

orig. Gen Taylor
NSAM 341

16

CONFIDENTIAL

Saturday, May 20, 1967 -- 11:40 a.m.

Mr. President:

Herewith Gen. Taylor raises a real and serious problem.

We thought we had it solved with the Schelling appointment -- after great delay. But he's bailed out.

Gene tells me he has recommended Franklin Lindsay for the Schelling job; but action apparently awaits Nick's return.

I believe it essential that Sec. Rusk understand your personal concern that NSAM 341 has not been effectively implemented.

W. W. Rostow

~~CONFIDENTIAL~~

WWRostow:rlm

DECLASSIFIED
Authority NLS 91-470
By Ch/ry NARA, Date 12-16-88

THE WHITE HOUSE

WASHINGTON

16a

~~CONFIDENTIAL~~

May 17, 1967

MEMORANDUM FOR THE PRESIDENT

Subject: Implementation of NSAM-341, dated March 2, 1966

Shortly after my return from Saigon in 1965, you directed me to review all governmental activities in the field of counterinsurgency and to make appropriate recommendations to assure our readiness to cope with other situations similar to that in South Viet-Nam. The principal outcome of this review was the promulgation of NSAM-341 in March, 1966.

The effect of this decision on your part was to assign responsibility for the direction, coordination and supervision of overseas interdepartmental activities to the Secretary of State as your agent who was to be assisted by the Senior Interdepartmental Group (SIG) chaired by the Under Secretary of State and including as members the Deputy Secretary of Defense, the Administrator, AID, Chairman, JCS, Director, USIA, and the Special Assistant to the President for National Security Affairs. The SIG was to absorb the responsibility in the field of counterinsurgency which, since 1962, had been concentrated in the Special Group (CI) and, in addition, was to serve as a focal point for decisions on all important interdepartmental matters arising overseas.

During the past year, I have naturally watched the implementation of this decision with great interest, hoping that the procedures directed by NSAM-341 would bring method and flexibility into the conduct of our overseas business and remove our dependence on the initiative of individual officials or on ad hoc committees which, in the past, have often been improvised to deal with critical overseas issues.

I regret to say that it is my opinion as a bystander that the SIG and the supporting interdepartmental committees at the level of the Assistant Secretaries of State have not fulfilled the hopes which we had for them more than a year ago. Far from being a forum regularly used by senior officials to discharge expeditiously their interrelated overseas problems, the SIG has met with decreasing frequency during the last year. In the last six months of 1966, the SIG met three times and has met only twice in 1967. It is significant that it has taken no part in the conduct of our most serious and complicated overseas operation--Viet-Nam. I find little indication on the agenda of its infrequent meetings of any serious attention to counterinsurgency and matters related to "Wars of Liberation," a task which required almost weekly meetings on the part of the old Special Group (CI). My overall impression is that the intent of NSAM-341 has been only partially fulfilled and that whatever vitality the new system had at the outset is apparently on the decline.

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DECLASSIFIED
Authority NLT 91-470
By cb/y NARA, Date 12-16-99

~~CONFIDENTIAL~~

- 2 -

Rather than allow the NSAM concept to die from atrophy as it seems to be doing, I would suggest at least one final look to see whether we should formally abandon it, try again to set it in motion, or seek a better alternative. There are several courses you might consider. (1) One would be to ask the heads of all departments and agencies represented on the SIG to comment to you on the effectiveness of the NSAM-341 concept, the desirability of its retention, and the possibility for improved implementation. (2) Another would be to ask only the Secretary of State to make such a report. (3) A third would be to ask some outsider with government experience to review the situation for you. Personally, I would be inclined to recommend the first course with Walt Rostow charged with getting the views of the SIG members.

I prepared a memorandum for you of this nature in March of this year but withheld it because of information which I had received that Dr. Tom Schelling of Harvard was being sought by State to become an Assistant Secretary with the primary mission of assisting in the implementation of NSAM-341. As I am now informed that Dr. Schelling has declined the position, I would feel remiss in not calling this situation to your attention.


Maxwell D. Taylor

Alternative _____ approved

No action now _____

See me _____

~~CONFIDENTIAL~~

THE WHITE HOUSE
WASHINGTON

(10) CONFIDENTIAL

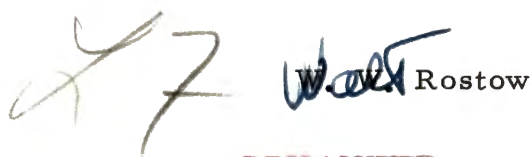
(3)
FS 17

rec'd
6-27-67
12:25 pm

Tuesday, June 27, 1967
11:55 a.m.

Mr. President:

Herewith the statement you
wanted me to formulate.

 Rostow

DECLASSIFIED
E.O. 12356, Sec. 3.4(c)
White House Guidelines, 1997
By Debt NDA 2-10-92
CONFIDENTIAL

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~~CONFIDENTIAL~~

June 27, 1967

I issued in March 1966 NSAM 341, after a thoroughgoing review of governmental organization in the field of foreign affairs conducted by General Taylor.

My decision was to assign responsibility for the direction, coordination and supervision of overseas interdepartmental activities to the Secretary of State. A key part of that decision was to activate the Senior Interdepartmental Group, which was to be chaired by the Under Secretary of State and to include those at the Under Secretary level from the various departments and from the White House.

The simple fact is that for 15 months now NSAM 341 has not been implemented.

I have felt the lack on many issues; for example, the Middle East, Viet Nam, counterinsurgency problems, ^{IN} ~~and~~ Latin America.

I have come to the conclusion that either the Department of State must now energetically and effectively implement NSAM 341 -- and, especially, make the Senior Interdepartmental Group perform its functions -- or I shall have to organize this kind of leadership and coordination out of the White House.

DECLASSIFIED
E.O. 12958, Sec. 3.5
NSC Memo, 1/30/70, re Dept. Guidelines
By 14, NARA, Date 12-16-99

THE WHITE HOUSE
WASHINGTON

17b

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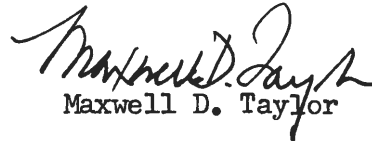
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NLJ91-470
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DEPARTMENT OF STATE

Washington, D.C. 20520

1767

File
NSAM 341

WH - Mr. Smith May 7, 1967
S/S - Mr. John Walsh *JW*

18

John:

Thanks for the copy of NSAM 341, herewith returned. Also attached is the exchange between Ambassador Martin and Admiral Sharp which led me to request the NASM.

Larry

RECEIVED
RUSTOW'S OFFICE

1967 MAY 9 PM 4 44

Handwritten signature

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returned. Also attached is the exchange
between Ambassador Martin and Admiral
Lindsay which led me to request the NSAM.

John:

1967, 7 YAM
MH - *Handwritten initials* - HW
S/S - Mr. John W. *Handwritten initials*

OFFICE OF THE ASSISTANT SECRETARY

DEPARTMENT OF STATE

Handwritten notes:
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1/5
1/5

3577 ¹⁷⁶⁷

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THE WHITE HOUSE
Washington

DECLASSIFIED
Authority NSC 79 F00092
By ptip, NARA, Date 2/7/92

~~CONFIDENTIAL~~

March 2, 1966

PRESIDENTIAL NSAM-341

TO : The Secretary of State
The Secretary of Defense
The Administrator of the Agency for International Development
The Director of the Central Intelligence Agency
The Chairman of the Joint Chiefs of Staff
The Director of the United States Information Agency

SUBJECT: The Direction, Coordination and Supervision of Interdepartmental Activities Overseas.

To assist me in carrying out my responsibilities for the conduct of foreign affairs, I have assigned to the Secretary of State authority and responsibility to the full extent permitted by law for the overall direction, coordination and supervision of interdepartmental activities of the United States Government overseas. Such activities do not include those of United States military forces operating in the field where such forces are under the command of a United States area military commander and such other military activities as I elect as Commander in Chief to conduct through military channels. The Secretary of State will discharge this authority and responsibility primarily through the Under Secretary of State and the regional Assistant Secretaries of State, who will be assisted by interdepartmental groups of which they will be executive chairmen, i.e., with full powers of decision on all matters within their purview, unless a member who does not concur requests the referral of a matter to the decision of the next higher authority.

Activities which are internal to the execution and administration of the approved programs of a single department or agency and which are not of such a nature as to affect significantly the overall U.S. overseas program in a country or region are not considered to be interdepartmental matters in the meaning of this NSAM. If disagreement arises at any echelon

~~CONFIDENTIAL~~

over whether a matter is interdepartmental or not in the meaning of this NSAM, the procedure set forth herein will be invoked which permits a dissenting department or agency to appeal from the decision of an executive chairman to the next higher authority.

1. The Senior Interdepartmental Group

To assist the Secretary of State in discharging his authority and responsibility for interdepartmental matters which cannot be dealt with adequately at lower levels or by present established procedures, including those of the Intelligence Community, the Senior Interdepartmental Group (SIG) is established. The SIG shall consist of the Under Secretary of State, Executive Chairman, the Deputy Secretary of Defense, the Administrator of the Agency for International Development, the Director of the Central Intelligence Agency, the Chairman of the Joint Chiefs of Staff, the Director of the United States Information Agency, and the Special Assistant to the President for National Security Affairs. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman.

The Senior Interdepartmental Group will assist the Secretary of State by:

- a. ensuring that important foreign policy problems requiring interdepartmental attention receive full, prompt and systematic consideration;
- b. dealing promptly with interdepartmental matters referred by the Assistant Secretaries of State or raised by any of its members, or, if such matters require higher level consideration, reporting them promptly to the Secretary of State for appropriate handling;
- c. assuring a proper selectivity of the areas and issues to which the United States Government applies its resources;
- d. carrying out the duties and responsibilities set forth in NSAM 124 and related subsequent NSAMs of the Special Group (counterinsurgency), which is hereby abolished; and
- e. conducting periodic surveys and checks to verify the adequacy and effectiveness of interdepartmental overseas programs and activities.

~~CONFIDENTIAL~~

- 3 -

The SIG will meet in the Department of State regularly and specially at the call of the Chairman. The Chairman will be supported by a full time staff of personnel furnished on his request by the departments and agencies represented on the SIG.

2. Interdepartmental Regional Groups

To assist the Assistant Secretaries of State, an Interdepartmental Regional Group (IRG) shall be established for each geographic region corresponding to the jurisdiction of the geographic bureaus in the Department of State. Each IRG shall be composed of the regional Assistant Secretary of State, Executive Chairman, and a designated representative from Defense, AID, CIA, the Organization of the Joint Chiefs of Staff, USIA and the White House or NSC staff. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman. Meeting and staffing procedures will be patterned on the SIG.

The regional Assistant Secretaries, in their capacities as Executive Chairmen of the IRGs, will assure the adequacy of United States policy for the countries in their region and of the plans, programs, resources and performance for implementing that policy. They will be particularly watchful for indications of subversive aggression directed at the overthrow of governments in the region which the United States has a cogent interest to maintain, and, when such matters require higher level consideration, will recommend appropriate measures to higher authority for dealing with emergent critical situations in their regions.

/s/ Lyndon B. Johnson

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Extra copies

19-1

THE WHITE HOUSE
WASHINGTON

March 2, 1966

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NATIONAL SECURITY ACTION MEMORANDUM NO. 341

TO : The Secretary of State
The Secretary of Defense
The Administrator of the Agency for International Development
The Director of the Central Intelligence Agency
The Chairman of the Joint Chiefs of Staff
The Director of the United States Information Agency

SUBJECT: The Direction, Coordination and Supervision of Interdepartmental Activities Overseas.

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DECLASSIFIED
NSC Authority 79 F 00092
By ing, NARA, Date 12-8-87

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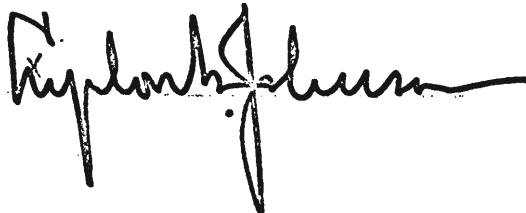
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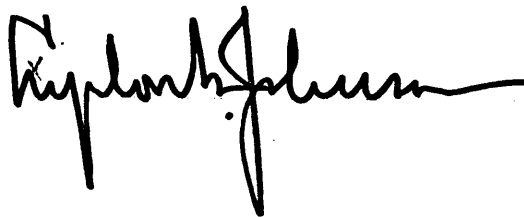
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By mg, NARA, Date 12-8-87

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over whether a matter is interdepartmental or not in the meaning of this NSAM, the procedure set forth herein will be invoked which permits a dissenting department or agency to appeal from the decision of an executive chairman to the next higher authority.

1. The Senior Interdepartmental Group

To assist the Secretary of State in discharging his authority and responsibility for interdepartmental matters which cannot be dealt with adequately at lower levels or by present established procedures, including those of the Intelligence Community, the Senior Interdepartmental Group (SIG) is established. The SIG shall consist of the Under Secretary of State, Executive Chairman, the Deputy Secretary of Defense, the Administrator of the Agency for International Development, the Director of the Central Intelligence Agency, the Chairman of the Joint Chiefs of Staff, the Director of the United States Information Agency, and the Special Assistant to the President for National Security Affairs. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman.

The Senior Interdepartmental Group will assist the Secretary of State by:

- a. ensuring that important foreign policy problems requiring interdepartmental attention receive full, prompt and systematic consideration;
- b. dealing promptly with interdepartmental matters referred by the Assistant Secretaries of State or raised by any of its members, or, if such matters require higher level consideration, reporting them promptly to the Secretary of State for appropriate handling;
- c. assuring a proper selectivity of the areas and issues to which the United States Government applies its resources;
- d. carrying out the duties and responsibilities set forth in NSAM 124 and related subsequent NSAMs of the Special Group (counterinsurgency), which is hereby abolished; and
- e. conducting periodic surveys and checks to verify the adequacy and effectiveness of interdepartmental overseas programs and activities.

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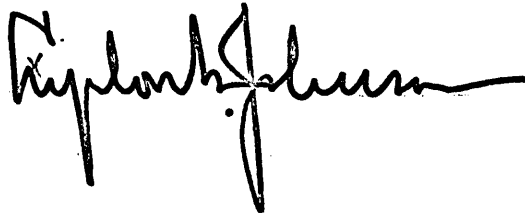
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The SIG will meet in the Department of State regularly and specially at the call of the Chairman. The Chairman will be supported by a full time staff of personnel furnished on his request by the departments and agencies represented on the SIG.

