

*Return to IC Registry**Cross Report*

27 January 1969

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT: Report on the Organization of CIA and the  
Intelligence Community

1. I am submitting herewith my report on the organization of CIA and the intelligence community.
2. As I have pointed out before, the report is in considerable measure an explanation and a defense of existing organizational arrangements (particularly as regards the Agency). Parts I., II., and V. of the report are purely expository. Part III. includes a discussion of what have appeared to me to be some of the more complicated organizational problems in CIA and some indication of my reasons for believing that the organizational dilemmas which these problems present should be resolved in favor of the existing structure. In reaching these conclusions I do not intend to imply that everything is working perfectly. I simply mean that organizational changes in themselves will not, in my opinion, improve the effectiveness or efficiency of particular programs.
3. Part VI. contains a discussion of what appear to me to be the important factors involved in an assessment of the present organization of the community. Here again, except for the specific actions proposed, I do not believe that organizational changes are needed to improve the over-all intelligence effort although improvement is clearly necessary and possible and will depend more on the individual competence and qualities of leadership of the senior managerial officials of the community than anything else.
4. It will be noted that some at least of the items which I have included in the list of matters requiring action are really not organizational matters. Possibilities for improving dissemination

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of counterintelligence information, personnel procurement or research facilities do not necessarily have organizational implications. They do, however, involve the interrelationship of several organizational components and, it seems to me, are properly noted within the context of an organizational survey because of their importance.

5. Finally, it will be noted that most of my specific recommendations call for further reviews. This is not because of any particular reluctance on my part to take a position on the problems at issue. All of them, however, are extremely complicated and their solution involves what are in very considerable measure subjective judgements. It seemed to me unlikely, within the time frame of this review and without a staff which was larger than appeared necessary or desirable under the circumstances, that I could develop conclusions which were sufficiently informed and which reflected anything like the consensus necessary to support really helpful recommendations. On the other hand, it seemed to me that it would be helpful to identify those areas where additional attention and review would really serve a useful purpose.

6. Attached, in addition to the survey itself, is a brief summary of specific recommendations.

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JOHN A. BROSS  
D/DCI/NIFE

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REPORT TO THE DCI ON THE ORGANIZATION  
OF CIA AND THE INTELLIGENCE COMMUNITY.

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	Based originally on the WW II experience of OSS, the organization of the Agency has changed and developed to meet new circumstances and requirements. It has been the subject of numerous reviews by distinguished and competent individuals. Large areas of overlap of responsibility are inevitable and no organizational arrangement will achieve a totally clear-cut allocation of authority. The effectiveness of CIA must depend in large degree on the discipline, training and understanding of its personnel, who must live with the organization and make it work. The DDS&T is an essential component of the Agency and should be continued substantially as it is presently organized. While the inclusion of certain overt collection and intelligence support responsibilities in the DDI is not entirely logical, no change is recommended in the composition of this component. Both the DDI and BNE are essential. BNE is concerned with coordinated estimates and DDI establishes the CIA position on substantive matters. The present allocations of responsibility for SIGINT within CIA are adequate. None of the arguments for separating operational or other components from the Agency have any validity.	25X1

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	A. Arrangements for the production and dissemination of substantive intelligence are satisfactory. Changes in the procedures or innovations in techniques for providing the White House with current intelligence will have to await decisions in the new administration concerning its organization.	36.
	B. Machinery for allocating jurisdictional responsibility amongst the components of the community is adequate. Directives expressing these allocations are issued as appropriate by the National Security Council or the Director of Central Intelligence.	38.
	C. The basic problem in resource management is to identify the contribution made by individual activities or systems to our over-all knowledge of a particular subject and determine how much this contribution is worth. Arrangements for the review of each of the three major Defense Department intelligence programs are adequate, although some reallocation of elements	39.

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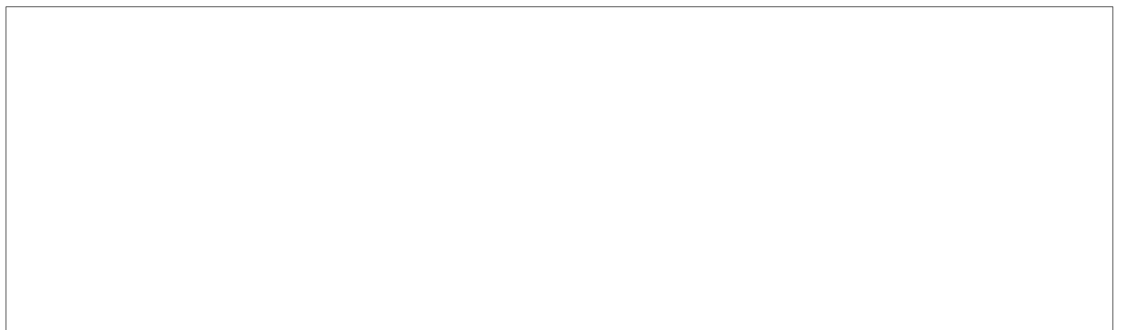
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or items as between these three programs may be desirable. The Target Oriented Display of intelligence resources by category has helped to provide officials responsible for the intelligence effort with a better understanding of the totality of the resources engaged in this effort. The recent establishment of the National Intelligence Resources Board should provide the DCI with authoritative advice concerning the real need for particular resources or activities. A better structure is needed in the Defense Department, however, to exercise centralized control over all intelligence activities conducted in the Defense Department.

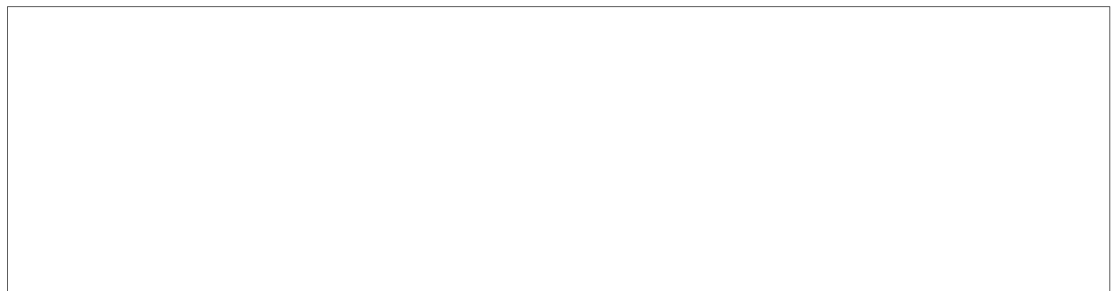
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Part VII. The intelligence community - proposals for organizational action.



E. Early warning - the Watch Committee and the National Indications Center.

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ANNEX A. Early reviews of CIA.

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Part I. The existing legal arrangements which govern the coordination of the foreign intelligence activities of the U. S. Government.

A. The nature and composition of the foreign intelligence effort.

A tendency has developed to talk about intelligence as though it were a product to be produced, packaged and distributed in a process comparable to the manufacture of shoes. Actually intelligence is a service which is used and needed by a great many senior officials with different responsibilities for planning the activities of various departments and making decisions at various levels of the Government and military establishment.

The interests of policy makers at the national level of the Government in certain kinds of information are usually similar and often identical. Senior officials in the White House, the State Department, the Defense Department, the military services and departments, and the military commands all have a more or less equal interest in important political events and economic developments; in evidence suggesting an imminent attack on the United States or its allies and in the strategic military capabilities of our adversaries. Some officials in certain departments, however, have a peculiar and individual need for information and analytical research on topics of little real concern to others in the Government. Such, for example, are the obvious needs of the Army for information, tailored to its own specifications, about tank design and production in the Soviet Union or of the Director, AID, for information about the economic requirements and potentialities of particular sectors of a given country or geographic region.

The intelligence effort must be designed to service all its customers. On the one hand there must be sufficient centralization of authority over the activities of all agencies of Government with a mandate or potential for the collection or evaluation of information to ensure that the over-all effort is properly orchestrated and brought to bear on the problems of those with a common responsibility for national security.

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On the other hand, the legitimate needs of departments, military commands and senior officials for information directly responsive to their parochial interests must be recognized and protected. Moreover, there is no organizational arrangement conceivable under which all elements of the Government which engage in the collection of intelligence, or otherwise contribute to the intelligence process, could be consolidated and financed under a single command. Ambassadors and foreign service personnel collect and report information but clearly belong to the State Department. Large military airfields and satellite launching and recovery facilities are essential to reconnaissance from space but, as a practical matter, are best administered by the Air Force. Naval vessels serve as platforms for the collection of electronic intelligence, which can be of national significance. Obviously, however, these ships must remain under naval command.

For all these reasons, centralized focus and guidance to the foreign intelligence effort of the Government must be provided through coordination and cannot be based upon central managerial authority or command. Quite obviously machinery adequate to ensure effective guidance and coordination of the many diffuse and confusing activities that combine to make up the total intelligence effort must be both strong and flexible.

B. Existing arrangements for the coordination of intelligence activities.

The National Security Act of 1947 created a Central Intelligence Agency (CIA) with a Director of Central Intelligence "who shall be the head thereof." The Act provides that "for the purpose of coordinating the intelligence activities" of the Government the Agency shall ". . . correlate and evaluate intelligence relating to the national security and provide for the appropriate dissemination of such intelligence within the Government . . ." The Act further expressly provides that the departments and other agencies of the Government "shall continue to collect, evaluate, correlate, and disseminate departmental intelligence." It charges CIA with advising the National Security Council on intelligence matters; recommending measures for the coordination of intelligence and performing such services of common concern or other functions as the National Security Council may from time to time direct. The Act

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declares that the DCI shall be responsible for protecting intelligence sources and methods from unauthorized disclosure.

By establishing an agency with statutory authority to correlate and evaluate all intelligence centrally and ensure its appropriate dissemination, the Congress obviously hoped to prevent a repetition of Pearl Harbor. It was to be the Agency's business to see that everybody who needed information affecting the national security should have it, and have it promptly in evaluated form. It was a basic Congressional objective to ensure that this is done. Otherwise the law preserves the right of individual departments to satisfy their own departmental intelligence needs and leaves (in effect) to the National Security Council the function and authority of making such further adjustments in relationships as may appear calculated to improve the intelligence effort or strengthen its coordination.

The NSC, acting under this authority, has issued a number of directives which, in the aggregate, have delineated the jurisdictional scope of various components of the intelligence community and provided a basis for centralized coordination of its activities. In brief these directives allocate collection, production and other responsibilities amongst the various components of the intelligence community and provide that "the DCI shall coordinate the foreign intelligence activities of the Government in accordance with existing law and applicable National Security Council directives." This personal role of the DCI has been twice restated in letters issued respectively by President Kennedy on 16 January 1962 and President Johnson on 24 September 1965 which both characterize the DCI as "the principal intelligence officer of the Government" and confirm his personal responsibility for the coordination of the foreign intelligence effort as a whole.

