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USCIB: 29./12

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21 JAN 1955

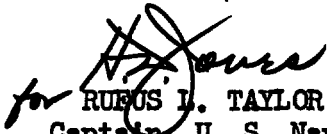
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MEMORANDUM FOR THE MEMBERS OF USCIBEC:

Subject: Procedure for Handling Intercept Base Rights Problems.

1. Pursuant to USCIBEC decision at its 21st Meeting the enclosed report has been prepared and submitted by the ad hoc committee chaired by Mr. Madison Mitchell.

2. This report is forwarded with a view to consideration at the 24th Meeting of USCIBEC, to be held on 28 January 1955.


for RUFUS L. TAYLOR
Captain, U. S. Navy
Executive Secretary, USCIB

Enclosure
a/s

USCIB: 29./12

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20 January 1955

MEMORANDUM TO THE EXECUTIVE SECRETARY, USCIB

Subject: Ad Hoc Committee of USCIBEC on Base Rights

Inclosed is the Ad Hoc Committee's report on base rights setting forth the problems involved and the Committee's recommendations for future procedural arrangements. Although the Department of Defense was not represented on the Committee as originally constituted, after an initial perusal of the problem it was apparent that the Department was deeply involved in the entire base rights problem. At the request of the Chairman, Mr. P. J. Patton and Mr. Robert Drake, Office of Special Operations, Office of the Secretary of Defense, attended the Committee meetings and participated in the preparation of the report. Without this assistance the Committee would have been severely handicapped.

FOR THE COMMITTEE:

/s/ Madison Mitchell
MADISON MITCHELL, NSA
Chairman

Enclosure with USCIB 29./12 dtd 21 Jan 55

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MEMORANDUM FOR THE MEMBERS OF USCIBEC

Subject: Ad Hoc Committee of USCIBEC on Base Rights

Reference: USCIB 29./6 dated 18 October 1954
USCIB 29./7 dated 28 October 1954
USCIB 29./10 dated 24 November 1954

PROBLEM

1. The Ad Hoc Committee was established in order to (a) examine existing base rights procedures, (b) recommend any modifications of existing procedures considered desirable, and (c) advise whether the creation of a standing committee of USCIBEC is considered desirable and, if so, recommend its composition.

DISCUSSION

2. The Ad Hoc Committee believed that the COMINT base rights responsibilities both of and within the participating departments and agencies should be clarified for the information of USCIB. The following specific interests were expressed:

a. The State Department is interested in insuring that:

- (1) The existing COMINT base requirements of all Services for a particular country be available for consideration at the same time. (To the extent possible, the ELINT requirements for the country should also be available.)
- (2) Before the State Department receives the COMINT requirements they be coordinated with all interested departments and agencies.
- (3) It be consulted in the determination of the agent to conduct the negotiations with the foreign government, i.e., the Ambassador, Military Advisory Group, Area Command Headquarters, etc.

b. Certain actions in fulfillment of COMINT base requirements can be handled successfully only in U.S. Non-COMINT channels. The Department of Defense desired that such actions be removed from COMINT channels as early as possible.

c. USCIB interests in general base rights matters are as outlined in USCIB 29./6 and 29./7. All member agencies and departments have an interest in being informed of COMINT base requirements and initiation of negotiations for site surveys and installations as far in advance as possible. They also have an interest in information concerning the progress of negotiations and the deployment of units to the sites selected.

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d. The National Security Agency and the Services involved in procuring rights for a particular COMINT base are interested in all actions and correspondence from the outset of negotiations through final completion of the installation.

3. The following allocation of responsibilities was determined to exist within departments and agencies participating in the base rights procedures:

a. Department of State

- (1) The Department of State is responsible for:
 - (a) Determining the political feasibility and timing of conducting COMINT site surveys and acquiring COMINT base rights.
 - (b) Determining the extent to which the Department of State should conduct or participate in negotiations for COMINT site surveys and base rights and the proper person to be approached in the foreign government.
 - (c) Conducting negotiations for COMINT site surveys and base rights when appropriate.
 - (d) Exercising general supervision over the political aspects of all negotiations for COMINT site surveys and base rights.
- (2) Within the Department of State the geographic bureaus are responsible for all discussion, correspondence and action on COMINT base rights except for the following duties assigned to the Special Projects Staff of the Office of the Special Assistant, Intelligence:
 - (a) Handling all matters which USCIB policy requires to be handled in COMINT channels.
 - (b) Handling all discussion and correspondence on relevant Third Party COMINT arrangements; details of the mission or operation of COMINT facilities; and any quid pro quo involving provision of COMINT traffic, training or information.
 - (c) Handling all inquiries, correspondence and discussions relating to COMINT site survey requests and arrangements.

