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DRAFT: 17 January 1968

MEMORANDUM FOR: Chairman, United States Intelligence Board

SUBJECT: Proposal for the Establishment of a
Management Structure for the
Community On-Line Intelligence
System (COINS)

- REFERENCES:
- A. White House Letter, dtd 15 June 1965,
Memorandum for the President,
Subject: U.S. Intelligence Community
Capabilities for the Handling of Intelli-
gence Information 25X1
 - B. White House Letter, dtd 15 July 1965,
Memorandum for the Director,
Central Intelligence Agency,
Subject: U.S. Intelligence Community
Capabilities for the Handling of Intelli-
gence Information 25X1

1. In accordance with the White House letters, referenced above, a secure network connecting several computer information systems is being established for operational test and evaluation. CIA, NSA, DIA, State and NPIC are currently involved. The title being used for this experimental project is Community On-Line Intelligence System (COINS). Using COINS, each participating agency will be able to interrogate selected files of the other participating agencies as well as its own files. This concept calls for each agency to maintain files in its own computer system and for the computer systems of each agency to communicate with those of other agencies via secure data links.

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The proposed requirement for one agency to serve as the central file repository for the entire intelligence community would be removed. Instead, each agency would concentrate in establishing and maintaining those files for which it is responsible or best equipped. Improvement of interchange of information between intelligence agencies is the principal objective of this system.

2. This memorandum, with attachments, recommends a USIB policy governing the management during the development and evaluation phase of COINS. It identifies and delineates the functions of the System Executive Agency and the COINS Managers in each participating organization. It further defines actions expected of participating organizations to realize optimum test and evaluation of this experimental informational handling system.

3. It is recommended that USIB:

- a. Approve the management system for COINS as set forth in the attachment hereto and direct its implementation;
- b. Designate the National Security Agency (NSA) as the Executive Agency.

JOHN A. BROSS
D/DCI/NIPE

Attachment

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Management System for the Community On-Line
Intelligence System (COINS)

SECTION I - PURPOSE

1. The purpose of this Directive is to establish within USIB, and under the direction of the DCI, a management structure for the Community On-Line Intelligence System (COINS). It identifies and delineates the functions of the System Executive Agency and the COINS Managers in each participating organization. It further defines actions expected of participating organizations to realize optimum test and evaluation of this experimental informational handling system.

2. It is understood that this Directive concerns the time frame of the experimental COINS system (sometimes referred to as COINS I) and does not address the management problem of any on-going system which may be considered following the evaluation of COINS.

SECTION II - DEFINITIONS

3. Following are definitions of terms used in this Directive:

a. Executive Agency: A participating organization providing, the Executive Agent, and all supporting facilities and services to the Executive Agent and his staff.

b. Executive Agent: A designated individual in the Executive Agency assigned the responsibility and delegated the authority by the Director of Central Intelligence (DCI) for COINS management.

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c. System Management: A concept for the over-all management of COINS based on the use of an Executive Agent responsible for planning, directing and controlling the development, implementation and operation of COINS; and, for assuring that planning is accomplished by the organizations responsible to the management authority for the execution of specifically assigned and agreed-upon tasks.

d. COINS Manager: A designated individual in a participating organization assigned the responsibility for the management of COINS within that organization.

e. Project Leaders: Military and civilian personnel assigned a specific task who report directly to the Executive Agent.

f. COINS Management Office: The organization comprised of technical and business management and administrative personnel assigned full time to the Executive Agent. The Office may be augmented with additional personnel from participating organizations.

g. Executive Agent Charter: This Directive establishes an Executive Agent and his Management Office; defines his mission, authority, and major functions and describes his relationships with other organizations and their support responsibilities. In addition, it sets forth basic policy with respect to the management of COINS.