2. Interdepartmental Regional Groups

To assist the Assistant Secretaries of State, an Interdepartmental Regional Group (IRG) shall be established for each geographic region corresponding to the jurisdiction of the geographic bureaus in the Department of State. Each IRG shall be composed of the regional Assistant Secretary of State, Executive Chairman, and a designated representative from Defense, AID, CIA, the Organization of the Joint Chiefs of Staff, USIA and the White House or NSC staff. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman. Meeting and staffing procedures will be patterned on the SIG.

The regional Assistant Secretaries, in their capacities as Executive Chairmen of the IRGs, will assure the adequacy of United States policy for the countries in their region and of the plans, programs, resources and performance for implementing that policy. They will be particularly watchful for indications of subversive aggression directed at the overthrow of governments in the region which the United States has a cogent interest to maintain, and, when such matters require higher level consideration, will recommend appropriate measures to higher authority for dealing with emergent critical situations in their regions.



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THE WHITE HOUSE
WASHINGTON

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Int'l Amer - Bowdler

African - Hamilton

CIA - Jessup

Dep - Binsburg

AID - (?) - Ash PKS

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DEPARTMENT OF STATE
EXECUTIVE SECRETARIAT

Senior Interdepartmental Group

August 3, 1966

MEMORANDUM TO THE DEPUTY UNDER SECRETARY OF STATE
FOR ADMINISTRATION

THROUGH: S/S

FROM : George W. Ball, Chairman *GWB*
Senior Interdepartmental Group

In accordance with the Agreements and Decisions reached at the 13th meeting of SIG, July 26, 1966, concerning the transfer of duties and responsibilities of the Special Group (CI) 0 is assigned, in collaboration with S/P the task of consolidating and integrating the presently excessive number of policy, strategy, planning or programming papers now required of or sent to missions abroad. Such consolidated or integrated papers will include a section on "Internal Defense" for appropriate under-developed countries.

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E.O. 12958, Sec. 3.5
State Dept. Guidelines
By *M* NARA, Date 12-16-98

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DEPARTMENT OF STATE
EXECUTIVE SECRETARIAT
Senior Interdepartmental Group

21b

August 3, 1966

MEMORANDUM TO THE DIRECTOR OF THE FOREIGN SERVICE
INSTITUTE

THROUGH: S/S

FROM : George W. Ball, Chairman *GWB*
Senior Interdepartmental Group

In accordance with the Agreements and Decisions reached at the 13th meeting of the SIG, July 26, 1966, concerning the transfer of duties and responsibilities of the Special Group (CI), there is hereby established a Committee on Training and you are hereby appointed its Chairman. I have asked the other members of SIG to nominate their representatives to you. The agreed terms of reference of the Committee follow:

The Committee will be under the chairmanship of the Director of the FSI and be made up of representatives of the departments and agencies on the SIG. It will include, in addition, the Coordinator of the NIS. Initially, it will have the responsibility of surveying the field of instruction in Government educational institutions in subversive aggression and internal defense, with a view to (a) possible revision of NSAM 283 and (b) initiation of any action considered desirable and feasible based on a review of General Taylor's Point 3 ("Defects in Training") and the Taylor Committee II (Training) Report. In addition to the survey mentioned immediately above, a Review Board consisting of competent persons from within and without the government, and with the chairman appointed by the Chairman of the SIG, will be asked to review the work in this field of instruction and submit its recommendations directly to the SIG.

The Committee

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State Dept. Guidelines
By *M*, NARA, Date 12-16-99

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The Committee on Training will also draft a directive under which it will operate in its continuing responsibility for guidance and direction of training in the field of subversive aggression and internal defense. It will submit this draft, along with any recommendations concerning (a) and (b) above, to the SIG for approval, no later than October 1, 1966.

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DEPARTMENT OF STATE
EXECUTIVE SECRETARIAT
Senior Interdepartmental Group

22

August 3, 1966

MEMORANDUM TO THE ASSISTANT SECRETARY FOR FAR
EASTERN AFFAIRS

THROUGH: S/S

FROM : George W. Ball, Chairman *GWB*
Senior Interdepartmental Group

In accordance with the Agreements and Decisions reached at the 13th meeting of SIG, July 26, 1966, concerning the transfer of duties and responsibilities of the Special Group (CI), the following specific task has been assigned to you:

You are requested to bring to the attention of the SIG each month emergent critical situations in your region which might require action by higher authority.*

* See last sentence of NSAM 341 (attached)

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E.O. 12958, Sec. 3.5
State Dept. Guidelines
By 4, NARA, Date 12-16-91

THE WHITE HOUSE
WASHINGTON

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March 2, 1966

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NATIONAL SECURITY ACTION MEMORANDUM NO. 341

DECLASSIFIED

Authority NSC 79F 00092
By ip, NARA, Date 2/7/92

TO : The Secretary of State
The Secretary of Defense
The Administrator of the Agency for International Development
The Director of the Central Intelligence Agency
The Chairman of the Joint Chiefs of Staff
The Director of the United States Information Agency

SUBJECT: The Direction, Coordination and Supervision of Interdepartmental Activities Overseas.

To assist me in carrying out my responsibilities for the conduct of foreign affairs, I have assigned to the Secretary of State authority and responsibility to the full extent permitted by law for the overall direction, coordination and supervision of interdepartmental activities of the United States Government overseas. Such activities do not include those of United States military forces operating in the field where such forces are under the command of a United States area military commander and such other military activities as I elect as Commander in Chief to conduct through military channels. The Secretary of State will discharge this authority and responsibility primarily through the Under Secretary of State and the regional Assistant Secretaries of State, who will be assisted by interdepartmental groups of which they will be executive chairmen, i.e., with full powers of decision on all matters within their purview, unless a member who does not concur requests the referral of a matter to the decision of the next higher authority.

Activities which are internal to the execution and administration of the approved programs of a single department or agency and which are not of such a nature as to affect significantly the overall U. S. overseas program in a country or region are not considered to be interdepartmental matters in the meaning of this NSAM. If disagreement arises at any echelon

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over whether a matter is interdepartmental or not in the meaning of this NSAM, the procedure set forth herein will be invoked which permits a dissenting department or agency to appeal from the decision of an executive chairman to the next higher authority.

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To assist the Secretary of State in discharging his authority and responsibility for interdepartmental matters which cannot be dealt with adequately at lower levels or by present established procedures, including those of the Intelligence Community, the Senior Interdepartmental Group (SIG) is established. The SIG shall consist of the Under Secretary of State, Executive Chairman, the Deputy Secretary of Defense, the Administrator of the Agency for International Development, the Director of the Central Intelligence Agency, the Chairman of the Joint Chiefs of Staff, the Director of the United States Information Agency, and the Special Assistant to the President for National Security Affairs. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman.

The Senior Interdepartmental Group will assist the Secretary of State by:

- a. ensuring that important foreign policy problems requiring interdepartmental attention receive full, prompt and systematic consideration;
- b. dealing promptly with interdepartmental matters referred by the Assistant Secretaries of State or raised by any of its members, or, if such matters require higher level consideration, reporting them promptly to the Secretary of State for appropriate handling;
- c. assuring a proper selectivity of the areas and issues to which the United States Government applies its resources;
- d. carrying out the duties and responsibilities set forth in NSAM 124 and related subsequent NSAMs of the Special Group (counterinsurgency), which is hereby abolished; and
- e. conducting periodic surveys and checks to verify the adequacy and effectiveness of interdepartmental overseas programs and activities.

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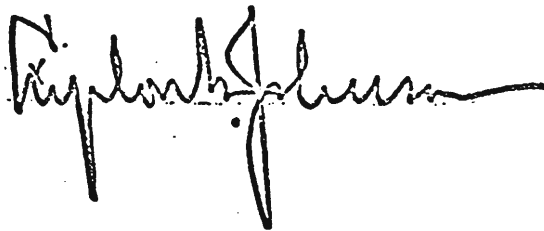
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The SIG will meet in the Department of State regularly and specially at the call of the Chairman. The Chairman will be supported by a full time staff of personnel furnished on his request by the departments and agencies represented on the SIG.

2. Interdepartmental Regional Groups

To assist the Assistant Secretaries of State, an Interdepartmental Regional Group (IRG) shall be established for each geographic region corresponding to the jurisdiction of the geographic bureaus in the Department of State. Each IRG shall be composed of the regional Assistant Secretary of State, Executive Chairman, and a designated representative from Defense, AID, CIA, the Organization of the Joint Chiefs of Staff, USIA and the White House or NSC staff. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman. Meeting and staffing procedures will be patterned on the SIG.

The regional Assistant Secretaries, in their capacities as Executive Chairmen of the IRGs, will assure the adequacy of United States policy for the countries in their region and of the plans, programs, resources and performance for implementing that policy. They will be particularly watchful for indications of subversive aggression directed at the overthrow of governments in the region which the United States has a cogent interest to maintain, and, when such matters require higher level consideration, will recommend appropriate measures to higher authority for dealing with emergent critical situations in their regions.



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DEPARTMENT OF STATE
EXECUTIVE SECRETARIAT
Senior Interdepartmental Group

23

August 3, 1966

MEMORANDUM TO THE DEPUTY ASSISTANT SECRETARY FOR
POLITICO-MILITARY AFFAIRS

THROUGH: S/S

FROM : George W. Ball, Chairman *GWB*
Senior Interdepartmental Group

In accordance with the Agreements and Decisions reached at the 13th meeting of SIG, July 26, 1966, concerning the transfer of duties and responsibilities of the Special Group (CI), the following specific tasks are assigned to G/PM.

- 1) The task of assuring that emphasis is specifically maintained on matters of internal defense and subversive aggression. (See Tab A)
- 2) Revise the OI DP and submit it to me, through G, for SIG approval.

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By *y* NARA, Date *12-16-95*

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Subject: Point 1 - Need for greater emphasis on the prevention of subversive aggression.

Point 4 - The value of Internal Defense Plans (IDPs).

Analysis:

Note: These two points are interrelated and hence treated together.

General Taylor states under Point 1, "There is little evidence that in planning emerging country programs, the respective departments and agencies incorporate measures specifically and consciously for the prevention of subversion but that we support many such measures." He suggests a "preventative package" for each threatened country, assembled thoughtfully in full awareness of the purpose and importance of each part.

His analysis of the value of IDPs, Point 4, contains three elements and a suggestion for action:

1. It is not clear that there is anything wrong with the IDP concept, although there is disagreement as to its value as a document on which to build realistic counter-subversion programs.

2. What

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2. What seems wrong is that in Washington and in the field there is a proliferation of policy, strategy, planning, programming and budgetary papers required by or drafted in several agencies in Washington and most missions abroad.

3. Not only is there often inadequate coordination in these documents as to substance, but there is also little coordination between them from the point of view of timing.

Suggestion for Action: An attempt should be made to consolidate all or most of these documents so that a fewer number cover the required subject matter and bear a proper relation to the Comprehensive Country Programming System (CCPS):

Discussion:

The state of affairs outlined under Points 1 and 4 by General Taylor appears to result from several causes:

1. In some countries insufficient attention to measures such as General Taylor envisages to anticipate and to prevent subversion.

2. In many countries the fact that the considerable number of measures we take have two or more objectives, only one of which is the prevention of subversion, although not so

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specified or singled out by inclusion in a separate document such as the IDP.

3. The plethora of policy papers and of planning and programming papers which are prepared for each country on different time schedules.

There is clearly an urgent requirement for the development and installation of a comprehensive system to consolidate policy and planning/programming papers for each country, on a coordinated time schedule which will produce a fully integrated country package. The development of such a system is a State Department responsibility, specifically of O, working in conjunction with S/P, G/PM and the IRGs. It will require aggressive State Department leadership.

The inclusion in the integrated country papers of a section or annex on "internal defense," similar to the internal defense section in Part II of the National Policy Papers (NPP), would serve as a consolidated presentation of those measures "specifically and consciously" incorporated for the prevention of subversion. The section or annex on internal defense would constitute a mechanism to make certain that prevention of subversive aggression receives its proper place in the context

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of the policies and activities of our government in the field of foreign relations.

However, no matter what form country papers may take, extreme care is essential to avoid so watering down and abbreviating the section or annex on internal defense that it will be a meaningless collection of generalities.

The report of the Taylor Committee I (Policy, Organization, Plans and Programs) contains in pp. 88-92 a useful discussion of the effectiveness of existing defense plans.

Pending the establishment and general use of integrated country papers, it seems advisable to continue to use the IDP, which was originally designed as a preventative package, for selected "key problem countries" which do not already have an NPP or similar comprehensive country paper.

The IDP is an operational plan which forces interdepartmental consideration of subversive aggression and emphasis on countering it. It is not a short-term policy paper or a budgetary paper or a long-range strategy document. Although it contains policy and strategy by way of background, its purpose is to set forth the organization and application of local and

US assets

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US assets against the forces of subversion. While it is not a program document in itself, the IDP should provide the basis for program submissions. Its format could usefully be revised to eliminate unnecessary detail and to sharpen its focus on the anticipation and prevention of subversion. Revised policy and practice relating to IDPs should be considered by G/PM, in consultation with O, as part of revision of the OIDP (see Tab F).

Finally, it should be noted that the current status of the IDP program is chaotic. We have IDPs for 20-odd countries, some obsolete and some reasonably up-to-date. Only a few have been systematically kept current by progress reports. The others have been updated by letters from the Ambassador, but these do not go into program requirements in methodical detail. The Pentagon would like to bring order out of chaos and at least keep the effective plans up-to-date. [REDACTED]

3.3 (b)(1)

[REDACTED]

In addition to the development of a country papers system, there are other means by which greater emphasis can be placed on the prevention of subversive aggression.

1. The revision of the Overseas Internal Defense Policy (OIDP), a subject discussed in Tab F.

2. Systematic

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2. Systematic review by the IRGs of country plans and programs to include policy papers and program guidance, with the objective of ensuring that all documents place appropriate emphasis on subversive aggression and are mutually supporting. SIG review of selected key country programs would strengthen this emphasis.

3. The designation by the Chairman of SIG of the Deputy Assistant Secretary for Politico-Military Affairs (G/PM) as the focal point within the Department to ensure that proper emphasis is placed on internal defense and subversive aggression, including essential emphasis on the non-military aspects of the problem.

An elaboration of this last proposal and of the reasoning supporting it is contained in Annex A to this paper.

Recommendations:

1. That the Under Secretary, in his capacity as Chairman of the SIG, direct O to develop on an urgent basis and install a system to consolidate and integrate country policy and planning/programming papers and report to SIG, through him,

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on progress made. O to ensure that as an essential section or annex to those policy, plan or program papers related to underdeveloped countries "internal defense" be included;

2. That policy and practice relating to IDPs be considered by G/PM, in consultation with O, as part of its review of the OIDP;

3. That in the interim the IDP continue to be used by the IRGs for selected "key problem" countries where the requirement is not already met by an NPP or similar comprehensive country paper; and

4. That the Deputy Assistant Secretary for Politico-Military Affairs (G/PM) be charged by the Chairman of the SIG with the task of assuring that emphasis is maintained specifically on matters of internal defense and subversive aggression.

