

Date: 11 September 1967

Subject: Special Study Group on the U.S. SIGINT Effort

To: Mr. Mitchell

Mitch -

Attached is informal, advanced copy of terms of reference, essentially as I assume they will be approved by the EATON group.

Request you take these and go thru our outline (Theme we submitted to D1), grouping specific outline items under these headings. Then want to make specific assignments to various people and organizations to get work started on pulling info together.

Please put down suggested assignments for the various topics. Will review, then make the initial assignments to get the show on the road.

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INTERIM

TERMS OF REFERENCE
SPECIAL STUDY GROUP ON THE U.S. SIGNALS INTELLIGENCE
(SIGINT) EFFORT

1. The President has directed that there be a special review of the SIGINT activities of the Government to be conducted by the Director of Central Intelligence. A Special Study Group on the U.S. SIGINT effort is hereby established to assist in the formulation of recommendations to the President for improving the effectiveness and efficiency of these activities.
2. The Special Study Group is to conduct an objective appraisal of all significant management, policy and operational aspects of present and future SIGINT activities of the U.S. Government. The purpose of the appraisal is to make these SIGINT activities now and in the future as responsive as possible to national needs at minimum necessary cost.
3. The Study Group and its Staff are authorized to hear testimony from all persons in and out of the Government whom they shall determine to have information necessary to their deliberations; to call for and receive all documentary evidence without regard to sensitivity or security classification which shall be necessary to their deliberations; and to inspect all SIGINT operations in the U.S. and abroad which they shall deem necessary. The Study Group and its Staff shall be granted all security clearances and access necessary to their work.
4. In carrying out its appraisal of U.S. SIGINT activities, the Special Study Group shall consider, but not be limited to:
 - (a). The requirements for signals intelligence;

(This returns to SecDef's own wording and subsumes the whole business of formulating, arranging in priority order, and identifying to producers the users needs for SIGINT).
 - (b). Organizational structure, assignment of responsibilities, and authority for the conduct of SIGINT activities;

(This is the NSA version and is more general and yet more precise; management structures and procedures inevitably come into discussion in the course of work on this matter).

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(c). Policy control and direction of all organizations which conduct SIGINT activities;

(NSA version - is more inclusive; will bring in CIA as well as SCA's, while avoiding seeming to single out the SCA's for special treatment).

(d). The resources devoted to military tactical and contingency needs and to other national needs, and the processes by which these resources are obtained;

(As successively amended, this paragraph had lost its original intention which was to identify the share of the total resources devoted to military tactical needs. The new wording is clearer, can include the break-out of military tactical allocations and in addition, as a real problem, the whole matter of how resource needs are decided upon).

(e). Requirements for overseas SIGINT activities at existing foreign bases and alternatives thereto, including satellites and other overseas bases;

("Activities" is more inclusive than "Collection" and can include mobile collection as well as fixed sites; the last phrase is Secretary McNamara's and should be preserved).

(f). The scope, control and use of space-borne SIGINT systems;

(More general and inclusive and will embrace the processing problem as well as collection).

(g). The impact of the international use of communication satellites on the national SIGINT effort;

(This is clearer and avoids the misunderstanding this item provoked in NSA).

(h). The need for and the use of advanced communications in support of the national SIGINT effort;

(NSA's proposal. It is a new item but a necessary and important problem hitherto inadvertently overlooked).

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(i). The need for a computerized national data base of SIGINT information.

(A broader and more basic formulation of the same point).

(j). SIGINT collaboration with other Governments, especially Third Party arrangements;

(This broadens the need to include Second Party efforts as well as preserving the Director's interest in Third Parties).

Note:

(By agreement, we have dropped former paragraph k.)
(This has been and can be misunderstood, and the essential point of the item will inevitably emerge from work on the other items as well as in the judgments required by item 1 below).

(k). Objectives, scope and effectiveness of the U.S. ELINT effort;

(This is our former item i expressed in more general and inclusive terms).

