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addition, the likelihood of reckless action is substantially increased when policymakers believe that their decisions will never be revealed.

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(4) The theory that authority granted, or assumed to be granted, by one director or one administration could be presumed to continue without the necessity for reaffirming the authority with successor officials.

Whatever can be said in defense of the original purpose of plausible denial—a purpose which intends to conceal U.S. involvement from the outside world—the extension of

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(5) The creation of capabilities without careful review and authorization by policymakers, and the risk that such capabilities might be used without further authorization.

(a) The Danger Inherent in Overextending the Doctrine of Plausible Denial

The original concept of plausible denial envisioned implementing covert actions in a manner calculated to conceal American involvement if the actions were exposed. The doctrine was at times a delusion and at times a snare. It was naive for policymakers to assume that sponsorship of actions as big as the Bay of Pigs invasion could be concealed. The Committee's inquiry into assassination and the public disclosures which preceded it demonstrate that when the United States resorted to cloak and dagger tactics, its hand was ultimately exposed. In