

8 August 1947

MEMORANDUM TO THE DIRECTOR

Via: The Chief, ICAPS

Subject: Organization of ICAPS

Reference: a. Proposed memo to IAB members on subject, "Reorganization of CIG"

1. The appearance of reference a has crystallized my personal views on the subject which have been germinating in my mind during one year's duty in ICAPS. These views in no sense represent those of any other ICAPS' members, and do not stem from a desire to be released from CIG.

2. Proposal

a. Dissolve ICAPS as presently established.

b. Transfer all purely internal ICAPS functions which have no relation to interdepartmental Coordination and Planning to the Executive for Inspection and Security and the Executive for Administration and Management, as appropriate.

c. Establish a civilian Executive for Interdepartmental Coordination and Planning to perform those functions of the present Chief, ICAPS, which relate to interdepartmental coordination and planning only. This Executive should be responsible directly to the Director. He should be assigned one or two assistants as required to prepare rough drafts of papers and to perform the necessary "leg work" in his liaison contacts with the IAB agencies.

d. On the advice of the IAB, establish a permanent IAB working staff or standing committee composed of permanent representatives of each IAB member under the chairmanship of the Executive for Coordination and Planning. Although the character of the IAB representatives is subject to the wishes of the IAB, it is suggested that the assignment of JCS members concurrently to this staff or committee might provide a satisfactory interim channel between the CIA and JCS. Several proposals

have been made from time to time to create a working level staff for the IAB, similar in functions to the JIS in its relationship to the JIC. It is believed that such proposals should be accepted with the important mandatory provision that the Chairman's position must be analogous to that of the Director in his relations to the IAB; that is, the Chairman's personal recommendations must always go up to the Director accompanied by such dissenting opinions as arise.

3. Reasons for dissolving ICAPS as presently established.

a. There is insufficient justification for the assignment of senior officers of the armed services to ICAPS. The fundamental concept upon which these officers were assigned is understood to be that in the formulation of proposed CIG policies, plans and procedures their background experiences in their individual services would serve to reconcile departmental views with those of the national security. This function could be more effectively accomplished by the working staff or committee proposed in paragraph 2 4 for the following reasons:

- (1) The argument that the Chief, ICAPS, needs the advice of officers who can translate their agency views into the interests of national security is not believed sound in the case of a competent ICAPS Chief. Anyone, regardless of his background, who possesses the necessary mature judgment, force and intellectual integrity can do this.
- (2) The position of ICAPS members is neither "fish, fowl nor good red herring". Attached to CIG, they owe their loyalty to the Director, but to enjoy the confidence of their agencies they are expected by them to argue their cases. Without their agency confidence, the IAB customarily nominates ad hoc Committees composed of agency representatives to study any given controversial problem. ICAPS members attend these meetings as "spare parts", contribute only occasional thoughts without voting power, and gain only a general understanding of the conflicting views expressed. Not attending IAB meetings, they obtain only hearsay knowledge of their proceedings from the Chief, ICAPS, and a perusal at a later date of the minutes; they therefore are not in very intimate touch with trends without which they cannot function at maximum efficiency.
- (3) Recently the Chief of Naval Intelligence has submitted one or two papers to which CIG made counter-proposals which were very nearly diametrically opposed. These papers were submitted without the advance knowledge of the Navy ICAPS members. A preliminary exchange of views should have prevented such sharply opposing papers from reaching the IAB.

As a result an ad hoc Committee was appointed by the IAB, and the problem submitted to it. This is improper procedure; the problem should have been thrashed out prior to its submission to the IAB.

4. Reasons for establishment of a single Executive for Inter-departmental Coordination and Planning.

a. A single Executive in the close confidence of the Director and in full understanding of the mission of CIG could operate more effectively in interdepartmental coordination and planning because:

- (1) Operating in direct contact with the agency representatives, he would be in a better position to understand their views through the elimination of the middlemen (the ICAPS members).
- (2) Although the opposing views confronting him would be much more difficult to reconcile than those he encounters from ICAPS members, there can be no danger of the submergence of CIG interests so long as his recommendations are forwarded to the Director.
- (3) Divorced from responsibility in matters relating purely to internal CIG matters of policy, a single Executive could confine his efforts to undivided absorption in interdepartmental problems of coordination and planning. Even though this separation from internal matters might lead to his failure to appreciate CIG's capabilities, he can always be advised by appropriate CIG personnel.

5. Reasons for establishment of a permanent IAB working staff or standing committee.

Without the support of the IAB agencies, the CIA will be continuously obstructed in its efforts to perform its assigned mission. In order to achieve the centralized strength, without which the CIA will be impotent, it is necessary through the expenditure of every effort to bring the IAB agencies into an appreciation of the justification of CIA motives. This can best be realized through seizing every opportunity to promote interdepartmental groups in which free discussions should lead to clarification of purposes.

The IAB has signified its desire for a staff of this nature. Let it become the forum for the free airing of views, providing always that the Chairman's views are not submerged.

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