Chapter 2

ACCESS: INTELLIGENCE IN THE AGE OF INFORMATION

2001. Purpose of the Chapter

The purpose of this chapter is to present a more in-depth look at why open sources are critical to the all-source analysis endeavor, and how all-source analysts can optimize their exploitation of open source information.

Included in this overview will be: definitions distinguishing between data, information, and intelligence; discussions of how the art of intelligence is changing in the face of the "information explosion", the four kinds of information categories that an all-source analysts can consider accessing, and the three elements of information value; a discussion of the nine levels of open source information; an examination of possible collection management strategies which integrate open sources into the all-source collection management task and exploit windows of opportunity in which material is available in open sources just prior to being classified or censored; discussion of the four major consumer groups and their intelligence productions needs in relation to open sources; an examination of the four "warrior classes" and how open sources apply to intelligence analysis of each; discussion of the four types of overt human sources the analyst will encounter; an examination of how open source intelligence (OSINT) can help conserve scarce classified resources, and how a national information strategy can increase the amount of open source information available to the defense intelligence community; and concluding comments on optimizing OSINT in the all-source analysis process.

2002. Definitions

For the purposes of this chapter, the following definitions are reviewed. This is a review of definitions provided in Chapter 1.

-- **Data** is the raw print, image, or signal. Data can be classified, as in a technical intelligence signal intercept, or unclassified, as in a report from the Foreign Broadcast Information Service (FBIS) on a public television report. Please note that open source data includes commercial imagery such as is available from SPOT Image Corporation, and from which 1:50,000 combat charts with contour lines can be quickly constructed.

-- **Information** is data that has been collated, processed, in order to produce a report that is of generic interest. Information can be multi-media, with integrated graphics and imagery, or simply a print report including interpretation of imagery.

-- **Intelligence** in this context is used to distinguish those products which tailor information in order to support a specific decision by a specific customer.

These definitions are important because the analyst will often deal with consumers and with questions where the best answer is an unclassified answer. The all-source analyst must avoid falling victim to the concept that only a classified answer has authority. The fact that the all-source analyst has access to classified information is what lends a special credibility to their selection of an open source and their provision to the consumer of an unclassified answer.

Intelligence consumers have important political and public responsibilities which frequently require candid discussions of "the threat" or "the situation" with individuals who are not authorized access to classified information. To the extent that the all-source analyst can provide the consumer with credible unclassified intelligence, the analyst will be facilitating the intelligence consumer's policy tasks.

2003. New "Rules of the Game"

As the defense intelligence community moves away from focusing almost exclusively on the former Soviet Union and "denied area" intelligence, the all-source analyst is faced with requirements from new consumers, about threats and situations in the past which previously did not warrant all-source collection and production. Examples of such old but now more important intelligence problems include proliferation, terrorism, transnational crime, environmental threats, and economic intelligence.

Here are four new "rules of the game":

-- The National Foreign Intelligence Board has stated for the record that open sources comprise 40% of the all-source product, at a cost of less than 1% of the National Foreign Intelligence Program. For some intelligence problems, such as proliferation, and for some allied intelligence services such as the Canadian Security and Intelligence Service, open sources comprise 80% of the all-source product.

-- The private sector has most of the real experts for those problems which are not traditional intelligence concerns. The Vice President has spoken about the need to "harness the distributed intelligence of the Nation". The all-source analyst needs to identify and exploit experts in the private sector and experts in allied governments.

-- Although electronic sources are fashionable, and most defense intelligence analysts rely almost exclusively on open sources collected by the Foreign Broadcast Information Service and delivered to their desktop workstation by the Secure Analysts File Environment (SAFE), in fact most open sources are in hard-copy, in a foreign language, and not available on the library shelves. Analysts must consciously define their open source requirements and set in motion the process to acquire the necessary open source material.

-- Analysts can no longer afford to do "just in case" collection and production. The demands on analysts are so extensive--almost overwhelming--that only a "just in time"

approach will permit them to satisfy consumers. This is especially true because information changes so quickly, that old archived information is usually overtaken by events. Analysts will do better going out to distributed databases at the last possible minute, and then integrating recent classified collection into their all-source product.

2004. Four Information Categories

The all-source analyst should understand that there are four information categories, and the relative cost and degree of difficulty for exploiting each category.

