

National Academy of Public Administration
Chartered by Congress

April 21, 1988

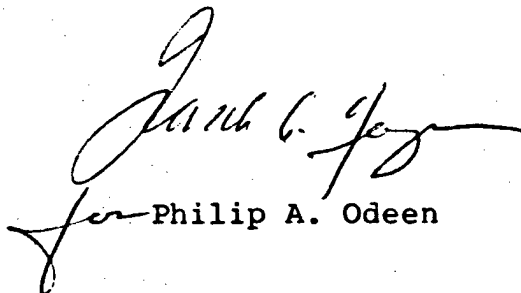
The Honorable Louis Stokes
Chairman, House Permanent Select Committee on Intelligence
H-405 Capitol Building
Washington, DC 20515

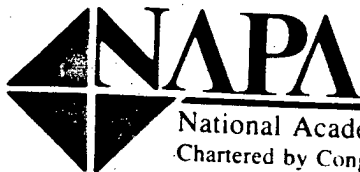
Through: Judge William H. Webster
Director of Central Intelligence

Dear Chairman Stokes,

I am pleased on behalf of the National Academy of Public Administration's Panel for the study of the Intelligence Personnel Systems to transmit the May 1st interim report as requested by the Congress in the Conference Report for the FY88 Intelligence Authorization Act. A copy of this document is being sent to the Honorable David L. Boren, Chairman, Senate Select Committee on Intelligence.

Sincerely,


for Philip A. Odeen



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April 21, 1988

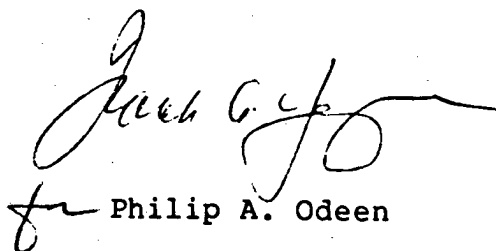
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Chairman, Senate Select Committee on Intelligence
SH-211 Hart Senate Office Building
Washington, DC 20510

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INTERIM REPORT

OF THE NATIONAL ACADEMY OF PUBLIC ADMINISTRATION PANEL

FOR THE

STUDY OF INTELLIGENCE PERSONNEL SYSTEMS

MAY 1, 1988

1120 G Street, N.W., Suite 540 Washington, D.C. 20005 (202) 347-3190

INTERIM REPORT
STUDY OF THE INTELLIGENCE PERSONNEL SYSTEMS

Organizational Status

As required in the Intelligence Authorization Act for Fiscal Year 1988 (Title VII, Section 701), the Director of Central Intelligence contracted with the National Academy of Public Administration (NAPA) for a comprehensive review and comparative analysis of the civilian personnel management and compensation systems of the Intelligence Community (IC). The Academy has convened a Panel of public and private sector officials (Attachment A), some of whom have held senior intelligence posts, to assess the current situation and recommend any legislative or regulatory changes deemed needed to improve the effectiveness of IC personnel systems.

The Panel is assisted by a project staff which develops options and recommendations for the Panel's review. The staff is composed of former intelligence agency employees, experts in federal human resource management issues and experienced analysts. The combination of diversity and experience will permit critical analysis within a knowledgeable environment.

As specified in Section 701(e), the Director of the Intelligence Community Staff has provided the requested support and access to necessary information. Panel members and project staff have been provided security clearances. Secured office space was provided. To facilitate access and coordination, the Intelligence Community staff established a Study Steering Group of senior representatives of the personnel functions from each intelligence organization and this group has been meeting every week to facilitate the work of the project.

The contract for the study was signed February 17, 1988. Pertinent background papers leading to the contract are: a) the Terms of Reference generated by the Intelligence Community, dated January 19, 1988; and b) the National Academy of Public Administration's proposal, dated February 12, 1988. Both are included under Attachment B.

Agency Initiatives

One of the objectives of the two interim reports -- this one and the one on August 1, 1988 -- is for the Panel to address proposed changes to personnel management and compensation systems that intelligence organizations believe are important to implement before the overall study is completed.

All of the agencies were asked if they had proposals they wanted the Panel to evaluate in this context. The Central Intelligence Agency (CIA) identified the concept of a flexible benefits program as a change they would like the Panel to address. Under it, staff will have more flexibility to select benefits, paying for them with the government's contribution supplemented by employee contributions. A report on this initiative, with Panel recommendations, will be provided as soon as the analysis and Panel review can be completed.

It is possible the Panel may examine and make recommendations on NSA's proposals for a flexible pay system and for a bonus program before the Panel's January 1989 report.

The CIA has a number of other changes that they want to undertake which they believe are not significant and do not have Community-wide implications. The project staff has been briefed on them and will discuss them with the staffs of the Senate and House Intelligence Committees and the Panel Chair before advising CIA whether or not to proceed. — ?

Development of the Baseline Comparison

Prior to beginning detailed field work, the project staff requested comparable personnel-related data from each agency. The information was organized as follows:

Organization of Agency

Legal Basis for Agency Personnel Programs

Changes in Personnel Programs since 1978

Major Issues/Problems in the Agency
Personnel Program

Changes Considered to be Needed in Controlling
Personnel Law and/or Regulation

Significant Changes Considered Needed in Personnel
Program and Which can be Made within Existing
Authorities but are Being Delayed by the 1988
Appropriation Act Conference Report Language

Experience in Recruiting and Retaining People
with Critical Skills

Addressing the Future Workforce Needs of the Agency

Overview of Current Personnel Policies and Practices

Competition between IC Agencies in Personnel
Programs

To further familiarize themselves with each agency's personnel system and to become better acquainted with cross-cutting issues, the project staff held an intensive two-day meeting with representatives of the IC Staff, the Central Intelligence Agency (CIA), the National Security Agency (NSA), the Defense Intelligence Agency (DIA), Military Intelligence, the Federal Bureau of Investigation (FBI) and the State Department's Bureau of Intelligence and Research (INR). This off-site session provided the requisite background for project staff to develop separate profiles and issue statements for each of the agencies.

After analyzing the information on each agency, project staff developed a matrix which compared like data, with emphasis on the history of changes to the different personnel systems and on changes now perceived needed. This matrix will be further refined throughout the study, and will provide the framework for the comparative analysis requested by the Intelligence Committees of the Congress.

Using this information, the NAPA Panel held its first meeting on April 1, 1988. During that session, its members met with staff of the House Permanent Select Committee on Intelligence and the Senate Select Committee on Intelligence and, separately, with senior leaders of the Intelligence Community agencies. Discussion with Committee staff provided background on congressional rationale for the study and expectations for results. Senior agency representatives further discussed employment trends and impediments the current personnel systems impose on effective operations.

