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C.I.G. 18/3

18 December 1946

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CENTRAL INTELLIGENCE GROUP

COORDINATION OF COLLECTION ACTIVITIES  
References: C.I.G. 18, 18/1 and 18/2

Memorandum by the Director of Central Intelligence

1. Pursuant to the instructions of the Intelligence Advisory Board at its 11th meeting on 26 November 1946 the ad hoc committee designated at that time has met and considered amendments to C.I.G. 18/2.
2. Accordingly the Draft N.I.A. Directive in Enclosure "A," concurred in by the ad hoc committee, is submitted herewith.
3. It is recommended that the Director of Central Intelligence and the Intelligence Advisory Board, acting for the National Intelligence Authority pursuant to paragraph 3 of N.I.A. Directive No. 1, approve the Draft N.I.A. Directive in Enclosure "A."

HOYT S. VANDENBERG  
Lieutenant General, USA  
Director of Central Intelligence

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ENCLOSURE "A"

DRAFT

PROPOSED N.I.A. DIRECTIVE

COORDINATION OF COLLECTION ACTIVITIES

1. The following over-all policies and objectives are established by the National Intelligence Authority for the inter-departmental coordination of collection activities so that measures may be taken promptly to effect sound and efficient utilization of the various departmental overseas collecting and reporting services:

a. There shall be an allocation within certain broad categories of agency responsibility for collection in the field.

b. The senior U. S. representative in each foreign area where the United States maintains a foreign service mission shall be responsible for the coordination of all collection activities within his area, and for the proper implementation of the requirements and responsibilities of the respective agencies.

c. All collection facilities will be utilized to their maximum within budgetary limitations for the production of that full flow of intelligence material which is the major need of all departments.

d. There shall be free and unrestricted interdepartmental flow of intelligence information and intelligence to meet the recognized secondary need of each department for intelligence usually prepared or obtained by other departments. At present this Directive is interpreted to apply only to those departments represented by the permanent members of the Intelligence Advisory Board.

e. Common sense shall be applied in the implementation of these established over-all policies and objectives

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to insure the full utilization of individual initiative and favorable contacts by collecting agents.

f. No interpretation of these established over-all policies and objectives shall negate the basic principle that all departmental representatives abroad are individually responsible for the collection and for the appropriate transmission to Washington of all intelligence material of possible usefulness to their departments and to the effective accomplishment of the national intelligence mission.

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Enclosure "A"

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C.I.G. 18/2

21 November 1946

CENTRAL INTELLIGENCE GROUP

COORDINATION OF COLLECTION ACTIVITIES  
References: C.I.G. 18 and C.I.G. 18/2

Memorandum by the Director of Central Intelligence

1. The Special Assistant to the Secretary of State for Research and Intelligence, in C.I.G. 18, suggested that the Interdepartmental Coordinating and Planning Staff (ICAPS) make a tentative report on the basic delineation of responsibilities for collecting foreign intelligence information. The Intelligence Division, War Department General Staff, in C.I.G. 18/1, submitted a proposed agreement which contained a statement of principles on the same subject.

2. Accordingly, the draft N.I.A. directive in Enclosure "A", prepared by ICAPS in the light of C.I.G. 18 and C.I.G. 18/1, is submitted herewith for consideration by the Intelligence Advisory Board. The draft C.I.G. directive in Enclosure "B" contains a tentative proposal to implement the over-all policies and objectives in Enclosure "A".

3. It is therefore recommended that the Director of Central Intelligence and the Intelligence Advisory Board, acting for the National Intelligence Authority pursuant to paragraph 3 of N.I.A. Directive No. 1, approve the draft N.I.A. directive in Enclosure "A".

