

14 December 1981

NOTE FOR: DCI
DDCI *Dilly*
FROM : Robert M. Gates
SUBJECT : NFAC Action Plan

*Just rate
will need to protect
fund for selection/training
non-reimbursable
components actual
CIA*

Following up on my memo to you of 19 November concerning the quality of intelligence, I have developed the attached specific actions I intend to take when I move to NFAC on 4 January. While these are the major actions, there are other steps that I intend to take and questions I intend to ask. For example, I will be asking each office how many vacant analyst slots it has; what tasks do office chiefs see that need doing for which they lack the resources; who are their consultants and when were they last used; when was the last review of a draft NFAC paper by an outsider during the past two years; who in NFAC is on rotation outside CIA; and how much outside training was there in 1981 (who, where, etc.).

While you have seen most of these ideas in my earlier paper, now that I have translated them into actual steps to implement, I would value your comments and suggestions. It will also be important for me to know that I have your support to proceed with these actions.

I think it would be useful (and tactically advantageous) for me to speak *Concur* in the Bubble to NFAC analysts a week or ten days after I take over. At that time, I would outline with some specificity the above steps in the context of NFAC performance, outside perceptions of NFAC and the need to revitalize the Directorate both bureaucratically and intellectually. I will give the two of you a draft of what I might say in the next day or so for your thoughts and suggestions.

R.G.
Robert M. Gates

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STEPS FOR IMPROVING THE QUALITY OF INTELLIGENCE

1. Rotations to Policy Agencies: Effective immediately, a minimum of a one-year rotational tour in a policy agency or non-intelligence consumer of CIA analysis will be required of all NFAC division chiefs. Analysts and branch chiefs hoping to become division chiefs will not be considered for promotion to supergrade or division chief positions without such experience. Division chiefs already in place without this experience will not be promoted without obtaining it. The DCI, DDCI and D/NFAC will undertake on a high priority basis to obtain agreement on the part of NSC, State, Defense, Commerce, Treasury and other agencies as appropriate to host middle level NFAC managers and analysts on a reimbursable basis for one-year tours. (At the outset, there will need to be a number of exceptions to this policy, especially in view of the fact that so few division chiefs or prospective division chiefs now have such experience. I would expect to begin the program with four to six rotations each year. In each succeeding year, there would be fewer exceptions/exemptions. Office chiefs and deputy office chiefs also will be encouraged to have such a rotational tour.)

2. Research Programs: All NFAC research programs will be evaluated in January. As part of the evaluation, each office will be expected to provide a report on research underway in other parts of the Intelligence Community on the subjects described in their research programs. They also will be asked to identify whether research on similar subjects is underway outside the U. S. Government and, if so, where it is being done and whether NFAC has been in contact to determine the value of the outside work. The research program for each office will be evaluated in terms of relevance to the needs of the President and the National Security Council and self-initiated projects that will alert policymakers to issues that have not yet come before them but are likely to pose problems ahead. Building block research on important areas also will be identified and protected. Other projects likely will be pruned.

3. Promotions: Each NFAC office will be required beginning immediately to develop and maintain a production file on each analyst. This production file will circulate to members of career service panels when an analyst is being considered for evaluation, ranking and/or promotion. Evaluation of this production will be the primary element in consideration for promotion and in each analyst's annual evaluation. Evaluation of this material will be based on the quality of the work and on progress in developing analytical and writing skills. Quality, not quantity, will be the basis of evaluation. For example, an analyst who has prepared 30 or 40 PDB or NID items in the course of a year will not necessarily be evaluated higher than an analyst who has prepared one or two first-rate major research projects. Indeed, the latter may rank higher. Analysts and managers, working together, will put together a production file for each analyst for calendar year 1981, which will serve as the basis of the production file. These files will be maintained at the division level.

4. Evaluation: An NFAC Production Evaluation Staff will be established. Consisting of four or five professionals, including at least one or two outsiders, this Staff will be charged with reviewing specific NFAC products, categories of production (e.g. current intelligence publications), office publications, and so forth. Their reports, accompanied by comments from the head of the component producing the evaluated material, will be forwarded to D/NFAC. Evaluations will consider relevance, timeliness, quality of writing and presentation, innovativeness, imagination, and, above all, accuracy.

5. Training: Beginning in 1982, NFAC analysts will be expected to refresh their substantive knowledge and broaden their perspective through outside training. This may be a local university, courses sponsored by local institutes or think-tanks, or other arrangements to be approved by office chiefs. NFAC will pay the cost of this training and analysts will be allowed time off both to take courses and for course preparation. This will not exceed six hours per week. Each analyst will take academic courses for credit and the grade will be recorded in his personnel file for consideration at the time of evaluation. At least one three-hour course will be required every two [three] years.

6. Instability, Terrorism and Insurgency: A Center for Instability, Terrorism and Insurgency will be established, probably in the Office of Latin American and African Analysis. The existing terrorism unit will be incorporated in this Center. The Center will reestablish the core group for the study of instability that formerly existed in the Office of Geographic and Societal Research. A small staff also will be created to work on the general problem of insurgency. Those in charge of each of the three elements will chair Directorate-wide working groups to ensure constant interchange between those examining the problems in a general sense and those analyzing them on a region-specific basis.

*attempted
in October
issues?*

7. Publications Format: Current Intelligence publications will henceforth present information in two parts. Each story will begin with a recitation of the facts as we know them. After the reader has been informed of the facts, each piece will have a "comment" section, which will contain NFAC's analysis of the factual information just presented. Too often there is confusion in the reader's mind between what is fact and what is analysis. Also, too often the present format allows the recitation of facts to pass for analysis and disguises the dearth of the latter in a piece. There will be more emphasis on including in each item analysis of real value to the reader.

great

8. Community Role of NFAC: NFAC lacks both the credibility and the clout to serve as a Community organization. Furthermore, its Community role detracts from focus on internal improvements and the quality of its own work. NFAC's Community functions, as directed by the DCI and DDCI, will be transferred to the Intelligence Community Staff--where they appropriately belong. NFAC will remain an integral participant in Community production efforts and will encourage the development of Community-wide services on the part of the IC Staff, to include greater sharing of research programs, identification of gaps in coverage, determination of areas in which competitive analysis is unnecessarily duplicative or is essential.

9. Change of Name: With the transfer of Community responsibilities to the Intelligence Community Staff, the title National Foreign Assessment Center will be dropped and the Directorate will once again become the Directorate of Intelligence, and will be known, as in the past, as the DDI.

10. Outside Contacts: Each office will be required to develop an aggressive program of contacts, conferences and seminars on important subjects. Subjects of these meetings should correlate closely with each office's research program and should be intended to inform those in the office associated with such projects of the views of experts outside CIA and the Intelligence Community. A schedule of such conferences and seminars will be prepared on an annual basis and will parallel the research program, although some exceptions will be allowed. Similarly each office will be expected to develop a roster of outside contacts and consultants who will be asked regularly to review drafts and provide critical commentary.

11. Quality Control: The accuracy, relevance and timeliness of each NFAC product is the primary responsibility of the branch, division and office chief. Until further notice, all draft Intelligence Assessments, research papers, Congressional briefings prepared for DCI/DDCI use, and typescript memoranda prepared for circulation to policy agencies will be provided to D/NFAC before publication or dispatch. Those which are time urgent shall be so marked, with the deadline clearly indicated. Each draft should bear the name and initials of the approving branch, division and office chiefs--those who bear responsibility for its quality.