(l). The value of SIGINT to the Government in terms of whether its cost is reasonably justified by its responsiveness to Government needs;

(Again, a more general formulation and includes for consideration SIGINT activities which may not necessarily generate information but only a capability).

(m). Such other matters which this Special Study Group determines essential to its work;

(No change).

5. In view of the complexity of many of the issues which the Group will consider, its mission will have been accomplished in certain instances with recommendations for further action and studies to be conducted within the United States Government.

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6. The composition of the Special Study Group is at Tab A.
The Staff Director will be designated by the DCI.

7. The Special Study Group will submit its report and recommendations to the DCI for forwarding to the President via the Secretary of Defense.

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FINAL

TERMS OF REFERENCE
SPECIAL STUDY GROUP ON THE U.S. SIGNALS INTELLIGENCE
(SIGINT) EFFORT

1. The President has directed that there be a special review of the SIGINT activities of the Government to be conducted by the Director of Central Intelligence. A Special Study Group on the U.S. SIGINT effort is hereby established to assist in the formulation of recommendations to the President for improving the effectiveness and efficiency of these activities.

2. The Special Study Group is to conduct an objective appraisal of all significant management, policy and operational aspects of present and future SIGINT activities of the U.S. Government. The purpose of the appraisal is to make these SIGINT activities now and in the future as responsive as possible to national needs at minimum necessary cost.

3. The Study Group and its Staff are authorized to hear testimony from all persons in and out of the Government whom they shall determine to have information necessary to their deliberations; to call for and receive all documentary evidence without regard to sensitivity or security classification which shall be necessary to their deliberations; and to inspect all SIGINT operations in the U.S. and abroad which they shall deem necessary. The Study Group and its Staff shall be granted all security clearances and access necessary to their work.

4. In carrying out its appraisal of U.S. SIGINT activities, the Special Study Group shall consider, but shall not be limited to:

- (a) The requirements for signals intelligence and the procedures by which they are established;
- (b) Organizational structure, assignment of responsibilities, and authority for the conduct of SIGINT activities;
- (c) Policy control and direction of all organizations which conduct SIGINT activities;
- (d) The resources devoted to military tactical and contingency needs and to other national needs, and the processes by which these resources are obtained and controlled;

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- (e) Requirements for overseas SIGINT activities at existing foreign bases and alternatives thereto, including satellites and other overseas bases;
- (f) The scope, control and use of space-borne SIGINT systems;
- (g) The impact of the international use of communication satellites on the national SIGINT effort;
- (h) The need for and the use of advanced communications in support of the national SIGINT effort;
- (i) The dissemination of SIGINT products *who/what/why*
- (j) The need for a computerized national data base of SIGINT ~~information~~ *information*
- (k) SIGINT collaboration with other governments, especially third-party arrangements;
- (l) The role of the cryptologic community in the production of intelligence;
- (m) The value of SIGINT to the Government in terms of whether its cost is reasonably justified by its responsiveness to Government needs;
- (n) Such other matters which this Special Study Group determines essential to its work.

5. In view of the complexity of many of the issues which the Group will consider, its mission will have been accomplished in certain instances with recommendations for further action and studies to be conducted within the United States Government.

6. The composition of the Special Study Group is at Tab A. The composition of the Staff is at Tab B.

7. The Special Study Group will submit its report and recommendations to the Director of Central Intelligence for forwarding to the President via the Secretary of Defense.

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TAB A

MEMBERSHIP OF THE SPECIAL STUDY GROUP

Mr. Frederick M. Eaton, Chairman

General Lauris Norstad

Dr. Eugene Fubini

Ambassador Livingston T. Merchant

TAB B

STAFF OF THE SPECIAL STUDY GROUP

General Richard Collins, Staff Director (BUE)

Mr. James J. Hitchcock (DD/F)

Mr. Gerald P. Burke -

Mr. Walter G. Deeley -

Mr. C. W. Fischer BOB

Colonel Walter S. Hammond DoD (JCS/DIA)

Mr. Robert E. Hastings ORR

Dr. William A. Mitchell BOB

Mr. John S. Ward DD(A) (FI/D)