

UNITED STATES INTELLIGENCE BOARD  
SIGINT COMMITTEE

OFFICE OF THE CHAIRMAN

23 January 1976

Lieutenant General Vernon A. Walters, USA  
Deputy Director of Central Intelligence  
7D60, CIA Headquarters  
Washington, DC

Dear General Walters:

As the Acting Chairman, USIB on 25 September 1975, you will recall your approval of the new National SIGINT Requirements System and that you acknowledged the need for a small full-time staff to assist the Chairman of the SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES) in system development and maintenance. Manning for the staff, however, had not been sought, pending a decision on the operating location for SIRVES. I can now report that requisite space has been identified here in the headquarters building.

Personnel to fill the three professional billets authorized by the Board (on a non-reimbursable basis) are being sought from the Intelligence Community at large. I am now in the process of soliciting a nomination from each of the Board Principals except ERDA and the FBI at this time. I have suggested that the nominees be SIGINT professionals of the civilian grade GS 13/14 or military equivalent and that they be made available for a one or two year tour extendable for a longer term with the consent of the individual and his/her parent organization. In particular cases, I would of course be pleased to discuss nominations for shorter periods. In view of the vital CIA role and interest in all SIGINT requirements matters, it seems to me that it would be to our mutual advantage to have you nominate a CIA member to fill one of the three staff vacancies. Those finally selected will have the advantage of direct personal involvement in the USIB SIGINT requirements process and will therefore enjoy a unique opportunity to ensure the fullest understanding of your particular SIGINT needs. Concurrently, while working in support of the total community requirements and

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evaluation endeavor, the staff members will be acquiring new and rewarding experiences that will undoubtedly benefit them and their organizations both during and after their assignment.

In addition, recognizing the need for the professional staff, CIA also agreed to provide two persons for clerical support. I envision that one of these positions will be a secretary/steno at the GS 06/07 level. The second person should have basic qualifications in the operation of a computer terminal and printer equipments as well as being able to assist in meeting routine typing requirements. This person should be at a GS 07/08 level. Hopefully, these people can be made available to the staff, on a full-time basis, for a year or so. We would like them by the fourth week in February.

In view of the imminent availability of space accommodations for SIRVES and the high community interest in pressing on with the development of the National SIGINT Requirements System I would appreciate your response by 23 February 1976.

Kindest regards,

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Chairman

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UNITED STATES INTELLIGENCE BOARD

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Series B*

Memorandum for Holders-1  
USIB-S-9.4/31  
25 September 1975

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MEMORANDUM FOR HOLDERS OF USIB-S-9.4/31

SUBJECT : SIGINT Requirements Mechanism

REFERENCE : USIB-S-9.4/31, 3 September 1975,  
limited distribution through special  
channels

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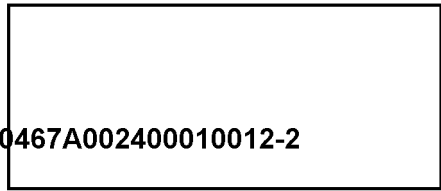
1. In restricted session at the 25 September USIB meeting, the Acting Chairman invited [redacted] Chairman of the SIGINT Committee, to present the subject. [redacted] reviewed the proposal before the Board and said that he would welcome any questions the USIB Principals may have on this matter.

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2. In response to a question from General Pustay, [redacted] confirmed that the new SIGINT requirements mechanism would not inhibit the flow of time critical or crisis requirements from any appropriate authority directly to the Director of NSA. Mr. Morell said that Treasury was also concerned with urgent requirements noting that the current arrangement with NSA worked well. While a specific item might not be characterized as crisis oriented he said he would like to continue to rely on the judgment of NSA in responding to the urgent needs of Treasury. Mr. Carver, D/DCI/NIO, said it was his understanding that the mechanism would provide for direct forwarding of time-critical requirements and, at the same time, establish a forum whereby competing requirements could be adjudicated as required. Mr. Walsh noted that the time-critical requirement procedures worked well in the COMIREX arena. General Allen said that a large body of urgent requirements could be satisfied by existing data bases without impacting on collection resources. [redacted] noted the procedures for amplications and requests for information as described in the paper and suggested that they should alleviate the concerns expressed by Mr. Morell.

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Memorandum for Holders-1  
USIB-S-9.4/31  
25 September 1975  
(Revised 7 October 1975)

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3. General Allen observed that the new mechanism was being devised to replace one which clearly had not been working well. He believed the new system would be better but cautioned against developing overly rigid bureaucratic procedures. Commenting that it would take approximately a year to complete the transition, he suggested that the USIB carefully monitor the process to make sure it is functioning properly. General Graham said that in his view the new requirements mechanism does not and should not impact on the day to day decisions of the operational chain of command.

4. Mr. Walsh suggested that the staffing proposed to implement and support the requirements mechanism was too modest to accomplish the task in the time specified. He suggested eight professional and four clerical positions; the professionals to be assigned on a part-time basis. Only the Chairman, Executive Secretary and clerical personnel would be full-time. In addition, he commented on the large task involved in computer support. He suggested that an action plan be developed and that regular reports be provided to the USIB on the progress of SIRVES. He proposed that the staffing be reviewed following the initial twelve-month period.  25X1

responded that the task involved would probably require more than the proposed full-time staff of three professionals and two clericals. It was his view, however, that there was a need for the three full-time professionals to orchestrate the effort using additional personnel on an ad hoc basis, such as task teams for particular aspects of the development. General Graham commented that he too questioned whether the proposed staff would be sufficient even after full implementation of the mechanism. As an initial step, however, he preferred maintaining the three full-time professionals with ad hoc assistance as necessary. This arrangement should be reviewed after a sufficient period of time to judge the personnel impact of the mechanism. General Allen supported the staffing proposed by the Committee and said that in addition he would commit resources necessary for the computer support.