HOYT S. VANDENBERG  
Lieutenant General, USA  
Director of Central Intelligence

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ENCLOSURE "A"

D R A F T

PROPOSED N.I.A. DIRECTIVE

COORDINATION OF COLLECTION ACTIVITIES

1. The following over-all policies and objectives are established by the National Intelligence Authority for the interdepartmental coordination of collection activities so that measures may be taken promptly to effect sound and efficient utilization of the various departmental overseas collecting and reporting services:

a. There shall be an allocation within certain broad categories of agency responsibility.

b. There shall be an intelligence coordinator for each foreign area as well as a coordinator in the person of the Director of Central Intelligence in Washington to insure proper implementation of the coordinated collection program.

c. Unproductive duplication and uncoordinated overlap shall be discontinued so that all collection facilities may be utilized to their maximum within budgetary limitations for the production of that full flow of intelligence material which is the major need of all departments.

d. There shall be free and unrestricted interdepartmental flow of information and intelligence to meet the recognized secondary need of each department for intelligence in categories other than its own in the development of its departmental intelligence.

e. Common sense shall be applied in the implementation of these established over-all policies and objectives to insure the full utilization of individual initiative and favorable contacts by collecting agents.

f. No interpretation of these established over-all policies and objectives shall negate the basic principle that all intelligence representatives abroad are individually responsible for the collection and for the appropriate transmission to Washington of all intelligence material of possible usefulness to the effective accomplishment of the national intelligence mission.

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ENCLOSURE "B"

D R A F T

PROPOSED C.I.A. DIRECTIVE

COORDINATION OF COLLECTION ACTIVITIES

Memorandum by the Director of Central Intelligence,

1. To implement the over-all policies and objectives established by the National Intelligence Authority for the interdepartmental coordination of collection activities, the following program is announced;

2. ALLOCATION OF RESPONSIBILITY AND AGENCY INTERDEPENDENCE.

a. By mutual agreement the over-all field of departmental intelligence collection responsibility shall be allocated along the following lines:

Political	State Department
Cultural	State Department
8 Sociological	State Department
Economic	State Department
International	State Department
Military (Army, Army Air Force, and Separate Air Force)	War Department
Naval (Navy, Navy Air, or Fleet Air Arms)	Navy Department
Scientific	Each agency in accordance with its respective interests

b. The allocations of departmental responsibility in 2-a above shall by mutual agreement be further broken down as follows:

- (1) State
  - (a) Political
  - (b) Economic (i) Commercial } As related to the
  - (ii) Industrial } civilian economy
  - (iii) Raw materials }
  - (iv) Agricultural }
  - (c) Sociological
  - (d) Cultural

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- (e) Communications (Commercial, Civilian)
- (f) Transport (Civilian road, rail, air, water)
- (g) Scientific-Technical (Civilian).

(2) War Department

- (a) Foreign service ground forces (including establishment; service organization serving both air and ground jointly, and higher headquarters controlling or directing both ground and air forces).
- (b) Economic (Military) (includes over-all war potential studies).
- (c) Scientific and Technical (Military).
- (d) Communications (ground military, both electrical and physical).
- (e) Manpower, morale, health and medicine (as applied to ground and common service forces and over-all war potential).
- (f) Transport (military land service).
- (g) Terrain and geographic.

(3) Navy Department

- (a) Foreign navies and naval operations.
- (b) Foreign naval shore, sea and air establishments.
- (c) Naval economics (includes studies of harbors, port facilities, raw materials and manufacturing facilities as applied to naval matters; importance and vulnerability of targets).
- (d) Manpower and naval health and medicine (as applied to naval war potentials).
- (e) Communications (naval).
- (f) Scientific and Technical (Naval).
- (g) Transport (naval).
- (h) Hydrography and meteorology (as it affects naval operations).

(4) Army Air Force

- (a) Foreign Air Forces (including establishment; ground organizations designed for or allocated to its service and support).
- (b) Economics (as applied to air capabilities and vulnerabilities only).

