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PROCEDURAL CONSIDERATIONS

FOR MOL PROGRAM MANAGEMENT

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GENERAL

It was clear, during the evolutionary phases of the Manned Orbiting Laboratory Program, that the Secretary of Defense desired that special emphasis and attention be placed on MOL management arrangements. MOL represented a unique management problem, broad in both scope and complexity with a program structure quite different from that of previous satellite reconnaissance programs. The relationships of participating elements of the two major organizational entities involved in the MOL, the Department of the Air Force and the National Reconnaissance Office, required careful and specific definition in order to provide for timely, orderly, integrated program management.

The Director, National Reconnaissance Office, is charged with the conduct of the National Reconnaissance Program (NRP). MOL is subject to DNRO guidance and direction, as an element of the NRP, with respect to its terrestrial image forming and SIGINT sensing systems of practical intelligence application. In this regard, MOL is not unlike other covert satellite programs of the NRP.

The Director, Special Projects, reporting directly to the DNRO, has, in the past, undertaken the program management, technical direction, contracting activities, mission operations, and security associated with such programs. This has been a satisfactory arrangement for these

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programs where the reconnaissance sensor itself has been the major elements around which overall system integration is postured. MOL departs from this condition, due both to the introduction of man as a major system element, and to the currently expressed national policy of overt and unclassified admission of the existence of MOL. Hence, conduct of MOL, per se, as a covert program is denied, although conduct of covert activities within the program itself is not.

These considerations placed special constraints upon the formulation of effective management arrangements. As a result, the program management structure approved by the Secretary of Defense provided for a meld of the interdependent functions of the Department of the Air Force and the National Reconnaissance Office at a responsible, senior management level -- that of the Secretary of the Air Force who, with the advice and assistance of the DNRO, is responsible for executive management of all aspects of the MOL Program. Executive management in its usual sense, and the sense intended here is a guiding and integrating function, which does not overtake individual responsibilities of participating elements. Hence the DNRO does report directly to the Secretary of Defense for all aspects of the NRP, but is responsive to the Secretary of the Air Force with respect to insuring that the NRP elements of MOL become part of a closely coordinated whole. It must be understood that the DNRO plays a major role in the formulation of guidance which is issued to the Director, MOL. The Director, MOL, reporting directly to the Secretary of the Air Force, is the principal

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operating agent for the direction of the MOL Program and is responsible to establish, manage and conduct, in accordance with DNRO guidelines, task assignments and requirements, all aspects of the MOL Program as assigned by the Secretary of the Air Force.

The intent and meaning of the approved MOL management plan in these aspects is clear -- guidance and direction issued by the Director, MOL which involve an interface with the NRP will be entered into under DNRO guidelines, task assignments and requirements. Guidance and direction issued by the Director, MOL under these circumstances is clearly competent and authoritative, not only for "white" aspects of the MOL Program, but also for "black" aspects -- those which interface with the NRP.

PRINCIPLES OF THE MANAGEMENT STRUCTURE

The principal objectives of the MOL management structure are to insure that program management is responsive to approved program policy and guidance, and is capable of conducting the program within cost ceilings while meeting schedules and performance goals. To this end strong, centralized, integrated program direction will be exercised from a Washington area office, by General B. A. Schriever, as Director, MOL, utilizing responsive, streamlined, vertical management for all aspects of the program. No other channel of program direction is specified, and it is clear that no other is intended.

Functional responsibilities of the participants are specified, which provide that the Director, Special Projects will establish and manage a sensor payload office co-located with the MOL Systems Office.

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This office is responsible for MOL sensor development, and is responsive to program direction related to system integration, technical interface, and master schedule matters flowing from the Deputy Director, MOL. The functional responsibilities of the Deputy Director, MOL, and of the Director, Special Projects and his MOL Sensor Office are not dependent upon the channel through which program direction flows, nor does the course of this channel alter the basic responsibilities and allegiances of either. Each is clearly responsible for his respective element of the program, and each has the necessary authority for its effective pursuit.

