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**CENTRAL INTELLIGENCE AGENCY**  
Office of Congressional Affairs  
Washington, D.C. 20505  
Telephone: 482-6136  
7 August 1986

**TO:** Mr. John Wickham  
Select Committee on Intelligence  
United States Senate  
Washington, D.C. 20510

Enclosed is the NAPA study entitled  
"the CIA Personnel Management System".  
I appreciate your patience. Please let  
me know if you need anything further.

Enclosure

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*Via Courier*

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# THE CIA PERSONNEL MANAGEMENT SYSTEM

Prepared by

THE NATIONAL ACADEMY OF PUBLIC ADMINISTRATION

March 15, 1979

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**NATIONAL ACADEMY  
OF PUBLIC ADMINISTRATION**  
1225 Connecticut Avenue, N.W. Washington, D.C. 20036  
202/659-9165

March 15, 1979

Admiral Stansfield Turner  
Director  
Central Intelligence Agency  
Washington, D. C. 20505

Dear Admiral Turner:

The National Academy of Public Administration Team charged with reviewing the CIA personnel management system is pleased to present its final report to you. The basic thrust of the report is to provide a personnel management system for the Agency that will meet its present and future needs.

The Team appreciates the opportunity it has had to be of service. The challenges involved have been unique, and the cooperation the Team received was outstanding.

It is our hope that the report will serve as a useful basis for long-term adjustments that will enable the Agency and its people to better fulfill the vital CIA mission.

Sincerely,

*Bertrand M. Harding*  
Bertrand M. Harding

*Carol C. Laise*  
Carol C. Laise

*Richard J. Chapman*  
Richard J. Chapman

*George S. Maharaj*  
George S. Maharaj

Enclosure

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INTRODUCTION

1. The NAPA Team's Assignment

The National Academy of Public Administration was requested to undertake a major and thorough examination of the CIA's personnel management system. The Academy Team assigned to conduct this study was requested to include in its report:

- basic findings concerning the effectiveness of the present system,
- principles upon which revisions, if necessary, should be based,
- basic concepts for revising various aspects of the present personnel management system and options, if and where appropriate,
- organizational concepts for any proposed changes and suggestions for implementing any changes.

The National Academy of Public Administration Team included Bertrand Harding, Carol Laise, Richard Chapman, and George Maharay. The study started on November 20, 1978 and concluded on March 15, 1979.

2. The Focus of the Study

The present personnel management system has served the

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Agency well. The calibre of employees in the organization is considered by Agency managers and NAPA Team members to be extremely high and this is tangible proof of the effectiveness of the system in the past. In every discussion the Team members have had with Agency managers, managers have evidenced their interest in the personnel management system and recognize their responsibilities for administering the system. They also are acutely aware of the importance of balancing the needs of the Agency and the needs of employees.

There are a variety of factors which we believe will affect the Agency in the immediate future: These include: (1) the present attempts to define the Agency's role and methods of operation, i.e., charter legislation; (2) the limitations on personnel and dollar resources that is affecting all government agencies; (3) continuing publicity about CIA and Freedom of Information demands; (4) changes in methods of collecting intelligence, and (5) the changing leadership due to the large number of persons retiring who entered the Agency service in the late forties and early fifties.

In the light of what we see forthcoming in the Agency's future, the central issue we sought to address was whether the personnel structure and management system as it has evolved in the Agency is conceptually sound and flexible

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enough to meet both the changing needs of a highly important and unique national security agency as well as to adjust to societal changes and a shrinking resource base.

Other foreign affairs agencies have, in general, tried to solve the complex task of organizing and managing a worldwide component and a domestic component through dual personnel system -- Foreign Service and Civil Service -- centrally managed. The CIA, unlike the other agencies, has had the latitude, by virtue of being designated an excepted service, to adapt the Civil Service system to accommodate the distinctly different requirements of a disciplined mobile worldwide service and a stable domestic system. At the same time, the personnel management function has been largely decentralized to line managers with the prime responsibility residing, since the 1973 reforms, with the heads of the Directorates. The Office of Personnel is assigned an almost entirely servicing role, some monitoring, and administration of the classification system.

Keeping in mind top management's desire to achieve greater coherence in the system as a whole, to strengthen its own personnel management role, and to improve executive development, the Team took a hard look at possible alternative systems. We have concluded that the basic concepts on which the CIA personnel system is built are

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both sound and capable of adaptation to changing needs. The goals which top management seeks can be accomplished within this framework.

In other words, the Team supports: (1) The concept of a single rank-in-person personnel structure for both domestically based and worldwide available personnel so long as it is recognized that the different conditions of employment will require different application of common policies and principles. Though more expensive to administer than is the normal Civil Service system, it affords the Agency a surer system of identifying and rewarding merit and a more flexible one for assignments. (2) The principle of decentralizing as much personnel management to the line operators as possible with the Personnel Office playing a servicing and monitoring role. Fixing responsibility is the key to program results and line officers must be held accountable for the management and performance of their people. While this concept necessarily means that career ladders for the bulk of the personnel will be within their parent organization, this is, after all, in accord with the realities. The strengthening of the executive policy role, the necessary correctives to parochialism, the career development of leaders with breadth and vision as well as professional competence, and the requirements of equal opportunity and due process can all be met through



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other measures. These are set forth in the body of the report.

3. The Approach Taken -- Methodology

The basic approach taken by the Team was to consider personnel management in a broad sense -- i.e., the utilization of human resources of CIA to accomplish the Agency's mission. Within this broad definition, the Team attempted to look at: (1) the personnel management system of the Agency, and (2) how it is being administered.

Every effort was made to obtain a variety of perspectives on the subject from many levels within the organization and from as many as possible who are directly involved in administering the system. The Team talked with 95 key people in CIA, all five MAGs, the DCI Senior Secretarial/Clerical Group, the EEO Advisory Group, the Federal Women's Advisory Board, the NFAC Review Staff, four former Agency executives, and personnel at several field stations, and six employees who dropped in on their own. A complete list, exclusive of the last six is contained in Appendix A.

In addition, volumes of studies, regulations, reports, and files were made available to the Team. There was complete cooperation from everyone in the Agency in making information available.

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**The Report**

The report of the NAPA Team has been put together with the following considerations in mind in its organization and presentation:

- The first is to start with a basic understanding of the present system and how it is being administered.
- The second is to be concerned with sustaining sufficient stability and continuity in the organization while recommending changes which would help to meet Agency needs; changes which can be dealt with incrementally, based upon internally established priorities.
- The third is to recognize the importance of adhering to a systems approach which takes into account the impact of changing any one aspect of the system upon the total system.

The report is presented in two parts, as follows:

- Part I - A description of the present personnel management system, highlighting good points and problem areas.
- Part II - Conclusions and Recommendations.