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Subject: Emphasis on Internal Defense and Subversive Aggression

Problem:

Where to lodge responsibility under the SIG for focusing necessary continuing attention on policies, planning and programs concerned with internal defense and subversive aggression.

Discussion:

The SIG is not the focal point and the gadfly on matters of internal defense and subversive aggression in the same way and to the same extent as was the Special Group (CI). That being the case, there is good reason to fix responsibility for maintaining the emphasis on internal defense and subversive insurgency either in a subcommittee of the SIG or on an officer of the State Department who would report to the SIG through its Chairman.

As there is no place for a layer between the SIG and the IRGs, a special subcommittee would seem to be ruled out as a solution. Logic then points to the function being handled by the Deputy Assistant Secretary of State for Politico-Military Affairs who is concerned on a day to day basis with internal
defense

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defense and subversive aggression matters. He already has, in accordance with FAMC No. 46A of January 25, 1962, the following pertinent responsibilities, listed under Organization, paragraph c, Internal Defense:

(1) Formulation of broad policies designed to assist friendly nations to deal with subversive insurgent or guerrilla activities stimulated or controlled from outside such countries.

(2) Provision of political and foreign policy guidance to other agencies of government concerned with subversive, insurgent or guerrilla threats to friendly nations.

(3) Development of specialized plans or programs for countries threatened by subversive, insurgent or guerrilla activity.

(4) Provision of information and guidance on the political and social causes of national unrest to U.S. military services, AID, and other agencies conducting training or developing assistance programs.

The Deputy Assistant Secretary for Politico-Military Affairs is in a position, acting through the Deputy Under Secretary for Political Affairs, to transmit to the regional

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Assistant Secretaries, for the IRGs, and to the Under Secretary, for the SIG, problems of an interdepartmental nature which require their decision. To carry out this duty, he would need to keep under regular review governmental policies, plans and programs for anticipating or coping with internal defense and subversive aggression, in this way assuring himself and the Chairmen of the SIG and of the IRGs that the desired emphasis on prevention of subversive aggression is being maintained.

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B

Subject: Point 5: "Adequacy of Police Programs"

Analysis:

General Taylor identifies two problems in this area:

1. He expresses doubt that the magnitude of the program is adequate.
2. He states that the recruiting plans and procedures of AID/OPS (Office of Public Safety) are of doubtful adequacy, and points out that personnel problems are bound to increase.

Discussion:

The reports of the Taylor Committees I, II and III contain pertinent comment and recommendations concerning the police program problem. Judging by the views expressed in these reports and by the problem areas defined by General Taylor, it seems certain that aggressive interdepartmental emphasis on police assistance at Washington and abroad is essential to maintain progress on these programs.

Recommendations:

1. That the problem of inadequacy of police programs, including US personnel, be referred to AID, for action in consultation with G/PM, and that regional reports be submitted to the IRGs semiannually;

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2. That the SIG review annually the activities of the Public Safety Office.

3. That the SIG and IRGs give special attention to the adequacy of police programs and of the funds allocated in their reviews of regional and country requirements and programs; and

4. That the IRGs determine the basic security objectives to be met through police assistance programs, taking into account their relationship to the objectives of military assistance programs.

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Subject: Reports of Taylor Counterinsurgency Review Board, Committees I, II and III.

Reports were submitted to General Taylor as of December 1, 1965 by the following committees:

Committee I on Policy, Organization, Plans and Programs.

Committee II on Counterinsurgency Training in US Government Operations.

Committee III on Resources for Averting or Suppressing Subversive Aggression.

Committee IV on Intelligence.

1. The reports of Committees I, II and III have been distributed to State, DOD, USIA, CIA and AID. The report of Committee IV has not been distributed.

2. The committee reports were prepared solely for the use of General Taylor. No effort was made to staff them among the interested agencies or to reconcile occasional differences of view which developed between committee members or between committees. They represent a sort of spot-check, completed in a period of two months, of the vast number of governmental programs related to counterinsurgency.

3. The reports contain much valuable data and the comments
and

and recommendations of experienced senior officers of the five participating agencies. They should be useful to the several agencies in their reviews of the subject matter covered by them.

Recommendation:

That the SIG ask its component agencies to review the Taylor Committee reports which are relevant to their responsibilities with the object to adopting any recommendations therein that they find desirable and feasible.

* * * * *

Specific comments on the reports of Committees I, II and III appear in the following pages.

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Report of Committee I - Policy, Organization, Plans and Programs

A considerable part of this report, particularly as it regards organizational matters, was bypassed by the establishment of the SIG to replace the Special Group (CI). It has also been affected by certain decisions already taken by the SIG.

However, there are sections of the report, including recommendations based on them, which relate to specific subjects and which should be considered in studies of those subjects. Specifically:

1. The section on the OIDP, pages 7-11, to be reviewed by State in any revision of the OIDP.
2. The section on Adequacy of Police Programs, pages 60-75, to be referred to AID.
3. The section on Effectiveness of Existing Defense Plans, pages 88-92, and the section on Desirability of Drawing up Internal Defense Plans for Additional Countries, pages 98-100, to be taken into consideration along with the OIDP, Item 1, above.
4. The section on Civic Action, pages 101-103, to be referred to DOD and AID for its consideration.

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Report of Committee II - Counterinsurgency Training in US
Government Agencies

This report, covering a wide range of material often extending beyond what has generally been considered as counterinsurgency, should be referred to a new Subcommittee on Training of the SIG. The report as a whole should also be carefully reviewed by the offices of the participating agencies responsible for training. Decisions should be reached on the feasibility and desirability of implementing recommendations for action.

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Report of Committee III on Resources for Averting or Suppressing
Subversive Aggression

Action has been initiated in the Department of State, through the Deputy Under Secretary of State for Political Affairs, to determine a position on this report. Comments from AID and from the regional bureaus of the Department have been requested. This is being done as a prelude to discussing the report with DOD, USIA and CIA. It is, therefore, recommended that, if they have not already done so, DOD, USIA and CIA determine their respective positions on the contents of the report.

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NSAM 119 (Dec. 18, 1961), Civic Action

Summary: The basic Presidential directive for incorporating civic action programs in military and economic assistance programs.

Discussion:

This NSAM, addressed to the Secretaries of State and Defense, directed interdepartmental review of and stimulus to military civic action programs. Although antidating the establishment of the Special Group (CI), it was subsequently placed under the Group's cognizance and has been implemented in varying degrees over the years.

The report of the Taylor Committee I on Policy, Organization, Plans and Programs, pages 101-103, points up the advisability of an objective look at the concept and application of civic action. This is also listed as one of the Special Group (CI) pending matters for turnover to SIG.

Recommendations:

1. That DOD and AID, which have primary responsibility for civic action, review the concept and application of civic action and report their progress to the SIG by November 1

2. That the

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2. That the IRGs, in reviewing country plans and programs for countries where subversive aggression is actual or potential, assure themselves that the US capability for civic action has been given sufficient weight.

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B

Subject: Reports of Taylor Counterinsurgency Review Board, Committees I, II and III.

Reports were submitted to General Taylor as of December 1, 1965 by the following committees:

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and recommendations of experienced senior officers of the five participating agencies. They should be useful to the several agencies in their reviews of the subject matter covered by them.

Recommendation:

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* * * * *

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NSAM 177 (Aug. 7, 1962), Police Assistance Programs.

39

Summary:

Gives overall responsibility to AID to coordinate these programs.

Discussion:

The Special Group (CI) is called on to review the implementation of the Police Committee Report in accordance with the responsibilities assigned under NSAM 124. The history of the activities of the Special Group (CI) show that this review was considered as a continuing function. (See Tab E for further discussion of this subject.)

Recommendation:

See Tab E for recommendations.

DECLASSIFIED
Authority RAC O/SR-7-5-5-9
By JON vARA Date 11-29-17

~~SECRET~~

E

Subject: Point 5: "Adequacy of Police Programs"

Analysis:

General Taylor identifies two problems in this area:

1. He expresses doubt that the magnitude of the program is adequate.

2. He states that the recruiting plans and procedures of AID/OPS (Office of Public Safety) are of doubtful adequacy, and points out that personnel problems are bound to increase.

Discussion:

The reports of the Taylor Committees I, II and III contain pertinent comment and recommendations concerning the police program problem. Judging by the views expressed in these reports and by the problem areas defined by General Taylor, it seems certain that aggressive interdepartmental emphasis on police assistance at Washington and abroad is essential to maintain progress on these programs. (See Tab D for further discussion of this problem.)

Recommendations:

1. That the problem of inadequacy of police programs, including US personnel, be referred to AID, for action in consultation with G/PM, and that regional reports be submitted to the IRGs semiannually;

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-2-

2. That the SIG review annually the activities of the Public Safety Office.

3. That the SIG and IRGs give special attention to the adequacy of police programs and of the funds allocated in their reviews of regional and country requirements and programs; and

4. That the IRGs determine the basic security objectives to be met through police assistance programs, taking into account their relationship to the objectives of military assistance programs.

~~SECRET~~

15)

~~CONFIDENTIAL~~

March 18, 1967

MEMORANDUM FOR THE UNDER SECRETARY OF STATE

As I informed you by telephone, the President has agreed that you can offer Mr. Tom Schelling the position of Assistant Secretary of State for Administration.

It is the President's understanding that you will also drive forward other elements in NSAM 341 and, in particular: hold a Senior Interdepartmental Group Meeting approximately every two weeks and personally see to it that the Interdepartmental Groups are actively carrying out their responsibilities under NSAM 341.

(signed) W. W Rostow

W. W. Rostow

WWR:BKS:amc

~~CONFIDENTIAL~~

DECLASSIFIED
E.O. 12958, Sec. 3.5
NSC Memo, 1/30/95, State Dept. Guidelines
By ry, NARA, Date 12-16-99

Dispatched 3/20 Outside Rept.

MEMORANDUM

32

THE WHITE HOUSE
WASHINGTON

*Mr Rostow notified
Mr Katzenbach*

40a

CONFIDENTIAL

Friday, March 10, 1967 -- 1:10 p.m.

Mr. President:

Nick Katzenbach asks your approval to get Tom Schelling for the State Department as a Presidential appointee to drive forward the programming work in foreign affairs. A slot is available.

I strongly recommend that you approve this request for two reasons.

-- The work will simply not be done unless a man like Schelling is brought into the State Department.

-- Schelling is just about the best man I could conceive of for this, if Nick can hook him.

I would recommend to you a condition in granting Nick's request; namely, that you will grant it only if Nick personally guarantees that he will hold a Senior Interdepartmental Group (SIG) meeting every two weeks at the minimum, and that he will personally assure that the Interdepartmental Regional Groups (IRGs) will press forward.* My reason is this; and it derives from more than 4 years as a working stiff in the State Department: Unless the Under Secretary will find the time to insure this interdepartmental leadership is exercised from day to day, it won't happen; and if it doesn't happen, the programming effort that Schelling is being brought in for won't be worth a damn.

Walt Rostow

Approve getting Schelling on proposed basis

Disapproved

Approve Schelling appointment with SIG-IRG conditions

See me

* Nick had thus far been busy and hasn't given this high enough priority; and the machinery is beginning to rust, with considerable disappointment over your NSAM 341.

CONFIDENTIAL

Walt

DECLASSIFIED
E.O. 12958, Sec. 3.5
NSC Memo, 1/30/75, State Dept. Guidelines
By: *ly*, NARA, Date: *12-16-97*

THE UNDER SECRETARY OF STATE
WASHINGTON

March 7, 1967

~~CONFIDENTIAL~~

MEMORANDUM FOR THE PRESIDENT

Subject: Foreign Affairs Management

I thought you might be interested in some observations and recommendations about which I perceive to be some of the management problems which exist among the foreign affairs agencies.

First of all, I am impressed by the number of steps which you and the Secretary have taken to improve the overall management of foreign affairs. The following steps, in particular, seem to me to have been significant:

1. Improvement of communications facilities;
2. The establishment of the Operations Center as part of the Executive Secretariat and the clear benefit it has provided to intragovernmental communication and effectiveness.
3. The Secretary's sound insistence that operational responsibility rest primarily with the Assistant Secretaries;
4. The recent reorganization of P. L. 480 mechanics;
5. The directive which puts ambassadors in charge of all United States governmental operations abroad. (Incidentally, less than 20% of our governmental representatives abroad are otherwise responsible to the State Department or on its payroll);
6. The provisions of NSAM 341 which established the Senior Interdepartmental Group, whose potential I have, as its chairman, come to prize, and the Regional Interdepartmental Groups; and finally

~~CONFIDENTIAL~~

SEARCHED
SERIALIZED
INDEXED
FILED
NLJ 91-341
By NAKA, Date 12-16-77

~~CONFIDENTIAL~~

-2-

7. The study done by the Hitch Committee, at the request of the Secretary, to make recommendations with respect to programming for foreign affairs.

It is with respect to implementing this last recommendation that I call particular attention. I do so for two reasons. The first is because the Secretary directed me personally to take charge of the Hitch Committee effort. The second, more fundamental reason is that we are not yet on top of problems which, fundamentally, stem from the greater overall United States governmental involvement in the post-World War II world.

The Hitch Committee pointed out that there was relatively little benefit to programming foreign policy activities of the Department of State, but potentially great possibilities in programming activities of the government as a whole relating to foreign affairs. This was, I believe, the same concept which led you to issue NSAM 341. The problem is now to implement it fully.

We cannot now do so because we are unable, in sufficient detail, to relate the main programs--AID, P.L. 480, MAP, Peace Corps, CIA, USIA, and others--and our foreign policy objectives in particular countries. We cannot now allocate our resources on the basis of sensible and moderately long-range priorities.

Granting that it would be far more difficult for foreign policy than it has been, for example, in the Department of Defense, I am persuaded that programming can provide a rational framework within which decisions can be more intelligently framed and decided. And I believe such a framework is urgently necessary.

At present, programs tend to be oriented more towards their agencies than towards the countries or regions which they are designed to assist or influence. While the Department of State does coordinate such programs to a greater or lesser extent, I think it fair to say we do not use them sufficiently or efficiently in the pursuit of foreign policy objectives.

~~CONFIDENTIAL~~

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-3-

To take one example, a study this fall of eight overseas missions found that, "... even where the Ambassador undertakes seriously to review, criticize, and make recommendations on projected programs and budgets, he must deal with them on a piecemeal basis as they reach him at various times through the year; and their categories prevent effective comparisons and aggregations across agency lines...if PPBS continues and becomes congealed along the agency lines currently pursued, it will serve to weaken the managerial role of the Ambassador and make more difficult the elevation of his role in the future. ..."

