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Approved For Release 2001/07/16 : CIA-RDP81-00142R000300020012-7

Strategy
7-10-78/1

24 April 1978

MEMORANDUM FOR: Deputy Director of Central Intelligence
VIA : Deputy Director for Administration
SUBJECT : Coordination Task Force
REFERENCE : DDA Memorandum to DDCI dated 27 March 1978 (establishing the Task Force)

1. Action Requested: None. This report responds to your charge to review current coordination procedures. Several options, ranging from minor fine-tuning to quite significant change are contained in paragraph 15, pages 5-6. A specific option is recommended in paragraph 16.

2. Background: Your own recent experience with apparently uncoordinated papers caused you to ask for an independent review of the coordination process. You felt particularly keenly about avoidance of "blind-siding," both of yourself and the Director. [REDACTED] and I spoke with 35 individuals over a ten-day period, meeting collectively with the DCI and DDCI staff assistants and the Executive Secretary, and individually with others, both inside CIA and in the Community staff. Tom McFee of HEW was contacted for a description of the HEW Executive Secretariat.

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The HEW System

3. To address the latter first, since the HEW system is different from ours and since it must condition to some extent your view of what you find here, its most significant features include the following:

- The Secretary and Under Secretary give the system its discipline. No hand-carry end-running of the Secretariat by the HEW agency heads is tolerated. All papers (with very limited high sensitivity exceptions) are routed first through the Secretariat; if one is hand-carried to the Secretary, he sends it, himself, to the Secretariat.
- The Executive Secretary is involved in policy formulation; he does not simply manage a high-level mailroom. He pulls together all packages for external distribution including legislation, the budget, speeches, and correspondence. Because of his policy involvement, his is a top-level position and he is the confidant of the Secretary.
- A member of the Secretariat attends every meeting held or attended by the Secretary or Under Secretary and records decisions or actions assigned.

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- Each HEW agency-head has a senior level (GS-15 or 16) element in the Executive Secretariat and a mini-secretariat in his agency.

The Executive Secretariat now numbers 60; its top 10 officers are political appointees. The mini-secretariats number from 10 to 25, depending on agency size. Automation is not a feature of this system.

The CIA/Community Staff System

4. The Executive Secretariat, headed by a GS-17 Executive Secretary, constitutes the formalized structure in support of the DCI and DDCI. It is primarily involved in official correspondence control, receiving nearly all incoming documents addressed to the DCI and processing outgoing correspondence requiring DCI or DDCI signature. It is not a policy formulation shop and is only minimally a policy interpretation shop. It cannot control, if it does not receive, papers hand-carried to the DCI by senior officers; nor can it control, in a follow-up context, special compartmented items not received, although it can be, and is in part, aware of the existence of sensitive documents for DCI or DDCI action through a "blind" cross-reference in the file. The Secretariat is not represented at most meetings chaired or attended by the DCI or DDCI and, unless a written record of decisions or actions assigned is passed to the Secretariat, it obviously has no follow-up control.

5. The Secretariat plays a role in orchestrating Community coordination only if the DCI originated the action or if it was the result of correspondence addressed to the DCI. It does receive reconnaissance schedule documents and forwards them to the D/CT; it also receives special Navy items and sends them to OSR; and it distributes papers to NFIB principals. Correspondence to the "Community," prepared for the DCI's signature, goes through the Secretariat. It receives PRC papers and FOB papers; it does not handle EAG papers. And, except for NODIS State traffic, it has nothing to do with cables. [DCI Helms cut Ex-Dir White out of cable distribution. DCI Colby saw no need to see cables -- he looked to line management to inform him. DCI Bush looked to Knoche and Knoche had Cord Meyer screening great volumes of cables. Currently, the Cable Secretariat screens cables for the DCI in accord with standing reading requirements; the Operations Center forwards current interest items; and deputy directors send selected items. The DCI and DDCI Special Assistants serve as final filters.] NSC "advisories" are overseen by the Secretariat, but occasionally, follow-on actions to SCC decisions, including Reserve Release actions, are not known, therefore not recorded in the Secretariat.

