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SPECIAL ASSISTANT TO THE SECRETARY OF STATE
WASHINGTON

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History

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January 30, 1947

MEMORANDUM FOR THE UNDER SECRETARY:

Subject: Organization for Research and Intelligence
in the Department of State.

I. THE PROBLEM

To realign the organization under the Special Assistant to the Secretary for Research and Intelligence so that he may more effectively discharge his responsibilities.

II. CONCLUSIONS (See Appendix I for discussion)

1. The Research and Intelligence organization has operated since July 1, 1946, under the "Russell Plan." The principal feature of that plan is the division between the Special Assistant and the Geographic Offices of authority over the basic research activities of the organization. The effective operation of an intelligence organization under such conditions has proved unworkable and impracticable.

2. The Special Assistant is charged with the responsibility to the Secretary for planning and implementing a positive foreign intelligence program and for maintaining all interdepartmental liaison in that field with other intelligence services. In order to accomplish that mission, he should have specific responsibility for:

(a) The control and direction of intelligence research and the collection and dissemination of intelligence materials. The Office of the Special Assistant should receive all intelligence materials coming into the Department which, in his opinion, are necessary for the preparation of the most complete, accurate and timely intelligence.

(b) The preparation and dissemination of daily or periodic intelligence summaries, as required.

Not File 58D776 INR Files. File "The Birth of the Intelligence Organization in the Dept of State (1947-1949)"

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3. The Special Assistant should also have the authority to adopt such security measures within the intelligence organization, in addition to departmental security regulations, as may be required by the nature of the work and to assure effective cooperation from other intelligence services.

4. The Advisory Committee on Intelligence, established to assist the Special Assistant, should be reconstituted so as to be more representative. It should be composed of the Special Assistant, as Chairman; the Directors of the two Offices subordinate to him; the Office Directors or their representatives from the Geographic Offices; the Director of SPA or his representative; and a representative designated by each of the following: A-B, A-T, and A-P.

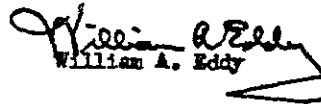
5. The Subcommittee on Programs and Priorities of the Advisory Committee on Intelligence should be dissolved, since its concept derived from the theory of the "Russell Plan" and its important functions should more properly be performed within the intelligence organization.

III. RECOMMENDATIONS

It is recommended that:

1. The geographic research divisions (DRA, DRE, DER, and DRN) be transferred from the Geographic Offices to the organization under the Special Assistant.

2. Departmental regulations be amended and appropriate orders issued to implement the conclusions stated above and to provide the organization indicated on the following chart.


William A. Eddy

Attachments:
Chart
Appendix I
Appendix II

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APPENDIX I

DISCUSSION

(References are to the sections indicated under Conclusions)

II (1) : Experience in operating the "Russell Plan" for over six months shows that the geographic research divisions have tended increasingly to regard themselves as responsible to their Office Directors alone, and to consider themselves entirely free of any special obligations deriving from membership in an intelligence organization. The inevitable result of this tendency would be to produce reports so marred by special pleading that they would no longer constitute objective evaluations, and their usefulness would be open to serious question.

II (2) (a): The Special Assistant should not be expected to assume any general responsibility for instructions to the field regarding foreign service reporting, but he should be directly concerned in the preparation of standing instructions dealing primarily with the collection of intelligence. Instructions to the field requesting spot intelligence should continue to go directly from the operating offices with information copies sent to the Special Assistant to permit him to make available all intelligence already on hand relevant to the subject. Similarly, with regard to dissemination, the Special Assistant should be concerned only with the dissemination of materials which, in his opinion, are needed by the Office of the Secretary and the other policy officers, or needed by the other intelligence agencies of the Government.

II (2) (b): The preparation of daily and periodic intelligence summaries should be accomplished by the intelligence staff, not by a staff which prepares policy and information summaries, in accordance with the time-tested truth that objective situation reports should be divorced from policy offices and policy making. If the Special Assistant should be assigned this responsibility, an appropriate staff must be provided.

II (3): The lack of special and adequate security precautions applicable within the Research and Intelligence organization has made it difficult to retain the full confidence of other intelligence services, some of which are already beginning to withhold intelligence

