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CHAPTER FIVE

CREATING A MORE DIVERSE WORKFORCE

This chapter reviews the intelligence agencies' efforts to recruit and promote women and members of minority groups, and the extent to which the agencies took advantage of their growth environments to make their workforces more diverse ones. Recognizing that organizations must do more than simply bring new people into their workforces, the panel also examined retention and promotion rates and agency efforts to help their staffs deal with people from all racial and ethnic groups in the workplace.

Throughout the chapter, the terms "professional" and "administrative" are used. These refer to the intelligence agencies' classification of employees, as this is done to align with the five employment categories established by OPM. The PATCO categories are: professional, administrative, technical, clerical and other. Some intelligence agencies classify a large proportion of "professional" employees (i.e. intelligence analysts, case officers) in the OPM professional category. Others use the administrative designation, as the FBI does for special agents. *2*

THEREFORE Thus, when intelligence agency equal employment levels are compared to those of other federal agencies, NAPA compared them to ~~federal agencies which classify their workforces in a similar manner.~~
COMPARABLE GROUPS IN THE OF THE OTHER AGENCIES.

The intelligence agencies have been in the enviable position of having much larger staffing level growth than the government-wide rate of two percent. For the four agencies whose equal employment profiles and policies NAPA analyzed, the percent of civilian staff increases from fiscal years 1982 to 1987 were: CIA, [redacted] and FBI, 18 percent.

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I. Marked Variations in Workforce Profiles

Table 1 summarizes the changes of the intelligence agencies' employment profiles between 1982 and 1987, and compares them to government-wide data for approximately the same period.

Given their rates of agency growth, NAPA expected that there would be growth in the proportion of women and members of minority groups in each agency's workforce. In fact, the proportion of women rose in all agencies, with the proportion of professional women growing more than the government-wide proportion, except at DIA. The FBI's proportion of professional women increased the most, but it did start from the smallest base. The FBI did, however, have the smallest rate of staff growth through which to increase its proportion of professional women. DIA, which had the largest proportion of staff growth, had the smallest proportional increase of female professional staff. The CIA and NSA are both above the government-wide proportion and have the largest proportions of women in their professional workforces.

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The annual rate of growth in the proportion of members of minority groups as part of the total workforce was greatest at DIA (1 percent per year), and much smaller at NSA (.2 percent), the FBI (.1 percent) and the CIA (no growth). It should be noted that the FBI has the largest proportion of staff who are members of minority groups (24.8 percent), so their rate of growth, while not large, was computed on a much larger base. NSA's growth was also based on a fairly large starting base (14.6 percent of all staff, rising to 19.4 percent).

No intelligence agency is equal to the government-wide proportion (15.0 percent) of members of minority groups among the professional staff; FBI is the closest, with 11.2 percent. DIA had the second highest annual rate of growth in this area, the CIA had no growth and NSA very little.

After examining each agency's staff distribution, NAPA compared each to a set of other government agencies. Tables 2 and 3 show some of the comparative agency statistics. In all cases, the intelligence agencies were at or near the bottom of the ranking in terms of members of minority groups in professional or professional/administrative positions. The FBI and DIA also ranked lower in terms of the proportion of women in the professional ranks, but CIA and NSA compared favorably.

Government-wide, few women or members of minority groups are in supergrade jobs -- 91.7 percent are filled by men and 93.2 percent whites. No intelligence agency, however, did even this well.

II. Recruitment Efforts

All of the agencies have special emphasis recruiting programs, though the levels of focus seem to differ somewhat.

The CIA emphasizes its college student programs, some of which are designed to attract minority students, either directly or through college administrators and placement directors. The NSA Black Affairs and Hispanic special emphasis program managers and the undergraduate training program manager are the focus of a great deal of that agency's outreach. The FBI has a centralized recruiting program, in terms of advertising and promotional efforts, with much direct recruiting done through staff in its field office. DIA focuses employment advertising and site recruitment toward minority educational institutions.

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One base against which to compare IC agency recruitment results is the composition of college graduating groups. Just over 50 percent of 1984/85 U.S. college graduates with bachelor's degrees were women, and 12 percent were members of minority groups.

Most of the agencies' recruitment levels of women have risen steadily, but the proportion of new hires who are members of minority groups varies somewhat more. In fiscal year 1987, the proportion of professional recruits who were members of minority groups was: FBI, 15 percent; [redacted]

[redacted] These proportions were not constant through the five year period studied. CIA, for example, has increased its proportion from three percent in 1985.

