MEMORANDUM FOR MR. SINGEL

SUBJECT: Downgrading of Some TR Photography Information to SECRET

The current policy regarding whether foreigners can be granted a DOD TOP SECRET or SECRET clearance is as follows:

1. An immigrant alien (defined as any alien lawfully admitted to the United States under an immigration visa for permanent residence) may be granted a CONFIDENTIAL or SECRET clearance.

2. An immigrant alien may be granted a TOP SECRET clearance for limited access to TOP SECRET information for a specific contract or program based on the personal and written determination by the head of a DOD component or the secretary of the military service concerned that such access is essential to meet Government requirements and that the individual is reliable and trustworthy. When this determination is made, a report is to be furnished currently to the Assistant Secretary of Defense (controller).

3. Immigrant aliens who held TOP SECRET clearances as of 1 June 1972 remain eligible to hold such clearance until 1 July 1974.
Thus, if TK information is downgraded to SECRET it is possible for foreigners (immigrant aliens) who have not sworn an oath of allegiance to the United States to have access to that information.

Attached are the pertinent DOD regulations for your information.
procedures necessary to satisfy clearance requirements. This authority does not abrogate any of the civilian employment requirements set forth in Reference (a).

2. Access by Emigrant Aliens

An emigrant alien may be granted a final security clearance upon completion of a Background Investigation (see Section VIII) provided that it discloses no derogatory information based on criteria set forth in Section V, indicating that such access would not be clearly consistent with the interests of national security. The use of the polygraph is authorized when it is necessary to verify information furnished by the individual which cannot be verified through the use of normal investigative methods, provided the individual consents in writing. Interim clearance for Top Secret and Secret is not authorized. Interim clearance for Confidential is authorized after completion of a National Agency Check which reveals no derogatory information and pending the completion of the required Background Investigation.

3. Access by Non-Emigrant Aliens

1. Aliens, other than those covered by paragraph 2., above, shall not be granted security clearances. Every effort will be made to insure that aliens are not employed in duties which require access to classified defense information. However, when it is determined that employment of the alien in duties requiring access to certain classified defense information is necessary in furthering the mission of the command or installation and when such access is clearly consistent with the interests of national security, an alien may be granted a "Limited Access Authorization" under the following conditions:

   a. In each case, there shall have been completed with satisfactory results a Background Investigation. If geographical and political situations prevent the full completion of a Background Investigation, as described in Section VIII, above, access by the alien shall not be authorized unless the investigative information obtainable is sufficiently complete and reliable to enable the authority empowered to grant access to determine that such access is clearly consistent, beyond a reasonable doubt, with the interests of national security. Towards this end, the use of the polygraph is authorized provided the individual consents in writing to the examination.

   b. Access to Top Secret defense information shall be kept to the absolute minimum consistent with the requirements
of national security and may be granted only upon the specific authorization of the Secretary of the Depart-
ment concerned. This authority shall not be delegated.
In each case of granting such access, a record of the
authorization shall be made to include:

(1) the identity of the individual to whom access is
granted;

(2) the nature of the material to which access is
authorized; and

(3) the reasons for granting the access authorization.

c. Access to Secret defense information may be granted by an
official assigned original classification authority for
assignment of the Top Secret classification pursuant to
Reference (b). Each case approved shall be made a
matter of official record and will contain that informa-
tion required by paragraph b.(1) - (3), above.

d. Access to Confidential defense information may be granted
by an official authorized to grant security clearances.

2. Strict limitations shall be placed on the types of positions
in which aliens may be utilized and the categories of classi-
fied defense information which may be disclosed.

D. Special Investigative Requirements

All persons issuing security clearances, serving on personnel
security boards, or involved in the education and orientation
of military personnel shall have been the subject of an in-
vestigation as indicated below:

1. Any person authorized to issue personnel security
clearances shall have been the subject of an investi-
gation meeting the requirements for a final Top Secret
clearance.

