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AIR FORCE SPECIAL PROJECTS PRODUCTION FACILITY HISTORY

VOLUME III

PHASEOUT

1 September 1976

This volume consists of 41 pages.

Volume III of III Volumes

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PUBLICATION REVIEW

This report has been reviewed and is approved.

Richard E. McLaughlin
RICHARD E. McLAUGHLIN
Lt Colonel, USAF
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FOREWORD

The decision to phase out the Air Force Special Projects Production Facility was made by the DNRO in view of the security and logistics problems concomitant with Westover Air Force Base becoming an Air Force Reserve Base. The elimination of this precision photographic processing facility with its wide ranging support to the NRP community required difficult decisions in the relocation of its functions.

The vulnerability to exposure or catastrophe at the Eastman Kodak/BRIDGEHEAD NRO processing plant still necessitated the availability of an NRP alternate processing facility. Offutt Air Force Base Nebraska was selected for the site. The existence of the 544ARTW, its prior association with the strategic reconnaissance program, and the expandable facilities were the major factors in this decision.

AFSPPF had provided major support to the program offices in the evaluation of satellite system performance. The expertise, unbiased scientific and analytic capabilities, and the very latest in precision mensuration equipment were resources neither the Air Force nor the NRO could afford to lose; therefore, the decision was made to retain the Evaluation Directorate's (EV) functions and move the military contingent from EV to the National Photographic Interpretation Center (NPIC) in Washington, DC.

The Research & Development Directorate (RD) had achieved a prominent position in the technical support of the NRP, CCB, and other major organizations in the community. Development of photographic research capabilities in the "white" world industries and academic community had been nurtured to the point where quantum advances in the art were no longer surprising. After many discussions and meetings, the decision was made to consolidate all Program A and Program B research and development into a newly formed CIA research division, Office of Development & Engineering/Image Technology Division (OD&E/ITD). These RD officers were assigned to the Washington, DC area in order to best serve the new KENNEN Program Office, NPIC, CIA, and DIA.

The unit award being prepared for the men and women who were assigned to this Facility is far too little recognition for the dedicated services they performed in building the Air Force Special Projects Production Facility into the most sophisticated and responsive photographic processing, systems performance evaluation, and research and development organization in the DoD.

Volume III describes the actions taken based on the decisions surrounding the deactivation of Westover Air Force Base, the planning for the relocation of the functions of this Facility, and the final phasedown and closure of AFSPPF.

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<u>Organization</u>	<u>For Attention of</u>	<u>Copy Number</u>
SAFSS	- Col L. C. Butt	1, 2
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Central Intelligence Agency/OD&E	- D. Haas	7
National Photographic Interpretation Center	- J. Hicks	8

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SECTION I

PHASEDOWN DECISION

In late 1972, the NRO was informed that the Air Force intended to transfer responsibility for Westover Air Force Base from the Strategic Air Command (SAC) to the Air Force Reserve (AFRES). Brigadier General D. Bradburn was then Director of Space Systems, Office of the Secretary of the Air Force (SAFSS) and shortly thereafter, in January 1973, became Director of Special Projects, Office of the Secretary of the Air Force (SAFSP).

Since General Bradburn had the responsibility for this Facility, he was very concerned about the effect that the Westover AFB transfer to an AFRES Base would have on AFSPPF. Consequently, he wanted to personally examine the Facility's capabilities and discuss the transfer impact on AFSPPF with its Commander.

On 7 February 1973, General Bradburn and Colonel L. Neuner, Jr., Deputy Director for Test Operations (SAF/SP-10) visited AFSPPF. After a thorough tour, they were briefed on the impact as AFSPPF interpreted it. Included in the briefing was the discussion of several available options concerning the future of AFSPPF.

After his visit, General Bradburn directed that AFSPPF prepare, publish, and forward to SAFSP and SAFSS a document which detailed the feasible options concerning the future of the Facility. He specified the inclusion of two of the options discussed at his 7 February 1973 visit. These options were: (1) close AFSPPF and reassign the functions to contractor/government concerns, and (2) retain an active duty militarily manned Facility after the transfer of Westover AFB to the control of AFRES.

Based on General Bradburn's direction, AFSPPF (specifically [redacted] and Major T. Moorman) compiled a report¹ with 10 possible options and the estimated budget data for each option. Copies were forwarded to SAFSP and SAFSS. The first official mention of the possibility that AFSPPF might be closing was in this document.

The next major incident which led to the final phaseout decision was the official DoD announcement on 17 April 1973 that Westover AFB would become an AFRES Base.

On 18 April 1973, AFSPPF sent two messages to SAFSS and SAFSP. The first message, "WADDY 0378, 182120Z Apr 73, Subject: Impact of Westover AFB Phasedown on Waddy Visibility," requested guidance on how to reply to questions concerning AFSPPF; i.e., personnel, mission, tours, facilities, etc. The second message, "WADDY 0415, 182320Z Apr 73, Subject: Base Support for AFSPPF," informed General

¹ AFSPPF Report, 23 February 1973, The Future Posture of AFSPPF with Budgetary Considerations, BYE 15261-73. (TS)

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Bradburn and Colonel W. Owens (SAFSS) of the Base services required to continue operations at AFSPPF during and after the transition of the Base to AFRES control.

On 2 May 1973, AFSPPF provided costs for the base services listed in the 18 April 1973 WADDY 0378 message. These costs were contained in "WADDY 0415, 021911Z May 73, Subject: Base Support for AFSPPF." The message estimated one-time costs for items such as fencing, lighting, etc., at \$104,000 and continuing costs for guard salaries, manning a dispensary, etc., at \$377,000 annually.

At General Bradburn's request, on 7 June 1973, AFSPPF provided the detailed costs to terminate the construction of the Industrial Waste Treatment Plant. That amount was \$1,303,000 or \$33,000 more than the contract amount. In message, "WADDY 0585, 072019Z Jun 73," Colonel W. Callanan strongly recommended continuing the program so that the Air Force could operate the plant and gain some experience with that particular design for the control of photo pollutants. This recommendation was approved and the construction completed. The plant became operational in August 1974.

General Bradburn, in "CHARGE 3403, 111540Z Jun 73," directed Colonel Callanan to provide him by the close of business 14 June, a matrix showing the number of "personnel required to accomplish the following priority lists of tasks:

- Priority 1. The current backup original negative processing capability.
- Priority 2. The current evaluation capability used to support HEXAGON payload acceptance PFA and PET.
- Priority 3. The current and projected R&D programs.
- Priority 4. The current and projected CORN effort."

He requested that the matrix be divided into two categories (Priorities 1 and 2, and Priorities 3 thru 4) and that this information include a breakdown of personnel by officers, enlisted, and civilians with overhead personnel separated from the priority task personnel. AFSPPF provided this matrix in "WADDY 0614, 132029Z Jun 73, Subject: Reduced Operations." Figure 1-1 presents a copy of the matrix information sent in this message.

General Bradburn then requested AFSPPF to review other DoD photographic production facilities as alternate processing sites to BRIDGEHEAD in case of an emergency. In "WADDY 0660, 022015Z Jul 73, Subject: Alternate Processing Location Options," Colonel Callanan reported on the review of the 460RTG, Langley AFB Virginia; 9RTS, Beale AFB California; 544ARTW, Offutt AFB Nebraska; Naval Intelligence Support Center, Suitland, Maryland; and the DIA/DC-5 Facility, Washington, DC. The message was written so as to discourage any of the locations; however, it did say that the 460RTG or the 9RTS was the most feasible site.

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SUBJECT: Reduced Operations (excerpt from WADDY Msg 0614, 132029Z Jun 73)

Function	Priorities 1 and 2			Priorities 1 through 4		
	Officer	Enlisted	Civilian	Officer	Enlisted	Civilian
1. ON process plus title and Tiger Team support	1	33	0	1	33	0
2. ON process only (not titled)	1	24	0	1	24	0
3. Evaluation of H and G	5	17	2	4	17	2
4. Current and projected R&D programs	-	-	-	6	7	4
5. Current and projected CORN effort	-	-	-	0	1	0
6. Overhead staff	2	5	1	2	6	2
7. Essential maintenance and supply	1	17	1	1	20	1
8. Civil Engr (includes Feasibility Machine Shop)	1	33	12	1	35	14
9. Computer support						
A. Production	1	2	0	1	2	0
B. Evaluation	3	5	1	3	5	1
Total 1 and 3 - 9	14	112	17 (143)	19	126	24 (169)
Total (no titling) 2 - 9	14	103	17 (134)	19	117	24 (160)

FIGURE 1-1

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[redacted] also sent messages to General Bradburn and General Kulpa strongly suggesting reconsideration of the decision to close AFSPPF. In essence, he proposed that the Facility be kept intact with reduced manning but with the continuing missions of Production, Evaluation, and Research and Development. A conversion of the major part of the manning to civilians was proposed with the result that only 15 - 20% would be in the military grades of E-6 or higher. The full text of the message appears in "WADDY 0668, 051714 Jul 73, Subject: Future of AFSPPF."

Colonel Clark E. Davison assumed command of AFSPPF on 20 July 1973 upon the retirement of Colonel Callanan.

The next significant correspondence concerning the future of AFSPPF came on 3 October 1973 in a message from Colonel Owens, "WHIG 1236, 031420Z Oct 73." This message was sent to Colonel Davison; Colonel Neuner (SAF/SP-10); Mr. Robert Kohler (HEXAGON Program Office, CIA ODE); and Messrs [redacted] (NPIC). The message indicated that a meeting would convene on 9 October 1973 at SAFSS "to discuss the NRO functions now being performed at AFSPPF." It was at this meeting that the options available were discussed and a recommendation made to the Director of the NRO, Dr. John McLucas.

