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ORIS

OFFICIALLY RELEASED INFORMATION SYSTEM

SYSTEM CONCEPT

PREPARED BY

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- SOW

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1. BACKGROUND

Over the past several years there have been at least three major reviews of the need to establish an automated system that would enable the Agency to know precisely what CIA information has been placed in the public domain; to give Agency officials the capability to readily determine what CIA information has been officially released and the circumstances of the release. Concern over this subject dates back to the mid-1970s and was last restated by the Executive Director in September 1983. Earlier attempts to come to grips with the problem either faded away or ended with a recommendation against attempting development at that time. Separate efforts led to the development of limited, parochial systems in the Directorates of Administration and Operations. This proposal which is mindful of the frustrations and problems encountered during the previous attempts to establish an Agency-wide system and the technological advancements made since those times, is intended to serve as a basis for determining whether the system should be developed at this time.

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2. SYSTEM PURPOSE

Within the limitations set forth in paragraph 3, the purpose of the system is to:

- a. enhance the capability to ensure that current, ongoing information releases are not damaging to intelligence sources or methods. Such damage can occur if information is released blind; that is, without benefit of knowing if similar or related information was released before and with no knowledge of how one release may be adding to information contained in others (the mosaic effect). The protection of intelligence sources or methods is required by law.²
- b. enhance the capability to analyze the aggregate of released information on a specific entity, subject, or area of the world to determine the extent to which intelligence sources or methods have been compromised (damage assessments).
- c. enhance the capability to ensure that CIA information previously officially acknowledged³ will not be improperly withheld from release.
- d. further facilitate the processing of Freedom of Information Act (FOIA), Privacy Act (PA), Executive Order (EO) 12356 Mandatory Review, and manuscript review requests.
- e. enhance the capability of Agency researchers and classification analysts to determine what information on a particular subject has been officially released to the public.

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- f. enhance the capability to determine the veracity of media and other public statements that are stated or implied to be based on official Agency information releases.
- g. enhance the capability to determine whether documents alleged to have been released by CIA are real or counterfeit.
- h. replace two existing automated systems, PICDOC and DECAL (see paragraphs 11a and b), and possibly a third, a Public Affairs Office system (see paragraph 11c), with one system that will provide greater utility to the users.
- i. reduce manpower costs in Agency components by satisfying requests submitted by the public through the ORIS database managed by the Information and Privacy Division, O/DDA.

3. SYSTEM CONTENT

STAT a. Except for releases authorized by the CIA National Security Classification Guide the system will record all officially released CIA information that:

- (1) was previously classified, or
- (2) is part of the content of a classified, previously classified, or classifiable⁴ CIA record, or
- (3) pertains to the CIA mission, functions, or organizational structure, or
- (4) pertains to any aspect of intelligence sources or methods, or
- (5) is part of the content of a record of another Government

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entity, and is classified, previously classified or classifiable, and the CIA is identified or identifiable as the source.

- b. The system is intended to record all intelligence-related information that has been officially acknowledged by the Agency. Such official acknowledgments may be in the form of, but are not limited to:
- (1) releases under the FOIA, PA, and mandatory review provisions of E.O. 12356,
 - (2) officially sanctioned speeches,
 - (3) media releases,
 - (4) affidavits and judicial and congressional testimony,
 - (5) material declassified and released outside the Agency, and
 - (6) material prepared for elements of the private sector.
- c. In order to best support the FOIA, PA, and mandatory review program, the system will also record correspondence between IPD and a requester. Recording this correspondence will keep each component up-to-date as to what is happening with the request without having to handle and file paper copies of the correspondence--a particularly troublesome task since there are hundreds of cases in process on any given day.
- d. In order to support document retrieval and the ability to compare different sanitized versions of the same document, the system will record some classified or otherwise non-releasable document citations. Such citations may be entered only with the approval of the originating component and access to them will be restricted (see paragraph 4d).

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- e. To warn users of inadvertent or "special circumstance" releases, the system will provide for a cumulative, updatable comment line. Such a comment line could appear as part of the second terminal display during the search process (see paragraph 4e).
- f. Other elements of the system are available from an examination of the PICDOC and DECAL systems (see paragraphs 10a and b). Copies of PICDOC and DECAL input forms are attached and a DECAL users manual is available in IPD/O/DDA.
- g. While there are other related information disclosures that are of concern and may warrant recording in an Agency-wide automated system (unauthorized disclosures, document releases to investigative bodies, private sector manuscript approvals and denials, etc.), the users of, contributors to, and the purpose for such a system or systems would be different from the system being proposed. The requirements of each, however, may be sufficiently alike that such related disclosures could be included in subsystems or sister systems to the one being described.

