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26 January 1955

Intelligence Information Collection Programs and the
Coordination of Requirements for Collection

Part I

The Collection Programs

1. The Foreign Service of the United States:

Instructions to the Foreign Service for collection are in the last analysis the responsibility of the Assistant Secretary of the respective bureaus in the Department of State. Except for agricultural reporting which is now administered by law directly by the Department of Agriculture, * the Department of State must provide reporting of interest to the U.S. Government with its many non-intelligence interests as well as to the IAC Community. It must also be recalled that the Foreign Service has other major responsibilities, namely, representation to foreign governments and protection of U.S. interests abroad. The desk officers in each political bureau depend to a considerable extent upon the intelligence organization of the Department of State for the preparation and coordination of requirements for intelligence reporting.

Increased attention to the collection of information abroad for intelligence purposes is reflected in chapter (900) of the Foreign Service Manual which deals with this subject.

* There are current negotiations between the Departments of State and Agriculture which have resulted in a temporary agreement for the continuance of agricultural reporting on the Soviet Bloc by State. These talks are continuing with regard to State's assistance to Agriculture for agricultural reporting on the Free World (many areas not covered by AAs can be covered in part by State).

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In the political field the intelligence area of State has invited CIA/OCI to participate in the preparation of instructions for political reporting. In the economic field, the "R" Area of the Department of State cooperates with the Division of Foreign Reporting in State to insure that insofar as possible resources of the Foreign Service are not requested to collect information available in Washington and that requirements relevant to national security are given appropriate precedence over those for less vital functions of the Government. State "R" has invited the Economic Intelligence Committee (EIC) to assist in the preparation of instructions and guides for economic reporting. Specifically, the Requirements Subcommittee of the EIC coordinates the intelligence contribution for each Comprehensive Economic Reporting Program (CERP) instruction and assists in the preparation of guides for economic reporting at each of the five posts behind the curtain. Guidance is also provided by ORR aimed at maximum effective use of the specific capabilities and reporting opportunities of Foreign Service reporting officers at bloc posts.

It should also be borne in mind that the "R" Area itself is an important originator of requirements for reporting by the Foreign Service in the area of intelligence assigned to State. The establishment of a national intelligence estimating program and the demands on the "R" Area of State for contributions thereto represent important influences in guiding the "R" Area to requisition information on significant gaps. There are comparable effects upon reporting by virtue of the "R" Area's participation in the Watch process, as well as in the NIS production.

2. Peripheral Reporting Program: This program was established as a special collection effort within the Foreign Service. Its purpose is to obtain information on the Soviet Bloc countries by the assignment of competent officers to certain posts contiguous to the Soviet Bloc where the potential data on that area is substantial. This was necessary as a means of supplementing the reporting from missions behind the Iron Curtain area where many local restrictions are imposed on U. S. staffs. At present, peripheral reporting

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units are located in Frankfurt, Vienna, Paris, Tel Aviv and Istanbul. In Frankfurt the peripheral reporting unit prepares consolidations of debriefings in the political, cultural, sociological and economic fields based on information collected on the USSR. [REDACTED]

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The peripheral reporting officers make use of a variety of sources including defectors, escapees, refugees, travelers and officials of other governments located in the same areas as the peripheral units. The original emphasis was upon collection from arrivals from behind the Iron Curtain. Peripheral officers are now encouraged to develop other sources among the indigenous travelers to and from the Soviet Bloc and staffs of other governments located in the same countries as the peripheral reporting unit. While the peripheral units are encouraged to develop sources as indicated above, the main sources at present are as follows:

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Frankfurt (defectors)
Vienna (refugees)
Paris (emigres and groups of emigres)
Tel Aviv (refugees and recent emigres)
from Iron Curtain countries)
Istanbul (emigres and a few arrivals from
Bulgaria)

Since most peripheral reporting officers have had limited economic training and experience, the Requirements Subcommittee of the EIC prepared an Outline of Peripheral Economic Requirements on the USSR and Satellites to support this program. This outline has received wide distribution as a guide to interrogators and other collection personnel.

3. Foreign Map Procurement: The requirements of all the mapping agencies of the U.S. Government for foreign maps are coordinated by the Interagency Map Procurement Coordinating Committee (MPC) on which sit the representatives of the mapping agencies. The MPC is chaired by the Chief of the [REDACTED] serves as the Special Assistant to the Director, Office of Libraries and

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Intelligence Acquisition, Department of State (also designated informally, "Special Assistant for Maps"). Under the direction of the Special Assistant for Maps, foreign maps are procured through the Department of State and the Foreign Service. Four map procurement officers are stationed in the field and part-time map procurement activity is assigned to other foreign service officers stationed in other areas. Salaries and administrative support of these field officers are the responsibility of State and during recent budget reductions two map procurement officers were dropped [REDACTED]

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The above program for the collection of foreign maps has been in existence seven years. Procurement has been routinized by the establishment of informal exchange agreements (140) with official and unofficial agencies in certain countries under which new map production is received in Washington through the Foreign Service posts.

