O R G A N I Z A T I O N

O F

D E P U T Y   T O   D C I

F O R

C O L L E C T I O N   T A S K I N G

(D / D C I / C T)

This records the substance of [ ] briefing to Admiral Turner on November 16, 1977, on organizing for his new job as D/DCI/CT. The charts are those presented to Admiral Turner, refined somewhat for greater clarity.

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This chart portrays the overall scope and sequence of the briefing: [   ] approach to the problem, assessment of principal strengths and weaknesses in the national intelligence collection effort, proposals to organize against the weaknesses, specific recommendations to Admiral Turner at this time, and, finally, what to do next in pursuing the results of those recommendations.

APPROACH

1. REVIEW NSC-17 AND DRAFT EXECUTIVE ORDER

2. VISIT NFAC, ICS, DDO, DDS&T, OSD, DIA, NSA, NRO, STATE

    A. SOLICIT VIEWS ON CT ORGANIZATION

    B. FOSTER CONSENSUS THROUGH TRANSPARENCY AND DECENTRALIZATION

3. ESTABLISH ORGANIZATION BEFORE LOCATION

4. ORGANIZE AGAINST WEAKNESSES

Upon coming aboard in early October, [   ] first step was to review the two principal documents pertaining to the scope of his new job. His second step was to visit the principal members of the Intelligence Community to obtain their respective views on organizing for his new job and to indicate his strong desire to achieve an Intelligence Community consensus on how to organize. He seeks this consensus through adherence to the principles of transparency and decentralization:

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1. Transparency permitting all to see and have a voice in the organizational process so that no one's turf is encroached upon without his knowledge and chance to react.

2. Decentralization aiming to retain functions with those closest to the problem best equipped to handle them -- in no way should the new organization attempt to take over functions already being done well by the various collection activities.

The most common question raised in these visits concerned where to locate the organization. It is too early to answer this. We intend to address first what to do and how before addressing the question of where. And the "what to do" should be focused against the major weaknesses in the national intelligence (NI) collection process.

NSC-17

1. TRANSLATE NATIONAL INTELLIGENCE REQUIREMENTS INTO OBJECTIVES AND TARGETS
2. ASSIGN OBJECTIVES AND TARGETS
3. ESTABLISH STANDARDS FOR DISSEMINATION, PROCESSING, AND FLOW
4. INTEGRATE COLLECTION IN CRISIS MANAGEMENT
5. PROVIDE ADVISORY TASKING
6. ADEQUATE DCI STAFF SUPPORT TO CARRY OUT PROGRAM EVALUATION

EXECUTIVE ORDER

1. ESTABLISHED FOR COORDINATION AND TASKING NATIONAL INTELLIGENCE COLLECTORS
2. CENTRAL MECHANISM FOR DCI
3. AUTHORITY TO RESOLVE CONFLICTS
4. MANNED JOINTLY
5. MAY GO TO DOD UPON DIRECTION
6. REVIEW AND EVALUATE NATIONAL PROGRAMS

