

**Report to the Director
National Reconnaissance Office**

VOLUME I

NRO Restructure Study

Briefing

July 1989

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Foreword

The Restructure Planning Team would like to thank all those who have contributed their time to supporting us during the course of this study. Over the last five months, we have met with a wide range of government and contractor individuals who have shared candid and invaluable insights regarding their associations with the National Reconnaissance Office (NRO).

Although the primary objective of this report was to examine problems within the NRO and to make recommendations, we were all impressed with the strengths of the organization. There are few other agencies that, in an effort to improve themselves, would be as open in allowing their activities to be so thoroughly scrutinized. That in itself says something about the confidence and strength of the NRO. The men and women of the NRO should be justly proud of their accomplishments and their commitment to the service of their country.

Finally, we would especially like to thank the Acting Director of the NRO, Mr. Jimmie D. Hill, for all the support that he and his organization provided to the Planning Team. We hope that this study has provided him with constructive recommendations which will help to make the NRO an even more efficient and manageable agency.

ROBERT K. GEIGER
RADM (RET), USN

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1.0 SUMMARY BRIEFING

NRO RESTRUCTURE

- CONTEXT
- RECOMMENDATIONS
- ACTIONS REQUIRED

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NRO HISTORY

- IN 1960s, NRO WAS CREATED TO MEET SOVIET CHALLENGES
 - ROUTINE APPROACH JUDGED INEFFECTIVE
 - EXTRAORDINARY ACQUISITION AUTHORITIES AND SECURITY REQUIRED
 - AVOID SINGLE AGENCY OR SERVICE CONTROL OF SATELLITE OR AIRBORNE RECONNAISSANCE
 - EMPLOY BEST RESOURCES AVAILABLE FROM ALL SERVICES/AGENCIES

- RESULTS EXCEEDED EXPECTATIONS
 - TODAY NRO SYSTEMS PROVIDE SUBSTANTIAL SUPPORT TO WORLDWIDE INTELLIGENCE PRODUCTION
 - INITIAL TECHNOLOGY PROBLEMS SOLVED
 - NRO IS RECOGNIZED FOR ITS EXCELLENT ACQUISITION CAPABILITY
 - CONFIRMED BY CURRENT STUDY

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DEMONSTRATED NRO STRENGTHS

- STREAMLINED MANAGEMENT - ABILITY TO RESPOND MORE RAPIDLY TO REQUIREMENTS
- MULTIPLE SERVICE/AGENCY PARTICIPATION - BROADER RANGE OF EXPERTISE AND EXPERIENCE AVAILABLE
- CRADLE-TO-GRAVE RESPONSIBILITY FOR SYSTEMS - ENSURES BOTH DEVELOPMENTAL AND OPERATIONAL INFLUENCES ARE REFLECTED IN SYSTEMS
- IMPARTIAL SYSTEM ACQUISITION AND OPERATIONS - ALLOWS OBJECTIVE DEVELOPMENT AND OPERATION OF COMMON RESOURCES FOR A DIVERSE SET OF CUSTOMERS

AN NRO WITH THESE CAPABILITIES IS STILL REQUIRED

- TO EFFECTIVELY MANAGE AND EXECUTE THE NRP, DRSP, AND ARSP

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ISSUE

CAN NRO MAINTAIN ITS REMARKABLE RECORD?

- YES, BUT
 - ENVIRONMENT HAS CHANGED AND NRO MUST COPE WITH NEW CHALLENGES
- IN PAST
 - ANY NEW COLLECTION CAPABILITY THAT SUPPLIED DATA ON USSR PROVIDED CRITICALLY NEEDED INTELLIGENCE AND WAS ACCEPTED
 - INTELLIGENCE QUESTIONS WERE RELATIVELY SIMPLE
 - "STOVE PIPE" CAPABILITY DEVELOPMENTS WITHIN SINGLE SYSTEMS AND "INTS" MET THE REQUIREMENTS AND WERE AFFORDABLE

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ISSUE

- TODAY & FUTURE

- SIGNIFICANT BASELINE OVERHEAD COLLECTION CAPABILITY IN PLACE
- INTELLIGENCE & OPERATIONAL SHORTFALLS ARE MORE COMPLEX - REQUIRE MORE "INTEGRATED" SOLUTIONS
- DECREASED PROGRAMMATIC FLEXIBILITY: MAINTENANCE OF LARGE BASELINE WITH REDUCED FUNDING GROWTH LIMITS OPPORTUNITIES FOR NEW INITIATIVES

- RESULT

- INVESTMENT DECISIONS MUST BE VERY REASONED AND RESPONSIVE TO USER'S NEEDS
- NRP DECISIONS COMPLICATED BY COMPLEXITY, COST AND TIME REQUIRED TO REACH FRUITION

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CHALLENGES FACING NRO

- THROUGH EXCELLENCE, MAINTAIN LEADERSHIP ROLE FOR CREATIVE SYSTEM RESPONSES TO REQUIREMENTS INCLUDING:
 - CHALLENGING THE NEED FOR BASELINE SYSTEMS VERSUS NEW INITIATIVES
 - ENHANCING CROSS-INT AND CROSS-SYSTEM ARCHITECTURAL INTEGRATION
 - SPACECRAFT
 - RELAYS
 - GROUND STATIONS
 - TASKING & CUING
 - PROMOTING BETTER END-TO-END SYSTEM INTEGRATION, INCLUDING ANALYTICAL TOOLS AND DISTRIBUTION CAPABILITIES
 - INCREASING CAPABILITIES AND UTILIZATION OF EXISTING SYSTEMS WITHIN LIMITED RESOURCES

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CHALLENGES FACING NRO

- IMPROVE UNDERSTANDING OF, AND RESPONSIVENESS TO, NATIONAL AND MILITARY OPERATIONAL SUPPORT REQUIREMENTS

- ASSUME MORE OF A FULL, PROACTIVE MEMBERSHIP ROLE IN THE INTELLIGENCE AND DOD COMMUNITIES
 - EXTEND NRO INFLUENCE BEYOND COLLECTION ACQUISITION ROLE

 - IMPROVE SUPPORT TO NFIC AND DOD DECISION PROCESSES TO PROMOTE A BETTER UNDERSTANDING OF COMPLEX NRP, DRSP, AND ARSP ISSUES

 - DEVELOP BETTER CONSENSUS BUILDING APPROACH WITHIN INTELLIGENCE COMMUNITY AND DOD TO SUPPORT IMPLEMENTATION OF NRP, DRSP, & ARSP

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INTERNAL PROBLEMS

TO RESPOND TO CHALLENGES, NRO MUST OVERCOME SOME SERIOUS PROBLEMS

- THE LACK OF AN INTEGRATED AND COMPREHENSIVE STRATEGIC PLAN, SYSTEMS ARCHITECTURE, AND TECHNOLOGY ROAD MAP
- THE LACK OF DEDICATED, FULL TIME MANAGERS AND EFFECTIVE MANAGEMENT TOOLS

-- DNRO

-- DIRECTOR OF PROGRAM B

THE ORGANIZATIONAL ISOLATION OF THE NRO FOCUS FOR MILITARY RELATED ACTIVITIES (DSPO)

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INTERNAL PROBLEMS

- AN INEFFECTIVE NRO DECISION MAKING PROCESS
 - POOR CORPORATE PLANNING AND ANALYSIS
 - INSUFFICIENT TOP DOWN GUIDANCE FUNCTION
 - INABILITY TO MAKE, AND IMPLEMENT, NON-CONSENSUS DECISIONS
 - LACK OF USER/CUSTOMER CONSIDERATIONS IN INTERNAL NRO DECISIONS WITHOUT LIMITING NRO PLANNING & ACQUISITION FLEXIBILITY

- THE LACK OF "CORPORATE" RESOURCES AVAILABLE TO SUPPORT DNRO'S MANAGEMENT RESPONSIBILITIES
 - NO ABILITY TO DEVELOP, MAINTAIN, AND EVALUATE RESPONSES TO TOP DOWN STRATEGIC, PROGRAMMATIC & POLICY GUIDANCE
 - CANNOT PROVIDE INTEGRATED NRP/DRSP/ARSP RESPONSES TO REQUIREMENTS

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INTERNAL PROBLEMS

- THE LACK OF MOTIVATION AND LOYALTY OF PROGRAM OFFICES TO NRO
 - TOO BIASED TOWARD PARENT ORGANIZATIONS
 - SOME ASPECTS OF RELATIONSHIPS WITH PARENT ORGANIZATIONS BENEFICIAL
- DESTRUCTIVE ASPECTS OF INTER-PROGRAM COMPETITION
 - MAINTAIN BENEFICIAL ASPECTS OF COMPETITION
 - FOSTER GREATER COOPERATION AMONG PROGRAM OFFICES
- MULTIPLE APPROACHES TO BYEMAN SECURITY IMPLEMENTATION
 - SIGNIFICANT RESOURCE PENALTY
 - INTERNAL AND EXTERNAL TO NRO - BOTH GOVERNMENT AND INDUSTRIAL APPLICATIONS - STANDARDS MUST BE CONSISTENT

