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**COUNTERTERRORISM ANALYSIS AND COLLECTION:
THE REQUIREMENT FOR IMAGINATION AND CREATIVITY**

**HOUSE PERMANENT SELECT COMMITTEE ON INTELLIGENCE
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Introduction

Mr. Chairman and members of the Committee, thank you for the opportunity to speak to the issue of counterterrorism collection and analysis. As the Assistant Director of Central Intelligence for Collection, I welcome the opportunity to speak about collection and innovation. In fact, since I assumed my current responsibilities in 1998, my energies have been directed at changing the culture and business practices of the Intelligence Community.

Without question, those who have developed collection capabilities have brought significant imagination and creativity to bear on terrorist threats facing our country, whether in the development of platforms from which to

launch human source collection or in the amazing technical collection systems that complement human sources.

First, however, I would like to address the “imagination and creativity” required to translate analytic needs for information into collection requirements that make effective use of current assets and systems and which drive the Community to build our next generation of systems as well.

Without a strong analytic environment—one that surfaces the entire range of alternative hypotheses, from the obvious to the counterintuitive—our strategies for bringing together and integrating our collection capabilities will be flawed, and opportunities for collection surely will be missed.

The true value of my office is to draw out the Community’s latent information needs, turn those needs into actionable collection targets, formulate collection strategies to attack the targets, collect the information, and then evaluate its utility in addressing the stated needs.

The successes that we have accomplished have been significant. I believe that we have changed the culture of the collection community and that we are developing new and enduring business practices.

National Intelligence Collection Board – Instrument of Change

One principal mechanism that I have used to change collection is the National Intelligence Collection Board. This unique forum brings together the most senior collection managers of all national intelligence collection agencies. The Collection Board's modus operandi is to organize our efforts around specific intelligence problems—or threats to US security--to assess our collection capabilities against these problems, to conduct target development, and to make changes to our collection capabilities and strategies as needed.

The senior managers who sit on the Collection Board are empowered by their respective collection disciplines to speak with authority for Agency heads and to initiate changes in their collection capabilities as directed by the Board. These managers have developed into a cooperative team,

taking on any intelligence problem and working closely together to address it. In short, we are problem-centric, collaborative, and task-oriented.

We address critical intelligence issues across the spectrum from crises to enduring “hard” targets. For example, I convened a Collection Board meeting every day to manage the collection surge during Operation Iraqi Freedom. We continue to meet twice weekly to ensure that our collection capabilities are focused appropriately on Iraq and that collectors are seamlessly integrated, with each other and with field elements. We are also bringing the same intensity to the Summer Olympics Games in Athens later this month. Through the Collection Board, we have optimized our collection support for the Athens Games.

We also monitor flashpoints—areas such as Venezuela and Colombia—to track collection capabilities against potential crises that could—perhaps suddenly—adversely affect US national security, so that we are not caught by surprise. As important, the Collection Board focuses on “hard” targets—strategic rivals such as China and serious threats such as North Korea and Iran—key targets where our collection gaps pose almost intractable challenges. The Collection Board, working these targets, has taken on

these challenges and has applied new approaches and innovative capabilities. We continue our sustained focus, constantly looking for additional initiatives to address the collection gaps.

Finally, for the most sensitive intelligence and collection problems, I have developed what we call “compartmented collection cells.” These cells, comprising a select group of analysts and collectors, focus on target development and tactical operations. The hallmark of the cells is the open sharing of sensitive intelligence and operational information between collectors and analysts.

I want to emphasize that analysts play a key role in all Collection Board activities. In every intelligence problem that we address, we look to Community analysts to provide us with assessments of the problem and of current collection as well as identification of the intelligence needs and collection gaps. We begin every meeting with analysts—indeed, this practice allows us to provide field collectors with up-to-date requirements.

Collection Concept Development Center – Innovative-Centric

The Collection Board's partner in working the most difficult and enduring threats to US national security is my Collection Concepts Development Center (CCDC). With the approval of former DCI Tenet and the strong support of former DDCI for Community Management Dempsey, I established the CCDC in January 2000 to develop innovative long-term collection strategies and methods against these threats. The CCDC brings together analysts and collectors from across the Intelligence Community as well as academics, technologists, and methodology experts. The CCDC examines all aspects of the intelligence cycle—collection activities, exploitation capabilities, analysis, and other systemic issues that affect information output—on particular intelligence problems.

Specifically, the CCDC develops and tests tools, methodologies, and techniques to improve collection and analysis; it facilitates collaboration and teaming across intelligence disciplines through studies, conferences, courses, gaming, and other means; and it develops modeling and simulation capabilities in collection planning, operations, and management practices.

CCDC teams have produced studies on a range of collection challenges from issues relating to WMD proliferation to information operations, missile threats, and the military command-and-control systems of hostile and potentially hostile states. The CCDC turns the findings and recommendations over to the Collection Board, which reviews the recommendations and implements those deemed most critical.

Planning for Future Collection Capabilities

In the area of future systems and architectures, my Office conducts assessments across the Community to ensure that mission requirements—including those represented by the evolving terrorism threat—are defined and addressed in planning future collection capabilities. We couple our studies with the activities of the Mission Requirements Board—which I co-chair—to ensure that mission and system development activities are closely connected. We have taken unprecedented actions to look across the entire collection business enterprise in developing a “corporate” understanding of needs, requirements, and capabilities to ensure that we view the acquisition of future collection systems as a single enterprise.

