

PRINCIPLES - THE SOUNDNESS OF WHICH IT IS BELIEVED  
HAS BEEN ESTABLISHED BY OUR OWN EXPERIENCE AND A  
FIRST-HAND STUDY OF THE SYSTEMS OF OTHER NATIONS -  
WHICH SHOULD GOVERN THE ESTABLISHMENT OF A CENTRALIZED  
UNITED STATES FOREIGN INTELLIGENCE SYSTEM.

1. That each department of Government should have its own intelligence bureau for the collection and processing of such information material as it finds necessary in the actual performance of daily functions and duties. Such a bureau should be under the sole control of the department head and should not be encroached upon or impaired by the functions granted any other Government intelligence agency.

2. That, in addition to the intelligence unit for each department, there should be established (for the purpose of obtaining information upon which long range policy could be based) a national centralized foreign intelligence agency which should have the authority:

- (a) To serve all departments of the Government;
- (b) To procure and obtain political, economical, psychological, technological, sociological, military and other information which may bear upon the national interest and which has been collected by the different governmental departments or agencies;
- (c) To collect, when necessary, supplemental information either at its own instance or at the request of any governmental department by open or secret means from other and various sources;

(d) To integrate, analyze, process and disseminate, to authorized governmental agencies and officials, intelligence in the form of strategic interpretive studies.

3. That no executive department should be permitted to engage in secret intelligence, because secret intelligence covers all fields, but in a proper case call upon the central intelligence agency which should be in charge of secret intelligence.

4. That such an agency should be prohibited from carrying on clandestine activities within the United States, and should be forbidden any police functions either at home or abroad.

5. That since the nature of its work requires it to have status, it should be independent of any department of the Government (since it is charged to serve all and must be free of the natural bias of an operating department). It should be under a director, appointed by the President, and be administered under Presidential direction.

6. That, subject to the approval of the President, the policy of such an intelligence service should be determined by the director with the advice and assistance of a board on which the Secretaries of State, War, Navy and Treasury should be represented.

7. That this agency, as the sole agency for secret intelligence, should be authorized, in the foreign field only, to carry on services such as espionage, counter-espionage, and those special operations (including morale and psychological) designed to anticipate and counter any attempted penetration and subversion of our national

security by enemy action.

8. That such a service should have an independent budget granted directly by Congress. It should be authorized to have its own system of codes and should be furnished facilities by departments proper and necessary for the performance of its duties.

9. That such a service should include in its staff specialists (within Government departments, civilian and military, and in private life) professionally trained in the analysis of information and possessing a high degree of linguistic regional or functional competence to analyze, coordinate and evaluate incoming information, to make special intelligence reports, and to provide guidance for the collecting branches of the agency.

10. That in time of war or unlimited national emergency all departments of such agency in areas of actual and projected military operations shall be coordinated with military plans, and shall be subject to the approval of the Joint Chiefs of Staff, or if there be a consolidation of the armed services, under the supreme commander.

/s/ WILLIAM J. DONOVAN