

15 March 1976

MEMORANDUM FOR: Acting Deputy to the DCI for the Intelligence
Community

SUBJECT : DCI, CFI, and CIA Responsibilities

1. Attached is a package of proposed arrangements for the General Counsel, Legislative Counsel, Inspector General, and USIB Security Committee, and for handling certain of the DCI's responsibilities by these offices and organizations. Once I have your comments, I will draw up an options package for the DCI. We have not addressed the CIA Comptroller here. His role will of course be an Agency one, but its definition depends on the relationship worked out between the DCI and his Agency Deputy.

2. Relating to many of the same questions, the ADD's have discussed the allocations suggested in the attachments of DCI/IC 76-2918. This memorandum expands and supplements my initial short memorandum to you of 5 March.

3. Under CFI responsibilities we note:

-- Nothing is said about reprogramming under Item 1. Perhaps there should be a lg.

-- Item 2b appears inadvertently to limit allocation of R&D resources to collection.

-- Item 2c(1) is really a sub-question of 3a(4).

-- Item 2c(2), while not mentioned in the Executive Order for security reasons, clearly falls under the DCI's responsibilities for regulating arrangements with foreign services, and not under CFI.

-- It is not clear what is meant by 2c(3). Is this a question of propriety or of resource allocation? If the former, it is an IG/Oversight matter; if the latter, it falls between the CFI and the CCP manager.

-- Item 2d(1) relates directly to DCI responsibility xv.

-- Item 2d(3) suggests a larger role for the CFI in the affairs of program managers and organization heads than is probably meant. If it means allocation of production resources to these organizations on, say an annual basis, we would have no problem.

-- Regarding Item 3a(2), it would appear appropriate for an IC evaluation organization to do this, but we would like a somewhat fuller expression of what you have in mind.

-- Item 3a(3) is, as you note, a problem for a General Counsel, but not necessarily for the DCI's General Counsel. Item 3a(6) is not primarily for the General Counsel. Neither of these in any case is a CFI problem.

-- Should there be an Item 3b defining the organizational components of the Community as they relate to the NFIP?

-- As noted in my first memo, we are not sure what Item 5 means. If this refers to NSCID's and such NSDM's as relate to Intelligence Community operations and management, then it would appear an appropriate CFI responsibility. On the other hand, it might be talking about compliance with Section 5 of the Executive Order. An inquiry to Cargill and Hardy might shed some light.

4. In regard to DCI responsibilities:

-- Item ivB is assigned to the IC Staff. Requirements would appear to be part of the national production package. Priorities, on the other hand, relate more to resources and to the responsibilities that we agree belong to the CFI. CIA should have at least a peripheral role here, too. In any case, the relative roles of ICS, DCI Committees, and a USIB replacement will need to be better defined.

-- We believe that Item vi should be handled by a DCI committee chaired by the DCI's IG, and will be sending you a proposal to this effect for comment.

