

The Central Intelligence Agency

An Instrument of Government,
to 1950

Arthur B. Darling
With Introduction and Annotation by
Bruce D. Berkowitz and Allan E.
Goodman

"The State Department, the Federal Bureau of Investigation and the military hampered the Central Intelligence Agency in its infancy by bickering about authority, according to a long-secret history of the agency's early years. The 1,000-page narrative, written in 1953 by the agency's first historian, Arthur B. Darling, is the first CIA document to be declassified and transferred to the National Archives for release to the public under the agency's historical review program."

— *New York Times*, November 28, 1989

This unique history offers the most detailed and best documented account of the early years of the CIA currently available. It reveals the political and bureaucratic struggles that accompanied the creation of the modern U.S. intelligence community. In addition, it proposes a theory of effective intelligence organization, applied both to the movement to create the CIA and to the form it eventually took.

The period covered by this study was crucially important because it was during this time that the main battles over the establishment, responsibilities, and turf of the agency were fought. Many of these disputes framed the issues that were to be the focus of continuing controversy over the following forty years, such as the relationship of the CIA to other government agency intelligence operations, the role of covert action, and

Congressional oversight of the intelligence community.

Besides the historical narrative, Darling's study makes two important theoretical arguments. First is that effective intelligence is the product of organizations rather than individuals; centralizing the collection and dissemination of information and coordination of estimates both improve the effectiveness of intelligence. Second is that the intelligence community should be an "Instrument of Government," meaning (by "instrument") that intelligence should be a tool, separate from the policymaking process, and (by "government") that intelligence should not be produced by a single agency but by the government as a whole.

The sources upon which Darling drew for this study include the files of the National Security Council, the wartime files of the OSS, and interviews and correspondence with many of the principal players, some of whom were given the opportunity to add brief notes of their own elaborating, explaining, or contradicting Darling's account.

Arthur B. Darling taught at Yale University. He served as historian for the CIA from 1952 to 1954. **Bruce D. Berkowitz** is Associate Lecturer in Political Science at George Washington University. **Allan E. Goodman** is Associate Dean of the School of Foreign Service and Professor of International Affairs at Georgetown University. Berkowitz and Goodman are co-authors of *Strategic Intelligence for American National Security* (Princeton, 1989). Both formerly held positions at the CIA, and Berkowitz also served as a staffer for the Senate Intelligence Committee.

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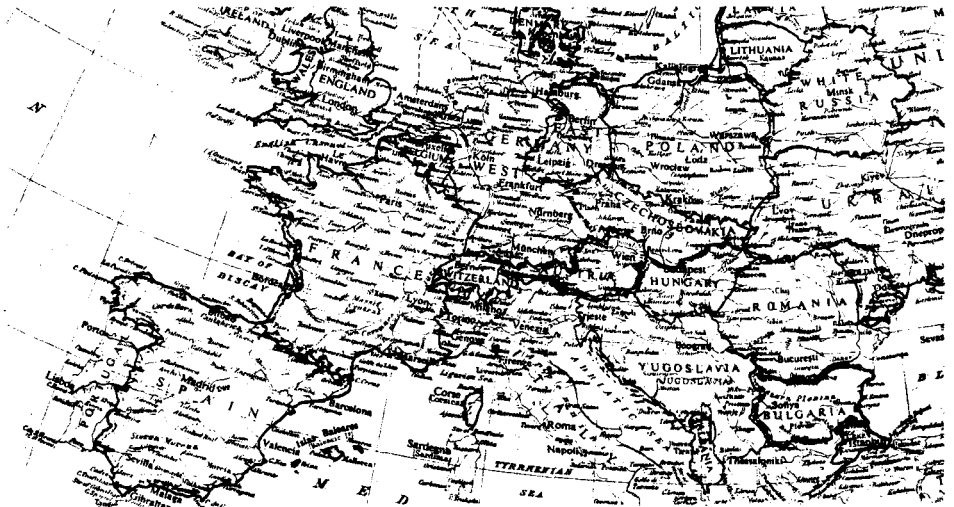
Bob Jessop is Professor of Sociology at the University of Lancaster and author of *The Capitalist State* (Martin Robertson, 1982), *Nicos Poulantzas* (St. Martin's Press, 1985), and *Regulation Theory and the Transition to Post-Fordism* (Polity Press, 1990).

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