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ANNEX A

State Dept. declassification & release instructions on file

STATE - A.I.D. - USIA ROUTING SLIP				DATE 7/10/70		
TO:	Name or Title	Organ. Symbol	Room No.	Bldg.	Initials	Date
1.	Mr. Burt	INR/DDC/MP	8847	NS		
2.						
3.						
4.						
5.						
Approval		For Your Information		Note and Return		
As Requested		Initial for Clearance		Per Conversation		
Comment		Investigate		Prepare Reply		
File		Justify		See Me		
For Correction		Necessary Action		Signature		
REMARKS OR ADDITIONAL ROUTING						
<p>Attached is a draft of a staff study and an action memorandum that I propose to send to Mr. Macomber.</p> <p>I would appreciate your comments and clearance or objections as soon as possible.</p>						
FROM: (Name and Org. Symbol)			ROOM NO. & BLDG.		PHONE NO.	
Thomas Stern O/OM			7806a NS		23320	

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GROUP 1
Excluded from automatic
downgrading and
declassification



TO: O - Mr. William B. Macomber, Jr.

FROM: O/OM - Thomas Stern

SUBJECT: Geographic Attaches and Map Procurement Program - ACTION
MEMORANDUM

Recommendations:

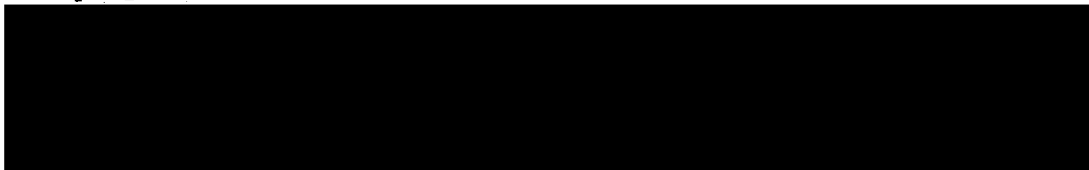
1. That you request a review of the intelligence requirements of the map procurement program by USIB or NIRB to determine present needs and collection priorities.

Approve _____

Disapprove _____

2. That you approve a revised method of performing the map collection operations as follows:

- a. Reduce the annual contribution of the Department of State from its present level (\$260,000) to an amount proportionate to the cost of the maps required by end-users in the Department. In the future require bureaus to pay for the cost of maps they use by reimbursing a Working Capital Fund.
- b. Eliminate the 8 U.S. geographic attaches and 3 foreign national positions in the State Department map procurement program.



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d. Request INR to delineate the normal, routine map procurement needs of the Department of State and the U.S. foreign affairs community, and arrange to meet these needs through the part-time Map Procurement and Publications officers. (Some of these FSO's might merit additional training and guidance.)

Approve _____

Disapprove _____

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Discussion:

A study of the map procurement program is attached. The Department's involvement in overseas map collection dates from Executive Order 9621 in 1945 which transferred the function from OSS. The routine needs of the government for foreign maps are (or could be) met by FSO's designated as Map Procurement officers on a part-time basis.

The Department also operates a specialized collection program that presently utilizes eight geographic attache positions and some \$260,000 annually. Other agencies contribute \$99,000 for collection and procurement of maps. Approximately 58,000 maps are distributed within the Department and A.I.D. and about 80,000 maps to other agencies per year.

The present high level of State Department expenditures for this collection program results from the need to use highly trained cartographers (geographic attaches), primarily to meet the special requirements of the military and intelligence community, and is disproportionate to the Department's own needs.

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Alternative Methods of Operation Considered:

If responsibility for the geographic attache program cannot be transferred, only one other general alternative appears viable: retain the present method of operation, with as many of the following modifications as are attainable:

- a. seek increased contribution---up to \$200,000---and some OPRED ceiling slots from the intelligence community because of the need to meet their specialized requirements;
- b. abolish the position of geographic attache at New Delhi at the end of the incumbent's present tour; consolidating his functions with those of the attache at Tehran;
- c. relocate the position of geographic attache at Bonn to Washington, D.C.; and
- d. transfer the overseas geographic attaches and the full time foreign national positions from the regional bureau OPRED complements to an INR OPRED complement, within the existing total INR complement.

