



DEPARTMENT OF STATE

Washington, D.C. 20520

March 30, 1973

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TO: CIA -

Attached for your information is the Summary and text of a status report on the USC/FAR, submitted by Mr. Cline to Mr. Rush, Chairman of the NSC Under Secretaries Committee. The report bears the designation USC/FAR Doc. No. 26, March 6, 1973.

As you may already know, Mr. Rush's staff has circulated both documents to the Heads and Deputy Heads of USC/FAR Member and Observer Agencies.

*E. Raymond Platig*  
E. Raymond Platig  
USC/FAR Executive Secretary

Attachment:  
As stated.

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SUMMARY OF STATUS REPORT  
ON  
WORK OF USC/FAR, MARCH 6, 1973

USC/FAR: MEMBERS AND PURPOSES:

This Subcommittee, established in early 1971 in response to a Presidential Directive, NSDM 98, consists of six Member Agencies (State, Defense, AID, ACDA, USIA, and the NSC Staff) and seven Observer Agencies (Treasury, Commerce, HEW, OMB, CIA, OST and the NSF). The Subcommittee is responsible for developing consolidated plans for support by all Member Agencies of external research on foreign affairs; insuring interagency consultations for project coordination and joint research activities; and collecting and disseminating information on government supported research, both to support the planning and coordination functions and to improve utilization of research results.

PLANNING FUNCTION:

The Subcommittee has prepared two annual Consolidated Research Plans offering a framework within which collaborative programming and coordination of projects among Member Agencies can be undertaken.

COORDINATION:

Interagency consultation and coordination is carried out in the USC/FAR's five regional and four functional Consultative Groups. USC/FAR Member, Observer and eleven other interested agencies have, in varying degrees, participated in the work of these groups, coordinating major research projects and considering questions involving particular emphases in the USC/FAR research effort.

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DISSEMINATION OF INFORMATION:

To carry out its third function, the USC/FAR maintains an interagency inventory of government-supported external research projects and a Documentation Center for collecting and disseminating completed studies funded by the government. It also publishes FAR Horizons, a quarterly newsletter to promote communication among foreign affairs research professionals in the government and the academic community.

WHITE HOUSE REACTIONS TO SECOND PLAN:

The Second Consolidated Research Plan, forwarded in September 1972 by the USC Chairman to the President, contained six research objectives reflecting the determination of Member Agencies to stress particular research needs and described Consultative Group actions for implementing some of these goals. In his response of September 28, 1972, Mr. Kissinger indicated three USC/FAR activities where greater emphasis could be placed. He requested that the Member Agencies give priority to the work of the Consultative Groups; stressed the need for more interagency coordination in selecting and funding specific research topics; and asked that the development of the USC/FAR information system be expedited.

RECENT PROGRESS:

The Consultative Groups and other units of the USC/FAR have initiated a number of actions in pursuit of the agreed research objectives. Joint funding arrangements among various agencies for projects amounting to \$165,000 have been consummated and similar arrangements totalling an additional \$310,000 worth of projects are being negotiated. Collaborative

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arrangements for sharing research designs, monitoring projects or utilizing research results are being made for about 25 other projects. The Documentation Center has recently published the first issue of a cumulative bibliography of government-sponsored studies. The feasibility of computerizing the inventory of current projects is being actively pursued.



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USC/FAR Doc. No. 26  
March 6, 1973

NSC UNDER SECRETARIES COMMITTEE

SUBCOMMITTEE ON FOREIGN AFFAIRS RESEARCH

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MEMORANDUM FOR THE CHAIRMAN, USC

Subject: Status Report on Work of the USC/FAR

The purpose of this memorandum is to provide a report on the current work of one of the Subcommittees of the NSC Under Secretaries Committee. The Subcommittee deals with Foreign Affairs Research and uses the designation USC/FAR.

BACKGROUND:

In NSDM 98 of February 1971, the President directed the Under Secretaries Committee to assume responsibility for the coordination of government-supported external research on foreign affairs. To assure implementation of the President's directive, the Chairman of the USC (through NSC-U/SM 96 of March 1971) appointed an interagency Subcommittee on Foreign Affairs Research, asked the Director of the Bureau of Intelligence and Research (INR) to chair the new group and issued Terms of Reference for it.