PROCEDURES FOR PROGRAM GUIDANCE AND DIRECTION

Several categories of guidance and direction are involved, and each differs with respect to its influence on the NRP and reconnaissance sensor matters. They are:

- a. That which clearly does not involve the NRP or reconnaissance sensor matters, either directly, by implication, or as a result of activity responsive to the guidance.
- b. That which may involve NRP or reconnaissance sensor matters indirectly from an information point of view, but necessitates no NRP or sensor reaction.
- c. That which may require NRP or sensor reaction, e.g., schedule changes, minor interface specification changes, funding considerations, etc.
- d. That in which NRP or sensor reaction or response is required in a major sense, e.g., major changes in mission profiles, direct integration problems, etc., which may require major sensor changes.

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. That which is primarily of NRP or reconnaissance sensor orientation, with minor involvement with other MOL Program aspects.

Although the above categories need not necessarily be treated from the same procedural standpoint, there is an advantage in adopting standard practices as a baseline, then applying consistent modifications on a case-by-case basis. Whatever such modifications may be, the baseline of guidance and direction should focus on the basic intent of the approved MOL management theme: strong, centralized, integrated program direction.

Under these circumstances, the following practices and procedures are suitable for adoption. They are based on the premise that all guidance and direction will be issued by the Director, MOL with respect to all aspects of the MOL Program to both the Deputy Director, MOL and the Director, SAFSP. They are consistent with the spirit and intent of MOL management; they preserve a single, clear line of direction and permit integration of "black" and "white" guidance and direction at the most effective and responsive management level; they insure consistency of guidance and direction to both major field agencies, and preserve effective program discipline.

Procedural Principles:

-- DNRO issues MOL guidance and direction to Director, MOL, for integration, and subsequent direct transmittal to both Director, SAFSP, and Deputy Director, MOL.

-- Deputy Director, MOL, and Director, SAFSP, each retains full responsibility for implementing program guidance and direction

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issued by the Director, MOL. On the basis of local agreement the Deputy Director, MOL directs the day-to-day activities of the SAFSP MOL Sensor Payload Office in system integration, technical interface, and program master schedule matters.

-- Director, SAFSP reports to DNRO through Director, MOL for MOL matters.

-- Director, SAFSP reports directly to DNRO for NRP matters, and simultaneously to the Director, MOL where MOL matters are involved.

-- Written documents which carry guidance and direction to Director, SAFSP will bear the personal signature of the DNRO or in his absence, a specifically designated alternate, in addition to that of the Director, MOL. Electrically transmitted messages will carry a phrase in the preamble expressing DNRO authority such as: "For General Martin from General Schriever by direction of Dr. Flax." It is mandatory that the signature or coordination of the DNRO, or his specifically designated alternate, be secured on any program guidance and direction to the Director, SAFSP.

Interface with the NRO:

-- Deputy Director, MOL will interface with the NRO through the Director, SAFSP on the basis of local agreement.

-- Selected elements of the Washington Staff of the Director, MOL will maintain a continuing and close working relationship with the NRO Staff, providing such aid and assistance as may be required to maintain close MOL integration with the NRP, and to insure that DNRO

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guidance to MOL arising from the NRO Staff is undertaken in full coordination with overall MOL Program objectives. In the same manner, MOL program guidance and direction arising from the Director, MOL, Washington Staff which may involve the NRO or NRP will be fully coordinated with the NRO.

ALEXANDER H. FLAX
Director, NRO

B. A. SCHRIEVER, General, USAF
Director, MOL Program

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PROCEDURAL CONSIDERATIONS
FOR MOL PROGRAM MANAGEMENT

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It was clear, during the evolutionary phases of the Manned Orbiting Laboratory Program, that the Secretary of Defense desired that special emphasis and attention be placed on MOL management arrangements. MOL represented a unique management problem that was considerably broader in both scope and complexity than has been true of previous satellite reconnaissance programs. The relationships of participating elements of the two major organizational entities involved in the MOL, the Department of the Air Force, and the National Reconnaissance Office required careful and specific definition in order to provide for timely, orderly, integrated program management.