This alternative assumes the continued collection of maps at approximately the present level, which a USIB review may modify.

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Concurrences/Non-Concurrences:

This paper has been circulated to the following offices/bureaus for comment. Their views are collected at Tab _____. In brief, they reacted as follows:

2 -

INR -

EUR -

EA -

NEA -

A/B&F -

Attachment:

Management Study of Map Procurement Program

OM/MS:RGMays:JAMang:js 7/10/70

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MANAGEMENT STUDY OF MAP PROCUREMENT PROGRAM

I. Problem. To determine the appropriate role for the State Department in operating, funding and staffing the U.S. Government's joint map acquisition program.

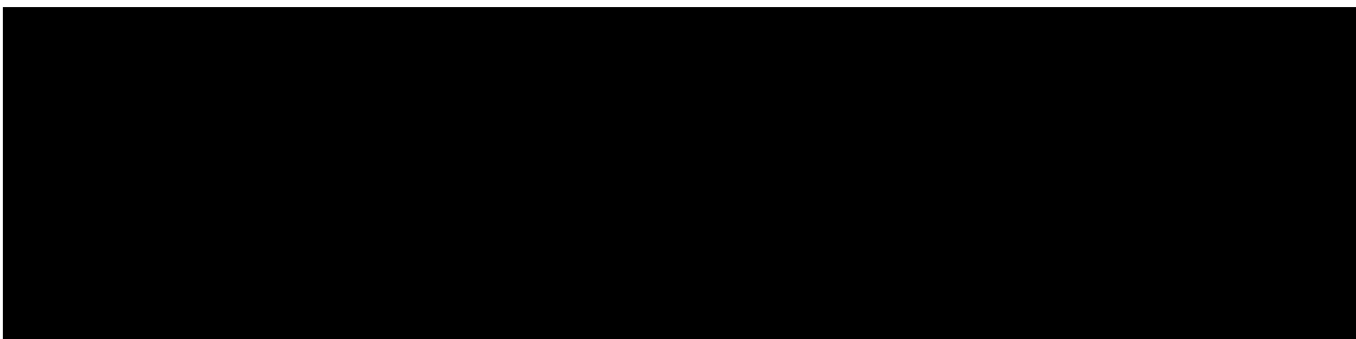
II. Background.

A. Responsibilities and Central Organization.

In 1945 the Department of State inherited responsibility for a joint map acquisition program from the O.S.S. The participating agencies are State, CIA, Library of Congress, Defense Intelligence Agency, N.S.A., U.S. Army Topographic Command, Aeronautical Chart and Information Center, Naval Oceanographic Office, U.S. Geological Survey, U.S. Coast and Geodetic Survey. These agencies are members of the Interagency Map and Publications Acquisition Committee (IMPAC). The Chairman is Mr. Arthur Burt, a WOC employee who serves as Map Coordinator for the Department of State, performing under the policy direction of the Deputy Director for Coordination in INR. All members submit their map requirements to the committee, which determines priorities, arranges for procurement abroad and disseminates maps to members. In addition IMPAC provides a forum through which some 200 foreign agencies and over 10 U.S. agencies exchange upwards of 10,000 maps.

The responsibility of the Department of State for this activity stems from Executive Order 9621, dated September 20, 1945, as implemented in State Department Order 133.23 dated January 1, 1946. The latter document provides in part that "the Office of Intelligence Coordination and Liaison shall be responsible for... serving the Department and other Government agencies with the collection and evaluation of foreign maps ... including A) ...procurement of foreign maps for the Department and by agreement, for other Government agencies by purchase or negotiation with map agencies of other countries B) participating in development of coordinated interagency map collection programs."

On the basis of these regulations, the Department has entered into agreements with other agencies for mutual funding, with the Department as the overt agent for procurement and dissemination of maps. To the extent that significant map coverage of large foreign areas is obtained by negotiation with representatives of foreign powers, the Foreign Service is in a good position to promote this program. 11 FAM 441 spells out the Department's responsibility for publications procurement and for geographic attaches and part-time map and publications officers. (Tab A contains these basic documents.)