On 24 October 1973, AFSPPF received the following message from Dr. McLucas:

"TOP SECRET 241403 OCT 73 CITE WHIG 1324.
CHARGE INFO WADDY
FOR GENERAL BRADBURN AND COL DAVISON FROM DR. MCLUCAS
SUBJECT: AFSPPF REALIGNMENT
THE DECISION TO CLOSE WESTOVER AIR FORCE BASE, AS YOU KNOW, CAUSED US TO LOOK AT ALTERNATIVES TO THE CONTINUATION OF THE AIR FORCE SPECIAL PROJECTS PRODUCTION FACILITY. HAVING CONSIDERED THE VARIOUS OPTIONS, I HAVE SELECTED A PLAN WHICH WILL RESULT IN THE CLOSURE OF THE FACILITY AT WESTOVER AIR FORCE BASE BY ABOUT DECEMBER 1976.
WE WILL PROCEED AT THIS TIME TO CONTRACTUALLY AUGMENT THE PROCESSING CAPABILITY AT EASTMAN KODAK SO THAT THEY WILL HAVE A CAPABILITY TO PROCESS THE BULK OF THE TOTAL NRO PHOTOGRAPHIC WORK LOAD. BASED UPON MY DISCUSSION WITH THE CINCSAC, WE WILL PROCEED TO AUGMENT THE CAPABILITY OF THE 544TH ARTW AT OFFUTT AIR FORCE BASE TO HANDLE THE REMAINING NRO PHOTOGRAPHIC PRODUCTION WORKLOAD.
THE PLAN ADOPTED CALLS FOR THE TRANSFER OF THE EVALUATION FUNCTION TO NPIC. IT ALSO REQUIRES CONTINUATION OF PHOTOGRAPHIC R&D.
AS WE DISCUSSED ON OCTOBER 19, I ANTICIPATE A REALLOCATION OF SOME SPACES WITHIN THE NRO, AND A DRAW DOWN OF PERSONNEL TO PERMIT RELEASING SOME MILITARY SPACES BY EARLY FY 1975. SUBSEQUENTLY MANPOWER SPACES WILL BE TRANSFERRED FOR THE

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EVALUATION FUNCTION WHEN IT IS RELOCATED AT NPIC. AUGMENTATION OF THE 544TH ARTW TO PERFORM THE NRO PROCESSING FUNCTION WILL REQUIRE TRANSFERRING MORE MILITARY MANPOWER SPACES, AT THE TIME THE AFSPPF AT WESTOVER AIR FORCE BASE IS CLOSED, THE REMAINING MILITARY AND CIVILIAN SPACES WILL BE RELEASED.

GENERAL BROWN AND GENERAL MEYER HAVE BEEN INFORMED OF THIS PLAN. PLEASE WORK CLOSELY WITH GENERAL KULPA IN PLANNING AND CARRYING OUT THIS REALIGNMENT."

The decision was final; and AFSPPF started its phasedown planning with the objective of meeting the closure date of 1 January 1977.

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SECTION II

PHASEDOWN PLANNING

As a result of the decision by the Director of the National Reconnaissance Office (DNRO), AFSPPF began the formulation of a phasedown plan. The first area of concern was reducing the authorized manning of AFSPPF from 309 to 160, while still maintaining a qualified work force to accomplish its NRO tasks.

On 31 October 1973, Colonel Davison sent the following message to Lt Col E. Brooks, the SAFSS Executive Officer, concerning AFSPPF's proposed plan to handle their first increment of personnel reductions:

"SECRET 312032 OCT 73 CITE 1098.

SUBJECT: PHASEDOWN OF AFSPPF.

1. BEFORE YOU FINALIZE YOUR LETTER TO MPC OUTLINING PERSONNEL GUIDANCE WITH RESPECT TO THE PHASEDOWN OF AFSPPF, I WOULD LIKE TO SUMMARIZE THE INFORMATION WE HAVE RECEIVED AND RECOMMEND CERTAIN TIME-PHASED ACTIONS WHICH WOULD FACILITATE THE ORDERLY PHASEDOWN.
2. WE ARE PRESENTLY PLANNING TO REDUCE AFSPPF STRENGTH TO AN AUTHORIZED UDL BY FY 1/75 OF AROUND 160 PERSONNEL, OF WHICH APPROXIMATELY 132 ARE MILITARY. THE PROPOSED UDL IS DESIGNED TO MINIMIZE THE NEED FOR BASE SUPPORT, AND CONSEQUENTLY THE LOWEST AUTHORIZED POSITION IS A TSGT. THIS UDL WILL BE REDUCED AGAIN AT THE END OF FY75 OR EARLY FY76 WITH THE TRANSFER OF THE RESEARCH AND DEVELOPMENT AND EVALUATION FUNCTIONS.
3. WE UNDERSTAND THAT REDUCTIONS IN OUR WORKLOAD WILL BEGIN TO OCCUR AFTER MARCH 1974. THEREFORE, WE PLAN TO TAKE SEVERAL ACTIONS WITHIN THE NEXT FEW WEEKS:
 - A. CANCEL VIRTUALLY ALL OF THE INCOMING PERSONNEL - EARLY NOV 73.
 - B. IDENTIFY THE INDIVIDUALS TO FILL POSITIONS IN THE PROPOSED UDL - NOV 73.
 - C. REASSIGN THE LOWER RANKING AIRMEN - NOV 73. MOVES TO BEGIN IN MAR 74.
4. IN ORDER TO ACCOMPLISH PARA C ABOVE, CERTAIN PERSONNEL MUST BE EXTENDED BEYOND THEIR NORMAL DATES OF AVAILABILITY OR RETAINED AT WESTOVER UNTIL RETIREMENT. THIS PROPOSAL IS BASED UPON THE NEED TO RETAIN KEY PERSONNEL FOR CONTINUITY AND ALSO TO MINIMIZE PCS MOVES, RETRAINING, ETC.
5. WITH YOUR CONCURRENCE, WE WOULD PROPOSE TO VISIT MPC SOMETIME DURING MID TO LATE NOVEMBER TO ACQUAINT THEM WITH THE NEW UDL TO COORDINATE PERSONNEL ACTIONS."

Permission to visit Air Force Military Personnel Center (AFMPC) was granted, and Col Brooks sent a message, "WHIG 1374, 012232Z Nov 73, Subject: Phasedown of AFSPPF," to AFMPC informing them of AFSPPF's pending visit and outlining initial manpower actions that had to be programmed. A copy of this message follows:

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"SECRET 012232Z NOV 73 CITE WHIG 1374.

SUBJECT: PHASE DOWN OF AFSPPF
 IN CONJUNCTION WITH THE PREVIOUSLY ANNOUNCED CLOSURE OF
 WESTOVER AFB, MASS ON 30 JUN 1973, THE TENANT AIR FORCE
 SPECIAL PROJECTS PRODUCTION FACILITY (AFSPPF) IS BEING
 PHASED DOWN TOWARD ULTIMATE SHUTDOWN WITHIN THE ENSUING
 THREE YEARS. THIS MESSAGE IS INTENDED TO OUTLINE THOSE
 ACTIONS WHICH WILL NECESSITATE INTERCOMMAND PERSONNEL
 MOVEMENTS SO AS TO FACILITATE YOUR PLANNING.

THE INITIAL ACTION, IN PROGRESS, IS TO REDUCE AFSPPF UDL
 AUTHORIZATIONS TO ABOUT 132 MILITARY SPACES (ROUGHLY 19
 OFFICER AND 113 ENLISTED) BY FY 1/75. THERE ARE CURRENTLY
 ABOUT 25 OFFICERS AND 256 ENLISTED MEN ASSIGNED. ONE
 OBJECTIVE OF THE INITIAL REDUCTION IS TO MINIMIZE THE NEED
 FOR BASE SUPPORT AS SOON AS POSSIBLE; THUS, THE LOWEST
 GRADE AUTHORIZATION WILL BE TSGT (E-6). WE ANTICIPATE
 THAT ABOUT 10 OF THE SAVED SPACES (9 OFFICER AND 1 ENLISTED)
 WILL BE TRANSFERRED TO THE CENTRAL CONTROL GROUP IN THE
 WASHINGTON, D.C. AREA UNDER THE CONTROL OF THIS OFFICE,
 WITH THE BALANCE OF THE SAVED SPACES REVERTING TO SYSTEMS
 COMMAND AND AIR FORCE CONTROL. MAJOR PERSONNEL ACTIONS
 AND TIMING ASSOCIATED WITH THE FOREGOING MANPOWER ACTIONS
 ARE AS FOLLOWS:

A. CANCEL ASSIGNMENTS OF MOST INBOUND PERSONNEL -
 EARLY NOV 73.

B. IDENTIFY PERSONNEL TO BE RETAINED AGAINST THE
 FY 1/75 UDL - NOV 73. PRIME CONSIDERATIONS WILL BE ESSEN-
 TIALITY, OPERATIONAL CONTINUITY, AND MINIMIZATION OF PCS
 MOVES AND RETRAINING REQUIREMENTS. THIS PROBABLY WILL
 NECESSITATE SOME TOUR EXTENSIONS.

C. IDENTIFY AND SCHEDULE REMAINING PERSONNEL FOR
 REASSIGNMENTS DURING THE PERIOD MAR THRU JUN 74 - NOV 73.
 THE MAJORITY OF THESE WILL BE E-5 AND BELOW.

D. AS SOON AS AUTHORITY TO MOVE THE 10 SPACES TO
 CENTRAL CONTROL GROUP IS CONFIRMED BY MANPOWER,
 REQUISITIONS WILL BE FORTHCOMING FROM THIS OFFICE FOR
 NORMAL SELECTIVE MANNING OF SOME OF THE SPACES.