Early Observations

The IC personnel systems range from close adherence to Title 5 of the U.S. Code, relating to personnel and overseen by the Office of Personnel Management, to more flexible systems such as those of CIA and DIA. A major difference between staffs of intelligence agencies and those of other government

entities is the security requirements: the ensuing lifestyle limitations while employed and the constraints placed on employees once they leave employment with an intelligence organization. This is often cited as the major reason IC agencies believe their staffs should be compensated differently than other civil servants.

There is an increasing demand by executive branch agencies for greater flexibility in managing their human resources. The climate for change in federal personnel management has contributed and will continue to contribute to the intelligence agencies having more flexible systems. The Office of Personnel Management, through delegation and deregulation, and the Congress, through specific demonstration authorities, like those recently given the National Bureau of Standards, are responding to these demands. These are largely driven by the mission requirements of these agencies.

Central to this study will be the Panel's assessment of the "uniqueness" of the missions of the intelligence agencies and the implied need for even greater flexibility to support them. To some extent, this flexibility justification is already reflected in authorities granted to the various intelligence agencies. However, these authorities need to be assessed in terms of the consistency of their application among intelligence agencies and between the intelligence agencies and the rest of government.

In examining staffing patterns and vacancy rates available to date, the Panel does not see clear patterns of staff shortages in the critical skill areas of engineering, computer science, languages or mathematics. What cannot yet be determined is whether the quality of candidates now recruited is as high as that of the past, or whether the more attractive private sector salaries and benefits are attracting the best recent graduates or most talented current employees. Because the IC agencies report little long-range workforce planning, it is not clear whether staff shortages will be a more critical problem in the next 10 years. Further investigation will be conducted in this area.

There are variations in pay and benefits patterns among the intelligence agencies, and these appear to cause morale and equity problems, especially overseas. For example, Foreign Service and CIA employees receive more generous overseas allowances than do other employees in apparently similar occupations. Thus, even if they work in the same hallway doing the same level of work, the staffs receive varying paychecks. More detailed analysis will be conducted to determine the extent and seriousness of this problem.

Issues to be Analyzed

The Panel will examine the issues outlined below in the context of the existing missions of the IC agencies. The Panel's will consider the strategic trends in the intelligence function and the economic, social and demographic trends in U.S. society. However, given the uncertainty in projecting future missions, emphasis will be on suggesting changes that would permit agencies to design systems sufficiently flexible to meet a wide range of operating circumstances and changing needs.

The Panel concluded that the primary areas of investigation will be total compensation, training and career development, staffing, equal employment opportunity, and future human resources management (HRM) needs of the IC agencies.

These areas will be examined in the context of the broad issues stated in the Authorization Act and the contract: whether the present and planned HRM systems will be able to attract and retain the highest quality personnel; whether there is a need to significantly alter HRM systems to meet future change; and whether there are significant differences in the HRM problems confronting the intelligence community agencies in contrast to other federal agencies and in contrast to each other.

There will be several lines of inquiry for each area:

1. Total Compensation

--Two aspects on pay: the impact of the pay cap and the need for increased agency flexibility in the use of the pay system within cap limits.

--Two aspects on benefits: to what degree the nature of intelligence work justifies benefits enhancement and to what degree the intelligence agencies need increased flexibility in using benefits to better meet the needs of a changing workforce.

--Compensation and benefits comparability for staff in overseas assignments, including a comparison with the Foreign Service, and a comparison of compensation practices in high cost of living areas within the United States.

--Specific pay and benefit issues -- cited in the contract and/or developed in the course of the study -- which affect the ability of the intelligence community agencies to compete with the private sector and with other federal agencies for top quality personnel.

--Comparative data on the costs of federal staff as compared to contract staff.

--The dual compensation provision for retired military officers as an impediment to recruitment for positions that require specialized military intelligence experience.

2. Career Development and Training

--Career development programs: how they support current and projected staffing and skill needs of the agencies.

--Training and retraining programs in the agencies and how they are linked to improving job performance and meeting current and future skill needs.

--Adequacy of resources for training and career development programs.

--Use of workforce and succession planning programs to define and guide staffing, training and career development program needs of the agencies.

3. Staffing

--Current and projected skill shortage and retention problems which threaten accomplishment of agency missions.

--The impact of the more stringent personnel security requirements of the IC agencies on the ability of the agencies to compete in the labor market. Included here will be whether the length of time between an offer of employment and entry on duty causes some good candidates to accept other positions.

--Projections of agency staffing needs from the current staff base. The impact of congressional personnel authorizations for the IC agencies and the effect of congressional action on pay and benefits will be assessed.

--Possible means of evaluating the quality of new staff being employed and retained now and in the future.

4. Equal Employment Opportunity

--Analysis of each agency's equal employment profile.

--What each agency is doing to enhance the representation of female and minority staff in the organization.

5. Organizational Issues

--The role of the DCI in providing guidance and direction to the intelligence community agencies' HRM programs and for performing an on-going oversight of HRM.

The Panel also considered examining the potential impact of wartime operations on those intelligence functions heavily dependent on civilian personnel. While recognizing the importance of this issue, the Panel believed it to be beyond the scope of the study envisioned in the Authorization Act.

The study will be directed primarily to the CIA, NSA, DIA, and FBI. Redesign of the civilian personnel systems of the military intelligence agencies is underway, and is not scheduled for implementation until October 1988. The Panel's findings and recommendations should be useful in assessing these changes. Study of the State INR activity will be limited, given its size and the fact that it is so integrated into the regular Foreign Service and civil service personnel systems of that large Department.

Schedule for Studies

The Panel's work is organized to reflect the interim and final reporting dates specified in the Authorization Act.

Between May 1 and August 1, the Panel will review issues associated with staffing, equal employment opportunity, career development and training, and will complete a baseline comparison of the agencies' personnel systems. The August 1 report will have findings and tentative recommendations in these areas.

By early October 1988, the Panel expects to complete its work on total compensation and organizational issues. It will meet to discuss these issues and the overall thrusts of the final report. By early November, the project staff will prepare the initial draft of the January 1989 report, and the Panel will meet to review it. Thus, by December 1988, the final report should be nearing completion.

Attachment A: Panel Biographies

Attachment B: Terms of Reference and NAPA Proposal

NAPA PANEL FOR INTELLIGENCE
COMMUNITY PERSONNEL STUDY

PHILIP ODEEN* - PANEL CHAIR: Regional Managing Partner, Coopers and Lybrand. Served as Vice President for Wilson Sporting Goods, Co.; Director of Program Analysis, National Security Council and Principal Deputy Assistant Secretary of Defense for Systems Analysis. Is Chair of the Washington World Affairs Council and Subcommittee Chair on President's Commission on Military Compensation. Assisted Frank Carlucci in transition to becoming National Security Council Advisor.

JULIUS BECTON - Director, Federal Emergency Management Agency, retired as a Lieutenant General of the U.S. Army in 1983 from the position of Deputy Commanding General of the Army's Training and Doctrine Command. He had been Commander of the 7th Corps in Germany and of the 1st Cavalry in Fort Hood, Texas earlier in his career.

