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72-1686

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14 March 1972

MEMORANDUM FOR: Deputy Director for Support

SUBJECT : The "Youth Study"

REFERENCE : A REPORT ON AGENCY YOUNG PROFESSIONALS
PREPARED BY A WORKING COMMITTEE OF THE
HUMAN RESOURCES STUDY GROUP, February
1972

1. In accordance with our earlier discussions, the Human Resources Study Group met on 8 March to consider the referenced report. It is the consensus of this Group that the report, which has not yet been officially released, does indeed merit further study and consideration of possible action implications. The Study Group has taken on this task and hopes to generate some recommendations in the near future.
2. The problems to which the study points are scarcely unique. They are already receiving intensive review by many Agency components and the search for solutions is being made at many levels. Whether or not the Study Group can offer unique proposals to deal with them remains to be seen.
3. Meanwhile, however, the report does offer unique and definitive evidence on one point, namely, the question of whether or not a "youth issue" exists in the Agency. For this reason, I feel that the report as it stands makes a timely and useful data input to management. I urge that it be brought to the attention of the Executive Director - Comptroller at this time, with the understanding that the Human Resources Study Group is continuing its deliberations and hopes to forward action recommendations at a later date.

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Chairman, Human Resources Study Group

Enclosure
Referenced Report

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A REPORT ON AGENCY YOUNG PROFESSIONALS
PREPARED BY A WORKING COMMITTEE OF
THE HUMAN RESOURCES STUDY GROUP

25X1A



Chairman

- DDS&T
- DDP
- DDI
- DDS

February 1972

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S-E-C-R-E-T

BACKGROUND

Over the past year we have witnessed unprecedented speculation in the Agency, particularly at senior levels, over the possibility of a "youth" or "generation" problem. In response to this concern, an ad hoc committee of the Human Resources Study Group* undertook, at the request of the Executive Director-Comptroller, a study of young professionals in the Agency. This report summarizes and discusses the basic findings of the committee and draws some conclusions on the question, "Is there a youth problem?" The Study Group intends to review the findings further and consider specific research and action implications.

PROCEDURE

For purposes of the study, "youth" were defined as employees in Grades 9 through 12, between ages 25 and 35, and with at least two years of Agency service. These criteria were chosen because they seemed to encompass junior officers most closely identified with a "new and different" point of view. From this population a representative sample of 40 officers, 10 per Directorate representing 31 different offices and divisions, was interviewed. The interviews lasted approximately 1.5 hours and followed a semi-structured format (see Appendices

* Human Resources Study Group
- organized by D/MS at the direction of the DDS in October 1970
- charged with the task of studying needs and recommending research in the human resources area. Composed of representatives of OMS, OP, OS, OTR, chaired by C/PSS/OMS, and augmented for purposes of this study by a representative of each Deputy Director.

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for actual format used). Interviewees were given the rationale for the survey and the Human Resources Study Group's role in it. To provide additional perspective, a sample of 18 managers, average grade GS-14 and average tenure 15 years, was interviewed with the same format. While specific views of the managers are not described in this report, they were weighed in our assessment of the views of the young officers. Respondents were most cooperative and showed considerable interest in the survey.

CONCLUSIONS

Our survey of young officers has led us to the general conclusion that this segment of Agency personnel does not hold views which set it apart from older and higher graded officers. Moreover, most of the managers interviewed did not perceive a generation gap between themselves and young officers. In fact, one is impressed with the similarity in both the priority and strength of the specific concerns articulated by the present sample and those articulated by 550 middle-level officers surveyed two years ago in the IG Attitude Study (A Survey of Job-Related Attitudes of Five- and Ten-Year Agency Employees, January, 1970).

