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DD/P 1-42900

20 December 1954

MEMORANDUM FOR: Chief of Operations

SUBJECT : ZIPPER Evasion and Escape Program

REFERENCE : ECLA-11579. Chief of Base, Pullach to Chief, EE,  
dated 23 November 1954

1. PURPOSE. The purpose of this memorandum is to obtain approval for initiation of the Evasion and Escape program proposed by ZIPPER in Reference (attached).

2. GENERAL BACKGROUND

a. Evasion and Escape Requirements. CINGEUR E & E requirements placing highest priority on the German area were forwarded to EE Division in June 1953. While they have not yet been submitted to the Joint Chiefs of Staff and are not yet formal, it is not anticipated that the JCS will modify them substantially.

b. Past Efforts to Establish Evasion and Escape Facilities in Germany. On the basis of existing and anticipated future requirements three formal German Mission projects with E & E aspects have been mounted but did not prove worthwhile and were therefore terminated.

c. Present Status. No present capabilities for E & E exist in either East or West Germany. A new unilateral project (CACINNABAR), which is currently being mounted, may have a very limited capability for E & E within another year. Since the project is designed, however, only to create nuclei for help in fulfilling all unconventional warfare requirements, this project can at best only partially fulfill East German E & E needs.

d. Stay-Behind Policy in Western Germany. Since the fall of 1952, it has been CIA policy not to conduct stay-behind activities in Western Germany, other than those involving intelligence collection, except with the knowledge and consent of the host government. The Director specifically stated that no unconventional warfare stay-behind activities would be conducted in West Germany without the knowledge of the Federal Republic government. (There is no policy restriction against the creation of unilateral unconventional warfare assets in denied areas).

NAZI WAR CRIMES DISCLOSURE ACT

EXEMPTIONS Section 3(b)

(2)(A) Privacy

(2)(B) Methods/Sources

(2)(G) Foreign Relations

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3. SPECIFIC BACKGROUND RELATIVE TO EVASION AND ESCAPE ACTIVITIES BY ZIPPER.

a. After extensive discussion, it has been generally agreed within EE Division that any substantial E & E assets in Germany would most appropriately be developed by ZIPPER. Earlier this year, the Deputy Chief, German Mission, requested Chief/POB informally to determine the attitude of Chief/ZIPPER towards this type of operation. Chief/ZIPPER recognized the need and agreed to develop a program within the framework of his organization.

b. The assignment of U. S. officer of the rank of colonel for stay-behind matters on the Pullach Staff was based, among other reasons, on the knowledge that Chief/ZIPPER was favorably disposed towards planning stay-behind operations, including E & E, and on the assumption that such a ZIPPER program was desired by CIA.

c. Subsequently this headquarters was requested by the German Mission to release certain E & E doctrinal materials to Chief/ZIPPER and selected members of his staff. On the basis of this request, the participation of ZIPPER in E & E planning activities was approved.

4. PRESENT ZIPPER PROPOSAL: The attached reference contains ZIPPER's developmental plan for an E & E network in West Germany through the calendar year 1956. Organizationally, the program is to be tied into ZIPPER's existing general stay-behind effort at the top staff level but with rigid compartmentation in all lower echelons. The plan calls for a gradual build-up to begin with the creation of a small headquarters staff nucleus (already accomplished) and to be followed by the recruitment of case officers and finally agents. It is estimated that by the end of 1956 the program will consist of sixteen staff members and forty-eight agents organized into eight cadres of six men each who will be in various stages of training. Estimated semi-annual costs for the program are: first half of 1955, [ ] second half of 1955, [ ] first half of 1956, [ ] second half of 1956, [ ]

5. GENERAL CONSIDERATIONS.

a. For policy reasons, any E & E program in West Germany must be undertaken in collaboration with the Federal Republic government. The ZIPPER program can therefore be initiated only if the German Government is so advised and offers no objections. From the viewpoint of our relationship with the Federal Republic government, until ZIPPER is legalized this program must be regarded as a unilateral effort.

b. ZIPPER is the only instrumentality with a probable present capability of making significant progress towards the fulfillment of CIA E & E requirements. The magnitude of these requirements is such that even with ZIPPER's participation only partial fulfillment is possible. Past experience suggests that a unilateral effort, to meet existing requirements, even if authorized, would fall short of the goal.

