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BUDGET ANALYSIS ON  
OVERT INTELLIGENCE COLLECTION

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Map Rev.

1. Interagency arrangements, supplemental to the NSC Intelligence Directives, which will be used to produce an effective and coordinated overt intelligence collection program in 1956:

a. Publications Procurement. NSCID 16 established an Advisory Committee on Foreign Language Publications. Its subcommittees on Procurement, Exploitation, and Reference are engaged in systematically developing coordinated approaches among the IAC agencies to the major problems in the handling of foreign language materials. Under the general direction of the Procurement Subcommittee, the full-time and part-time Publications Procurement Officers and other designated officers at major Foreign Service posts receive coordinated advice and instructions covering the needs of most Washington agencies.

b. Map Procurement. The Map Procurement Program is concerned with obtaining foreign maps and related materials for the intelligence community. Requirements for this Procurement Program are coordinated through the activities of the Inter-Agency Map Coordinating Committee on which the various organizations are represented. A second and very important part of the Geographic Attache program is the reporting undertaken by these officers. In accordance with the comprehensive

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reporting guide contained in "General Instructions for Geographic Attaches", the basic reports include: (a) the monthly report of activities; (b) reports of mapping and geographic research organizations; (c) reports on key personnel of foreign organizations in the field of mapping and geography, and (d) country reports which provide up-to-date and complete assessment of the mapping activities and programs of each country visited.

e. Economic Intelligence. In 1952 an Economic Intelligence Committee was established under the IAC to assist in implementing NSC 15. Responsibility for community-wide coordination of requirements for collection in support of economic intelligence research was assigned to an EIC Subcommittee on Requirements and Facilities for Collation - which represented the first continuing body in which interagency collection representatives had come together since dissolution of the CIG Committee on Collection 1947. Among the principal procedures so far developed by this subcommittee are:

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(2) The consolidation of intelligence requirements to be incorporated in the Comprehensive Economic Reporting Program (CERP), which continuously revises current economic-reporting instructions to all Foreign Service posts outside the Soviet Bloc.

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(3) A program of continuing intelligence-community guidance to all reporting posts behind the Iron Curtain, including coordinated preparation of individual "Guides to Economic Reporting Officers" for each major post.

(4) Interagency arrangements for more effective exploitation of a wide range of materials - including regular exchange of specialized collection manuals, guidance to central depositories and indexes (such as the Industrial Register) and recommendations for better utilization of various documents and publications. (For example, the Advisory Committee of Foreign Language Publications referred to in paragraph 1, a, above, was established by the National Security Council as a direct result of recommendations from this EIC subcommittee.)

Under Executive Order 10249 all requests from any department of the Government for economic information from the Foreign Service are coordinated by the State Department's Division of Foreign Reporting (REP). Intelligence contributions for economic reporting instructions are assembled from the several IAC agencies as a staff function of the EIC Subcommittee on Requirements and Facilities for Collation and transmitted to REP. The purpose of this procedure are to tailor requests from Washington to the reporting capabilities of the Foreign Service staffs at each major post overseas and to establish reporting priorities based on the importance of the information requested. Schedules of required reporting and Alert Lists are accordingly set up for each post. Spot requests to the Foreign

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Service for economic reporting must also be reviewed by REP and assigned an appropriate priority. REP issues all standing economic reporting instructions to the field and periodically arranges for end-users to evaluate the reporting performance of each post.

d. Coordination of Field Reporting. Through continuous liaison between the State Department and the various IAC agencies (either directly or through the EIC) increased community-wide coordination is encouraged, both in Washington and in the field. Chapter 900 of the Foreign Service Manual deals with coordination in the field, and the Department on March 22, 1954 sent a special instruction (CA5190) to all Chiefs of Mission reiterating the coordinating role of mission chiefs under NSCID 2 and urging maximum use of all available personnel, including service attaches. At the same time, the Army, Navy and Air Force dispatched similar messages to all attaches, urging maximum cooperation with mission chiefs in developing coordinated collection programs.

e. Exchange of Field Reports in Washington. As outlined in paragraph 7 of NSCID 2, there is now virtually complete exchange of field reports in Washington. Uniform subject coding of CIA, Army, and Air Force field reports prior to dissemination greatly simplifies use of these reports.

f. Overt Collection - Domestic. NSCID 7 provides that CIA shall be responsible for the exploitation "on a highly selective basis", within the U.S., of business concerns, other non-governmental organizations and individuals as sources of foreign intelligence information. Guidance in this selection is provided by the continuing

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requirements statements of the research elements of CIA and the other IAC agencies, supplemented by continuous liaison to discuss specific needs and individual sources.

