

'Overt', 'Illegals' Play Important Roles for Intelligence Agency

By HARRY FERGUSON
(The third of four articles)
Washington — Persons who work for the Central Intelligence Agency are roughly divided into "overt" and "illegals."

The overt work in the open, keep fairly regular office hours and are forbidden to discuss the type of job they perform. The illegals are the ones who fan out across the world as spies, usually under assumed identities. Some of them penetrate the Iron and Bamboo curtains in the full knowledge that discovery

means death. It takes many months to equip an illegal for his job and it may be many weary years before he comes up with a useful piece of information. The virtue of patience has a high priority in espionage.

Gets New Identity
The first thing that happens to an illegal is that he loses his identity. He gets a new name, a new birthplace, a new family. If he is going to operate in Italy, for instance, he not only must speak flawless Italian but with the precise accent of the province in

which he is to operate. He repeats his new name and the details of his new identity endlessly until they automatically come quicker to his lips than the true facts.

Then he is "papered". He is equipped with every sort of document he could conceivably need in his new environment, and he is taught how to manufacture new ones if the need arises. The next step is to arrange a "drop," a place where the illegal can leave information and be sure that it will wind up at CIA headquarters in Langley, Va.

For obvious reasons the CIA refuses to discuss the work of illegals, but some interesting stories about them float around Washington. One involves an illegal working in Vienna who for months collected the trash from Russian Aeroflot planes after they landed. One day he found a bent coat hanger and arranged for it to be sent to Washington.

The CIA suspected that the Russians were working on a new long-range bomber and that the metal shavings in the factory were being melted and used to manufacture a special type of coat hanger. Now they had one. The coat hanger was put through a long series of

tests to determine its metallic composition. CIA scientists knew the new bomber's wings were made of the same metal alloy and it was fairly easy from that to determine the size of the bomber's wings and its potential range and bomb load.

The story is plausible because there is no doubt that the CIA has among its overt work some of the best scientific brains in the nation. There probably are about 10,000 employees at the organization's headquarters which covers nine acres some 20 minutes drive from downtown Washington, Next to the Pentagon, CIA headquarters is the largest government building in town.

Much of the work done by the overt probably appears to them as routine office chores. That is because their assignments are highly compartmentalized and a person in one small office cannot be exactly sure what his neighbor is working on. Each overt turns in a small piece of information, but only the top echelon CIA men get all the pieces needed to complete the picture puzzle.

The CIA buys or obtains about 200,000 pieces of literature each month from Russia, the Soviet European bloc and Red China. Nothing is too trivial to interest the CIA—

minor factory in the Soviet Union. He was pessimistic that there would be anything available, but he called for the card index on the man. It was complete in every detail and included the information that the man's mistress had dyed her hair three times in the last six months. Different color every time.

Next: Bouquets and bricks thrown at the CIA.

Every word uttered in Radio Moscow broadcasts is monitored by the CIA. Most of the time it is dreary work, but Allen W. Dulles, recently retired CIA director, tells how is paid off on one occasion. A CIA girl in a listening post heard Moscow broadcast a vague item for publication in a provincial Russia journal. She sent it along to Washington where it was fitted in with other information. What it added up to was several hours advance notice that the Soviet Union intended to resume nuclear testing.

Even the most minor Soviet official doubtless would be surprised if he realized what the CIA knew about him. A vast card index system is devoted to Communist personalities and the biographies are kept as current as possible. Nobody knows when today's small fry will become tomorrow's big fish.

True or not, another story that circulates in Washington is about the CIA top official who wanted a quick report on the manager of a

Executive Branch Would Be Strengthened by Constitution

(This is the fifth in a series of articles about the revised Constitution proposed by the Oregon Constitutional Revision Commission. The articles were written by Hans A. Linde, professor of constitutional law at the University of Oregon and a member of the commission.)

The revised Constitution, as has been explained in the last preceding column, strengthens the executive branch, headed by a governor responsible for all executive officers, and establishes a strong "watchdog" in the new officer of the Controller wholly independent of the executive.

The present constitutional system makes such situations common and unavoidable. Yet together these several officers are supposed to constitute the administration of the state of Oregon. The Constitutional Revision Commission concluded that the elimination of such internal division and political competition within the administration must be a key reform in the revised Constitution.

The present line of succession in Oregon runs to the President of the Senate and the Speaker of the House. This may lead to the replacement of a governor by a new governor of the opposite party, who may in fact have been chosen by a narrow majority of his fellow senators. The Commission considered continuing the Secretary of State as an officer to be elected on a single ticket with the governor, like the U. S. President and Vice President. This system, used in the modern Alaska constitution, would provide a midterm successor to the governor when needed, who would be of the same party as the governor and have been elected by all the people of the state. However, a majority of the Commission decided that there was not sufficient cause for dissatisfaction with the succession of Presidents of Senate, as at present, to require changing this system. This made the creation of a second elective executive officer pointless.

The so-called "Alaska" plan is, however, before the legislative committees considering the revised Constitution as an available alternative that would continue an elected Secretary of State.

For how many separate agencies can a chief executive be actually responsible? In 1960, Governor Hatfield's Advisory Committee on Reorganization reported that Oregon then had "at least 89 boards, committees, authorities and commissions in rule-making, advisory, or managerial roles." Fifty-two agency administrators report directly to the governor. Such numbers make executive responsibility a fiction rather than a practical fact.

The Constitutional Revision Commission did not prescribe a form of organization for the executive branch. It left this to be determined by statutory law, as it is today. However, following a precedent which is universal in the modern state constitutions, it im-

Reports that the governor is to be the sole elective state official erroneously overlook that the Controller may also be elected. The Controller takes over the "watchdog" functions of auditing and giving independent legal opinions, which are now said to justify the separate election of the Secretary of State and Attorney General. But why did the Commission not recommend a second elected official within the executive branch itself?

Likewise, the Constitutional Revision Commission did not recommend a "cabinet" form of state government. Whether the major departments should be headed by single directors, as recommended in Governor Hatfield's 1960 reorganization plan, or by boards or commissions, as many of them are now, will continue to be determined by statute. The revised Constitution, like the present one, remains silent on this choice of organization. Contrary to some early reports, the present Oregon system of major boards and commissions to manage highways, education and higher education, fish and game, liquor sales, workmen's compensation, etc., is not precluded under the revised Constitution.

The commission saw no reason for a new constitution to force an end to a system of citizen participation in state government that has given satisfactory service in many areas of administration. Administrative organization is left for future legislatures to consider in the light of changing experience. The revised Constitution should not be confused with specific recommendations that have been made by other studies of administrative reorganization.

The Line of Succession
A second elected executive officer seemed justified only if he could take over for the governor in case of the governor's death, resignation, disability, or prolonged absence from the state. The present constitution provides no such officer within the state administration. Rather, by the individual, partisan election of administrative officers for overlapping terms, it makes such a transfer of authority within the executive branch impossible.

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The present system almost assures that the elected state officials will be political competitors. A secretary of state is commonly regarded as the most prominent candidate to replace the very governor in whose administration he is serving.

In 1958, Secretary of State Mark O. Hatfield and State Treasurer Sig Unander campaigned against each other in the primary of one party for the right to run against Governor Robert D. Holmes, the candidate for reelection in the other party primary. Again in 1962, Governor Hatfield and Attorney General Robert Y. Thornton spent much of the year campaigning against each other.

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3	13	23	33
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5	15	25	35
6	16	26	36
7	17	27	37
8	18	28	38
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