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WASHINGTON, D.C.

THE NRO COMPTROLLER

May 22, 1974

NOTE FOR MR. PLUMMER

SUBJECT: Director D's Office in the Future

Based on considerable frequent exposure to the Director D office for 11 years, I have the following comments with respect to the future of the office:

1. Directorate D is performing a valuable and cost-effective service in supporting the [redacted] and Kennen satellites, not only from the logistical support, but also the airlift required and special actions. Careful examination has been made in the past of [redacted] and Fuel procurements vs. CIA contracting for supply, and it has been repeatedly found that the depots are the cheapest and most efficient method. Director D has also handled airlift arrangements and special arrangements with [redacted] testing, etc., which would be very difficult for the CIA or another office to handle.

2. While I have not believed that the NRP should be directly in the act for SR-71 or U-2 daily operations or deployments, having these aircraft under the control of Director D enables us to protect our special interests. For example, we have a continuing need for U-2's for the [redacted] and other experiments, and for CIA periodic experiments. We need to protect these special requirements, and the easiest way to do it is to retain control under Director D as representing the Air Staff in the Inspector General's office. We should not be interested in U-2's or SR-71's as operating aircraft themselves, but instead from the standpoint of how they can support our satellite programs.

3. Another consideration is whether Director D should relocate to another Air Staff office for the aircraft portion, or the responsibilities be fragmented among different Air Staff offices. There is a unique advantage to his being under the IG in this role -- it is accepted and favored by the Air Staff top personnel, and does not expose him to normal reviews and responsibility competitions. We experienced a number of problems for the SR-71 when it was transferred from us to the Air Staff. An effort-fragmentation resulted in increased cost proposals, and no-one had control

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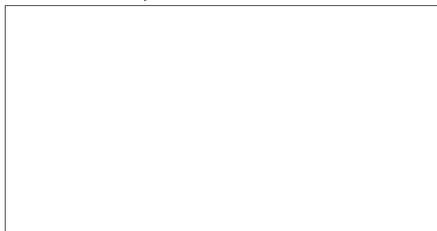
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of the total program. An individual was established to try to pull the parts together, but he was assigned to the Materiel office, with no backing, then was later transferred to Col Bailey, and has been operating efficiently since.

4. Another consideration would be to transfer Director D's office, or some of his people, to the NRO Staff. Director D is in "line operations," rather than exclusively staff, and needs to be in this role to be able to deal effectively with the depots, airlift personnel, the Air Staff, etc. Under the NRO Staff this would be more difficult to handle, particularly because this would put an NRO "taint" on any actions, and there could be slow-downs or lack of the support he gets from the Air Staff and field as IG representative. To the Air Staff, he is an Air Staff man, but as an NRO staff man, we could run into situations like Senior Pine, where the Air Staff still considers this to be under NRO sponsorship at Air Staff expense.

5. My recommendation is that Directorate D be retained as is, with the IG tie-in, for the near-future at least, with perhaps yearly reviews. This will avoid increased Kennen costs, provide satellite support services effeciently, and provide the U-2 support for satellite technology and experiments for SAFSP and CIA. Directorate D should, however, be relieved of reporting directly to the DNRO for U-2 and SR-71 operating and deployment matters, and budgeting/funding, with needed tie-ins on the basis of reviews with the Under Secretary, similar to the desired arrangements for Senior Pine.



cc: Gen Kulpa

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WASHINGTON, D.C.



THE NRO STAFF

6 June 1974

MEMORANDUM FOR MR. PLUMMER

SUBJECT: Phase-out of Program D

The memorandum at the right for the Chief of Staff outlines the phase-out of Program D. It cites your desires for the continuation of support to the NRO and the specialized management of the U-2 and SR-71 programs and solicits the Chief's thoughts.

I envision the process as proceeding in a step-wise fashion. Following an Air Force acceptance of the memorandum in principle an initial implementation step would be to transmit BYEMAN letters signed by the Chief of Staff to the Commanders of SAC, AFLC, MAC and AFSC. These letters would outline the scope of the phase-out and express the need for continued support of the NRO and the U-2/SR-71 programs through the revised management scheme. Concurrently, normally classified correspondence relating to the U-2/SR-71 realignment would be signed to the various commanders praising the support given to AF/IGJ and requesting continued support. Underlying the correspondence would be the theme that the various activities conducted by AF/IGJ for the NRO and the Air Force will continue as they have in the past, but under different authorities.