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The Department of Defense supports the program by contributing funds for collection purposes. DIA in Washington and Defense attaches abroad are principal points of contact for the program in servicing DOD needs. The U.S. Army Topographic Command, NSA, and military service map offices also levy requirements on the program. DOD has no formal responsibility for its operation, but is interested in cooperating because of its relevance to DOD's much more expensive and elaborate mapping efforts (estimated to cost \$300,000,000 dollars a year).

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1. Defense and Intelligence Community

The Joint Chiefs of Staff prepare a Joint Strategic Objectives Plan (JSOP) covering the entire world and the contingencies that must be provided against in our defense plans in the order of their priority.

Many areas of the world for which there is a JSOP map requirement are not accessible to U.S. agencies for the purpose of compiling maps and cartographic details.

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The IMPAC program permits many of these essential requirements to be satisfied through a central coordinated office.

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Many of the maps specified by JSOP require a high degree of accuracy. In order to determine whether maps obtained from foreign sources meet these specifications, evaluations must be made of the map production procedures, equipment used, and technical competence of the staff in producing the maps. This can best be done by trained cartographers.

There are numerous intelligence and military requirements that are satisfied by specialized maps and by new maps that demonstrate physical, ethnic, cultural and geological changes.

2. Department of State

a. The Department needs geographic material for use of political and economic officers and for use by regional bureaus in support of field activities.

b. INR makes extensive and essential use of maps, especially for the geographer, and research analysts.

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boundaries..

d. Maps are important in planning travel of State personnel and are regularly used by staffs handling travel by the President and other high level officials.

3. Government Wide

The IMPAC program provides a coordinated focus to meet overseas map requirements of many agencies, thus preventing duplication of effort and overlapping of expenditures.

4. General Observations

The Map Coordinator estimates that map holdings should be updated annually for developed and highly urbanized areas, and perhaps every 3 years for less developed areas.

It is not clear whether the requirements levied on this program are regularly screened or reviewed by the USIB or NIRB or whether an authoritative cost-benefit assessment has been made of the continuing need for this acquisition and evaluation-dissemination system (involving some 22 people and over half a million dollars annually).

C. Collection Operations and Staff

The major operating responsibility for acquisition of maps abroad rests on the Geographic Attaches. In the past few years their number has been reduced from 15 to 8 (4 located abroad and 4 based in Washington). The program also employs several foreign nationals. Their activity is supplemented by part time effort of FSO's at each post and of three Publication Procurement Officers assigned at Berlin, Moscow and Hong Kong. In addition to acquisition, Geographic Attaches make evaluations of the reliability of the agencies producing the maps. The program includes a direct purchase arrangement under which members of IMPAC contribute approximately 30,000 maps.

distribution office is provided by the participating mapping agencies. It is estimated to be between \$20,000 and \$50,000.

3. Exchange Program

In addition to the above, maps obtained by contributing agencies/interchanged without charge among the members. This involves some 200 foreign agencies as well as about 10 U.S. agencies. Total volume of maps interchanged is about 10,000 (rough estimate).

4. Searching Program

Specific requests for maps of special interest to the intelligence and military communities are obtained by the Geographic Attaches.

5. Reports by Geographic Attaches

In addition to acquisition, an evaluation of the reliability of many maps is of critical importance. Evaluation requires a knowledge of the techniques, equipment, and methods used by the mapping agency as well as the technical competence of its employees. Attaches also seek data on the plans and programs of foreign mapping agencies to help establish our own planning requirements.

F. Assessment of Present Organization and Method of Operation

Given the stated map requirements of the military and intelligence communities and the overt facilities of the State Department for obtaining maps on a worldwide basis, the present collection system seems to produce a needed end product. Attached at Tab C are recent testimonials from user agency representatives. It would probably be helpful to have a USIB-level or NIRB review and confirmation of the essentiality of this

is the Department's budget for publications procurement which was \$490,067 for FY 1970. The Department was reimbursed for \$286,825 of this amount by other agencies. It charged the balance or \$203,242 to pay for the equivalent of six positions worldwide of publications procurement officers.

