

25 SEP 1957

9-2281

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT: Production and Dissemination of Coordinated,
Community-wide, All-Source Current Intelligence

1. This memorandum contains recommendations submitted for your approval. Such recommendations are contained in paragraph 17.
2. The concern which the President's Board of Consultants on Foreign Intelligence Activities has recently shown regarding the community's current intelligence efforts provides an ideal occasion, I believe, for a sweeping review of those efforts and for thorough-going consideration of how they can be improved. It is most particularly important to provide policy makers with a current intelligence publication which can be a working tool for alerting them to crisis situations, for keeping them advised of developments, and for providing the information for policy decisions on a continuing basis.
3. The suggestions advanced herewith deal with the production and dissemination rather than the collection of current intelligence. Agency publications and other media are sometimes criticized for shortcomings which are due to inadequacies of collection, not of production. Clearly, a periodical or a briefing can serve its purpose well only if production officers have adequate information at their disposal.
4. I submit that the ideal which the community should make every effort to realize is the production of coordinated, community-wide all-source intelligence to meet the entire community's needs

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for current intelligence on all subjects of major importance, and especially for providing continuity in presentation.

5. Such intelligence would be, as defined in NSCID 3 (Para. 1.b.):

"That spot information or intelligence of all types and forms of immediate interest and value to operating or policy staffs which is used by them usually without the delays incident to complete evaluation or interpretation."

6. Such intelligence, if it is to serve its purpose, must satisfy the following principal conditions:

a. It must, as noted, be based upon all the current intelligence information, including COMINT, which is available to all members of the community.

b. It must be produced and disseminated with the utmost speed (as well as accuracy) whenever it becomes available, 24 hours a day, seven days a week, 52 weeks a year.

c. It must provide continuity of coverage. Thus, the events leading up to a crisis must be reported and interpreted as they happen; they must be cited in accounts of the crisis published when it occurs; and they must be related to the crisis, at least briefly, in reporting on the crisis and its consequences after it has passed.

d. The intelligence under discussion in the present paper should be primarily factual rather than estimative, but indications of short-term probabilities and possibilities should be permitted and even encouraged.

5. It should be limited to material of only really great importance. If there is nothing of this sort to report, then the current intelligence publication or publications should state this fact and not publish anything.

6. It should include the sorts of material now published by the IAC Watch Committee, as well as other current intelligence information of major significance, and the National Indications Center (NIC) should be abolished and/or incorporated in the new unit described below.

7. The kind of coordinated, community-wide, all-source current intelligence envisaged in the present paper should and can be produced by, and only by, a unit responsible to the IAC. The executive agent of the IAC for this purpose should be the Director of Central Intelligence.

8. The unit should include a representative of each agency and department represented in the IAC, and should have authority and responsibility for co-opting representatives of any other agencies or departments of the Government as appropriate.

9. Working chairman of the unit should be an officer of this Agency chosen by the Director of Central Intelligence. This chairman should have final authority and responsibility for all decisions and actions by the unit.

10. The unit should have facilities for dissemination of its reports by telephone and/or teletype lines of its own, as well as in printed form.

11. Publications of this unit should supersede the present Top Secret COMINT OCI Daily Bulletin, which should be terminated, but not the OCI Daily Digest, which should continue to be published, as at present, by OCI.

12. The gap between daily (or hourly) current intelligence, on the one hand, and the new IAC "crisis situation" procedure, on the other hand, should be filled by authorizing and directing the present weekly publications of OCI to publish material of a more estimative character than they now publish. Control of and responsibility for these publications should remain in OCI. To provide estimative guidance, however, and to ensure coordination with the longer-term estimates of ONE and the Board of National Estimates, a representative of ONE, to be chosen by the AD/NE, should have a voice second only to that of the AD/CI or his authorized representative in the production of OCI weeklies.

13. The distinction between current spot intelligence and estimative intelligence is often difficult to draw, but it is a distinction of fundamental importance and must always be drawn, despite--and, indeed, partly because of--the difficulty of doing so. Production of the two kinds of intelligence, moreover, requires different procedures, and, in some cases, different intellectual attitudes and aptitudes. The two kinds of intelligence, therefore, should continue to be produced by different components--OCI and ONE--as at present. The two should work more closely together than they now do, however, as proposed in the present paper.

14. Inevitably, these proposals will rouse strong objections and opposition. These objections will take many forms, but most of them in the last analysis will be found to be variations of the basic argument that "it can't be done." Thus, it will be argued that representatives of the various members of the community will lack the contact with their bases which they would require in order to speak for their parent organizations; that they will haggle endlessly and be unable to agree within permissible time limits; that they will shun the tedious and exacting tasks of interpreting and relating current information to other material and will indulge in irresponsible prognostication; and that they will fail to take proper account of fast-moving current developments as they occur.

15. There are three principal answers to these arguments:

a. First, the objections are counsels of despair, totally unjustified by the facts. The difficulties of implementing the proposals put forward in this paper are obvious and they are very great. But this Agency and the intelligence community as a whole command the services of personnel who, if they are provided with the proper authority, facilities and procedures, can overcome these difficulties. It is preposterous to suppose anything else.

b. Second, the present paper proposes the delegation of such authority, the providing of such facilities and the establishment of such procedures.

c. But the final retort to the argument that "it can't be done" is that it has been and is being done--and done on a scale

which can and should serve as the basis for a program such as that put forward in the present paper.

16. The interdepartmental Watch Committee and the National Indications Center now produce coordinated, community-wide, all-source current intelligence. Special community-wide boards published such intelligence on the Indo-China and Offshore Islands crises. The OCI daily and weekly publications have long coordinated varying but appreciable proportions of their contents, not only with other components of CIA, but also with other agencies and departments. OCI and ONE cooperate in the new IAC "crisis situation" procedure. These operations, and the experience which has grown out of them, make it obvious that the kind of intelligence publications proposed in the present paper not only can and should be produced, but, as events have demonstrated, must be produced.

17. RECOMMENDATIONS

The following action by the DCI is recommended:

a. Request the Deputy Director for Coordination (DD/C) to prepare a plan for the production and dissemination of coordinated, community-wide, all-source current intelligence.

b. Refer the present paper to the DD/C for consideration in the preparation of such plan.

Lyman B. Kirkpatrick
Inspector General

APPROVED:

not signed as of 9/30

Director of Central Intelligence

(Date)

(SENDER WILL CIRCLE CLASSIFICATION TOP AND BOTTOM)

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