2. Any person selected to serve with a board, committee, or
other group responsible for adjudicating personnel security
cases shall have been the subject of a favorable Background
Investigation prior to his assignment, except that military
personnel who have been granted a final Top Secret clear-
ance in accordance with the provisions of subsection
A.l.a.(2)(b), above, and on whom a Background Investigation
beD 5.200.1,4 (417v
dential special committees or commissions. 
g. Foreign Nationals, Foreign Governments and International Organizations. Classified information may be released:

1. to foreign nationals, foreign governments and international organizations, only when specifically authorized under the provisions of the National Disclosure Policy and reference (1), and

2. to immigrant aliens who reside and intend to reside permanently in the United States, only at the Confidential and Secret level, in the performance of official duties, provided that they have been granted a security clearance of the required level based upon a favorable Background Investigation.

With regard to Top Secret information, immigrant aliens may be granted a Limited Access authorization for a specific contract or program based upon the personal and written determination by the Head of the DoD component concerned that such access is essential to meet Government requirements and that the individual is reliable and trustworthy in accordance with reference (t). A report of each such determination shall be furnished currently to the Assistant Secretary of Defense (Comptroller). As an exception to the foregoing, those immigrant aliens who hold Top Secret clearances as of June 1, 1972, remain eligible to hold such clearances until July 1, 1974.

7–107 Emergency Situations

When time is of the essence and it is in the interest of national security to do so, Heads of DoD components may authorize persons outside the Federal Government other than those enumerated in 7–106 above, to have access to classified information or material on a finding that the person to receive the information is trustworthy for the purpose of accomplishing the national security objective and that the intended recipient can and will safeguard the information from unauthorized disclosure suffi-
sponsored by the US Government. This does not mean that programs merely approved by the State Department are included.

(1) Examples of travel under the auspices of the US Government:
   (a) Travel by a US Government employee or members of his family in the Communist-oriented country to which he is assigned.
   (b) Travel by exchange students who are sent by the US State Department or other US Government agencies. Also by athletes such as the American track team sent to Poland by the US State Department.
   (c) Travel in East Berlin as a member of a tour sponsored by the US Army.
   (d) Travel to Berlin via the sealed train from Frankfurt or via aircraft from West Germany directly to Berlin.

(2) Examples of travel not under the auspices of the US Government:
   (a) Vacationing tourist travel.
   (b) Travel on private business.
   (c) Travel as a student under a program sponsored by a college or university even though Federal funds may be involved in support of the program.

b. Classified Defense Information. Official information or material which requires protection in the interest of national defense and which is classified for such purpose by appropriate classifying authority (AFR 205-1).

c. Clearance. An administrative determination that an individual is eligible to be granted access.

d. Cryptographic Information. Knowledge or facts pertinent to cryptographic and cryptoanalytic processes, methods, equipments, cryptosystems, crypto-publications and related material.

h. Derogatory Information. Information which indicates that permitting access to classified information or unescorted entry to Restricted Areas may not be clearly consistent with the interests of national security.

j. Escorted Entry. A situation wherein personnel are required to be escorted into a Restricted Area and kept under surveillance by authorized personnel while in the area (AFM 207-1).

k. Immigrant Alien. Any alien lawfully admitted into the US under an immigration visa for permanent residence.

l. National Security. The protection and preservation of the military, economic and productive strength of the United States, including the security of the Government in domestic and foreign affairs, against or from espionage, sabotage and subversion, and any and all other illegal acts designed to weaken or destroy the US.

m. Non-US National. Any person not a citizen or national of the United States.

n. Restricted Area. A legally established military zone under Air Force jurisdiction into which persons may not enter without specific authorization. (As used in this regulation, the term is limited to areas that contain Air Force Priority A, B, or C operational resources.)

o. Restricted Data. All information concerning (1) the design, manufacture, or utilization of atomic weapons; (2) the production of special nuclear material, or (3) the use of special nuclear material in the production of energy, but shall not include data declassified or removed from the Restricted Data category pursuant to Section 142 of the Atomic Energy Act.
and date of the investigation, the agency which conducted the investigation, the location of the report of investigation, and whether clearance would be granted if the person concerned were a member of a regular Air Force organization.