4. GENERAL SYSTEM CAPABILITIES

- a. The majority of system users (FOIA/PA analysts, etc.--see paragraph 6) perform analytical functions that are complex and time critical. In order to better support their functions, previously released information should be at their fingertips; that is, readily available within seconds and in the form in which it was

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released. Anything less will frustrate the analytical process and reduce the use and value of the system.

- b. One way to rapidly bring the material to the user is to digitize released material and store it on magnetic media or optical disks in such a manner as to permit an image of the material to be displayed on a terminal or special screen. Scanning an image into digital form would almost entirely eliminate a need for keying document texts; allow such things as pictures, graphs, handwritten notes, signatures, etc. to be captured, and produce an enhancement of poor-quality originals. A disadvantage to using digitized images is the relatively large amount of storage space and the high resolution (number of pixels per square inch) required of the document display screen.
- c. A comprehensive indexing and retrieval system will be needed to access the released information data. The system must permit retrieval based on the input of data that would normally not be indexed into other Agency systems as well as the data that would be indexed. Some information in a given document, such as the document number and dates, may not be released and, therefore, may not be subject to indexing. The user should be able to retrieve any stored information from the system that matches any combination of the data he or she is seeking. The system must be logical and simple--the users will neither be indexing specialists nor trained in detailed retrieval techniques. Imaging technology, which is needed for most types of materials that would be recorded in

ORIS, requires that indexing be accomplished manually. However, individual character recognition, which gives a full text search capability, may also be necessary if the Public Affairs Office system (see paragraph 10c) is replaced by ORIS.

- d. The system will be capable of recording all document numbers regardless of whether the documents have been released to the public and, in the case of those not released, system access (for compartmentation and need-to-know reasons) can be restricted to the originating component. The recording of nonreleased document numbers will be at the option of the originating user and not required by the system.
- e. Following a search on a subject or on a specific document, the system should display a listing of any reference(s) found. The listing should provide enough basic information concerning the reference--such as the document symbol and number (unless suppressed for compartmentation reasons), its date, the type of document (report, letter, speech, cable, affidavit, etc.) and the reason for release (FOIA, media statement, litigation, etc.)--to enable the user to cull out references of no interest. Following the selection of those of continued interest, the culling-out process should continue by the system displaying all information captured on each reference during the indexing process (keywords, locations, individuals' names, analyst's

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comments, etc.). If any references still appear to be of interest, the system should display the text of the material as it was actually released. Following a review of the textual release, the user should be able to print out any references, or portions of references, needed.

- f. To prevent possible violations of the Privacy Act, information processed under the act must be restricted to those components or individuals authorized access to the full-text or sanitized versions of the original records. For the same reason, the system must have the capability of restricting access to any derogatory information on a U.S. person, regardless of whether the information was processed under the Privacy Act.
- g. Many other system capabilities (i.e. listing the information recipient, the authority for release, any disclosure law exemptions, any case number, etc.) can be obtained from examining the combined capabilities of the PICDOC and DECAL systems.

5. SYSTEM SIZE

- a. By 1990 the system will need to provide for 500 to 700 thousand pages maintained on-line (25 to 35 gigabytes of storage at 50 thousand bytes per page). The bulk of the information will need to be maintained (subject to the approval of the Archivist of the United States) for up to 30 years from the date released. This would require up to a 66 gigabyte system. To allow for expanding requirements, however, a system of 75 to 100 gigabytes should eventually be sought.

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- b. The 500 to 700 thousand figure was derived from (1) the current number of released documents in PICDOC (approximately 82 thousand) at an estimated three to four pages per document, (2) one-half of the content of the DECAL system (approximately 12 thousand documents or 59 thousand pages), which assumes that one-half of DECAL is also contained in PICDOC, and (3) an estimated 20 thousand documents (again at an estimated three to four pages per document)--primarily from the Directorate of Intelligence, Directorate of Science and Technology, and the DCI Area--that are not recorded in any automated system. Based on these figures, an estimated 33 thousand to 44 thousand pages of information (up to 2.2 gigabytes) have been released per year since the Agency began releasing information in volume in mid-1974.
- c. The above figures will be altered significantly, however, if the system is not scheduled for development within the next few years. A relatively small amount of pertinent information has already been destroyed, but significantly larger amounts are scheduled to be in the near future. If approval to begin on the system is obtained, such destruction can be avoided.

