

## LESSON 5

### INTELLIGENCE AND POLICY

*“The United States intelligence effort shall provide the President and the National Security Council with the necessary information on which to base decisions concerning the conduct and development of foreign, defense and economic policy, and the protection of United States national interests from foreign security threats. All departments and agencies shall cooperate fully to fulfill this goal.”*

—Executive Order 12333, 4 December 1981

#### Lesson Introduction

This lesson addresses how intelligence is connected to strategic policy decisions and includes a review of the various elements that compose the U.S. Intelligence Community (IC). As you progress through the *Operational Level of War* (8803A), *MAGTF Operations* (8807), and *Amphibious Operations* (8808), you will be able to relate how national/strategic level intelligence helped form policy decisions that directly impacted decisions and actions at the operational and tactical levels of war.

The United States needs information about the world outside its borders to protect its national interests and relative position in the world, whether as the lone world superpower or a nation that remains heavily and inextricably engaged in world affairs. It needs information to avoid crises as well as respond to them, to calibrate its diplomacy, and to shape and deploy its defenses.

Much of that information is openly available, but much of it is not. The IC attempts to fill the void. Their capabilities are costly. At times, their activities are a source of embarrassment, even consternation. But they continue to provide information crucial to U.S. interests. In the past, conflicts have been avoided, wars shortened, agreements reached, costs reduced, and lives saved as a result of information produced by IC organizations.

The IC is a large, complex structure, organized and operated pursuant to a multitude of laws, executive orders, policies, and directives. The essential role of intelligence is to provide timely, relevant information to U.S. policymakers, decisionmakers, and warfighters. Accomplishing this mission involves tasking, collecting, processing, analyzing, and disseminating intelligence, commonly referred to as the **intelligence cycle**.

The intelligence cycle drives the day-to-day activities of the IC. In the cycle, the consumer of intelligence sets forth a need for information that is relayed to the requirements prioritization committees of the IC, who then assign the validated requirement to the respective intelligence collection agencies. The collected intelligence information is processed, analyzed, and reported simultaneously to the customer and to the community’s all-source analyst, who combines it with other intelligence and open-source information to produce a finished intelligence report or

assessment of the data. The customer has the option of providing feedback on the degree to which his need has been met, and he also has the opportunity to ask for further analysis or additional collection, if required.

## **Student Requirements by Educational Objective**

### **Requirement 1**

Objective 1. Explain the role of intelligence in the development of national security and national military policies. [JPME Areas 4(d), 5(a)]

Read:

- Executive Summary, "Chapter XI. Intelligence Support to Military Operations," *IC21: The Intelligence Community in the 21<sup>st</sup> Century* Staff Study, Permanent Select Committee on Intelligence, House of Representatives, One Hundred Fourth Congress, 1996 (14 pages)

The IC routinely gives national policymakers intelligence regarding the intentions of foreign states in many arenas, including strategic warning, diplomacy and treaty monitoring, proliferation of WMD, and the promotion of economic security. Each intelligence discipline provides a valuable piece of the puzzle, and in many cases, a single intelligence discipline may provide the only information available on a given topic. The IC has placed great emphasis on methodologies of alternative analysis and outreach to new and non-traditional sources of expertise, including nongovernmental experts.

Throughout its history, the United States has maintained an intelligence capability principally to meet the needs of its military. These needs have been, and are today, wide-ranging and substantial. They include information on the size, capabilities, location, disposition, and plans of foreign military forces, as well as information about foreign countries and events in foreign countries required to plan for and carry out military operations.

A variety of intelligence organizations help to meet these needs. Producing military intelligence is chiefly the responsibility of the Defense Intelligence Agency (DIA), the intelligence elements of the military services and the unified commands, and tactical intelligence units organic to the fighting forces. Other intelligence organizations (e.g., the National Geospatial-Intelligence Agency [formerly the National Imagery and Mapping Agency], the Central Intelligence Agency, etc.) also make significant contributions by providing support to current operations.

