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The Support Services Historical Series

PERSONNEL RECORDS AND REPORTS: CONTROL DIVISION, OFFICE OF PERSONNEL 1947-1971

Secret

OP-11

August 1972

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THE SUPPORT SERVICES HISTORICAL SERIES

OP-11

PERSONNEL RECORDS AND REPORTS: CONTROL DIVISION, OFFICE OF PERSONNEL 1947-1971

25X1A *by*

[redacted]

August 1972

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[redacted]
Harry B. Fisher
Director of Personnel

HISTORICAL STAFF
CENTRAL INTELLIGENCE AGENCY

Foreword

The Agency's responsibilities for personnel records are set forth in that portion of Headquarters Regulation [redacted] 25X1A Records and Reports, relating to the responsibilities of the Director of Personnel:

> The Director of Personnel is responsible for the establishment, maintenance, and control of official personnel records, for monitoring the release of personnel information, and for the preparation and distribution of personnel statistical reports.

What the Agency has done -- and how it has been done -- from 18 September 1947 to February 1971 will be discussed in this history. The focus will be on records of personnel transactions, personnel statistics, and personnel qualifications; no attention will be devoted to records generated by substantive programs such as Insurance, Credit Union, Contract Employment, or Hospitalization.

The responsibilities of concern to this history have been carried out by the Control Division since a reorganization of the Office of Personnel in 1967. It was very logical that because of their interdependence and interrelationship the three activities in question be combined into a single Division. A general observation on all three of these functions over the period of this history is that they became increasingly sophisticated; and although there is interdependence and interrelationship among these three record systems, from a functional and historical standpoint they are discrete activities. Considerable effort is being expended in the Offices of Personnel and Computer Services to continue this trend through the utilization of the latest developments in automatic data processing.

The Transactions and Records activity has been headed by two professional employees, with experienced first-line supervisors directing clerical employees in maintaining the position inventory, the Official Personnel Folders, and the computer input.

The Qualifications Inventory has been established and maintained in a variety of ways, always under the direction of a professional employee. At one stage, a task force of junior professional personnel performed the coding; at another, placement officers; and for the past six years to the present (1971) reemployed annuitants who formerly were professional employees with a wide variety of work experience. Biographic profiles have always been prepared by experienced senior clerical personnel.

Personnel Statistical Reporting has always had professional employees supervising clerical personnel. Over the years it, along with other activities in the records field, has been a training ground for staffing personnel activities throughout the Agency.

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Personnel Records and Reports:

Control Division, Office of Personnel

1947-1971

I. Transactions and Records Branch*

A. Introduction

There is a legal requirement that the Central Intelligence Agency maintain records of transactions on all employees -- promotions, reassignments, transfers, leave without pay, and change of Career Designation.1/** This record is called the Position Inventory and it appears on a Standard Form 7, "Service Record Card." Before the establishment of a machine-produced Position Control Register (Table of Organization) in 1954, the Position Inventory, which was manually posted to Standard Form 7, was photographed quarterly and distributed to offices and to vital records. As a part of the overall trend toward the further automation of personnel records, consideration is being given (1971) to computerizing the Position Inventory.

A sister activity to the Position Inventory is the Status function, establishing in official records the status or relationship of the employee to the Agency. The principal duty of

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25X1A * [redacted] was the principal author of this section.

** For serially numbered source references, see Appendix C.

the Status unit is the typing and distribution of Form 1150, "Notification of Personnel Action." In the early days this was done on the typewriter with no byproducts. Progression was made to the punching of an IBM card for machine input and later, simultaneously with the cutting of the action on a Flexowriter, a perforated tape was cut, which was used to punch IBM cards; and now (1971) the tape is used for direct computer input. Now under consideration as a part of the development of an integrated Support Directorate information system, is the use of the latest input devices, including optical scanning.

The establishment and maintenance of the Official Personnel Folder has undergone little change during the period of this history. The file is basically maintained in accordance with instructions of the Civil Service Commission. Under these general instructions the Agency organized the file in a manner considered most suitable for its own use. Unlike most of the Federal Government, which uses the Federal Records Center in St. Louis, Missouri, for the storage of the Official Personnel Folder of separated and retired employees the Agency maintains its own record storage. This necessitates that the Agency reply to inquiries related to these records. The Official Personnel Folder of a separated or retired employee must be held for 75 years after the birth of the employee or, if the date of birth cannot be ascertained, 60 years after the date of the earliest document in the folder provided employee has been separated or retired for at least five years.2/

From the Agency's establishment in 1947 through mid-1949, personnel records for all employees paid from vouchered funds were maintained by the Transactions and Records (T&R) activity of the Office of Personnel. Records for overt overseas employees paid from unvouchered funds were also the responsibility of T&R. Transactions and Records maintained the Official Personnel Folders, was responsible for the position inventory functions of editing requests for personnel actions, for posting and maintaining service records, for responding to credit inquiries, for preparing strength reports, and for controlling periodic step increases and entrance-on-duty (EOD) processing. It was also responsible for control of Fitness Reports.

Similar records support for covert personnel paid from unvouchered funds was provided by the personnel division of the clandestine offices and coordinated through the Director of Personnel. In 1949 the Personnel Overt and Personnel Covert Branches were established under the Transactions and Records Division of the Office of Personnel. Records responsibility was divided, and a separate and complete T&R activity supported each branch. Under this new organization the payrolling activities were also divided. The Fiscal Division was responsible

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for those paid by vouchered funds, which included most employees whose personnel records were handled by the Personnel Overt Branch. The Finance Division paid employees on unvouchered funds, which included all employees whose records were maintained by the Personnel Covert Branch and some whose records were maintained by the Personnel Overt Branch.

The organizational change in the Office of Personnel formalized the system that had been carried over from predecessor Agencies. In December 1950 the Personnel Overt and Personnel Covert Branches became Divisions; and in November 1953 the two were merged into the Processing and Records Division, and the Transactions and Records Branch was a part of this new organization. Since that time there has been one Transactions and Records Branch (TRB) in the Agency.3/ Changes in organizational location and in the strength of the Transactions and Records Branch from 1949 to the present are shown in Attachment A.

B. Position Control Section

The Position Control function has always been the responsibility of the Transactions and Records Branch. Position Inventory (PI) clerks edited personnel action requests for accuracy, proper approvals, and timeliness of receipt. Until about 1952, when a Division wished to have a personnel action processed it was necessary to write a memo outlining the action requested; and the PI clerks were responsible for typing the action and getting the proper signatures of approval. Since then, and continuing until the present time (1971), the Divisions forward a Form 1152, Request for Personnel Action, to initiate personnel changes. In the early 1950's there were fewer of the tight restrictions of later periods in such areas as headroom, time-in-grade for promotions, and personal rank assignment slotting.

The regulations governing Agency procedures in the late 1940's were known as Confidential Funds (CF) Regulations. These derived from the old Office of Strategic Services regulations governing areas such as travel, finance, logistics, and personnel. At that time, the Assistant Director for Special Operations (ADSO), the incumbent of the position equivalent to today's Deputy Director for Plans, required all requests for personnel action within his jurisdiction to be approved by his representative.4/ Today the placement officers of the Professional Placement Branch have authority to approve most requests for transactions. The Director of Personnel approves supergrade actions and some other special requests such as leave without pay extensions beyond one year.

After final approval of requests and preparation of the personnel action, postings were made by hand to the Service

Record Cards (Standard Form 7) of Agency employees. This hand-posting system continues to the present day and will be used at least until the final recommendations of the Systems Support Staff for the new integrated Support System are implemented. Actions affecting a component's strength required an additional posting to a 5" by 8" card, which was maintained for each component and physically located after the last Service Record Card for each major organizational element. Strength reports were prepared from these postings, both on request and on a scheduled basis; and this practice continued until November 1953 when strength reports as they are known today became available.

Usually on a weekly basis a representative of the Comptroller's Office would visit each office and ascertain the current on-duty strength for an eventual comparison with the PI figures. Three factors that hindered accurate reporting were: (1) there was some hiring by certain Division and Project chiefs that was independent of processing through the Office of Personnel, (2) there were no records for contract employees in the Office of Personnel, and (3) transfer-of-funds transactions were handled as a separation and a new Entry on Duty (EOD) -- similar to, but evidently without the refinements of, today's Staff Agent conversions. Although the EOD would be in the "new name," the serial number would also be different so that it would appear to be a legitimate new EOD.5/

During the late 1940's and early 1950's each division, in effect, maintained its own Position Inventory records; individual records were maintained on the form OF 4-B. Most offices discontinued this practice when the Tables of Organization came into being in March 1954.

Until 1953 the Service Record Cards were removed from the PI on a quarterly basis, and photographs were taken for the twofold purpose of maintaining copies of vital records and distributing the forerunner to today's Position Control Register (Table of Organization). (See Attachment B.)

The Position Control Section was informed of position information -- for example, the addition of new positions, changes in position grades, and position deletions by that Office of Personnel component responsible for position evaluation. Upon notification, changes were made -- either by hand or by typewriter -- on the position information header strip of the Kardex files. (These files contained the position information on the Service Record cards.) This procedure is still in use (1971) and takes place upon the receipt of Form 261, "Authorization for Staffing Change," from the Position Management and Classification Division. A copy is also sent to the Office of Computer Services so that Agency machine records are simultaneously changed. The physical makeup of the PI clerks' Service Record Card file is similar today;6/ in 1962, however, Electro-Kardex machines replaced the manual files.

During the period from February 1956 to July 1961 the Position Control Section maintained records for the administrative employees of the National Security Council. Available records 7/ show that an SF-7 form was kept for each employee of the Council, a regular Table of Organization was maintained, and personnel actions were processed and posted to the SF-7.

In addition, three types of reports were prepared for the NSC. There was a requirement to submit Standard Form 113 each month, one copy going to the Civil Service Commission and a second to the Joint Committee on Reduction of Non-Essential Federal Expenditures.* The information consisted of the number

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* Under authority of Section 601, Title 6, Public Law 250, 77th Congress (55 Stat. 726), the Joint Committee on Reduction of Non-Essential Federal Expenditures required each Department and Agency (CIA excepted) to report monthly on the number of people employed. CIA performed this function and reported on this information for the National Security Council. There exists no written agreement between the NSC and CIA as to the Agency's performing this or any administrative functions that were handled for NSC. To this day (1971), however, the Agency continues to provide limited administrative support because the Council does not have enough employees with background in personnel functions to handle all personnel problems.

of employees, their total monthly salary, and the number of accessions and separations for the month.

Another NSC report prepared by the Agency for the Civil Service Commission was the Geographic Survey of Federal Civilian Employment, which was prepared annually from 1956 through 1960. This report listed the total number of employees by state and also listed information on each employee's veterans' preference points. The report was required of all agencies by instructions contained in Civil Service Commission Departmental Circular 831.

In response to Civil Service Commission Departmental Circular 855, the Agency prepared annually during the 1956-60 period a Report of Salary and Wage Distribution of Federal Civilian Employees and forwarded the Report to the Commission. This listed the total number of NSC employees and the number in each step of each grade.

Verification of Agency employment -- in response to credit inquiries -- has always been a T&R responsibility. From 1947 until October 1951, overt Agency personnel referred credit representatives directly to that TRB employee responsible for responding to such inquiries. From October 1951 through July 1952 the name of the then Chief of TRB, [redacted] was used. 25X1A
The reason for the 1952 change to the use of the name of Director of Personnel was that [redacted] wife inadvertently 25X1A

discovered that it was thought, in at least one outside business establishment, that the name of [redacted] was fictitious.8/ 25X1A Until 1952 the telephone inquiries were answered by the PI clerks, and written inquiries of a routine nature were answered by a statistical clerk who at that time was assigned to PI.

Credit inquiries have historically been handled in a manner similar to that in use today -- verification of employee-provision of data concerning length of employment and salary. TRB maintains records of dates and names of inquirers for all overt credit references. Close coordination is maintained with the Central Cover Staff and the Office of Security.

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[redacted]

Aside from providing accurate and up-to-date information to outside inquiries there are a number of problems that complicate the duties of the employee responsible for this function. A number of crank calls are received during the course of a year; these range from individuals venting anger at the Director of Central Intelligence or the Agency in general to people, obviously disturbed, who make little or no sense in relating their message or making their inquiry. An example of the latter type of situation was the inquiry of the Norfolk, Virginia, police authorities as to the employment of a man who had been arrested on a morals charge. The man not only claimed to be a CIA agent but, in addition, said that he was under cover as a member of British royalty!

Cover becomes a problem at times if Agency employees become careless about their own or their co-workers' cover status. PI often encounters cases of Agency employees or former employees trying to call a friend whose telephone extention number is unknown to them. If the friend happens to be under cover, the caller -- who probably knows Agency cover procedure -- often refuses to accept denial of the friend's employment. This often leads to lengthy calls and frayed nerves.

There have been other cases of high-pressure and somewhat unscrupulous credit companies trying to contact individuals whose accounts are late and with whom the company may have lost contact. As a last device the credit company resorts to calling a selected cross-section of large local area employers in the hope of finding the errant client. In 1965, because the volume of telephone calls was becoming too burdensome, one such company had to be asked to write for such information.

Because the Service Record Card provides the source material for response to credit inquiries and because there is a need for immediate, current, and correct information the credit verification function has been handled in the Position Control Section.

C. Status Section

From the beginning of the Agency until July 1958, when the function was transferred to Placement Division, the responsibility for applicant processing for appointment, correspondence with applicants, entrance-on-duty procedures, and the preparation of the required legal appointment documents was assigned to the Status Section of TRB.

From the late 1940's until 1953, there were two appointment clerks who handled correspondence with applicants and EOD processing in a manner similar to that now used. Notification was given to the PI clerks, who "slotted" the applicant against the particular job for which he was slated once a prospective employee was "put in process" for employment.

At this time the Agency was in a period of volatile growth, and pressure to hire one hundred employees per week was put on those employees of the Office of Personnel involved in the entrance-on-duty function. Because of this pressure, there were times when new employees were so crowded into rooms that the tops of small safes had to be used for the signing of the appointment affidavits. During the early 1950's the Junior Officer Training Program (JOTP) began, and the rapidity of processing these employees further aggravated the situation.