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h. Participating Organization: A governmental activity, responsible to the Executive Agent for the execution of specific aspects of the system and identified by the chartering authority, if within his authority, or identified in the approved, negotiated COINS Master Plan, or Technical Memorandum of Agreement, if the activity is not responsible to the chartering authority.

i. COINS Master Plan: A compilation of planning documents prepared by the Executive Agent, with assistance from the COINS Managers of the participating organizations and contractors, which places in context the budgets, plans, schedules and scope of all work and resources to be provided by each participating organization.

j. Technical Memorandum of Agreement: A formalized document delineating specific procedural and operational agreements between COINS participants, and binding on all signatories.

SECTION III - EXECUTIVE AGENCY

4. The DCI, in consultation with USIB, will designate the Executive Agency.

5. The Executive Agency will serve as host and will provide facilities and support services required by the Executive Agent in the execution of his responsibilities. These include but are not limited to:

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- a. Office space and services for the Executive Agent and his staff, including secure conference facilities.
- b. Reproduction facilities.
- c. Consultant services of co-located activities such as security, COMSEC, R&D, communications, data processing, etc.
- d. A fiscal account for the COINS Management Office for collecting, holding and disbursing operating funds provided by the participating organizations. Account will be supervised by the comptroller of the host organization.
- e. Procedures by which the Executive Agent can negotiate contracts.
- f. Data processing service that may be required for the management of COINS (e. g., personnel lists, PERT, etc.).
- g. Basic staff. (This staff will be augmented by the participating organizations as required.)
- h. Personnel, fiscal and administrative services and support required.

SECTION IV - EXECUTIVE AGENT

6. The Director of the Executive Agency, in consultation with the DCI, will appoint the Executive Agent.

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7. The COINS Executive Agent is responsible to the Director of Central Intelligence (DCI) for the administration of the COINS program within the USIB community as well as representing the program with other organizations as may be required.

8. The Executive Agent will be responsible for:

a. Coordinating his actions or proposed actions with the appropriate COINS Managers of the participating organizations involved. Conflicts will be referred in writing to the Chairman of the Information Handling Committee for resolution or consideration by USIB as may be appropriate.

b. Yearly submission of a COINS Master Plan to USIB through the Chairman of the Information Handling Committee.

9. The Executive Agent, in cooperation with the COINS Managers in each participating organization, will:

a. Develop, coordinate and obtain USIB approval of a set of short, medium and long range objectives for the COINS program, including an implementation schedule.

b. Coordinate COINS budgets, plans and programs of each participating organization to achieve the approved objectives within the desired time frames.

c. Prepare the COINS Master Plan which integrates into a single package the budget, plans, programs, implementation schedules, and resources for COINS of the participating organizations.

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d. Monitors the implementation of the approved COINS Master Plan.

e. Establish and maintain direct communications with the COINS Managers in each participating organization. Periodic meetings of the Executive Agent and COINS Managers will be held for the purpose of implementing objectives, developing principles of operation and procedure, and highlighting problem areas beyond the jurisdiction of the COINS Manager or agency to solve.

f. Prepare recurring or special progress reports identifying successful milestones or problem areas indicating remedial action taken to resolve identified problems.

g. Monitor and analyze the program on a continuing basis, particularly with respect to technical performance, schedules and costs.

h. Assign technical responsibilities of specific tasks to a participating organization through the use of a Technical Memorandum of Agreement.

i. Organize working groups and appoint chairman to investigate problem areas and make recommendations.

j. Identify COINS R&D requirements and negotiate their assignment to one of the participating agencies for action.

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k. Develop an interagency COINS training program as may be required, making maximum use of existing training facilities.

1. Develop a security program consistent with existing regulations.

m. Negotiate for the services of other governmental organizations (e.g., GSA, DCA, ARPA, etc.).

n. Enter into contractual arrangements to acquire the services of private contractors, consultants or non-profit organizations

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) in accordance with the existing

directives and procedures governing contracts of the Executive Agency.

Provide supervision of contractor activities.

o. Draft, coordinate and publish directives, conventions and guidelines, and procedures with respect to the operation of COINS.