Together these organizations provide a broad range of support. They advise defense policymakers on political-military relationships with foreign governments, major weapons acquisition decisions, and force structure plans. They provide threat projections that guide the military services in how best to organize, train, and equip their forces, and warn of potential crises. Finally, they support the employment of the armed forces across a broad continuum of operations, from disaster relief, to peacekeeping, and, further, to combat operations. The

principal consumers of such information are U.S. combat forces, the military departments, the Secretary of Defense, and the President, but those responsible for foreign policymaking (e.g., the National Security Council, the Secretary of State, etc.) often have need for such information as well.

## **Requirement 2**

Objective 2. Describe the complex structure of the national intelligence community. [JPME Areas 1(c)(e), 3(c)(e), 4(b)(d), 5(a)]

Objective 3. Discuss the implications of improved information technology on U.S. and foreign intelligence capabilities. [JPME Area 5(d)]

Read:

- "Intelligence in the Internet Era," A. Denis Clift, President of the Joint Military Intelligence College, CIA Studies in Intelligence VOL. 47, NO. 3, 2003, Unclassified Edition (7 pages)

At the top of the national security policy and decisionmaking pyramid is the President of the United States, the primary consumer of national-level intelligence. The President relies on numerous organizations to assist in developing and implementing national security policies.

### **National Security Council**

The National Security Council (NSC) is the President's principal forum for considering national security and foreign policy matters with his senior national security advisors and cabinet officials. Since its inception under President Truman, the function of the Council has been to advise and assist the President on national security and foreign policies. The Council also serves as the President's principal arm for coordinating these policies among various government agencies.

The President chairs the NSC, and regular attendees (both statutory and non-statutory) are the Vice President, the Secretary of State, the Secretary of the Treasury, the Secretary of Defense, and the Assistant to the President for National Security Affairs (often referred to as the National Security Advisor). The Chairman of the Joint Chiefs of Staff is the statutory military advisor to the Council, and the Director of Central Intelligence is the intelligence advisor. The Chief of Staff to the President, Counsel to the President, and the Assistant to the President for Economic Policy are invited to attend any NSC meeting. The Attorney General and the Director of the Office of Management and Budget are invited to attend meetings pertaining to their responsibilities. The heads of other executive departments and agencies, as well as other senior officials, are invited to attend meetings of the NSC when appropriate.

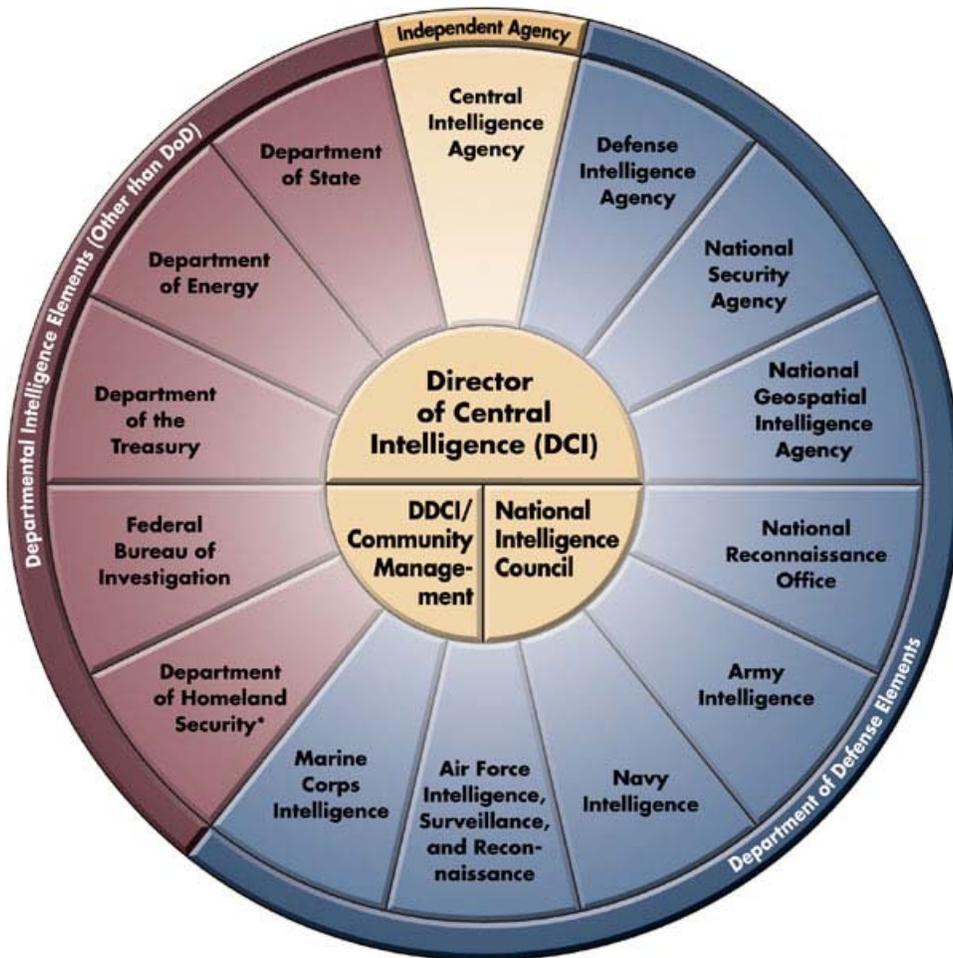
## **United States Intelligence Community**