In short, we must make greater effort to organize and distribute our resources, not according to agency objectives, but according to overall United States objectives. This is what programming might be expected to accomplish.

I believe the SIG mechanism provides a ready framework under which to undertake programming. Our budget requests include a modest amount (I assume Rooney will give us about \$300,000) to hire a small group of skilled professionals who have experience in the substance of foreign affairs--and who have the technical expertise in programming.

This background is critical, because any such effort will fail unless we are able to do it well enough to involve all bureaus of this Department and all interested and affected government agencies. This will take both superior skill and time.

I have spent considerable time trying to locate the man who would be best equipped to assist the Secretary and myself in this endeavor and I have sought names from many people inside and outside of government. The unanimous view of all those consulted is that the two best men would be Charles Hitch himself or Tom Schelling, now Professor of Economics at Harvard.

CONFIDENTIAL

~~CONFIDENTIAL~~

-4-

Hitch would not be available, but I believe I could get Schelling to take on this assignment as a part-time consultant from now until June and full time after June. To do so, I would have to act quickly and be in a position to promise him a presidential appointment. You will recall that there is presently a vacant Assistant Secretary position, last used for Administration.

Schelling has remarkably varied foreign policy and inter-agency experience and now simultaneously serves both the Departments of Defense and State. He worked for the-then AID agency from 1948 to 1950 and on the White House staff as an economic adviser to Averell Harriman and Linc Gordon from 1950 to 1953. He taught economics for five years at Yale, spent a year at RAND, and has been a Professor of Economics at Harvard, on the faculty of the Center for International Affairs there since 1958.

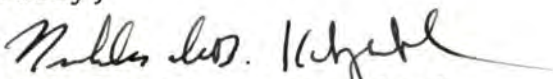
Schelling is an expert on military policy, is a member of the Defense Department's Air Force science board, and has held a variety of advisory positions at Defense. I understand Bob McNamara has tried to lure him to Washington several times, without success.

In addition to his AID and Defense background, he also is highly regarded in the Department of State, which he now serves as a member of the Panel of Advisers for European policy, and he has been an adviser to the Disarmament Agency.

Schelling is 45. He was born and raised in California. He has a current security clearance.

I would like your approval to make an offer to Schelling on the above basis. The Secretary concurs in this recommendation.

Respectfully,


Nicholas deB. Katzenbach

Approved _____

Disapproved _____

NR

~~CONFIDENTIAL~~

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1967 MAR 9 PM 12 02

THE WHITE HOUSE
WASHINGTON

file
NSAM 341

Monday, Oct. 3, 1966
5:45 p. m.

~~CONFIDENTIAL~~

MR. PRESIDENT:

K

My first reaction to this proposal of Max Taylor's (as I told him) was to let the new team settle down before reviewing NSAM 341.

My second reaction was that having a review made now might help focus Nick and Gene on these organizational issues right away before they are caught up in crises, trips to Saigon, etc.

In any case, Max will talk to Nick about it so he can make a judgment.

Walt
Walt Rostow

See what Nick says ✓

Tell Max to make the review _____

Hold off the review _____

~~CONFIDENTIAL~~ attachment

DECLASSIFIED
E.O. 12356, Sec. 3.4
By *plp* 89-26, NARA, Date 2/11/92

THE WHITE HOUSE
WASHINGTON

4/a

~~CONFIDENTIAL~~

October 3, 1966

MEMORANDUM FOR THE PRESIDENT

Subject: Review of the Implementation of NSAM 341

Shortly after your approval last March of NSAM 341, assigning overall direction, coordination and supervision of interdepartmental matters overseas to the Secretary of State, you indicated that you wished me to review the implementation of this arrangement about September 1. Because of the changing personnel situation in several key positions in State, I have refrained from bringing up this matter until now.

As you will recall, the Under Secretary of State, as Chairman of the Senior Interdepartmental Group established by the NSAM, plays a key role in the functioning of the system. With the accession of Mr. Katzenbach to this position, it would appear timely and helpful to him to have this review started soon in order to make the finding available for his guidance. Also, it would be timely to estimate the strength of this organization as State is presently considering the possibility of superimposing on it the planning, programming and budgeting of overseas activities.

If you wish this job undertaken, I suggest that a letter be sent to me along the lines of the draft attached hereto.



Maxwell D. Taylor

DECLASSIFIED
E.O. 12356, Sec. 3.4
NJ 89-26
By WLP, NARA, Date 2/11/92

~~CONFIDENTIAL~~

416

DRAFT

Dear General Taylor:

Now that the responsibilities and organizational arrangements established by NSAM 341 have been in effect for over six months, I would like you to make a review of the functioning of these arrangements and give me your comments as to their effectiveness. As I would like this report by November 15, you may limit your consideration to those elements of the system located here in Washington.

You are authorized to call on any department or agency of the Federal Government for information and assistance in conducting this review.

Sincerely,

File
341

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This Copy For _____

B A C K G R O U N D B R I E F I N G
(Senior Interdepartmental Group)

AT THE WHITE HOUSE

WITH GENERAL MAXWELL D. TAYLOR,
SPECIAL CONSULTANT TO THE
PRESIDENT; AND U. ALEXIS JOHNSON,
DEPUTY UNDER SECRETARY OF STATE
FOR POLITICAL AFFAIRS.

2:40 P.M. EST

MARCH 4, 1966

FRIDAY

MR. LAITIN: Whatever you use from this background briefing should be attributed to "White House sources." Secretary Johnson will be talking to the State Department press on more detailed questions than we would have anticipated from the White House press.

This streamlining organization has grown out of a survey which the President directed General Taylor to make last fall. General Taylor will sum up for you in the meeting this modernization and then Under Secretary Johnson will also be available, after the summary by General Taylor, to answer any questions for you.

I will turn this over to you, now, General Taylor.

GENERAL TAYLOR: Ladies and gentlemen, I think it is fair to say that the survey which was mentioned is a part of the President's program for what he called, in his State of the Union Message, the modernizing and streamlining of the Executive Branch.

This particular task, as you can see, is through the coordination and organization of interdepartmental activities overseas. This, of course, has been a problem that we have had in Washington for a long time, a growing problem as our responsibilities and activities have increased overseas, namely, how to get the best aggregate effect out of the contributions of a number of departments in the overseas area.

The highlights of the paper which you have in front of you, I would say, first is the clarification of the responsibility of the Secretary of State. The President has taken a portion of his own Presidential responsibility and given it to the Secretary of State as his agent. This responsibility is described as "overall direction, coordination, and supervision of interdepartmental activities of the United States Government overseas (less exempted military activities)."

That elliptical reference, "exempted military activities," describes those military activities which are conducted by the President as Commander in Chief through the command channel to the Secretary of Defense, the Joint Chiefs of Staff, and the overseas commanders.

MORE

In addition to fixing the responsibility of the Secretary of State and the Assistant Secretary in support of the Secretary of State, it requires that this task be discharged through two echelons of interdepartmental committees, which are called "groups".

At the Secretarial level there is the Senior Interdepartmental Group, the regular membership of which is on the next to the last paragraph on the first page.

Similarly, the Assistant Secretary, the Regional Assistant Secretaries, five of them, will be also supported by an interdepartmental group, in this case referred to as the "Interdepartmental Regional Group".

I would say these are more than normal committees in two important senses. First, the chairman is an Executive Chairman. It is the code name we have developed to describe a chairman who not only presides, but he also decides. He is charged with the responsibility of deciding all issues which come before his committee. If, indeed, there is disagreement, then the individual representative of the department disagreeing has the right of appeal to the next higher authority.

The other characteristic which I think is important is that these members representing the departments, particularly in the case of the Senior Group, are either the head man or the Number 2 man in these very important and powerful divisions of our Government. They must come and be prepared to commit their department and they must make this a primary duty, always attending and not sending some delegate unless they are out of town or something of that sort.

With those two factors, the Executive Chairman, and the permanent nature of the membership and the seniority of membership, we would hope that issues can be handled expeditiously and delays sometimes inherent within the committee system will be eliminated or at least mitigated.

I think another important point to mention is that these committees or these groups will be very important forums to allow complete participation of everybody who has a legitimate interest in the overseas business. I have stressed the point that although the paper shows the regular members, that the head of any department or agency reporting to the President can be an ad hoc member when he has business at stake before the committee or when he himself raises business before this committee. We would hope that, this being a recognized forum, always in business, so to speak, it would allow the voices of all of the legitimate participants to be heard amply in time before decisions are taken.

I might call attention to the fact that to a large degree we are paralleling in this organization in Washington the system which exists and has existed for a long time overseas, where the Ambassador is the Number 1 American official in that country, and has usually a Country Team of subordinate heads of agencies and departments represented in that country.

We have never had in the past a corresponding organism here in Washington for the Country Teams, and here we are paralleling that, I say, to a large degree at both the Assistant Secretary level and the Secretary level.

I will close by pointing out again that this infringes no statutory authority of any official, and nothing is being taken away from anybody. Instead, a mechanism is being set up which should be quite helpful to virtually everyone who has some mission in the foreign field.

We are trying to expedite business and to codify good practice, and we view this as an important but not a dramatic change in our procedure.

Q General Taylor, this whole statement suggests that up until now the conduct of foreign policy has been either inadequate, sloppy, or delinquent, or whatever this is designed to cure. What is wrong with that view?

GENERAL TAYLOR: I would say we are simply recognizing that our foreign affairs are becoming more and more complicated, and the procedures which may have been adequate in the past are not good enough for the future. I think those of you who have studied the record recall that in 1961, at the time of the abolition of the Planning Board of the OCB, President Kennedy in, I think, a press release indicated he expected the Department of State to take over the coordination functions, but I could find no place in the record where there was anything more formal than that, and this clarifies what the President was speaking about.

Q General, is it possible that this has some relationship to Mr. Bundy's departure, or is this a formalizing of some of the functions that Mr. Bundy has done at the White House?

GENERAL TAYLOR: Certainly Mr. Bundy's departure had nothing to do with this recommendation. I started work on it long before I ever knew Mr. Bundy was going to leave.

Q General, what relationship does this set-up have with the National Security Council? To what extent does it affect the organization of that?

GENERAL TAYLOR: I don't see the effect at all. What has happened is that the Chairman of the National Security Council, the President, has given a part of his responsibility to a member of the National Security Council, the Secretary of State. That is for this particular function. It is quite apparent, I think, that recommendations bearing on policy and that kind of thing, broad matters which are developed in this machinery we have described here, might well become the subject of action of the National Security Council.

Q General, could you clarify your previous answers, sir? Did you mean that this leaves totally unchanged the functions of the White House advisory staff in the field of national security affairs?

GENERAL TAYLOR: I see no change effected by this. Quite obviously, it could, as we gain experience, but what

takes place we are not entirely sure. This sets up a procedure, and exactly how individual activities would be affected by it is a question.

Q Mr. Johnson, this seems to add greatly to the burdens of the Secretary of State; is that correct?

MR. JOHNSON: I think it adds increased responsibilities to the Secretary of State and it sets up a mechanism whereby he discharges this responsibility.

Q By delegating it to the Executive Chairman?

MR. JOHNSON: To the Executive Chairman, and then the interdepartmental groups as well. It should hopefully somewhat reduce the load on the Secretary of State by providing a more formal mechanism for problems to reach the Secretary.

Q Does this eliminate the need for a task force system of an interdepartmental nature?

MR. JOHNSON: It may in some cases, I would hope that the organization set up here would be able to take over, as a task force, in a crisis situation, because you already have a group of people working together on the particular problem.

Q What about things like institutions, like the so-called "Tuesday Lunch", which seems to be an informal thing.

MR. JOHNSON: There is no relation to that at all.

Q Does this give the Secretary of State veto power over the actions of these other agencies, say the CIA?

GENERAL TAYLOR: Insofar as an Executive Chairman is concerned, he can decide on a split issue before his committee. He can make a decision, but that can always be appealed. In point of practice, of course, that is true today. I don't really view this as changing relationships more than simply recognizing relationships and standardizing them.

Q The appeal to the President would always be there.

GENERAL TAYLOR: That is the last court of appeal.

Q Do you feel that this will take some burden off the President?

GENERAL TAYLOR: I would feel much more relieved if I were the President, with as many responsibility overseas, if I felt that I could really put my finger quickly on who is responsible when things go wrong. In that sense, I think it would.

Q General, could we be a little more specific about how it will work out by using Vietnam as an example, and accepting the parenthetical note that this exempts military activities?

Will the Secretary of State now be the man primarily responsible for all of the non-military activities out there? Does that mean that Mr. Lodge reports directly to him in this system?

GENERAL TAYLOR: I would not say it would disturb the relationship of Lodge, who goes through the Secretary at the present time. He now reports to the Secretary, although he has a channel to the President. That will not be changed. I don't see that it changes anything today in Vietnam. There is enough flexibility of procedure that if anything is unsatisfactory in Vietnam, this machinery can be used to correct it.

Q General, why wasn't the Treasury Department included in this committee?

GENERAL TAYLOR: The Treasury Department certainly will have an interest many times, but we really feel that an agency pays a price for being on the committee. You have to give your top man or your Number 2 man to this committee, and he has to do a lot of work. I would feel that it is a disservice to any agency to offer them a seat unless they were there all of the time.

Experience has proved that while the Treasury Department has vast interests in this field, they are not continuing interests. The regular membership represents those agencies, the activities of which really require almost continuing coordination. We talked this over with the Secretary of the Treasury and he understands thoroughly that he has a right to be there at any time that his interests are involved.

MR. JOHNSON: I might point out that this covers agency activities overseas, primarily the agencies who are engaged in activities overseas.

Q Well, the Under Secretary of State will now be relieved of all responsibilities he has had up to now, in order for him to act as an Executive Chairman, or is that roughly what he has been doing?

MR. JOHNSON: In effect, that is what he has been doing, to a degree, and it is formalizing what's already in existence. I don't see that it changes that at all.

GENERAL TAYLOR: In discussing this with several senior officials who were concerned as to whether we were creating a time-consuming new function, I made the point, which I think is correct, as Alex has, that these gentlemen have to do these things anyway, and this ought to be easier for them by making it convenient for them to settle a lot of things which take time.

Q Does this mean that more decisions will be made at the level below the President than is the case now?

GENERAL TAYLOR: I can't answer that. I would certainly hope that there is a filtering-out process here at the Assistant Secretary level, and that the details and secondary matters will be taken care of at that level, but this would allow, I hope, a greater selectivity in bringing to the President those things which are of top priority.

Q Can you give us specific examples of the sort of problem that this thing might cure?

GENERAL TAYLOR: There are just so many of them. Whenever two agencies have any conflicting interest or even the responsibility of working together closely, this simply will give the greater likelihood of that relationship being worked out.

