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CIA—Eyes and Ears of U.S.

The Most Secret Government Agency Has Extraordinary Powers To Do Its Job

By JOHN C. SCHMIDT

UNITED STATES intelligence activities throughout the world come into focus around a unique agency of the Federal Government—the Central Intelligence Agency. It is the most secret and least-known government body, but paradoxically it is one of the most wide-open of the world's great intelligence systems.

Its budget is secret, and how many millions it spends is known to only a handful of Congressmen and a few top agency officers. The number of employees is likewise secret; there is not even a list of them for accounting purposes. It is organized under the National Security Council and answers directly and only to the President.

CIA is probably the only government agency that has no press officer. It neither confirms, denies nor comments on stories about it that appear in the press. It never alibis its mistakes, never explains its methods of operation and never reveals its sources of information.

Headed By Allen Dulles

By contrast, the life of the CIA's director is an open book, especially when compared to the chiefs of other intelligence systems who are not even known by name. Pipe-smoking, professorial Allen W. Dulles earns \$21,000 a year in the job, lives in a rented, unguarded house in Georgetown and comes to work about 8 o'clock every morning in a chauffeur-driven car.

The younger brother of the late John Foster Dulles, Secretary of State, Allen Dulles came to the CIA with a thorough background in the ways of espionage. In World War II in Switzerland he directed a huge spy network of the OSS that operated in Germany and Italy. A scholar and lawyer by profession, he is a graduate of Princeton and the George Washington University School of Law.

Now 67, he plays tennis and swims on weekends. He was married in Baltimore in 1920 to Martha Clover Todd, and they have three children. The Soviets call him a sinister, evil man. President Eisenhower calls him simply amazing.

Access To White House

Mr. Dulles enjoys a number of special privileges which expedite his mission, one of which is immediate access to the President. He has a white telephone on his office desk and another in his home which are direct open lines to the White House. When the location of a new building for the CIA was under consideration, Mr. Eisenhower specified that it be not more than twenty minutes' drive from the White House.

Part of CIA's Washington operations now are located in the old buildings of the Public Health Service—OSS headquarters in World War II—just off the Rock Creek and Potomac River parkway in Washington's Foggy Bottom district. It is surrounded by a barbed-wire-topped fence, but during the day the gates are open and unguarded. Both Mr. Dulles's home and the CIA are listed in the Washington telephone directory, and a sign out front identifies the agency and displays its shield.

You can drive into the grounds without being stopped, and even wire gratings on lower windows of the buildings do not set them apart from similar Federal communities in the nation's capital. The agency's new \$46,000,000 building in Langley, Va., due for completion next year, will also be accessible to the public.

Given Personal Escort

The security line is drawn, however, as soon as the visitor crosses the threshold of any of the buildings. Armed, gray-shirted guards man all entrances, and the visitor with legitimate business must write his name, address and citizenship on a form. A personal escort is provided to wherever he must go from there.

Beyond the sentry stations is an un-spectacular array of offices and corridors, walk-in safes, filing cabinets marked "Classified," filing cabinets marked "Not Classified," signs advising when classified waste is picked up and how it must be prepared for disposal. A bulletin board contains notices of cars for sale, apartments for rent and a warning not to post any classified information.

Employees entering and leaving must show wallet-size plastic passes, no matter if they must come and go 100 times a day. Different kinds of passes permit access to different areas. Inside, the typical worker lives in a semi-vacuum, and does not even know what the fellow in the next office is working on.

A New Career Field

CIA's job, carried on in legalized secrecy, is described broadly as the collection and evaluation of information relating to national security. The people that work at it represent a new career field on the American labor scene. This is a result of Mr. Dulles's leadership, for when he assumed command, one of his announced aims was to create a permanent place for intelligence in American government.

People in the agency's employ vary as widely as file clerks and U-2 pilots, with categories in between that cannot even be suggested. But there are few who come even close to the classic cloak-and-dagger type of spy. Today's spies are people trained in geopolitics, languages, history, electronics and foreign affairs. They take vacations, get sick leave and enjoy other benefits of Civil Service.

