

SPSIS-1A

19 February 1945

MEMORANDUM for Commanding Officer, Signal Security Agency

SUBJECT: Control Analysis - Recruitment and Placement
Section, Personnel Branch, SPSIS-4AI. DISCUSSION

1. The mission of Recruitment and Placement Section as outlined in "Standard Operating Procedure - Organization," was being performed.

2. The Table of Organization of Recruitment and Placement Section and actual strength as of 19 February 1945 is shown on Inclosure 1.

3. Recruitment is the first phase to be considered in the control analysis study of the Recruitment and Placement Section.

a. To maintain the civilian strength at Signal Security Agency and to achieve the strength required, a vigorous program of recruiting has been found to be necessary. The recruits are drawn from three general sources. They are:

(1) Field recruitment.

(2) Local recruitment.

(3) Recruitment by correspondence.

b. An analysis of the recruits secured from the period 9 October 1944 to 20 January 1945 is indicated on Inclosure 2.

c. It is stated by the officer in charge of this section that recruits who would normally come to Arlington Hall unsolicited would average between 75 and 100 per month; that of the total recruits secured, 70% would be obtained from field recruitment--the 30% remaining being divided between recruits secured by correspondence and local recruitment.

d. Before proceeding to an analysis of the foregoing methods used, it is essential that we recognize that the two elements of recruiting and separation are intimately related, as from a study of Inclosure 3, it will be noted that in 1944 in order to increase the strength from 3,340 to 4,796, it was necessary to recruit 3,762 new recruits. Or in other words, to gain 1,456 in total strength it was necessary to recruit 3,762. It will also be noted that when in the Fall of 1944 active field recruiting for civilian employees was stopped, and

SPSIS-1A (19 February 1945)

the activities of these recruiting officers were turned towards recruiting WAC's, that immediately the separations from Signal Security Agency exceeded the acquisitions.

e. The problem is equally one of securing recruits and reducing separations, and because of the loss to Signal Security Agency of the expense of recruiting, transportation and training of an employee, the separation problem is far more important than recruiting. This will be discussed in detail under Paragraph 8 a through 8 p, and is included here only that in considering recruitment this be continually borne in mind.

f. Further, it must be recognized that from a security standpoint the continuance of the present rate of separation presents a danger of utmost magnitude, both from the standpoint that the separations are so largely in the class of the lower grades occupied generally by personnel of little experience, and secondly, when time at Signal Security Agency has been so limited that the seriousness of the secrecy violations cannot be as completely impressed as upon personnel of longer experience here.

g. As of 20 January 1945 there were 4,721 total civilian personnel at Signal Security Agency. The goal as set by the Commanding Officer in his directive is 5,853, or a total gain of 1,132, by 30 September 1945, which if previous experience as to separations is continued, will require the recruitment of approximately 3,000 new recruits. Personnel Branch states that this goal can be accomplished by 30 September 1945, and recognizes the fact that this will require securing 350 recruits a month, providing again the present rates of separation continue. To achieve this quota, the officers in the field have been increased to 26, as will be noted in Paragraph 4 a, and steps have been taken to augment the effectiveness of the publicity program which the Recruitment Section has secured through the cooperation of various industries.

h. As will be noted on Inclosure 2, to secure 268 employees in the field, it was necessary to interview 2,369, or in other words, approximately 9% of the prospects interviewed are employed. The difficulties are detailed in the letter from one of the field representatives, Inclosure 4, attached. This difficulty is further increased as the employees who are dissatisfied with their employment at Arlington Hall return to the districts from which they are recruited and give a pessimistic report as to employment at Arlington Hall to their friends.

4. Field recruitment is carried out in the following manner:

a. By the end of January the Recruitment and Placement Section plans to have 26 officers in the field engaging in active recruitment. These officers who have been employed are all lieutenants, specially selected for their previous experience as civilians which would assist them in their work.

SPSIS-1A (19 February 1945)

b. The procedure used is that these officers work in areas assigned to Arlington Hall by the War Manpower Commission, their activities being intimately related to and assisted by the War Manpower Commission, the United States Employment Service, and the Civil Service Commission. The War Manpower Commission not only assigns a general area in which these officers may work, but in addition, assigns the territories within these areas, which the officers may cover.

c. Each month the War Manpower Commission publishes a mimeographed sheet analyzing current labor conditions, indicating the areas where recruiting should secure the best results. It rests largely with the officer concerned to obtain from the War Manpower Commission (in his area) permission to contact the most desirable districts within the area. Sometimes the War Manpower Commission goes even further and insists that the officers dedicate their work to specific localities.