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EXTERNAL PROBLEMS

IN ADDITION TO INTERNAL NRO PROBLEMS, RELATED EXTERNAL PROBLEMS ALSO NEED TO BE ADDRESSED

- COMMUNITY AND MILITARY REQUIREMENTS AND GUIDANCE PROCESSES DO NOT SUPPORT EFFECTIVE & EFFICIENT SYSTEMS DEVELOPMENT
 - NOR DO THEY SUPPORT NFIP, CROSS PROGRAM, UTILITY ASSESSMENTS OR TRADEOFF ANALYSES
- NFIC DECISION PROCESS DOES NOT FACILITATE EFFECTIVE ADMINISTRATION OR EXECUTION OF THE NFIP PROGRAMS BY THE NFIC SENIOR MANAGERS
 - NFIC PRINCIPALS OFTEN LACK SUFFICIENT UNDERSTANDING OF ISSUES
 - VIABLE DECISION SPACE BOUNDED BY LIMITS OF CONSENSUS

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EXTERNAL PROBLEMS

- INSUFFICIENT SYSTEM END-TO-END PLANNING AND PROGRAMMING COHERENCE ACROSS NFIP AND RELATED DOD PROGRAMS WASTES RESOURCES AND LIMITS CAPABILITIES
 - ADVISORY PARTICIPATION OF SENIOR INTELLIGENCE COMMUNITY MANAGERS IN COMMUNITY-LEVEL NRO ISSUES IS INSUFFICIENT
- LACK OF SUPPORT AVAILABLE TO DNRO, DCI AND SECDEF REGARDING CRITICAL DECISIONS

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RESTRUCTURE VS. LEADERSHIP

WHY RESTRUCTURE FOR PROBLEMS MOSTLY RESOLVABLE WITH "BETTER MANAGEMENT"

- MANAGEMENT POSITION OF DNRO IS INHERENTLY WEAK
 - NRO IS A MATRIX ORGANIZATION OVER WHICH THE DNRO DOES NOT HAVE COMPLETE LINE AUTHORITY
- RESTRUCTURING WILL REMOVE ORGANIZATIONAL OBSTACLES AND PROVIDE "TOOLS" TO PROMOTE MORE EFFECTIVE MANAGEMENT
 - CANNOT REPLACE GOOD LEADERSHIP

CHANGES WON'T BE EFFECTIVE UNLESS THEY ARE ACTIVELY SUPPORTED BY DNRO, DCI, AND SECDEF

-- ESPECIALLY DNRO DECISION AUTHORITY

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RECOMMENDATIONS

TO STRUCTURE THE NRO TO CONTINUE TO BUILD UPON ITS EXCELLENT RECORD, WE RECOMMEND THAT:

- **DNRO'S DOD POSITION ENABLE HIM TO BE A NEAR FULL TIME MANAGER OF THE NRP, DRSP, AND ARSP**
 - AT LEAST 80 PERCENT OF TIME DEVOTED TO NRO
 - DOD POSITION SHOULD FACILITATE PARTICIPATION IN THOSE SPACE ISSUES CRITICAL TO NRO
- **DCI TREAT THE DNRO AS HIS PRINCIPAL ADVISOR REGARDING NRO PROGRAMS AND ACTIVELY INCLUDE DNRO AS A SENIOR MEMBER OF HIS MANAGEMENT TEAM**
 - MEET REGULARLY TO DISCUSS ROUTINE MANAGEMENT TOPICS
 - SUPPORT DNRO MANAGEMENT PREROGATIVES

(b)(1)
(b)(3)

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RECOMMENDATIONS

- SECDEF RELATIONSHIP WITH DNRO BE STRENGTHENED TO IMPROVE EXECUTION OF DEFENSE PROGRAMS MANAGED BY THE DNRO
 - DRSP AND "OTHER"
 - EFFECTIVENESS SUFFERS BECAUSE LARGE AND DIVERSE DOD CONSTITUENCY MAKES IMPLEMENTATION OF INITIATIVES DIFFICULT

- DIRECTOR OF OD&E VS. DDS&T SHOULD BE DIRECTOR OF PROGRAM B
 - PROVIDE FULL TIME MANAGER FOR PROGRAM B
 - STRENGTHEN BROADER ROLE OF DDS&T AS DCI'S PRINCIPAL SCIENCE ADVISOR

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RECOMMENDATIONS

- SECDEF AND DCI MUST GIVE THE DNRO THEIR ACTIVE SUPPORT FOR HIM TO FULFILL HIS DIFFICULT MANAGEMENT TASK
 - MOA REAFFIRMING DNRO'S RELATIONSHIPS WITH DCI AND SECDEF
 - SUPPORT DNRO'S PERSONNEL RECOMMENDATIONS REGARDING SENIOR NRO MANAGERS

- FREQUENCY, REGULARITY AND DISCIPLINE OF FORMAL INTERNAL NRO SENIOR MANAGEMENT FORUMS BE IMPROVED
 - AT LEAST EVERY TWO WEEKS
 - IMPROVE PREPARATION TO FOCUS ON ISSUES AND SUPPORT DECISION MAKING
 - ENHANCE FOLLOW-UP TO ENSURE BROAD UNDERSTANDING OF, AND ACTION ON, DECISIONS

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RECOMMENDATIONS

- CREATE NEW POSITION: DEPUTY DIRECTOR FOR MILITARY SUPPORT
 - A TWO STAR FLAG OFFICER DUAL HATTED IN JOINT STAFF
 - ASSIST DNRO & DDNRO WITH MANAGEMENT OF NRO WITH EMPHASIS ON MILITARY RELATED ISSUES

 - INTEGRATE EXISTING MILITARY SUPPORT FUNCTIONS (DSPO) INTO STAFF AND LINE FUNCTIONS TO INCREASE UNDERSTANDING OF, AND RESPONSIVENESS TO, MILITARY REQUIREMENTS
 - ALSO ENHANCE MANAGEMENT OVERSIGHT OF DSPO-SPONSORED ACTIVITIES
- STREAMLINE DNRO'S STAFF ALONG STANDARD STAFF LINES

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RECOMMENDATIONS

- **CREATE A SUBSTANTIAL NRO P&A ORGANIZATION OF 80 TO 140 PERSONNEL AS A SEPARATE LINE ORGANIZATION**
 - RESPONSIBLE FOR TOP LEVEL PLANNING AND ANALYSIS, INCLUDING A STRATEGIC PLAN FOR ARCHITECTURE AND TECHNOLOGY DEVELOPMENT
 - PROVIDE OBJECTIVE TECHNICAL SUPPORT TO NRO DECISION PROCESSES
 - ADDRESS CROSS PROGRAM AND CROSS "INT" INTEGRATION ISSUES
 - ENHANCE REQUIREMENTS TRANSLATION AND FEEDBACK CAPABILITY
 - NRO PERSONNEL FROM EXISTING A, B, & C SLOTS
 - AT LEAST 30% OF THE PERSONNEL SHOULD BE DETAILEES FROM COMMUNITY ORGANIZATIONS (MAY REQUIRE SOME NEW POSITIONS IN NFIP AGENCIES)

MUST BE COLLOCATED WITH NRO MANAGEMENT TO BE EFFECTIVE

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RECOMMENDATIONS

- DNRO ESTABLISH A BROAD BASED ADVISORY BOARD OF "EXPERTS" TO ADDRESS STRATEGIC, TECHNICAL AND PROGRAMMATIC ISSUES

- CREATE A CENTRALIZED BYEMAN SECURITY IMPLEMENTATION MANAGEMENT FUNCTION WITHIN THE NRO
 - RESPONSIBLE FOR MANAGING ALL BYEMAN SECURITY IMPLEMENTATION TO ENSURE CONSISTENT STANDARDS ACROSS ALL GOVERNMENT AND CONTRACTOR ORGANIZATIONS