The Member Agencies of the USC/FAR are six in number: State, Defense, AID, ACDA, USIA and the NSC Staff. In addition there are seven Observer Agencies: Treasury, Commerce, HEW, OMB, CIA, OST and NSF. INR's Office of External Research (XR) provides staff support for the USC/FAR, the Director of XR serving also as Executive Secretary for the group.

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In the past two years the USC/FAR has undertaken and completed a number of activities and tasks. Among the major of these are:

-- preparation, on an annual cycle, of two successive Consolidated Research Plans, each projecting for two years ahead how the Member Agencies propose to deploy their external research resources;

-- development and refinement of planning procedures; as the USC/FAR enters its third planning cycle, computerized information handling techniques are being utilized to assist in current analysis of planning and programming data and eventually to make possible retrospective and trend analyses, if needed, for coordination or other management purposes;

-- establishment of nine interagency Consultative Groups as settings for the coordination of major projects of interest to more than one agency. In addition to the 13 Member and Observer Agencies, 11 other agencies participate to some degree in the work of these Consultative Groups;

-- initiation and continuing development of a USC/FAR information system with two major components: (1) an inventory of current government-supported, external research projects to which all agencies contribute and have access; (2) a Documentation Center as a central depository for the storage and dissemination within the government of completed studies funded by government agencies;

-- publication of a quarterly newsletter called FAR Horizons as a communications medium linking foreign affairs research professionals in and out of government.

RECENT DEVELOPMENTS:

The Second USC/FAR Consolidated Research Plan for FY-1973-74 was forwarded to the President by the USC Chairman on September 5, 1972. Among other new features, the Second Plan contained six USC/FAR Research Objectives through which the Member Agencies expressed their agreement to support certain common goals and thereby put additional emphasis upon specified areas of research. Both the Plan and the memorandum transmitting it to the President pointed up the role of the Consultative Groups in implementing the objectives and in effecting project coordination and alluded to the developing USC/FAR information system.

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In a September 28 response to the USC Chairman, Mr. Kissinger said that the President had noted the Second Plan as "a promising step toward interagency coordination of government-supported external research on foreign affairs." The Kissinger memorandum went on to indicate three areas of USC/FAR activity in need of additional emphasis. These areas are listed below along with a brief account of recent actions pertinent to each.

1. USC/FAR Research Objectives: In his memorandum of September 28, Mr. Kissinger said that the President had "noted with approval the statement of objectives" and the role of the Consultative Groups in their implementation. Mr. Kissinger went on to ask that the Member Agencies give priority to the work of these Groups. In the last several months:

-- the USC/FAR Consultative Groups, where called for, have met to initiate implementation of the research objectives;

-- other steps have been taken through appropriate USC/FAR auspices to advance those research objectives not assigned to a particular Consultative Group;

-- as a result, various activities are now underway and the decision was made to abandon one research objective. Additional details on the status of the six research objectives are contained in the document attached.

2. Coordination of New Projects: Mr. Kissinger's memorandum of September 28 also asked that further attention be given to coordination at the point of "actual selection and funding of specific research topics of interest to more than one agency." Thus there was additional reason to give priority to the work of the Consultative Groups which had been set up primarily for this purpose and whose chairmen I had just alerted to the opportunities for coordination offered by publication of the Second Plan. In the intervening months all nine of the Consultative Groups have met at least once to consider major new projects being sponsored by Member Agencies. During or following this latest round of formal consultations:

-- ninety-five new projects being contracted for by individual Member Agencies were brought to the attention of other agencies;

-- definite joint-funding arrangements were announced or consummated involving five agencies, three projects and \$165,000 of FY-1973 funds;

-- additional joint-funding arrangements involving three agencies, two projects and \$310,000 of FY-1973 funds have now reached advanced stages of negotiation;

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-- agencies participating in the Consultative Groups agreed in various combinations to continue in touch concerning approximately 25 other projects; some of these continuing contacts have already resulted in, and others no doubt will result in, various types of collaborative activities including such things as joint design, monitoring and utilization of research studies.