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Frequently, an approaching assignment for production of an NIS Chapter IX (Map and Chart Appraisal) on a given area has provided a stimulus for procurement of foreign maps on that area in time for use in Washington in producing the Chapter. In other cases foreign map requirements are in direct response to individual agency research projects or to recognize gaps in foreign map coverage.

The coordinated interagency map procurement program does not conflict with the map exchange agreements between the mapping components of Defense and the opposite agencies in foreign countries. Some of these agreements pertain to joint mapping programs with other NATO countries.

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Agreements between the Army Map Service and the NATO countries' mapping agencies provide the bulk of topographical maps on NATO countries (and their colonies).

4. Foreign Publications Procurement is coordinated by the DCI in pursuance of the responsibility placed upon him in NSCID-16. The Procurement Subcommittee of the Advisory Committee on Foreign Language Publications seeks to identify those areas in which needed publications may be obtained through the cooperative action of agencies who have collecting capabilities as well as to be alert to new means of procurement. Overt publications procurement in the field is divided among military attaches, collection arms of military commands overseas, and personnel of the Foreign Service. The attaches and overseas commands concentrate on publications required by their parent organizations, while Foreign Service personnel fill the requirements of the Department of State, CIA and about 20 other Government agencies including the Library of Congress and the Department of Agriculture. For this purpose the Foreign Service maintains at the present time six Publications Procurement Officers (in Moscow, Paris, Berlin, New Delhi, Tokyo (1/2 time of one officer) and Hong Kong) and assigns the function on a part time basis to an officer in other important posts. The degree of coordination and cooperation among service attaches and Foreign Service officers varies greatly from post to post.

The Foreign Branch [REDACTED] of the Division of Acquisition and Distribution of the Department of State. In the two years since its establishment the Foreign Branch has attempted to improve procurement by formulating more detailed guidance for publications procurement officers, and by providing them with evaluations on their efforts. It has also worked closely with those personnel in the defense departments engaged in preparing collection requirements for the service attaches. [REDACTED]

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[REDACTED] As a result of the USIA Survey, the NSCID-16 subcommittee on Procurement will explore with USIA the extent to which library centers abroad can assist in procurement.

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5. Military Attaches: The attaches of the military services are guided by the "Essential Elements of Information" (EEI) published in one form or another under the direction of their chiefs of intelligence. The EEI have been developed painstakingly and represent the comprehensive needs of the individual services. Within this general framework specific or ad hoc requirements are levied upon the attaches as current needs arise or, as required to meet the needs of each service and the JIC in its service to the JCS, in support of military contributions to the national intelligence estimating program and in response to both the original and maintenance production of NIS sections assigned to the military.

* * *

6. General Comment With Regard to Sections 1 to 5 above: The foregoing is in accordance with the allocation of responsibility for overt collection abroad as outlined in NSCID-2. Each agency is free to collect economic and scientific and technical intelligence information in accordance with its needs. Under NSCID-2 injunction, information, by whomever collected, shall immediately be transmitted to the agency most concerned as well as made available to all other interested agencies. The collection facilities are to be utilized so as to avoid unproductive duplication and uncoordinated overlap "within budgetary limitations which is the major need of all departments and agencies for the accomplishment of their respective missions". In the field, the senior U.S. representative in each foreign area is responsible for the coordination of "all normal collection activities in his area". The manner in which this is done will vary from post to post, both in respect to the personalities involved and the size and importance of the mission. In March 1954 the Department of State sent a special instruction to all Chiefs of Mission reiterating the coordinating role of mission chiefs under NSCID-2 and urging maximum use of all available personnel including military 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. The