While the upper echelons of CIA are



Allen W. Dulles, CIA director since 1953, is the younger brother of the late John Foster Dulles.

filled with older people—many with experience in the wartime OSS—the agency is predominantly a young person's organization and has a definite "Ivy League" look. There are exceptions, but Eastern universities head the list of alma maters. Modern agents gather their information from many sources. While the days of concealed microphones and coded messages are not over, the vast majority of today's items of intelligence are turned up in foreign periodicals, technical papers and reports from our own armed forces and diplomatic corps. Even reports of the Weather Bureau are studied.

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Dulles found a going concern when he took over, but only the beginning of an effective intelligence organization. Fortunately for the United States, Dulles had a substantial intelligence background and has stayed on the job, possibly the most intense in government, for seven years.

He was in the diplomatic corps for 10 years from 1916 to 1926. After resigning in 1926, he studied law and received the degree of LL.B. from George Washington University, Washington, D.C. He then joined the firm of Sullivan and Cromwell in New York, of which his brother, the late Secretary of State John Foster Dulles, was a member.

In 1942, the late William J. Donovan selected Dulles to be chief of the OSS in Switzerland. Switzerland was the neutral meeting ground for all the spy systems in Europe. Dulles is given much of the credit for the surrender of the German troops in Northern Italy in 1945.

Dulles was also in communication with the German generals who were plotting against Hitler. For his wartime service he received the United States Medal of Merit and presidential citation and the Medal of Freedom.

In 1948, he was appointed chairman of a three-man committee to survey the United States intelligence system. Soon after Gen. Smith became director of CIA in October 1950, Dulles joined his staff.

Dulles has a combination of international and intelligence experience without equal in the United States. He gives to his task as director of the CIA, on a salary of about 10 per cent of what he could earn as a lawyer, a devotion that knows no limits of time and effort. His is always a seven-day week of work and the average working day is 12 or 14 hours.

In spite of his 67 years, Dulles is physically vigorous and mentally alert. His mild and hearty appearance belies a toughness and willingness to take chances.

This is the man who has made our intelligence system a reality. It should be noted that only a small percentage of its personnel is engaged in undercover and espionage work. The vast majority of intelligence is winnowed from public documents through the careful study of experts.

Innumerable spurious articles have been written attributing successes and failures to CIA. The agency itself never tells about its operations. Someone guesses that it was successful in getting rid of Communists in Guatemala, in overthrowing Premier Mossadegh in Iran, or that it failed to warn of the Israeli-British-French invasion of Egypt.

Nevertheless, the success of the CIA intelligence effort has been outstanding. We did know that there was likely to be trouble on Vice President Richard M. Nixon's South American tour. We did know all about the Israeli and French and British plans to invade Egypt, even though our allies told us nothing. We did know of the impending trouble in Jordan before the British were expelled. We did know of Nasser plots in Iraq and Lebanon and moved in time to foil the latter effort.

Obtaining intelligence is only the beginning. Interpretation of the information is another problem and the use of intelligence is a third. The CIA excels in the acquisition of intelligence. There are some who believe that interpretation is not equally well handled. Interpretation is an art and first-class artists of this type in the many specialties where they are needed are scarce.

It is in the use that the Government, not the CIA, makes of intelligence that the United States fails. Inexperienced civilian administrators, such as Secretaries of Defense Charles E. Wilson and Neil H. McElroy, tend to disregard available and reasonably accurate intelligence

estimates and fashion their own pictures of Soviet capabilities.

SHOULD there be greater congressional and executive control over the CIA? Those who are involved in present congressional and executive controls do not believe so. The Hoover Commission recommended that a joint congressional watchdog committee be established to oversee CIA. It proposed also a presidentially-appointed committee of civilians to be "composed of experienced private citizens who would periodically examine the work of the government foreign intelligence agencies and report" to the President.

The latter committee was appointed with eight members including the chairman, Dr. James R. Killian. The joint congressional committee was not formed. It was brought out that the Armed Services and Appropriations Committees of the Senate and the House had small subcommittees to supervise CIA operations.