After the new employee had been processed, the appointment papers accompanied the entrance-on-duty personnel action to the Status Section for processing.9/ Status had responsibility for preparation, authentication, and distribution of official personnel actions and for preparation of computer input of this material.

Until 1950, personnel actions were typed on manual typewriters, and no byproduct information was produced. During the 1950-51 period Status typed the action and punched the data from the personnel actions onto IBM cards. Thus by running the IBM cards the Agency had the capability of compiling statistics and some unsophisticated name listings.

With this development it became apparent that some incomplete and inaccurate data were being produced, and representatives of the Office of General Services went to the then Acting Director of Personnel with a plea to issue guidelines on the scope and the need for accuracy of material to be forwarded on personnel actions. The practices of poor personnel action processing had developed because the clerks responsible for preparing the Requests for Action were mainly interested in accomplishing the promotion or reassignment and felt that such minor items as sex code or veterans preference, for example, were unnecessary and inconsequential. The errors and omissions may have been, at one time or another, almost any item on the action.

With the advent of the machine listing capability it became particularly important to have accurate and complete information so that the data could be fully used. At first it was thought that emphasis on the need for complete and accurate data was being overstated. In mid-1951, however, the Office of Personnel was provided with listings showing incomplete information as a result of carelessness. Thereafter, firm guidelines were issued on all personnel data to be submitted. The situation improved, and the system was further refined during the 1953-56 period. Through this effort Office of Personnel reporting improved immeasurably; and the improvement made possible such reports -- which are taken for granted today -- as the Position Control Register, the Date of Grade Roster, and the Qualifications registers. The Periodic Step Increase call-up system was also automated, and this relieved the Position Control Section of going through the manual procedure of notifying personnel offices of upcoming PSI's.10/

In 1952 the manual typewriters in Status were replaced by electric typewriters in an attempt to speed up both personnel action and applicant processing.11/ In 1957 Flexowriters were introduced, and the paper tape byproduct was used to punch information on cards. In 1960 the Agency purchased Flexowriters with a paper tape byproduct capable of direct computer input, and this was the basis for the system in use today.

There was never any real opposition within the Agency to the development of innovative ideas that were introduced through the years. It should be noted that when the Finance-Personnel system was initiated and put into effect it was the first such truly integrated system in government at that time.12/ The history of records technology, which outlines the development and impact of machine records in the Agency, contains some further details of this system. The Status Section is now responsible for the computer input for most Office of Personnel machine reports. Some of the more important programs are Fitness Report input from material coded in TRB, Qualifications input from material coded by the Qualifications Analysis Branch, and Overseas information provided through the Statistical Reporting Branch.

D. Files Section

The Files Section has undergone few functional changes over the years. During the period when the Overt and Covert Personnel Divisions were in existence, transfer of employees to organizational elements serviced by one or the other Division necessitated the transfer of the Official Personnel Folder (OPF) from one Files Section to the other. The need-to-know principle was strictly enforced, and there was great reluctance to exchange information. This caused confusion and problems in controlling the OPF.13/

In late 1952 responsibility for applicant files was assigned to the Files Section. Until February 1968 the activity of the Files Section had been divided into two main functional areas -- applicant files and employee files. The applicant files were used to support the recruitment and appointment activities, and the employee files were used primarily by operating and placement officers. In 1968 the applicant activity was placed under the jurisdiction of the Correspondence Branch of the Staff Personnel Division. It was believed that in view of the degree of use of the applicant files by the Staff Personnel Division a better functional purpose would be served.

The Files Section has been responsible for making up an Official Personnel Folder when an individual enters on duty with the Agency. Initiating action to obtain records of previous Federal employment and to transfer leave balances has remained as a Files Section responsibility. Coordination with the Office of Security, the Office of Finance, and the Central Cover Staff has been a requirement in obtaining these records.

Before 1955 the contents of Official Personnel Folders were maintained according to practice recommended by the Civil Service Commission; permanent records were held in chronological sequence on the right side of the folder, and temporary papers were maintained on the left side. In 1954 it was decided to organize the permanent papers into functional sections, filing the permanent papers chronologically in appropriate sections (see Attachment C), that were identified as follows: "Actions," "Fitness Reports," "Other," "Medical," and "Security/P.H.S." By June 1955 all folders had been reviewed, and the project had been completed.14/

Two principal problems confronting the Files Section have been those of loan control and storage space. Control problems have resulted in the establishment of procedures to identify authorized requestors and the extent of their authority to obtain files -- normally loans of the OPF should be confined to requestors in the same career service or organizational element as the employee. Although published regulatory issuances defined the limits of this authority and specified the length of time that an OPF could be retained, in a high percentage of cases this time limit has not been observed; and lack of the manpower required for continued follow-up has made it impossible to enforce the limitation. The Files Section has always had the responsibility for insuring that only authorized personnel receive an OPF at the time of initial release. Once the OPF is out of the Files Section, the responsibility for control is vested in the authorized requestor. It has always been a problem for the Files Section to maintain records of where the OPF may be once it has been charged out.

The Files Section has always been responsible for preparing transcripts outlining CIA employment and forwarding to a subsequent employing Agency the leave records and insurance forms of former employees. These records are forwarded after CIA receives official notification that a former employee has obtained a new position. Close coordination is maintained with Security, the Central Cover Staff, and the Records Integration Division for former service with Office of Strategic Services.* Until May 1969 the Correspondence Branch, working from a rough draft typed in the Files Section, prepared the letter to the employing Agency; the Files Section has never

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* Unlike other records of military service, which are deposited in the National Personnel Records Center, St. Louis, Missouri, the records of OSS are in the custody of CIA.

had the capability of preparing such correspondence. Since May 1969 the finished typing has been done in the Status Section or by the Branch secretary.

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By the end of the 1950's the lack of Agency storage space was becoming critical. Before this time the Official Personnel Folder for a resigned employee was sent to the Agency Records Center about two years after his departure. Any records pertaining to government service prior to Agency employment were included with CIA records. If the Agency received a request for those records at a later date, the other-agency records were removed from the OPF before it was forwarded to the requestor. Because storage space was at a premium it was decided to recall all terminated OPF's and extract the other-agency records and forward them to the Federal Records Center. This practice was begun in August 1962; and in order to minimize the burden for Federal Records Center, files were returned at the rate of 50 per week. The procedure (see Attachment D) of such record retirement is still in practice, although no weekly number limit is in effect at the present time.15/

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[redacted]

From 1956 to November 1964 the Files Section was responsible for reviewing OPF's and responding to the requests of government investigators. Preparation of OPF's for this review was time-consuming, and the investigators were generally not given much information; documents such as Fitness Reports, debt letters, and memoranda containing derogatory information were never shown or discussed with the investigator.18/ Any questions concerning operational security had to be referred to the Office of Security for coordination with the CI Staff. In December 1964 this function was transferred to the External Employment Activity Branch at the request of its chief.

The distribution of Office of Personnel mail has been a Files Section responsibility at least since 1949. This function, the duties of which have not changed very much, includes the routing of all incoming and outgoing Office of Personnel interoffice mail as well as receipt and dispatch of US mail. The Mail Clerk has liaison with the main Agency mail room, particularly to assist in sorting mail that has not been delivered because of incomplete addresses or lack of records.

The Mail Clerk also must insure that mail to or from Congress or high government officials is given priority, and that special-interest applicant files are forwarded with minimum delay. Such action as the foregoing -- and the general sensitivity of the job -- permit this slot to be classified at a higher grade than that of the File Section clerk.

Down through the years Files Section personnel, or in some cases specially chosen personnel temporarily assigned to Files Section duties, have been involved in project operations. Three of the most important such assignments have been the computation of Service Computation Dates and Longevity Computation Dates; the work involving the merging of division personnel folders into the OPF's; and -- most recently -- the OPF record purge.

With the passage of the Annual and Sick Leave Act (effective 6 January 1952) it became necessary to review the OPF's of all Agency personnel on duty because the Act related the bi-weekly leave-earning category to the length of government service. At the same time it was decided to compute a similar date pertaining only to Agency service -- to be used basically for granting of longevity awards for Agency service. Participants in this venture were TRB employees as well as Office of Personnel employees from other offices. This activity took approximately five months.19/

In preparation for the controversial 701 project it was necessary for Agency management to review certain OPF's. It was discovered that there were some files that seemed to be incomplete. Upon checking further it was discovered that some material that should have been in the OPF's was stored in Division or "soft files." This led to a requirement that all Divisions forward their "soft folders" to the Files Section so that material that properly should have been in OPF's could be extracted and refiled in the OPF. This project started in 1961, and the major part of the work was completed by 1963 -- but to this date (1971) an occasional "soft folder" will turn up for review.20/

In an attempt to relieve the worsening records-storage problem at the Agency Records Center, it was decided in 1968 that a records purge would be initiated for the purpose of effecting an approximate 50 percent reduction in stored records. A determination was made by the management of the Office of Personnel as to the type of records stored in terminated OPF's that could be discarded and what type had to be retained in accord with Federal regulations, legal requirements, and anticipated future Agency needs. (See Attachment E.) In December 1968 the first of 960 cartons (one-cubic-foot capacity) was ordered so that one senior Files Section employee, and later an Office of Personnel task force, could purge the expendable material. The project, encompassing approximately 33,000 OPF's, was completed in August 1969, and a total reduction of 41.3 percent was accomplished.

E. Fitness Report Control

The monitoring of delinquent Fitness Reports has been an Agency policy since 1953. At the outset the control point for receipt of reports was in the Position Control Section. Visual colored tabs identifying the month the report was due were used on each Service Record Card. (See Attachment F.) Typed name listings indicating personnel for whom a report was due were sent to Agency components each month. All Fitness Reports were routed to the PI clerks, who noted receipt on the Service Record Card. Periodically, name listings of personnel whose Fitness Reports were past due were forwarded to Divisions. Branch Records indicate that the last "call-up" listings were mailed from PI on 31 October 1958, and receipting of reports by PI ceased in March 1959. In May 1959 an Office of Personnel Memorandum spelled out the new procedures for Fitness Report processing. Under these guidelines operating components would forward the completed reports to the Control Clerk/Personnel Operations Division for checking against an EAM listing of the reports due at that time. By distribution of copies of the EAM listing, the Control Clerk had previously notified components of the report being due. After receipting, the reports on supergrade employees were sent to the Office of the Director of Personnel for filing; and reports for grade GS-15 and below employees were sent to the Files Section.21/

In 1961 the then Deputy Director of Central Intelligence, General C. P. Cabell, in conducting a review of OPF's for the 701 project, discovered that in some cases Fitness Reports for previous years were not in the OPF. His concern in this matter was one of the factors leading to the introduction of a computer-based Fitness Report control.22/

Under this system the Fitness Reports were forwarded to the Office of Chief of the TRB where, before preparation of a computer input code, they were checked for accuracy of identifying information. After completion of coding, the Status Section prepared a paper tape message which resulted in a monthly up-dated call-up and a delinquency listing. These listings were forwarded, through the Statistical Reporting Branch, to the Fitness Report Control Unit for distribution to each Agency component. The above procedure is the same now used; there have been no significant changes since its inception in 1962.

II. Statistical Reporting Branch*

A. Introduction

The reporting of Agency strength began in 1947 with the establishment of CIA; it covers employees from the time of their application until the time of their retirement. Between 18 September 1947 and May 1954 the responsibility was given to various Office of Personnel components. Since 1954 the records have been the responsibility of the Statistical Reporting Branch (SRB). Although the office title has been unchanged for years, the type and number of reports and the methods and techniques used in recording and producing statistical data have gone through many progressive steps. Today (1971) reporting is being done by second- and third-generation computers.

The size of SRB's staffing complement throughout these years has remained almost constant. The early years required approximately ten employees to meet reporting requirements. The majority of reports were prepared by hand, and reports were few in number. Today fewer reports are prepared by hand, but the number of employees remains about the same. The number

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* [redacted] was the principal author of this section.

of computer-generated reports has increased considerably, however, because of increased need and the increased capability of Automatic Data Processing.

The trend in Personnel Statistical Reporting is the selective elimination of hard-copy reports produced for distribution and/or for possible reference. The ability of the new third-generation system to provide data on demand or query will eliminate the need for many of these hard-copy reports.

Automatic Data Processing has proved to be an exceptional system for recording and reporting data, but it also has its shortcomings. ADP seems to encourage an increase in the number of reports being produced; it increases storage problems; there is duplication of data; report costs increase; management continually changes its requirements, causing costly reprogramming or waste of programming effort; and report requirements become more complicated and thereby require more programming skills. As the computer field becomes more specialized, the greater the distance becomes between the inputter in a computer system and the user of the data. As this distance increases, so does the communication time involved between inputters of data, requestors of data output, and the computer personnel -- the informal working relationship that attended the introduction of the IBM Electric Accounting Machine is a thing of the past.

Automatic Data Processing has formalized procedures, creating compartmentation and fields of specialization.

B. Background in Early Personnel Reporting

The history of the Statistical Reporting Branch and its predecessors is really a reflection of the great changes in both the methods and techniques of collecting personnel status data and in the means of reporting and presenting such data. There are many milestones that identify the causes for these changes: the rapid growth of the Agency; the use of Electric Accounting Machines (EAM); the initiations of the Service Designations to identify employees by the type of work they are performing (Support, Intelligence, Clandestine, and the like); the adoption of an Agency Career Service System; the influence of computers (RCA 501) to provide better systems for record keeping and reporting; and, more recently, the innovation of categorizing employees and positions as: Professional, Technical, Communicator, Clerical, and Wage Board.

All these innovations increased the number and types of recurring reports. The capabilities of the computer's magnetic tapes produced and provided storage for a wealth of personnel status data, which is currently up-dated and readily available for retrieval and reference.