The IC comprises 14 organizations from various departments and agencies. Understanding the roles of the members of the IC is important in comprehending how policymakers are provided intelligence. This comprehension also illustrates how intelligence helps to shape policy at the national/strategic level.

**Definition of the Intelligence Community (IC)**—The IC is a federation of executive branch agencies and organizations that work separately as well as together to conduct intelligence activities necessary for the conduct of foreign relations and the protection of the national security of the United States. These activities include the following:

- Collection of information needed by the President, the National Security Council, the Secretaries of State and Defense, and other Executive Branch officials for the performance of their duties and responsibilities;
- Production and dissemination of intelligence;
- Counterintelligence activities—Collection of information concerning, and the conduct of activities to protect against, intelligence activities directed against the U.S., international terrorist and international narcotics activities, and other hostile activities directed against the U.S. by foreign powers, organizations, persons, and their agents;
- Special activities;
- Administrative and support activities within the U.S. and abroad necessary for the performance of authorized activities; and
- Such other intelligence activities as the President may direct from time to time.

The following graphic depicts the organizations that compose the IC. Refer to the accompanying CD for a color version of the graphic.



### Intelligence Community

\* The Homeland Security Act of 2002 (Public Law 107-296) amended Section 3(4) of the National Security Act of 1947, designating those "elements of the Department of Homeland Security (DHS) concerned with the analyses of foreign intelligence information." The President further defined those portions of DHS that are considered IC elements by amending Executive Order 12333, Sec 3.4 (f)(8) including within the IC only those elements of DHS that are supervised by the Under Secretary for Information Analysis (with the exception of those functions that involve no analysis of foreign intelligence information) The Department of Homeland Security includes the United States Coast Guard.

#### The DoD IC members are as follows:

**Defense Intelligence Agency (DIA)**— provides timely and objective military intelligence to warfighters, policymakers, and force planners. Established in 1961 and in 1986 designated a combat support agency, DIA’s mission is to provide timely and objective military intelligence to warfighters, policymakers, and force planners. The Director of the DIA is the primary adviser to the Secretary of Defense and the Chairman of the Joint Chiefs of Staff on military intelligence matters. Under the auspices of the Military Intelligence Board, DIA unites the Defense IC organizations on major issues dealing with support to deployed forces, assessments, policy, and resources. In addition, in order to assist weapon systems planners and the Defense acquisition community, DIA plays a key role in providing intelligence on foreign weapon systems.