There was bipartisan support for continuation of the present system. Senator Richard Russell (Dem.), Georgia, supported by Senator Leverett Saltonstall (Rep.), Massachusetts, declared: "Although we have asked him (Dulles) very searching questions about some activities which it almost chills the marrow of a man to hear about, he has never failed to answer forthrightly and frankly in response to any question we have asked him."

SOME of CIA operations are so secret that the armed services may not be informed, nor may other governmental agencies. This necessary secrecy gives rise to the idea that CIA is operating more or less on its own. This is not true. Whatever activities it undertakes, other than routine, are approved at the highest level.

The more persons who know of what it is doing, the greater the chances of "leaks" and penetration by foreign espionage.

Almost universally, those who are in a position to know about the CIA hope that the director's position will come to be regarded as a permanent, non-political appointment like that of J. Edgar Hoover as the permanent, non-political head of the FBI. Nor does anyone have a candidate for the permanent status except the present director, Allen W. Dulles.



REP. CLARENCE CANNON



ALLEN W. DULLES

MAY 15, 1960

Misconceptions of CIA Shown by U-2 Reaction

Intelligence Organization Established in 1947 Has Outstanding Record—President Briefed Weekly on Its Operations by Director Dulles.

By Brig. Gen. THOMAS R. PHILLIPS, U.S.A. (Ret.)
Military Analyst of the Post-Dispatch.

WASHINGTON, May 14.

THE REACTION to the forced landing of the American reconnaissance airplane at Sverdlovsk, 1300 miles inside the Soviet Union, has been in two opposite directions. Many were horrified that the United States would violate Soviet sovereignty. They jumped to the conclusion that this was done without the knowledge of responsible authorities by the Central Intelligence Agency or the armed services.

The other reaction, since very little is known publicly of the real success of our intelligence operations, was one of assurance that the iron curtain could be penetrated. Millions of Americans who had no idea that our intelligence could be effective against the Soviet Union, in view of the difficulties of penetrating the vast police state, were surprised and pleased to learn that it was being done successfully.

THE STATE DEPARTMENT released a statement May 7 "that, insofar as the authorities are concerned, there was no authorization for any such flights as described by Mr. Khrushchev."

This led to demands for investigation and the establishment of controls over the intelligence activities of the nation. To quiet this clamor, and to indicate that intelligence operations were not being pursued irresponsibly, the State Department on May 9 further stated that the policy of unarmed aerial surveillance had been approved by the President.

The next day, Representative Clarence Cannon (Dem.), Missouri, disclosed in an address to the House that special subcommittees of the Armed Services and Appropriations Committees had been fully informed of our intelligence activities.

Cannon revealed that the appropriation for this activity had been recommended by the Bureau of the Budget with the approval of the President. He took advantage of the opportunity "to compliment and thank Director Allen W. Dulles, and his remarkable corps, for the admirable way in which they met the situation (the need for intelligence against surprise attack) through these later years."

One strange aspect of the revelation of the aerial reconnaissance activity was the assumption by so many in and out of Congress that such an activity could be carried out without the knowledge of high officials and the President.

The President is given a weekly briefing by Dulles. It is hard to imagine that Dulles would provide him with extensive details of secret military and other information inside the Soviet Union without at the same time telling how the information was obtained.

The CIA was established, effective Sept. 18, 1947, by the National Security Act. The act also provided for a Secretary of Defense and partial unification of the armed services, for the National Security Council and for the National Security Resources Board.

Of the four major new organizations established by the act, the CIA alone has fully accomplished the purpose for which it was organized. Unification of the armed forces still is only partly effective. The National Security Council has not lived up to the responsibilities for which it was designed. The National Security Resources Board was abandoned in later legislation.

For the first time in our history, the United States has an outstandingly effective intelligence organization. Qualified officials consider it to be, despite its short existence, the best intelligence organization ever developed, superior to the Soviet intelligence in every respect except espionage.