5. Mr. Morell said that he believed the proposal for establishing SIGINT priorities need not be as structured as in DCID No. 1/2. He suggested a more simplified approach such as high, intermediate or low priority. In

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Memorandum for Holders-1  
USIB-S-9.4/31  
25 September 1975  
(Revised 7 October 1975)

addition, rather than establishing priorities for each line item he suggested that it would be more practical to prioritize general categories. Mr. Walsh proposed that this matter be subject to development within the SIGINT Committee and the SIRVES. General Allen said that there was merit to Mr. Morell's proposal noting that the IGCP was too detailed (although it did not contain priorities) and as such did not work. General Allen also commented that he had some problems with <sup>para</sup>paragraph 9 of Attachment I on status of actions, but that he would take them up with the Committee Chairman.

6. Following additional discussion the Board agreed to the following actions:

a. Approved the National SIGINT Requirements System as circulated by the reference document.

b. Approved the Charter for the SIGINT Requirements Validation and Evaluation Subcommittee as circulated by the reference document.

c. Acknowledged the need for a full-time staff (in support of a full-time Chairman, SIRVES) to implement the NSRS with:

(1) USIB agencies and departments providing three professional specialists on a non-reimbursable basis.

(2) CIA providing the two clerical assistants.

(3) DIRNSA furnishing electronic data processing support.

d. In addition, the SIGINT Committee will report quarterly to the USIB on the progress of the SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES).



Executive Secretary

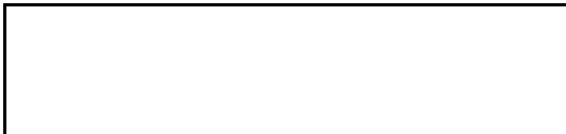
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USIB-S-9.4/31

3 September 1975

UNITED STATES INTELLIGENCE BOARD

MEMORANDUM FOR THE UNITED STATES INTELLIGENCE BOARD

Subject: SIGINT Requirements Mechanism

1. Pursuant to the DCI's Letter of Instruction, the SIGINT Committee has prepared the attached SIGINT Requirements Mechanism for USIB approval. Specific recommendations are contained in paragraph 6 of [redacted] memorandum. Attachment 1 contains the National SIGINT Requirements System with an appendix for a glossary of terms. Appendix B describes the elements for the National SIGINT Requirements Data Base. Attachment 2 is the charter for the SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES).

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2. [redacted] advises that, in addition to community endorsement through the SIGINT Committee mechanism, the proposals have been coordinated with the IC Staff and the NIOs.

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3. It is planned to schedule this subject on a USIB agenda for Board consideration at an early date.



Executive Secretary

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Attachment  
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**UNITED STATES INTELLIGENCE BOARD  
SIGINT COMMITTEE**

**OFFICE OF THE CHAIRMAN**

USIB -S-9. 4/31

3 September 1975

MEMORANDUM FOR THE UNITED STATES INTELLIGENCE BOARD

SUBJECT: Development of a SIGINT Requirements Mechanism

1. The DCI's letter of instruction to the Chairman of the SIGINT Committee says, "I want you to seek improvement in expressing the Community's real needs so as to assist the Director, NSA in executing his responsibilities for the planning and operation of the U. S. SIGINT system. Such a mechanism should be able to accommodate the overall intelligence guidance promulgated in my "Perspectives" and "Objectives" and be responsive to the Key Intelligence Questions (KIQs) and to current expressions of needs by the NIOs and consumers of the SIGINT product within and without the Community. Your focus should be on translating the overall SIGINT needs of the users into specific SIGINT-oriented guidance of value to NSA."

2. In response to that charge, the SIGINT Committee has developed the conceptual framework for a new National SIGINT Requirements System (NSRS). In so doing we have been mindful of the Intelligence Planning implications of the DCI's "Perspectives for Intelligence 1975-1980," wherein better community definition of intelligence requirements is seen as a prerequisite to better evaluation and more efficient use of resources. A similar note is sounded by the Director, NSA in the National SIGINT Plan. Therefore, while focusing on SIGINT, we have tried to emphasize principles which are not peculiar to SIGINT, but which lend themselves to broader application, anticipating the cross-discipline flexibility required "to ensure the application of available resources to priority needs and the most effective distribution of intelligence tasks among components of the Community," in the words of the "Perspectives."

3 September 1975

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3. The proposed new mechanism has two principal features. It provides for the approval of all SIGINT requirements within the USIB structure prior to any levy on the U. S. SIGINT System. Concomitantly, it also provides for on-going evaluation of SIGINT responses to requirements. The detailed description of the NSRS is contained in Attachment 1. Successful implementation will be the product of community-wide cooperation as was true in the development of the mechanism itself. In particular, it is suggested that USIB Principals will need to review and strengthen, as necessary, their internal procedures for insuring that their stated SIGINT requirements are fully justified before seeking USIB approval through the USIB mechanism. Further, in the future, it is anticipated that more extensive involvement in the ongoing evaluation process will be required by USIB participating departments and agencies.

4. At Attachment 2 is the proposed charter of a new subcommittee of the SIGINT Committee, the SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES), which will replace the Intelligence Guidance Subcommittee (IGS) and the SIGINT Evaluation Subcommittee (SES) and become the community focal point for implementing the new National SIGINT Requirements System. The effort involved in the development and maintenance of the new National SIGINT Requirements List (NSRL), and the associated evaluation of responses to requirements, is of such magnitude that successful performance can only be assured by providing the SIRVES with a small, full-time staff of three professional specialists, two clerical assistants, and the necessary electronic data processing support. The effective performance of SIRVES will benefit the community at large. For this reason, we solicit USIB support for the assignment of the three professional personnel (05/04 or civilian equivalent) on a non-reimbursable basis. If such an arrangement is agreed by the USIB, the Chairman, SIGINT Committee will negotiate with the participating agencies and departments to obtain the necessary staff personnel. We propose also that the two clerical assistants be provided by the CIA and that the electronic data processing support be furnished by the Director, NSA.