(a) In a case where the Adjutant General advised that a clearance would not be granted if the person concerned were a member of a regular Air Force organization, he will further be advised that the case will be processed under AFR 35-62, AFR 39-12, or other appropriate regulation, and that he will be informed of the results of such processing.

(2) In no circumstances will any copies of reports of investigation or a synopsis of the derogatory information be furnished to the Adjutant General. A copy of the letter furnished the Adjutant General concerned will be forwarded to AFOSI/MRC.

d. Disposition of a Derogatory Report. When derogatory information is involved, the report of investigation together with a copy of the letter furnished the Adjutant General concerned will be forwarded to AFOSI/MRC.

22. Action on Reports of Investigation Forwarded by Lossing Commander. Commanders receiving reports of investigation pursuant to paragraphs 15a(1) or (2) will evaluate the reports and, if favorable, will record the determination of eligibility on the AF Form 47. If the report contains derogatory information, action will be taken according to instructions in paragraph 26.

SECTION C—CLEARANCE REQUIREMENTS AND PROCEDURES

23. General Policy:

a. Each Air Force member will notify his commander or supervisor immediately upon becoming aware of any information which could possibly lead to the unauthorized release or disclosure of classified defense information.

b. Civilian and military personnel may be granted a personnel security clearance based on an evaluation of the results of the appropriate investigation or on one of the minimum requirements listed in paragraph 24.

c. An immigrant alien may be granted a Final Top Secret clearance based upon a favorable EBI, or a Final Secret or Confidential clearance based on a BI, provided the ROI discloses no derogatory information (attachment 4).

Note: It is no longer necessary for an immigrant alien to formally declare his intent to become a US citizen before a Naturalisation Court by executing Naturalisation Form N-815 in order to be eligible for a clearance.

d. The granting of interim clearances will be kept to the absolute minimum required to fulfill the mission of a command. An interim clearance will not be granted unless a request for personnel security investigation of the type necessary to satisfy final clearance requirements, together with all supporting papers, has been forwarded as prescribed herein.

e. Clearance for any category of classified information will serve as clearance for any lower category.

f. When immediate access to classified defense information is required in order for a US citizen to carry out his assigned task, and because of exceptional circumstances, the delay caused by awaiting interim clearance would be harmful to the national interest, the commander authorized to grant clearances may authorize such access, based on the records immediately available except in the case of individuals referred to in paragraph 64(3). The use of this provision will be held to an absolute minimum and is permissible only if the procedures to satisfy clearance requirements are in progress. This action will be recorded in AF Form 47, section III.

g. Authorization of Access Under Combat Conditions. When the USAF Wartime Guidance (WG) is implemented, or under comparable situations, and when essential to the
conduct of related military operations, the commander of a numbered Air Force or comparable or higher organization may authorize the issue of an AF Form 47, "Limited Access Authorization," based on such evidence of trustworthiness as may be known, or as may be readily or locally available. If time and the situation permit, the records check required in paragraph 29d will be conducted.

(1) When such procedures are authorized, authority to issue Limited Access Authorization may be delegated to subordinate commanders as necessary.

(2) Access in such cases shall be limited to that information which the individual must have in order to perform his duties in connection with the operation.

(3) Limited Access Authorization will be terminated when no longer needed, and AF Form 47 will be disposed of as prescribed in AFM 12-50. If need for access is a continuing one, request for investigative action requisite to a final clearance will be initiated as soon as the military situation permits.

h. Reports of Marriage to Non-US Nationals. Any Air Force military member or civilian employee (or dependent thereof) who marries a non-US National will report such marriage through his immediate commander to the commander authorized to issue clearances.

(1) The individual concerned will annotate the previously submitted DD Form 898 to reflect this change. (This applies both to those with valid clearances and to those with clearance actions pending.)

(2) The commander authorized to issue clearances will determine the effect of such marriage and will take action as appropriate. In overseas commands, commanders should review any investigative report required by AFR 211-18, and indicate in the remarks section of the DD Form 898 that this has been accomplished.

24. Requirements for a Clearance. Investigations required for the different levels of clearance are as follows:

a. Top Secret—Final Clearance:


EBS, except as listed in attachment 2, AFR 40-202.