d. The officer makes his desk generally in the office of the United States Employment Service. He contacts schools and other likely institutions for his prospects, and in addition, the receptionist at the United States Employment Service directs to the officer such applicants as she may deem suitable. A further activity of the officer is publicity which he must secure gratis, no funds being allowed for this purpose. He obtains this through personal contact with newspapers, local radio stations, etc., and Signal Security Agency field officers have been remarkably successful in securing write-ups in newspapers, plugs on radio stations, etc.

e. The number of prospects and the interviews with prospects depend naturally upon the locality and the conditions within that locality, but in the records examined, approximately ten applicants are interviewed daily. The officer mails a list of all the applicants interviewed daily to Arlington Hall, indicating the status of the prospect's interest and whether he wants a prospect contacted by correspondence. Monthly, officers from the Recruitment and Placement Section contact the field officers personally, and assist them in their work.

f. A main deficiency noted in the recruitment program is that of a lack of adequate sales literature, both for field use and for an insert in a follow-up letter. At the present time, an advertising expert, under the supervision of the Personnel Branch, is preparing suggested literature to overcome this deficiency.

g. Arrangements have been made by the Recruitment and Placement Section for a national radio hook-up, which should assist the officers in their work. This radio publicity was obtained from the Hummert Company, which is an agency that buys time on the radio and sells it to various companies.

SPSIS-1A (19 February 1945)

h. Transportation Difficulty: An additional difficulty which causes delay is the fact that now, before an officer can move to another locality within his area, he must contact Arlington Hall either by telephone or telegraph in order to obtain a special order number, so that he can get his transportation order. This situation sometimes results in the officer failing to arrive in the locality in advance of other agents.

i. The officers maintain memorandum books with the names and addresses of all their prospects, and endeavor to follow these up as they tour their area, turning as many pending applicants into actually employed as possible.

j. Factual Statements: The arguments used by the officers to obtain recruits are:

- (1) The patriotic duty of enlisting in war work.
- (2) The advantage of living in the Nation's Capital.
- (3) Guaranty of housing upon arrival.
- (4) Salary.
- (5) Payment of transportation.
- (6) The promise of employment after VE-Day.

The officers, in mentioning salary, mention only the gross salary to be paid, and do not give the prospect the net figure, which is much lower, and as will be noted in Paragraph 8 a through 8 p, believed to be a major cause for separation.

k. Qualifications of Personnel Recruited: 80% of the people recruited are in the Cryptographic Clerk Series. The grade given a person with the qualifications of a high school education and one or more years of office experience is CAF-2. If the person has one or more years of office experience in a reputable firm, his rating would be a CAF-3. Sometimes a CAF-4 rating is given, but only in cases where a person has had particular experience in a certain line of work, when this experience can be definitely applied to a position opening in Signal Security Agency. If the person being recruited does not believe that the rating offered him is as high as he wants, the recruiting officer does not bargain with him. Inclosure 5 is a Check Sheet to be filled in by each prospective recruit. As far as competition with other agencies is concerned, most governmental agencies offer the same grades to the personnel being recruited, as Signal Security Agency.

1. Signal Security Agency is allowed to recruit people under the Schedule A Series only - Cryptographic Clerks, Cryptanalytic

~~CONFIDENTIAL~~

SPSIS-1A (19 February 1945)

Aides, and Research Analysts. Any other type of work is supposedly recruited through direct Civil Service appointments. However, in order to utilize the recruits who have secretarial, stenographic and typing experience, instead of requesting personnel through Civil Service, Personnel Branch puts in a request for possibly 100 stenographers, and as a general rule, Civil Service is only able to supply 10 people. Then Personnel Branch is allowed to fill the jobs available with people on the post who have had the experience necessary.

m. Availability of Personnel Recruited: Each person recruited must have a release from the concern for which he is working, a Statement of Availability from the War Manpower Commission, an Out-Migrant Clearance from the town he is living in, and an In-Migrant Clearance to admit him into the Washington area.

n. A quota has been set for each of the 26 officers of 20 recruits a month. Any objective analysis of this method of recruiting would determine that:

- (1) With the 26 officers in the field and the publicity program, it is highly probable that the goal of 5,853 by 30 September will be achieved.
- (2) That the field recruiting method is effective, well-managed and well-executed.

c. As will be noted in Paragraph 8 a through 8 p, if the separations could be reduced 50%, and assuming that the figure given by Recruitment and Placement Section that 75 to 100 recruits voluntarily ask for employment at Signal Security Agency monthly, there would be no need for this very expensive recruiting program.

5. The following is a brief description of the local recruitment program.

a. Local recruitment is carried on by the section having to do with this activity, the same War Department agencies being used in general as with the field recruitment.

6. Recruitment by correspondence is carried on in the following manner:

a. The correspondence recruitment is carried on by circularizing educational institutions and follow-up of prospects obtained either by the field or from any other source.

b. Analysis of Literature: The correspondence has been examined, is well written, makes no attempt to force a "sale" and is extensive. The sales literature is deficient both in context and in appearance and actually makes a misstatement of fact as to promotion.