 - UNDER POLICY DIRECTION OF DCI THROUGH CIA DIRECTOR OF SECURITY

 - BYEMAN SECURITY DIRECTOR
 - NOMINATED BY DIR/OS/CIA WITH RECOMMENDATIONS FROM OTHERS

 - WITH FINAL SELECTION BY DNRO FROM NOMINEES

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RECOMMENDATIONS

- **MAINTAIN A, B, AND C PROGRAM IDENTITIES AND BEGIN PROCESS OF COLLOCATING THE NRO**
 - **ESSENTIAL THAT MANAGEMENT ELEMENTS AND P&A FUNCTION ARE COLLOCATED AS SOON AS POSSIBLE**
 - **SPOs SHOULD BE MOVED AS SOON AS FACILITIES AND DETAILED PLANNING CAN BE COMPLETED**
 - **SELECTED INTERFACE INTENSIVE OR SHARED FUNCTIONS, SUCH AS LAUNCH SUPPORT OR NAVAL RESEARCH LABS, SHOULD REMAIN IN PLACE**
 - **ONCE COLLOCATED, NRO SHOULD MOVE NATURALLY TOWARD A MORE EFFICIENT ORGANIZATIONAL STRUCTURE**
 - **SUBSTANTIAL BENEFIT TO NRO AND CUSTOMERS FROM COLLOCATION**
 - **PROVIDES ROUTINE DAILY INTERACTION OF DNRO AND PROGRAM DIRECTORS - SHARED ATTENTION TO MANAGEMENT OF NRO**
 - **IMPROVES MANAGEMENT INTEGRATION AND DECISION PROCESSES**
 - **STRONGER SENSE OF CORPORATE NRO - BETTER PROGRAM INTEGRATION AND PROBLEM SOLVING**

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RECOMMENDATIONS

- AS A FIRST STEP, COLLOCATE THE DNRO, HIS DEPUTIES, STAFF, P&A ORGANIZATION, CENTRALIZED SECURITY, AND A, B & C PROGRAM DIRECTORS AND STAFF ELEMENTS (APPROX. 350 PEOPLE)
 - SEPARATE FACILITY OUTSIDE OF PENTAGON
 - MAINTAIN LIAISON OFFICES AND CONFERENCE FACILITY IN PENTAGON

- INITIATE FACILITY AND PLANNING ACTIONS TO COLLOCATE A, B, & C SYSTEM PROGRAM OFFICES (SPOs) WITH HEADQUARTERS ELEMENTS IN SINGLE FACILITY (APPROX. 2500 PEOPLE)

- DO NOT RECOMMEND IMMEDIATE MOVE TO NATIONAL AGENCY STATUS
 - SEPARATE NAVY, AIR FORCE AND CIA PERSONNEL SUPPORT SHOULD REMAIN

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RECOMMENDATIONS

- AFTER COLLOCATION, CONSIDER STANDARDIZING SUPPORT FUNCTIONS
 - E.G., CONTRACTING, ETC.
 - AS A PART OF ORGANIZATIONAL EVOLUTION
 - MAINTAIN NRO ACQUISITION CAPABILITIES AND STREAMLINED MANAGEMENT CONCEPTS
- NO CHANGES TO THE MISSION STATEMENT OR CHARTER OF THE NRO ARE REQUIRED TO SUPPORT ANTICIPATED NATIONAL OR MILITARY SUPPORT ACTIVITIES OF THE NRO
 - REASONABLY PLAUSIBLE CHANGES WILL NOT SOLVE ANY MAJOR PROBLEMS INHIBITING FUTURE EFFICIENCY AND EFFECTIVENESS OF THE NRO
 - REFLECTING FACT-OF-LIFE CHANGES CAUSED BY PASSAGE OF TIME DOES NOT PROVIDE ENOUGH BENEFIT TO BE WORTH THE RISKS

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RECOMMENDATIONS

- THE NRO SHOULD REMAIN A COVERT ORGANIZATION UNTIL STRONGER IMPERATIVES FOR CHANGE ARE IDENTIFIED
 - NO SIGNIFICANT COST FOR REMAINING COVERT AND NO MAJOR BENEFIT FOR BECOMING OVERT
 - DECLASSIFICATION OF SELECTED INFORMATION REGARDING "FACT OF" THE NRO APPEARS TO BE FEASIBLE WITHOUT HARM TO NRO MISSION

BELIEVE EVENTUAL DECLASSIFICATION OF "FACT OF" INFORMATION VERY LIKELY AND SHOULD BE CAREFULLY PLANNED FOR

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RECOMMENDATIONS

- **CREATE NATIONAL RECONNAISSANCE BOARD**
 - NOT A DECISION MAKING BODY - PROVIDES ADVICE TO DNRO, DCI, AND SECDEF REGARDING REQUIREMENTS AND PROGRAM ISSUES CONCERNING NRP, DRSP AND ARSP AND RELATED ASPECTS OF OTHER NFIP AND DOD PROGRAMS
 - KEEP SMALL - CHAIRED BY DDCI OR THE DIRECTOR, IC STAFF WITH MEMBERS FROM: NRO, CIA, DIA, NSA, JCS, AND OSD (EITHER C3I OR ATSD/IP)
 - DEPUTY DIRECTOR OR EQUIVALENT LEVEL
 - STAFF SUPPORT FROM NRO, INCLUDING EXECUTIVE SECRETARY FUNCTION
 - CONSIDER USING BOARD TO PERFORM SIMILAR FUNCTION FOR OTHER NFIP PROGRAMS GREATER THAN A HALF BILLION DOLLARS PER YEAR

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FACILITIES

- **MULTIPLE OPTIONS INVESTIGATED**
 - COMMERCIAL - LEASE, PURCHASE, OR NEW CONSTRUCTION
 - GOVERNMENT - EXISTING OR NEW CONSTRUCTION

- **CRITERIA**
 - COST
 - SCHEDULE
 - SECURITY
 - SIZE
 - ACCESSIBILITY
 - ACCEPT GOVERNMENT TENANT
 - ABILITY TO USE DESIRED LEASE, PURCHASE CLAUSE

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FACILITIES

- **GOVERNMENT SITE RULED OUT**
 - EXISTING - ONLY TWO MET SIZE REQUIREMENTS - HAD SECURITY PROBLEMS
 - NEW - SCHEDULE AND COST - ENVIRONMENTAL IMPACT STATEMENT, MASTER PLAN, FUNDING CYCLE

- **COMMERCIAL**
 - MOST FLEXIBLE - SATISFIES MORE CRITERIA
 - LEASE VS. PURCHASE - COST & FUNDING PROFILE DECISION
 - 160 INTERIM AND 150 PERMANENT FACILITIES SURVEYED
 - INTERIM SUPPORTS 200-450 PEOPLE
 - PERMANENT SUPPORTS 2,500 PEOPLE

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FACILITY OPTIONS

- **TEMPORARY - TRW LEASED BUILDING IN FAIRLAKES, VIRGINIA**
 - SPACE IMMEDIATELY AVAILABLE FOR 50-70 PERSONNEL
 - TOTAL 110-130 PERSONNEL WITHIN 2 WEEKS AFTER APPROVAL TO PROCEED

ALREADY COMMITTED TO TEMPORARY FACILITY

- **INTERIM - INTERNATIONAL POINT, RT 28, NEAR DULLES OR MEADOWS III IN WESTFIELDS, SOUTH OF DULLES**
 - 1 OCTOBER AUTHORIZATION WOULD PERMIT FITUP AND OCCUPANCY BY AUGUST 90 OR MARCH 91
 - TOTAL 300-450 PERSONNEL WITHIN 11-18 MONTHS AFTER APPROVAL TO PROCEED

GO-AHEAD FOR INTERIM FACILITY REQUIRED IMMEDIATELY

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FACILITY OPTIONS PERMANENT

- TWO PREFERRED SITES
 - 110 ACRES MASTER PLANNED AND ZONED FOR UP TO 1.8 MILLION SQUARE FEET IN WESTFIELDS, SOUTH OF DULLES
 - 142 ACRES IN DULLES TECH CENTER - SAME DEVELOPER AS INTERNATIONAL POINT, WITHIN 1.5 MILES
- BOTH PROVIDE FOR CONSTRUCTION OF A PERMANENT BUILDING TO SUIT REQUIREMENTS WITH OPTION FOR LEASE PURCHASE
 - IMMEDIATE AUTHORIZATION WOULD PERMIT DESIGN AND CONSTRUCTION TO START JANUARY 1990
 - CONSTRUCTION COMPLETION JANUARY 1994
 - FITUP AND OCCUPANCY BY APRIL 1994
- TOTAL 2500 PERSONNEL HOUSED WITHIN 51 MONTHS AFTER APPROVAL TO PROCEED
- BOTH PROVIDE LAND FOR FUTURE EXPANSION