The Statistical Reporting Branch was approved on 29 May

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1954 (see Attachment G) and its function was to be responsible for the preparation, analysis, and presentation of comprehensive personnel statistical reports and data pertaining to the Agency's current T/O positions, strength, ceilings, grade distribution, separations, reassignments, turnover rates, promotions, promotion rates, and such other personnel reports and statistical data as may be required or requested by authorized Agency officials. In order to carry out these functions ten positions were established:*

Personnel Research Officer (Chief)	GS-13
Personnel Research Analyst	GS-12
" " "	GS-11
" " "	GS-09
" " "	GS-07
Statistical Draftsman	GS-07
" Assistant	GS-07
" "	GS-05
Secretary (Steno)	GS-05
Clerk Typist	GS-04

It would be convenient to start SRB's history as of 29 May 1954 because it still exists today as SRB, but the history of the Statistical Reporting Branch is in reality the history of the Agency's personnel record keeping and strength reporting; and developments trace back to 1947. The Central Intelligence

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* The Chief of the Branch was [redacted] who served from 28 September 1952 to 11 February 1955. The Deputy Chief was [redacted] who was in the Branch from 26 November 1951 to 18 December 1955.

25X1A

Agency's organization chart dated 15 October 1947 reflects that under the Office of the Executive for Administration and Management there were four Branches: Budget and Finance, Services, Personnel, and Management. The Management Branch was the first office under CIA to have responsibility for personnel strength reporting.

General Order No. 24, dated 20 September 1949, redefined the staff structure for the Office of the Executive for Administration and Management, placed the Executive in line command, and put Management, Budget, and Personnel on a staff level; but the 5 October 1949 revision of General Order No. 24

> took from the jurisdiction of the Budget, Personnel and Services Offices the non-policy procedure, ergo, service activities of their respective overt and covert branches and grouped them into two new staffs to service parallel "overt" and "covert" activities. The revised and implemented Order, effective 5 October 1949, retained earlier organizational concepts but changed titles of Overt Support Staff to Administrative Staff and the Covert Support Staff to that of Special Support Staff.23/

The Administrative Staff and the Special Support Staff provided personnel strength reports -- "Vouchered Personnel Status Report" and "Unvouchered Personnel Status Report" -- as they pertained to their on-duty personnel. This divided strength reporting continued until 1951.

In the CIA records there is a personnel strength report as of the close of business on 17 September 1947,on a form

which bears the heading: Central Intelligence Agency. (See Attachment H.) This report must have been one of the first personnel strength reports to be published after the Central Intelligence Group (CIG) became CIA. This style of report was actually a carry-over from the CIG days. SRB's historical records contain a series of these reports that date back to 7 March 1947. (See Attachment I.) The personnel strength reports were prepared daily and continued to be published through October 1947. Comparison of the total Agency on-duty strength of [redacted] 25X9
as reflected on the Personnel Report as of 17 September 1947, with the 28 February 1971 on-duty strength (staff personnel and military details) of almost [redacted] indicates something of the 25X9
magnitude of the effort that would have to be devoted to improving techniques in record keeping and personnel reporting.*

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* The history of SRB pertains to the reporting of Staff Employees, Staff Agents -- an appointed Agency employee who, for reasons of operational or covert sensitivity, is internally administered in a compartmented manner -- Military Details, a few Contract Employees, Consultants, WAE (when actually employed) Employees, Details-In (employees on loan from other Federal Government Agencies), Details-Out (Agency employees on loan to other Federal Government Agencies), Summer Employees, and Part-time Employees. Agency on-duty strength and strength reporting shows only one side of the coin. To get the total picture one must include the Contract Employees A and B, Career Agents,
25X1A [redacted] (Aliens), and the like, who are currently handled and were also handled in the past by the Contract Personnel Division. At this point the history of SRB will not include this other side of the coin; this phase of reporting will be covered by CPD's history.

Like many of the other reports that were surfaced in the process of writing this history, the 17 September 1947 report does not clarify what was included and what was not -- for example, were all the Foreign Field employees included, were the contract or project types part of the report? Reports were often devoid of footnotes or explanations, and it appears that only the employees compiling the reports and the users were actually aware of the contents.

This Personnel Strength Report was compiled by office, and the distribution was restricted to top Agency officials. No office-strength statistics or listings were provided to components in the early years (1947-52) by the central Personnel Office or any other office. Each Office had to compile its own statistics and maintain its own personnel accountability.*

Although the tremendous increase in Agency strength from

25X9 [redacted] during the period of the Korean conflict (June 1950 through July 1953) initiated some of the more noteworthy changes in reporting, the innovation of having "career

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* Even with all the reporting services provided today (1971), some Agency components still maintain and fill their own reporting requirements. The reason is that their records, in most cases, are more current than those they receive from the current computer reporting systems. Although a majority of the computer reports are received within eight work-days, some reports are not available until the 15th day after the end-of-month cutoff.

designations" for each Agency Career employee also increased reporting requirements. This innovation was initiated in March 1950 by General Walter B. Smith, the DCI, when he expressed to the Honorable John McCloy a desire to have a "corps of well-qualified men who are interested in making a career with the CIA." 24/

25X1A [redacted] of 20 May 1953 established 21 career designations determined on the basis of the office of assignment of the employee. (See Attachment J.) Once all the Agency career employees were identified with a career designation, report requirements began to snowball. First, the Heads of Career Service Boards and other Agency Officials were interested in knowing the on-duty strength of Agency career employees by career designations and by office.* Later, there were requirements for reports that would reflect Agency career employees by CD and by grade; for date-of-grade listings by CD for use by the CD promotion panels; more recently for listings of Agency employees by their CD** for use in the two retirement systems -- Civil Service and CIA; and for listings of career employees by sub-category of employment -- professional, technical, communicator, clerical, and wage board.

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* See Figure 1, page 34.

** Now (1971) referred to as Service Designation (SD).

SECRET

25X9

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At present (February 1971) there are more than 100 reports in which one of the sort controls for the report is based on the service designation (SD) of the employee or the SD of the position. This figure of 100 does not include the many other tabulations and listings in which the SD is one of the personnel status items listed.

From the latter part of 1947 through early 1952, most of the strength reporting was done by hand in various offices and by various methods. On 5 October 1949, when the Personnel Office was split into the Administrative Support Staff, which provided administrative service to the overt offices, and the Special Support Staff, which serviced the covert offices, both staffs submitted strength reports on their respective personnel.

In 1947 the Department of Defense requested the CIG to prepare a Mobilization Study showing the number of employees who were in the Military Reserves. The Management Office under the Executive Staff for Administration and Management was given
25X1A this responsibility. [redacted], working under [redacted] 25X1A
25X1A [redacted], prepared the report by going from office to office
and collecting the necessary data. [redacted] was not able to collect 25X1A
statistics on the Covert (OSO) group, and therefore [redacted] strength 25X1A
figures represented only the overt employees. By going from
25X1A office to office, however, [redacted] was not only able to compile

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strength figures pertaining to employees in the Military Reserves but was also able to collect the total overt strength of each office. These strength figures were given to [redacted] 25X1A

25X1A [redacted], who at that time were assigned to the Reference Center of the Office of the Executive for Administration and Management; they punched the data into IBM cards. This was the starting point in the use of IBM's Electric Accounting Machines (EAM) for strength reporting. The figures received from EAM were transferred to pre-printed formats and reproduced by photostating.25/

From 1947 through 1950 this Management Staff was responsible for preparing various on-duty strength reports and related statistics on promotions, separations, and status of security clearances. (See Attachment K.) At the time this staff was responsible for preparing Tables of Organization for each office and was using the EAM system for printing out the T/O's.

The period of police action by the United States in Korea (June 1950 to July 1953) was the period of the Agency's greatest growth. [redacted] 25X9

25X9

In 1950 the Machine Records Division of the Special Support Staff assigned [redacted] full-time to assist the Personnel Office in compiling statistical data on Agency personnel; IBM equipment was to be used in strength reporting, listings, and Tables of Organizations.26/ This was the initial step in constructing for the Agency an optimum reporting system that would more than adequately fulfill the Agency's total reporting and record-keeping requirements. As noted several times previously, the machine reporting provided during the period from 1950 through the early part of 1953 concerned the vouchered side of the on-duty strength. Because of the security implications, there was a reluctance to place covert strength statistics or employee names on IBM cards. The Foreign Field and covert statistics still had to be compiled manually by querying the various components having unvouchered personnel assigned to their offices and then incorporating these data into Agency reports reflecting the total on-duty strength. 25X1A

After the Position Control Units were established under the Overt and Covert Branches, personnel actions were processed through these units; and strength records on an office level were maintained by each position control clerk. A record was maintained on the number of accessions, separations, and reassignments into and out of an office. The number of applicants

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in process and the on-duty strength were identified by type of employee: Staff Employee, Staff Agent, Military Detail, Consultant, Project Employee, or Contract Employee. Each position control clerk kept in the Kardex tray a tally-sheet for each office, and a clerk recorded any changes in the office strength. Once a week a reports clerk would compile a strength report by office, reflecting all the various types of personnel actions that had affected the office's on-duty strength -- accessions, separations, and reassignments in and out. Personnel Division (Overt) had a statistical coding clerk whose function was to make the office strength counts, and under Personnel Division (Covert) there was a reports clerk in the Reports Unit who prepared a weekly strength report. Both clerks reported to their respective Division Chiefs. In early 1951 two weekly reports were being prepared in the Covert Branch: one was called "Project Strength Report," and the other was called "Personnel Strength Report." (See Attachment L.)

The first weekly report in May 1951 was done completely by hand; in subsequent reports the EAM system provided on IBM machine paper form a listing of all the offices and all that the reports clerk had to do was to type the column headings on the report form and fill in the required statistical figures. These completed reports were distributed to the Chief of the

Personnel Division (Covert), [redacted] 25X1A

From time to time the Personnel Office called on the Machine Records Division (MRD) of General Services for IBM assistance. Early 1951 copies of completed Personnel Actions were being sent to MRD where selected data were coded and key-punched into IBM cards, and this started the building of Personnel Status Card Files.27/ (See Attachment M.)

In November 1951 it was decided that the Personnel Office Personnel Studies and Procedures Staff would

> represent the Personnel Office for the purpose of concurring in the requests from other components of the Agency for the machine records preparation of personnel statistics.28/

This responsibility was passed on to SRB, which became the central point for all requests relating to personnel statistics and other personnel data. C/SRB reviewed all requests and determined the need, the method of preparation -- either manually or by machine (EAM or Computer), and prepared the work order if the data had to be compiled by machines.

Before 30 September 1952 personnel status reports excluded Staff Agents who were assigned to project T/O's, but at the request of Assistant Deputy Director (Administration),

25X1A [redacted]

Staff employees as well as Staff Agents were included in the Personnel Office monthly status reports and were charged against the authorized office ceilings.29/ Reporting Staff Agent figures was restricted in the early years, and any accountability was done in numbers only and were counted from Kardex cards maintained by PD(C). It wasn't until early 1954 that approval was given OP to put SA's on IBM cards.

The stipulation was that these IBM cards became the property of the Research Branch, and when not in use the cards were to be kept in a metal container in a safe within SRB. At the end of each month, before the running of month-end reports, these cards were hand-carried to MRD so that they could be merged with the personnel Status Master Files containing data on regular staff employees. It was the responsibility of the Research Branch to keep this Staff Agent card file current. This system remained unchanged for approximately one year, after which the SA card file was permanently merged with the Personnel Status Master Files.

The next major change that improved the strength reporting and record-keeping functions came in fiscal year 1957; it was the placing of the military details into the EAM card system. From that time on military personnel actions were coded and processed along with the regular personnel actions on civilian employees. Also included with the coding of military detail personnel actions was the coding of a selected group of US contract employees. This coding of personnel actions pertaining to Staff Agents, Military Details, and Contract Employees continued until fiscal year 1961 when the new RCA 501 System replaced the old IBM multiple-card system.

These milestones reflect some of the reasons why changes occurred in numbers and types of reports from SRB, but in addition there were a number of dedicated individuals who were determined to improve the techniques and methods of statistical reporting on Agency personnel. During his tenure as Deputy Director and Director of Personnel,* George Meloon promoted and defended innovation; and, as Branch Chief from 28 September 1952 to 11 February 1955, [redacted] was the recipient of a number of encomiums (for himself and his staff). (See Attachment N.) 25X1A

In late 1952 or early 1953 representatives from the Machine Records Division [redacted] 25X1A

25X1A [redacted] met with Meloon to discuss some of the problems that concerned the information being received by MRD and used in the preparation of Personnel Strength Reports for the Personnel

* Deputy Director, 1950-51, and Director, 1951-54.

Office. Some of the data being received by MRD were incomplete; personnel items were missing from the Personnel Actions; there were duplications of data; and the transfer of funds actions were creating problems because an employee was assigned a new serial number whenever he went from vouchered funds to unvouchered funds and vice versa. The representatives from MRD requested that the Personnel Office review its record-keeping procedures in order to insure that future reports would be complete, accurate, and current.30/

Recording procedures were revised and tightened up. Personnel Actions that were sent to MRD for coding were better prepared and were complete. Actions were received every day, and end-of-month cutoffs were established in order to control the processing of actions for the month-end reports.

C. IBM Multiple-Card System

From mid-1953 through 1956 there was a vast improvement in the IBM multiple-card system and in the validity of the data that it contained. Not only did the Personnel Status Card Files grow (see Attachment M) but so did their capabilities. The card system became dependable; it provided many reports and services, it was able to meet time schedules, it printed multiple copies of reports, it handled large volumes of actions each month, and not only did it provide current data but it also began to provide a history of processed employee personnel actions.

In fiscal year 1955 plans were in progress to establish a complete IBM punched card history on all staff employees who entered on duty from 18 September 1947 through 31 December 1956. The punched card history in 1956 had data on staff employees going back to 1951. A simplified coding system was perfected, one that would reduce the size of the history by two-thirds and would enable the EAM system to produce historical studies more simply and in less time.31/

Personnel files on employees currently on duty, as well as on those who separated, were requested from the OP fileroom and from Records Center. The information was coded, which resulted in approximately one-quarter of a million IBM cards. The coding was accomplished in fiscal year 1959 by two employees who were assigned to SRB. The completion of this coding occurred, however, during the period when plans and the programming of requirements for the new RCA 501 systems were in process, and therefore the OP History Card File was set aside where it lay dormant until the late 1960's when during a records clean-up exercise to reduce storage space, this history file was put onto magnetic tape but in no method useful for retrieval. Even though the necessary data were in the cards, the sequence in which the information was coded and captured into the cards has varied. To put the information in usable order would take one programmer about four months.