We found little evidence for an erosion in professional and career achievement motivation among young officers. To the extent that greater drives toward self-actualization and greater commitment to alleviating domestic ills exist among this group, they do not appear to conflict with Agency employment. The young officers typically had no doubts about the meaning and relevance of their Agency employment and did not question the value of the

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Agency's contribution to American society. Most liked their jobs, and while finding much to criticize in their immediate situations, most gave the Agency high marks for the way it is run. The issues most frequently raised were far more personalized and may be expressed by such phrases as lack of career planning, headroom, promotions, desirable headquarters and overseas assignments, being kept informed, and getting someone to take an interest in their futures.

In the view of the above, additional Agency-wide surveying restricted to the age/grade grouping interviewed here appears to be unnecessary.

RESULTS AND DISCUSSION

The concerns of youth popularized in the media did not surface in the present survey. What concerned these officers most in the job environment is discussed in the following paragraphs. Appendices A through D, prepared by the four Directorate representatives, are summaries of the interviews held within each Directorate. They bring into focus the different emphases across Directorates.

Career Development and Personnel Management

The present survey found career development and personnel management responsible for the greatest amount of dissatisfaction within the Agency, a finding also obtained in the IG survey referenced above. Young officers faulted the Agency for its lack of an effective career development program. Prevailing sentiments included: you have to foster your own career; there

is no one watching out for you; and there is no one to whom you can turn for counseling and guidance on such basics as how to pursue careers, how to locate good jobs, what constitutes a normal career progression pattern and where you fit. At the very least, these young officers advocated more candor from management concerning career and promotion matters.

Other suggestions in the career development area included a desire for programmed rotational assignments, wide dissemination of job vacancy information, creation of the role of ombudsman for personnel management matters with access to the highest levels, and a system for changing jobs within the Agency without jeopardizing job security.

Communication

Respondents frequently criticized communication in the Agency. They pointed not so much to a lack of substantive communication required to get their job done as to a lack of communication of developments, thinking, and events at organizational levels above and parallel to their own. Being in the "know", having a feel for what's going on upstairs, and where things are moving, apparently has considerable value for fostering and sustaining a sense of belonging and commitment in these young officers. Most felt that the informal communications network is what really counts and that one's personal contacts and force of personality are the major determinants of success. No doubt the less aggressive and more bureaucratically naive officers, when criticizing the inadequacy of communications, were responding to the difficulty experienced in establishing

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the all-important set of informal personal contacts.

Promotion Policy and Prospects

Most respondents were satisfied with their own promotions to date but viewed the prospects of future advancement with pessimism. For some the theme of promotion was the most salient issue of all, and underlined nearly all expressions of concern over career development, supervision, and long range job commitment. The feeling was expressed that promotion policy was a matter of "mystery". Others thought that it consisted of unfair restraints and hurdles, such as fixed time in-grade, a set pattern of job experiences matching those of incumbents, academic degrees rather than demonstrated ability, and non-competitive promotions within career services.

Supervision

A consistent although by no means unanimous picture emerged on the issue of supervision. Respondents tended to be particularly critical of their immediate supervision. Their criticism very often indicted the system by which managers are initially selected rather than the manager per se. The respondents strongly criticized the practice of making good analysts, technicians, case officers and specialists into supervisors without evaluating their supervisory talents and potential. The interviewees asserted that the good supervisor should possess human relations skills and that these were not necessarily correlated with substantive ability. Respondents stressed the need for greater exposure of managers to management training courses. A sizeable

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minority either did not comment on the quality of their supervision or commented favorably on it.

Agency Mission and Public Image

Interviewees were asked for their views regarding the Agency's public image. They generally responded that the Agency appeared to have an unfavorable image but did not regard this as a problem. Some young officers even felt that the Agency was overly sensitive to the question of image and indicated they would consider any large scale public relations efforts to be inappropriate. These respondents did not appear to be inhibited either on or off the job by the Agency's image.

On the question of the Agency's mission, goals, and objectives, a clear consensus emerged. The interviewees, almost without exception, regarded the goals and objectives of the Agency reasonable in the context of U.S. national security needs. Even where the interviewee claimed limited knowledge of the scope of the Agency's activities and mission or where he assumed the worst he had heard about the Agency to be true ("CIA uses torture and assassination") the issue was not a matter of particular concern. Many indicated that they would welcome enlightenment on the Agency generally since their outlook now did not extend beyond their immediate office.