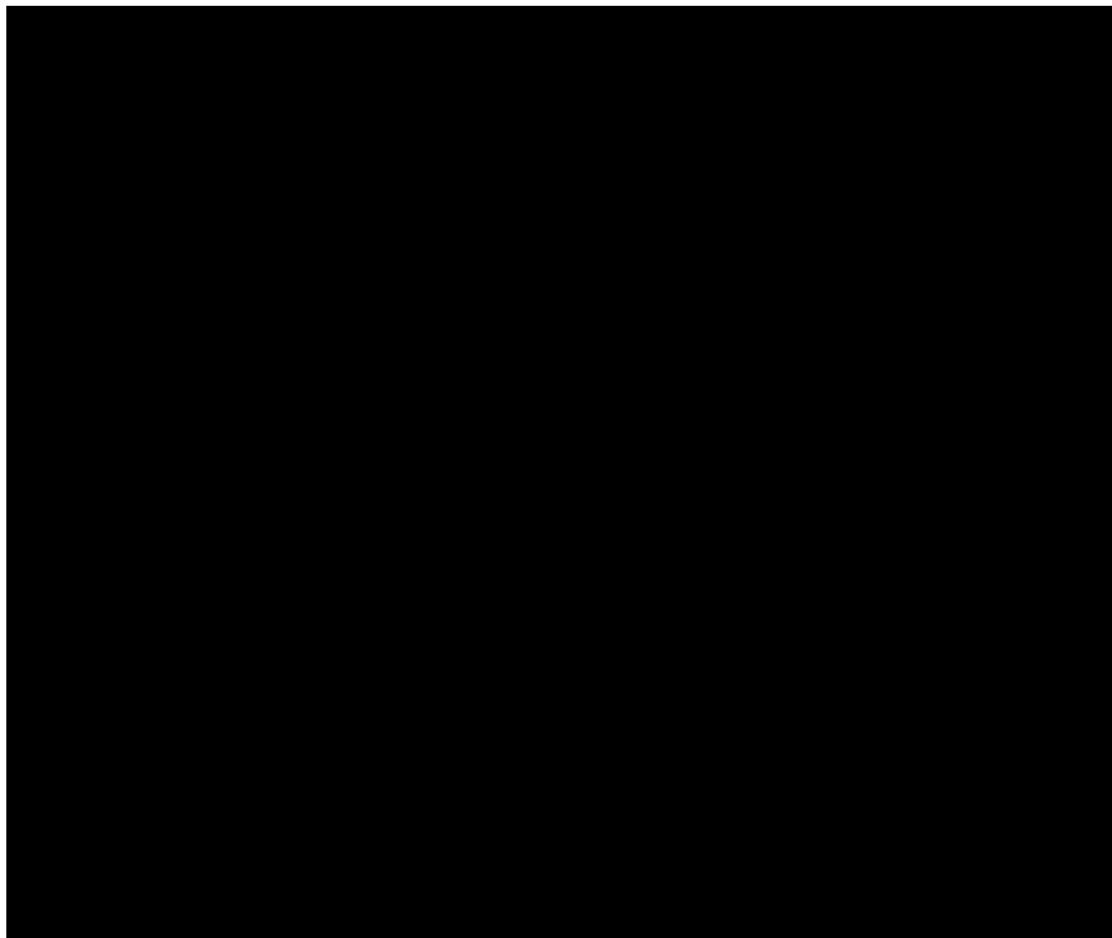
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distinction between the responsibility of the Chief of Mission to coordinate overt collection abroad and the responsibility of each agency under NSCID-2 to collect overtly abroad should be noted.

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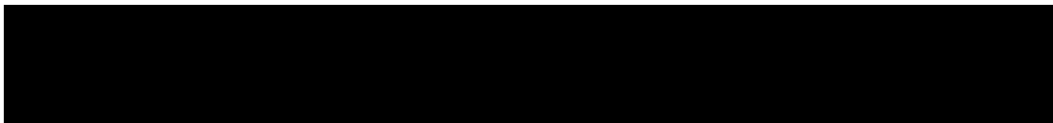
7. Regular Collection Offices: Each intelligence agency maintains an office to coordinate requirements from its research and operating offices to assist its research offices in determining the availability of the information in Washington (either in its own agency or other agencies), to levy requirements on collectors (either its own collection arm or those of other agencies) and disseminate the information collected against requirements.