JAMES COLVARD* - Assistant Director for Tactical Systems, Applied Physics Laboratory at John Hopkins Universtiy. He has served as Deputy Director, Office of Personnel Management; Deputy Chief of Naval Materiel; Technical Director, Naval Weapons Laboratory; and Technical Director, Naval Surface Weapons Center.

BOBBY INMAN* - Chairman and CEO, Westmark Systems, Inc. Former Chairman and CEO of Microelectronics and Computer Technology Corporation. Served as Deputy Director of Central Intelligence and Director of the National Security Agency.

CAROL LAISE* - Ambassador, Retired. Served as Assistant Secretary of State for Public Affairs, Director General of the Foreign Service, Ambassador to Nepal, and Director of the Division of South Asian Affairs. Member of the Council on Foreign Relations.

FRED MEUTER - Manager, Executive Compensation, Xerox Corporation. Twenty-nine years of broad-based compensation experience with major corporations, e.g. TRW and 3M. Combat Intelligence Officer, U.S. Air Force during Korean conflict. FBI Special Agent for six years.

WILLIAM MILLER* - President, American Committee on U.S. Soviet Relations. Has served as Associate Dean and Adjunct Professor, Fletcher School of Law and Diplomacy, Tufts University; Staff Director, Senate Select Committee on Intelligence; Special Assistant to Senator John Sherman Cooper of Kentucky; and as a Foreign Service Officer in Washington and Iran.

*Academy Members

January 20, 1988

Attachment B

Study of Intelligence Personnel Systems

Terms of Reference

Background

The Intelligence Authorization Act for Fiscal Year 1988 (Title VII, Section 701) requires the Director of Central Intelligence to contract with the National Academy of Public Administration (NAPA) for a comprehensive review and comparative analysis of the civilian personnel management and compensation systems of the Intelligence Community. The analysis is to include an assessment of the adequacy of existing personnel systems to support the missions of the various intelligence organizations. NAPA is also directed to make recommendations for additional legislation and regulatory or other changes that are deemed advisable to improve the effectiveness of the separate systems.

Scope and Emphasis

For the purpose of the study, the "Intelligence Community" will be CIA, NSA, DIA, State/INR, FBI/FCI, and the intelligence elements of the military services.

The study is intended to be an objective, classified review of the Intelligence Community's personnel management and compensation systems. The aim is to provide a baseline understanding of the effect of these systems on

the ability of intelligence organizations to perform current and future missions. In carrying out the study, NAPA will examine issues and programs bearing on recruitment, retention, and effective management of employees. Attention should be paid to the consequences of pay and evaluation aspects of personnel systems and to programs related to needs for certain critical skills and occupations. Career development and employee support programs should also be examined, as should infrastructure support for personnel management. The interim and final reports should also provide NAPA's recommendations regarding proposed and potential legislation affecting the intelligence personnel systems.

Broad Objectives

The study should achieve the following broad objectives:

- o An examination of the need for significant change in existing Intelligence Community human resource management systems implied in current economic, social, and demographic trends.
- o An examination of present and planned Intelligence Community personnel systems to ascertain if they will be able to attract and retain the highest quality personnel through the 1990s, including identification and specification of necessary improvements and required legislative proposals.
- o A comparison of Intelligence Community personnel systems with the federal civil service, including identification and analysis of

personnel issues facing the Intelligence Community that differ significantly from those facing the federal government in general.

- o A comparison of the personnel needs and requirements facing the individual members of the Intelligence Community, with due regard for the differing missions, risks, job requirements and environments of the agencies, departments, and offices involved.
- o Recommendations, if warranted, for legislative, regulative, or other changes in personnel and/or compensation programs based on the unique nature of intelligence activities.

Areas of Inquiry

In the course of meeting the broad objectives, the study should address the following specific areas:

- o Competition Intelligence Community competition for human resources is primarily with the private sector. The total compensation package (pay, benefits, and awards) should be evaluated to determine what needs to be done to make the Intelligence Community competitive in the 1990s in the private sector market in which it competes.
- o Security Special security, cover, lifestyle, and professional restrictions should be examined to determine how they should be recognized in the total compensation packages.

- o Rewards Mechanisms and programs for rewarding employees should be evaluated.
- o Training The resources necessary for retraining to meet changing staffing requirements should be analyzed. Areas that should be assessed include the adequacy of current training and employee development programs throughout the Intelligence Community (as they relate to occupational skills training and the availability of training) and the adequacy of resource commitments to these endeavors.
- o Work Environment The quality of work environment in each agency, including availability of appropriate facilities and equipment, should be compared with corresponding elements in the private sector.
- o Retirement Systems Existing retirement systems should be evaluated as both a managerial tool and an employee incentive. The focus here should be derived from the vagaries of ceiling and special skill needs and the consequent expectation that age and promotion bubbles will arise. The evaluation should emphasize problems of plateauing and the need to ensure appropriate employee throughput.
- o Flexibility The changing and expanding nature of intelligence requirements and the growing interdisciplinary, interagency character of intelligence work require managers to have greater staffing and pay flexibility in organizing the work force. The study should explore the appropriateness and feasibility of establishing

- alternatives to the General Schedule and/or restructuring the General Schedule to provide greater management flexibility.
- o Occupational Pay Occupational pay should be evaluated as an approach to pay administration.
 - o Leave and Benefits Alternative leave and benefit programs should be evaluated with respect to the need to accommodate the modern work force, which contains an increasing number of dual-income families and single parents.
 - o Career Development The adequacy of career development programs in the face of dynamic change should be examined. Attention should be paid to existing and potential programs, including efforts to recognize the roles of both managers and specialists.
 - o Wartime Operations The potential impact of wartime operations on civilian personnel should be addressed, especially with respect to the need for continuity of critical functions in the US and overseas.

Steering and Guidance

A Study Steering Group (SSG), chaired by a member of the Intelligence Community Staff, with representatives (one each) from the Central Intelligence Agency, the National Security Agency, the Defense Intelligence Agency, the Department of State's Bureau of Intelligence and Research, the Federal Bureau

of Investigation, and US Army Intelligence (representing all the military services) will be formed to guide and facilitate NAPA's work, to assure that necessary support is provided from participating agencies, and to assist the Intelligence Community Staff in carrying out its role as agent for the DCI in reviewing and overseeing the study. The Intelligence Community staff will provide the Contracting Officer's Technical Representative (COTR) for the study.

The SSG will identify within each participating agency or entity a focal point for all study-related activity within that organization, including responses to NAPA's requests for information. NAPA will coordinate all of its activities through these focal points. Both NAPA and the focal points will keep the COTR and SSG aware of progress and problems.

The SSG will receive guidance and overall direction from a Study Management Policy Group (SMPG). The SMPG will be chaired by the Director of the Intelligence Community Staff and will be composed of NFIC-level representatives of the intelligence organizations participating in the study. The SMPG will act for the DCI in the review of the interim reports and will make recommendations to the DCI regarding the final report.

