Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Executive Registry
1-1328
421380

SECRET

11 July 1950

MEMORANDUM FOR: Executive, CIA
COAPS

SUBJECT : Staff Study: Production of National Intelligence

1. Attached hereto are copies of subject Staff Study prepared for joint submittal by the Departments of State and Defense to the National Security Council. Subject study has been transmitted to the Director of Central Intelligence for his comments prior to its submittal to the National Security Council by the Assistant Secretary of State.

2. The Director of Central Intelligence has directed the Assistant Director for Reports and Estimates to prepare coordinated comments with COAPS and the Executive which will include discussions of principles, personnel, space, and money involved.

3. Deadline established for submittal of comments to the Director of Central Intelligence is 30 July 1950.

4. In view of the fact that only one copy of this document was received in the Central Intelligence Agency, this Office has had it reproduced and is transmitting it to you for study. Arrangements for coordination will be negotiated with you at a later date.

[redacted] 25X1

for THEODORE BABBITT
Assistant Director
Reports and Estimates

cc: AD/OSI
AD/OCD
AD/OSO
AD/OO
AD/OPC

SECRET

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

C
O
P
Y

SECRET

1 May 1950

STAFF STUDY

PRODUCTION OF NATIONAL INTELLIGENCE

PROBLEM

1. To provide for the more effective production of national intelligence and to provide for continuous surveillance of current intelligence.

FACTS BEARING ON THE PROBLEM

2. Responsibility for the production of national intelligence rests with the Central Intelligence Agency. This responsibility derives, in the first instance, from the National Security Act of 1947 which provides (Section 102(d)(3)) that the CIA shall "correlate and evaluate intelligence relating to the national security, and provide for the appropriate dissemination of such intelligence within the Government using where appropriate existing agencies and facilities".

3. Pursuant to the National Security Act, the National Security Council issued a series of intelligence directives (NSCID's) for the guidance of CIA and the other intelligence agencies. In these directives, "intelligence relating to the national security" — called "national intelligence" — is defined, and principles to govern its production and dissemination are established.

SECRET

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

4. The National Security Council, with the assistance of the Dulles-Jackson-Correa Committee, recently re-examined, and specifically reaffirmed as sound, those provisions of the National Security Act of 1947 and the NSCID's relating to national intelligence (NSC 50, section 1 c and 5 c). The NSC concluded, however, that the directives have not been effectively carried out, principally because there has been within the CIA a confusion between responsibility for producing national estimates and responsibility for miscellaneous research and reporting (NSC 50, section 5 c).

5. The NSC also reaffirmed the principle that the CIA should draw upon the specialized intelligence production of the agencies in order to prepare coordinated national intelligence estimates, and declared that a procedure should be adopted which would permit the Director of Central Intelligence to take full advantage of departmental opinion while retaining sole responsibility for the final national intelligence product. (NSC 50, section 5 c).

DISCUSSION

6. Experience since the issuance of NSC 50 has indicated that the quality of national intelligence estimates has not substantially improved and that unwarranted duplication of effort as between the various agencies has continued. This condition results in large measure from

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

a. Continuing disagreement between CIA, on the one hand, and the departmental agencies, on the other, as to the meaning of national intelligence;

b. Inadequacies of existing mechanisms and procedures for production of national intelligence;

c. Continuing confusion within CIA between its responsibility for producing national intelligence and its responsibility for miscellaneous research and reporting.

7. The definition of national intelligence given in NSCID-3 needs further and more precise interpretation. It has not proved adequate as a guide to operating officials, and it has been subject to varying interpretations. To resolve this ambiguity, the meaning of the term "national intelligence" should be restated by the National Security Council, both in terms of content and in terms of end use.

8. Revision of the definition, however, will not in itself insure the production of authoritative national intelligence estimates reflecting the coordination of the best intelligence opinion in the Government. This can be accomplished only through the revision of existing mechanisms and procedures, which are inadequate. They should be revised to insure that national intelligence estimates reflect in every instance an integration of the best intelligence opinion of the Government. Such an integration can

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

be fully achieved only through a cooperative process of preparation in which departmental contributions, oral and written, are synthesized and departmental intelligence opinion and advice, explicitly brought to bear at all stages of production.