Take Vietnam -- although this is not slanted at Vietnam -- and certainly my experience in Vietnam bore heavily upon my recommendations, because there you have such large programs, and at least six agencies working all of the time on parallel programs,

Take the so-called pacification activities in Vietnam, which includes AID, State, Defense, USIA -- I guess that is all. You have four agencies working in the same field. It calls for very close cooperation, and by the same token some parallel coordination back here.

Q General, I have two questions, sir: In this recommendation that you made, did you draw on the studies that were made before the Jackson Subcommittee, and also is this in a sense an alternative to some of the ideas that previously had been put forth for something like a Deputy President?

GENERAL TAYLOR: Personally, I have been very much influenced by Senator Jackson's subcommittee. I testified before it and I have read all of the documents and re-read them when I was working on this, so it is certainly fair, insofar as I was concerned, to say I was influenced by the very fine work of the subcommittee.

I did not consider any specific proposals and reject them in favor of this. I simply formed it out of the background of my reading, and also personal experience.

Q On the latter part of my question, is this in a sense conceived as an alternative to the idea of a Deputy President?

GENERAL TAYLOR: Not as I conceive it. I didn't consider that fact at all.

Q How often will this senior group meet?

GENERAL TAYLOR: It is hard to tell. I would think at least once a week. As often as necessary.

Q As I understand it, when Mr. Bundy was here, with time he did acquire some kind of judicial function, not necessarily on major policy items, but procedural items that arose out of the known policy when AEC or the Department of Defense had a thing to cooperate on, as to who was going to do it and where, and this kind of judicial function.

Would that now pass to this group, that kind of decision-making, either personnel or interpretation of known policy clashes, and so on?

GENERAL TAYLOR: I think Mr. Bundy would say that he did more coordination than making decisions, necessarily. I will say that always the White House is going to be a focal point of activity and there is going to be a lot of coordination in this building regardless of what takes place outside. I think it would be fair to say if this works as I visualize it, that a Mr. Bundy would not be faced so frequently with the need of dealing with these functions.

MR. JOHNSON: That is right, and I would hope that it would make the Mr. Bundy job easier.

Q But there is still need for a Special Assistant for National Security Affairs?

GENERAL TAYLOR: Very much so,

Q How would this affect the operations with Secretary Freeman and Secretary Gardner?

GENERAL TAYLOR: I would say not at all, any more than it affects any of the other agencies that are out there. Their activities will have to be brought into the proper focus in relation to the overall United States objective, but I don't see that the coordination of their activities presents any special problem; is that right?

MR. JOHNSON: I think that that is entirely correct. This will provide a regular forum in which their problems and their ideas can be related to the whole.

Q Would it give the Secretary of State greater jurisdiction over their activities?

MR. JOHNSON: I wouldn't want to use the term "jurisdiction". I would want to use the term "forum" in which decisions can be reached affecting their activities and the degree to which their activities affect activities of others.

Q Was there much opposition to this within the Government?

GENERAL TAYLOR: No.

Q Could we say that everyone agreed?

GENERAL TAYLOR: A great deal of explanation was given, and one can't suggest any change in the Federal Government without stirring things up. It was laid out and I was very much encouraged.

Q The original apprehensions were allayed?

GENERAL TAYLOR: There are always apprehensions the first time anyone hears any proposition. But in talking it through, as we are talking it through now, when we got through there was agreement.

Q When was this first put to the Cabinet?

Is this the first time that they heard about it today?

GENERAL TAYLOR: In some cases, and in some cases they had heard about it before. To make one point, it is always important, in my thinking, to remember we are always talking about a Presidential function. This is not a State Department function, it is a Presidential function, and the President has simply chosen the Secretary of State to act.

Q General, would you say this gives the Secretary of State a degree of paramountcy over the Secretary of Defense which he did not have heretofore?

GENERAL TAYLOR: He is always primipara, I think, and I think that that describes the position of the Secretary of State in the past. I think that will remain.

Q Sir, you said that President Kennedy had abolished the OCB and told the Secretary of State to take over in this field. Do you know why that was not done?

GENERAL TAYLOR: I would say it was done within the rather limited authority given by the Kennedy statement. I think if you are interested, it is well to actually re-read that press release, because it is a rather tepid charge being placed upon the Secretary of State.

Q Would you give an example, sir, of the way in which this new arrangement will speed decisions and action?

GENERAL TAYLOR: Well, first let us consider the top one, because at the Assistant Secretary level they are simply miniatures of the Senior Interdepartmental Group. First, how can an issue get before that group?

Well, it can be referred to it by the Secretary of State, or, of course, the President. It can be raised by any member of the group, or it can be raised by any head of an agency or a department which is not a regular member, or it can come up from the field by way of the channel of the Assistant Secretary.

Once it gets there, you have sitting at that table men that control the principal departments of Government, the head man or the Number 2 man. It should be possible, if they all agree on something, that each man goes back and sets his own department in motion at once. By the same token, if there is disagreement, and then you have the dynamic Executive Chairman, he will say, "All right, we have a clash now between Department A and Department B, and we will have to carry this to the Secretary of State, or to the President."

If everyone does his task, I would think that we have real hope for that to function.

Q You said this group will have responsibility during a crisis situation. Would you expand on that a little bit?

MORE

MR. JOHNSON: I mentioned that. The question was raised with regard to task forces. When we have a crisis situation arise in the Government, it has been a practice to form a task force, however formal or informal it might be. In this case, your nucleus of your task force would already be in existence and you wouldn't have to establish something new in order to deal with a crisis situation. This mechanism that is established here should be able to deal with the crisis situation without the establishing of any new mechanism.

Q Does this run the risk of the problem in the Eisenhower era, or so attributed to that, that the President gets to see only problems long after their formative stages, and too many things are delegated below him and he doesn't get into the problems until they get out of hand and develop too far?

GENERAL TAYLOR: I would point out as to the membership of these groups, both at the Assistant Secretary level and the Senior Group, the White House has a representative, so that the President's eye is looking on all of these all of the time.

Q Doesn't that make the Senior Group a slightly enlarged National Security Council, without having all of the statutory trimmings of it?

GENERAL TAYLOR: I don't think so, because this is really the Secretary of State doing something as a specific task, and the National Security Council has a whole broad field of everything.

Q Will the White House representatives on the Assistant Secretary group be people out of the National Security Council?

GENERAL TAYLOR: I would think so.

Q What would the National Security Council have as its responsibility that this group wouldn't have? This group covers the Defense Department and CIA and the Department of Agriculture.

GENERAL TAYLOR: It is more a question of when the President feels the need of the advice available to him by the National Security Council, that is always there, and I feel quite sure that individual matters will pop out of this which he would like to put before the entire Government or entire membership of the National Security Council.

Q There are other matters, other than those which this group considers, which would still be the province of the National Security Council?

MR. JOHNSON: There may well be. I would find it hard to answer that. There may well be NSC matters that would not necessarily come to this. Nothing comes to mind offhand.

Q Are there any members of the NSC or any agency involved in NSC which do not have representatives on the Senior Group?

MORE

GENERAL TAYLOR: Yes, but all of them potentially are on as ad hoc members if they have business appropriate to this.

MR. JOHNSON: The NSC is formed of the Cabinet officers themselves. This Senior Interdepartmental Group is at the Under Secretary level.

Q Just once removed, however.

MR. JOHNSON: Yes.

Q General, if you had something like a Cuban missile crisis as a "for instance," would you have the National Security Council meet on it or this Senior Group?

GENERAL TAYLOR: That would be a question..for the President to decide. You will recall the President didn't have this group or the National Security Council.

Q I mean under the current mechanism.

GENERAL TAYLOR: This would be available, or the National Security Council, or the way that President Kennedy operated. He called in the men whom he really needed.

Q Which would be more likely? Would it be more likely to be the National Security Council?

GENERAL TAYLOR: I think it would depend on the President. I don't know how he would do it.

Q If it were in the realm of one of these groups, a crisis of that proportion, who would it be?

GENERAL TAYLOR: When you get a crisis of that sort, he is likely to have his own people, the Secretary of State and the Secretary of Defense in person, inside the office. He wants an eyeball confrontation, and he is not thinking in terms of wheels.

MR. LAITIN: If you have any questions addressed to both General Taylor and Secretary Johnson, you have one more minute, because Secretary Johnson is already late for an urgent appointment.

Q Is Under Secretary Ball the man who is going to be in charge of this?

MR. JOHNSON: Yes.

MR. LAITIN: This is for attribution to "White House sources," and you all have the correction on page 1, I assume. It is all right to use General Taylor's name in connection with the making of the survey.

END

(At 3:05 P.M. EST)

Office of the White House Press Secretary

THE WHITE HOUSE

The President today discussed with his Cabinet and other high officials a new procedure, which he has approved, for the purpose of modernizing and streamlining the executive branch of government in the conduct of foreign affairs.

In order to assist him in discharging his responsibility for the conduct of foreign affairs, the President has directed the Secretary of State, as his agent, to assume responsibility to the full extent permitted by law for the overall direction, coordination and supervision of interdepartmental activities of the United States Government overseas (less exempted military activities). Up to now, the Secretary of State, assisted by the regional Assistant Secretaries, has performed a coordinating function in interdepartment matters abroad. Now he has received formal and specific overall directive authority from the President. While the term "interdepartmental matter" has not been specifically defined, in the present context it covers those activities abroad involving more than a single department or agency, or which is of such a nature as to affect significantly the overall U. S. overseas program in a country or region.

To assist the Secretary of State in this new role, there will be a permanent interdepartmental committee, called the Senior Interdepartmental Group (SIG) with the Under Secretary of State as its "Executive Chairman". The latter term is used to describe a chairman who has the authority and responsibility to decide all matters coming before his committee, subject to the right of any member to appeal from his decision to higher authority. This is an important provision which makes the difference between the normal committee and an incisive, decision-making body.

The other regular members of the Senior Interdepartmental Group are: The Deputy Secretary of Defense, the Administrator of AID, the Director of CIA, the Chairman of the Joint Chiefs of Staff, the Director of USIA and the Special Assistant to the President for National Security Affairs. The Chairman will invite representatives of other Departments and Agencies when they have an interest in the matters under consideration.

The Senior Interdepartmental Group will function as a focal point for decisions and actions on overseas departmental matters which are referred to it by the Secretary of State or by an Assistant Secretary of State, or raised by the action of an individual member. Any Department or Agency not a member may also raise matters for action by the Group.

MORE

(OVER)

Beneath the Secretary of State and the Senior Interdepartmental Group, the regional Assistant Secretaries of State will occupy important focal positions in the channel of responsibility for overall direction, coordination and supervision of interdepartmental matters in the regions of their responsibility. The Assistant Secretaries will serve as Executive Chairman of Interdepartmental Regional Groups (IRG), analogous in membership and responsibilities to the Senior Interdepartmental Group. They will work closely with U.S. Ambassadors and the Country Teams abroad and will assure the adequacy in their regions of U.S. policy, plans, programs, resources, and performance. It is at this level that the volume of work will be done, leaving for the Senior Interdepartmental Group only the major problems. As in the case of the Senior Group, the new arrangements are for the purpose of expediting decision and action.

Thus, the overall purpose of the changes directed by the President is to formalize relationships and clarify responsibilities in the conduct of our overseas business, operating within the framework of existing law. This action does not affect in any way the statutory responsibilities of any of the key Government officials involved or their relations with the Congress. For example, the PL480 (Food for Freedom) Program will remain the responsibility of the Department of Agriculture. In establishing the Senior Group and the Regional Groups, it creates a regular meeting place for the key officials involved in overseas activities and assures decisive action by giving unusual authority to the "Executive Chairman." These meetings also assure the Departments and Agencies primarily involved in overseas affairs a forum in which all views can be expressed in advance of decisions. The Departments and Agencies with an occasional interest will be invited to attend these meetings when there are matters affecting them on the agenda, or they may propose matters for the agenda. In any case, their representative will have the same rights as the regular members when their business is being considered.

While these procedures are not for the purpose of injecting some kind of automaticity or production-line quality into the handling of overseas affairs, they will, it is hoped, bring greater method into the conduct of foreign affairs, permit a sharper and more rapid focus of the efforts of several departments on complex overseas problems, and assure that no sector of the foreign front is neglected at a time of preoccupation with some overriding problem.

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LIST OF ATTENDEES FOR MEETING WITH THE PRESIDENT

IN THE CABINET ROOM, FRIDAY, MARCH 4, 1966, AT 12:00 NOON

The President, Presiding

Dean Rusk, Secretary of State

Henry H. Fowler, Secretary of the Treasury

Robert S. McNamara, Secretary of Defense

Nicholas DeB. Katzenbach, Attorney General

Lawrence O'Brien, Postmaster General

Orville L. Freeman, Secretary of Agriculture

John T. Connor, Secretary of Commerce

W. Willard Wirtz, Secretary of Labor

John W. Gardner, Secretary of Health, Education and Welfare

Robert C. Weaver, Secretary of Housing and Urban Development

Admiral William F. Raborn, Director, Central Intelligence Agency

General Earle G. Wheeler, Chairman of the Joint Chiefs of Staff

David E. Bell, Administrator, Agency for International Development

Leonard Marks, Director, U.S. Information Agency

Charles L. Schultze, Director, Bureau of the Budget

James Webb, Director, National Aeronautics and Space Administration

Donald Hornig, Director, Office of Science and Technology

Christian A. Herter, Special Representative for Trade Negotiations

Dr. Glenn Seaborg, Chairman, Atomic Energy Commission

William C. Foster, Director, U.S. Arms Control and Disarmament Agency

John W. Macy, Jr., Chairman Civil Service Commission

General Maxwell Taylor

Harry Schwartz, Deputy to General Taylor

Bill Moyers

Jack Valenti

Marvin Watson

Henry Wilson

Harry McPherson

Joseph Califano

Robert W. Komer

Francis A. Bator

Bromley Smith

(The Vice President is out of town; Amb. Goldberg is out of the Country; Secretary Udall is out of the country)

LIST OF ATTENDEES FOR MEETING IN THE CABINET ROOM**FRIDAY, MARCH 4, 1966, AT 12:00 NOON****The President, Presiding****The Vice President****Dean Rusk, Secretary of State****Henry H. Fowler, Secretary of the Treasury****Robert S. McNamara, Secretary of Defense****Nicholas DeB. Katzenbach, Attorney General****Lawrence O'Brien, Postmaster General****Orville L. Freeman, Secretary of Agriculture****John T. Connor, Secretary of Commerce****W. Willard Wirtz, Secretary of Labor****John W. Gardner, Secretary of Health, Education and Welfare****Robert C. Weaver, Secretary of Housing and Urban Development****Admiral William F. Raborn, Director of Central Intelligence****General Earle G. Wheeler, Chairman of the Joint Chiefs of Staff****David E. Bell, Administrator of the Agency for International Development****Leonard Marks, Director of the U.S. Information Agency****Charles L. Schultze, Director, Bureau of the Budget****James Webb, Director, National Aeronautics and Space Administration****Donald Hornig, Director of the Office of Science and Technology****Christian A. Herter, Special Representative for Trade Negotiations****Dr. Glenn Seaborg, Chairman, Atomic Energy Commission****William C. Foster, Director, U.S. Arms Control and Disarmament Agency****John W. Macy, Jr., Chairman, Civil Service Commission****General Maxwell Taylor****Bill Moyers****Jack Valenti****Marvin Watson****Henry Wilson****Harry McPherson****Joseph Califano****Robert W. Komer****Bromley Smith**

Draft Press Release to Be Issued Following Cabinet Meeting

at 1:00 P. M. , Friday, March 4, 1966

The President today discussed with the Cabinet the direction, coordination and supervision of U. S. interdepartmental activities overseas.