3. Further Development of the USC/FAR Information System: Finally, Mr. Kissinger's memorandum called for expediting the development of an information system as an essential means "both to facilitate interagency coordination of future research topics and to make existing studies more readily available." In recent months, a number of pertinent steps have been taken, among them the following:

-- publication of the first issue of what will become a cumulative bibliography of studies resulting from government-supported projects and on deposit in the Documentation Center operated by the USC/FAR Executive Secretariat. The purpose is to stimulate wider use throughout the government of completed studies;

-- intensive consultation between the USC/FAR Executive Secretariat and the Automated Data Processing Division of the Department of State to develop the technical requirements and cost/benefit ratio of the Secretariat's proposal to automate the USC/FAR inventory of current projects which now includes annually some 1,000 items supported by a dozen different departments and agencies;

-- pending a decision on automation, introduction of modest changes in the design of the annual compilations of projects in the inventory in order to reduce their bulk and increase their accessibility.

THE FUTURE:

On March 1, the USC/FAR entered its third annual planning cycle. This will end next August when we send to you and ask you to transmit to the President the Third Consolidated Research Plan. At that point I will again give you a report on the major activities of the USC/FAR.

The close and cordial cooperation that existed among Member Agencies in production of the Second Plan leads me to believe all find benefit in this annual effort and, therefore, the Third Plan will be an even more useful document. The initiation of action on research objectives agreed to among Member Agencies indicates an interagency purposefulness which we hope will be fed

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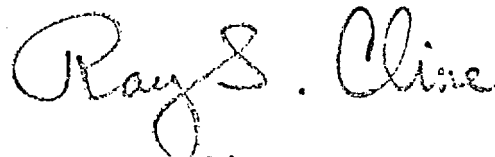


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The decision to issue the Second Plan on an unclassified basis, the quarterly publication of FAR Horizons, and some of the research goals to which the USC/FAR is committed all bespeak a healthy openness of the government to the academic community. This we will try to nurture so that it yields mutual respect and benefit despite the inevitable differences one can expect among dedicated professionals who, from various vantage points, seek to identify and work on that edge of the future where knowledge and policy most usefully intersect. A Department of State sponsored conference scheduled for April is designed in part to be another step in this direction.

Our growing experience with the coordination of new projects suggests that, with a minimum of cumbersome formalities, the spirit of consultation and cooperation is beginning to spread beyond the Member Agencies and beyond the planning function to affect the critical day-to-day activities of project initiation, design, implementation and utilization. It is the impact of this spirit upon these activities--an impact possible neither to command nor to capture in the precision of numbers--which must ultimately provide the justification for the formal and more visible structures, services and processes of the USC/FAR.



Ray S. Cline  
Chairman

USC Subcommittee on Foreign Affairs Research

Attachment:

Status Report on Research  
Objectives.

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STATUS REPORT ON RESEARCH OBJECTIVES

CONTAINED IN THE

SECOND USC/FAR CONSOLIDATED RESEARCH PLAN

Objective #1: Improve the Bases of Choice in Foreign Affairs Through the Development and Application of Quantitative Analytical Techniques.

The USC/FAR Consultative Group on General Research, charged to act on this Objective, has focussed its attention on the plans of the National Science Foundation to sponsor next summer a conference on quantitative analysis of international behavior. The proposed conference would assess the state of the quantitative analytical arts, identify gaps, and suggest topics for further investigation. The Group felt that this conference could be an important first step toward accomplishing Objective #1. It was therefore agreed that the Chairman and other interested members of the Group would keep in touch with the NSF project officer and, at an appropriate time, arrange a meeting at which the entire Group could be briefed by the principal investigator on detailed plans for the conference. The Group could then begin to consider what, in pursuit of Objective #1, might be useful next steps to capitalize on the results of the NSF-sponsored conference.

Objective #2: Improve external Foreign Affairs Research on the PRC by Increasing the Exchange of Well-Ordered Data Between the Government and the Academic Community.

The USC/FAR Executive Secretariat, working in concert with the Chairmen of the USC/FAR Consultative Groups on East Asia and General Research, convened a number of ad hoc meetings of selected officers from Member and other agencies in order better to define the problem and map a course of action. There emerged a solid consensus that more precise knowledge was needed about those factors which all agreed are important to making an exchange of China data feasible and useful in addition to its being desirable. Since information about these factors is widely scattered in both the government and the academic community, it was decided that the service of a competent scholar with government experience was needed to conduct an inquiry and prepare a feasibility study. For this purpose, the Department of State has negotiated a contract with Professor Davis Bobrow of the University of Minnesota whose qualifications for the task are highly regarded by a number of officers in the USC/FAR network. To assure maximum coordination, Professor Bobrow will work closely with a sub-group of the Chinese-English

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Translation Assistance project (CETA). CETA is itself an interagency activity closely related to the USC/FAR Consultative Group on East Asia and involving a high degree of government-academic cooperation. Professor Bobrow's study is expected to be completed in the fall of 1973.

