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DEPARTMENT OF THE AIR FORCE
WASHINGTON 20330

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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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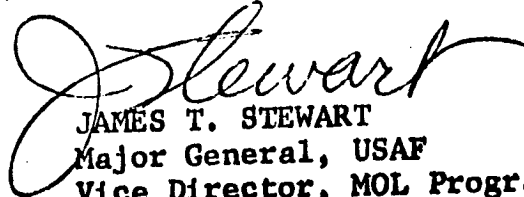
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responsibilities as now stated in SAF Order 100.1 (re space) and issue a new version; 2. have SAF issue a BYEMAN-classified supplement to his March 17 memo, re delegation of authority to the DNRO, stating that the latter's responsibility includes the 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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