Additional Themes

Themes receiving less mention than those presented above, but ones which were judged to be of potential significance are listed below:

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- 1) Very rarely did the interviewees complain of excessive workload, but some did claim chronic under-employment. A few complained that components sought over-qualified, over-educated employees primarily for prestige reasons.
- 2) Some junior officers expressed strong concern over the lack of policy statements from the White House and the State Department to guide their operational activities. In the absense of such guidance they found themselves and their seniors filling the policy vacuum, while questioning the appropriateness of this.
- 3) Discrimination against women in matters of career development and promotion was cited by some of the young women interviewed.
- 4) A source of disillusionment of some young professionals was the incongruity between what they had been led to expect on the job from both training and personnel officers and what they actually found. They faulted those who portrayed the work and work setting in an overly idealized manner.
- 5) In two instances analysts felt pressured to produce intelligence consonant with a pre-determined point of view. This compromise of professional integrity was severely resented.
- 6) Some analysts claimed that they often received no feedback on the value of their efforts either to the Intelligence Community or to the policy-makers. However,

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the majority felt that they had received adequate recognition for their efforts.

- 7) A few interviewees criticized the inadequacy of channels for handling grievances and complaints discreetly.

ISSUES AND IMPLICATIONS

Any additional investigation of the issues identified in this study should be conducted at the Directorate level and if possible at lower organizational levels as well. There the results could be dealt with more constructively and directly. Such systematic surveying should not be restricted to any one age or grade range but should include entire work groups and involve line management directly. As indicated earlier, the Human Resources Study Group will be considering other research needs and implications for possible action suggested by the findings.

Some of the respondents (ages 25-35) did not consider themselves "youth" and believed that there were significant differences in both values and outlook between themselves and Agency employees in their early 20's. We have no information on whether the youngest professional segment of the Agency population does indeed represent a different point of view. A study similar to the present one might well be undertaken to provide further information about this group.

The respondents were not routinely asked whether they planned to leave the Agency for other employment. A few, however, did indicate a desire for different employment. When specifically

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asked, a few more confided that they would probably leave when the job market improved. Overall, it does not appear that there will be significant personnel losses from this segment of the Agency population when outside prospects brighten. There remains, however, the important question of the quality of those who are leaving. We would like to see research undertaken to determine the validity of the frequent claim that we are losing our best people. Follow-up interviews with those who have left the Agency might provide valuable new perspectives on why people leave.

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7 April 1972

MEMORANDUM FOR: John W. Coffey, DDS

SUBJECT : Youth Survey -- DDS

1. I have delayed providing my observations as the DDS representative on the Youth Study Group until a determination had been made on the significance and utilization of our collected findings. While I was at FSI's Foreign Affairs Executive Seminar, events moved with surprising alacrity. Therefore I consider the time appropriate to pass along my own findings and reactions.
2. My findings are based on a small sample -- interviews with ten professionals and two "semi-professionals" (communicators in OC), plus five supervisors. All Offices of the DDS are represented. I have also considered attitudes of DDS professionals drawn from informal contacts during training courses, and my tour as a program officer in CTP (1966-67).
3. Our understanding is that Mr. Colby intends to discuss the initial Working Committee Report with the Deputy Directors. Meanwhile our Committee is preparing recommendations based on our collective findings.
4. The enclosure "DDS Composite Interview Results" is a summary of the interviews on the questionnaire form we used for guidance. This is Appendix C in the Report submitted to Mr. Colby. The second enclosure is my narrative summation, based on explicit responses to the questionnaire and additional interview discussions.
5. I do hope our Committee is able to provide some positive inputs for careful consideration. The project has been a very valuable contribution to increasing my own qualifications as a member of the Management Advisory Group.

