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SEMI-ANNUAL REPORT TO THE PRESIDENT'S  
BOARD OF CONSULTANTS ON FOREIGN  
INTELLIGENCE ACTIVITIES

30 September 1960 to 1 April 1961

I. National Intelligence

A. National Intelligence Estimates

1. For the six-month period, 30 September 1960 to 1 April 1961, twenty-nine National Intelligence Estimates were produced.\* An additional three estimates were ready for USIB action at the close of the last quarter. In the corresponding period of last year, 25 estimates were completed. The total for the year ending 1 April 1961 was 59 compared with 53 in the previous 12-month period.

2. In addition to the increase in the production of formal estimates, there has been a growing demand for less formal papers and estimative judgments on a broad variety of intelligence and policy questions. Numerous special memoranda and briefings have been prepared in response to specific requests of the DCI and of high officials in the new administration. The subject-matter of the memoranda reflects the many and varied crisis situations and matters of urgent international concern which have marked this period-- Cuba, the Congo, Laos, Berlin, Algeria, Portugal, El Salvador, Brazil, Israel, the Moscow Manifesto, Communist China's nuclear weapons program, the Eichmann case, the food shortage in Communist China, the problems of NATO, and many others.

3. Although only four estimates were completed by the Eastern European Staff in this period, they have been heavily committed in the preparation of a number of very large annual Soviet studies which will be published in the present quarter. As noted in previous reports, the major part of their effort has been directed toward Soviet military policy and capabilities, and the probable course of Soviet foreign policy in the light of the growth of Soviet power as evidenced by their missile and space achievements. They have also given much attention to Sino-Soviet relations. The papers currently in preparation include estimates on intelligence warning of attack, guided missiles and space vehicles, capability for long-range attack, and air defense

\* A list of estimates completed in this period is attached as Annex A to this report.

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4. Military estimates relating to advanced weapons continue to be hampered by the absence of evidence, which forces heavy reliance upon deduction and inference. This situation leaves room not only for different estimates of the present status of these programs, particularly the ICBM, but also for different views on ultimate force goals and strategies. Many of these problems have been resolved, but not all of them, and it is expected that the forthcoming estimate of the ICBM program will contain a broad range of views. ONE is currently meeting with consultants retained by the DDI to review the methodology of operations analyses prepared in support of military estimates.

5. These problems, and the progress achieved in resolving them, have been reflected in the comprehensive annual estimate on Soviet policy and capabilities noted above. They have also occupied the staff in the preparation of forthcoming estimates on Soviet guided missiles and long-range attack capabilities.

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6. Developments in Soviet military strength have been a central consideration in judgments about Soviet foreign policy. It continues to be difficult to make useful estimates about the amount of military risk which the USSR perceives in various situations and the degree of risk which it will knowingly incur. Some consensus has been achieved in these matters on a general level in the comprehensive paper on Soviet capabilities and policies, which has been subsequently applied in estimates on specific situations, e.g. Laos.

7. Other problems in estimating Soviet foreign policy have arisen from tactical shifts in that policy as the US changed administrations and under the impact of the Sino-Soviet dispute. The first of these areas is largely overt and has presented no particular intelligence problems. The community's ability to assess Sino-Soviet relations, however, has benefited markedly from major advances in covert intelligence.

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8. A very significant development in the past six months has been further evidence of a trend, noted in earlier reports, toward increasing estimative concern for the emerging countries of Africa and for the chronic problems of Latin America exacerbated by the crisis in Cuba. Of the eight estimates prepared by the Western Europe/Latin American/Africa staff, three were on Africa and three on Latin America. Two of the African papers [redacted]

[redacted] were special estimates prepared at the request of USIB; the third [redacted] was a regularly scheduled estimate [redacted] initiated by ONE. All of the Latin American estimates [redacted]

[redacted] were prepared in response to the needs of the State Department in connection with pending policy consideration of those areas. During the past 12 months eight estimates have been devoted to Latin American problems-- primarily in the Caribbean area. This is more than double the average number of estimates prepared on Latin America in the years prior to 1958. Similarly, only five estimates on Africa were issued in the first six years of ONE's operation. Since 1956, however, 20 estimates on this area have been published.

