

1. INTRODUCTION:

- a. The principal asset of the intelligence organization is its personnel. The heart of the intelligence organization is the Intelligence Corps, i.e. those especially qualified personnel who have entered the field of intelligence as a career and who have agreed to live by the directives of the intelligence organization pertaining to their assignment and rotation. Success of the intelligence organization is largely determined by the extent to which it succeeds in attracting and holding Intelligence Corps personnel who are capable, loyal and possessed of a high sense of duty and obligation to their government.
- b. Specific objectives of the Career Corps Program are as follows:
  - (1) To make the service attractive to qualified personnel.
  - (2) To ensure that members of the Corps are fairly treated and that their talents are most effectively utilized;
  - (3) To instill esprit de corps in members of the service;
  - (4) To give members of the service maximum protection from political considerations, whims of individual high-level government officials, and other vagaries of the bureaucracy.
- c. Meeting these objectives involves: passing appropriate legislation, establishing internal regulations to effectuate the purpose of the legislation and to specify details and procedures which should not be included in legislation, and adopting certain principles in the administering of the Intelligence Corps.

2. LEGISLATION:

- a. Legislation should be general and basic. Its purpose is to provide a formal base for the Career Corps and grant authority, stability and prestige. Also, legislation should be brief and void of details. Details should be left to the regulations (paragraph 3 below).

b. Specific functions of legislation supporting the Career Service Program are:

- (1) To give the intelligence organization authority to issue regulations to specify details and procedures of the Career Service Plan;
- (2) To give the force of law to certain rights members of the Corps are to enjoy;
- (3) To dignify the Corps by having the authority which creates it in the form of laws of the land rather than in internal regulations of some government agency.

c. Specific items which could be included in the legislation are:

- (1) Statement of the concept of the Career Intelligence Corps.

This statement should be to the effect that the Career Intelligence Corps is a group of professional intelligence men who are to devote themselves to the service of the nation in the field of intelligence. These men are specially selected and carefully trained for the unusual demands that are to be made upon them. They are to be required to accept restrictions upon their personal lives required by the needs of the service and obligated to perform whatever duties at whatever location which will best serve the [REDACTED]

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- (2) Statement emphasizing the necessity of keeping the Career Corps out of politics. In this statement it should be made clear that members of the Career Corps are not to be allowed to be members of any political party or to participate in any political activities. Also, persons cannot be appointed to the Corps as a reward for some political performance in the past.
- (3) Statement specifying compensations and benefits to be accorded members of the Intelligence Corps. The Intelligence Corps must have personnel with high standards of character, loyalty, security and competence. It is imperative that the Intelligence

Corps be in a position to offer rewards commensurate with such standards and appropriate to the restrictions and obligations.

- (4) Statement assuring Career Corps members tenure of office so long as they continue properly to perform their duties.

So far as it is consistent with security, the Director of Intelligence should be directed to establish within the [REDACTED] a Board of Appeals which will hear, review, and make recommendations to the Director of Intelligence in every case concerning the dismissal from the Service of members of the Career Intelligence Corps.

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- (5) Statement giving the intelligence organization authority to issue regulations specifying details and procedures: In this statement it should be made clear that the intelligence organization has the right to set up salary scales and other employee benefits without being restricted by the provisions of any other laws on these matters which are applicable to employees of the other government departments.

3. INTERNAL REGULATIONS:

Internal regulations are rules established by the intelligence organization itself, consistent with the basic legislation, having as their purpose the specifying of the details and procedures required to make the career plan effective. In these regulations there should be provision for the following:

a. Procedures for recruitment and selection:

- (1) A person is "recruited" as a member of the intelligence organization as a whole. If he meets certain requirements, he can later be "selected" for membership in the Career Corps. Thus, recruitment and selection are related but separate steps.
- (2) Between a person's recruitment and his selection there should be a period of two or three years during which time

a careful evaluation of his performance on the job should be made. All factors bearing on his suitability for the Career Corps should be carefully observed: security consciousness, stability, initiative, and professional competence.

