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~~NO FOREIGN DISSEM~~  
DEFENSE INTELLIGENCE AGENCY  
WASHINGTON, D.C. 20301

DECLASSIFIED AUG 16 2006  
Authority: EO 12958, as amended  
Chief, Declass Br, Dir. & Rec. WHS

11 OCT 1969

TS-0136/AP-3

MEMORANDUM FOR THE DIRECTOR J-3 (OPERATIONS)

SUBJECT: Concept Plan to Physically Test US Military Readiness-  
Worldwide

1. DIA and NSA representatives met this morning to coordinate operations necessary for support of the subject plan. The ensuing discussion leads us to request that very serious consideration be given to cancellation of Exercise High Heels scheduled to begin 14 October.
2. The National Security Agency has a standing contingency plan for the purpose of determining Soviet reaction to specific operations by US military forces. This plan will be implemented in support of the subject operation. It was never contemplated, however, that implementation of the plan would be required during one of the U.S. High Heels exercises.
3. The volume of High Heels traffic will cause a delay in movement of the critical non-exercise traffic containing the real intelligence we are looking for regarding Soviet reaction to our military readiness test. This volume will, we believe, be detected by the Soviets and we have no way of knowing how their analysts will read, or misread, the traffic levels. The flow of exercise traffic conflicts with the aspect of limiting EMCON as certain US Commands have been directed to do. It is also well known in the history of exercises that one or more messages have been inadvertently transmitted without the prescribed prefix, or on the wrong circuit. Such an incident involving a message containing threatening material, along with Soviet observations of actual U.S. movements, radio silence and standdown activities could cause a hazardous situation.
4. We believe the subject Concept Plan offers a more realistic test than the planned exercise; that cancellation of the exercise-- particularly if publicly announced-- would contribute to the objectives of the "real" operation, while continuation would not; that the exercise would introduce substantial hazards; and that attainment of a primary intelligence objective-- detecting indications that the "Soviets have become aware of the increased readiness"-- would be extremely difficult, if not impossible.
5. In view of above, it is strongly recommended that exercise High Heels be cancelled.

Signed  
G. C. BROWN  
DIAAP

14 OCT 1969

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~~TOP SECRET COMINT~~  
~~FOR SECRETARY'S EYES ONLY~~

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13 October 1969

CJCS

Background Paper for the Chairman, JCS, for a meeting with the Secretary of Defense

SUBJECT: Impact of Exercise HIGH HEELS on Plan for Increased Readiness Posture (U)

## 1. BACKGROUND

- The intelligence community is concerned that the concurrent execution of Exercise HIGH HEELS 69 and the Plan for Increased Readiness Posture will have mutual influence and recommends that Exercise HIGH HEELS 69 be cancelled immediately (Exercise dates: 14-23 October 1969).

- Planning for Exercise HIGH HEELS is essentially complete. Most Exercise funds have been expended, field command posts have been activated, and WSEG observers are in place worldwide.

- Execution of Exercise HIGH HEELS results in a very high volume of communications traffic, relocation of military headquarters worldwide to emergency locations, and a shift of numerous personnel from their normal locations.

- Exercise activity is not compatible with achievement of purpose of the Increased Readiness Plan (actions involved in Increased Readiness Plan may be construed as exercise activities).

- Cancellation of the Exercise prior to its initiation or sometime during the Exercise should add to effects of Increased Readiness Plan actions.

## 2. DISCUSSION

- Possible Courses of Action:

- Conduct Exercise HIGH HEELS as scheduled.

- Cancel HIGH HEELS 69 immediately.

- Postpone HIGH HEELS to a later date.

- Initiate Exercise as scheduled.

- Conduct Exercise as a Joint Staff exercise without CINC participation.

- Intelligence community recommendation stems from their difficulty in concurrently reading the signals created from directed stand-down and that produced by Exercise HIGH HEELS activity. In addition the same analysts are required for both.

- Cancellation of HIGH HEELS 69 now would create a 27-month gap between HIGH HEELS exercises. The next scheduled HIGH HEELS Exercise is in January-February 1971 in conjunction with NATO Exercise WINTEX 71.

- If the Exercise were postponed to January, much of the current effort could be used to play the Exercise at that time. However, a significant portion of required funds authorized for FY 70 have already been expended. Delay beyond January conflicts with planning cycle for WINTEX71/HIGH HEELS 71.

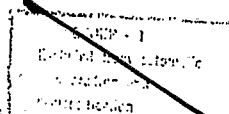
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- Cancellation of the Exercise subsequent to the initiation of HIGH HEELS play has the advantage of allowing the new administration to become acquainted with emergency decision-making processes. However, it knocks out the redirection and reconstitution phase which has not been played in depth for 24 months.

- DIA considers that termination during the exercise would create a stronger signal than cancellation prior to the initiation of Exercise play, however, the Soviets probably already know that the Exercise is underway from the various pre-exercise actions accomplished and some signal will be apparent even if the Exercise were terminated immediately. Early cancellation will also preclude any association between Exercise actions and increased readiness posture.

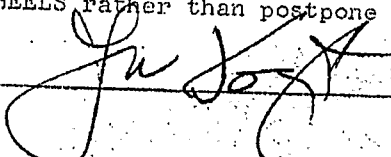
- Valuable training has been gained by both the CINCs and the Joint Staff in preparing for the Exercise. Remainder of exercise tests existing procedures and acquaints higher authority with the emergency decision-making process. If at all possible execution of those phases of Exercise HIGH HEELS having to do with the emergency action conferences involving higher authorities should be accomplished.

### 3. RECOMMENDATIONS

- Cancel CINC participation in Exercise HIGH HEELS and limit Joint Staff participation to that activity required to support the scheduled emergency action conferences during Phase I.

- Alternatively, if the above is not acceptable, cancel Exercise HIGH HEELS rather than postpone it.

APPROVED BY \_\_\_\_\_



Prepared by: COL J. H. CHANCE, USAF  
Gen Operations Div., J-3  
Ext. 53089/13 Oct 69

*Corson*  
*[Signature]*  
*DJS*

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National Security Archive,  
Suite 701, Gelman Library, The George Washington University,  
2130 H Street, NW, Washington, D.C., 20037,  
Phone: 202/994-7000, Fax: 202/994-7005, [nsarchiv@gwu.edu](mailto:nsarchiv@gwu.edu)