CONFIDENTIAL

SPSIS-1A (19 February 1945)

7. The following conclusions are offered in connection with the recruitment program at Signal Security Agency.

a. Regardless of the efficiency of the field recruiting execution, the entire procedure is basically unsound, as the crux of the entire matter is the solution of the problem of separations.

b. As is detailed under Paragraph 8 b, c, d, the CAF-2 and CAF-3 categories recruited in the field represent approximately 45% of all personnel recruited, and it is in these categories that separations exist at a rate four times that of all others combined. 18% of all CAF-2 personnel employed at Signal Security Agency resigned in December. A complete analysis of the cost of increasing CAF-2 and CAF-3 grades to CAF-3 and CAF-4 grades is included in Inclosure 6.

c. Hence, you have the fantastic situation where our efforts are concentrated to bring to Signal Security Agency at a cost of approximately \$500.00 a person (direct expense only), personnel, 20% of whom are resigning per month. The Personnel Branch would expect to lose in six months 33-1/3% to 40% of all employees obtained from the field. See Inclosures 7 and 8.

d. Further, the problem becomes increasingly difficult as the shortage of available prospects increases, and knowledge becomes more widespread by dissatisfied employees returning to recruiting areas.

e. The situation is comparable to a manufacturer with a product which is unsaleable in one section of the country, refusing to correct his product, but instead maintaining his production by increased sales effort in an unexploited area. Sooner or later all areas will be exhausted, his factory will close, and it is not improbable the same will occur at Signal Security Agency unless a solution is found for the problem of separation.

8. As stated before, separations of civilian employees at the Signal Security Agency has presented a major problem.

a. In 1943, see Inclosure 3, there were 1,662 separations, in 1944 - 2,403. The Personnel Branch itself anticipates a loss of one-third of all the recruits obtained from their field recruitment program within six months of their employment.

b. An analysis of the reasons given by those resigning shows the following major causes. However, it must be borne in mind that unless a valid reason for resigning is given, the employee will not receive a statement of availability, so consequently, general dissatisfaction is rarely given as a reason, and it is probably dissatisfaction which accounts for at least 60% of all the resignations.

SPSIS-11 (19 February 1945)

	Approx. Average 6 months	December 1944	November 1944
Family Illness or Obligation	25%	23.6%	24.0%
Return to school	12%	13.0%	9.3%
Personal Illness	17%	11.8%	21.3%
To be with Husband	11%	10.1%	17.3%
To be Married	8%	8.4%	8.0%
Accept other Employment	4%	5.1%	3.3%
Generally Dissatisfied	5%	5.0%	1.3%
Teach School	3%	1.7%	1.3%
All Others	15%	21.3%	14.2%
	<u>100%</u>	<u>100%</u>	<u>100.0%</u>

c. In the category "All Others," the following indicate the major reasons:

	<u>November</u>	<u>December</u>
Enter Military Service	2.7%	1.1%
Personal Reasons	4.7%	2.2%
Maternity	4.0%	2.8%
Care for Children	.7%	1.7%
Transportation Difficulties	.7%	1.1%

d. For November "dissatisfied with salary" accounted for one resignation, and in December for 2.2%, this obviously a misstatement.

e. An examination of separations in length of service which may be accepted as an appropriate average, shows as follows:

Percentage of Total Separations

	<u>November</u>	<u>December</u>
At Signal Security Agency 6 months or less	55.3%	28%
No promotion received	58%	63%
One promotion received	26%	24%
Two or more promotions received	16%	13%

Percentage of Separations by Grade CAF-2, 3, 4

	<u>November</u>	<u>December</u>
CAF-2	17.3%	21%
CAF-3, 4	47.3%	53%
Total	<u>64.6%</u>	<u>74%</u>

SPSIS-1A (19 February 1945)

f. As of December 1944, 47% of all civilians at Signal Security Agency were in the grades CAF-2, 3, 4. Hence in the grades higher than this category, comprising 53% of the total personnel, only 26% of the separations were represented, whereas in the grades CAF-2, 3, 4, representing 47% of civilian personnel, 74% were represented.

g. The highest single category is the one in which those receiving no promotions are represented: 63% of all resignations for December and 58% for November.

h. Viewing the situation realistically, what takes place is the following:

- (1) The field representative details the situation in nearly all cases very truthfully, but this cannot prevent the prospect from herself glamorizing the opportunity of being in Washington and taking part in the war effort. Further, she reads the brochure which states, "Promotions will depend upon your diligence and ability to adapt yourself to this work."
- (2) She arrives in Washington, enthused, and starts training. When allocated a job she discovers that although she is classified according to her grade, in many instances those engaged in exactly similar work have a much higher rating.
- (3) Assuming she applies herself with diligence and is very able, naturally she will expect a promotion, but is told that she cannot be promoted because her job description, personal qualifications, or time in grade does not permit it. Naturally, she is dissatisfied.
- (4) The glamor of Washington has by now worn off, so she resigns.