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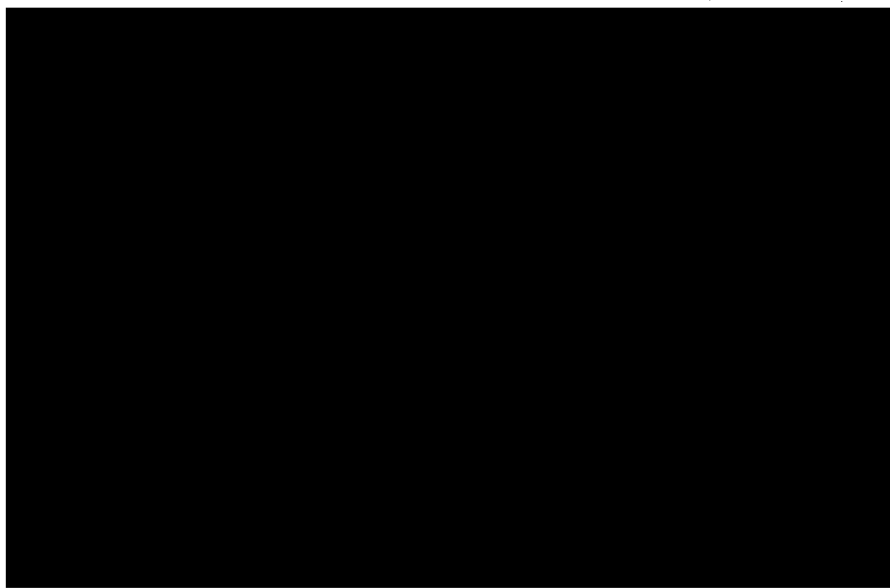


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To assure that this service is of maximum value to consumers, conferences are being scheduled at the working level in all of the member agencies. In addition, four specific interagency arrangements are either completed or well on the way to completion:



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c. 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.

d. 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 special effort has been made to produce more effective and coordinated intelligence collection through the critical analysis of all requirements which have been received 

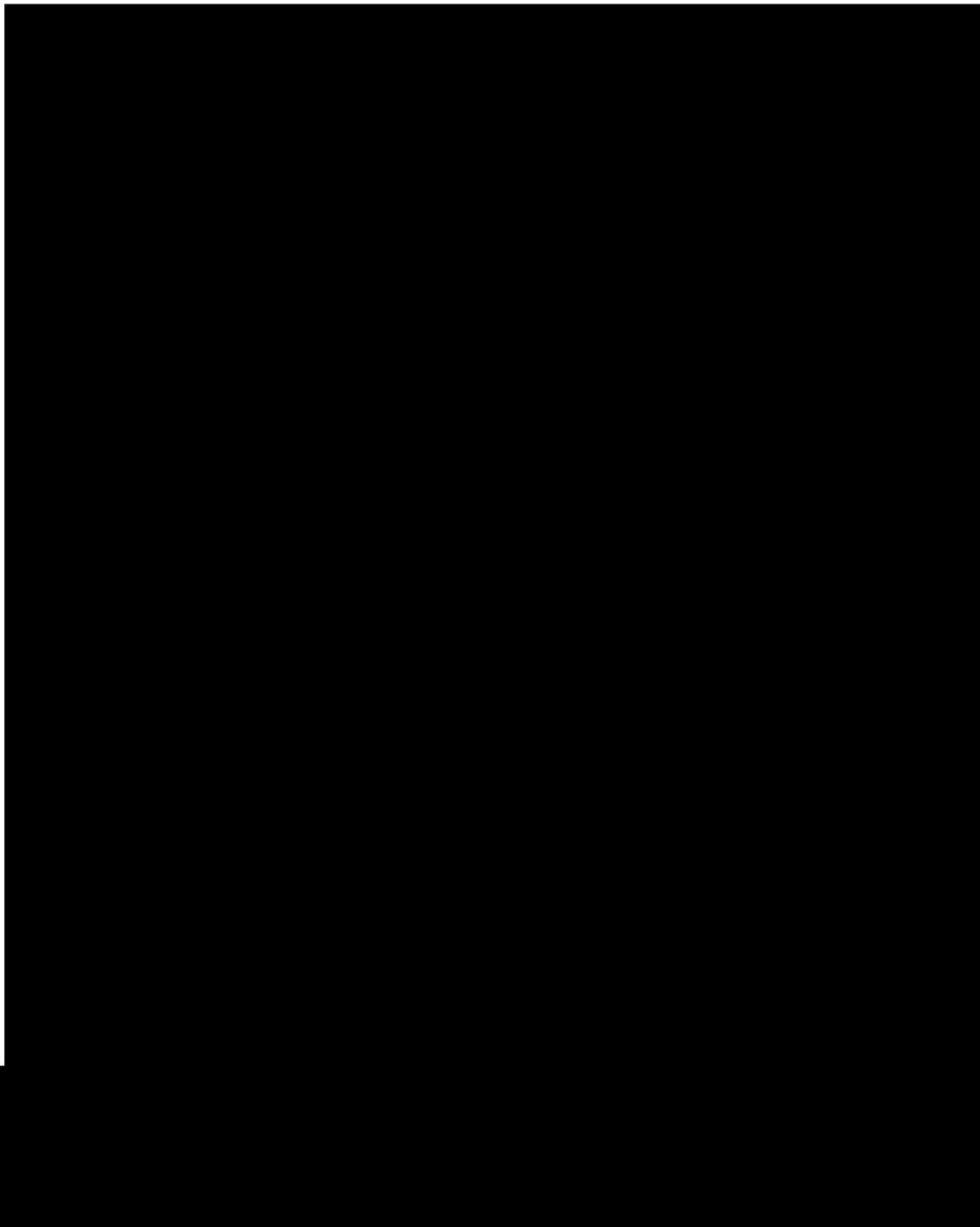
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from the producing elements of CIA and the other IAC agencies, and to codify in readily usable form all basic requirements currently outstanding.

