1. Upon my return to Washington, I find that the validity of the estimates of the enemy order of battle and infiltration is still very high on the interest list at all levels. We have had several congressional and White House queries concerning apparent discrepancies between the several sources of the data. As I discussed with you, it is my feeling that many of the problems stem from

an impression of precision which does not actually exist in OB and infiltration figures. This is particularly true in estimates of guerrilla and political cadre strength. This impression has been generated by two things: first, the lack of sufficient emphasis on educating all concerned regarding the derivation of OB figures and the difficulty of obtaining hard intelligence to support figures in these areas; and second, an insatiable thirst for hard numbers here in Washington. The combination of these two factors has resulted in a general misunderstanding of both the derivation and accuracy of OB figures.

2. Two other sources of confusion exist. The first is caused by inconsistencies in the methodology for developing and presenting of and infiltration data. Specifically, OB tables developed by your J-2 do not include retroactive changes for past months generated by new intelligence input. On the other hand, similar infiltration tables...
DO CONTAIN THESE UPDATING CHANGES. ADDITIONALLY, ASD (COMPTROLLER) PUBLISHES TABLES ON OR WHICH INCLUDE THE RETROACTIVE CHANGES, BASED, I AM TOLD, ON INFORMATION PROVIDED BY YOUR J-2. THIS RESULTS IN INCONSISTENCIES WHICH FURTHER FRUSTRATE OUR EFFORTS TO PRESENT A CLEAR PICTURE OF THE ENEMY SITUATION TO THE CIVILIAN AGENCIES HERE. THE SECOND PROBLEM AREA RESULTS FROM WHAT SEEMS TO BE A CONTINUOUS CHANGE IN ENEMY UNIT DESIGNATIONS. I AM AWARE OF YOUR EFFORTS TO USE THE SAME NOMENCLATURE WHICH THE VC/NIJA USE, BUT I AM SURE YOU CAN APPRECIATE THAT THIS ALSO COMPOUNDS OUR PROBLEMS.

3. MY RECENT TRIP HAS CONVINCED ME THAT YOU AND YOUR PEOPLE ARE DOING EVERYTHING POSSIBLE TO EXPLOIT AVAILABLE INTELLIGENCE. IT ALSO
CONVINCED ME THAT THE BASIS FOR ACTUAL STRENGTH FIGURES ON GUERRILLAS
AND POLITICAL CADRES IN SVN DOES NOT AND PROBABLY WILL NOT EXIST UNTIL
THE REVOLUTIONARY DEVELOPMENT PROGRAM IS MUCH FURTHER DOWN THE ROAD.
THIS PROGRAM APPEARS TO ME TO OFFER THE GREATEST HOPE FOR MORE
ACCURATE ESTIMATES ON THE LOCAL IRREGULAR FORCES. I AM ALSO CONVINCED
THAT MORE CAN AND MUST BE DONE TO STANDARDIZE THE DEVELOPMENT AND
PRESENTATION OF THE OB AND INFILTRATION DATA.

4. IN ORDER TO ELIMINATE THE BASIC PROBLEMS WHICH NOW EXIST IN THIS
AREA, I HAVE DIRECTED DIA TO UNDERTAKE TO RESOLVE THE QUESTIONABLE
AREAS. THE TEXT OF MY DIRECTIVE FOLLOWS:

MEMORANDUM FOR THE DIRECTOR, DEFENSE INTELLIGENCE AGENCY

SUBJECT: STATISTICS ON ORDER OF BATTLE AND INFILTRATION

1. I AM BECOMING INCREASINGLY CONCERNED OVER THE CONTRADICTION ORDER OF BATTLE (OB) AND INFILTRATION STATISTICS WHICH ARE CONTAINED
IN THE NUMEROUS DOCUMENTS CURRENTLY BEING CIRCULATED THROUGHOUT WASHINGTON, RECENTLY, THERE HAVE BEEN SPECIFIC QUERIES BY MEMBERS OF CONGRESS, WHITE HOUSE REPRESENTATIVES AND OTHERS CALLING ATTENTION TO THESE DISCREPANCIES. IN ADDITION TO THE TIME AND EFFORT WHICH IS REQUIRED TO INVESTIGATE AND ANSWER THESE QUERIES, THE CONFUSION CREATED BY THE EXISTENCE OF SEVERAL DIFFERENT SETS OF DATA IS CAUSING SUBSTANTIVE PROBLEMS.

2. IT IS IMPORTANT THAT THIS PROBLEM BE RESOLVED ON AN EXPEDITED BASIS. THEREFORE, I DESIRE THAT YOU UNDERTAKE WHATEVER ACTIONS ARE NECESSARY AND CONSISTENT WITHIN DOD, CIA AND YOUR ORGANIZATION TO ENSURE THE USE OF STANDARDIZED METHODS FOR DEVELOPING AND PRESENTING STATISTICAL ON EB AND INFILTRATION TRENDS, ESTIMATES AND CURRENT HOLDINGS; AND THAT THE PROPOSED SYSTEM IS USED AS THE SINGLE FORMAL SOURCE FOR THIS TYPE OF INFORMATION BY ALL AGENCIES INVOLVED. AMONG OTHER CONSIDERATIONS, I DESIRE THAT THE QUESTION OF WHETHER OR NOT EB STRENGTHS SHOULD BE UPDATED ON A RETROACTIVE BASIS AS NEW INTELLIGENCE INFORMATION BECOMES AVAILABLE BE RESOLVED.

IN THIS RESPECT, THE MOST LOGICAL APPROACH SEEMS TO BE A CONTINUOUS UPDATING OF PAST AS WELL AS CURRENT EB AND INFILTRATION INFORMATION. ONLY IN THIS WAY, CAN THE REAL TRENDS IN ENEMY BUILD-UP BE DETERMINED.

3. YOU SHOULD LOOK INTO THE CONSTANT CHANGES IN UNIT AND AREAS NOMENCLATURE WHICH ARE BEING MADE IF THE EB. WHILE I RECOGNIZE THE VALIDITY OF MACV'S ATTEMPTS TO PARALLEL THEIR NOMENCLATURE WITH THE CURRENT ENEMY DESIGNATIONS, THE FREQUENT CHANGES IN UNIT DESIGNATION ARE AN ADDITIONAL SOURCE OF CONFUSION AND CONTINUALLY FRUSTRATE OUR EFFORTS TO PROJECT A CLEARER PICTURE OF THE ENEMY SITUATION TO THE VARIOUS CIVILIAN AGENCIES IN WASHINGTON.
I would appreciate it if you would take the necessary action to stabilize these items.

2. In view of the forthcoming congressional hearings, these matters must be resolved on an urgent basis.

Sign: Earle C. Wheeler
Chairman
Joint Chiefs of Staff

5. Your full cooperation and assistance in this matter is requested.

Yours regards, CP-3