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- (c) Manpower, morale, health and medicine (as applied to air capabilities and vulnerabilities).
- (d) Scientific and Technical (Air)
- (e) Communications (including military airways and airways communications and aids to air navigation (ground communications facilities and equipment of types which are organic to the U. S. Army Air Forces); and civil facilities suitable for military use).
- (f) Meteorology.

c. In preparing reports under this allocation, reporting agents shall constantly bear in mind the fact that one or more agencies other than the agency of responsibility may have a secondary interest in any category; and they shall take full cognizance of such interest as it may be expressed either in any basic interagency collection guide or in special agency collection directives.

d. Intelligence reports, regardless of source, shall be routed direct to the agency having responsibility in this category.

e. There shall be a free and unrestricted interdepartmental flow of information and intelligence. No agency shall attempt to maintain complete file or research facilities in categories not of its responsibility, but shall request and receive from the agency having responsibility in the category those intelligence reports necessary to the development of its own departmental intelligence.

### 3. DESIGNATION AND DUTIES OF INTELLIGENCE COORDINATOR.

a. Each foreign area shall have an intelligence coordinator who shall supervise and direct the activities of intelligence personnel within his area to the end that the intelligence objectives of the Government as a whole and the collection directives of the respective intelligence agencies shall be most efficiently and expeditiously accomplished. The responsibility for this program shall rest with:

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(1) The Chief of a U. S. Diplomatic Mission where such exists and no U. S. commander has a military responsibility within the area.

(2) The Senior U. S. Military Commander (Army or Navy) where no Diplomatic Mission exists for the area.

(3) Both the Chief of Mission and the Senior U. S. Military Commander where both have jurisdiction in the area. In such cases each intelligence coordinator will be responsible only for the activities of the personnel under his administrative control. Over-all intelligence coordination will be furnished by a designee of the Director of Central Intelligence and approved by the I.A.B.

(4) An intelligence coordinator designated by the Director of Central Intelligence through the appropriate I.A.B. member agency in cases not covered by the above. U. S. Territories and Possessions fall under this category in so far as they constitute sources of foreign intelligence.

b. To implement this program each intelligence coordinator shall:

(1) Maintain a local coordinated intelligence file in all categories.

(2) Insure that all subjects in the above allocated categories are being covered by intelligence reports and that the responsibility for such reports delegated to departmental field representatives so far as possible are in accordance with the appropriate departmental responsibility.

(3) Insure that whenever one or more of the departmental intelligence agencies are not represented at a foreign post or the appropriate representative is unable for any reason to carry out his mission, reporting on the categories of those departmental responsibilities is delegated to the extent possible to other members of the staff. When such delegation is other than temporary the coordinator

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will advise his parent agency of his action and the reasons therefor.

g. To assist the coordinator in his over-all responsibility:

(1) All standing field collection instructions will be reviewed by the initiating agency and in coordination with the Central Intelligence Group be replaced when appropriate by a basic interagency collection guide and index to insure that all reports designed to supply basic intelligence data shall meet the requirements of the several agencies as to format and content.

(2) National collection directives based on research requirements corresponding to current essentials of national intelligence shall be issued and revised on a continuing basis and shall supplement interagency collection directives.

(3) All intelligence agency collection directives related to policies established in N.I.A. Directives as distinct from national interagency collection directives such as those reflecting the National Intelligence Requirements shall be coordinated with the Director of Central Intelligence before or concurrently with issuance.

#### 4. RESPONSIBILITIES OF COLLECTING AGENTS

a. Field representatives of each intelligence agency will be directed by their agency to:

(1) Cooperate in the coordination measures prescribed by the intelligence coordinator.

(2) Promptly enter into the local intelligence file copies of all source material and intelligence reports prepared by them and falling within their departmental categories.

(3) Bring to the attention of the appropriate representative and enter into the local intelligence file any other intelligence data of interest to the latter which may come to the former's attention.

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(4) Collect information and prepare intelligence reports other than within their own categories when specifically directed by their agency or by the intelligence coordinator.

(5) Promptly forward to their home offices intelligence reports reflecting the source materials which have been collected and entered into the local intelligence file from any source and which fall within their departmental categories.