i. The Chief, Personnel Branch, advises that negotiations have been carried on with the Civil Service Commission to effect a reduction in qualification standards required for various positions. A lower set of standards is expected to be received in the near future.

j. An analysis of the resignations for December 1944 by grades is as follows:

SPSIS-1A (19 February 1945)

<u>Grade</u>	<u>Total Employed</u>	<u>Resigned</u>	<u>%</u>
CAF-2	207	37	17.9
CAF-3)	1,998	95	4.8
CAF-4)			
All Others	2,494	46	1.8
<hr/>			
Total	4,699	178	3.8

k. Hence, by far the greater percentage of loss is in the CAF-2 classifications. That this is due to financial reasons is indicated by the following:

1. Although a CAF-2 receiving a base pay of \$1,440 yearly plus overtime, or \$146.00 monthly, the actual net received after involuntary deductions (retirement and income tax) is \$119.40 monthly. In a CAF-3 this is \$132.68.

m. The monthly living cost in Washington for a single girl without dependents is an approximate minimum average of \$120.00 monthly, with no allowance whatever for dentist, doctor, problem of new clothes, vacation money. This is as follows:

Rent	\$24.50	(These figures obtained from personal check with employees and confirmed by informal check with executive, War Manpower Commission.)
Food	50.00	
Bus	5.20	
Necessities	12.00	
Cleaning	5.00	
Repair of clothes	7.50	
Amusement	5.00	
Miscellaneous	10.00	
Total	<u>\$119.20</u>	

n. The average expense of a girl employed at Signal Security Agency is probably closer to \$130.00 with the result that a CAF-2 cannot possibly exist on her salary and a CAF-3 exists with rigid economy.

o. The only solution is for the CAF-2 to live at home with her parents, and if she is recruited from a distant locality, it is a positive conclusion that she will be forced to resign to seek some other more remunerative employment or return home.

p. Yet, an analysis of the field recruitments for the period 9 October 1944 to 20 January 1945 reveals:

SPSIS-1A (19 February 1945)

	<u>CAF-2</u>	<u>CAF-3</u>
Field Recruitment	105	117
Local	17	17
Total All Grades		449

50% of all recruited were CAF-2, CAF-3 recruited from the field.

9. The conclusions, therefore, resulting from the foregoing are:

a. That the actual major cause for separation is financial or general dissatisfaction, largely influenced by finances or failure to be promoted.

b. That the critical period when greatest losses are to be expected is when the employee has been at Signal Security Agency six months or less.

c. That the solution of the financial and promotion situation for the lower grades - CAF-2, 3, 4 - is the major problem.

Note: For a complete picture of this problem as related to Classification and Wage Administration Section, see Inclosure 9.

10. Discussion of the conclusions from the study made by Control Office resulted in the nonoccurrence of Chief, Personnel Branch, see Inclosure 10.

II. ACTION RECOMMEND.

1. That no CAF-2 position be continued at the Signal Security Agency, but that CAF-2's be recruited as trainees for CAF-3 jobs.

2. That all prospects be shown the net salary and the gross salary they will receive in the grade allocated to them.

3. That a true picture of the living costs in Washington be given to all prospective employees.

4. That all present CAF-3 positions be reviewed with a view to reclassifying them as CAF-4.

SPSIS-1A (19 February 1945)

5. That a duplicate copy of check list be retained by recruit.
See Inclosure 5.

Earle F. Cook
Colonel, Signal Corps

10 Incls.

- Incl 1 - T/O, Recruitment and Placement Section
- Incl 2 - Recruitment Analysis
- Incl 3 - Recruitment and Separations Report
- Incl 4 - Recruitment Report
- Incl 5 - Check Sheet
- Incl 6 - Chart - "Cost Yearly Increasing OAF-2, 3 One Grade"
- Incl 7 - Chart - "Recruitment Cost"
- Incl 8 - Chart - "Comparison Increase Vs. Separations"
- Incl 9 - Classification and Wage Administration
- Incl 10 - Nonconcurrence of Personnel Branch

RECRUITMENT AND PLACEMENT SECTION TABLE OF ORGANIZATIONMilitary Personnel

	<u>Authorized</u>	<u>Actual</u>
Major	1	0
Captain	3	0
1st Lieutenant	7	5
2nd Lieutenant	6	26
Verbal authoriza- tion from Colonel Corderman. (No specific rank designated.)	14	
	-----	-----
Total	31	31

Civilian Personnel

	<u>Authorized</u>	<u>Actual</u>
CAF-7		1
CAF-5		2
CAF-4		7
CAF-3		9
	-----	-----
Total	24*	19

* Exact grade allocations are not designated, as these change according to reclassification of positions.