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Shown above are pertinent phrases from the Presidential decision document, NSC-17, of August 1977 and the implementing Executive Order now being staffed. These documents constitute the only specific guidance on functions considered for inclusion in [   ] new organization. In brief, they are to coordinate the tasking of national, as opposed to tactical, intelligence collection means and to support the related budget process.
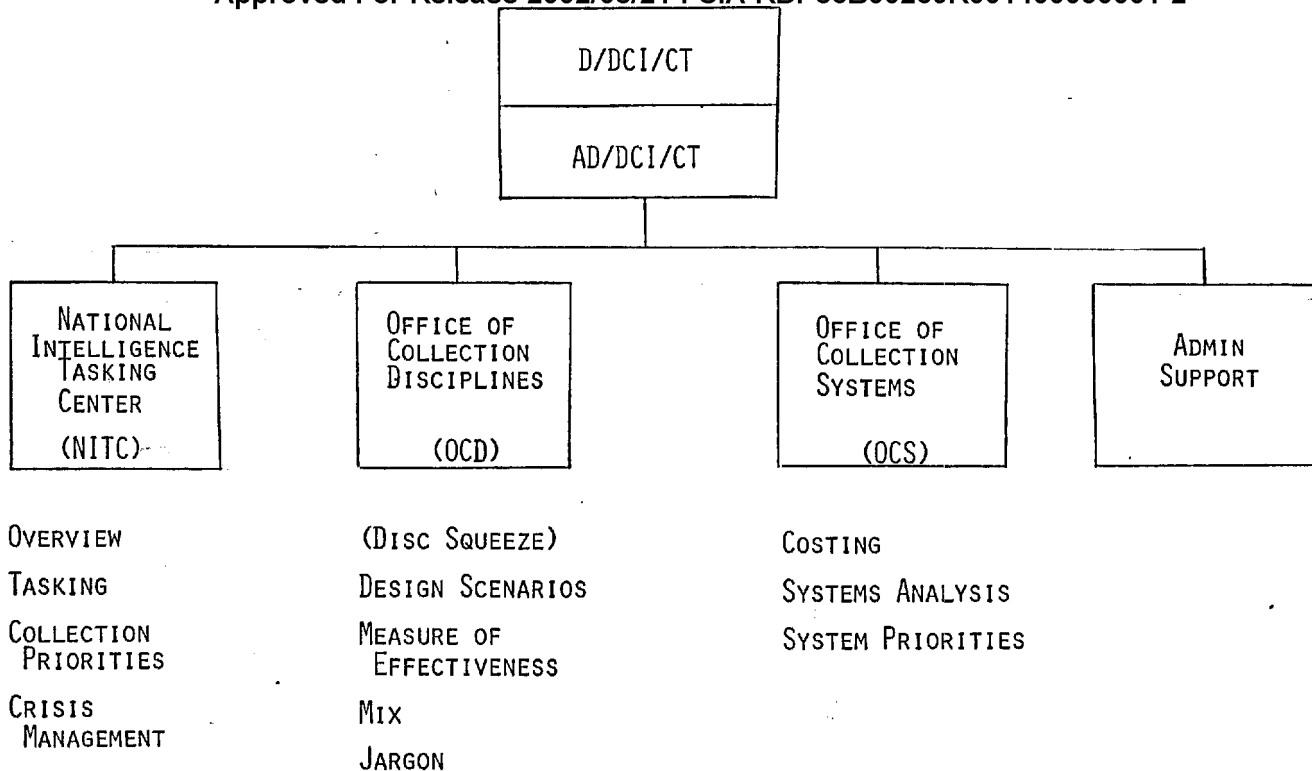
NFI COLLECTION STRENGTHS AND WEAKNESSES

FACTOR	BY DISCIPLINE	AMONG DISCIPLINES	
1. OVERVIEW	FAIRLY CLEAR	FUZZY	
2. TASKING	QUITE GOOD	UNCOORDINATED	
3. PRIORITIZATION	SOME EXCELLENT	DIVERSE	TASKING
4. CRISIS MANAGEMENT	GOOD INITIATIVE	DIFFUSE	
5. DESIGN SCENARIOS	SOME SUPERB	DISPARATE	
6. MEASURE OF EFFECTIVENESS	SOME EXCELLENT	UNCLEAR	DISCIPLINES
7. JARGON	CONFUSING	CONFUSING	
8. COSTING	INCOMPLETE	INADEQUATE	
9. SYSTEMS ANALYSIS	SOME BRILLIANT	LITTLE ON MIX	SYSTEMS
10. ANALYTICAL PRIORITIZATION	SOME	WEAK	

Summarized above are the principal strengths and weaknesses identified
in the NI collection process. In general, each collection discipline
(photo, signal, and human) is performing quite well, but coordination
among the disciplines is generally poor. For example, while people
working on a particular discipline can quickly and clearly describe
the deployment, capabilities, and status of collection systems within
their discipline, there is no single place where one can go to obtain
a comparable overview on all collection systems.* Accordingly, the
new organization will focus primarily on improving the coordination of
collection activities among the disciplines. The principal weaknesses
appear to fall logically into three general areas as bracketed --
tasking, disciplines, and systems -- which suggest the main areas
around which to organize.

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* Subsequent charts provide further comment on the various factors.

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                        │    D/DCI/CT     │
                        ├─────────────────┤
                        │    AD/DCI/CT    │
                        └─────────────────┘
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NATIONAL INTELLIGENCE TASKING CENTER (NITC)	OFFICE OF COLLECTION DISCIPLINES (OCD)	OFFICE OF COLLECTION SYSTEMS (OCS)	ADMIN SUPPORT
OVERVIEW	(DISC SQUEEZE)	COSTING	
TASKING	DESIGN SCENARIOS	SYSTEMS ANALYSIS	
COLLECTION PRIORITIES	MEASURE OF EFFECTIVENESS	SYSTEM PRIORITIES	
CRISIS MANAGEMENT	MIX		
	JARGON		

This chart shows a proposed organization built on the areas mentioned previously together with an appropriate Administrative Support Office. Beneath each block are functions matching weaknesses identified. These will be addressed in more detail later in discussing each office in turn. The NITC will coordinate NI collection tasking across disciplines in a general manner. The Office of Collection Disciplines will refine the NI collection efforts within each discipline. The third office will prioritize NI collection means to maximize NI collection operations.

