

12 September 1944

Comments on attached tentative draft of Navy Instructions for
Maintaining the Security of Communication Intelligence, dated
23 June 1944

1. It is noted that the instructions apply to all communication intelligence and are not confined, as in the case of the Army Ultra regulations, to intelligence derived from cryptanalysis of high grade codes and ciphers. It is assumed that the Navy does not consider it necessary to make the distinction which the Army makes between high level and other signal intelligence.

2. The instructions use the word "Ultra" as the code word for all signal intelligence, whereas the Army uses it only for signal intelligence derived from high grade codes and ciphers. The difference may lead to some confusion when signal intelligence is exchanged between the Services.

3. The instructions do not provide for special channels, ciphers and personnel for the transmission and handling of Ultra as do the Army regulations.

4. The recipients authorized in paragraph 4 of the instructions include Fleet and major Task Force Commanders, their Chiefs of Staff, Assistant Chiefs of Staff for Plans, Operations, and Intelligence, and their Communications Officers. The Army regulations permit Ultra to be given to comparable officers and also to additional Intelligence and Operations Staff Officers as specifically authorized in each instance by the War Department. Such a provision is considered essential to permit Ultra to be handled efficiently at receiving headquarters. It is understood that the Navy does permit additional officers to handle Ultra when necessary (e.g., JICFOA, 7th Fleet).

5. The lowest echelon authorized by the Navy regulations to receive undisguised Ultra is "major Task Force." The Army regulations permit Ultra to be given to headquarters down to and including Army Groups or equivalent Air Force formations, and also in exceptional circumstances with authority of the Theater Commander to Corps or Division or equivalent Air Force formations if operating independently and if physical security is assured. Such a provision is considered necessary to provide flexibility.

~~TOP SECRET~~

6. Paragraph 4 of the instructions provide that when communication intelligence is passed to subordinates, it shall be passed without reference to its source and the message shall contain the word "Ultra." It is not understood who are included in the word "subordinates" or why the application of paragraph 4 is limited to messages to subordinates.

7. Paragraph 4 permits disguised Ultra to be passed on when "necessary." There is no restriction as to whom it may be passed on. The comparable provision of the Army regulations permits only operational orders based on Ultra to be passed on to recipients in addition to those authorized to receive Ultra.

8. Paragraph 5 emphasizes the necessity for caution on the part of "lower echelons" in taking action on Ultra which might disclose the source. This seems to imply that, contrary to paragraph 4, echelons lower than those listed in paragraph 4 will receive Ultra intelligence and will know that it is Ultra.

9. It is noted that each receiving headquarters appoints its own officer to control dissemination and security of Ultra, and that no centralized control of such officers is contemplated, as in the case of the Army's "Special Security Officers."

10. The instructions provide that all messages containing Ultra information shall be classified as Top Secret. Army regulations for Ultra do not specify what classification shall be used. Top Secret is used, but it is felt that the important protection of Ultra is its special handling rather than its classification.

11. The reason for including the word "ordinarily" in the last sentence of the instructions is not clear.

12. The instructions contain no provisions for briefing recipients, "signing off" recipients and keeping lists of recipients, such as are contained in paragraphs 8 a, 8 e and 8 e of the Army regulations.

13. The instructions contain no provisions comparable to the provisions of paragraph 10 of the Army regulations, concerning when information from Ultra sources may be included in non-Ultra reports or estimates.

~~TOP SECRET~~

~~SECRET~~Date 26 June 44TOFROM

Commanding Officer *WPC*
 Asst. Commandant
 Dir. of Com. Research
 Administrative Officer
 Asst. Administrative Officer
 Adjutant
 Asst. Adjutant
 Chief, Admin. Branch
 Info. & Liaison Branch
 Chief, A Branch
 Chief, B Branch
 Chief, C Branch
 Chief, D Branch
 Chief, E Branch
 Chief, F Branch
 Chief, G Branch
 2d Sig. Serv. Bn.
 Director of Training
 Property Officer
 Intelligence Officer
 Personnel Officer
 Provost Marshal
 Post Dispensary
 Post Engineer
 Post Mail Room
 Secretary to C.O.
 General Files
 201 Files

Comments and Return

Recommendations

Signature, if approved

As Requested

As Discussed

Your action

 Information and Return

Information and Forwarding

Information and File

See Note on Back

Here is draft of ~~latest~~
 revision of ~~new~~ instructions
 on Ultra.