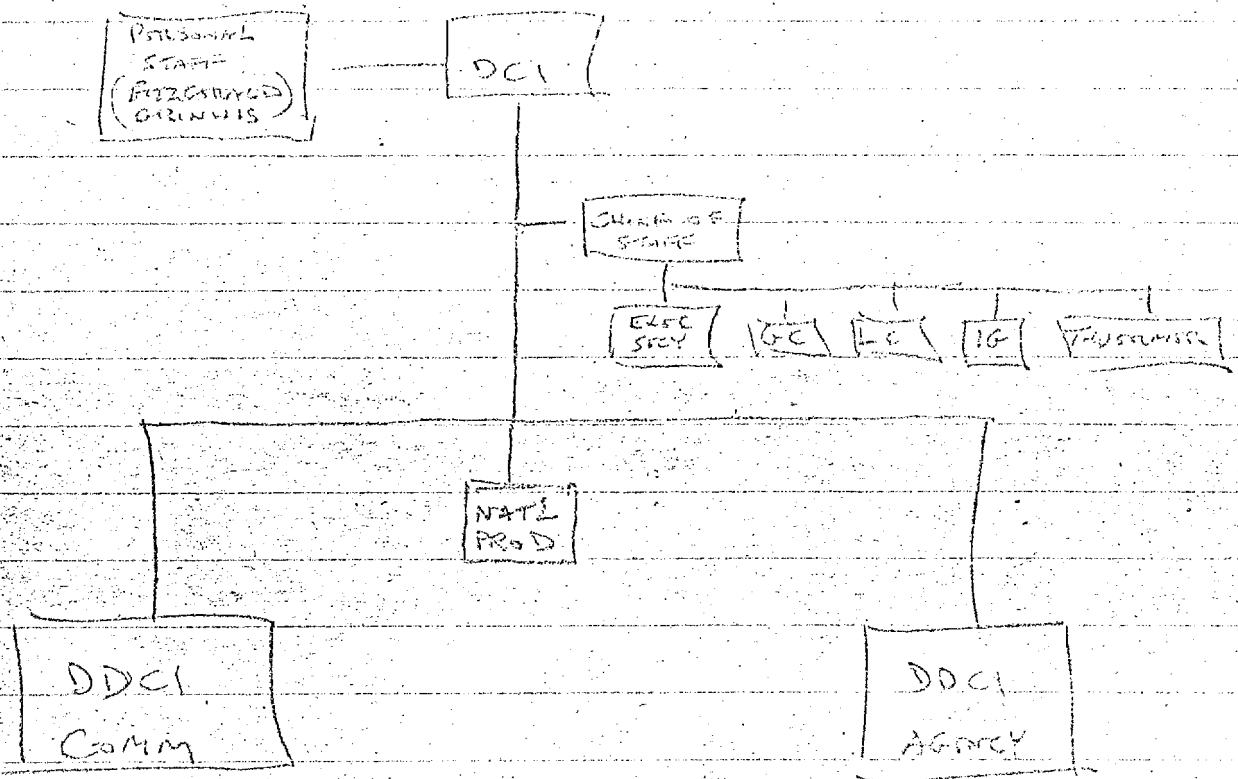
-- The same proposal applies to Item ix.

-- It would be clearer if you broke Item xiA into two sections, one dealing with management matters and the other with substantive briefings.

-- Under Item xiv, CIA should have a small "x"; the DCI as head of CIA might want to set up such Committees peculiar to CIA's activities.

-- Item xv needs an "X" under CIA if we are not to be precluded from consulting consumers about our own product. Also a broader question: There clearly has to be a product review function independent of the producers, and in the real world I expect this to end up in the IC Staff. The Executive Order, however, appears to lodge this function in the NSC's 6-monthly reviews and therefore in the NSC Staff.

RICHARD LEHMAN



Chief of Staff

- Holds fort for DCI
- Gets and interprets decisions for senior officers
- Coordinates between Deputies and among staff
- Fact-finds and trouble shoots
- Manages special projects as necessary
- Advises DCI across full range of his responsibilities
- Represents DCI as directed

PROD (NIO's and/or Board of Reveiw)

- Produces national estimative intelligence (Model I)
- Provides substantive support to the DCI and DD/Community (Model I)
- Advises the DCI on Community substantive matters
- Provides Community producer-consumer and producer-collector liaison
- Directs (whatever organization is called)
- Is responsible under the DCI for the following of his responsibilities as listed in NSCID 1: _____

COS

- Coordinates all activities in support of DCI
- Manages Office of DCI
- Provides legal, legislative, and IG services to DCI, DD/Community and DD/CIA
- Represents DCI as directed
- Manages special projects as directed
- Facilitates communication among the DCI, DD/Community, DD/CIA and national production mechanism
- Is responsible under the DCI for the following of his responsibilities under NSCID 1: _____

PROD (NIO's and/or Board of Reveiw)

- Produces national estimative intelligence (Model I)
- Provides substantive support to the DCI and DD/Community (Model I)
- Advises the DCI on Community substantive matters
- Provides Community producer-consumer and producer-collector liaison
- Directs (whatever organization is called)
- Is responsible under the DCI for the following of his responsibilities as listed in NSCID 1: _____

COS

- Coordinates all activities in support of DCI
- Manages Office of DCI
- Provides legal, legislative, and IG services to DCI, DD/Community and DD/CIA
- Represents DCI as directed
- Manages special projects as directed
- Facilitates communication among the DCI, DD/Community, DD/CIA and national production mechanism
- Is responsible under the DCI for the following of his responsibilities under NSCID 1: _____

PROD (NIO or whatever)

- Provides secretaries^{at} for NFIB ? Maybe DDC (in any event, a fairly minor detail)
- Produces national estimative intelligence
- Provides substantive support to the DCI and DDC
- Advises the DCI on Community substantive matters
- Directs (whatever organization is called)
- Is responsible under the DCI for the following of his responsibilities as listed in NSCID 1: _____
- (- Coordinates activities of and provides staff support for certain DCI Committees) ?