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- (d) Handling preliminary informal inquiries relating to COMINT base rights.

b. Department of Defense

- (1) The Department of Defense is responsible for:
 - (a) Determining the military requirement for COMINT bases.
 - (b) Insuring the military COMINT base requirements are included in the over-all military base requirements list and in country "packages."
 - (c) Exercising general supervision over the military aspects of all site survey and base rights requirements.
- (2) Within the Department of Defense, the Office of Foreign Military Affairs, (OFMA), Assistant Secretary of Defense, (International Security Affairs), is responsible for all aspects of site survey and base rights problems which USCIB policy does not require be handled in COMINT channels and which are not specifically assigned elsewhere. Among OFMA responsibilities are included the following specific duties:
 - (a) General supervision within the Department of all aspects of base rights and site survey actions.
 - (b) Final approval of all Defense requirements passed to the Department of State and coordination on, and concurrence in, all State/Defense correspondence required during the conduct of negotiations.
- (3) The following named elements of the Department of Defense have been assigned the specific duties indicated.
 - (a) Office of Special Operations, Office of the Secretary of Defense (OSD) is responsible for:
 - 1 Handling all matters which USCIB policy requires to be handled in COMINT channels, and which are not otherwise specifically assigned within the Department.

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2 Handling for OSD all discussion and correspondence on relevant Third Party COMINT arrangements; details of the mission or operation of COMINT facilities; and any quid pro quo involving provision of COMINT traffic, training or information, when such duties have not been assigned to NSA.

(b) The Service Executive Agent of the Department of Defense for each country is responsible for:

1 Preparing and furnishing to the Department of State the "package" requirements for both base rights and site surveys.

2 Requesting the Area Command Headquarters involved to conduct site surveys.

(c) A representative of the Department of State (Mr. W. Park Armstrong, Jr.) and a representative of the Department of Defense (Major J. Craig Teller, USAF) have been designated under an exchange of letters for their respective departments to communicate directly to effect an exchange of information on site survey projects.

c. Department of the Army

(1) The requirements for Army intercept facilities overseas are coordinated unofficially by NSA with the Army Security Agency (ASA), and are submitted by ASA through the Assistant Chief of Staff, G-2, Department of the Army, for inclusion in the Survey of Current U.S. Base Requirements Outside the Continental Limits of the U.S. Acting for G-2, Department of the Army, ASA serves as the point of contact for all matters concerning Army COMINT base requirements and effects coordination and exchange of information with other Services and Agencies in this field as appropriate.

(2) Within the Department of the Army, the ACoFS G-3 is responsible for the preparation, consolidation and annual review of the U.S. Army base requirements overseas and presentation of the requirements to the JCS for consideration and approval. G-3 DA specifically:

(a) Supervises the Department of the Army participation in negotiations for overseas bases.

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- (b) Monitors the Army interests in negotiating instructions that are issued by the Departments of State and Defense.
- (c) Insures the Department of the Army and overseas commands are appropriately represented in these negotiations either by sending a representative from G-3 or authorizing the command concerned to represent the Army.
- (d) Provides the personal representative of the Secretary of the Army (Lt. Col. S. Young) on all matters pertaining to base rights negotiations.
- (e) Serves as central depository, within the Army, of all international base rights agreements.
- (f) Notifies the overseas commander of the requirement for site surveys, where appropriate.

d. Department of the Navy.

- (1) Within the Department of the Navy the Chief of Naval Operations, Director of Naval Communications (DNC), is responsible for planning detailed COMINT base requirements on such tasks as are delegated to the Navy by Director, National Security Agency. DNC (Op-30) states Navy's COMINT base requirements in non-codeword terms and passes them to the Director, Logistic Plans Division (Op-40). At this point COMINT base requirements are outside special channels and are combined with all other Navy requirements for that area. The Logistic Plans Division (Op-40) passes total Navy base requirements to the appropriate component of the Service which has been designated service executive agent for the Department of Defense. Logistic Plans Division (Op-40) handles whatever further coordination is required between Navy and the service executive agent until base rights agreements are signed, after which time DNC (Op-30) again assumes responsibility. In the event COMINT quid pro quo is raised by the foreign country via non-COMINT channels leading to Logistic Plans Division (Op-40), that office would immediately refer the matter to DNC (Op-30), who would in turn refer it to Director of Naval Intelligence (Op-92) for appropriate action, including reference to USCIB.

e. Department of the Air Force.

