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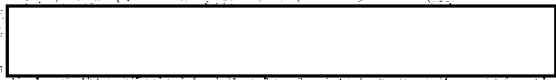
Tactical-National Intelligence Interface Studies

Report on the

***PILOT STUDY ON NATIONAL
INTELLIGENCE SUPPORT TO
FIELD COMMANDERS***

Top Secret

12 January 1976



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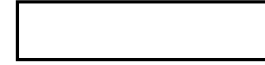
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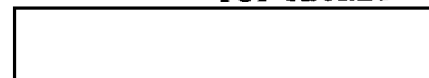


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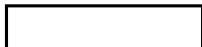
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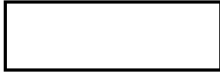
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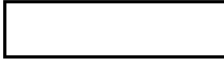
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
EXECUTIVE SUMMARY

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A. *PURPOSE AND STUDY ORGANIZATION*

1. (U) The Pilot Study on National Intelligence Support to Field Commanders responds to an agreement between the Secretary of Defense and the Director of Central Intelligence to conduct a pilot study to size problems in the tactical-national intelligence interface, develop study procedures, and gain insight into possibilities for mutual support between the national foreign intelligence community and the military operating forces.

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2.  The study provides a basis for recommendations by the Joint Chiefs of Staff regarding National Foreign Intelligence Program support that could be made available to satisfy theater intelligence needs for a contingency operation in the Mediterranean area, and follow-on studies of the tactical-national intelligence interface. In addition, the study assesses theater capabilities to meet sample national requirements for the contingency situation, and identifies and documents other actions that relate to tactical-national intelligence relationships.

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3.  The study group was chaired jointly by representatives of the Secretary of Defense and the Director of Central Intelligence, who also served as the Joint Staff and IC Staff members of the study group. Other study group members were appointed by each military Service, CIA, USEUCOM, DIA, NSA/CSS and NRO. A Theater Working Group, chaired by DIA, developed and assessed theater information needs and capabilities. A National Working Group chaired by the IC Staff developed and assessed national foreign intelligence information needs and capabilities.

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B. *BACKGROUND, TERMS OF REFERENCE AND SCOPE*

1. (U) The most critical aspect of the pilot study is the comparison of national-level foreign intelligence needs and capabilities with those of the operating forces. Competing priorities, relationships between operations and intelligence and between resources and capabilities, and responsibilities for equipping, maintaining, and commanding the military forces have caused the JCS and the Services to believe that tactical commanders cannot count on the continuing availability of national intelligence support in wartime. In their operational and force development planning, therefore, they believe it essential that military departments and commands retain and control their organic and direct support intelligence capabilities.

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2. Over the past several years, management interest in intelligence has tended to focus on achieving savings by eliminating duplication and consolidating intelligence activities across Services and agencies under executive agents. The resource implications have tended to cause legitimate concern among the Services that their resource management responsibilities for and command control over organic and direct support intelligence assets could be adversely affected, degrading the war-fighting capabilities of the forces.

3. Terms of Reference for this pilot study are at Appendix 1, Annex A. The study group found it necessary to permit some deviations from the Terms of Reference. These deviations, detailed in Chapter I, affected procedures, but not the purpose, direction or intent of the pilot study. The following are the most significant deviations:

a. To consider only theater intelligence and related assets assigned to the Joint Task Force committed to the contingency operation in the study scenario.

b. To use sample essential elements of information (EEI) developed by the working group chairmen and USEUCOM representatives.

c. To omit the explicit determination of the effect that additional tasking for the contingency situation would have on the primary missions of national systems and the quality of their responsiveness.

d. To omit determination of peacetime tasking of national systems that could be reduced or terminated to accommodate tasking for the contingency situation.

e. To consider only national intelligence capabilities in or directly related to the NFIP.

4. To create a manageable situation for a first, in-depth effort to understand the complexities of tactical-national relationships, the scope of the pilot study was limited:

a. To a contingency situation in the Mid East and a continuing threat to central Europe;

b. To those theater intelligence forces available to USCINCEUR for the specific contingency situation;

c. To intelligence capabilities operational by 31 December 1974; and

d. To the political situation that obtained during the October 1973 Mid East war.