-- Open Source Information is legally and ethically available, at a low cost. The analyst that fully exploits open source information to establish a foundation for their all-source product can generally improve their understanding of the problem and its context at a low cost, and can often reduce requirements for classified collection.

-- Open Proprietary Information, can be legally and ethically obtained, but require a moderate cost to commission reverse engineering studies to extract the information from the product. This is a good alternative to riskier and higher cost espionage intended to steal the information from within the target organization. Examples: buying a French missile to study the missile guidance software and hardware; buying Russian imagery to calculate their overhead technical capabilities.

-- Closed Proprietary Information is only available from within the secure areas of the target organization, and requires espionage, at high cost, to obtain. Some intelligence services use private sector investigative agencies to obtain such information, under the guise of industrial espionage--a form of false flag operation. Examples: stealing source code for major computer applications; stealing designs for delicate machinery used to create scientific & technical instruments.

-- Classified information, collected by spies and satellites, is very expensive, and in the cast of Human Intelligence (HUMINT), often very risky. It does, however, have a very special value to the all-source analyst as its accuracy and reliability is high--this is especially the case with Signals Intelligence (SIGINT) products.

As analysts are thinking about an intelligence problem, they can benefit by drawing four circles around the problem definition. The outer circle, the largest, is the open source information domain. The analyst can annotate what open sources might offer insights to the problem. The next two circles moving inwards are open proprietary information and closed proprietary information. Finally, the smallest circle, classified information, can be annotated to show what precise and specific collection could help the analyst complete the intelligence puzzle. Using this method will help optimize the contribution of low-cost open sources while focusing demands on classified capabilities.

2005. Information Value

Here we want to consider the three elements which--taken together--comprise the value of information. Each is important because each can help the all-source analyst think about their collection management and production processes.

The raw content, a specific document, is often easy to obtain once it has been identified, but not so easy to identify. Any analyst who has ordered a commercial online search and received a listing of thousands of documents, with no means of sorting through them to determine relevance to the problem, will understand how difficult it can be to identify exactly the right document. Resources are scarce, and it is not cost effective to collect all possible documents and then review all personally. Analysts need to work closely with librarians and other open source collectors to refine the inquiry as much as possible. *Often, the best way of refining the inquiry is to consult a private sector expert--such as a defense industry expert--who is fully familiar with available content.*

The context within which specific content can and should be evaluated is often overlooked. For lack of both background and time, the analyst may not realize that specific cultural or political conditions give the content a meaning different from that which it might have in a U.S. context. *Again, consultation with a private sector expert--perhaps including a reputable journalist or a businessman resident in the area of interest--is often the best means of rapidly coming up to speed on context.*

Finally, we have timeliness. Analysts need to be sensitive to the fact that Foreign Broadcast Information Service reporting, while it contains value-added commentary, often arrives two to three weeks after it has been published. Internet news sources and commercial online services are more timely. "Near real time" media monitoring may not always be necessary, but analysts should consciously evaluate the timeliness with which they are receiving open source (and classified) information, and take steps to improve timeliness when it is important to the accuracy and relevance of their all-source intelligence production for the intelligence consumer.

2006. Open Sources

Here we briefly review nine levels of open source information. Future chapters in this course provide more detailed examination of sources such as the Internet.

The Internet is largely "free" once access is obtained, but analysts have to remember that "you get what you pay for". The reliability of Internet sources varies widely, and exploration of the Internet is very labor intensive, and can be misleading. For instance, analysts accessing the Internet through America Online or Compuserve need to know that they are seeing only those Internet sites pre-approved by their service provider.

Commercial online services are very useful, but represent the tip of the knowledge

iceberg. It is also critical for analysts to understand that commercial online services have different kinds of access and are not equivalent to one another. A CIA study found that of all the journals of interest to their analysts, one fifth were accessible through LEXIS-NEXIS (generally trade publications), one fifth through DIALOG (generally academic publications), one fifth through other online services (such as specialty scientific & technical publications), and *two fifths were not online* (such as Third World publications). Therefore, a collection strategy which mixes and integrates the different online services with hard-copy document acquisition is most likely to be successful.

Limited access electronic databases, such as are maintained by universities, industrial associations, or businesses, can over time be identified, and access gained through formal or informal contact. *Here again, overt human contacts are your best means of identifying pertinent databases that are not in the public domain but are accessible.*

Published literature and "grey literature " (limited edition publications) are the more commonly recognized mainstay of the open source world. *Do not overlook foreign language materials.* The *Burwell Directory of Information Brokers* will help the analyst identify professional searchers who speak a foreign language and are familiar with specific topics such as aerospace or nuclear proliferation.