6. SYSTEM USERS

- a. Users will be located Agency-wide and will consist of:
- (1) Information Review Officers,
 - (2) FOIA/PA/E.O. 12356 analysts,

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- (3) public manuscript reviewers,
- (4) classification analysts, and
- (5) DI analysts.

b. The following is the estimated number of frequent users by major organizational level. The overall total approximates 100.

(1) DCI - 5

(OLL - 1)

(PAO - 1)

(Other - 3)

(2) DA - 18

(DDA/IPD - 10)

(Other - 8)

(3) DI - 15

(4) DO - 42 to 50

(FPLG/IRB - 30 to 35)

(FPLG/ALB - 12 to 15)

(5) DS&T - 7

(one in each office plus the IRO)

7. SYSTEM EQUIPMENT

There are several types and configurations of equipment that would meet the requirements of this system. The following list is one possibility, and the architecture of a system using the hardware described is outlined in an attachment to this document.

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- a. Terminals: The system must be compatible with the standard Agency Delta Data or its replacement. The individual components will be responsible for obtaining any terminals or printers they require.
 - b. Central Computer: The system will use and must be compatible with OIT's mainframe in the Center.
 - c. Scanner: In order to keep manpower costs to a minimum and to best support the system, the scanner must be able to rapidly image a document and provide for the enhancement of those of poor quality.
 - d. High-Resolution Document Display: A high-resolution device is required because standard terminals do not have the resolution needed to effectively display documents digitized by an imaging scanner.

8. SYSTEM DEVELOPMENT

- a. It is proposed that the system be developed by the Information Technology Branch, Information Resources Management Division, OIT with participation from each of the directorates and the DCI area. Given their experience and heavy involvement in this area, DO/IMS should be involved in each major step of the design phase.⁵ The Director of Information Technology would be responsible for overall direction and funding. The completed system would be offered to the other members of the Intelligence Community with a view toward eventual linking to form a Community-wide system.⁶

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- b. The preparation of the System Development Plan and the Detailed System Requirements would be the responsibility of the Information Technology Branch (ITB), Information Resources Management Division, OIT.

9. SYSTEM CLASSIFICATION

Individual releases recorded in the system will be unclassified; the releases in the aggregate will be classified Confidential per National Security Classification Guide (NSCG) item Under NSCG item the system in its entirety will be classified Secret due to the presence of document citations that warrant that level of protection.

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10. RELATED SYSTEMS

- a. PICDOC: is an off-line system used by the Directorate of Operations to record document decisions made as the result of FOIA, PA, and mandatory review requests from the public as well as special litigation cases. The system, which uses NIPS software, was also originally intended to retrieve previously released documents from case files that could then be used as aids in the processing of current cases.

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As the number of documents and cases grew, however, PICDOC became too unwieldy and time consuming to use for this purpose. As of mid-May 1984, 81,678 released documents were recorded in PICDOC. Although PICDOC does not record the number of pages released, at an average of three pages per document there would be about 245,000 pages of material that have been released from the DO over the past thirteen years (since 1974). A copy of a PICDOC input form is attached. ORIS should be viewed as an enhanced successor to PICDOC as well as DECAL.

- b. DECAL: is an on-line GIMS system used by the Information and Privacy Division (IPD/O/DDA) over the past six or seven years to record documents of general interest that have been released, either in declassified or sanitized form, as a result of FOIA and mandatory review requests from the public. Very few PA releases have been included in DECAL over the years because of privacy considerations. Information that is believed to be of interest to the general public has been indexed into the system, filmed, and used by IPD to satisfy like requests when they occur and to serve senior management in reviewing adverse media coverage and to answer other questions arising from released material. In addition to indexing through keywords, DECAL uses three digit subject and geographical area codes that are very difficult for other than indexing specialists to use.