The transition phase should be accomplished over a limited period of time. This period would permit the various relationships to be stabilized both within the NRO and the Air Force for the required levels of support. In addition, the time would be used for assuring a smooth transition of

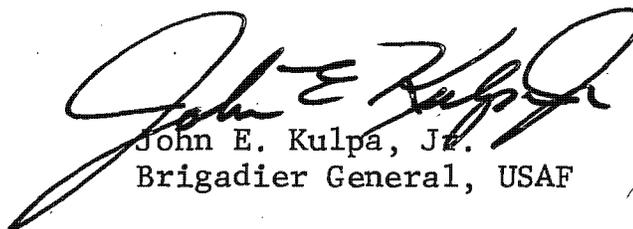
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the financial activities associated with the phase-out of OSA as well as the realignment of Program D. I suggest the earlier date for completion of the phase-out and transfer of functions be October 1, 1974 and the latest date January 1, 1975.

I have attached comments from Colonel Bailey,
General Bradburn, and Les Dirks.


John E. Kulpa, Jr.
Brigadier General, USAF

Attachments

1. Col Bailey's comments
2. comments
3. Request to Brad & Dirks (WHIG 0674)
4. Brad's answer (CHARGE 4228)
5. Dirks' answer (PILOT 8321)

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6 June 74

Comments on Proposed Memorandum for the Chief of Staff Re Realignment
of NRO Program D

1. The opening paragraph has a planning assumption which is not presently factual. CIA has no specific date yet established for an actual transfer, and is relying on "no specific agreements with the Chinese, a new ambassador, etc." as reasons for delays. As of 1 July 74, the budgeting and funding responsibility will transfer, and Mr. Duckett has recently asked that the contracting be transferred, but in the meantime CIA has requested six months of FY 1975 funding for Idealist support (the four aircraft involved) from Air Staff funds, which indicates CIA planning to continue with U-2 operations beyond 1 July, and that when a transfer date is set, there will be months of effort involved. I suggest that "On July 1, 1974" be deleted, and "during FY 1975" be substituted, and that the later "program" management be changed to "budgeting/funding" management.

2. With respect to para. 2, Mr. Plummer said that NRO Staff should be in small letter "staff." Suggest also wording changes from "I have decided***" to "I am considering elimination of Program D as an NRO entity," with similar modifications to succeeding phrases. Also, part of the [redacted] supports aircraft and drone considerations, which should be moved out if a transfer is to be effected, and also provides some NSA support, so the statement as a total depot entity is not factually correct as supporting the NRP.

Maybe?

3. Re para. 3, while Attachment 1 is supposedly intended to keep the Air Staff paying for airlift for satellite support, it would not be long before the Air Staff uncovers this, and insists that we pay our own way, at about \$1M per year, plus other normal Air Force support. I estimate we could be faced with \$3 to \$4 million additional costs.

We should pay our own way.

4. Re para. 5, add a sentence "These responsibilities will be financed entirely by the Air Force starting in FY 1975."

OK

5. Not addressed in the memo, but certainly to be considered, are the present responsibilities of Director D for such areas as Oxcart/Tagboard storage, [redacted] sharing, fuel support thru a local detachment of SAAMA, etc. As I have said before, summary tables should be developed, which summarize each of Director D's present responsibilities, with columns for Budgeting/Funding, Contracting, Audit, Logistics Support, Operations, etc., and another chart or two that indicates what would happen to each under reorganization arrangements. Another facet is the imminent initial fund approvals for FY 1975, presently directed to Director D or IGJ (for U-2's), early contractual actions for [redacted] early instructions to the depots for FY 1975 support, etc., which could be changed significantly by reorganization. In view of all the sort-outs necessary to move logically,

We should either do or refer to points for organization

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I suggest an objective date of 1 July 76 (tieing in to fiscal years) for effecting reorganizational changes, with concentrated planning and establishment of a firm Idealist aircraft transfer date to be established shortly.



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DEPARTMENT OF THE AIR FORCE
HEADQUARTERS UNITED STATES AIR FORCE
WASHINGTON, D.C.

7 June 1974

MEMORANDUM FOR LT COL COYLE

SUBJECT: Realignment of NRO Program D

Recommend the following changes be incorporated into the Memo for CSAF.

Revise paragraph 4 as follows:

Colonel Bernard L. Bailey, the Director of NRO Program D, also has a second, and openly acknowledged, job title as head of AF/IGJ on the Air Staff. In this capacity he reports directly to me as the Under Secretary of the Air Force. AF/IGJ provides specialized management of the Air Force U-2 and SR-71 programs and is designated officially the OPR for the Air Force U-2 and SR-71 programs. Special Air Staff reviews are conducted for both the U-2 and SR-71 with respect to programming and budgeting. These reviews are tailored along the same line as the specialized management structure which assures rapid response and a high degree of flexibility from both weapon systems. In support of these two specialized management efforts is a U-2 depot at Robins Air Force Base which has 100 people assigned and an SR-71 depot at [redacted] which has 200 people assigned. Both of these depots are administratively assigned to AFLC; however, they fall under the direct management responsibility of AF/IGJ.

