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DEPARTMENT OF THE AIR FORCE
WASHINGTON 20330



OFFICE OF THE SECRETARY

APR 2 1969

MEMORANDUM FOR DR. McLUCAS

SUBJECT: SAF-Level MOL Management

In our March 21 discussion on the above subject, you requested my views on possible alternative SAF-level MOL management arrangements and the pros and cons of each. That is the purpose of this memorandum. As a background for such considerations, however, let me first briefly relate the early AF management objectives for special handling of MOL and the management arrangements which evolved by mid-1967 and continued through mid-March 1969.

OBJECTIVES OF SPECIAL MOL MANAGEMENT ARRANGEMENTS

In a January 14, 1965 letter to DepSecDef which described the USAF plan for early management of the MOL Program, Dr. McMillan (then SAFUS/DNRO) stated that the Air Force objective had been to define a management concept which provided for the following:

1. Streamlined management for both black and white portions of the program.
2. Centralized program direction for both black and white portions of the program.
3. Firm management control and continuous review of the program at the Secretary of the Air Force level.
4. Effective coordination with NASA and other Government agencies at the Secretary of the Air Force level.

MOL MANAGEMENT ARRANGEMENTS, 1967-1969:

However, all of those objectives were not fully realized until September 1967. The major features of MOL management

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arrangements from then until mid-March 1969 included:

1. A MOL Systems Office in Los Angeles who administered and managed all MOL contracts and activities and was responsible for implementing the approved total program, reporting directly and only to . . .
2. The Director/Vice Director MOL in the Pentagon, who was responsible for daily supervision and direction of MOL Systems Office activities and for all Washington area AFSC/Air Staff/SAF-like MOL activities, reporting directly to . . .
3. The former SAFRD/DNRO who was the single AF "executive agent" for MOL, exercising overall technical/financial program supervision via a MOL Program Review Council on a generally monthly basis, and who theoretically reported to . . .
4. A MOL Policy Committee "Board of Directors" chaired by the SAF (who met infrequently because the former SAF apparently preferred less cumbersome and time-consuming means). Additionally,
5. OSD designated a single MOL focal point (formerly Mr. Kirk and now Mr. Palley, DDR&E) who worked informally and directly with the MOL Program Office and participated as an Ex-Officio member of the MOL Program Review Council.

EVOLUTION OF MOL MANAGEMENT ARRANGEMENTS:

Attachment 1 and its tabs present a brief chronology and graphical depictions of the evolution of MOL management arrangements from January 14, 1965 through March 17, 1969.

MARCH 17, 1969 CHANGE IN MOL MANAGEMENT AT THE SAF LEVEL

Dr. Seamans' March 17 memo to appropriate AF officials stated that you, in your capacity as DNRO, are also responsible for the "MOL Reconnaissance Payloads" (Atch 1, Tab J). Meanwhile, SAF Order 100.1, dated September 1, 1966 (Atch 1, Tab E) is also still in effect which holds SAFRD responsible

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for "directing and supervising all space programs and space activities of the Air Force . . ." Since all NRP space programs and activities technically belong to OSD -- not AF -- they are automatically excluded. Also excluded, both past and present, from the provisions of this directive are the reconnaissance aspects of MOL.

As a result of these two documents, the Director, MOL became responsible directly to the DNRO (SAFUS) for the MOL reconnaissance payload and operation, and to SAFRD for all non-BYEMAN elements and aspects of the MOL Program. . . All other management responsibilities and arrangements apparently continued unchanged from those that were in effect on March 16, 1969.

ASSUMPTION RE ALTERNATIVE CONSIDERATIONS:

For the purpose of this memorandum, it is assumed that no changes are contemplated at this time in MOL Program Office and Systems Office responsibilities, functions, or general program implementation management/administrative procedures now in effect. In that vein, the following considers only possible allocations of MOL Program supervision responsibility and direction authority between the DNRO and SAFRD.

BASIC ALTERNATIVE SAF-LEVEL MOL MANAGEMENT ARRANGEMENTS

There are three immediately-apparent, reasonable SAF-level general management arrangements which should be considered:

1. DNRO Manages Entire Program: this arrangement is envisaged as similar to the situation which existed until March 16, 1969, with the MOL Director/Vice Director/Deputy Director reporting directly to the DNRO for all aspects of the Program. The current SAF would presumably inject himself -- as did his predecessor -- into program management matters as desired and/or required (via discussions with the DNRO and Director MOL, monthly reports, MOL Policy Committee meetings, etc.).

This arrangement would insure that the MOL Program continued closely allied with the NRP, was managed by

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the same individual responsible for those programs, had an authoritative SAF "voice" to direct and/or commit the program, and minimize SAF-level management review/approval interfaces for the MOL Program and Systems Offices, etc.

The apparent disadvantages are that this arrangement would place another significant workload on SAFUS (in addition to the DNRO responsibility), would not take full advantage of SAFRD experience and knowledge in space technology, nor insure that SAFRD was kept well informed (so that he could guide related AF R&D activity and/or explain or justify MOL as necessary in the Congress and elsewhere).

2. DNRO/SAFRD Manage Clearly Identified Elements of the MOL Program: There are numerous possible variations of this management arrangement -- with the SAFRD responsible for distinct MOL subsystems ranging, perhaps, from the T-IIIM booster to all non-reconnaissance elements of the MOL system, and the DNRO responsible for all else. SAF participation is assumed as described in Sub-section 1 above.

The apparent advantages of such an arrangement are that the SAFUS/DNRO workload presumably would be reduced a proportionate amount; appropriate advantage would be taken of SAFRD experience and knowledge in space matters; SAFRD would be kept better informed on MOL status, etc.

The advantages, however, might be more apparent than real. Major MOL management problems have consistently been and probably will continue to be associated either directly or indirectly with the payload, or with overall program schedule and cost considerations. Thus, the SAFUS/DNRO probably would continue to be deeply involved in most MOL management matters regardless of the black/white division of responsibility between he and SAFRD. Further, those elements assigned to SAFRD probably would constitute an added personal workload for the SAFRD since MOL is managed, funded, and supported completely apart from normal AF R&D channels and, except for the Titan IIIM, is related more to the NRO and NASA than any on-going AF activities.