NATIONAL INTELLIGENCE TASKING CENTER (NITC)*

	NITO (WP)	NITO (WE)	NITO (ME)	NITO (AF)	NITO (S&T)	NITO (STRAT)	NITO (CRISIS)
IMAGERY	1	1	1	1	1	2	}
SIGINT	2	1	1	1	2	1	} 5
HUMINT	1	1	2	1	1	1	}
OVCOL	1	2	1	1	1	1	}

OVERVIEW

TASKING AND DISSEMINATION

COLLECTION PRIORITIES

CRISIS MANAGEMENT

* ILLUSTRATIVE BREAKOUT

As illustrated here, the NITC will be organized into National Intelligence Tasking Officer (NITO) teams structured to support the National Intelligence Officers (NIO's). For example, teams will be formed to collect against the Warsaw Pact, Western Europe, Mideast, Africa, science and technology, strategic areas, etc. Each NITO will have supporting him specialists in the various intelligence disciplines -- IMAGERY, SIGINT, HUMINT, and a new one, OVCOL, designed to add emphasis to the collection of overt intelligence including public information. The NITO's will prepare tasking documents described later. The five-man NITO Team for Crisis Management will, as its name implies, prepare for national intelligence collection in times of crisis.

OP CENTER CONCEPT

1. FIVE-MAN NITO TEAM

2. PREPARE FOR COLLECTION TASK FORCE IN CRISES

3. UPDATE ALL DISCIPLINE COLLECTION OVERVIEW

4. TRAIN ALL NITC PERSONNEL FOR DUTY IN CRISES

5. NOMINATE ANY POTENTIAL SUBJECT FOR SCRUTINY
    FOR COLLECTION (SCHEMA)

The five-man NITO Team for Crisis Management will man one position in an Operations Center around the clock, 24 hours a day. It will display and update continuously the deployment, capability, and status of our collection means in all disciplines so the DCI and other senior officials can quickly learn the collection picture for any situation. It will also prepare SOP's for operation of collection task forces in crisis, organized with the most knowledgeable persons available in the CT organization so that task forces can operate most effectively around the clock in support of the NIO's and their production task forces. The Team will train all Collection Tasking personnel for crisis management by means of tours in the Operations Center during off-duty hours that familiarize them with data display, reporting systems, communications, and other equipment. It will also monitor the world situation day to day to identify and nominate areas in which to intensify NI collection effort to cope with a possible future crisis.

SCHEMA - SCHEMATA*

1. A DIAGRAMMATIC DEPICTION OF A TYPICAL SITUATION

2. AN ABRIDGED. OR GENERALIZED PRESENTATION:
   A FRAMEWORK OF REFERENCE; OUTLINE; PLAN

3. ORGANIZATION OF EXPERIENCE IN THE MIND OR BRAIN

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* WEBSTER'S THIRD INTERNATIONAL DICTIONARY

Our basic cross discipline collection tasking plan will be called a collection schema. The definitions of schema are shown above. We looked for a name somewhat out of the ordinary so everyone would associate it with our particular format which is discussed next. We had considered calling it collection scheme but objections to the nefarious connotation of that word led us to settle on schema, which has essentially the same meaning. The plural in Latin is schemata.
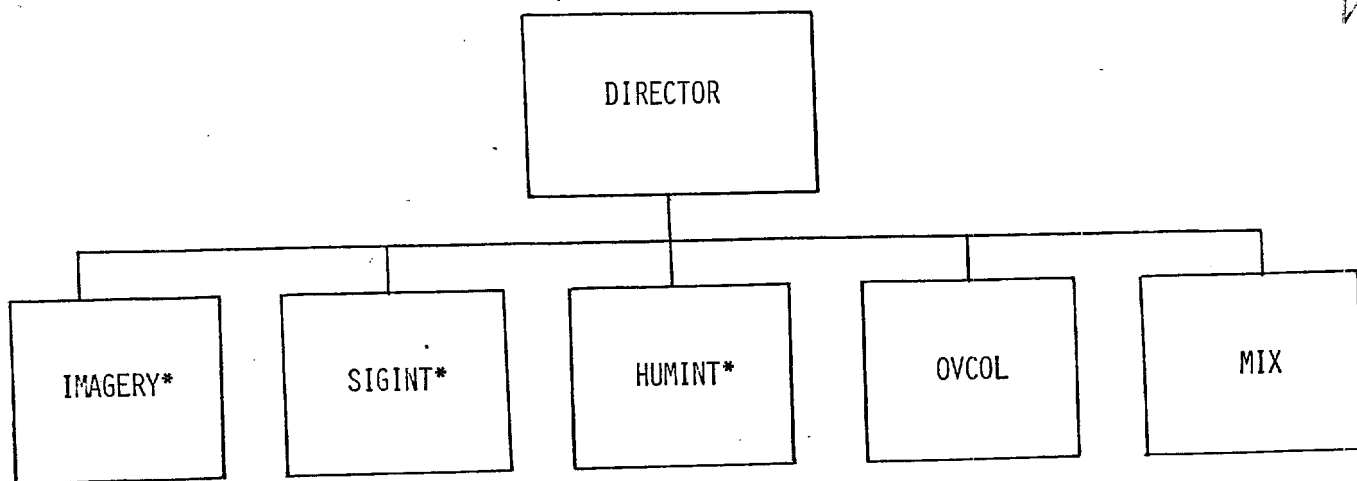
COLLECTION SCHEMA