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Recently, IPD began to index and film the releases from all FOIA and EO cases, regardless of their content, and will begin to include the releases from PA cases when resources become available. As of March 1987, 16,000 documents (150,000 pages) were recorded in DECAL. A copy of a DECAL input form is attached and a users manual is available in IPD/O/DDA. As with PICDOC, ORIS should be viewed as much enhanced successor to DECAL.

- c. Public Affairs Office (PAO) System: an off-line system that uses the Rapid Search Machine (RSM) in OCR. Typically, when information is needed a call is made to OCR where the proper tape is loaded into the RSM and a printed copy of any responsive material is provided to PAO for release to the requester. The RSM is capable of doing a full-text search of the tapes for responsive information (no indexing is required) but, as a prerequisite to this, all texts are being manually keyed into the system by PAO. About four keying hours per week are required to keep PAO information current. The system records all public statements made by the DCI and DDCI and is most often used to satisfy FOIA requests. It is also used to help prepare speeches for the DCI and DDCI, to answer questions as to what they have stated in the past and the circumstances, and to respond to media questions.

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There currently are 15 (800-bits-per-inch) tapes of data in the system. Only two are devoted to public statements; the remaining 13 contain the texts of the Rockefeller Commission and Church Committee Reports.

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Whether all or part of the PAO system should be replaced by ORIS must be the subject of further study. If it is replaced, the use of individual character recognition to provide the capability for full text searches (vice imaging technology and manual, keyword indexing) may be necessary to satisfy PAO's requirements.

- d. Office of Legislative Liaison (OLL) System: OLL has a system similar to PAO's (see preceding paragraph) that also uses the Rapid Search Machine in OCR. The system is used to record only classified Agency testimony before Congress and, therefore, no material from this system would be eligible for recording in ORIS. About 48 keying hours per week are currently needed to keep OLL information up to date; there are four tapes of data in the system.

11. SYSTEM OPERATION

- a. Based on the information collected to date, it appears logical for the system to be operated centrally; that is, for all material to be recorded and indexed at one central point. And, because the bulk of officially released information (FOIA, PA, and EO review responses) pass through IPD and CRD, it would seem logical for the central location to be in IPD.

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With some regulatory changes, information outside FOIA channels could be routed to IPD via the directorate and DCI area Information Review Officers.

- b. To maintain quality and to provide the capability to gradually pick up information previously released over the years, at least four individuals would be required to run ORIS. This cost in personnel would eventually be offset in part by the reduction in personnel that would take place as the result of the replacement of PICDOC and DECAL. To support and keep these systems current, PICDOC and DECAL together currently require the approximate equivalent of two people full time (an additional full-time person for DECAL is, however, being sought by IPD).
- c. Data base management would be handled by the Information Technology Branch/IRMD/OIT.

12. RELATED APPLICATIONS

The proposed equipment can also be used with the following programs:

- a. RIMS: is a Nomad-based system and is used by the Classification Review Division (CRD/DDA) to record questionable or controversial classification decisions made on information denied or provided to the public.

The recorded items are categorized according to the Agency's National Security Classification Guide and may be recalled to show what action was taken to release or withhold information.

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These precedents are primarily used to assist analysts making new classification decisions, but the system may also be used to determine what questionable or controversial information has been released or withheld on more general subjects

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The system is eventually intended to cover all CIA material in the public domain, regardless of whether the information constitutes an official acknowledgment by the Agency. ORIS would serve as a source of basic information for RIMS. The records identified for RIMS could be scanned by using the Palantir. The Palantir is a Compound Document Processor (CDP) by Palantir Corp., which features an "omnifont" character and image recognition capability. Additional comments by the reviewing officials could also be added to the existing record. Presently, all documents are typed into the system, which is a very labor-intensive effort. Full-text retrieval would eliminate the need for an indexing system presently used by RIMS.

- b. DARE: is an off-line system used by CRD to record the decisions made during the systematic review of permanent Agency records for declassification in preparation for their eventual transfer to the National Archives and Records Administration. If a new systematic review or historical access program is implemented within the Agency, ORIS could serve as a source of information for DARE.

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- c. Regulations Policy Division (RPD) would also be able to use the Palantir. All Headquarters Handbooks and Regulations would be scanned; and the data could be transferred to the mainframe whereby users would have the capability of reviewing these documents on-line. The documents would require relatively little effort maintenance on part of RPD.
- d. Palantir equipment would be able to assist the Records Center with reducing their paper holdings. A test bed project could be implemented to identify permanent records that have little if any recall activity. These documents could be scanned in by the Palantir and stored in an acceptable media as required by the United States Archivist.