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3. SAFRD Manages Entire Program: In this arrangement, it is envisaged that in addition to the still-current provisions of the September 1966 SAF Order 100.1, the DNRO would delegate day-to-day responsibility for payload development supervision to the SAFRD. SAF participation is assumed as described in Sub-section 1 above.

The apparent advantages of such an arrangement are that it would reduce the DNRO/SAFUS daily workload, take full advantage of SAFRD experience and knowledge in space matters, keep SAFRD fully informed on MOL, etc.

Here again, the advantages might be more apparent than real. Since the DNRO presumably would retain DoD management responsibility for such NRO/MOL matters as SOC targetting activities, interfaces with elements of the Intelligence Community, SCF operation, EK resources utilization, BYEMAN security and MOL public information policies, etc., he could not divest himself from fairly frequent involvement in the MOL Program even at this date. SAFRD, on the other hand, would have no basis, except via discussions with the DNRO and the MOL Program and Systems Offices, to insure that MOL NRO/Intelligence Community interfaces were progressing in a satisfactory manner, that GAMBIT-3 experience was reflected in MOL and vice versa, etc.

MODIFIED BASIC MANAGEMENT ALTERNATIVE

A modification of the preceding basic management arrangements which might be considered is one which retains centralized SAF-level management of MOL with full SAFRD participation in program planning, approval, and implementation. This arrangement envisages the DNRO retaining SAF-level executive responsibility for the entire MOL Program, with SAFRD participation in across-the-board program management as a member of the MOL Program Review Council.

Although SAFRD presently is a member of the SAF-chaired MOL Policy Committee, that group is neither chartered nor expected to concern themselves with day-to-day program details. The MOL Program Review Council, on the other hand, has generally met monthly and reviewed and approved in necessary

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detail all technical, financial and operational matters. West Coast meetings of the PRC usually have been accomplished in conjunction with DNRO reviews of SAFSP matters. Attachment 2 includes the charters of both the MOL Policy Committee and the MOL Program Review Council.

This arrangement should not increase DNRO workload any significant amount over split-responsibility alternatives since the majority of the management problems concern either the payload directly or indirectly or overall program funding/scheduling matters. It would take advantage of SAFRD experience and knowledge in space matters and his advice and counsel on the entire program rather than one or more sub-systems, and would keep SAFRD fully informed on MOL as background for his direction of any related AF R&D activities and official dealings with NASA and the Congress.

RECOMMENDATION/IMPLEMENTING ACTION

I recommend the above arrangement be adopted for at least a six months trial period. The administrative actions to do so are relatively simple and will not call attention to any special SAFUS (DNRO) responsibility for MOL.

In my opinion, relatively few people inside and outside the Air Force really understand some of the subtleties of MOL management arrangements. Most regard it simply as a take-off on the old ICBM management procedures, with a MOL Project Office in Los Angeles who reports directly to the Director, MOL in the Pentagon who, in turn, reports directly to SAF as specified in published, unclassified AF orders. Even many of the DORIAN-cleared people did not fully understand the former DNRO/SAFRD's involvement since MOL clearly was not yet a part of the NRP. The implications of SAF Order 100.1 (re SAFRD space responsibilities) probably were meaningless to most people other than the Director, MOL since SAFRD has these same responsibilities for all AF R&D programs. . . the real details of MOL management are set forth only in limited distribution BYEMAN-classified documents.

Therefore, all that is necessary to implement my recommendation is to: 1. delete the last para of SAFRD

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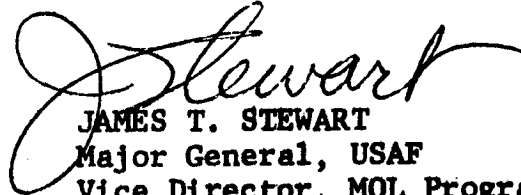
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responsibilities as now stated in SAF Order 100.1 (re space) and issue a new version; 2. have SAF issue a BYEMAN-classified supplement to his March 17 memo, re delegation of authority to the DNRO, stating that the latter's responsibility includes the entire MOL Program (same addressees plus Director, MOL, with info copies to DepSecDef and DDR&E); and 3. make the necessary minor modifications to the MOL Program Review Council charter. The MOL Program should not be specifically identified in any unclassified SAF/SAFUS/SAFRD functional statement.


JAMES T. STEWART
Major General, USAF
Vice Director, MOL Program

Atch
a/s

cc: Mr. Hansen
Mr. Davis
Dr. Yarymovych/Gen Berg
Gen Ferguson

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MOL MANAGEMENT EVOLUTION

January 14, 1965:

On January 14, 1965, the initial MOL special management arrangements were officially established:

1. A MOL Program Policy Committee, chaired by SAF and including appropriate Air Force officials, was created to exercise overall program supervision and policy direction.
2. The SAFUS (who also was the DNRO) was designated Air Force "executive agent" for MOL. A Special Assistant for MOL (who also was a Deputy Commander, AFSC, for MOL) was named to help SAFUS coordinate and direct MOL activities and consolidate the black and white activities.
3. Responsibility for MOL camera system development was assigned to SAFSP, who reported directly to the DNRO.
4. Spacecraft/booster studies and development responsibility were assigned to a MOL Project Office in SSD who reported to SAFUS more or less through normal Air Force channels.

These management arrangements (See Tab A) worked reasonably well for the studies, analyses, camera system technology efforts, and contractor source selection which led to Presidential approval of the MOL Program on August 25, 1965.

August 25, 1965:

Reflecting full program approval, MOL management arrangements were strengthened on August 25, 1965 (See Tab B):

1. The MOL Program Policy Committee continued inbeing.

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2. SAFUS (DNRO) continued to be the single Air Force "executive agent" for MOL.

3. SAFSP, reporting directly to the DNRO, continued to be responsible for camera system development. The SAFSP camera payload activities were to be responsive to the Deputy Director, MOL for overall program direction, schedules, system integration and interface specifications.

4. A MOL Program Office was established in the Pentagon, reporting directly to SAF/SAFUS, responsible for all elements of the MOL System except design development and ground test of the camera system. The Commander, AFSC, was designated the Director, MOL, to be assisted by a full-time General Officer as Vice Director, MOL.