BL. (Top Secret clearances based on a NAC plus 10/15 years continuous service remain valid if granted before the date of this regulation.)

b. Top Secret—Interim Clearance:


NAC, plus written inquiries to appropriate local law enforcement agencies, former employers and supervisors, references, and schools attended. (See g below.)


NAC.

(3) Immigrant Aliens—US Citizens.

No interim clearance authorized.

c. Secret—Final Clearance:


NAC, plus written inquiries to appropriate local law enforcement agencies, former employers and supervisors, references, and schools attended. (See g below.)


LNAC or NAC.

(3) Immigrant Aliens—US Citizens.

b. Top Secret—Interim Clearance:


NAC. Interim Top Secret clearances for persons referred to in paragraph 8d(3) are authorized only in cases of emergency. Guidance on filling critical-sensitive positions in cases of emergency is in AFR 40-202.


NAC.

(3) Immigrant Aliens—US Citizens.

No interim clearance authorized.

d. Secret—Interim Clearance:


NAC. Interim Secret clearances for employees occupying, under emergency conditions, positions which do not involve responsibilities listed in paragraph 8d(3) may be granted on the basis of a check of the official personnel folder, Security Documents Folder, and Special Security Files, plus submission of a request for a NAC. (For guidance on filling a non-critical sensitive position in an emergency, see AFR 40-202.)


NAC.

(3) Immigrant Aliens—US Citizens:

(a) For an individual who has served for 2 consecutive years or more on active duty immediately preceding the date of the request for current investigation, a check of the unit personnel records will be made to
include available medical records and any Special Security File.

(b) For an individual who has not served for 2 consecutive years on active duty immediately preceding the date of the request for a current investigation, no interim clearance is authorized. Exceptions to this provision will not be authorized.

(8) Immigrant Aliens. No interim clearance is authorized.

e. Confidential—Final Clearance:

NAC, plus written inquiries to appropriate local law enforcement agencies, former employers and supervisors; references; and schools attended (see g below).

Check of unit personnel records, medical records, and the Special Security Files, to determine if there is any derogatory information on the individual. This review will also include a check of an updated DD Form 393.

(3) Immigrant Aliens. BI.

f. Confidential—Interim Clearance:

NAC. An employee occupying a position under emergency conditions (see AFR 40–202), which does not involve responsibilities listed in paragraph 6d(3) may be granted interim clearance based on a check of the official personnel folder, Security Documents Folder, and Special Security File, plus submission of a request for a NAC.

No interim clearance authorized.

(3) Immigrant Aliens. Interim clearance for Confidential is authorized after completion of a NAC which reveals no derogatory information and pending the completion of the required BI.

g. Written Inquiry. The written inquiry requirement for granting final Secret and Confidential clearances to civilian personnel is satisfied when the employee has undergone the “Record Check and Inquiry” under E.O. 9835 or the “written inquiries” under E.O. 10450 (see paragraph 9c). This requirement is not retroactive. Final Secret and Confidential clearances previously granted based only on a NAC remain valid. In addition, written inquiries are not required in investigations of employees who have been employed for a period of 5 years with no break in employment greater than 1 year immediately preceding the date of the request for a current investigation.

25. Who May Grant Clearances:

a. Final Clearances:

(1) Major commanders are authorized to grant clearances. This authority may be further delegated only to commanders of organizational echelons down to, and including, groups. Whenever a squadron is separated geographically from their parent wing or higher headquarters, the major commander may delegate the authority to clear personnel to the squadron commander. Personnel authorized to grant clearances must themselves have been cleared for access to Top Secret, based on a BI or EBI.

(2) Commanders are authorized to grant clearances for tenant units of other commands by mutual agreement.

(3) Personnel who are assigned primary duties as Chief, Security Police in military grades O3 or above, or in civilian grades GS-9 or above, may be delegated the authority to grant final clearances. Additionally, security police will assist commanders by initiating requests for investigations, reviewing reports of investigation, making recommendations as to the trustworthiness of personnel, and recording the commander’s decision in appropriate records.