9. Some steps have already been taken to improve our capabilities for dealing with the rapidly increasing demands in the African and Latin American areas, and others are contemplated. During the past year a fully qualified African specialist has been added to the staff and we have also strengthened our staff capabilities on Latin America. By means of frequent briefings by experts and others recently returned from these areas and also by on-the-spot observations by both Board and Staff members, ONE has made good progress in keeping abreast of the rapidly developing situations. In order to take cognizance of these increased responsibilities, it is also planned to establish, in the near future, a separate Latin America/Africa staff.

10. In addition to the foregoing estimates on Latin America and Africa, the Western European Staff produced two major and somewhat controversial papers on [redacted]

[redacted] As noted in the last report, this type of broad topical paper reflecting particular policy needs has been requiring the increasing attention of the estimative staff. No papers were prepared on individual Western European countries.

11. The largest concentration of estimates in this period was on Asia, with special attention focused on the crisis in Laos and on developments in Communist China and South Korea. [redacted]

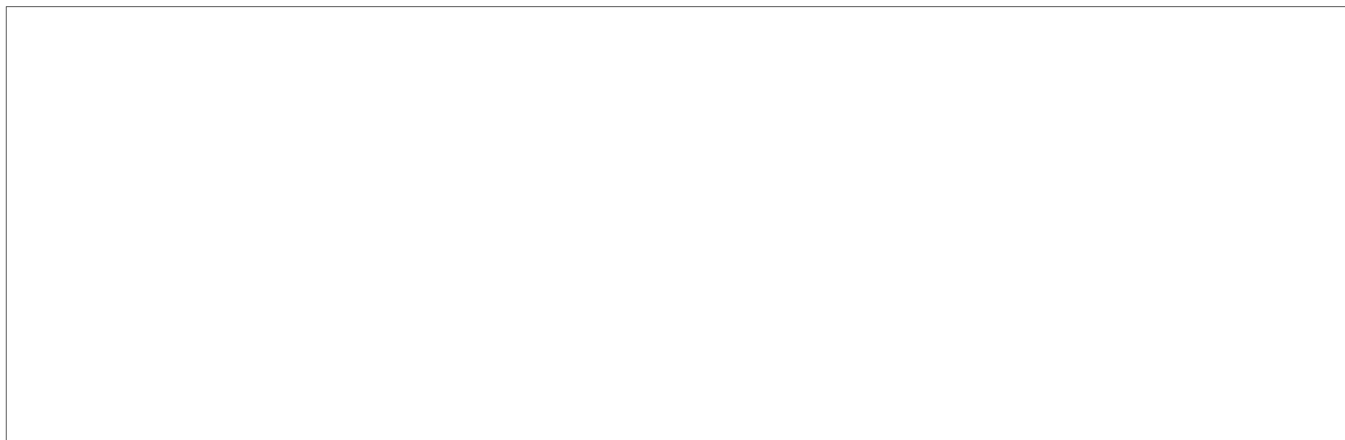
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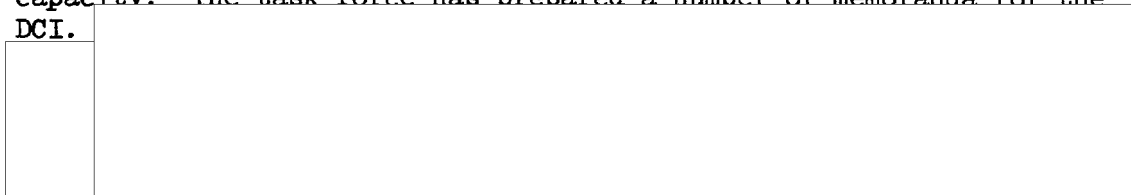
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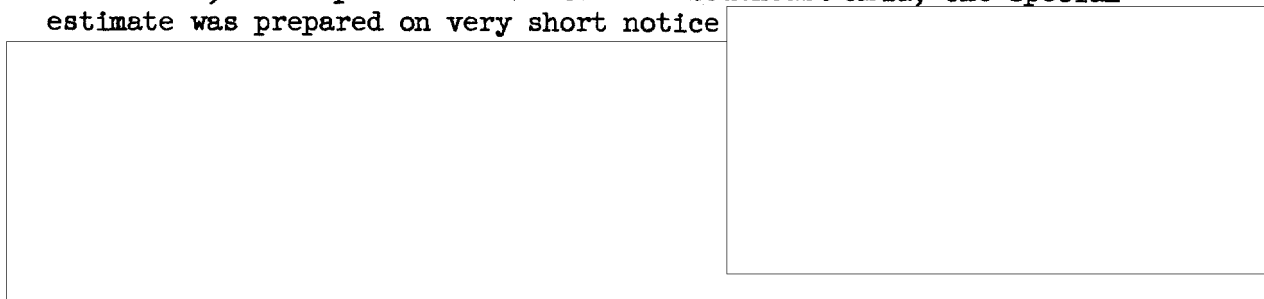
12. Communist China continues to be the primary area of estimative interest in the Far East, with special emphasis on relations with the USSR, and on capabilities in the field of nuclear weapons. The special Task Force on Sino-Soviet Relations, noted in the last report, has continued to function under the chairmanship of ONE, bringing to bear on this vital matter all available materials and analytical capacity. The task force has prepared a number of memoranda for the DCI.