Security

Names of the NAPA study team and panel will be provided to the COTR prior to commencement of the study to assure that necessary clearances are obtained from participating organizations.

The COTR will determine that NAPA is provided with suitable secure office space and storage facilities. The focal point for each organization will make such arrangements as may be necessary for office space and secure storage facilities in individual organizational locations.

Methodology and Study Organization

NAPA shall be responsible for the proposal of a study methodology and organization which shall be subject to the approval of the COTR after consultation with the Study Steering Group. The COTR will convey to NAPA any special study focus and guidance received from the Congressional Oversight Committees when it becomes available. In defining the study's scope and tasks, NAPA's proposal shall take into account the funding constraints in the authorizing legislation as well as timing and other considerations required for the interim and final reports.

Timing and Reports

The study will begin as soon as practicable after 1 January 1988. NAPA will provide interim reports on 1 May and 1 August 1988. The study will be concluded and a final report provided by the DCI to the Oversight Committees on or before 20 January 1989.

The purpose of the interim reports is to provide a means for an assessment by the Congress of new or substantially modified programs and compensations planned for early implementation. In view of the limited time available to develop the interim reports, the SSG should advise NAPA early in the study which such programs should be evaluated. In addition to a report of progress on the study in general, of particular interest is an analysis of existing or proposed changes to personnel management and compensation systems aimed at recruiting or retaining individuals with skills critical to the missions of the Intelligence Community.

NATIONAL ACADEMY OF PUBLIC ADMINISTRATION

VOLUME I - TECHNICAL AND MANAGEMENT PROPOSAL

**PERSONNEL STUDY OF
THE INTELLIGENCE COMMUNITY**

Solicitation No. 88-A109

February 12, 1988

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I. INTRODUCTION

The National Academy of Public Administration Foundation is pleased to submit this proposal in response to the needs of the Director of Central Intelligence.

The National Academy of Public Administration was established in 1967 as a source of independent advice and counsel on making government work. It exists solely to help government achieve excellence. By seeking the very best management practices in both the public and private sectors, National Academy studies have helped federal, state, and local agencies achieve new levels of effectiveness. Over the past two decades, the Academy has conducted 150 such studies. Moreover, these studies continue to lead the agenda of innovation in public administration and policy. The unique resource of the National Academy is its membership, composed of more than 350 distinguished practitioners and scholars of public administration — former Cabinet members and governors, White House officials, prominent business executives who have served in government, and professional government managers and scholars specializing in public affairs. Like other professional academies, the National Academy's members are elected by their peers and are representative of all levels of American government.

Members represent a diversity of backgrounds and experience at every level of government, from local to national to international. All share one important characteristic — they have made a sustained contribution to the field of public administration. Participation in the Academy's work is a requisite of membership, and the members offer their experience and knowledge on a voluntary basis.

In 1984, President Reagan signed legislation granting a federal charter to the National Academy of Public Administration. It is the first such charter since President Lincoln signed the charter for the National Academy of Sciences in 1863. Upon signing the charter, President Reagan expressed his "hope and conviction that future Administrations and Congresses will profit from the research and counsel provided by the National Academy to increase the effectiveness of government." As the National Academy enters its third decade, the need for effective public management has never been greater.

Academy studies are supervised by project panels composed of Academy members and other invited experts from inside and outside government. Day-to-day study efforts are conducted under panel supervision by professional staff augmented by specialists recruited for their superior qualifications. Although subject to Academy quality control requirements, the substantive content of final study reports is the responsibility of the

project panels. The business and leadership functions of the Academy are guided by an elected 15-member Board of Trustees. The President of the Academy is appointed by the Board to direct the operational activities.

The National Academy is supported in part by an endowment raised from its members and a variety of foundations and corporations; by the Webb Fund for Excellence in Public Administration and the Staats Fund for the Public Service both of which accept contributions from corporations and individuals; and by sponsoring organizations and foundations for specific projects. It is recognized as a charitable non-profit corporation under Section 501 (C)(3) of the Internal Revenue Code and contributions to the Academy are tax deductible. It is not federally funded.

The National Academy's research and study program provides assistance under contract to government agencies, foundations, corporations and associations. These studies have contributed to a growing body of knowledge on many aspects of effective governance. From better financial control to innovative human resource management, from effective public procurement to less costly regulation, from new businesslike approaches in state and local government to the structure of federal field operations, the Academy is making significant contributions toward more effective public management.

II. DESCRIPTION OF THE PROBLEM

Background

The Intelligence Authorization Act for Fiscal Year 1988 (Title VII, Section 701) requires the Director of Central Intelligence to contract with the National Academy of Public Administration (NAPA) for a comprehensive review and comparative analysis of the civilian personnel management and compensation systems of the Intelligence Community. The analysis is to include an assessment of the adequacy of existing personnel systems to support the missions of the various intelligence organizations. NAPA is also directed to make recommendations for additional legislation and regulatory or other changes that are deemed advisable to improve the effectiveness of the separate systems.

The study is intended to be an objective, classified review of the Intelligence Community's personnel management and compensation systems. The aim is to provide a baseline understanding of the effect of these systems on the ability of intelligence

organizations to perform current and future missions. In carrying out the study, issues and programs bearing on recruitment, retention, and effective management of employees will be examined. Attention is to be paid to the consequences of pay and evaluation aspects of personnel systems and to programs related to needs for certain critical skills and occupations. Career development and employee support programs will also be examined, as will infrastructure support for personnel management. The interim and final reports will provide recommendations on proposed and potential legislation affecting the intelligence personnel systems.

Study Objectives

The study will address the following broad issues:

- o An examination of the need for significant change in existing Intelligence Community human resource management systems given: (a) strategic trends in the intelligence function; and (b) economic, social, and demographic trends in the American society.
- o An examination of present and planned Intelligence Community personnel systems to ascertain if they will be able to attract and retain the highest quality personnel through the 1990s, including identification of necessary improvements and required legislative proposals.
- o A comparison of Intelligence Community personnel systems with the Federal civil service including identification and analysis of personnel issues facing the Intelligence Community that may differ significantly from those facing the Federal Government in general.
- o A comparison of the personnel needs and requirements facing the individual agencies of the Intelligence Community, with due regard for the differing missions, risks, job requirements and environments of the agencies, departments, and offices involved.

- o Recommendations, if warranted, for legislative, regulatory, or other changes in personnel and/or compensation programs based on the unique nature of intelligence activities.

Specific issues to be examined

The NAPA Panel will conduct an initial analysis to develop comprehensive and objective comparative data on the personnel management and compensation systems affecting civilian personnel of agencies and entities of the Intelligence Community. This data will include information on existing personnel management and compensation systems and proposed changes to these systems.