- (3) Written and oral examinations should be used as one means of determining membership in the intelligence organization and, later, in the Career Corps. A Selection Board can be used to consider, examine, and make recommendations concerning the acceptability of a candidate in the Corps.

b. Security Clearance Program:

- (1) The standards of security to be met by employees of an intelligence organization should be higher than those of other government departments. Accordingly, [REDACTED] must have its own security standards against which to measure persons considered for recruitment. Regulations should state such standards. 25X1C
- (2) Regulations should provide that before an individual is employed by [REDACTED] he must have received a security clearance. This security clearance should be based on a careful examination of the applicant's past, preferably as determined through actual investigation. 25X1C
- (3) The security clearance program should be conducted as a continuing matter. Regulations should provide that, on some systematic basis, periodic rechecks should be made of individuals already cleared.
- (4) Prior to acceptance into the Career Intelligence Corps the security status of the applicant for membership should be re-examined.
- (5) A security clearance procedure should include examination not only of those factors relating to loyalty [REDACTED] but also of those traits of character which may render an individual a risk by virtue of carelessness, susceptibility to persuasion, bribery or blackmail. 25X1C

c. Training, assignment and rotation:

Under a Career Corps Program attempt must be made to get the most out of an individual during the entire period of his employment. In assigning, training and rotating the Corps member, career planners must think of his overall value during the twenty or thirty years of his employment rather than of his value in individual assignments. Regulations may establish this policy by providing for the following:

- (1) The Career Board may be authorized to assign a Corps member to a position simply for the purpose of developing a weak side of his make up provided, of course, that the result will be an increase in the overall value of the Corps member to the intelligence organization.
- (2) There should be provisions in the regulations providing for compulsory systematic "post graduate" training and "refresher" training of the officer throughout his career. Programs should be established to include internal [REDACTED] schooling, attendance at courses conducted by other departments of the government or by universities or technical schools, and courses conducted in foreign countries.
- (3) Corps members should not be kept too long at unpleasant assignments or at assignments in unpleasant places. Regulations should provide that officers who have served for periods in undesirable positions or posts should be given preferred consideration for assignment when openings occur in desirable positions or in pleasant places.

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d. Promotion policies and procedures:

- (1) There should be a definite promotion policy and this policy should be clearly stated in writing for all employees to see. Every employee should know exactly what he has to do to qualify for promotion.

- (2) Promotion should not be made on an individual basis but, rather, on a basis of grade classes. In other words, a Corps member should not get his promotion on the merits of his individual case but because, upon being considered for promotion along with his colleagues of the same grade class he has been found, on a comparative basis, to be worthy of it.
- (3) One factor in an employee's eligibility for promotion is "time in grade". When a Corps member has been in grade for a specified length of time he should enter a "zone of consideration" and his name should be put on a list to be submitted to the Career Service Board who will consider him for promotion along with other officers also in the zone of consideration.
- (4) Time in grade should not be the most important factor in considering a person for promotion, however. The purpose of the time in grade requirement is simply to provide a restraining influence on the promotion program and to ensure that movement of career personnel upward in the service will be in a smooth and orderly fashion. The major consideration is the extent to which the employee has proven himself ready to assume greater responsibilities. The employee who has proved himself ready to be moved to a higher position should be promoted to that position as soon as possible after he enters the zone of consideration.
- (5) Hardship connected with a particular assignment should never be a consideration for promotion. Compensation for serving in a hardship post or for performing unpleasant duties should be in the form of special allowances rather than salary increases.
- (6) Outstanding performances on a particular job should not be rewarded by promotion unless the employee has simultaneously

proven himself capable of assuming the responsibilities of a high-level position. It is conceivable that an employee will perform some job in an outstanding manner but not be ready for promotion into a bigger job. Such an employee should be rewarded by a bonus or special allowance of some kind rather than by promotion.

e. Benefits and privileges for members of the Corps:

Of equal importance to an adequate salary scale for attracting and keeping the highest quality personnel is the matter of the various benefits available to the employees.

- (1) Ample annual leave should be granted to permit employees to relax and recuperate from the rigors and pressures of their jobs.
- (2) In the event of illness, sufficient sick leave should be available to permit absence from duty for a reasonable time with continuing compensation.
- (3) Proper medical care and hospitalization where the injury or illness results from duties performed by [REDACTED] 25X1C
- (4) Adequate compensation in the event of permanent disability or death resulting from duties performed for [REDACTED] 25X1C
- (5) All types of allowances to be paid, or expenses which are reimbursed, should be adequate for the purpose and should not require the employee to utilize his personal funds by virtue of having been assigned particular duties by [REDACTED] 25X1C
- (6) Both as a reward to employee and to serve the purpose of keeping the Career Intelligence Corps a young man's organization, the retirement provisions should be more liberal than is generally applicable within government.

f. Removal and Resignation from the Corps

In accord with the concept that membership in the Corps is a career there should be clearly defined procedures relating to removal of a member from the Corps as well as the resignation of a member.