The August 1952 merging of OSO (Office of Special Operations) with OPC (Office of Policy Coordination) under the Deputy Director for Plans established a central point for processing actions pertaining to both unvouchered employees and vouchered ones in the newly constituted Clandestine Service; and when the Office of Personnel was reorganized a little over a year later (November 1953), the Overt and Covert Personnel Divisions were merged into one Division called the Processing and Records Division. The new Division provided a central control of personnel processing and record keeping, and the working relationships with MRD improved as personnel data were now received from one central office. Combining OSO and OPC and merging the Personnel Divisions proved that the IBM multiple-card file systems could be used to meet the Personnel Office's requirements for personnel processing, record keeping, and personnel strength reporting.

Because the IBM card had only 80 columns within which to punch data, a number of codes -- numeric, alpha, and alpha-numeric -- were established through the coordination of MRD and the Personnel Office to reduce the amount of data put on the cards. As the status data on an employee expanded, IBM trailer cards were used to hold the added data. (See Attachment M.)

There were numeric codes for: (See Attachment O.)

Organization
Country-city
Sex
Occupational Title
Headquarters
Language
Type of Employee
Type of Action
Funds
Project
Grade Schedule, etc.

These codes continued to expand as the IBM system increased its capabilities, and even today (1971) many of the codes are still being used. The users of the machine reports learned to decipher these codes through continued use. By using codes, more information could be placed on a page, and the data could be retrieved much more quickly from the IBM card system. The use of codes provided some security to the data when reflected on machine listings, so there were advantages -- and there still are -- in the use of codes.

D. Publication of the Monthly Personnel Statistical Review

As of 31 January 1953, [redacted] while assigned to the Research and Planning Staff, prepared the first of a series of Monthly Personnel Statistical Reviews. (See Attachment P.) These MPSR's were really the first major successful 25X1A attempt to provide the Personnel Office and top Agency officials with a complete overall review of the Agency's personnel strength and related statistics on accessions, separations, promotions, applicants-in-process, grade distribution of on-duty strength, and the like. The MPSR was broken down to Office level and summarized on a Directorate level, with an overall Agency summarization of the Directorate figures. The MPSR provided a central point for various statistical data, and over the past 18 years it has been an invaluable source of ready reference for filling many requests.

As a result of the March 1956 survey (see Attachment Q) of the statistical data contained in the MPSR, the MPSR was revised as of 30 June 1956 -- the data on separations, promotions, and grade distribution were removed from the MPSR, and individual quarterly supplements to the MPSR were established. The supplements were as follows:

	Title	For Quarter Ending
1.	Quarterly Statistical Review of Staff Personnel Separations	Mar, Jun, Sept, Dec
2.	Quarterly Statistical Review of Staff Personnel Promotions	Feb, May, Aug, Nov
3.	Quarterly Statistical Review of Staff Personnel Grade Distribution	Jan, Apr, Jul, Oct

The MPSR went from 47 pages in 31 January 1953 to 79 pages in the May 1956 issue. The revised issue of the MPSR for 30 June 1956 had 28 pages.

The revised MPSR and its three Supplements continued to be published until June 1964 when the Quarterly Separations and Promotion Supplements were changed to a semiannual publication (June-December) and the Grade Distribution Supplement became part of the MPSR, which was revised again as of September 1964 and became the Personnel Strength Quarterly Statistical Review (PSQSR). As of 1 January 1968 the Quarterly Separation Supplement was discontinued; the Quarterly Promotion Supplement was no longer produced after 1 January 1969, but the data were and still are (1971) being retained in other reports for reference. The PSQSR continued to be produced after January 1969 but only in a very abbreviated form for reference use in SRB.

There have been various surveys made to study the elimination of unnecessary reports and duplication of data and to consolidate reports whenever possible. In 1959, [redacted] 25X1A

25X1A [redacted] of the Management Staff was asked to make a survey of SRB reports, both the manual reporting and that produced by the IBM card system. The net result was an increase in the work load imposed on MRD and on SRB; during this period there were new career service reports requested that more than offset the reductions that were recommended.32/

More recently,* reports surveys have been (and still are) carried on by the OP/Control Division to eliminate unnecessary reports, to remove the duplication of data, to consolidate reports, and also to determine what the future report requirements will be under the new third-generation computers.

E. The Flexowriter -- Introduction to ADP

Automatic Data Processing was the next step to improve personnel processing, record keeping, and personnel strength reporting. ADP had an impressive start with the adoption of the Programmatic Flexowriter in 1957. The use of Flexowriter by the Status Unit of the Transactions and Records Branch to type personnel actions eliminated the need for the manual coding of personnel actions. As actions were being typed, a paper tape was punched with selected data. The paper tape was then processed through a tape-to-card converter and the cards sent to MRD for input. This new system expedited the processing of personnel actions for input.

In late 1958 plans were under way to select a computer that would satisfy the Support Offices' report requirements.

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* 1968-70-71.

The choice was the RCA 501 which was in operation by September 1960. Under the new RCA 501 system, SRB had to provide missing personnel status data on all the military details (approximately 1,000), staff agents, WAE's (when actually employed employees), consultants, and contract employees in order that the data on these employees should conform to the data that were being carried on staff employees.33/

In addition, SRB had to work closely with MRD in providing them with initial input strength figures.* SRB checked each figure on all reports produced by the new RCA 501 against those produced by the IBM system for a period of six months -- the period of time that the RCA 501 and the IBM multiple-card system ran as a dual system -- isolating errors in an effort to correct computer programs. Revised and standardized formats to be used in the listing and tabulation of personnel by the new computer system were implemented (see Attachment R). SRB was constantly reviewing the numerous report requirements levied on MRD in connection with the conversion to the digital computer of personnel accounting and record keeping. Many of the original problems, such as the accountability of part-timers, cutoff dates, and a uniform method of processing personnel

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* See Figure 2, page 50.

Figure 2

Strength Input Form Used in Initial Conversion to RCA 501 System
January 1961

Data To Be Entered	No. Of Characters To Enter	Item Description	Item No.
Dept | U.S. Fld | Frgn Fld	2	Org. Code	1
	4	Military Details (Staffing)	2
	4	Military Details (Development)	3
	4	Staff Employees (Staffing)	4
	4	Staff Employees (Development)	5
	4	Staff Agents (Staffing)	6
	4	Staff Agents (Development	7
	3	U.S. Contract (Full)	8
	3	U.S. Contract (Part)	9
	3	Part Time (Staffing)	10
	3	Part Time (Development)	11
	3	Detail In	12
	3	LWOP (Staffing)	13
	3	LWOP (Development)	14
	3	Detail Out	15
	3	Summer Only	16
	3	WAE Unslotted	17
	3	Consultants (Agency)	18
	3	Consultants (NSC)	19
	3	MSA	20
	3	MSE	21
	3	Civilian Reserve	22
	4	Natives	23
	3	GSA Details	24
	3	NSC	25
	4	Authorized Strength a/	26
	10	Hdqts.*	27
	17	Org. Title b/	28

Dept
U.S. Field
Frgn Field

a/ Enter On Dept Only - Fill in with 4 spaces for US Fld. and Frgn Fld.

b/ 17 Digits, including spaces, etc.

actions into the new system, were eliminated.

As of 30 June 1961, approximately two-thirds of the regular recurring reports were being produced by the newly established RCA 501 system(s); and reports were being received in SRB from two to ten days earlier than the IBM multiple-card system was able to provide. The major reports that had not been converted at this time* were the Tables of Organization (T/O's), the Date of Grade rosters, and the CSSA (Career Service Staffing Authorization).

Today (1971) the CSSA is called the Career Service Cumulative Processed Changes, and it is still being prepared manually; there were (and still are) too many problems in the preparation of this report by means of the RCA 501. Among other reports still being prepared by the IBM multiple-card system are the Invitee Travel reports, the Military Status Questionnaire reports, the T/O Flexoline Strips, and portions of the Personnel Emergency and Locator reports.

The original equipment that came with the RCA 501 computer did not live up to its expectations; therefore, to improve the RCA 501's capabilities an RCA 301 was installed in November 1962 to increase the input and output capabilities of the

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* 30 June 1961.

RCA 501 systems. Later, to improve the memory capacity and to lessen the tremendous workload on the RCA 501-301, the RCA Spectra 70-45 was added (June 1967), and in the last several years many of OP's new requirements, as well as some of the old, have been programmed for the IBM 360.34/ These computer systems are used not only to fulfill OP's requirements but also to service the Offices of Logistics, Security, Training, and Finance.

For most personnel data* the input into the current system is still done by the Programmatic Flexowriter, except that the punch paper tape produced by the Flexowriter is used as the input to the computer systems rather than as a means of producing an IBM card. Although many of the reports that were being produced by the old IBM card system were placed on the new RCA 501 computer system by straight conversion, there were some that had to be completely reprogrammed. The T/O's were revised on the basis of HB 20-250, and a new pre-printed format was used to list the T/O's. (See Attachment R, Item 6.) Before the old reports were converted to the new system, each report was reviewed and either changes or deletions were made

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* The CIA Retirement and Disability System uses the CDC 915 Page Reader, which uses Optical Scanning as a means of input.

to the report format or the report was deleted altogether.

It did not take long before there was an increase in report requirements, especially one-time requirements called "specials."* Although there were, and still are, many good features about the computer systems, there are also some bad ones. If incorrect data get into the system, all the reports that require these data will reflect the incorrect data, and it is too late to change or correct the errors without rerunning the complete programs; in the old card system, however, errors were sometimes detected early before reports were produced. All that then had to be done was to pull from the deck of cards the card having the bad data, correct the data, input the corrected card, and continue with the remaining reports.**

In this new computer personnel field, employees become specialists, handling only a portion of the total Automatic Data Processing System. Users, those who submit a computer

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* During the past 10 fiscal years there has been an average of 78 special computer requests submitted to OCS, with fiscal year 1966 having a high of 133 compared with fiscal year 1968, which had a low of 41. Special requests prepared manually by SRB for the same period average out to 178 reports, with a high of 258 in fiscal year 1964 and a low of 125 in fiscal year 1969.

** It must be said that with the computer systems, it is possible to edit most of the inputted data to either reject incorrect data or to surface it to the user. This valuable control was not available with the old EAM systems.

work order, become completely separated from the operator of the computer who is producing the request. With old EAM system, the man who wired the board (set up the program) for an IBM card report request was usually the one who operated the equipment that produced the report, and therefore, he dealt directly with the requestors concerning questions, changes, or other problems. The compartmentation resulting from specialized fields in ADP was not present in the old system; but although the old system was far more flexible, it was not as fast or as accurate as the new.

Although the responsibility for the statistical reporting and record keeping was traditionally assigned to a Staff-level function* -- the Personnel Studies and Procedures Staff, the Research and Planning Staff, and the Plans, Research, and Development Staff -- the authority at this level was influential in effecting changes, in acquiring personnel statistics and related information, and in levying report requirements on the Machine Records Division. When the Statistical Reporting Branch was made a part of Records and Services Division on 29 May 1954, some of this influence and authority was lost.

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* From 21 December 1950 through 28 May 1954.

F. Significant Reporting Requirements

The Statistical Reporting Branch, as it was established on 29 May 1954, included a position for a Statistical Draftsman, which resulted in SRB having its own "graphics shop." Of the various types of visual aids that were prepared, the DDS's Illustrated Statistical Chart Book was the most complete and useful. It was initiated in 1954, and it contained various statistical tables with accompanying graphs. These tables and graphs were up-dated early each month and returned to Colonel White, the DD/S, for his use. The cover of this statistical book was later changed; it was black in color and referred to as the "Black Book."

In 1961 a duplicate "Black Book" was prepared for the Director of Personnel, and in 1962 another copy was prepared for SRB. In fiscal year 1965 still another copy was prepared for the Chief of the Personnel Operations Division, then

25X1A [redacted]. All four Black Books were discontinued after December 1965; but in August 1966 the D/Pers book was reinstated, only to be discontinued in fiscal year 1969.

SRB provided graphics work to the many components within OP and, at times, to some who were not in OP. On 1 August 1961 SRB lost its Statistical Draftsman position, and the graphics service was gradually phased out. Today (1971) SRB limits its graphic service to the requirements from D/Pers and DD/Pers.

In 1958 SRB was called upon to assist in a study of a proposed CIA Early Retirement System. Much of the study was based on the amount of overseas service that each Agency employee had. Overseas Questionnaires, Form 1451,* were sent to each Agency employee then on duty.** These questionnaires were returned to SRB, which was responsible for coding all the overseas data. At that time employees were asked to reflect all overseas service regardless of how it was obtained, but eventually only the overseas service acquired as an Agency employee on Agency duty was accepted and used.

Once these overseas data were coded, rosters were prepared for each Career Service by years of Federal Service and by age groups. These lists identified people (1) who were qualified to retire under the proposed early retirement system, (2) who were not qualified, and (3) who might qualify.

Using the so-called Ellsworth Formula,*** percentages

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* See Figure 3, page 57.

** Early 1958.

*** At least 50 years of age and with 20 years of Federal Service with 10 years with the Agency of which 5 years were overseas service.

Figure 3

Record of Overseas Service
Form 1451

NAME OF EMPLOYEE

EMPLOYEE SERIAL NO.

RECORD OF OVERSEAS SERVICE

DO NOT FOLD, STAPLE, SPINDLE, OR MUTILATE

INSTRUCTIONS

THIS FORM MUST BE COMPLETED WHETHER YOU HAVE HAD OVERSEAS SERVICE OR NOT. THE INFORMATION WILL BE INCLUDED IN YOUR AGENCY OFFICIAL RECORDS. SUBSEQUENT OVERSEAS SERVICE WITH THE AGENCY WILL BE ADDED AS PERFORMED.

