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SUMMARY OF MANAGEMENT SURVEY OF OCD

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Upon the request of the Deputy Assistant Director, OCD, a management Branch survey of the Office of Collection and Dissemination was initiated on 27 June 1947. The operations, procedures, and administration of OCD were examined in detail to permit isolation of problems which are impeding operations and to provide constructive assistance in mitigating such problems.

FINDINGS

1. The survey disclosed that, throughout OCD, personnel at all echelons displayed genuine interest in their work and a desire to augment OCD's contribution to the national intelligence effort.
2. A number of shortcomings in administration and operation became apparent.
 - a. Policy has not been clearly defined for several important activities:
 - (1) Intra-CIA procurement of intelligence information
 - (2) Departmental reading panels vs. centralized CIA reading panel
 - (3) OCD dissemination of OSO intelligence information
 - (4) OCD dissemination of ██████████ and Documents Branch intelligence information
 - (5) OCD dissemination to non-IAB agencies
 - (6) Security controls to be exercised by OCD on CIA intelligence materials
 - b. Functions assigned OCD by functional statement of 1 July 1947 have not been completely implemented. Discrepancies exist between functional assignments and activities performed within OCD branches. In addition, OCD has assumed activities not within its basic charter or functional jurisdiction. (See EXHIBIT I, Tab A)
 - c. While all members of OCD's staff carry heavy workloads, often necessitating overtime work, the tangible production of OCD does not reflect the effort expended. (See EXHIBIT II, Tab D)
 - d. OCD personnel, with the possible exception of Dissemination Branch Readers, appear uninformed of CIA in general and of OCD activities. Lines of communications for the continuous interchange of information on OCD activities are faulty.
 - e. Fully developed informal working-level relationships with offices of CIA and IAB agencies do not exist except in the procurement activity, where excellent relationships have been established. The lack of this type of coordination hampers OCD performance.

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- (1) No program exists for indoctrinating requestors on the techniques of preparing Collection Requests. Over fifty percent of all requests received are incorrectly or inadequately prepared.
 - (2) The services now available in the Reference Center, CRE, are not recognized or utilized.
 - (3) Progress toward effecting third agency review of direct dissemination is retarded.
 - (4) OCD surveys often prove valueless in that they are not geared to the total CIA program. (See EXHIBIT I, Tab B)
- f. The majority of procedures employed by OCD in performing its day-to-day collection and dissemination activity are cumbersome, time consuming, and overly detailed. They also require duplications, unnecessary handlings, excessive inspections, numerous controls, and useless records. (See EXHIBIT II, Tabs A, B, C, & EXHIBIT III, Tab A)
- g. The lack of organized reference data about intelligence requirements and collection capabilities has hindered the intelligence specialists in performing their daily assignments and has not permitted maximum productivity.
- h. Time employed in staff studies, statistical reports, and analyses is not commensurate with gains derived by OCD. (See EXHIBIT I, Tab B)
3. The above shortcomings, to a large extent, are the result of onerous operations created by misconceptions and oversights in the administration of OCD.
- a. Work programs to achieve long-term and short-term objectives have not been defined. Concentration on the day-to-day workload has impeded the development of programs of a long-range or continuing nature.
 - b. Work assignments to the professional staff of OCD have not been planned to permit organization and budgeting of staff time and effort. Ad hoc work assignments do not provide for maximum utilization of individual skills and abilities, nor for the specialization desired.
 - c. The present organization, while established on a general functional basis, does not provide for functional allocation and specialization, does not group activities by procedures employed, and does not provide for centralized OCD staff service.
 - d. OCD operates under a system of checks and balances. Each product of one branch is reviewed by another branch. This limits the responsibility of the initiating branch and subjects every action to revocation by another branch. It imposes a layer of review between the responsible branches and the Assistant Director, OCD, who should be the immediate reviewing officer.