A competent intelligence organization cannot be set up over night. It needs scholars, linguists and experts in every field of activity that bears on military matters, and there are few activities that are not involved with the military today.

It requires a special type of personnel whose dedication and patriotism keeps them working under the hard conditions of security supervision—men and women who know that their successes and feats will always remain anonymous. There will be no acclaim for them, except from their associates, nor will the skills they develop

enable them to take highly paid positions in industry.

The utmost in self-sacrifice is required from the limited number that is engaged on covert, or espionage, activities. Failure can result in anonymous death, or execution as a spy. Success may never make even a headline.

In view of such requirements, in view of the training required and the skills that must be developed, a fully effective intelligence agency cannot be developed in less than a generation.

THE CIA had four directors from its inception as the Central Intelligence Group in 1946 to February 26, 1953, when Dulles became its head. The earlier directors were Rear Adm. Sidney W. Souers, United States Naval Reserve, Gen. Hoyt S. Vandenberg, Rear Adm. Roscoe H. Hillenkoetter and Gen. Walter Bedell Smith.

Smith performed yeoman service in organizing the agency in an effective form and in cleaning out unsuitable personnel. Intelligence activities appeal to adventurers and romantics who rarely are effective in the anonymous drudgery and personal restrictions of intelligence work.

Out of every thousand applications for employment by the CIA, 800 are screened

out by personnel officials. Of the 20 per cent left, 11 per cent are eliminated as a result of security investigation because they drink too much, talk too much or have relatives behind the iron curtain and might be subject to pressure. Serious security reasons, possibly indicating efforts to plant foreign spies in the agency, account for 4 per cent of the 11 per cent that are screened out.

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Russ Literature Scanned

The CIA scans every piece of Russian literature it can lay its hands on and translates any that have scientific content. It monitors thousands of hours of foreign radio news and propaganda broadcasts each week. It produces its own intelligence through a network of special agents whose usefulness continues only as long as they remain unknown.

The U-2 program is the best-publicized example of CIA's intelligence gathering operations and might go down with the Trojan horse as one of the most celebrated espionage feats of all time. Certain freedom was given to field commanders as to the exact timing of these flights, but the direction and control originated with CIA, working with the President and other top government officers.

The program was known only to a few persons, even within the CIA, and until May 1 was one of the best-kept secrets in modern espionage. Its secrecy lingers on, for when Mr. Dulles testified before Congressional investigators on the incident, he had the authority to say whether or not any of his testimony would be released. None was.

Intelligence Estimates

As far as the public and even most of official Washington is concerned, Mr. Dulles is the tightest-lipped bureau head in government. He would be happier if both he and his organization could remain out of public notice altogether. But in a democracy, founded on free speech and a free press, this is scarcely possible.

Most of the reliable information about CIA — and an aide to Mr. Dulles says a great amount of unreliable information has been published — comes from speeches and other public and semi-public appearances that Mr. Dulles makes from time to time. In a talk in New York earlier this year, he spoke of how his agency makes an intelligence estimate, one of its important functions.

In the case of Russia, he said, the CIA's job is to determine where the Soviet Union stands in the missile and other military fields, and where it is going in the immediate future. He said analysis of any Soviet weapons system involves judgments on the capability of the Soviets to produce it, probable inventories of the weapon, the role Soviet military planning has assigned to it, and what the Soviet high command may expect of it in the future.

Briefs Security Council

In the early stages of any given weapon, the CIA stresses capabilities. Then as more facts become available, analysts estimate its programming. Such a procedure is followed for all types of weapons. As evidence accumulates and patterns begin to emerge, the analysts reach their estimate of the likely construction program.

Apart from such estimates which cover specific weapons and situations, the CIA has the job of keeping the National Security Council alert to the general intelligence situation all over the world. Mr. Dulles does this at the council's weekly meetings, attended by the President and his principal advisers on foreign policy. Mr. Dulles opens these meetings with a briefing on happenings of the past week and gives the intelligence background for

particular areas or the world that might be scheduled for discussion.

