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RANDOM OBSERVATIONS ON ONI PROCEDURESFOR PARTICIPATING IN THE PRO-DUCTION OF NIE'S *I. Coverage of ONI Contributions

The present general practice whereby all sections are asked to submit fact or opinion on all points covered in the approved terms of reference ought to be abolished. In its stead, the ONI Staff Officer to whom an NIE is assigned, should, after careful study, reduce and refine the terms of reference to a series of questions which are (1) restricted to areas of ONI production responsibility as distinguished from areas of interest; and, (2) designed to elicit precise answers from the specific sections to whom the questions are addressed.

This recommended practice would not only result in improving the quality of the ONI contribution and therefore the quality of the O/NE draft but would reduce the workload placed on ONI.

The main argument against this "specialized" participation is that the DNI, in concurring in an NIE, does so for the whole of it and not the naval content thereof alone. This argument is not wholly sound. It is a fact that the tone of the O/NE original draft is not appreciably, if at all, affected by the contribution of an agency on matters not within its production responsibility as laid down by NSCID's. Furthermore, DNI views on the whole of the estimate are more directly and efficiently obtained and noted if they are related to the draft estimate sent to the IAC agencies for comment and presented at the meeting of the IAC representatives.

II. Content and Form of ONI Contribution

The usefulness of the ONI contribution could be materially increased if its content and form were altered to reflect more nearly the basis on which rest the conclusions reached.

Putting yourself in the shoes of the recipient in O/NE, you will appreciate the necessity for knowing what statements made are firm fact, deduced fact, estimate, or best guess. The inclusion in Service staff studies of a specific section covering

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* Notes by



ONI, about April 1952

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"facts bearing on the problem" is not accidental. In intelligence terms what is likewise required is an orderly progression from evidence to evaluation and analysis thence to conclusion.

As to the scope of the facts to be included, details are preferable to summary treatment, and an indication of the range of accuracy, e.g., 200-400 tons, is more meaningful than is an average figure, e.g., 300 tons.

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III. Inclusion of Air Estimates in ONI Contribution

The inclusion in ONI contributions of intelligence on air matters serves only to duplicate the receipt of similar or identical data from the USAF. Even if this material is not transmitted to O/NE, much precious typing time and effort is now devoted to the reproduction by Air Section (V) for transmission to N of the identical contribution submitted by USAF to O/NE. (Refer to case history on NIE-27/1 for example.)

IV. IAC Watch Committee

My attendance at the 20 February meeting of the IAC Watch Committee leads me to question whether there is in fact an adequate follow-up by the Committee participants to obtain confirmation or denial on significant controversial points raised during the Committee's deliberations.

This Committee has the potential to become the most effective bridge between the multiplicity of uncoordinated current periodicals (based on the daily "take" and produced independently by the various members of the IAC) and the body of coordinated national estimates produced.

V. Team Approach for Handling Projects

The formation of teams to handle the various demands made on your staff, including IAC demands, provides probably the most clean cut way of dealing with the problem in view of the simultaneous requirements of NATO, SHAPE, IAC, [] and the Naval Planners. While this approach makes for clearly defined staff responsibilities, it entails the risk of keeping the functional or regional specialists a bit far removed from the

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consumer of the ONI contribution i.e., the O/NE Staff directly and the Board of National Estimates indirectly. This can have undesirable effects not only on the consumer but also on those initially working on contributions within ONI for later consolidation by the particular member of your IAC Team seized with the assignment. In this connection, for example, once they have handed in their assignments, your desk men are not regularly consulted on the content of the ONI contribution as finally drafted. Indeed they may not see what was sent out. This means that when they are later called upon to comment on an O/NE draft, they are not necessarily aware of what of their material was cut out by the ONI Staff and what was left out by the O/NE Staff.

Functionally, the process used for the preparation of an ONI contribution should roughly approximate the process used subsequently for preparing an O/NE draft. In this process the IAC Team member bears a relationship to the ONI regional or functional desks similar to the relationship existing between the O/NE Board member chairing a meeting of the IAC representatives and the representatives in attendance.

Another aid to minimizing the shortcomings of the team approach is to allow appropriate specialists or desk officers to accompany your representative at a meeting of the IAC representatives when the speciality of the subject matter warrants the additional man-hours entailed. This gives the man a desirable contact with an otherwise remote consumer of his efforts and makes possible an oral elaboration of specific portions of the contributions if necessary. This is particularly helpful in papers involving operational material such as NIE-27 (Taiwan).

VI. Function of ONI Representative at the IAC Representatives Meeting

The aspect of representation dealing with whom to send I have touched on elsewhere. Here I would add only that in my view the IAC representatives do not sufficiently appreciate that their responsibility is (or ought to be) two-fold. Most understand well enough that they attend the meeting to make known the views of the agencies they represent. And this is of course quite as it should be. But the other aspect is one not fully appreciated. It is hoped at the meeting to so exchange ideas that, once the census has been formulated, each representative will feel bound as a part of the IAC team to return to his

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agency and try, by using the arguments and evidence tabled, to support the draft arrived at in conference.

Only by developing such team spirit can we obviate the profitless procedure of arguing a point fully at one meeting only to have it reintroduced with full vigor at the next echelon in obvious disregard or ignorance of the argumentation which led to the wording adopted.

VII. Defense VI. Service Contributions

On past occasions we have hoped that contributions could come to O/NE in two neat bundles: one tagged "from State" and the other "from Defense." This in effect would require the three services to join with the JIC in a coordination procedure before the draft were sent out from Defense.

Both for considerations of time and the fact that more "general" statements in the contributions would result, I now feel that a formal attempt on the part of the services to iron out differences in advance of submission of contributions to O/NE is not desirable.

This however makes it more important for each service to have one competent officer assigned to the O/NE Staff.

VIII. Assignment of an ONI Officer to O/NE

A naval officer assigned to O/NE would probably not be called upon to contribute directly of his special knowledge and experience to the degree that an army or an air officer similarly attached would be. This is because many situations which give rise to NIE's do not have as an essential ingredient the element of naval power. Nevertheless, an officer assigned to O/NE could render valuable service and supplement the limited capacity of your small IAC team by assisting the O/NE Staff to firm up soft spots discerned in ONI contributions during the preparation of a draft in O/NE. On "crash" jobs, a service officer on the O/NE Staff is invaluable.

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In short the primary duties of an officer so assigned would be:

- a. To assist in the coordination of the various service contributions; and,
- b. To check-back for supplemental intelligence to fill gaps revealed during initial O/NE drafting phase.

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