Approved For Release 2004/12/22 : CIA-RDP89B00552R000800070033-9
NIO # 847-74

NIO

Office of the Director of Central Intelligence

SP - 45/74
23 April 1974

MEMORANDUM FOR: Dr. Edward W. Proctor
Deputy Director for Intelligence, CIA

[redacted] 25X1
Deputy Director for Estimates, DIA

SUBJECT: Projections of Foreign Military Forces

REFERENCE: NIO Memorandum SP-30/74 dated 22 March 1974: Force Projections

1. As you will recall, in December and January Adm. de Poix and Mr. Colby exchanged correspondence on the four-year-old issue of whether or not national estimates should contain quantitative force projections and what to do about redundancy, lack of consistency, and consumer confusion between DIPP and NIE projections. In that correspondence, a joint effort by CIA, DIA, and the NIO/SP was proposed to devise satisfactory arrangements to meet current consumer requirements for force projections. Representatives of your offices (led b[redacted] 25X1A
of OSR and [redacted] of DE) and the NIO/CF have participated with the 25X1A
NIO/SP in this effort. [redacted] memorandum of 22 March contained 25X1A
a progress report and a proposed solution for your consideration (see reference). There have been several meetings since then to discuss
reactions to [redacted] proposal and to seek agreement on procedures 25X1A
for handling force projections. This report requests your assistance in resolving the major differences of view which remain.

2. In view of the disparate and taxing requirements of the many different consumers of force projections, we have attempted to devise arrangements which would ensure closer and more continuous collaboration between CIA and DIA, retain flexibility in responding to various types of needs, and minimize unnecessary duplication and inconsistency between responses tailored to meet these needs. We have agreed that an inter-agency group could help. (The proposal for this group is frankly modeled 25X1

[redacted]

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on the successful experience of the SALT Monitoring Working Group and on the newly-established CIA-DIA Military Costing Review Board.) We have agreed on certain responsibilities of such a group, on desiderata for force projections appearing in national intelligence issuances, and on the proper relationship between the DIPP and such issuances.

3. But differences of view remain about the following major questions:

a. Should the interagency group be chaired by an NIO, with members from CIA and DIA, or should its chairman be a DIA officer and the NIO role be one of providing guidance?

b. Should the group be responsible for maintaining a current set of projections to meet national and departmental consumer needs as they arise, or should it function mainly to guide the preparation of NIE projections at the time of the preparation of the NIEs?

c. Should the DIPP be the vehicle for maintaining and updating a current set of force projections?

d. Should the group, and specifically CIA, share responsibility for the summary tables in the DIPP and register agreement with or dissent from these tables in the DIPP?

4. The foregoing issues are reflected in the bracketed entries in the attached draft Memorandum of Understanding. Without wishing to put words into people's mouths, I would say that there are very real concerns underlying the differences of view, as follows:

a. CIA is concerned that its limited capabilities not be dissipated in working on the DIPP, whereas DIA (which must do the DIPP and is being asked to work on NIE projections as well) believes that a degree of CIA concurrence is needed to minimize inconsistencies between NIEs and the DIPP, and that CIA participation can improve the DIPP.

b. CIA and the NIOs are concerned that the highly standardized DIPP is not a very flexible tool for exploring future alternatives, and that using it as a basis for keeping current may extend this lack of flexibility to national estimates as well, whereas DIA finds it extremely awkward to be asked to concur in NIEs whose projections may bear little or no relationship to what is in the DIPP.

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c. CIA believes that NIE projections must be done in conjunction with the preparation of the estimates themselves, whereas DIA and the NIOs are concerned that internal inconsistencies and imbalances between forces are likely to creep in unless an overall current view of future forces is maintained, and DIA has proposed that the DIPP be used for this purpose.

5. Were I to be asked by Mr. Colby to make a recommendation today, my point of departure would be his objectives of sharing responsibility equitably in the community, making more of our output interagency in nature, being responsive to consumer needs, and reducing the "annual agony" of producing the big estimates on Soviet and Chinese military forces. I would say that the difficulties between CIA and DIA over the issue of force projections in the past four years must be resolved now if we are to meet the wide variety of consumer needs more effectively. Acknowledging the risks for both agencies, I would recommend that, subject to NIO guidance, a CIA-DIA working group undertake to maintain up-to-date projections of major Soviet and Chinese forces, using the DIPP as the vehicle, and that this working group be the mechanism for preparing force projections for national issuances as needed.