5. A MOL Systems Office, headed by a General Officer as Deputy Director, MOL, reporting directly to the MOL Program Office, was established at the SSD complex in Los Angeles to be responsible for the MOL spacecraft, system integration, mission operations and overall program implementation. The Titan III was a responsibility of the SSD Titan III SPO.

6. Day-to-day MOL matters in the Pentagon were handled informally between SAFSS (the NRO Staff) and the MOL Program Office (SAFSL).

7. Day-to-day MOL project management was informally exercised jointly by SAFSP and the MOL Systems Office in Los Angeles.

October 1, 1965:

The above management arrangement was changed at top level when Dr. Flax (SAFRD) was designated DNRO on October 1, 1965, with the departure of Dr. McMillan. DNRO authority and responsibility for MOL was described in Dr. Brown's November 9, 1965 delegation of authority to Dr. Flax which stated that he was also responsible for the "MOL reconnaissance payload." (See Tab C) Since none of the other August 25, 1965 MOL

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management arrangements were altered, the appointment of SAFRD as DNRO resulted in SAF becoming the actual Air Force MOL "executive agent" since the Director, MOL reported to him for the MOL spacecraft and system integration, but the camera system development was a responsibility of SAFSP and the DNRO (See Tab D).

Because of the divided responsibility at the SAF level, frequent meetings of the MOL Policy Committee were required to resolve interface problems and establish overall program direction and policy. Apparently, because of the demands on his time for this frequent participation in internal MOL Program technical and financial details, Dr. Brown expanded SAFRD (DNRO) authority to include the entire MOL Program on September 1, 1966.

September 1, 1966:

SAF Order 100.1, issued on September 1, 1966 assigned responsibility to SAFRD for "directing and supervising all space programs and activities of the Air Force" (extract included as Tab E). Thus, the SAFRD/DNRO became the single Air Force "executive agent" for MOL and MOL management was done as follows (See Tab F):

1. The general responsibilities of SAFSP, SAFSS, the MOL Program and MOL Systems Offices continued unchanged from the August 25, 1965 arrangement.
2. Overall MOL Program implementation was managed by an informal Program Review Council (DNRO; Director, MOL; Vice Director, MOL; Director, NRO Staff; Director, SAFSP; NRO Comptroller).
3. The SAF-chaired MOL Policy Committee met less frequently (the last meeting occurred in June 1967) -- SAF preferring verbal reports from the DNRO, monthly summary reports from the MOL Program Office, and personal involvement only in major program decisions.

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In the Spring of 1967, it was obvious that a realignment of MOL project responsibilities was necessary because of the complex interfaces, problems arising from separate SAFSP and MOL Systems Office contracts with the same contractor, the often arbitrary division between contractor black and white responsibilities, etc. The Director, Vice Director, and Deputy Director, MOL, and the Director, SAFSP and the Director, NRO Staff, all recommended total MOL responsibility consolidation under either SAFSP or the MOL Systems Office reporting to the DNRO.

July 1, 1967:

On July 1, 1967, the DNRO reassigned responsibility for camera system development and all MOL reconnaissance aspects from the Director, SAFSP to the Director, MOL. Additionally:

1. Covert contracting authority was granted the Assistant Director MOL for Procurement (as an additional duty for the AFSC DCS/Procurement).
2. The MOL Program Review Committee, chaired by SAFRD, was formally established to supervise program implementation and generally met on a monthly basis.
3. A MOL Executive Council was established under the Director, MOL and including the Chief Executives of the major Associate Contractors.
4. The MOL Policy Committee continued in being but has not met formally since June 1967.
5. The Director, SAFSP was made responsible for plant cognizance of EKC due to that company's limited resources and deep involvement in both GAMBIT and MOL Programs.
6. The Deputy Director, MOL, was designated a Deputy Commander, SAMSO, for MOL in order to exercise direction over the launch facility and SCF as necessary (a parallel to the Director, SAFSP arrangement).

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7. The Titan IIIM development continued to be a responsibility of the SAMSO Titan III SPO.

Tab G and H depict the above management arrangements and memberships of the various management review groups.

September 5, 1967:

On September 5, 1967, per agreement reached between the Commander, SAMSO, and the Deputy Director, MOL, the Titan IIIM project office personnel and contracts were transferred to the MOL Systems Office. This was done to lessen interface problems both in the vehicle (man-rating; Gemini booster guidance; etc.) and at the launch complex (See Tab I).

At this point, the MOL Systems Office became responsible for implementing the total MOL Program. The MOL Systems Office reported directly to and only to the Director/Vice Director with Director/Vice Director reporting directly to and only to the SAFRD/DNRO. These arrangements continued until March 16, 1969.

March 17, 1969:

On March 17, 1969, Dr. McLucas was appointed DNRO and was also assigned responsibility for the "MOL Reconnaissance Payload." (See Tab J). Meanwhile, SAF Order 100.1 was still in effect which continued SAFRD responsibility for ". . . directing and supervising all space programs and space activities of the Air Force." (e.g., all non-payload, non-reconnaissance aspects of MOL). As a result:

1. The Director, MOL became responsible to the DNRO for the MOL payload and reconnaissance aspects and to the SAFRD for all other MOL elements.