AT AN UNDETERMINED DATE IN FY 75 OR FY 76, ABOUT 26
 ADDITIONAL SPACES (9 OFFICER, 18 ENLISTED) AND THE AFSPPF
 INCUMBENTS WILL BE TRANSFERRED TO THE CENTRAL CONTROL
 GROUP IN THE WASHINGTON, D.C. AREA UNDER THE CONTROL OF
 THIS OFFICE. WE UNDERSTAND THAT ESTABLISHMENT OF NEW,
 FOUR-YEAR STABILIZED TOURS FOR SOME PERSONNEL MAY
 CONFLICT WITH ESTABLISHED PERSONNEL POLICIES. THEREFORE,
 WE INTEND TO IDENTIFY THE PRINCIPALS AND ANY ALTERNATES
 AS SOON AS POSSIBLE FOR YOUR CONCURRENCE OR CONSIDERATION
 OF POSSIBLE ALTERNATIVE COURSES OF ACTION.

THE FINAL INTERCOMMAND PERSONNEL MOVEMENT SHOULD
 OCCUR IN FY 77 AT WHICH TIME ABOUT 40 ENLISTED SPACES

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AND INCUMBENTS WILL BE TRANSFERRED FROM AFSPPF TO SAC AT OFFUTT AFB, NEBR. REMAINING AFSPPF BILLETS AND PERSONNEL SHOULD REVERT TO SYSTEMS COMMAND AND/OR AIR FORCE CONTROL.

REPRESENTATIVES OF AFSPPF PLAN TO VISIT AFMPC IN MID TO LATE NOV 73 TO DISCUSS THE DETAILS OF THE INITIAL PHASE. CONTACT IS MAJOR THOMAS MOORMAN, EXECUTIVE. AS NEGOTIATIONS INVOLVING AFSPPF PERSONNEL ARE COMPLETED, REQUEST COORDINATION WITH THIS OFFICE AND HEADQUARTERS AFSC, DCS/P (A CONTACT WILL BE DESIGNATED) BE EFFECTED PRIOR TO IMPLEMENTATION. ADDITIONAL INFORMATION WILL BE PROVIDED TO YOU AS IT BECOMES KNOWN."

On 30 October 1973, a meeting was held at NPIC with key representatives of SAFSS (NRO and Executive Officer), SAFSP, EXSUBCOM, CIA/OD&E, NPIC, and AFSPPF to determine the actions required to close AFSPPF. These attendees comprised what became known as the AFSPPF Closure Study Group. The three major AFSPPF functions (Production, Evaluation, and Research and Development) were discussed and concepts and operational support plans developed for the continuance of these functions at new locations. The following paragraphs summarize the highlights of this meeting:

A. The discussion concerning the Production function centered on how and when to change the mission tasking so that AFSPPF could reduce its manning to 160 personnel. It was determined that the work load would be decreased on or about 1 April 1974 with the completion of the Mission 4341 production requirements. The actual percentage amount of mission reduction would be determined by EXSUBCOM. It was also decided that AFSPPF would continue to process HEXAGON Acceptance and/or Readiness test material until the Production Laboratory was phased out.

B. The decision had been made by SAFSS that the Evaluation function would be transferred to the Applied Photographic Sciences Division (APSD) at NPIC. It was also decided to make this transfer during the June - August 1975 time period, with a full operational capability (FOC) at NPIC by 1 September 1975. AFSPPF and NPIC were directed to closely coordinate the transfer of the function and 30 Air Force personnel positions; therefore, a subgroup chaired by [REDACTED] AFSPPF Director of Evaluation, was established.

C. Since Dr. McLucas did not designate any specific site for the RD function, the Closure Study Group asked for proposals/suggestions on possible relocation areas/organizations. Mr. Kohler, CIA/OD&E, suggested that the function and three or four Air Force officers be transferred to CIA to work with their research and development division. Since the study group required more details on this proposal, it was decided that in the interim RD would remain operational at AFSPPF until sometime in FY 1976.

D. Another topic which was discussed was the distribution of the Priorities 3 and 4 materials. It was suggested that the Mini-Ball aircraft could pick up the material at Rochester, New York as it had at

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AFSPPF; however, because of the operational factors such as security, couriers, packaging, receipting, airfield use, funding, etc., a final decision could not be made at this meeting. It should be noted that several other meetings were held on this subject over the next six months before it was decided to have the Mini-Ball originate at Rochester and deliver the ON to AFSPPF for Priority 4 duplication, and then continue on to deliver Priority 3 products to FTD, Wright-Patterson AFB; the 480RTS, Norfolk NAS; and DIA. DIA DC-6 was given the responsibility of forwarding the Priority 4 products from AFSPPF to the customers via the ARFCOS System. The Mini-Ball aircraft was requested from MAC Headquarters by SAFSS personnel working in the Satellite Operations Center (SOC), Washington, DC.

E. Another subject covered at this meeting was who would be assigned to perform the operational management of the Controlled Range Network (CORN) Program. Colonel Neuner suggested that SAFSP could assume management of CORN by 1 July 1974. Colonel Neuner said he would coordinate his proposal with General Bradburn and report the final decision to SAFSS by 3 December 1973. It was decided that NPIC would act as an advisor in planning CORN mission displays in the support of both the HEXAGON and GAMBIT Programs. Management of the CORN program was transferred to SAFSP in July 1974. The minutes of this meeting were recorded in a Memorandum for Record² from the NRO (Colonel W. Owens).

AFSPPF sent a message to SAFSP and SAFSS, "WADDY 0378, 182129 Apr 73, Subject: Impact of Westover AFB Phasedown on WADDY Visibility," which was to alert higher echelons that public interest in the Facility was rising and an official public information release was needed. Questions such as the mission of AFSPPF, number and types of personnel by career field assigned, access to F-100, etc. were creating security problems; therefore, this guidance was requested.

The decision to close AFSPPF was classified TALENT-KEYHOLE. This classification made it extremely difficult to initiate the required personnel transactions; therefore, SAFSS was encouraged to declassify the fact that AFSPPF would be phasing down. In November 1973, AFSPPF received a copy of a message, "WHIG 1400, 092220Z Nov 73, Subject: AFSPPF Phasedown," which indicated that the SAFSS was working with the SAF Office of Information (SAF/OI) on the text of an unclassified message to AFSC, SAC, SAMSO, and Westover indicating that AFSPPF would be phased down. This message, which included answers to general questions, was sent to SAFSP for their comments. The questions covered such items as mission, why the reduction, will the Facility close, etc. SAFSP concurred with the proposed text. AFSPPF sent a message,³ also concurring with the proposed release, but suggested additional questions and answers on Facility disposal and civilian manning reductions be included. No messages on the public announcement of the phasedown were sent to AFSPPF until 13 June 1974 when "WHIG 0780, 121806Z Jun 73,

² NRO Memo, 9 November 1973, AFSPPF Closure Study Group, BYE 15254-73, (TS)

³ Message, WADDY 1148, 13 November 1973, Proposed Press Release, (TS)

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Subject: SPPF Phase Out," was received from the DNRO. In this message, Mr. Plummer decompartmentalized and declassified the fact that AFSPPF would phase out by the third quarter FY 1977. However, it was not until October 1974 that an unclassified message dealing with the AFSPPF phasedown and closure was received from SAF/OI. This message, "031711Z Oct 74, Subject: Phaseout Air Force Special Projects Production Facility, Westover AFB," basically included the questions and answers discussed approximately a year earlier, but modified to account for the closure instead of phasedown.

Since the disposition of the RD function was not resolved by February 1974, a meeting was held at SAFSS on 20 and 21 February 1974 with Generals Bradburn and Kulpa in attendance. Additionally, [redacted] Davison [redacted] SAFSP; and Lt Colonel Owens, SAFSS, were in attendance. Five proposals for the future of RD were made. [redacted] presented the following three AFSPPF proposals:

- A. Maintain a full RD capability including a Test and Evaluation (T&E) Laboratory with Air Force manning at an unspecified site.
- B. Have an RD unit perform only contract management while T&E would be contracted.
- C. Let CIA/OD&E assume the function.

Lt Colonel Orme presented a proposal similar to "B," above, but the officers would be assigned to different program offices (SP-7, SP-14, NPIC, etc.) instead of as a unit within one office. The last proposal was given by Lt Colonel Owens. This was a variation of "C," above, but would entail assigning four or five Air Force officers to CIA. Basically, he stressed keeping the RD function together as a separate entity.

Generals Bradburn and Kulpa, while seeming to favor Proposal "A," above, were not enthusiastic about any of the proposals. In particular, they had definite reservations about letting CIA perform the entire RD function and about fragmentizing as proposed by [redacted]. As a result, no decision was reached on the fate of RD at that meeting.

Subsequent to the review of the RD function, Colonel Davison directed that a master plan for the phasedown of AFSPPF be formulated. All actions for continued operations, relocation of personnel, transfer of functions, disposition of equipment, release of building assets, secure handling of documentation, sanitization of Building P-1900, etc., would be planned by each directorate. This plan was published on 15 April 1974 as "Hq AFSPPF Programming Plan PFP-1, Realignment," Top Secret TALENT-KEYHOLE, TCS-363501-75. The plan was revised on 1 May 1975 to update events and include the final decisions surrounding the transfer of the RD function.

Over the next eight months, numerous other discussions and meetings took place over the requirements relocation, manning, etc. of the RD function. It was not until 1 November 1974 that AFSPPF was notified

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of the future of the RD function by an SAFSS message⁴ retransmitted from Colonel Kenner to Colonel Davison, "CHARGE 8457, 312330Z Oct 74." The original message from Mr. Plummer to General Bradburn and Mr. Dirks (CIA ODE) stated that in a review of the subject by their organization and the CCB, it was decided to transfer the function to Washington, DC (CIA ODE JTF) and for the transfer to be made at the discretion of the CCB.

an Air Force officer as Branch Chief. No civilian Air Force personnel would be assigned, and funding and direction would be provided by the CCB. Mr. Plummer predicted a constructive effort from ODAV JTF, since this would be the first time NRO photo and exploitation research and development were under one roof.

