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25 Nov 1953

MEMORANDUM FOR: Chief, DOB

SUBJECT: Staff Study on Meal Problem

DECLASSIFIED AND RELEASED BY
CENTRAL INTELLIGENCE AGENCY
SOURCE METHOD EXEMPTION 3828
NAZI WAR CRIMES DISCLOSURE ACT
DATE 2007

1. Problem

Whether DOB shall charge Staff employees for meals eaten at DOB safehouses during the training cycles of approved projects.

2. Assumptions

a. The functions of DOB require that agents be brought to the Washington area and trained in safehouses in a secure manner for periods ranging from a few weeks to eight or nine months. Agency procedures dictate that the majority of agents DOB handles be under twenty-four hour surveillance. This requires the case officers to be with the agents continually. Due to a general inadequate supply of properly trained, language equipped case officers, not only within the confines of DOB but the SR Division as a whole, it is not possible to assign more than two junior case officers to a training project at any one time to fulfill this requirement.

b. The result has therefore been that each case officer, the majority of them married, must spend approximately 100 hours a week on duty, allowing him approximately 60 hours at home as against the normal for a headquarters intelligence officer of about 108 hours at home.

c. In describing the job of this case officer on duty the analogy is apt of a parent who is giving his son a college education at home. The case officer is primarily concerned with training or assisting

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in the training of agents for infiltration into denied areas. In addition, however, he is responsible for; purchasing the agents food; seeing that it is prepared and served on time; providing for any necessary medical attention; providing for and supervising the agents recreation; and also assisting in the difficult and all inclusive task of continually strengthening the agents motivation and morale without which a successful mission is impossible. In performing these varied tasks he must maintain at all times a relationship of trust between himself and the agent as well as a position of leadership, whose authority is unquestioned.

d. In short, the case officer's duties are exceedingly exacting. He is called on to perform duties far beyond the scope of those assigned to most other intelligence officers at his level, both in terms of time and in terms of the nature of these duties.

e. It should be noted, as well, that in the case of those agents, not requiring 24 hours surveillance, and who do not live at a safehouse, all training must still be conducted at a safehouse. The case officer in this instance is just as responsible for the care of the agent during training hours though on a slightly more limited scale. In this category of safehouse operations, the case officer in addition to his other duties is responsible for the personal preparation of the noonday meal the trainee will eat.

f. As can be seen from the above, the present work load of a case officer is so heavy and his relationship with the agent operation is so close that any changes made with respect to the case officer

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will affect the agent as well. For this reason certain facts are listed below whose validity in the argument will only be proved in succeeding paragraphs.

3. Facts bearing on the case.

a. The admin plan prepared by PAPS, representing agency regulation requires that Staff employees and military personnel be charged for all meals furnished to them at safehouses. In addition to case officers this would include communication trainers and specialists on occasion from TSS and the Office of Training.

b. All of DOB safehouses are located at some distance from public eating places and good security legislates against case officers and instructors being seen frequently in the restaurants of the small towns near these safehouses.

c. In the majority of DOB training projects at least one case officer must be on duty with the agent trainees 24 hours a day.

d. A recent survey of a typical project of the 24 hour surveillance category shows that a junior case officer is required to work approximately 74½ hours a week. In addition he is required to spend an average of 3½ nights a week at the safehouse away from his family and to devote other hours to the supervised recreation and entertainment of the agent trainees.

e. In cases when 24 hour surveillance is not necessary, the case officers must not only purchase the food for a noon-time meal, but must also prepare it for themselves, the agents and any special instructors.

