Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

THE

CENTRAL

INTELLIGENCE

AGENCY

Briefing Officer

Intelligence Institute

CIA Office of Training

January 1974

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

THE ROLE OF INTELLIGENCE

The Concept of Intelligence

Introduction
Intelligence as Knowledge
Intelligence as Activity

The Development of American Intelligence

Historical Background
Coordination of Intelligence

Intelligence and Policy

Intelligence and Policy Formulation
Intelligence Organizations and Policy Implementation

THE CENTRAL INTELLIGENCE AGENCY

Mission and Functions

Legal Base
Collection Functions
Analytical Functions
Counterintelligence
Policy Implementation

Controls Over CIA

CIA and the American Scene

Foreign Intelligence and Domestic Investigations
CIA Activities in the United States

Conclusion

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

THE ROLE OF INTELLIGENCE

The Concept of Intelligence

Introduction

It is essential to begin with a clear idea of what intelligence is and what it is not. The word "intelligence" is used in different ways, with different meanings, to signify different realities. Some equate intelligence with domestic investigations by law-enforcement officers. It is not used in that sense here but exclusively in a foreign affairs context. For others, intelligence suggests James Bond and a world of espionage, gadgets, and violence. It is not used in that sense here. All the categories in the Bond world come from the imagination. They constitute the literary genre of spy fiction rather than the real world of intelligence. There is a real world of secret intelligence, but it is unlike the world of spy fiction and it constitutes but a small part of the whole of intelligence.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Intelligence as Knowledge

A further refinement should be made by making a distinction between intelligence as activity (the means) and intelligence as knowledge (the end). In terms of its end-product, intelligence may be defined as knowledge about foreign situations. Stated another way, it is knowledge of the capabilities and intentions of foreign nations as these relate to the interests of the United States. Intelligence is the prelude to decision and action in international affairs. The alternative to knowledge (intelligence) is ignorance. So it is that all nations employ some means of keeping informed on world developments affecting them.

There are many kinds of intelligence studies produced. They deal with different geographic areas throughout the world. They concentrate on particular subjects. One speaks, for example, of political, military, economic, or scientific intelligence. They focus on different time frames. Current intelligence deals with daily events, research is concerned with capabilities and trends, and estimates are concerned with the future, with probable courses of action. Finally, intelligence products reflect the needs and preoccupations of their consumers. Departmental intelligence has a narrower focus than national intelligence.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

The first is designed to support the mission of a particular government department, the second to support national policymaking.

Intelligence as Activity

There are three distinct but related steps in the intelligence process: collection, processing, and analysis.

Collection is the gathering of the raw material out of which intelligence will be produced. Collection takes place in the field, with an emphasis on the factual. This is not the end of the intelligence process but the beginning. A report from the field is unevaluated intelligence information, not yet "finished intelligence" ready for use by a consumer.

Collection may be divided according to the manner in which information has been collected. Thus, we may speak of overt, clandestine, or technical collection. Overt collection encompasses both public information and official information gathered by government officials. Clandestine collection refers to the use of secret agents to acquire information deemed vital to national security and obtainable in no other way. Technical collection may be likened to an extension of the human sensory

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

system—the eyes and the ears. It represents the great technological advance in modern intelligence. The "eyes" correspond to photographic reconnaissance systems and the "ears" to electromagnetic emanations or signals recorded on tape.

Processing denotes both information processing and data reduction. In the first instance, it refers to dissemination and to the utilization of storage and rapid retrieval systems. Data reduction, in turn, is the interpretation and reduction to words of technical data on film and tape. Automatic data processing equipment and computers play an important role in the control and manipulation of the tremendous quantities of information processed by modern intelligence organizations.

The final step in the intelligence process is analysis or the production of "finished intelligence." Facts constitute the raw material of intelligence. The production of intelligence is the work of scholars who engage in research, analysis, synthesis, and interpretation. As the sculptor gives form to the block of granite, so the analyst gives meaning to the raw data collected in the field.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Modern intelligence represents the combined effort of operators, academicians, and technologists. One could also add administrators, essential to the running of any organization.