Speeches and briefings are often overlooked as critical sources of "tip-off" on changes in policies and capabilities. In addition to LEXIS-NEXIS searches for media reports on such speeches, organizations such as The British Library carry conference *Proceedings*. Finally, direct interviews and sponsored external research complete the list.

2007. Collection Investment Strategies

Realistically, the analyst is largely dependent on classified information that reaches their desktop workstation or their desk in hard-copy, and on such open source information that reaches them through SAFE. The analyst is also constrained by security and procurement processes that limit their ability to directly access external open sources including overt human experts.

Over time, we can expect progress in developing more direct access options for the analyst. In the interim, analysts can engage in several collection investment strategies where they allocate their time as a means of optimizing open source contributions to the all-source product.

First, analysts--in their role as collection managers--should pay heed to the words of Mr. Paul Wallner, the first Open Source Coordinator (and a member of the DIA senior executive service), who says that "open source should be the source of first resort". By focusing first on what is available through open sources, analysts will more quickly come up to speed on both content and context.

Second, analysts--in their role as resource managers--must recognize that it takes time to develop new forms of access, and that when they identify promising open sources which can contribute to the all-source intelligence production process, they should document their findings and make a business case for allocating funds to maintain access to such sources. Generally such resource planning must occur a year in advance of funds being obligated.

One investment strategy--initially addressing only how an analyst spends their time but ultimately suggesting how dollars might be allocated--would have the analyst spend twenty percent of their time identifying and analyzing open source information. It is important to note that because of the broadness of the open source environment, and the facility with which open sources can be exploited, a 20% investment of time or dollars yields dividends in excess of the investment, on the order of 50% of better of the contribution to the all-source product.

OSINT is well-suited to be the foundation for classified collection management through its provision of encyclopedic and contextual knowledge. However, classified sources must be used, and the analyst must create an integrated all-source product.

2008. Windows of Opportunity

One of the interesting realities about scientific & technical intelligence which has been noticed by expert analysts over time is that often, critical information is published in open sources for a time before it is suddenly classified.

"Secrecy" is in reality an administrative classification of information. Analysts should be alert to precedent knowledge as a foundation for targeting classified capabilities against programs that have suddenly become classified. Censorship is in fact an excellent "tip-off" that a body of knowledge is now being exploited for military purposes.

Pre-publication opportunities for collecting knowledge directly from overt human sources are especially valuable, since "secrecy" tends to be imposed on written information rather than inherent knowledge. If an analyst cannot obtain approval for direct access to foreign scientists and observers, the analyst might consider developing an external research contract with key academics whose foreign travel and attendance at conferences can be funded. There will be significant regulatory guidance on what is permitted, and close coordination with established HUMINT agencies will be required, but the analyst can serve as a catalyst for targeting specific kinds of knowledge before it is published.

Pre-recognition of emerging knowledge areas is also a worthwhile analytical focus. Using citation analysis and bibliometric studies from such unique sources as the Institute for Scientific Information is a very good means of rapidly identifying clusters of knowledge experts and new trends in their relationships to one another. Bio-technology, for instance, could be anticipated by an analyst observing increased cross citations between biologists and computer scientists.

In the final analysis, *there is no substitute for peer contact.* Analysts must strive to identify, get to know, and interact professionally with their counterparts in the private sector, for these individuals are funded full-time by their institutions to follow the topic the analyst is interested in, and can often provide short-cuts and direct access to information that would otherwise take weeks or months to identify and exploit.

2009. Collection Management

There are a number of influences on how classified collection capabilities are actually managed, and analysts need to be aware of the relative priorities and the inevitable gaps in coverage.

Tier One and Tier Two targets (e.g. Russia, China, Germany) will generally receive solid coverage but occasionally require emphasis or follow-up. It is important to note that just because a target is receiving a Tier One or Tier Two priority, this does not mean that classified sources are providing comprehensive coverage. Open sources can provide invaluable additional information including contextual knowledge.

Tier Three and Tier Four targets (e.g. Somalia, Burundi, Haiti) will generally not receive in-depth coverage, and the analyst will have to be very specific about their requirements. It is possible to request a temporary increase in priority for an important "gap" in knowledge about the target. Open sources can be especially helpful in providing "tip-off" information and contextual information which will help the analyst make a case for a temporary increase in priority against a specific aspect of the target.