He prepares this material at a meeting the day before of the Intelligence Board, which consists of representatives of all the armed services, State Department, Atomic Energy Commission, FBI and the Joint Chiefs of Staff.

Mr. Dulles never shrinks away from giving "split papers" in his reports. If his analysts disagree on a point, he presents both sides to the policy makers, believing this to be more useful than a watered-down compromise version. He brings together and presents the judgments of intelligence officers in all departments and interprets them for the President and the National Security Council.

All Data Coordinated

Another of CIA's important services is a concise daily summary dealing with the world's trouble spots. It is prepared for the President and consists of a few offset-printed pages, usually accompanied by a map, and labeled "Top Secret." It contains information you might read in your paper next day, next week, or possibly never.

In carrying out these and other duties, the CIA staff coordinates and evaluates not only its own intelligence but that produced by all government branches, including the military. It searches out data on the buildup of industry in foreign countries, agricultural conditions, economic trends, propaganda techniques and popularity of national leaders.

Constant Vigil Kept

CIA does not duplicate the functions of existing intelligence gathering units of the armed services and the State Department. Rather it makes use of all these and brings their findings together under one roof. It is no Gestapo, in that it has no police, subpoena or law enforcement powers. There is a statutory limitation on the number of retired military officers who can fill certain positions, to keep the organization civilian in character.

In explaining why the CIA is important and necessary, Mr. Dulles has cited the example of Pearl Harbor. He has asserted that if America had had the intelligence machinery in 1941 that it has today, Pearl Harbor would never have happened. But then there was no organization to pull together all the scattered reports of Japanese military activity immediately before the attack.

Today, a constant vigil is maintained and CIA considers as one of its most important functions the flagging of any critical situations. An Intelligence Advisory Committee stands ready 24 hours a day to meet and examine any evidence pointing to a crisis, and to make an immediate report to the President.

Clues Overlooked

Would CIA spot a Russian attack shaping up in time to do any good? Mr. Dulles has stated that the machinery is there, and that barring human failure, it would. CIA reported Russia's ability to launch Sputnik I a year in advance. Several days before the event it reported a launch attempt was imminent. It predicted the anti-Nixon riots in South America, Khrushchev's rise to power in the Kremlin, the French-British Suez invasion.

failure to foresee the entry of Red China into the Korean War. Clues were available, for example, that the Chinese army had stocked up on antibiotics shortly before the invasion, which might have told the analysts what was coming.

Forewarning of surprise attack was, in fact, the reason President Truman in 1946 wanted intelligence activities centralized for the first time in the country's history. He directed formation of the National Intelligence Authority to plan, develop and coordinate all the government's foreign intelligence operations.

Members of the authority assigned personnel and funds from their respective departments and formed the Central Intelligence Group as an operating component. These two bodies functioned for 21 months, and in September, 1947, they were superseded by the National Security Council and the Central Intelligence Agency. Both were created by the National Security Act of that year.

Few Curbs On Agency

Rear Adm. Sidney W. Souers, USNR, was the first head of the Central Intelligence Group, and was followed by Gen. Hoyt S. Vandenberg, USAF. Rear Adm. Roscoe H. Hillenkoetter headed the group at the time of its conversion to the CIA and served until October, 1950. Gen. Walter Bedell Smith served from that time until Mr. Dulles — the first civilian to head the group — took over February 26, 1953.

In order for any intelligence operation to be effective, it must be powerful and it must be secret. To assist the CIA in carrying out its role, the National Security Act provides that the agency shall have access to all intelligence in possession of the government, with certain limitations. It charges the director with responsibility for protecting intelligence sources and agency methods from "unauthorized disclosure."

The Central Intelligence Agency Act of 1949 permits the director to spend money on a voucher certified by him alone, without regard to the laws and regulations pertaining to expenditure of other government money. The example is often cited that Mr. Dulles is the only man in government who could write a check for \$1,000,000 and not have to explain what he wanted it for.

Accused By McCarthy

This is not quite correct, for although CIA appropriations are hidden in the budgets of other Federal departments, a special committee of six senators and six representatives sits with Mr. Dulles and goes over how much he spends and—in general terms—for what.

