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30 April 1965

**MEMORANDUM FOR RECORD**

**SUBJECT: NRO Organization and Functions**

On 29 April, Dr. Fubini asked me to prepare a spread sheet which would show on a comparative basis the key points regarding NRO organization and functions as they exist in the FIAB memorandum of 2 May 1964, the Fubini memorandum of 22 April 1965, and the CIA proposed agreement of 26 April 1965.

Attachment 1 was delivered to Dr. Fubini on the evening of 29 April. He found it somewhat one-way. Many of the points he made concerning it were relatively minor; however, he was concerned about our statement that the CIA was not to participate in engineering or operational developments.

Major Yost and I prepared Attachment 2 in an effort to be responsive to Dr. Fubini's comments. Attachment 2A was prepared to justify statement we made with a specific reference in a specific document. Attachment 2 was shown to Dr. Fubini on the morning of 30 April. He insisted that his document did not mean to exclude the CIA from engineering or operational development. What he really "meant" was that the CIA's research and development organization (see par. 4. d. of his proposal) should not be allowed to do engineering or operational development. Dr. Fubini also took the occasion to amplify the outline slightly as shown by the notes which are in his own handwriting.

Attachment 3, the final version, was delivered to Dr. Fubini on the morning of 30 April. He found it satisfactory and took a copy to Mr. Vance. It is Dr. Fubini's hope that Mr. Vance will use this paper as a basis for negotiation with the CIA. He makes the point that the Fubini proposal is less stringent than that of the FIAB.

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PAUL E. WORTHMAN  
Colonel, USAF

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**I. Management Concept**

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**II. Executive Management**

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**III. Organizational Concept**

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**IV. Functional Concepts**

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**V. Budget**

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**VI. Program Review**

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**VII. Security Policy**

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**FIAB Memorandum for the President**  
**2 May 1964**

1. Single, national program
2. Centralized direction, management and conduct
3. Original concept of 13 March 63 Agreement is sound

1. Sec/Def - sole executive agent
2. Manage total program
3. Tasks any agency, as required for NRP

1. Establish NRO - separate DOD operating agency
2. Director, NRO - responsible solely to Sec/Def  
- complete delegation of Sec/Def responsibilities

- is the Under Secretary of the Air Force

- not addressed

- jointly staffed by DOD/CIA; DNRO controls assigned personnel

1. CIA participates in advance planning and research - emphasis on photographic films, processing and exploitation
2. Satellite system development: DOD handles over-all system engineering, procurement, and operation
3. Aircraft system development: Present aircraft management arrangements continue for time being
4. Management review: Strong, centralized control
5. Satellite operations: Assigned in toto to DOD
6. Aircraft operations: Determined by 303 Committee

1. One coordinated, comprehensive budget
2. Establish fiscal control and accounting procedures

1. Periodic reporting by Sec/Def to FIAB and President's Special Assistant for National Security Affairs

1. Continue as CIA function

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**Fubini Memorandum for the Sec/Def  
22 April 1965**

1. Single, national program
2. Centralized development, control, management, and operation

1. Sec/Def - sole executive agent
2. Manage total program
3. Tasks other agencies to cooperate in NRP

1. Establish NRO - separate DOD operating agency
2. Director, NRO - responsible solely to Sec/Def  
- discharge Sec/Def responsibility as executive agent

- not addressed

- not addressed

- jointly staffed by DOD/CIA; DNRO controls assigned personnel

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1. CIA participates by carrying on research, exploratory development, and advanced development -- normally expected to approximate half of the total budget for such items. Solely responsive to DNRO tasking. If full utilization of CIA resources cannot be made, Sec/Def will examine situation and authorize re-programming as appropriate. No engineering or operational development is authorized.
2. Satellite system development: CIA will not conduct engineering or operational development.
3. Aircraft system development: CIA shall continue management of OXCART through the development stage, under direction DNRO, as interim measure.
4. Management review: Strong, centralized control.
5. Satellite operations: Assigned to NRO Deputy for Operations, combining present JRC (JCS) and SOC (NRO).
6. Aircraft operations: Assigned to NRO Deputy for Operations, combining present JRC (JCS) and SOC (NRO).