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Conclusions: Recruitment

It is difficult to determine what factors account for the varying levels of increased recruitment of women and members of minority groups. Among those which would affect changing proportions are: occupational groups recruited and the proportion of women and members of minority groups in them; agency level of effort; and agency location(s).

For example, in the panel's judgment, NSA's level of effort appears to be the greatest -- staff are involved throughout the agency; staff and managers have received a lot of training in equal employment issues; and the agency has analyzed its needs and the job market and done some very targeted recruiting. Yet, the proportion of professional staff who are members of minority groups has risen

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[redacted]
DIA's level of effort, as they described it, was less than any other agency's, yet that agency achieved a greater annual rate of growth than NSA or the CIA. DIA started out with nearly the same proportion of professional staff who were members of minority groups, and was able to increase the proportion by 1.4 percent, compared to CIA's no-growth and NSA's .6 percent.

This leads to consideration of geography -- DIA's sites are in an urban area, with a large minority population, and they are on major public transportation routes. NSA is near urban areas, but is not on major public transportation routes. On the other hand, the CIA and NSA are in similar types of locales, and the CIA's levels of minority representation in its workforce did not grow at all. Public and private organizations have cited transportation ease and child care availability as important factors when recruiting women and members of minority groups, especially for support positions.

III. Working Within the Heterogeneous Workplace

Most organizations concentrate on hiring increasing proportions of women and members of minority groups, but focus less on whether the existing workforce is prepared to work in a more heterogeneous workplace. This is not a comfortable topic to address, in that it requires managers and staff to become more aware of and perhaps discuss their perceptions and feelings, things not easily done.

Without somewhat deliberate consciousness raising, workforces that have been predominantly white and male may not be as likely to absorb women and members of minority groups into the mainstream. How does this translate into organizational policy? It means, among other things, that organizations need to assure that they don't encourage informal communication networks which work around official employee performance systems, and that they must work to assure that women and members of minority groups have the same opportunities to perform the difficult work that leads to recognition and promotions.

It was beyond the scope of NAPA's work to take the pulse of each intelligence agency's organizational culture. However, there are some indicators of "organizational absorption" that can be examined. These include retention and promotion figures, as well as special emphasis programs designed to create a more heterogeneous workplace.

A. Promoting and Retaining Staff

All of the agencies promote women in a proportion greater than their representation in the agency workforce. However, these are aggregate figures, and thus include support staff, whose career ladders more often include the option of yearly promotions. To determine whether staff in like positions were being promoted in similar timeframes would require more discrete data. NAPA did not attempt to compare this data.

Members of minority groups were generally promoted in a proportion closer to their representation in the workforce, with some agencies above and some below the representation level. Again, this data is for all staff, and doesn't permit analysis about promotions through professional ranks.

The intelligence agencies do not appear to do a great deal of analysis of retention figures for minority and female staff. The FBI has done some, and as a result deliberately made some adjustments in its training programs to reduce attrition. These have had a definite, positive impact on retention.

Only CIA and NSA provided aggregate attrition data. While there were not any startling indications, some trends do appear worth monitoring. For example, in NSA, women make up more of those who left in 1987 (43.8 percent) than 1982 (35.0 percent). Members of minority groups had also become a larger proportion of those leaving (rising from 8 to 13 percent). In the CIA, Asian staff seem to leave at a higher rate than others.

B. Preparing the Workplace to Deal with Differences

The agencies described special emphasis training programs, usually discussing them in terms of benefit to members of a special emphasis group and to the organization as a whole. For example, the CIA has three courses in special awareness training for women only, and a fourth for agency male middle managers.

The FBI is developing a new set of programs designed to sensitize managers and supervisors to equal employment issues and provide a greater awareness to all staff. All DIA training courses for managers and supervisors include EEO principles and responsibilities, and EEO courses are included in career ladder training.

NSA held in October 1987 a one-day, off-site seminar for senior executives on "Equal Opportunity and Affirmative Action: The Role of the Executive." The NSA Director and the entire senior staff directorate attended. Designed to provide upper management with sound knowledge of equal employment opportunity and to reaffirm that this is an inherent part of each senior manager's responsibilities, the senior management deemed the seminar a "tremendous success." Since October 1987, 180 senior staff have attended, and the goal is for all managers and supervisors to eventually do so.