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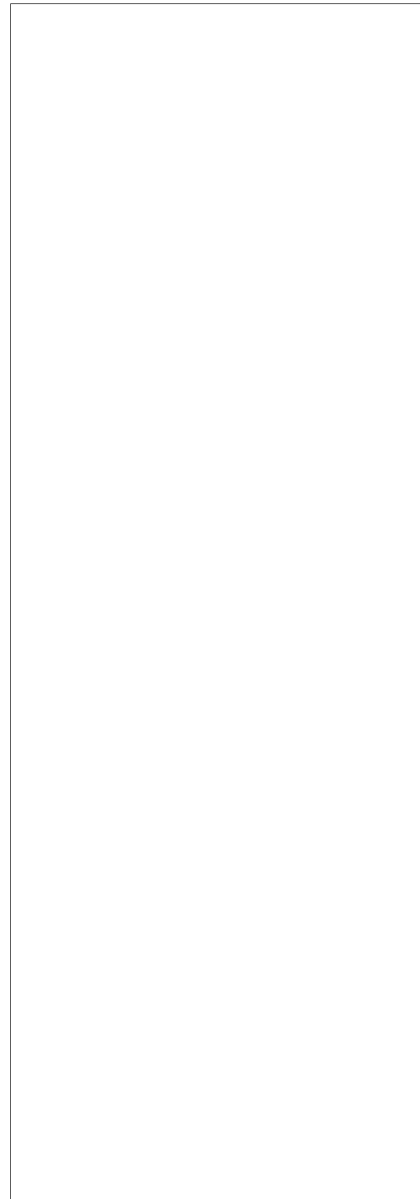
13. SYSTEM COST

Phase I

Stand-Alone System

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- Palantir (Tempest)
- NEC high-resolution scanner
- Quadrum Advanced Graphics Adapter
- Scanning Front & Back
- Operating Software
- Search Engine --
 - Personal Librarian (1 per PC)
- SSI Library
- Shipping & Training
- Laster Printer (Tempest)
- Supplier
- Software Development
 - Support - 40 hrs.
- Palantir Maintenance (per year)
- Soft Maintenance
- Data Conversion (to be determined)



TOTAL:

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GENERAL SCHEDULE

- | | |
|---------------------|--|
| FY 88
(5 months) | - COMPLETE SYSTEM DEVELOPMENT PLAN
COMPLETE REQUIREMENTS DOCUMENT
COMPLETE DETAILED DEVELOPMENT SCHEDULE
BEGIN EQUIPMENT ASSESSMENT |
| FY 88
(7 months) | - COMPLETE EQUIPMENT ADAPTATION
SYSTEM TESTING |
| FY 89 | - FULL OPERATING CAPABILITY (STAND-ALONE) |

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FOOTNOTES

1. ORIS (Officially Released Information System) is a proposed name for the system and is Latin for "of the mouth." ORIS is intended to capture what the CIA "says" as other systems capture what the CIA collects through its "eyes and ears."
2. By law, the Director of Central Intelligence has the responsibility for protecting intelligence sources or methods from unauthorized disclosure (section 102(d)(3) of the National Security Act of 1947). In furtherance of this responsibility, the DCI is also authorized to protect from unauthorized disclosure the "organization, functions, names, official title, salaries, or number of persons employed by the Agency" (section 6 of the CIA Act of 1949).
3. "Officially acknowledged" or "officially released" information as used in this document means information sourced to and acknowledged by the CIA that has been disclosed to the public by an Agency official who was properly executing his or her responsibilities under the authority of Agency regulations.
4. Classified information is information or material owned by, produced for or by, or under control of the U.S. Government that has been determined pursuant to an Executive Order to require protection against unauthorized disclosure and is so designated. Classifiable information is information that meets the substantive tests for classification under the current Executive Order (EO 12356), but which has not been previously designated as classified pursuant to Executive Order procedures.

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STAT 5. This statement was added as the result of a meeting on ORIS with DC/IMS/DO, and members of his staff on 27 August 1984.

6. This requirement was stated by Mr. McDonald, the A/DDA, during the briefing on ORIS provided to Mr. Fitzwater, the DDA, on 30 August 1984.

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