"Needs-driven" intelligence production, which is to say production that responds to direct requests from the intelligence consumer, is under scrutiny from Congressional staff because they are presuming that such requests are being communicated outside the existing priorities management system. Analysts need to exercise care and have the support of their managers when fulfilling "opportunity analysis" requests. Here, however, open sources will often provide a cheap and quick means of giving the consumer "good enough" intelligence without tasking classified capabilities.

Traditionally, consumers talk to analysts, analysts talk to collectors, and collectors talk to or examine sources. This is the "linear" paradigm for collection management. Increasingly, as open sources become more useful to intelligence consumers, and security obstacles are gradually eliminated, a new paradigm is utilized, the "diamond paradigm". This means that consumers, analysts, collectors, and open sources can and should talk directly to one another, as a means of improving communications, avoiding misunderstandings, and getting "real time" answers from the source to the consumer.

The bottom line for analysts in the open source world: the more overt human sources you can develop in your field of expertise, the more ACCESS you will have to useful OSINT.

2010. Four Major Consumer Groups

In developing their research plans and thinking about how to craft their all-source products, analysts can benefit from an understanding of the four major intelligence consumer groups, each of which has a different "level of analysis" interest.

At the strategic level, departmental consumers are concerned with strategic generalizations and with the plans & intentions of their counterpart leaders across the board, in all regions. For example, if an analyst were to examine all of the countries where the contingency employment of U.S. troops is likely in the next few years, they might find that all of the countries less one or two are characterized by very high temperatures and humidity. This is an important strategic generalization because it impacts on aviation capabilities by reducing the amount of lift and the range of aircraft. Departmental planners can thus benefit from understanding that their "average" aviation capability in most contingencies will be less is assumed by doctrine.

At the regional level, theater commanders and their staff need regional generalizations and detailed mobility studies. For example, very few operational staffs will focus on port clearances (the deepest ship draft), the location of the five fathom line (critical to naval gunfire support), or the distance of the Embassy from the five fathom line (which determines if CH-46's can get there and back without Forward Area Refueling Points). Analysts able to draw out such generalizations will be able to provide a regional intelligence model that is very useful. Most of this information is available from open sources.

At the tactical level, mission area specifics and demographic and cultural studies are helpful. Most of this information is available from open sources, and in the case of demographic and cultural information, is often available only from open sources.

At the technical level, in addition to mission area specifics, it is helpful to develop realistic assessments of the degree to which both friendly and enemy capabilities are supportable by their respective logistics and intelligence capabilities.

There is no "schoolbook" solution for how to shape an intelligence analysis product in relation to the likely consumer, but if analysts are sensitive to the "level of analysis" that their consumer requires, they can provide intelligence products which are more meaningful and which reduce the burden on the consumer to sift through products.

2011. Intelligence Production

Continuing our discussion of the "level of analysis", here we can see that open sources have a great deal to contribute to the all-source product at each level.

At the strategic level, much of the information about military sustainability, including the availability of fuel, water, and rations, can be obtained through analysis of open sources.

The analyst that understands history and geography can exploit open sources to establish a good sense of how geographic location and civil allies might influence plans and intentions.

At the operational level, open sources are not only vital, but often more pertinent than classified sources when studying military availability, geographic resources, and civil instability. Jane's Information Group is regularly credited by analysts with providing "tip-offs" on new weapons acquisitions. A sound understanding of geographic resources can help analysts interpret various scenarios, some of which may not be supportable (or may be driven by) a lack of resources such as oil. Civil instability is especially understandable through open sources. One Department of State analyst, studying the possibilities for instability in Iran in the event of the leader's death, found that clandestine sources tended to reflect the biases of the sources, all former officers under the Shah, and that local newspapers, despite censorship, were provided the most accurate sense of the situation. *Foreign language skill is essential to derive the fullest possible benefit from open sources.*

At the tactical level, while military reliability (troop training, equipment maintenance) is best established through classified sources, open sources offer a great deal. Here it is important to understand that organizations like Jane's Information Group have a great deal of information about military reliability that they do not publish, but which is available on demand. Geographic terrain, particularly for the bulk of the Third World for which the Defense Mapping Agency does not have data, can be studied through commercial imagery. Very few people in Washington realize that 10 meter commercial imagery is adequate for the production of 1:50,000 combat charts with contour lines, as well as simulated three-dimensional fly-bys. SPOT Image Corporation can provide these products for anywhere on earth within 24-72 hours.