(4) The Adjutant General of a State, the District of Columbia, or the Commonwealth of Puerto Rico, is authorized to grant clearances for military members and civilian employees of the ANG. This authority may be further delegated to Commanders of ANG organizations down to, and including, wings or separate groups.

b. Interim Clearances. Since interim clearance is permitted on the basis of lower investigative requirements, its issuance must be held to an absolute minimum consistent
7 July 1972

SECTION I—ASSIGNMENT TO SENSITIVE DUTIES

The gaining installation at least 90 days prior to the subject's EDCSA.

(1) A copy of the letter transmitting the file will be forwarded to the Director, Security Police, of the gaining command. (This notification will enable major commands to monitor more closely the maintenance and disposition of Special Security Files under their jurisdiction.)

(2) The gaining base Chief, Security Police, will forward the file promptly to the immediate gaining commander. Upon completion of the commander's and supervisor's review, the commander will return the file to the base Chief, Security Police, for custody and maintenance.

c. The Special Security File will not be made available to the individual involved. Envelopes containing a Special Security File will not indicate the name of the individual to whom the file pertains.

d. Classified Special Security Files will be safeguarded and transmitted as prescribed by AFR 205-1.

(1) Unclassified Special Security Files, including files containing material marked "FOR OFFICIAL USE ONLY," will be sealed in double envelopes or covers when transmitted by mail or by persons not authorized access to such information. The inner envelope will be marked "TO BE OPENED ONLY BY THE COMMANDER OR PERSONS DESIGNATED BY HIM TO RECEIVE OSI REPORTS OF INVESTIGATION (AFR 144-4)."

(2) Special Security Files will be stored in a vault, safe or steel file cabinet, secured by at least a lock and a GSA-approved, three-position dial padlock. Special Security Files will be maintained separately from other files, preferably in a separate drawer of the storage container.

(3) The custodian will designate in writing those individuals authorized access to the Special Security File repository.

a. If a member of the Air Force Reserve who is the subject of a Special Security File submits a request for transfer to an active participating element of the Air Force Reserve or the Air National Guard, the Air Reserve Personnel Center will forward the Special Security File to the prospective commander for his review prior to publication of assignment orders.

SECTION II—ASSIGNMENT OF NON-US NATIONAL EMPLOYEES TO SENSITIVE DUTIES

46. Applicability. This policy applies to all Air Force activities, regardless of location, which utilize non-US national employees. It further applies to "direct hire" employees, appropriated fund employees, "indirect hire" employees, nonappropriated fund employees, consultants, and any other non-US nationals who are employed at an Air Force activity. (For general policy on the assignment of a foreign exchange officer to duties requiring limited access to classified defense information or unescorted entry to restricted areas, see AFR 200-9.)

47. General Security Policy:

a. Commanders must maintain a capability to perform their wartime missions without the use of non-US nationals.

b. Unless specifically excepted, only US nationals will be assigned to perform duties involving access to classified information or unescorted entry to restricted areas.

(1) Non-US nationals will not be hired or used to perform such duties when US nationals (military or civilian) are available, or may be made available, within a reasonable time period.

(2) The fact that it might be more economical to utilize a non-US national for duties involving access to classified information or unescorted entry to restricted areas will not be used as a basis for justification of their employment or assignment.

c. Under exceptional circumstances, when the appropriate commander determines tha
a clearly established need exists, and a qualified US national is not available (or can not be obtained in a reasonable time period), a non-US national may be assigned to perform duties requiring limited access to classified defense information or unescorted entry to restricted areas. Prior to his assignment, it must be determined that the non-US national is eligible to be authorized such limited access or unescorted entry.

d. A non-US national will not be hired or, if hired, will not be retained to fill a position which requires access to classified defense information or unescorted entry to restricted areas under either of the following conditions:

(1) If there is any indication that he may not be reliable or might act contrary to the best interests of the national security of the United States.

(2) If he has a spouse, brother, sister, children, parents, step parents, foster parents or guardian living in a Communist or Communist-controlled country. (See attachment 6 for a list of countries officially considered Communist or Communist-controlled.)

e. An authorization for limited access or unescorted entry is valid only for access to specific classified information, or for entry to specifically delineated areas within a restricted area, as required to enable the non-US national to perform his specific duty assignment. Procedures will be established to insure that the access or entry is defined clearly, and that supervisors and co-workers fully understand their responsibility to insure that any other access or entry except that specifically authorized, is prohibited. A non-US national will not be authorized to act as an escort within a restricted area.