For the purpose of the study, the "Intelligence Community" consists of the Central Intelligence Agency, National Security Agency, Defense Intelligence Agency, Department of State Bureau of Intelligence and Research, and the intelligence elements of the Federal Bureau of Investigation and the military services.

Project staff will prepare information requests to all elements of the Intelligence Community in order to establish a preliminary list of issues and differences in policies that the agencies believe should be examined in the course of this study. In addition, a series of initial fact finding interviews will be conducted with appropriate staff of the Intelligence Community agencies.

The data from these efforts plus any additional Congressional guidance will provide the basis for selecting the specific areas for in-depth study. The depth and breadth of each area selected for detailed study will be determined at the conclusion of the first phase of the project. It is anticipated that not all agencies and entities of the Intelligence Community need to be examined to the same degree for each issue identified.

As requested in the Terms of Reference provided by the Intelligence Community Staff, consideration will be given to the following issues in determining the areas for detailed analysis.

- o Competition. Intelligence Community competition for human resources is primarily with the private sector. The total compensation package (pay, benefits, and awards) should be evaluated to determine what needs to be done to make the Intelligence Community competitive now and in the 1990s viz-a-

viz the private sector market.

- o Security. Special security, cover, life-style, and professional restrictions should be examined to determine if and how they should be recognized in the total compensation packages.
- o Rewards. Mechanisms and programs for rewarding employees should be evaluated.
- o Training. The resources necessary for retraining to meet changing staffing requirements should be analyzed. Areas that should be assessed include the adequacy of current training and employee development programs throughout the Intelligence Community (as they relate to occupational skills training and the availability of training) and the adequacy of resource commitments to these endeavors.
- o Work Environment. An assessment of the quality of work environment in each agency, including availability of appropriate facilities and equipment as it compares to corresponding elements in the private sector.
- o Retirement Systems. Existing retirement systems should be evaluated as both managerial tools for sustaining career system vitality as well as serving as incentives for retaining employees. This analysis should reflect those events such as government employment ceilings which cause age and promotion bubbles to arise. The evaluation should emphasize problems of plateauing and the need to ensure appropriate employee career progression.
- o Flexibility. The study should explore the appropriateness and feasibility of establishing alternatives to the General Schedule and/or restructuring the General Schedule to provide greater management flexibility. The changing and expanding nature of intelligence requirements and the growing interdisciplinary, interagency character of intelligence work may require managers to have greater flexibility in organizing their work force than current regulations permit.
- o Occupational Pay. Occupational pay should be evaluated as an approach to pay

administration.

- o Leave and Benefits. Alternative methods of leave and benefits administration should be evaluated with respect to the need to accommodate the modern work force, which contains an increasing number of dual-income families and single parents.
- o Career development. The adequacy of career development programs in the face of dynamic change should be examined. Attention should be paid to existing and potential programs, including efforts to recognize the roles of both supervisors and specialists.
- o War-time operations. The potential impact of war-time operations on civilian personnel should be addressed, especially with respect to the need for continuity of critical functions in the U.S. and overseas.

Approach to The Study

1. The Academy will establish a five to seven member panel composed of persons knowledgeable about intelligence, management, and personnel matters.

a. The panel composition, determined by NAPA in consultation with the Director of Central Intelligence, will provide the widest possible perspective on the personnel management issues confronting the intelligence community.

b. Panel meetings will be held as indicated in the schedule and at such other points in the study as needed to review progress and provide guidance. Individual Panel members may desire individual briefings by community agencies on some issues.

2. During the initial staff analysis phase, the staff will:

a. Secure an on-site orientation on mission, organization, personnel numbers, personnel policies, and current personnel issues of each of the organizations and entities in the Intelligence Community.

- b. Determine the major personnel management differences between these organizations, including civilian and uniformed staff. Data will be developed on the need for greater equity between organizations or the need for significantly different personnel management systems.
- c. Determine the critical personnel management problems faced by the organizations such as skill shortages and the like.
- d. Develop an inventory of personnel policy changes currently under consideration or believed to be needed by each organization and entity.
- e. Develop a record of statutory changes in Intelligence Community personnel policies that Congress has approved over the last ten years.
- f. Ascertain the strategic personnel management plans which define personnel needs and the actions planned to meet the identified needs over the next five to ten years.
- g. Determine the need for surveys to secure individual views and perspectives on selected issues. For example, a survey of individuals who declined appointments with intelligence agencies may be appropriate. Or, a survey of staff may be appropriate to secure views on specific issues where detailed studies are being made.

This initial analysis will provide the basis for identification of the critical problems which will be examined in depth and the methodologies to be used.

3. The Panel will have an initial meeting with key members of the Intelligence Community as soon as necessary security clearances are secured to discuss the study and to gain an appreciation of the major personnel management issues, short and long range, which confront the community and to confirm agreement on study goals as produced by the staff's initial analysis. The panel will approve the first interim report which will be provided by April 25, 1988 for transmission to Congress on May 1.

4. Project staff will proceed with detailed analysis and develop plans for in-depth analytical studies in those areas that have been approved by the Panel.

- a. These studies may include historical analysis of experience and trends; detailed examination of selected programs and practices; evaluation of quality indicators; statistical data analysis; and comparative studies of non-intelligence private and public organizations.
 - b. Based on the Conference Report for the Intelligence Authorization for Fiscal Year 1988, a detailed analysis will be performed of existing and proposed changes to personnel management and compensation systems aimed at recruiting and retaining individuals with the skills critical to the various missions of the agencies and entities of the Intelligence Community, e.g., mathematics, computer science, engineering, and foreign languages.
5. A Panel meeting will be held to review continuing staff progress and to approve the second interim report which will present NAPA Panel conclusions reached at this point in time. The NAPA Panel will provide this report by August 26, 1988 for transmission to Congress by September 1.
6. Project staff reports on the detailed studies will include assessment of the adequacy of current systems and changes recently implemented or being actively considered by entities of the intelligence community.
 - a. A Panel meeting will be held to review results of staff analysis, to reach tentative conclusions, and to identify where changes are needed in the intelligence agencies' personnel management systems.
7. In accord with Panel guidance, project staff will develop recommendations for legislative, regulatory or administrative changes in the personnel management systems of the intelligence agencies.
 - a. A Panel meeting will be held to consider staff proposals. The Panel may meet with former intelligence community leaders to test tentative conclusions and recommendations.
 - b. The Panel will reach conclusions and recommendations and provide staff guidance on preparation of the final report.

8. A draft report will be written and presented to the Director of Central Intelligence by the NAPA Panel. The Director of Central Intelligence will be asked to comment on the draft. The Panel will carefully consider the comments received from the Director of Central Intelligence in reaching its final conclusions and recommendations.

9. A final report will be issued to the Director of Central Intelligence by January 16, 1989 for transmittal to Congress by January 20, 1989.

