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CENTRAL INTELLIGENCE AGENCY

7 June 1961

MEMORANDUM FOR: Mr. Allan Evans, State (INR)  
 Colonel B. R. Brown, USA (ACSI)  
 Captain H. W. McElwain, USN (ONI)  
 Colonel F. J. Cole, USAF (AFCIN 2B3)  
 Colonel K. T. Gould, USA (J-2, The Joint Staff)  
 Colonel Robert P. Halloran, USAF Director of  
 Operational Services, NSA  
 Mr. Randolph V. Zander, Defense (OSO)

SUBJECT: NIE 11-4-61: MAIN TRENDS IN SOVIET CAPABILITIES  
 AND POLICIES 1961-1965, ANNEXES  
 A AND B

1. The attached terms of reference are forwarded for review.

2. It is requested that your representative meet with us at  
~~1400, Monday, 12 June~~ in Room 115 Administration Building to dis-  
 cuss these terms.

1000, Wed, 14 June

*No meeting.*

*Willard C. Matthias/jes*  
 WILLARD C. MATTHIAS  
 Acting Deputy Assistant Director  
 National Estimates

DISTRIBUTION "B"  
 Plus GMAIC, JAEIC, and SIC

LAST ADDRESSEE  
 FILE OR  
 LIST FOR DESTRUCTION

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*Attach 4*

APPROVED FOR RELEASE

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CENTRAL INTELLIGENCE AGENCY

7 June 1961

SUBJECT: TERMS OF REFERENCE, Annexes A and B, NIE 11-4-61:  
MAIN TRENDS IN SOVIET CAPABILITIES AND POLICIES, 1961-1966

THE PROBLEM

To estimate the strength, composition, and general capabilities of Soviet military forces as of mid-1961, and main trends in these forces and capabilities over the next five years.

SCOPE AND METHOD

This estimate will revise and bring up to date the following portions of NIE 11-4-60: Annex A, Soviet Military Forces and Capabilities; Annex B, Tables of Sino-Soviet Bloc Military Forces.

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Insofar as possible, the presentation will follow the format developed over the past few years and employed in the Annexes to NIE 11-4-60. Contributors are therefore requested to key their contributions to pertinent sections and paragraphs of NIE 11-4-60.

Detailed questions for a study of Soviet military expenditures are also attached. These are designed to support the study of Soviet military costs which has been carried on for several years. In view of the changes being made in the structure of Soviet forces, this study should continue to be of great interest as a contribution to both military and economic estimates.

#### QUESTIONS AND PRIMARY CONTRIBUTORS

##### Changes in the Size and Composition of the Soviet Armed Forces

Provide contributions to an updating of the text on this subject (see paras. 1-9 of Annex A, NIE 11-4-60), estimating to what extent and to what pace the announced personnel reductions have been carried out to date, the prospects for their full

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accomplishment on schedule, and their likely impact on Soviet forces. The contributions should be accompanied by a summary of the evidence on this subject since January 1960, and by detailed material on the alterations in force structure and equipment strengths.

Contributors: All agencies within their competence. NSA is requested to update the review of changes in status of units and levels of activity of forces which it contributed to NIE 11-4-60. Within CIA, a joint contribution by ORR and OCI is requested on force reductions to date and personnel strength as of mid-1961.

Soviet High Command Structure (paras. 10-11)

Contributors: All agencies within their competence. NSA is requested to make an all-source contribution as back-up to the discussion on this subject.

Forces for Long Range Attack (paras. 12-38)

This section will be derived from the forthcoming NIE 11-8-61. No contributions required.

Air Defense Forces (paras. 39-68)

This section will be derived from the forthcoming NIE 11-3-61. No contributions required.

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Theater Field Forces (paras. 69-82)

In addition to reviewing and updating the text in NIE 11-4-60, contribute to additional paragraphs on the following related subjects: (a) mid-1961 strength, composition, and equipment of Soviet forces available for employment against NATO, giving particular attention to Soviet forces in East Germany; (b) likely trends in these forces resulting from force reductions, reorganization of the military establishment, and introduction of new equipment; (c) the contribution of East European Satellite forces to Bloc capabilities against NATO. In addition, contribute to an assessment of Soviet tactical nuclear capabilities, especially in the European area, and to an expansion of paragraph 82 to cover theater field force capabilities for limited nuclear and nonnuclear warfare as well as for operations in a general nuclear war.

Contributors: Services, GMAIC, SIC, JAEIC

Naval Forces (paras. 83-97)

Contributors: Navy, GMAIC, SIC

Special Weapon Developments (paras. 98-99)

Nuclear. This section will be derived from the forthcoming NIE 11-2-61. No contributions required.