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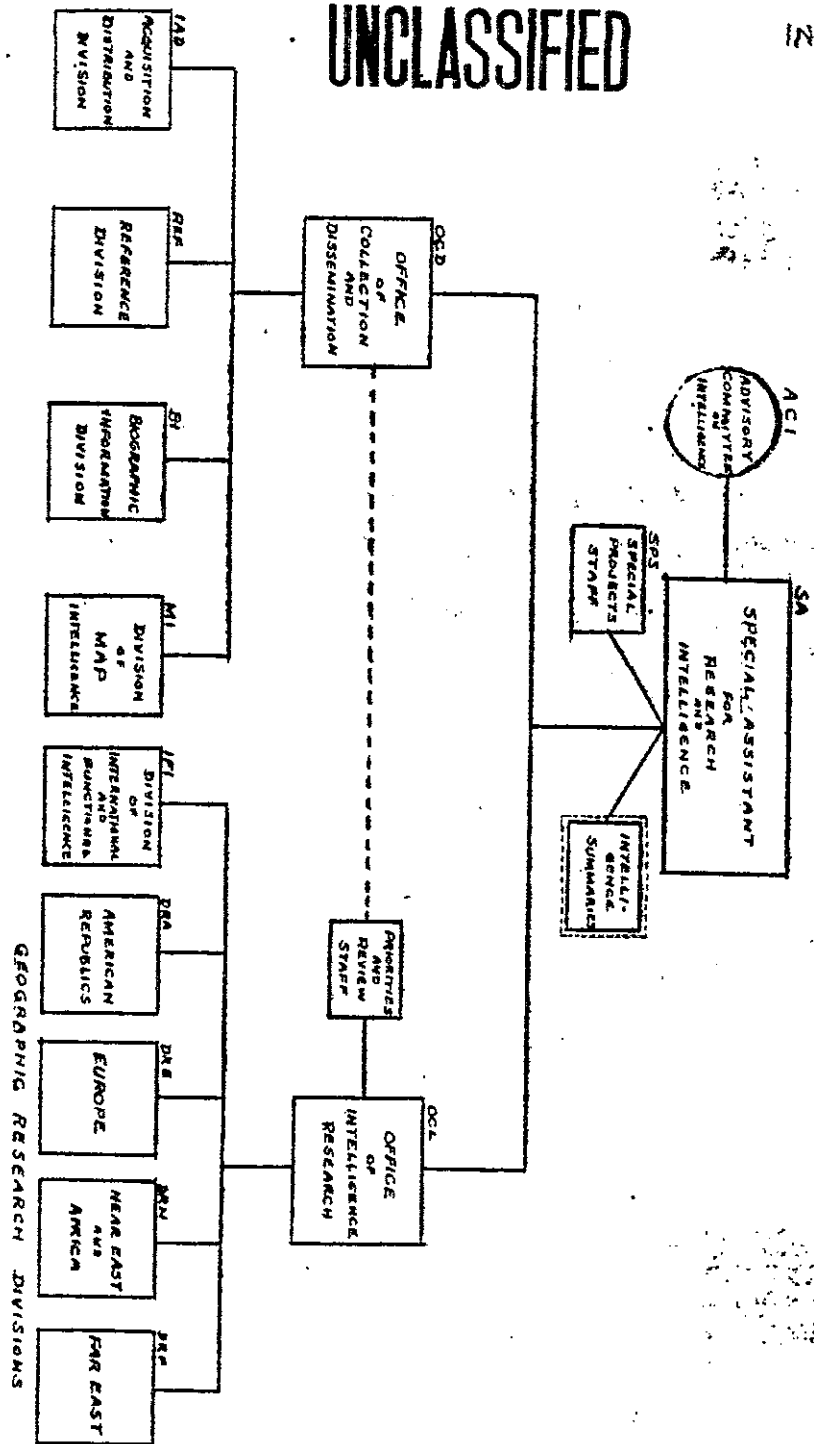
materials from the Department because of the Department's general lack of security. It is believed that special security measures for the Research and Intelligence organization are justified because its personnel, unlike others in the Department, have no obligation to develop public relations nor to appear in public forums. Unless assurance can be given to other intelligence services that security standards affecting intelligence operations and personnel in the Department are no less effective than their own, the usefulness of the organization to the Department will be crippled. The need for special authority at this point is apparent because certain geographic research divisions have formally declared that they do not consider themselves bound by security instructions from the Office of the Special Assistant, although those instructions were approved unanimously by the Advisory Committee on Intelligence.

II (h): In the past, the Geographic Office Directors and A-B have objected, with justification, that their needs were not adequately represented on the Advisory Committee on Intelligence.

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See APPENDIX II FOR DISCUSSION

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APPENDIX II

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DISCUSSION OF PROPOSED ORGANIZATION FOR RESEARCH AND INTELLIGENCE

1. The responsibilities and functions set forth in DR 133.1, effective July 1, 1946, for the Special Assistant for Research and Intelligence would remain substantially unchanged. The office of the Special Assistant would include, or have attached to it, the inter-departmental liaison personnel and the Special Projects Staff as at present. If and when periodic intelligence summaries are required, an appropriate staff will be required in this office. The office would administer the personnel group assigned to the National Intelligence Authority.
2. Beneath the office of the Special Assistant, it is proposed that there be, as at present, two offices, an Office of Intelligence Research (OIR) and an Office of Collection and Dissemination (OCD).
3. The Director of OIR will be responsible, to the extent delegated by the Special Assistant, for the planning, coordination and supervision of all intelligence research, for the establishment and maintenance of departmental technical standards and for the supervision of the systematic and continuous administration of work programs and priorities. OIR will be organized by reconstituting OCL following the transfer of the Division of Map Intelligence (MI) to OCD, the dissolution of the Intelligence Coordination Division (ICD) and the transfer to it of the four geographic research divisions (DRA, DRE, DRF and DRN). The planning, review and priorities functions formerly assigned to ICD and SPP will be assumed by a Priorities and Review Staff attached to OIR which will absorb the appropriate personnel of ICD.
4. The Director of OCD will be responsible, to the extent delegated by the Special Assistant, for the supervision of the collection, custody and dissemination of intelligence materials. The office will have beneath it four divisions. Two of those divisions, Biographic Information Division (BI) and MI, will have certain research and reporting functions, in addition to their responsibility for maintaining large collections of intelligence materials, which will be subject to the coordination and review responsibilities of the Priorities and Review Staff of OIR.
5. The functions and responsibilities of the divisions not otherwise specifically described above will continue substantially as set forth in Departmental Regulations effective July 1, 1946 (i.e., IAD, REF and IFI). The functions of the geographic research divisions will

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likewise continue substantially as at present, except as administrative direction is transferred from the Geographic Offices to the Special Assistant and OIR, and insofar as the elimination of ICD and SPP require the reorientation of the planning of research programs and priorities. The areas of responsibility and the organization of the geographic research divisions will continue to conform approximately to the areas and organization of the Geographic Offices, but the greater flexibility of the centralized situation will enable the organization to fulfill more effectively its primary function of service to the entire Department.

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