C. (TS) SCENARIO AND STUDY ASSUMPTIONS

1. USCINCEUR proposed USEUCOM OPLAN

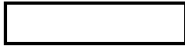
as the source for the pilot study scenario. Chapter II discusses USEUCOM OPLAN and scenario development. This scenario permitted assessment of a broad range of national intelligence assets against representative theater EEI, and consideration of intelligence priorities between the national and theater levels.

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2. Chapter II lists a number of assumptions made by the study group that affected the outcome of the study. The most significant among these were: that the contingency situation posed threats of Soviet attacks against the U.S. and the European central region; that EEI provided for the pilot study were a true representative sample; that theater collection and reporting assets identified by USCINCEUR would be available and would operate against theater EEI; that all national and departmental level collection and reporting assets in the NFIP were available for consideration for tasking against theater EEI; and that adequate resources (funds and manpower) would be available for national and theater collection and reporting assets.

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D. *THEATER INFORMATION NEEDS AND INTELLIGENCE CAPABILITIES*

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1. For this pilot study, a sample of 82 EEI represented theater information needs for the conduct of conventional offensive operations in the Mid East under the scenario. The sample has at least one entry for each type of EEI that would be included in a comprehensive listing. Since the sample is not comprehensive, however, it does not provide a basis for analysis of requirements in quantitative terms, identification of recurrent requirements, volume assessments, or application of the priorities established by USEUCOM and its component commands.

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2. The EEI sample does not include broader, and perhaps overriding, theater requirements for concurrent operations outside the Mediterranean and Mid East.

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3. Most theater intelligence assets assessed in the study are organic to combat units assigned to the Joint Task Force. Of the 40 units and activities included, 24 are HUMINT, six COMINT, two IMAGERY, three MASINT, and five multi-sensor. Only six of these assets are in the NFIP.

E. (U) *NATIONAL FOREIGN INTELLIGENCE CAPABILITIES AND NATIONAL STRATEGIC EEI*

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1. National foreign intelligence assets available for collecting and reporting against theater EEI were selected on the basis of their availability and apparent capability to support a theater commander without a system or design change. The deployment of national intelligence assets for the study was based on actual experience in crises.

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2. In some cases, study assumptions for use of national assets permitted assessments despite problem areas beyond the scope of the study. These assumptions permitted a data base to be established under near-ideal conditions. Effects of individual, real-world problems could then be applied to individual systems and groupings of systems.

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3. The study group found no officially approved national strategic EEI applicable to a worldwide crisis, such as was postulated by USCINCEUR for the

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study. A sample set of assumed national strategic EEI was developed by the National Working Group and agreed to by the National Intelligence Officers. They provided a basis for judgments as to the extent to which national assets might be available to work against theater EEI. Of the 57 assumed national strategic EEI, 40 are identical to theater EEI and were included in the evaluation.

F. (S) CONCLUSIONS AND RECOMMENDATIONS*

1. Mutual Intelligence Support

a. *Conclusion:* A large number of studies and activities address various aspects of tactical-national intelligence relationships. Each of these relates in some way to improving intelligence support to field commanders. There has been, however, only limited effort to pull together the results of these studies, collate and synthesize the lessons learned from them, or develop a coordinated approach for further work.

Recommendation: Before undertaking new or follow-on efforts, a joint JCS-IC Staff element should review all studies and activities relating to the tactical-national intelligence interface, synthesize their results, identify and prioritize specific problem areas, and develop a plan for further work.

b. *Conclusion:* Understanding interaction between intelligence and operations in a combat environment is the key to the tactical-national intelligence interface. To the combat commander, intelligence is an essential element of his force. National intelligence assets that cannot meet his reporting timeliness and accuracy requirements in combat are not adequate for tactical intelligence support in wartime.

Recommendation: The JCS and the Intelligence Community should continue jointly to make national and tactical intelligence assets mutually supportive in conflict situations. Development of a conceptual framework to describe and rationalize the division of labor should be pursued as a matter of priority.

c. *Conclusion:* There is no known documentation for national information needs and priorities in wartime.

Recommendation: The United States Intelligence Board should be requested to address this problem.

d. *Conclusion:* The static matrix approach did not permit consideration of the dynamics of the operational environment. In wartime, intelligence capabilities would be subject to attrition, countermeasures and communications degradation that can be assessed best in a gaming approach.