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CW, EW, and Electronic Warfare (paras. 100-104)

Contributor: SIC

Guided Missiles

Contributor: GMAIC to provide if new evidence or analysis warrants.

Military Relationships with other Bloc Nations

Describe the military relationships between the USSR and Communist China -- assistance in training programs, provision of weapons and equipment, sharing of facilities, joint exercises, command relationships. Evaluate command and support relationships within the Warsaw Pact.

Contributors: All agencies within their competence.

Capabilities for Distant, Limited Military Actions

Contribute to the updating of paragraphs 113-114 of NIE 11-4-60 from the standpoint of Soviet naval, merchant ship, and military and civil air transport and supply capabilities. Discuss any indications of the preparation of special units for this mission.

Contributors: All agencies within their competence.

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Tables (Annex B)

Tables will be identical with those in Annex B of NIE 11-4-60, with the following exceptions:

Tables 1 and 3 should include estimates for 1 January 1960, mid-1961, and mid-1962.

Tables 2, 4, and 6 should comprise estimates for mid-1961.

Tables 5, 10, 11, and 13 should include mid-year estimates for 1961 through 1966.

An additional table should be provided giving Soviet military aircraft strength by area in mid-1961. Such a table was included in NIE 11-4, in previous years, but was omitted in 1960 because of reorganization and reductions.

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ATTACHMENT A

Proposed Supplementary Terms of Reference  
For Study of Soviet Military Expenditures,  
1958-1966

SUBJECT: NIE 11-4-61: Supplementary Terms of Reference:  
STUDY OF SOVIET MILITARY COSTS,  
1958-1966

THE PROBLEM

To prepare an overall systematic costing of estimated Soviet military programs 1958-1966, with a view to improving our estimates of: (a) Soviet military expenditures; (b) Soviet military programs; (c) Soviet economic capabilities to meet these programs; and (d) the impact of such programs on Soviet economic growth.

BACKGROUND

These terms are substantially identical with those which have been issued in the past. Some items have been eliminated however

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and additional details are being requested in order to maintain the mission-oriented basis of the 11-4 series which has been developed over the past several years.

#### OUTLINE OF STUDY

- I. INTRODUCTION
- II. ESTIMATED SOVIET MILITARY EXPENDITURES, 1958-1966
  - A. BY Object
    - 1. Personnel
    - 2. Procurement
    - 3. Operation and Maintenance
    - 4. Facilities
    - 5. Other
  - B. By Mission
    - 1. Long Range Attack
    - 2. Air Defense
    - 3. Theater Forces
    - 4. Naval Forces
    - 5. Command and Support
    - 6. Residual

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III. IMPACT ON THE SOVIET ECONOMY

A. Gross National Product (GNP)

B. Machinery Production

C. Electronic Production

IV. COMPARISON WITH US EXPENDITURES

GUIDE FOR CONTRIBUTIONS

The study will be based on materials from all sources. Contributions should, wherever possible, consider the period beyond 1966 in order that preliminary expenditures associated with procurement programs after 1966 can be adequately reflected.

Contributions should cover the entire period year by year. Supplementary contributions may be required as a result of new information and review. In all instances sources, methodology and margins of error should be attached to all estimates in order to permit assessment of reliability.

The remainder of this guide is devoted to a categorization of the desired coverage. It is divided into two parts: (1) physical data; and (2) financial, including price data. Category (2) will be treated by ORR, whereas category (1) covers the bulk of the information required from the various organizations with primary responsibility.

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I. PHYSICAL DATA (For an expansion of this section, see Detailed Requirements below)

A. Production and/or procurement of major items of equipment.

Estimates of the production of unique military equipment and of the procurement of other major equipment (trucks, transport aircraft and so forth) should be provided by model for each year. (Where the same model of major item is produced in more than one plant, the production should be furnished by plant). For those items estimated to be still in production in the period 1958-1966, but for which production began prior to 1958, cumulative production through 1957 should also be indicated.

B. Order of Battle. Statements of Order of Battle in terms of units, personnel strength, and major equipment should be furnished. The format for this requirement is indicated in the Detailed Requirements below.

II. FINANCIAL DATA

A. Prices. For all goods and services purchased by the Soviet military.

B. Budget. Delimit the announced defense expenditures as to military activities covered, and determine military allocations under other budget categories.

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C. Economic requirements. Research and development and nuclear energy programs. At this juncture the state of the art precludes the detailed building of aggregate estimates for Soviet research and development and nuclear energy programs. To the extent that the SIC study on Science and Technology, and NIE 11-2-61, respectively, provide suitable aggregates for these programs they will be used in the study. Should they not be forthcoming from these sources, approximations will be made.