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This paper was prepared in response to a need for an intelligence evaluation of the serious food shortage developing in that area.

13. Although the Near East was relatively calm during these six months, as compared with Africa and Southeast Asia, one special estimate was prepared on very short notice



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14. The USIB approved in January the annual revision of the list of Priority National Intelligence Objectives (DCID 1/3) for which ONE has primary responsibility in the intelligence community. The further refinement of this list has resulted in increasingly useful

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guidance to the intelligence community in the allocation of research and collection efforts. The new listings of the Intelligence Priorities Collection Committee are now based on the PNIO's in order of priority rather than on an area basis as in the past. ONE has continued its guidance in the scheduling of national estimates in the Quarterly Revision of the Estimates Program which it drafts in consultation with the NSC Staff, other components of CIA, and the USIB representatives. Significant gaps in intelligence are identified and the community alerted through the issuance of "post-mortems" on completed estimates. The quality and accuracy of the estimating process are checked by means of "validity studies" which critically examine existing estimates in the light of the developing situation.

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15. In the first half of this period this office continued to provide support to policy makers through the comments prepared by members of the Staff on NSC and OCB papers. As noted earlier in this report, the demand has increased for timely memoranda and briefings on matters relating to current crisis situations as well as on policy-planning matters with both short and long-term implications. ONE has participated in the briefing of a large number of senior officials of the new administration, including the President. Individual members of the Board of National Estimates and of the Staff participate in a variety of activities for which they have special qualifications. A senior officer of ONE is a full-time member of the Staff of the Net Evaluation Subcommittee of the NSC, another is on a year's assignment with the Council on Foreign Relations in New York. During the first half of this period one board member was Executive Secretary of the President's Commission on National Goals; he has since been appointed Deputy Assistant Secretary of Defense for National Security Affairs. Another Board member is Director of the Policy Staff of the Disarmament Administration. The Naval member of the Board has been CIA Representative to the NATO Standing Group Ad Hoc Committee.

16. The Assistant Director for National Estimates received the National Civil Service Award on 21 March in recognition of his unique contribution to the intelligence community and to the government in his long and distinguished career in the field of national intelligence.

#### B. National Intelligence Survey (NIS)

1. A major development during the reporting period was the Joint Chiefs of Staff report on NIS requirements and priorities to meet the needs of the military establishment. Based on a comprehensive survey of all unified and specified commands and principal DOD components, the report emphasized the military establishment's requirement for early completion of initial coverage (notably in Africa and Latin America under the revised JCS Priorities) and accelerated maintenance of substantially the entire NIS program as presently constituted.

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Recognizing that this cannot be accomplished at full scale with presently available capabilities in the NIS producing agencies, the NIS Committee has the Intelligence Board's approval for undertaking a number of emergency measures--including suspension of production on certain low priority areas, stop-gap Chapter I type (Brief) coverage for some 30 newly emerging states and other underdeveloped areas, and maximum use of NIS consolidated chapters--designed to significantly increase the number of priority topics and areas which can be given NIS coverage with a production level which for some time has been below the established annual requirement.

2. The number of NIS topical sections produced to date now totals more than 5400, of which approximately 1100 sections have been revised under the maintenance production.