43. Prohibited Duties. The hire and use of non-US national employees is expressly prohibited for any position which involves:

a. Access to:

(1) Top secret information.

(2) Any classified defense information not releasable, under the National Disclosure Policy, to the government of the non-US national employee (see AFR 200-9). For example:

(a) Classified information provided to the United States by a foreign government other than that of the non-US national employee, unless the owning foreign government has approved in writing the disclosure of the specific information to the government of the non-US national employee.

(b) Classified war or mobilisation plans, or classified combat operations, intelligence, or counterintelligence plans to include any information which would reveal objectives, sources, methods or techniques of classified intelligence or counterintelligence collection.

(c) Restricted Data and Formerly Restricted Data.

(d) Classified cryptographic systems or equipment.

(e) Classified information which reveals the presence or quantity of nuclear, chemical or biological weapons or their production or movement.

(f) Single Integrated Operations Plan (SIOP) information.

(g) Information derogatory to the US Government or any agency thereof, or prejudicial to United States relations with any foreign government, or information derogatory to a US national.

(3) Any office room, shop, laboratory, or other similar place where classified work is in progress, unless positive measures are implemented to deny the non-US national any opportunity to gain unauthorized access to classified information.

b. Assignment of persons to any position, the duties of which include the processing or granting of personnel security clearances; the determination that persons are qualified, from a security standpoint, to have access to classified defense information or unescorted entry to restricted areas.

c. Representing the Air Force (or a component) on any:
7 July 1972

49. Procedures for Authorizing Limited Access or Unescorted Entry. Subject to the general policy and prohibitions outlined above, a non-US national employee may be assigned to duties involving limited access to classified information, or unescorted entry to a restricted area containing Priority A, B, and C resources, provided that:

a. A background investigation has been completed with favorable results. (A favorable Theater Agency Check is acceptable for unescorted entry to a Restricted Area containing Priority C resources.) If the geographical or political situation prevents the full completion of a background investigation, a non-US national employee shall not be authorized access or entry unless the investigative information obtained is sufficiently complete and reliable to prove to the approving authority that limited access or unescorted entry is fully consistent with the interests of national security. Toward this end, the use of the polygraph is authorized in conjunction with the investigation, provided the individual consents in writing.

b. The commander of a major command approves the limited access authorization of the non-US national employee for duties involving access to Secret information. The commander who is delegated clearance authority for the activity concerned may approve the limited access authorization of a non-US national employee for duties involving access to Confidential information or unescorted entry to restricted areas.

Note: The appropriate deputy chief of staff or head of a comparable office) at HQ USAF must approve the assignment of a non-US national employee to duties involving access to Secret information, or entry to any restricted area for Air Force activities that report directly to HQ USAF.


a. The decision to authorize limited access or unescorted entry will be recorded on AF Form 461, “Certificate of Limited Access Authorization for Non-US National Employee.” The originator of the request will submit three copies of the form to the appropriate official listed in paragraph 49b above. The authorization is valid only when the appropriate approving authority has signed the form.

(1) If the request is approved, the approving authority will retain one copy of the form and return the original and one copy to the requesting activity. The operating official to whom the non-US national is assigned for duty will retain the original and forward the copy to the Chief, Security Police, for file in the employee’s Security Documents Folder.

(2) If the request is disapproved, the requesting agency will be advised.

b. Before being granted limited access to classified defense information or unescorted entry to a restricted area, each non-US national employee will be thoroughly indoctrinated concerning:

(1) The limitations attendant to the authorization, and

(2) His individual security responsibility commensurate with his employment and the authorization.

51. Use of Indirect Hire Personnel. The major commander concerned may request a waiver of the background investigation requirements in paragraph 8d(5) in a case which requires the US to use a non-US national hired and administered by a host government because his particular skill is clearly necessary for successful execution of US assigned missions.

a. The request for waiver with detailed