The Development of American Intelligence

Historical Background

There is a history of American intelligence. It is to be found in the history of our diplomatic service and in the history of our wars. An early authentic folk-hero was an intelligence officer: Nathan Hale. Every schoolboy also knows of Paul Revere and what made him famous: his success in carrying out the important intelligence function we now call Early Warning. James Fenimore Cooper named one of his most popular novels The Spy, and his other novels idealized our native embodiment of the intelligence function—the frontier scout.

Yet, intelligence did not become crucial to our survival until World War II. During and after World War II two necessities focused a new and stronger light upon the importance of intelligence. One was a matter of scale: Instead of frontier scouts and the primitive effort of the Pinkertons during the

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Civil War, the United States now had to develop a system for collecting information on events and trends throughout the world. As a world power whose security problems had expanded far beyond our frontiers, we could do no less. The other development was the recognition that collecting information was not enough. We had also to assemble the best available minds to sift, analyze, evaluate, and interpret all the information collected.

Immediately after the war, Congress undertook a systematic review of the entire national security structure, including the Government's intelligence resources. In the background were the lessons of Pearl Harbor, in the foreground the new obligations of international leadership, and over the horizon the first glimmerings of the Cold War.

If the historical context explains the concern and the felt need for a professional intelligence system, a look at what then existed confirmed the necessity of a new organization (1) to undertake those intelligence functions that are outside the normal scope of the military and diplomatic services and (2) to coordinate and systematize the whole intelligence effort.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

The result of the Congressional inquiry was the passage, in 1947, of the National Security Act. Among other things, the statute established the Central Intelligence Agency (CIA) as an independent, civilian Agency under the President and the newly created National Security Council.

Coordination of Intelligence

American intelligence today is the result of the coordinated efforts of CIA and the departmental intelligence units in State and Defense—collectively referred to as the "intelligence community." The community is guided by a division of labor spelled out in National Security Council Intelligence Directives. However, continuing coordination is needed to prevent unnecessary duplication of activity, to eliminate gaps in coverage, and to correlate intelligence judgments. This coordination role devolves upon the Director of Central Intelligence, who is at once (1) Intelligence Adviser to the President and the Council, (2) coordinator of U.S. foreign intelligence, and (3) head of CIA.

The Director's responsibility for coordination does not carry with it the power to command any intelligence agencies other than CIA. Rather it is a question of

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

leadership, consultation, and recommendation to the Council. To advise and assist the Director in this task of coordination, two formal bodies have been established: the United States Intelligence Board (USIB) and the Intelligence Resources Advisory Committee (IRAC).

The USIB, which meets weekly, assists and advises the Director in the coordination of substance (national intelligence), requirements, and security. Its members are:

(1) The Director of Central Intelligence, Chairman

(2) The Deputy Director of Central Intelligence, Deputy Chairman

(3) The Director of Intelligence and Research, Department of State

(4) The Director, Defense Intelligence Agency, Department of Defense

(5) The Director, National Security Agency, Department of Defense

(6) The representative of the Secretary of the Treasury

(7) The representative of the Atomic Energy Commission

(8) The representative of the Director of the Federal Bureau of Investigation

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

There are also three "service observers"—the intelligence chiefs of the Army, Navy, and Air Force—and a number of interagency committees that coordinate in specialized areas.

The IRAC assists and advises the Director in the coordination of resources, including the preparation of a consolidated budget. It is supported by the Intelligence Community Staff. The members of IRAC, in addition to the Director of Central Intelligence who is Chairman, consist of a senior representative from each of the following organizations: the Central Intelligence Agency, the Department of State, the Department of Defense, and the Office of Management and Budget.

Intelligence and Policy

Intelligence and Policy Formulation

Intelligence and policy are like two sides of a coin: separate but related. The separateness consists in this: intelligence officers report international developments and interpret their meaning, but they do not recommend courses of action to the policymakers. Formulation of foreign policy must take into account many factors of which foreign intelligence is but one, although an important one.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

In international affairs, it is the President who makes policy, subject only to the relevant constitutional restraints placed upon the powers of his office. It is customary for him to seek policy recommendations from individual advisers, such as the Secretary of State, or from the National Security Council. In turn, their recommendations are based in considerable measure on analyses of foreign developments—in other words, on intelligence. Thus, while U.S. intelligence agencies neither make nor recommend policy decisions, they do influence them through the very nature of the findings they produce. That is why intelligence organizations exist.