To assure that this service is of maximum value to consumers, conferences are being scheduled at the working level in all of the member agencies. In addition, four specific interagency arrangements are either completed or well on the way to completion:

(1) Three specialized ATIC officers have been placed in domestic field offices to guide and actually engage in the collection of technical information. The assignment of a fourth officer, trained in air electronics, is expected shortly.

(2) A similar arrangement has been worked out through G-2 for the assignment of two Signal Corps Intelligence officers to domestic field offices in an effort to increase the quantity and quality of telecommunications-intelligence collection. One of these officers is already being processed.

(3) Arrangements have been completed with the Director of Intelligence of the Air Force and with the Air Research and Development Command to facilitate the exploitation of civilian employees at the various ARDC centers for intelligence information not otherwise available to the member agencies.

(4) Tentative arrangements have been concluded with G-2 for a similar program to be established in the near future with the seven Army Technical Services.

A fifth specific effort to produce more effective and coordinated intelligence collection consisted of a program to

analyze critically all requirements which have been received by  
25X1A [REDACTED] from the producing elements of CIA and the other  
IAC agencies, and to codify in readily usable form all basic  
requirements currently outstanding. Uniform indexes, each comprising  
some 10,000 requirements cards, have been placed in all [REDACTED] 25X1A

25X1A [REDACTED] offices and resident agencies and, for the purpose  
of ready coordination and the elimination of possible duplication  
of collection effort, in various CIA offices, G-2, State and ATIC.

STATSPEC g. Radio Monitoring. Under NSCID 6 a central radio  
monitoring service [REDACTED] is established, and the monitoring of  
foreign propaganda and press broadcasts for the collection of  
intelligence information by other federal agencies is specifically  
STATSPEC precluded. The facilities [REDACTED] have been used in a number of  
ways in support of both IAC and non-IAC agencies; for example:

(1) Recordings are made and retained of those broadcasts  
likely to be required for legal proceedings, historical archives,  
psychological operations, etc.

(2) There has been an expansion of effort in the  
analysis of broadcast propaganda which has been generally valuable  
to and done in close coordination with OIR/Department of State and  
other intelligence producing offices.

(3) Operational information on foreign broadcasting  
stations is supplied to activities such as the State Department NIS  
program, National Bureau of Standards research on ionospheric propagation,  
Voice of America scheduling of programs and transmitters. [REDACTED] 25X1A

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serves as the principal federal source of this type of data.

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(4) Through informal arrangements the product of

██████████ monitoring is made available to interested U.S. Government operations in the foreign field, e.g., a liberal selection of material is sent daily to the Munich Radio Center (VOA) and to HICOG, Berlin, and in the Far East, USAFFE and subordinate commands receive a selection of items monitored ██████████

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In general, guidance and requirements for collection of intelligence information from monitoring of foreign radio broadcasts has been adequate. Since, however, monitoring for intelligence use is based on careful selection rather than directed collection it has been found that the most effective means of guiding the ██████████ effort is for the personnel ██████████ to be indoctrinated in the functions of various elements of the intelligence community. This program is a continuing one and results to date are satisfactory. The fact that most ██████████ raw materials are unclassified enormously facilitates day-to-day operational liaison. ██████████ personnel are constantly in touch by telephone with all area and functional desks of the IAC users of their product. Some improvement in requirements for propaganda analysis is expected from offices engaged in psychological activities, when these offices have completed their organization and build-up.

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h. Every government agency in Washington maintains one or more liaison cleared officials whose functions is to serve as the focal point for the transaction of intelligence matters; including, the receipt and delivery of intelligence materials, the coordination of requirements, and the servicing of collection

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directives.

2. An evaluation of the sufficiency of the several agencies' requests in the light of that program;

25X6□ The several agencies' requests are generally adequate to support minimum essential requirements. However, except for the relief which approval would provide of certain over-ceiling budget terms requested by the State Department, a few acute shortages would continue to handicap the intelligence community. The most serious has been the absence of a full-time Publications Procurement Officer in London. Since that position was abolished, the Department's liaison relations

25X6□ [REDACTED] have been severely curtailed and much valuable information on Eastern Europe, Africa and the Far East, which was formerly secured in London, is no longer available to the Department. Full-time Publications Procurement Officers are also urgently needed in Cairo, Rangoon, Djokjakarta, and Tokyo. A geographic attache is urgently required in Stockholm, a peripheral reporting officer in Athens and in Rome, an additional peripheral officer in Frankfurt to cover the satellite countries, and more Chinese language officers in Southeast Asia to report on the local Chinese communities and secure information from Communist China; several of these inadequacies would be corrected by the State Department's 1956 over-ceiling budget request.