Detailed examination as to civilian personnel requirements has not as yet been made, but will be made in the detailed study of each section.

RECRUITMENT ANALYSIS

An analysis of the difficulty of securing recruits is shown by the following: (Period - 9 October 1944 to 20 January 1945)

	<u>Interviews</u>	<u>Refused or Rejected</u>	<u>Employed</u>	<u>Pending</u>
Field	2,369 (100%)	1,860	268 (8.8%)	241
Local	333 (100%)	161	164 (49%)	8
Correspondence	1,450 (100%)	805	71 (5%)	574

<u>Total Employed in Period</u>	<u>503</u>	<u>100%</u>
Field	268	53%
Local	164	33%
Correspondence	71	14%

~~CONFIDENTIAL~~RECRUITMENT AND SEPARATIONS REPORT

<u>MONTH</u>	<u>STRENGTH BEGINNING OF MONTH</u>	<u>RECRUITED</u>	<u>SEPARATED</u>	<u>STRENGTH END OF MONTH</u>
1943				
January	935	684	65	1,554
February	1,554	660	62	2,152
March	2,152	541	154	2,539
April	2,539	348	92	2,795
May	2,795	362	157	3,000
June	3,000	602	155	3,447
July	3,447	347	192	3,602
August	3,602	208	215	3,595
September	3,595	105	198	3,502
October	3,502	91	132	3,461
November	3,461	70	122	3,409
December	3,409	49	118	3,340
		<hr/>	<hr/>	
Total		4,067	1,662	
1944				
January	3,340	86	140	3,286
February	3,286	272	92	3,466
March	3,466	706	136	4,036
April	4,036	630	133	4,533
May	4,533	435	235	4,733
June	4,733	656	234	5,155
July	5,155	325	272	5,208
August	5,208	173	285	5,096
September	5,096	152	291	4,957
October	4,957	104	209	4,852
November	4,852	115	171	4,796
December	4,796	108	205	4,699
		<hr/>	<hr/>	
Total		3,762	2,403	

~~CONFIDENTIAL~~

RECRUITMENT REPORT

The following report relating to difficulties encountered on the recruiting program has been divided into two parts: Special and General.

The information listed under Special Considerations refers to difficulties encountered for the first time, or to difficulties which have greatly increased in importance over the last program.

General Considerations refer to difficulties which have always existed, but which for some reason or other have been greatly aggravated.

I. SPECIAL CONSIDERATIONS

1. Reduced labor market.

a. All recruiters have had fewer referrals than at any time during the last program irrespective of priority ratings.

b. Every area has been thoroughly combed by both private and government recruiting representatives.

2. Complacency of public--This feeling has been steadily mounting throughout the recruiting period.

3. Increased selectivity.

a. Age requirements 18 to 35 instead of 17½ to 50.

b. Check list.

c. No SP-5 ratings unless one year post-graduate work.

d. Fewer high-salaried jobs (No CAF-4).

e. Larger number of rejects due to maturity of judgment on part of recruiters.

4. Seasonal hiring.

a. Holiday season.

b. Mid-term season for both schools and colleges.

c. Election period.

5. Travel restrictions--New SO numbers necessary for each change of TD.

II. GENERAL CONSIDERATIONS

1. Competition.

- a. Desire of U.S.E.S. to protect local industries.
- b. Permanently based recruiters for out-of-town establishments.
- c. Priorities (preference given to in-state industries also).
- d. Wage and salary scales.
- e. Post-war possibilities.

2. Publicity.

- a. Adverse Washington publicity.
 - (1) Sex crimes.
 - (2) Housing.
 - (3) Weather.
 - (4) Living costs.
- b. Restrictions on Arlington Hall information.
- c. Newsprint shortage.
- d. No photographs permitted in paper (due to security regulations).
- e. Not a new program--publicity more difficult to obtain.

3. Restrictions by Government Agencies.

- a. War Manpower Commission and Civil Service both require news and radio publicity clearance in each city.
- b. Public dislike of U.S.E.S. procedure.
 - (1) Insistence of Statement of Availability before any information can be given.
 - (2) Referrals to local employers regardless of priority.
- c. O.W.I.
 - (1) Time required by O.W.I. to clear and distribute radio releases.
 - (2) Refusal of radio to accept releases without its inclusion in O.W.I. monthly packet.

III. RECOMMENDATIONS:

1. In order to overcome many of the foregoing difficulties it is suggested that a liaison office be established. This office will combine two functions. The first function should be the handling of publicity, the liaison officer to act as an advance publicity man. The second function of the liaison officer should be to act as a contact man among all government agencies concerned for the purpose of promoting good will and expediting the recruiting program.

