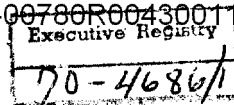


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MEMORANDUM FOR: Executive Director-Comptroller

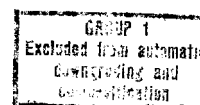
SUBJECT : Participation of the Central Intelligence Agency in the National Interdepartmental Seminar (NIS)

1. This report responds to your request of 9 September for a review of the CIA-NIS relationship -- an inquiry prompted by a letter of the same date from Howard Haugerud, Chairman of the Seminar, informing you that no Agency representatives had been registered for the 51st Session of the NIS beginning 14 September. I have examined the entire record of Agency participation in the NIS during the eight and one half years of its operation and report on it below. I also have made some recommendations in paragraph 15.

2. The recent failure to nominate candidates to the NIS was simply the latest chapter in the eight-year history of conflict and confusion revolving around three elementary questions: should CIA participate? who should go? and how many? This time, however, the long-standing reluctance of the Directorates to support the NIS was given further encouragement by the prevalent rumor that predicted the imminent dissolution of the Seminar as the result of recommendations made in reports of the Macomber Task Forces. Like many others before it, the predicament of 9 September was resolved by the last-minute selection of four rather surprised officers to be our representatives.

3. Efforts to solve the NIS dilemma have been made periodically from 1963, when Matt Baird first outlined his complaints about Clandestine Service participation to the Executive Director, to the most recent action represented by your memorandum of 15 December 1969 to the

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Deputy Directors requesting their cooperation. Compliance is still minimal in that our registry has received only five nominations (by career service of the officer: DDS - 2, DDI - 2, DDS&T - 1) against a quota of eight for the 52nd Session of the Seminar beginning 2 November.

4. Comparatively, the record of the Agency in filling its quota all these years has been neither brilliant nor dismal, usually alternating with State for third or fourth place among the five participating agencies. Defense consistently fills or exceeds its quota. AID occasionally falls short, and in recent years USIA has ranked fifth in attendance. Against a quota of 400 for the 51 sessions conducted since June 1962, the Agency has enrolled 337 students equalling 84 per cent of its allocation and representing 12.4 per cent of the cumulative NIS registration of 2,700. Average CIA attendance has been 6.7 students per session. These figures do not demonstrate the unevenness of our performance from session to session or from year to year. The table in Attachment 1 is a record of Agency enrollments by Year as compared to established quotas and provides a concise summary of our participation.

5. Over the life span of the NIS, the Clandestine Service has underwritten 67 per cent (223) of our enrollment, the Support Services 22 per cent (77), and the Intelligence Directorate 11 per cent (37). No member of the Directorate of Science & Technology has attended the Seminar. Independent Offices have nominated candidates, but they have been members of other career services and have therefore been counted as part of the contribution from their parent offices. Attachments 2 (Plans), 3 (Support), and 4 (Intelligence) are tables which show enrollments of the respective Directorates by Component (Division, Staff, Office) and Grade.

6. In terms of grade input to the Seminar, 72 per cent (244) of the 337 Agency students were in grade GS-14 and above, but only 28 per cent (94) were GS-15s or higher. Supergrades totaled 20, half of whom came from the Clandestine Service. To provide a measure of perspective, note that enrollments from State and Defense for the 51 sessions have included 47 ambassadors, 45 generals (one and two star), two admirals, 34 FSO-1s, 123 FSO-2s, and 212 full colonels or equivalent. Generally, Agency students have been of lower rank than those from the other organizations, especially State and Defense. Attachments 5 (Plans), 6 (Support), and 7 (Intelligence) are tables analyzing enrollments of the Directorates by Grade and Year.

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7. From impressions gained through a review of more than 100 written evaluations of the NIS prepared by former Agency students, I find it somewhat perplexing to reconcile the predominantly favorable remarks with the apparent widespread reluctance of the Directorates -- particularly the Clandestine Service people for whom the Seminar is most applicable -- to render worthy support to it. Surprisingly, relatively few critiques were overall negative to the extent of recommending Agency withdrawal or abolition of the Seminar, although many contained suggestions for improvements. I did note, however, that some of the harshest complaints came from Clandestine Service officers and, for the most part, were concentrated on a relatively few sessions presented in 1968 and early 1969 -- all prior to the extensive revisions made in the curriculum as directed by the Committee on Training to implement FIDP training policies. These changes were called to the attention of the Deputy Directors in your memorandum of 15 December 1969. Still other modifications have been made within the last few months to reflect the "Nixon Doctrine" and recent developments in the United States (student revolts, racial conflict, environmental problems) affecting U. S. foreign policy and overseas programs. They all demonstrate the great distance the Seminar has traveled from a program focused narrowly on counterinsurgency.

8. [redacted] reports that all four Agency students at the 51st Session, completed 2 October, came away with a distinctly favorable outlook on the Seminar. [redacted] Chief of Intelligence Faculty and a student in this Session, gave the NIS very high marks on all points -- objectives, goals, organization, reading materials, caliber of student and speaker, and level of sophistication -- and urges our continued support. Of course, not all ^{given} students submitted evaluations to the Agency Faculty Adviser, and I am aware that some strongly critical papers were given directly to officials of the various career services in addition to some stinging vocal criticism. Much of the latter is difficult to pin down precisely, but some of it seems to have exhibited personal bias and the existence of personal problems.