Finally, by NSC directive the United States Intelligence Board (USIB), with membership from the chief intelligence agencies of the Government, has been created as advisory to the DCI with certain stated responsibilities for the establishment of policy and requirements for intelligence activities and a prescribed procedure for appeal to the NSC, by dissenting members, from decisions of the DCI and USIB.

If, as appears inevitable, U.S. intelligence activities are to be conducted as a coordinated rather than an integrated effort and are to continue to consist of contributions from separate agencies acting on a

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cooperative basis in accordance with their respective missions and capabilities, the present legal arrangements for effective guidance and coordination seem about as strong and flexible as can be devised.

Part II. The Central Intelligence Agency - its organization and management.

A. The top management of CIA.

As stated above, the National Security Act provides that the Director of Central Intelligence shall be the head of the Central Intelligence Agency. He is supported by a Deputy, also a statutory appointment, who serves as an alter ego and as the occasion requires. While it is possible and desirable for the Deputy Director to assume certain specific responsibilities, such as Chairman of the newly created National Intelligence Resources Board (NIRB),\* a permanent functional division of authority as between him and the DCI is not practical. The attempt made during the Kennedy administration, for example, to delegate substantially all authority for management of the Agency to the Deputy Director did not work very well and should not be repeated.

Apart from the statutory Deputy Director, a limited number of other senior officials report directly to the DCI. One of these, the Deputy to the Director for National Intelligence Programs Evaluation (NIPE), is concerned with the DCI's responsibilities for the intelligence effort of the Government at large. His staff and functions will be discussed in a later chapter of this report.

The Chairman of the Board of National Estimates (BNE) also reports immediately to the DCI and also could be described as performing a community function. However, as the Board has long been regarded as an integral part of CIA, and as it provides the mechanism through which CIA performs a substantial part of its statutory responsibility for the central evaluation of national intelligence, the Board will be treated in the portion of this report that deals with CIA.

The offices of Executive Director and of Comptroller were created in 1961 to assist the Director and Deputy Director in the management of the Agency. In 1963 responsibility for the accounts and finances of the

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\* At one time the Deputy Director was Chairman of the Watch Committee.

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Agency was transferred from the Comptroller to a Chief of Finance under the Deputy for Support and the planning, programming and budgeting functions then exercised by the Comptroller were merged with the other duties of the Executive Director, who is now called the Executive Director-Comptroller.

The General Counsel and his staff; a senior officer with a small staff responsible for legislative liaison; another officer with an even smaller staff responsible for dealing with the press; and the Inspector General, who is also charged with auditing the Agency's accounts, all report immediately to the DCI.

Finally, the practice of establishing task forces directly under the DCI to handle important and complex problems has been used on a limited basis. The most important example of this practice is the Special Assistant for Vietnamese Affairs who was established in 1965 and will presumably exist for the duration of the war.

The main business and functional responsibilities of the Agency are otherwise carried out in four directorates under the supervision of four Deputy Directors responsible to the DCI and his statutory Deputy.

No description of the top management of the Agency would be complete without reference to the Director's regular morning staff meeting which is attended by all these officials and which provides a daily opportunity for the candid discussion of problems of general interest to the Agency and the provision of guidance to all elements concerned on matters of policy.

### B. The Directorates.

The Deputy Director for Intelligence (DDI) is responsible for the production and publication of finished substantive intelligence other than National Intelligence Estimates. The most important regular publications are various versions of the Central Intelligence Bulletin (CIB), a daily summary of significant intelligence coverage of current developments produced in coordination with DIA and the Department of State, and the President's Daily Brief (PDB) which is handtailored to the specific needs of the President and has an extremely limited distribution. The DDI supervises the CIA Operations Center which is manned 24 hours a day and serves as an alert mechanism for fast breaking developments. It also is the channel for the CIA input into the White

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House Situation Room. Similarly, the DDI provides Agency support for the Chairman of the USIB Watch Committee and the National Indications Center (NIC) in the field of strategic warning intelligence. In addition the DDI produces periodic and ad hoc briefings, staff studies and memoranda on a wide variety of subjects both on demand from consumers and in anticipation of the needs of the DCI.

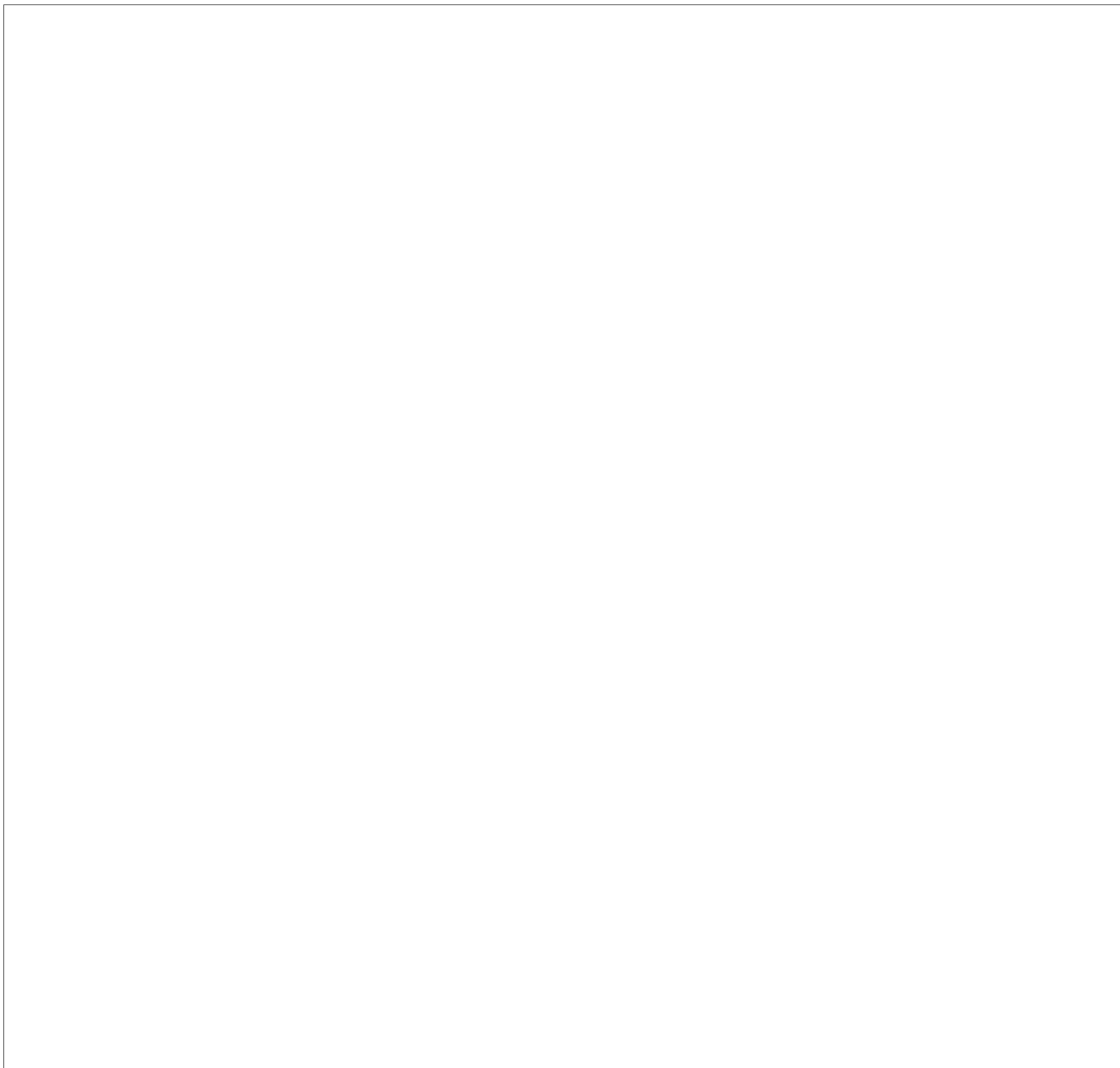
Several of the DDI offices engage in longer range studies and in depth research. Pursuant to NSCID 3, CIA coordinates the production of basic intelligence which is factual intelligence resulting from the collation of encyclopedic information of a more or less permanent nature. Basic intelligence is published in the form of National Intelligence Surveys on a country-by-country basis. Likewise, DCID 3/1 assigns CIA the responsibility for the production of economic intelligence on the Sino-Soviet Bloc. More recently an Office of Strategic Research has been established to concentrate on research relating to the production and deployment of military hardware in the Sino-Soviet Bloc. Both the economic and strategic research components provide a vital input into the production of 25X1 current intelligence, National Intelligence Estimates and staff memoranda in support of the policy making levels of the Government.



The Deputy Director for Plans (DDP) is responsible for the conduct of the Agency's clandestine operations, including espionage, counter-intelligence and covert operations. NSCID 5 gives CIA the primary responsibility for the conduct of espionage and clandestine counterintelligence outside the U.S. and its possessions, and for the conduct of liaison with foreign intelligence and security services. Espionage is directed toward the acquisition of information through clandestine operations while counter-intelligence is devoted to destroying the effectiveness of inimical foreign intelligence activities in order to protect the security of the nation and its personnel and installations abroad.

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The Deputy Director for Support (DDS) exists solely to provide administrative services in support of the other parts of the Agency. Communications, finance, logistics, medical services, training, personnel, and security are the areas which encompass this Directorate's responsibilities. Of these, [redacted] is the most extensive and, in terms of personnel strength, by far the largest.

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The Deputy Director for Science and Technology (DDS&T) was established in 1962 (originally as the Deputy Director for Research) because of the increasing reliance of the national intelligence effort upon technological resources and the consequent need for concentrated exploitation of the Agency's capabilities in S&T fields. The new Directorate was largely made up of S&T oriented components from the three existing Directorates and its activities encompass collection, production and support. The DDS&T is also responsible for conducting basic and applied research and development. This includes responsibilities for liaison and contact with the scientific community on intelligence matters involving S&T.