9. Continuing confusion within CIA between its responsibility for national intelligence estimates and its responsibility for miscellaneous research and reporting can only be cured by an organizational separation of the staffs carrying out the two functions. A special group should be created in CIA to handle its national intelligence functions and, in addition, the surveillance and dissemination of current intelligence required by executives responsible for the formulation and execution of national policy. A separate office should be responsible for carrying out such research and reporting functions of common concern as may be prescribed by the NSC under the provisions of Section 102 (d) (4) of the National Security Act of 1947.

CONCLUSIONS

10. The National Security Council should define national intelligence in terms of both content and end use so as to provide a clear guide for operating officials.

11. Existing mechanisms and procedures for the production of national intelligence estimates should be revised so as to insure that such estimates represent in every instance an integration of the best intelligence opinion in the Government.

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

12. The staff within CIA responsible for carrying out the Agency's national intelligence functions should be organizationally separate from the staff responsible for research and reporting activities of common concern.

RECOMMENDATIONS

That the National Security Council

a. Approve and issue the attached directive implementing the conclusions of this paper.

b. Direct that the strength of the National Intelligence Group, described in paragraph 5 of the directive, shall not exceed 100 officer and/or professional personnel, of whom not more than 20 may be detailed by departmental agencies.

c. Note that after the accumulation of operating experience, the Director of Central Intelligence, with the advice and assistance of the IAC, will recommend to the NSC such modifications in the strength and composition of the National Intelligence Group as may be necessary.

d. Note that the Director of Central Intelligence, with the advice and assistance of the IAC, will submit revisions of existing NSCID's and DCID's required to bring those directives into conformity with the attached directive.

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

NSC DIRECTIVE

Pursuant to the provisions of paragraphs (d) and (e) of Section 102 of the National Security Act of 1947 and in furtherance of paragraphs 5 and 6.a(2) of NSC 50, the National Security Council hereby authorizes and directs the following readjustment of the functions and organization of the Intelligence Advisory Committee and of the Central Intelligence Agency, in order specifically to insure more effective production of national intelligence estimates and studies, and to provide continuous surveillance of current intelligence:

GENERAL

1. National intelligence is that intelligence required in the formulation of policy at the national (i.e. supra-departmental) level. As stated in NSCID-3, such intelligence inevitably "covers the broad aspects of national policy and national security", and normally it "transcends the exclusive competence of a single department or agency or the military establishment". Regardless of its content, however, intelligence used in the formulation of national policy must have an inter-departmental basis, i.e., it must embody departmental intelligence resources and be subjected to adequate safeguards against bias. Strictly political or strictly military intelligence estimates, for example, should be considered as national intelligence in those cases where such estimates are required in the formulation of policy at the national level.

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Because national intelligence serves as a basis for the formulation of policy at the national level, it is essential that it represent in every instance an integration of the best intelligence opinion of the departments. Such an integration can be fully achieved only through a cooperative process of preparation in which departmental contributions, oral or written, are synthesized and departmental intelligence views are explicitly brought to bear at all stages of production. Intelligence which has not been so produced should not be disseminated as national intelligence.

INTELLIGENCE ADVISORY COMMITTEE

2. Composition

In order to facilitate the effective functioning of the IAC, the Director of Central Intelligence, the intelligence chiefs of the Departments of State, Army, Navy and Air Force and the Federal Bureau of Investigation shall each designate a qualified individual who shall be on full time duty at IAC headquarters and who will be the representative of his agency in matters covered by this directive not requiring the action of the head of his agency. The Director of the Joint Intelligence Group and the Director of Intelligence of the Atomic Energy Commission may designate such representatives if they so desire. The representative of the Director of Central Intelligence shall concurrently be head of the National Intelligence Group (hereafter described).

3. Mission

a. In addition to its existing functions, the mission of the IAC with respect to national intelligence shall be

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

(1) To initiate timely national intelligence requirements to cover future foreseeable needs for national estimates and studies of a continuing, recurrent, or emergency nature, such requirements to be recommended to the DCI for preparation by the National Estimates Staff (hereafter described).

(2) To advise the DCI as to the desirability and feasibility of national estimates and studies which he may initiate.