COS staff

- Coordinates all activities in support of DCI
- ~~Directs~~ ^{Manages} Office of DCI
- Provides legal, legislative, and IG services to DCI, DDC and DDA
- Represents DCI as directed
- Manages special projects as directed
- Facilitates communication between the DCI and DDC, DDA, and D/PROD
- Is responsible under the DCI for the following of his responsibilities under NSCID 1: _____

DDC

- Is principal Deputy to the DCI
- Is Vice-Chairman and Executive Secretary of CFI
- Directs the IC Staff
- Makes recommendations ^{NFIP} on programs and budgets to the CFI & maintains **data re NFIP.**
- Monitors implementation of CFI decisions by program managers
- Advises DCI on Community matters, other than substantive
- Coordinates activities of and provides staff support for (some? all?) DCI Committees **and for DCI as chairman, USIB follow-on.**
- Is responsible under the DCI for the following of his responsibilities as listed in NSCID "1" (Ober Draft of 23 March): _____

(Handwritten signature/initials in a circle)

DDA *agency*

- (- Provides substantive support to the DCI and DDC?)
- Is Vice-Chairman and Agency member of NFIB **(USIB follow-on)**
- Directs the Central Intelligence Agency **and its various functions**
- Acts as program manager for the CIAP
- Is responsible under the DCI for the following of his responsibilities under NSCID "1": _____
- Produces national current intelligence
- **Produces finished intelligence on foreign political, military, economic and scientific developments.**

Clandestine

SET

PST

DD/Community

- Is principal Deputy to the DCI
- Is Vice-Chairman and Executive Secretary of CFI and NFIB
- Directs the IC Staff
- Makes recommendations on NFIP programs and budgets to the CFI and maintains data on NFIP
- Monitors implementation of CFI decisions by program managers
- Evaluates programs and products of NFIP
- Advises DCI on Community matters, other than substantive
- Coordinates activities of and provides staff support for all DCI Committees except _____
- Is responsible under the DCI for the following of his responsibilities as listed in NSCID "1": _____

DD/CIA

- Is Agency member of NFIB
- Chairs _____ (Model II)
- Provides substantive support to the DCI and DD/Community (Model III)
- Directs the Central Intelligence Agency
- Performs the functions assigned to the Central Intelligence Agency under E.O. 11905

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- Acts as program manager for the CIAP
- Is responsible under the DCI for the following of his responsibilities under NSCID "1: _____

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DD/Community

- Is principal Deputy to the DCI
- Is Vice-Chairman and Executive Secretary of CFI and NFIB
- Directs the IC Staff
- Makes recommendations on NFIP programs and budgets to the CFI and maintains data on NFIP
- Monitors implementation of CFI decisions by program managers
- Evaluates programs and products of NFIP
- Advises DCI on Community matters, other than substantive
- Coordinates activities of and provides staff support for all DCI Committees except _____
- Is responsible under the DCI for the following of his responsibilities as listed in NSCID "1": _____