10. The Executive Agent has no authority to direct or manage the internal operations of participating organizations. However, he can task a participating organization by negotiating a Technical Memorandum of Agreement (TMA) with the COINS Manager of the participating agency concerned. The participating agency is responsible for executing an approved agreement.

11. The Executive Agent can use his operating funds for:
(a) travel, (b) procurement of experimental or specialized equipment,
(c) contract system studies which span more than one organization, and

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(d) R&D tasks of common concern but which no participating organization is willing to accept and sponsor.

SECTION V - PARTICIPATING ORGANIZATIONS

12. Each organization participating in the COINS program will:

a. Appoint a COINS Manager who will be responsible for:

(1) Representing their organization on all aspects of the COINS programs.

(2) Managing the COINS program within their own organization.

(3) Developing and coordinating all phases of COINS activities within his organization.

(4) Providing information necessary for the development of the COINS Master Plan.

b. Provide the equipment, software, personnel, funding, and contractor resources required for its own COINS facilities.

Communications line costs from the central switch to each department or agency will be borne by the agency concerned. During the experimental development and evaluation phase of COINS, DIA will provide the central switch.

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c. Insure that its agency's program plans and budgets contain the resources required to meet the approved objectives and implementation schedule.

d. Prepare and submit recurring or special reports to the Executive Agent as may be required.

e. Provide assistance to the Executive Agent in the development of implementation schedules.

f. Appoint appropriate technicians to serve on working groups organized by the Executive Agent.

g. Annually, commencing in FY 1969, transfer to the account of the COINS Management Office at the host organization a sum of money as approved in the COINS Master Plan for general systems costs not attributable to any single department or agency. This will serve as an operating fund to be used by the Executive Agent in execution of his duties.

SECTION VI - INFORMATION HANDLING COMMITTEE

13. The Information Handling Committee of USIB will act as the staff agency responsible for monitoring for the DCI and USIB the activities of the Executive Agency. Specifically, the Information Handling Committee will:

a. Endeavor to resolve all problems between the Executive Agent and the COINS Managers.

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- b. Provide guidance to the Executive Agent on the development of short, medium and long range objectives.
- c. Provide guidance to the Executive Agent with respect to policy and plans.
- d. Make recommendations to USIB concerning approval or modification of the yearly COINS Master Plan.
- e. Provide guidance to the Executive Agent on substantive intelligence requirements for the COINS system.
- f. Conduct periodic operational and technical evaluations of the COINS system and report the results to USIB.

SECTION VII - COINS MANAGEMENT OFFICE

14. The Executive Agency will be authorized a staff of at least five people, including a secretary. This will constitute the COINS Management Office and be located in the Executive Agency. Major USIB members (i. e., CIA, DIA or NSA) will be expected to provide the staff according to the following ratio:

- a. Executive Agency will provide, in addition to the Executive Agent, a basic staff of two senior technicians specializing in data systems at the GS-13/14 level and a secretary at the GS-5/7 level.
- b. Participating organizations will each provide one data systems analyst at the GS-12/13 level.

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SECTION VIII - REPORTING

15. The Executive Agent for COINS will prepare and deliver oral and written reports as may be required. He will be responsible for submitting the following periodic reports to the organizations indicated:

a. A report containing objectives and an estimate of the resources required from each agency to achieve these objectives. This report will be submitted to each participating organization in June each year. This will allow them sufficient lead time to reprogram and enter it into their budget, program and plan.

b. A quarterly status report to each participating agency as well as to the USIB Information Handling Committee, USIB and other interest organizations.

c. A COINS Master Plan each year to USIB.

SECTION IX - IMPLEMENTATION

16. This Directive is effective on date of publication.

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COINS PROJECT MANAGER

NATIONAL SECURITY AGENCY

Fort George G. Meade, Md.