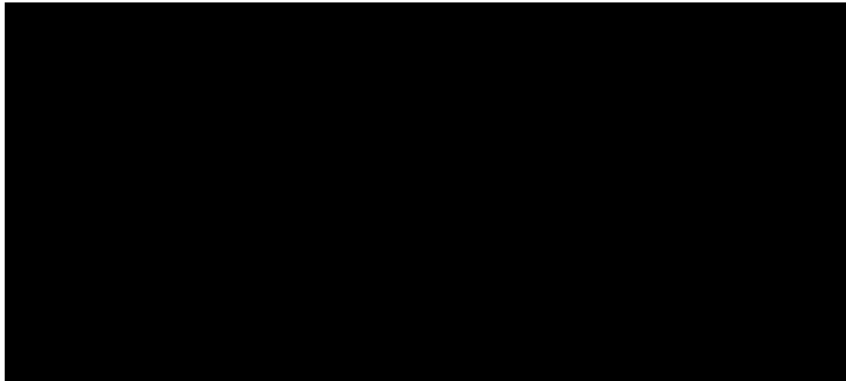
See Tab B for INR Budget and details of its map and publications procurement backup data.

E. End Products

1. Maps purchased for and distributed to other agencies, primarily members of IMPAC in CY 1969.
Map related publications

79,743

14,680



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2. Maps distributed within the State Department in CY 69 without charge:

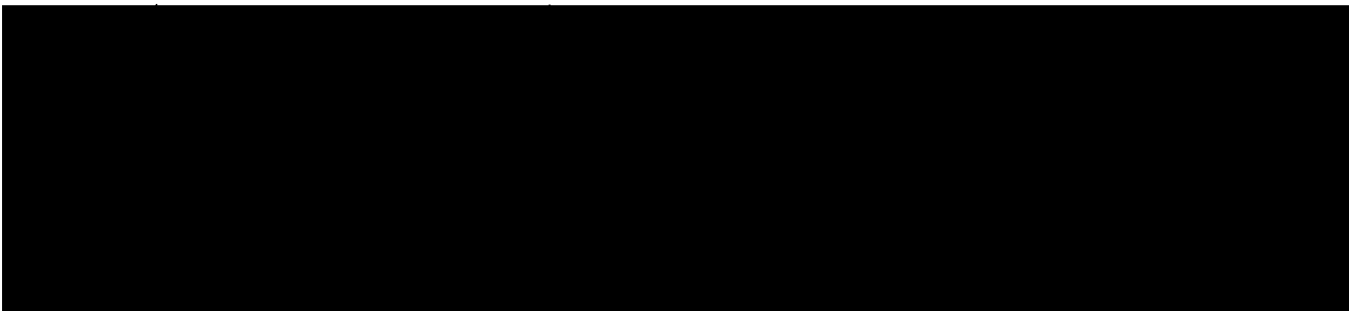
<u>Requester</u>	<u>No. of Requests</u>	<u>Maps Provided</u>
Overseas Posts - requested	325	12,000
Overseas Posts - automatic distribution	200	3,000
A.I.D.	1,181	7,782
INR	754	9,942
FSI	413	7,116
"O"	570	3,854
AF	314	1,860
ARA	316	1,260
EA	294	1,558
EUR	230	1,143
NSA	290	1,360
Peace Corps	56	716
ACDA	91	506
Other State	1,003	6,161
TOTAL	6,037	58,258

The estimated cost of this program in FY 1970 was \$579,507.