There is also urgent need for more adequate agricultural reporting on the Soviet Bloc. The Department of Agriculture now has

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primary responsibility for agricultural reportings and representatives of its Office of Foreign Agricultural Services have agreed (informally) as to the importance of re-establishing agricultural attaches in Hong Kong, Warsaw, and Bucharest. So far, however, they have felt unable to provide the budgeted funds to support such appointments.

At current staffing levels, overt Foreign Service reporting, though adequate to meet the minimum needs of the intelligence community, suffers from (1) the inability of officers, because of the pressure of their other duties, to travel sufficiently beyond post cities, (2) a serious dearth of [REDACTED] information, (3) insufficient analytical reporting, and (4) insufficient attention among service attaches in many countries to the political orientation and political activity of important military figures. These findings resulted from a recent survey of Foreign Service reporting from all reads of the world and are substantiated by regular reports of the Foreign Service Inspectors.

Travel restrictions in the countries of the Soviet Orbit continue to be a major obstacle to effective collection by [REDACTED]

Although these restrictions have been eased, officially, in some countries, there has been a simultaneous increase in surveillance and administrative harassment which severely hampers attache collection activities.

There has been an over-all reduction in Military Attache complement, although adjustments of personnel to augment staffs at critical posts have resulted in some net improvement in coverage

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at these posts. Substantial improvement in military intelligence collection, apart from restrictions or assistance by foreign governments, will depend upon improved guidance and the development of new collection techniques.

3. The areas of activity which may require altered emphases and/or modified coordination in the near future.

a. Economic Reporting. There is still insufficient Washington coordination of economic intelligence requirements, and of the collection action instituted to service such requirements. Certain collection gaps of high priority for the community as a whole may not receive adequate attention from certain channels; while in other cases there is still some duplication of reporting between Foreign Service, FOA, and military elements in the field. More definite facilities for coordinating standing instructions and spot requirements - among civilian and military end-users in Washington - plus more complete sharing of requests and of data in the field would help to solve this problem. As one specific step the EIC has agreed on the identification of highest-priority gaps in collection needed to support research in such fields as Soviet armament, electronics, and transportation. Approved lists of the collection data required have been transmitted to the EIC Subcommittee on Requirements and Facilities for Collation to explore the possibilities of coordinated planning of implementing collection efforts.

b. Publications Procurement. Full coordination of

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publications procurement in the field is desirable and necessary in order to prevent duplication of procurement in response to general requirements. Specific requirements are coordinated in Washington by the Procurement Sub-Committee established under NSCID-16.

c. Better Utilization of all Governmental Overseas

Personnel for Reporting Information. One of the major long-range problems in intelligence coordination is the development of systematic methods for tapping US personnel overseas who are not primarily reporting officers. Many of these officials, MAAG officers, FOA technicians, USIA employees are well informed on certain geographic areas and enjoy close contacts with segments of foreign societies which are often not accessible to regular reporting officers. At present, the potential of most of these officers for valuable information is not being exploited. Though USIA has accepted the principle that Public Affairs Officers should report information which they receive incidental to their primary duties, procedures for extending this principle to other staff workers in the field have not been fully worked out. Representatives of the Economic Intelligence Subcommittee on Requirements and Facilities for Collection are negotiating with FOA to develop methods for tapping the resources of FOA's overseas employees.

d. Radio Monitoring. Radio monitoring, for various purposes, of foreign radio transmissions in the broadcast bands has been growing steadily since 1946. The need for monitoring in support of psychological warfare broadcasting has kept pace with the number of organizations and transmitters established for

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performance of this mission; this type of monitoring must produce the latest of target area local news in the local language or dialect. Also, the scope and complexity of radio broadcasting with respect to frequency usage has made it necessary for considerable attention to be devoted to technical monitoring; this type of monitoring must focus on frequency usage, jamming signals, etc. These two types of monitoring are quite different in techniques and purpose from the content monitoring [REDACTED] though closely related [REDACTED] technical monitoring operations which are prerequisite to content monitoring. In some cases separate facilities have been established for technical monitoring, operational monitoring and content monitoring. It seems likely that these areas of activity may require coordination in the near future. The first step toward this coordination is being taken in the compilation [REDACTED] list of facilities for monitoring.

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