COINS OPERATIONAL PROCEDURE

Number 1-1968

COINS DATA BASE

I. AUTHORITY

1. USIB-D-39.1/9, "Community On-line Intelligence System", 11 April 1968.
2. USIB-D-71.4/1, "Management of the COINS Experiment", 3 June 1968, paragraph 41, page 3,

II. PURPOSE

This Operational Procedure sets forth the:

1. Terms of reference and procedures of a COINS Data Base Panel.
2. Recommended criteria to be used by participating agencies in the selection of files in the COINS Experiment.
3. Procedures for the selection, deletion and modification of files in the COINS Experiment.
4. Minimum acceptable file maintenance schedule for all files in the COINS Experiment and procedures for modifying the schedule when required.

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Excluded from automatic
downgrading and
declassification

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III. DEFINITIONS

1. Defined below are four kinds of action that may be taken with respect to COINS files:

a. Addition: The addition of a new file to the COINS Experiment.

b. Deletion: The deletion of a file previously selected and available in the COINS Experiment.

c. Modification:

(1) The addition, modification, or deletion of elements of information in files in the COINS Experiment.

(2) The addition or deletion of specific sources of information used in maintaining information in a file.

(3) Change in the scope of a file (e.g., the Soviet Airfield file might be expanded to include information on CHICOM airfields).

d. Schedule Change: Any change in the maintenance schedule of a COINS file (e.g., file maintenance changed from once a week to daily).

2. Two types of files can be maintained in and accessed through COINS

a. Primary Files: The DCI or his representative will provide guidance on substantive intelligence files to be included in COINS. These files will be referred to as "primary files".

b. Secondary Files: All files not designated as primary will be considered as "secondary files".

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IV. BACKGROUND

1. A specifically stated objective of the COINS Experiment is to improve the exchange of information within the U.S. intelligence community. For the COINS Experiment to be successful, the information in the files must be useful, current, accurate, complete and timely.

2. Procedures currently exist by which COINS participating agencies can levy a requirement on another organization to build and maintain a computerized file to meet specific needs of the requesting agency. The procedures established herein are not intended to abrogate those procedures, but are intended to insure that such requirements receive the broadest possible considerations by all COINS participating agencies before final actions are taken.

3. Files originally selected for the COINS Experiment were those nominated by the COINS participants. These files existed in a machine medium and had been initially established to satisfy requirements of the sponsoring organization. Procedures must be established to modify the scope and content of such files to insure that they meet the information requirements of all participants. The major subject area of concentration, Soviet biographics, was selected by the PFIAB.

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V. COINS DATA BASE PANEL

1. A COINS Data Base Panel comprised of the COINS Project Manager as Chairman and participating agency sub-system managers will consider all aspects of file management under the terms of this directive.

Specifically the Panel will be responsible for:

a. Implementing the procedures of this directive and recommending modification as required.

b. Maintaining liaison with other USIB Committees which may identify or develop data bases for COINS (e.g., COMIREX Data Base Working Group, Intelligence Guidance Sub-Committee, etc.).

2. Panel Procedures

a. The Panel will respond only to a written requirement from one of the participating agencies or higher authority.

b. The Chairman will convene this Panel to act on all written requirements to:

(1) Add, delete, modify, or change the file maintenance schedule of a primary or secondary file.

(2) Resolve duplicate or similar files in COINS regardless of whether they are identified as a primary or secondary files.

c. Panel recommendations involving secondary files will be regarded as final unless there is a dissenting opinion from a participating agency. In this situation the Chairman will attempt to resolve the problems involved.

d. Panel recommendations involving any aspect of primary files will be referred to the DCI or his representative.

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VI. FILE PROCEDURES

1. The addition of files to COINS may result from:
 - a. Bilateral agreements between two or more agencies.
 - b. Guidance from the DCI or his representative on substantive intelligence files in COINS (Primary files).
 - c. Requests from other USIB committees (e.g., COMIREX, IIHC, etc.).
 - d. Unilateral announcement of file availability by a COINS sparticipant in which at least one other participating agency expresses an interest.