Following are data showing the breakdown of these costs to the Department of State and to other agencies:

	<u>Cost to Department</u>	<u>Cost to Other Agencies</u>
1. Geographic Attaches based Overseas* (Salary and travel)		
Tokyo	\$28,840	
New Delhi	22,189	
Tehran	28,338	
Bonn	27,549	
Allowances (for Geographic Attaches) (actual costs)	11,780	
2. Foreign Nationals		
Bonn (2)	12,712	
Tokyo (1/3 time of 2)	3,008	
New Delhi (1/4 time of 2)	1,108	
Tehran (none)	---	
3. Geographic Attaches based in Washington (salary and travel) 4 Officers (Rogers, Dyer, Niemela, Shafer)	117,425	
4. Support by U.S. Army Topographic Command**		\$30,000
5. Procurement Funds (for map purchase) Reimbursed by recipient agencies		84,000

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*Geographic Attaches contribute approximately \$4,558 worth of time to publications procurement work. PPO's and part time MPP's devote about \$10,000 worth of time to map procurement.

**Reimbursement reduced from \$30,000 in FY '70 to \$15,000 in FY '71.

***Not included in State Department budget.

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community supporters that the program serves as an important purpose.

This paper, therefore, does not suggest the program's termination as a U.S. Government activity. (Recent reviews by INR are collected at Tab E.)

Nevertheless, there are legitimate questions concerning the basic responsibilities of operating the program and the system for implementing it. They are discussed below:

1. Role of State

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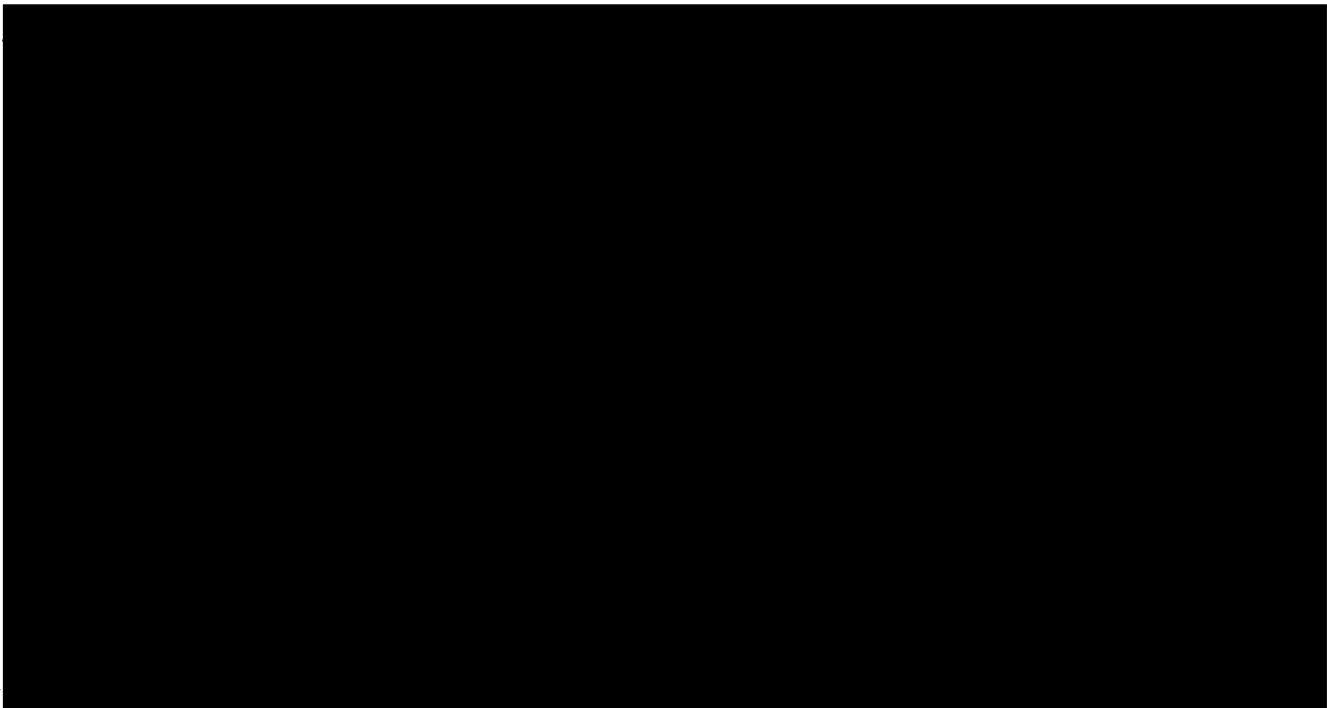
Since the principal beneficiaries are Defense and CIA, should State (a minor beneficiary) provide [REDACTED] a major part of the funding and other resources? One reason advanced in defense of the present system is that the collection and reporting of information on economic, political and social conditions abroad is a basic responsibility of the Foreign Service, ^{and that} foreign maps and publications are a part of this information. However, it should be possible to discharge the responsibility for meeting the Government's basic map needs through the MPPO's at each post. It is the additional and highly technical requirements of CIA and DOD that necessitate the present organizational structure:

Dr. Burt claims that the MPPO's cannot meet the complex objectives of his program and cites a recent incident in Cyprus to prove it (Tab D). A partial solution might be to strengthen MPPO capability by training and to reemphasize map procurement activities as an important Foreign Service responsibility. [REDACTED]

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3. Role of DOD

This program furnishes a small but useful part of DOD's overall map requirements. The Army Topographical Command has been reducing its contribution to IMPAC and by FY 1972 may not be contributing even the \$15,000 left in the 1971 budget.

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There are many elements of Defense that have map requirements. The organizational structure of DOD would make it difficult for them to undertake the overt collection task on as centralized a basis as is done at present. Also it would give them another function now performed by Embassy personnel. But Department of Defense civilians, if requested, could carry out the responsibilities.

4. Role of IMPAC

Under central direction the requirements of all contributing agencies are amalgamated and reviewed. Dr. Burt states that through IMPAC most efficient use of the specialized talent of attaches can be made for benefit of all agencies and the confusion that previously existed has been eliminated. State would have to pay more for the maps it obtains if collection were not made on a joint interagency basis or in the alternative do without them. The part

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As the effect and as a result contributions of other agencies to the acquisitions fund could decrease. Without IMPAC individual agencies would probably make special requests to posts and a considerable administrative expense would have to be born by State without contribution from other agencies.

5. Alternatives to present method of funding.

a. Additional support of the program by other agencies.

State could seek reimbursement from CIA, Defense and other agencies for support rendered. The problem here is that salaries and expense are already in State's base, since the function is recognized as a Foreign Service responsibility.

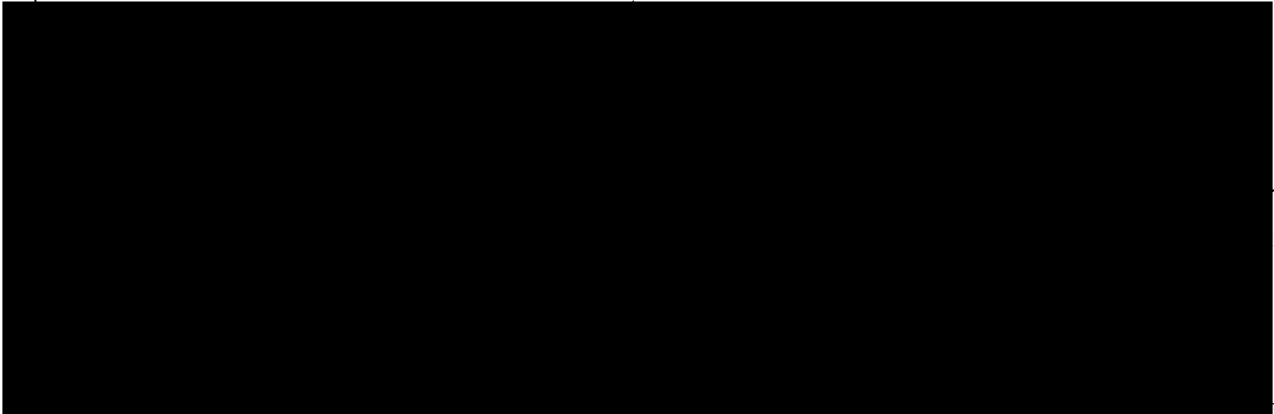
In 1953 CIA proposed to the NSC that it (CIA) would finance the publications procurement program. The Director of the Bureau of the Budget advised CIA that such an action "could be construed as a subversion of Congressional intent with respect to State Department activities and until such time as it is recognized that the State Department no longer has this responsibility, I do not believe that I could approve financing positions for the function by any other agency." A postscript stated that the Senate Appropriations Committee was requiring all agencies to disclose reimbursements and justify them indicating their interest in this matter.