Revise paragraph 7 as follows:

As far as realignment of responsibilities and management of the U-2 and SR-71, it is clear that special management arrangements have been advantageous and their retention is ~~is~~ ^{are} necessary if these systems retain their role in national crisis management and intelligence collection. However, I would prefer

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that the direct reporting responsibility be changed from the Office of Under Secretary. The present arrangement under AF/IG has been working very satisfactorily, however, you may want to consider other arrangements. To assure a responsive system and retain the specialized management concept it is essential any realignment be at the senior Air Force office level.

In addition to the two paragraph changes recommended above the following proposal relative to [] support is submitted:

Security interface with the DoD for logistics and airlift activities for CIA programs includes support of [] and the AFSC Have Glib projects. Since NRO presently has no specific interest or programs involving [] recommend this portion of support be transferred from the NRO depot to the SR-71 depot. The majority of support and effort at [] is for Air Force efforts, i.e., U-2, SR-71, and Have Glib. With the advent of AFCOR and the amount of Air Force interest in [] it would appear more feasible to transfer responsibility of [] to the Air Force special projects office along with the U-2 and SR-71. Presently, Air Force support to [] is averaging over 2.5M annually. The specialized management structure and responsibility could be transferred intact with the realignment. AF/IGJ would continue to interface with the CIA and AFSC with respect to support of []


BERNARD L. BAILEY
Colonel, USAF
Director, Program D

*I concur with Col. Bailey's
comments.*
J.E.K.

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~~(S)~~ NATIONAL RECONNAISSANCE OFFICE

WASHINGTON, D.C.

OFFICE OF THE DIRECTOR

12 June 1974

MEMORANDUM FOR THE CHIEF OF STAFF, USAF

SUBJECT: Realignment of NRO Program D

As you are aware, sometime after July 1, 1974, the remainder of the NRO U-2 fleet is planned to be transferred to the Air Force. These U-2s presently are operationally assigned to the Office of Special Activities, NRO Program B (CIA), with program management and logistics support provided by NRO Program D.

When the transfer is complete the CIA will abolish the Office of Special Activities and I have decided it is appropriate to eliminate Program D as an NRO entity. I plan to assign to the NRO Staff responsibility for the remaining NRO-associated logistic and support functions currently performed by Program D and transfer an appropriate number of Program D personnel to the NRO Staff. The management responsibility for the NRO [redacted] depot at [redacted] which supports the NRP satellite programs will also be transferred to the NRO Staff. The administrative assignment of this depot to AFLC should continue.

I feel that the current arrangements for Air Force logistical and air lift support to the NRO should be continued (these are described in Attachment 1). I am particularly interested in assuring that the NRO is able to maintain the ability to obtain aircraft test beds in direct support of satellite development programs in a rapid and responsive manner.

Colonel Bernard L. Bailey, the Director of NRO Program D, also has a second, and openly acknowledged, job title as head of AF/IGJ on the Air Staff. In this capacity he reports directly to me as the Under Secretary of the Air Force. AF/IGJ provides specialized management of the Air Force U-2 and SR-71

[redacted] KENNEN [redacted] HEXAGON

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programs and is designated officially the OPR for the Air Force U-2 and SR-71 programs. Special Air Staff reviews are conducted for both the U-2 and SR-71 with respect to programming and budgeting. These are tailored to allow rapid response and a high degree of flexibility for both systems. In support of these two specialized management efforts is a U-2 depot at Robins Air Force Base which has 100 people assigned and an SR-71 depot at [] which has 200 people assigned. Both of these depots are also administratively assigned to AFLC; however, they fall under the direct management responsibility of AF/IGJ.

AF/IGJ has also performed special R&D presently funded in part by the NRO and in part by the Air Force. Starting in FY 1975 they will be financed entirely by the Air Force. These activities include development of photo and [] for the U-2 and studies involving future employment of U-2 aircraft.

Recently AF/IGJ has become involved in studying and developmental efforts of long-endurance drone aircraft, principally SENIOR PINE. Since the SENIOR PINE activities strongly parallel work on COMPASS COPE under AF/RDR within the Air Staff, I believe there would be advantage in transferring the responsibility for SENIOR PINE to that organization.