1. One coordinated, comprehensive budget
2. Establish a fiscal control and accounting procedure

1. Not addressed

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1. Continue as CIA function

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**CIA Proposed Agreement**  
**26 April 1965**

1. **Joint, national endeavor**

1. **Executive Committee: DCI and Deputy Sec/Def**
2. **Executive Committee: Formulate, guide, and regulate the NRP**
3. **Executive Committee: Budget; allocate research, preliminary design study, development, and operational responsibilities with corresponding resources for each; review program**

1. **No NRO**
2. **Director, NR** - responsible to Executive Committee
  - "Carry out the directives of the Ex Com." Goes to operating head of CIA on "all matters of policy, coordination or guidance."
  - selected from any agency by Sec/Def; DCI concurrence; four-year term
  - has Deputy/NR
  - no staff; four independent Assistant Deputies

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1. **CIA participates in research, preliminary design, system development, and operational employment**
2. **Satellite system development: Ex Com assigns on a program-by-program basis lump sum funding -- development through procurement**
3. **Aircraft system development: Ex Com assigns on a program-by-program basis lump sum funding -- development through procurement**
4. **Management review: Only Ex Comm**
5. **Satellite operations: DOD retains responsibility for launching, command tracking, and recovery. DOD's present Satellite Operations Center is transferred to become CIA function, providing final orbit choice, camera programming, etc.**
6. **Aircraft operations: DOD supports. Overt manned overflights generally executed by DOD. Definition of covert or overt is made by Ex Com and 303 Committee**

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1. **Separate funding agreement to be worked out later**
2. **Lump sum funding, program-by-program**

1. **Periodic review by Ex Com**

1. **Continue as a CIA function**

*Attach #3*

VERSION 2

I. Management Concept

II. Executive Management

III. Organizational Concept

IV. Functional Concepts

V. Budget

VI. Program Review

VII. Security Policy

**FIAB Memorandum for the President**  
**2 May 1964**

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|--------------------------|--|
| p.7, RECC 1              | 1. Single, national program  |
| p.5, #2, p.5, #2         | 2. Centralized direction, management and conduct   |
| p.5, #7                  | 3. Original concept of 13 March 63 Agreement is sound  |
| p.7, RECC 2              | 1. Sec/Def - sole executive agent  |
| p.7, RECC 2              | 2. Manage total program  |
| p.7, RECC 2              | 3. Tasks any agency, as required for NRP   |
| p.8, RECC 3              | 1. Establish NRO - separate DOD operating agency   |
| p.8, RECC 3              | 2. Director, NRO - responsible solely to Sec/Def   |
| p.8, #3<br>p.10, #4      | - complete delegation of Sec/Def responsibilities  |
| p.10, #2                 | - is the Under Secretary of the Air Force  |
|                          | - not addressed  |
| p.10, #3                 | - jointly staffed by DOD/CIA; DNRO controls assigned personnel   |
| p.4, #5,<br>para 1, 2, 3 | 1. CIA participates in advance planning and research - emphasis on photographic films, processing and exploitation |
| p.10, #5                 | 2. Satellite system development: DOD handles over-all system engineering, procurement, and operation               |
| p.10, #7+8               | 3. Aircraft system development: Present aircraft management arrangements continue for time being                   |
| p.5, #6                  | 4. Management review: Strong, centralized control  |
| p.10, #5                 | 5. Satellite operations: Assigned <u>in toto</u> to DOD  |
| p.10, #8                 | 6. Aircraft operations: Determined by 303 Committee  |
| p.8, #5                  | 1. One coordinated, comprehensive budget   |
| p.8, #5                  | 2. Establish fiscal control and accounting procedures  |
| p.9, #8                  | 1. Periodic reporting by Sec/Def to FIAB and President's Special Assistant for National Security Affairs           |
| p.9, #7                  | 1. Continue as CIA function  |