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9. Notwithstanding the preponderance of favorable views on the NIS -- many from its own officers -- the prevalent attitude in the Clandestine Service is clearly negative. In the minds of many, the NIS has been discredited as a training experience because it is irrelevant and outdated. Astonishingly, some people still think the emphasis is on counterinsurgency, yet [redacted] says he heard the term mentioned only once or

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twice during the three-week period and that it is not a popular concept. Two other more practical considerations do plague the CS, however, which account for the difficulty in getting candidates. The principal one is the conflict between training priorities and time available for training. Mandatory requirements, such as the Soviet Bloc and European Operations courses or the [redacted] (which was recently cancelled for lack of students), take precedence over the NIS. The second problem concerns the view that the NIS is suitable training only for the inexperienced individual and not for the veteran officer who has served abroad, particularly in command positions.

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10. Paradoxically, today's Seminar is able to accommodate both the senior official and the relatively junior officer. [redacted] assures me that each is needed and welcomed. Ideally, [redacted] would like to have at least four well-qualified CS people -- station chiefs, base chiefs, and senior operations people. From the Intelligence side of the house, he welcomes the senior analyst who requires updating, and, from the Support Services, the senior support officer. To function effectively, an absolute minimum of four Agency people are needed and these should be CS officers.

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11. Appraisals of the NIS by students from the other four participating organizations, like those from Agency graduates, have been overwhelmingly favorable. In response to a directive issued in May 1968 by the Senior Interdepartmental Group (SIG), the NIS staff sent more than 300 questionnaires to former students to determine the relevancy of Seminar training to their field assignments. Over 200 replies came in -- none from Agency alumni -- and nearly all were complimentary. The point here is that we keep hearing, most recently from Howard Haugerud, that one consistently high value of the course has been the participation of people from CIA.

12. The most serious threat to continuance of the NIS was unleashed by Recommendation #16 in the report of the Macomber Task Force on Personnel and Training (IV), dated 10 June 1970, which stated that the NIS was an inefficient and unsatisfactory program for exposing agencies to State leadership and only of marginal value as a training experience for Foreign Service Officers. The report concluded that efforts to refocus the curriculum have not succeeded and therefore recommended that it be phased out, and its functions, staff, and facilities used as a base for a new Foreign Affairs Executive Training Center within the Foreign Service

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Institute. Task Force X on "Reorganization of the Foreign Service Institute," seconding the proposal of TF IV, refines the suggestion a bit more by recommending that certain functions of the Seminar be allotted to a new Foreign Affairs Executive Seminar to be established in the new Training Center.

13. Within the State Department, contrary to impressions left by the Task Force reports, the NIS finds such powerful advocates as Under Secretary of State U. Alexis Johnson, often referred to as the "father" of the Seminar, and Marshall Green, Assistant Secretary of State for East Asian and Pacific Affairs. FSI Director Howard Sollenberger is also known to be generally in favor of retaining the NIS. Howard Haugerud, negative and skeptical at the time he assumed the Directorship a year ago, is a strong proponent and intends to fight this thing all the way. Not without friends on Capitol Hill, he has forwarded a letter outlining NIS problems to Senator Fulbright. Mr. Johnson has asked for the appointment of an ad hoc committee to examine the status of the NIS with a view not only to maintain, but to expand its charter. He has also applied strong pressure at strategic points in the Department to restore State participation and leadership to respectable levels -- two conditions considered indispensable to the successful operation of the Seminar. Meanwhile, Mr. Johnson has asked participating agencies to continue supporting the NIS, and Mr. Macomber is reported to be "feverishly" redrafting some of the Task Force papers.

14. For your further information and as additional background in support of the recommendations I have made in paragraph 15, I have listed below certain other observations or comments pertinent to this review of the NIS.

a. Participation of the Agency in the NIS is not optional, though it certainly can exercise its right to petition proper authority for relief from unworkable requirements. The NIS was established by direction of the President in 1962, ultimately reflected in National Security Action Memorandum (NSAM) 283, and reaffirmed by succeeding Administrations through 1969. Quotas for participating agencies and guidelines for the selection of students were originally set forth in the NSAMs, now superseded by policies formulated by the Senior Interdepartmental Group (SIG) and its subordinate element, the Committee on Training, which is responsible for overseeing the training

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aspects of the Foreign Internal Defense Policy (FIDP). Accordingly, any modification of the Agency role would have to be processed through the Committee on Training.

b. Each element of the Agency has regarded its own participation as optional rather than mandatory, advance planning and scheduling have been neglected, and participation has been urged rather than directed.

c. A current, overall assessment of the NIS, on which to base a position in reference to Agency support, is not available because the majority of evaluations were completed prior to recent and continuing efforts at revision and therefore should be discounted. Present attitudes rest on outdated concepts and misinformation.