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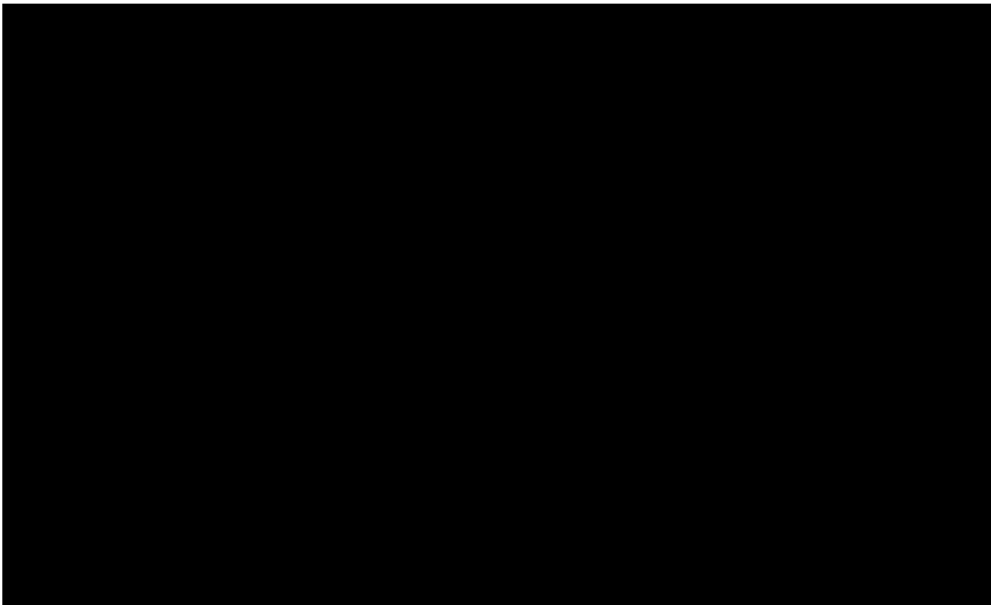
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14. Captured Enemy Documents: Plans have been established for coordination in the exploitation of captured enemy documents in wartime under a joint military agency known as the Armed Services Document Intelligence Center. Civilian agencies requirements will be satisfied in this program by virtue of a CIA representative serving as an Assistant Director in the Center, who coordinates the requirements of CIA, State and AEC.