With the decision finally reached, the general future of the AFSPPF functions was now finalized and detailed affirmative planning was under way. The CCB eventually agreed with the original plan to relocate RD with the CIA. However, the memorandum of understanding⁵ was not signed off until 16 April 1976, when the move actually started.

Disposition of the Facility's manpower was firm with the exception of the specific assignments of those personnel not moving with one of the three functions. The Logistics and Civil Engineering Directorates were to stay virtually intact until the Production function transfer was made to the new laboratory facility at Offutt AFB. Seven enlisted men from Logistics were to be moved with the Production function (four to occupy NRO spaces). The remaining 13 would be reassigned after the building was closed. Civil Engineering was to reduce 8 personnel immediately in the drawdown to 160 total manning. The remaining 52 military personnel would be gradually reassigned as the functional missions were reduced, until 6 Civil Engineering personnel remained to assist in the final disposition of the buildings. The Director of Civil Engineering, Lt Colonel R. McLaughlin, became the final AFSPPF Commander and handled the final disposition and "pickling" of the facilities.

Twenty-eight civilians were assigned at the start of the phase out. Only three spaces could be eliminated by the end of 1974. Six civilian positions were scheduled for elimination when the Evaluation function moved, and eight more when Research and Development relocated. The last seven personnel, mostly wage grade artisans plus two secretaries, were to remain until the final closure.

- Base Support -

With the announcement of the transfer of Westover AFB to AFRES control, AFSPPF initiated planning:

⁴ Message, WHIG 1429, 25 October 1974, Disposition of the Photo RED Function at AFSPPF. (U)

⁵ NRO/CIA/SAFSP Memo, 16 April 1976, NRO R&D Branch, BYE 12582-76. (U)

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for new Host-Tenant Agreements. Colonel Callanan sent a message⁶ to SAFSP (General Bradburn) and to SAFSS (Colonels Hoffman and Owens) in April 1973 detailing the base support which would be required under the new arrangement. A summary of those support requirements were:

A. Security

Increased security support in view of the civilianization of the base. Fencing of all areas was suggested.

B. Housing

Retention of sufficient on-base housing for 200 families and 75 bachelors.

C. Roads and Grounds

Snow removal and grounds maintenance would be needed.

D. Base Exchange and Commissary

Recommend continuation because of the cost of living effects.

E. Minimal Dispensary

A minimum of one doctor and three assistants would ease the cost of CHAMPUS.

F. Warehousing

A minimum total of 50,000 square feet with 2,500 of this amount in cold storage.

G. Procurement Support

Base support must continue or an organic capability would be needed.

H. Finance

Arrangements needed for CBPO, Comptroller, and Traffic Management support from Westover AFB or Hanscom AFB.

I. Transportation

Assigned vehicles should be retained and augmented with a truck or flatbed and a staff car for travel to Hanscom AFB.

J. Civilian Employees

Protection of experienced civilians against reduction in force actions on the Base would be desirable.

In response, most of these requirements were agreed upon in negotiations with SAFSS, AFSC, and AFRES. The Commissary, Clothing Sales, and Family Housing were problem areas which needed further discussion. A Consolidated Open Mess was provided and enlisted men's dormitories reserved. No additional vehicles were available, but those authorized would be serviced. Financial, civilian personnel, and

⁶ Message, WADDY 0379, 16 April 1973, Base Support for AFSPPF. (S)

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procurement support would be provided. The required security police arrangements would be provided. A request to continue the Base Gym and Recreational Services was denied. However, Colonel Davison negotiated an arrangement for the CBF to keep the Base Gym open as a consolidated morale and welfare center (named the Mini-Recreational Center) using self-help under his supervision. Provisions for outpatient care were agreed upon as were clinical services. No religious support or buildings would be provided. These agreements were to remain in force with only minor changes until AFSPPF closed.

- Administrative Support -

As Westover AFB could not provide the required Air Force administrative support because of its being an AFRES function, Hanscom AFB, as the closest Air Force active duty facility within the Air Force Systems Command, was asked to accept this support responsibility. Negotiations opened between AFSPPF, Hanscom AFB, and AFSC in April 1973. It was agreed that Hanscom AFB would provide all the necessary administrative services to AFSPPF until the Facility closed.

By April 1974, the list of services rendered by Hanscom AFB included:

- A. Judge Advocate
- B. Information
- C. Administration
- D. Accounting & Finance
- E. Data Automation
- F. Consolidated Base Personnel Office
- G. Precision Measurement Equipment Laboratory (PMEL)
- H. Transportation
- I. Clothing Sales and Library Services
- J. Mortuary
- K. Medical

However, the Host-Tenant Agreement of April 1974 contained several major variants. Instead of being serviced by a CBPO, this organization became classified as a geographically separated unit (GSU). Traffic Management support for household goods, Clothing Sales, and Library support would be provided by Hanscom AFB. When the Westover Library closed, AFSPPF established a 1,000 volume reference library under jurisdiction of Hanscom AFB. A Medical (with some dental care) Outpatient Clinic was established at Westover AFB, and arrangements for monthly Chaplain visits were made. The arrangements worked out well and continued until AFSPPF closed in December 1976.

- Building Assignments -

At the time of the decision to phase out, AFSPPF was utilizing the following buildings: P-1999 (Operations), P-1875 (RD), two Nosedock Buildings 7502 and 7504 (warehouses for supply storage and

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NER equipment), and Building T-2404 (warehouse for RD equipment, film cans, and spools). Buildings 7502 and 7504 had little to no environmental control and the roofs leaked, so an effort was made to take over other building spaces, i.e., a part of Base Supply (P-5375), all of cold storage (P-1301), and the former training building (P-1850). The attempt to acquire P-1850 caused a storm of protest because AFRES had current plans to use this brick, environmentally controlled building for mission training. An unclassified message⁷ from AFRES to CASF, AFSC, and others implied that AFSPPF's proposed use of Building P-1850 was for climate controlled storage of photographic material and similar supplies. The exposure of this information in an unclassified message quickly aroused the security element within the community. Before the agreement was resolved, the decision to phase down AFSPPF was reached (October 1973). The request for P-1850 was withdrawn, and most of the equipment and supplies in the nosedock buildings were removed and transferred to other Government agencies.

The Feasibility Addition to Building P-1900 was under construction in 1973 when the decision was made to phase out AFSPPF. It was decided that the Feasibility Section would not be moved into this new environmentally controlled space, but it would be used for operational mission supplies (chemistry, spare parts, filters, etc.). Consequently, in May 1974 when the addition was accepted, it was occupied by the Logistics Directorate and all supply buildings with the exception of T-2404 were released to the Base. Building P-1875 was vacated in 1976 when the RD function was relocated to Washington, DC. In April 1976, records and some equipment were moved to the new RD location with the remainder, mostly heavy shop equipment, being moved in August. The Feasibility Section's heavy machinery was moved in September 1976 and was dispersed to the new Production Laboratory at Offutt AFB, DMA in Washington, DC, BRIDGEHEAD, and the KGS.

Building P-1875 was scheduled to be turned over to the Base in December 1976. However, in August, General Keegan, DCAFIN, obtained permission, after a long period of negotiations, to utilize the building for Intelligence Reserve training.

⁷ Message, AFRES, 12 October 1975, Utilization of Building P-1850 at Westover AFB. (U)

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SECTION III

COMPLETION OF FUNCTIONAL TRANSFERS

This section summarizes the detailed planning and actions taken in the successful transfer of the Evaluation (EV), Production (PD), and Research & Development (RD) functions to their new operating locations.

EVALUATION DIRECTORATE

In November 1973, the AFSPPF Closure Study Group determined that the Evaluation function would be moved to NPIC as the first major phaselown action. Thirty personnel positions and the necessary analytical equipment would be transferred according to an agreement with the NRO, CIA, and NPIC. [redacted] was appointed chairman of a subgroup to do the detailed planning. A lull in the evaluation work load was sought somewhere in mid 1975 between the scheduled 1210 PFA in May, 4345 PET in June, and the launches of 4346 in July and 1211 in August. It was decided that a phased transfer was feasible during the period June thru August 1975. Therefore, the move was scheduled with a full operational capability goal at NPIC on 1 September 1975. It was established that the EV function would be the responsibility of NPIC's Applied Photo Science Division (APSD) and performed by 15 transferred AFSPPF personnel, newly assigned Air Force technicians, and APSD scientists.

Tours were arranged for members of the TTF planning group to visit both AFSPPF and NPIC. A meeting was held in Washington, DC in March 1974 with representatives of SAFSS, SAF/SP-7, SAF/SP-10, AFSPPF, and NPIC to resolve future tasking and administration of the new combined organization. The following is a summary of the decisions made at this meeting:

- A. The 30 military spaces would be assigned to the Central Control Group of Hq USAF with duty location in the Washington Navy Yard (NPIC).
- B. Officer Effectiveness and Airman Performance Reports would be signed by military personnel with inputs from civilian supervisors where appropriate. The senior officer's evaluation report would be prepared by an appropriate member of SAFSP, with a letter of evaluation from NPIC senior management.
- C. NRO tasking would have the highest work priority with NPIC internal tasking being accomplished on a non-interference basis.
- D. Agreement was made to transfer an IBM 360/40 Computer System from AFSPPF to NPIC (this was later disapproved by higher NPIC management).
- E. Technical and editorial publication support would be fully provided by NPIC.

Later meetings resulted in the formation of the Transfer Task Force (TTF) co-chaired by [redacted] Deputy Director of Evaluation and the man subsequently chosen to lead the military contingent at NPIC, and [redacted] Deputy Division Chief of APSD, who were assigned to coordinate

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this movement. NPIC requested that there be no military cell in NPIC (Building 213), rather that the Air Force spaces be integrated throughout the APSD organization. An initial budget of \$270,000 was transferred to NPIC by the NR0 primarily to rehabilitate the APSD plant for accommodation of the additional equipment and personnel.