2. It is also suggested that the publicity program be much more fully organized. This would include an illustrated brochure for use in the mailing cases. It would also include a poster of reasonable size to be used in personnel offices, colleges, high schools, etc.

Check List used by recruiting officers in field and signed by recruit.

REF ID: A70833

~~CONFIDENTIAL~~
CHECK SHEET

1. Do you understand that yours is a war-time Civil Service appointment and that your job is to last for the duration of the war and not to exceed six months thereafter?

Yes _____ No _____

2. Arlington Hall operates twenty-four hours per day, divided into 3 eight-hour shifts. Are you willing to do shift work on a rotation basis?

Yes _____ No _____

3. Do you realize that the climate in Arlington is harmful to those suffering from sinus, asthma, hay fever, etc.?

Yes _____ No _____

4. It is required that new applicants have adequate funds upon their arrival in Washington. A minimum of \$60 should be available to meet expenses until receipt of first salary check. Can you meet these requirements?

Yes _____ No _____

5. Have you a brother, husband, or son who is a prisoner of war?

Yes _____ No _____

6. Is your husband in the service?

Yes _____ No _____

If the answer to the above is "Yes", please give his present address:

Name _____

APO Address _____

7. GENERAL - Please read carefully and fill in blanks:

a. Leave is earned at the rate of 26 days per year. However, current War Department policy discourages the taking of more than 14 days per year; the employee will be paid for the remaining accrued leave at full salary rates. Sick leave is granted at the rate of 15 days per year.

b. Housing will be arranged by Arlington Hall in government residence halls or private homes. The rates per month vary between \$25 and \$30 per month for a single room.

c. My eyes are in such condition that I am capable of doing close work for extended periods.

d. My gross salary, including overtime, will be \$_____ per year.

8. Do you understand that promotion at Arlington Hall is on a merit and position vacancy basis and that no representative of this agency can guarantee any such promotion except in the cases of IBA Trainees?

Yes _____ No _____

9. Please indicate with a check mark in the appropriate square whether you were interviewed by a recruiting officer or hired through correspondence:

Interviewed
by Recruiting
Officer

Hired by
Correspondence

10. I fully understand the foregoing items.

Signature of Applicant

COST YEARLY INCREASING C-A-F-2-3 ONE GRADE

GROSS SALARY C-A-F-2 \$1752.00
GROSS SALARY C-A-F-3 1971.00
DIFFERENCE _____ \$219.00

GROSS SALARY C-A-F-3 \$1971.00
GROSS SALARY C-A-F-4 2190.00
DIFFERENCE _____ \$219.00

NUMBER	C-A-F - 2-3	S.S.A.	DEC 1944
	C-A-F-2	207	
	C-A-F-3	1298	
	C-A-F- TOTAL	1505	

YEARLY COST INCREASE ONE GRADE (1505)(\$219.)= \$ 329,595.00

RECRUITMENT COST

RECRUITMENT

RECRUITING OFFICER SALARY ALLOWENCES	\$ 252.00 (MO.)
7.00 PER DIEM (30 DAYS)	210.00
TRANSPORTATION, TELEPHONE, TELEGRAMS	100.00
TOTAL	\$ 562.00
PLUS 20% RECRUITMENT COST - S.S.A. (DIRECT)	112.00
GRAND TOTAL FIELD RECRUITING OFFICER	\$ 674.00

TOTAL PER MONTH \$17,524.00
 TOTAL PER YEAR \$210,288.00

ASSUME EACH OFFICER RECRUITS 12 RECRUITS MONTHLY

RECRUITING COST (OFFICER)	\$ 56.00
TRANSPORTATION RECRUIT ONTO S.S.A.	25.00
ONE MONTH SALARY, TRAINING	170.00
TOTAL	\$251.00

IF SEPARATED - SAME COST REPLACEMENT \$251.00
 COST EACH SEPARATION \$502.00

DOES NOT INCLUDE INDIRECT COSTS

- (A) F.B.I. INVESTIGATION
- (B) COST TRAINING
- (C) COST PRELIMINARY INSTRUCTION

APPROXIMATE COST 1944 SEPARATIONS \$1,206,306.00

COMPARISON

INCREASE VS. SEPARATIONS

DIRECT YEARLY COST - SEPARATIONS \$ 1,206,306.00

DIRECT YEARLY COST - INCREASE 329,595.00

IF PROGRAM RESULTS IN REDUCING
SEPARATIONS 27%, SAVING EQUALS GRADE
INCREASE.

CLASSIFICATION AND WAGE ADMINISTRATION SECTION

(As related to Promotions)

1. In order to accomplish the desired objective of promoting all deserving CAF-2's and CAF-3's within six months or less without fundamentally changing the work they are doing, there are two essentials to be solved:

- a. Job classification.
- b. Personal qualifications.

