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DEPARTMENT OF STATE

ASSISTANT SECRETARY

AR-P

6 May 1945

MEMORANDUM FOR DR. LANGER:

SUBJECT: Russell Plan of  
Intelligence Research  
Organization

1. The Secretary recently signed a series of regulations which embody the organizational principles of the above.

2. Since the Russell Plan has been one which this Office has urged over a period of the past six months, I thought the accompanying memorandum outlining its modus operandi as envisaged by this Office might prove useful.

(signed) J. A. PANUCH

J. Anthony Panuch  
Deputy Assistant Secretary  
for Administration

Attachment

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THE RUSSELL PLAN FOR THE ORGANIZATION  
OF RESEARCH INTELLIGENCE IN THE DEPARTMENT

6 May 1946  
J. Anthony Panuch

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THE RUSSELL PLAN FOR THE ORGANIZATION  
OF RESEARCH INTELLIGENCE IN THE DEPARTMENT

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I. Basic Philosophy

On 22 April 1946, the Secretary issued a series of regulations activating the so-called "Russell Plan" of research intelligence organization in the Department. In principle, the plan is simple. Organizationally, it is predicated on the fact that the State Department is set up on a geographic basis. This type of organization is necessitated by reason of the fact that most of our relations with foreign countries are of a bilateral character. Coordination of our foreign policy with respect to a given country or area, in the last analysis, must be accomplished on a geographic or regional basis rather than on a functional basis.

The political policy end-product with respect to a given country or area will necessarily include considerations of an economic, military, sociological and even domestic character. The analysis and evaluation of such non-political components of foreign policy is correlated through the "staff" echelons of the Department under the jurisdiction of the Assistant Secretaries for Economic Affairs and Cultural Affairs, respectively.\* Intelligence research to be useful, must be integrated into this concept of "staff and line" organization. At the same time, it must be so organized that all aspects of research fit into a balanced Departmental program of positive intelligence related to authoritatively determined Departmental intelligence requirements and objectives.

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\* Exceptions to this principle of organization are found in the Office of Special Political Affairs and Occupied Areas where, because of the respective military and multilateral relations involved, a special service organization is required.

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## II. Organizational Objectives

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The regulations attached (Tabs B1-4) are intended to accomplish certain basic objectives:

- (1) To establish under the Special Assistant for Research and Intelligence a central Policy Committee on Intelligence with strong standing sub-committees, to formulate a Departmental program of research intelligence, and to assign project priorities.
- (2) To establish the Special Assistant for Research and Intelligence as the "staff arm" of the Secretary in the formulation and implementation of the Department's internal and inter-departmental programs of positive foreign intelligence.
- (3) To build up strong research facilities at the point where political decisions are made or action is taken.
- (4) To build up a strong central correlation and liaison group which will:
  - (a) Coordinate, monitor and review all departmental research staff studies initiated anywhere in the Department.
  - (b) Undertake such special research studies as may be required.
  - (c) Be responsible for the accomplishment of the Department's mission with respect to the National Intelligence Authority and any other Government agency concerned with the field of positive intelligence.
- (5) To establish one central group for the collection and dissemination of all positive intelligence data and materials.

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III. Organizational Pattern

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1. The Geographic Offices. Under the plan, there is attached to each Geographic Office a Division of Research. This is a self-contained, non-operating "staff" unit at the Office level, under its own Chief, who reports and is responsible to the Director of the Geographic Office. The Chief of the Research Division is responsible to the Director for the research program of the Office and for the due accomplishment of the segment of the Departmental research program assigned to the Office by the Advisory Committee on Intelligence, through its sub-committee on Research Programs and Priorities. The Chief of the Division of Research should be the Representative of the Office Director on the sub-committee (of ACI) on Research Programs and Priorities. Though the Chief of the Division of Research reports to the Office Director, he and his staff are expected to maintain the closest technical liaison on all matters of research with the Office of Intelligence Coordination and Liaison and other research units of the Department.