(3) To review drafts of national estimates and studies prepared by the National Estimates Staff and resubmit them for modification or clear them expeditiously for consideration by the DCI by unanimous concurrence or with record of substantive dissent by individual members. All issues under review on which dissent is pending shall be considered by the assembled IAC.

(4) To maintain contact through the Chairman, IAC, with the NSC staff and national planning agencies of the Government in order to be cognizant at all times of contemplated high level negotiations, plans or projects which should be soundly based on national intelligence estimates.

(5) To maintain close liaison with the Joint Intelligence Committee in order to coordinate the projects for estimates in the two committees and to insure the integration of appropriate parts of national estimates with joint estimates.

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

b. In addition to the functions outlined above, it shall be the mission of the IAC

(1) By keeping under continuing review all critical current intelligence, to be prepared to draw nationally significant conclusions therefrom, if an emergency threatens or prompt executive action is indicated. Such conclusions shall be recommended without delay to the DCI for immediate transmission to key executive officials.

(2) To recommend to the DCI the nature and specifications of periodic current intelligence summaries and reports, centrally prepared and appropriately edited, required by executive officials responsible for national policy.

(3) To recommend to the DCI the preparation of special intelligence products in recognized fields of common interest.

(4) To be responsible for the conduct of all discussions with foreign intelligence agencies respecting the formulation of combined national intelligence estimates and the preparation, in collaboration with foreign intelligence agencies, of such combined estimates.

4. Location

The permanent headquarters for deliberations of the IAC shall be conveniently located with respect to the National Intelligence Group (hereafter described) and its facilities. The housing and facilities for both

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

the IAC and the National Intelligence Group shall be provided by the CIA.

NATIONAL INTELLIGENCE GROUP (NIG)

5. Composition

The National Intelligence Group shall be established as an organic part of CIA. It shall consist of a National Estimates Staff and Current Intelligence Staff. A part of the professional and all clerical personnel of the Group shall be provided by CIA. A proportion of the professional personnel shall be provided by detail from departmental agencies for duty with CIA; each individual so detailed shall be acceptable to the DCI and responsible to him. The DCI shall provide the necessary personnel authorizations as well as reimbursement for civilian personnel assigned. He shall also provide spaces for assigned military personnel which will be additional to the personnel authorizations of their respective service intelligence agencies.

NATIONAL ESTIMATES STAFF (NES)

6. Mission

The National Estimates Staff shall:

a. Break down intelligence requisitions initiated by the IAC into component requisitions upon the several departmental agencies and CIA for their appropriate contributions of intelligence material, giving clear specifications as to the nature and scope of material required and deadline dates for completion.

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

b. By evaluation, analysis and synthesis of intelligence contributed in appropriate form and content by the several departmental intelligence agencies and offices of CIA, prepare drafts of national estimates and studies.

c. Present draft estimates and studies for consideration of the members of IAC prior to formal review by that body. Representatives of the National Estimates Staff normally shall be present when the drafts are considered by the IAC and shall be authorized to furnish orally additional reasoning or factual knowledge in support of statements or conclusions incorporated in the drafts.

d. From critical information received from the Current Intelligence Staff or any other source indicating the need for timely executive action on any scale, prepare crisis estimates for prompt submission to the DCI and the IAC.

e. Periodically report to the DCI and the IAC on the adequacy and completeness of available information required in the preparation of national estimates.

f. Collaborate with the Current Intelligence Staff in order to insure that estimates and studies reflect the most recent, evaluated, current information, and contra-wise, that the reasoning of current intelligence publications is not inconsistent with well-confirmed long-range intelligence.

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

CURRENT INTELLIGENCE STAFF (CIS)

7. Mission

The Current Intelligence Staff shall be organized and staffed to effect

a. The prompt and systematic receipt, surveillance, and appropriate situation room display of all radio, wire and otherwise rapidly-dispatched current information received in all agencies and departments of the Government which may be of significance in the preparation of current intelligence required by executives responsible for the formulation or implementation of national policy.

b. The conduct of a 24-hour watch on incoming information with provisions for immediate alert of the DCI, NIG and the members of the IAC upon the indication of critical or emergency situations which might require the preparation of crisis estimates or timely executive action on any scale.

c. The identification and preparation of "hot" information obtained by offices within CIA or from other sources for dissemination by the DCI if in his opinion it is of sufficient importance and urgency to be furnished without delay to the President, the members of the National Security Council and the IAC.

