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## STATE DEPARTMENT PLAN FOR A NATIONAL

#### INTELLIGENCE AUTHORITY

Early in December an entirely new proposal for the centralization of intelligence was brought forward by the Department of State. It was drafted by Mr. Alfred McCormack, Special Assistant to the Secretary, who had been with G-2 during the war.

The major points of the plan are brought out in the covering letter from Secretary Byrnes to the Secretaries of War and Navy. Briefly it envisaged the coordination of all government intelligence functions through a system of committees made up of representatives of various departments. No independent intelligence agency was contemplated and consequently there was no idea of having any centralized intelligence operatins.

Probably the major defect of the plan was that it made everybody and nobody responsible for intelligence coordination. Detailed criticisms follow the plan itself in this collection.

The McCormack Plan is curiously reminiscent of the proposal put forward by the services members of JIC nearly a year before and embodied in JIC 239/1. Although it is far more inclusive than that proposal there is little difference in the basic conception of "coordinating by committees."



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EUBJACT: Metional Intelligence Authority.

By letter of September 20, 1945, the President gave me the following instructions:

I particularly desire that you take the lead in developing a comprehensive and coordinated foreign intelligence
program for all Federal agencies concerned with that type
of activity. This should be done through the creation of
an interdepartmental group, heading up under the State Department, which would formulate plans for my ammoval.
This procedure will permit the planning of complete coverage
of the foreign intelligence field and the assigning and
controlling of operations in such manner that the needs of both
the individual agencies and the Government as a whole will
be met with maximum effectiveness.

Attached is a Plan for carrying out the Precident's directive. It has been recommended to me by my Staff Committee after several weeks of discrepsion and study, and I now recommend it for your favorable consideration.

Aftention is invited especially to the following points:

a. The Flan sets up a Fational Intelligence Authority consisting of the Secretary of State as Chairman and the Secretaries of War and Eavy, but authorizes the Chairman to call in the heads of other Departments and agencies on matters of special interest to them.

h. The Plan is designed to make fullest use of the intelligence resources of all aperaise of the Government, by coordinating their efforts under a comprehensive, Governmentwide program. The proposed machinery is an interdepartmental

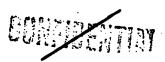


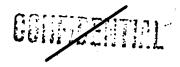


organization under the Anthority, with personnel drawn from existing agencies, rather than an independent agency with a separate budget. This is considered advantageous because it tends (1) to avoid publicity and (2) to reduce competition and duplication between the central agency and the intelligence organizations of existing departments and agencies.

- a. Meentive direction of the central agency is put in the hands of an official of the Department of State, but it is provided that the Secretaries of War and Many must approve the person selected. In that manner the coordinating responsibility of the State Department for matters involving foreign affairs is recognized, but the executive is made a representative of the Authority as a whole, and not merely of a single Department.
- A. The control Secretariat is envisaged as a vorking staff of personnel contributed primarily by the State, Var and Knvy Departments.
- a. The Plan does not preclude any centralized intelligence operations (either under the central agency or outside of it) which may prove feasible and desirable as the program of the Authority is developed. It provides planning mechanisms that may well lead to centralization of intelligence responsibilities in many of the specialized fields, either (1) by vesting responsibility for a particular field in a single existing agency or (2) by bringing together the working units of several agencies on a subject into a joint unit under direction of the Authority.
- f. With respect to clandestine activities ("eccret intelligence" and "counter-espionage") I understand the prevailing opinion to be that such operations, if they are to be conducted, night well be under a central agency; and the Plan sets up machinery for study of that problem in detail and for development of specific operating clans in those fields.

The central agency is conceived in the first instance as a coordinating and planning mechanism, whose mission is to develop the comprehensive program envisaged by the President; to determine foreign intelligence requirements on a Government-wide basis, and to recommend means and methods for meeting those requirements, making use of all the intelligence resources of the Government. Many agencies, in addition to the State, War and Many Pepartments, are engaged in collection and analysis of foreign





information, including the Pressury, the Pepartments of Agriculture, Comperce and Labor, the Pariff and Maritime Commissions, the Pederal Reserve Board and momerous others. Such agencies can make important contributions to foreign intelligence if they work under a coordinated program, so that, within their special fields, they may serve the needs of other Government agencies as well as their own.

Under the Plan as proposed, the privary coordinating mechanism is a group of interdepartmental Committees for the various fields of intelligence, which, in addition to their planning functions, will "Serve as a continuing group resonable for maintaining a coordinated program and for reviewing the adequacy and efficiency of all operations involved in the carrying out of such a program." Tentative suggestions for the principal Committees to be formed are shown on the chart annexed hereto.