2. Other existing MOL Program and MOL Systems Office responsibilities and working arrangements continued unchanged.

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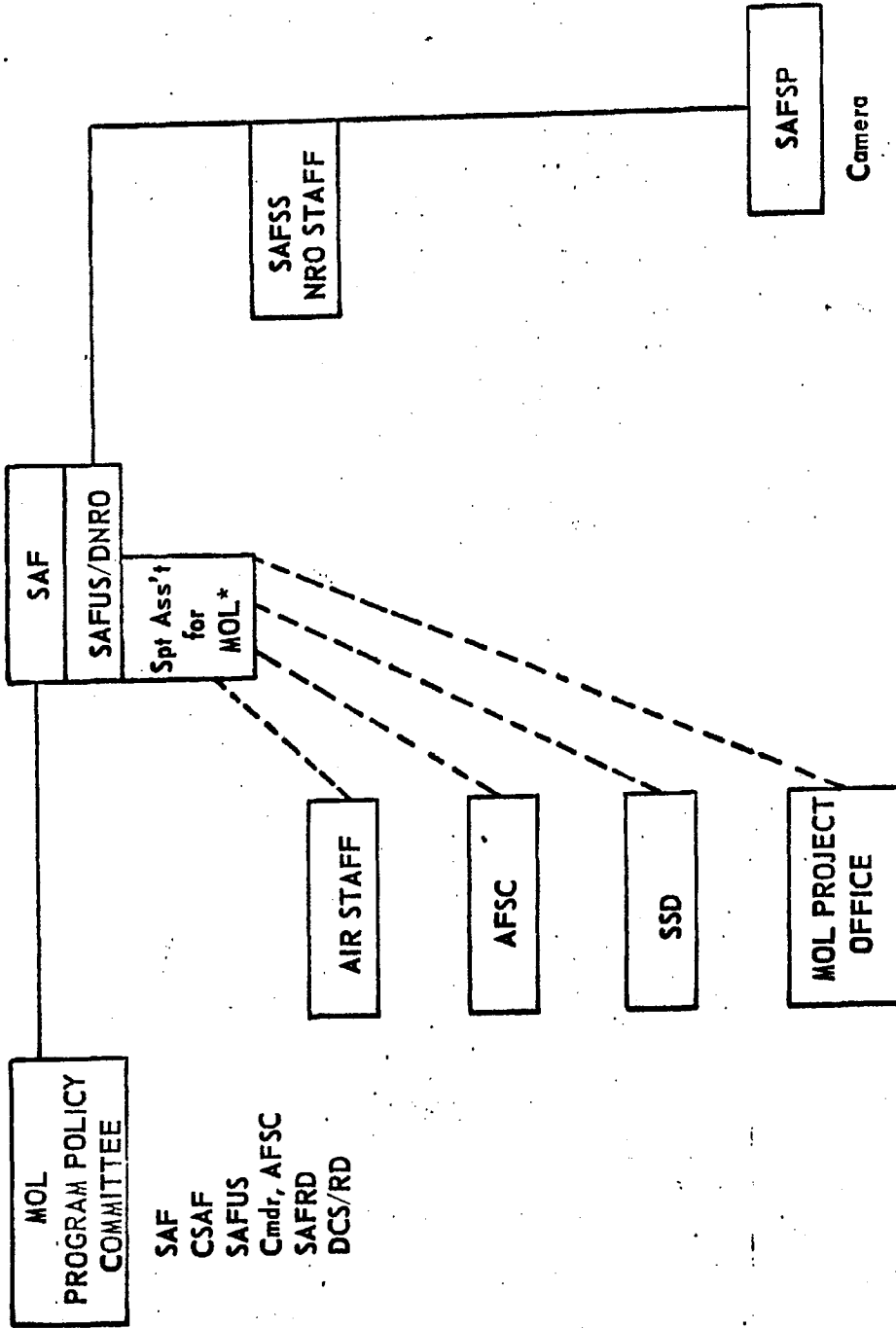
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MO' MANAGEMENT
JANUARY 18, 1965 - AUGUST 24, 1965



Gemini, Lab Vehicle, Booster

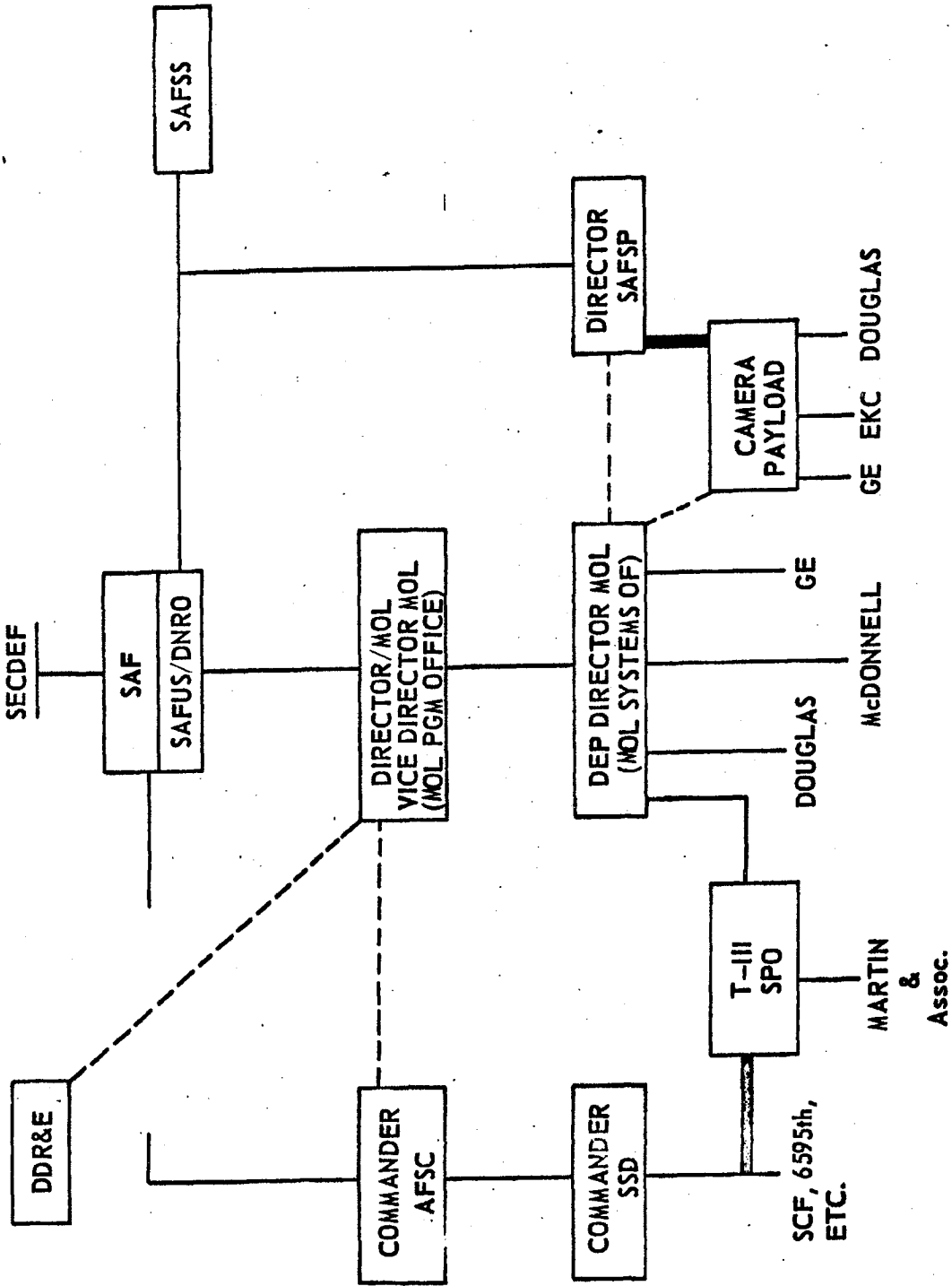
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MOL MANAGEMENT
AUGUST 25, 1965 - SEPT 30, 1965