5. Upon USIB approval of our proposal, the SIGINT Committee will undertake a total review, restatement, approval and prioritization of SIGINT requirements, a project we expect can be completed within 9 to 12 months if the proposed staff manning is approved. Thereafter,



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[Redacted]

we plan to conduct an annual review of all SIGINT requirements in time to be of assistance to the Director, NSA in his annual preparation of the National SIGINT Plan, i. e., April-May. The SIGINT Committee does not plan to routinely seek the approval of the Board on the total NSRL, but will bring to its attention only those requirements issues which the Committee is unable to resolve.

6. Specifically, it is recommended that USIB:

a. Approve the National SIGINT Requirements System (Attachment 1 with Appendices).

b. Approve the Charter for the SIGINT Requirements Validation and Evaluation Subcommittee (Attachment 2).

c. Acknowledge the need for a full-time staff (in support of a full-time Chairman, SIRVES) to implement the NSRS with:

(1) USIB agencies and departments providing three professional specialists on a non-reimbursable basis.

(2) CIA providing the two clerical assistants.


(3) DIRNSA furnishing electronic data processing support.

[Redacted Signature]

Chairman

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Attachments  
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Attachment 1

THE NATIONAL SIGINT REQUIREMENTS SYSTEM (NSRS)

I. GENERAL

The National SIGINT Requirements System embodies that process through which statements of requirements flow from point of origin to their acceptance as USIB approved SIGINT requirements, and ultimately the evaluation of SIGINT product to determine the degree to which requirements have been/are being satisfied from SIGINT sources. The approval and evaluation will normally be accomplished by the SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES) of the SIGINT Committee. Only in cases of significant differences in the community will requirements issues be submitted to the SIGINT Committee for resolution. All USIB approved requirements will be entered in the National SIGINT Requirements List (NSRL) which replaces the "Intelligence Guidance for COMINT Programming (IGCP)" which included TELINT requirements. The new system will include all COMINT and ELINT reporting requirements as well as those pertaining to foreign instrumentation signals, and certain non-imagery infra-red and coherent light signals. The system will function in accordance with the procedures prescribed in Section III below. (See Appendix A for Glossary of Terms.)

II. CONCEPT

Central to the success of the new National SIGINT Requirements System is the understanding that the term a "USIB approved SIGINT requirement" is defined as a consumer requirement approved through the USIB mechanism and levied on the U.S. SIGINT system. The USIB approval or validation



Attachment 1

process includes analysis of requirement applicability to the SIGINT source, consideration of feasibility of a SIGINT response and a judgment of the anticipated impact of a decision to respond to the requirement. With the exception of time critical requirements for which special handling procedures apply, all SIGINT requirements must be duly processed and approved before collection and processing action is implemented.

Conceptually, the new system will--

a. Be Definitive:

It will provide for a registry of all USIB approved SIGINT requirements applicable to the United States SIGINT system.

b. Be Comprehensive:

It will include all SIGINT requirements of USIB agencies and departments, substantive committees of USIB and the NIOs which have been validated by them and in turn approved by the SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES) for inclusion in the National SIGINT Requirements List.

c. Be Dynamic:

It will be kept current through continuous review, adjusting promptly to new situations and needs.

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d. Be Realistic:

USIB approval of requirements will take into account available SIGINT resource capabilities as well as competing SIGINT requirements.

e. Include Community Validation Process:

A new and essential feature of the system will be the initiation of a community review and approval of all requirements by the SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES), a new subcommittee of the SIGINT Committee. The subcommittee will examine the requirements and supporting documentation submitted by USIB member agencies and develop such additional data as may be required prior to approving their entry in the NSRL.

f. Interrelate DCID 1/2 Priorities and the Key Intelligence Questions:

Each requirement in the NSRL will contain a cross reference to pertinent DCID 1/2 priorities and to specific Key Intelligence Questions where applicable.

g. Be Prioritized:

A separate SIGINT priority will be assigned to each requirement line item in the NSRL based upon pertinent DCID 1/2 priorities, relation to the Key Intelligence Questions and the anticipated intelligence to be gained from SIGINT.

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h. Include an On-going Evaluation Process:

The SIGINT response to each approved requirement will be measured as part of the continuing review and updating of the NSRL.

III. SYSTEM DESCRIPTION AND PROCEDURES

From the point of requirements origination through the ultimate evaluation of the SIGINT response, the National SIGINT Requirements System will function as follows:

a. Requirements Initiation:

SIGINT requirements regardless of point of origin will be forwarded with substantiating documentation to the SIGINT requirements validating authority of the agency or department of origin in accordance with procedures prescribed by such agencies or departments. Substantive committees of the USIB and the NIOs are authorized to validate requirements for forwarding to SIRVES.

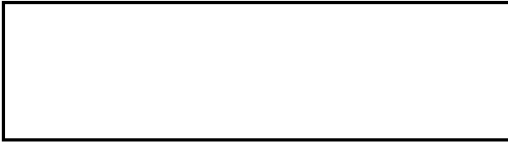
b. Requirements Documentation:

Each SIGINT requirement for which approval is to be sought within the USIB structure will be accompanied by substantiating data which will be used by the sponsoring agency or department in judging the validity of the requirement and subsequently by the SIRVES in its approval determination. As a minimum it should provide answers to the following questions:

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1. Who are the intended users or class of users of the information being sought?
2. How would the information be used?
3. What is the importance or criticality of acquiring the information?
4. In what time frame is the information needed and why?
5. Does the desired information supplement SIGINT or other source data already being provided? If so, to what extent does the available information satisfy needs? To what extent is the available SIGINT information deficient?

