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The Director of Central Intelligence
Washington, D.C. 20505

National Intelligence Council

NIC #03864
10 September 1987

MEMORANDUM FOR: Acting Director of Central Intelligence
VIA: Chairman, National Intelligence Council
FROM: MG Larry D. Budge, USA
National Intelligence Officer for
General Purpose Forces
SUBJECT: NIE 11-15-88: Soviet Naval Strategy and Programs Toward
the 21st Century

1. The tentative Concept Paper and Terms of Reference for the subject NIE are forwarded herewith for your approval for further distribution to the National Foreign Intelligence Board Principals for coordination. The target date for completion of this paper is February 1988. [redacted]

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2. This estimate was requested by the Director of Naval Intelligence; he believes that the previous estimate [redacted] needs to be updated in view of significant new developments in the Soviet Navy that have occurred in recent years. He has asked that a new estimate be produced -- not only to take these developments into account, but to project probable future trends and their impact on the US and our allies. [redacted]

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3. The concept of this estimate has been discussed on an informal basis with analysts in the Intelligence Community (including SOVA, DIA, and Navy) as well as with the DNI and members of his personal staff. All have been very receptive and cooperation is likely from both the Intelligence Community and planners in the Department of Defense. [redacted]

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4. The Senior Review Panel has examined an earlier draft of this CP/TOR and suggested a number of changes. Their recommendations have been addressed (see underlining) and the resulting changes are listed below:

- o The SRP requested an examination of the expansion of the Soviet base complex overseas since 1982 and the emerging role of overseas, land-based facilities (present and future) in Soviet naval strategy, tactics, and force compositions.

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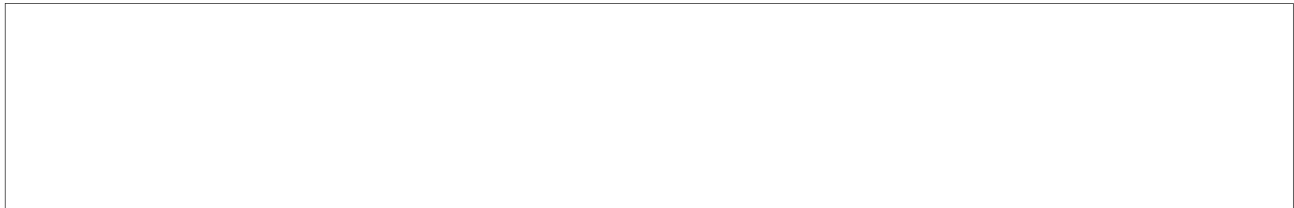
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- o The SRP also asked for an examination of the implications of the estimate for US defense planners. As recommended by the SRP, a key question has been added to the Concept Paper on this subject.
- o The SRP believes that there could be confusion in the broader original title of the estimate: "Soviet Maritime Strategy" and the focus of the CP/TORs which concentrate mainly on the Soviet Navy. The focus of this paper is the Soviet Navy and the title has been changed to reflect it.
- o Command, Control, and Communications. We concur with the SRP on the importance of the subject and it will be highlighted in the text and key judgments.
- o Alternative Scenarios. Although seeking consensus in determining the probable direction of Soviet naval strategy, we concur in the need to examine alternative futures. The TORs have been rewritten to include their consideration and an annex will be added to examine the effects of possible future arms control agreements.

5. Request approval for distribution to NFIB Principals.


 Larry D. Budge

Attachment:
As Stated.

CONCUR:

Chairman, National Intelligence Council

Date

APPROVED:

Acting Director of Central Intelligence

Date

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