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United States Senate

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STUDY GOVERNMENTAL OPERATIONS WITH
RESPECT TO INTELLIGENCE ACTIVITIES

(PURSUANT TO S. RES. 21, 94TH CONGRESS)

WASHINGTON, D.C. 20510

September 4, 1975

X1 [redacted]
Special Counsel to the Director
Central Intelligence Agency
Washington, D. C.

X1 Dear [redacted]

As a follow-up to my letters of 27 May and 14 July describing the Senate Select Committee's studies in the field of foreign intelligence, the Committee would like to sponsor a special study on the relation between the production of national intelligence estimates and the allocation of total U.S. collection resources. This study will be under the direction of Dr. Arthur Herrington.

Attached to this letter is a memorandum briefly describing the subjects which this study will address.

I would appreciate your providing [redacted] with access to the people within your agency who would be most knowledgeable about these issues and to the relevant documents.

Sincerely,

Bill

William G. Miller
Staff Director

Attachment

Statement of Work

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I. Objective: to provide independent view, comment, and criticism on the activities of the U.S. intelligence community in three areas:

1. The production of National and related intelligence estimates.
2. The production of current intelligence and warning.
3. The allocation of total U.S. collection resources.

II. Specifics: The following topics will be considered:

1. On National and related estimates:
The range and focus of National and related estimates, their strengths and weaknesses, the role of analysis in the estimating process, who estimates and how, how are various estimates used and by whom, what are the roles of the DCI and other intelligence community staffs in resolving disputed estimates, and what possible changes might be of interest to improve our estimating capability. Items that should be considered include:

Estimates:

NIE's and SNIE's and their history DIPP
(Ex NIPP) and other compendia
Special estimates for NSSMs
Program memoranda, Area Concept Papers
and other analysis or estimate papers
prepared in DOD
Net Assessments
CINC estimates
Other Estimators - the Press, Congress, etc.

Uses:

Defense budget debates - National policy
issues - gross world balances in
military capability
Force level issues - how is defense budget
divided: deployments
Weapon system choices and technology
Negotiations (SALT, MBFR, etc.)

Areas for Specific Data or Case Histories:

Strategic and tactical nuclear forces
Ground forces - Europe; general NATO
capability vs. the Pact
Tactical air - Europe
Naval forces versus the USSR
China and the USSR
Korea
Mideast
Other "hot spots"

Specific Questions:

- What estimates consider both friendly and enemy capabilities, and what is the role of the intelligence community in insuring balanced treatment of both?
- How do we estimate our allies' capabilities?
- How does the estimating record fit with the facts as seen later?
- What are the processes of producing various types of estimates, and how do these processes affect the content of the estimates?

2. On estimates of current actions and warning:

The strengths and weaknesses of U.S. current intelligence estimates, that is, warning of impending critical events, will be examined in a manner consistent with the discussion of National and related (capabilities) estimates. Generally, the same issues as outlined above, should be discussed. Additional specific questions include:

- How are estimates of current activities and intent related to estimates of capabilities?
- What processes are involved in producing such current estimates and how are they related to the process that produce capabilities estimates? To what extent are theory (organizational responsibility

and structure) and practice (possible short cuts) divergent, and with what risks and payoffs? Who are the real users of current intelligence and warning, in terms of possible actions taken; on what sources do these users generally depend?

- What specific collection programs tend to serve the current as opposed to longer-term estimating process, and to what extent does the nature of the collections drive the subsequent process of estimating current actions? (see further, below)
- To what extent do critical intelligence warning nets and doctrine impact on the production of current estimates, and to what extent are other, more standard channels (diplomatic, normal CINC communications, etc) used?
- To what extent are the processes of production of current intelligence and warning in peacetime related to those producing theatre level military intelligence in war?
- Are there possible organizational changes that might strengthen the current estimating process?

3. On collection assets, their costs and allocation to end estimates are:

A catalogue of total U.S. collection programs will be prepared with a short statement on the targeting philosophy, approximate annual dollar cost, and potential use of each in the production of estimates of both capabilities and intent. Further, some indication will be given as to the level of use of the information acquired (e.g. technical characteristics, future force levels, plans, current deployments, immediate war intent etc). Specific issues relating to this catalogue to be discussed include:

- The process of collection, asset allocation, the role of the USIB in determining targeting of assets, key intelligence questions, and the extent of collection program justification, development, and management impacts on the allocation of collectors to end estimate use. What previous studies have there been in this area (NIPMs, etc).
- To what extent military forces purchased for other (wartime) use are allocated to peacetime intelligence functions, and with what payoffs and risks. Where are decisions on such allocations made?
- The process of total dollar resource management in intelligence collection and processing, and the role of the DCI and other Staffs in this process. What central allocation machinery exists, and should it be strengthened or, conversely, is there too much centralization already?
- How do the pattern of expenditures in collections and the general utility of the information produced relate to:
 - (a) Possible needs for better National (capabilities) estimates.
 - (b) Possible needs for better warning or estimates of intent.
 - (c) Possible needs for wartime intelligence in support of committed forces.
 - (d) Possible needs for better technological estimates on enemy weaponry?

III. Method of Operation:

A comprehensive coherent paper on the above topics will be produced. The paper will be submitted in draft to CNSC, SECDEF, DCI, and CJCS (or their representatives) for comment, criticism and review. Points of contact have already been established. Comments and criticisms received will be reflected in a revised draft or appended in their entirety or both as appropriate. The objective is to reflect fully

all views on the paper and the subjects discussed to the extent comments are provided. The paper and the revised draft and comments will be provided to all parties prior to final submission to insure that all views have been reflected adequately.

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