6. The manually maintained Executive Registry generally gets good marks, but its new chief wants to do some fine tuning. Some file reorganization should produce a quicker subject retrieval capability (e.g. of major subjects discussed by the DCI on his recent NE trip); multiple files, now physically stored in different parts of the room, make retrieval cumbersome. Absence of Restricted Handling cable copy has posed a problem

since no record copy is kept in the Cable Secretariat itself and no copy is received in the Executive Registry; now there is a numbered index card which reflects receipt of such a cable by the DCI, though its subject is not recorded.

7. A loose-leaf follow-up action folder is maintained by the Secretariat. Deadline follow-up, in the past, had its weak points; a more dynamic suspense system is being developed. As a complement to the system, the Secretariat produces the "Director's Daily Journal" and the weekly "DCI Check List." These documents, and the Secretariat system as a whole, received nearly unanimous good marks from the working levels (directorates executive officers) and the O/DCI special/executive assistants. All acknowledged that some fine-tuning would help, save one who thought "tinkering" would be counter-productive. One Community deputy felt that the role of the Secretariat is uncertain. Another felt that much too much paper goes to the O/DCI, instead of being handled by intermediate level managers. No one felt that coordination lapses were deliberate and most who knew of recent near "blind-siding" saw these as human errors, not systematic faults requiring major structural change.

Clarification of Roles and Coordination Policy

8. Obviously fundamental to consideration of improvements are the roles and style of the principal players. Although the DCI, on 17 March 1978, delegated all of his authorities under the law to you, the Community deputies are still in the process of sorting out what that means vis-a-vis their direct dealings with the DCI and, incidentally, how and with whom they coordinate in CIA. The delegation seems quite clear; a rather broad policy statement concerning coordination, particularly of the Resource Management Staff and Collection Tasking Staff with CIA, seems the logical next step.

9. The roles of the General Counsel, the Legislative Counsel and Comptroller in support of the Community deputies were mentioned, in addition to the Executive Secretariat, as areas in which clarification is needed. You are well aware of this debate. It is relevant to the paper coordination process. And there is a particular aspect of Community budget awareness which several mentioned: within CIA, you can stay alert to allotted funding patterns, developing re-programming needs and the like through the monthly Comptroller's meetings with the CIA deputies; it is not clear how, or to what extent, you or the DCI will have similar Community information.

A Chief of Staff

10. The volume and complexity of subjects which require the attention of the DCI and the DDCI as alter ego, caused many of those who were contacted to advocate a Chief of Staff to oversee pulling it all together, stating that, notwithstanding your day-to-day CIA management role and ability to realize CIA coordination, additional assistance is required to ensure coordination with the Community deputies. Those who addressed the

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subject did not see this as a role for either the incumbent Special Assistants or the Executive Secretary.

11. To reduce the political sensitivities, a couple of those interviewed suggested that the more neutral title, Executive Officer (not a decision maker but one who would interpret, package, set deadlines, follow-up) be chosen, to support both the DCI and DDCI. Since such a person could almost never get away, energy, ambition and very broad Agency/Community awareness would be required. It could be that some consolidation or reduction of current DCI and DDCI staff assistants -- or, at least, reduction in duplicative cable and other document handling -- might result. The document control system which he would draw upon would have to be inclusive, and water tight, bringing us close to the HEW model, but with significantly less staff.

SCC Coordination -- A Particular Problem

12. By definition, agenda items for the SCC are among the most sensitive activities with which the DCI or DDCI will deal. Absence of coordination on these items could be particularly awkward. But, the scope of SCC interests has expanded so much that there is not only no paperwork focal point, there is no substantive focal point. The agenda has at least three major functional concerns: covert action; sensitive collection operations, and counterintelligence. The procedure for coordinating covert action (CA) papers, under the rubric of Section 662 of the Foreign Assistance Act, is quite formal and is articulated in internal CIA documents. The focal point is the Chief, DDO/Covert Action Staff. The recent, near "blind-siding" experiences which you recounted which involved CA, seem quite clearly to have been human, not systemic errors.