- 25X1C (1) The individual should be assured that he cannot be arbitrarily terminated and that if removal action is contemplated he will receive a fair and impartial hearing of his case. On the other hand, there should not be undue restrictions on the authority of the [REDACTED] to remove those personnel who are no longer competent or who have failed to follow orders or otherwise are no longer qualified to be a member of the Corps.
- 25X1C (2) Since the [REDACTED] is expecting the individual member of the Corps to make a career of the intelligence profession, a request for resignation should be in accord with established procedures citing proper justification or personal reasons acceptable to [REDACTED] 25X1C

g. Restrictions and Obligations

The requirements of the intelligence service are such that the individual must accept the fact that he must devote himself to its needs to a far greater degree than is the case in other departments of the government. This fact must be made known to him both by careful indoctrination but also through policies established by regulation.

- (1) The restrictions include anonymity and lack of participation in personal or private business activities which impinge or may give the appearance of being in conflict with his professional duties.
- (2) The granting of a career in the Corps carries with it the obligation to remain in the service except in the most compelling circumstances.
- 25X1C (3) The member of the Corps must understand that his talents and qualifications must be available to the Corps and consequently he has the obligation to accept whatever assignments at whatever location the [REDACTED] determines will best serve the needs of the intelligence service.



4. ADMINISTRATIVE PRINCIPLES

Laws and regulations provide an essential framework by which the Corps has authorization to recruit and administer its personnel. They are only a framework, however, and the real success of the Career Corps program depends not only on the laws and regulations as upon the spirit and effectiveness with which they are administered. The following principles should be observed:

- a. Unlike some other types of regulations, those pertaining to a Career Corps should never be applied impersonally. Career Corps regulations have to do with the lives and happiness of human beings. In applying these regulations to specific cases, therefore, the Career Board should carefully keep in mind the effects on the individuals involved and be prepared to be sympathetic to personal difficulties which could conceivably arise as a result. People are more important than regulations. Career Corps officials should not hesitate to allow an exception to a regulation in order to avoid putting undue hardship on a Corps member.
- b. A great degree of flexibility must obtain in the application of Career Corps regulations. They should be written so that those applying them are given the discretionary leeway required to meet the widely differing circumstances of Corps members living under the regulations.
- c. Also, Career Corps officials should remember that regulations can neither be sufficiently broad nor sufficiently detailed to provide the employee with all that is required to maintain his loyalty and devotion to duty. It is up to the senior officials of the Corps, therefore, to use their personal efforts to do whatever is required to keep the employees in a frame of mind most conducive to continued loyalty and effective work.

5. WRITING THE REGULATIONS

This paper contains general suggestions only. Recommendations as to specific laws and regulations cannot be made without a thorough

understanding of existing civil service regulations, local customs and attitude towards the civil service, and the psychologies of the types of people who are to make up the Corps. It is possible, however, for the writers of this paper to advise what specific steps must be taken actually to write up the laws and regulations. Some of these steps are as follows:

- a. The basic law should be written so as to include the five provisions suggested in para 2.c. This law should be brief and it should follow roughly the same outline as that used in para 2.c. above.
- b. A regulation should be written establishing the Selection Board and indicating (1) the composition of the Board and (2) the specific powers of the Board.
- c. A regulation should be written stating (1) qualifications required for membership in the intelligence organization and (2) specific procedures whereby these qualifications can be ascertained (e.g. evidence of past accomplishments, oral and written tests, etc.). A comparable regulation should be written determining eligibility for the Career Corps.
- d. Some responsible officer should be given the task of preparing written examinations and oral examination outlines to be used in screening applicants for recruitment into the intelligence organization. Another set of such tests should be prepared to be used as a basis for selection of personnel for the Career Corps.
- e. A regulation should be written stating specifically minimum security standards for [REDACTED] personnel. This regulation should also state, 25X1C  
in exact terms, the nature of the security clearance persons must have before they can be employed by [REDACTED] Later these regulations 25X1C  
should be broadened to include statement of all personnel security policies.
- f. The promotion grade ladder should be worked out. This ladder should have about six grade levels corresponding roughly with

the six levels from Second Lt. to Colonel, inclusive, in the army. A regulation should explain this ladder, give the salary scale and state with regard to each grade what time of service in it must elapse before an officer moves into the "zone of consideration" for promotion to the next higher grade. Also, this regulation should include a brief and clear statement incorporating the spirit and principal ideas of para 3.d. above.

- g. A committee should be appointed to work out a set of benefits and privileges for members of the Corps. In this committee there should be at least one lawyer, one government official widely familiar with existing government procedures and one individual who is an expert at insurance.

- h. A booklet should be written in precise and clearly understandable

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designed to give the new employee a thorough understanding of his rights and obligations as a member. This booklet should spell out in detail what benefits he gains from the service and what obligations he assumes in joining the service and what restrictions he will be required to live under.

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