OBJECTIVES	REQUIREMENT			DISSEMINATION
	IMAGERY	SIGINT	HUMINT	ADDITIONAL OPTIONS
DECISION MAKERS				
TECH CAPABILITY		30C1/2H		
MATERIAL RESOURCES				
TEST CAPABILITY				
ETC.				

NOTE: EACH BLOCK IN BREVITY CODE:

    A. EFFORT, E.G., 30 MAN-DAYS

    B. COLLECTION PRIORITY, E.G., C

    C. COVERAGE, E.G., HALF

    D. EXPECTED YIELD, E.G., HIGH

The basic format for the collection schema is shown above. The intent is to aggregate on one page collection objectives and tasks for each national intelligence collection requirement together with our expectations for success. To do this on one page we will use brevity codes. In essence, the collection schema is a matrix in which we list the various collection objectives down the left side and the collection means across the top. The NITO Team prepares collection schemata for all national intelligence collection requirements in its area of operations. Starting with his highest priority requirement, the NITO will work with his respective NIO and other users as appropriate to develop specific objectives against which to collect to meet the requirement. It is an important and often difficult process to settle clearly on objectives needed to meet a collection requirement. Once these objectives are set, the NITO will assemble his technical specialists* and prepare a draft schema that presents in each blank in brevity code the information listed in the note below the chart. For example, in one SIGINT blank, they could indicate 30 man-days of effort at Priority 3 should cover about half the collection objective, with high yield, or expectation, of success. We will work hard at limiting the collection schema to a single page in order to constrain tendencies to go into too much detail and to facilitate its staffing. The draft collection schema will be circulated for comment among involved Intelligence Community users, analysts, collectors, and collection committees. Upon resolution of all comments, the schema will be published in final form as the NITC tasking document. Turning next to the Office of Collection Disciplines - - -

* Enclosure 1 describes how these specialists serve the NITO and OCD.

OFFICE OF COLLECTION DISCIPLINES (OCD)

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                    │    DIRECTOR     │
                    └────────┬────────┘
       ┌───────────┬─────────┼─────────┬───────────┐
  ┌─────────┐ ┌─────────┐ ┌─────────┐ ┌─────────┐ ┌─────────┐
  │ IMAGERY*│ │ SIGINT* │ │ HUMINT* │ │  OVCOL  │ │   MIX   │
  └─────────┘ └─────────┘ └─────────┘ └─────────┘ └─────────┘
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DISCIPLINE SQUEEZE (P^4)

DESIGN SCENARIOS

MEASURE OF EFFECTIVENESS (MOE)