Finally, at the technical level, open sources are especially useful in evaluating the civil infrastructure, including the telecommunications, power, and financial networks.

2012. Target Categories

Each area of operations is likely to have a mix of four different kinds of "warrior class" which must be studied. These distinctions are provided in order to help the analyst broaden their effort beyond standard order of battle information, and to emphasize the utility of open sources in understanding non-traditional capabilities.

The traditional opponent which the U.S. has prepared for is the "high-tech muscle" warrior, represented by most of the Western allies and such major powers as Russia and China. This also includes powers such as Iraq which have invested heavily in expensive and sophisticated mobility and weapons systems. Existing classified collection capabilities are best suited for studying this warrior class, as the military systems generally emit heat or have clearly recognizable electronic signatures.

The next most understood warrior class, the "low-tech muscle" warrior, is generally associated with low intensity conflict scenarios. This warrior class is very difficult to track using existing classified capabilities because it represents the "low slow singleton" problem. This class of warrior utilizes single human couriers, Cessnas, and unsophisticated means of communications which do not lend themselves to interception. Surprisingly, open sources turn out to be useful against this class of warrior. The best example of a "success story" is found in the Southern Operations Command, which worked with the Los Alamos National Laboratory to obtain, translate, and study Latin American newspaper articles about drug activities in Latin America. SOUTHCOM discovered that Latin American investigative journalists are very good and provided complex reporting on the relationships between drug cartel members, the supply routes, the arrival of precursor chemicals, and a wide variety of other useful information.

The least understood warrior class is the "low-tech brain" represented by Islamic fundamentalism, for example. This is a warrior class for which open sources are the only viable means of understanding its plans and intentions. However, the open source materials to be mastered are so voluminous, and almost always in a foreign language, so that this becomes a very labor-intensive activity. Against this kind of problem, overt human experts in the private sector often offer the shortest route to insights.

Finally, the "high-tech brain" warrior class, now very popular as we think about both information warfare and economic warfare....here open sources play a very important role. Examples include hackers, electronic bank robbers, and industrial spies.

2013. Types of Overt Human Sources

The purpose of this chapter is not to over-generalize or to categorize all human sources into four groups, but rather to stimulate analyst consideration of what biases and accesses might be represented by any particular overt human source whose written or verbal work they are integrating into the all-source product. These generalizations are offered for discussion purposes only!

These categorizations are drawn from a French source with a strong background in clandestine intelligence, who has spoken publicly on open source intelligence methods.

"Ivory Tower" academics, irrespective of their cultural backgrounds, tend to quote one another and to focus on abstract aspects of a problem in isolation from political and economic realities.

"Band-Wagon" journalists, always following the latest story, have a tendency to write about whatever the latest trend is, whatever the latest "spin" is on a story.

"Mainstream" operators are bound by their institutional or political loyalties to cite the conventional wisdom.

"Up and coming" leaders are the best source for tip-offs on emerging trends and plans and intentions, because they are change agents and more likely to put forth innovative and controversial ideas.

In evaluating the range of open sources that can be collected and integrated into an all-source product, the analyst might wish to consider each open source document with respect to the above four categories, and then to search for open source materials from those categories that are not yet represented. In this fashion, a "collage" of opinion can be charted which is more likely to offer insights, and to provide a solid context for the integration of classified intercepts and other classified materials.

2014. OSINT As A Resource Saver

Apart from its value as "content", as part of the all-source solution, open sources offer significant savings when they are used to avoid waste and unnecessary tasking of classified intelligence capabilities. It is sensible to avoid sending a spy where a schoolchild can go. It is also sensible to understand that intelligence products which limit themselves to classified sources are likely to miss important contextual knowledge and perhaps suffer from serious misperceptions.

Open sources can be the foundation for establishing a more efficient and more focused classified collection management plan. Open sources can be a means of satisfying intelligence consumers with "good enough" answers that avoid tasking classified systems at all. Open sources can be supportive of classified collection targeting, by helping the analyst identify specific human, communications, and organizational targets so that classified capabilities can be "pin-pointed".