d. Benefits accruing to the Agency are clearly on the plus side of the ledger, the chief dividend being the opportunity to improve our image and to remove barriers preventing a more balanced view of our mission. No participation, or token participation, or participation by unqualified representatives severely limits the effectiveness of the Seminar and may subject the Agency to somewhat more than its share of criticism if the Seminar collapses from non-support. Further, limited or non-participation is contrary to efforts we support at other federal training institutions for the primary purpose of bringing the Agency into better focus. Finally, continued participation will ensure the Agency a voice in the design of any new inter-agency programs that may be forthcoming. Put another way, we will be expected to participate, or as Task Force X sees basic objectives of the Foreign Service Institute, there will be " . . . institutionalization of interagency integration. . . . full commitment by key foreign affairs agencies is essential. . . . "

e. A predominantly narcissistic attitude has prevailed in the Agency over the years toward the NIS. The emphasis has been almost entirely on the "What's-in-it-for-us" approach with attendant evaluations geared to this measurement. Return on investment is legitimate, but this Agency with nearly a quarter of a century of unique experience behind it should perhaps

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demonstrate a bit more leadership among foreign affairs agencies by making its own special contribution. I think we can do this in a three-week course without any serious erosion of security.

1. Cost should not, as some have suggested, be the critical factor in determining future participation by the Agency. Exclusive of the Faculty Adviser's annual salary (GS-15/8 -- \$28,226), the reimbursable expense to the Agency during the last five years has ranged from a five-year low of \$26,280 in FY 70 to a five-year high of \$37,800 in FY 65. In FY 70 the Agency underwrote about 14.5 per cent of the total NIS budget of \$374,000 and registered 12.4 per cent of the students. Undersubscription or oversubscription of quotas does not affect costs. Excepting the Adviser's salary, FY 71 costs are budgeted at \$23,000.

15. The following recommendations are submitted for your approval. They are intended to keep Agency support of the NIS intact temporarily, thereby complying with the request of Under Secretary of State Johnson, and to suggest action which will be useful in developing an ultimate position vis-a-vis the Agency and the NIS. There is the possibility, of course, that all planning will be overtaken by events and avoid the occasion for any action on our part.

a. Agency participation in the Seminar should be continued at the existing Agency quota of eight until the future of the Seminar has been determined by appropriate authority and until the Agency receives official notification of such action. I recommend that the eight be divided as follows: DDP - 4, DDS - 2, DDI - 2. (Any others in excess can be accommodated without difficulty.)

b. A follow-up directive to your memorandum of 15 December 1969 to the Deputy Directors (Subject: NIS) is indicated at this time. I suggest that the memorandum include a statement advising the Deputies that participation in the Seminar is mandatory and that quotas must be filled. Additionally, I recommend that alternate candidates be identified to back up principal nominees and that nominations be sent to the Office of Training, by 1 December, for each of the first three Sessions of 1971

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beginning 11 January (#53), 1 March (#54), and 3 May (#55). Further, nominations should also be submitted to OTR by 1 June for the three remaining sessions of 1971 beginning 12 July (#56), 13 September (#57), and 1 November (#58), respectively. If you agree with this approach, I will forward a draft memorandum for your review if you prefer to have me prepare one.

c. Subject to a determination that the NIS be retained, I recommend that the Director initiate action through the Committee on Training, Senior Interdepartmental Group (SIG), to reduce the Agency quota from eight to six to establish a more realistic and attainable goal. Failing to secure approval of this request, the Committee should be asked to consider the alternatives of shortening the Seminar (now three weeks) or scheduling fewer sessions (now six per year), or both. Allocations of the revised quota of six should be apportioned: DDP - 4, DDI - 1, DDS - 1. As at present, an occasional candidate from Independent Offices or the Science and Technology Directorate usually can be accommodated without regard to quota.

16. I plan to enroll two knowledgeable senior officers in each of the Seminars scheduled to begin on 11 January and 1 March 1971. Preferably, one should be a Clandestine Service officer and the other an OTR officer. Delaying these enrollments until January, rather than beginning the review during the one remaining session of 1970 in November, will allow the Seminar sufficient time to recover from the effect the Macomber reports have had on its operation. I will require comprehensive written evaluations from each officer conducting this review which should provide a timely, up-to-date, professional look at the Seminar.

[Redacted Signature]

HUGH T. CONNINGHAM
Director of Training

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Concur:

[Redacted Signature]

for
A. L. Zimmerman
Deputy Director
for Support

21 Oct 70
Date

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The recommendation(s) contained in paragraph 15 is(are) approved. *

/s/ L. K. White

6 NOV 1970

L. K. White

Date

Executive Director-Comptroller

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* With the modifications indicated below:

Paragraph 15a: Quota of eight to be divided as follows:

DD/P - 3

DD/S - 1

DD/I - 1

At large - 3

Paragraph 15c: Allocation of the revised quota of six should be apportioned as follows:

DD/P - 3

DD/S - 1

DD/I - 1

At large - 1

The Director of Training is requested to prepare an appropriate implementing directive for signature of the Executive Director-Comptroller.

L. K. White

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