**Fubini Memorandum for the Sec/Def  
22 April 1966**

	<p>#1, line 1. Single, national program</p> <p>#1, line 2. Centralized development, control, management, and operation</p>
	<p>#2, ll 1-2. Sec/Def - sole executive agent</p> <p>#2, ll 3 2. Manage total program</p> <p>#2, ll 3-4 3. Tasks other agencies to cooperate in NRP</p>
	<p>#3, ll 1,3,1. Establish NRO - separate DOD operating agency</p> <p>#3, ll 3,4,5 2. Director, NRO - responsible solely to Sec/Def</p> <p>#3, ll 5,6 - discharge Sec/Def responsibility as executive agent</p> <p align="center">- not addressed</p> <p align="center">- not addressed</p>
incl	#11, ll 4-8 - jointly staffed by DOD/CIA; DNRO controls assigned personnel
ic	<p>#4d, ll 1,2,3,4,5. CIA participates by carrying on research, exploratory development, and advanced development -- normally expected to approximate half of the total budget for such items. Solely responsive to DNRO tasking. If full utilization of CIA resources cannot be made, Sec/Def will examine situation and authorize re-programming as appropriate. No engineering or operational development is authorized. #4d, ll 2,3</p> <p>#4, ll 12,13</p> <p>#4, ll 15-22</p> <p>#4d, ll 5 2. Satellite system development: CIA will not conduct engineering or operational development.</p> <p>#4d, ll 5</p> <p>#12, ll 1-3 3. Aircraft system development: CIA shall continue management of OXCART through the development stage, under direction DNRO, as interim measure.</p> <p>#13, ll 1-4</p> <p>#1, ll 2 4. Management review: Strong, centralized control.</p> <p>#7, ll 1-13 5. Satellite operations: Assigned to NRO Deputy for Operations, combining present JRC (JCS) and SOC (NRO).</p> <p>#7, ll 1-13 6. Aircraft operations: Assigned to NRO Deputy for Operations, combining present JRC (JCS) and SOC (NRO).</p>
	<p>#9, ll 1,2 1. One coordinated, comprehensive budget</p> <p>#9, ll 3,4 2. Establish a fiscal control and accounting procedure</p>
	1. Not addressed
	#6, ll 1-4 1. Continue as CIA function

CIA Proposed Agreement  
26 April 1965

p1, IA 1. Joint, national endeavor

p2, IA 1. Executive Committee: DCI and Deputy Sec/Def  
p2, IA Intro 2. Executive Committee: Formulate, guide, and regulate the NRP  
p2 3. Executive Committee: Budget; allocate research, preliminary design study, development, and operational responsibilities with corresponding resources for each; review program

1. No NRO (Attachment + Fabric note p.3)  
p3, B INTRO. Director, NR - responsible to Executive Committee  
p3, B 8-9 - "Carry out the directives of the Ex Com. " Goes to operating head of CIA on "all matters of policy, coordination or guidance."  
p.3, B 6  
p.3B, INTRO - selected from any agency by Sec/Def; DCI concurrence; four-year term  
Attachment - has Deputy/NR  
Attachment - no staff; four independent Assistant Deputies

p.45, L #APP  
p.2 #A 1. CIA participates in research, preliminary design, system development, and operational employment  
p.45 #A 2. Satellite system development: Ex Com assigns on a program-by-program basis lump sum funding -- development through procurement  
p.5, #B 3. Aircraft system development: Ex Com assigns on a program-by-program basis lump sum funding -- development through procurement  
p.5 #B 4. Management review: Only Ex Comm

p.6 #B, 3, 5. 5. Satellite operations: DOD retains responsibility for launching, command tracking, and recovery. DOD's present Satellite Operations Center is transferred to become CIA function, providing final orbit choice, camera programming, etc.

p.6 #B, 1, 2, 3. 6. Aircraft operations: DOD supports. Overt manned overflights generally executed by DOD. Definition of covert or overt is made by Ex Com and 303 Committee

p.7 F 1. Separate funding agreement to be worked out later  
p.3, B, 5 2. Lump sum funding, program-by-program

p.2, A, 6 1. Periodic review by Ex Com

p.7 E 1. Continue as a CIA function

Attach # 20

I. Management Concept

II. Executive Management

III. Organizational Concept

IV. Functional Concepts

V. Budget

VI. Program Review

VII. Security Policy

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VERSION 2

FIAB Memorandum for the President  
2 May 1964

1. Single, national program
2. Centralized direction, management and conduct
3. Original concept of 13 March 63 Agreement is sound

1. Sec/Def - sole executive agent
2. Manage total program
3. Tasks any agency, as required for NRP

1. Establish NRO - separate DOD operating agency
2. Director, NRO - responsible solely to Sec/Def  
- complete delegation of Sec/Def responsibilities