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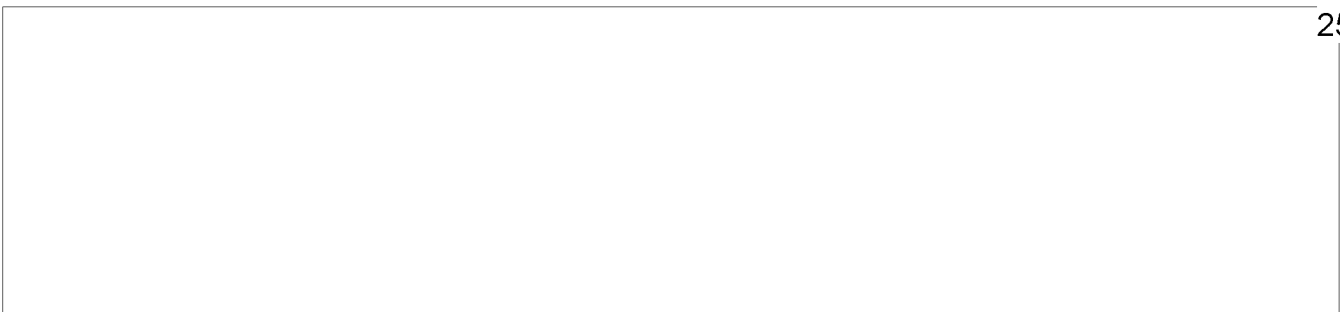
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In the Office of Computer Services the DDS&T has a centralized computer capability which provides automatic data processing support to the other Directorates.



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Part III. Existing organization of CIA - general observations.

CIA, as presently organized and functioning, is a highly complex mechanism, originally shaped by the experience of OSS in World War II, which has evolved through the administration of five Presidents and has

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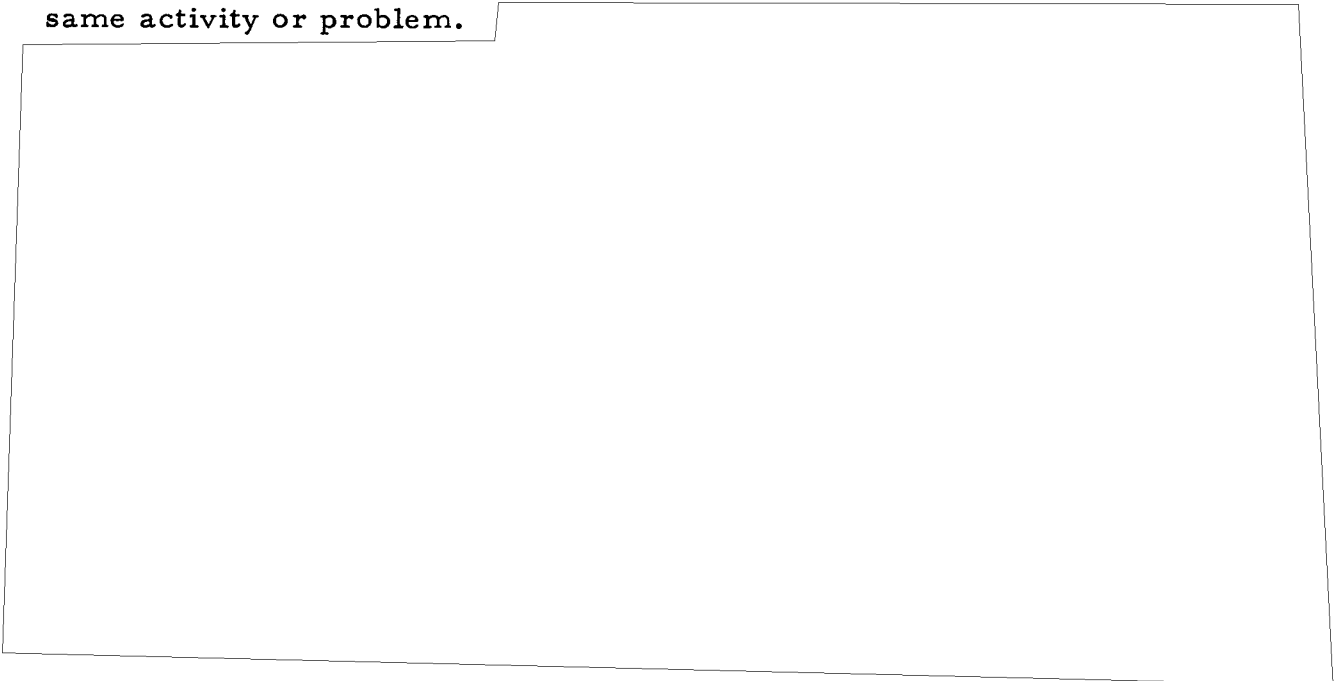


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served the needs of policy makers from the Czechoslovakian coup of 1948 through the Soviet occupation of Czechoslovakia this fall. Its organizational pattern has been changed as experience in crises, from the Blockade of Berlin to the most recent Arab-Israeli military conflict, has suggested better arrangements for the collation, analysis and speedy dissemination of information and better procedures for supporting the needs of policy makers with evaluated intelligence. The structure appropriate for the Agency has necessarily had to be determined with due regard for the overwhelming impact which developments in science and technology have had on the problems and capabilities, as well as the expense and complexity, of the American intelligence effort over the past 20 years.

Since its creation in 1947 the organization and activities of the Central Intelligence Agency have been the subject of eight full scale reviews by committees and groups of distinguished individuals. Since 1956 the affairs and organization of the Agency (and the community) have been subject to continuing inspection by the President's Foreign Intelligence Advisory Board and its predecessor, chaired successively by Dr. James Killian, General John Hull, Mr. Clark Clifford and General Maxwell Taylor.

A striking feature of the organizational arrangement of CIA is <sup>25X1</sup> the very high degree of interdependence and overlap that inevitably exists between the responsibilities and interests of different components in the same activity or problem.



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In every field of Agency activity examples can be found of the difficulty, or futility, of trying to fix anything like exclusive responsibility in one component for the performance of a particular function or the achievement of a particular operational or analytical objective. The need for computers, automatic data handling facilities and communications support permeates every element of the Agency. Every component depends to some degree on and, on certain matters, must consult and defer to the Offices of Security and Personnel. A National Intelligence Estimate, approved by the Board of National Estimates, is likely to be based, in considerable measure, on analytical findings supplied to ONE by various elements of the DDI, DDS&T and the DDP.

Enough has been said to make clear that completely clear-cut allocations of responsibility and organizational tidiness are simply not attainable in an agency with such complex and interrelated operational, analytical and administrative responsibilities. Obviously, every effort to fix responsibility and establish commensurate authority for the accomplishment of determinable results must be made. This is the cardinal purpose of any organizational structure. On the other hand, it is essential at the outset to understand that the efficient functioning of CIA will, in the final analysis, depend upon the discipline, understanding and good sense of the senior officials of the Agency. This presupposes a thorough understanding by supervisory personnel of the limits as well as the extent of their authority and adequate indoctrination concerning the existence, potentialities and responsibilities of other elements of the Agency in their particular areas of immediate concern. ✓

With these general observations in mind, a number of organizational problems in the Agency will be briefly identified. Almost all of these constitute organizational dilemmas which will never be solved to the complete satisfaction of everybody. For the most part the existing organizational relationships have evolved over a considerable period of time and represent practical adjustments which are workable.

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Probably the most important organizational development in the past 15 years has been the creation of the Directorate for Science and Technology. This Directorate was created (under a slightly different name) to ensure the best possible analytical competence in the Agency to work on substantive intelligence problems (Do the Soviets have an ABM system?) and also the research and engineering competence necessary to ensure adequate participation by the Agency in the design, development and operation of new technical collection systems for use in clandestine operations or in space.

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All of the responsibilities of the Directorate of Science and Technology could be performed by other Directorates and would fall naturally into the collection or production charters of the DDP and DDI. The long term interests of the Agency, however, seem best served by keeping substantially all of the present components of the present DDS&T together. Combined they provide the solid core of expertise in science and technology which seems an essential element of any modern and dynamic intelligence service. Without them it would be difficult for any individual, no matter how competent or articulate, who serves as the principal advisor to the DCI on scientific and technical matters, to function effectively. The growing importance of science and technology throughout the Government has resulted in the establishment of offices such as DDR&E in the Defense Department and the Science Advisor's position in the White House. Congressional committees are increasingly concerned with scientific and technological problems and developments. The success of an intelligence service depends, among other things, on its credibility -- its ability to communicate its conclusions -- as well as on its operational efficiency and the skill and experience of its analysts. The complex of components and activities which now support the

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DDS&T appears to be about the right mix needed to enable him to provide the DCI with effective representation in the S&T field. Apart from some awkwardness in bureaucratic relations which results from the separation of the production responsibilities of OSI and FMSAC from DDI, no serious impairment of the Agency's ability to perform its basic substantive and operational missions seems to be threatened by the present arrangement.

An exception is the Office of Computer Services which does not seem to be an essential ingredient of the DDS&T's charter and which, in accordance with the proposal contained in the next section of this report, should be transferred to the DDS.

Questions have been raised from time to time concerning the activities which should properly be included in the DDI. As presently constituted, the DDI includes a number of components concerned with intelligence research and analysis in the broad area of the social sciences which includes military matters. A number of other components in this Directorate are concerned with processing and support. CRS, for example, is essentially a registry, and NPIC does the photo interpreting for analysts in the Pentagon as well as in the CIA. Some of the activities for which the DDI is responsible would seem to have no particularly logical relationship to his substantive mission. The administrative burdens inherent in the overt collection activities of the [redacted] FBIS strike one as incompatible with the responsibilities of a principal advisor to the DCI on substantive problems of critical strategic importance. If some or all of these activities were removed from the DDI, however, at least some of them which appear to fall within the category of intelligence support, such as NPIC and CRS, would probably have to be established in a new directorate. No persuasive reasons have been advanced for the relocation of these or other components, such as FBIS [redacted] 25X1 Offices, to any existing directorate. Any dismemberment of the Directorate of Intelligence would therefore appear likely to result in the establishment of an additional directorate further complicating rather than simplifying over-all managerial arrangements in the Agency. On balance, it would seem that the Directorate of Intelligence should continue to exist with substantially its present functional responsibilities, providing certain analytical and support functions, and acting as the component responsible for the production of intelligence in CIA. 25X1

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Recognition of the DDI as the official of the Agency to whom the DCI looks as responsible for the production of Agency intelligence and therefore for the establishment of the Agency position on substantive intelligence matters has certain implications which should be thoroughly understood. The first of these is that other components of the Agency, including particularly OSI and FMSAC in DDS&T, must be required to coordinate their substantive intelligence activities and procedures for the dissemination of their product with the DDI. Existing arrangements between the DDS&T and the DDI seem adequate to ensure this result.

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A third complicating factor in any decision concerning the functions appropriate for the DDI is the existence of the Board of National Estimates. The DDI, as the official responsible for the substantive production activities of the Agency, is properly regarded as the competent authority within CIA on substantive intelligence matters. He represents the CIA view on the significance of developments of intelligence interest. Parallel with him, however, and reporting directly to the DCI, is the Chairman of the Board of National Estimates, who is also concerned with substantive intelligence judgements. The line dividing the responsibilities of these two officials has never been drawn with satisfactory precision. As a practical matter, however, coexistence between these individuals has been the rule in the past and cooperation is not only desirable but clearly possible in the future. Both functions and positions are essential to the intelligence effort and both are needed to implement the Director's responsibility as the principal intelligence officer of the Government, finally responsible for intelligence judgements, and for the coordination of intelligence activities. Both positions contribute to the implementation of the Agency's statutory responsibility for the central collation, evaluation and dissemination of intelligence affecting the national security.