The CIA has been investigated at least twice, once after Senator McCarthy had charged it was infiltrated by Communists. A Hoover Commission task force headed by Gen. Mark Clark combed through the agency and found no justification for McCarthy's charges. The commission did make certain recommendations which were adopted, however, relating to organization and intelligence collection procedures. A later bill to create a permanent "watchdog committee" over the CIA was defeated in Congress.

Few Meet Requirements

Among the other extraordinary powers granted to the CIA chief is the right to

withhold names, titles, salaries and even the numbers of the agency's employees. Only a few men in the top CIA echelons

are known to the public. The director can also approve entry into the United States of certain aliens whose continued stay in their native country would be dangerous.

Acquiring people with the proper background and motivation to do intelligence work is one of the agency's most difficult problems, Mr. Dulles has stated. Out of every 1,000 people who apply at the agency's personnel office in downtown Washington, only a handful wind up getting jobs. Eighty per cent are screened out immediately, largely because of insufficient education or obviously unfavorable background.

The remaining 20 per cent are turned over to security officers for investigation. Some of this group are eliminated because, in the agency's words, "they drink too much, talk too much, have relatives behind the Iron Curtain which may make the applicants subject to foreign pressure." The CIA asks all its applicants if they are homosexuals and if they have ever done anything for which they could be blackmailed.

Lie Detector Used

Further investigation drops out another 4 per cent, mostly individuals who have contacts that render them undesirable for this highly sensitive agency. The checking usually takes about six weeks for a young man or woman just out of college; up to four months for an older person who has held a number of jobs or traveled widely.

CIA uses a polygraph, or lie detector, in checking out its job applicants. No one is required to take the test, but nearly everyone does. Continuing security checks are run on CIA personnel without their knowledge. Security officers make unannounced inspections of offices after working hours to see that all classified papers have been locked up. Severe penalties await the careless.

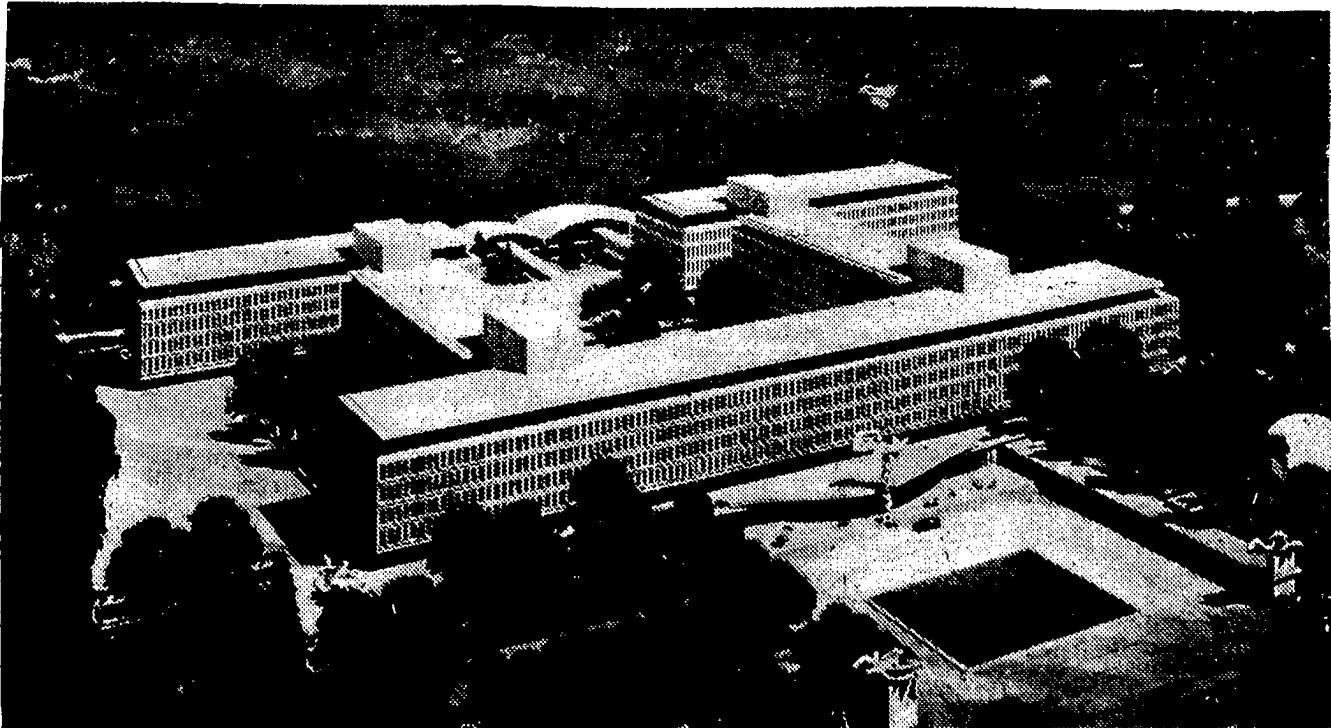
To create a pool of professional people on which to draw, CIA regularly sends recruiters out to colleges to talk to potential candidates for intelligence work—students who have demonstrated a high degree of ability in languages, science, foreign affairs and related subjects. Likes and dislikes, personality and extra-curricular activities are weighed as heavily as intellectual ability.