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FACILITY RECOMMENDATION

- ALL THREE FACILITIES REQUIRED TO RAPIDLY AND COMPLETELY SUPPORT RESTRUCTURE ACTIONS
 - TEMPORARY FACILITY SUPPORTS IMMEDIATE COLLOCATION OF MOST IMPORTANT NRO MANAGEMENT ELEMENTS AND INITIAL P&A ORGANIZATION
 - USE EXISTING PENTAGON SPACE FOR LIAISON OFFICES AND CENTRALIZED SECURITY
 - INTERIM FACILITY PROVIDES FOR COLLOCATION OF ALL NRO MANAGEMENT ELEMENTS AND FULL P&A ORGANIZATION
 - ONLY ESSENTIAL LIAISON FUNCTIONS AND MEETING FACILITIES REMAIN IN PENTAGON AFTER DECEMBER 1990
 - PERMANENT FACILITY PROVIDES FOR TOTAL NRO COLLOCATION STARTING IN 1994

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COSTS

DOLLARS IN MILLIONS

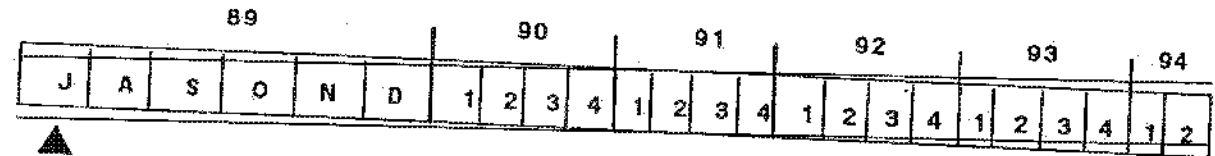
<u>ITEM</u>	<u>FY 89</u>	<u>FY 90</u>	<u>FY 91</u>
FACILITIES			
TEMPORARY	3.0*	14.0	3.0
INTERIM	--	11.0	21.0
PERMANENT	--	5.0	3.0
TOTAL FACILITIES	--	30.0	27.0
P&A BUDGET	--	120.0	180.0
		<u>FY 90 & 91</u>	
CENTRALIZED SECURITY ADDITIONAL MANPOWER SLOTS	--	50	

* ALREADY BUDGETED

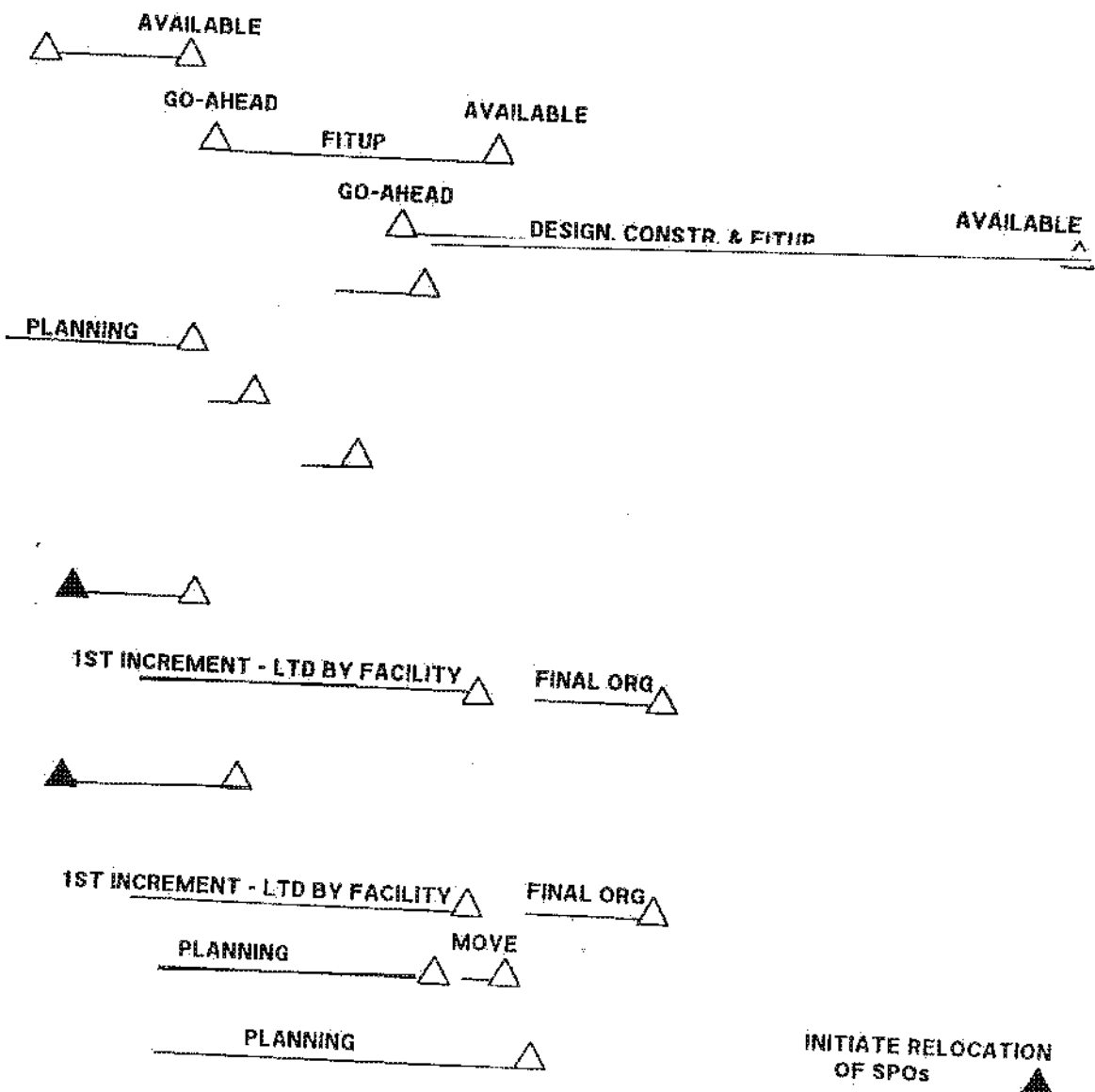
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- DECISION
- FACILITIES
 - TEMPORARY
 - INTERIM
 - PERMANENT
 - REFURBISH PENTAGON
- INITIAL MANAGEMENT COLLOCATION
 - MOVE DNRO, DEPUTIES, & STAFFS
 - MOVE PROGRAM DIRECTORS & STAFF SPT
- P & A
 - SELECT DIRECTOR & INITIAL CADRE
DEVELOP IMPLEMENTATION PLAN
 - ESTABLISH P&A ORGANIZATION
- SECURITY
 - SELECT DIRECTOR & INITIAL CADRE
DEVELOP IMPLEMENTATION PLAN
 - ESTABLISH CENTRALIZED ORGANIZATION
- TEMPORARY MANAGEMENT COLLOCATION
- PERMANENT TOTAL COLLOCATION



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ACTIONS REQUIRED

- APPROVAL OF RESTRUCTURE RECOMMENDATIONS

- FULL TIME MANAGERS
- P&A ORGANIZATION
- MILITARY DEPUTY
- STAFF RESTRUCTURE
- FACILITY ACQUISITION
 - TEMPORARY
 - INTERIM
 - PERMANENT
- CENTRALIZED BYEMAN SECURITY
- INTERNAL ADVISORY BODY
- NATIONAL RECONNAISSANCE BOARD
- STRENGTHEN DCI/DNRO RELATIONSHIP
- STRENGTHEN SECDEF/DNRO RELATIONSHIP
- COLLOCATE NRO
 - MANAGEMENT
 - SPOs
 - SEPARATE FACILITY

- APPROVAL OF MEMORANDUM OF AGREEMENT REGARDING RESTRUCTURE IMPLEMENTATION AND ROLE OF DNRO VIS-A-VIS DCI AND SECDEF

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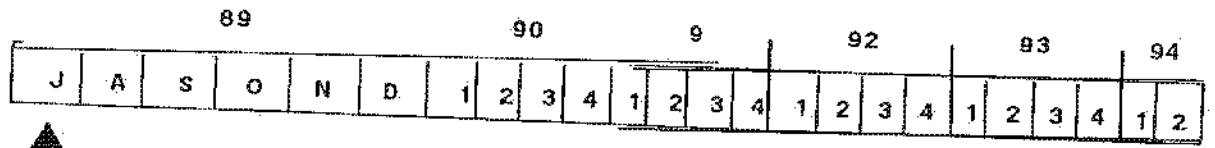
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2.0 BACKUP DATA