The relatedness of intelligence and policy consists not only in providing a data base for policy recommendations. Throughout the preparation of an analytical intelligence piece, the analyst must have in mind the range of options available to the policymaker so that he can address himself to the whole range. His evidence must be marshalled in such a way as to address itself to the questions the policymaker is asking and he must be able to evaluate the probable consequences of choosing one or another course of action.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Intelligence Organizations and Policy Implementation

There are occasions when an intelligence organization is directed by policymakers to undertake specified actions in the wake of certain policy decisions or in pursuit of existing policy objectives.

Normally, policy is executed by the Departments of State or Defense, depending on whether diplomatic or military methods are called for. But if pursuit of the objective is deemed inappropriate for official and conventional governmental action and, at the same time, lends itself to the application of intelligence techniques, the policymakers may direct CIA to carry out the task. This occurs only at the direction of the President, or of a special National Security Council group, when it is determined that CIA is the best instrumentality for the purpose.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

THE ROLE OF CIA

Mission and Functions

Legal Base

CIA's legal charter is the National Security Act of 1947 passed by the 80th Congress. Title I, Section 102 (d) sets out the Agency's mission and functions as follows:

> For the purpose of coordinating the intelligence activities of the several Government departments and agencies in the interest of national security, it shall be the duty of the Agency, under the direction of the National Security Council—
>
> (1) to advise the National Security Council in matters concerning such intelligence activities of the Government departments and agencies as relate to national security;
>
> (2) to make recommendations to the National Security Council for the coordination of such intelligence activities of the departments and agencies of the Government as relate to the national security;
>
> (3) to correlate and evaluate intelligence relating to the national security, and provide for the appropriate dissemination of such intelligence within the Government using where appropriate existing agencies

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

and facilities: Provided, That the Agency shall have no police, subpena, law-enforcement powers, or internal-security functions: Provided further, That the departments and other agencies of the Government shall continue to collect, evaluate, correlate, and disseminate departmental intelligence: And provided further, That the Director of Central Intelligence shall be responsible for protecting intelligence sources and methods from unauthorized disclosure;

(4) to perform, for the benefit of the existing intelligence agencies, such additional services of common concern as the National Security Council determines can be more efficiently accomplished centrally;

(5) to perform such other functions and duties related to intelligence affecting the national security as the National Security Council may from time to time direct.

Specific authorizations were further provided in the CIA Act of 1949. The National Security Council, pursuant to the statute, has also directed that certain functions be performed by CIA.

The full scope of CIA activities embraces (1) continuing responsibilities in intelligence collection, intelligence analysis, and counterintelligence; and (2) occasional policy implementation responsibilities when so directed by the President or the National Security Council.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Concentrating first on collection and analysis, it should be noted that both are equally stressed as complementary aspects of the intelligence process. The collector is in the field, the analyst at Headquarters; the first is factual in emphasis, the second interpretive. In the interplay between the two lies much of the strength of American intelligence.

Collection Functions

CIA receives all relevant intelligence information gathered by other government departments. It supplements this with its own specialized collection systems, using overt, technical, and secret means.

Intelligence information is gleaned from a careful scrutiny of foreign newspapers and periodicals, from the monitoring of foreign news and propaganda broadcasts, and from the interviewing of domestic sources of information on developments in foreign countries. The latter involves running a voluntary interviewing system in the U.S. whereby private citizens with a specialized knowledge of foreign lands who wish to share their expertise with the Government are able to do so.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Intelligence information is also acquired through technical systems. CIA was a pioneer in developing high-altitude photographic reconnaissance and sophisticated techniques of photographic interpretation. Progress in developing advanced technical collection systems has continued and today they are an indispensable part of intelligence.

Finally, clandestine sources provide valuable intelligence information. The sources include agents, defectors, and varying degrees of liaison with the intelligence services of allied countries.