By June 1974, agreement had been reached to eliminate the transfer of AFSPPF's dedicated IBM 360-40 Computer Systems in favor of a Remote Job Entry (RJE) Terminal operation linked by data line to the large CIA Headquarters central computer system. This decision was reached in a CIA atmosphere of centralized, non-dedicated computer service activity and only after a detailed study of the data processing options was made.

Equipment to be transferred was identified as:

- A. Four EK Light Tables w/Wild M-5 Microscopes
- B. Two EK Light Tables w/TD-201 Macrodensitometers
- C. Six laminar flow Baker Hoods
- D. Two Visual Edge Match (VEM) Comparator Stations
- E. Five Richards MIM Light Tables
- F. Two PDS Microdensitometers with associated PDP-8I Minicomputers
- G. A PDP-8 and a PDP-8F Minicomputer

Coordination with Col Brooks (SAFSS Administrative Officer) resulted in clarification of many personnel matters. Administrative control of the 30 USAF personnel would be under the 1143rd Air Base Squadron in the Pentagon. The UDL would be under the HQ USAF Central Control Group. Living quarters would be sought from Bolling AFB, and every effort would be made to assist in housing on or off base. TTY funding would be furnished through NPIC using funds supplied by SAFSS. The overall planning and scheduling would be recorded in the APSD Activation Control Document (AACD) originated by

In August 1974, the first meeting of all members of the TTF occurred at NPIC. The AACD was expanded and adopted as the primary management tool for the transfer plan. It was decided that a third PDS Microdensitometer was to be ordered, and that the New Generation Microdensitometer (NGM-1) presently undergoing factory acceptance at Tech Ops, Incorporated was to be delivered to NPIC for operational test and evaluation. was assigned as project engineer for these actions. NPIC stated that all Air Force personnel selected for transfer would have to go through the standard polygraph test required by the CIA. The Air Force representative was apprehensive over the need for this test, and requested approval/disapproval from the DNRO. Approval was given in November 1974.

NPIC provided an additional 3,600 square feet of space to APSD to support the expanded organiza-

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tion. In a related development, the newly formed ODE ITD Division acquired all the research and development programs of NPIC. As a result, the former NPIC R&D area was assigned to APSD. This could be significant for future programs because the floor space utilized for R&D is comprised of several dark rooms, optical rooms, and environmental chambers suitable for microdensitometry.

By May 1975, implementation of the transfer plans had progressed extremely well. Five officers, and ten enlisted from AFSPPF, had received orders to transfer to NPIC on stabilized tours of duty. All accepted and successfully passed the polygraph test requirement. One officer, [redacted] from FTD, Wright-Patterson AFB, was assigned in April 1975 and was the first officer member of this NRO group to report for duty at NPIC. However, the first individual assigned was a Personnel Specialist, Staff Sergeant Joyce Seibel, in January 1975. Because of the unique placement of this group of military personnel within the CIA, [redacted] and Brooks agreed that the Personnel Specialist should be physically located with the SAFSS Administrative Office in the Pentagon. This was to ensure that maximum administrative assistance would be provided. [redacted] and the senior personnel of the AFSPPF cadre continued to receive candidate personnel folders from which they selected individuals to fill the vacant positions. By 1 September 1975, all of the 30 slots were manned or projected to be filled.

TTF meetings were held regularly not only to process the many details of the move, but also to brief all concerned on mission procedures, plans, and problems resulting from the transfer of functions. These areas included: HEXAGON and GAMBIT life cycles, Acceptance and Readiness Test Procedures, PFA and PET Reports, etc. Additionally, it was necessary for NPIC management to understand relations between officers and enlisted men, military housing, pay, and TDY problems.

The transfer of the EV function to NPIC was significant not only because it had to maintain the continuity of support to sensor performance and image quality analysis, but also because precedents were being established in the amalgamation of NRO Air Force personnel within a CIA organization. The harmonious relationship between [redacted] permeated the entire planning and transfer activity and created a most favorable atmosphere for these many varied actions. Throughout the planning, organizing, and finalizing phases of this relocation, the complete integration of Air Force personnel within APSD was a primary objective. The senior military member was designated as the APSD Executive Officer (later the Deputy Division Chief) and each Deputy Branch Chief was a military officer. It was planned that, throughout the Division, military and civilian personnel would work collectively on both EV and NPIC type tasks, utilizing the best talents and experience available at that time. Fully realizing that this objective required a delicate combination of military and civilian personalities, the co-chairmen successfully devised the integrated personnel structure for APSD.

Shipment of the EV equipment commenced in June 1975 and was arranged so that EV could continue to

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operate at AFSPPF through July. The "cutoff" date for all operational evaluation requirements was set at mid July and the IBM 360/40 Computer System was discontinued on 1 August 1975. Final shipment of the EV equipment occurred in mid August and included microdensitometers, light tables, VEM stations, miscellaneous mission support equipment, and operational records and documents.

The performance of the Evaluation Directorate's personnel was never more superior than during this trying transitional period. This can best be demonstrated by the following listing of projects completed between May and September 1975 while the movement of personnel, equipment, and materials was in progress.

- A. 1208, 1209 PFA Reports
- B. 1209 PET Report
- C. 1210/1211 Readiness Studies
- D. 4344 PET Report
- E. CORONA History
- F. Special NIIRS Report on 4343
- G. Acceptance Testing of SN-016
- H. Readiness Testing of SV-11
- I. PFA Reviews of Mission Segments 1210-1 thru 1210-4
- J. 4345 Engineering Planning Meeting
- K. Special KENNEN Processing Study
- L. NIIRS versus VEM Analysis
- M. NRO Reconnaissance Satellite Program History
- N. PFA Technical Report Number 11 (Results of Special Experimentation and Analysis of the SN-012 Sensor Subsystem)

In order to ensure that the APSD/EV organization was ready to meet mission requirements, an Operational Readiness Test (ORT) was scheduled in August 1975. This was a test to exercise procedures, equipment, data flow, inter-branch coordination, and computer support. The organization met these requirements in all respects and, in fact, curtailed the exercise because the results were so encouraging.

The target operational date of 1 September 1975 was met, and the APSD/EV organization was fully qualified to handle GAMBIT and HEXAGON mission requirements. The ORT critique showed that the only apparent difficulties were with the RJE System when delays developed in the flow of data for the computer processing. This was resolved by APSD [redacted] and personnel from the CIA central computer facilities. The transfer of EV had been completed effectively in a most expeditious and professional manner. The success of the relocation of the Evaluation Directorate, from the standpoint of AFSPPF, can primarily be attributed to the innovation, perseverance, dedication, and organizational

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abilities of [redacted] For it was he who designed and wrote the transfer plan and assigned key EV personnel to coordinate with their counterparts at NPIC in the areas of equipment, facility preparation, microdensitometry, data processing support, and report production.

PRODUCTION DIRECTORATE

Upon receipt of the decision to relocate the Production function to the 544ARTW, Offutt Air Force Base, Nebraska, SAFSS and AFSPPF proceeded to design plans for this relocation. As the decision apparently had been influenced by recommendations from CINCSAC, there was no doubt of SAC's keen interest to participate in the design and construction of the new NRO facility needed to house this function.

On 25 October 1973, General J. Kulpa, SAFSS, held a meeting to establish a Working Group to coordinate the required modifications to the 544ARTW. General Kulpa elaborated on the SAF decision by stating that the mission would be: (1) to act as the alternate processing facility to BRIDGEHEAD, and (2) to process 20% of the NRO photographic work load. The proposed transfer of 40 personnel spaces was approved and was to take place as rapidly as possible. Command of the 544ARTW would rest with SAC except when this unit was functioning for the NRO, then the Secretary's Office would prevail. Colonel C. Davison was appointed Chairman of the Facility Modification Working Group. AFSPPF and BRIDGEHEAD were directed to meet with SAC personnel to design a layout of the new facility. The purpose for the Working Group stated in the Charter for the 544ARTW Facility Modification Working Group read as follows:

" The purpose of the working group is to develop the plans necessary to perform a facility modification to the 544th ARTW which will enable it to accept a portion of the production workload to be transferred from the AFSPPF. This will include but not be limited to the following specific functions:

1. Determine the modifications required to the 544th Facility in sufficient detail to be provided to an architect engineer.
2. Determine whether the architect engineering functions can be performed by the Air Force Civil Engineer or the Army Corps of Engineers. If neither of these two organizations can provide the service then a civilian firm must be employed.
3. Develop the construction and funding information required for requesting MCP funds.
4. Develop a schedule depicting major milestones.

On 30 October 1973, Lt Colonel R. McLaughlin, [redacted] from the Directorate of Civil Engineering, and [redacted] Director of Production, visited the 544ARTW to assist in planning the operational configuration of the Production area. Civil Engineers from Headquarters SAC headed the task team and were assisted by BRIDGEHEAD representatives (identified only as Government consultants). The design had to be finalized rapidly in order to complete a submission in time to be considered for the FY 75 MCP funding cycle. This was accomplished with maximum cooperation from the Corps of Engineers who

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contracted for the architectural engineering in March 1974. [redacted] Commander of the 544th; and the BRIDGEHEAD people, notably [redacted]

The Working Group was presented with the first plans for the proposed design of the NRO Facility in November 1973. The existing facility was to be realigned to accept the specialized processing equipment from AFSPPF. The chemical mixing area would be moved from the top level of the existing Laboratory to a reconstructed area on the main floor. An additional 2,000 square feet were provided for environmental control and support functions. General Kulpa gave his support to this plan. SAC was asked to get an estimate for the design and obtain A&E and construction costs by 14 November 1973. AFSPPF and BRIDGEHEAD personnel were to have complete access to the A&E plans. The request for 40 manpower spaces was confirmed, and the NRO Staff was directed by General Kulpa to coordinate this transfer with the Assistant Secretary of Defense/Intelligence so that no Government Defense Intelligence Program (GDIP) cuts would be made.