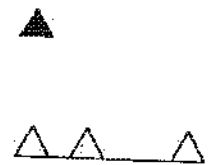
BACKUP CHARTS

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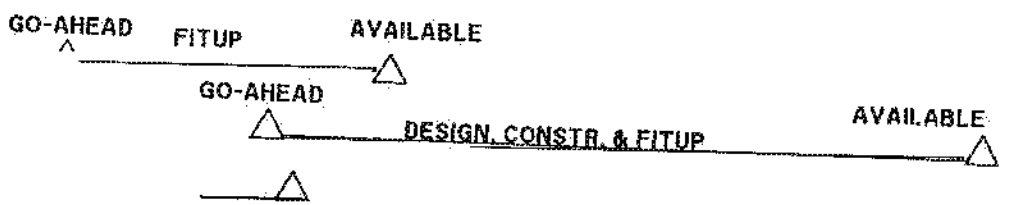
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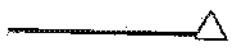
- DECISION
- FACILITIES
- TEMPORARY



- INTERIM
- PERMANENT
- REFURBISH PENTAGON



- INITIAL MANAGEMENT COLLOCATION
- DETAILED MOVE & SPACE PLAN



- MOVE DNRO, DEPUTIES, & STAFFS



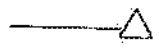
- MOVE PROGRAM DIRECTORS & STAFF SPT



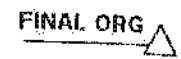
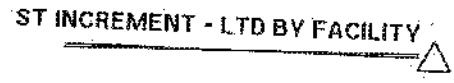
- P & A
- SELECT DIRECTOR & INITIAL CADRE



- DETAILED IMPLEMENTATION PLAN



- ESTABLISH P&A ORGANIZATION



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89				90				91				92				93				94			
J	A	S	O	N	D	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2


● SECURITY

- SELECT DIRECTOR & INITIAL CADRE 

- DETAILED IMPLEMENTATION PLAN 

- ESTABLISH CENTRALIZED N N

1ST INCREMENT - LTD BY FACILITY 

FINAL ORG 


TEMPORARY MANAGEMENT COLLOCATION

- PLANNING 

- MOVE 

● PERMANENT TOTAL COLLOCATION

- PLANNING 

INITIATE RELOCATION OF SPOs 

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SCOPE OF STUDY

- **DID INCLUDE**

- COMPREHENSIVE REVIEW OF INTERNAL NRO METHODS OF OPERATIONS
- 17 FUNCTIONAL AREAS
- DETAILED REVIEW OF EXTERNAL INTERFACES -- BOTH NATIONAL AND MILITARY
- DISCUSSIONS WITH CUSTOMERS AND USERS REGARDING THEIR PERCEPTIONS
- AN EXHAUSTIVE SET OF POTENTIAL SOLUTIONS FOR PROBLEMS IDENTIFIED

- **DID NOT INCLUDE**

- NON-NRO SPACE ACTIVITIES, SUCH AS WHITE DOD OR CIVIL
- SPACE POLICY ISSUES

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ORGANIZATIONAL ALTERNATIVES

- **THREE ORGANIZATIONAL AREAS STUDIED**
 - NRO AND DSPO STAFF STRUCTURES
 - A, B, & C PROGRAM ELEMENT STRUCTURE
 - ADDITION OF A SUBSTANTIAL P&A FUNCTION

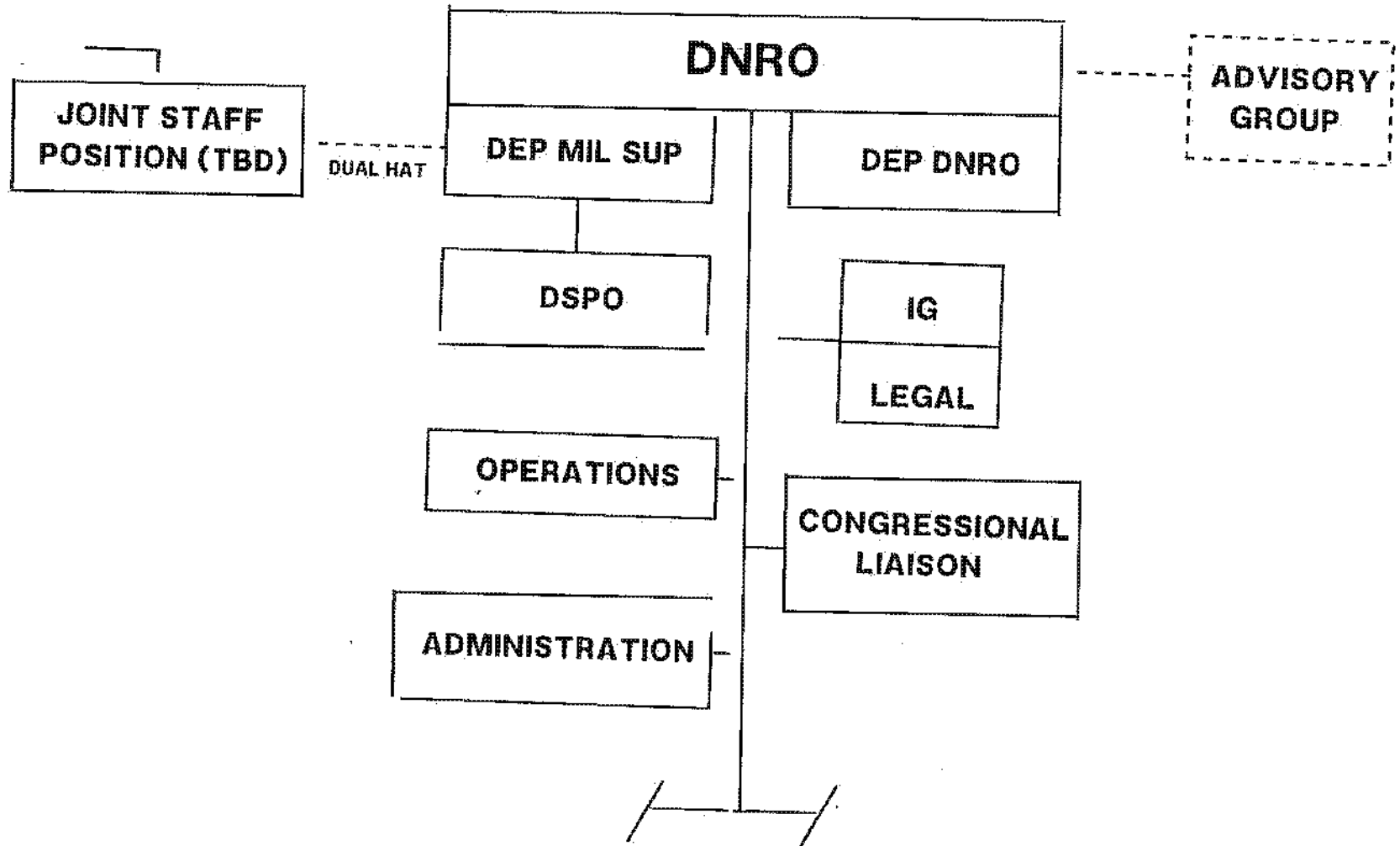
- **NRO & DSPO STAFFS NEED CONSOLIDATION AND STREAMLINING**
 - PUT GREATER MANAGEMENT ATTENTION ON PRIORITY FUNCTIONS
 - REDUCE MANAGEMENT CLUTTER CAUSED BY ADMINISTRATIVE FUNCTION
 - IMPROVE INTEGRATED MANAGEMENT OF NRO & DSPO
 - ENHANCE MANAGEMENT SUPPORT CAPABILITY

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CORPORATE RESTRUCTURE



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ORGANIZATIONAL ALTERNATIVES

- GEOGRAPHIC SEPARATION AND OVERLAPPING MISSION AREAS MAKE A, B & C PROGRAM ELEMENT STRUCTURE UNMANAGEABLE
 - DETRIMENTAL COMPETITION RESULTS - COMPLICATED BY MATRIX NATURE OF ORGANIZATION
 - WERE FULLY AWARE OF PETE ALDRIDGE'S RECOMMENDATION FOR COLLOCATION WHEN STUDY WAS INITIATED
 - FOCUSED EFFORTS ON TRYING TO FIND ANY POSSIBLE SOLUTION TO FIX PROBLEMS SHORT OF COLLOCATION