Mr. Keith Hall, Director of the Community Management Staff, coined the term "ASK-INT" when he was a member of the professional staff of the Senate Select Committee on Intelligence. Too often, he noted, classified capabilities were tasked to obtain information that could be had for the price of a telephone call. Naturally there will be times when the analyst does not wish to reveal interest in a topic, but there are means for asking open source questions through contracted private sector parties at a lower cost than would be incurred when assigning the question to classified capabilities.

In the signals intelligence arena, open sources have proven to be extraordinarily useful in monitoring conditions across entire nations and in specific areas of interest such as the political and economic arena. For example, analysts tracking regional newspaper stories and editorials can form very accurate impressions about stability and changes in political power. Open sources also provide very valuable information about telecommunications networks (for example, the exact location and nature of power plants, telephone switching stations, and satellite downlinks) which can be used to target classified capabilities.

In the imagery arena, commercial imagery is now available at 10 meters resolution from SPOT Image Corporation, and 2 meter resolution from the Russians. A variety of other commercial imagery providers are emerging, some offering 1 meter resolution imagery capabilities. Low cost commercial imagery, and maps, are a very important resource saver.

2015. National Information Strategy

The national and defense intelligence communities are part of a much larger information continuum, discussed in Chapter 001. One of the challenges facing our Nation as it enters the Age of Information is that of fully exploiting open sources, and ensuring that the broadest possible range of open sources are available to the national and defense intelligence analyst.

The Defense Information Infrastructure (DII), the National Information Infrastructure (NII), and the Global Information Infrastructure (GII) are part of an innovative and comprehensive effort by the current administration to develop increased connectivity across all sectors of the information continuum.

As the Vice President of the United States of America has noted on many occasions, the NII seeks to "harness the distributed intelligence of the Nation". What this really means to the professional intelligence analyst is that new means are being developed which will allow the analyst to access distributed centers of excellence where overt human experts and unclassified electronic databases are maintained. This is helpful to the intelligence community because it enables exploitation of expertise that has been funded by the private sector.

Still lacking for the intelligence analyst is an inventory of such centers of excellence as they apply to the needs of the various functional area specialists. In the interim, each analyst must attempt to identify such centers on their own, and to then work with the library and other collection channels to develop regular access.

An opportunity exists for analysts to take the initiative in developing international unclassified burden-sharing agreements with their counterparts in allied intelligence agencies. Australia has unclassified information on the South Pacific, France and Italy on Africa, and so on. Creative exchanges of unclassified information could be helpful.

Finally, it is important to stress that the existing electronic infrastructure for accessing open source information is not secure. Analysts need to recognize that Internet transactions can be monitored, that viruses are rampant outside the TEMPEST environment afforded by the intelligence community, and that there are many security hazards, both in terms of monitoring and in terms of destructive software, in the open source world. A national information strategy will begin the process of making it safe to work in cyberspace.

2016. Optimizing OSINT

The purpose of intelligence is to inform the policy-maker and the commander.

In developing their collection management and intelligence production plans, the analyst should consider the following paraphrase from the Navy Wing Commander who led the lead flight over Baghdad during the Gulf War:

> *"If it is 80% accurate, on time, and I can share it, this is a lot more useful to me that a compendium of Top Secret CODEWORD information that is too much, too late, and needs a safe and three security officers to move it around the battlefield."*
>
> Navy Wing Commander
> Technology Initiatives Wargame 1992
> Naval War College, Newport RI

In striving to satisfy an ever-growing demand for intelligence, about an always expanding range of topics, the analyst will have to adopt the traditional public administration principle of "satisficing", working to provide the intelligence consumer with "good enough" intelligence. Just as "better" is the enemy of "good enough", excessive reliance on classified capabilities which are already over-tasked, can be counter-productive to the task of informing the intelligence consumer.

In the chaos of the 21st century, the distributed centers of excellence in the private sector which collect and process open source information, are the analyst's first line of defense--as Mr. Paul Wallner has noted, "the source of first resort".

Ultimately the all-source analyst is responsible for thinking in context and ensuring that the policy-maker and the commander receive the best possible intelligence product. Open sources are not a substitute for classified sources--they are a contextual and encyclopedic foundation for thinking about the problem. Open sources are the means by which the all-source analyst extracts the greatest possible return from classified sources.

In the Age of Information, "intelligence" is defined less by whether it is classified or unclassified, and more by whether it is on time, on target, and useful to the consumer.

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