- (1) General responsibilities of the Air Force in fulfillment of CCLINT Base Rights requirements are:
 - (a) Completing the preparatory work prior to the initiation of negotiations.
 - (b) Monitoring the international negotiations for military rights from the Air Force standpoint.
- (2) The role of the Director of Intelligence within the Air Staff with regard to procurement of COMINT rights in foreign countries is as follows:
 - (a) Acts as point of contact within the Air Staff for transmitting to the Director of Operations information on sites and operating locations required by USAF Security Service.
 - (b) Monitors plans and programs prepared in fulfillment of COMINT intercept requirements levied upon the Air Force.
 - (c) Initiates actions to obtain authority for AF COMINT site surveys.
 - (d) Throughout negotiations for site surveys, base rights, and the establishment of AF intercept installations, monitors the correlation of AF Intelligence requirements with planned facilities.
 - (e) Maintains close liaison with all Air Staff offices having interest in the preparation of COMINT rights required, site surveys, and conduct of all air base matters in fulfillment of these COMINT requirements.
- (3) The Director of Operations, Hq USAF, is responsible for consolidating the AF requirements (including COMINT requirements) in overseas areas. The "Statement of USAF military requirements" thus developed is forwarded to the Director of Plans for further action. (Note: If the USAF requirements have not previously been forwarded to the Director of Plans for consolidation in the JCS annual review, and are strategic in nature, the Director of Plans will forward these requirements to the JCS for approval.)

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- (4) The Director of Plans will upon receipt of a "Statement of Requirements" from the Director of Operations, which will necessitate international negotiations, initiate the necessary action to consolidate the AF requirements with those of the Army and the Navy in a "statement of U.S. military requirements" which may be used as a basis for negotiations.

THE AIR FORCE AS EXECUTIVE AGENT

- (5) The preliminary work of any particular series of negotiations is the responsibility of one military department, as mutually agreed, which acts as the coordinating agency within the Department of Defense throughout the course of negotiations and until an agreement is successfully concluded.
- (6) The preliminary work of the Air Force when designated Service Executive Agent, prior to the opening of negotiations, consists of three steps:
- (a) Consolidating the military requirements of the three Services into a single "statement of U.S. military requirements".
 - (b) Insuring that a draft of an appropriate agreement is prepared; or, in the absence of such a document, indicating the type of arrangements desired.
 - (c) Coordinating the development of negotiating instructions with the State Department and the other interested agencies.
- (7) The Director of Plans, Hq USAF (when designated Executive Agent) will in coordination with the Air Force General Council, the Department of State, and the other Services, insure that a proposed governmental agreement to provide the necessary military rights, is prepared. If a formal full-scale agreement is not required, instructions as to the type of arrangements required will be prepared as a substitute: The Director of Plans, Hqs USAF, will complete the "negotiating package" normally consisting of:
- (1) A statement of military requirements.
 - (2) Proposed governmental agreement.

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- (3) A letter from the Secretary of Defense to the Secretary of State elaborating on the first two documents. The letter to the Secretary of State will also formally request that negotiations be initiated for the military rights desired. This "package" will be coordinated with all interested agencies.
- (8) In actions during and following negotiations, the Director of Plans (for all cases in which the USAF is the coordinating Department) will continue to represent the Department of Defense in all phases of the negotiations. This involves continual coordination with the Army, Navy, Departments of State and Defense, as well as the other interested offices within the Air Staff. This responsibility continues throughout the entire course of negotiations and during the period following the completion of negotiations when certain follow-up implementation actions must be taken.

f. National Security Agency, through Plans and Policy Division is responsible for:

- (1) Formulating the COMINT base rights requirements for approval by the Secretary of Defense.
- (2) Preparing COMINT quid pro quo recommendations for approval by USCIB. NSA is also responsible for providing a technical consultant to the negotiators should one be required.
- (3) Nominating the military service (or services) to perform site surveys.
- (4) Providing Terms of Reference for site surveys and for providing technical assistance as may be required in implementing the surveys.
- (5) Analyzing the results of site surveys and determining the specific location of the unit in the country.
- (6) Handling informal inquiries relating to COMINT base rights and site survey matters.

RECOMMENDATIONS

4. The Ad Hoc Committee recommends acceptance of the following additional responsibilities which will satisfy specific interests of participating departments and agencies:

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a. The office of the Secretary of Defense be responsible for forwarding approved COMINT base rights programs to USCIB for information.

b. NSA be responsible for advising USCIB when the Service has been nominated to perform a site survey.

c. The Department of State or the Service assigned responsibility for conducting the negotiations be responsible for advising USCIB when negotiations for site surveys and/or base rights are about to begin and on major developments in these negotiations.

d. Individual Services be responsible for advising USCIB when units will be deployed to the bases granted.

5. The Ad Hoc Committee further recommends that participating departments familiarize themselves thoroughly with approved procedures and with the responsibilities of participating departments and agencies.

6. The members of the Committee consider that if the above recommendations are accepted, the establishment of a Standing Committee of USCIBEC is not required.

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