DISCIPLINE MIX

JARGON

* COLLECTION COMMITTEE LESS DIVERSIONS TO NITC AND OCS

The Office of Collection Disciplines will be organized according to specific collection disciplines as shown above. As stated earlier, the Office of OVCOL will handle overt intelligence including public information, exploring the best ways to obtain information from newspapers, magazines, publications, etc., and push them to the producers so as to minimize effort required of classified and more expensive collection means. The Office of Mix will look across disciplines to seek ways to measure and achieve the best mix of collection disciplines. Each of the five offices will have the functions listed above. Discipline squeeze is a shorthand term for the four "p's" pertaining within each respective discipline or mix -- policy, programming, personnel management, and priority. Design scenarios specify target patterns, operational conditions, and circumstances anticipated for the various collection systems. We already have some very good design scenarios for certain collection disciplines but none for others. In order to integrate across disciplines, we must seek design scenarios and measures of effectiveness that are consistent within and across the disciplines and make them available to hardware developers for use in their systems analyses to determine the relative effectiveness and contribution of alternative systems. The word "jargon" addresses our desire to simplify our diverse and confusing ways of naming systems and procedures. Turning now to the Office of Collection Systems - - -
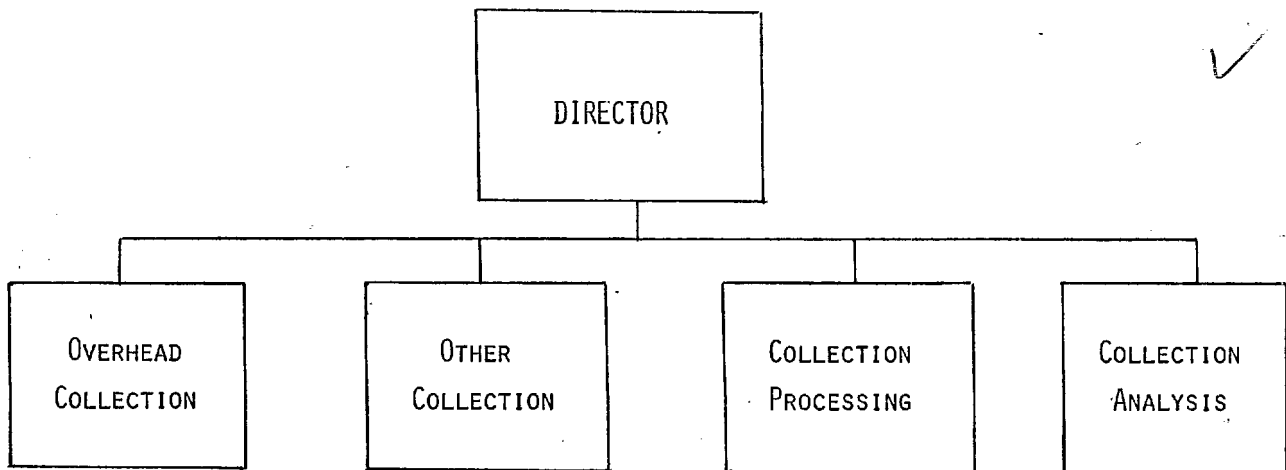
INTERFACE WITH BUDGETEERS

<u>OCS</u>   <u>BUDGETEERS</u>

1. PRIORITIZE COLLECTION SYSTEMS   INTERLEAVE COLLECTION, PRODUCTION, AND SUPPORT

2. PRIORITIZE TOP TO BOTTOM   FOCUS MAINLY ON BUDGET MARGIN

3. MAXIMIZE COLLECTION CAPABILITY   OPTIMIZE BUDGET RETURN

Budgeteers have asked whether our prioritization process will duplicate or interfere with their zero based budgeting (ZBB) of collection resources. We think not. On the contrary, we believe it will aid and complement the budget process. As reflected above, we will be primarily involved in prioritizing NI collection packages and pass them to the budgeteers to interleave with production and support packages into their overall ZBB list. We will prioritize the entire collection list from top to bottom, freeing the budgeteers to focus mainly at the budget margin which counts most. Sitting at the nexus of NI collection operations, we will be in the best position to prioritize collection means from the operational point of view. The budgeteers, of course, are in the best position to decide how to adjust and accommodate these priorities to optimize the overall budget. In this process, we intend to work closely with the budgeteers, sharing each other's action officers so as to reduce redundant effort to a minimum and avoid duplicative tasking of program managers for data.

<u>OFFICE OF COLLECTION SYSTEMS (OCS)</u>

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                          │              │
                          │   DIRECTOR   │
                          │              │
                          └──────┬───────┘
       ┌─────────────┬───────────┼───────────┬──────────────┐
 ┌───────────┐ ┌───────────┐ ┌───────────┐ ┌───────────┐
 │ OVERHEAD  │ │   OTHER   │ │COLLECTION │ │COLLECTION │
 │COLLECTION │ │COLLECTION │ │PROCESSING │ │ ANALYSIS  │
 └───────────┘ └───────────┘ └───────────┘ └───────────┘
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SYSTEMS ANALYSIS

COSTING (FROM RM)

SYSTEMS PRIORITIES

This has been deleted!