**National Security Agency (NSA)**— collects and processes foreign signals intelligence information for our nation's leaders and warfighters and protects critical U.S. information security systems from compromise. NSA has the following two strategic missions:

- To exploit foreign signals for national foreign intelligence and counterintelligence purposes—a capability called signals intelligence or SIGINT.
- To provide solutions, products and services, and conduct defensive information operations, to achieve information assurance for information infrastructures critical to U.S. national security interests—a capability referred to as information assurance or IA.

**National Reconnaissance Office (NRO)**— coordinates collection and analysis of information from airplane and satellite reconnaissance by the military services and the CIA. The NRO's mission is to enable U.S. global information superiority, during peace and war. The NRO is responsible for the unique and innovative technology, large-scale systems, engineering, development and acquisition, and operation of space reconnaissance systems and related intelligence activities needed to support global information superiority.

**National Geospatial-Intelligence Agency (NGA)** (formerly the National Imagery and Mapping Agency (NIMA))— provides timely, relevant, and accurate geospatial intelligence in support of national security. The mission supports national security objectives by providing geospatial intelligence in all its forms and from whatever source—imagery, imagery intelligence, and cartographic data and information—to ensure the knowledge foundation for planning, decision, and action.

**Army**—U.S. Army Intelligence and Security Command (INSCOM)— conducts dominant intelligence, security and information operations for commanders and national decisionmakers, and provides warfighters with the seamless intelligence needed to understand and dominate the battlefield. Army military intelligence (MI) develops a variety of intelligence products, such as threat assessments, that are used by weapons systems developers and senior decision-makers. The Army Intelligence component continually trains and prepares so that it will be ready to meet the ever-growing span of contingencies from warfighting to peacekeeping.

**Navy**—Navy Intelligence is headed by the Director of Naval Intelligence (DNI), a principal member of the CNO's staff. Navy Intelligence consists of the following elements:

- Fleet intelligence assets—intelligence units and personnel assigned to ships, squadrons, and staffs throughout the fleets.
- Office of Naval Intelligence (ONI)— provides maritime intelligence products, services, and systems needed to support Naval warfare on, above and beneath the sea. It is also the principal source for intelligence on global merchant shipping activities and commercial fishing; in particular, to support national objectives in counter-proliferation, counter-narcotics activities, embargo support, and customs enforcement. Naval Intelligence monitors the maritime shipment of goods to identify illicit cargoes of military systems, nuclear material, drugs, and illegal aliens.

- Naval Security Group (NSG)—provides cryptologic and information operations support to the Navy's operating forces as well as manages Navy participation in the US cryptologic system.
- Navy Criminal Investigative Service (NCIS)— NCIS elements provide counterintelligence (CI) support to Navy and Marine Corps commands. The NCIS CI mission is related to, but separate and distinct from, its law enforcement mission.

**Air Force**—Air Intelligence Agency (AIA)— provides technical and general military intelligence products and services to customers worldwide. A key subordinate element is the National Air Intelligence Center (NAIC), which is the nation's premier center for exploitation and analysis of adversary air, space, and long-range ballistic missile systems using all-source information. Another major AIA unit is the Air Force Information Warfare Center (AFIWC). The AFIWC spearheads development of information warfare concepts, tools, and a wide array of support services.

**Marine Corps**—Marine Corps intelligence is made up of intelligence units/personnel embedded in the operating forces and service-level intelligence elements assigned to the Marine Corps Intelligence Activity (MCIA). MCIA consists of an intelligence production center, the Marine Cryptologic Support Battalion, and a CI/HUMINT Support Company. The production center supports Headquarters Marine Corps, Marine Corps Combat Development Command, the Marine Corps Systems Command, and the operating forces with threat assessments, estimates, and intelligence for planning and decisionmaking. The Marine Cryptologic Support Battalion coordinates Marine Corps participation in the U.S. Cryptologic system.