Foreign intelligence is a vest and complicated subject, touching upon almost all fields of human knowledge. The problems that it involves do not lend themselves to quick and easy solutions. They must be attacked in detail, and from a long-range standpoint, and on a comprohensive basis. It is believed that the annoted Plan permits that kind of an approach to the subject and gives promise of good results if the execution of the Plan is put in competent hands.

/a/ James P. Byregs

Att.



# YETABLISHMENT OF A NATIONAL INTELLIGINAL AUTHORISM

# <u>OPGARIZATION</u>

1. Pursuent to a letter dated September 20, 1945, in which the President directed the Secretary of State to which the lead in developing a comprehensive and co-ordinated foreign intelligence progrem for all Federal agencies concerned with that type of activity ... through the creation of an interdepartmental group, heading up under the State Department, which would formulate plans for (the President's) approval. There is hereby established an interdepartmental intelligence coordinating authority, to be known as the National Intelligence Authority.

#### MERSHER

- 2. W.I.A. The Mational Intelligence Authority will consist of the Secretary of State as Chairman and the Secretaries of War and the Mavy.
- 3. Additional members. Upon invitation of the Chairman, the head of any other Department or Agency may sit as a member of the Authority on matters of particular interest to his Department or Agency.
- 4. <u>Penuties</u>. In the absence of any member of the Authority, a deputy designated by him of the rank of Under Secretary or Assistant Secretary may serve as a member with full powers.
- 5. Secretarist. The Authority will be served by a Secretariat headed by an Executive Secretary, who will be the Chief executive officer of the Authority. The Executive Secretary will be appointed by the Chairman with the approval of the Secretaries of Mar and Havy. If any person appointed as Executive Secretary shall not be, at

the time of his appointment, an official of the Pepertment of State, he will be appointed as such before assuming his duties as Executive Secretary. The Executive Secretary will be assisted in the performance of his duties by such Deputy Secretaries, Assistant Secretarics, and staff as shall be approved by the Authority. Deputy Secretaries will be appointed by the Authority on recommendation of the Executive Secretary and may be officers of the Army or Navy. Assistant Secretaries and staff will be appointed by the Executive Secretary, from personnal of the Department of State and personnel made evailable by the Waf and Mavy Repartments. The Deputy and Assistant Secretaries and staff of the Secretariat will normally have no other duties. Administrative pervices, other than the provision and pay of personnel, will be furnished by the Department of State. The staff of the Secretarist may be augmented, on approval of the Authority by detail of personnel from exencies other than those represented in the Authority.

6. Advisory Groups. The Executive Secretary will be advised and assisted in the performance of his duties by two Advisory Groups, consisting of a full-time representative of each of the following officials:

# a. Advisory Grown on Intelligence

- (1) Assistant Chief of Staff. G-2. VIGS
- (2) Director of Kaval Intelligence
- (3) Assistant Chief of Air Staff, Intelligence

# b. Advisory Group on Security

- (1) Chief Coordinator, Treasury Inforcement Agencies
- (2) Assistant Chief of Staff, G-2, 1709
- (3) Director of Paval Intelligence
- (4) Director of the Federal Bureau of Investigation
- 7. Committees. The Authority, upon recommendation of the Descutive Secretary, will establish Committees, each of which will cover a major subject, area or kind of operation within the purview of the Authority. Such Committees will be the prisery means by which the Authority will carry out its missions. Each Committee



will consist of an Assistant Secretary as Chairman, who will be detailed full-time from the agency having primary responsibility or interest in that field, and of specially qualified part-time or full-time representatives from such other agencies as are determined by the Authority to have major responsibilities in the field. Administrative services for each Committee shall be furnished by the Executive Secretary.

### DIFIELTICKS

- 8. Intelligence. As used herein, "intelligence" means all significant information about foreign mations, peoples, forces, events, conditions, aspabilities, and intentions which it is desirable to know in order to esfectively the national interests.
- 9. Security Intelligence. As used herein, "security intelligence" (sometimes referred to as "counter-intelligence") is the special extensity of intelligence covering all significant information about hostile persons, movements, ideologies, and activities, whether directed from at home or abroad, which constitute a real or potential threat to the national security or national interests.