Recommendation: The JCS and IC Staff should jointly assess dynamic gaming methodologies for use in any follow-on studies.

e. *Conclusion:* With adequate planning, each set of assets (theater and national) can offset significant deficiencies in the other. The entire intelligence picture could be improved, for example, by informing field commanders of the targets in their areas of interest that will be tasked to national assets. National systems could cover

*In reviewing the respective capabilities of national and tactical assets to respond to established EEI, DIA notes that less stringent criteria were utilized in measuring the abilities of national assets to respond than was the case for tactical assets.

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25X1 some high-priority theater targets, permitting tactical commanders to employ their organic and direct support intelligence assets on combat intelligence needs that they otherwise would not be able to cover.

25X1 *Recommendation:* Develop procedures to coordinate national targets with theater collection plans at appropriate levels, to include a mechanism for rapidly notifying commanders of targets scheduled for national assets.

25X1 f. *Conclusion:* Theater assets supporting the Joint Task Force have an even or better than even chance of satisfying about 80 percent of the theater EEI sample. The majority of theater EEI that could not be covered by theater assets with any degree of certainty related to intentions, judgments and similar intangibles. Sixteen theater EEI could not be satisfied by theater assets with high or moderate confidence within the time constraints specified by USEUCOM. Of these, national assets could contribute significantly to the satisfaction of nine. (Details regarding this conclusion are in Chapter V.)

25X1 (1) Four EEI that could not be satisfied by theater assets could be satisfied by national assets with high or moderate confidence and within the timeliness criteria. These four EEI focused on needs for information outside the area of operations and on capabilities.

25X1 (2) The remaining five of the nine EEI to which national systems could contribute significantly, and theater systems could not, concerned primarily weapons location and capabilities of enemy forces.

25X1 *Recommendation:* The capabilities of national intelligence assets identified in paragraphs A.6.a and A.6.b, Chapter V, should be evaluated, updated and tested in joint exercises to determine the extent to which they can support theater intelligence plans. Following the evaluation, and in coordination with USCINCEUR and the IC Staff, the JCS should recommend to the Secretary of Defense and Director of Central Intelligence specific options for theater support by these national intelligence systems.

25X1 g. *Conclusion:* Although the capabilities of theater intelligence assets decrease with distance from the combat zone, theater assets can make a significant contribution to national-level intelligence needs and can offset deficiencies in national capabilities to collect and report on combat operations. Specifically:

25X1 (1) Forty theater EEI were of interest to national authorities. Theater assets had an even or better than even chance of satisfying 90 percent of these, assuming that timeliness requirements at the national level are the same as those of the combat forces.

25X1 (2) For the study scenario, theater assets appeared to be better able than national assets to satisfy about one-third of the theater EEI considered to be of equal national-level interest.

25X1 *Recommendation:* Theater intelligence capabilities should be explicitly considered in national intelligence planning for crisis and contingency situations.

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2. Future Actions (Study Related)

a. *Conclusions:* Computer programs and data base developed through collaboration with DIA are responsive to paragraph 2.b. of the Study Terms of Reference.

Recommendation: These programs should be further refined during follow-on studies with a view toward making them available for planning and allocating intelligence assets.

b. *Conclusion:* The confidence factor judgments of the degree to which EEI can be satisfied are composites of the several questions into which each EEI can be factored. The judgments, while acceptable for the limited purpose of the pilot study, lack the specificity for timeliness, accuracy and priority that would be needed for intelligence planning analysis.

Recommendation: EEI for future studies of this type should be factored into specific questions. Capabilities judgments should be displayed for each EEI and its component questions. In addition, to accommodate assessment of scenario-constrained capabilities, each EEI should be clearly related to the specific scenario times and events to which it applies.

c. *Conclusion:* Periodic theater readiness assessments include theater intelligence assets. Theater staffs understand the capabilities and limitations of these assets, can assess their mission impact, and have ready access to detailed data concerning them. Initial assessments of theater capabilities for follow-on studies, therefore, can be made best in-theater.

Recommendation: For follow-on studies, Unified & Specified (U&S) commanders should be requested to provide initial assessments of theater capabilities and intelligence needs. The task of matching requirements to national assets would be done best at the Washington level.

d. *Conclusion:* There is little confidence in current capabilities to differentiate tactical nuclear munitions from other types of munitions in the combat zone.

