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MEMORANDUM FOR: Deputy Director/Intelligence

SUBJECT: Relationship of NPIC to Other DD/I Offices

REFERENCE: TCS-3269-63, 9 May 1963

1. In the reference, recommendations for modifying procedures for labeling briefing boards at NPIC were made as a first step in considering the larger question of NPIC relations with the remainder of the DDI area. In this memorandum we examine some other aspects and make recommendations for modification of existing practices. Representatives from ORR, OCL, and OSI participated in this review.

2. The questions to which we address ourselves in this memorandum are:

- a. NPIC response to DDI needs for photo interpretation;
- b. priorities and requirements for photo interpretation at NPIC, and
- c. the division of effort between DDI analysts and NPIC photo interpreters.

BACKGROUND

3. The successes of overhead reconnaissance programs have increased the quantity and quality of photographic source materials available for analysis dramatically in recent years. In many critical intelligence problems photography has come to provide the

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major hard evidence, while in other areas it adds significantly to information available from other sources. Moreover, photography promises to play an even greater role in the future as the amount of photography increases and the quality improves, as better analytical techniques are developed, and as additional DDI analysts are cleared. In many areas DDI capabilities for using photography have not kept pace with collection programs and could fall even further behind. It is imperative that measures be taken to broaden the availability of and improve our capability for using photographic source materials. *

NPIC Response to DDI Needs for Photo Interpretation

4. Over the past three years NPIC has provided outstanding support to the substantive offices of the DDI on a number of the highest priority intelligence problems -- e. g., ICBM deployment and Cuba. At the same time, however, limited PI strength has often prevented NPIC from fulfilling other DDI requirements on a timely basis, including many concerning such high priority matters as the missile test ranges, the MRBM and IRBM programs, atomic energy production and Communist China weapons programs. Failures to receive adequate PI support on a timely basis have prevented effective scheduling of all-source research programs in the other offices of the DDI and have inhibited exploratory research, even on priority problems. In areas of lower priority, where all-source analysis is also required, the situation has been even worse. *

5. The greatly increased PI strength and the new organizational structure at NPIC promise to relieve the above situation considerably in the near future. In addition the freeing of PID from the former commitment to provide PI support to the "national" effort should permit a much more effective management of PID resources in support of Agency programs. *

6. We believe it important to achieve more widespread use of photography in the day-to-day work of DDI analysts. A wider

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dissemination of photographic source materials and training of additional DDI analysts in elementary photo reading would be very beneficial in this respect. Such training would improve the general level of competence in handling photographic source materials and permit a more effective communication between PI and analyst. It could also make unnecessary the burdening of NPIC with requests for simple photo reading.

7. The physical separation between Headquarters Building and Building 213 -- 12 miles or as much as one hour each way in non-rush hour traffic -- presents a number of severe obstacles to the effective use of photography in DDI analysis. These include:

a. An absence of PI support on many individual intelligence problems of current intelligence interest on which time is not available for consulting at Building 213 or for travel of a PI to Headquarters.

b. A failure of DDI analysts to get answers to the many simple but relevant PI questions which (1) do not warrant the effort to place and service them in the formal requirements system, or (2) are not of sufficient priority to be handled formally but could be handled expeditiously through simple consultation with the PI.

c. The difficulty of achieving close PI/analyst cooperation involving access to the files of the DDI analyst since the only adequate work space is in Building 213.

d. The difficulty, under these conditions, of educating more DDI analysts to the potential usefulness of photography and acquainting PI's with DDI intelligence problems.

8. The establishment at Headquarters of a small PI contingent from PID would relieve the above difficulties at relatively little cost and should, in fact, result in a more rational use of PI assets. Such

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a group would expand upon the excellent reference services formerly provided by the NPIC Liaison Staff. Skills and experience from each of the branches of FID would be required and manning should be on a rotational basis in order to prevent the PI's from getting out of touch with Building 113 and to expose as many PI's as possible to DDI intelligence problems. The contingent would require sufficient PI equipment and working space to perform effectively and rapid access to photography and reproduction services at NPIC. *

Priorities and Requirements for Photo Interpretation

9. The growth of photography as an intelligence tool will continue to exert pressure on PI resources and necessitate continued use of priorities in the handling of requirements despite planned increases in PI strength. Priorities for "national" requirements are determined by the ADCOM, using a weighting system to resolve conflicting deadlines. DDI deadlines, at times, have suffered under this system but on the whole it has worked. There is no formal system for establishing priorities on requirements handled by PID; these have been assigned by PID or, in special cases, determined through negotiations between PID and the originating offices. This procedure may prove unworkable with the increase in requirements that the operation of the Special Center will undoubtedly generate. The formation of the Intelligence Action Guidance Staff gives the Directorate of Intelligence for the first time a central body for resolving priorities on requirements for photo interpretation. *

NPIC Reporting

10. By virtue of both training and experience the PI possesses a set of unique skills which are invaluable to intelligence. Stated most simply, these include the ability to measure objects and distances from photography and to identify by use of photographic keys certain types of objects and features not recognizable by the general analyst. Through long exposure to intelligence problems,

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many PI's have developed, as well, considerable substantive knowledge in certain fields and their opinions are often solicited by DDI analysts. Occasionally, however, NPIC reporting has included judgments which go beyond photo interpretation. While these judgments frequently have been correct, they have many times been made without consultation with components having designated responsibilities in these fields. It would appear to be in the best interests of the intelligence community that judgments beyond NPIC's responsibility not appear in its reporting. We are of the opinion, however, that NPIC reporting has improved so significantly in this respect in the last few months that no recommendation need now be made on this point.