13. "Sensitive collection operations" are not only hard to define, but range in coordination structuring from intense (COMIREX) to almost non-existent, by direction (highly compartmented and sensitive operations handled by an individual for the DCI). The need to conform with E.O. 12036 and yet avoid specific written review of the most sensitive operations was addressed by the DCI in his 7 January 1978 Memorandum for the President. We understand that this memorandum was approved; if so, it will need to be implemented and a focal point found for this range of activities.

14. Finally, and in one sense, most unclear, is the focal point for SCC Counterintelligence (CI) coordination. As you know, the Director has stated that he wants a multi-disciplined approach toward CI, to ensure inclusion of possible electronic-surveillance, deception, and all relevant aspects. Individual CI expertise exists in a staff member of the D/FM, who to date has drawn most of his support from the DDO/CI Staff. But the DCI concept is broader than that encompassed by CI Staff, or any extant component, leading some to suggest a small staff, perhaps at the NSC level. None of this is new to you, but it does reinforce the complexity of the SCC coordination process. Another suggestion has been appointment of a Special Assistant to the DCI specifically for SCC coordination, in its totality.

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Options

15. Given the range and complexity of Community and Agency activities which the DCI and DDCI must oversee, there is no single system for document control and coordination but there can be a "system of systems." Its permutations are many, three examples of which follow. Knowledgeable people (particularly at the staff assistant, directorate executive officer and Secretariat level), plus a broad statement which addresses policy coordination among the six deputies, are fundamental to any selected permutation.

a. Level One Change

- Issue a policy statement on coordination, particularly that involving the "Community deputies" with the CIA deputies.
- Tighten discipline in two-way paper flow through the Executive Secretariat by DCI fiat.
- Ensure recording in the Secretariat of the existence of very sensitive documents which the DCI decides must be handled as exceptions.
- Re-emphasize the role of the Executive Secretary in setting deadlines and ensuring effective follow-up, and assign to him coordination responsibility across directorate lines.
- Designate focal point officer(s) for SCC coordination on "sensitive collection" and counterintelligence items.
- Undertake Executive Registry file reorganization and procedural changes to fine tune the mechanics of the system.

b. Level Two Change

- All of the Level One changes.
- Addition of NFIB and EAG paper coordination role.
- Creation of position of Special Assistant for SCC matters, supporting both the DCI and DDCI (with possible reduction/consolidation of current staff assistant structure in O/DCI).

c. Level Three Change

- All of Level One and Level Two, except creation of a Chief of Staff, or Executive Director position instead of the SA/SCC.
- Restructuring the Executive Secretariat, in support of the Chief of Staff, with a deputy for administration (present [redacted] role), and a deputy for communications (present Ben Evans role), and a deputy for substantive coordination (no


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such position extant), the latter including a 5-6 man staff including legal, Community, S&T, analytical and clandestine experience.

Recommendation

16. The Task Force, concluding that policy coordination clarification will determine the specifics of document coordination, opts for the Level Three changes.

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Chairman, Coordination Task Force

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ROUTING AND RECORD SHEET

SUBJECT: (Optional)

FROM: Chairman, Coordination Task Force
6E19 Hqs

EXTENSION
4470

NO.
DATE
25 April 1978

TO: (Officer designation, room number, and building)

DATE
RECEIVED FORWARDED

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. DDA
7D18 Hqs.

MAY 1978

J

MTG SUBJ: Coordination Task Force

2. ADDA (fyi)

12 MAY 1978

W

DATE: 3 May 78

TIME: 1500 hrs

PLACE: 7D 6011 Hqs

3. ATTENDEES: Messrs. Carlucci,
Blake, [REDACTED]

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