DO NOT WRITE IN COLUMN	WHERE SERVICE WAS PERFORMED	PCS - 1 TDY - 2 (ENTER NO.)	DATES FROM MO.	DATES FROM YR.	DATES TO MO.	DATES TO YR.	SERVICE AS CIVILIAN - 1 MILITARY - 2 (ENTER NO.)	RESPONSIBLE U.S. GOV'T. DEPT. OR AGENCY	DO NOT WRITE IN COLUMN
29-31		32	33-34	35-36	37-38	39-40	41		42-43

FORM 1451 USE PREVIOUS EDITION
61

IF ADDITIONAL SPACE IS NEEDED, CHECK HERE ☐ AND ASK FOR SUPPLEMENTAL CARDS

GUIDE FOR COMPLETION OF FORM 1451

- Please study your card Form 1451 and be sure you understand what is required before you fill it out.

- Be as accurate as possible, but the information need not be certified. However, additional information and documentation of service may be required at a later date.

- If you have had no overseas service at any time, mark form "not applicable."

- List each increment of overseas duty performed at any time on behalf of the U. S. Government and give the approximate were computed on the number of projected eligibles who would qualify for early retirement, assuming a total population of 10,000. SRB, working with the Plans Staff of OP, provided projection figures based on five-year age groups and on a year-to-year basis up through 1973 for males, females, and by career service. These figures and other backup data were sent to the [redacted], which did the actual studies on costs.

25X1A

All of these studies made it possible for the Agency to establish its present CIA Retirement and Disability System. As a feed-off from the accumulation of this overseas data for the actuarial studies, an Agency Overseas Service Record was established on magnetic tape and has been kept current in the Agency's present reporting systems through the processing of Form 1451a, Report of Service Abroad, which is furnished by the Office of Finance to SRB for coding purposes.*

25X1A

In meeting the requirements of [redacted] Procedures for Ceiling and Position Authorization, dated 14 November 1958, SRB was given the responsibility for directing the activity of the Machine Records Division in converting the old Tables of Organization (T/O's) to the new flexible T/O's, for matching

* February 1971.

personnel to their new positions and cutting more than 2,500 dummy personnel actions to assign employees to their proper positions, and for providing flexoline strips (1/2" x 8") with position information to be used in the Kardex File maintained by the Office of Personnel's Position Control Section.35/ As of 30 June 1959, all the Agency offices had been converted to the Flexible T/O concept, which is still in use.

In order for the various career services to comply with

25X1A [redacted], SRB provided to the Salary and Wage Division statistical data on each Career Service, reflecting all the changes in grades during calendar year 1959 (initial report), showing the number of reassignments in and out, accessions, separations, promotions, and demotions. These statistics were to be used by each Career Service in preparing their fiscal year 1961 Career Service Staffing Authorization. Later the CSSA became the Career Service Cumulative Processed Changes by Grade and was prepared quarterly until 1969, when it was scheduled on an end-of-fiscal-year basis.

Another recurring report, the CSGA, Career Service Grade Authorization, had been for some time the responsibility of the Salary and Wage Division of OP; but it was placed under SRB's responsibility in fiscal year 1964.36/ This is a monthly report prepared for each Career Service, and it determines the promotion headroom for each grade within the Career Service. It is a very important management tool and is constantly used by the Heads of Career Services in their promotion exercise.

The Manpower Analysis Numbering System (MANS) was started in 1963 by the Office of Planning, Programming, and Budgeting (OPPB) and was completed in mid-1964. This system was established to identify by codes the functional activity, category, and sub-category of all the civilian positions in the Agency.

The MANS Code is six characters long and is broken down as follows:

Functional Activity Code	-- Two numeric digits that identify the Functional Activity of the positions; for example, Overt Collection, Covert Collection, Technical Collection, etc.
Category Code	-- Two numeric digits that identify the various categories under the Functional Activity.
Sub-Category Code	-- Two alpha characters that identify type of category in which position title belongs and are as follows:

EA -- Professional Staff Positions
EB -- Technical Staff Positions
EC -- Technical Communications Positions
ED -- Clerical Staff Positions
EF -- Professional Communications Positions

WE -- Wage Board Positions
FA, FB, FC, FD, FF -- Military Position*
GA, GB, GC, GD, GF -- Contract Position*

The MANS System was initiated by OPPB to assist its budget people in costing out the various Agency activities; but once the system was established it was not used for this purpose and was set aside by OPPB. After all the positions were given a MANS Code, OP began to use the sub-category code to identify and account for employees and positions (based on the occupational codes) by these sub-category codes: Professional, Technical, Clerical, Communicator, and Wage Board.

The MANS reports were established in fiscal year 1965, and little by little these sub-category codes were appearing as a major sort item. Like the Career Designation that was implemented in May 1953 and caused a tremendous increase in reports, these sub-category codes were having a similar effect. The activity codes were not being used, however, and as of 1 October 1970 they were no longer being inputted with the addition of a new position.**

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* Denotes the same sub-category breakdown as above, EA through EF.

** As of this writing (February 1971) there appears to be a renewed interest by OPPB in the MANS system.

The sub-category codes were useful control items and established a standardization and categorizing of employees and positions as to whether or not they are professional, technical, communicator, or clerical types. Before fiscal year 1965 these categories were usually based on grade breaks; for example, GS-06 and below were normally considered as clerical and GS-07 and above were considered professional. The requestor of a breakout of clericals or professionals would determine the grade breaks to be used in categorizing the people. The use of this sub-category coding system will tend to increase in future reporting. Although the MANS system did not fulfill the main reason for its creation, much value was derived from a portion of the system (the Sub-Category Code).

Neither the Agency nor OP were as fortunate in fiscal year 1965 when the Bureau of the Budget requested that the Agency control its average-salary level. To meet this requirement OPPB requested the Office of Computer Services to establish through OP the controls necessary to maintain the established average-salary levels. After many meetings with OPPB, OCS, and OP, a system was implemented; it was referred to in two ways: The Average Salary Report and the Career Service Budget Authorization (CSBA) -- which was based on criteria similar to those of the CSGA (Career Service Grade Authorization) except that the CSBA was based on an overall total of career services* within a Directorate's responsibility and not on the individual career service** as was the CSGA.

The programming effort that went into this CSBA was complicated and involved. It was one of the most difficult programs that has ever been written by OCS for OP. OCS completed the programs in time to distribute the CSBA to each GCS by June 1965 and monthly thereafter until 31 July 1966.

Although the GCS's used these reports, it was left up to each individual career service to maintain its established average-salary level. It was a very difficult control to maintain, and by 6 August 1966 it was discontinued by OPPB after the Bureau of the Budget approved the Agency Budget for fiscal year 1967, which established a separate allowance for personnel compensation that superseded the average-salary ceiling control.

As of 22 September 1970 a hand tabulation by SRB showed that the Office of Computer Services was producing for use

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* Referred to in OP as the Grandfather Career Service level (GCS).

** Referred to in OP as the Father Career Service level (FCS).

by the Office of Personnel, 654 reports; in addition SRB was preparing 55 reports manually for a total of 709 reports, of which 616 were for SRB (see Attachment S).

As previously mentioned in this history, there have been many causes for this increase in the number of reports, but in most cases the increase has not always been caused by new data. It is usually the same data that are present in various existing reports, but the data have been arranged differently, thereby creating a new report or reports. Also, in order to include additional information, it is often easier to establish a new program than to revise an existing one. Sometimes identical data are needed in a special way by one customer and in another way by another customer, even though the totals on the report remain the same -- for example, a grade distribution by office versus a grade distribution by headquarters within the same office.

In the past it has been very difficult to limit the number of reports, and it is hoped that the future capabilities of the third-generation computers will eliminate the need for so many different reports; but the size of reduction will be directly related to the query capability of the new system. If the customer is assured that he will be able to obtain data whenever it is needed, then hard copy reporting requirements will be reduced considerably.

Since late in 1960, Automated Data Processing has been extensively introduced in the statistical control and reporting of Agency data on personnel strength and related subjects. This development required considerable effort and raised many problems, the resolution of which have not always been inexpensive. A consequence of the acquisition of the computerized capability to control personnel data statistically has been a very great proliferation in requests for the manipulation of the data to answer additional types of questions. While management has been provided with more powerful tools, it is difficult to assess with any precision what the cost has been or whether the outlays have always been worth the time and expense.

III. Qualifications Analysis Branch*

A. Introduction

From the beginning of the Agency there has been a necessity for an inventory of the qualifications of selected applicants and employees. The degree of interest and effort devoted to this activity has varied, depending on the demands of higher management. In the beginning there was a very elementary IBM punch card system. This was replaced in the early 1950's by a better system adapted from one which was then in use at the Bureau of Naval Personnel (BuPers). The BuPers system had its beginning in 1940 with the National Roster of Scientific and Specialized Personnel -- the first attempt to reduce qualifications information to IBM punch cards for later retrieval. In the mid-1950's when Agency recruitment activity diminished, so did the maintenance of the Qualifications Inventory. Because no personnel were being assigned to this function the maintenance continued to fall behind and coding was stopped in 1960.

A comprehensive computer based system was started in the early 1960's. Pre-Agency education and experience were

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25X1A

* [redacted] was the principal author of this section.

coded first, and this was substantially completed by the end of 1965. It was then necessary to develop a multipage form with which to circularize the Agency to obtain information on Agency work experience and to update other biographic and qualifications information. In early 1966 the form was approved by the Personnel Advisory Board -- chaired by the Director of Personnel and with members from all of the Directorates.

Beginning in March 1967, in accordance with the schedule for the return of fitness reports by grade group, the Agency was circularized and the forms returned. As explained subsequently, DDP did not fully participate in the qualifications inventory until 1969. The form was pre-printed by the computer and contained -- in addition to serial number, name, and grade -- the individual's degree background, and overseas service for verification. By early 1970 substantially all forms had been returned and the initial coding had been completed. Beginning in 1968 the Qualifications Inventory was being maintained on an annual basis through the use of a one-page form.

With the establishment of the Career Service system in the early 1950's and the actions taking place in Career Service Boards, it soon became evident that a systematic method of summarizing employees' backgrounds was highly desirable. A task force was established, and it developed the Biographic Profile. Production of the Profile was slow until it was decided to include the two latest fitness reports rather than extract data from the fitness reports. The Profile has proven very useful for those occasions where a particular group of employees is being considered for promotion, reassignment, honor awards, training selection, or other activity.

B. Mission

The Qualifications Analysis Branch, or QAB as it is called, is the only Agency source for comprehensive biographic data on all employees. QAB prepares biographic profiles of three types:

1. Biographic Profiles (Form 1200). One copy is produced on each Agency employee and the original is retained in QAB (see Attachment T). Xerox copies are provided, as needed, to authorized Agency officials. This is the "Standardized" Profile, representing all but a small proportion of all profiles produced in QAB.
2. Blue Book -- "Principal Officials of CIA."37/ This was prepared and published three times for the DCI

(1961 or 1962 -- date unknown -- October 1963, and April 1965). Initiated during John McCone's tenure and published only on request, this Blue Book has not been requested since Richard Helms became DCI. Copies were also distributed to the Deputy Director for Support and the Director of Personnel.

3. Special Biographic Profiles on demand (sterile) for use outside the Agency. (See Attachment U.)

QAB reduces biographic data and information on special skills, language proficiency, area knowledge, and the like to codes susceptible to computer manipulation, storage, and retrieval. This permits computer selection of personnel with any qualifications or combination of qualifications needed to meet the personnel requirements of Career Service Boards and Operating Officials. These data cover all employees and selected applicants.

Upon request QAB provides lists of personnel or applicants having needed qualifications identified by computer retrieval or by manual search of special computer-produced registers as those best suited to meet the need. Frequently such lists are accompanied by Biographic Profiles (Form 1200) of the employees so identified, in order to give additional assistance in the selection process.

Clear-text reports are prepared for some purposes. These are for users outside QAB, and they will be described in Section G.

C. The 1947 Qualifications Coding System

The Agency's first centralized Qualifications Coding System was begun in early October 1947 by [redacted] 25X1A under direction of William Joseph Kelly, the Personnel Director.38/ The Machine Records Unit of the Reference Center, under the Executive for Administration and Management (which was later called OCD, OCR, and now Central Reference Service of the DDI), provided IBM equipment and services.39/ [redacted] 25X1A

25X1A [redacted] provided the IBM support.40/

The purposes in establishing this early system were:

1. To screen qualifications of employees and applicants needed for current jobs, minimizing manual selection and cutting out unnecessary handling of Official Personnel Files;
2. To permit comparisons of salary and classification among Agency components for similar jobs;
3. To create machine prepared reports (strength reports, and the like);
4. To permit selection of qualified applicants who had previously applied when there were no openings

suited for their specialties; and,

5. To create, on the basis of a schedule for review and destruction (by coding date of application), a method for determining which applicant files should be destroyed.

The early system recorded each employee's serial number, Agency assignment (a two-digit code representing his component), and as many three-digit occupational qualification codes as were needed to reflect his major fields of expertise or work experience. The occupational codes were abbreviations of the US Civil Service (CSC) Occupational Codes. Applicants were coded entirely in the three-digit occupational codes; they were sorted alphabetically (no numbers assigned).

The serial numbers and two-digit component codes are still in use, the former with enough zeros prefixed to make six-digit numbers; the two-digit series has undergone many revisions to accommodate organization changes, but both have been in continuous use since 1947.

The advantages of the 1947 system were:

1. Extreme simplicity, enabling rapid coding by comparatively inexperienced clerical personnel.
2. Effectiveness and ease of operation requiring only one IBM card per employee or applicant.

3. Greatly reduced traffic in Official Personnel Files.
4. Provision of a rational basis for deferring consideration of well qualified applicants, permitting reconsideration when jobs opened opportunities (and needs) in their specialties.
5. Provision of a basis for setting a schedule and "automatic" call up of applicant files for destruction or retention (based on coded date of application).
6. Great savings in time and money compared with any existing alternatives.

The disadvantages of the 1947 system were:

1. Titles were often improperly assigned, producing erroneous results (as only titles had been coded).
2. There was no consistency in criteria for determining which applicants should be coded; the result was that many were coded who should not have been and some were not coded who should have been.
3. No provisions were made for maintaining the data put in the system.
4. The system did not record many qualifications for which subsequent experience indicated a pressing need -- education, area knowledge, language skills, and hobbies.

Coding of employee qualifications was completed in late 1950 or early 1951.* As far as is now known, this system continued in use until 1952.