II Departmental IntelligenceA. Current Intelligence

1. The chief emphasis in OCI reporting, during the period 30 September 1960 to 1 April 1961, has been on the developing situations in Laos and the Congo, with particular attention being devoted in each case to Sino-Soviet Bloc activities. In addition, full coverage has been given to Bloc relations with Cuba, to Communist pressures on Berlin and attacks on the United Nations Secretariat and its activities, and to the Sino-Soviet dispute, particularly the withdrawal of Soviet technicians from China last summer and the meeting of world Communist leaders in Moscow last November. Our publications treated fully bloc internal developments, principally new weapons and improvements in space technology, and agricultural difficulties. The bloc reactions to last fall's US presidential elections and to the inauguration and immediate post-inaugural period were treated in considerable detail.

2. Other developments which have been followed closely include the increase in Communist activity in South Vietnam, the differences between India and Communist China, the uncertainties arising out of the Iranian elections, the uprising against the Emperor in Ethiopia, political developments in the newly independent African states, and most recently disturbances in Angola. Reporting on Latin America has been expanding, with particular attention being given to the situation in Cuba, the elections and new administration in Brazil, and the change of governments in El Salvador. Other subjects given full treatment include the Algerian situation and preliminaries leading toward negotiations between De Gaulle and the Algerian rebels; and the growing instability of the Salazar regime in Portugal.

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3. During this period OCI continued to prepare materials used by the Director of Central Intelligence for briefings of the Presidential and Vice Presidential candidates during the election campaign. With the reconvening of the nuclear test ban talks in Geneva in March 1961, a daily intelligence support cable has been resumed. In October 1960, the USIB special committee on Berlin was reactivated, and has been issuing regular reports; OCI provides the chairman for this committee and does a major portion of the committee's substantive work. USIB also established an Ad Hoc Working Group on Cuba, with OCI providing the chairman; this group issued studies on the military build-up of the Cuban armed forces under Castro with emphasis on the receipt of Soviet Bloc arms and technicians.

4. The CRITIC system for transmitting critical information to Washington has improved during the reporting period. The CRITICOMM net is delivering an increasing proportion of CRITIC messages [redacted] minutes or less.

[redacted]

The Critical Communications Committee is undertaking remedial action.

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B. Economic and Geographic Intelligence Production

1. Economic

a. A significant part of ORR's economic intelligence research activity continues to be devoted to production and deployment aspects of the Soviet guided missile program. This office is also engaged in intensive research on growth of the Soviet economy and on the present economic difficulties in Communist China, highlighted by the recent deterioration in Sino-Soviet relations. Bloc economic activities in the underdeveloped countries of the Free World also continue to be of major concern to this office.

b. The ad hoc inter-office DD/I Task Force, formed in April 1960 to intensify the research effort on the production and deployment aspects of Soviet ballistic missile systems from medium to inter-continental ranges, has continued in operation during the period under review. ORR provides the leadership and bulk of the research personnel of this group, with the remainder coming from the Guided Missiles Division of OSI and from OCI. This concentration of resources has facilitated the undertaking of a comprehensive program for research in depth in order to narrow the range of uncertainty

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surrounding the community's estimate of the pace and magnitude of Soviet long-range ballistic missile programs. This research, now well underway, has produced several studies on specific areas in the USSR suspected of long-range missile deployment and has resulted in a better understanding of the role of some of the missile production facilities. The Task Force has also produced studies highlighting the limitations of intelligence collection coverage and an assessment of their effects on the community's estimate of ICBM deployment. A smaller group of research personnel remaining in the Guided Missiles Branch of ORR continues to assess Soviet production and deployment activities for all other missile systems, including antiballistic and submarine launched weapons. As in the past, these various direct efforts are augmented by the research of specialists in other ORR branches concerned with missile-associated activities in transportation, construction, communications, chemicals, electronics and special metals.

c. Economic developments in the Soviet Union during 1959-1960 appear to confirm ORR's estimates of economic growth through 1965. The USSR's massive investment program has been increased during this period significantly above the already ambitious Seven Year Plan (1958-65) targets to an annual level about equal to that of the U.S. The manpower problem, which in 1959 threatened to impose a restraint on future Soviet growth, appears to have been alleviated by the armed forces reduction and by measures taken to increase the participation of youth and women in the labor force. The Soviet economic leadership, acutely aware that plan over-fulfillment will depend in part upon improvements in productive efficiency, has sought to achieve this through such measures as hinging managerial bonus payments to the achievement of planned cost reductions and incentives for technological innovation and adaptation.