2. In the present situation, technically, no incumbent of a position is promoted over the grade to which the position is allocated. Or in other words, if a CAF-3 clerk occupies a position classified as CAF-3, and it was desired to promote him, he would have to be moved to a job which called for a CAF-4. However, within the framework of the Civil Service Act this may be solved by reallocating all the CAF-2 jobs to CAF-3's, and the CAF-3's to CAF-4's. For example, a CAF-2 would be started in a job calling for a CAF-3. At the end of six months or less the knowledge she has gained with the experience obtained at Signal Security Agency would qualify her for an automatic increase to the rating the job had been given.

3. This, admittedly, will call for a liberal interpretation of the malassignment in grade which is not supposed to be over 120 days, but this again depends upon the situation.

4. The Signal Security Agency can easily show reasons for the increase in ratings being necessary, and as it is a field service installation as regards civilian personnel administration, the reallocation of these jobs can be done locally, without approval from any other source, subject, however, to a possible review by an audit at some later date, from any of the four agencies following:

- a. Office of the Chief Signal Officer
- b. Headquarters, Army Service Forces
- c. Office of the Secretary of War
- d. Civil Service Commission

5. As a practical matter the audits that have been made by the above agencies are as follows:

- a. An audit made by Office of the Chief Signal Officer in January 1944, which resulted in the report that the present classifications were satisfactory.

b. A proposed audit by the Office of the Secretary of War which was initiated in December 1944, but was objected to by G-2 for reasons of security, and dropped.

6. It is believed by officers conversant with the situation that the possibility of any further audit of Signal Security Agency is remote. However, assume that at some later date an audit were made, and that the result of the audit showed that in the opinion of the agency making the audit, the allocations were too high; it is certain that it could be shown easily to this agency that the allocations of these jobs to the higher grades was effectuated through the exercise of good judgment on the part of Signal Security Agency, not only to save the government an appalling unnecessary expense, in recruitment, training and transportation, but in addition, to take an essential step in safeguarding security.

7. Under the question of the elimination of the time in grade requirements, reducing these to six months instead of the previous longer periods, this has already been accomplished by the letter of the United States Civil Service Commission, 25 January 1945, which reduces the requirements for all grades CAF-3 to CAF-7 and SP-4 to SP-8 to six months, and two months for a CAF-2 to CAF-3.

8. Hence, to solve the situation, the first and essential step required is to immediately reallocate all CAF-2 jobs as CAF-3's, and all CAF-3 jobs as CAF-4's. A further study is being made on the higher grades, and will be reported on in the immediate future.

9. Coincident with this reallocation, steps must be taken to evaluate the effectiveness of the methods used by the Unit Personnel Officer in controlling promotions and building morale. It is believed much more can be done than at present as regards the latter, but the effective building of morale is dependent on first placing job allocations and promotions on a workable basis.

NONCONCURRENCE OF PERSONNEL BRANCHREGARDINGRECOMMENDATIONS OF THE CONTROL OFFICE

1. Reference is made to three recommendations of the Control Office as a result of their study of the Personnel Branch. These recommendations will be discussed in the following paragraphs.

2. The first and most far reaching recommendation of the Control Office is that all CAF-2 positions be up-graded, and arrangements made for recruitment of CAF-2's only as trainees, and that present CAF-3 positions be reviewed with a consideration for their reclassification to CAF-4 positions.

a. The basis of their recommendation is summarized as follows:

- (1) The increase of pay for lower graded employees will substantially reduce the separation rate of civilian employees.
- (2) Reduced separation rates would result in savings in recruitment expenses to more than off-set the total cost of paying the low grade employees higher wages.
- (3) The reduced separations rate would provide for increased security of operations.

b. The Personnel Branch does not concur in this recommendation for the following reasons:

- (1) This recommendation is contrary to the Classification Act of 1923, as amended.¹
- (2) The principle that an employee must change his duties or responsibilities before he receives a substantial increase in salary is sound management. This principle is followed in private industry as well as in the government service.
- (3) The difficult problem of maintaining an adequate internal relationship between various jobs in the Agency becomes almost impossible when the standards which the Classification Analysts now follow are discarded, as recommended by the Control Office.
 - (a) Job descriptions as prepared by individual employees or their supervisors would be the only basis of determining allocations of positions, inasmuch as Classification Analysts could not be required to perform desk audits of positions and shut their eyes to the actual duties performed.