D. The 1952 Qualifications Coding System

The 1947 Qualifications Record System accomplished its goals while the Agency was small and somewhat informal in its administrative arrangements. The impact of the Korean War and other events, however, caused the Agency's responsibilities to the intelligence community to expand rapidly. The Agency's consequent growth required a more comprehensive and versatile qualifications record system. This need had been officially recognized, and it was acted upon in January 1952.

By 31 January 1952 the Personnel Studies and Procedures Staff had established a new Qualifications Coding System.41/ The coding of deferred applicant files and of employee qualifications was begun by a Task Force of 20 employees under

25X1A the direction of [redacted] of the Personnel Studies and Procedures Staff. By July of 1952 more than 5,000 applicant

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* Memo for Deputy Director, Administration, dated 14 February 1951: from William J. Kelly, Personnel Director, Subject: "Personnel Activities from 1 October 1950." This memo cited completion of employee coding in this period.

files had been coded. By 18 December 1952, 6,181 applicant files, [redacted] employee files, and [redacted] consultant files had been coded.42/

25X9 25X9

In July 1952 the Personnel Studies and Procedures Staff* developed the "Personnel Qualifications Questionnaire" (Form 37-152), which was distributed to all stateside employees. This form, completed and returned, provided the data needed to record employee qualifications (see Attachment V). Applicants were coded from information in applicant files -- Personal History Statements (PHS) and Civil Service applications (Form 57's).

The Applicant Register Section 43/ of the Service and Control Branch of the Personnel Procurement Division was established in August 1952 and represented the first formal Agency organization with responsibilities for a centralized Qualifications Record System (although only for applicants). In a limited sense, this unit could be considered the "ancestral home" of the Qualifications Analysis Branch. Although officially designated "Applicant Register Section," this unit was known by the name "Applicant Coding Section" by all who

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* At some time in 1952 this staff was redesignated "Research and Planning Staff."

used its services and in all correspondence of this period. This section, headed by [redacted] selected applicant files to be coded, coded those so selected, maintained the applicant Register, and serviced requests from operating officials for applicants qualified for current openings. 25X1A

In July 1952 the Task Force was disbanded; applicant coding was turned over to the Personnel Procurement Division, and Employee Coding was turned over to the Placement Officers of Personnel Division (Overt) and Personnel Division (Covert).

The 1952 Qualifications Coding System was an EAM (IBM) card system employing two cards for each applicant and three for each employee. To minimize the time required for EAM card sorting to locate employees possessing two or more specialties, employee card sets (three cards) were expanded to seven, with the same data arranged in different fields. Thus if an employee were wanted with a specific language combined with a specific occupational specialty, the machine needed only to search the pre-selected language series (cards) for the desired occupational specialty. By June 1955, when the 25X1A EAM system arrived at its greatest extent of utilization, this required [redacted] IBM cards. Of the Agency's [redacted] staff 25X9 25X9 employees, all but [redacted] were coded; and of this latter group, 25X9 [redacted] were excluded for security reasons. Thus more than

95 percent of the staff employees were in this system.

The following information was recorded on each employee (E), applicant (A), or both (B):

1.	Serial Number	(B)
2.	Name	(B)
3.	Date Coded	(B)
4.	Office	(E)
5.	Date of Birth	(B)
6.	Sex	(B)
7.	E.O.D. Date	(E)
8.	Citizenship	(B)
9.	Extent of Education (1 digit - 9 Levels)	(B)
10.	Bachelor's Degree Major College	(B)
11.	Master's Degree Major College	(B)
12.	Doctor's Degree Major College	(B)
13.	Year Highest Degree Received	(B)
14.	Other Education School	(B)

15.	CIA Work Experience Current Position and Two Others	(E)
16.	Special Work Experience (If Unique in a Way Making for Potential Value)	(B)
17.	Steno Skill	(B)
18.	Licenses	(B)
19.	Hobbies, Sports, Etc.	(B)
20.	Physical Handicaps	(B)
21.	Overseas Status: Intent and Ability to Go O/S	(E)
22.	Residence (State)	(A)
23.	Grade	(B)
24.	Military Status	(B)
25.	Civilian and Military Experience (Primary and Four Next Most Important)	(B)
26.	Foreign Languages (Up to Five)	(B)
27.	Area Knowledge (Up to Five)	(B)
28.	Source of Application	(A)
29.	Date of Initial Contact	(A)
30.	Position Best Suited For	(B)
31.	Reason Not Employed	(A)
32.	Date of Last Contact	(A)
33.	Card Number	(B)

Coding was done in a hybrid system of one- to six-digit codes (based on type information coded) from the following sources:

1. US Civil Service Commission Codes (often modified to fit Agency needs). These were used to code government experience, including Agency experience.
2. Army, Navy, Marine Corps, and Air Force Military Occupational Specialty codes (MOS). These were used for coding military experience.
3. Occupational codes from the Labor Department, "Dictionary of Occupational Titles," or "D.O.T." codes. These were used for coding non-government experience.
4. Occupational codes from the National Science Register. These were used for coding scientist non-government experience.
5. Internally generated codes for unique skills, knowledge, hobbies, language, and so forth.

Operating officials, through placement officers, frequently requested "Machine Runs" for locating employees or applicants with the specific qualifications needed. Most frequently these combined a need for proficiency in a particular language with expertise in a particular substantive specialty such as economics, electronics engineering, and the like. Approximately 90 percent of these "Machine Run Requests" were serviced by manually searching Qualifications Registers (16 in the 1953-56 period). These registers were lists of employees arranged in basic qualification groups. Updated registers were received periodically.

For the other 10 percent of Machine Run Requests (not serviceable by manual search of the 16 Qualifications Registers), the Machine Records Division of the Comptroller's Office provided listings of employees or applicants possessing the combinations of qualifications requested. Whether they were accomplished by manual search or by IBM equipment, the requesting officials received listings of those employees or applicants possessing the qualifications in demand. In most cases the best qualified candidates were winnowed from the lists by reviewing the Official Personnel Files. Operating officials had the option of reviewing the selected files or accepting those selected by QAB.

A Management Survey of QAB conducted in June 1955 based its manpower recommendations on the work being done; it cited the number of machine run requests as averaging 27.5 per month, 330 per year; it also stated employee coding to be virtually complete (see Attachment W). All but 570 employees were then in this system; hundreds of employees were excluded because of security considerations.

The Qualifications Coding Program received active support from the Director of Personnel during these early years. The Personnel Director, George E. Meloon, had initiated the original system and now issued numerous OPM's and CIA notices citing the responsibilities of all, exhorting all personnel officers and operating officials to use the QAB facility conscientiously, and citing its potential for improving the Agency's personnel administration.44/ For most years during the 1950's the number of machine-run requests averaged several hundred per year, notwithstanding some very severe limitations and shortcomings that were well known by 1955.

One of the more important achievements of this system was its 1955 response to an urgent requirement by the DCI (Allen Dulles) for many linguists to conduct a communications monitoring and intelligence operation. QAB identified 1,100 employees with the language skills needed (most requests are to fill <u>one</u> job).

In 1956 the Office of Communications (OC) had a crash program requiring rapid expansion. QAB retrieved over 400 applicants with qualifications related to the OC requirements, and approximately fifty were selected and processed for employment.

Placement Officers of both the covert and overt Personnel Divisions continued coding employee qualifications until November 1953. Each division serviced its own "Machine Run Requests" with Employee Qualifications registers provided semiannually by the Machine Records Division of the Comptroller's Office.

In November 1953 there was a general reorganization of the Personnel Office, and the Control Branch was born as part of the new Placement and Utilization Division. The Control Branch was the first formal organization with responsibility for the entire qualifications coding program. The Placement and Utilization Division, the creation of which coincided with the elimination of the separate overt and covert Personnel Divisions, was effected by a T/O change dated 18 November 1953, which was effective 22 November 1953. The Control Branch acquired the qualifications coding responsibilities previously assigned to the Placement Branches of PD (O) and PD (C). It also acquired the responsibilities (and some personnel) of the Applicant Coding Section 45/, as it was always called, although it was designated on all official T/O's as the Applicant Register Section (Personnel Procurement Division).

This reorganization coincided with the Agency's moving of several components into the Curie Hall area on Ohio Drive. The employee coding had been done in North Building (PD/O Placement Officers) and I, J, K, and L Buildings (PD/C Placement Officers). Applicant coding had been done first in North Building and then at 2210 E. Street. [redacted] 25X1A
directed the Control Branch from its beginning (22 November 1953) until the first week of May 1955, when he began processing for an overseas reassignment. On 5 December 1954 the Branch had been redesignated the "Qualifications Analysis Branch."46/ This name has been retained from that time to the present.

25X9

By the end of 1955 more than [redacted]pplicants had been coded in the system (see Attachment X). Many had applied in the late 1940's (most in the 1950-53 period). In early 1955, updating the applicant qualifications was begun. Form 193 (Personal History Supplement) was mailed on a schedule based on original date of application. The information on these, returned to QAB, was reviewed, and the EAM (IBM cards) were either updated or the case was purged as being no longer
25X1A suitable. In 1955, [redacted] applicants were purged; more than 25X1A
[redacted] new applicants were coded, however, leaving an inventory
25X1A of [redacted], who had replaced [redacted] 25X1A

as Branch Chief in May 1955, was reassigned on 20 November 1955 and was succeeded by [redacted]. 25X1A

E. The 1956 Revision

In October 1956 the decision was made to make some needed revisions in the Employee Qualifications code structure. The Civil Service Occupational Codes were modified by the Salary and Wage Division of the Office of Personnel by adding a sixth digit, which gave additional capacity to show distinctions in each group attributable to the inherent differences between CIA jobs and those of "old-line" agencies. The resulting handbook was incorporated in the QAB Employee Coding Manual, displacing the previous five-digit Civil Service Codes used to reflect Agency experience (rather poorly for many DDI jobs -- abominably for DDP jobs). A few additional codes were added in several other categories of information being coded.

Because all new codes added were compatible with the existing code structure, another change made at that time was more important in terms of consequences. That was the decision to discontinue use of all Employee Qualifications Registers for servicing Machine Run Requests. The intent was to save effort and time by producing an EAM listing of qualified candidates in response to each request, thus discontinuing the Qualifications Register.

Neither the amended codes nor the decision to service requests by EAM represented a change in the system. The coding structure had been amended many times, and approximately 10 percent of all requests had been serviced with EAM listings.

At this time, however, a decision was made to revise the EAM card format, with more cards per employee and a different information arrangement on the EAM cards. This decision was extremely costly, and it had unfortunate consequences that were not overcome until mid-year of 1965 when the RCA 501 System became operational.

Because of a different EAM card format for employees coded before October 1956 and for those coded afterward, there were in fact two separate and incompatible systems in use. Each Machine Run Request (Employee) had to be serviced manually for pre-1957 information and by EAM for the remainder. Because of lack of maintenance on the pre-1957 cases, the information on those employees became increasingly obsolete with the passage of time. Approximately [redacted] cases 25X9
were coded in the new arrangement by early 1959. Allowing for attrition, the "new" system never included more than [redacted] 25X9
25X9 percent of the Agency's employees at any time.

If the 1956 revisions had been carried out quickly, with regular updating thereafter, and if machine time had remained available when needed, the results would have reflected significant improvement. The improvement would have been chiefly the labor saved in QAB -- identifying and listing qualified candidates by searching the Qualifications Registers. The capability of "quick" response to Machine Run Requests would have suffered during periods when IBM machine services were unavailable. This would have been an increasing problem in the 1958-62 period when EAM personnel were being intensively trained in EDP (Electronic Data Processing) techniques.

The 1956 revisions did not affect the main features of the 1952 system. The 1952 system had a more comprehensive capability than any government or industry EAM Qualifications System in existence, and by a very wide margin. The hybrid coding structure described previously* permitted this diverse and large capability, albeit not without some vexing problems, confusion, and inconvenience caused by its dependence on code structures from five external sources.

The "weakest link" in the 1952 system was its reliance

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* See Section D.

on the CSC Occupational Series Codes. These were ineffective, especially for DDP qualifications. Of even greater importance was the DDP emphasis on hiding, for security reasons, the skills of its employees. Nevertheless, the DDP has been the most frequent of all QAB customers.

Another serious shortcoming was the use of Military Occupational Specialty Codes. It was impossible to keep up with changes, some of which were of massive proportions. This also created an unnecessary multiplicity of codes having essentially the same meaning. For example, to retrieve candidates for a radio operator job one would have to search through Air Force, Navy, Army, Marine Corps, Coast Guard, Merchant Marine, and other fields as well -- such as radio amateurs -- to identify all employees or applicants with the same one skill.

Very little experience recorded in the EAM System after 1956 was ever updated. The data became increasingly obsolete. Adding to these considerable woes, the Branch underwent an abnormal series of personnel changes. In addition to internal changes of analysts, the branch had four chiefs in quick succession, excluding [redacted] who was reassigned 25X1A
in June 1957: [redacted] and 25X1A
25X1A [redacted].

The Applicant Coding System was not affected, and the 1952 version was continued with some maintenance until 1959. Maintenance consisted of deleting IBM cards on those no longer needed or no longer available. Retention was determined by mailing Personal History Supplement Form 444B (formerly Form 193). Those not replying were deleted. Those responding were updated or were deleted in instances where information indicated no further suitability. In 1959 maintenance ceased; the coding of new applicants continued until February 1966, when all to be retained were put in the RCA 501 system.

Merging the Biographic Profiles function in 1958 was a natural and effective organizational evolution; but it added problems since that program, too, had been having little success in attaining a satisfactory production rate.

The major achievement during this period, one with lasting benefits not only for QAB but also for the entire Agency, was the modification of the language codes to include tested levels of proficiency as measured by OTR (Office of Training). This new language proficiency reporting was accomplished as a separate system (more correctly, a sub-system), and was "machine" compatible with the 1952 system, the 1956 revised Employee Coding System, and with minor modification, the present system.