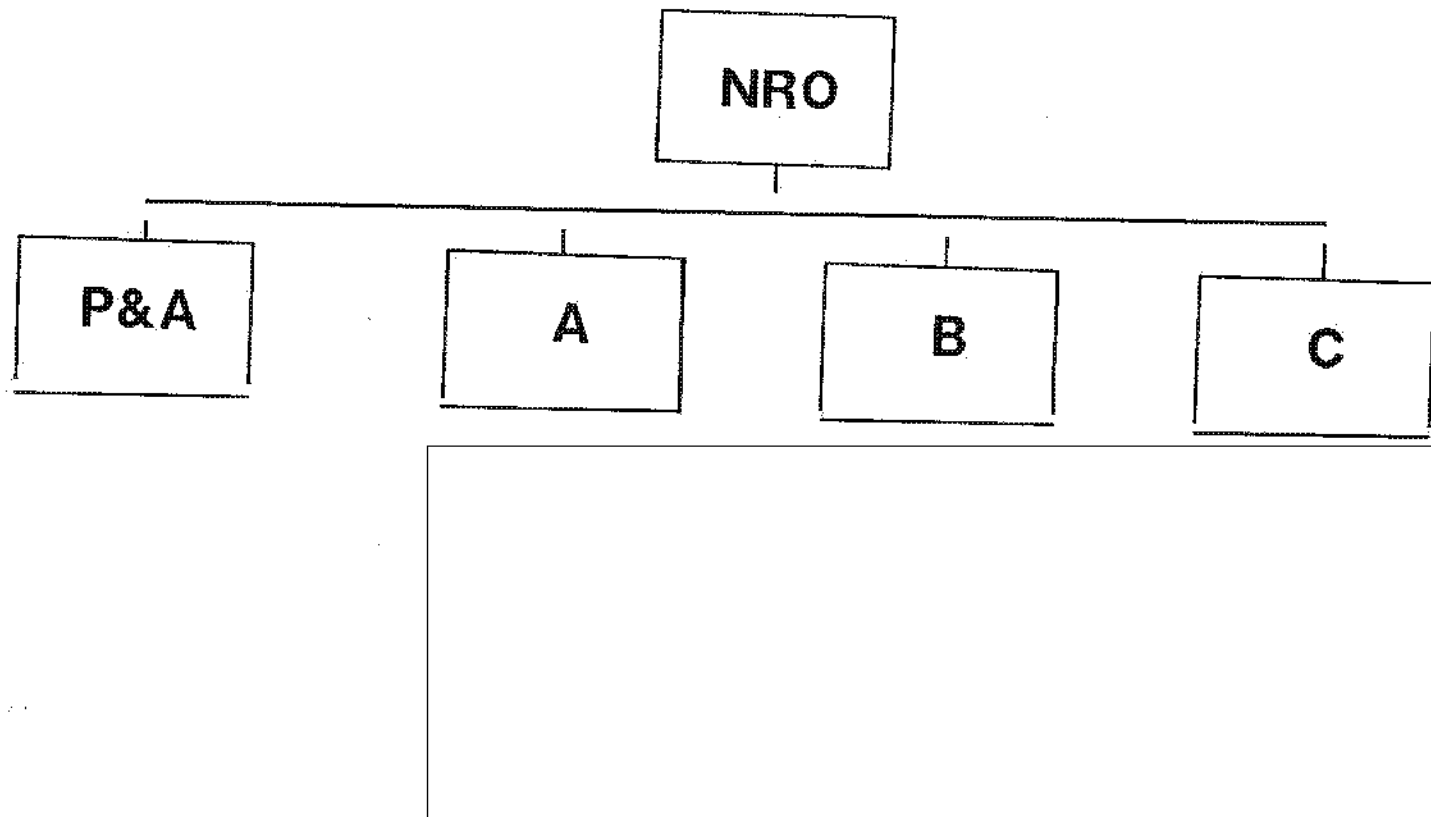
STUDY RESULTED IN CONVERSION FROM NON-BELIEVERS TO FIRM BELIEVERS IN COLLOCATION - ONLY REAL SOLUTION

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(b)(1)
(b)(3)

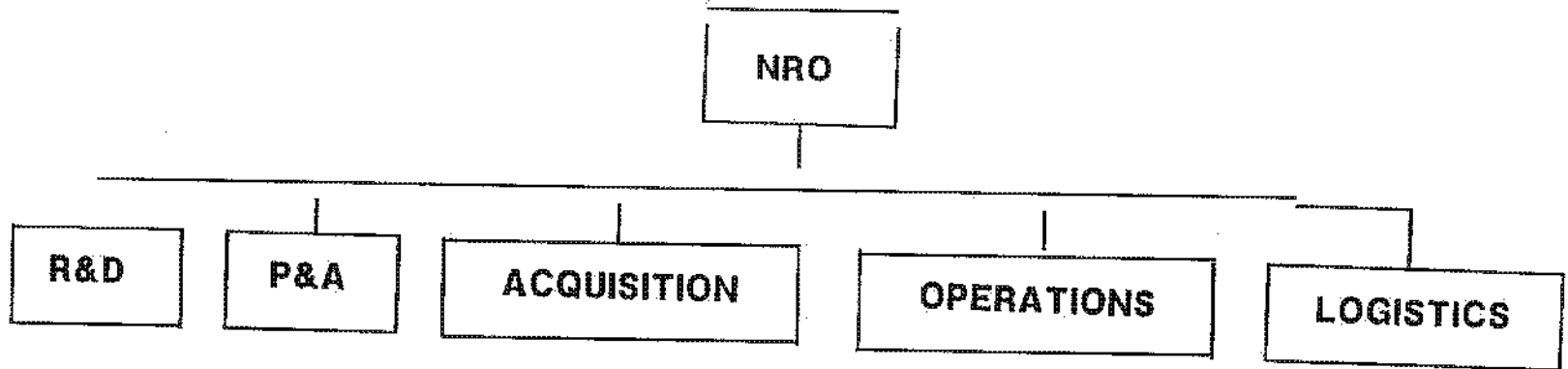
**EXISTING PROGRAM ELEMENT STRUCTURE
WITH RECOMMENDED P&A**

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PRO*

- ENHANCES "INTEGRATED" OPERATIONS & THE DEVELOPMENT OF AN INTEGRATED ARCHITECTURE
- ELIMINATES CURRENT COMPETITION BETWEEN PROGRAM ELEMENTS
- IMPROVES COMMUNICATION AMONG SPOs
- IMPROVES COMMUNICATION AMONG MGs
- STANDARDIZES PROCEDURES
- P&A MORE EFFECTIVE DUE TO THE ELIMINATION OF N PROGRAM ELEMENTS
- ELIMINATES THE DUAL HAT PROBLEM

CON*

- INCREASES BUREAUCRACY
- INCREASED COST TO NRP DUE TO THE NEED TO DEVELOP AND FUND OWN INFRASTRUCTURE
- TRANSITION COSTS
- GREATER TAKEOVER TARGET - AGGREGATES ACTIVITIES (I.E., OPERATIONS) INTO MORE EASILY SEPARABLE ENTITIES
- LESS STREAMLINED
- PARENT ORGANIZATION IDENTITY LOST
- REDUCES MOTIVATION FOR INNOVATION
- LESSER QUALITY OF DETAILEES FROM PARENT ORGANIZATIONS
- INHIBITS END-TO-END SYSTEM MANAGEMENT BECAUSE IT SEPARATES SPOs FROM MGs
- TENDS TO DILUTE EXISTING FOCAL POINTS FOR EXTERNAL SUPPORT

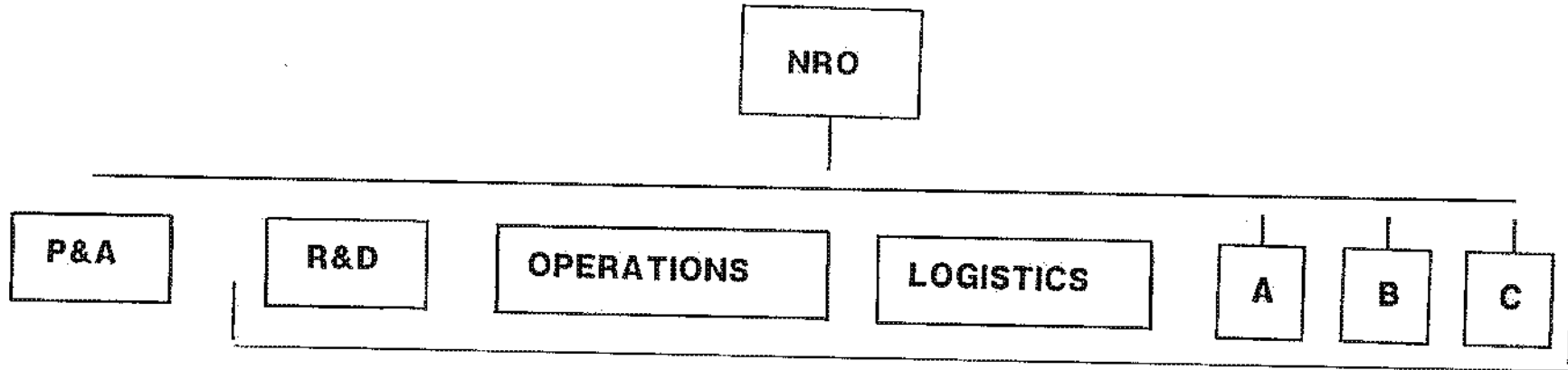
* WITH RESPECT TO EXISTING STRUCTURE WITH P&A

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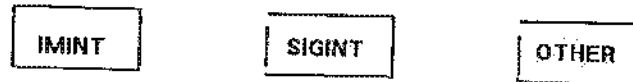
FUNCTIONAL PROGRAM ELEMENT STRUCTURE