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DEPARTMENT OF THE AIR FORCE
WASHINGTON

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OFFICE OF THE SECRETARY

November 9, 1965

MEMORANDUM FOR Chief of Staff, USAF
Under Secretary of the Air Force
Assistant Secretary of the Air Force
(Installations & Logistics)
Assistant Secretary of the Air Force
(Financial Management)
Commander, AFSC
Comptroller of the Air Force
Director, Office of Information
Director, Office of Legislative Liaison

SUBJECT: Delegation of Authority to Director, National
Reconnaissance Office

On 1 October, the Deputy Secretary of Defense appointed
Dr. Alexander H. Flax as Director, National Reconnaissance Office
(DNRO), in addition to his duties as Assistant Secretary of the Air
Force (R&D).

Since the Office of Space Systems (SAFSS) and the Office of
Special Projects (SAFSP) are concerned only with National Reconnaiss-
sance Program matters, I hereby delegate full directive authority over
all of their activities to Dr. Flax.

Dr. Flax also is delegated the authority to act for me on all
Air Force matters -- including personnel, materiel, and fiscal
resources -- associated with the National Reconnaissance Office
and/or within the purview of the National Reconnaissance Program,
including the MOL reconnaissance payloads.

WORKING PAPERS

cc: Dep Sec/Def

Harold Brown
Harold Brown

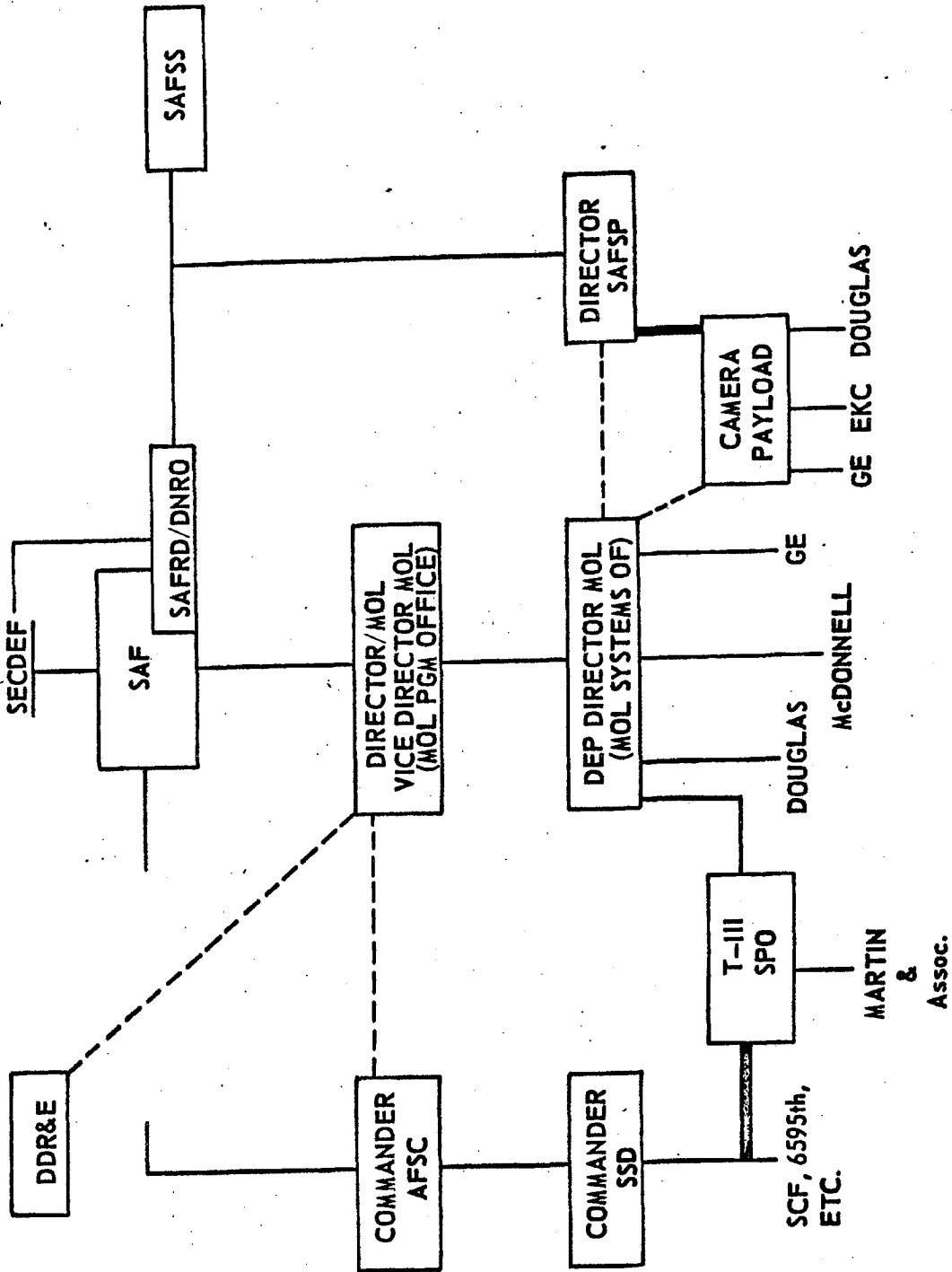
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MOL MANAGEMENT
OCTOBER 1, 1965 - AUGUST 31, 1966

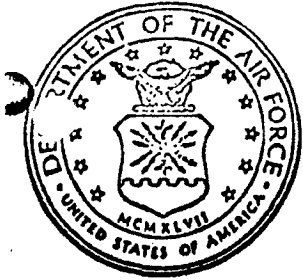


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NO: 100.1

DATE: 1 SEP 1966

SECRETARY OF THE AIR FORCE ORDER

SUBJECT: Functions of the Under Secretary, the Assistant Secretaries, and the Deputy Under Secretaries of the Air Force

1. The Secretary of the Air Force, pursuant to 10 U.S.C. 8012, is responsible for and has the authority necessary to conduct all affairs of the Department of the Air Force. Subject to his direction and control, the Under Secretary, Assistant Secretaries, and, except as to non-delegable statutory functions, the Deputy Under Secretaries are authorized to act for and with the authority of the Secretary of the Air Force on any matters within the areas assigned herein. This authority extends not only to actions within the Department of the Air Force, but also to relationships and transactions with the Congress and other governmental and non-governmental organizations and individuals.