The line between the product of the Board of National Estimates and the product of the DDI would seem to be determined by what needs to be coordinated as opposed to what can be disseminated as the product of the Agency. This is not a very clear-cut line. A very large proportion of the product of DDI in fact represents material which has been coordinated in the sense that appropriate analysts in the State and Defense Departments

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have been consulted and have at least indicated no serious objection. The daily Central Intelligence Bulletin is of course a coordinated publication. DDI production on the whole generally represents essentially Agency views on matters, including and with special emphasis on current developments. The Board, on the other hand, as a result of many years of institutional development, has emerged as a respected tribunal for the establishment of a consensus or the formal identification of differences on subjects of very considerable national importance. The importance of the Board's estimates, particularly for the purpose of military planning and for their impact on the huge military budgets can hardly be exaggerated. The Board of National Estimates and its Chairman is therefore the DCI's instrumentality for achieving coordinated community estimates, while the DDI is the official to whom the Director looks for substantive and analytical conclusions from CIA.

It is possible that some changes in arrangements for staff support for the Board and in its relations with policy makers, particularly in the field of political estimates, would improve its effectiveness. Possibilities<sup>25X1</sup> along these lines are suggested in the next section of this report.



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One final comment about the Director's personal staff may be appropriate regarding the office of the Executive Director-Comptroller. This office combines the planning and program review functions which were formerly established by Mr. McCone in the Comptroller's office, and which are essential and are very effectively performed. The role of the Executive Director is otherwise not all that clearly defined but is obviously very useful in a number of capacities, some of them representational. There appears so far to have been no particular disposition on the part of any DCI, since the establishment of the Executive Director's office, to attempt a formal delegation to it of managerial authority over the Agency's affairs. There is much to be said for an informal and flexible adjustment of responsibilities, on a somewhat ad hoc basis, particularly in the representational field, as between the Director, Deputy Director and Executive Director. It is possible, however, that additional specific responsibilities could be assigned to the Executive Director. For example, a case can be made, as recommended in Part IV.C., for having the Director of Training report to the Executive Director instead of to the DDS. The case would be particularly strong if the DDS acquires the additional burdens contemplated in the recommendation to transfer the Office of Computer Services from DDS&T to him.

Some mention should be made of proposals to separate the DCI from the Agency and establish him as an over-all coordinator in the Executive Offices of the President where, it is sometimes alleged, he could discharge his responsibilities as a coordinator more effectively. Any such move would create substantial legal problems in view of the provision of the National Security Act which expressly establishes the DCI as the head of CIA. Moreover, as a practical matter, the whole complex machinery which has been painfully built up around the person of the DCI and which involves the Agency as a central mechanism for the evaluation and dissemination of national intelligence would have to be very substantially dismembered and refashioned in the event of such a move. Also, as a minimum, in order to function efficiently as a coordinator, the DCI would require a staff which is roughly equivalent in size to the present DDI plus the Board of National Estimates, with appropriate communications, administrative and computerized data handling support. Obviously a staff of this size is too large to accommodate in the Executive Offices. Without such a staff, it would be impossible for the individual

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who has been designated as the principal intelligence officer of the Government to assess the significance of substantive intelligence or develop anything like an informed opinion about the emphasis appropriate for particular intelligence programs or activities.

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Part IV. The Central Intelligence Agency - proposals for organizational action.A. Board of National Estimates.

The Board of National Estimates has emerged as institutionally essential to the production of coordinated National Intelligence Estimates. The intelligence community at large has developed confidence in the machinery and procedures which have evolved around the Board to sift and assess conflicting evidence and views which more often than not reflect intense departmental pressures, and in the capacity of the Board to arrive at objective conclusions and judgements. Given the importance of National Intelligence Estimates and the impact which they have on a broad range of national security policy issues, and especially on military force planning and the multibillion dollar military budgets, the importance of preserving the Board as an impartial tribunal for the adjudication of important intelligence issues can hardly be exaggerated.

The subject of estimates is included among the list of items which appear to deserve some organizational action because the importance of the estimating process would appear to justify consideration of even relatively minor proposals to strengthen the Board. Some discussion of the subject under the heading of "organizational action" is therefore included even though no very substantial or revolutionary changes are proposed.

Three aspects of the Board will be considered. One is its composition. A second is the question of the size and location of its staff. A third involves the problem of possible measures to improve the contribution made by intelligence estimates to the decision making process in the political field.

Composition.

There appears to be general agreement concerning the composition appropriate for the Board. It should remain relatively small and high level. Its membership should be limited to ten to twelve members, including the Chairman. Of these, some should be professional intelligence officers selected for their competence and maturity. Qualified officers from the Clandestine Services should continue to be included in this category. The Board should also continue to include individuals with experience in the military and foreign policy fields. The practice of including

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one or more distinguished retired Foreign Service Officers appears most desirable. Qualified representation with appropriate military experience is clearly essential. Conceivably, military or Foreign Service officers on active service might be considered for membership on the Board, although it is doubtful whether service on the Board is likely to be entirely compatible with the status and loyalties of a senior officer of one of the military services. Possibilities for introducing "outsiders" on a regular basis, primarily from the universities, should be given very serious consideration. Moreover, it appears to have been conceded for a long time that the Board membership should include a scientist. The practical problem has been to find one. This, however, should not prove impossible, and the availability of qualified candidates should be once again explored. Consideration should be given to the desirability of requiring that some at least of the positions on the Board be rotated fairly frequently in order to ensure the introduction of new views. Turnover in the Board's membership, however, should not be permitted to be so broad or so rapid as seriously to erode the continuity of experience which is one of the Board's important attributes.

Staff.

A more contentious issue is the question of what kind of a staff the Board requires to support its estimating responsibilities. Earlier surveys of the Agency (notably the Kirkpatrick, Schuyler, Coyne report of April 1962) have recommended elimination of an independent ONE staff. On balance, however, experience appears to justify the Board's need for a staff of reasonable size to assist in the compilation of data and assembling of views and in the actual drafting of estimates.

What is reasonable depends on a number of factors, some of them rather intangible. Perhaps the most important of these is the personal judgement of the Chairman of the Board who must have assurance, within reasonable limits, that the staff assistance immediately available to the Board is adequate. No claim has been made, nor would any be justified, for anything larger than the present ONE staff. A question exists as to whether it might not be somewhat smaller. Every effort should be made to reduce and hold it to the minimum size necessary to provide Board members with the assistance actually needed in the preparation and drafting of estimates.

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The staff should be small. It should also constitute an elite. Staff personnel should be selected on the basis of proved general and intellectual competence and drafting ability. Normally the source of candidates for staff positions will be other components of CIA and the Board's requirements for qualified staff personnel should continue to be given a very high priority. Efforts should be made to secure qualified personnel for service with the staff on tours of duty from State and Defense.

A question remains as to whether and to what degree staff personnel or staff sections of ONE should be experts or centers of expertise on geographical or functional subjects. Staff assistants to the Board, assigned to work on estimates, clearly require enough knowledge of the subject matter of the estimate to prepare the first drafts of estimates and have an informed and independent judgement concerning the validity of submissions and comments from other components of the Agency and community. This presupposes a very considerable degree of expert competence on the part of individual staff members. On the other hand, it is important if possible to prevent and at least to minimize unhealthy competitive attitudes between geographical or functional elements of ONE and comparable units of other components of CIA. To the extent that two or more such elements or units are concerned with identical areas or subjects, and come to be regarded as conflicting centers of analytical expertise, a certain amount of friction is probably inevitable. This, however, can be reduced to tolerable levels by holding the size of the ONE staff to the essential minimum; clarifying in certain areas the rather special and interagency roles and character of the national estimating staff and process; reaffirming the very high priority attached to this process and providing for the rotation of staff personnel to other elements of CIA with reasonable frequency. These and other measures should be adopted, emphasized or at least examined with a view to making sure that ONE staff elements do not become centers of needless bureaucratic conflict and antagonism.

Political estimates.

There appears to be general agreement that the present political estimates put out by the Board of National Estimates serve a useful purpose in that they establish common assumptions throughout the Government and therefore a common point of departure for discussion

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of policy matters. On the other hand, there is a general feeling that the estimating process could be made more responsive than it now is to the needs of policy makers for intelligence about specific situations and problems requiring decisions in particular geographic areas. The view has been expressed by at least one former senior official of the Government that the normal National Intelligence Estimate of political trends and developments in a specific geographic area is too general to help very much in the solution of specific policy problems. On the other hand, so the criticism goes, these estimates are too abbreviated and formalized to serve educational purposes by giving the policy maker a real feeling for the various currents, pressures and factors at work in the area of concern.

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No very definitive proposal as to how this should be accomplished can be made until more is known about the organization of the new administration. One possibility which should be explored, however, is the practicability of making individual Board members available, as needed, to work with and advise policy elements of the Government concerned with regional problems and decisions. One criticism of the Board's procedures is that they isolate Board members from the discussions and deliberations that go on at policy levels in the Government with the result that political estimates tend to be produced in somewhat of a political vacuum. It can at least be argued that Board members would benefit from closer association with the policy making process.

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Arrangements calculated to give greater flexibility to the Board's procedures and encourage more active participation by Board members in policy discussions involve some risk of compromising the Board's status as a detached tribunal. The statements which Board members might make were they called upon to participate in discussions of current problems would hardly constitute formally coordinated evaluations. Committing the Board to participation in anything like this sort of situation might tend further to confuse the respective roles of the Board on the one hand and the DDI on the other. These respective roles, however, are susceptible to practical delineation and some action designed to involve the Board and its members more actively in the policy making process as regards regional political problems should be considered.

As indicated above, any changes in the way estimates are submitted will have to be tailored to changes in the decision making machinery of the Government. Moreover, any gratuitous changes in the process or machinery for producing National Intelligence Estimates during the early stages of a new administration are likely to be disruptive and confusing. A thorough review of the procedures for preparing political estimates should be undertaken some time in the reasonably near future, however, and it is recommended that such a review be initiated some time in the summer or fall of this year.

B. Information handling and computer facilities in CIA.

Organizational changes to handle present and anticipated computer support requirements of the Agency should be made at this time. The Office of Computer Services (OCS), located within DDS&T, does not appear appropriately positioned to maintain cognizance over and furnish needed support to all of the Agency ADP activities or provide to top Agency management the backup it needs to control this very expensive and important function. Another factor to be considered is the increasing interdependence of the Office of Communications (OC) and OCS and the advisability of placing them under common management supervision within the DDS. This change is recommended with both components functioning under an Assistant DDS with a very small technically oriented management group. Other organizational solutions are possible

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but this arrangement appears the best. DDS&T would of course continue to work on the development and adaptation of new computer and information handling technology to meet Agency needs.