d. The nature and significance of technical change in Soviet industry is a subject of vital interest to ORR's examination of economic growth. ORR's recently completed basic study of Soviet computer production indicates that, although computer production will be expanded considerably, the USSR is far behind the U.S. in computer output and capability, a condition which could restrict the application of automation during the Seven Year Plan. Automation is, however, only one form of technical change. Others of possible equal significance to Soviet growth potential include: the introduction of new processes into production enterprises, the modernization and replacement of facilities, and the extension and intensification of mechanization of production and auxiliary operations.



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e. The situation with respect to agriculture in the USSR has been of particular concern to ORR in the period under review. Agricultural production in 1960 made little progress toward the achievement of the Seven Year Plan (1959-65) goals, and as a result major revisions in the organization of agriculture in the USSR have occurred. It is too early, however, to predict the probable course of these changes in stimulating agricultural production.

f. Another matter of economic intelligence interest in the USSR during the period was the growing Soviet activity in Free World petroleum markets, which, because of Soviet willingness to accept payment in soft currencies or in commodities, presents Western companies with a very difficult type of competition.

g. ORR's analysis of economic development in Communist China is directed largely toward current economic difficulties and their effects on the Chinese program for rapid industrialization. These economic difficulties center on two major developments: (1) failures in agricultural production in 1960, the second consecutive year of poor crops, and (2) deterioration in Sino-Soviet economic relations, highlighted by the sudden withdrawal in the summer of 1960 of all the 2,000 to 3,000 Soviet industrial technicians stationed in China. With per capita food consumption in 1960 probably lower than in any year since the reconstruction period (1950-52), the Chinese leadership has (1) arranged for net imports in 1961 of 2 million tons of grain (in contrast to net exports of 1.6 million tons in 1959); (2) reduced the already inadequate food rations by perhaps 10 percent; (3) curtailed the extraordinary demands made on the energy of the population, e.g., by reducing overtime work and propaganda meetings; and (4) given agriculture increased priority for manpower and investment. With the withdrawal of Soviet technicians and a shift in emphasis from all-out production of basic industrial commodities to emphasis on quality, variety, and better balance of output, heavy industry is now in a period of retrenchment. Light industry is also suffering from a lack of raw materials caused by the difficulties in agriculture. ORR will continue to assess the short-run and long-term effects of these difficulties with particular emphasis on agricultural prospects and Sino-Soviet economic relations.

h. The analysis of Sino-Soviet Bloc economic activities in the underdeveloped countries of the Free World continues to form a significant portion of ORR's mission. These activities were vigorously pursued during the period. In Latin America, Bloc efforts

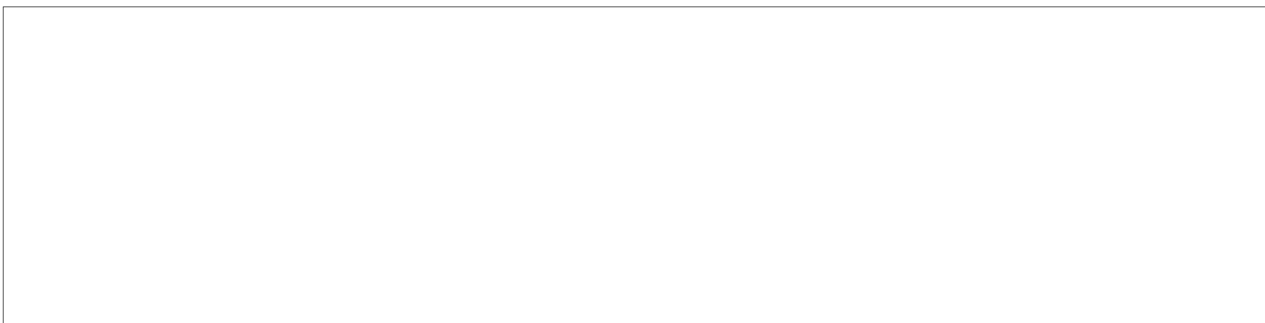
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were dominated by the growing partnership with Cuba. In Africa, Ghana and Guinea were major targets, while gains in Indonesia, Burma and Cambodia were significant in Southeast Asia.