With regard to the U-2s and SR-71s, I desire that the senior level management responsibility be transferred from my office to the Air Staff. It is clear that the special management arrangements have been advantageous and their retention under the aegis of AF/IGJ or some other similar organization should be considered (the advantages are described in Attachment 2).

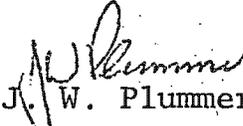
For those activities not covered by the transfer of responsibility to the NRO Staff, the Air Staff should work with the NRO as required in order to assure that necessary

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interfaces in support of NRO requirements are maintained. The Air Force should also develop a position which describes the future management arrangement for the U-2 and SR-71 fleets.


J. W. Plummer

- 2 attachments
- 1. Support to NRP
- 2. Comparison Summary

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SUPPORT TO THE NRP MANAGED BY PROGRAM D

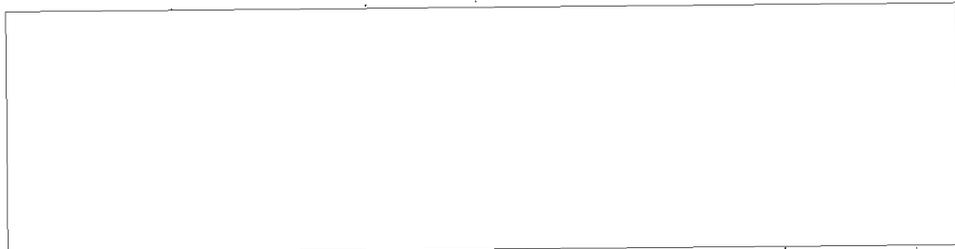
Logistics, hardware development, and technology support to the NRP managed by Program D is enabled by use of aircraft and a specialized depot. The [REDACTED]

[REDACTED] Present manning is 73 people. Air operations involve use of assigned C-130 and C-118 aircraft as well as SAAM C-5 and C-141 aircraft for logistical air lift and U-2, RB-57F and A-3B aircraft for satellite sensor test bed support.

Specific activities include the following:

Program A (SAFSP)

- Depot supply storage and retrieval and BYEMAN classified document storage.
- Logistic air lift for the HEXAGON SPO and ExSubCom accounting for approximately 50 flights per year.
- A U-2 aircraft as a test bed configured for radar experiments and flight evaluation of radar payloads.
- Use of a SR-71 for special radar tests.
- A U-2 aircraft for film testing and for development and testing of photographic techniques.

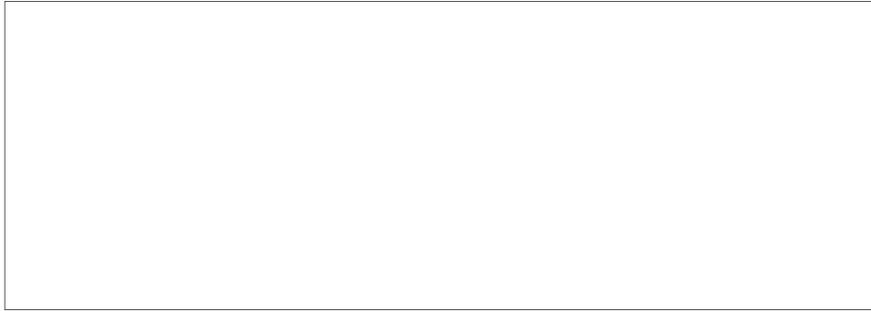
Program B (CIA)

HEXAGON KENNEN [REDACTED]

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- Security interface with the DOD for logistics and air lift activities for all CIA programs.

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COMPARISON SUMMARY

A minimum number of people at a support location is enabled, documentation and formal reporting are held to a minimum, audits and inspections are limited on a need-to-know basis, contracting is immediately responsive to a single manager and non-standard MIL SPEC technical data is effectively employed. Contrasting this with the standard AFLC system management for larger procurement and maintenance items, total system support is levied between five separate air logistic centers with systems support people required at each center. There is full RCS reporting required, separate contracting at each logistic center, normal audits and inspections are carried out and standard Air Force MIL SPEC technical data are employed.

NORS rates for the SR-71 and U-2 are 2.4 and .23 respectively. These rates are significantly more favorable than those for the normal Air Force aircraft inventory.

In comparing depot effectiveness, the AFLC depot effectiveness through December 1973 was 67.3 percent. Depot effectiveness for the U-2 and SR-71 depots has been consistently over 90 percent.

As a comparison between manpower required to support systems under standard and specialized management, an AFLC study indicated that taking into account the difference in number of aircraft, 65 FB-111s and 9 SR-71s and the total number of personnel supporting the engine and airframe areas, the manpower ratio was 8 to 1, FB-111 to SR-71.

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