As a part of this OCS organizational change, the findings of the Communications Study Group relating to the dissemination and distribution of messages and documents should be considered. At present the Agency dissemination/distribution function is not consolidated, centrally controlled or automated.



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C. Training.

The training facilities and programs of the Agency have been effectively administered under the over-all jurisdiction of the Deputy Director for Support, and curricula have been developed which are admirably suited to the professional development of career officers.

The importance of training to the future development and indeed existence of the Agency can hardly be exaggerated and it is essential that the facilities and faculty available for training should be compatible with the high cultural and intellectual, as well as professional, standards which the Agency should seek to establish and maintain.

The Director of Training's authority and competence to provide opportunities for extracurricular study by employees of the Agency as well as to maintain the connections with universities and other academic centers necessary to permit the conduct of individual research and study projects by Agency personnel should be confirmed and emphasized.

With a view to underscoring the importance of the training mission and the intellectual stimulus which it ought to represent, relocation of the Director of Training immediately under the Executive

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Director-Comptroller is recommended. Such a change, while of no immediate practical significance in view of the enlightened and constructive attitude which has prevailed in the Directorate of Support towards its training responsibilities, might have some long term value in establishing the importance of the role of training as a service of common concern to the Agency as a whole.

**D. Personnel.**

How best to ensure recruitment of personnel of appropriate caliber and suitable competence and educational qualifications is and always will be the most important problem of any organization. The problem has been complicated recently by the so-called "alienation" of the universities, as well as by cutbacks and retrenchments in the scope of Government and Agency activities and programs at home and abroad. The career development program which has served efficiently to meet the Agency's needs over a considerable time has had to be rather substantially readjusted to meet the constraints as well as the requirements of the current situation. Obviously, recruiting will have to continue through imaginative and energetically conducted programs which are nevertheless very carefully tailored to the needs of individual components. The problem at the moment is under active review in the Agency. It is, however, of such importance as to warrant the establishment of a special task force to consider all aspects of the problem of attracting recruits of the highest quality and to develop clear-cut recommendations for the personal consideration of the DCI. Such a group might well consider the related questions of the rewards and incentives reasonably available which are best calculated not only to attract new recruits but also to retain those already on board. It would be desirable to consider the inclusion in such a group of some distinguished individual with experience in both Government and university life.

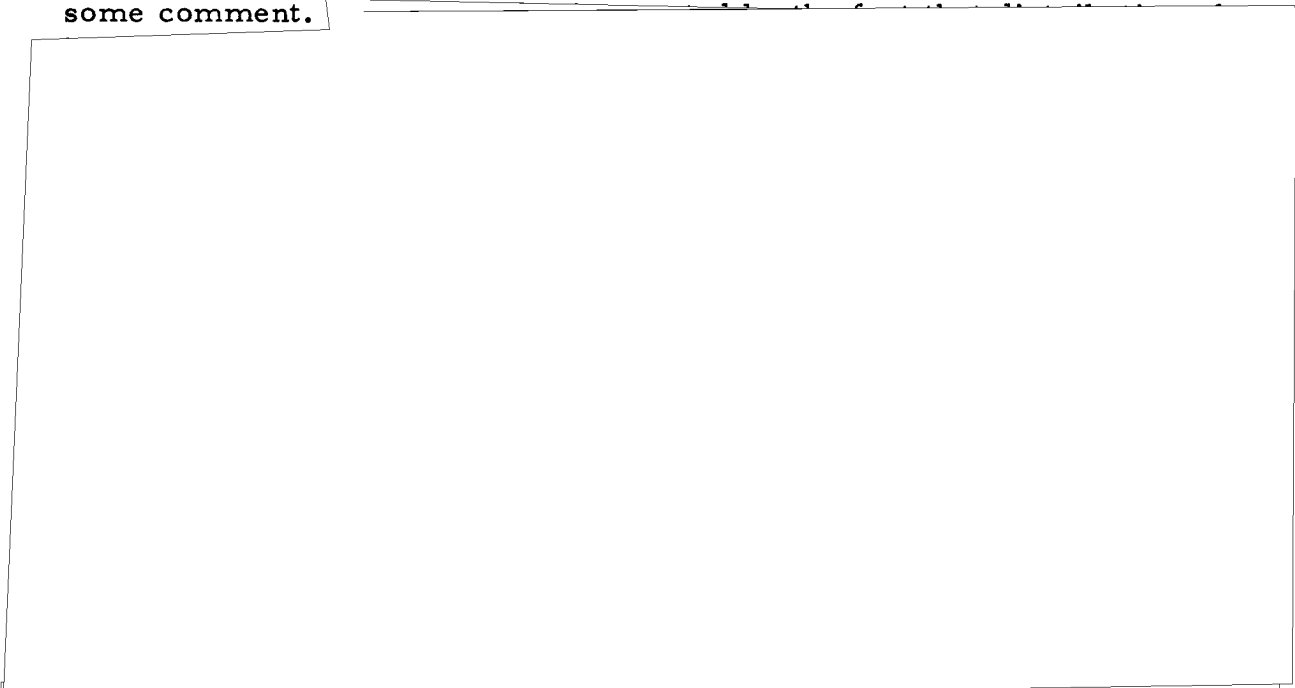
**E. Distribution of information attributable to counter-intelligence activity.**

Determining the dissemination appropriate for counterintelligence information presents difficulties. While not perhaps strictly an



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organizational problem, it is one which involves the interest of several components of the Agency and appears of sufficient importance to warrant some comment.



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G. Research.

There is a general impression that research facilities and programs of CIA are inadequate, but how much and exactly what to do to remedy this situation is not clear.

Criticisms are that research is diffused, lacks central control and is overly short term in orientation. Lack of a solid research base, particularly in areas of the political and social sciences, has allegedly resulted in superficial judgements in certain areas and also a certain lack of sensitivity to trends and developments of "cosmic" significance such as the longer term but inevitable impact of the population explosion, poverty, atmospheric contamination, the technological gap, etc., etc.

The Special Research Staff of the DDI has up to now concentrated mainly on what is essentially historical research on the causes and evolutions of broad political and philosophical trends in Soviet and Chinese affairs. In the main, the studies that have been produced have tended to be long, detailed, thorough in using all sources, scholarly in a diffident way and quite unique. At no other place in the Government or in the academic world have all the sources at all classifications been worked over together to glean the most that is knowable about important developments in the closed Communist societies. The very completeness

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of these works, however, has tended to limit their readership to fellow analysts in the intelligence community, and the problem has been to secure a hearing for their findings by those who can make practical use of them.

Future plans for the staff appear to call for papers which deal with trends and forces with current and future implications and with other areas as well as the Communist world, which will be shorter and will have summaries for busy readers. They will attempt to take into account the needs of operational units, such as the area divisions of DDP, as well as those of the analytical community. In support of this new direction, plans are being made for rotating DDP personnel into this research effort, for using DDP stations abroad as bases for field study, and for DDP participation in drawing up terms of reference. In a test of this orientation, the African Division of DDP proposed a list of 27 topics on which research in depth would be helpful to it. The staff also expects to continue and increase its support of the Board of National Estimates. It would therefore appear that the Special Research Staff will be increasingly responsive to the needs of the DDP and should also constitute a research facility of considerable usefulness to the Board of National Estimates.

Research in support of operations has traditionally been conducted for the DDP by various parts of DDI and DDS&T, especially the geographic and environmental studies of the Office of Basic and Geographic Intelligence (OBGI) and [redacted] In addition, various chapters of the NIS series are useful to DDP. In the main, research for operations as conducted outside DDP tends to be in response to ad hoc requests, is usually fairly current and specific in content and exploits some unique resource or expertise available within the DDI or DDS&T.

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Research for operations is also carried on within DDP on a continuing and generally current project basis by case officers and project officers themselves or by specialized groups, such as the China Operations Staff in FE Division or the research elements in the CA, FI and CI Staffs. [redacted]

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Research in support of production is integral to individual production efforts of such offices as Office of Scientific Intelligence (OSI), Office of Economic Research (OER) and Office of Strategic Research (OSR). There is some reason to believe that pressures for current responses and short-term or narrow-range analyses has made it increasingly difficult to extract analysts from the production cycle and let them work in depth on some aspect of their speciality. This apparent lack of flexibility is alleged to have operated against the accumulation of a broad research base and exploration into fields which may be needed to deal with problems in the future. It is charged by some that our present concentration on current problems and production is eating up the research base developed over the past decade or so without replacing it or restructuring it for future needs. It is also charged that analysts are not made sufficiently available for study in depth of new or better analytic techniques, of new uses for new collection yields or for existing but only superficially exploited information bases.

Research in the economic, scientific and technological areas appears to be generally adequate for current needs, if not for future requirements, given the resources available. More can perhaps be done in depth and breadth, but for most purposes these areas are being covered as part of the work of the Agency and of DIA. The behavioral areas may well need greater attention. State, which once had responsibility in this field, has reduced its commitments; a certain amount is done in connection with NIS production but mostly on the descriptive, expository level with what appears to some as inadequate attention to analysis in depth; work done in the academic world on the whole is not directly applicable to intelligence uses and the pressures on OCI for current publication are not generally compatible with very much in depth research. As more and more countries and peoples become targets for analysis and operations, lack of adequate effort in this field can have serious effects on applicable intelligence appreciations.

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Whether or not what appear to be deficiencies in research in the Agency can and should be cured by the allocation of additional "in house" resources, by greater centralization of control over existing facilities or by an expansion of arrangements for external research, or a combination of all three, is not all that clear. A thorough review of the problem by a competent study group is recommended.

Part V. The intelligence community - its present organization.

The intelligence community includes the Central Intelligence Agency, the intelligence components of the Department of State, Defense (Defense Intelligence Agency), Army, Navy and Air Force, the National Security Agency, the Federal Bureau of Investigation and the Atomic Energy Commission. To maintain the relationship necessary for a fully coordinated intelligence community and to provide for an effective integration of and guidance to the national intelligence effort, the United States Intelligence Board (USIB) was established by NSC directive. The Director of Central Intelligence serves as Chairman with membership as noted above except that the intelligence chiefs of the military departments attend USIB meetings as observers.