In mid March 1974, the selection process for an A&E contractor was begun. Bids were solicited, even though the MCP funding had not yet been approved. A schedule was established with the interior of the facility to be finished in April 1976 and the completion of construction in October 1976.

By June 1974, the contracts had been approved for a total of \$1,630,000. The final design review was scheduled for November 1974 and awarding of the contract approximately March 1975.

An agreement was reached to have a knowledgeable NCO from the Production Directorate transferred at once to the 544th to act as the coordinator for the relocation activities. [redacted] NCOIC of PD Operations, was selected for this duty in July 1974, and reported to Offutt AFB in early December. His duties consisted of preparing the facility for equipment, writing new operating procedures, and establishing a file of equipment manuals and base regulations.

By the end of 1974, 36 personnel had been selected to fill the 40 enlisted positions programmed for realignment from AFSPPF to the 544th. In addition, 9 men on overseas assignments were recommended as candidates for the remaining 4 positions. No officers were included in the original manning request; however, a Major's slot was proposed to fill a position under the 544th manning (not part of the NRO controlled group).

In December 1975, AFSPPF requested that four operational and maintenance personnel be reassigned prior to the main transfer. The plan was to transfer and install the processors in June 1976; therefore, these men were to be moved in enough time to assist in acceptance and certification efforts. At this time it was also decided that two Captains instead of one Major would move from AFSPPF to two 544th controlled

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positions. The Facility published a report⁸ documenting the mission of AFSPPF in support of the NRP to provide this information to all concerned with the transfer of this photo processing activity. Also included in this report were the agreements reached between SAC and the NRO Staff (Colonel W. Owens).

At a meeting in March 1976, representatives of the 544th suggested filling more of the 40 authorized positions from resources already in place at Offutt Air Force Base. Consequently, the number to be transferred from AFSPPF was reduced to 26. This reduction consisted of primarily eliminating first term airmen. Table 3-1 presents a summary of the manning by AFSC and source.

TABLE 3-1

SUMMARY OF MANNING AT 544TH ARTW NRO FACILITY

<u>AFSC</u>	<u>AFSPPF</u>	<u>SAC</u>
233X0 (Continuous Photo)	12	8
233X1 (Process Control)	6	4
645X0 (Supply)	1	1
404X0 (Photo Repair)	2	0
905X4 (Electronic Repair)	1	1
811X1 (Computer)	3	0
70250 (Administration)	<u>1</u>	<u>0</u>
	26	14

Originally, it had been planned to move most of the major mission photo processing equipment from AFSPPF to 544th. This was to include a Trenton original negative processor and a Dalton duplication processor. However, in July 1974, SAFSS decided that it was more feasible to purchase two new viscous film processors (VFP), as part of a contract to buy five new machines from Eastman Kodak, than to remove two units from AFSPPF and reinstall them at the 544th. Authorization was given to procure two VFPs for an estimated \$2,000,000. Also, funding was provided in FY 75 for the design and procurement of long-lead items for chemical mixing support equipment. PD made optimum use of all available support hardware at AFSPPF in their relocation planning.

The contract to rebuild the 544th facility was awarded to the Sides Construction Company, Omaha, Nebraska in May 1975 for \$1,600,000. The contract was to hold to the planned schedule of completing construction in October 1976 and the interior alterations by April 1976. No provisions were made for any pollution abatement as the SAC Environmental Engineering Office stated that the increased effluent from

⁸ Report, AFSPPF, 10 December 1975, Relocation of National Reconnaissance Office Production Function, BYE 15286-75, (TS)

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the 544th would not be a significant problem. The plan was to have this new laboratory facility connected to the Omaha Primary/Secondary Treatment Plant prior to the beginning of operations in November 1976.

The construction project stayed close to schedule. The first shipment of equipment was transported in a BRIDGEHEAD truck in May 1976. In total there were 27 shipments made to Omaha in the relocation of this function. These trips took place from May thru October 1976 and included conveyances from BRIDGEHEAD, contracted commercial van companies, and a flight load transported by a C-130 Aircraft on 28 May 1976.

Approximately \$2,000,000 worth of equipment was shipped to the new facility. Practically a complete cleanroom laboratory was provided including everything from hand tools to light tables. Among the major items relocated were:

- A. Six Redondo Printers
- B. One Cayuga Printer
- C. One Electrolytic Silver Recovery System
- D. A PDP-11/40 Computer System
- E. One 1811 Color Versamat Processor
- F. One Presplice Complex
- G. Eighteen Light Tables

Excess film and chemicals were shipped to the 254th to enable start-down runs and Operational Readiness Tests of the equipment and operators. An unexpected problem was the lack of available house-keeping supplies and office expendables at the 544th ARTW. AFSPPF responded by collecting desks, chairs, bookcases, and miscellaneous supplies and shipping them piecemeal to the new facility.

The final transfer of men and material to the 544th was predicated upon the completion of the last production assignment at AFSPPF, HEXAGON Mission Segment 1212-1. A cadre of 16 Production Directorate technicians remained at the Facility to accomplish the task of duplicating these Priority 4 requirements. Mission Segment 1212-1 was completed on 19 August 1976 and the Laboratory was decommissioned. Some of these PD personnel remained to assist Logistics and Civil Engineering in the preparation of the last shipment of equipment prior to leaving for their new assignments.

What was a unique function and of major significance to the success of the Production Laboratory at AFSPPF was not selected for transfer to the 544th. This was the Materials Analysis Laboratory. The functions and history of this sophisticated standards laboratory are discussed in Volume 1. Lt Colonel L. Bost, AFSPPF Commander, briefed the NRO on the importance of retaining this capability as an element

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of the NRP. His proposal was accepted and a message⁹ was received on 2 July 1975 indicating the new location as DIA/DC-6. The message stated that: "the physical transfer will take place upon termination of the SPPF production mission." However, DIA was unable to prepare the area for receiving this function in August/September 1976 because of funding difficulties. The Materials Analysis Laboratory had been heavily involved in the test and evaluation of a new laser recording film, Transparent Electrostatic Photography (TEP), developed by Scott-Graphics, Incorporated, South Hadley, Massachusetts, and of the Advanced Microcamera System for OD&E/ITD. Rather than curtail these efforts and store the equipment, it was decided to place selected items in temporary use at Scott-Graphics for the duration of the TEP Contract and then move the equipment to DIA/DC-6 when their facility was prepared. Consequently, at the end of September 1976, \$1,600,000 worth of equipment was removed from AFSPPF and the Materials Analysis Laboratory function ceased.

Thus, by 1 October 1976, the last vestige of this highly successful, mass production photographic laboratory had left Westover Air Force Base. Through the dedication, professionalism, and pride of the Command Staff and the Air Force personnel from the Logistics, Civil Engineering, and Production Directorates, the PD function was relocated at the new NRO Photographic Laboratory of the 544th ARTW, Offutt Air Force Base, Nebraska.

RESEARCH & DEVELOPMENT DIRECTORATE

Soon after receipt of the DNRO Message, "Disposition of the Photo R&D Function at AFSPPF," in October 1974, Colonel Owens (SAFSS/NRO) suggested preparation of a memorandum of understanding setting forth all major items requiring agreement among SAFSP, SAFSS, and CIA on the move of the R&D function to Washington, DC. This task was completed on 7 November 1975 and the resulting memorandum was circulated among the major participants. Several discussions at high management levels occurred and an understanding was reached, but the agreement was not actually signed until after the CCB meeting in March 1976. In fact, the movement was started on 1 April 1976, as planned, without the memorandum being signed. This memo was changed only slightly from the original input and signed by Major General J. Kalpa, USAF, Director, Program A; Mr. C. Duckeff, CIA, Director, Program B; and Dr. C. Cook, Deputy Director, NRO. It was agreed that this memo would be reviewed annually and was subject to change by mutual agreement.

The relocation was to commence in the month of April 1976. Four Air Force officers (one Staff Development Engineer and three Reconnaissance Research Engineers) were authorized for this new Photo R&D Branch. The Photo R&D Branch would be a part of OD&E-ITD and would be located in the Chamber of Commerce Building, Arlington, Virginia. Four year tours were established for the officers with their

⁹ Message, WHIG 1020, 2 July 1975, Photograph Standards Lab Equipment. (S)

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tours staggered for continuity. Personnel records and administration would be handled by the SAF Project Office, Fort Belvoir, Hq USAF Central Control Group. The Officer Effectiveness Report (OER) for the Branch Chief would be prepared by the NRO Staff based on a Letter of Evaluation from the Chief. OD&E/ITD OERs on the Reconnaissance Research Engineers would be prepared by the Branch Chief or the NRO Staff, with the OD&E/ITD Chief again providing a Letter of Evaluation.

Tasking of the group could come from Program A or Program B through the Chief of OD&E/ITD. The OD&E/ITD Chief was given the task of reporting on the status of Photo R&D Branch activities at future CCB meetings.

A problem did exist which concerned the allocation of test and evaluation work areas for this new group. OD&E/ITD had no such facilities as it was primarily a contract monitoring operation. Air Force advisors remained adamant on the need for laboratory facilities to support a viable R&D effort. [REDACTED]

A procedure was established to provide the Branch with the required supplies and services to support the test and evaluation of new equipment. This support was funded by the NRO through the CCB and implemented by Program B.

The Photo R&D Branch would continue to interface with the "white" world through AFAL or RADC channels for "unclassified" contracts for Air Force Program A. "Black" contracts for the Air Force would be routed through Program A, and for the CIA through the Agency contracting channels.

The NRO Staff agreed to provide TALENT-KEYHOLE, EYEMAN billets and clearances and to conduct background investigations and polygraph tests on these four officers; while the CIA agreed to provide them with permanent escort-required CIA badges.