2. Officers and officials of the Air Force will report to the Under Secretary, the Assistant Secretaries, and the Deputy Under Secretaries regarding matters within their respective cognizance as herein assigned.

3. Pursuant to 10 U.S.C. 8017, the Under Secretary, in the absence of the Secretary, will perform the duties of the Secretary; in the absence of the Secretary and Under Secretary, the Assistant Secretaries in order of their length of service as such will perform the duties of the Secretary.

4. The Under Secretary of the Air Force, as principal assistant to the Secretary, acts with full authority of the

NO: 100.1

DATE: 1 SEP 1956

Secretary on all affairs of the Department. He supervises the activities of the reserve components of the Air Force pursuant to 10 U.S.C. 264(b), and is a member of the Reserve Forces Policy Board.

5. The Assistant Secretary of the Air Force (Financial Management) is responsible for direction, guidance, and supervision over all matters pertaining to the formulation, review, and execution of plans, policies, and programs relative to:

responsibility for the Assistant Secretary of the Air Force (Financial Management), he has concurrent responsibility to the Staff.

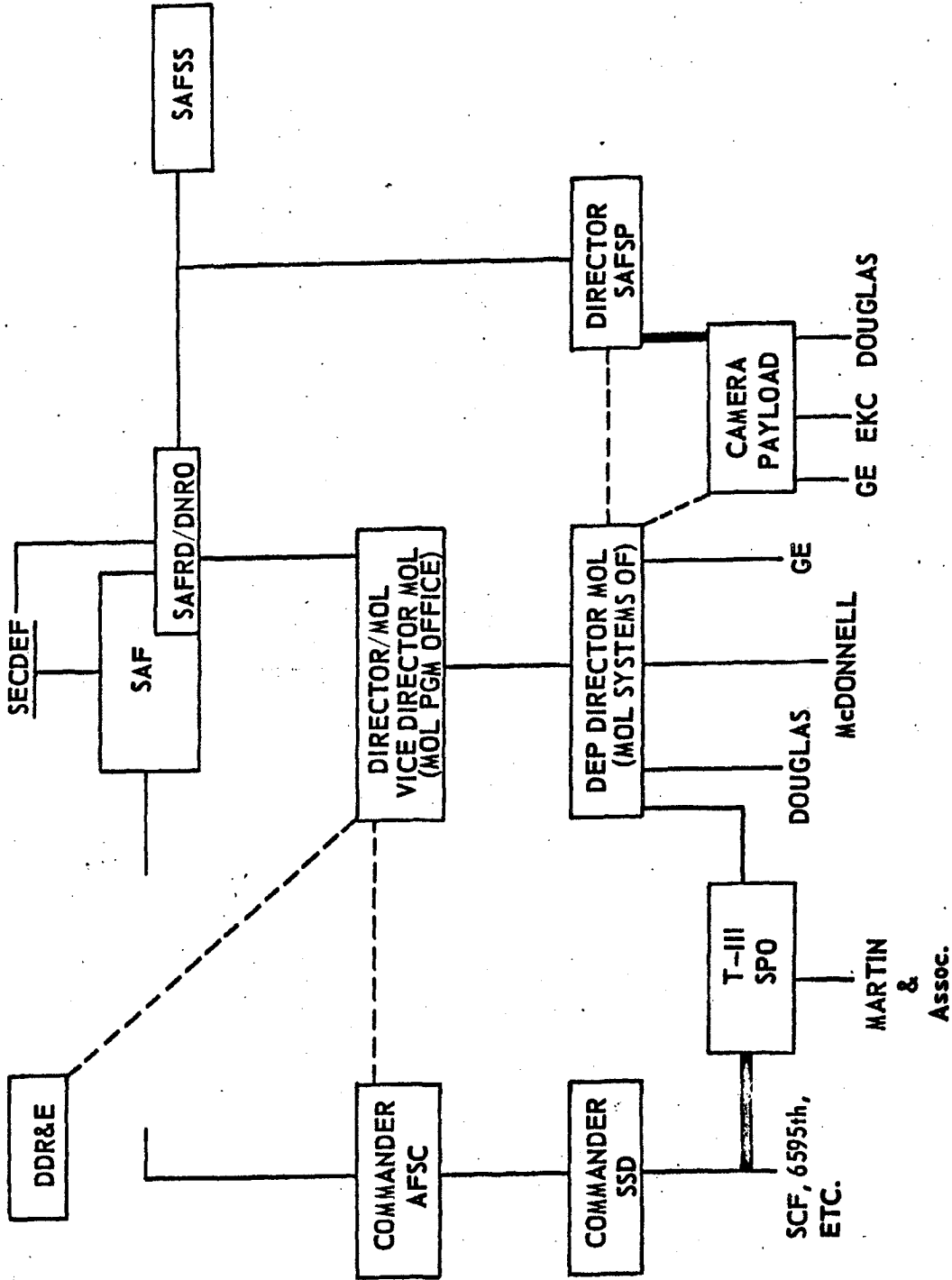
6. The Assistant Secretary of the Air Force (Research and Development) is responsible for direction, guidance, and supervision over all matters pertaining to the formulation, review, and execution of plans, policies, and programs relative to:

- a. Scientific and technical matters;
- b. Basic and applied research, exploratory development and advanced technology;
- c. Integration of technology with, and determination of, qualitative Air Force requirements;
- d. Research, development, test and evaluation of weapons, weapons systems and defense materiel; and
- e. Technical management of systems engineering and integration.