CIA's proposal was based on NSC Intelligence Directive No. 16 (3/7/53) which authorizes the Director of CIA to insure the coordination of the procurement of foreign language publications for intelligence purposes.

[REDACTED]

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Defense now contributes only \$15,000 toward collection expense, plus \$26,000 to the purchase fund.

Even though collection of data overseas is primarily a foreign affairs function, contribution could be sought from CIA and DOD elements on the basis that they derive the greatest benefit. BOB would not necessarily take the same position today that it did in 1953, i.e., that reimbursement would subvert Congressional intent. However, BOB might insist on taking out of State's base an amount equal to the reimbursement from other agencies. (See Tab B-4). In view of the small amount involved, it is not likely, especially if the agencies providing the reimbursement did not make an issue of it. A reasonable approach might be that State's role would warrant the expenditure of \$80,000. This represents a sum for maps requested (\$20,000), plus a sum for general map collection as a normal service to the government community (\$60,000).

The additional collection costs of almost \$200,000 arise from special requirements by Defense and CIA for which they should reimburse the Department. This solution would alleviate the cost burden but retain the Department's coordinating role.

b. Another solution would be to include collection costs (\$260,000) in the reimbursements obtained from other agencies thus increasing the map procurement fund from \$84,000 to \$344,000.

6. Organizational Changes

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Even if State should remain responsible for operating the

collection program, some organizational changes seem in order.

a. Relocations

Geographic attaches are now stationed at four posts overseas:

Bonn - The only European post with a geographic attache.

Incumbent would spend about one third of his time in travel status whether based in Bonn or Washington.

The objectives of the program could be accomplished about as well from either place and at about the same cost.

Tokyo - Attache position was proposed to be relocated in Hawaii during OPRED. This action was cancelled because relocation would increase annual cost by \$15,500 and be less effective. No relocation is now recommended.

New Delhi and Tehran - Assessment by INR indicates that significant achievements at New Delhi were a few central contacts. Now that they are established, they can be cultivated sufficiently by periodic visits. The INR justification does not indicate that new, important sources could be established, but primarily that established sources should be continued. If based in Washington, both the New Delhi and Tehran geographical attaches would spend about half their time in travel status. In view of the limited number of contacts by the New Delhi officer and to eliminate the need for two officers traveling from Washington to the

South Asia (travel time is unproductive), the best solution would be to consolidate all NEA regional geographical attache work at Tehran and eliminate the position at New Delhi.

b. Transfer of OPRED Positions from Regional Bureaus

The work of the geographic attaches stationed in the field is largely regional in character. Hence, they do not have a significant impact at their home post. For this reason they have been among the first to be recommended for reduction in BALPA and OPRED. Since the program has many worldwide objectives, and is directed from Washington, it would be appropriate to transfer the overseas positions from the regional bureau OPRED ceilings to an INR ceiling.

Recommendations

1. That you request a review of the intelligence requirements of the map procurement program by USIB or NIRB to determine present needs and collection priorities.

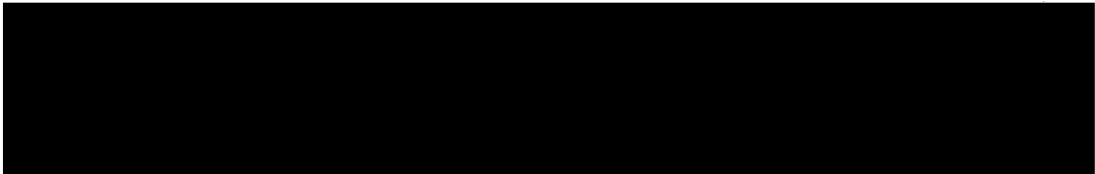
Approve _____

Disapprove _____

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Approve _____

Disapprove _____