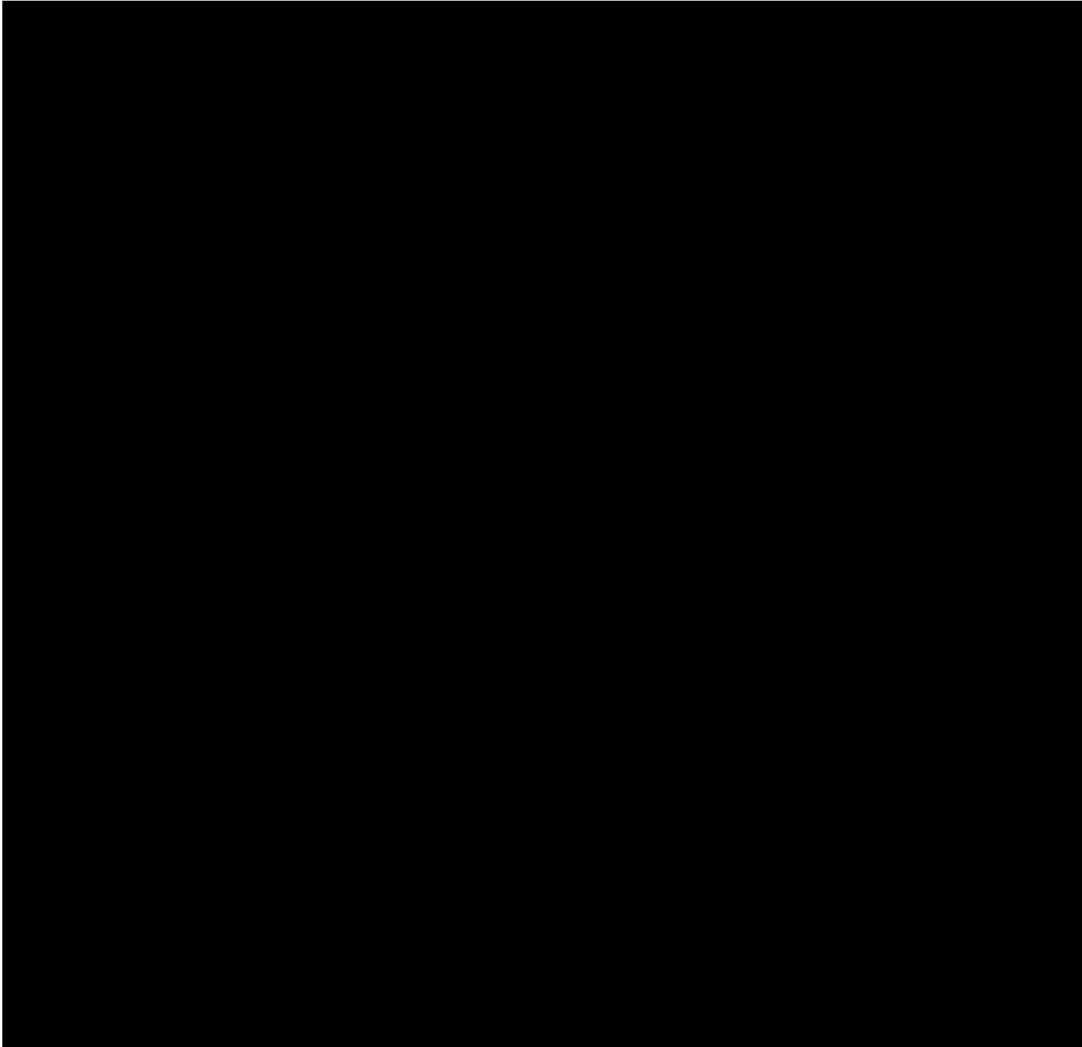
15. The National Security Agency is guided in its collection activities through a USCIB subcommittee (Intelligence Committee) whose function includes requirements coordination. This subcommittee, composed of the intelligence agencies representatives, operates under a rather highly sophisticated system of identifying priorities.

16. In the Field of Indications responsibility to improve the coordination of collection is set forth in DCID-1/2. The Watch Committee is supposed to "develop and operate on a current and continuing basis the Watch Committee Intelligence Plan for systematizing, energizing and coordinating through the appropriate channels the world-wide collection by U. S. agencies of information and intelligence pertinent to the Watch Committee mission."

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18. External Research: Members of the intelligence community, as well as several other Government agencies, sponsor external research projects on foreign areas, thus providing an additional source of foreign intelligence. This research is performed by Government agencies and private institutions, each of them using whatever sources are available to them. Government agencies, contracting for private research on foreign areas, frequently supply such contractors with intelligence information which is, of course, supplemented by the

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contractor's own resources. Government agencies conducting research on behalf of other Government agencies are exploited by informal interagency contact and by such regular offices as CIA/OCD.