The Director, National Reconnaissance Office, is charged with the conduct of the National Reconnaissance Program (NRP). MOL is subject to DNRO guidance and direction, as an element of the NRP, with respect to its terrestrial image forming and SIGINT sensing systems of practical intelligence application. In this regard, MOL is not unlike other covert satellite programs of the NRP.

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The Director, Special Projects, reporting directly to the DNRO, has, in the past, undertaken the program management, technical direction, contracting activities, mission operations, and security associated with such programs. This has been a satisfactory arrangement for these programs whose scope and complexity are relatively modest, and where the reconnaissance sensor itself has been the major element around which overall system integration is postured. MOL departs from these conditions, due both to the introduction of man as a major system element, and to the current national policy of overt and unclassified admission of its existence. Hence, conduct of MOL, per se, as a covert program is denied, although conduct of covert activities within the program itself is not.

These considerations placed special constraints upon the formulation of effective management arrangements. As a result, the program management structure adopted provided for a meld of the interdependent functions of the Department of the Air Force and the National Reconnaissance Office at a responsible, senior management level -- that of the Secretary of the Air Force who, with the advice and assistance of the DNRO, is responsible for executive management of all aspects of the MOL Program. The Director, MOL, reporting directly to the Secretary of the Air Force, is the principal

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operating agent for the direction of the MOL Program and is responsible to establish, manage and conduct, in accordance with DNRO guidelines, task assignments and requirements, all aspects of the MOL Program as assigned by the Secretary of the Air Force.

The intent and meaning of the approved MOL management plan in these aspects is clear -- guidance and direction issued by the Director, MOL which involve an interface with the NRP will be undertaken with the advice and assistance of the DNRO, and under DNRO guidelines, task assignments and requirements. Such guidance and direction issued by the Director, MOL is clearly competent and authoritative, not only for "white" aspects of the MOL Program, but also for "black" aspects -- those which interface with the NRP.

PRINCIPLES OF THE MANAGEMENT STRUCTURE

The principal objectives of the MOL management structure are to insure that program management is responsive to approved program policy and guidance, and is capable of conducting the program within cost ceilings while meeting schedules and performance goals.

To this end strong, centralized, integrated program direction will be exercised from a Washington area office, by General B. A. Schriever, as Director, MOL, utilizing responsive, streamlined,

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vertical management for all aspects of the program. No other channel of program direction is specified, and it is clear that no other is intended.

Functional responsibilities of the participants are specified, which provide that the Director, Special Projects will establish and manage a sensor payload office co-located with the MOL Systems Office. This office is responsible for MOL sensor development, and is responsive to program direction flowing from the Deputy Director, MOL. The functional responsibilities of the Deputy Director, MOL, and of the Director, Special Projects and his MOL Sensor Office are not dependent upon the channel through which program direction flows, nor does the course of this channel alter the basic responsibilities and allegiances of either. Each is clearly responsible for his respective element of the program, and each has the necessary authority for its effective pursuit.

PROCEDURES FOR PROGRAM GUIDANCE AND DIRECTION

Several categories of guidance and direction are involved, and each differs with respect to its influence on the NRP and reconnaissance sensor matters. They are:

- a. That which clearly does not involve the NRP or reconnaissance sensor matters, either directly, by implication, or as a result of activity responsive to the guidance.

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b. That which may involve NRP or reconnaissance sensor matters indirectly from an information point of view, but necessitates no NRP or sensor reaction.

c. That which may require NRP or sensor reaction, e. g., schedule changes, minor interface specification changes, funding considerations, etc.

d. That in which NRP or sensor reaction or response is required in a major sense, e. g., major changes in mission profiles, direct integration problems, etc., which may require major sensor changes.

e. That which is primarily of NRP or reconnaissance sensor orientation, with minor involvement with other MOL Program aspects.

Although the above categories need not necessarily be treated from the same procedural standpoint, there is an advantage in adopting standard practices as a baseline, then applying consistent modifications on a case-by-case basis. Whatever such modifications may be, the baseline of guidance and direction should focus on the basic intent of the approved MOL management theme: strong, centralized, integrated program direction.

Under these circumstances, the following options can be evaluated:

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a. Option One. All guidance and direction to be issued by the Director, MOL with respect to all aspects of the MOL Program to both Deputy Director, MOL and Director, SAFSP.