Additionally, although not a member of the IC, the **Directorate for Intelligence, J-2**, provides all-source intelligence to the Joint Chiefs of Staff, Office of the Secretary of Defense, Joint Staff, and unified commands. The J-2 is unique on the Joint Staff in that it is also part of the Defense Intelligence Agency. The J-2 draws deeply on the DIA's broad range of capabilities to accomplish its mission and functions. The J-2 apprises the Chairman of foreign situations and intelligence issues relevant to current operational interests and potential national security policies, objectives and strategy. These actions include providing indications, warning and crisis intelligence support, supporting unified command intelligence requirements, developing joint intelligence doctrine, developing joint architecture, coordinating support requirements, and providing targeting support.

**The Non-DoD IC members are as follows:**

**Central Intelligence Agency (CIA)**— provides accurate, comprehensive, and timely foreign intelligence on national security topics to national policy and decisionmakers. The CIA is an independent agency, responsible to the President through the Director of Central Intelligence (DCI) and accountable to the American people through the intelligence oversight committees of the U.S. Congress. The CIA's mission is to support the President, the National Security Council, and all officials who make and execute U.S. national security policy by doing the following:

- Providing accurate, comprehensive, and timely foreign intelligence on national security topics

- Conducting counterintelligence activities, special activities, and other functions related to foreign intelligence and national security, as directed by the President.

**Department of Homeland Security (DHS)**— Information Analysis and Infrastructure Protection (IAIP) Directorate—prevents terrorist attacks within the United States, reduces America's vulnerability to terrorism, and minimizes the damage and recovers from attacks that do occur. The IAIP Directorate's mission, to disseminate information analyzed by the Department to state and local government agencies and authorities and private sector entities, brings to the post-9/11 federal government a capability for the security and protection of the nation's domestic assets that did not previously exist. The essential function of IAIP is mapping the vulnerabilities of the nation's critical infrastructure against a comprehensive analysis of intelligence and public source information. This function is unique to the federal government and fundamental to the nation's ability to better protect itself from terrorist attacks.

NOTE: Although the U.S. Coast Guard resides in the Department of Homeland Security, the Coast Guard's intelligence program is included, due to its unique nature and the relationship the Coast Guard has with DoD during times of war/national security crises.

**United States Coast Guard**—deals with information related to U.S. maritime borders and homeland security. The modern Coast Guard intelligence program has cultivated extensive relationships and partnerships with other elements of the IC to provide timely, tailored support in a wide range of Coast Guard and national missions. These missions include port security, search and rescue, maritime safety, counter-narcotics, alien migration interdiction, and living marine resources protection.

**Department of State**—Bureau of Intelligence and Research (INR) -- deals with information affecting U.S. foreign policy. INR, drawing on all-source intelligence, provides value-added independent analysis of events to Department policymakers, ensures that intelligence activities support foreign policy and national security purposes; and serves as the focal point in the Department for ensuring policy review of sensitive counterintelligence and law enforcement activities. INR's primary mission is to harness intelligence to serve U.S. diplomacy. The bureau also analyzes geographical and international boundary issues.

**Department of Energy (DOE)**— Office of Intelligence (IN)— performs analyses of foreign nuclear weapons, nuclear non-proliferation, and energy security-related intelligence issues in support of U.S. national security policies, programs, and objectives. DOE's Office of Intelligence is the IC's premier technical intelligence resource in four core areas: nuclear weapons and nonproliferation; energy security; science and technology; and nuclear energy, safety, and waste. Tapping the broad technology base of DOE's national laboratories and the international reach of the DOE complex as a whole, IN accomplishes a three-part mission:

- To provide DOE, other U.S. government policymakers, and the IC with timely, accurate, high-impact foreign intelligence analyses.
- To ensure that DOE's technical, analytical, and research expertise is made available to the intelligence, law enforcement, and special operations communities.

- To provide quick-turnaround, specialized technology applications and operational support based on DOE technological expertise to the intelligence, law enforcement, and special operations communities.