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APPENDIX C

DDS COMPOSITE 1. INTERVIEW RESULTS
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Based on interviews with 10 DDS professionals,
average age, 30, average grade, GS-11

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- I. Invite interviewee to comment on his job, his career, and the Agency generally. Record key points made in the spaces provided under II.
 - II. Secure a response to the following topical areas if they have not been adequately covered as a result of I above.
 1. PRESENT JOB
 - Interesting, Meaningful?
 - Recognition received

Majority of interviewees were "specialists" - technically skilled in fields that narrow flexibility of career development. All seem pleased with specialty of choice - although in two instances, present job lacked challenge (too little work, poor supervision). Thus overall, sample suggests interesting jobs with adequate recognition.

2. AGENCY MISSION
 - Ability to identify with and be committed to Agency goals and objectives

In no instance was this a problem. Interviewer in each case raised issue from both vantage points - own identity, and that of friends knowing what you do. But neither issue of mission nor image seemed to arouse reaction from anyone queried. Respondents not critically concerned with U.S. Foreign Policy formulation and execution or with world affairs in general. "Mission" often understood in the parochial sense of one's office mission.

3. AGENCY IMAGE

No problems whatsoever. See answer to question 2.

4. PROMOTION POLICY & PROSPECTS;
GRADE, SALARY, BENEFITS

Half of interviewees had progressed more rapidly up promotion ladder than even they had anticipated. All were content to date, but most anticipated problems a grade or two distant. Variety of concerns - "office hump" (policy of requiring period in grade regardless of slotting), top heavy grade structure of Agency overall, lack of career development schemes, artificial barrier of lack of college degree. But this fact did not seem to produce noticeable frustration or dissatisfaction with present status

Working conditions not deemed major area of concern. None saw theirs as insufferable, and most interviewees had rotated enough to take good and bad situations in stride.

6. SUPERVISION (IMMEDIATE)
 - Treatment by and
Competence of Supervisor

In all but one instance, supervisor considered professionally competent. But competence as supervisor varied - from three who said their present supervisor was "best ever" to two describing supervisor as hard worker but unwilling or unable to delegate real responsibility. Some raise more philosophical question of whether Agency may miss boat by insisting often that promotions eventually depend upon supervisory/administrative positions when individuals with special skills would be much more effective sticking to exploiting these skills. (Does raise questions about developing more effective management training - although issue may be founded on other bases, such as supervisor's concern for own job security.)

7. COMMUNICATIONS
 - Up-Down-Lateral
 - Substantive - Non-Substantive

Most interviewees felt need for better communications. This was true both of those whose concept of "communications" was purely office-oriented (despite my proddings) and those considering broader intra-Agency commo. Concessions made to "need-to-know", and some cited that informal channels (via friends) gave effective overview. But - more common was concern over lack of management/professional commo and no staff meetings. Lack of overview summed up best by one who commented what an eye-opener the "Trends and Highlights" course had been.

8. CAREER DEVELOPMENT/Personnel Mgmt.
 - Job Mobility
 - Quality & Relevance of Trng.
 - Performance Evaluation

Those who had had more than one job generally were pleased with their progression of jobs - each offering either more responsibility or more variety and new skills. But in no case was there the suggestion of planned career development - similarly, good training or poor, the provision of training did not seem to follow a tailored program of career development. Appraisal of training itself real mixed bag. There was general accord that performance evaluation had been fair - reflecting positive view of immediate supervisors.

9. WAY AGENCY IS RUN - BE SPECIFIC

Interesting mix of reactions - from "top heavy" to "bureaucratic,"

but better than most government organizations, to "growing more responsive to the individual and less concentrated on 'mission.'" Those with most diverse experience in Agency seemed less bothered by "bureaucracy" - did note a paternalism that results in Agency keeping incompetents in responsible posts. None commented critically on compartmentation. Positive note was how many felt that Agency truly becoming more "people-conscious".