Analytical Functions

Since the analytical task of turning raw information into finished intelligence is inherently less likely to attract journalistic attention or public curiosity, its importance has been far less widely understood. President Johnson called attention to the important role of the scholar-analyst at the swearing-in ceremony of Richard Helms as Director in 1966 when he said:

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

> "I have met dozens of (CIA) men who are moved and motivated by the highest and most patriotic and dedicated purposes—men who are specialists in economics and political science and history and geography and physics and many other fields where logic and analysis are crucial to the decisions that the President of their country is called on to make. Through my experience with these men I have learned that their most significant triumphs come not in the secrets passed in the dark but in patient reading, hour after hour, of highly technical periodicals. In a real sense they are America's professional students; they are unsung just as they are invaluable."

The substance of CIA's analytical studies may be political, economic, scientific, military, and geographic. In the matter of priorities, first place is assigned to those targets representing the most immediate threats to national security. Beyond this, however, is the broader role of intelligence in serving the national welfare. Studies of international trade and international monetary affairs help US policymakers strengthen the American economy. A major effort is also devoted to tracing the foreign roots of the narcotics traffic. Finally, intelligence is concerned with studying any and all international developments and trends which may pose problems for US policymakers in the years ahead. CIA has produced studies on trends in world population and urbanization, food production, poverty, and environmental problems.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

In form, the intelligence publications produced by CIA analysts range the gamut from current intelligence to research studies and estimates. Current intelligence represents the kind of analysis and writing that may be compared to journalism—quick reporting and interpretation of significant happenings throughout the world—except that CIA's current intelligence publications are sent daily to the White House.

Research studies represent a different type of analytical endeavor. These are the result of meticulous, detailed research akin to that conducted in universities. The Agency has special responsibilities for research in economic, scientific, and geographic intelligence and engages, on a more limited basis, in other fields of research where the need exists.

A quite different approach is used in preparing National Intelligence Estimates. These studies are based on contributions from all the intelligence agencies and are passed on by the U.S. Intelligence Board, with any dissenting views noted in the Estimate. Estimates deal with broad or long-term assessments of the capabilities and probable courses of action of other nations as these may affect the interests of the U.S. They are specifically designed to assist policy formulation.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Much of the current and estimative intelligence produced by CIA can be properly called "national intelligence" because it is based on contributions from all, is coordinated, and is specifically aimed at supporting policy formulation.

Counterintelligence

Counterintelligence is the detection and investigation of activities carried out by hostile intelligence services against the U.S. or its allies. This is a responsibility of the Federal Bureau of Investigation within the U.S. and of the CIA abroad. It is one of the most important, though least known, functions of the Agency. It sometimes involves close collaboration with the services of other countries in helping them thwart subversive activities directed against them. Counterintelligence gathered abroad may also reveal the identities and activities of foreign espionage agents operating in the U.S.; in this case the Agency transmits such information to the FBI, which under law has jurisdiction for investigating and counteracting these activities inside the U.S. itself.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Policy Implementation

Over and above CIA's primary role in intelligence and counterintelligence, it is directed on occasion to carry out or implement a policy decision abroad through unofficial or covert means.

An example of this which has focused attention upon CIA has been the program to train Meo tribesmen as guerrilla fighters in Laos. US policymakers believed that it was in our interest to prevent Communist expansion in Southeast Asia. In the early 1960's they decided that US action had to be taken in Laos, but short of full-scale involvement of American military forces.

As a result, the Agency was directed to support a local guerrilla capability to prevent a takeover of that country by forces of the Pathet Lao and North Vietnam. Overt, official U.S. involvement would have multiplied the risk of an open confrontation with North Vietnam—and possibly China—in which regular military forces on both sides might be called in to fight a markedly expanded war.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Controls Over CIA

The activities of CIA are carried out under the close scrutiny of the President, the National Security Council, the President's Foreign Intelligence Advisory Board, the Office of Management and Budget, and four committees of Congress.

The Agency operates under the constant supervision and direction of the National Security Council. The staff of the National Security Council, headed by the Assistant to the President for National Security Affairs, is in daily touch with all elements of the Agency's work.