Agency Regulation [redacted] dated 10 July 1957, provided in part that: "The Director of Personnel with the collaboration of the Director of Training will create and maintain currently an inventory of the language competence of all staff personnel. This will be accomplished initially by a self-evaluation of all staff personnel on Form 444c, Language Data Record, and subsequently by evaluation of performance by means of the Agency's standard language proficiency tests, conducted by the Office of Training." 25X1A

QAB recorded the self-evaluated data from the completed Language Data Record, Form 444c (see Attachment Y). Upon receiving from OTR the test results for language proficiency claimed, QAB recorded the results in the Employee Qualifications System. This was done in a manner to show an accurate and complete record of each employee's language skills, showing level of proficiency for each language in reading, writing, pronunciation, speaking, and oral comprehension -- and whether the proficiency was claimed or tested.

The purpose of Agency Regulation [redacted] was to initiate the Language Development Program. This program established the Language Incentive Awards, paying cash awards for specified achievements and maintenance of language proficiency as determined by OTR. The byproduct was a vastly improved 25X1A quantity of QAB language proficiency inventory. This improvement continued until the cash incentives were abolished in 1961. A gradual decline then set in, one that was quite visible in the Language Qualification Section of the Employee Qualifications Record System.

F. The Biographic Profile

The present system of Biographic Profiles (Form 1200) was established by CIA Notice [redacted] dated 4 February 1957. (See Attachment Z.) It is, as described in that notice: "A standardized digest of basic factual and evaluative data necessary for the day-to-day personnel administration of the Agency's people. It is designed for use in headquarters by supervisors, operating officials and Career Services in formulating and implementing decisions concerning the utilization and development of the individual." Production of these standardized Biographic Profiles was begun in February 1957 and has continued to the present with only one major change in content and form -- revision of Part 2. 25X1A

Biographic sketches or abstracts for some of these purposes had an earlier origin, and they appear to have been the outgrowth of a Career Corps concept first expounded by General Walter Bedell Smith, the DCI, in March 1951. From this early expression of intent, a Career Service Committee was formed to pursue the development of an Agency-wide career program. The Career Service Committee developed a Career Service Program which was approved by the DCI on 13 June 1952.47/

On 19 June 1952 [redacted], the Assistant Director for Personnel, submitted a T/O request which, when approved, created a Career Management Division of four positions in the Personnel Office. A Career Development Staff of eight positions was created at about the same time in the Office of Training. On 13 August 1952 [redacted] submitted a T/O Request, approved by the Deputy Director (Administration), for the establishment of the Career Development Staff of 12 positions, which formed "an amalgamation of present Career Management Division of the Personnel Office and the present Career Development Staff of the Office of Training." 25X1A 25X1A

25X1A Agency [redacted] both dated 7 July 1954, established the basis for implementing the Career Staff [redacted] and the Career Council and Career Services [redacted] The Office of Personnel requested a T/O for a Career Service Staff of nine positions to create the work force needed to support the Career Staff Program. This request was approved by the DD/A on 3 August 1954.48/ 25X1A 25X1A

The Career Service Staff had the following responsibilities in support of this program:

1. Review records (personnel folder) of eligible employees, with particular emphasis on the three-year period of actual service with the Agency.

2. Secure information or clearances as follows:

a. Office of Training -- record of assessment and training given the employee.

b. Security Office -- security clearance. This is necessary because a security problem may have been in the process of settlement.

c. Medical Office -- clearance particularly with reference to any psychiatric aspects of the employee's medical record.

3. Prepare notice to employee notifying him of eligibility to apply for Career Staff membership.

4. Review employee's application and/or memorandum, if any.

5. Prepare brief for consideration by Panel of Examiners.

6. Place case on agenda for Panel meeting and call meeting. (Panel meetings occurred daily.)

7. Attend Panel meeting and record actions.

8. Prepare and forward the Panel's recommendation to the Selection Board.

9. Prepare official notice informing the employee of the action taken by the Selection Board.

The Career Service Staff had the additional responsibility of providing administrative and professional support to the Career Council and Honors Awards Board.

The "brief" referred to in paragraph 5 above constituted the first Agency "Biographic Profile," and the work done in preparing these no doubt established the need as well as the criteria for a standardized version.*

The "mass production" of profiles begun in 1957 was planned in 1956 and scheduled for completion by 31 December 1958.49/ Unfortunately, very cumbersome procedures were set up for producing, processing, and getting necessary approvals before accepting the finished product as an official docu-
25X9 ment. As a consequence only [redacted] profiles were completed in the first 19 months of operation; at the end of 1958 the
25X9 original goal was less than [redacted] percent fulfilled, and no adequate planning had been done for updating profiles already produced. The initial planning did, in fact, call for

* No sample of these "briefs" could be found for inclusion here.

updating to be accomplished by QAB. This was wonderful in theory because both QAB's listings in response to Machine Run Requests and Selection Staff's Profiles (their only products) shared most uses and fulfilled wants from the same "customers."

During the late 1950's, however, QAB and the Selection Staff each had the same major problem -- inability to generate a production rate large enough to cover the loss of product by attrition while creating records for employees still on duty and all incoming new employees. Neither unit was updating its product, and from one reporting period to the next each was making only insignificant gains toward accomplishment of long-term goals. This was the state of affairs when in September 1958 the Selection Staff (called the Selection Branch in some documents) was transferred from the Deputy Director for Planning and Development ([redacted] 25X1A
25X1A [redacted]) to the Personnel Operations Division.* The Selection Staff was physically absorbed into QAB immediately, although it officially retained the title of "Selection Staff" until

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* OPM 1-140-4, 19 September 1958, Paragraph (b) transferred the "Functions and Staff of the Selection Staff for the Deputy Director of Personnel for Planning and Development to the Personnel Operations Division."

formally integrated with QAB on 3 April 1959.*

This merger was a natural stage of evolution because of the shared purposes, the customers served, and the fact that both required extracting (or abstracting in the case of Profiles) information from Official Personnel Folders. At the time, however, it was a marriage between two unsuccessful "partners," neither with any hope of achieving its goal. The resulting organization had only two jobs more than were in Selection Staff from 1957 to the merging with QAB. As should have been no surprise, the "new" QAB did not immediately solve any problems related to the inadequate production rate for coding employees or for creating initial Biographic Profiles on Agency employees. In truth the situation on this point became much worse, and in addition to existing problems the Branch underwent numerous changes among key personnel in the 1959-62 period.

In late 1960 the decision was made to eliminate the cumbersome and unnecessary procedures required to process completed profiles before officially recognizing their validity. The decision was also made to change completely Part 2. Up to this time each Biographic Profile Analyst

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* T/O change No. 441, Salary and Wage Division, Office of Personnel, effective 3 April 1959.

had to form a subjective impression of each Fitness Report, a type of writing that was itself highly subjective -- thus leaving the Biographic Profile user with no alternative but to form a subjective judgment of a subjective evaluation of a subjective opinion. The change consisted of substituting several of the most recent Fitness Reports; these had been the chief source of information used for the subjective Part 2.

These two changes greatly simplified the Biographic Profile and probably constituted a vast improvement in quality as well. From January 1961 to the present (1971), the production rate justified the program. From a cumulative

25X9 total of [redacted] produced to that time with none updated, the annual production has been well over [redacted] per year ever 25X9
since (counting updating). Production reached a peak in 1966:

25X9 [redacted] updated. The results were that by the end of fiscal year 1966 coverage was for the first time fairly complete, and from then on the greatest needs have been to keep up with attrition and to try to reduce the average time between updatings. Progress is still needed, but the definite trend toward improvement has continued since 1961.

G. The RCA 501 Qualifications Record System

When the Selection Staff, under the Deputy Director of Personnel for Planning and Development, was transferred to the Personnel Operations Division on 19 September 1958, [redacted] 25X1A

25X1A [redacted] functioned concurrently as Chief of the Selection Staff and as Acting Chief of QAB until her reassignment in early 1959. In December 1958 or early January 1959 [redacted] 25X1A

25X1A [redacted] was assigned to QAB as Branch Chief. [redacted] 25X1A was detailed to QAB in January 1959 and was officially reassigned as Deputy Branch Chief on 3 April 1959 when the Branch was reorganized to include the Selection Staff. The new organization's makeup favored Biographic Profile production at the expense of qualifications coding. This may have reflected an official decision to abandon the unsuccessful EAM system for Employee Qualifications. That was the result in any case.

The capabilities of the Employee Qualifications "system," already impaired by the necessity to use the incompatible pre-October 1956 and post-October 1956 EAM retrieval methods, suffered even further when employee coding was discontinued in April 1960. The system was used to some extent for several years. By midyear of 1962 its content was useless and it was abandoned -- with no alternative in sight. Until 1965 Machine

Run Requests for employees were serviced by searching Biographic Profiles manually to identify employees meeting the requestors' needs. This was a very poor and incomplete service; profiles on most employees had not been prepared when this period began. By mid-1965 the RCA 501 System, although far from complete, was by far the most effective means available to service requests.

A machine run request of December 1962 provided a badly needed jolt to the complacency of those who had ignored the deterioration in QAB's facilities. The DCI, John McCone, requested data on education achieved by the Agency's employees. Pandemonium reigned. QAB had no capability for servicing this request. At the end of 1962 QAB had only a slim shadow of the capability possessed nine years earlier and thereafter until 1958. More than any ever received by QAB, this request illustrated the "Flap Potential" of ignoring too long the importance of an effective centralized personnel data system such as that available in QAB until 1958 and again from September 1965 to this writing (March 1971).

Because the QAB 1952 system had been abandoned in 1960 (for employees) the DCI's request was serviced by abstracting the needed information manually from Biographic Profiles where available (probably 60 percent were available) and

Official Personnel Files for the remainder. This job required a small army, which was recruited almost instantaneously because of the requestor's eminence, imminence, and immanence.

A week later the DCI's request was answered, with a statistical summary that was excellent in terms of effort but with errors not characteristic of a more orderly system producing such reports by EAM or computer tabluation.* This report started an avalanche. Apparently it became fashionable for those in high places to want, as conversation pieces, the most recent summaries of educational achievements of employees in their own components. There was a flurry of such requests, which lasted into the spring of 1963. Perhaps with the memories of this experience behind him, the Director of Personnel began to evince real interest in the RCA 501 System, then under development for three and a half years but with no official sanction.

25X1A In January 1959, [redacted] of QAB and [redacted] 25X1A

25X1A [redacted] of the Machine Records Division of the Office of the Comptroller began the development of the RCA 501 System. This

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* Attachment AA provides samples of the categories of information presented. The data are limited to Grades GS-13 and above. The complete copy of this educational summary is in the documents file of the CIA Historical Staff as background information for this particular report.

system was based on capabilities of high-speed EDP equipment then coming into widespread use. In 1960 a generalized description of the system to be employed had evolved. By late 1962 most of the details of the RCA 501 System later adopted were complete.

In late November 1962 coding of GS-15 and GS-14 employees, and some GS-13 employees, was begun for the purpose of testing the new EDP system and its underlying ideas. By the end of July 1963 nearly 4,000 employees' qualifications had been recorded in the new system. Tests were made of its effectiveness. The tests indicated that the system was feasible. Most of the next year was needed to make revisions and to create additional capabilities not already provided. This task included a complete study of the world's major languages and the development of a new language-coding structure meeting the requirement of compatibility (for computer processing) with the EAM system already in use. In June 1964 all language data were successfully converted from EAM cards to the new RCA 501 system. Because of the emphasis given to the reporting of language proficiency during the Language Incentive Awards Program initiated in 1957, the language data were nearly complete for all employees. Consequently the language data portion of the system was fully operational by 30 June 1964.

For a five-year period (1959-64) there were usually no more than two Qualifications Analysts available; sometimes there were none. Emphasis had been on Biographic Profiles and the development of the RCA 501 Qualifications Record System. It therefore became imperative in late 1963 to obtain the manpower needed to implement the new qualifications system, which had been proved feasible.

Because of personnel ceiling restrictions, no staff employees could be hired or assigned to QAB to assist in establishing the new Qualifications Record System. When all other efforts to get personnel failed, a Task Force of retired annuitants was proposed. This idea was accepted, and on 29 October 1963 the Director of Personnel submitted a request for approval of the RCA 501 Qualifications System and the hiring of up to ten retired CIA annuitants to help establish it. On 29 January 1964 the Office of Computer Services (OCS) concurred in the need for and the feasibility of the proposed system. OCS approved implementation subject to the condition that the Agency would assemble and maintain a sufficiently large and qualified work force to install and maintain the system adequately. Final approval by the Deputy Director of Central Intelligence was granted on 14 March 1964.50/

From 14 March 1964 to the present (1971) a Task Force of ten annuitants (in the continued condition of ceiling limitations) has been authorized. Although ten annuitants were needed, it was never possible to locate more than six at any one time. By August 1964 two retirees had signed

25X1A contracts [redacted], and the first phase of the system's implementation began. Two more contract employees were "signed on" by early January 1965

25X1A [redacted], a contract clerical employee needed to control the large flow of employee files). Each new employee required about three months to become familiar enough with the work requirements to code employee pre-CIA experience effectively. An instruction pamphlet,

25X1A written by [redacted] in early 1964, was then -- and still is -- used as the textbook for indoctrination and reference (see Attachment BB).

25X1A [redacted] the fifth contract QAB analyst, was hired in July 1965, two months before [redacted] resigned. 25X1A

25X1A [redacted] was an interesting 76-year-old "White Russian" who had walked across Russia and Siberia in 1919 en route to his eventual "home" in CIA.)

By the end of September 1965 all employees' pre-CIA qualifications had been recorded in the new system, except for a few whose files were never obtainable; most of these were Staff Agents in such sensitive positions that Central Cover Staff would not release their files. This completed the first phase of the program of installing the RCA 501 system.

The second phase, which had been planned to begin early in 1966, was the coding of all Agency work experience.

25X1A [redacted] the new Chief of QAB -- [redacted] was reassigned 25X1A in August 1965 -- developed the requirements and form to be used in eliciting the information needed to record employees' Agency work experience in the RCA 501 Qualifications Record System. This was presented to the Personnel Advisory Board in February 1966, was approved by the Board in April 1966, and at that time was submitted to the Regulations Control Staff. The Regulations Control Staff then decided the proposal required full Agency coordination.