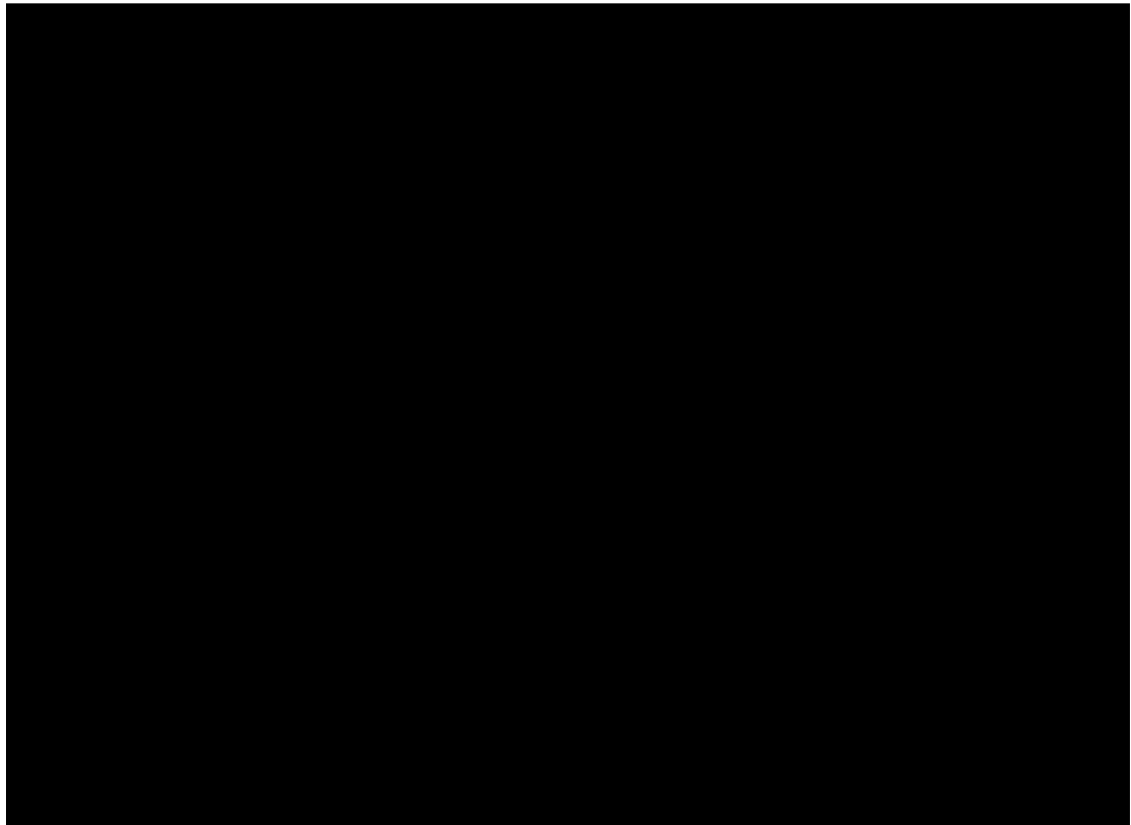
External research on foreign areas, although performed in response to departmental needs, is subject to certain coordination efforts by the intelligence community. These efforts are:

- a. Annual inventories and quarterly supplements of Government-sponsored foreign area and psychological external research projects, published by the External Research Staff, Department of State (ERS);
- b. Comprehensive lists of non-government sponsored social science research in progress on foreign areas published by ERS;
- c. DCID 15/1, "Production and Coordination of Foreign Economic Intelligence," 14 September 1954, paragraph 3b (2), which provides for coordination by the EIC of external economic research projects involving more than \$5,000.
- d. Annual reports and quarterly supplements on the status of scientific and technical intelligence production projects conducted or sponsored by the member agencies of the Scientific Estimates Committee (SEC), published by the SEC.
- e. An Advisory Panel on Research in Special Operations consisting of non-government specialists as members, appointed by the Assistant Secretary of Defense for Research and Development, on which the Departments of Defense and State, USIA, CIA, FOA, and OCB are represented by associate members;

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f. On 11 December, 1954, the DCI proposed to USIA, State, Defense, OCB and FOA that agencies with intelligence needs in the propaganda and psychological warfare and foreign information fields cooperate in the development of a government-wide program of external research in support of such activities. Each agency would retain complete responsibility for its departmental external research program but would benefit by coordination of its program with other agencies having related missions.

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20. Interrogations of returning POWs, refugees and defectors have been the subject of various activities by the IAC agencies--(a)