(6) Make available to the intelligence coordinator and to the other field representatives all collection directives and instructions which are received from their parent agencies.

b. Nothing in this directive shall be interpreted as authorizing the suppression or substantive change of any intelligence report by any responsible officer without the concurrence of the officer preparing the report. Intelligence material which may have no significance to field representatives in a single area or which may appear to be at complete variance with the over-all trend may have great significance and form a definite part of a picture being developed by the individual intelligence agency or by the Central Intelligence Group. However, any dissenting opinion or commentary will be incorporated in the report before its submission.

c. To insure the greatest interchangeability of reports:

(1) The various report forms now in use by the respective intelligence agencies will as far as practicable be standardized to insure their greatest usefulness to all the agencies.

(2) All reports prepared will bear, in addition to that information required by the respective agencies, the following:

- (a) Name of collector and name of reporter.
- (b) File index number of each member agency.

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(c) Local field distribution.

(d) Recommended Washington distribution.

d. Each agency receiving information from the field will ultimately be responsible only for the distribution within its own department and to the C.I.G. The C.I.G. will ultimately be responsible for all interagency distribution.

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COPY NO. 22

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28 October 1946

CENTRAL INTELLIGENCE GROUP

PROPOSED AGREEMENT TO COORDINATE INTELLIGENCE  
ACTIVITIES OF THE STATE, WAR AND NAVY DEPARTMENTS

Memorandum by the Secretary

The enclosed draft agreement, received by the Central Intelligence Group from the Intelligence Division, War Department General Staff, is circulated herewith to the Intelligence Advisory Board for information in connection with C.I.G. 18.

JAMES S. LAY, JR.,  
Secretary, N.I.A.

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E N C L O S U R E

D R A F T

AN AGREEMENT TO COORDINATE THE INTELLIGENCE ACTIVITIES OF  
THE WAR DEPARTMENT, NAVY DEPARTMENT, AND STATE DEPARTMENT

Prepared by the Intelligence Division,  
War Department General Staff

1. In order to coordinate the intelligence activities of the War Department, Navy Department, and State Department and thus save manpower without loss of national intelligence efficiency, it is essential:

a. That there be a minimum of overlap in the intelligence functions of the three departments.

b. That there be a free and unrestricted interdepartmental flow of information and intelligence.

2. The following principles are therefore agreed to:

a. Primary responsibility

Certain subjects are of primary interest to each of the three departments. Such subjects shall be allocated to each agency respectively and shall be considered the subjects of primary responsibility for that agency. Each agency may retain all intelligence functions relating to the USSR and the satellite nations until such time as it may seem advisable to allocate responsibilities as for other areas.

b. Research, evaluation and analysis

Each agency shall be responsible for research, evaluation and analysis of those subjects for which it has primary responsibility.

c. Collection

Field collection shall follow the line of primary responsibility to prevent duplication of effort. Common sense application should be applied to take advantage of individual

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initiative and favorable contacts. The principle should never be applied in the sense of regimentation. Matters of principle will be coordinated between departments in Washington. Coordination of collection effort within the scope of enunciated principles will be the function of the Chief of Mission. Reports regardless of source will be routed direct to the agency of primary responsibility.

d. Estimates

Each agency is responsible for the production of estimates and other projects for its own department. Agencies will, therefore, provide information and intelligence on their respective subjects of primary responsibility to the other agencies as their needs require.

e. Direct communication

Each agency may call on another agency for information and intelligence on those subjects for which that agency has primary responsibility.

f. Who's who

Each agency shall collect information and maintain files on personalities within their subjects of primary responsibility. A central master file shall be maintained for common reference.

g. Strategic Intelligence Digest

Each agency shall contribute and keep current chapters of a digest of factual information on each country of the world. Chapter responsibility shall be the same as the subjects of primary responsibility. The form of such digest shall follow generally the Strategic Intelligence Digest form now in preparation by the Intelligence Division, War Department.

h. Supervision

To insure the coordination of the Intelligence agencies and maintain the highest standards of intelligence production, a central agency shall maintain necessary supervision of inter-departmental cooperation and production.

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