USIB advises and assists the DCI in the discharge of his statutory responsibilities for producing national intelligence and in carrying out applicable directives for coordinating intelligence activities. On the substantive side it serves as the final coordinating authority for the production of National Intelligence Estimates and for the weekly Watch Report on strategic early warning. In providing guidance USIB is concerned with the formulation of intelligence policies and with the establishment of intelligence objectives, requirements and priorities. Decisions and recommendations of the USIB are transmitted as appropriate by the DCI to the departments and agencies concerned or, when higher approval is required, to the President or the NSC. Basic recommendations on the national intelligence effort as a whole, when approved, are generally issued as National Security Council Intelligence Directives. Appeals to the NSC from rulings by the DCI on matters coming before USIB are permitted. An appeal by any individual or agency under the jurisdiction of the Secretary of Defense can only be made, however, with his personal approval.

Actions by the USIB are divided about equally between those taken in regular weekly meetings and those which can be accomplished by circulation of memoranda for written or telephonic concurrence. The

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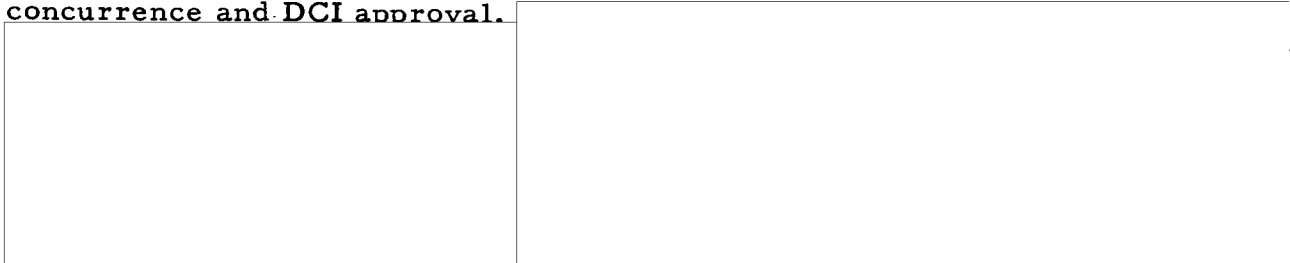
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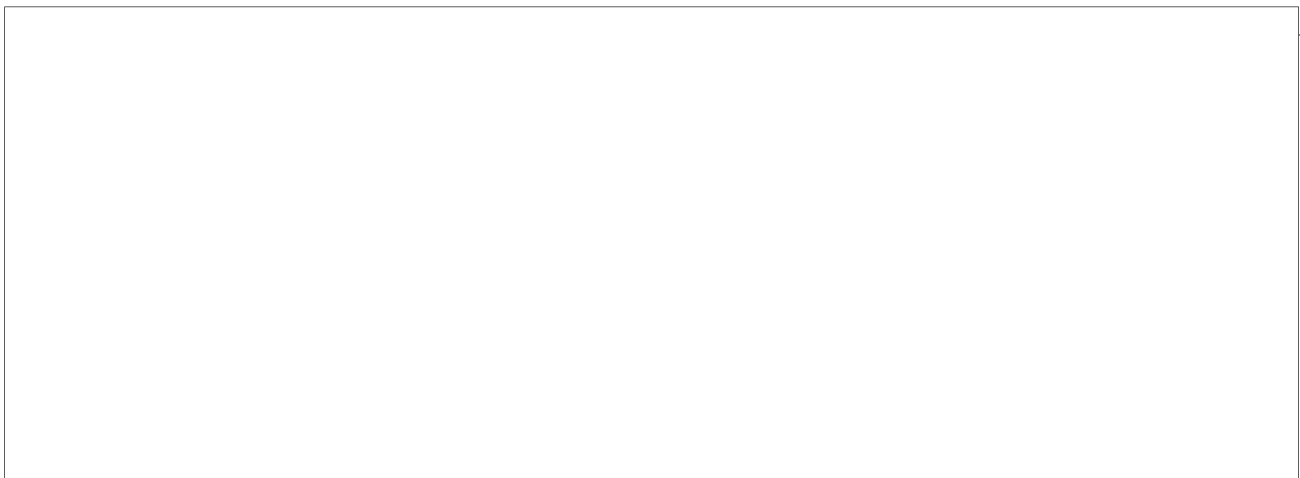
Board's activities are also about equally divided between consideration of substantive national intelligence and of guidance to the intelligence community.

Much of the Board's work is carried out with the assistance of or through a number of committees which have been established to maintain cognizance of the major sectors of the Board's responsibilities. The Board of National Estimates in coordination with representatives of the USIB principals submits drafts of National Intelligence Estimates for USIB concurrence and DCI approval.



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Several committees are production oriented and serve as vehicles for coordinating submissions to National Intelligence Estimates and requirements for collection guidance. These include the Economic Intelligence Committee (EIC), the Scientific Intelligence Committee (SIC), the Guided Missile and Astronautics Intelligence Committee (GMAIC), the Joint Atomic Energy Intelligence Committee (JAEIC) and the National Intelligence Survey Committee (NIS). Major functional problems such as intelligence information handling and security standards and practices are dealt with in specially designated committees. Finally, the Watch Committee reviews strategic warning intelligence indicative of a military threat involving the security of the United States and reports to USIB weekly, or more often as the situation may dictate.

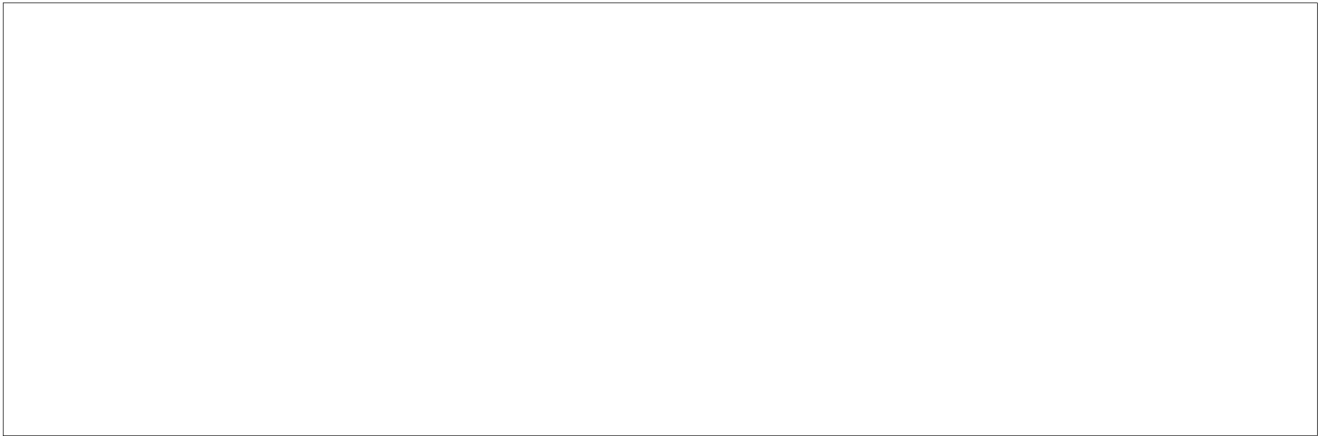


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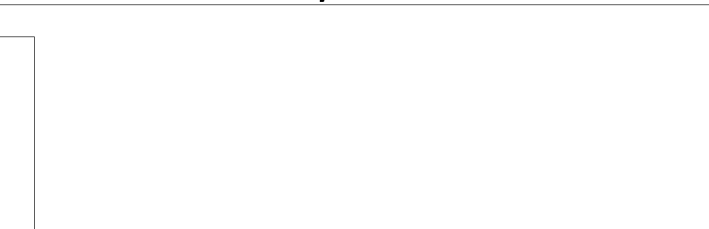
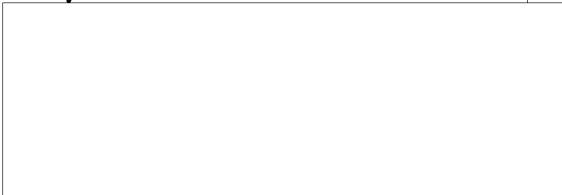


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National Reconnaissance Program (NRP).

The National Reconnaissance Program encompasses all projects for the collection of intelligence and of mapping and geodetic information obtained through overflights of denied areas by both aircraft and satellite vehicles. It is managed by the National Reconnaissance Office (NRO) which is a separate agency of the Department of Defense.

The Director, NRO is simultaneously the Assistant Secretary of the Air Force for R&D.



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Consolidated Intelligence Program (CIP).

The Consolidated Intelligence Program consists of the various programs and activities of DIA and of the military services which involve collection and production of information and intelligence of primary interest to military planning, operations and readiness but which also make

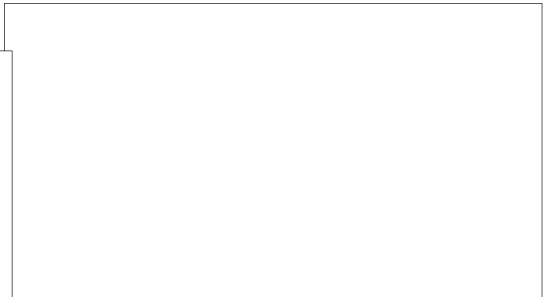
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major contributions to national intelligence.



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**Part VI. Organization of the community - general observations.**

The organization of the intelligence community and its relationship to the DCI's coordinating responsibility can logically be considered under three headings:

A. The problem of coordinating the production and dissemination of substantive intelligence;

B. The machinery for the allocation of jurisdictional responsibility amongst the components of the community; and

C. Provision of effective guidance and coordination for the allocation and utilization of resources in the community.

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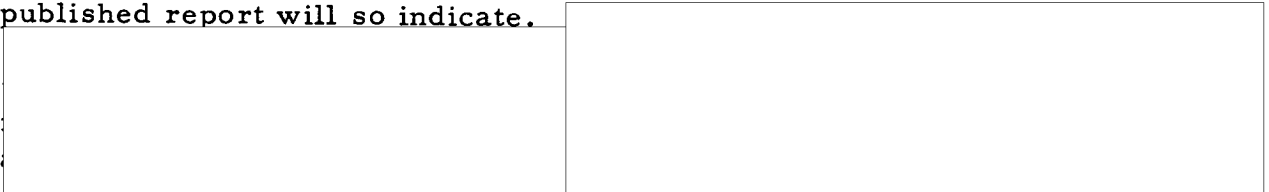
A. Production and dissemination of substantive intelligence.

The fundamental objective here is to make sure that policy makers have:

1. Immediate knowledge of events as they occur with the best possible appreciation of the validity of the source of informational coverage and as much evaluation of the significance of the event as can be afforded on relatively short notice; and

2. Thoroughly evaluated estimates of situations, developments or trends of serious concern to policy makers which reflect views of all components of the intelligence community concerned. Subjects appropriate for such estimates are; for example, the military capabilities and probable objectives of Soviet Russia; the probability of a recurrence of hostilities in the Middle East; or the chances for an insurrection in some important country or region of Latin America.