- (b) This reliance on written job descriptions would require the Agency to revert to the chaotic classification conditions that existed approximately fourteen months ago. At that time the ability of the employee or his immediate supervisor to compose elaborate job descriptions was rewarded by higher classification.
- (c) The administration procedure believed necessary for the adoption of the recommendation of the Control Office would result in further decentralization of personnel authority. Inasmuch as Classification Analysts would be expected to overlook, at least in many cases, the actual duties performed, the statements of supervisors would have to be accepted completely. Conscientious supervisors who might at first be reluctant to certify that an employee was performing the duties of a job description which greatly expanded the actual duties, would be more willing to make such certifications when they knew that other supervisors were making similar statements.
- (4) The resignation rate among employees who are presently occupying higher graded positions might well be increased as a reaction to this preferential treatment of lower salaried employees.
- (5) The exemption of this Agency from surveys by higher authority should not be regarded as license for indiscriminate use of the authority granted. The broad sweeping changes recommended are such that they would become common knowledge and might well in themselves encourage investigatory action.
- (6) The separations of this Agency cannot be regarded as primarily arising from the employees' dissatisfaction with their salaries.
- (a) There are known to be many who are presently self-sufficient in Washington who are receiving only the wages of a GAF-2.
- (b) For the calendar year 1944, the percentage of separations of this Agency as compared to the total of Army Service Forces was not alarming. The salaries of at least half of the Army Service Forces employees were determined by local prevailing wage rates, and not by the Classification Act of 1923, as amended. In spite of this, our separations rate was considerably lower than that of Army Service Forces.²

- (c) It is my belief that the high turnover rate of all employers at this time arises primarily from the war-time situation which has forced into employment more youthful female workers, uprooted the breadwinners of families and changed family lives, and which has made workers generally more mobile and ill at ease than in peace times. There is no reason to believe that compensation will substantially affect the labor turnover.

3. The adoption of the recommendation of the Control Office must be regarded as irrevocable action, and as such should be the subject of careful deliberation. The following are listed as constructive suggestions:

a. Within the framework of our present system, promotions must be effected as a result of placement. The Agency is in dire need of a more effective placement policy between sections and branches. There are at present eighty-five persons who are occupying positions which are allocated grades lower than their classification, while there are eight hundred and thirteen persons who are occupying positions which are allocated grades higher than their classification. The latter group are, of course, potentially eligible for promotion. It is the aim of the Personnel Branch, through an adequate follow-up program with the Branch Personnel Officers to determine that the more qualified persons are selected and appointed to fill these higher graded positions. Through an adequate follow-up policy within each branch, it is expected that persons will be prevented from becoming "stymied" in their various jobs.

b. Request special authority from the War Department to provide for the payment of Agency employees from special funds in order that the Agency may determine the compensation to be paid to various graded positions. It is known that the Office of Strategic Services, for a period of time, did have such an arrangement, and compensated their employees at salaries different from that prescribed under the Classification Act of 1923, as amended.

4. The Control Office has further recommended that all prospective employees be shown the gross and net monthly salary they will receive before being recruited in the field, and that a true picture of the living costs in Washington be emphasized at the place of recruitment. The Personnel Branch concurs in these recommendations. Each of the recruiting officers will be instructed to discuss the monthly gross and net salary with each employee at the time of recruitment. Further efforts will be made to insure that each new recruit receives more complete information as to living costs in Washington.

¹ The Brockhart Act of 1930 (46 Stat. 1003), authorized and directed the heads of departments to adjust the compensation of positions in the field service to correspond with the pay scales of the Classification Act,

as amended by this act. Section 2 of the Brookhart Act, directing such adjustment, is regarded as mandatory, and subsequent decisions of the Comptroller General have had the effect of requiring the Agency to apply the principles of classification to the field as well as to the departmental service. (14 Comp. Gen. 183,392; 15 Comp. Gen. 154.)

² Comparative statistics on the monthly separations rate of Army Service Forces and the Signal Security Agency are shown below:

<u>1944</u>	<u>ASF</u>	<u>SSA</u>
January	8.1	4.2
February	7.0	2.8
March	7.8	3.9
April	7.9	3.3
May	8.3	5.2
June	8.2	5.0
July	8.6	5.3
August	10.5	5.5
September	9.4	5.7
October	8.1	4.2
November	6.7	3.5
December	6.2	4.3
Monthly Average	8.1	4.4

CONTROL ANALYSIS - PERSONNEL BRANCHRECRUITMENT AND PLACEMENT SECTION, SPSIS-4ARecommendationsAccomplished

1. That no CAF-2 position be continued at the Signal Security Agency, but that CAF-2's be recruited as trainees for CAF-3 jobs.
2. That all prospects be shown the net salary and the gross salary they will receive in the grade allocated to them.
3. That a true picture of the living costs in Washington be given to all prospective employees.
4. That all present CAF-3 positions be reviewed with a view to reclassifying them as CAF-4.
5. That a duplicate copy of check list be retained by recruit. See Inclosure 5.