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6. ADMINISTRATION.

a. The attached Reference, paragraph 1, indicates that funds allocated to the Pullach Operations Base are available to cover developmental activity in the E & E field until the end of FY 1955.

b. EE Division may have to request a certain increase in the ZIPPER FY 1956 budget in order to subsidize the enlarged activity of this E & E program. The actual amount involved will be determined on the basis of development of the project between now and 1 July 1955. Such development will be coordinated with the staffs concerned.

7. RECOMMENDATION. It is recommended that approval be granted for initiation of the ZIPPER proposal contained in attached reference, provided the Federal Republic government is informed and offers no objection. Such approval will pertain only to that portion of the attached reference which covers the period up to 1 July 1955.

[ ]  
Chief, Eastern European Division

Concur, C/PP [ ] (Subject to comment, attached.)

Concur, C/FF [ ]

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100P-1-4454

JAN 14 1955

MEMORANDUM FOR: Chief, Eastern Europe Division

SUBJECT: ZIPPER Evasion and Escape Program

REFERENCES: A. Memorandum from C/EE to COPS  
dtd. 20 Dec. 1954, Subject as above

B. Memorandum from C/FI to C/EE  
dtd. 7 Jan. 1955, Subject as above

1. Concur in the proposal and recommendations contained in Reference A, (attached,) and in the comments of FI in Reference B, (attached,) subject to the following:

a. That any negotiations with ZIPPER will be based on a plan to be developed at and approved by Headquarters, CIA, toward meeting US CINCEUR E&E Requirements for West Germany.

b. That appropriate documentation to be agreed upon by the Office of C/PP and EE Division will be effected for this activity prior to extension into FY '56 and that monthly status reports for this activity will be submitted to the PP Staff effective immediately.

Chief  
Psychological & Paramilitary  
Operations Staff

Attachments:

References as stated above.

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JAN 7 1955

MEMORANDUM FOR: Chief, EE

SUBJECT: ZIPPER Evasion and Escape Program

REFERENCE: Memorandum from Chief, EE to Chief of Operations,  
Subject as above, dated 20 December 1954

1. Concurrence of the FI staff in the proposal for the initiation of ZIPPER's E and E program discussed in referenced memorandum is subject to the following understanding reached in discussions on 4 and 5 January between representatives of FI/PLANS, PP/SAC, PPC/WPD, and EE/PP/G:

a. E and E is the only type of activity in the U/W field which the ZIPPER organization is willing to undertake at this time.

b. It will be made clear to the PULLACH base that any approval granted for the "initiation" of the ZIPPER proposal is to be interpreted as an approval for ZIPPER to initiate the action outlined in paragraph 6 of EOLA-11579 covering ZIPPER's timetable for the period through the first half of 1955.

c. Although FI appreciates the restrictions on disclosure of EUCCOM's specific U/W requirements, further expansion of ZIPPER's E and E program will be based upon and as closely as possible coincident with EUCCOM's specific E and E requirements.

2. The FI staff has one further reservation and that with the respect to indications (on the attached map) that ZIPPER plans to operate in the British as well as the French Zones of Germany. This action is not in consonance with the views of SWPE expressed in dispatch EGQA-38047 dated 29 March 1954 that, in any planning in the E and E field that involves the British Zone, local liaison with the British should be considered in order that our planning can be coordinated with any plans the British may undertake in the E and E field. A similar approach might be considered advisable with respect to the French area.

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GORDON M. STEWART  
Chief  
Foreign Intelligence

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