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As stated earlier, the overall function of the Office of Collection Systems
is to prioritize the various collection means. We will organize the office
as shown above with one office handling the various overhead collection
systems -- satellites, airplanes, etc.; a second office handling other
types of collection means on land and sea; and a third office handling col-
lection processing, such as photo-interpretation, decryption, translation,
and dissemination. The Collection Analysis Division will have the main job
of making our analysis consistent across disciplines. This office should
not do much systems analysis itself -- that is the principal function of
the various hardware developers. Its job is to review the systems analyses
prepared by hardware developers to insure they incorporate in a consistent
manner design scenarios and measures of effectiveness provided by the Office
of Collection Disciplines, thereby enhancing and supporting credibility. At
present, annual operating costs receive insufficient attention in our collec-
tion systems analyses community. This office will work to correct this. We
would hope to get costs from the Deputy to the DCI for Resource Management
(RM) in order to remain consistent with his program data and reduce the like-
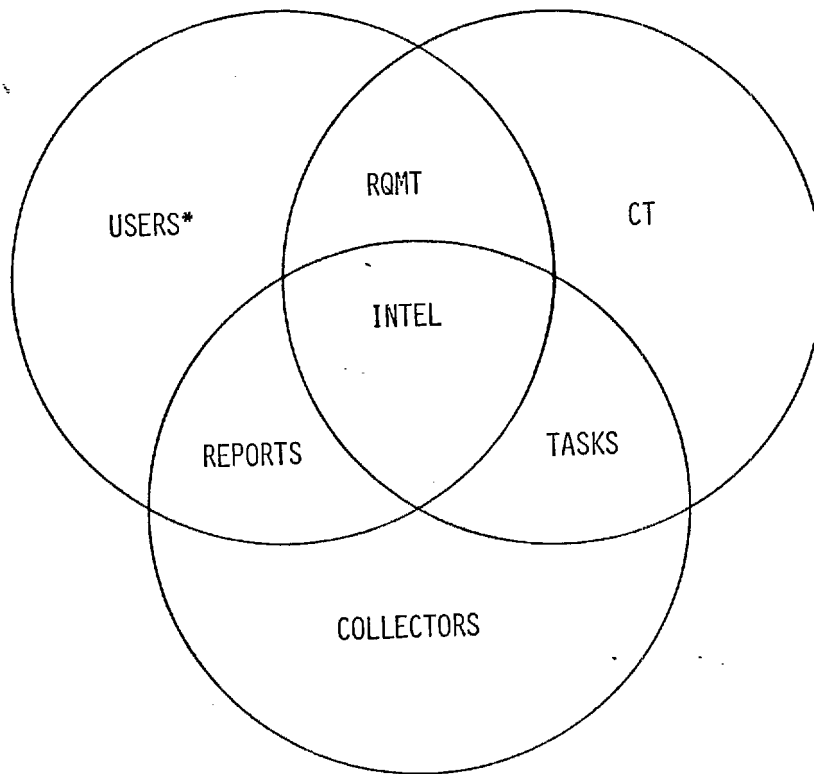lihood of cost distortion due to analyst bias, inadvertent or not.

ORGANIZATION ATTRIBUTES

1. NSC-17 AND EXECUTIVE ORDER FULFILLED

2. ORGANIZED AGAINST WEAKNESSES

3. CLEAR INTERFACES WITH MAIN INTELLIGENCE ELEMENTS

4. SET FOR TRANSITION TO CRISIS

5. INTERNAL COHERENCE AND FLEXIBILITY

6. DECENTRALIZED OPERATION

7. EASY TRANSPARENCY

This chart summarizes the principal attributes of the organization.
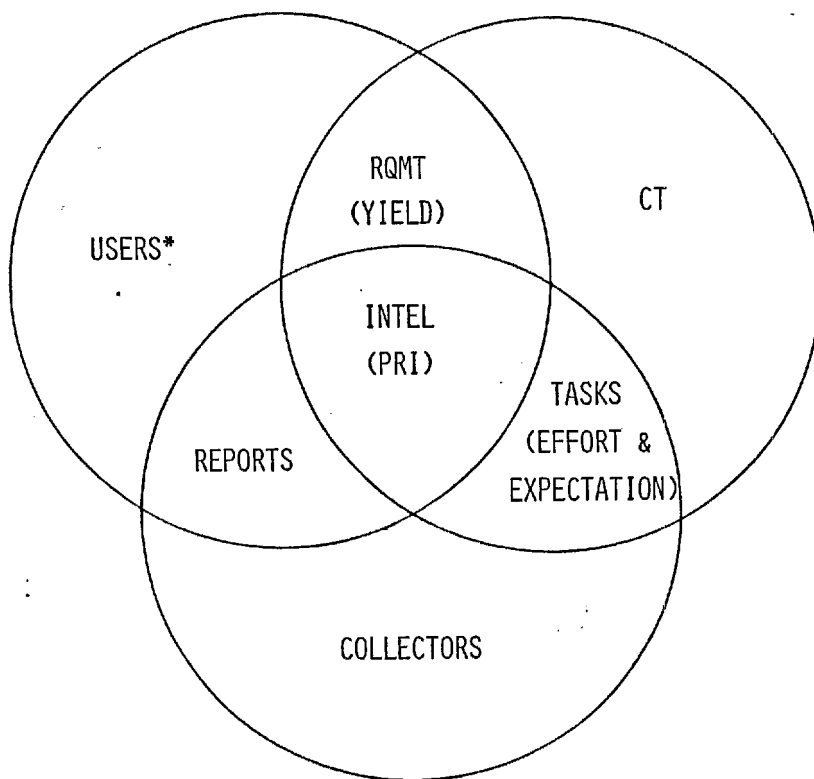The next three charts summarize our approach in other ways.

