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MEMORANDUM FOR DIRAFSA

SUBJECT: Organization of AFSA

1. In response to your instructions, the following comments are submitted with regard to the organization of AFSA.

2. In my opinion, the control organization of AFSA is too cumbersome and unwieldy. This stems basically from its joint nature. In order to insure that the views and interests of all three Services are given due weight, a series of checks and balances has been established at the top. This begins with the three Deputies, each of whom has responsibility to represent, at least to a degree, the interests of his particular Service in decisions made at the top. The principle is then extended by a distribution of key positions among the three Services equitably or in accordance with their special interests. While this distribution has been only partially achieved, it is nevertheless an avowed aim, and is doubtless sound in principle.

3. In the delegation of responsibility and authority to subordinates, again an effort has been made to maintain a balance. Each of the Deputies has been assigned supervisory responsibility over one of the major technical functions. In addition to this primary assignment, each of the Deputies has been given additional collateral functions in such a manner as to effect an equitable division of the work load. In theory, this arrangement should operate to prevent the AFSA effort from getting seriously out of balance in favor of one Service. However, the actual result has been that in the majority of cases no one Deputy can make a clear-cut decision on any question that comes before him. For example, in my own case, any matter arising in the COMINT field usually involves either personnel, facilities, security, or research and development. Thus, in order to give subordinates a definite decision on such a matter, it must first be coordinated with the Deputy or Deputies having cognizance of the other matters involved. In fact, subordinates are frequently uncertain as to which Deputy has cognizance of a particular matter.

4. In effect, the division of authority among the Deputies is overlapping. This, of course, maintains the checks and balances and prevents arbitrary action, but it also delays the decision. If the Deputies concerned agree, the delay is short. If, however, they disagree, it may be quite prolonged. It is recognized, of course, that major policy decisions which seriously affect the interests of two or more Services, or which affect AFSA as a whole, should properly be passed upon by more than one Deputy. On the other hand, many of the decisions merely involve questions of procedure, or of interpretation or implementation of established policies, and require only an authoritative answer. To deal properly with such cases, the

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machinery of AFSA should be organized for prompt action.

5. This lack of clear-cut division of authority at the top in AFSA's organization, has resulted in a frequent lack of proper coordination among the various components of AFSA. This has been particularly noticeable in the AFSA staff. The staff divisions are required to work for all three Deputies, and thus must try to serve three bosses of equal authority. In an effort to overcome resulting coordination failures, the Executive for Coordination and Compliance was established, and placed under supervision of the Senior Deputy. While in many respects this Executive is faced with the problems of a Chief of Staff, actually he has only the authority of an Executive Secretary or an Adjutant General. His nearest counterpart in naval organization is a Flag Secretary. Since the establishment of this office, there has been considerable improvement of coordination in AFSA, and in my opinion the present incumbent is doing an excellent job. However, direction of the staff still leaves much to be desired. We have had frequent examples of serious difficulties arising out of coordination failures. This lack of coordination is generally recognized within AFSA, and the result is noticeable in a growing tendency to employ the shotgun method of dissemination. Originators of letters and memoranda within AFSA will frequently distribute them to various offices, divisions, or branches merely to insure that someone who <u>might</u> be interested will not fail to receive a copy.

6. Since the establishment of AFSA, the three Deputies have, in effect, each functioned as a Chief of Staff for one of the major activities of AFSA, that is, the Army Deputy for COMSEC, the Navy Deputy for COMINT, and the Air Force Deputy for R&D. Had their fields of responsibility been more clear-cut, they might have functioned with adequate effectiveness, but, the current assignment of responsibilities to them has militated against this.

7. In summary of what has been said above, it seems to me that the major defects in the top levels of AFSA's organization are basically:

a. Lack of clear-cut division of responsibility and authority exercised by the three Deputies, which results in difficulty in arriving at prompt and clear-cut decisions;

b. Lack of adequately unified authority over the staff divisions, which results in improper coordination.

2 August 1951

SUBJECT: Organization of AFSA

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8. Because of the inter-Service nature of AFSA, and the necessity of maintaining certain checks and balances, it does not appear feasible, at this time, to establish the most efficient type of organization for its control. On the credit side, it may be said that whatever disadvantages result from divided authority at the Deputy level, a division can reduce bottlenecks at the top, provided the split is workable. In my opinion, it may be possible to arrive at a better arrangement than now exists, without exceeding the provisions of the basic charter (J.C.S. 2010).

9. Within AFSA there are essentially three main functions to be performed:

a. COMINT;

b. COMSEC; and

c. Staff (control, planning, and support).

It is believed that a division of responsibility at Deputy Director level might be more effective if it were made along these lines. Should it be desired to follow the Two-Deputy pattern usually found in other joint organizations, COMINT operations could be placed under one Deputy Director, COMSEC operations under another Deputy Director, and Staff activities under another officer who would be the Chief of the AFSA staff. Preferably, the two Deputies should not be from the same Service as the Director. The COMINT operations Deputy would have supervision of all matters under cognisance of the Office of Operations, and of the COMINT functions of the Office of Research and Development. The COMSEC operations Deputy would, similarly, have supervision of all functions under the cognisance of the Office of COMSEC, and of the COMSEC functions of the Office of Research and Development. The Chief of AFSA staff would have supervision over all matters under the cognisance of the staff divisions. This would include the routing and follow-up of correspondence, AFSA communications, training schools, and agency-wide adminstrative matters, (i.e. internal coordination, clearances, personnel, distribution, etc). An obviously questionable feature of the foregoing arrangement is the division of authority over Research and Development. However, the COMSEC and COMINT activities of the Office of R&D are generally quite clearly defined, and the present Chief of that office does not believe that the proposed arrangement would create any serious difficulties. In fact, such an arrangement might well improve coordination between operations and related R&D.