Recommendation: A follow-on study should specifically address capabilities to identify and characterize munition types in the combat zone.

e. *Conclusions:* There are three combat intelligence problem areas that appear to have worldwide applicability:

(1) Intelligence relating to battlefield intentions, judgments, and similar intangibles cannot be collected and reported with certainty.

(2) Intelligence capabilities of combat forces decrease with distance from the combat zone.

(3) Timeliness under combat conditions is one of the most difficult criteria to meet, yet one of the most critical to the combat commander.

Recommendation: Follow-on studies should address these problem areas specifically, with a view toward generalized solutions that can be incorporated in military doctrine and tactics.

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25X1 f. *Conclusion:* Actual experience factors were not available for the analysis of the capabilities of the entire range of collection, reporting and communication systems.

25X1 *Recommendation:* Capabilities based on actual experience, where they are not now available, should be identified in a future study.

25X1 g. *Conclusion:* The study organization—a study group of principals supported by two working groups, one focusing on national and the other on theater capabilities and needs—adequately represented the divergent and often conflicting interests of the many organizations participating in the pilot study.

25X1 *Recommendation:* The organization for any future studies should ensure adequate representation for all divergent views.

25X1 h. *Conclusion:* The study was sponsored by the DCI and Secretary of Defense, and co-chaired by their representatives. Study participants dealt with matters of intelligence, operations and command and control. Honest differences regarding interaction between intelligence and operations in combat and associated resource allocations surfaced issues that could not be resolved at the level of the study participants.

25X1 *Recommendation:* Insure future study participation at a level that can address basic issues.

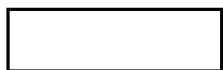
25X1 i. *Conclusion:* Study and working group members participated in the pilot study as an additional duty, severely limiting the time they could devote to data collection and analysis for the study.

25X1 *Recommendation:* Depending upon the scope of any future study, consideration should be given to assignment of a nucleus of full-time personnel.

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Chapter I

INTRODUCTION

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A. PURPOSE

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1. This report responds to an agreement between the Secretary of Defense and the Director of Central Intelligence to conduct a pilot study to size problems in the tactical-national intelligence interface, develop study procedures, and gain insight into possibilities for mutual support between the national foreign intelligence community and the military operating forces.

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2. By its Terms of Reference (Annex A), this study:

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a. Provides a basis for recommendations by the Joint Chiefs of Staff to the Secretary of Defense and to the Director of Central Intelligence regarding:

(1) (S) The National Foreign Intelligence Program (NFIP) support that could be made available to satisfy the essential intelligence needs of USCINCEUR and his subordinate commanders for contingency operations in the Mediterranean area.

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(2) The conduct of follow-on studies of the tactical-national intelligence interface.

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b. Develops and implements the computer programs and data base to support the overall tactical-national intelligence interface study.

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B. STUDY ORGANIZATION

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1. The study group was chaired jointly by representatives of the Secretary of Defense and the Director of Central Intelligence, who also served as the Joint Staff and IC Staff members of the study group. Executive officers from the Joint Staff and Intelligence Community (IC) Staff supported the co-chairmen. Other study group members were appointed by each military Service, USEUCOM, DIA, NSA, and NRO.

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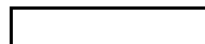
2. Two working groups were established.* The Theater Working Group, chaired by DIA, developed and assessed theater information needs and capabilities. The National Working Group, chaired by the IC Staff, developed and assessed national foreign intelligence information needs and capabilities. Working group

*To better reflect their actual functions, the study group changed the names given to the working groups in the Terms of Reference.

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membership also included J-3, J-5 and J-6 directorates of the Joint Staff, each military Service, USEUCOM, IC Staff, DIA, NSA/CSS, and NRO. DMA and DIS were invited to appoint observers to the study group. CIA was offered and accepted full membership on both study and working groups. Because of time and travel limitations, the USEUCOM member participated with the study group only until theater intelligence needs had been developed. USEUCOM study and working group members supported the study in-theater.

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3. This pilot study was an additional duty for both study and working group members. The principal duties of the members, particularly in the working groups, limited the time available to them for work on the study. This and the experimental nature of the study contributed to its delayed completion.