Offices In 25 Cities

Prospects are told that their starting salary probably will not exceed \$5,000 a year unless they are critically-needed specialists, and that it may never go above \$14,000. If they are still interested, they are brought to Washington to take a complex series of tests and physical examinations. If these are passed, the security check is instituted.

Professional employees are divided into two categories: overt and covert. An overt employee makes no secret that he works for CIA, but beyond that there is little he can say, even to his wife. The

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Architect's drawing of CIA's new \$46,000,000 building at Langley, Va., due for completion next year. It is more

covert worker comes closer to the traditional picture of the secret agent.

This agent may be almost anywhere in the world, working or traveling as a scientist, student, economist, engineer or housewife. Only one job category has been revealed as excluded, and that is journalism. CIA has former newspapermen on its staff but enrolls no one still working at it, for fear of throwing a shadow over the entire press. The agency frequently interviews foreign correspondents returning from abroad, as well as businessmen and other travelers, and has offices in 25 cities for this purpose.

Little can be said about the long period of training and the jobs that CIA professional people do. They can make a permanent career in the intelligence field, however, under the program brought in by Mr. Dulles. After three years of work for the agency, an employee can apply for career service. A board then reviews his service and decides whether or not he is desirable as a lifetime careerist.

Part of this career service is a junior officers training program, which an aide described as the West Point of CIA. It takes in people with the highest qualifications in economics, geopolitics, geophysics and other important subjects. These men and women, considered to have the highest potential for intelligence work, are groomed to take over larger and more important roles within the organization.

than 900 feet long and will provide CIA with over 1,000,000 squares feet of space. Site covers 140 acres.

Overseas Assignments

As another incentive, every effort is made in CIA to promote from within. There is a language training program also, whereby employees are rewarded for studying a new language in CIA's schools. The more "exotic" the language, the bigger the reward. By extending his proficiency by after-hours study year after year, the employee can earn a maintenance allowance for it. Eventually, he will probably be assigned to a country where he can use the language, but overseas assignment seldom comes before the third or fourth year of service.

In addition to producing more capable intelligence people, these programs help keep morale in the CIA at a high level. It has a small turnover, compared to other government departments. Specialists are sometimes attracted by the higher salaries paid by big industry, but money does not appear to be the main hold CIA has on its people. Mr. Dulles has said there are some working in the agency at a great sacrifice to themselves.

For a few, the glamour of the service is the big attraction. But for many, it is the knowledge that they are doing important work for the country by providing information on which its leaders can guide its future course. For all, there is the hard fact that the work they do will almost never be publicly recognized or acclaimed. Just as CIA's methods and failures must remain undisclosed, most of the valuable accomplishments of its people must be kept secret, too.