Conclusions: Working Within the Heterogeneous Workplace

A more diverse workforce is not created solely by bringing more women and members of minority groups into an organization. Workforce acculturation is especially important in organizations whose staffs were predominantly white, male and stable for a long period. This is not to presume that existing staff would not welcome their new associates, but to recognize that dealing with differences in the workforce is often a learning process in any institution.

The intelligence agencies have made different levels of effort in providing acculturation training. All now appear to be very aware of the importance of this, and this awareness is reflected in ongoing efforts. In the panel's judgment, NSA's programs seem to involve the most outreach to all staff and the most visible amount of top management participation commitment. Other agency heads have expressed strong commitment, but NSA leaders have made their commitment more apparent.

The panel cannot assess the movement of women and members of minority groups through middle management toward senior level positions. The agencies now gather data to examine entry level statistics and promotions, but are not as geared to examining, for example, the proportion of minority and female staff who enter who make it to the top of career ladders or to senior management. This is reflected in the relative lack of analysis of retention data (except within the FBI), as compared to the attention paid to hiring information.

IV. What the Future Holds

Any discussion of intelligence agencies' special emphasis employment efforts has to be in the context of the occupations they recruit for and the expected demographics of the future workforce. Most professional positions in the intelligence agencies are for those with at least one college degree, and the agencies seek to recruit at or near the top of graduating classes or professions.

In the next decade, there will be fewer new entrants to the workforce, and a larger proportion of them may not have the level of skills needed in the intelligence agencies. More of the young people who will comprise the workforce will be from "at risk" families (those in poverty, where English is not the first language, and in which there is only one parent in the household). A disproportionate number of these at risk children (and later, entrants to the workforce) will be members of minority groups, that segment of the U.S. population which will comprise 29 percent of new entrants to the workforce between now and the year 2000. (See detailed discussion in Chapter Two.)

Why will more of these young people perhaps not have the skills needed for intelligence agency work? College attendance rates have historically been higher among whites than for blacks and Hispanics, a function in part of the larger proportion of white high school students who graduate than blacks and Hispanics (83 percent of whites, 75 percent of blacks and 60 percent of Hispanics in 1984). While the proportions who graduate from high school have risen (up

seven percent for blacks since 1978 and four percent for Hispanics), recent evidence does not suggest increases in college-going participation rates for minority group high school graduates. In addition, smaller numbers and proportions of new Ph.D.s are members of minority groups. Within this smaller number, women from minority groups often now comprise a larger proportion than men.

This discussion is not meant to imply that young adults who are members of minority groups are intrinsically less qualified for intelligence agency work. It is important to recognize that not only will a large proportion of new entrants to the U.S. workforce be members of minority groups, but that since many will be from "at risk" families they -- as well as the white children from "at risk" families -- will be less prepared for many of the hi-tech jobs of the future, and the intelligence agencies have a larger proportion of these positions than do many other federal agencies.

While there will be a continuing need for employees with sophisticated skills, some of the agencies use a number of technicians or para professional staff. In these areas, the agencies' recruitment programs and employee development policies may have more impact on the composition of their workforce.

A report prepared for the Department of Labor -- **Opportunity 2000: Creative Affirmative Action Strategies for a Changing Workforce** -- concludes that, as a nation, employers need to increase their investment in human capital. Essentially, employers will have to adopt the costliest, but most effective method of preparing the economically disadvantaged for the workplace. They will have to do what many public schools have not been able to do: train workers in the skills necessary to do a job.

The report notes that, while many firms have long carried out special task-related training, the concept of training is expanding as the quality of public school graduates declines and the number of drop-outs increases. Thus, while training in the past typically involved building upon basic skills the employee brought to the job, the training in many companies today often includes such basic skills as literacy, simple mathematics and work habits. ✓

CONCLUSIONS AND RECOMMENDATIONS: CREATING A MORE DIVERSE WORKFORCE

To ignore the trends discussed in this chapter would be to avoid coping with them. To avoid coping with them would reduce the likelihood that intelligence agencies can continue to make their workforces more diverse or even maintain the proportions they have achieved.

As the public and private sector employers continue efforts to increase members of minority groups in their workforces, the federal government -- which practiced equal opportunity earlier and was thus able to attract a larger proportion of talented members of minority groups -- will face much stiffer competition for these individuals. Given their specialized skill needs, the intelligence agencies will find competition even tougher than at the present.

