US Intelligence Community
**Policy** (defn): (a) General course of action, selected from among alternatives, intended to guide present and future decisions. (b) A high-level plan embracing general goals, especially of a governmental body.

As used by the US Intelligence Community, a “policy maker” is a public official (typically with the Federal government) who decides on national policy, and most often national *foreign* policy.
Intel & Policy: One-Way Street

- Under US system, there is a sharp line between intelligence and policy making
  - In other countries, e.g., Great Britain, senior intelligence officers are also involved in policy making

- The US Intelligence Community (IC) supports policy makers
  - IC does not make policy
  - IC does not advocate one policy choice over another

- Although IC cannot meddle in policy, nothing stops policy makers from involving themselves in intelligence matters
  - For example, policy makers and reject specific intelligence assessments, but the IC cannot reject policy maker decisions
Intel & Policy: One-Way Street (cont’d)

- Neutrality on policy ≠ Passivity on the issues
  - Intelligence officers care about world affairs, often passionately, and that’s not only acceptable, it’s positively rewarded — as long as the officer remains objective and does not advocate for one policy over another

- Professional objectivity vs Personal opinion
  - While US intelligence officers are expected to be professionally neutral toward policy options, most have personal opinions which they are free to voice in appropriate circumstances, e.g., discussions with colleagues

- Informally, policy makers will ask senior intelligence officials for their opinions on policy options
Historical Background

- National Security Act of 1947
  - Impetus was intelligence failure behind Pearl Harbor attack
  - Created National Security Council (NSC)
  - Created Secretary of Defense (SecDef)
  - Created the Central Intelligence Agency (CIA)
    - CIA was headed by the Director of Central Intelligence (DCI)
    - DCI had two roles
      - Head of CIA
      - Leader of IC
  - CIA was deliberately created civilian, not military
    - Intended to coordinate all US intelligence
Historical Background (cont’d)

- Creation of National Security Agency (NSA) in 1952 by order of President Harry S. Truman
- After 1952, the IC structure remained stable throughout the Cold War and into the first few years of the 21st century
  - Responded partly to intelligence failures of 11 September 2001, but mostly to the failure of the National Intelligence Estimate (NIE) of 2002 to accurately assess Iraq’s WMD program
  - Created post of Director of National Intelligence (DNI)
    - Replaced the DCI as head of the IC
    - The former DCI is now the Director of the CIA (DCIA)
Intelligence collection and analysis is a Federal government function
- Beginning to share some responsibility with state/local fusion centers, but not much
  - There is “criminal intelligence” existing at state/local level, but this very different from the intelligence we are discussing in this class
    - Criminal intelligence is a law enforcement function, e.g., wiretaps on the Mafia
    - Bound by law enforcement goals, rules, and constraints, e.g., probable cause, criminal predicate, standards of evidence, prosecution, trial in open court

Specifically, intelligence is an executive function, i.e., it falls under the President
- The intelligence community fundamentally exists to serve the President
- Unlike domestic issues, where the President must work with Congress and (to a lesser degree) take the courts into account, in foreign policy (including intelligence) the President has a relatively free hand

Perhaps because of the President’s relative autonomy in this area, foreign policy generally looms large in historically significant Presidencies
More on the Executive Branch

President’s Cabinet

- Advise the President on general policy matters
- Cabinet includes the Vice President and the heads of the 15 executive departments
  - Department of Agriculture
  - Department of Commerce
  - Department of Defense
  - Department of Education
  - Department of Energy
  - Department of Health and Human Services
  - Department of Homeland Security
  - Department of Housing and Urban Development
  - Department of Interior
  - Department of Justice
  - Department of Labor
  - Department of State
  - Department of Transportation
  - Department of Treasury
  - Department of Veterans Affairs

National Security Council (NSC)

- Advise the President on national security and foreign affairs
- NSC is chaired by the President
- Various cabinet members may be asked to attend NSC meetings as appropriate
- Regular NSC participants
  - Vice President
  - Secretary of State
  - Secretary of the Treasury
  - Secretary of Defense
  - Assistant to the President for National Security Affairs
- Military advisor to the NSC is the Chairman of the Joint Chiefs of Staff
- Intelligence advisor to the NSC is the Director of National Intelligence (DNI)
What does the DNI do?