FIG 1C

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COULD BE ORGANIZED ACCORDING TO:



PROGRAM RESPONSIBILITIES GROUPED
ALONG BUSINESS LINES

S/C ACQUISITION ONLY

PROGRAM RESPONSIBILITIES
THE SAME

PRO*

CON*

ENHANCES "INTEGRATED" OPERATIONS & THE
DEVELOPMENT OF AN INTEGRATED ARCHITECTURE

- INCREASES BUREAUCRACY
- INCREASED COST TO NRP DUE TO THE NEED TO
DEVELOP AND FUND OWN INFRASTRUCTURE
- TRANSITION COSTS
- GREATER TAKEOVER TARGET AGGREGATES
ACTIVITIES INTO MORE EASILY SEPARABLE ENTITIES
- LESS STREAMLINED
- SOME PARENT ORGANIZATIONAL IDENTITY LOST
- TENDS TO DILUTE EXISTING FOCAL POINTS FOR
EXTERNAL SUPPORT

- LESSER QUALITY OF DETAILEES FROM PARENT
ORGANIZATIONS

INHIBITS END-TO-END SYSTEM MANAGEMENT
BECAUSE IT SEPARATES SPOs FROM MGSs

- REDUCES MOTIVATION FOR INNOVATION

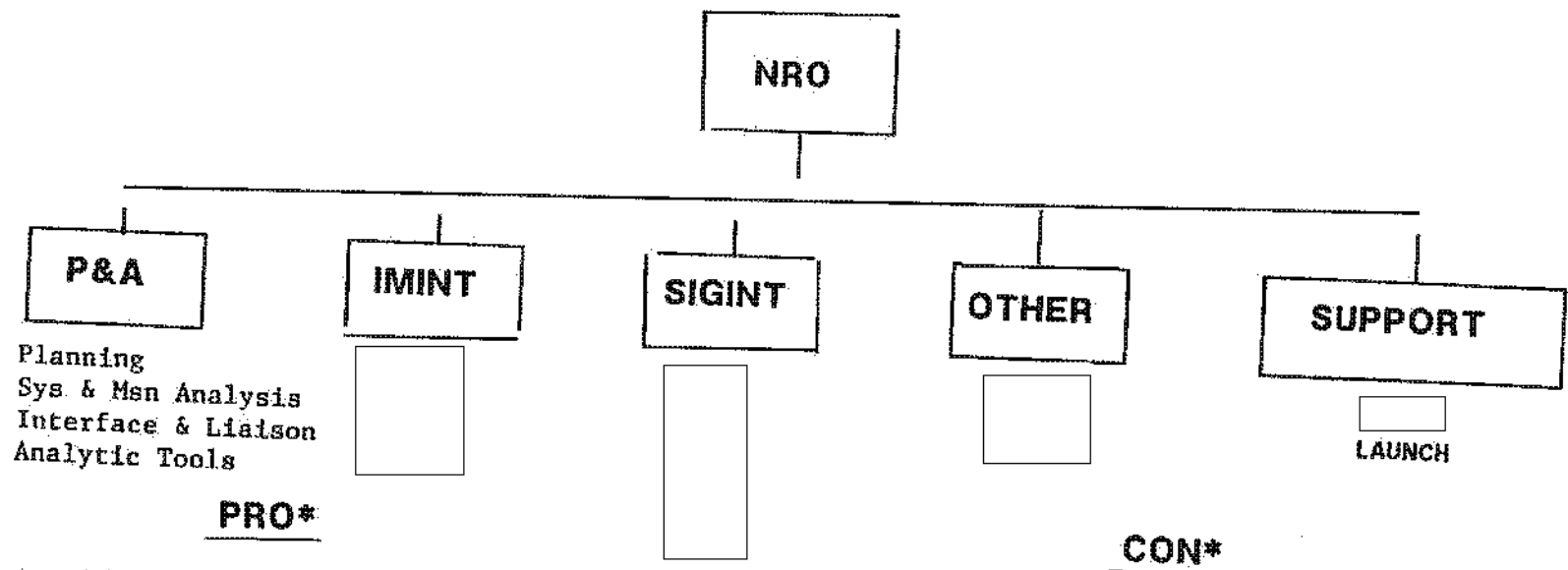
* WITH RESPECT TO EXISTING
STRUCTURE WITH P&A

FUNCTIONAL RESTRUCTURE PLUS A/B/C

FIG 6

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- SINGLE INTEGRATED MANAGEMENT RESPONSIBLE FOR EXECUTION
- REDUCED COMPETITION BETWEEN PROGRAM ELEMENTS
- STREAMLINED
- PARALLELS COMMUNITY ORGANIZATION
- IMPROVES COMMUNICATIONS AMONG NRO & COMMUNITY ELEMENTS
- ENHANCES INTEGRATED OPERATIONS AND THE DEVELOPMENT OF INTEGRATED ARCHITECTURES WITHIN "INTS"
- P&A EASIER AND MORE EFFECTIVE DUE TO THE ELIMINATION OF STRONG PROGRAM ELEMENTS

- MANAGEMENT OF DIVERSE GEOGRAPHIC LOCATIONS
- DOES NOT PRESERVE A, B, C EQUALITY OR C IDENTITY
- REDUCES MOTIVATION FOR INNOVATION
- INCREASED ADMINISTRATIVE COMPLEXITY
- MULTIPLE STANDARDS AND TRANSITION
- LESSER QUALITY DETAILEES FROM PARENT ORGANIZATIONS FOR RELOCATED SPOS
- PERCEPTION OF NSA CONTROL OF SIGINT
- PERCEPTION OF CIA CONTROL OF M N

R N

(b)(1)
(b)(3)

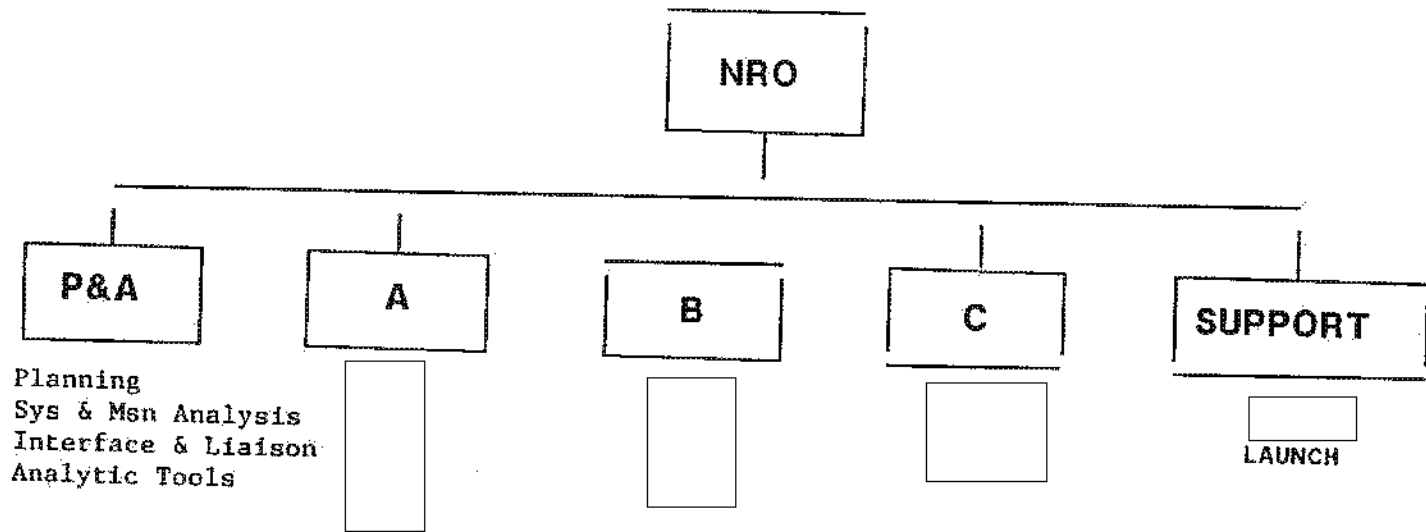
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* WITH RESPECT TO EXISTING STRUCTURE WITH P&A

BUSINESS STRUCTURE

FIG. 1C

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RO*

CON*

- "ENHANCES" PROGRAM A, B, C EQUALITY AND MAINTAINS IDENTITIES
- REDUCES COMPETITION WITH "VALID" C PARTICIPATION
- PARENT IDENTITIES RETAINED
- ENHANCES INTEGRATED OPERATIONS
- IMPROVES COMMUNICATION AMONG NRO AND COMMUNITY ELEMENTS
- P&A MORE EFFECTIVE