**Department of the Treasury**—The Office of Intelligence Support (OIS) is responsible for providing timely, relevant intelligence that may affect U.S. fiscal and monetary policy to the Secretary and other Treasury Department officials. To carry out its mission, OIS performs the following:

- Alerts the Secretary and other senior officials to fast-breaking global events.
- Obtains intelligence reports pertinent to Treasury officials' interests from IC collectors and production entities.
- Maintains a continuous dialogue with IC agencies to ensure that Treasury needs are reflected in collection and analytical production planning.
- Serves as an intelligence policy focal point for all Treasury offices and bureaus.

**Federal Bureau of Investigation**—deals with counterespionage and data about international criminal cases. The National Security Division (NSD) of the FBI has primary responsibility for counterintelligence and counter terrorism within the United States as well as espionage investigations and the arrest of international terrorists charged with violating U.S. laws overseas. As a byproduct of its normal counterintelligence and counter terrorism investigations, the FBI generates intelligence and foreign counter-intelligence information, which is disseminated, as appropriate, to other elements of the IC.

**National Intelligence Council (NIC)**—the IC's center for mid-term and long-term strategic thinking. The NIC includes a Chairman, Vice Chairman, and 12 National Intelligence Officers (NIOs) drawn from government, academia, and the private sector. Its primary functions are to do the following:

- Support the DCI in his role as head of the IC.
- Provide a focal point for policymakers to task the IC to answer their questions.
- Reach out to nongovernmental experts in academia and the private sector to broaden the IC's perspective.
- Contribute to the IC's effort to allocate its resources in response to policymakers' changing needs.
- Lead the IC's effort to produce National Intelligence Estimates (NIEs) and other NIC products.

NIEs are the DCI's most authoritative written judgments concerning national security issues. They contain the coordinated judgments of the IC regarding the likely course of future events. The NIC's goal is to provide policymakers with the best, unvarnished, and unbiased information, regardless of whether analytic judgments conform to U.S. policy.

### Requirement 3

Objective 4. Examine how intelligence is used to make national strategic decisions. [JPME Areas 1(c), 3(a)(d), 4(b)(d)]

Read:

- Jack Davis, "The Challenge of Managing Uncertainty: Paul Wolfowitz on Intelligence Policy-Relations," *Studies in Intelligence*, Vol. 39, No. 5, 1996. Downloaded from the *Studies in Intelligence* Web site at <http://www.cia.gov/csi/studies/96unclass/davis.htm> on 4 February 2004 (10 pages)
- Kenneth M. Pollack, "Spies, Lies, and Weapons: What Went Wrong," *The Atlantic Monthly*, January/February 2004. Downloaded from *The Atlantic Monthly* Web site at <http://www.theatlantic.com/issues/2004/01/pollack.htm> on 4 February 2004 (16 pages)

Strategic decisions by the President and his senior advisors, to include senior military advisors, are based, to a great extent, on the information the IC provides to them. However, much of the intelligence on which decisions are based is not definitive. The role of the decision-maker is to appreciate the gaps in intelligence reports, interpolate or extrapolate from the known facts and likely scenarios, recognize the importance of the unknowns, and provide guidance and policy decisions.

The readings for this objective provide insights into how intelligence has supported specific decisions in the recent past and the difficulties faced by decision-makers and intelligence professionals in discerning the true nature of a potential or real adversary's intent and capabilities. Through these readings, you should better understand the critical nature of intelligence support to strategic decisionmakers and the impact of correctly or incorrectly interpreting intelligence products and estimates.

#### Lesson Summary

This lesson serves as the foundation for understanding the purpose, role, capabilities, and limitations of intelligence support to national/strategic policy decisionmakers. From this lesson, you should have a better understanding of how the IC is organized, its capabilities, and how intelligence helps in the policy decisionmaking process. It is at this level, based on national/strategic intelligence, that decisions about how to engage foreign governments and when to employ military forces occur. Sound and rapidly disseminated intelligence is critical when attempting to make strategy a reality.

**JPME Summary**

AREA 1					AREA 2				AREA 3					AREA 4					AREA 5			
A	B	C	D	E	A	B	C	D	A	B	C	D	E	A	B	C	D	E	A	B	C	D
		X		X					X		X	X	X		X		X		X			X