My Office serves as an “honest broker” in leading these assessments and in ensuring that they are closely coordinated with the Program Managers and the Under Secretary of Defense for Intelligence. I believe that our efforts in examining our needs and programs for space and airborne remote sensing are particularly noteworthy. For example, the Constellation Architecture Panel sponsored by my Office, which will report out at the end of the month, will have produced the most comprehensive evaluation, ever undertaken by the Community of future air- and space-borne systems and the related ground elements.

Collection Allocation Program – Building a Unified Collection Baseline

In addition to the Collection Board and the CCDC, I also have a strategic program that will facilitate further the integration of the Intelligence Community’s collection activities. This program, known as the Collection Allocation Program, involves the creation of a national collection baseline permitting, for the first time, our national collection agencies to be viewed as a single collection enterprise.

When developed, the Collection Allocation Program will enable integrated cross collection planning, the balancing of long- and short-term collection priorities, and the assessment of options and opportunities for collection reallocation. In addition, it will provide a depiction of how collection resources are arrayed against national intelligence priorities, a capability that will support Intelligence Community planning, programming, and budgeting.

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Counterterrorism Collection – Sustained, Continuous Effect

Let me turn to counterterrorism. I have led a number of collection activities to address this most critical intelligence problem. Following the US Embassy bombings in 1998, I convened the Collection Board in a series of meetings to enhance our collection capabilities targeting the location and activities of Usama Bin Ladin and his al-Qa'ida network. In addition, I established a compartmented collection cell, which—almost six years later—continues to meet daily.

In this cell, I bring together the major collectors—clandestine human source, signals intelligence, and imagery—as well as sensitive collectors.

We also have analysts—a critical component. The cell ensures that collectors and analysts share the most current intelligence and operational information, which enables collectors to keep their tasking focused and dynamic. As a consequence, this approach allows us to be remarkably agile in targeting terrorists.

I would add that I directed the CCDC in 2002 to look at terrorism in terms of future threats—outside Afghanistan and Pakistan. Following from this study, the Collection Board focused on terrorism in Southeast Asia. US collectors combined efforts with liaison counterparts after the Bali attacks in 2002, and we continue collaboratively to develop new approaches and enhanced capabilities for targeting terrorists in the region.

I wish to emphasize that we do not compete with the DCI's Counterterrorism Center (CTC) or the Terrorist Threat Integration Center (TTIC). Rather, my efforts bringing closer together “national” and “tactical” intelligence threads on key problems ensure that the “fine grain” is consistent with the “big picture.” The innovative approaches that we are following in collection must not be lost in any reforms that are developed as a result of the 9-11 Commission.

Intelligence Analysis – Central to Collection Success

The point I made at the outset bears repeating. The collection community can bring innovation and creativity to bear on its own development and deployment of systems and assets. The innovative use of these systems and assets, however, must derive from a creative and dynamic analytic process that is continuous and closely interactive with collectors. Any separation of analytic and collection elements, as some would propose, would be a serious mistake.

Distancing analysis from collection operations flies in the face of recent thinking. I think the CTC would argue that it markedly improved its overall performance when it brought analysts into close contact with operators. My compartmented cell on terrorism in particular—but also the Collection Board and CCDC activities on terrorism—strongly reinforces the benefit of analysts working closely with collectors.

Looking to the Future – Tackling Challenges

Let me conclude by stressing that, from the time I assumed my current responsibilities, I have pressed for innovative new approaches, techniques, and capabilities to meet collection challenges, to include those posed by terrorism. As I have highlighted, I have set these in motion through the Collection Board, the CCDC, and the Collection Allocation Program. We have changed the collection culture—we have implemented new business practices in collection management. We are not yet finished, but I believe that we do have a strong foundation in the collection community on which to build for the future.

In keeping with my emphasis on innovation, I have begun regular meetings on collection against a pre-election homeland attack. In addition to Intelligence Community representatives—Collection Board members and TTIC and CTC analysts—these meetings include representatives from the law enforcement and homeland security communities. This forum is unique and without precedent—several homeland security senior officials have welcomed these meetings as the first and only broad gathering on terrorism that crosses all three communities.

The homeland attack forum focuses on assessing the threat and on collection measures that can be undertaken—in intelligence, in law enforcement, and in homeland security—to target the threat. As important, I am facilitating the sharing of information, namely that law enforcement and homeland security are aware of our current intelligence on the threat and that intelligence collectors benefit from data collected domestically. We also are developing an integrated national collection plan against the homeland attack that comprises a common set of requirements and a shared baseline of current capabilities. This plan will assist us in identifying strategic intelligence gaps and capability shortfalls.

In summary, I believe that the collection community has made major strides in meeting the goals tasked to me by former DCI Tenet to bring collectors together, to build innovative business practices, and to institutionalize seamless collection management across all agencies. Now we face the challenge in counterterrorism of working across all domains—intelligence, defense, law enforcement, and homeland security. We are beginning to make strides here as well.