The purpose of establishing strong research units in the Geographic Offices was two-fold: To provide balanced research facilities at the points where political policy is made or action taken and to make the intelligence operation sensitive to, yet independent of, the policy determining political divisions. In this manner, the Office Director is provided with an automatic system of checks and balances as between his "staff" or research unit and his "line" or policy Divisions.

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2. The Advisory Committee on Intelligence (ACI)

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The Russell Plan calls for the establishment of a Policy Committee on Research Intelligence composed of the Assistant Secretaries for Political Affairs and the Assistant Secretary for Administration under the chairmanship of the Special Assistant for Research and Intelligence. It is expected that this committee will meet only to consider matters of the highest policy. It will, however, have a full time working sub-committee with such membership as the Special Assistant may determine. The job of the working sub-committee will be to formulate a balanced program of research and to assign such priorities as will assure the optimum utilization of all Departmental research resources so that Departmental and Interdepartmental intelligence requirements are assessed and fulfilled on the basis of essentiality and relative urgency.

The necessity for a working group of this character which must be staffed by a strong secretariat, is illustrated by a partial listing of research consumers whose conflicting requests for service will have to be evaluated, monitored and phased:

- Geographic Offices\*
- Economic Offices\*
- Special Political Affairs
- Occupied Areas
- National Intelligence Authority
- Military Intelligence Agencies  
(MIS, ONI, JIC, etc.)

To accomplish its mission effectively, the sub-committee of the ACI concerned with Research Programs and Priorities must be a responsible group, representative of the Department as a whole, each member of which must

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\* Other than Occupied Area matters which flow through GA and JK Secretariats.

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be authorized to speak for and bind his Office. Each member of the sub-committee should be acceptable to the Special Assistant for Research and Intelligence.

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3. Office of Intelligence Coordination and Liaison (OCL)

The mission of OCL is vital to the success of the Russell plan. It is expected, inter-alia,

(a) To function, at the technical level, as the instrumentality of coordination and correlation of the intelligence research program formulated by the ACI or its sub-committee; to administer research priorities assigned by ACI or its sub-committee; to provide a permanent secretariat for the ACI and its sub-committee.

(b) To conduct specialized research on technical matters not within the cognizance of other research units; to organize and supervise cooperative research projects cutting across geographic and economic lines; to undertake such special studies as may be required of it by the Special Assistant for Research and Intelligence.

(c) To represent the Department in its relations with the Central Intelligence Group of the National Intelligence Authority and other Governmental agencies in the field of positive intelligence.

As the exclusive liaison group of the Department with the Central Intelligence Group of the NIA and as the Secretariat of ACI and its sub-committees, OCL is in a key position to coordinate the execution of the research program in its departmental and interdepartmental aspects. Because of this organizational vantage point,

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it is in a position to provide ACI or its sub-committees with informed recommendations to guide its formulation of the research program or the assignment of priorities. It will be in a unique position to provide invaluable assistance to other research units of the Department with respect to the initiation, feasibility or status of research projects.

4. The Special Assistant for Research and Intelligence

The functions of the Special Assistant as set forth in the regulation attached (Tab B1) require no elaboration. He is the principal adviser to the Secretary with respect to all matters of positive intelligence. The ACI or its sub-committee is his consultative instrumentality for the formulation, planning and phasing of the Department's research intelligence program. While the Special Assistant exercises direct "line" authority over his own staff and the Offices immediately under his jurisdiction (OCL and OCD), he has effective technical supervision over the Department's research program through the programming and priorities functions of ACI.

5. The Office of Intelligence Collection and Dissemination

The role of this Office is best portrayed by a description of the functions of its five Divisions:

(a) The Intelligence Reference Division (REF) has files of intelligence materials that already contain approximately 750,000 separate items. These collections comprise all types of materials: intelligence reports, publications, telegrams, monitored broadcasts, captured documents, and intelligence studies. REF services its intelligence to all offices of the Department.

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(b) The Division of Intelligence Acquisition

and Dissemination (IAD) procures for the Department intelligence materials through various channels. IAD also acquires for and allocates to various governmental agencies foreign publications received through the Foreign Service establishment. The Division distributes intelligence studies produced by the research and intelligence divisions of the Department and maintains a reference file of these studies.