10. MISCELLANEOUS

General comments were usually amplifications on specific categories. One interesting suggestion - more precise retirement policy (by inference, at earlier age than present) would result in better career development with supervisors more willing to train those destined to succeed them. Too often, older professionals afraid to delegate responsibility or train juniors for fear that the junior might prove more competent. Rather loose retirement scheme puts little pressure on supervisors - many have job security reinforced by aforementioned paternalism.

III. Concluding Questions:

- What do you see as the major concerns, problems, and issues facing young officers in the Agency today.

First qualification should be note that few in "youth sample" saw selves as youth. Consequently several reflected on "today's youth" as being too spoiled and idealistic - thus problem for virtually any employer! From standpoint of what Agency should do comments focused on communications. Young officer should be better oriented towards realistic image of Agency mission and his career expectations within that framework...in other words, bring young officer down to earth as quickly as possible. Then-maintain 2-way channels of communication between management and young professionals-a part of this should be efforts at meaningful career development planning.

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27 January 1972

MEMORANDUM FOR THE RECORD

SUBJECT: Youth Survey -- DDS

1. Interview Sample -- How Representative?

At least one professional from each DDS office (except the Office of the DDS himself) was interviewed. I believe there was a sufficient pattern in the views of the young professionals and managers to consider this sample representative of non-CT young professionals in the Directorate. (The CT factor is discussed in section four, Career Development.) I say "representative", but then must qualify for the obvious reason that the sample is such a small one. Therefore the conclusions are submitted timidly and tentatively.

Two generalizations provide the context for my conclusions.

First, the sample is not representative of "youth," as perceived by the interviewees themselves and as considered in general usage. (For the sake of comparison, I'm defining "youth" among Agency professionals as under 25, possessing at least the baccalaureate degree, and probably starting their first full-time job. My "youth" impressions are drawn from informal discussions with recent EODs during orientation training.) Eight of the ten interviewees were 30 or over, and seven had five or more years in the Agency. I contrast the attitudes of "youth" (as I defined them) and these young professionals as conceptually comparable to the "first-tour" army man vs. the soldier who has re-enlisted, and in so doing psychologically reinforced his sense of commitment to organization and occupation.

The second generalization is the "specialist" factor - all are committed to their present type of work and, with one exception, to their career service. The exception is a records management officer who felt that this should be a separate career service, as records management skills are utilized by all components. He stated that he now falls between the two career channels in his office - administrator and technical specialist.

2. Agency Mission and Image

No interviewee had difficulty identifying with Agency mission or image. Most had a limited view of the scope of our mission and

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activities. One young professional and one manager commented on their amazement in this regard after the former took the DDS "Trends and Highlights" course and the latter the Mid-Career Executive Development course (after 11 years in the Agency). Public criticism of the Agency as an organization or for its role in Indo-China, Cuba, etc. did not bother any interviewee. Indeed, the reaction of two was that we were too responsive to public opinion, and should be more active operationally. I conclude that the DDS sample is not critically concerned with U.S. foreign policy formulation and execution, or with world affairs in general.

3. Present Jobs and Supervision

Seven interviewees were enthusiastic about their present jobs and recognition received. Two were dissatisfied for lack of challenge, the third for heavy work load. All are content with their job specialty -- dissatisfaction reflects more upon poor supervision and distribution of work. The same generalization can be made of the management sample, with one changing career service to advance himself in his job specialty (data processing). Those critical of their supervisors acknowledged the latter's competence in their specialty -- criticism was directed at their managerial effectiveness. The same conclusion can be drawn from the management sample. These observations underscore my characterization of the DDS as a directorate of technical specialists. The one exception would be OTR, which draws so heavily on rotateses from other directorates for instruction and staff functions.