2. Recommended Criteria for Selection of Files: One or more of the following criteria should be used by participating agencies in the selection of files for the COINS Experiment. These criteria are not necessarily listed in order of priority importance.
 - a. The file should contain substantive information, and not merely processing techniques, parameters, or definitions.
 - b. The file should be of interest to analysts in more than one participating agency.
 - c. The file should get reasonably heavy use.
 - d. The file should be active, i.e., require frequent updating.
 - e. The file should be available in machine language by the time the COINS network is activated.
 - f. The file should contain sufficient data elements to permit a considerable degree of manipulation.
 - g. The file should be reasonable complementary.
 - h. Priority should be given to files in the Soviet biographic area, in view of PFIAB Recommendation No. 2 of 15 June 1965.

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3. Addition of a New File: Any agency participating in the COINS Experiment can request another participating agency to establish and maintain a file in the system or announce the availability of a file.

a. Sponsoring or Requesting Agency: The Agency sponsoring or initiating the request for a file will submit such information in writing to the COINS Project Manager

(1) Name or subject area to be included in the file.

(2) Name of agency suggested to build and maintain the file.

(3) Requirement for the file in the system.

(4) Span of time records or information in the file should cover.

(5) Acceptable frequency at which the file should be updated.

(6) Minimum elements of information to be included in each record to satisfy the requirements.

(7) Sources of information to be used in establishing and maintaining the file.

(8) Security classification.

b. Role of COINS Data Base Panel: The Panel will develop a consolidated requirement for the file by circulating the request or announcement to all other participating organizations. When all comments have been received and integrated the request will be forwarded to the organization which (1) is being requested to sponsor the file or (2) has announced the availability of such a file.

4. File Sponsoring Organizations:

a. Organizations sponsoring a file in the COINS Experiment will not:

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- (1) Delete a file
- (2) Increase the time between file maintenance cycles nor
- (3) Modify the scope and content of a file.

b. File sponsors, wishing to take such action will forward their requests in writing to the COINS Project Manager. He will circulate such requests to the sub system managers of all the participating organizations for concurrence or comment, and convene a meeting of the Data Base Panel.

- (1) In actions affecting secondary files:

- (a) If all participating agencies concur the file sponsor may take the action requested.

- (b) If any participating agency does not concur in the proposed action the file sponsor cannot take the action requested for a period of 90 days. This will permit other participants who may be using and relying on the file sufficient lead time to make other arrangements.

- (2) Requested action affecting primary files will be referred to the DCI or his representative with panel recommendations. Requests for deletion of primary files will be addressed to the DCI through the COINS Project Manager giving full particulars for such action.

5. Modification of a File

- a. Defined: There are three different types of modifications that can be made on COINS files concerning (1) elements of information within records in a file, (2) sources used to maintain a file and (3) scope of information within a file.

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b. Request: Any participating organization can request another agency to modify its files. Such requests should be submitted in writing to the COINS Project Manager. At a minimum these requests should contain the following elements of information:

- (1) Full and short title of file to be modified
- (2) Sponsoring agency
- (3) Type of modification required
- (4) Reason for modification

c. An organization requested to add, delete, or modify a file in the system or change their file maintenance schedule will report back to the COINS Data Base Panel within 30 days after receipt of the request. The report will indicate:

- (1) Reason why the action requested can or cannot be taken.
- (2) Resources required for the requested action.
- (3) Schedule for achieving the requested action (e.g., FY-71 assuming necessary additional resources are approved).

d. Non-File Sponsoring Organization: All organizations participating in the COINS Experiment should keep all the files available in the network and of interest to them under constant review to insure they satisfy their information requirements.

e. File Sponsors: File sponsors will not modify their file without the prior concurrence of all other participants except as indicated below. File sponsors can take the following actions with respect to their file but they must notify the COINS Project Manager that such action was taken.