In addition, the Director reports periodically and in detail on the whole range of foreign intelligence activities to the President's Foreign Intelligence Advisory Board, a group of men who have distinguished themselves in government, industry, education, and the professions. The Board studies each component of the whole intelligence community and reports regularly to the President, with recommendations for his action.

The Agency's budget is gone over line for line by the Office of Management and Budget (OMB)—and by four committees of Congress as well. Each year the CIA's budget receives intense scrutiny, climaxed by weeks of hearings: first,

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

those conducted by OMB with each separate component of the Agency, then those in which the Director of Central Intelligence appears before the Congressional committees. In each case questions of the highest sensitivity are discussed in whatever detail the questioners require.

The four committees of Congress to which the Agency reports regularly are the Armed Forces and Appropriations Committees of each House. The budget hearings, along with questioning on the Agency's intelligence product, organization, plans, and operations, are conducted in executive session by small subcommittees named by the chairmen of the four overall committees. The Agency also appears frequently before several other committees on substantive matters (for example, the situation in Southeast Asia or the Middle East).

Contrary to popular belief, the U.S. Government's control over CIA is extensive, intensive, and continuous:

When CIA activities in South Vietnam were under attack in 1963, President Kennedy engaged in the following exchange at a press conference:

> Q. "Mr. President, could you discuss some of the recent public accounts of CIA activities in South Vietnam, particularly the stories of, or reports of how the CIA has undertaken certain independent operations, independent of other elements of the American Government that are in South Vietnam?"

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

A. "I must say that I think the reports are wholly untrue . . . I can find nothing . . . to indicate that the CIA has done anything but support policy. It does not create policy; it attempts to execute it in those areas where it has competence and responsibility. . . . I can just assure you flatly that the CIA has not carried out independent activities but has operated under close control of the Director of Central Intelligence operating under the—with the cooperation of the National Security Council and under my instructions. . . . I think they have done a good job." (New York Times, 10 October 1963)

CIA and the American Scene

Foreign Intelligence and Domestic Investigations.

The Central Intelligence Agency has no jurisdiction or responsibility involving the internal domestic affairs of the United States or its citizens. It conducts no operations or activities of any kind in the United States which relate to these affairs.

This has been true from the beginning. The National Security Act of 1947 is categorical on this point: "The Agency shall have no police, subpoena, law-enforcement powers, or internal-security functions." Internal security investigations are the responsibility of the Federal Bureau of Investigation. Federal criminal investigations are the responsibility of a number of agencies including the FBI and the Secret Service. The business of CIA is foreign intelligence, foreign counterintelligence, and foreign covert action as directed.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

CIA Activities in the United States

Many of the responsibilities of a foreign intelligence organization can be, and are, carried out at home. Most Agency employees actually serve in the United States.

The analysis of reports from overseas, translation of foreign documents, and interpretation of photographic and electronic data are performed at the Agency's Headquarters in Washington. The Agency also interviews U.S. citizens all over the country who have expert knowledge of significant developments abroad. These include academicians, representatives of business and labor, and scientists among others, who are willing to share their knowledge with U.S. Government officials.

In addition, several administrative functions are performed in the United States. Personnel recruiters interview applicants for employment throughout the country. Applicants under serious consideration for employment are then evaluated as to character, professional competence, and health.

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Conclusion

For over a quarter of a century, the Central Intelligence Agency has served the President with distinction, as well as Congress and the nation. All five Presidents during this period have commented on the importance of the Agency's contribution. President Nixon, speaking to the men and women of CIA on 7 March 1969, concluded as follows:

> "So finally, I would simply say that I understand that when President Truman in 1964 sent a message to the CIA, he put an inscription on it which, as I recall, went something like this: 'To the CIA, an organization which is an absolute necessity to any President of the United States. From one who knows.'
>
> "I know. And I appreciate what you do."

On an earlier occasion (28 November 1961) at CIA Headquarters, President Kennedy spoke as follows:

> ". . . I am sure you realize how important is your work, how essential it is—and how, in the long sweep of history, how significant your efforts will be judged."

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0

STAT

Approved For Release 2003/04/29 : CIA-RDP84-00780R006100120004-0