~~CONFIDENTIAL~~

2 August 1951

SUBJECT: Organization of AFSA

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10. The general plan of organization is shown in the attached diagram. It is recognized that a single Deputy is normally preferred. However, the COMINT and COMSEC operations of AFSA are so distinct that I believe there are certain definite advantages in having two Deputies for the Agency.

11. The same principle of organization could, of course, be applied to a three Deputy arrangement whereby the third Deputy would supervise R&D. Under such a scheme, all of the AFSA collateral functions now distributed among the Deputies would be placed under the Chief of AFSA staff. Even this, I believe would be a distinct improvement over the existing set-up. However, although I was a party to creation of the three Deputy plan, I am now inclined to believe that a Deputy from the same Service as the Director is not needed, at least for the purpose originally envisaged, since the balance he was intended to supply can probably be provided more adequately by the Director himself. The real justification now appears to lie in the possible advantage of having at the top an experienced and technically qualified officer from each Service who is thoroughly familiar with the cryptologic operations and requirements of the Service that he represents.

J. N. WENGER
Captain, U.S. Navy
Deputy Director, AFSA

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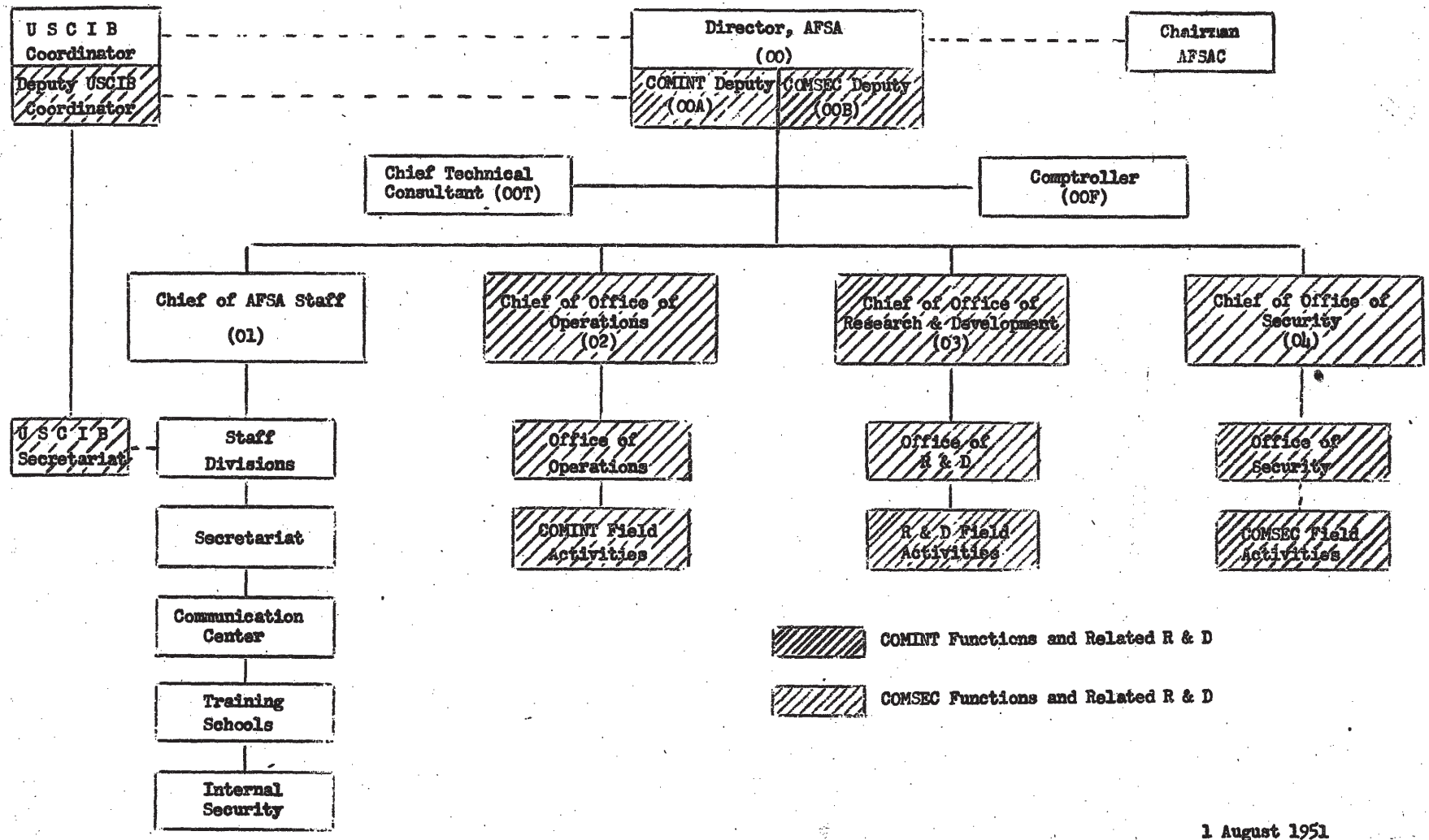
PROPOSED PLAN FOR REORGANIZATION OF AFSA



1 August 1951