

14 December 1963

GR

MEMORANDUM FOR: Deputy Director (Intelligence)

SUBJECT : Procedures for the Production of
National Policy Papers

1. I have signed and dispatched the letter to the Executive Secretary, Policy Planning Council, Department of State, concurring in the Procedures and Annotated Standard Outline for National Policy Papers. I also designated DD/I as the Agency representative for direct contact on such papers.
2. As regards the DD/I memorandum of 9 December, and particularly paragraph 5 thereof, DD/I is the Agency component responsible for developing Agency positions and for seeking the approval of me and the Director on such positions. DD/I will ensure that these positions are fully coordinated with DD/P and with the Chairman of the BNE.
3. Signing off on the papers for the Agency will be done by me or the Director or, in the absence of both of us, by the Executive Director-Comptroller. Correspondence for such signing off will indicate concurrence in the Agency position by the DD/P and the Chairman, BNE, and will be transmitted to the Executive Registry for appropriate approval at the Director's level.
4. In securing the coordination of the Chairman of the Board of National Estimates I desire an appraisal from him as to the need for an SNIE with a view to developing possible reactions of the country in question to the policy objectives to be pursued by the United States toward that country.

- 2 -

5. Whenever it appears that major differences are developing within the Government or within the Agency, these differences should be brought promptly to the attention of me and the Director.

Marshall S. Carter
Lieutenant General, USA
Deputy Director

Attachment:

Memorandum for DDCI from DD/I dated 9 December 1963,
Subject: Procedures for the Production of National Policy
Papers (ER 63-9093/1) w/atts

Distribution:

- Original - DD/I w/att
- ✓ 1 - DDCI w/Tab B of att
- 1 - DD/P w/att
- 1 - Chairman, BNE w/o att
- 1 - Executive Director-Comptroller w/o att
- 1 - ER w/Tab B of att
- 1 - EA/DCI w/o att

DEC 12 15 20 64 .83

Mr. John W. Ford
Executive Secretary
Policy Planning Council
Department of State
Washington, D.C.

Dear Mr. Ford:

The memorandum of 2 December 1963 on National Policy Papers (Procedures and Annotated Standard Outline) is acceptable to the Central Intelligence Agency. The Agency representative for direct contact on National Policy Papers will be the Deputy Director (Intelligence), Dr. Ray S. Cline, or his assistant for Policy Support, Mr. Chester L. Cooper.

Sincerely,

Marshall S. Carter
Lieutenant General, USA
Deputy Director

DD/I:RSC:jr (9 Dec 63)

Distribution:

Orig & 1 - Addressee
1 - ER
1 - DDCI ✓
1 - DDI chrono
1 - O/DDI (Mr. C. Cooper)
1 - DD/P

DEC 12 15 20 63

DEC 10 8 00 AM '63

3 December 63

MEMORANDUM FOR: Executive Director

SUBJECT : National Policy Papers

REFERENCE : Action Memorandum No. 316, same subject,
dated 21 November 1963

1. Although "National Policy Papers" have been in preparation for several countries for almost a year now, no paper has yet run its course from initial draft to final policy. Indeed, the State Department Policy Planning Council itself has only recently begun to formulate procedures for handling these papers within the Department and throughout the Government. A brief summary of the process might be useful for indicating how the Agency itself will proceed.

2. A Policy Paper (there are 18 now in various stages of preparation) is prepared by a "responsible officer" on the basis of oral and written contributions made by representatives of appropriate agencies throughout the Government. The paper goes through a series of drafts on the basis of consultation with members of an Interagency Working Group established to deal with each paper. At some point in the drafting process, the paper is taken to the field for review by the Country Team. After a paper has reached a point where all agencies give it a working level signoff (or unresolved issues cannot be negotiated at the working level) the draft is turned over to Rostow. In the event of complete working level agreement, Rostow then submits it to the Secretary of State for his tentative approval. It is then passed to the appropriate Assistant Secretary of State for discussion and approval at the Interagency Policy Group chaired by the Assistant Secretary; if no such group is in existence, as in the case of the Far East and the Middle East, a group will be formed for the purpose of dealing with the paper. Upon getting the approval of all agencies at this level, the paper then becomes authoritative, comprehensive, national

policy." If there are difficulties that cannot be resolved by the working level consultants, Easton will attempt to negotiate them out with the dissenting principals. This may be done via the Interagency Policy Group or bilaterally. If difficulties still remain, they will be dealt with at successively higher levels and ultimately by the President himself if that should prove necessary.

3. The Agency (both the DDP and the DDI) participates in the preparation of all these papers from their inception. Agency representatives attend each of the organizational and drafting sessions, may accompany the responsible officer to the field (DDI officers have already done this in the cases of [redacted]) and, of course, participate in the final sign-off at the Interagency Policy level (no paper as yet has reached this stage).

4. The following arrangements have been made with State and have been informally agreed to by the DDI and the DDP for handling these papers:

a. Initial contact with respect to an upcoming Policy Paper is made from the Policy Planning Council to the Assistant Deputy Director of Intelligence (Policy Support) [A/DDI/PS].

b. The A/DDI/PS immediately informs the Special Assistant to the DDP (who alerts the responsible division) and the appropriate Senior Intelligence Support Officer (SISO) of the DDI.

c. The primary burden for substantive contributions and initial review on any paper falls to the responsible SISO, who keeps in close touch with his contact in DDP.

d. Normally, Agency contributions to the initial paper are minimal -- the primary responsibility for substantive input falls on INR, AID, the Pentagon, and USIA.

e. In certain instances (e.g., [redacted]) the Agency (primarily DDP) will be asked to provide a special "Intelligence Annex" which is designed to indicate some of the unique aspects of a country's relationship to the US as a result of either key intelligence collection installations or for other reasons.

f. During the early stages of the drafting process, the SISO is expected to make sure that the emerging text is consistent with Agency views and information. Each draft as it emerges is made available to the appropriate components of DDP and DDI for review at the working level and, if necessary, to higher levels.

g. When the draft reaches a point where it will be moved from the Policy Planning Council to the Interagency Policy Group, the SISO will obtain the views of senior officials in the DDP and the DDI. As appropriate, (e.g., where there are major matters affecting the Agency's interest or where there are disagreements on any issue), the draft will be referred to the DECI.

h. Prior to the point of final signoff at the Policy Group, the DECI or the DCI, as appropriate or necessary, will be provided with an opportunity to register his views. On this occasion, of course, he will be provided with a briefing paper indicating the recommendations of senior officers in the DDI and DDP.

i. In the event that difficulties arise at the Interagency Policy Group, the DECI and/or the DCI will be informed and their guidance sought.

5. It should be noted in closing that one of the difficulties that has been experienced with these papers thus far has been their length and their poor organization. This has been corrected so that the policy recommendations in the paper will be set forth separately (rather than interspersed throughout the paper) thereby permitting senior officials to review the major aspects of the paper without wading through 100-odd pages of analysis.

6. Two papers are close to being finished - [redacted] and [redacted]. Both of these will soon be coming before senior officials for their review and approval.

Chester L. Cooper
Assistant Deputy Director of Intelligence
(Policy Support)

A/DDI/PS/CLC:rh(3 Dec 63)

Dist: O+1 - Addse

1 - Policy Papers

1 - Mr. [redacted]

1 - O/DDI Chrono

1 - CLC Chrono

3