RQMT

USERS*

CT

INTEL

REPORTS

TASKS

COLLECTORS

* INCL NFAC AND OTHER PRODUCERS

This chart shows the interface among users, the CT organization, and the collectors as represented by circles for each. In its interface with users, the CT organization receives requirements. It translates these into tasks and passes them on to the collectors at its interface with them. The collectors submit the results of their effort back to the users at their interface in the form of reports. The users evaluate these reports and produce finished intelligence which sits at the common interface of all three circles.

NATIONAL INTELLIGENCE PRIORITIZATION PROCESS

RQMT
(YIELD)

CT

USERS*

INTEL
(PRI)

TASKS
(EFFORT &
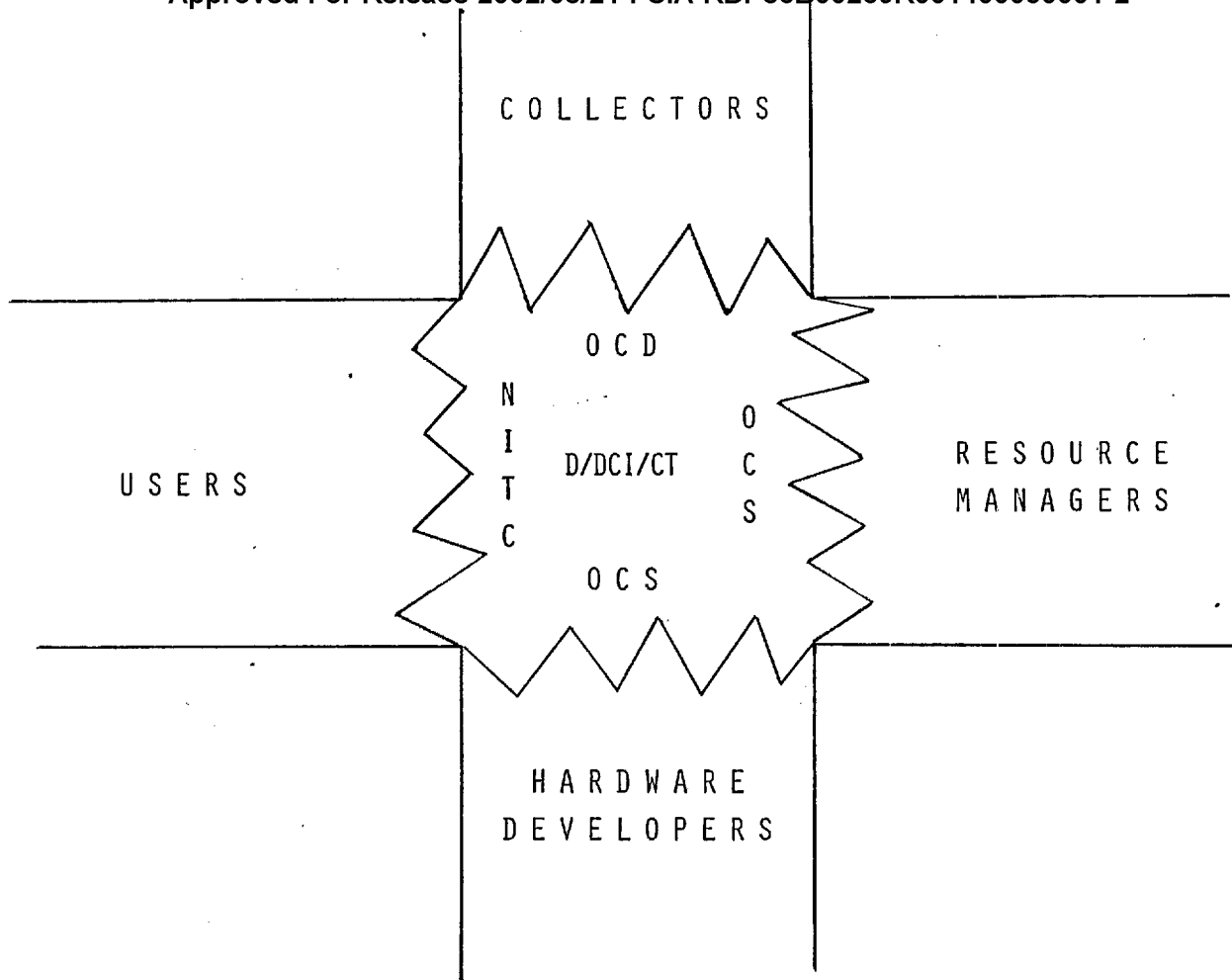EXPECTATION)