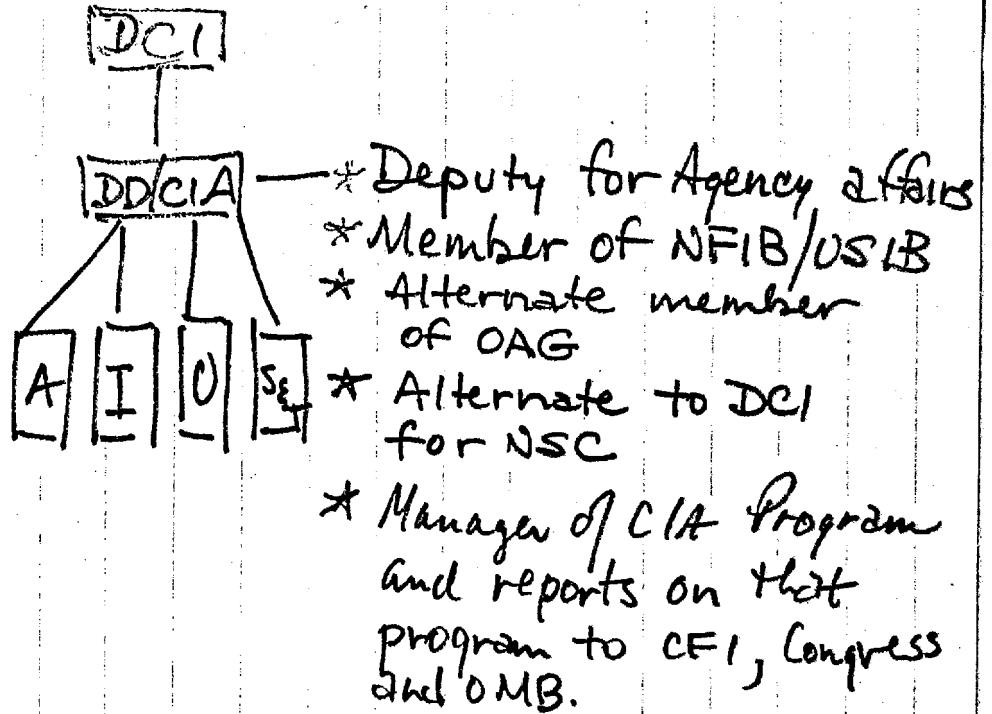
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- Is responsible under the DCI for the following of his responsibilities under NSCID "1": _____

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National Security Act:

"...it shall be the duty of the Agency, under the direction of the National Security Council...to correlate and evaluate intelligence relating to the national security...Departments and other Agencies of the Government shall evaluate, correlate... departmental intelligence."

E.O. 11905:

"The DCI will...supervise production and dissemination of national intelligence...Promote the development and maintenance by the Central Intelligence Agency of sources of Common Concern... including...national level intelligence products."

"CIA will...produce and disseminate foreign intelligence relating to the national security...to meet the needs of the President, the National Security Council, and other elements of the United States Government."

"Senior Officials of the Intelligence Community shall...contribute in areas of [their] responsibility to the national intelligence products produced under auspices of the Director of Central Intelligence."

National Production System

Any system must:

- Provide substantive advice directly to DCI
- Retain NIO's in staff functions
- Provide collegial review of national production
- Provide clear lines of responsibility for production
- Maintain close links between current and estimative production
- Provide systematic substantive input to ICS for CFI's resource decision process. (Note: This function is much more important now that CFI has been established; a strong two-way link between production and resources will be the key to CFI's success.)

Model I meets these requirements as follows:

- NIO's provide advice as at present
- NIO's perform staff functions as at present
- Collegial review can be provided several ways
- Lines of responsibility remain ambiguous
- Current and estimative are under separate systems
- Input to ICS can be provided only if individual NIO's are integrated into larger structure and given additional staff support

Model II meets these requirements as follows:

- Board of Review and/or NIO's provide advice
- NIO's perform staff functions
- Collegial board constituted in various ways
- Lines of responsibility through Steering Group clear, but cumbersome; NIO's have less control over product
- Current and estimative still separate
- Steering Group becomes mechanism for input to ICS

Model III meets these requirements as follows:

- Collegial board and/or NIO's provide advice to DCI
- NIO's perform present staff functions
- Collegial board constituted in various ways
- Clear lines of responsibility through DD/CIA as Community production manager, but less NIO control; diminished Community role balanced by placing NFIB under DD/Community as Vice-Chairman
- Current and estimative closely integrated
- DD/CIA organizes Community input to ICS

DD/Community as Chairman, NFIB

Arguments for:

- It is a Community function
- DD/Community is to be senior deputy
- Commitment to Murphy

Arguments against:

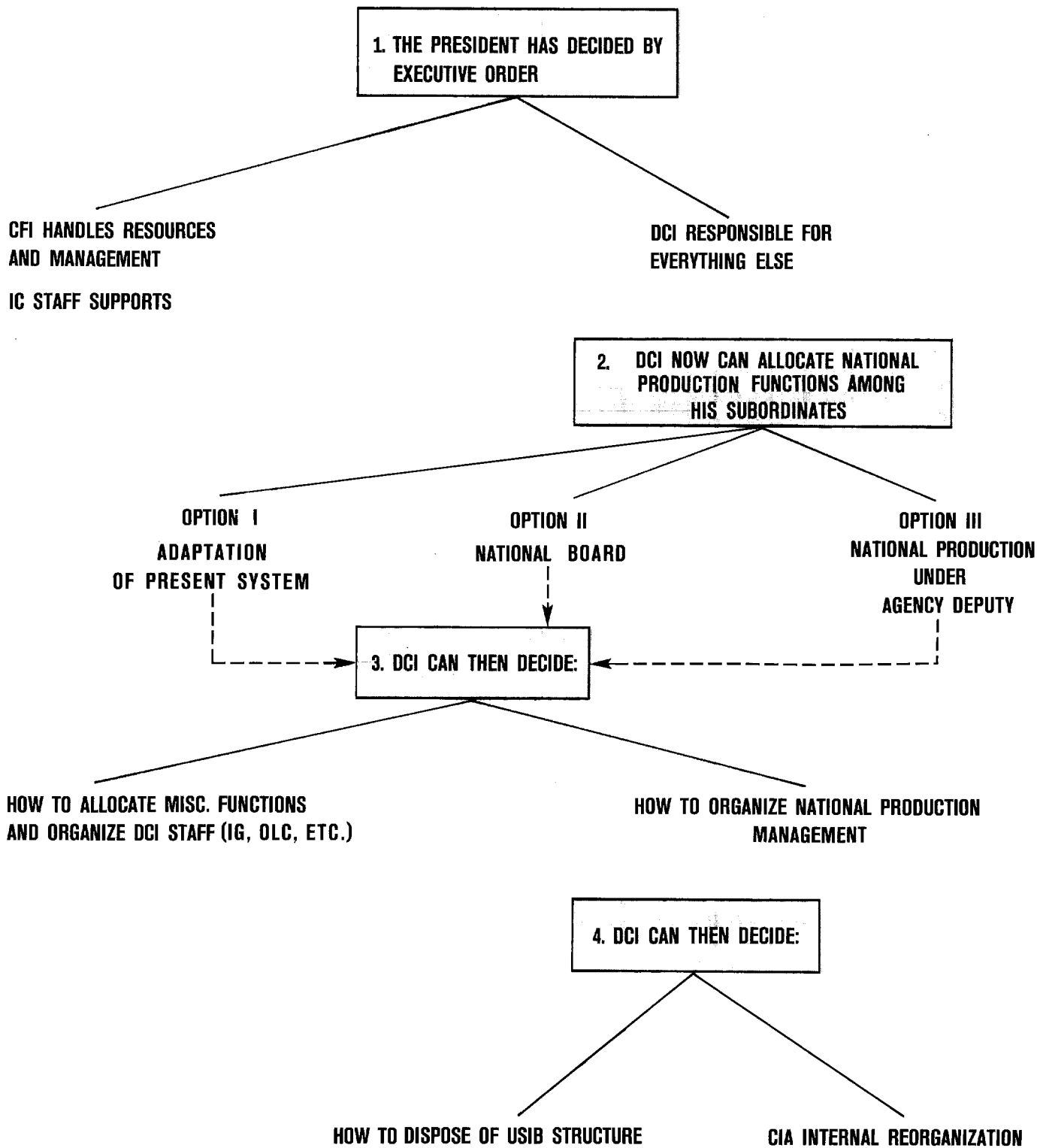
- Further down-grading of CIA, especially when combined with Production Model I
- Congressional opposition to running NIE's through "military-dominated" body

Solutions:

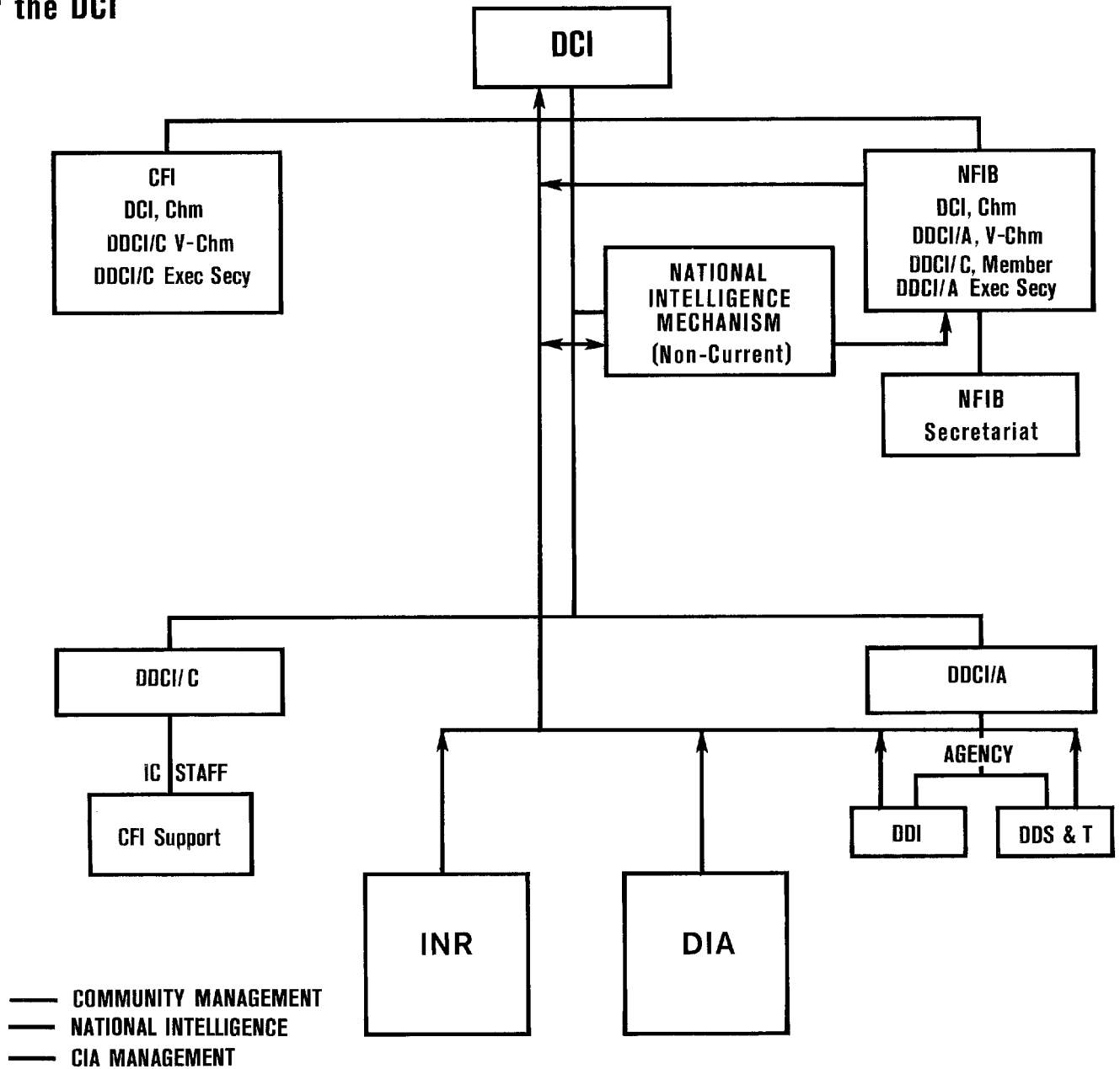
- Create separate production-only board with DD/CIA as vice-chairman
- Create "working group" under NFIB to handle production, with DD/CIA as chairman, and combine with Production Model II
- Arrange for DD/Community to yield chair to DD/CIA when estimates are considered, preferably in combination with Production Model II
- Go to Production Model III

