My dear Mr. Dawson:

Executive Order 8806, dated November 25, 1946, established the President's Temporary Committee on Employee Loyalty and authorized it to inquire into standards, procedures, and organizational provisions for the investigation of persons who are employed by the United States Government or are applicants for employment, and the removal or disqualification from employment of any disloyal or subversive persons. The Commission was also directed to make a report of its studies to the President in writing, together with such recommendations as it deemed appropriate. The Commission concluded its studies in March 1947 and issued a report, together with a draft of an Executive Order, which was issued under date of March 21, 1947. This Order, No. 8855, prescribed procedures for the administration of an Employee Loyalty Program in the Executive Branch of the Government.

During the two and one-half years since the issuance of Executive Order 8855, the organization and procedures prescribed therein have operated to screen all incumbent employees as well as all of those entering or reentering Government employment. While the program is a continuing one, it is anticipated that the incumbent program will be substantially completed by the close of the present calendar year, in view of which a question has arisen as to whether or not the program should be re-examined at this time in the light of experience which has been gained in its operation.

Executive Order 8806 was directed specifically toward the problem of making certain that there were adequate protections against the employment or continuance in employment of disloyal or subversive persons. The President's Temporary Commission confined its study to the development of ways and means of accomplishing this objective. Some of the observations which have been made regarding the Loyalty Program have failed to take this latter fact into consideration. A security program which some persons would favor is a separate matter and one which should have separate consideration.

It is my considered opinion that the basic Loyalty Program,
which resulted from the Commission's study, is quite satisfactory and that there are no sound grounds for criticising its findings. Therefore, I believe the question as to whether the basic program should be re-examined at this time should be answered in the negative. However, experience gained in operating the program through the past two and one-half years has demonstrated, in my opinion, the desirability of an administrative review of the organisational structure, which is charged with carrying through the program, as well as some of the regulations and procedures which have been adopted. I would, therefore, recommend that the organisation structure and the regulations and procedures be reviewed at this time with a view to meeting specific problems which those who have been directly connected with the operation of the program have encountered during the past two and one-half years. I believe that such review should be made by you in consultation with persons in this Department and the Civil Service Commission who have been connected directly with the Loyalty Program.

I have referred above to the observations which have been made to the effect that the program should be a "Security" rather than a "Loyalty" Program. This suggestion results, in my opinion, from a lack of understanding of the problem which the program was designed to meet. As stated above, Executive Order 8805 charged the President's Temporary Commission with a study of ways and means of eliminating disloyal and subversive persons from the Government service. It is probably natural that some would feel that this endeavor leads directly into the much broader question of testing whether or not employees are safe from a security standpoint. There are certain weaknesses of character, which, if present in an individual employee, might make such individual a doubtful security risk and unsuitable for Government employment, particularly in sensitive agencies or sensitive positions. Such persons should not, however, be grouped with and judged on the same basis as disloyal and subversive persons, as would be the case if the Loyalty Program were changed to a Security Program. These cases should, in my opinion, be handled under the regular Civil Service procedures governing removals from the service. However, it might be advisable to have
the Civil Service Commission review and make certain of the adequacy of its procedures in this connection.

Respectfully,

[Signature]

Honorable Donald S. Dawson
Administrative Assistant to
the President
The White House