10. During the course of the study, meetings will be held as needed with the Study Steering Group (SSG) composed of representatives of the intelligence organizations participating in the study and chaired by a member of the Intelligence Community Staff. These meetings will be held to review progress and secure guidance at critical points in the study. Further the SSG will:

a. provide NAPA early advice on the new or substantially modified personnel and compensations programs planned for early implementation so that they can be evaluated for the interim reports to be provided to the Congress.

b. be provided an opportunity to review the proposed interim and final reports before they are transmitted to the DCI.

III. STUDY MANAGEMENT

Organization

The National Academy study process is designed for both speed and flexibility. Study teams are recruited to fit specific projects, not vice versa. Working with a stable of potential project staff, the National Academy builds a hand-picked study team in response to the given task.

Within the permanent National Academy staff, the president is ultimately responsible for final decisions on staff and study design. Those decisions are made following initial review by the Director of Academy Studies. The National Academy has already recruited a project director who will act as contract manager for the Personnel

Study of the Intelligence Community. That individual will report to the Director of Academy Studies regarding the development of specific study initiatives.

Once specific tasks are defined, the Project Director will recruit project staff from a group who have also agreed in advance to be available on short notice. Those individuals have been selected for their broad knowledge of human resources management in the Intelligence Community agencies and will bring specific skills to bear on categories of work desired in the proposed contract. Unlike private organizations which must find projects to fit permanent staff, the National Academy is free to recruit personnel to match task needs. Its reputation as a national leader on government management attracts the highest calibre individuals for study teams.

Depending on the nature of the task, the National Academy also selects a panel of members and other experts to oversee the project and develop final recommendations. Each panel is also hand-picked to match the specific needs of the contract. The panel device offers the opportunity to tap the expertise of the National Academy's 350 members. Participation on such panels viewed as a responsibility of membership.

The organization chart of the National Academy is Attachment A to show the customary method of organization. In the case of this RFP the Academy's flow of work will be adapted to the needs of the contracting agency while at the same time maintaining a high level of quality assurance. The Academy's Quality Assurance Policy will be modified to adapt to security considerations.

As to the management of finances, the chief financial officer, assisted by the support staff, assures adequate contractual controls as to cost accumulation, cost management and accurate billings to the Government.

Project Management

Overall study direction will be provided by a panel of persons knowledgeable about Intelligence Management and personnel matters. Day to day direction will be provided by the Project Director and the Deputy Project Director. These two individuals will be responsible for all staff assignments, management of study costs, adherence to the study schedule, and the required reporting.

Staff Estimates

The estimated staff projected for this study consists of:

- | | | |
|----|---|------------|
| 1. | Five to seven Panel members | 25-40 days |
| 2. | Senior Research Associate (Project Director) | 125 days |
| 3. | Senior Research Associate
(Deputy Project Director) | 130 days |
| 4. | Research Associate | 140 days |
| 5. | Additional Research Associates on an
as needed basis - up to | 150 days |
| 6. | Administrative Assistant | 150 days |
| 7. | Secretary | 150 days |

The SSG will identify within each participating agency or entity a focal point for all study related activity within that organization, including responses to NAPA's requests for information.

Resource Availability

NAPA has on its staff a highly qualified survey expert who will be available if surveys are utilized in this study.

Facilities

To be provided by the contracting organization.

Security

The contracting organization's security plan will be utilized.

IV. PERSONNEL

Panel

The Panel for this project will be selected from among those persons listed on Attachment B to provide the widest possible perspective on the personnel management issues confronting the Intelligence Community.

The NAPA Panel, interacting with the staff and the Intelligence Community will provide great depth of experience not only in understanding the intelligence mission and the issues but also in determining what actions would help improve human resources management throughout the community. Panel members will be allowed to include dissenting or additional views if consensus is not reached on report contents or recommendations.

Staff

The two senior people who will conduct the on site work are Don Wortman, who will serve as Project Director and Frank Yeager, who will be Deputy Project Director, Wortman's executive career is characterized by his ability to understand organizational cultures and to appreciate their diversity. His experience includes executive posts in the Atomic Energy Commission, the Office of Economic Opportunity, the Social Security Administration and the Central Intelligence Agency. Yeager, who held a number of executive positions including Director of Personnel at the Department of Labor, has had considerable experience in developing personnel management programs for highly professional staff. His doctoral dissertation was on performance appraisal. Biographical material on both individuals is at Attachment C. They will be assisted by selected research associates and an executive assistant.

Security Clearances

Security clearances for all persons utilized in this study will be requested of the contracting organization.

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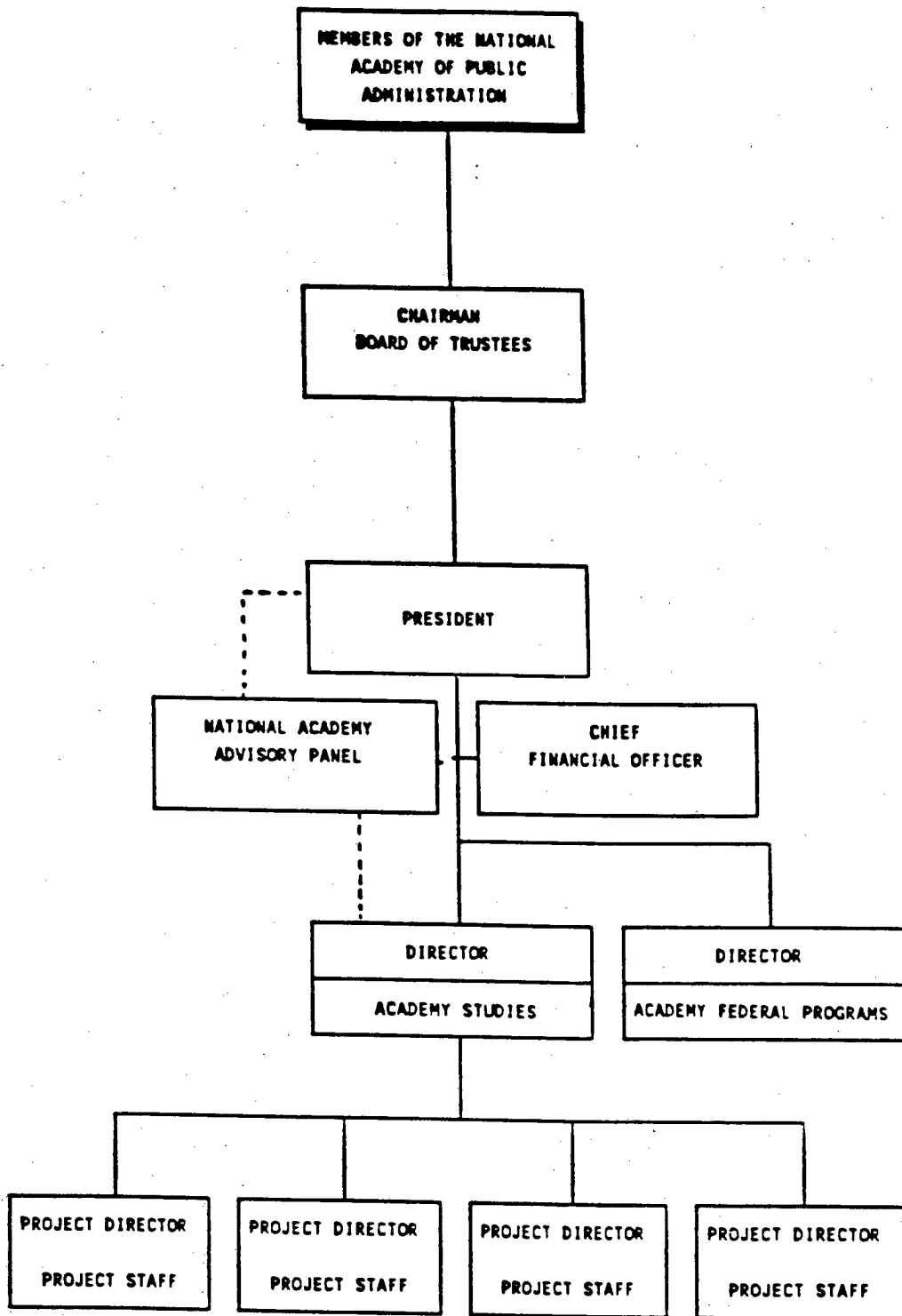
V . PRELIMINARY SCHEDULE FOR
PERSONNEL STUDY OF THE INTELLIGENCE COMMUNITY