(c) The Division of Biographic Intelligence (BI)

has files of factual information and opinions on about 250,000 important individuals in foreign countries whose activities or views are significant to the United States in connection with the determination and implementation of foreign policy, and it constantly revises and develops these files. Upon request, BI prepares biographic reports on such individuals.

(d) The Presentation Division (PN) prepares visual materials such as charts, freehand illustrations, and mechanical drawings, for any office of the Department, usually for illustrating intelligence reports and administrative procedures.

IV. The Plan in Operation

Once the ACI or its Program and Priorities subcommittee establishes a basic research program for the Department and makes assignments thereunder, the intelligence operation will be on a current basis and every research project must be evaluated with respect to its essentiality and relative urgency.

(a) Clearance of Projects

This means that all projects to be undertaken by the Research Divisions or, in the field of special studies, by OCL, must be cleared

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through the program and priority mechanism. Several channels will be available, depending upon the origin of the project-proposal. In the case of the Geographic Offices, if the Office Director and his Research Division Chief agree upon the desirability of a project, the proposal will be sent to the project unit of OCL. This unit may immediately agree to the propriety and feasibility of the proposal and give the clearance; in case of doubt, the unit would consult with the Director or his Chief of Research. If no agreement can be reached, the OCL project unit will present the case at the next session of the priorities sub-committee of ACI (on which the initiating Office would be represented) for decision.

On the other hand, if the Director of Central Intelligence of the NSA wished the Department to undertake research for his organization, he would send the proposal to OCL through established liaison channels. The project unit of OCL would then, if necessary, submit the proposal to the appropriate Office for an opinion as to feasibility in relation to work load and office program before clearance. Other Offices of the Department, such as A-C, A-B or SPA would present their project requirements through their representatives on ACI or in many cases directly to the Project Unit of OCL. (Tab A, attached, outlines procedure on typical projects.)

(b) Mobilization of Resources

A useful feature of the clearing process is that the ACI and OCL, being familiar with all resources of the research staffs, will be able to

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arrange joint action of various research units upon appropriate projects, thus in effect adding to the resources at the service of any one geographical Office. When necessary, they can negotiate with other Office Directors for the formation of inter-office research teams for temporary action on specific projects. The Department in this way will make most effective use of expert personnel wherever the individual may be located.

(c) Project Lists

Further advantages flow from this centralized clearing procedure. It will be possible for the staff concerned to issue a list of projects actually under way and thus at once disseminate information about forthcoming work of use to more than one office, and prevent duplication of effort -- always recognizing that producing units may for security reasons wish to limit such advertising of certain projects. While scanning a project, the staff can also prepare a proposed distribution list for the anticipated report which, agreed in advance with the producing office, will facilitate rapid dissemination of the report when it is finished.

(d) Standards

Another concern of ACI, for the benefit both of the Department and of its "customers", is to maintain the quality of intelligence research reports. For this purpose, ACI will establish standards, and expect its staff to read all finished drafts before they are reproduced, to insure adherence to those standards. Only such editorial review can make certain that all parts

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of the intelligence organization are constantly alert in this exacting work. Actual procedures would closely parallel those of preliminary project-clearance, and there is no need here to repeat the channelling back and forth between Office Director and OGL, with reference of disagreement to higher committees.

In this fashion, the ACI and its Secretariat, in collaboration with the Office Directors and their Divisions of Research will formulate a coordinated program of intelligence research. It will accomplish that program through the mechanism of priorities; it will facilitate production by organizing task groups where necessary; it will maintain quality in the product by fixing standards and exercising editorial review; it will assist in making the product effective by guiding dissemination of reports.

V. Activating the Plan

It is of the essence that the plan be put into effect at the earliest possible moment. Subject to availability of funds for fiscal 1947 this appears readily feasible with the exception of the transfer of the Geographic Divisions of the old Office of Research and Intelligence (ORI) to the appropriate Geographic Offices of the Department. The controlling factors here are availability of space and the necessity of preserving these research groups as functioning units until the Geographic Offices are in a position to accomplish organizational integration as called for by the plan.