6. Can we meet to discuss this matter at a time of your mutual convenience in the near future? 25X1A

National Intelligence Officer
for Strategic Programs

Attachment:
Bracketed draft Memorandum
of Understanding

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Distribution:
1 - Dr. Proctor (DDI/CIA)
1 - BGen. Burney (DIADE)
25X1A 1 - [redacted] (D/DCI/NIO)
1 - Gen. Graham (D/DCI/IC)
25X1A 1 - [redacted] (NIO/CF)
1 - [redacted] /OSR/CIA)
1 - [redacted] (D/OWI/CIA)
1 - NIO/RI
1 - NIO/SP

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REDRAFT
19 April 1974

MEMORANDUM OF UNDERSTANDING

SUBJECT: Establishment of [CIA-DIA] Force Projections Working [Steering] Group [OSR would delete CIA-DIA and substitute Steering for Working]

GENERAL

1. Problems associated with the production of the national estimate "Soviet Forces for Intercontinental Attack" (NIE 11-8-73) and subsequent estimates concerning Soviet and Chinese military forces have prompted examination of possible modifications in the intelligence community's arrangements for developing quantitative projections of foreign military forces. The objective has been to devise satisfactory arrangements for meeting current policymaking consumer requirements, for retaining flexibility in intelligence responses to such requirements, and for minimizing unnecessary duplication or inconsistency between intelligence responses tailored to various types of needs. As a result of this examination, it has been decided to establish a Force Projections Working Group (FPWG) to be charged with ensuring closer and more continuous collaboration between CIA and DIA, and with other USIB agencies, in order to meet consumer needs for quantitative projections of foreign military forces more effectively.

MEMBERSHIP [OSR proposes NIO Chairman, DIA and CIA members, and State observer participant]

2. The Working Group will consist of three members. The Chairman and one member are designated by the Deputy Director for Estimates, DIA; one

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member is designated by the Deputy Director for Intelligence, CIA. The Group shall invite an observer participant to represent the Bureau of Intelligence and Research, Department of State, and may invite other intelligence community participation as required. DIA is responsible for providing the Secretariat. The Working Group is authorized to appoint ad hoc teams of experts to draft detailed aspects of projections. It will obtain guidance from and consult regularly with the National Intelligence Officers (NIOs) for Strategic Programs and Conventional Forces.

RESPONSIBILITIES

[OSR would delete] 3. The Force Projections Working Group [, subject to the guidance of the appropriate NIO, is responsible for maintaining a current set of projections of major Soviet and Chinese military forces to meet national and departmental consumer needs. The Working Group] will ensure:

a. That national force projections are subject to adequate [OSR would add] [guidance,] interagency collaboration and review throughout their preparation.

b. That basic assumptions, methodologies and data inputs employed in preparing force projections are adequately described.

c. That consumer needs are effectively communicated to those drafting detailed aspects of projections.

d. That work on projections already done by one agency is readily available to others.

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4. In connection with the responsibilities of the Force Projections Working Group, it is understood that:

a. National intelligence issuances on major foreign military forces should contain estimates and judgments on both the near-term and longer-term future, including quantitative force projections, as needed. The force projections contained in such issuances may vary in scope, form, and detail, depending on the needs of national security policymaking consumers.

b. The specialized need of the Department of Defense for standardized projections to assist defense agency and command planning of forces and budgets should continue to be met by the Defense Intelligence Projections for Planning (DIPP), prepared and published by DIA. [The responsibility of the FPWG to maintain a set of current force projections can be satisfied by revisions to the DIPP.]

[DIA would add]

[DIA would add]

[c. The DIPP should contain a prefatory note indicating those assumptions and tables which have been reviewed by the FPWG. From the standpoint of substance, as a minimum, the FPWG should review the assumptions and basic (summary) force tables of the DIPP, and the extent of agreement and disagreement should be indicated.]

d. The DIPP projections will be developed within the parameters for force trends described in relevant national intelligence issuances.

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e. Projections appearing in national issuances and the DIPP should be cross-referenced so as to minimize confusion as to their purpose and relationship.

f. Projections may be prepared by a single agency in response to specific consumer needs. Such projections may be published independently or, preferably, reviewed by the FPWG before publication.

g. In cases where the nature or timing of the requirement for a projection, the emergence of later evidence, or the existence of substantive disagreement cause a projection to differ from an extant national estimate, it is the responsibility of the issuing agency to note and substantiate the difference in its publication.

REPORTING

5. The Force Projections Working Group shall submit an annual report to the Deputy Director for Estimates, DIA and the Deputy Director for Intelligence, CIA on accomplishments and problems.

Approved:

Deputy Director for Intelligence
for CIA

Approved:

Deputy Director for Estimates
for DIA

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