ACTION:	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN
Contract Award	●											
Panel Selection	—											
air & Proj. Dir. on Prelim. Workplan	●											
Info. Request to Community Members	●											
Agency Briefings of Proj. Staff	—											
Initial Analysis Develop Workplan		—										
Discuss Workplan w/Study Steer. Group (SSG)		●										
First Panel Meeting		●										
Draft Report to Panel			●									
Report to DCI				●								
Report due Congress				May 1								
Conduct In-depth Analysis/Surveys			—	—	—	—	—	—				
Progress Report to SSG					●							
Initial Issue Papers to Panel						●						
Second Panel Meeting							●					
Draft Reprt to Panel								●				
Report to DCI								●				
Report due Congress								Sep. 1				
Complete Issue Analysis									●			
Third Panel Meeting										●		

ACTION: (Con't)	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN
Draft Final Report												
Fourth Panel Meeting										●		
Draft Final Report to DCI											●	
Final Report to DCI												●
Report due Congress												Jan 20
Briefings on Project Officer/SSG		●	●	●	●	●	●	●	●	●		

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OF PUBLIC ADMINISTRATION
ORGANIZATION CHART



**CANDIDATES FOR FIVE TO SEVEN MEMBER PANEL
FOR PERSONNEL STUDY OF
THE INTELLIGENCE COMMUNITY**

(*Denotes Academy Members)

Julius W. Becton, Jr.
Director, FEMA
Lt. General, U.S. Army, retired

Donald McHenry
President, Int'l Relations
Consultants
former Ambassador to U.N.

Dr. James Colvard*
former Deputy Dir., OPM;
Dir., Civilian Personnel Policy,
Dept. of Navy; Dep. Chief,
Naval Material

Fred Meuter, Jr.
Mgr., Exec. Comp., Xerox
(NAPA Panel Member on NASA
Exec. Comp.)

Edie Goldenberg*
Director, Institute of Public
Studies and Prof., Pol. Sci.,
Univ. of Michigan
former Consultant to Dir., OPM

William G. Miller*
Pres., Am. Committee on U.S.
Soviet Relations
former Staff Dir., Senate
Select Comm. on Intelligence

Bobby R. Inman*
Chairman and CEO
Westmark Systems, Inc.

David Nurenburg
Mgr., Exec. Comp., Exxon
(NAPA Panel Member on NASA Exec.
Comp.)

Carol Laise*
Ambassador, retired

Philip A Odeen*
Reg. Managing Partner
Coopers and Lybrand
former Dir. of Progr. Analysis, NSC

Thomas S. McFee*
Asst. Secty. for Personnel Adm.,
HHS; former Project Leader,
Weapons Systems
Eval. Group, DOD

Edward G. Sanders*
Pres. Int'l Plng. and Analysis
Center, Inc.
former Staff Dir.,
Senate Foreign Relations Comm.

INTELL-COM/ams

STAFF BIOGRAPHIES

Don Wortman
Advisor to the President and Member of
The National Academy of Public Administration

WORK EXPERIENCE

1987/Continuing	Management Consultant and Project Director for Various Studies and Seminars at the National Academy of Public Administration
1986	Project Director, "Maintaining The Bureau of Prison's Excellence in Public Management : A Human Resources Agenda for the Future."
1984	Seminar Director, "Shaping The Next Decade," National Institute of Public Affairs
1984	Management Consultant to the Director, Department of Human Services, State of Oklahoma
1984	Project Director, Survey of Business Management Functions of the Space Telescope Science Institute at Johns Hopkins University, National Academy of Public Administration
1982 & 1983	Project Director, Deregulation of Government Management Study, National Academy of Public Administration
1982	Executive Director (half-time), Renewable Natural Resources Foundation, Bethesda, Maryland
1981/Continuing	Management Consultant to the Comptroller General of the United States of America
1981	Group Vice-President, United Way of America
1979 & 1980	Deputy Director for Administration, Central Intelligence Agency
1977 & 1978	Acting Commissioner and Deputy Commissioner, Social Security Administration
1977	Acting Administrator, Health Care Financing Administration
1976	Acting Administrator, Social and Rehabilitation Service
1973 to 1976	Deputy Assistant Secretary for Planning and Evaluation, Department of Health, Education and Welfare — Secretary's Special Coordinator for assessing impact of 1974 oil embargo on hospitals, nursing homes, elementary and secondary schools and higher education institutions

— Director, Vietnamese Refugee Task Force

1973 Administrator, Office of Price Monitoring, Cost-of-Living Council

1971 & 1972 Director of Operations, Price Commission

1971 Controller, Office of Economic Opportunity (OEO)

1967 to 1970 Associate Director for Operations, Community Action Program, OEO

1966 Deputy Director, Office of Research Plans, Programs and Evaluation, OEO

1965 Associate Director for Programs and Evaluation, Office of Research, Plans, Programs and Evaluation, OEO

1964 Director, Requirements and Facilities Division, Albuquerque Operations, Atomic Energy Commission (AEC)

1962 to 1963 Director, Budget Division, Albuquerque Operations, AEC

1961 Deputy Director, Programs and Budget Division, Division of Military Application, AEC

PROFESSIONAL DEVELOPMENT

1953 to 1960 Management Intern through Senior Program Analyst - Divisions of Reactor Development and Military Application, AEC

1952 Special Assistant, Vice-President for Academic Affairs, University of Minnesota

EDUCATION

BA, Economics and Political Science, Macalester College, 1946 through 1951

MA, Public Administration, University of Minnesota, Course work, 1951-52 Thesis: "Operations Research and Public Administration - A Perspective," 1962

Industrial College of the Armed Forces, 1961-62

HONORS

Member, National Academy of Public Administration
Certificate of Appreciation, the President of the United States
Distinguished Citizen Award, Macalester College
Ewell T. Bartlett Memorial Award for Humanity in Government, SSA
Intelligence Medal of Merit
Distinguished Service Award, Price Commission
HEW Secretary's Citation from (3) Secretaries, Weinberger, Matthews, & Califano
Meritorious Service Award, Federal Government Accountants Association
Chapter Service Award, National Capital Area Chapter, ASPA

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FRANK A. YEAGER

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STAT

EDUCATION:

DPA, Public Administration, University of Southern California, 1986.