The Assistant Secretary of the Air Force (Research and Development) is responsible for directing and supervising all space programs and space activities of the Air Force.

7. The Assistant Secretary of the Air Force (Installations and Logistics) is responsible for direction, guidance, and supervision over all matters pertaining to the formulation, review, and execution of plans, policies, and programs relative to:

MOL MANAGEMENT
SEPT 1, 1966 - JUNE 30, 1967

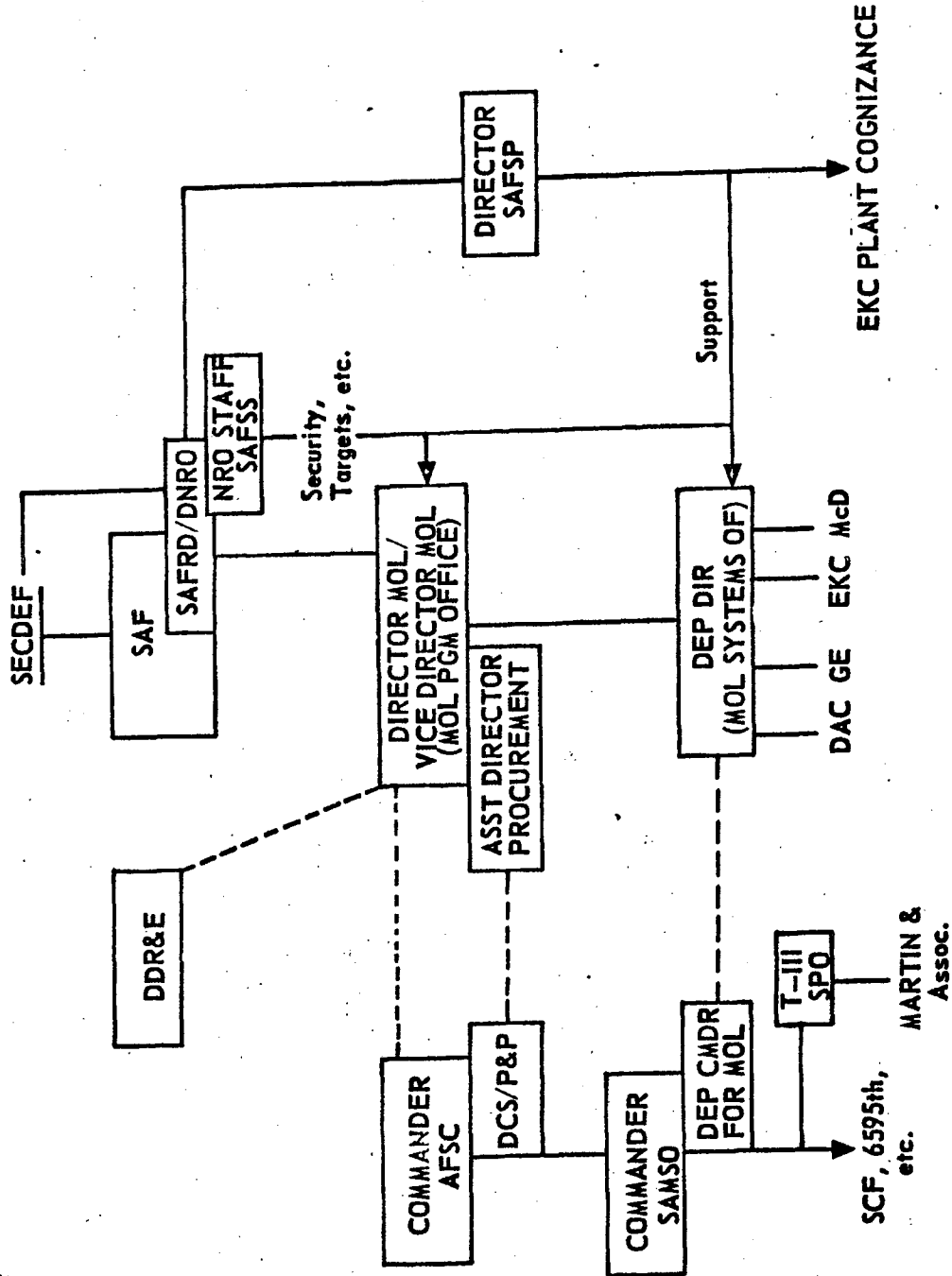


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MOL MANAGEMENT
JULY 1, 1967 - SEPT 4, 1967