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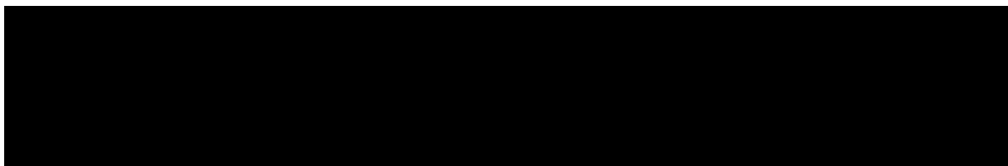
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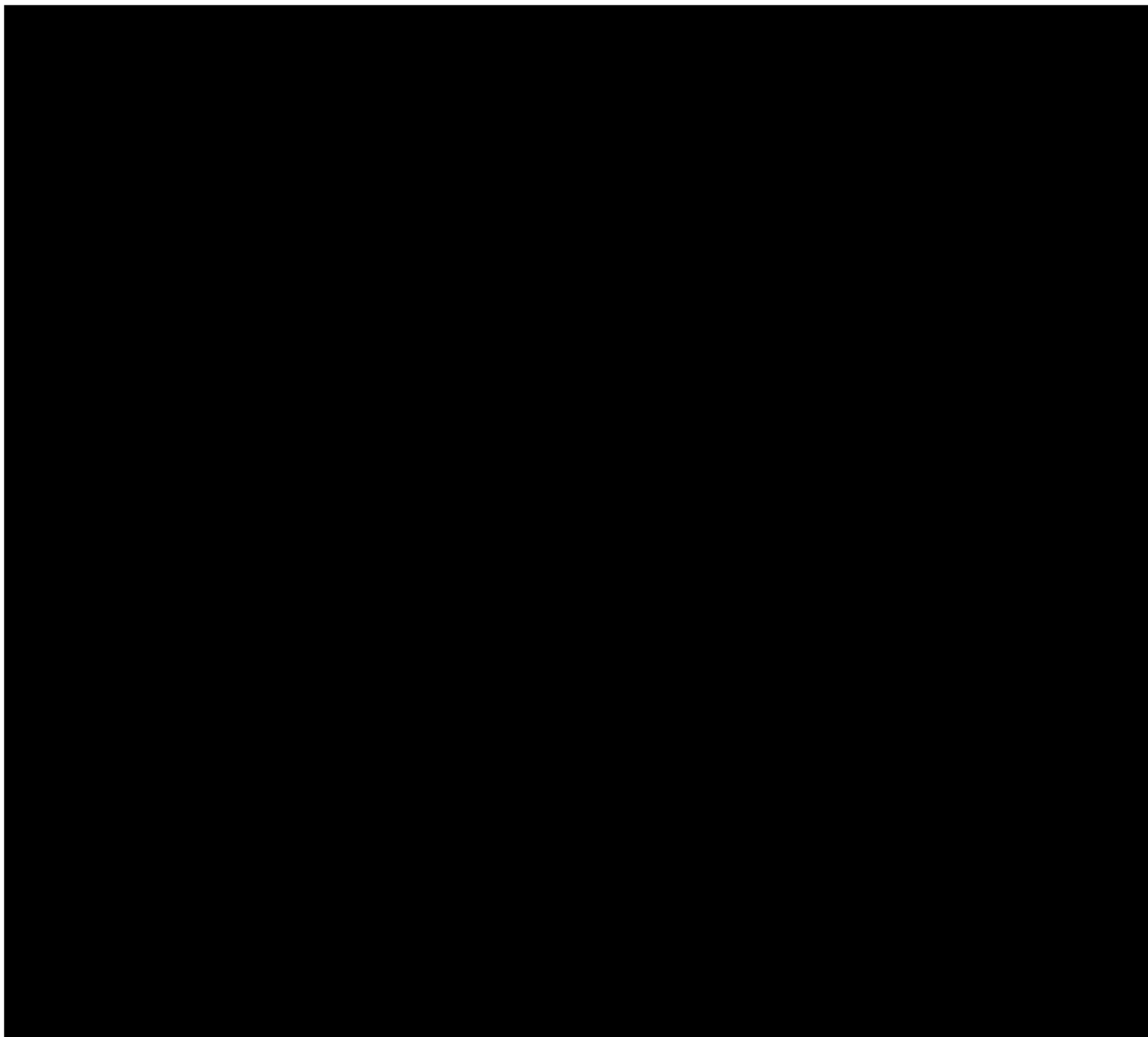


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The Armed Services have established a center (Armed Services Prisoner Interrogation Center) to coordinate the exploitation of POWs. [REDACTED] [REDACTED] interests are represented by an Assistant Director at the Center. Although its mission is interrogation of captured prisoners, it participated in the interrogation of American POWs who had been held and then released by the Chinese.

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23. Photographic Intelligence Collection and Requirements: Intelligence photography is collected from the air, on the ground, or as records from radarscope presentations. The U.S. Air Force and U.S Navy operating squadrons and attaches collect approximately 75% and 15% respectively with the rest attributable to U.S. Army, CIA, and other miscellaneous sources. Most of the aerial photography collected by the Army for the Army Map Service is purchased from commercial organizations.

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Aerial and ground photographs are required by the intelligence analysts and mapping agencies throughout the IAC to corroborate other intelligence data and fill existing gaps in intelligence. They are essential to the production and maintenance of accurate large-scale topographic maps and the preparation of strategic and tactical target programs (Air Force) now in progress, CIA intelligence analysts require photographic intelligence in support of intelligence objectives, which may be geographic, economic, scientific or military in nature

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While procedures exist in each agency for the coordination of its photographic requirements, there has been established, on the invitation of AFOIN in 1948, an Interagency Graphics Research Coordinating Group. Originally, the group was composed of three services; it was joined by CIA in 1951. This Group, meeting monthly, exchanges information regarding photo requirements, location of desired photography, overseas commercial mapping activities and related matters. Highly classified and highest priority aerial photographic requirements are reviewed and coordinated by JCS Plans and Policy with final concurrence of State, Military and CIA.

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