Procedural Principles:

-- DNRO issues MOL guidance and direction to Director, MOL, for integration, and subsequent direct transmittal to both Director, SAFSP, and Deputy Director, MOL.

-- Deputy Director, MOL retains full responsibility for implementing all program guidance by the Director, MOL, including direction of day-to-day activities of MOL Sensor Payload Office.

-- Director, SAFSP reports to DNRO through Director, MOL for MOL matters.

-- Director, SAFSP reports directly to DNRO for NRP matters, and simultaneously to the Director, MOL where MOL matters are involved.

-- Written documents which carry guidance and direction to Director, SAFSP will bear the signature of the DNRO in addition to the Director, MOL. Electrically transmitted messages will carry a phrase in the preamble expressing DNRO authority such as: "For General Martin from General Schriever by direction of Dr. Flax."

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Interface with the NRO:

-- Deputy Director, MOL will interface with the NRO through the Director, SAFSP on the basis of local agreement.

-- Director, MOL will interface with the NRO through the Director, NRO Staff.

-- Selected elements of the Washington Staff of the Director, MOL will maintain a continuing and close working relationship with the NRO Staff, providing such aid and assistance as may be required to maintain close MOL integration with the NRP, and to insure that DNRO guidance to MOL arising from the NRO Staff is undertaken in full coordination with overall MOL Program objectives. In the same manner, MOL program guidance and direction arising from the Director, MOL, Washington Staff which may involve the NRO or NRP will be fully coordinated with the NRO.

Pros:

- Consistent with spirit and intent of MOL management.
- Preserves single, clear line of direction.
- Permits integration of "black" and "white" guidance and direction at the most effective and responsive management level.
- Insures consistency of guidance and direction to both major field agents.
- Preserves effective program discipline.

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-- Director, Special Projects, retains direct channel to DNRO for NRP matters, including MOL matters which involve the NRP.

Cons:

-- Director, Special Projects, is separated from DNRO by an intermediate management level (Director, MOL), on NRP matters wholly involving MOL.

-- Management structure breaks with past SAFSP management patterns.

b. Option Two. All guidance and direction to be issued by Director, MOL with respect to all aspects of MOL Program, to Deputy Director, MOL for implementation, and to Director, SAFSP for information. DNRO authenticates Director, MOL guidance and direction by transmitting direction to comply to Director, SAFSP through DNRO channel:

Procedural Principles:

-- DNRO issues MOL guidance and direction to Director, MOL for integration, and subsequent direct transmittal to Deputy Director, MOL for implementation, and Director, SAFSP for information.

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-- Deputy Director, MOL retains full responsibility for implementing all program guidance by the Director, MOL, including day-by-day activities of MOL Sensor Payload Office.

-- Through direct DNRO-Director, SAFSP channel, DNRO instructs Director, SAFSP to comply with the MOL Program guidance and direction furnished by Director, MOL, with information copies to Director and Deputy Director, MOL.

-- Director, SAFSP reports directly to DNRO for both NRP and MOL matters, informing Director, MOL simultaneously when MOL matters are involved.

-- Written documents carrying MOL program guidance and direction will bear the signature of the Director, MOL. Electrically transmitted messages will carry a phrase in the preamble expressing Director, MOL authority such as: "For General Berg from General Schriever."

-- Director, SAFSP responds to MOL program guidance and direction, when authenticated by DNRO, directly to Director, MOL, simultaneously informing the DNRO.

Interface with the NRO:

-- Deputy Director, MOL will interface with the NRO through the Director, SAFSP on the basis of local agreement, including

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specific activities relative to action undertaken on MOL program direction and guidance.

-- Director, MOL will interface with the NRO through the Director, NRO Staff.

-- Director, MOL consults with DNRO relative to integrated MOL program guidance and direction to insure its suitability for implementation by the Director, SAFSP as well as the Deputy Director, MOL.