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e. Operating responsibility is not placed with appropriate supervisors. This lack of delegation of authority:

- (1) Burdens the supervisor with routine details and curtails his areas of administration discretion.
- (2) Encumbers the procedures with unnecessary handlings, transmittals, and inspections.
- (3) Confuses the workers in regard to line of command.

f. Failures in existing procedures have been remedied by super-imposing "expedite" procedures, which in circumventing the normal flow, continuously weakens the normal procedure and increases the workload. No attempt is made to examine the faulty procedure and correct it. Procedures are introduced on an ad hoc basis before all relevant problems have been resolved.

g. The overall OCD staffing pattern is deficient in two respects:

- (1) Designation of too many key positions
- (2) Little or no provision for lower-grade professional trainee positions

RECOMMENDATIONS

1. Functions should be restated as set forth in EXHIBIT IV, Tab A
2. OCD should be reorganized and staff realigned as set forth in EXHIBIT IV, Tab B.
3. All procedures and forms employed by OCD should be re-examined:

a. EXHIBIT V presents recommended procedure and auxiliary forms for Collection Request flow.

b. EXHIBIT VI recommends procedures for:

- (1) Adequacy and Timeliness Check
- (2) Status Check
- (3) Use of Condon Route Slip
- (4) No Collection Action Necessary

c. The present procedure for the dissemination of spontaneously received intelligence materials by the Dissemination Branch is excellent and should remain unchanged. (See EXHIBIT III, Tab B)

d. The present procedure for controlling administrative mail in the Dissemination Branch should be drastically simplified. (See EXHIBIT III, Tab C)

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4. The functions assigned to OCD should be interpreted into specific work plans for the operating segments of the Office. Care should be taken to provide specific work assignments and schedules for the studies and analysis activities. These plans should be initially coordinated with overall CIA work programs. All personnel of OCD should be informed of the content of such plans.
5. Arrangements should be made with the Executive for Inspection and Security to define OCD's responsibility in regard to security controls required for intelligence materials.
6. All office, branch, and division procedures, instructions and project assignment memoranda should be issued by the Administrative Staff, OCD. The Administrative Staff should review these issuances for need, duplications, and contradictions. This review should result in procedural coordination and should lessen the number of issuances.
7. The indoctrination program of the Dissemination Branch for acquainting its employees with CIA, IAB and OCD functions and programs should be extended to embrace all OCD professional personnel. In addition, professional personnel should be kept currently informed of major changes taking place within CIA and IAB and of status of OCD activities by circulating all reports, studies, assignments and significant memoranda.
8. Each branch of OCD should fill at least one of its top supervisory positions with a CIA employee rather than key personnel.
9. Immediate steps should be taken to provide within the Reference Center, ORE a guide and index of Federal government requirements. This guide should provide information by subject designation, collection sources, geographic applicability, requesting agency(s) and its security clearance, related collection requests with extent of satisfaction and supplier of the requested information. The needs of all OCD branches, ORE, and other parts of CIA should be considered to provide for maximum utilization of the guide. OCD should develop procedures for the continuous transmission of pertinent information to the Reference Center, ORE.
10. The classification of requirements set forth in Internal Operating Procedure Memorandum number 2b should be discontinued. This classification is of doubtful value and confuses the procedure. Also, it has prompted OCD to discourage requests of a general nature.
11. The collection study of overt field collection capabilities should be implemented to the fullest.
12. Provision should be made in the OCD work program for determining the collection potential of IAB and non-IAB agencies. Findings should be coordinated with the Reference Center, ORE.

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13. Provision should be made in the Collection Branch, OCD for a training program to provide specific instruction to CIA-IAB researchers regarding the techniques of requesting intelligence materials via the Collection Request. (Form 60-1)
14. Recommendations for the handling of intra-CIA procurement of intelligence material should be developed by OCD and presented to the appropriate CIA offices for review and concurrence.
15. All needed administrative support should be given to the establishment of a centralized CIA reading panel. This mechanism will be a major factor in resolving the problems of inter-departmental dissemination of intelligence material and third agency review.
16. Greater consideration should be given to providing ways and means of implementing a continuing reproduction service on intelligence materials to all IAB agencies.
17. OCD's proposal to reduce all requirements to Collection Requests and to match all spontaneous material to specific Collection Requests should be discarded as it would slow down the service and would greatly increase the workload.

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