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POPULATION AND MANPOWER STUDIES: PRESENT FACILITIES
AND REQUIREMENTS OF THE INTELLIGENCE AGENCIES
(Proposed Annex to Memorandum Addressed to the Director of CIA
from the Inter-Agency Committee on Population and Manpower
Studies).

In a memorandum addressed to the chiefs of the intelligence agencies dated 9 October 1947, Admiral Hillenkoetter called attention to a letter received from General Todd (G-2, WDCS) relative to population and manpower studies. General Todd referred to duplication of effort currently involved in the production of such studies in several government agencies, and proposed a meeting of the interested agencies to discuss an integrated program of work.

Meetings were held pursuant to this request on 2 December and 22 December 1947.* At these meetings the discussions indicated large gaps in the present intelligence facilities and the need for the strengthening of the intelligence services in this basic field. A survey of present resources and needs revealed the following situation:

A. PRESENT FACILITIES

1. Within the Intelligence Agencies.

a. Personnel

Army (G-2): One senior analyst, dealing with general problems of manpower (as distinct from foreign intelligence on military order of battle).

State (OIR): One senior analyst, (international), and two junior analysts (country specialists for Germany and the USSR).

Other intelligence agencies: No personnel specifically assigned to the field of population and manpower.

b. Coverage

Army (G-2). Specialized coverage is maintained on manpower availabilities in countries of strategic importance, and the unit prepares the manpower sections of the Strategic Intelligence Digest.

* In the initial meeting only representatives of the intelligence agencies were present. At the second meeting representatives were also present from the Bureau of the Census and the National Office of Vital Statistics. At this meeting a sub-committee was appointed to draft recommendations for an integrated program. The sub-committee met on 5 January 1948, composed of Detrick (Census), [redacted] Kirk (State), and Moore (NOVS).

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State (OIR). Consultation and the preparation of analytical reports on population and manpower conditions affecting U. S. foreign policy. Extensive files are maintained in the Division of International and Functional Intelligence. These cover current information on population distribution and change, occupational structure, ethnic and racial composition, education and literacy, migration, vital statistics, and the incidence of disease. In the several regional divisions of OIR, population and manpower materials are assembled and analyzed in accordance with the specific requirements of the country analysts.

Other intelligence agencies have commonly relied on the above-mentioned analysts in Army and State for information in this field. State (with the assistance of Army) is responsible for production of the sections relating to population and labor force in the National Intelligence Surveys.

2. Other U. S. Government Agencies

The chief agency concerned is the Bureau of the Census, which maintains three functions in this field:

a. Census Library Project.

In cooperation with the Library of Congress, the Census Bureau supports a small office responsible for the preparation of annotated bibliographies of foreign census materials. This service now consists of one professional person supplied by the Library and a secretary supplied by the Bureau of the Census. In addition, a collection of foreign census publications is maintained at the Bureau of the Census in Suitland, Maryland.

b. Foreign Census Research Section.

Now carried on by the half-time service of one analyst.

c. Promotion of international census plans and foreign training program.

Under the sponsorship of the Department of State the Census Bureau maintains a training program for foreign statisticians in census methods. This is carried on under the direction of Mr. Calvert Dedrick, who holds the title of Coordinator of International Statistics. Mr. Dedrick has also been very active in promoting the 1950 census of the Americas and has traveled widely in Latin America, conferring with the heads of statistical offices in these countries with regard to these plans.

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The following other agencies have interests in the field, though they are not now directly engaged in it:

Department of Labor (Foreign Labor Conditions Staff)
Department of Agriculture (Bureau of Agricultural Economics
and Office of Foreign Agricultural Relations)
Bureau of the Budget (Division of Statistical Standards)
Federal Security Agency (National Office of Vital Statistics)

3. International Agencies.

The statistical service of the United Nations is now assembling official statistics on population and vital statistics for all countries for which these materials are available. These collections and publications will not, however, cover the detail incorporated in census volumes and will be restricted to figures officially approved by the countries concerned. Thus, for example, figures relating to the Soviet Union will be published only to the extent that specific approval has been given by the Soviet Government.

Other international agencies have done and are contemplating very little work in the field and expect to rely primarily on the collections made by the United Nations.