To assist him in carrying out his responsibilities for the conduct of foreign affairs, he has assigned to the Secretary of State authority and responsibility to the full extent permitted by law for the overall direction, coordination and supervision of interdepartmental activities of the United States Government overseas. Such activities do not include those of United States military forces operating in the field where such forces are under the command of a United States area military commander and such other military activities as he elects as Commander in Chief to conduct through military channels. The Secretary of State will discharge this authority and responsibility primarily through the Under Secretary of State and the regional Assistant Secretaries of State, who will be assisted by interdepartmental groups of which they will be executive chairmen, i. e. , with full powers of decision on all matters within their purview, unless a member who does not concur requests the referral of a matter to the decision of the next higher authority.

Activities which are internal to the execution and administration of the approved programs of a single department or agency and which are not of such a nature as to affect significantly the overall U. S. overseas

program in a country or region are not considered to be interdepartmental matters. If disagreement arises over whether a matter is interdepartmental or not, a dissenting department or agency can appeal from the decision of an executive chairman to the next higher authority.

To assist the Secretary of State in discharging his authority and responsibility for interdepartmental matters which cannot be dealt with adequately at lower levels or by present established procedures, including those of the Intelligence Community, a Senior Interdepartmental Group (SIG) is established. The SIG shall consist of the Under Secretary of State, Executive Chairman, the Deputy Secretary of Defense, the Administrator of the Agency for International Development, the Director of the Central Intelligence Agency, the Chairman of the Joint Chiefs of Staff, the Director of the United States Information Agency, and the Special Assistant to the President for National Security Affairs. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman.

The SIG will meet in the Department of State regularly and specially at the call of the Chairman. The Chairman will be supported by a full time staff of personnel furnished on his request by the departments and agencies represented on the SIG.

To assist the Assistant Secretaries of State, an Interdepartmental Regional Group (IRG) will be established for each geographic region

corresponding to the jurisdiction of the geographic bureaus in the Department of State. Each IRG will be composed of the regional Assistant Secretary of State, Executive Chairman, and a designated representative from Defense, AID, CIA, the Organization of the Joint Chiefs of Staff, USIA and the White House or NSC staff. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman.

Draft Press Release to ^{45a}
be issued following
Cabinet meeting
at 1 p.m. Friday
Feb March 4,

THE WHITE HOUSE
WASHINGTON

March 2, 1966

~~CONFIDENTIAL~~

~~NATIONAL SECURITY ACTION MEMORANDUM NO. 341~~

TO : The Secretary of State
The Secretary of Defense
The Administrator of the Agency for International Development
The Director of the Central Intelligence Agency
The Chairman of the Joint Chiefs of Staff
The Director of the United States Information Agency

H *The President today discussed with the Cabinet*
SUBJECT: The Direction, Coordination and Supervision of Interdepartmental Activities Overseas.

To assist ^{him} ~~me~~ in carrying out ^{his} ~~my~~ responsibilities for the conduct of foreign affairs, ~~he has~~ assigned to the Secretary of State authority and responsibility to the full extent permitted by law for the overall direction, coordination and supervision of interdepartmental activities of the United States Government overseas. Such activities do not include those of United States military forces operating in the field where such forces are under the command of a United States area military commander and such other military activities as ~~he elects~~ as Commander in Chief to conduct through military channels. The Secretary of State will discharge this authority and responsibility primarily through the Under Secretary of State and the regional Assistant Secretaries of State, who will be assisted by interdepartmental groups of which they will be executive chairmen, i.e., with full powers of decision on all matters within their purview, unless a member who does not concur requests the referral of a matter to the decision of the next higher authority.

Activities which are internal to the execution and administration of the approved programs of a single department or agency and which are not of such a nature as to affect significantly the overall U. S. overseas program in a country or region are not considered to be interdepartmental matters ~~in the meaning of this NSAM. If disagreement arises at any time~~

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Authority NSC 79F00092
By g/ip, NARA, Date 2/7/92

~~CONFIDENTIAL~~

CONFIDENTIAL

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~~over whether a matter is interdepartmental or not in the meaning of this NSAM, the procedure set forth herein will be invoked which permits a dissenting department or agency to appeal from the decision of an executive chairman to the next higher authority.~~

~~1. The Senior Interdepartmental Group~~

To assist the Secretary of State in discharging his authority and responsibility for interdepartmental matters which cannot be dealt with adequately at lower levels or by present established procedures, including those of the Intelligence Community, the Senior Interdepartmental Group (SIG) is established. The SIG shall consist of the Under Secretary of State, Executive Chairman, the Deputy Secretary of Defense, the Administrator of the Agency for International Development, the Director of the Central Intelligence Agency, the Chairman of the Joint Chiefs of Staff, the Director of the United States Information Agency, and the Special Assistant to the President for National Security Affairs. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman.

The Senior Interdepartmental Group will assist the Secretary of State by:

- a. ensuring that important foreign policy problems requiring interdepartmental attention receive full, prompt and systematic consideration;
- b. dealing promptly with interdepartmental matters referred by the Assistant Secretaries of State or raised by any of its members, or, if such matters require higher level consideration, reporting them promptly to the Secretary of State for appropriate handling;
- c. assuring a proper selectivity of the areas and issues to which the United States Government applies its resources;
- d. carrying out the duties and responsibilities set forth in NSAM 124 and related subsequent NSAMs of the Special Group (counterinsurgency), which is hereby abolished; and
- e. conducting periodic surveys and checks to verify the adequacy and effectiveness of interdepartmental overseas programs and activities.

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The SIG will meet in the Department of State regularly and specially at the call of the Chairman. The Chairman will be supported by a full time staff of personnel furnished on his request by the departments and agencies represented on the SIG.

~~Interdepartmental Regional Groups~~

To assist the Assistant Secretaries of State, an Interdepartmental Regional Group (IRG) ~~shall~~ be established for each geographic region corresponding to the jurisdiction of the geographic bureaus in the Department of State. Each IRG ~~shall~~ be composed of the regional Assistant Secretary of State, Executive Chairman, and a designated representative from Defense, AID, CIA, the Organization of the Joint Chiefs of Staff, USIA and the White House or NSC staff. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman. ~~Meeting and staffing procedures will be patterned on the SIG.~~

The regional Assistant Secretaries, in their capacities as Executive Chairmen of the IRGs, will assure the adequacy of United States policy for the countries in their region and of the plans, programs, resources and performance for implementing that policy. They will be particularly watchful for indications of subversive aggression directed at the overthrow of governments in the region which the United States has a cogent interest to maintain, and, when such matters require higher level consideration, will recommend appropriate measures to higher authority for dealing with emergent critical situations in their regions.

~~CONFIDENTIAL~~

THE WHITE HOUSE
WASHINGTON

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March 4, 1966

MEMORANDUM FOR THE PRESIDENT

The following summarizes the attitudes expressed to me with regard to the NSAM-341 which we are considering at the Cabinet meeting today.

Fowler: Favors the concept but is concerned over practical ways and means of assuring Treasury representation on the Senior Interdepartmental Group when important fiscal matters are involved. I pointed out that the Chairman is charged with bearing Treasury's interest in mind and with inviting representation. Additionally, the Secretary of Treasury can propose matters for the agenda of the Senior Interdepartmental Group when he wishes to use that forum. In either case, his representative who attends will have full rights of membership.

Freeman: Favors the concept but fears that it will create a problem with him in some quarters of Congress. These difficulties will arise from fear that all U. S. business abroad is being turned over to the State Department.

Connor: Favors the proposal without reservation.


Maxwell D. Taylor

MEMORANDUM

THE WHITE HOUSE
WASHINGTON

DECLASSIFIED
E.O. 12356, Sec. 3.4
NJ 94-249
By CB, NARA, Date 4-12-85

~~CONFIDENTIAL~~

Thursday, March 3, 1966
7:15 pm

MEMORANDUM FOR THE PRESIDENT

Announcing new NSAM 341 Procedure for State Supervision of Foreign Policy Activities. We believe we've worked out the best scheme possible. The reason for the White House send-off is State's own strong feeling that launching this enterprise with your blessing is the most effective way. Moving tomorrow should forestall leaks and possible distortions.

We'll have completed Cabinet consultations by then. Aside from the key people already on board, Ball and Alex Johnson had no trouble with Wirtz and Gardner. Taylor ran into a bit more with Joe Fowler, who was worried about how it would affect his business. Taylor reassured him that Treasury could participate fully whenever it had an interest. Freeman was all for the NSAM, but thought it would cause him trouble on the Hill, where the agriculture people would see it as turning over our PL480 business to State at the expense of U.S. domestic interests. Taylor expects to touch base with them again tomorrow, but thinks they are relaxed. Such reactions are not surprising when they saw the NSAM for the first time.

The revised scenario is as follows, subject to your approval:

A. Cabinet plus other top officials at noon tomorrow (March 4).

At Tab A are some recommended lead-off remarks done by Taylor, which we hope you'll make. Then Taylor would brief, followed by Rusk, and then a few closing remarks by you.

B. Congressional Notification. We've parcelled out the list of Henry Wilson's which you approved. Rusk, Schultze, or others will call them right after the Cabinet meeting, to be followed up by an explanatory letter from Wilson and Manatos (Tab B). We'll ask the Cabinet officers to notify their relevant committee chairmen.

C. White House Press Briefing will be scheduled for 3:30 p.m., with Alex Johnson and Taylor on hand to answer questions. We'll have a press handout similar to the letter. We'll invite the State correspondents over here too. I've checked this all out with Bill Moyers.

We all believe that handling the matter this way will minimize the risk of press leaks and distortions. We'll play it as a strengthening of the State Department's role in interdepartmental coordination and direction

March 3, 1966

of foreign policy activities, and slide over any excessive focus on Vietnam or on counter-subversion planning worldwide. Taylor's role, for example, should be billed as that of an experienced advisor, whom you drew on because of his wide experience -- most recently as an ambassador.

General Taylor thinks it highly desirable that he, Rusk, Brom Smith, and I meet with you before the Cabinet meeting to brief you on the consultations and take up any questions you might have. We've requested an appointment from Marvin Watson.

R. W. Komer

Tab A
47a

Comments on NSAM-341 Prepared for President Johnson
for Use at the Cabinet Meeting, March 4

I have called you together today to inform you of a decision I have taken with regard to the manner of conducting our interdepartmental business overseas. As you know, by the nature of the structure of our government, there is no one below the President with authority to give overall direction, coordination and supervision to overseas interdepartmental activities which continue to grow more and more complex. Overseas, the Ambassador has this authority in a general way but, here in Washington, we have never had an organization directly comparable to the Ambassador and his Country Team specifically authorized to guide overseas interdepartmental business at this end.

As I indicated in my State of the Union message, I have been most anxious "to modernize and streamline the Executive Branch." With that purpose in mind with regard to overseas operations, I asked General Taylor following his return from Saigon to review the experience gained there in integrating the activities of several departments and to examine the operations of our government here to see whether we were properly organized to cope with complex overseas operations, not only in South Vietnam but anywhere in the world where our interests are involved. The basic problem seemed to me to be the difficulty of integrating the programs of a number of departments in the most effective way to attain the overall U. S. objectives in the country or region involved.

General Taylor, assisted by several interdepartmental committees, completed this review and submitted his report to me a few weeks ago. I have approved it and last Wednesday authorized the circulation of a National Security Action Memorandum implementing its principal recommendations. I would now like to ask General Taylor to explain the substance of the National Security Action Memorandum and give you some of the background which led to my decision.

(Break for General Taylor's presentation)

I want to emphasize further some of the points General Taylor has raised. First, there was nothing in this action which changes your responsibilities for your own programs overseas or your relations with me. As I view it, we are merely setting up a mechanism through which every head of department or agency involved in overseas activities can participate effectively and in a timely manner in the formulation of decisions bearing on matters of common interest abroad. Furthermore, these senior officials are provided a way whereby any one of them can carry an issue all the way to the President if he feels that a decision about to be taken is wrong. I have asked the Secretary of State to make it clear to the Executive Chairman of these Groups that they must be very careful to invite representatives of departments or agencies who are not regular members whenever there are matters affecting them on the agenda of their Groups.

I do not feel that we are doing much more than clarifying relationships which have been observed or should have been observed in past governmental

practice. In a sense, we are only codifying and regularizing good staff work. I think it important to present the matter in this light to your own people, to the Congress and to the public. I look for you to see that your own people take the right view of these new procedures and understand that the latter are intended to be a help and a protection to them in the conduct of their overseas responsibilities. Also, I hope that you will talk to the key Congressmen on your committees and see that they, too, have a proper understanding of what is taking place. I feel that we are taking an important, if undramatic, step in improving the conduct of our overseas business and I ask you all to help the Secretary of State and me to make it work.

(We suggest that at this point you ask the
Secretary of State to comment on his role)



This is the paper Taylor
expects to brief from.

Fact Sheet on NSAM-341

In order to assist him in discharging his responsibility in the conduct of foreign affairs, the President has directed the Secretary of State, as his agent, to assume responsibility to the full extent permitted by law for the overall direction, coordination and supervision of interdepartmental activities of the USG overseas (less exempted military activities). Up to now, the Secretary of State, assisted by the regional Assistant Secretaries, has performed a coordinating function in interdepartment matters abroad. Now he has received formal and specific overall directive authority from the President. While the term "interdepartmental matter" has not been specifically defined, in the present context it covers those activities abroad involving more than a single department or agency, or which is of such a nature as to affect significantly the overall U. S. overseas program in a country or region.

To assist the Secretary of State in this new role, there will be a permanent interdepartmental committee, called the Senior Interdepartmental Group (SIG) with the Under Secretary of State as its "Executive Chairman". The latter term is used to describe a chairman who has the authority and responsibility to decide all matters coming before his committee, subject to the right of any member to appeal from his decision to higher authority. This is an important provision which makes the difference between the normal committee and an incisive,

decision-making body.