1. Major special support projects during the period included a study on East German vulnerability to Western economic sanctions conducted at the request of the State Department and detailed studies of civil aviation and telecommunications in Cuba prepared for the CAB and DD/P respectively.



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2. Geographic

a. The preparation of special geographic intelligence studies in response to developments in critical areas of the world continued to receive major attention. Analyses of geographic factors underlying the situations in Laos, the Federation of Rhodesia and Nyasaland, and the Congo were disseminated to agencies concerned with U.S. security interests in those areas. Research was also undertaken on the Dutch-Indonesian sovereignty dispute over West New Guinea.

b. Extensive and varied support was provided on problems of guided missile intelligence. The area of the USSR observed by Western intelligence sources from January 1959 to February 1961 was calculated in an estimate for use in briefing the President on the deployment question. Geographic research was also concerned with the assessment of Soviet capabilities



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Similar work is being conducted in support of guided missiles intelligence in the rest of the Bloc.

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f. In conjunction with the Army, ORR is engaged in a priority program designed to reidentify and locate important intelligence targets in the USSR. The primary purpose of this program is to provide a better framework against which information on Soviet missile sites can be quickly evaluated. As a summary of existing intelligence on an area basis, the project will also provide a basic intelligence reference and guide for military planning. Steps have been taken to incorporate SAC's requirements in the program.

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Dissemination and Utilization of ORR Products

1. Economic
  - a. ORR's principal contributions to national intelligence

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estimates during the period were concerned with the economic prospects of the Soviet Union and Communist China and economic aspects of the Soviet missile threat and other phases of Soviet military capabilities. The Guided Missile and Astronautics Intelligence Committee (GMAIC) of USIB has been the principal consumer and disseminator of ORR's research on production and deployment of long-range ballistic missiles. ORR provides the chairman and Agency member respectively on GMAIC's Working Groups on production and deployment. Briefing responsibilities on these subjects have continued. An Office representative joined the Director and other Agency personnel in briefing the President on the Soviet long-range missile program.

b. During this period the Guided Missile Intelligence Collection handbook prepared by the inter-office DD/I Task Force received wide distribution [redacted] throughout the world;

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[redacted]  
are using it as a primary interrogation, briefing and debriefing manual for the collection of guided missile intelligence.

c. ORR has continued its support role to the Office of Current Intelligence and the Office of Basic Intelligence. Support to the US-USSR exchange program in the form of briefings, itineraries, guidance interpreter services and evaluations has been particularly heavy during the period. The periodic reports on Bloc economic activities in underdeveloped countries published and distributed through the EIC mechanism have been augmented by special projects for the Department of State, Department of Commerce and other government agencies. Intelligence support both in Washington and at COCOM meetings in Paris was provided to the Economic Defense community during this period.

d. A number of the office's research reports have been found appropriate for dissemination outside the government in unclassified form. They have been distributed to U.S. academicians interested in Soviet and Chinese studies, as well as to selected libraries. This activity is expected to be a considerable aid and stimulus to outside research in fields of common interest and to the office's recruiting activities.

2. Geographic

a. A special briefing was presented to the Chief of Naval Operations on Soviet objectives and activities in Antarctica and their implications for U.S. defense tasks. An intelligence

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[REDACTED]

[REDACTED] In particular, intelligence assessments on Soviet objectives in Antarctica were provided to State, Defense and the JCS for use in planning for the implementation of the inspection provisions of the Treaty.

b. Soviet capabilities in the geodetic positioning of targets were described in a briefing for the President's Scientific Advisory Committee. A special map and text briefing aid on geographic factors in the Laotian conflict was prepared on a crash basis in support of the U.S. delegation to the March 1961 SEATO meeting in Bangkok.

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d. In support of the increased tempo of area training activity at the Foreign Service Institute, ORR is undertaking an expanded program of geographic lectures on Far Eastern, Near Eastern, and African areas.

e. During the reporting period, 841 maps and charts were published by the Cartography Division with major production supporting intelligence publications of the DD/I. Some components for whom graphics were prepared, such as State and the DD/P area, appreciably increased their requirements.

f. Approximately 200,000 maps were provided by the Map Library to requesters in the intelligence areas during the reporting period. There has been a considerable upswing in the utilization of the products and services of the Map Library.