-- Selected elements of the Washington Staff of the Director, MOL will maintain a continuing and close working relationship with the NRO Staff to insure that DNRO guidance to MOL arising from the NRO Staff is undertaken in full coordination with overall MOL Program objectives. In the same manner, MOL program guidance and direction arising from the Director, MOL, Washington Staff which may involve the NRO or NRP will be fully coordinated with the NRO.

Pros:

-- Maintains Director, MOL as focal point for issue of program direction and guidance.

-- Permits integration of both "black" and "white" guidance and direction in Washington prior to issuance to field agencies.

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-- Aids in preserving consistency of guidance and direction to both major field agents.

-- Preserves direct channel between DNRO and Director, SAFSP on all NRP and MOL matters.

Cons:

-- Departs from spirit and intent of MOL management which calls for strong, centralized, integrated program management from a Washington area office.

-- Introduces two channels of direction, even though the guidance and direction transmitted through each may be the same.

-- Introduces an opportunity for a degree of confusion at the field operating level.

-- Increases difficulty in effective integration of overall program guidance and direction, and in maintaining its consistency.

-- Resolution of MOL problems involving sensor or NRP matters will inevitably be escalated to DNRO.

c. Option Three. All guidance and direction to be issued by Director, MOL with respect to non-BYEMAN aspects of the MOL program to Deputy Director, MOL for implementation, and to Director, SAFSP for information. DNRO issues all guidance and direction with

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respect to BYEMAN aspects of MOL program to Director, SAFSP for implementation, and to Director, MOL for implementation or other appropriate action.

Procedural Principles:

-- DNRO issues BYEMAN aspects of MOL guidance and direction to Director, SAFSP for implementation, and to Director, MOL for implementation or other appropriate action.

-- Director, MOL integrates DNRO guidance and direction for subsequent transmittal to Deputy Director, MOL for implementation.

-- Deputy Director, MOL retains full responsibility for implementing all program guidance by the Director, MOL, including supervision of day-to-day activities of MOL Sensor Payload Office in accordance with program direction issued by Director, SAFSP to that office.

-- Director, SAFSP reports directly to DNRO for all BYEMAN aspects of MOL.

-- Director, SAFSP responds to BYEMAN aspects of MOL Program direction and guidance directly to DNRO, simultaneously informing Director, MOL.

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Interface with the NRO:

-- Deputy Director, MOL will interface with the NRO through the Director, SAFSP on the basis of local agreement, including specific program direction and guidance channels to the MOL Payload Sensor Office, and specific activities undertaken in response.

-- Director, MOL will interface with the NRO through the Director, NRO Staff.

-- Director, MOL consults with DNRO relative to integrated MOL program guidance to insure its compatibility with DNRO guidance to Director, SAFSP on BYEMAN aspects of MOL program.

-- DNRO invites Director, MOL comment on projected guidance and direction on BYEMAN aspects of MOL program intended for implementation by Director, SAFSP.

-- Selected elements of the Washington Staff of the Director, MOL will maintain a continuing and close working relationship with the NRO Staff to insure that DNRO guidance to MOL arising from the NRO Staff is undertaken in full coordination with overall MOL Program objectives. In the same manner, MOL program guidance and direction arising from the Director, MOL, Washington Staff which may involve the NRO or NRP will be fully coordinated with the NRO.

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Pros:

- Insures the Director, SAFSP direct access to DNRO on all MOL-related BYEMAN matters.
- Preserves present management pattern utilized by Director, SAFSP.
- Provides for integrating overall MOL program direction and guidance, and aids in maintaining its consistency.

Cons:

- Clear departure from spirit and intent of MOL management, which calls for strong, centralized, integrated program management from a Washington area office.
- Introduces two separate, and separately managed, channels of direction.
- Confusion at field operating levels, particularly in MOL Payload Sensor Office, is probable due to separate channels.
- Effective integration of overall program guidance very difficult.
- Responsibility and authority for overall program effectively denied Director, MOL.
- First effective level of resolution of MOL problems involving sensor or NRP is DNRO.

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RECOMMENDED PROCEDURE:

Option One should be elected. Any other option, or any variant of option one which recognizes two authoratative channels of program guidance and direction removes from the Director, MOL the capability to exercise effective responsible overall program management.

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