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f. In order to keep in rough balance compensation paid to civilian staff employees as against military personnel, a DOB ruling has established at 26 hours the maximum overtime which will normally be claimed by case officers on projects, or compensation for a total of 66 hours a week. Military personnel are not paid overtime.

g. A recent survey of a safehouse operation of the 24 hours surveillance category showed that over a one month period 657 meals were served at a food cost of \$289.00. A breakdown follows:

Agents and housekeepers	373 meals	\$164.00	
Indigenous Contract Instructors	169 meals	74.00	
Case Officers	72 meals	32.00	
Other staff employee instructors	<u>43 meals</u>	<u>19.00</u>	
Totals	657 meals	\$289.00	.43 average

No cost of preparing and serving food has been included as it is felt that this overhead is directly attributable to maintenance of a safehouse for the keeping and training of agents who are there on a full time basis and not to the presence there of headquarters or staff employees on an intermittent basis.

h. A recent survey of a safehouse operation where 24 hour surveillance is not required shows that over a one month period 81 meals were served at a food cost of \$50.00. A breakdown follows:

Agent	23 meals	\$14.20	
Indigenous Contract Instructor	23 meals	14.20	
Case Officers	<u>35 meals</u>	<u>21.60</u>	
Totals	81 meals	\$50.00	

In safehouse operations of this category the case officers buy the food for the noon-day meal, prepare it, serve it and clean up afterwards.

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i. At the height of a training season DOB will administer approximately five operations of the 24 hour surveillance category and three of the other category making a rough maximum total cost of \$320.00 per month in staff employee meals as follows:

5 safehouses, 24 surveillance type @ 51.00	\$255.00
3 safehouses, non 24 surveillance @ 21.60	64.80
	<u>\$319.80</u>

It should be noted that this many operations at one time will only occur during four or five months of the year.

j. Because of the leader relationship which must exist between case officers and agent trainees, no collection for meals eaten can take place at the safehouse. Under no circumstances can the authority of the case officer be questioned in the mind of the agent as would be the case if the agent were aware of the case officer having to pay for meals, which he, the agent, was getting free. This same principle applies to specialist instructors from the Office of Training, TSS or Communications who are called on for instructor support on different occasions.

k. An assessment for meals eaten at safehouses must be made in the parent office of the safe employee involved, namely, DOB, the Office of Training, TSS or the Office of Communications. Such collection must be made on a bi-weekly or monthly basis following receipt from the safehouse of the daily log reports. The amounts to be transferred by the individuals concerned will vary from approximately 45 cents representing the cost of one meal to \$16.00 to \$20.00 for case officers.

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1. Because of the exacting nature of the job and the long hours involved DOB has had difficulty in persuading junior case officers to continue in such positions beyond a single training cycle. Junior case officers do not regard the compensation, or the recognition given, worth all the sacrifices made.

4. Argument

From the facts listed above it can be deduced

a. that case officers and specialist instructors have no other choice, when assigned to a training project, than to eat at the safehouse. Leaving the security considerations aside of being seen in the neighboring towns, the time factor alone prevents such a procedure under the training schedules being followed and in view of the present location of DOB safehouses. In addition to being required to eat at the safehouse they must often eat food not of their own choice, that is, native dishes cooked to the taste of the agent trainee. In certain instances furthermore the case officer must cook meals for the agent trainee.

b. In the event that DOB is required to collect from staff employees for meals eaten at safehouses a very substantial administrative load will be incurred in making such a collection. Daily training logs, in which would be shown what individuals ate meals each day, reach DOB headquarters made out with training aliases for all case officers, other DOB instructors, commo trainers and specialist instructors from the Office of Training and TSS. DOB would then be involved in notifying all parent offices concerned of monies owed by their personnel, which amounts would vary from 45 cents to several

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dollars. The many supporting offices of CIA would be involved in these transfers of funds, which in no month of the year would exceed \$100.00 to \$150.00. It is questionable from an administrative point of view that such a procedure is worth to the government the work involved.

c. Case officers are presently burdened with extremely heavy duties and responsibilities. They are serving their government well beyond the call of duty, sacrificing their own time, hours with their families, their own outside interests in order to serve and fulfill the mission of this agency and the division under which they serve. To add to their burden in any way at this time, instead of relieving it would have a most harmful effect on the operations involved. Qualified case officers are too difficult to find and train and hold on the job. To indicate that they will have to pay for their meals under present operating conditions, in addition to making the personal sacrifices listed previously will only serve to worsen an already difficult situation.

5. Conclusions and Recommendations

It is recommended that exception to normal agency procedures be allowed and that the Chief, DOB be allowed to approve vouchers for the meals of qualified staff employees assigned to safehouse training projects.

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