#### DETAILED REQUIREMENTS

##### I. PRODUCTION OR PROCUREMENT OF MAJOR EQUIPMENT

To the extent possible, production or procurement estimates for each year 1958-1966 for major items of equipment in the Soviet Union should be submitted by model using last years' format for NIE 11-4-60. However, a column should be added for entering the cumulative production as of 1 January 1958 for those items for which production had begun prior to 1958. Estimates should be by model or class within each category of weapon or equipment. Estimates are desired for the following categories:

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A. Aircraft (number by model under each of the following categories) Where the same model of aircraft is produced in more than one plant, the production should be furnished by plant.

1. Fighters
2. Bombers
3. Antisubmarine aircraft
4. Trainers
5. Transports for military use
6. Rotary Winged
7. Utility-Liaison

B. Weapons (number of weapons by model under each of the following categories)

1. Small Arms
2. Machine Guns (Specify models used in AA role.)
3. Artillery
4. Antiaircraft Artillery
5. Mortars
6. Rocket Launchers
7. Antitank Weapons
8. Other

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C. Armored Force Vehicles (number of vehicles by model under each of the following categories).

1. Tanks
2. Self-propelled Guns
3. Armored Personnel Carriers
4. Amphibious Vehicles
5. Prime Movers
6. Other

D. Ammunition (number of rounds or other appropriate unit and weight per round for each type under the following categories).

1. Small Arms
2. Artillery
3. Mortars
4. Rockets
5. Pyrotechnics
6. Land Mines
7. Demolition
8. Grenades
9. Naval Mines
10. Torpedoes
11. Depth Charges

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12. Aerial Bombs

13. Other

E. Automotive Vehicles (number of vehicles for each model under the following categories)

1. Trucks

2. Tractors

3. Trailers

4. Special Purpose (e.g., gasoline trucks, mobile repair shops, etc.)

F. Naval Vessels by Class (number of vessels and displacement of each class of vessel).

1. Cruisers

2. Destroyers

3. Destroyer Escorts

4. Submarines, Conventional Long Range

5. Submarines, Conventional Medium Range

6. Submarines, Conventional Short Range

7. Submarines, Nuclear

8. Submarines, Missile

9. Mine Vessels

10. Patrol Vessels

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- 11. Other (e.g., submarine tenders, floating drydocks, auxiliary vessels by major types as appropriate)
  
- G. Guided Missiles (number of missiles for each model)
  
- H. Noncommunications Electronic and Electrical Equipment (number of units for each model under the following categories)
  - 1. Ground Radar (except ECM)
    - a. Battlefield Surveillance
    - b. EW/GCI
    - c. Heightfinders
    - d. GCA
    - e. IFF
    - f. Fire Control
  - 2. Ground ECM
  - 3. Ground Infrared
    - a. Sniperscopes
    - b. Tank Viewing Devices
    - c. Antitank Detection Devices
    - d. Other
  - 4. Navigation Aids (ground based)
  - 5. Generators, Batteries
  - 6. Proximity Fuses
  - 7. Other

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I. Communications Equipment

1. Tactical Radios
2. Fixed Communications Equipment

II. ORDER OF BATTLE

Estimates of the number of regular military personnel and the distribution of these personnel among the units specified below are required. Mid-year figures are preferable. If the beginning of the year is selected, 1957 should be included.

A. Army

Last year's standard "bedsheet" format should be used including indications of the average strength of the unit. Under each type of line division (e.g., motorized rifle division) there should be a breakdown by strength category. (a, b, v). Only changes in the Tables of Equipment need be furnished.

B. Air Force

The AOB for each year from 1958-1966 should be allocated among the major components using the format appearing in Table 6, (page 80) of Annex B to NIE 11-4-60. Each entry in the table, however, should include the number of regiments (or other relevant

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units(, and the number of personnel accounted for by these regiments as well as the number of aircraft by model. In addition, personnel within each component assigned to air corps or air army headquarters and air service detachments should be listed separately.

For the air forces as a whole, as was done last year, the air force personnel assigned to preoperational aviation training, to draft boards, as attaches, as factory representatives, to research and development, and to the Moscow Headquarters of the Ministry of Defense should be estimated for each year from 1958-1966.

C. Navy

Estimates of the naval OB should include for 1958-1966 the numbers of each class of vessel and the personnel afloat assigned to each class of vessel. The major types of auxiliaries should be differentiated. The OB breakdown for the forces afloat should correspond to the procurement breakdown requested under Section I, F, above. The OB should indicate and distinguish the ships and personnel in the inactive fleet. In addition, the number and organizational breakdown of shore-based personnel in support of forces afloat, the personnel assigned to coastal defense, the personnel in naval AAA, in training, and the naval personnel in Moscow headquarters should be listed separately.

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