Objective #3: Develop Common Approaches to USC/FAR Member Agency Support of Policy Studies with Multi-Agency Interest.

To take action on this Objective, the USC/FAR Chairman named two State Department officers as co-chairmen of an ad hoc working group on policy studies. Nine Member and Observer Agencies designated representatives to serve on the Group. As indicated in the Plan, the Group took as its primary task to assess the desirability and feasibility of a multi-agency program of competitively awarded grants (or contracts) to university foreign affairs policy study groups. A series of preliminary questions and guidelines was circulated to members of the Group for comments. The responses made clear that almost all agencies felt one or more of the following to be true: common approaches presuppose a greater mutuality of interests on the part of USC/FAR agencies than actually exists; policy studies should be an integral part of agency research programs, not separated out for special treatment; in a period of budgetary constraint, the USC/FAR should avoid raising false hopes that it might become a new source of research funds; university based research has no unique claim on the research budgets of mission agencies. It was therefore decided that further action on this Objective had little chance of bearing fruit and should be abandoned.

Objective #4: Reverse the Persistent Downward Trend in the Funding of Policy-Related Foreign Affairs Research.

In September the Chairman of the Under Secretaries Committee sent a memorandum to the Heads and Deputy Heads of Member and Observer Agencies calling attention to this Objective and inviting all the funding departments and agencies to consider making increased allocations for foreign affairs external research from their FY-1973 and FY-1974 appropriations. He also asked the Office of Management and Budget to give a particularly sympathetic hearing to those departments and agencies requesting higher funding levels in FY-1974. Data is not yet available on which to base an assessment of this initiative. Partial and preliminary indications will be available later this year when Member Agencies prepare estimates in connection with the Third USC/FAR Consolidated Research Plan for FY-1974-75. However, the trends apparent in such estimates must be read with some caution since Member Agencies still experience varying degrees of difficulty in distinguishing support for external research on foreign affairs from that for other research and related activities. As part of this Objective, most Member

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Agencies also expressed support for recent increases in the size of the State Department's program and for its accelerated growth. To this end, and in connection with the FY-1973 program, the USC/FAR Chairman has given particular encouragement to collaborative funding arrangements between State and both AID and the Department of Defense. To date, State and DoD have arranged collaborative funding on three projects so that, in effect, the State budget is stretched to meet a larger portion of its priority research needs.

Objective #5: Improve Government Support for and USC/FAR Member Agency Use of Soviet Studies Conducted in the Private Sector.

The USC/FAR Consultative Group on Europe, to which action on this Objective was assigned, discussed in December various private and government-sponsored assessments of the state of Slavic studies. The participants reviewed their respective agency research plans and concluded that there was little immediate prospect of government action to reverse the marked decline of support for research on Soviet studies. In discussing an academic community proposal to establish in Washington a small center for Soviet studies, the Group expressed doubt about the availability of government funds for basic institutional support but felt that agencies with contract programs involving Soviet studies would find such a center quite helpful in connection with selected projects and as a means of deepening relations with the academic community. Academicians associated with the project will brief the next meeting of the Consultative Group on Europe. The Group's Chairman will also seek to facilitate private research by consulting with other government officers on the practicality of expanding U.S.-Soviet scholar and book exchange programs.

Objective #6: Expand and Improve Government Support for Policy-Related External Research in International Economic Relations.

The USC/FAR Consultative Group on International Economic Relations, to which action on this Objective was assigned, met in January. Discussion centered on the growing importance and complexity of research in this field, on past efforts to set research priorities, and on the large number of interested government agencies. It was then decided to set up a working group to assess, in accord with Objective #6, the adequacy of government support for external research on international

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economic relations and to suggest priorities for such research which take into account relevant in-house research. The working group, consisting of representatives from Treasury, NSC, CIEP and State, will report its findings to the next meeting of the Consultative Group, probably in April 1973.

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