For travel, an agreement was made that the CIA would provide and administer travel funds for the Photo R&D Branch.

Once the future of RD was confirmed, AFSPPF began the task of phasing down the function. The first action was to establish the mission of this new Photo R&D Branch. R&D support for the new NRO facility at Offutt Air Force; the Evaluation/AFSD Group at NPIC; [REDACTED] this mission plan. Moreover, it was felt that the role of technical staff support to the CCB would expand into the area of assisting SAF&S in the technical monitoring of the BRIDGEHEAD contract. The following areas were detailed in a briefing by Lt Colonel Duff presented to the CCB in December 1974:

- A. Production/Offutt Air Force Base Support (improvements to duplication systems; pollution abatement; and staffing of production problem areas)
- B. Evaluation/AFSD Support (system performance measurement; film and processing evaluation;

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and duplicate quality analysis)

C. [REDACTED]

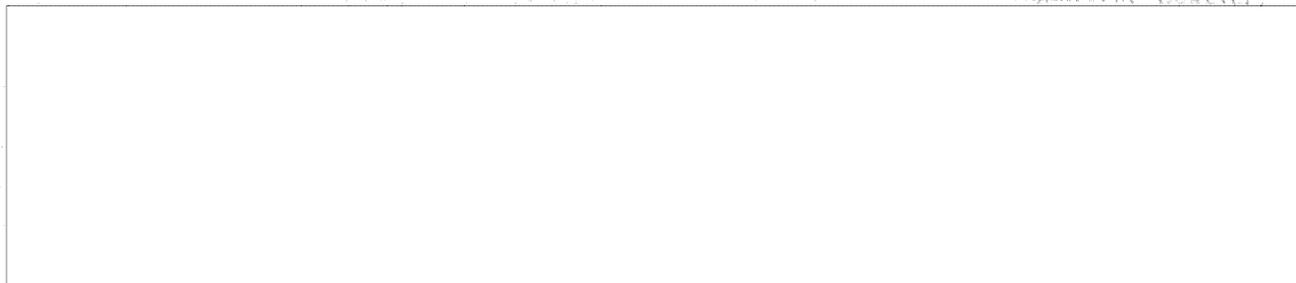
D. Related Research (non-conventional materials and processes; photographic printing; processing processes, techniques, and basic investigations; and laboratory support and equipment)

E. CCB Staff Technical Assistance (liaison with APSD on product quality; densitometry, micro-densitometry, and colorimetry standards; quality assurance on mass duplication; evaluation of PAR Proposals and final reports; EXRAND Technical Task Team; liaison with system program offices on performance; participation in CCB meetings, etc.)

Although the scope of the mission is extremely far-reaching for the small number assigned, this proposal was approved. In fact, this planning was a significant factor in RD receiving a large budget to continue programs throughout the FY 76 transitional period.

During the entire phasedown period, close coordination was maintained between Colonel L. Butt and SAFSS (Colonel Owens) in developing policies for the RD function transfer. Several AFSPPF personnel, notably [REDACTED] carried out the planning and liaison with OD&E/ITD. Also especially helpful were Major Moorman (SAFSS Executive Officer), [REDACTED] (OD&E/ITD Division Chief), and [REDACTED] at KGS.

Office space/support requirement areas were available in the Chamber of Commerce Building. The four USAF officers share two-man offices, identical to the support given to the CIA engineers. However,



The flow of funding was planned to be the same as that used while RD was located at AFSPPF. However, one change is being contemplated. This change would have the authorized funds forwarded to OD&E/ITD instead of SAFSP. OD&E/ITD would then channel the funds internally for covert Photo R&D procurements, or "launder" the funds for transfer to AFAL for overt procurements. This procedure would avoid a situation in which funds for a covert procurement would have to be returned from SAFSP to SAFSS for transfer to OD&E/ITD.

In carrying out the R&D function transfer, changes to operating procedures followed at AFSPPF were kept to a minimum in order to preserve the excellent coordination developed with both SAFSP and AFAL.

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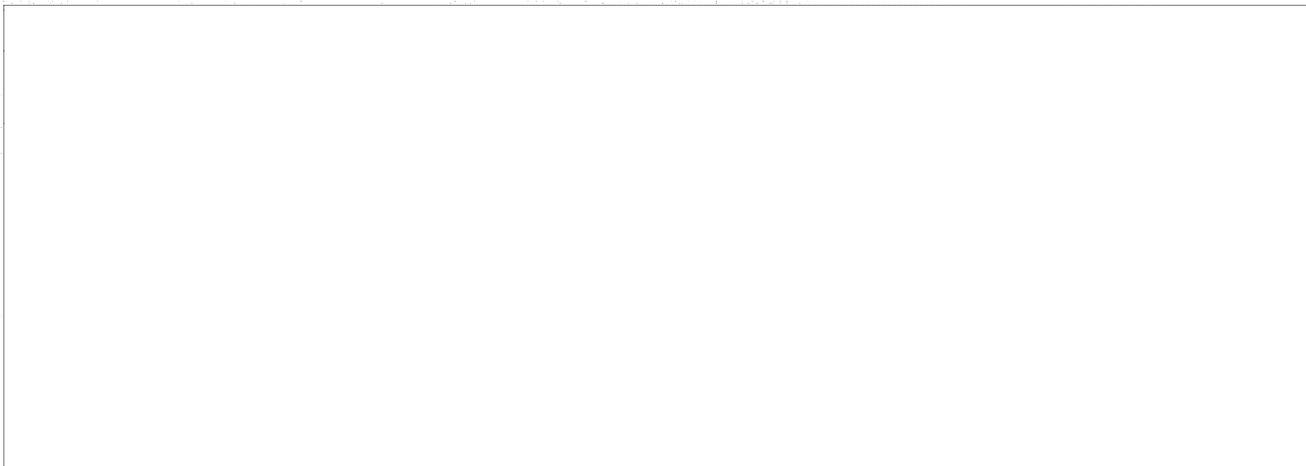
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To this end, [redacted] while still assigned to AFSPPF, continued to perform administrative, contractual, and financial management functions for RD during its transfer period.

At the March 1976 CCB meeting, the Government announced that henceforth the Photo R&D Branch would be tasked to monitor the technical status of Eastman Kodak's PAR proposals. This substantial increase in mission served to delineate the responsibilities of these four officers in the NRO community. Other than this change, CCB relationships to this Branch were expected to remain the same. Just prior to the April relocation, a FY 77 RD budget request was prepared. A priority listing was established for these programs by the attendees at the Executive Session of the CCB. As in prior years, this budget input will be consolidated with the SAFSP budget request.



The remainder of the equipment for the Photo R&D Branch was transshipped to KGN in early September. This shipment was comprised of many support items and the following major pieces of equipment:

- A. Rainbow Printer (Eastman Kodak)
- B. Advanced Microcamera System (Perkin-Elmer)

The remaining RD equipment at AFSPPF, mainly machinery from the Feasibility Section, was shipped in September 1976 to two destinations, the NRO facility at Offutt Air Force Base, and the Defense Mapping Agency, St. Louis, Missouri.

At the time of the April 1976 transfer, there were a number of RD programs still active. Not all of these programs were transferred at this time because a few RD photo scientists were still present for duty at AFSPPF. Chief among these programs were: the In-House Materials Research (Isocolor Development), Transparent Electrostatic Photography (TEP), Automated Visual Edge Matching (VEM) System, and New Generation Microdensitometer (NGM) Support. The work done by the AFSPPF photo scientists in the post-April 1976 time frame was a valuable contribution in the progress of these programs.

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Four officers were selected to fill the vacancies in the Photo R&D Branch. Through close coordination between [redacted] and AFMPC, assignment eligibles were carefully screened. The final selections were made by Colonel L. Butt and included one project engineer from AFSPPF, [redacted]. The selectee for Branch Chief was [redacted] who had just completed a tour as a HEXAGON Project Officer at SAF/SP-14. The other two Reconnaissance Research Engineers were [redacted] reassigned from the Foreign Technology Division (FTD), and [redacted] reassigned from the Air Force Test and Evaluation Center (AFTEC).

Although the normal place of duty will be the Chamber of Commerce Building, there will be occasions when use of laboratory equipment will be required; during these times, [redacted]

[redacted]

It is anticipated that AFAL will continue to provide contract implementation services for overt R&D programs. Covert programs will be pursued with either CIA or SAFSP providing the contract implementation services.

At the end of September 1976, the Research & Development Directorate had been successfully relocated to OD&E/ITD, and the new Photo R&D Branch was in full operation having accepted responsibility for project engineering on all current contracts.

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SECTION IV

CLOSURE

Closure activities began on 19 August 1976 upon completion of the final production run (Mission Segment 1212-1) assigned to AFSPPF. The next reproduction accomplished by this group of dedicated precision processing technicians was to be on Mission Segment 1212-4 in the late November/early December period at the Production Directorate's new operating location, the 544ARTW, Offutt AFB Nebraska. The support personnel from Administration, Logistics, and Civil Engineering also felt the impact of this event as it was the start of the final outprocessing of personnel, disposing of remaining equipment and supplies, sanitization and "pickling" of facilities, and ultimately the turnover of facilities to Westover AFB.

This section will serve to document the results of the planning which began in early 1973 when the decision to phase out AFSPPF was first announced.

- Civilian Personnel -

The phaseout of civilian personnel began in July of 1974 from the assigned strength of 28 in specialties ranging from clerk typists to computer programming analysts and physical scientists. The gradual reduction of civilian manning was planned to expedite the release of military positions while still keeping key scientific, clerical, and mechanical experts assigned to this organization to complete the final operational tasks and to perform the necessary actions to preserve this large, complex, physical plant.

Nine civilians retired, twelve were placed on Base either by filling vacancies or "bumping," and seven others were terminated from the Government service.