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

d. The preparation and dissemination, under the sole responsibility of the DCI, and with speed appropriate to the apparent significance of the information, of periodic current intelligence summaries patterned to the needs of the executives responsible for the formulation or implementation of national policy. To the extent practicable, the material in such summaries which is of predominant interest to a member agency shall be coordinated with that agency.

e. The operation of an intelligence situation room designed to serve the needs of the above-mentioned executive officials and their principal assistants, the IAC and the National Estimates Staff.

MISSIONS OF DEPARTMENTAL AGENCIES AND CENTRAL INTELLIGENCE AGENCY

(with respect to national intelligence)

8. Departmental Agencies

The several departmental agencies of the IAC shall

a. Furnish upon requisition of the National Estimates Staff, within the deadline dates prescribed, appropriate intelligence in form and content as required by the NES to provide for the national intelligence projects initiated by the IAC.

b. Be prepared to make oral presentations in the NES in support of their respective intelligence contributions at their own request or when requested by the NES.

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

c. Furnish to the CIS in the most expeditious manner possible all radio, wire and rapidly-dispatched current information of possible significance to the current intelligence mission of the CIA. In this category of information should be included the intelligence content or implications of operational messages.

d. In the event that intelligence studies in subjects of primary interest are prepared departmentally which have the characteristics of national intelligence and are intended for dissemination above departmental level, they shall be subjected to the reviewing procedures of the NES and the IAC in order to obtain the imprimatur of "national intelligence".

e. In the choice of personnel to be detailed for duty with the National Intelligence Group, nominate individuals of highest professional qualifications.

9. Central Intelligence Agency

a. All offices of CIA having intelligence resources shall contribute to the requirements of the NES and the CIS in accordance with the same principles as Federal agencies outside of CIA.

b. Intelligence offices of CIA, other than the National Intelligence Group, shall be restricted to the production of intelligence prescribed in paragraphs (4) and (5) of Section 102d of the National Security Act of 1947.

c. Intelligence studies prepared under Paragraph 9.b, above, if of a character to be employed as national intelligence, must have passed through the reviewing procedures of the NES and the IAC before being designated "national intelligence".

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

10. Responsibility of Director, Central Intelligence Agency, and Heads of other Federal Intelligence Agencies.

a. By virtue of the mission assigned in the National Security Act of 1947 to the DCI to produce intelligence related to the national security (defined by the National Security Council as "national intelligence") employing as far as practicable the resources of existing agencies, and his mission to coordinate intelligence activities to this end, the DCI is primarily responsible for the implementation of this Directive. His available means are the coordinated and integrated resources of departmental intelligence agencies of the Government and of CIA itself.

b. The other members of the IAC are responsible in no less degree than the DCI, however, in their obligation to support with their full resources the mechanism set up in this Directive to accomplish national intelligence objectives. Thus, while the integration of talent and intelligence resources for the production of national intelligence as prescribed in this Directive is a coordinating function of the DCI, the responsibility for making available the talent and resources is common to the heads of all agencies. Until the emergence of a national estimate or study from the IAC, collective responsibility is inescapable under the Act of 1947.

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0

c. The full statutory responsibility of the DCI for the production of national intelligence becomes operative only when the heads of Federal intelligence agencies have discharged their obligations, as herein described, and final drafts of national estimates or studies are recommended by the IAC to the DCI. From that moment the DCI alone is responsible for the final approval and dissemination of national estimates and studies.

d. "National intelligence" therefore is limited to intelligence estimates and studies which have passed through the NES and the reviewing procedures of the IAC and have been disseminated under the final responsibility of the DCI: provided, however, that such national intelligence shall not be disseminated without a statement indicating concurrence of the members of the Intelligence Advisory Committee or, when there is a non-concurrence, a statement of substantially differing opinion. In the event any IAC member fails to act in the preparation of, or indicate his approval or dissent with respect to, a national estimate or study, the DCI may proceed with its dissemination in accordance with his responsibility.

Approved For Release 2003/07/30 : CIA-RDP80R01731R003400070011-0