MPA, Public Administration, University of Southern California, 1984.

MA, Government, Wayne State University, 1954.

BA, Honors in Political Science, University of Michigan, 1952.

PROFESSIONAL HIGHLIGHTS:

Human Resources Management

Deputy Project Director for National Academy of Public Administration study of human resource management needs for Bureau of Prisons future growth.

Member of General Accounting Office Advisory Group for study of human resource management in the Federal government.

Directed development of the Department of Labor Senior Executive Service personnel system.

Directed the development of new performance appraisal systems for all Department of Labor staff in accordance with the Civil Service Reform Act of 1978.

Directed the development of new pay systems for all executive and senior management staff in the Department of Labor.

Conducted study of mission and program goals, organization and staff, quality control in the office of the Secretary of Labor's Department of Labor.

Directed the development of a revised position classification program for the Department of Labor of give increased classification authority to line managers.

Served as a member of the personnel work group for the National Academy of Public Administration study "Revitalizing Federal Management."

Management Systems

Served as member of a three person team which conducted a management review of the Washington office of the Interior Department's Bureau of Land Management.

Conducted reviews of management procedures in state family assistance offices as part of a study of the quality control program for food stamps, AFDC, and Medicaid. Reviews were for a study by the National Academy of Sciences Committee on National Statistics of the Commission on Behavioral and Social Sciences and Education.

Consultant of the Occupational Safety and Health Administration to review management systems and make recommendations to improve internal controls.

Provided leadership in the development of new management system for Secretary of Labor Brock which provides for establishment of goals for the Department's Agencies and the tracking of progress in goal accomplishment.

Directed the development and implementation of ADP and telecommunications planning process for the Department of Labor.

Developed program review and an analysis system for the Department of Labor which provided senior officials with quarterly report on program accomplishments and shortfalls.

Directed study for decentralization of Department of Labor personnel operations from the Office of the Secretary to agencies and subsequently to regional offices.

Directed comprehensive review of Department of Labor program operations to determine which should be considered for contracting out to the private sector under the A-76 program.

Information Resources Management

Directed preparation of the Department of Labor's first comprehensive information resources management plan.

Established information resources management policy and planning processes for the Department of Labor.

Directed study of automated information systems in the District of Columbia Public School System.

Directed development of long-term strategic IRM framework for Washington Metropolitan Area Transit Authority.

Directed study on automation of personnel processing systems in the Department of Labor and managed implementation of the recommendations.

Training

Directed a comprehensive review and redesign of the Department of Labor supervisory and management training programs.

Developed and presented training programs on a variety of subjects including the Civil Service Reform Act of 1978, inter-governmental audit under the Comprehensive Employment and Training Act of 1972, performance appraisal, and pay systems.

Have served as a guest lecturer at a number of inter-governmental training programs.

Taught personnel management at the graduate and undergraduate levels at George Mason university and Montgomery College and have been a guest lecturer at other universities.

Audit and Evaluation

Directed a comprehensive internal audit program of all Department of Labor activities and a financial audit program of all contract and grant activities.

Directed a comprehensive personnel management evaluation program for Department of Labor activities.

PROFESSIONAL EXPERIENCE:

Independent Consultant (1987).

EDA Systems, Inc. (1986). Director, Systems Development Division.

U.S. Department of Labor. (1984-1986). Director of Information Resources Management.

—(1978-1984). Director of Personnel Management.

—(1977). Acting Deputy Inspector General.

—(1973). Director of Management Policy and Systems.

—(1974-1978). Director of Audit and Investigations.

—(1972-1974). Special Assistant to the Under Secretary of Labor

—(1956-1972). Assignments in various administrative areas.

AFFILIATIONS:

American Society for Public Administration, Member.

International Personnel Management Association, Member.

Federal Section, IPMA, President (1985) and past member of the Board of Directors.

Member of Advisory Panel to the General Accounting Office on personnel office productivity study.

Member of the Program Committee for the 1987 Ottawa Conference of the International Personnel Management Association.

Presidential Award of Meritorious Executive, 1982.

PUBLICATIONS:

"Assessing CSRA Impact on Senior Manager Work Priorities" Public Administration Review, 47 (September/October, 1987)

"Auditing CETA—An Approach to Inter-governmental Auditing," Government Accountants Journal, XXVII (Winter, 1978-1979)

Invited response to article by Professor Chester Newland, "Crucial Issues for Personnel Professional," Public Personnel Management, 13 (Spring, 1984)

FYresume/ams

The Director of Central Intelligence

Washington, D.C. 20505

29 April 1988

The Honorable Louis Stokes, Chairman
Permanent Select Committee on Intelligence
U. S. House of Representatives
Washington, D.C. 20515

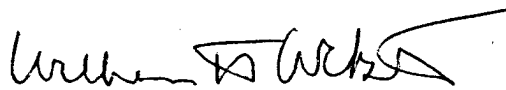
Dear Mr. Chairman:

Attached for your information is the 1 May 1988 Interim Report from the National Academy of Public Administration (NAPA), which is conducting a study of the Intelligence Community's civilian personnel management and compensation systems. The study has been undertaken to meet a requirement expressed in the Fiscal Year 1988 Intelligence Authorization Act. In accordance with the Conference Report accompanying the Act, a second interim report will be transmitted to you on 1 August 1988 and a final report on 20 January 1989.

The Interim Report describes NAPA's progress thus far. To date, much of the effort has consisted of organizational work, the establishment of a baseline understanding of the intelligence personnel systems being studied, and the identification of specific issues that will receive close scrutiny in the coming months. An Intelligence Community steering group has worked closely with the NAPA study staff over the last few months to provide assistance and information, and senior Community managers have furnished guidance on personnel policy issues. I am confident that the NAPA team has acquired a good understanding of the Community and is moving to address the problems that concern us.

A copy of this Report is also being forwarded to the Chairman, Senate Select Committee on Intelligence.

Sincerely yours,



William H. Webster

Enclosure:
NAPA Interim Report

All Portions of this
Letter are UNCLASSIFIED