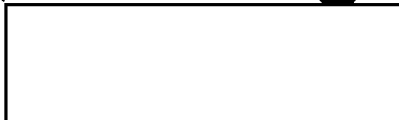
c. Requirements Forwarding:

When the validation authority of the agency or department of origin or a substantive committee of USIB or an NIO is satisfied that a requirement is valid it will be forwarded along with its substantiating data to the SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES).

d. Time Critical and/or Crisis Requirements:

In time critical situations SIGINT requirements may be forwarded directly to DIRNSA (or in accordance with SORS TCR procedures) by a USIB member agency, a U&S Commander or an NIO. Information

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copies of such requirements will be provided to SIRVES and also to SORS as appropriate. The originator will provide the rationale supporting the requirement and also recommend the priority. Immediate action will be taken on the requirement. The originator will be advised of the action taken and, as appropriate, the impact of that requirement on other collection efforts. In situations of severe impact on other efforts, the Chairman, SIGINT Committee will be contacted for guidance.

e. Requirements Approval:

The SIRVES will record and acknowledge to the originating agency the receipt of each validated SIGINT requirement. SIRVES will review the requirements documentation to determine its adequacy and if necessary, may seek additional data prior to rendering its judgment on the requirement. This review will be completed in the shortest possible time. When a SIGINT requirement is approved, it will be assigned a priority and entered into the NSRL. This entry will constitute a levy on the U.S. SIGINT system, and the sponsor will be so advised. A requirement's entry into the NSRL will supersede any related entries in the IGCP. When the transitional phase from the IGCP to the NSRL is completed, the U.S. SIGINT system will respond only to those requirements in the NSRL except as provided in paragraph III.d. above. If a SIGINT requirement is not approved by SIRVES, the requirement sponsor will be so notified. This notification will include the specific reasons why the requirement was not approved.



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SIRVES will approve a SIGINT requirement when they have determined that:

1. The stated information need is clearly compatible with authoritatively documented U.S. intelligence objectives and priorities.
2. The information being sought is essential to the satisfaction of a well defined need.
3. SIGINT, as compared to other sources, is anticipated to be the sole contributor or primary contributor or that SIGINT will contribute essential inputs to the body of needed information acquired principally from other sources.
4. The cost of levying the requirement against SIGINT sources is warranted by the probable information gains.

f. The National SIGINT Requirements List (NSRL):

The NSRL will be maintained by SIRVES as elements of the National SIGINT Requirements Data Base, NSRDB (see Appendix B), and will contain all USIB approved and prioritized SIGINT requirements. These requirements will constitute the official basis for reporting levies on the U.S. SIGINT system. It will include requirements which may be satisfied by COMINT, ELINT, Foreign Instrumentation Signals (FIS) and, where appropriate, non-imagery infra-red and coherent light (laser) emissions.

Its basic organization will be by country and include, as applicable, categories dealing with political, military, economic, and science



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and technology requirements. Special sections will be provided for requirements which are general or world-wide in scope such as international terrorism, drug traffic, ocean surveillance, operational ELINT, technical ELINT and EOB. Within each category, individual requirements will be specific as to scope, detail, and reporting timeliness. Where appropriate, requirements will be cross referenced to related guidance such as pertinent Key Intelligence Questions and DCID 1/2. Notation will be made of the particular SIGINT sources (COMINT, ELINT, FIS, etc.) which might contribute to the requirement. Notations will also be made of the U.S. SIGINT system's capability to respond. Those SIGINT requirements, although approved, which cannot be satisfied within current resource or technical constraints, will be so annotated in the NSRL. In all cases, the requirement will be assigned a SIGINT priority.

The NSRL will be maintained as a computer file within the NSRDB, with updated runs of the list provided to SIRVES or others from time to time as may be required. Information from this file will be available to USIB agencies. However, the total file will not be distributed outside the Washington area.

The NSRL will be reviewed and updated annually in time to be of assistance to the Director, NSA in his annual preparation of the National SIGINT Plan, i. e., April-May.

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g. Status of Actions in Response to Requirements:

Upon receipt of a levied requirement, NSA (or other responsible activity, as appropriate) will provide SIRVES with a statement of capability to respond, including identification of the action office and the anticipated reporting topics identification. If reporting or other response is not be expected in the immediate future, SIRVES will be provided with a statement of rationale or indication of action planned. The statement of capability or response strategy will be revised as necessary to keep SIRVES and the sponsor of the requirement informed of the status of action. In addition, in order to insure effective management of SIGINT requirements and evaluation actions, NSA will maintain on a current basis as part of the NSRDB, the following types of information:

- (1) Component assigned the requirement.
- (2) Resources tasked.
- (3) Response by resource
- (4) Product report identified to source

h. Requirements Amplifications:

Amplifications of approved requirements will be submitted as necessary directly to NSA by agencies, departments, substantive committees of USIB and the NIOs. Such amplifications will be notated to identify the specific requirement line item in the NSRL to which they apply. Also, requests for information will be similarly forwarded to NSA directly by SIGINT consumers.

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Neither a requirements amplification nor a request for information is presumed to involve more than minimal resource impact. If there is more than minimal impact, NSA will promptly advise the originator who then has the option of submitting his request to the SIRVES for consideration in the formal requirements process. Information copies of all Requirements Amplifications and Requests for Information will be entered into the National SIGINT Requirements Data Base.

i. Informal Communications:

While the NSRS prescribes certain necessary formalities in the submission, review and levying of requirements, it provides for and encourages direct informal person-to-person communication between and among originators of SIGINT requirements, the National Security Agency, and SIRVES on any of the matters covered above. Moreover, nothing in these procedures is intended to preclude free-flowing, interagency and departmental analyst-to-analyst exchanges.

j. Evaluation of Response:

In conjunction with its cyclic, annual update of the NSRL, the SIRVES will evaluate the SIGINT response to the requirements in the NSRL. Additionally, any USIB agency may request a special evaluation because of changed circumstances affecting resources, the requirement, or the product. Depending on the results of the evaluation, the requirement may be adjusted in terms of specificity or priority, the NSA (or other agency as appropriate) remarks may be updated to explain deficiencies, or the requirement may be considered for deletion.