#### FUNCTIONS

- 10. E.I.A. The Mational Intelligence Authority, in the broad field of foreign intelligence and in the specialized field of internal security and security intelligence, shall be responsible for the following functions:
  - n. The determination of national intelligence and security objectives and requirements, including those of all departments; and agencies.
  - b. The determination of the most effective manus, in terms of actual operations, for accomplishing those objectives and meeting those requirements.
  - g. The assignment, through a series of specific operating plans of operating responsibilities to various departments and agencies of the Government based upon the general responsibilities of each department and the extent and effectiveness of its intelligence facilities.

- d. The continuous review of the edequacy and efficiency of the intelligence and security programs of the Authority, including inspection, as approved by the Authority, of the operations of departmental intelligence agencies to whom operating responsibilities shall have been essigned by the Authority.
- g. The establishment and direction of centralized intelligence or security operations when it shall be determined by the Authority that such operations can be performed more effectively by a centralized organization than by the intelligence organizations of individual departments or agencies.
- 1. The development of plans for intelligence and security operations in the event of emergency or other changed conditions.
- g. Such other functions as are appropriate in order to develop comprehensive and coordinated foreign intelligence and security programs for all rederal agencies concerned with those types of activity.
- 11. Secretariet. Under the supervision and direction of the executive Secretary, the Secretariat shall:
  - n. Then the Authority's program and make recommendations to the Authority for carrying it cut.
  - Q. Act se the executive for the Authority in carrying out such progres: and all operating plans approved by the Authority, including any centralized operations conducted under the Authority.
  - c. Direct and decrdinate the activities of the Committees, serve as their chairmen, and be responsible for the effective conduct of the Committees' affairs, and coordinate such activities with any operations conducted under the Authority.
  - d. Develop the document procedure and all other procedures of the Authority and Committees.
  - g. Frovide the Authority and Committees with secretorial service.

f. Baintain

- I. Kaintain the document files, including all correspondence, agends, nimites, study sheets, decisions, directives, operating plans, and namels.
- f. Provide other necessary services.
- 12. Advisory Groups. Each member of the Advisory Groups shall savies and essist the Executive Secretary and shall:
  - g. Act as an informal channel of communication between his agency and the Executive Secretary.
  - h. Act as consultent to the Executive Secretary on matters of interest to his agency.
  - s. Assist the Executive Secretary in carrying out the progrem of the Authority in so far as it effects his agency.
  - d. Assist the Executive Secretary in procuring neceseary personnel and facilities for the Secretariat and Committees from his agency.
- 13. Committees. Within the assigned subject, area or kind of operation, each Committee shall:
  - n. Devolor a detailed statement in compiled and indexed form of the national requirements in its field of activity, including those of any department interested in that field.
  - h. Determine the means, in terms of actual operations, for fulfilling those requirements.
  - a. Develop, for submission to the Authority, specific operating plans.
  - f. Develop, for submission to the Authority, plans for operations in the event of emergency or other changed conditions.
  - a. Serve as a continuing grow responsible for maintaining a coordinated program and for reviewing the adequacy and efficiency of all operations involved in the corrying out of such a program.

1. Engage



1. Pagage in such other operations as specifically directed by the Authority.

#### PROCEERING

- 14. Subject to review by the Authority, all procedures shall be established by the Executive Secretary.
- 16. The Executive Secretary, in presenting material for the consideration of the Anthority, shall be responsible for indicating the extent of agreement or disagreement therein, for transmitting in detail proposals in substantial variance from that of the majority of the Committee covering that field of activity, and for indicating his own recommendations.
- 16. Committees shall be authorized to establish subordinate working groups and to request assistance in the performance of their functions from individual agencies.
- 17. Therever it shall be determined by the Authority that any intelligence or security operation is to be conducted under the direction of the Authority, it will appoint an executive who shall be responsible for the effective conduct of such operation. The personnel (including the executive); funds and facilities required to conduct such an operation shall be provided by the departments and agencies participating in the operation, in expunts and proportions agreed by them and approved by the Authority, based upon the relative responsibilities and apparaises.
- 18. The Chairman of the Authority will ascertain and prescribe the occasion for and manner in which the decisions of the Authority will be submitted to the President prior to their promulantion and execution.

# Preliminary Organization

# NATIONAL INTELLIGENCE AUTHORITY

SEGRETARY OF STATE - CHAIRMAN SEGRETARY OF WAR SEGRETARY OF THE MAYY

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JUSTICE

( NEADD OF OTHER DEPARTMENTS AND ASENCIES TO SIT AS NEMBERS WHEN INVITED BY THE CHAIRMAN; ILLESCURY AND F. B. L. ON ALL SECURITY MATTERS)