- is the Under Secretary of the Air Force

- not addressed

- jointly staffed by DOD/CIA; DNRO controls assigned personnel

1. CIA participates in advance planning and research - emphasis on photographic films, processing and exploitation

2. Satellite system development: DOD handles over-all system engineering, procurement, and operation
3. Aircraft system development: Present aircraft management arrangements continue for time being
4. Management review: Strong, centralized control
5. Satellite operations: Assigned in toto to DOD
6. Aircraft operations: Determined by 303 Committee

1. One coordinated, comprehensive budget
2. Establish fiscal control and accounting procedures

1. Periodic reporting by Sec/Def to FIAB and President's Special Assistant for National Security Affairs

1. Continue as CIA function

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Fubini Memorandum for the Sec/Def  
22 April 1965

1. Single, national program
2. Centralized development, control, management, and operation
3. *not addressed*

1. Sec/Def - sole executive agent
2. Manage total program
3. Tasks other agencies to cooperate in NRP

1. Establish NRO - separate DOD operating agency
2. Director, NRO - responsible solely to Sec/Def  
- discharge Sec/Def responsibility as executive agent

- not addressed

- not addressed

- jointly staffed by DOD/CIA; DNRO controls assigned personnel

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1. CIA participates by carrying on research, exploratory development, and advanced development, -- normally expected to approximate half of the total budget for such items. Solely responsive to DNRO tasking. If full utilization of CIA resources cannot be made, Sec/Def will examine situation and authorize re-programming as appropriate. ~~No engineering or operational development is authorized.~~ *DNRO will report to*
2. Satellite system development: ~~CIA will not conduct engineering or operational development.~~ *CIA to participate to extent required by DNRO*
3. Aircraft system development: CIA shall continue management of OXCART through the development stage, under direction DNRO, as interim measure
4. Management review: Strong, centralized control.
5. Satellite operations: Assigned to NRO Deputy for Operations, combining present JRC (JCS) and SOC (NRO).
6. Aircraft operations: Assigned to NRO Deputy for Operations, combining present JRC (JCS) and SOC (NRO).

1. One coordinated, comprehensive budget
2. Establish a fiscal control and accounting procedure

1. Not addressed

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1. Continue as CIA function

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CIA Proposed Agreement  
26 April 1965

1. Joint, national endeavor

2) \_\_\_\_\_

3) March 13 agreement to be cancelled

*no contacts with CIA operators*

1. Executive Committee: DCI and Deputy Sec/Def
2. Executive Committee: Formulate, guide, and regulate the NRP
3. Executive Committee: Budget; allocate research, preliminary design study, development, and operational responsibilities with corresponding resources for each; review program

*functions towards CIA but may be delegated Management of DOD positions*

1. No NRO
2. Director, NR - responsible to Executive Committee - *no management*  
"Carry out the directives of the Ex Com." Goes to operating head of CIA on "all matters of policy, coordination or guidance."  
selected from any agency by Sec/Def; DCI concurrence; four-year term  
has Deputy/NR  
no staff; four independent Assistant Deputies *from each of and CIA*  
1. CIA *responsible* research, preliminary design, system development, *and operational employment on programs assigned by Ex Com.*  
2. Satellite system development: Ex Com assigns on a program-by-program basis lump sum funding -- "development through procurement"  
3. Aircraft system development: Ex Com assigns on a program-by-program basis lump sum funding -- "development through procurement"  
4. Management review: Only Ex Com *but D/NR monitors and is kept fully informed*  
5. Satellite operations: DOD retains responsibility for launching, "command" tracking, and recovery. DOD's present Satellite Operations Center is transferred to become CIA function, providing final orbit choice, camera programming, etc. - *Developing agency controls "payload" integrate*  
6. Aircraft operations: DOD supports. Overt manned overflights generally and executed by DOD. Definition of covert or overt is made by Ex Com and 303 Committee

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*CIA all credit*

1. Separate funding agreement to be worked out later *but budgets of CIA and DOD consolidate*
2. Lump sum funding, program-by-program *no part incremental funding from D/NR*
1. Periodic review by Ex Com *by D/NR who has power to review but not modify*
1. Continue as a CIA function

Attach #2

**I. Management Concept**

**II. Executive Management**

**III. Organizational Concept**

**IV. Functional Concepts**

**V. Budget**

**VI. Program Review**

**VII. Security Policy**

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**FIAB Memorandum for the President**  
**2 May 1964**

1. Single, national program
2. Centralized direction, management and conduct
3. Original concept of 13 March 63 Agreement is sound