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In such evaluations SIRVES will:

1. Review the documentation of the requirement to confirm the context of the anticipated response.
2. With such assistance as may be required from NSA (or other agency as appropriate), identify and examine: (a) the SIGINT reports produced or (b) where there is no product, the service performed, such as DF, search or surveillance, technical continuity, etc.
3. In the case of requirements which cannot currently be satisfied, consider whether the requirement should be deleted or amended in light of NSA's or other appropriate agency's estimate of potential capability to respond.
4. Where end-product is involved, consider its specific contribution to information on the general subject, including its use in finished intelligence, departmental or national; its use in briefing of end-users, here and in the field; its use for alerting or operational purposes; and its contribution to the intelligence data base.
5. Based on the above, make a judgment of the value of the SIGINT response.
6. Investigate the lack of SIGINT response to a requirement and make appropriate recommendations to the Director, NSA for consideration in the preparation of the National SIGINT Plan and CCP. Recommendations will also be provided to other program managers as appropriate

GLOSSARY OF NSRS TERMS

SIGINT - Comprises COMINT and ELINT, and for purposes of this system, SIGINT shall include foreign instrumentation signals (e. g., telemetry and beaconry) and those non-imagery infra-red and coherent light signals appropriate for system tasking.

SIGINT Requirement - A consumer statement of information need or requirement approved through the USIB mechanism and levied on the United States SIGINT System.

Requirement Sponsor - The SIGINT requirements validating authority in each USIB agency or department, an NIO or a substantive committee of USIB.

Requirements Originator - Any element of the U. S. Government authorized to express SIGINT requirements.

SIRVES - SIGINT Requirements Validation and Evaluation Subcommittee of the SIGINT Committee.

NSRS - National SIGINT Requirements System

NSRDB - National SIGINT Requirements Data Base includes the National SIGINT Requirements List (NSRL) and that additional information required by SIRVES to effectively manage the National SIGINT Requirements System (NSRS).

NSRL - The National SIGINT Requirements List approved through the established USIB mechanism.

Validation - Consists of a review of a statement of a requirement to ensure that the requirement has justification and supporting documentation. Validation is initially performed by a USIB member agency or department, a substantive committee of USIB, or an NIO. Subsequently, USIB validation (approval) is accomplished by the SIRVES.



APPENDIX A

SIGINT Priority - A rating assigned to a USIB SIGINT requirement reflecting the relative importance of receiving a SIGINT response to the requirement. The rating will take into account the priorities expressed in DCID 1/2 and other considerations such as applicable KIQs, the importance of the requirement to intelligence/operational/policy objectives, and the capabilities of the U.S. SIGINT System.

Requirements Amplification - A statement by a consumer to NSA which expresses in greater detail the specifications contained in a SIGINT requirement. The amplification does not alter materially the scope, detail or timeliness of information needs stated in the basic requirement, nor is the requirements amplification believed to involve more than a minimal resource impact.

Request for Information (RFI) - A request (in letter or message form) by a consumer to NSA for SIGINT information already collected or expected to be available, which involves no more than minimal resource impact.

Requirements Documentation - Substantiating data developed for a USIB SIGINT requirement. It consists of information developed by a USIB member agency or department, a substantive committee of USIB, or an NIO in the process of validation, as well as data developed by the SIRVES in the course of the community review and approval of a requirement for inclusion in the NSRL.

Evaluation - A process to measure the value of the SIGINT response to a given requirement in the NSRL.

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APPENDIX B

ELEMENTS OF THE  
NATIONAL SIGINT REQUIREMENTS DATA BASE (NSRDB)

(\*Data Elements Comprising the NSRL)

1. General Record Keeping Information
  - a. Classification
  - \* b. Requirement Designator (Country/Intelligence Category/  
Requirement Number/Priority)
  - \* c. Requirement Status (Active/Terminated)
  - \* d. Related KIQs and DCID 1/2 Line Items
  - \* e. Sponsor's Serial and Date
  - \* f. Date of Levy
  - g. Date Requirement Expires (when applicable)
  - h. Date Last Evaluation
  - i. Date Next Evaluation
- \* 2. Statement of SIGINT Requirement
- \* 3. Statement of Required Reporting Timeliness and Medium
4. Requirement Rationale
5. Status of Action in Response to Requirement
6. Office of Primary Action (OPA)
7. Requirement Relationship to KIQ(s)
8. Rationale for Assigned Priority
9. List of TAG or Other Designators Applicable to Requirement

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APPENDIX B

10. Record of Correspondence Relating to Requirement  
(References Only)
11. Requirements Amplifications and Requests for Information  
(If Keyed to an NSRL Line Item)
12. SIGINT Response Evaluation

(Note: Additional elements may be included in the future, as necessary)

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UNITED STATES INTELLIGENCE BOARD

SIGINT COMMITTEE

SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES)

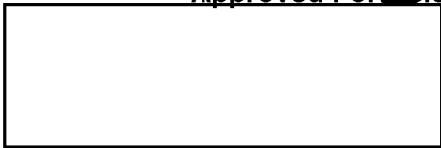
PURPOSE

1. The Intelligence Guidance Subcommittee (IGS) of the SIGINT Committee as established by USIB-SC-9.4/5, 1 March 1966 and the SIGINT Evaluation Subcommittee of the SIGINT Committee as established by USIB-SC-15./71, 19 December 1969, are hereby disestablished. To further the appropriate objectives and provisions of DCID No. 6/1, 7 April 1975, a permanent Subcommittee of the SIGINT Committee, to be known as the SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES), is hereby established.

MISSION


2. The mission of SIRVES is to assist and generally act for the SIGINT Committee in discharging the latter's responsibilities for managing the National SIGINT Requirements System.

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FUNCTIONS

3. In fulfilling its mission, SIRVES will:

a. Be the recipient of all validated requirements for COMINT, ELINT, Foreign Instrumentation Signals, and those  signals appropriate for system tasking.

b. Approve and prioritize SIGINT requirements after determining that the criteria provided for in the National SIGINT Requirements System (NSRS) procedures have been met.

c. Enter each approved requirement in the National SIGINT Requirements List as a levy on the U.S. SIGINT system.

d. Monitor the status of requirements.

e. Conduct a continuing evaluation of the U.S. SIGINT system response to all levied requirements.

f. Maintain permanent SIGINT requirements documentation files to include all basic validation data provided by requirements originators as well as associated SIGINT response evaluation information

g. Bring to the attention of the SIGINT Committee any unresolved issues in connection with any SIGINT requirement or evaluation matters.

h. Coordinate with the other USIB Committees and NIOs as necessary.