The other regular members of the SIG are: The Deputy Secretary of Defense, the Administrator of AID, the Director of CIA, the Chairman of the JCS, the Director of USIA and the Special Assistant to the President for National Security Affairs. The Chairman will invite representatives of other departments and agencies when they have an interest in the matters under consideration. The SIG will function as a focal point for decisions and actions on overseas departmental matters which are referred to it by the Secretary of State or by an Assistant Secretary of State, or raised by the action of an individual member. Any department or agency not a member may also raise matters for action by the Group.

Beneath the Secretary of State and the SIG, the regional Assistant Secretaries of State will occupy important focal positions in the channel of responsibility for overall direction, coordination and supervision of interdepartmental matters in the regions of their responsibility. Supported by Interdepartmental Regional Groups (IRG) analogous in membership and responsibilities to the SIG (of which the Assistant Secretaries are Executive Chairmen), they will work closely with U. S. Ambassadors and the Country Teams abroad and assure the adequacy in their regions of U. S. policy, plans, programs, resources and performance. It is at this level that the volume of work will be done, leaving for the SIG only the major problems. As in the case of the SIG, the new arrangements are for the purpose of expediting decision and action.

Thus, the overall purpose of the changes directed by the President is to formalize relationships and clarify responsibilities in the conduct of our overseas business, operating within the framework of existing law. It does not affect in any way the statutory responsibilities of any of the key Government officials involved or their relations with the Congress. In establishing the SIG and the IRG, it creates a regular meeting place for the key officials involved in overseas activities and assures decisive action by giving unusual authority to the "Executive Chairman". These meetings also assure the departments and agencies primarily involved in overseas affairs a forum in which all views can be expressed in advance of decisions. The departments and agencies with an occasional interest will be invited to attend these meetings when there are matters affecting them on the agenda.

While these procedures are not for the purpose of injecting some kind of automaticity or production-line quality into the handling of overseas affairs, they will, it is hoped, bring greater method into the conduct of foreign affairs, permit a sharper and more rapid focus of the efforts of several departments on complex overseas problems and assure that no sector of the foreign front is neglected at a time of preoccupation with some overriding problem.

TAB B

THE WHITE HOUSE
WASHINGTON

March 4, 1966

Dear // // // // //:

The President asked me to write to you about a decision he has taken to improve the manner of conducting our interdepartmental overseas activities. What is involved is an organizational change which is an important step in his effort, as expressed in his State of the Union message, to "modernize and streamline the Executive Branch."

In order to assist him in discharging his responsibility in the conduct of foreign affairs, the President has directed the Secretary of State, as his agent, to assume responsibility to the full extent permitted by law for the overall direction, coordination and supervision of interdepartmental activities of the United States Government overseas (less exempted military activities).

To assist the Secretary of State in this new role, there will be a permanent interdepartmental committee, called the Senior Interdepartmental Group with the Under Secretary of State as its "Executive Chairman", an important provision which makes the difference between the normal committee and an incisive, decision-taking body.

should be defined

The other regular members of the Senior Group will be: The Deputy Secretary of Defense, the Administrator of AID, the Director of CIA, the Chairman of the Joint Chiefs of Staffs, the Director of the United States Information Agency and the Special Assistant to the President for National Security Affairs. The Chairman will invite representatives of other departments and agencies when they have an interest in the matters under consideration.

add final statement that any dept or agency not represented can also raise matter with the group

Beneath the Secretary of State and the Senior Group, the regional Assistant Secretaries of State will occupy important focal positions in the channel of responsibility for overall direction, coordination and supervision of interdepartmental matters in the regions of their responsibility. Supported by Interdepartmental Regional Groups analogous in membership and responsibilities to the Senior Group (of which the Assistant Secretaries are Executive Chairmen), they

will work closely with our Ambassadors and their Country Teams abroad and assure the adequacy in their regions of U. S. policy, plans, programs, resources and performance.

Thus, the overall purpose of the change directed by the President is to formalize relationships and clarify responsibilities in the conduct of our overseas business, operating within the framework of existing law. It does not affect in any way the statutory responsibilities of any of the key Government officials involved or their relations with the Congress. It does not change the responsibilities of a Department or Agency head for his programs overseas or his relations with the President..

While these procedures are not for the purpose of injecting some kind of production-line quality into the handling of overseas affairs, they will, it is hoped, bring greater method into the conduct of foreign affairs, permit a sharper and more rapid focus of the efforts of several departments on complex overseas problems and assure that no sector of the foreign front is neglected at a time of preoccupation with some overriding problem.

Thurs. March 3, 1966

11:00 am

F

MEMORANDUM FOR THE PRESIDENT

Cabinet Meeting and Press Briefing on State Dept. Realignment.

If we could, we'd all prefer to hold off this matter till a Cabinet meeting next week, as you suggest. The trouble is the high risk of a press leak in the meantime, which could lead to a substantial distortion of the real picture. The NSAM has already been issued following your approval, so will be getting about in the bureaucracy.

Hence Bill Moyers, the State people, General Taylor and we would still favor moving tomorrow if you are not too pressed. The purpose of the Cabinet meeting is simply to inform them of your decision. Bill Moyers thinks this is not much of a news story, which also suggests that the faster we move the less chance of leakers blowing the story up beyond its real proportions.

We are meeting to complete our planning at 3 p. m. this afternoon. General Taylor and I would like to meet with you briefly thereafter if possible.

R. W. Komer

See me _____

Hold off till next week _____

cc: Bill Moyers

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THE WHITE HOUSE

WASHINGTON

~~CONFIDENTIAL~~

March 2, 1966

MEMORANDUM TO: The Secretary of Defense
 The Administrator of the Agency for
 International Development
 The Director of the Central Intelligence
 Agency
 The Chairman of the Joint Chiefs of
 Staff
 The Director of the United States
 Information Agency

SUBJECT: NSAM No. 341

The President will be calling a meeting in the near future of the Heads of Departments and Agencies concerned to explain the intent of the organization changes authorized by National Security Action Memorandum No. 341, "The Direction, Coordination and Supervision of Interdepartmental Activities Overseas."

Bromley Smith
 Bromley Smith

~~CONFIDENTIAL~~

DECLASSIFIED
 E.O. 13526, Sec. 3.5
 NSCM
 Guidelines
 By *ny* 12-16-99

Dispatched

THE WHITE HOUSE
WASHINGTON

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March 2, 1966

~~CONFIDENTIAL~~

MEMORANDUM FOR

THE SECRETARY OF STATE

SUBJECT: NSAM NO. 341

In approving the National Security Action Memorandum covering the direction, coordination, and supervision of interdepartmental activities overseas (NSAM 341), the President asked that you undertake the following three tasks:

- (1) The preparation of a new Presidential letter to Ambassadors to replace the President Kennedy letter of May 29, 1961.
- (2) The drafting of an appropriate press release (possibly relating this action to the President's State of the Union message) and of a plan for explaining this matter to selected members of Congress.
- (3) Appropriate action by the Senior Interdepartmental Group on Annex 1 of General Taylor's report to the President, January 17, 1966, a copy of which you have.

The President has agreed to meet with Department and Agency heads affected by the NSAM to explain the intent of the organizational changes and to make clear his desire that they actively cooperate and support you in this new undertaking. He will do so as soon as the press release is available and arrangements have been made to brief selected members of Congress.

Bromley Smith
Bromley Smith

~~CONFIDENTIAL~~

DECLASSIFIED
NSC memo 8-31-95
By M NAK/ Date 12-16-95

Dispatched 3/2/66 - Rcpt no. 68 (Also transmitted by LDX)

51

~~SECRET~~

Wednesday, March 2, 1966, 7:30 PM

MEMORANDUM FOR THE PRESIDENT

Surfacing the new NSAM on State Set-Up. Brom Smith's attached memo to you outlines our current planning. Several issues are being studied: (1) most cabinet officers affected -- aside from the key ones -- are unfamiliar with this matter and will need to be told not to fight the problem; (2) the classified NSAM you signed includes language on subversive aggression and the C-I Group which may need to be excised lest we give an unfortunate "cold war" cast to what is probably better billed as a strengthening of the State Department; (3) too prominent a briefing role for Gen. Taylor, whose mission to report to you on counter-insurgency is known, would add to this impression; (4) State wants to announce its own internal reorganization at the same time -- the combination will inevitably raise questions as to the future role of the NSC and the Bundy staff; (5) since the matter will probably leak soon after any high-level meeting here, we see merit in briefing key Congressmen and the press soon thereafter -- this creates delicate timing problems; and (6) finally, there is the issue of the relation between this broader realignment and the special set-up on VN civil matters under consideration. I'm sending you a separate memo on this last.

R. W. Komer

cc: Bill Moyers

DECLASSIFIED
E.O. 12958, Sec. 3.5
NSC Memo, 1/20/95, State Dept. Guidelines
By g, NARA, Date 12-16-99

~~SECRET~~

THE WHITE HOUSE
WASHINGTON

January 24

Ruth,

in answer to the attached:

- (1) send him copy of pamphlet
on 341 (Jackson Committee)
- (2) on 182, we suggest it go
through the JCS or the
Secretary of Defense. Memo
is out of date and is being
revised.

Alice

*done
1/24*

THE WHITE HOUSE
WASHINGTON

1/24/67

52a

Mr. Smith:

One Mr. Rodell (sp?) from Naval
Engineering Facilities Command (the
old Yards & Docks), has requested one
copy each of NSAM 182 and 341 attached.

rb

Edw. L. Rodell
Rm. 2A112
Bureau Yds + Docks Annex
ptap 49 11/78440

Watson - 1 cy ⁵³

Chas. Schultze - 2 cy - #69

Pullivan, Jess. - 1 cy

Paunders - 1 cy

Johnson - 1 cy

Mrs. Moadk 1 cy.

Thomas E. Marum
Exec Secy, ICIS
7/26/66

John May, (EOB office) 8/16/66
outside Rept.

53a

THE WHITE HOUSE
WASHINGTON

March 2, 1966

~~CONFIDENTIAL~~

NATIONAL SECURITY ACTION MEMORANDUM NO. 341

TO : The Secretary of State
The Secretary of Defense
The Administrator of the Agency for International Development
The Director of the Central Intelligence Agency
The Chairman of the Joint Chiefs of Staff
The Director of the United States Information Agency

SUBJECT: The Direction, Coordination and Supervision of Interdepartmental Activities Overseas.

To assist me in carrying out my responsibilities for the conduct of foreign affairs, I have assigned to the Secretary of State authority and responsibility to the full extent permitted by law for the overall direction, coordination and supervision of interdepartmental activities of the United States Government overseas. Such activities do not include those of United States military forces operating in the field where such forces are under the command of a United States area military commander and such other military activities as I elect as Commander in Chief to conduct through military channels. The Secretary of State will discharge this authority and responsibility primarily through the Under Secretary of State and the regional Assistant Secretaries of State, who will be assisted by interdepartmental groups of which they will be executive chairmen, i.e., with full powers of decision on all matters within their purview, unless a member who does not concur requests the referral of a matter to the decision of the next higher authority.

Activities which are internal to the execution and administration of the approved programs of a single department or agency and which are not of such a nature as to affect significantly the overall U. S. overseas program in a country or region are not considered to be interdepartmental matters in the meaning of this NSAM. If disagreement arises at any echelon

~~CONFIDENTIAL~~

DECLASSIFIED

Authority NSC 79F00092
By ig, NARA, Date 12-8-87

Dispatched 3/2/66 Repts nos. 63-69

~~CONFIDENTIAL~~

-2-

over whether a matter is interdepartmental or not in the meaning of this NSAM, the procedure set forth herein will be invoked which permits a dissenting department or agency to appeal from the decision of an executive chairman to the next higher authority.

1. The Senior Interdepartmental Group

To assist the Secretary of State in discharging his authority and responsibility for interdepartmental matters which cannot be dealt with adequately at lower levels or by present established procedures, including those of the Intelligence Community, the Senior Interdepartmental Group (SIG) is established. The SIG shall consist of the Under Secretary of State, Executive Chairman, the Deputy Secretary of Defense, the Administrator of the Agency for International Development, the Director of the Central Intelligence Agency, the Chairman of the Joint Chiefs of Staff, the Director of the United States Information Agency, and the Special Assistant to the President for National Security Affairs. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman.

The Senior Interdepartmental Group will assist the Secretary of State by:

- a. ensuring that important foreign policy problems requiring interdepartmental attention receive full, prompt and systematic consideration;
- b. dealing promptly with interdepartmental matters referred by the Assistant Secretaries of State or raised by any of its members, or, if such matters require higher level consideration, reporting them promptly to the Secretary of State for appropriate handling;
- c. assuring a proper selectivity of the areas and issues to which the United States Government applies its resources;
- d. carrying out the duties and responsibilities set forth in NSAM 124 and related subsequent NSAMs of the Special Group (counterinsurgency), which is hereby abolished; and
- e. conducting periodic surveys and checks to verify the adequacy and effectiveness of interdepartmental overseas programs and activities.

~~CONFIDENTIAL~~

~~CONFIDENTIAL~~

-3-

The SIG will meet in the Department of State regularly and specially at the call of the Chairman. The Chairman will be supported by a full time staff of personnel furnished on his request by the departments and agencies represented on the SIG.

2. Interdepartmental Regional Groups

To assist the Assistant Secretaries of State, an Interdepartmental Regional Group (IRG) shall be established for each geographic region corresponding to the jurisdiction of the geographic bureaus in the Department of State. Each IRG shall be composed of the regional Assistant Secretary of State, Executive Chairman, and a designated representative from Defense, AID, CIA, the Organization of the Joint Chiefs of Staff, USIA and the White House or NSC staff. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman. Meeting and staffing procedures will be patterned on the SIG.

The regional Assistant Secretaries, in their capacities as Executive Chairmen of the IRGs, will assure the adequacy of United States policy for the countries in their region and of the plans, programs, resources and performance for implementing that policy. They will be particularly watchful for indications of subversive aggression directed at the overthrow of governments in the region which the United States has a cogent interest to maintain, and, when such matters require higher level consideration, will recommend appropriate measures to higher authority for dealing with emergent critical situations in their regions.



~~CONFIDENTIAL~~

54

Wednesday
March 2, 1966
11:30 A.M.

Mrs. Roberts:

For the President's signature
on the attached document which
he approved last night. It now
bears a number and today's date.

As soon as it is signed we will
circulate it to the addressees.