To provide flexibility during the transitional period, the phasing of the transfer is to be determined by the Assistant Secretary for Administration in the best interests of the Department as a whole.

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**UNCLASSIFIED**PROCEDURE ON TYPICAL PROJECTS

1. Project Initiated in a Geographic or Research Division  
(e.g., The Gouin Cabinet - sample of a fairly routine project)
  - a. Project Initiation
    - (1) Project outlined by Section Chief.
    - (2) Project cleared by Research Division Chief and Office Director, with distribution list.
    - (3) Project cleared by OCL coordination staff, which recommends and arranges with the Office for its collaboration with Biographical Intelligence Division of OCD.
    - (4) Distribution list discussed if necessary between OCL and Office.
  - b. Finished Text
    - (1) Report cleared by Research Division Chief and Office Director
    - (2) Report cleared by OCL and sent to OCD for reproduction, and for distribution in accordance with agreed list.
2. Regional Project Requested by one of the Economic Offices or Divisions (e.g., The 1948-49 Unemployment Level in Germany)
  - a. Project Initiation
    - (1) Request goes to OCL. (Prior discussion will normally have taken place between GA and DRE representatives on the working level.)
    - (2) OCL approves or disapproves after consultation with EUR/DRE.
    - (3) Distribution list agreed by EUR/DRE and OCL.
  - b. Finished Text.
    - (1) Report cleared by DRE and EUR.
    - (2) Report cleared by OCL, which arranges reproduction and distribution.
3. An Inter-regional Project Requested by A-B, JIC, NIA, or other authorized agency (e.g., World Opinion on the US; Reactions to British Loan in China, France, USSR)
  - a. Project initiation
    - (1) Request goes to OCL

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- (2) OCL, if it approves and is assured of the participation of other interested Offices, arranges for a project coordinator from one of the offices in its own staff.
- (3) Project coordinator arranges for cooperation of Division analysts through appropriate Directors and Division Chiefs, constructs distribution list.

b. Finished Text

- (1) Report approved by appropriate Division and Office Chiefs and by OCL, and sent to OCD for reproduction and distribution.

Note: Projects 1 and 2 would be done entirely in geographic Research Divisions, except for collaboration of BI on 1.

Project 3 might be done entirely within OCL, but more likely a large contribution of services would be needed from personnel working within their geographic Research Divisions.

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133.1 SPECIAL ASSISTANT TO THE SECRETARY FOR RESEARCH  
AND INTELLIGENCE

I. Position. The position of Special Assistant to the Secretary for Research and Intelligence (SA-L) will rank with the Assistant Secretaries.

II. Responsibilities. The Special Assistant to the Secretary for Research and Intelligence in consultation with the Advisory Committee on Intelligence shall be responsible for:

A. Advising and assisting the Secretary in the development and implementation of a coordinated program for the procurement and production of positive foreign intelligence needed by the Department of State.

B. Advising and assisting the Secretary in the development and implementation of a comprehensive and coordinated foreign-intelligence program for the United States.

C. Directing the Office of Coordination and Liaison (OCL) and the Office of Intelligence Collection and Dissemination (OCD).

D. Performing those functions transferred to and retained by the Secretary of State pursuant to Executive Order 9621 of September 20, 1945, up to and including June 30, 1946.

III. Organization. The Office of the Special Assistant to the Secretary for Research and Intelligence shall include such deputies, advisers, assistants, and appurtenant staff as may be deemed necessary, and consistent with Departmental administrative policy.

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**UNCLASSIFIED**183.5 ADVISORY COMMITTEE ON INTELLIGENCE (ACI):

I. Functions. The ACI shall advise the Special Assistant to the Secretary for Research and Intelligence (SA-L) in respect to his responsibilities for:

A. Establishment and coordination of Departmental research and positive intelligence objectives and policies.

B. Formulation and prosecution of an integrated Departmental program for positive intelligence research.

C. Implementation of Departmental policy with respect to the National Intelligence Authority.

II. Membership. ACI is composed of the Special Assistant to the Secretary for Research and Intelligence, as Chairman; the Assistant Secretary for European, Far Eastern, Near Eastern, and African Affairs; the Assistant Secretary for American Republic Affairs; and the Assistant Secretary for Administration.