25X1A In June 1966 [redacted] met with the Clandestine Services Personnel Staff and representatives of the CI Staff to discuss whether or not DDP experience would be included in the RCA 501 Qualifications Record System; the Clandestine Service response was negative. The Deputy Director of Personnel, [redacted] 25X1A
25X1A [redacted], then discussed with the DDP, Thomas Karamessines, whether or not DDP employees' experience would be included in the system. The decision was that DDP experience would not

be included in the system. The DDP decided that the need for such a step had not been established and that it was unknown what requirements had to be met if the DDP were to be included. Karamessines asked that the Office of Personnel reserve sufficient capability for subsequent inclusion of DDP work experience in the system. This was done by reserving the proper types and numbers of unallocated codes to permit later inclusion of all DDP work experience.

The coordination proceedings took up all of 1966. Instead of coding Agency experience as planned, this time was used to reach several goals intended for accomplishment after coding Agency experience. One of these was the creation of a clear-text capability. This was done by creating clear-text definitions for all the codes used up to that time. These were added to the system by the Office of Computer Services; since then computer-produced clear-text reports have been available when needed. One goal reached was the recoding of all suitable applicants remaining in the 1952 system. Another goal reached was the addition of many new codes to provide means of reflecting types of qualifications not originally known to be needed.

Several requests serviced in 1966 revealed the advantages of this system over prior Agency systems. One such request resulted in a computer-produced statistical summary of all languages known by DDI employees. The resulting table showed a total of 75 languages known by 1,699 employees, with the DDI totals for each language listed by DDI Office. (See Attachment CC.)

Another request of interest was from [redacted], then assisting the Agency Public Relations Officer, [redacted]. 25X1A 25X1A

25X1A [redacted] requested factual data on academic achievement and language skills of all CIA employees. The resulting article written by [redacted], "Education and the Central Intelligence Agency," was later published as part of a Department of Health, Education and Welfare publication. (See Attachment DD.) 25X1A

In early 1966 the Registrar of the Office of Training submitted a request for identification of the Agency's best candidates for President Lyndon B. Johnson's Graduate Program in Systems Analysis. With the newly acquired computer capability, OTR's criteria were used to identify 38 DDP employees eligible for the program and 64 employees from the rest of the Agency. One employee was selected and attended Carnegie Tech for the 1966-67 academic year. (See Attachment EE.)

In January 1967 the concurrence of all Agency Directorates was finally obtained for recording the Agency experience of all employees except those of the DDP. Accordingly, Form 444j, Qualifications Supplement to Personal History Statement, developed by [redacted] was distributed to all state-side employees and to overseas employees upon their return to Headquarters. (See Attachment FF.) Page 1 of each of these forms was pre-printed by computer to show for each employee certain current official position data, the official record of all Agency overseas service, and all known academic college degrees from accredited institutions. Each employee (except DDP employees) who received Form 444j verified the pre-printed information on page 1 and on subsequent pages (7 pages in all) provided the information needed to code Agency experience and to update personal status items on spouse, children, dependents, special accomplishments, and hobbies. DDP employees provided the same information other than for DDP work experience which they were instructed to omit.

25X1A

The completed statements of most employees had been received and coded by the end of June 1969. In the meantime, annual updating of Agency experience had begun. In fiscal years 1968 and 1969 almost [redacted] Forms 444j were received and coded. In fiscal years 1969 and 1970, nearly [redacted] employee cases were updated with information provided by employees on Form 444n, Qualifications Update, the form

25X9

25X9

25X1A developed -- also by [redacted] -- for completion at the date coinciding with that for annual Fitness Report preparation. (See Attachment GG.)

In April 1969 the DDP, Karamessines, reversed the 1966 decision to exclude DDP employee experience from the Qualifications Record System. In a large measure the reasons for this change of heart can be attributed to [redacted] 25X1A

25X1A [redacted], a senior DDP employee, who became convinced that the Clandestine Services had penalized themselves without compensating benefits and that the reasons for exclusion had not been valid. He convinced all the responsible DDP officials of the need to change the "status quo," and in May 1969 a Task Force of eight DDP employees was established to code the Agency experience of DDP employees. This was completed in November 1969, and the Task Force disbanded. Since then one QAB Qualifications Analyst has been assigned to Headquarters Building, adjacent to Employee Files, and has worked full time maintaining the DDP employees' qualifications and coding all new DDP employees' qualifications.

With the inclusion of DDP employee experience, complete recording of all employees in the system had become a reality. With all employees' qualifications being updated regularly, and with all coding complete on applicants identified by

Personnel Officers and Operating Officials, all but one of the original goals for the Qualifications System were reached by the end of fiscal year 1969. This was still the state of affairs at the time of this writing (March 1971).

The only capability of the Qualifications Record System not yet achieved is that of computer-produced Biographic Profiles. QAB cannot achieve this goal alone; the Biographic Profile includes data for which other Agency components have responsibility. For some years the Support Services Staff of the Office of the DDS has had the assignment of integrating the computer systems of Agency components having content, input, or output common to, or needed by, other components. Completion of this task should make possible some reporting heretofore impossible, lessen the cost of other systems, and revise the reporting system to meet the standards of an integrated system.

The Biographic Profile, if it is produced by the computer, will require some merging and trimming and some revising of the EDP systems now in use by QAB, the Statistical Reporting Branch of the same Control Division, the Office of Training (language test results and Agency sponsored training), the Medical Office, the A & E Staff, the Security Office, and Mobilization and Military Personnel Division (MMPD) of the Office of Personnel. The various EDP systems now recording various items of information needed for the Profile are not only incompatible but also at least one (MMPD) still relies on EAM systems outmoded many years ago.

Thus the goals that could be reached have been reached. The clear-language capability exists for such reports as require it and is an essential prerequisite for the computer-produced profile. A crude form of clear-language biographic summary has been produced on a test basis; this was done in a very hasty and abbreviated fashion to eliminate unnecessary computer programming (by using an existing program which required only slight modification to permit the test). The computer-produced profile will be quite similar to the present manually-produced profile (see Attachment Z). The education and experience items will consist of computer print-out in clear-text of the corresponding 12 character codes. Each 12 character code, translated by computer, results in a stereotype sentence consisting of 5 parts and requiring up to 132 spaces for the clear-text. The first element of each code gives the field of knowledge or skill gained during the reported period; the second element gives the extent in years of the experience or specifies the level of education achieved; the third element gives the function or role played by the employee while getting this experience; the fourth element gives the nature of the source of the experience (identifying the specific organization if a college or government agency); the fifth element dates the experience by giving the year of its completion. For the test the stereotype sentence had to be shortened to 86 spaces because the computer program (already in use for another purpose) used the other 46 spaces to give name, serial number, Agency assignment by organization, and other information. One result is that this superfluous information is repeated on each line of the test cases. It would be shown only once on the computer-produced profile, and in a different part of the profile. Another result is that the fifth element (year of completion) had to be omitted entirely. Finally, clear-text elements which are shown (specialization, function, source of experience) had to be abbreviated in order to stay within the limit of 86 spaces. In spite of the limitations caused by having to use an existing program, the sample gives some indication of the potential for computer-produced Biographic Profiles.* (See Attachment HH.)

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* Language skills and personal data were omitted (inclusion would have required additional programming; this sample required only a slight modification of existing program No. 236-A, a recurring semiannual report sent to all Career Services).

Chronology: September 1947 - February 1971

Date	Events
Sep 1947 - Dec 1950	Management Staff under the Executive for Administration and Management was responsible for the very limited reporting of T/O's, personnel ceiling, statistical operation analysis, and reporting systems.
5 Oct 1949	General Order No. 24 established the Administrative Staff to handle "Overt" activities and the Special Support Staff to handle the "Covert" activities.
Early 1950	Increased use was made of the Electric Accounting Machines to support personnel reporting and record-keeping.
Dec 1950 - Sep 1952	The Personnel Office, Personnel Studies and Procedures Staff, assumed the Agency's personnel reporting responsibilities.
Jun 1950 - Jul 1953	Korean Police Action influenced the rapid increase in Agency Strength.
23 Nov 1951	Personnel Director Memorandum No. 15-51 established procedures to prevent duplicating of data. Required Machine Records Division requests originating in the Personnel Office to be routed through Personnel Studies and Procedures Staff, PO.
1 Aug 1952	The merger of the Office of Special Services (OSO) and the Office of Policy Coordination (OPC) provided a consolidation of records and personnel processing.
23 Sep 1952	Personnel Studies and Procedures Staff was reorganized and became the Research and Planning Staff of the Personnel Office.
31 Jan 1953	The first issue of the Monthly Personnel Statistical Review was prepared, published, and distributed.
1953 - 1956	Noticeable improvement was made in the use and capabilities of the IBM Multiple Card System for Agency strength reporting and record-keeping.

Date		Events
20 May 1953	25X1A	Determination of Initial Career Designation, Notice No. [redacted] established 21 Career Designations.
Early 1954		A procedure was established for the maintenance of Staff Agent data on IBM cards to be used in strength reporting.
29 May 1954		The Statistical Reporting Branch was established through the reorganization of the Plans, Research, and Development Staff, Research Branch, into the Planning and Analysis Staff.
Jan 1956		Survey (review) of the data content was contained in the Monthly Personnel Statistical Review.
1957		Implementation of the Flexowriter to produce input into the IBM (EAM) Multiple Card Systems, stopped the need for manual coding of personnel actions.
Early 1958		SRB assisted in collecting and analyzing Agency employees overseas service, which was used in actuarial studies for determining the feasibility of the CIA having an early retirement and disability system.
14 Nov 1958	25X1A	[redacted] Procedures for Ceiling and Position Authorization went into effect, creating additional reporting requirements.
30 Jun 1959	25X1A	Flexible T/O's were implemented for all Offices by [redacted] Positions were identified as to whether they were "Limited" or "Flexible."
Sep 1960		Some of the Office of Personnel requirements were being satisfied through the use of the newly installed RCA 501.
30 Jun 1961		Approximately two-thirds of the regular Office of Personnel recurring reports were being prepared by the RCA 501 systems.

Date	Events
Nov 1962	The RCA 301 system was installed to resolve some of the deficiencies that were surfaced in the use of the RCA 501.
Fiscal year 1964	The Career Service Grade Authorization, a monthly report, was formerly prepared by Salary and Wage Division, but, in fiscal year 1964, the responsibility was transferred to SRB.
Fiscal year 1965	The Manpower Analysis Numbering System (MANS) identified positions by their Activity, Categories under each activity and by sub-category, which categorized the positions into Professional, Technical, Communicator, and Clerical types. The use of the sub-category codes created numerous personnel reports.
Fiscal year 1965	Average Salary Report, also referred to as the Career Service Budget Authorization, was requested by OPPB and required much time and effort by OCS and SRB to establish. Discontinued after being in production for one year.
25 Mar 1965	The Support Information Requirements Group under the Support Directorate was established to develop, to the extent practical, an integrated system to serve the needs of the Support Directorate as well as the Agency resulted in additional workload on SRB. SRB had to work closely with this group in reviewing Personnel reports and requirements. The Group is now known as the Support Information Processing System (SIPS).
13 Mar 1967	The Clandestine Service request that a qualification record of all the "D", GS-09 through GS-15 employees be established in a computerized system was submitted 13 March 1967. After numerous changes and revisions the system is currently in operation and is sometimes referred to as the Home Base and Specialty Registers.
Jun 1967	RCA Spectra 70-45 was added to the RCA 501-301 Systems to increase memory capacity.

Date	Events
Jul 1967	The responsibility for the maintenance and control of the Agency's Personnel Emergency and Locator Records was transferred to SRB from OCS/Ops Division.
Aug 1968 25X1A	[redacted] was detailed to SRB from OP/Dev Comp to review all reports prepared by SRB and those prepared by OCS for OP's use.
Jul 1969	The responsibility for processing all the Staffing Complement Change Authorizations (Form 261), which establishes and maintains the T/O's; and the responsibility for processing of the Request for Security Clearance Forms, the Cancellation of Applicant Processing Forms and the various Security Approval Forms was transferred to SRB from OCS.
Fiscal year 1969	The President's program to reduce US Government employment overseas (BALPA - Balance of Payments) levied monitoring and reporting requirements on SRB.
Jan 1970	OPRED (Overseas Personnel Reduction) reporting by SRB was just the continuation of the BALPA exercise.
May 1970 25X1A	The first Language Control Register was prepared by the computer, showing positions having Specific or General language requirements and employees within a language unit having one or more of the requested language requirements. The LCR was generated by [redacted]
Jun 1970	An Ad Hoc Committee was formed by representatives from SRB and OCS to review and firm up OP's future reporting requirements.

Glossary of Abbreviations

	Abbrev.
Administration and Management	A&M
Automatic Data Processing	ADP
Career Service Budget Authorization	CSBA
Career Service Grade Authorization	CSGA
Career Service Staffing Authorization	CSSA
Central Intelligence Agency	CIA
Central Intelligence Group	CIG
Collection and Dissemination	C&D
Control Data Corporation	CDC
Electric Accounting Machine	EAM
Entered on Duty	EOD
25X1A [redacted]	[redacted] 25X1A
General Services Administration	GSA
Handbook	HB
Inspection and Security	I&S
Interdepartmental Coordinating and Planning Staff	ICAPS
International Business Machines	IBM
Leave without Pay	LWOP
Machine Records Division	MRD
Manpower Analysis Numbering System	MANS
Military Staff Agent	MSA
Military Staff Employee	MSE
National Security Council	NSC
Office of Operations	O/O
Office of Personnel	OP
Office of Policy Coordination	OPC
Office of Special Operations	OSO
Organization	ORG
Personnel and Administration	P&A
Personnel Division Covert	PDC
Personnel Division Overt	PDO
Personnel Office	PO
Personnel Strength Quarterly Statistical Review	PSQSR
Personnel Studies and Procedures Staff	PSPS
Plans, Research and Development Staff	PRD
Radio Corporation of America	RCA
Regulation	R
Reports and Estimates	R&E
Staff Agent	SA
Statistical Reporting Branch	SRB
Table of Organization	T/O
Unvouchered	UV
Vouchered	V
When Actually Employed	WAE

25X1A

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