THE DECISION SEQUENCE

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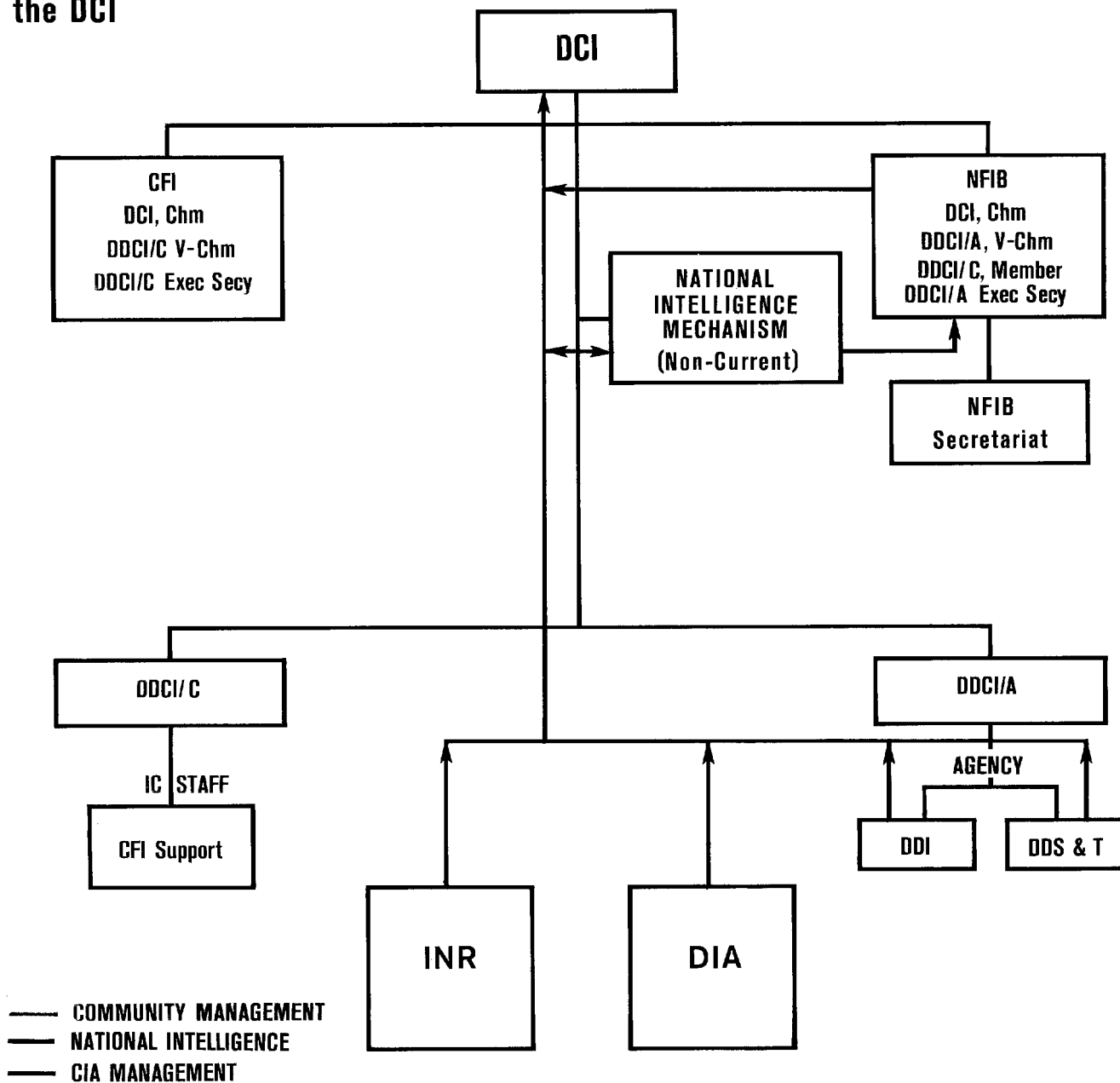


National Intelligence Production under the DCI



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National Intelligence Production under the DCI



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Estimative Papers

November 1973 - April 1974

NIO's Chaired	27	
CIA Chaired	7	
DIA Chaired	4	
INR Chaired	2	

NIO's Drafted	1	
CIA Drafted	19	and collaborated with NIO on 1; DIA on 5; INR on 3, for a total of <u>28</u>
DIA Drafted	8	
INR Drafted	3	