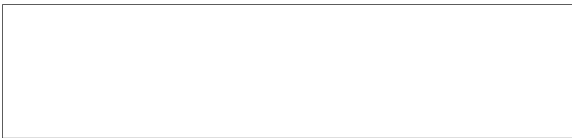
The task of providing appropriate echelons of Government with coverage of current events is primarily the responsibility of the Office of Current Intelligence in CIA which has an efficient mechanism for ensuring that, time permitting, the daily and other periodic reporting on individual items has the approval or dissents of other interested components of the intelligence community. Where time does not permit coordination, the published report will so indicate.



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Obviously the form most appropriate for the dissemination of current intelligence depends on the desires and organizational arrangements of the consumers, particularly the White House. Considerable thought has been given to ways of modernizing and improving facilities and techniques for the immediate dissemination of current intelligence. Any specific changes in existing procedures, however, will have to await decisions in the new administration concerning the organization of the White House staff; the role of the Situation Room, etc.

Further thought should be given to the problem of the proliferation of publications originating with individual components of the intelligence



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community and disseminated throughout the Government. It would seem desirable to limit to a minimum the number of bulletins and periodicals produced as departmental intelligence by components of the intelligence community which are given regular dissemination outside of the community.

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In the meantime, as a preliminary step in an effort to get hold of this problem, the Information Handling Committee staff has had under development an Item Register which will maintain on magnetic tape a list of titles and descriptions of intelligence publications. [REDACTED]

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The subject of formal intelligence estimates has been discussed in the section of this report relating to the Board of National Estimates in CIA.

Here it is worth stressing the importance of ensuring that all agencies (State, DIA and the military services) which participate in the estimating process are represented by individuals of the highest calibre and qualifications. It is equally important that these representatives should have direct access to the head of the agency they represent and be in a position to speak authoritatively as well as competently for their agencies during the course of discussion of a given estimate. In the past considerable delay and confusion in the presentation of estimates to the USIB has resulted from uncertainties concerning the ultimate or real position, and the basis for the ultimate or real position, of participating agencies (including, on occasion, that of the Director of Central Intelligence).

There remains a slightly gray area involving preparation and dissemination of studies on very widely assorted subjects ranging from studies of the Soviet submarine force to examinations of trends and developments in geographic areas of immediate political interest.

In the early stages of the development of the intelligence community, it was probably intended that the agency having primary responsibility for a given subject should have a more or less exclusive franchise for the analysis and production of studies on the subject for which they had

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been given primary responsibility. For example, the Department of State was given primary responsibility for the production of political and sociological intelligence on all countries, and the Department of Defense was to produce military intelligence. Pursuant to this arrangement, departmental intelligence services, such as INR in the State Department, produce studies within their areas of responsibility which are supplied to senior officials in the Department of State and also given dissemination within the community at large. Over the past few years, CIA has substantially expanded its competence to produce studies on a number of topics which are the primary responsibility of other agencies. The right of the Agency to do this is very clearly established by the provisions of the appropriate NSCID. Furthermore, although these studies are not subjected to formal coordination, they do reflect the very close working relationships which exists between analysts interested in given areas or subjects in CIA and in the Departments of State and Defense. Obviously this practice, if uncontrolled, could lead to serious friction and confusion. So far, however, there has been no evidence of serious concern on the part of any of the agencies affected by these studies and the USIB machinery is fully adequate to provide for policing these arrangements and to permit the registration of complaints by components who feel that they have been adversely affected.

Generally speaking, procedures for ensuring the coordination of the production and dissemination of finished intelligence are working well.

B. The machinery for the allocation of responsibility amongst the components of the community.

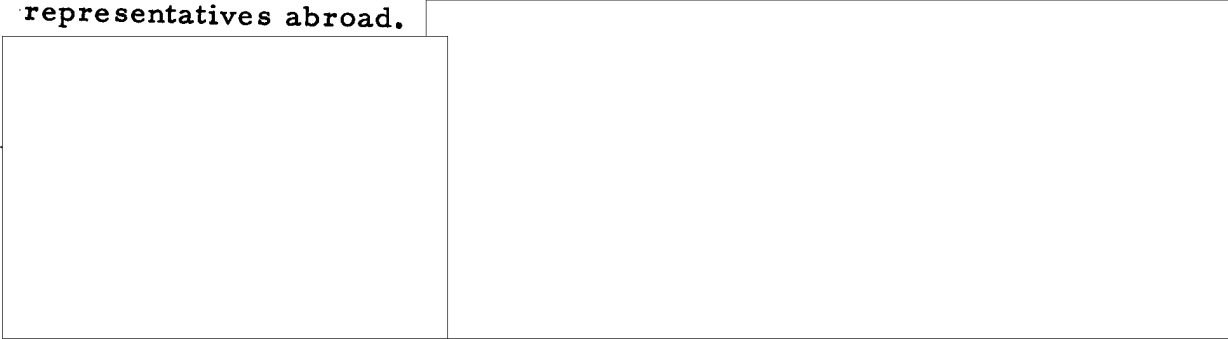
A second major problem in the coordination of the intelligence effort as a whole involves the adequacy of procedures for the allocation of basic jurisdictional responsibilities for the purpose of determining who in the community is supposed to do what.

Jurisdictional allocations are made by directives emanating from the National Security Council which, in the past, have established the authority of the Director of Central Intelligence and USIB; allocated collection and production responsibilities and established the basis for the conduct of certain services of common concern such as the defector program and the National Photographic Interpretation Center. Implementing directives are issued by the Director of Central Intelligence to clarify or particularize the provisions of National Security Directives

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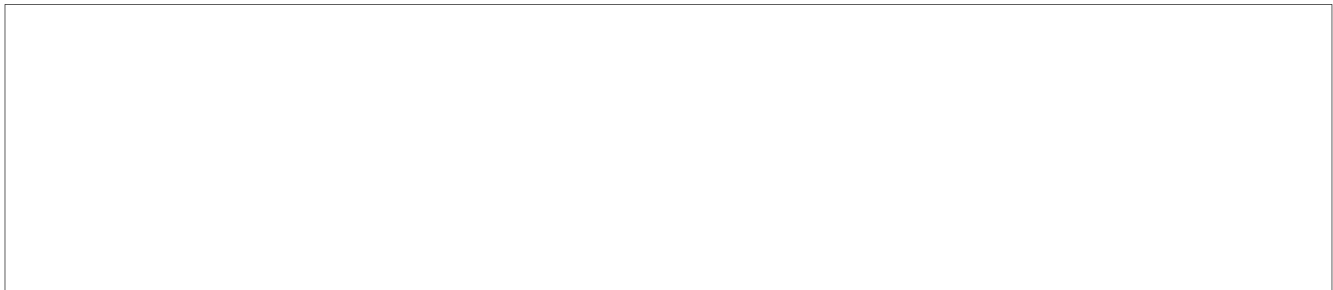
and make detailed provision for the operational, substantive or administrative responsibilities of individual components in a particular field.

One of the basic directives of the National Security Council governs the conduct of U.S. espionage and counterintelligence activities abroad. This directive authorizes the establishment of machinery for the coordination of these operations under the authority of the DCI and his representatives abroad.



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More recently, the Defense Department has embarked on a national espionage program which involves the conduct of operations on a worldwide scale under centralized direction in the U.S. for so-called national objectives. The emergence of a very strong U.S. military espionage effort, comparable to that conducted by the Soviet GRU, could be a complicating factor and have an adverse effect on relations in the intelligence community. So far the development of this national military capability has been proceeding with the full knowledge and acquiescence of the DCI, nor is any effort to curtail or limit the expansion of this effort thought necessary or desirable.



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C. Resources management.

The DCI's chief responsibility in the field of resources management is to ensure that the resources developed and used in the over-all American intelligence effort produce information which is as responsive as possible to the real needs of policy makers. The initial question is to



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determine what these needs actually are. Assuming that it is not too difficult to establish what we want to know in general about the capabilities and intentions of other countries, the problem is nevertheless complicated by the tangential nature of most of the data on which intelligence analysts must rely for the answers to their specific questions. It is very seldom possible to develop direct evidence that the Soviets have developed a new submarine; intend to blockade Berlin or propose to use a particular missile system for ABM purposes. Normally the community is thrown back on data which gives at best an indirect insight into these problems. Elaborate and expensive mechanisms have been invented and put into operation to intercept and analyze electronic emissions from weapons associated radar. These, if properly interpreted, can tell you something about the nature of a particular radar system -- whether it is used for acquisition, tracking or engagement purposes for example. This, taken in conjunction with photographic coverage and other evidence, can tell us a good deal, possibly all we need to know about the nature of the weapons system in which we are interested. It will be obvious, however, that in order to collect and identify particular electronic emissions which are of strategic interest we will probably have to collect enormous volumes of data, much of which is redundant, of marginal interest or totally irrelevant. The essential question, therefore, is how much is enough, and how we can refine and target the intelligence effort in a manner to ensure maximum focus on the essential intelligence problems.

This objective of refining the priorities and objectives of the intelligence effort as a whole has been achieved to some degree through the USIB statements of Priority National Intelligence Objectives (PNIOs). These, however, are very broadly stated in terms of very general problems and are not very helpful as guides to the targeting of complex collection programs. There is general agreement that the facilities available to the DCI and the community for planning the intelligence effort and establishing priorities and objectives should be improved. Measures to strengthen the DCI's staff for this purpose are discussed in the next section of this report.

The actual managerial structures which have evolved to review and control the four national intelligence programs have improved immeasurably over the past six years.



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B. The DCI community staff.

It was an early conclusion of this report that no substantial change is necessary in the staff arrangement through which the DCI exercises control over CIA. The DCI's community staff (NIPE), on the other hand, should be somewhat expanded and its mission clarified and confirmed. The basic purpose of this staff is to support the DCI's responsibility for management, coordination and guidance of community resources and activities. For this purpose the staff should have the authority necessary to deal with components of CIA which can contribute to a full understanding of the need for particular resources and also with the chairmen of USIB committees with resource responsibilities, as well as other components of the community. It should support the NIRB and continue to develop and be responsible for custody of the TOD. It should continue to represent the DCI in the review of Defense Department programs. The staff also should be specifically charged with improving the over-all focus of intelligence activities; refining the priority objectives and emphasis appropriate for the Government's over-all intelligence effort and for long range planning. It should continue to have a competence for systems and operations analysis and also perform such liaison functions as appear appropriate, including maintenance of relationships with the President's Foreign Intelligence Advisory Board (PFIAB).