- DNI is the head of the Intelligence Community
  - Position formerly held by the Director of Central Intelligence (DCI)
  - Loss of this position may have bureaucratically diminished the CIA
- DNI is the principal intelligence advisor to the President, the NSC, and the Homeland Security Council
  - Role of advisor to President and NSC formerly performed by DCI
  - Loss of direct access to the President by the DCI may have bureaucratically diminished the CIA
- Oversees and directs the implementation of the National Intelligence Program
  - Includes both foreign intelligence (as did the old DCI role) and a domestic “homeland security” component, which the DCI did not
    - Assignment of domestic responsibilities seeks to address the “sharing” issues swirling around the 9/11 intelligence failure
- Ensures all intelligence is properly disseminated across the IC
- Ultimately responsible for protecting intelligence sources and methods
Issues for the DNI

- DNI does not have a home agency
  - Director of Central Intelligence had the CIA as his own agency, giving him a measure of bureaucratic clout in Washington
  - DNI has no home agency at his command
  - Possible benefits to this, too — DNI’s attention may not be as fragmented as was the DCI’s, who had to lead both his own agency (the CIA) and the IC

- Control over IC components limited
  - For example, although the DCIA reports to the DNI, the DNI has no operational control over the CIA
    - CIA still operates for the President and NSC, not the DNI
  - SecDef (as opposed to the DNI) still has enormous control over military-related intelligence agencies, operations, and products
    - Circa 80% of the IC agencies and budgets are under direct SecDef control
  - Office of the DNI is a work in progress, and much depends on the personal bureaucratic skills of the DNI himself, John Negroponte
Office of the DNI

- NSC oversees DNI, DNI oversees CIA and other IC members
- Special DNI offices
  - Information Sharing Environment (ISE)
    - Sharing intel among federal, state, local, and private sector agencies
  - National Counter Terrorism Center (NCTC)
    - Fighting terrorism
  - National Intelligence Council (NIC)
    - Made up of National Intelligence Officers, responsible for National Intelligence Estimates (NIEs)
      - NIEs are analyses of foreign policy issues, reviewed and coordinated across the IC
  - National Counter Intelligence Executive (NICX)
    - Coordinating CI for the US gov’t
The 16 IC Members and their Cabinet-level Support

- Central Intelligence Agency
- Defense Intelligence Agency*
- Department of Homeland Security***
- Drug Enforcement Administration
- Department of Energy (cabinet member itself)
- Federal Bureau of Investigation
- Military intelligence elements
  - Army*
  - Navy*
  - Air Force*
  - Marines*
- National Geospatial Intelligence Agency*
- National Reconnaissance Office*
- National Security Agency*
- Department of State (cabinet member itself)
- United States Coast Guard***

Cabinet Supporters

- Department of Defense*
- Department of Justice**
- Department of Homeland Security***

Notes on CIA
1. CIA is the only IC member without a cabinet-level bureaucratic supporter.
2. Before 2004 intelligence reform act, CIA had stature that partly offset this deficit.
3. In today’s post-reform world, however, lack of cabinet-level support may have a diminishing effect on CIA.
Congressional Oversight

Congressional oversight of US intelligence began as a result of the post-Watergate intelligence hearings in the mid-1970s

- Church Committee (1975-76) in the Senate
- Pike Committee (1975-76) in the House

Both Committees brought to public light sundry abuses by the Intelligence Community, particularly the CIA and NSA

Congressional oversight must constantly balance the need to supervise intelligence operations against the need to keep those operations secret

- Protection of sources and methods
- Protection of operational plans
- Protection of sensitive intelligence
Organizational Detail on Selected Intelligence Community Members
Central Intelligence Agency

- Directorate of Intelligence (intelligence analysis)
- Directorate of Science & Technology (creates and applies technology in support of intelligence collection)
- National Clandestine Service (HUMINT collection abroad)
  - Formerly known as the Directorate of Operations
- Directorate of Support (admin functions, e.g., personnel, finance)
Organization of the
DEFENSE INTELLIGENCE AGENCY

14 December 2005
FBI’s National Security Branch

- NSB was established 12 September 2005
  - FBI was always a law enforcement organization
  - Effort to introduce an intelligence capability into the FBI, traditionally a law enforcement organization

- NSB structure
  - Counter Terrorism Division
  - Counter Intelligence Division
  - Directorate of Intelligence
  - WMD Directorate
National Reconnaissance Office
National Geospatial-Intelligence Agency

- NRO designs, builds, and launches US intelligence satellites
- NGA processes and interprets imagery intelligence (IMINT or PHOTINT)
National Security Agency

- **Signals Intelligence (SIGINT)**
  - Communications Intelligence (COMINT), i.e., communications between multiple parties
  - Electronic Intelligence (ELINT), e.g., radar signals
  - Telemetry Intelligence (TELINT), e.g., missile test data
  - Cryptology and code-breaking

- **Information Assurance (IA)**
  - Protecting America’s own classified and sensitive information
  - Most specifically, NSA is responsible for creating codes and ciphers for US government use
Department of State

- The Bureau of Intelligence and Research (INR) is the intelligence analysis unit of the State Department
- Highly respected
- The State Department is a policy making organization, so INR is the only part of the IC that is also part of the policy making world