1. Sec/Def - sole executive agent
2. Manage total program
3. Tasks any agency, as required for NRP

1. Establish NRO - separate DOD operating agency
2. Director, NRO - responsible solely to Sec/Def  
- complete delegation of Sec/Def responsibilities

- is the Under Secretary of the Air Force

~~- no Deputy~~ *not as directed*

- jointly staffed by DOD/CIA; DNRO controls assigned personnel

1. CIA participates in advance planning and research - emphasis on photographic films, processing and exploitation.
2. Satellite system development: DOD handles over-all system engineering, procurement, and operations.
3. Aircraft system development: Present aircraft management continues for time being.
4. Management review: Strong, centralized control
5. Satellite operations: Assigned in toto to DOD.
6. Aircraft operations: Determined by 303 Group.

1. One coordinated, comprehensive budget.
2. Establish a fiscal control and accounting procedure.

1. Periodic reporting by Sec/Def to FIAB and President's Special Assistant for National Security Affairs

1. Continue as CIA function.

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Fubini Memorandum for the Sec/Def  
22 April 1965

1. Single, national program

1. Sec/Def - sole executive agent
2. Manage total program
3. Tasks any agency, as required for NRP

1. Establish NRO - separate DOD operating agency
2. Director, NRO - responsible solely to Sec/Def  
- discharges Sec/Def responsibilities

- appointed by Sec/Def

- no Deputy

- jointly staffed by DOD/CIA; DNRO controls assigned personnel

1. CIA participates in ~~basic and applied research; no engineering or operational development.~~ Responsive solely to DNRO tasking.
2. Satellite system development: ~~All engineering and operational development to the DOD.~~
3. Aircraft system development: ~~OXCART continue with CIA under direction of DNRO through development.~~ <sup>CIA continue management of</sup> OXCART continue with CIA under direction of DNRO through development.
4. Management review: Strong, centralized control.
5. Satellite operations: Assigned to NRO Deputy for Operations, combining present JRC (JCS) and SOC (NRO).
6. Aircraft operations: Assigned to NRO Deputy for Operations, combining present JRC (JCS) and SOC (NRO).

1. One coordinated, comprehensive budget.
2. Establish a fiscal control and accounting procedure.

1. Not addressed.

1. Continue as CIA function.

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CIA Proposed Agreement  
26 April 1965

1. Joint, national endeavor p.1, I, A.

1. Executive Committee: DCI/Deputy Sec/Def p.2, II, A  
 2. Executive Committee: Negotiate, formulate, guide, <sup>and</sup> regulate the NRP. p.2, II, I  
 3. Executive Committee: Budget; allocate ~~total tasks and resources~~, review program.

1. No NRO *See Attachment & fabric notes* <sup>research, preliminary design study, development and operational responsibilities with some funds resources for each</sup>  
 2. Director, N/R - responsible to Ex Comm <sup>p.2</sup>  
 - "Carry out the directives of the Ex Comm." Goes to p.3, el 8-9 operating head of CIA on "all matters of policy, p.3, B, 6 coordination or guidance."  
 - selected from any agency by Sec/Def; DCI concurrence; four-year term. p.3, B, Intro.  
 - has Deputy N/R *See Attach.*  
 - no staff; four independent Assistant Deputies *See Attachment*

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p.4, 5, 6, 9, A, B, C.

1. CIA participates in research, preliminary design, system development, <sup>and operational employment. *funding by lump sum from Dept of*</sup>  
 2. Satellite system development: Ex Com assigns on a program-by-program basis  
 3. Aircraft system development: Ex Com assigns on a program-by-program basis  
 4. Management review: <sup>*only Ex Com*</sup> ~~Non-annual; lump sum funding~~ development through procurement.  
 5. Satellite operations: ~~Remove from DOD and assign to CIA with complete mission responsibility.~~  
 6. Aircraft operations: ~~Assigned to CIA. All cost~~ <sup>*Assigned to CIA. All cost*</sup> ~~manned over flight of denied access to CIA; DOD supports. *DOD manned over flights generally accepted by DOD. Define of cover or order to made by Ex Com and not authorized.*~~  
 1. Separate funding agreement to be worked out later.  
 2. Lump sum funding, program-by-program.

p.6-7, D, 1, 2, 3

p.7, F  
p.3, B, S

p.2, A, 6 1. Periodic review by Ex Com.

p.7 E 1. Continue as a CIA function

Attach #1