III. Organization.

A. The Committee may establish sub-committees as required to secure representation from interested units of the Department and to facilitate detailed and current implementation of its purposes.

B. SA-L shall be responsible for furnishing secretariat and staff to ACI.

IV. Meetings. The Committee will hold stated meetings at regular intervals. It shall establish its rules of conduct and procedure, and those of its sub-committees. A permanent record of meetings and actions shall be kept.

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GEOGRAPHIC OFFICES

I:

Divisions of Research. Each Division of Research

shall be a staff unit attached and reporting to the directors of the appropriate geographic Offices as follows:

A. Division of Research for Near East and Africa (DRN) in the Offices of Near Eastern and African Affairs (NEA.).

B. Division of Research for Far East (DRF) in the Office of Far Eastern Affairs (FE).

C. Division of Research for Europe (DRE) in the Office of European Affairs (EUR).

D. Division of Research for American Republics (DRA) in the Office of American Republic Affairs (ARA).

II. Functions. The chief of each Division of Research shall be responsible, under the general direction of the Director of his Office, for providing evaluated positive information on the foreign countries under the jurisdiction of that Office as an aid to the formulation and implementation of foreign policy. The chief of each Division of Research shall, specifically and within his assigned area, and in accordance with research requirements, programs and priorities assigned by the Advisory Committee on Intelligence to the cognizance of his Office:

A. Prepare intelligence research studies as required.

B. Collaborate with the Office of Intelligence Coordination and Liaison (OCL) in the formulation and implementation of a Departmental program of intelligence research.

C. Plan and implement a divisional program of research and analysis, integrated with the Departmental program, to meet the needs both of his Office and of the Department.

D. Cooperate with OCL in the maintenance of Departmental standards of research and analysis.

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E. Collaborate with OCL and other research units in projects which cut across the lines of the several Offices, particularly by providing the services of technical personnel for ad hoc research task groups, and for interdepartmental research programs.

F. Collaborate with the Office of Intelligence Collection and Dissemination (OCD) in planning the departmental program of positive intelligence procurement.

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133.20 OFFICE OF INTELLIGENCE COORDINATION AND LIAISON  
(OCL)**UNCLASSIFIED**

I. Functions. For the purpose of implementing in the field of positive intelligence the policies, objectives and program of the Advisory Committee on Intelligence, as provided in Departmental Regulation 183.5, OCL is responsible, under the general direction of the Special Assistant to the Secretary for Research and Intelligence (SA-L), for the performance of the following functions:

a. Formulating, in collaboration with the interested offices, recommendations for a Departmental program of intelligence research, and clearing intelligence research projects throughout the Department in order to implement the Departmental program of the ACI.

b. Maintaining a central clearing house of information regarding research studies prepared or planned anywhere in the Department, and scheduling the distribution of finished reports in agreement with the producing units.

c. Establishing and maintaining standards of research and analysis throughout the Department, in the light of which OCL will expeditiously review finished texts before they are duplicated for circulation and use.

d. Organizing and supervising projects which cut across the lines of research units, and, whenever possible, making optimum use of technical personnel throughout the Department by arranging with Office Directors concerned for ad hoc task groups from appropriate staffs.

e. Preparing, in cooperation with the appropriate Offices, intelligence studies for the Secretary and the Under Secretary, the Assistant Secretaries, the National Intelligence Authority, and for other authorized organizations.

f. Conducting independently, or, where appropriate, in collaboration with other authorized agencies, research on inter-regional economic and other technical subjects.

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g. Collecting, evaluating, analyzing, and interpreting foreign maps and other cartographic intelligence; maintaining a comprehensive collection of maps, atlases, gazetteers, and other cartographic research material; and preparing new maps as required.

h. Providing such personnel and services as may be specified by SA-L to accomplish the Department's participation in the National Intelligence Authority or other interdepartmental intelligence programs.

i. Maintaining liaison with other agencies of the Government, and with private institutions, for the purpose of utilizing all pertinent research resources to meet the Department's needs.

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