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Coordination of Intelligence

1. Economic

a. The EIC has continued its series of publications on Sino-Soviet Bloc economic activities in underdeveloped areas. This includes the biweekly reports that cover current developments on a factual basis, and the analytical semi-annual report that describes the economic activities of the Bloc in relation to over-all objectives.

[redacted] wide distribution of the biweekly and semi-annual reports within the U.S. Government

[redacted]

The brief quarterly report formerly prepared for the now defunct Council on Foreign Economic Policy has been discontinued.

b. Work on the annual Summary Report on Communist China's Trade and Transport is progressing according to schedule and will be published by the EIC in July. It includes the major developments during 1960 and predictions and prospects for 1961.

c. A new format was used for the "Survey Listing of Internal and External Economic Research Projects on Selected Non-Bloc Areas, 1 July 1959 - 30 June 1960" (EIC-S-35). The next survey, in the new format, will combine the annual listings of both the Sino-Soviet Bloc and Free World areas and will be published on a calendar-year basis.

[redacted]

2. Geographic

[redacted]

b. As an outgrowth of a briefing of the Chief of Naval Operations on Soviet Antarctic operations and subsequent meetings with representatives of ONI, a closer coordination in the

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surveillance of Soviet activities in Antarctica, particularly those involving portions of the high seas to which the Treaty applies, is being effected.

c. Periodic meetings of informal discussion groups on the Arctic, Africa, and Southeast Asia continue to stimulate exchange of vital information and ideas within the Agency and, in the case of Africa, within the intelligence community.

C. Scientific and Technical Intelligence

1. Among the highest priority research of the Office of Scientific Intelligence is a major effort toward assessment of Soviet Research and development concerning nuclear weapons and weapons delivery systems, especially guided missiles.

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Additionally, attention is being given to Soviet research and development of second generation missiles.

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IV. Reference ServicesA. Developments in the Intelligence Community

1. The USIB Committees on Documentation (CODIB) and Procurement (PROCIB), chaired by the Assistant Director and Deputy Assistant Director of OCR respectively, continued their increasingly active roles. Chinese Communist publications drop-off continued to command considerable PROCIB attention, with, for example, November 1960 journal receipts only 10% of the total received in November 1959; the same low level obtains in April 1961. Procurement efforts to obtain Cuban publications were increased and plans for a survey tour of publications availability in Latin America for mid-1961 were developed. CODIB had a particularly active season, devoting much of its attention to the development of a common format for intelligence information reports for compatibility and greater uniformity in input to mechanized or automated information processing systems; the activities to this end of the newly developing automation staff within the State Department are most encouraging, since Foreign Service reporting constitutes 40% of OCR's input. Current developments in equipment or systems design were considered by CODIB in an expanded program of briefings and demonstrations by manufacturers, the high point being a 10 day trip by the Committee to the West Coast to visit 11 companies and two military service organizations. CODIB is proceeding with the development of a plan for a study of the information processing activities of the Intelligence Community, with emphasis on the use of automatic data processing and the development of compatible systems. This was directed by the USIB in March 1961. An especially urgent Community need is that of a secure machine-language-byproduct typewriter for use in overseas installations to provide for direct input to information processing systems and for tie-in with communications facilities for rapid transmittal to Headquarters; this need is being pursued by a newly created CODIB Working Group. Other such groups were established during this reporting period to consider the requirements for inter-agency facsimile transmission of documents and the development of a standard name-check format. In other areas, a survey of Community file-holdings on foreign institutes, laboratories, schools and similar organizations was undertaken by OCR through CODIB to determine the need for and feasibility of establishing a register of this type of information. Finally, considerable attention was devoted by the Office and by CODIB to the USIB Security Committee's draft revision of DCID 11/2 on dissemination and use of intelligence.

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D. Internal Developments

1. Considerable time has been devoted to identifying new equipment and evaluating both solicited and unsolicited proposals for systems improvement in OCR, and to participating in a limited operations survey instituted by the DD/I Automation Staff. In addition, considerable attention was devoted to the investigations of the Joint Study Group; the JSG recommendations pertinent to the office or to CODIB are being or will be implemented as directed.

Attachments

Annex A

3 Charts (A, B, C,)

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