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C. *BACKGROUND*

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1. The most critical aspect of this study is the comparison of national-level foreign intelligence needs and capabilities with those of the operating forces. Competing priorities, relationships between operations and intelligence and between resources and capabilities, and responsibilities for equipping, maintaining, and commanding the military forces have caused the JCS and military Services to believe that tactical commanders cannot count on the continuing availability of national intelligence support in wartime. In their operational and force development planning, they have to consider the possibility that national-level needs will take priority over tactical needs; that many of our national systems are vulnerable to hostile action; that national systems may not be able to report fast enough for combat support; and that communications from the national level to the field are likely to be inadequate. For these reasons, they believe it essential that military departments and commands retain and control their organic and direct support intelligence capabilities. This pilot study tends to support these views.

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2. As intelligence buying power has decreased over the past several years, management interest in intelligence has tended to focus on achieving savings by eliminating duplication and consolidating intelligence activities, across Services and agencies, under executive agents. The resource implications have tended to cause legitimate concerns among the Services that their resource management responsibilities for and command control over organic and direct support intelligence assets could be adversely affected, degrading the war-fighting capabilities of the forces.

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3. For this study, theater capabilities were aggregated at brigade, wing and task group—organizational levels capable of independent, sustained combat. For this reason, the description of some unit-level theater intelligence assets do not include specific capabilities. In addition, other limitations in the pilot study precluded conclusive judgments regarding the relative capabilities of assets. Judgments regarding capabilities of national and theater intelligence assets to satisfy theater EEI are detailed at Annex J.

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25X1 4. Study conclusions and recommendations for support to USCINCEUR surfaced possibilities that warrant detailed examination. This pilot study provides a methodology for comparing national intelligence needs and capabilities with those of operating forces. It suggests specific national systems most likely to provide timely and usable support to commanders in other theaters. It also recommends follow-on actions that the study group believes most likely to result in improved overall national-level support to the operating military forces.

25X1 D. *TERMS OF REFERENCE*

25X1 1. The study group found it necessary to permit some deviations from the Terms of Reference. These deviations affected the procedures followed by the working groups, but not the purpose, direction or intent of the pilot study itself.

25X1 2. The following Theater Working Group deviations from Terms of Reference were approved by the study group:

25X1 a. To consider only theater intelligence and related assets assigned to the Joint Task Force (JTF) committed to the contingency operation in the study scenario (Chapter II).

25X1 b. To use sample EEI. This sample was developed by the working group chairmen and USEUCOM representatives, coordinated by J-2, USEUCOM with component command intelligence staffs, and certified by the USEUCOM member of the study group to be representative for the contingency situation.

25X1 c. Not to require USEUCOM to develop detailed theater intelligence collection plans for the contingency situation. Theater Working Group analyses, in effect, provide a basis for such collection planning.

25X1 d. Because theater intelligence collection plans were not needed, not to attempt to coordinate statements of intelligence needs and tasking with responsible commanders.

25X1 3. The following National Working Group deviations from Terms of Reference were approved by the study group:

25X1 a. To permit aggregations of national intelligence assets where necessary to develop meaningful statements of capabilities. For example, Navy's HFDF net could be considered as a totality because locating capabilities require data from several stations in the net.

25X1 b. To omit determination of the information or intelligence provided to commanders in the contingency situation based on present targeting of national systems, and to concentrate on intelligence needs stated in the sample theater EEI.

25X1 c. To omit the explicit determination of the effect that additional tasking for the contingency situation would have on the primary missions of national systems and the quality of their responsiveness. The effect of national priorities is reflected in National Working Group assumptions for the availability of national assets.

25X1 d. To omit determination of peacetime tasking of national systems that could be reduced or terminated to accommodate tasking for the contingency

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situation. This, also, is reflected in National Working Group assumptions for the availability of national assets.

c. (U) To consider only national intelligence capabilities in or directly related to the NFIP. Foreign Service collection and reporting were, therefore, not considered.

4. (U) The study group also approved some deviation from the Terms of Reference for the tasks assigned Research and Analysis Branch, IC Staff.

a. DIA provided computer support to the Theater Working Group. Research and Analysis Branch, therefore, provided data support only to the National Working Group.

b. Preliminary design was completed on a CIRIS-compatible program to interface and correlate non-CDIP and parallel CIRIS data. Because automated correlation was not required for the pilot study, the program was not fully developed and implemented. This program can be completed and implemented in six to eight weeks. Descriptive data for non-CDIP units and activities can be formatted on the CIRIS 2812B input form and displayed in the same format as the first page of the CIRIS Entity Status Report.

c. Data generated by both working groups, however, have been entered in DIA's computer program, and are now available for manipulation together.