The basic message here is "if you think it was tough before, just wait." Given this, it becomes even more important to analyze the immediate past and current intelligence agency special emphasis recruiting efforts. Lessons learned need to be expeditiously applied.

In a period of large staff increases, the intelligence agencies have made gains in hiring women, and some gains in hiring members of minority groups. Gains in hiring members of minority groups to the professional or professional/administrative positions have not been large in any organization. The FBI did better than the other intelligence agencies, DIA improved somewhat, and NSA and CIA had little or no change in that proportion of their professional workforces composed of members of minority groups. While this is not an area in which the agencies can be judged only on numbers, aggregate data do offer useful comparisons.

The panel believes that top management of the intelligence agencies did not focus on equal employment issues in hiring to the extent that domestic agencies were focusing on it during this period of rapid growth. The intelligence agencies did not take advantage of their massive growth to bring in and move up members of minority groups.

Having said this, it is important to recognize that many of the occupations for which the agencies hire are not those that have traditionally attracted large numbers of women and members of minority groups. Thus, to compare an IC agency with the Veterans Administration, with its large complement of nurses -- a traditional profession for women -- is not a fair comparison.

The panel also recognizes that the IC agencies had smaller hiring requirements immediately prior to 1981, given the lack of personnel growth and, in some cases, decreases. To go from slow/no-growth to large growth is a massive administrative undertaking. The differing levels of success in recruiting members of minority groups does raise questions as to whether some agencies developed effective special emphasis hiring programs more quickly than others.

The agencies now describe recruiting programs that indicate strong top management interest and active levels of effort. They have carefully defined targets for special emphasis recruiting and have developed advertising and on-site efforts in a range of academic and professional organizations.

The panel cautions that, given current compensation inequities and projected workforce contractions, it will be difficult for the IC agencies to recruit employees in exact proportions to the racial and gender distribution of college graduating classes. Thus, strong special emphasis recruitment programs may not be reflected as quickly in recruiting results as they might in growth periods. However, the projected employment market makes it all the more important that the IC agencies continue these efforts.

Most of what the NAPA panel believes needs to be done is a question of an enhanced degree of effort rather than a new activity. The panel recommends that the intelligencies conduct regular analysis of retention, promotion and training participation data. If the agencies are to retain the employees they have worked so hard to attract, they need to make concerted efforts in these areas.

The panel firmly believes that intelligence agency equal employment efforts need strong commitment from the agency head and senior staff, and should be integrated into overall workforce management -- recruiting, training, career development and succession planning. While special emphasis activities are important, managers must understand that they have a day-to-day responsibility to make their agencies' workforces more diverse, at all levels.

Some of the NAPA recommendations are best stated in terms of recent congressional initiatives.

~~The fiscal year 1989 Intelligence Authorization Act (P.L. 100-453) requires the DCI and the secretary of defense to submit to the House Permanent Select Committee on Intelligence and the Senate Select Committee on Intelligence a report analyzing each equal employment opportunity group's representation in the CIA and the NSA.~~ The proposal also required that agencies prepare a plan to address underrepresentation of any such equal employment group by September 30, 1991. ~~The House report on the bill emphasizes that its purpose in requiring an equal employment opportunity plan was not to set inflexible goals or hiring quotas, but rather to identify weaknesses in minority representation and participation, strengthen existing programs to acquire better minority representation and focus new resources and higher priority attention across the equal employment opportunity spectrum.~~ The panel supports this initiative.

Further, the panel recommends that:

- this initiative be extended to DIA and the FBI;
- ~~the Intelligence Community Staff receive and monitor these reports; and~~
- these agencies share with each other their successful techniques in achieving these goals.

To help the intelligence agencies reach the goals embodied in these proposals, the Congress needs to recognize employment market realities, and work with the IC community to create a work environment that will permit the intelligence agencies to recruit the most diverse workforce possible. Some of these issues relate to compensation and benefits, and are discussed in chapter six of this report.

Other innovations must come from within the intelligence agencies themselves. They have taken creative steps (such as the CIA's college placement director meetings), but need to do more. The panel recommends that the intelligence agencies consider some of the options recently adopted by the private sector, such as the "adopt a school" programs or agency-sponsored high-school debating teams.

In the last analysis, the panel recommends that top management in each of the intelligence agencies must make a sustained commitment to recruit members of minority groups and to assure that women and members of minority groups advance to top positions.

393 November 28, 1988