S E C R E T

Attachment 2

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ORGANIZATION AND PROCEDURES

4. Composition, organization and rules of procedure will be in accordance with the provisions of DCID No. 1/3, 3 December 1974. Staff and Secretariat services will be provided by a permanently assigned personnel complement. The Chairman, SIRVES will assure that the SIGINT Committee is informed promptly of the Subcommittee's decisions, recommendations and actions. The SIRVES and SORS will coordinate in areas of joint or overlapping concern.

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Approved For Release 2004/10/27 : CIA-RDP79M00467A002400010012-2

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USIB-S-9. 4/32

25 September 1975

U N I T E D S T A T E S I N T E L L I G E N C E B O A R D

M E M O R A N D U M F O R T H E U N I T E D S T A T E S I N T E L L I G E N C E B O A R D

Subject: The National SIGINT Requirements System

Reference: USIB-S-9. 4/31. 3 September 1975 and Memoranda  
for Holders dated 25 September and 7 October 1975

On 25 September 1975, the Board approved the National  
SIGINT Requirements System (NSRS) (reference). Accordingly,  
the attached procedures of the NSRS are circulated for  
implementation as appropriate.



Executive Secretary

Attachment  
a/s



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THE NATIONAL SIGINT REQUIREMENTS SYSTEM (NSRS)  
Effective 25 September 1975

I. GENERAL

The National SIGINT Requirements System embodies that process through which statements of requirements flow from point of origin to their acceptance as USIB approved SIGINT requirements, and ultimately the evaluation of SIGINT product to determine the degree to which requirements have been/are being satisfied from SIGINT sources. The approval and evaluation will normally be accomplished by the SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES) of the SIGINT Committee. Only in cases of significant differences in the community will requirements issues be submitted to the SIGINT Committee for resolution. All USIB approved requirements will be entered in the National SIGINT Requirements List (NSRL) which replaces the "Intelligence Guidance for COMINT Programming (IGCP)" which included TELINT requirements. The new system will include all COMINT and ELINT reporting requirements as well as those pertaining to foreign instrumentation signals, and certain non-imagery infra-red and coherent light signals. The system will function in accordance with the procedures prescribed in Section III below. (See Appendix A for Glossary of Terms.)

II. CONCEPT

Central to the success of the new National SIGINT Requirements System is the understanding that the term a "USIB approved SIGINT requirement" is defined as a consumer requirement approved through the USIB mechanism and levied on the U. S. SIGINT system. The USIB approval or validation process includes analysis of requirement applicability to the SIGINT source, consideration of feasibility of a SIGINT response and a judgment of the anticipated impact of a decision to respond to the requirement. With the exception of time critical requirements for which special handling procedures apply, all SIGINT requirements must be duly processed and approved before collection and processing action is implemented.

Conceptually, the new system will--

a. Be Definitive:

It will provide for a registry of all USIB approved SIGINT requirements applicable to the United States SIGINT system.

b. Be Comprehensive:

It will include all SIGINT requirements of USIB agencies and departments, substantive committees of USIB and the NIOs which have been validated by them and in turn approved by the SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES) for inclusion in the National SIGINT Requirements List.

c. Be Dynamic:

It will be kept current through continuous review, adjusting promptly to new situations and needs.

d. Be Realistic:

USIB approval of requirements will take into account available SIGINT resource capabilities as well as competing SIGINT requirements.

e. Include Community Validation Process:

A new and essential feature of the system will be the initiation of a community review and approval of all requirements by the SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES), a new subcommittee of the SIGINT Committee. The subcommittee will examine the requirements and supporting documentation submitted by USIB member agencies and develop such additional data as may be required prior to approving their entry in the NSRL.

f. Interrelate DCID 1/2 Priorities and the Key Intelligence Questions:

Each requirement in the NSRL will contain a cross reference to pertinent DCID 1/2 priorities and to specific Key Intelligence Questions where applicable.

g. Be Prioritized:

A separate SIGINT priority will be assigned to each requirement line item in the NSRL based upon pertinent DCID 1/2 priorities, relation to the Key Intelligence Questions and the anticipated intelligence to be gained from SIGINT.

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h. Include an On-going Evaluation Process:

The SIGINT response to each approved requirement will be measured as part of the continuing review and updating of the NSRL.

III. SYSTEM DESCRIPTION AND PROCEDURES

From the point of requirements origination through the ultimate evaluation of the SIGINT response, the National SIGINT Requirements System will function as follows:

a. Requirements Initiation:

SIGINT requirements regardless of point of origin will be forwarded with substantiating documentation to the SIGINT requirements validating authority of the agency or department of origin in accordance with procedures prescribed by such agencies or departments. Substantive committees of the USIB and the NIOs are authorized to validate requirements for forwarding to SIRVES.

b. Requirements Documentation:

Each SIGINT requirement for which approval is to be sought within the USIB structure will be accompanied by substantiating data which will be used by the sponsoring agency or department in judging the validity of the requirement and subsequently by the SIRVES in its approval determination. As a minimum it should provide answers to the following questions:

1. Who are the intended users or class of users of the information being sought?
2. How would the information be used?
3. What is the importance or criticality of acquiring the information?
4. In what time frame is the information needed and why?
5. Does the desired information supplement SIGINT or other source data already being provided? If so, to what



extent does the available information satisfy needs? To what extent is the available SIGINT information deficient?

c. Requirements Forwarding:

When the validation authority of the agency or department of origin or a substantive committee of USIB or an NIO is satisfied that a requirement is valid it will be forwarded along with its substantiating data to the SIGINT Requirements Validation and Evaluation Subcommittee (SIRVES).

d. Time Critical and/or Crisis Requirements:

In time critical situations SIGINT requirements may be forwarded directly to DIRNSA (or in accordance with SORS TCR procedures) by a USIB member agency, a U&S Commander or an NIO. Information copies of such requirements will be provided to SIRVES and also to SORS as appropriate. The originator will provide the rationale supporting the requirement and also recommend the priority. Immediate action will be taken on the requirement. The originator will be advised of the action taken and, as appropriate the impact of that requirement on other collection efforts. In situations of severe impact on other efforts, the Chairman, SIGINT Committee will be contacted for guidance.

e. Requirements Approval

The SIRVES will record and acknowledge to the originating agency the receipt of each validated SIGINT requirement. SIRVES will review the requirements documentation to determine its adequacy and if necessary, may seek additional data prior to rendering its judgment on the requirement. This review will be completed in the shortest possible time. When a SIGINT requirement is approved, it will be assigned a priority and entered into the NSRL. This entry will constitute a levy on the U. S. SIGINT system, and the sponsor will be so advised. A requirement's entry into the NSRL will supersede any related entries in the IGCP. When the transitional phase from the IGCP to the NSRL is completed, the U. S. SIGINT system will respond only to those requirements in the NSRL except as provided in Paragraph III. d. above. If a SIGINT requirement is not approved by SIRVES, the requirement sponsor will be so notified. This notification will include the specific reasons why the requirement was not approved.

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SIRVES will approve a SIGINT requirement when they have determined that:

1. The stated information need is clearly compatible with authoritatively documented U. S. intelligence objectives and priorities.
2. The information being sought is essential to the satisfaction of a well defined need.
3. SIGINT, as compared to other sources, is anticipated to be the sole contributor or primary contributor or that SIGINT will contribute essential inputs to the body of needed information acquired principally from other sources.
4. The cost of levying the requirement against SIGINT sources is warranted by the probable information gains.

f. The National SIGINT Requirements List (NSRL):

The NSRL will be maintained by SIRVES as elements of the National SIGINT Requirements Data Base, NSRDB (see Appendix B), and will contain all USIB approved and prioritized SIGINT requirements. These requirements will constitute the official basis for reporting levies on the U. S. SIGINT system. It will include requirements which may be satisfied by COMINT, ELINT, Foreign Instrumentation Signals (FIS) and, where appropriate, non-imagery infra-red and coherent light (laser) emissions.

Its basic organization will be by country and include, as applicable, categories dealing with political, military, economic, and science and technology requirements. Special sections will be provided for requirements which are general or world-wide in scope such as international terrorism, drug traffic, ocean surveillance, operational ELINT, technical ELINT and EOB. Within each category, individual requirements will be specific as to scope, detail, and reporting timeliness. Where appropriate, requirements will be cross referenced to related guidance such as pertinent Key Intelligence Questions and DCID 1/2. Notation will be made of the particular SIGINT sources (COMINT, ELINT, FIS, etc.) which might contribute to the requirement. Notations will also be made of the U. S. SIGINT system's capability to respond. Those SIGINT requirements, although approved, which cannot be satisfied within current resource or

technical constraints, will be so annotated in the NSRL. In all cases, the requirement will be assigned a SIGINT priority.

The NSRL will be maintained as a computer file within the NSRDB, with updated runs of the list provided to SIRVES or others from time to time as may be required. Information from this file will be available to USIB agencies. However, the total file will not be distributed outside the Washington area.

The NSRL will be reviewed and updated annually in time to be of assistance to the Director. NSA in his annual preparation of the National SIGINT Plan, i. e., April-May.

g. Status of Actions in Response to Requirements:

Upon receipt of a levied requirement, NSA (or other responsible activity, as appropriate) will provide SIRVES with a statement of capability to respond, including identification of the action office and the anticipated reporting topics identification. If reporting or other response is not to be expected in the immediate future, SIRVES will be provided with a statement of rationale or indication of action planned. The statement of capability or response strategy will be revised as necessary to keep SIRVES and the sponsor of the requirement informed of the status of action. In addition, in order to insure effective management of SIGINT requirements and evaluation actions, NSA will maintain on a current basis as part of the NSRDB, the following types of information:

- (1) Component assigned the requirement.
- (2) Resources tasked.
- (3) Response by resource
- (4) Product report identified to source

h. Requirements Amplifications:

Amplifications of approved requirements will be submitted as necessary directly to NSA by agencies, departments, substantive committees of USIB and the NIOs. Such amplifications will be notated to identify the specific requirement line item in the NSRL to which they apply. Also, requests for information will be similarly forwarded to NSA directly by SIGINT consumers. Neither a requirements amplification nor a request for information is presumed to involve more than minimal resource impact. If there is more than minimal impact, NSA will promptly advise the originator who then has the option of submitting his request to the SIRVES for consideration in the formal requirements process.

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Information copies of all Requirements Amplifications and Requests for Information will be entered into the National SIGINT Requirements Data Base.

i. Informal Communications:

While the NSRS prescribes certain necessary formalities in the submission, review and levying of requirements, it provides for and encourages direct informal person-to-person communication between and among originators of SIGINT requirements, the National Security Agency, and SIRVES on any of the matters covered above. Moreover, nothing in these procedures is intended to preclude free-flowing, interagency and departmental analyst-to-analyst exchanges.

j. Evaluation of Response:

In conjunction with its cyclic, annual update of the NSRL, the SIRVES will evaluate the SIGINT response to the requirements in the NSRL. Additionally, any USIB agency may request a special evaluation because of changed circumstances affecting resources, the requirement, or the product. Depending on the results of the evaluation, the requirement may be adjusted in terms of specificity or priority, the NSA (or other agency as appropriate) remarks may be updated to explain deficiencies, or the requirement may be considered for deletion.

In such evaluations SIRVES will:

1. Review the documentation of the requirement to confirm the context of the anticipated response.

2. With such assistance as may be required from NSA (or other agency as appropriate), identify and examine: (a) the SIGINT reports produced or (b) where there is no product, the service performed, such as DF, search or surveillance, technical continuity, etc.

3. In the case of requirements which cannot currently be satisfied, consider whether the requirement should be deleted or amended in light of NSA's or other appropriate agency's estimate of potential capability to respond.