5. The study group agreed to undertake three tasks in addition to those specified in the Terms of Reference.

a. The pilot study was expanded to include an assessment of theater capabilities to meet national requirements for the contingency situation.

b. To permit judgments on the availability of national intelligence assets for theater support in the contingency situation, the National Working Group would develop assumptions for national intelligence priorities.

c. To make a survey to identify and document other studies that have been completed or are in progress that relate to tactical-national intelligence relationships.

E. CRITERIA FOR COMPARISON

1. To ensure that theater and national intelligence needs and capabilities would be stated in a way that would permit cross-comparisons, the study group adopted criteria for expressing their essential elements.

a. For intelligence needs, the criteria were:

(1) Geographic area or location of interest.

(2) Subject of interest.

(3) Type of response desired (specific sensor output or material, such as graphs, electronic signals, documents, hardware).

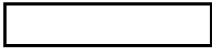
(4) Tolerances (accuracy needed for location, time of observation, quantity, movement direction and speed).

(5) Required timeliness (turnabout time from statement of requirements to receipt of answer).

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(6) Credibility of information needed for a commander to take action on it.

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(7) Consumers.

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b. For intelligence collection and reporting capabilities, the criteria were:

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(1) Geographic area or location accessed.

(2) Subject matter coverage.

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(3) Type of output (specific sensor output, such as photography, radar imagery, ELINT, HUMINT document or material acquisition).

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(4) Tolerances (average capability to accurately locate, pinpoint time of occurrence, identify numbers of things or events, and determine direction and speed of movement).

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(5) Timeliness (time required to task, collect, process, analyze and disseminate).

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(6) Validity of information or intelligence when disseminated.

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(7) Customers.

2. Some modifications to these criteria were necessary. The study group approved the following modifications:

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a. Tolerances would be meaningful only if specifics for accuracy were stated in, or could reasonably be deduced from, information needs. For this reason, tolerances for capabilities would be stated in working group analyses only when a need to consider them could be derived from the sample EEL.

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b. Credibility needed to act, and validity of information or intelligence, concern values that cannot be assigned independent of the actual tactical situation at the time a decision is required. For this reason, credibility and validity were not considered.

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F. SCOPE

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1. In addition to the considerations discussed above, other factors affected the scope of the study. These factors included:

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a. The complexity of tactical-national intelligence relationships.

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b. The lack of detailed information regarding worldwide command information needs for contingency and combat operations.

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c. Uncertainty regarding the date for operational capability and deployment of intelligence systems under development, and the availability of supporting processing and dissemination systems.

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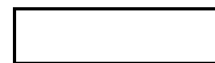
d. The lack of a comprehensive, worldwide inventory of theater and subordinate command collection and reporting capabilities.

e. The wide variety and great number of situations worldwide, for which contingency and war plans have been developed, that affect relationships and support between the intelligence assets controlled by the forces, and the assets controlled at the national and departmental levels.

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1. The lack of a proven methodology for dealing with tactical-national intelligence relationships.

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g. The need to make a start within reasonable time toward understanding tactical-national intelligence relationships and the possibilities for mutual support.

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2. These considerations were beyond the control of the study group. They led to deliberate decisions to limit the scope of the pilot study:

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a. Geographic: The pilot study is limited to a contingency situation in the Mid East and a continuing threat to central Europe.

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b. Theater forces: Theater intelligence forces are limited to those available to USCENTCOM for the specific contingency situation.

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c. Collection and reporting assets: Intelligence capabilities are limited to the systems, units and activities that had achieved operational capability by 31 December 1974.

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d. Political: The political situation is limited to that which obtained during the October 1973 Mid East war; no additional political factors that could have significantly altered the then existing situation were considered in the pilot study.

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e. Methodological: Because sample EEI could not saturate asset capabilities, assessments were not quantitative and were limited to only a partial test of capabilities to meet principal command intelligence needs at both theater and national levels.

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3. The limitations for the pilot study are not assumed for the overall tactical-national intelligence interface. They are merely a means of creating a manageable situation for a first, in-depth effort to understand the complexities of the relationships involved and to permit logical decisions on further actions concerning the tactical-national intelligence interface, hence the designation "Pilot Study."

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4. Definitions and abbreviations are at Annex II.

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