Analyst/PI Relationships

11. Photography is most effectively exploited through a close working relationship between analyst and PI. Unfortunately, very few DDI analysts have close working relationships with the PI's at the present time. In some cases, an almost competitive relationship exists. The PI often appears to have little sense of obligation to the analyst submitting the requirement. As a result, the DDI analyst may first become aware of answers to his requirement in the form of an NPIC cable or report on which he has not been consulted.

12. In sum, lack of a close PI/analyst relationship has contributed to inadequate responses to requirements. There are, however, several operating procedures that could be adopted which would encourage closer rapport between analyst and PI. These include charging the originating analyst with more careful preparation of requirements and briefing the PI on the intelligence problem behind his requirement. The PI, on the other hand, should keep the analyst informed on any significant results and consult with him on any cables or reports resulting from work on his requirement.

RECOMMENDATIONS

13. In the interest of furthering the CIA capability for producing intelligence through a more productive working relationship between

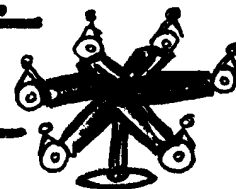
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NPIC and the remainder of the Directorate of Intelligence the following recommendations are made:

a. Based on our belief that photographs should take their place among the normally available source materials, a program should be undertaken to train as many DDI analysts as possible in elementary photo reading. In addition, steps should be taken by NPIC to insure a wider dissemination of photographic source materials to DDI analysts.



b. PID should establish and maintain a well-equipped outpost under its direction at Headquarters. This contingent would (1) provide PI support on immediate intelligence problems on which there is not sufficient time to consult Building 213; (2) service simple PI requests which do not warrant encumbering the formal requirements system or travelling to Building 213; (3) provide the work location for intelligence projects requiring a close PI/analyst working relationship involving ready access to DDI working files; and (4) serve as a medium for educating PI's to DDI intelligence problems and expanding the use by DDI analysts of photographic source material in their analytical projects. The PID contingent should consist, on a trial basis, of two PI's from Geo-Military Branch and one PI each from Atomic Biologic Chemical Branch, Industrial Branch, and Missiles Electronic Branch. These personnel should be rotated periodically. The Headquarters contingent should have rapid, complete access to photographic materials and reproduction services at NPIC. The size, composition and operations of the contingent should be reviewed at the end of six months.



c. PID should reach its planned departmental strength level of PI's by the earliest possible date and should be further strengthened if this level proves inadequate to meet

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DDI requirements. PID assets should be employed primarily in support of the CIA and should be transferred to "national" projects only under the most urgent circumstances. *

d. The Intelligence Action Guidance Staff should serve as the action agent for the other offices of the DDI in levying requirements on NPIC. The responsibilities of the Staff in this capacity should include:

(1) insuring that all DDI requirements meet uniform standards of clarity and completeness, have reasonable and appropriate deadlines, and have been coordinated among the appropriate DDI offices; *

(2) designating requirements to be serviced by PID; —

(3) recommending priorities on DDI-submitted "national" requirements for the CIA member of the Advisory Committee (ADCOM); —

(4) establishing relative priorities for PID in the event of competing DDI requirements; and —

(5) providing a requirements representative at NPIC.

e. PID should notify the DDI Action Staff and the originating DDI analyst as soon as it is apparent that deadlines cannot be met. PID should assume responsibility for meeting deadlines on DDI "national" requirements that PAQ (the national element at NPIC) is unable to fulfill. *

f. The DDI analyst should be responsible for briefing the assigned PI's on any DDI requirements -- "national" as well as Agency -- involving more than 24-hours of PI time and for concurring on the closure of his requirement. The PI should be responsible for keeping the analyst informed of *

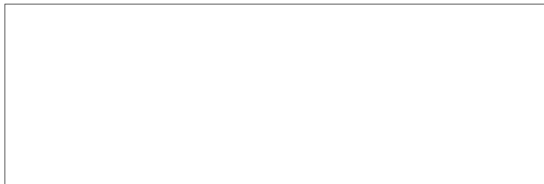
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any significant results from work on his requirement and for consulting with him before general dissemination of these results.

g. The relationship between NPIC and the other DDI offices, as well as the entire handling of photographic source materials, should be re-examined at the end of a year.



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**Acting Assistant Director
Scientific Intelligence**

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