Bromley Smith

Attachment

NSAM 341

Wednesday, March 2, 1966

55

MEMORANDUM FOR THE PRESIDENT**SUBJECT: Announcement of Your Instructions to Secretary Rusk
Concerning Direction of U. S. Overseas Activities**

During the day the following plans have been made to gain maximum acceptance within the Government and maximum benefit from public announcement of your instruction to Secretary Rusk concerning his direction of US overseas activities:

1. Members of the Cabinet and those who usually attend Cabinet meeting will meet with you at 1:00 P. M., Friday, if you approve, to be briefed on the new instructions.
 - a. General Taylor will be prepared to explain the new organizational arrangements.
 - b. Secretary Rusk will be prepared to explain how he plans to bring the new arrangements to life, the changes he is making in the State Department to meet his new responsibilities and his expectations as to the ways the new machinery can help him help you in the conduct of foreign affairs.
 - c. You would be asked to conclude the meeting by asking all present to cooperate with and support Secretary Rusk in this new endeavor. Talking points for your use are being prepared by General Taylor for your approval.
2. Briefing of appropriate Members of Congress prior to the public announcement is being worked out by Henry Wilson. His memorandum is attached. Special attention would be given to Scoop Jackson, if you agree, because of the long activity of his Subcommittee on Security Staffing and Operations.
3. Press arrangements are being worked out by Bill Moyers and Jim Greenfield.
 - a. A press release will be issued at 4:00 P. M., Friday in order to give time to brief the appropriate Congressmen prior to your public announcement.

- b. An on-the-record press conference in the White House to which reporters covering the State Department would be invited would be held following Moyers 4:00 P.M. briefing. Some official would be available to respond to detailed questions, possibly General Taylor or Secretary Rusk. A recommendation on this will come to you tomorrow, including proposed replies to some of the anticipated troublesome questions.

Bromley Smith

~~CONFIDENTIAL~~

DEPARTMENT OF STATE
DEPUTY UNDERSECRETARY

RECEIVED
MCGEORGE BUNDY'S OFFICE
March 2, 1966

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56

1966 MAR 2 PM 2 09

MEMO TO: Mr. Bromley Smith
The White House

Attached are some suggestions on matters that might be considered at our 3:00 p.m. meeting.


U. Alexis Johnson

Attachment:

Implementation of NSAM.

DETERMINED TO BE AN
ADMINISTRATIVE MARKING
NOT NAT'L SECURITY
INFORMATION, E. O. 12396,
SEC. 1.1(a)

BY Dx2 ON 2-10-66

~~CONFIDENTIAL~~

~~CONFIDENTIAL~~

56a

Implementation of NSAM on Interdepartmental Overseas Activities

- | | <u>Action</u> |
|---|--|
| 1. Informing the Congress: | |
| a. Congressional leadership, Chairmen of Foreign Relations and Foreign Affairs Committees, and Government Operations Committee by letter from White House legislative liaison. | White House |
| b. Max Taylor personally to brief Senator Jackson. | Taylor ✓ |
| 2. Cabinet level meeting with the President | White House |
| a. Talking points for the President. | Taylor |
| b. Talking points for General Taylor. | Taylor |
| c. Talking points for Secretary of State. | Johnson |
| <p>(Query: Should Cabinet level meeting be held and reactions of Treasury, Commerce and Agriculture be obtained before release of letters to Congress, or should General Taylor brief Secretaries of those Departments prior to meeting? In any event, release of information to the Congress and Cabinet meeting should be held same day.)</p> | |
| 3. White House Press Release immediately following Cabinet meeting. | Moyers, Greenfield, Taylor and Johnson |
| 4. On day following Cabinet meeting and Press Release Secretary of State will hold meeting with senior State Department officers and issue State Department administrative orders including reorganization for implementation of NSAM. | |
| 5. State Department's press spokesman's statement on steps being taken by Department to implement NSAM. | Greenfield
Johnson |
| 6. Query: Should General Taylor give backgrounder for White House correspondents or assist White House press spokesman in answering questions on the record? | |

~~CONFIDENTIAL~~

DECLASSIFIED
E.O. 12958, Sec. 3.5
NSC Memorandum, 12095, State Dept. Guidelines
By ry, NARA, Date 12-16-95

~~CONFIDENTIAL~~ With Attachments

2732

EXECUTIVE OFFICE OF THE PRESIDENT
BUREAU OF THE BUDGET
WASHINGTON, D.C. 20503

✓ file 57
F3

OFFICE OF
THE DIRECTOR

August 5, 1966

Personal and Confidential

MEMORANDUM FOR MR. ROSTOW ^S

I would like to send the attached memorandum to the President.

(1) Do you have any substantive comments?

(2) If you agree with the substance of the memo should I mention this fact?

Charles L. Schultze

Charles L. Schultze
Director

Attachment

~~CONFIDENTIAL~~ With Attachments

~~CONFIDENTIAL~~

2732

57a

EXECUTIVE OFFICE OF THE PRESIDENT
BUREAU OF THE BUDGET
WASHINGTON, D.C. 20503

MEMORANDUM FOR THE PRESIDENT

Subject: Management Responsibility of the Secretary of State

Based on General Taylor's recommendations in March, you assigned to the Secretary of State "authority and responsibility, to the full extent permitted by law, for overall direction, coordination, and supervision of interdepartmental activities of the U.S. Government overseas." (National Security Action Memorandum 341, attached). This was a major step in strengthening the Secretary as a focal point of assistance to the President

- in surveying and managing our growing overseas operations, now conducted by many Departments;
- in insuring that U.S. programs effectively meet our interests and objectives in overseas areas.

My review of overseas programs in the 1968 Budget Preview has convinced me of the importance of having a top official of the Department to assist the Secretary full time in (1) managing the Department, (2) coordinating the foreign affairs activities of the several agencies, and (3) providing leadership to the interagency committees and procedures established under NSAM 341.

Specifically, as a next step in strengthening our foreign affairs operations, I recommend that the number three man in the Department (the Tom Mann job), who is titled in statute either "Under Secretary for Political Affairs" or "Under Secretary for Economic Affairs", be assigned to this management role. Acting for the Secretary, he would:

- manage the resources of the Department of State, with Foreign Service officers and other employees totaling 25,000, and an annual budget of \$400 million (\$700 million with reimbursements from other agencies).
- be responsible for the effective translation of policy decisions into action.
- direct, coordinate, and supervise interdepartmental activities overseas as specified in NSAM 341. These

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EO 12958, Sec. 3.5

NSC Memo, [redacted] Dept. Guidelines

By 15, Date 12-16-99

~~CONFIDENTIAL~~

2

activities include programs of economic and military assistance, food aid, the Peace Corps, and USIA, cost about \$5 billion annually, and involve about 37,000 employees in addition to State's.

- chair the Senior Interdepartmental Group established by NSAM 341.

To be effective in this task, he will need a strong program review and analysis staff and a foreign affairs programming system which would relate agency programs in countries and regions. He also should be a main point of advice to the Secretary on programs and budgets for foreign affairs activities.

The recommendation assumes that the Secretary will continue to use the Under Secretary as his "alter ego" in advising the President, conducting diplomatic relations, and dealing with Congress and the public. I do not believe the Under Secretary can perform this demanding role and also give the necessary sustained attention to the management job I am proposing.

The Mann vacancy provides an opportunity to restructure the assignment as recommended herein and to find the right man to fill it. No legislation would be needed.

I believe the recommended assignment backed by the right staff and procedures would contribute materially to

- clearer and earlier identification of objectives and requirements in countries;
- more effective planning and execution of agency programs to meet total U.S. interest in a country, especially in insurgency and other crisis situations;
- better management of foreign affairs personnel, a critical resource, to improve quality and utilization among agencies;
- more effective operations at least cost, by eliminating lower priority activities and consolidating administrative support;
- reductions in the number of people abroad.

CONFIDENTIAL

~~CONFIDENTIAL~~

3

I believe that this proposal would be well received in the Congress and strongly supported in the executive branch. I recommend

- that you discuss it with Secretary Rusk and request him to plan for a restructuring of assignments;
- that the proposed assignment be the basis for selecting the Mann replacement.

Attachment

CONFIDENTIAL

~~CONFIDENTIAL~~

EXECUTIVE OFFICE OF THE PRESIDENT
BUREAU OF THE BUDGET
WASHINGTON 25, D.C.

Hold for
Rostow

AUG 8 1968

58

MEMORANDUM FOR THE PRESIDENT

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E.O. 12958, Sec. 3.5

NSC Memo, 1/30/85, State Dept. Guidelines

By M 12-16-99

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~~CONFIDENTIAL~~

2

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- reductions in the number of people abroad.

~~CONFIDENTIAL~~

~~CONFIDENTIAL~~

3

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- that you discuss it with Secretary Rusk and request him to plan for a restructuring of assignments;
- that the proposed assignment be the basis for selecting the Mann replacement.

(signed) Charles L. Schultze
Charles L. Schultze
Director

Attachment

Walt Rostow has seen, and agrees with
this memo.

CLS

~~CONFIDENTIAL~~

THE WHITE HOUSE

WASHINGTON

March 2, 1966

~~CONFIDENTIAL~~

NATIONAL SECURITY ACTION MEMORANDUM NO. 341

TO : The Secretary of State
The Secretary of Defense
The Administrator of the Agency for International Development
The Director of the Central Intelligence Agency
The Chairman of the Joint Chiefs of Staff
The Director of the United States Information Agency

SUBJECT: The Direction, Coordination and Supervision of Interdepartmental Activities Overseas.

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~~CONFIDENTIAL~~

DECLASSIFIED

Authority

NSC 79F00092

By: MB

NARA, Date 12-8-87

~~CONFIDENTIAL~~

-2-

over whether a matter is interdepartmental or not in the meaning of this NSAM, the procedure set forth herein will be invoked which permits a dissenting department or agency to appeal from the decision of an executive chairman to the next higher authority.

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To assist the Secretary of State in discharging his authority and responsibility for interdepartmental matters which cannot be dealt with adequately at lower levels or by present established procedures, including those of the Intelligence Community, the Senior Interdepartmental Group (SIG) is established. The SIG shall consist of the Under Secretary of State, Executive Chairman, the Deputy Secretary of Defense, the Administrator of the Agency for International Development, the Director of the Central Intelligence Agency, the Chairman of the Joint Chiefs of Staff, the Director of the United States Information Agency, and the Special Assistant to the President for National Security Affairs. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman.

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- b. dealing promptly with interdepartmental matters referred by the Assistant Secretaries of State or raised by any of its members, or, if such matters require higher level consideration, reporting them promptly to the Secretary of State for appropriate handling;
- c. assuring a proper selectivity of the areas and issues to which the United States Government applies its resources;
- d. carrying out the duties and responsibilities set forth in NSAM 124 and related subsequent NSAMs of the Special Group (counterinsurgency), which is hereby abolished; and
- e. conducting periodic surveys and checks to verify the adequacy and effectiveness of interdepartmental overseas programs and activities.

~~CONFIDENTIAL~~

~~CONFIDENTIAL~~

-3-

The SIG will meet in the Department of State regularly and specially at the call of the Chairman. The Chairman will be supported by a full time staff of personnel furnished on his request by the departments and agencies represented on the SIG.

2. Interdepartmental Regional Groups

To assist the Assistant Secretaries of State, an Interdepartmental Regional Group (IRG) shall be established for each geographic region corresponding to the jurisdiction of the geographic bureaus in the Department of State. Each IRG shall be composed of the regional Assistant Secretary of State, Executive Chairman, and a designated representative from Defense, AID, CIA, the Organization of the Joint Chiefs of Staff, USIA and the White House or NSC staff. Representatives of other departments and agencies with responsibility for specific matters to be considered will attend on invitation by the Chairman. Meeting and staffing procedures will be patterned on the SIG.

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~~CONFIDENTIAL~~

Gen. Taylor 3/3/66
Col. Moody 3-2-66



3

59

DEPARTMENT OF STATE
WASHINGTON

August 24, 1966

MEMORANDUM FOR THE PRESIDENT

Through: Mr. Bill D. Moyers *BM*

k

In view of the increasing importance of world refugee problems, in both humanitarian and political terms, it appears wise that we realign the responsibility for refugees now vested in the Department of State and develop vigorous leadership consistent with the spirit of National Security Action Memorandum (NSAM) 341.

I therefore plan to appoint James Wine as my Special Assistant for Refugee Affairs. If you agree, we shall make the announcement forthwith at the Department. A copy of the proposed press release is enclosed.

Dean Rusk

Dean Rusk

Enclosure:

Proposed Press Release.

Yes ✓ *No* _____

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RECEIVED
ROSTOW'S OFFICE

1966 SEP 3 AM 10 51

MEMORANDUM FOR THE DIRECTOR

SUBJECT:

SECRET

1. On 28 August 1966, the Director of the Central Intelligence Agency received information from the Soviet Embassy in Washington, D.C., that the Soviet Union had decided to withdraw its troops from Cuba. This information was obtained from a source who has provided reliable information in the past.

(S) (U)

2. The withdrawal of Soviet troops from Cuba would have a significant impact on the security of the Western Hemisphere. It would also have a significant impact on the morale of the Cuban people. The United States should be prepared to respond to this development in a timely and effective manner.

Director: Mr. W. H. C. ...

MEMORANDUM FOR THE DIRECTOR



SEP 4 1966

WASHINGTON
DEPARTMENT OF STATE

DRAFT PRESS RELEASE

Ambassador James Wine of Kentucky has been appointed as a Special Assistant to the Secretary of State for Refugee and Migration Affairs.

Since 1961 Ambassador Wine has been with the Department of State in a number of capacities. He was appointed Ambassador to Luxembourg in April 1961 and served as Ambassador to the Republic of Ivory Coast from 1962 to 1965. Since that date he has been a Special Assistant to the Deputy Under Secretary of State for Administration.

From 1961 until a few weeks ago Ambassador Wine was a Member of the Board of the United States Committee for Refugees.

As Special Assistant for Refugee and Migration Affairs, Ambassador Wine will have rank equivalent to that of Assistant Secretary of State. When representing the Secretary of State abroad he will have the personal rank of Ambassador. He will act on behalf of the Secretary of State and at his direction, ensuring appropriate consideration of refugee affairs in foreign policy decisions. In his new duties, he will formulate, coordinate, and advise on policy in the refugee and migration area and on long-range contingency planning in this field. He will also be responsible for evaluation of on-going programs and for establishing a central point for action and exchange of information on refugee affairs for the Congress, voluntary agencies and the public.

Born in 1918 in Huntington, West Virginia, Ambassador Wine received his A.B. and LL.B. degrees at the University of Kentucky and studied international affairs at Oxford University.

During World War II, Ambassador Wine was an infantry officer in the United States Army, serving overseas for more than three years. After the war he entered law practice in Pikeville, Kentucky, and later was appointed Special Circuit Judge of the 37th Judicial District of Kentucky. He resigned his law practice in 1958 to become Vice President of Park College in Parkville, Missouri, which he left in 1959 when appointed Associate General Counsel of the National Council of Churches. In 1960 he joined the late John F. Kennedy as a Special Assistant during the Presidential Campaign of 1960.

Ambassador and Mrs. Wine, the former Emmy Lou Turck, have two daughters and twin sons.