- STILL PERMITS CROSS M SIGINT COMPETITION
- TRANSITION COST (SPOs MOVE)
- SIGNIFICANT MULTIPLE TAKEOVER TARGETS
- INCREASED ADMINISTRATIVE COMPLEXITY
- MANAGEMENT OF DIVERSE GEOGRAPHIC LOCATIONS
- MULTIPLE STANDARDS AND PROCEDURES DURING TRANSITION
- LESSER QUALITY OF DETAILIES FROM PARENT ORGANIZATIONS FOR RELOCATED SPOs

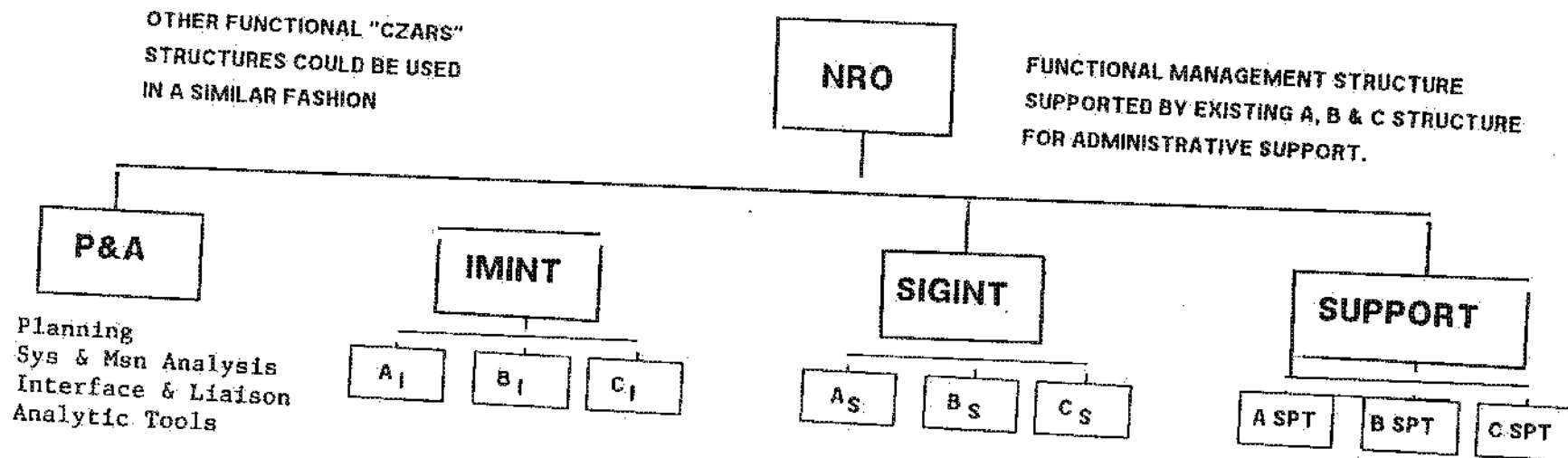
WITH RESPECT TO EXISTING STRUCTURE WITH P&A

A/B/C BUSINESS STRUCTURE

(b)(1)
(b)(3)

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PRO*

CON*

- MINIMIZES PERSONNEL PERTURBATIONS
- PARENT ORGANIZATION IDENTITY RETAINED
- ENHANCES INTEGRATED OPERATIONS AND THE DEVELOPMENT OF INTEGRATED ARCHITECTURES WITHIN "INTs"
- P&A MORE EFFECTIVE

- DUAL-HAT NATURE N R M N R
- LACK OF PROGRAM EQUALITY IN FUNCTIONAL PORTION OF ORGANIZATION
- MANAGEMENT COMPLEXITY
- INCREASED BUREAUCRACY
- INCREASED TAKEOVER TARGET
- LESS STREAMLINED
- MULTIPLE INFRASTRUCTURE SYSTEMS
- PARTICULARLY DEPENDENT ON OBJECTIVITY OF PROGRAM LEADERS

* WITH RESPECT TO EXISTING STRUCTURE WITH P&A

MATRIX HYBRID S

FIG. 1c

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ORGANIZATIONAL ALTERNATIVES

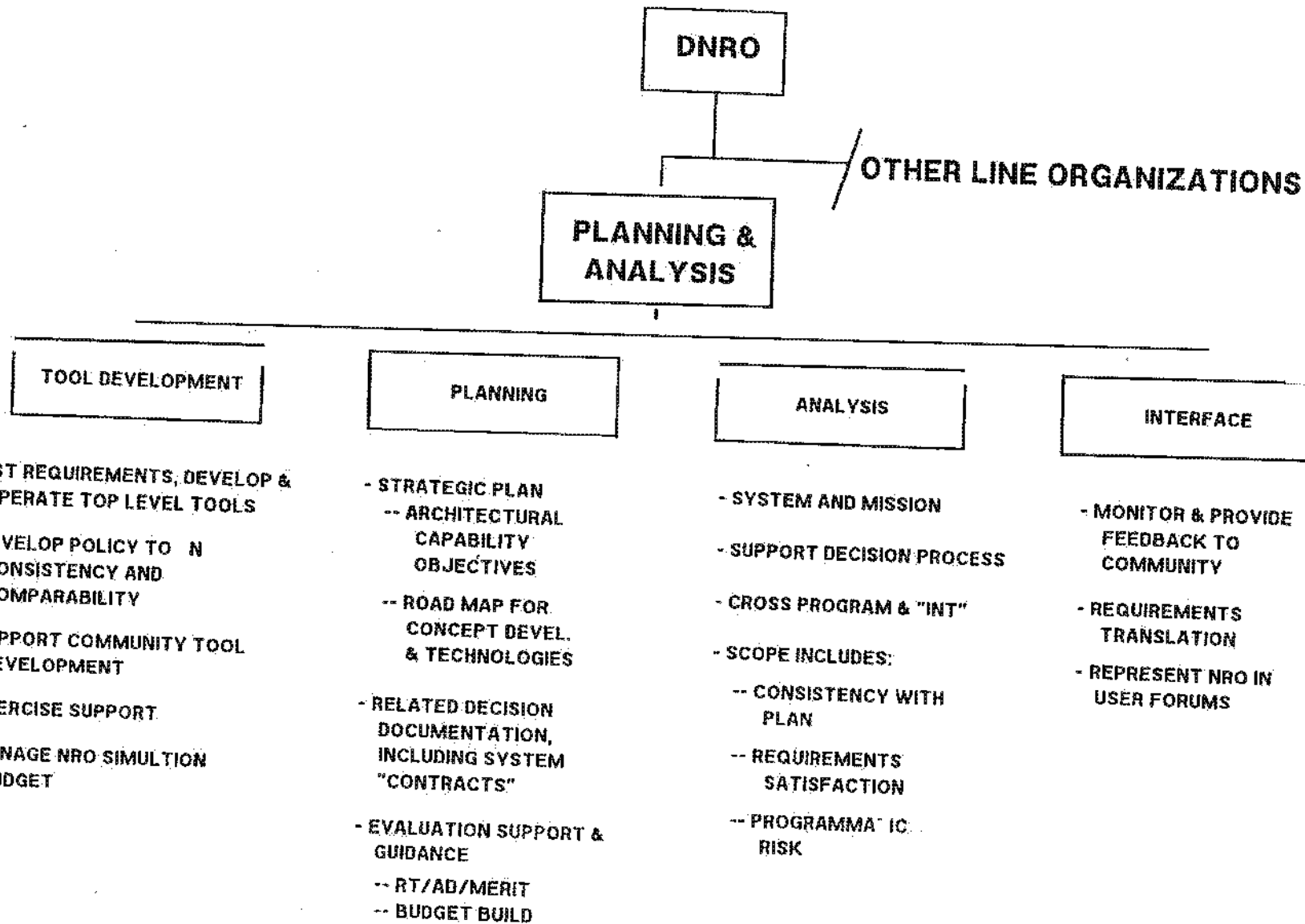
- **PLANNING & ANALYSIS (P&A)**
 - ESSENTIAL CAPABILITY TO SUPPORT ABILITY TO ACHIEVE LONG TERM NRP, DRSP, AND ARSP OBJECTIVES
 - ALSO CRITICAL TO MANAGEMENT EFFECTIVENESS OF DNRO
 - MUST BE A SUBSTANTIAL LINE ORGANIZATION WITHIN NRO
 - MUST INCLUDE COMMUNITY DETAILEES

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PLANNING & ANALYSIS



BYEMAN

FIG 1

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