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- (1) Add elements of information to their file
- (2) Use additional sources of information to maintain their

file

- (3) Increase the scope of their file

6. File Maintenance Schedule:

a. The file maintenance schedule initially established by the file sponsor will be accepted (e.g., daily, weekly, monthly, yearly, etc.). Once the file maintenance schedule for a file is announced it will not be lengthened without the consent of all other participating organizations. However, the file maintenance schedule can be shortened without prior notification or consent of the other participating organizations.

b. Any participating organizations can request another participating organization to change the file maintenance schedule on a file it is sponsoring.

(1) Such requests will be made in writing to the COINS Project Manager. At a minimum these requests will contain the following information:

- (a) Name of file
- (b) Name of sponsoring agency
- (c) Current file maintenance schedule
- (d) New file maintenance schedule
- (e) Reason for requesting change

(2) Upon receipt of such requests the COINS Project Manager

will:

- (a) Circulate items to all members for additional comments.
- (b) Upon receipt of all comments, the manager will send a formal request to the sponsor of the file.

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7. Statistics on file utilization will be provided by the Computer and Communications Interface Panel through the Test and Analysis Panel.

a. The Project Manager in coordination with the Test and Analysis Panel will recommend Data Base Panel consideration of deleting from COINS any file which has not been interrogated for a period of 60 consecutive days.

b. The Project Manager can initiate investigations to determine why a file is not referenced more frequently. Such investigations can result in the action described in paragraph 7a. above, or a request to the file sponsor to change or modify the file to better satisfy requirements.

8. Other Considerations:

Files will not be added, deleted or modified during the evaluation period except:

a. For an emergency situation or

b. At specifically designated periods (i.e., about once every two months) as announced by the COINS Data Base Panel.

CODIB-D-113/4.7
21 February 1968

UNITED STATES INTELLIGENCE BOARD
COMMITTEE ON DOCUMENTATION

Panel on Files for Use in COINS

Terms of Reference

I. OBJECTIVE

To recommend to CODIB the files to be used for the COINS Experiment and the criteria for selecting and approving files for COINS in the future.

II. TASKS

1. Establish the criteria for determining which files should be provided in support of the COINS Experiment including those required to comply with the recommendations in the JIIRG Report. In so doing, give consideration to the selection of a single area of substantive intelligence.

2. Identify the files to be provided and the minimum essential elements of information that should be contained in each.

3. Where appropriate, rank in priority order for each participating USIB agency the files which are to be provided.

4. Recommend for COINS guidance the criteria for selecting and approving files in the future.

III. MEMBERSHIP

Members will be appointed from CIA, DIA, NSA and State. Other CODIB member agencies are invited to appoint members.

IV. GUIDANCE AND REPORTING

Guidance from CODIB will be obtained through the CODIB Chairman. A draft report should be completed by 8 March 1968 and should be available for CODIB consideration on 13 March 1968.

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USIB-D-39.7/27
20 February 1968

UNITED STATES INTELLIGENCE BOARD

MEMORANDUM FOR THE UNITED STATES INTELLIGENCE BOARD

SUBJECT : Progress on Implementation of the President's
Foreign Intelligence Advisory Board Recom-
mendation No. 2 of 15 June 1965

REFERENCE : USIB-D-39.7/18, 8 September 1966

1. The enclosed progress report on the Community On-Line Intelligence System (COINS) experiment from the Chairman, Committee on Documentation (CODIB) and its attachment are circulated herewith for information and noting by the Board. The CODIB Chairman anticipates that a full report on COINS will be available to USIB about 30 April 1968.

2. It is not planned to schedule the attachment on the agenda of a USIB meeting unless so requested by a Board member prior to close of business 27 February. In the absence of such a request it will be considered for record purposes that the USIB "noted" the subject report on that date.



Executive Secretary

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Enclosures

GROUP 1
Excluded from automatic
downgrading and
declassification

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