REPORTS

COLLECTORS

* INCL NFAC AND OTHER PRODUCERS

The functions shaded on this chart portray the manner in which we propose
to address the prioritization effort. In tasking collectors, we establish
effort involved and what we hope to achieve. Later we will go to the
users to obtain their views on the yield or value of what was collected.
Evaluation of what was achieved against what was expected will provide
helpful insights for use in prioritizing the various collection means.

COLLECTORS

OCD

N
I   D/DCI/CT
T
C

O
C
S

OCS

USERS

RESOURCE
MANAGERS

HARDWARE
DEVELOPERS

This chart portrays how we will interface with people outside the
organization. Users will interface in an operational sense with their
counterpart NITO's in the NITC. Collectors will interface with their
counterparts in the Office of Collection Disciplines. Resource managers
and hardware developers will interface with their counterparts in the
Office of Collection Systems. Thus, we believe the proposed organiza-
tion will provide good clean interfaces with most important elements of
the Intelligence Community.

RECOMMEND APPROVAL OF:

1. FUNCTIONS: TASKING, EVALUATION AND P4, PRIORITIZATION

2. COLLECTION OFFICES: NITC, DISCIPLINES, SYSTEMS, ADMIN

3. GRADE OF OFFICE DIRECTORS: EP-5

4. PRIORITY FOR PERSONNEL, FACILITIES, AND SUPPORT

We recommended that Admiral Turner give conceptual approval on the four points listed above as a basis for seeking consensual agreement in the National Intelligence Community in Washington. He gave his conceptual approval to organizing in the three functions and offices briefed. He also agreed to investigating further the possibility of obtaining office directors at the EP-5 level and providing appropriate priority for personnel, facilities, and support.

1. COORDINATE WITH NSA, DIA, NRO, OSD, STATE, AND HILL

2. OBTAIN ADMIN OFFICER

3. DEVELOP TABLE OF ORGANIZATION (T/O)

4. HIRE OFFICE DIRECTORS AND ASSOCIATE DEPUTY

5. SELECT LOCATION

6. TAKE OVER ICS ELEMENTS

7. RECRUIT AND START UP

Upon receiving Admiral Turner's conceptual approval, we indicated we would undertake next the steps listed above. The first task is to seek Intelligence Community consensus on the concept. After this, we will undertake the administrative tasks involved in developing a table of organization, hiring principal assistants, and determining where to place the various elements of the organization. We will then take over elements of the Intelligence Community staff coming to us, recruit the rest needed, and start work. Admiral Turner wholeheartedly endorsed these steps and said he will support our efforts as much as practicable.

JOINT USE OF DISCIPLINE SPECIALISTS

In order to ensure coherence between the cross discipline schema effort
and the ongoing, more detailed tasking procedures within each discipline
(e.g., in ICRS and SIRVES), the NITC and OCD will employ the same disci-
pline specialists. In effect, each specialist will wear two hats -- an
operational hat responsive to his NITO and a discipline hat responsive
to his discipline division within OCD. Accordingly, his fitness report
will be rated by either his NITO or his division chief and endorsed by
the other. This arrangement should help minimize tendencies toward
redundancy within the NITC and OCD and at the same time enable OD/DCI/CT
to interface more clearly with users, analysts, and collectors.

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	APPROVAL		DISPATCH		RECOMMENDATION
✓	COMMENT		FILE		RETURN
	CONCURRENCE		INFORMATION		SIGNATURE

Remarks:

Here's latest copy of my
briefing — Would appreciate
comment by COB 23 Dec
since I propose to mail out to
the Big 10 next week.

FOLD HERE TO RETURN TO SENDER

FROM: NAME, ADDRESS AND PHONE NO.	DATE
D/DCI/eT	22 Dec

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