC)
- 1952 Career Service Board
- 1953 (September) Office of Personnel Reorganized
- PDO and PDC abolished; Functions placed  
under Placement and Utilization Division  
(P & UD)
- Placement Branch (PB)  
Clandestine Services Branch (CSB)  
Clerical Placement Branch (CPB)
- 1955 P & UD changed to Personnel Assignment  
Division (PAD). PB and CSB remained.
- 1958 PAD and Recruitment placed under Personnel  
Operations Division (POD)

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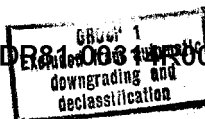
1961                    25X1A  
                          [ ] Report

1962                    Reorganized Office of Personnel  
  
                          Recruitment made a separate Division  
  
                          Placement Branch (PB) replaced CSSB  
                          using team organization

1966 (April)            Office of Personnel reorganized into  
                          three Deputy Directors -  
  
                          Deputy Director of Personnel for  
                          Recruitment and Placement -  
  
                                  Recruitment Division  
                                  Placement Division  
                                  Professional and Technical  
                                  Placement Branch (PTPB)

1966 (August)          Reorganization of Functions among three  
                          Deputy Directors  
  
                          PTPB split into:  
  
                                  EAB, Employee Assignment Branch  
                                  ASB, Applicant Selection Branch

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FOOTNOTES TO PLACEMENT HISTORY

1. The above discussion is taken from three main sources: Agency tables of Organization 1946-1950, Records Center, or SRB, OP; "CIA History" Part II, Chapter X, in Historical Staff Files; interviews with individuals involved historically in placement activities.

2. "Historical Statement for the Personnel Office", 24 June 1952, Page 4, in Historical Staff files.

3. *ibid*

25X1A 4. Interviews, [redacted]

25X1A 5. The [redacted] May 1951, Personnel.

25X1A 6. Interviews with [redacted].

25X1A 7. Interview with [redacted] "CIA History 1953-1956", Page 63, ff. draft, in Historical Staff files.

25X1A 8. DDA-DDS History, Op. Cit., Page 33; interview Mr. Meloon, [redacted]

25X1A 9. [redacted], Op. Cit.

10. Memorandum Mr. Meloon to C/PDO, PDC, dated 13 December 1951, in Progress Report, 1951, 1952, and 1953 in Records Center.

11. *ibid.*

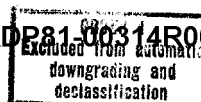
12. Memorandum from DDA to all Assistant Directors, "Placement Follow-up Program", no date, but included in Annual Report of Office of Personnel, 1951; in Records Center.

13. 1951 Annual Report, Tab 6, in Records Center.

14. 1952 "Historical Statement", Op. Cit., Page 5.

15. Annual Reports, Office of Personnel, 1951-1953. In Records Center.

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16. Changes of names in organization for this period are generally correct, but dates are approximate and were established by the writer through several interviews (listed in sources), TOs, Annual Reports, and [redacted] Op. Cit. The official directives establishing the changes were not consulted, or were unavailable, or non-existent.
- 25X1A
- 25X1A 17. [redacted] Op. Cit., Page 63. This draft by [redacted] contains a good discussion of Career Service beginnings and early developments. The Career Services are subject of a specialized history now being written, and will also contain discussions of placement functions. 25X1A
18. Progress Report, Placement Branch, in Office of Personnel Progress Report 1954, in Records Center.
19. ibid
- 25X1A 20. [redacted], Op. Cit., Page 64-70.
21. ibid
22. PUD Annual Report, FY 55, in Office of Personnel Annual Report, FY 55, tab D, in Records Center.
23. POD Annual Report 1958 in Office of Personnel Annual Report 1958, in Records Center.
24. POD Annual Report, 1959.
25. ibid, and Report for 1960.
- 25X1A 26. Memorandum from [redacted] to Deputy Director for Support, 24 December 1961: Recruitment and Selection of Staff Employees: An appraisal, in Recruitment Division files.
27. ibid
28. ibid
29. ibid
30. Annual Report of Office of Personnel fy 63, in Records Center.

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31. POD Annual Report, FY 63, in Placement Division files. See also for these years, "Placement Statistics, Forecasts, etc. 1964 and Earlier". In Plans and Review files

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[REDACTED]

32. Annual Report Placement Branch, FY 63, in Placement Division files.

33. POD Annual Report FY 65, in Placement Division files.

34. FY 64, 65 Annual Reports, POD, PB, in Placement Division files.

- 35.

[REDACTED]

36. FY 66 Annual Report, Professional and Technical Placement Branch (PTPB) in Placement Division files.

- 37.

[REDACTED]

38. Rationale for the Bank is discussed at length in a Memo from sponsor of this concept, [REDACTED] to Recruiters, dated 25 April 1966; in Placement Division files.

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39. See Procedures Handbook, ASB files.

40. FY 68 Annual Report, Placement Division in Placement Division files.

- 41.

[REDACTED]

42. Detailed nature of EAB activities are contained in two general subject and procedures notebooks c/o [REDACTED], Chief, EAB.