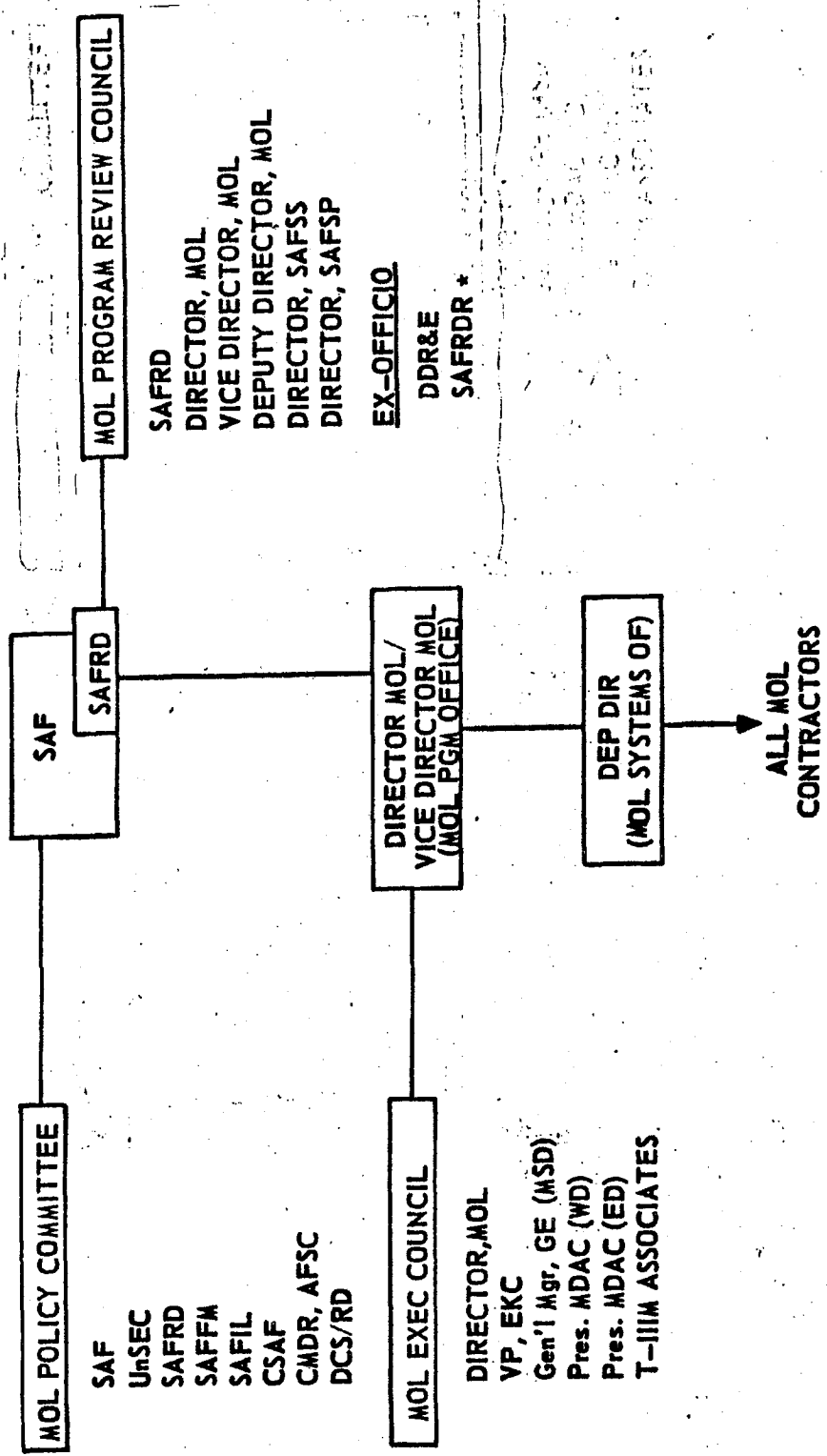


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MOL MANAGEMENT REVIEW GROUPS
SEPT 5, 1967 - MARCH 16, 1969



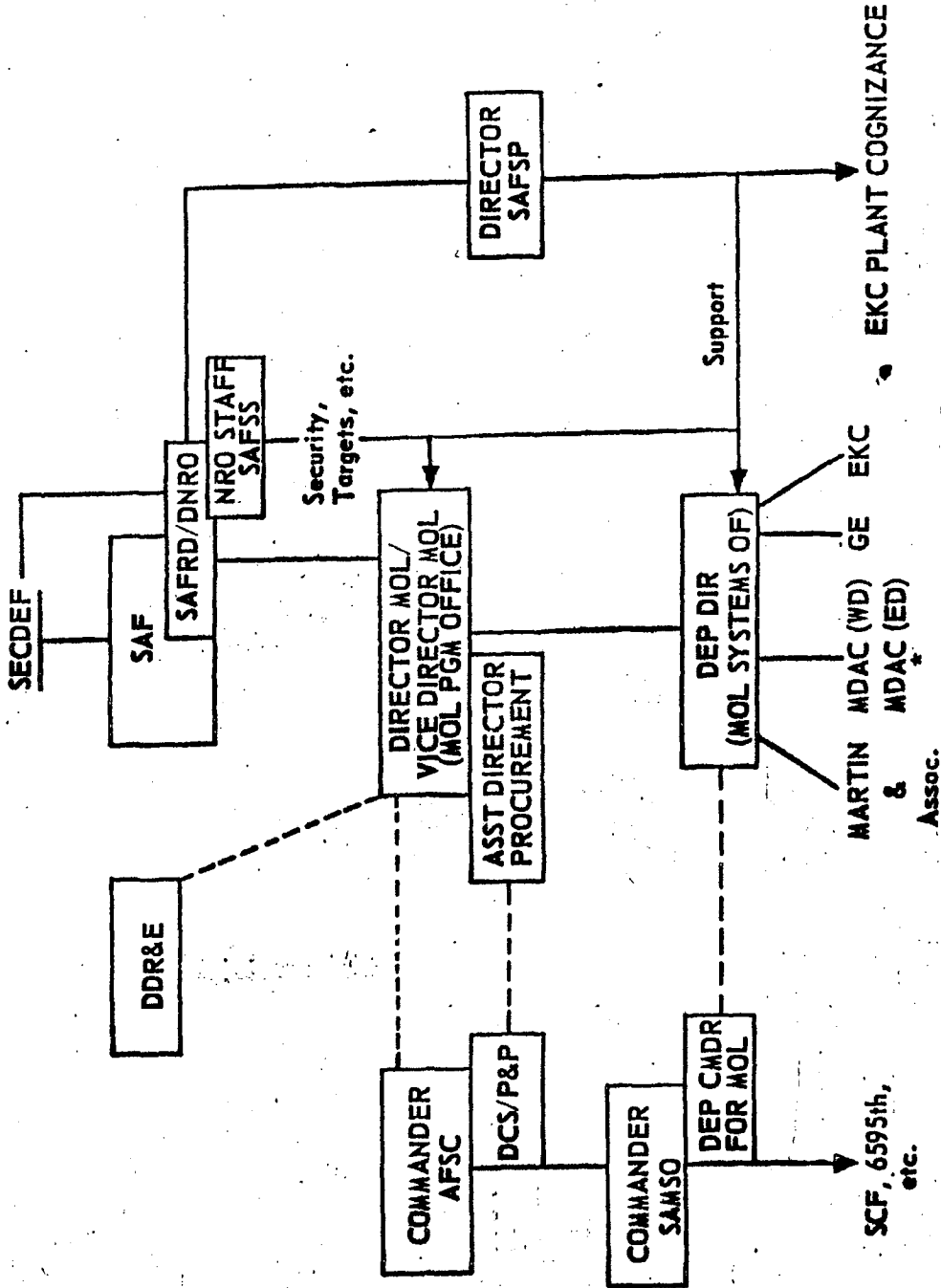
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MOL MANAGEMENT
SEPT 5, 1967 - MARCH 16, 1969



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