4. Career Development and Promotions

I noted in the first section that the interviewees viewed career development in terms of their present office, and in terms of continued improvement in application of their present skills. Half of my sample either lacks a baccalaureate or earned theirs after beginning Agency employment. Two others have specialties (scientific linguist, electronic engineer) with limited application. I contrast this sample with the "generalist" concept expounded for CTs in the mid-1960s. The generalist concept never reached the dimensions hoped for, either numerically or in a developmental sense. But I would hypothesize that the significant influx of CTs into the DDS beginning in the 1960s -- CTs with a broader educational base and expanded view of the Agency through their training program -- will generate pressures for careers spanning several directorate offices. Three DDS managers commented that even those coming into their office via direct hire were better educated than EODs of their generation and "later" (ill-defined).

These comments are to introduce the concept of "career development" -- a non-existent phenomenon in the DDS. Management and young professional interviewees who have held two or more positions described their rotations as usually welcome but "hit-or-miss" propositions. DDS offices do encourage rotation, but no one could identify a pattern of career development in their movements.

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Most of my sample had been promoted rapidly and appreciated this fact. Similarly, most anticipated a "hump" in the near future -- which they assessed as resulting from one of the following:

d. "Deadwood" in slots. This was attributed to senior Agency officials' paternalism in retaining older officers who were no longer competent. This criticism was implicit in the comments of those describing the Agency as "top-heavy" in grade structure.

b. Promotions based on "paper requirements," not on ability. This could mean required time in grade, set patterns of job experience matching those of managers, requirement of baccalaureate degree regardless of professional competence, or non-competitive promotion policies within career services.

c. Reluctance of managers to give responsibility or on-job-training to young professionals because of their own job insecurity.

Several concluded that a basic problem was the imprecision of Agency retirement programs. If senior professionals were obligated to retire at reaching a set service-age figure (assumption that retirement age would be lowered), they would be more prepared to encourage and train the more competent young professionals.

The role of training in career development got a mixed response. Differing office philosophies are apparent -- most encourage external training (e.g., college courses), but often do not program for Agency training. One manager from O/L said he has had more training in the past two years than in his first 16 years in the Agency. As an ST careerist, I believe this reflects a fundamental Agency problem of relating OTR capabilities to component needs -- a communications gap.

Performance evaluation, and particularly fitness reports, were considered fair by interviewees. Managers viewed them as necessary, good in concept, but too often compromised by the evaluator taking the line of least resistance by grading "down-the-middle." The fitness report as the basic device for performance evaluation was accepted as conceptually the most effective tool to keep manager and professional aware of their relationship.

5. Communications

Most interviewees spoke of the natural barriers of "need-to-know" and compartmentation limiting the forms and content of communications within the Agency. But the consensus was that these alone were not satisfactory explanations for the proliferation of channels and their own ignorance of much of the Agency's functioning and mission. Those in the Agency five years or more agreed that informal communications -- friends in other components -- were the most important means for keeping in touch and often for finding shortcuts for action and/or information

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to fulfill their own responsibilities. Staff meetings too often were purely for highly selective communication downward.

Despite these complaints, the consensus was that communication between manager and professional was improving at most levels -- as noted in the next section.

6. How The Agency Is Run

"The Agency is growing more bureaucratic ... "

"We don't have as much red tape as other Government agencies, but "

"We're top-heavy, providing jobs for old-timers who no longer produce ... "

These were recurring criticisms, and yet a consensus conclusion was a positive one -- the Agency is becoming "more people-conscious, less mission-conscious." Three office chiefs were cited in particular as encouraging this -- Jack Blake (O/L), Lester Bush (now retired)(O/F), and Dr. Tietgen (O/MS). Thus the overview was a hopeful one. But three basic areas of concern were cited as serious and solutions difficult -- rapidly increasing size of the Agency, communications, and "deadwood" blocking career advancement.

TRANSMITTAL SLIP		DATE
TO: <i>Jones</i>		
ROOM NO.	BUILDING	
REMARKS: <i>For the "Lang Range Planning" file please.</i>		
FROM: <i>[Signature]</i>		
ROOM NO.	BUILDING	EXTENSION

FORM NO. 241
1 FEB 55

REPLACES FORM 36-8
WHICH MAY BE USED.

(47)