The record of the dedicated civilian employees who served this organization is an enviable one. Carefully screened, selected with care, and highly skilled in their respective specialties, they have provided a continuity of operations in all divisions. [redacted] served as Secretary for all six Facility Commanders and, through a quirk in Civil Service regulations, failed by only 19 days to serve during the entire lifespan of this Facility. Other civilians besides [redacted] who served over ten years in this organization were: [redacted] (secretaries); [redacted] (Research Division Metal Worker); [redacted] (Chief of Reports Division); [redacted] (Chief of Research Division); [redacted] (Imprest Fund Officer); [redacted] (RD Mathematician and Computer Analyst); [redacted] (Chief of Materials Analysis Laboratory); and Mr. [redacted] (AFSPPF Technical Director).

Most of the civilian employees have been cited for their significant contributions in other sections of this history; however, it should be said that they all have played integral parts in the outstanding mission accomplishments of AFSPPF.

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- Military Personnel -

By September 1976, there were only a few personnel who had not received their assignments. This fact came about only because of the careful planning and professionalism of our manpower experts and their close coordination with the Military Personnel Center (MPC). Many of our personnel were eligible for Base of Preference (BOP) consideration due to stabilized tours of over four years at the Facility. Sometimes this complicated the selection procedures because of the need to coordinate with many of the Major Commands in trying to fulfill a BOP opportunity. The MPC was extremely responsive to slight changes required in dates of availability and/or reporting dates. For the most part, our personnel phasedown plan was followed faithfully reflecting the care with which it was prepared.

An extra effort was made to recognize the outstanding contributions made by many of the personnel assigned to the Facility. Awards (primarily the Air Force Commendation Medal) were recommended for those military personnel who had made significant contributions to AFSPPF's astronomically vital operational mission. Because many of the actions taken were highly classified, special review boards acted on the recommendations, and in all cases found them to be well justified, and approved them. The Air Force personnel who spent over ten years of duty and made invaluable contributions to the development of this organization were:

- [redacted] (NCOIC of Civil Engineering and Maintenance),
- [redacted] (Chief of Electronics Maintenance Branch);
- [redacted] (Chief of the Shipping Division);
- [redacted] (RD Test & Evaluation Section);
- [redacted] (Master Sergeant);
- [redacted] (RD Precision Photo Processing Supervisor);
- [redacted] (LG Budget Technician);
- [redacted] (Administrative Supervisor); and
- [redacted] (Director of Evaluation).

- Facility Disposition -

One of the most traumatic results of the phasing out of AFSPPF was the 2100 disposition of the largest precision photographic processing facility in the DoD. One man who felt very strongly about the liquidation of this organization was Colonel Clark Davison, former AFSPPF Commander, who was reassigned in the summer of 1975 to the USAF Intelligence Service under Major General G. Kennen. General Kennen was made fully aware of the capabilities/facilities of the AFSPPF complex and directed his Staff to explore the possibilities of retaining this plant for utilization by the Reserve Intelligence Forces. In August 1976, as a result of the Intelligence Services Staff Study, it was tentatively decided to form a Reserve unit to utilize Building P-1875 for exploitation and photo processing activities and training. The remaining buildings in the AFSPPF complex would still be sanitized, "pickled" in accordance with AFH 85-9, and turned over to the Base Civil Engineer (BCE) with the stipulation that the facilities in Buildings: P-1890 (Operations), P-181 (Pump Station), P-3100 (Water Storage Tank), and P-3101 (Industrial Waste Treatment Plant) would be

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retained in a preserved state in case of any contingency requirements.

This decision caused only slight alterations in the phasedown operation. The most significant change was the cessation of "pickling" activities in Building P-1875. Other slight planning changes involved the disposition of tools and spare parts utilized to maintain the environmental control system in Building P-1900. It was apparent that if it were ever necessary to reactivate P-1900, that even under long lead time circumstances, there would be an immediate requirement for special tools and supplies to facilitate the work. Therefore, it was decided to preserve and retain the special tools and spares, as well as all maintenance records and manuals for the complex. Four of the highly trained civilian Refrigeration and Air Conditioning Specialists from AFSPPF will be reassigned to the Westover AFB Civil Engineering organization due to their Civil Service seniority; therefore, if the requirement to reactivate ever exists, there would be a well qualified nucleus of personnel available to assist in making the facilities operational again.

The last external warehouse (Building T-2404) being utilized by AFSPPF was returned to the control of the Base in October 1976.

- "Pickling" Operations -

As soon as the final mission was completed, "pickling" operations began in the AFSPPF complex. The first facilities to be preserved were the Water Storage Tank and Pump House. This was selected first because with the reduction in mission requirements, it was found that the Base Water System could support the Facility. The Industrial Waste Treatment Plant (IWTP) was "pickled" in September 1976. This was a relatively easy task as the IWTP was made of noncorroding materials. The basic procedure for preserving this installation was to drain the systems, blow all lines, and secure the equipment.

The Emergency Power Plant (EPP) was also preserved in September 1976. The plant, engine, and support systems were thoroughly cleaned and prepared as directed in AFR 85-9. Once again, all available spare parts and maintenance records pertaining to the EPP were brought into the plant area and stored for possible future use. The two 30,000 gallon fuel storage tanks were pumped out and treated with a sodium hydroxide solution to preserve them.

Of course, the major "pickling" project was Building P-1900. The work, which will continue until mid-December, began with the production process related systems and vents on the roof. The vents with automatic dampers were capped and sealed. Some modifications were necessary to keep the Fire Alarm System active, but close coordination with the Base Fire Department minimized problems. Specialized equipment required to maintain the Ionization Detectors was transferred to the Fire Department. The building's automatic sprinkler system also presented a problem. This extensive system covered almost the entire Facility. Because the building will not be heated in its "pickled" state, some method had to be determined which would preclude freeze-up and deterioration of the system. AFR 85-9 calls for keeping

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sprinkler systems active, where possible. The only feasible way to maintain an active system would have been to fill the sprinkler system with an antifreeze solution and hope that it would not develop leaks. Since the system is fed directly from the Base water mains, contamination of the water system was also a possibility. The Facility Civil Engineers consulted with the Base Civil Engineers as to how they wanted the system handled. This meeting resulted in a request for guidance from AFRES Headquarters. Options provided were: (1) leave active with antifreeze; (2) a manual dry system, i.e., close supply valves and drain the system; (3) convert to an active automatic dry system (an expensive and risky option); and (4) complete draining and deactivation. While the question had not been resolved as of this writing, the most likely option will be to drain and deactivate the system.

The "pickling" operations with Building P-1900 were handled with care and attention by the same dedicated personnel of the Utilities and the Refrigeration and Air Conditioning Divisions who serviced the many equipment maintenance programs throughout the duration of this organization.

- Equipment Disposition -

With the decision to retain the AFSPPF facilities for use by a Reserve Intelligence organization came a reshuffling of the planned disposition of certain equipment. The Reserves were given the opportunity to select anything they needed for their new organization from this AFSPPF's excess equipment. In order to cover the security problem of transferring photographic equipment on Base, a covert plan was devised to make the transfer through the Air Logistics Center at Hill AFB Utah.

The months of August thru October 1976 were exceptionally busy for the Logistics Directorate which had the primary responsibility for shipping all of the remaining mission equipment and excess supplies to a variety of locations throughout the photo-intelligence community. Outstanding transportation support was provided by EK, the KENNEN Program Office, and DIA, as well as the Base Transportation Office. Equipment and supplies worth over \$10,000,000 were redistributed over this period. The air-ride vans which were used assured safe, secure transportation of mission equipment. All loads were carefully prestaged by Logistics personnel for quick loading. Several truckloads per week were shipped during this period. The outstanding planning and execution of the movement of this volume of costly equipment and supplies were major factors in expediting the closure actions of this Facility.

- Sanitization -

Planning for the sanitization of the AFSPPF complex began in December 1975 with a message, "WADDY 0457, 121435Z Dec 75, Subject: Sanitization of KWWADDY Facility," to SAFSP outlining the options and requesting a staff visit from their security personnel. After a visit by [redacted] (SAF/SP-S) and consultations between Mr. H. Cohen (SAF/SP-3), and Lt Colonels L. Butt and R. McLaughlin, it was decided to establish a plan which would ensure that our satellite photography mission was disguised rather than physically destroying the facilities by trying to disguise the fact that a large scale photographic processing

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mission had been accomplished. A message, "CHANGE 2485, 250030Z Mar 76, Subject: Sanitization of WADDY Facility," directed that the following actions be taken:

- A. Remove all mission related components of any production related equipment which is being turned in to Redistribution and Marketing.
- B. Remove colored lenses from all safe light units.
- C. Remove or obliterate labels on all mission related piping in Buildings P-1900, P-3103, and P-1675.
- D. Remove all references to mission related equipment from power distribution panels, etc.

There were no alterations made to the sanitization plan after the decision to have the Reserves retain the facilities, as the intent of disguising our satellite imaging processing mission was still the major goal of our sanitization effort. Extreme care was taken to complete all the required actions as each building was closed.

- Finale -

The Evaluation Directorate departed in August 1975, the Research and Development Directorate relocated in September 1976, and the last of the Production Directorate transferred by 1 October 1976 to complete the phasedown of the operational mission capability of AFSPPF. Between 1 October and 31 December 1976, the Civil Engineering Directorate and the Logistics Directorate completed the removal of photo production equipment and materials from the Facility and the sanitization and "pickling" of the buildings. On 31 December 1976, the final curtain fell signifying the official end of one of the finest Air Force organizations ever assembled. While the accomplishments of the organization and its people will live on, never again will the expertise and facilities accumulated over the 16 year duration of this organization be duplicated. Although an Air Force Organizational Excellence Award is being prepared for the military and civilian men and women who faithfully served the Air Force Special Projects Production Facility, it is but a small tribute to their dedication and professionalism in supporting the vital role this organization played in the National Reconnaissance Program.

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