4. Where end-product is involved, consider its specific contribution to information on the general subject,

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including its use in finished intelligence, departmental or national; its use in briefing of end-users, here and in the field; its use for alerting or operational purposes; and its contribution to the intelligence data base.

5. Based on the above, make a judgment of the value of the SIGINT response.

6. Investigate the lack of SIGINT response to a requirement and make appropriate recommendations to the Director, NSA for consideration in the preparation of the National SIGINT Plan and CCP. Recommendations will also be provided to other program managers as appropriate.

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GLOSSARY OF NSRS TERMS

SIGINT - Comprises COMINT and ELINT, and for purposes of this system, SIGINT shall include foreign instrumentation signals (e. g., telemetry and beaconry) and those non-imagery infra-red and coherent light signals appropriate for system tasking.

SIGINT Requirement - A consumer statement of information need or requirement approved through the USIB mechanism and levied on the United States SIGINT System.

Requirement Sponsor - The SIGINT requirements validating authority in each USIB agency or department, an NIO or a substantive committee of USIB.

Requirements Originator - Any element of the U.S. Government authorized to express SIGINT requirements.

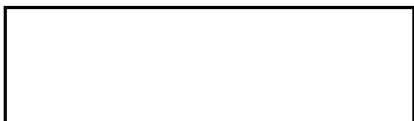
SIRVES - SIGINT Requirements Validation and Evaluation Subcommittee of the SIGINT Committee.

NSRS - National SIGINT Requirements System

NSRDB - National SIGINT Requirements Data Base includes the National SIGINT Requirements List (NSRL) and that additional information required by SIRVES to effectively manage the National SIGINT Requirements System (NSRS).

NSRL - The National SIGINT Requirements List approved through the established USIB mechanism.

Validation - Consists of a review of a statement of a requirement to ensure that the requirement has justification and supporting documentation. Validation is initially performed by a USIB member agency or department, a substantive committee of USIB, or an NIO. Subsequently, USIB validation (approval) is accomplished by the SIRVES.



APPENDIX A  
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SIGINT Priority - A rating assigned to a USIB SIGINT requirement reflecting the relative importance of receiving a SIGINT response to the requirement. The rating will take into account the priorities expressed in DCID 1/2 and other considerations such as applicable KIQs, the importance of the requirement to intelligence/operational/policy objectives, and the capabilities of the U.S. SIGINT System.

Requirements Amplification - A statement by a consumer to NSA which expresses in greater detail the specifications contained in a SIGINT requirement. The amplification does not alter materially the scope, detail or timeliness of information needs stated in the basic requirement, nor is the requirements amplification believed to involve more than a minimal resource impact.

Request for Information (RFI) - A request (in letter or message form) by a consumer to NSA for SIGINT information already collected or expected to be available, which involves no more than minimal resource impact.

Requirements Documentation - Substantiating data developed for a USIB SIGINT requirement. It consists of information developed by a USIB member agency or department, a substantive committee of USIB, or an NIO in the process of validation, as well as data developed by the SIRVES in the course of the community review and approval of a requirement for inclusion in the NSRL.

Evaluation - A process to measure the value of the SIGINT response to a given requirement in the NSRL.

APPENDIX B  
USIB-S-9. 4/32

ELEMENTS OF THE  
NATIONAL SIGINT REQUIREMENTS DATA BASE (NSRDB)

(\*Data Elements Comprising the NSRL)

1. General Record Keeping Information
  - a. Classification
  - \* b. Requirement Designator (Country/Intelligence Category/  
Requirement Number/Priority)
  - \* c. Requirement Status (Active/Terminated)
  - \* d. Related KIQs and DCID 1/2 Line Items
  - \* e. Sponsor's Serial and Date
  - \* f. Date of Levy
  - g. Date Requirement Expires (when applicable)
  - h. Date Last Evaluation
  - i. Date Next Evaluation
- \* 2. Statement of SIGINT Requirement
- \* 3. Statement of Required Reporting Timeliness and Medium
4. Requirement Rationale
5. Status of Action in Response to Requirement
6. Office of Primary Action (OPA)
7. Requirement Relationship to KIQ(s)
8. Rationale for Assigned Priority
9. List of TAG or Other Designators Applicable to Requirement

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**APPENDIX B**  
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10. Record of Correspondence Relating to Requirement  
(References Only)
11. Requirements Amplifications and Requests for Information  
(If Keyed to an NSRL Line Item)
12. SIGINT Response Evaluation

(Note: Additional elements may be included in the future, as necessary)

**SECRET**

**ROUTING**

TO:	NAME AND ADDRESS	DATE	INITIALS
1			
2			
3			
4			
	ACTION	DIRECT REPLY	PREPARE REPLY
	APPROVAL	DISPATCH	RECOMMENDATION
	COMMENT	FILE	RETURN
	CONCURRENCE	INFORMATION	SIGNATURE
REMARKS:			
FROM: NAME, ADDRESS, AND PHONE NO.			DATE

**Top Secret**

(Security Classification)

CONTROL NO. \_\_\_\_\_

Handle Via

**COMINT**

Channels

Access to this document will be restricted to those approved for the following specific activities:

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COMINT ATTACHMENTS



**Warning Notice**

Sensitive Intelligence Sources and Methods Involved

**NATIONAL SECURITY INFORMATION**

Unauthorized Disclosure Subject to Criminal Sanctions



**Top Secret**

(Security Classification)

E2 IMPDET

Routing Slip

TQ:

		ACTION	INFO.			ACTION	INFO.
1	DCI			11	LC		
2	DDCI			12	IG		
3	S/MC			13	Compt		
4	DDS&T		✓	14	Asst/DCI		
5	DDI	✓		15	AO/DCI		
6	DDAS		✓	16	Ex/Sec		
7	DDO			17			
8	D/DCI/IC		✓	18			
9	D/DCI/NIO			19			
10	GC			20			

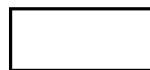
SUSPENSE

18 Feb 76

Date

Remarks:

Please staff this out and prepare coordinated reply for Gen Walters' signature



EX/DDCI

28 Jan 76