Specifically the staff should:

1. Have the authority to task that portion of the DDI Information Requirements Staff concerned with the evaluation of the product of intelligence operations.
2. Ultimately assume the community responsibilities of the present SIGINT Officer and also the responsibility to support

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the DCI in his community capacity as a member of the NRO Executive Committee (as distinguished from his responsibility for CIA reconnaissance activities).

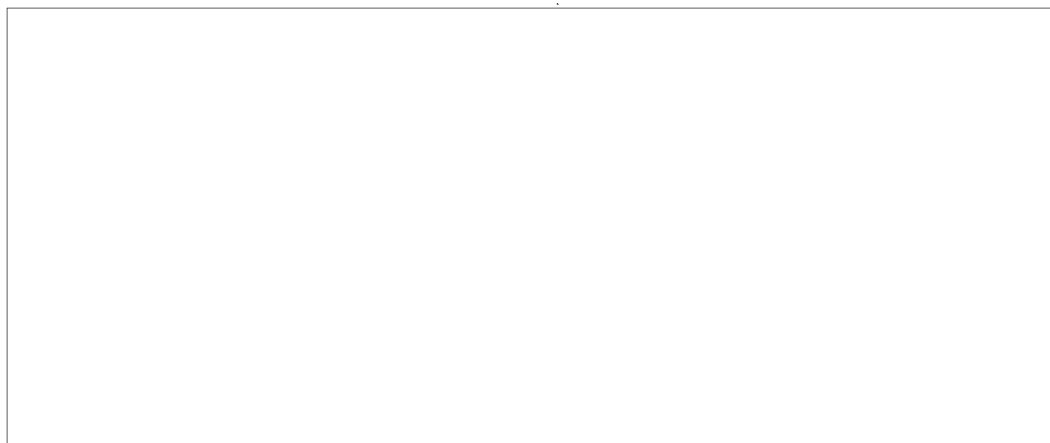
3. Maintain facilities and personnel necessary to:

(a) Provide staff support to the NIRB;

(b) Conduct systems analysis and evaluation functions;

(c) Continue custody, development and improvement of the Target Oriented Display (TOD) of intelligence resources; and

(d) Oversee information data handling activity which has an impact on the DCI community responsibilities.



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5. Include one or more area coordinators concerned with examining programs and activities on an area wide basis and recommending specific improvements in individual programs designed to strengthen intelligence coverage of important targets. The area coordinators would undertake long term planning in their particular areas.

C. Enforcement of intelligence guidance.

Some difficulty exists in implementing decisions of the DCI and USIB guidance generally. It is obviously important that procedures should exist to ensure that action follows a decision to expand, curtail or eliminate intelligence coverage or activity. Appointment of a Special Assistant to the Deputy Secretary of Defense, recommended above, will provide the point of



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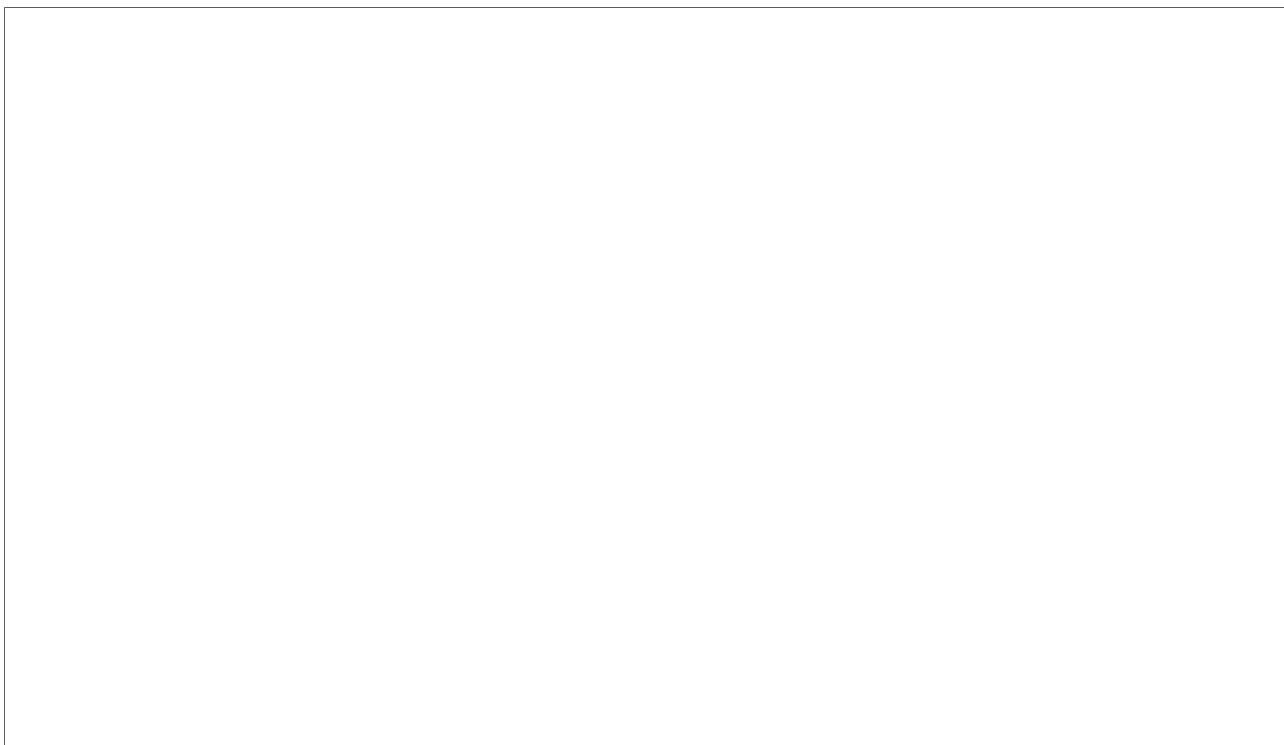


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contact necessary to synchronize the authority of the Secretary of Defense and the DCI for this purpose. Some mechanism or procedure, to be established jointly by the proposed Special Assistant and representatives of the DCI, for follow-up inspection and review to ensure compliance with decisions affecting resources will be needed. Better arrangements are also needed for centralized review and approval, including DCI coordination, of ad hoc proposals for individual program changes which are submitted from time to time throughout the program year.

D. Tactical versus national intelligence resources.

There is reason for concern about what appears to be a growing practice by the services of appropriating intelligence resources programmed and budgeted for in one or another of the major intelligence resource programs and using them for direct tactical support or for other purposes of benefit to only one service or a specified command. On the one hand, there is obviously a legitimate need on the part of military commands for adequate intelligence facilities immediately responsive to these tactical requirements. On the other hand, the DCI and intelligence agencies are in danger of losing control of resources for which they are supposed to budget and for the utilization and coordination of which they are responsible.



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E. Early warning -- the Watch Committee and the National Indications Center (NIC).

In view of the manifest importance of the early warning mission to the intelligence community, it is believed that the duties and responsibilities of the Watch Committee should be reassessed and reaffirmed. At the present time the activities of the Watch Committee are focused almost entirely on the substantive requirements for the weekly Watch Report.



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ANNEX A.

Early Reviews of CIA

1. Hoover Commission Report - 1948.

Professor Arthur Sutherland  
John A. Bross  
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2. Report to National Security Council on CIA - 1 January 1949.

Allen W. Dulles, Chairman  
William H. Jackson  
Mathias F. Correa

3. President's Committee on International Information Activities -  
30 June 1953.

William H. Jackson, Chairman  
Robert Cutler  
Gordon Gray  
Barklie McKee Henry  
John C. Hughes  
C. D. Jackson  
Roger M. Kyes  
Sigurd Larmon

4. President's Special Study Group on Covert Activities of CIA -  
30 September 1954.

J. H. Doolittle, Chairman  
William B. Franke  
Morris Hadley  
William D. Pawley

5. Hoover Commission Task Force Report on Intelligence Activities -  
May 1955.

Mark W. Clark, Chairman  
Richard L. Conolly  
Ernest F. Hollings  
Henry Kearns  
Edward V. Rickenbacker  
Donald S. Russell

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6. DCI Joint Study Group on Foreign Intelligence Activities -  
15 December 1960.

Lyman B. Kirkpatrick, Chairman  
Allan Evans  
General Graves B. Erskine  
Robert M. Macy  
James S. Lay, Jr.

7. President's Committee on Information Activities Abroad -  
23 December 1960.

Mansfield D. Sprague, Chairman  
George V. Allen  
Allen W. Dulles  
Gordon Gray  
Karl G. Harr, Jr.  
John N. Irwin, II  
C. D. Jackson  
Livingston T. Merchant  
Philip D. Reed

8. DCI Working Group on Organization and Activities of CIA -  
6 April 1962.

Lyman B. Kirkpatrick, Chairman  
General Cortlandt Schuyler  
J. Patrick Coyne

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**TOP SECRET****ANNEX B.****GLOSSARY**

AMB	Anti Ballistic Missile (System)
ACDA	Arms Control and Disarmament Agency
ADP	Automatic Data Processing
ARDF	Airborne Radio Direction Finding
BNE	Board of National Estimates
CA	Covert Action Staff, DDP
CCP	Consolidated Cryptologic Program
CCPC	Critical Collection Problems Committee
CI	Counter Intelligence Staff, DDP
CIB	Central Intelligence Bulletin
CIP	Consolidated Intelligence Program
COMINT	Communications Intelligence
COS	Chief of Station (CIA)
CRS	Central Reference Service
DCID	Director of Central Intelligence Directive
DDI	Deputy Director for Intelligence
DDP	Deputy Director for Plans
DDR&E	Director of Defense Research and Engineering
DDS	Deputy Director for Support
DDS&T	Deputy Director for Science and Technology

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<b>DIA</b>	Defense Intelligence Agency
<b>ECM</b>	Electronic Counter Measures
<b>EIC</b>	Economic Intelligence Committee
<b>ELINT</b>	Electronic Intelligence
<b>FBIS</b>	Foreign Broadcast Information Service
<b>FE</b>	Far East Division, DDP
<b>FI</b>	Foreign Intelligence Staff, DDP
<b>FMSAC</b>	Foreign Missile and Space Analysis Center
<b>GMAIC</b>	Guided Missile and Astronautics Committee
<b>IDHS</b>	Intelligence Data Handling System
<b>IHC</b>	Information Handling Committee
<b>INR</b>	Bureau of Intelligence and Research
<b>IRG</b>	Interdepartmental Regional Group
<b>JAEIC</b>	Joint Atomic Energy Intelligence Committee
<b>LDX</b>	Long Distance Xerography
<b>MOL</b>	Manned Orbital Laboratory
<b>NASA</b>	National Aeronautics and Space Administration
<b>NIC</b>	National Indications Center
<b>NIPE</b>	National Intelligence Programs Evaluation Staff
<b>NIRB</b>	National intelligence Resources Board
<b>NIS</b>	National Intelligence Survey

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