B. REQUIREMENTS.

1. Maintenance of a current inventory of human resources.

The widespread commitments of the United States throughout the world have greatly increased the need for adequate international intelligence in the field of population and manpower. An adequate inventory of the human resources of foreign countries is essential to both strategic and political operations.

At the present time the agencies concerned receive and process current intelligence (i.e., foreign service reports) relating to their fields of interest. Summaries of available data are included in the JANIS reports, the Strategic Intelligence Digest, and the National Intelligence Survey. However, owing to the pressure of other work, there has been no opportunity for the present staffs to establish an integrated program for:

a. The systematic assembly and organization of basic sources including both official publications and more fugitive sources.

Such basic collections are required to provide the very great detail required for national defense and other purposes. Thus, the Air Force, for example, requires minute details of population

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and occupational statistics in small areas. Such details are not usually provided in foreign service reports and are often available only in publications that would not normally be received in this country.

b. Full country-by-country evaluation of the validity and comparability of available population and manpower data.

Adequate population data are unavailable for large sections of the world. For at least half of the population of the world the figures are seriously incomplete and defective. Thus, estimates for the population of China vary by as much as 100 millions, and the data for other large sections of Asia, Latin America, Africa, and war-torn Europe are subject to a large margin of error.

Even where the data are reasonably accurate and complete, differences in definitions and methods of collecting statistics make accurate international comparison a highly technical task. The proper evaluation of population and manpower data requires a detailed and technical knowledge not available to the casual consumer of such information.

2. Analysis of Population and Manpower Factors affecting United States National Defense and Foreign Policy.

The preparation of a good current inventory of foreign human resources is justified only by its use in the direction and evaluation of policy. Effective use of such materials requires the presence in the intelligence agencies of personnel both technically trained and familiar with the particular problems and interests of these agencies.

In Army (Military Intelligence) expert assistance on manpower problems is required within the agency to participate in an integrated appraisal of the war potential of strategic countries. The foreign aid programs and growing world-wide concerns of American foreign policy have intensified the need within the Department of State for personnel which combines technical competence with a close knowledge of the problems of the Department.

C. PROPOSED PROGRAM

As noted above, a major gap in the present facilities is the absence of a coordinated program (a) for the organized assembly of basic census and other published materials and (b) for the systematic evaluation of the validity and completeness of such materials.

This gap can best be filled through the establishment of a central working unit, preferably in the Bureau of the Census. This agency

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already has the nucleus of organization and skilled personnel for the task, and it now maintains professional contacts with foreign statistical offices through its training programs.

The basic collections and evaluations suggested do not require extensive use of covert sources and therefore may appropriately be located outside the intelligence agencies. The studies thus produced could be made available to meet the extensive need for such information in other U. S. government agencies.

The establishment of such a working unit in the Bureau of the Census would not eliminate the need for highly qualified personnel within the intelligence agencies. The studies of such a unit would be the raw material but not the finished product required by these agencies. The effective use of such basic information in meeting the specialized problems of national defense and foreign policy requires intimate acquaintance with these problems best obtained within the agency concerned. At the same time, the necessity for the use of covert sources, and for participation in operations of a confidential nature, in making adequate utilization of basic information calls for the presence of technically qualified personnel within the intelligence agencies.

In view of the above considerations the committee of representatives of the intelligence agencies proposes the following measures:

1. That a central working unit be established in the Bureau of the Census to maintain basic collection and evaluation of population and manpower data for the use of the intelligence agencies and other interested agencies of the United States government.
2. That this working unit should concern itself with
 - (a) the assembly and organization in a central location of all available census and other published materials from foreign countries.
 - (b) that the working unit should make special country-by-country studies of the validity and comparability of the national statistics in the field of population and manpower.
3. That a technical committee of representatives of the intelligence agencies be set up to advise and consult with the Census unit as to the needs of these agencies.
4. That the Director of the Central Intelligence Agency urge the maintenance and strengthening of existing units in the intelligence agencies to meet the specialized requirements of national defense and foreign policy.
5. That the Director of Central Intelligence meet with the Director of the Census and with the Chief of the Division of Statistical Standards, Bureau of the Budget, to discuss the implementation of such a program.

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