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**SECRET**CHAPTER IV - THE EXPERIMENTAL ERA - 1952-55

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"Your Personnel Evaluation Report"<sup>8</sup> was an instructional guide in the use of the Personnel Evaluation Report which was issued jointly by the Office of Training and the Office of Personnel.

The P.E.R. as it came to be known, was established as a principal means of developing a satisfactory working relationship between each individual and his supervisor. This evaluation was in terms of the requirements of the individual's current position and his potential for long service with the Agency. It was not a performance nor an efficiency rating in the sense that the individual was to be compared with others on the basis of a predetermined adjectival or numerical scale.

The P.E.R. was the Agency's first real form. It was an uncomplicated one, unstructured; good supervisors could say what they wanted to say. It was deliberately a nonstatistical form.<sup>9</sup>

The P.E.R. was introduced in the headquarters area in November of 1952 but was not approved by the Chief, Administration Staff, in the Deputy Directorate for Plans, for overseas use until the summer of 1954, with its forerunner Form 51-53 enjoying equal status in use until December of 1954.

On 13 May 1954 the Career Service Board decided to abolish the P.E.R. and use a new fitness report. Agency Form 37-189 dated 1 March 1954, "Career Selection Report," was thus born.<sup>10</sup> It was the product

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Research on fitness reporting by the Analysis and Evaluation (A&E) Staff was conducted at the direction of the Career Council from August of 1954 to September of 1955. The newly-established Council would now continue the monitoring process on fitness reporting.

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Dr. [redacted] Chief of the A&E Staff, brought to the task a wealth of knowledge and experience gained from similar work with the Department of the Army.

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Several forerunners to his final form drew somewhat upon Form 37-189.<sup>13</sup> By January 1955 Dr. [redacted] had come up with a form that he considered worthy of "trial balloon" status. Again in many ways it represented a modification of 37-189 of 7 May 1954. With the form was a fitness report questionnaire. Approximately 1500 of these questionnaires were circulated. As of the seventh meeting of the Career Council on 24 February 1955, at which Dr. [redacted] was going to appear, only 173 questionnaires had been completed.

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It wasn't any wonder. Dr. [redacted] form was referred to as a "dooney" by Mr. Lyman Kirkpatrick who thought that one would have had to have been an Einstein or of similar mental capacity at the least to decipher the "thing."

It was agreed that until the studies were completed no change in the Fitness Report form should be made.

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At its eleventh meeting on 13 July 1955, the Career Council appointed a Task Force consisting of Messrs. [redacted]

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[redacted] to confer with Dr. [redacted] on the whole

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**SECRET**CHAPTER V - PRELUDE TO A MORE MODERN FORM - JAN 1956 - DEC 1957

At the twenty-sixth Career Council Meeting held on 17 May 1956 the Council discussed the establishment of a "watch list" based on Fitness Report ratings. It was introduced to the Council as a proposed "Superior and Inferior Suitability Watch List" to enable the Director of Personnel to more effectively keep track of outstandingly superior as well as outstandingly inferior performance, as reported in Fitness Reports. The Council moved to approve its use but for the outstandingly inferior cases only.

They then moved on to discuss an issue which revolves around a term Pavlovian in nature--a term that without doubt haunted the 1950's and probably still has profound effect on the weak-hearted "mediocrity."

This word has been so abused it actually defies description. As a move toward progress it appears that somewhere in the history of its use, some brave soul should have been detailed to periodically venture out of these secure, hallowed halls, seek out and collar some nameless man-on-the-street (first checking to see that he did not possess an Agency badge), and ask him to define the term.

Rearmed once again with a common-sense rationale, this brave soul could then try to decipher a few more Fitness Reports to determine what they were really trying to say.

"In the fifties 'mediocrity' simply meant 'unsatisfactory'."<sup>20</sup> It is still maintained by some that, as one official put it, "Mediocrity is the

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1961 25X1A

1962 Reorganized Office of Personnel  
Recruitment made a separate Division  
Placement Branch (PB) replaced CSSB  
using team organization

1966 (April) Office of Personnel reorganized into  
three Deputy Directors -  
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3. *ibid*
4. Interviews, Mr.
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10. Memorandum Mr. Meloon to C/PDO, PDC, dated 13 December 1951, in Progress Report, 1951, 1952, and 1953 in Records Center.
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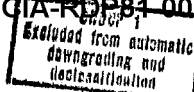
27. ibid

28. ibid

29. ibid

30. Annual Report of Office of Personnel fy 63, in Records Center.

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25X1 31. POD Annual Report, FY 63, in Placement Division files. See also for these years, "Placement Statistics, Forecasts, etc. 1964 and Earlier". In Plans and Review files c/o [redacted]

32. Annual Report Placement Branch, FY 63, in Placement Division files.

33. POD Annual Report FY 65, in Placement Division files.

34. FY 64, 65 Annual Reports, POD, PB, in Placement Division files.

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25X1A

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25X1A 41. [redacted]

25X1 42. Detailed nature of EAB activities are contained in two general subject and procedures notebooks c/o [redacted] Chief, EAB.

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