~~SECRET~~
~~SECRET~~

~~TOP SECRET~~TENTATIVE DRAFT

23 June 1944

Op-20-G/lmd

G-1 No. 17

~~TOP SECRET~~INSTRUCTIONS FOR MAINTAINING THE SECURITY OF
COMMUNICATION INTELLIGENCE

1. Definition: Communication Intelligence embraces all intelligence derived from enemy communications and consists of (a) Special Intelligence which is that intelligence obtained by decrypting enemy coded or ciphered messages, and (b) Traffic Analysis Intelligence (Y inferences) which is that intelligence derived from enemy communications by all means short of decryption.

2. Value: The extreme importance and value of Communication Intelligence cannot be over-emphasized. It has been the principal source of authentic information regarding the enemy's future actions and intentions. For this reason it is imperative that the source of this intelligence be protected in order to permit a continuing flow of information. Physical security of this type of intelligence is not sufficient. All references to its existence, however guarded, must be avoided except to those who actually require it in the execution of their tasks. Communication Intelligence must not be divulged to any individual merely because of his rank. The Commander in Chief, United States Fleet and Chief of Naval Operations therefore directs that the following paragraphs be scrupulously complied with and that, in particular, every effort be made to reduce to the

- 1 -

Enclosure (B) to Cominch Serial

~~TOP SECRET~~

TENTATIVE DRAFT

~~TOP SECRET~~

absolute minimum the number of persons who have the knowledge of such intelligence.

3. Code Words: Whenever it becomes necessary to pass Communication Intelligence to subordinates, it shall be passed without reference to its source, and the message shall contain the word "~~SUPER~~" or the word "ULTRA".

4. Authorized Recipients: All traffic bearing the foregoing code words shall be routed to and be seen by only those of the following who must have the information in order to carry out their duties, viz., Fleet and major Task Force Commanders, their Chiefs of Staff, Assistant Chiefs of Staff for Plans, Operations, and Intelligence, and their Communication Officers. When it becomes necessary to pass on "~~SUPER~~" or "ULTRA" information, it shall be passed on in the form of an operational directive, avoiding all mention of the source and further safeguarding the source by careful paraphrasing or elimination of specific dates, times, numbers, and so forth. Under no circumstances shall an authorized recipient discuss items of Communication Intelligence with any person unless he is assured that that person is authorized to receive such intelligence. Communication and intelligence personnel handling or seeing this type of traffic must be carefully selected, kept to a minimum, and turnover of personnel avoided in so far as possible.

~~TOP SECRET~~TENTATIVE DRAFT~~TOP SECRET~~

5. Operational Information: Communication Intelligence contains items of operational value. While it is true that, to be of value, positive or operational use must be made of such intelligence, it should be borne in mind that the risk of compromising the source is always present and the action officer must weigh this disadvantage against the tactical advantage which may be only local or only temporary. This applies particularly to lower echelons where the locations are exposed to enemy actions or where the provisions for security are less than acceptable. In practically all cases, a simple directive to take a specific action, addressed to the unit or units concerned, will suffice, rendering unnecessary the transmitting of the source of the information or the information itself on which the directive is based. Special precautions to prevent the disclosure of accurate knowledge based on "ULTRA" information concerning enemy intentions, or the location, movement or composition of enemy units shall be taken in briefing pilots because of the danger of their capture by the enemy,

6. Dissemination: In order to provide for proper dissemination of Communication Intelligence and at the same time insure adequate safeguards for its security, those commands receiving "ULTRA" information shall designate an officer who is thoroughly conversant with Communication Intelligence matters to control the dissemination and physical security of all "ULTRA" received. In all cases where it becomes necessary to

~~TOP SECRET~~TENTATIVE DRAFT~~TOP SECRET~~

disseminate "ULTRA" information to subordinate commands by cryptographic systems other than those specified in paragraph 7 below, such dissemination shall be made by this officer, or passed by him as may be directed by the Fleet Commander concerned.

7. Cryptographic Systems: Whenever Communication Intelligence is transmitted, only cryptographic systems of the highest security (i.e., ECM, CCM, TYPEX, or one-time cipher) and narrowest distribution shall be utilized. When, in exceptional cases, this is impossible, information shall be passed by utilizing the cryptographic system of the highest security available, including in these messages only the barest essentials required for necessary action by the addressee.

8. References: No reference to Communication Intelligence shall be made in War Diaries, Action Reports, or other reports or proceedings without prior specific authority of the Commander in Chief, United States Fleet and Chief of Naval Operations. Whenever action is taken, based on Communication Intelligence, studied effort must be made to insure that such action cannot be traced or attributed to this type of intelligence alone. Whenever possible, action against specific targets revealed by "ULTRA" shall be preceded by appropriate air or land reconnaissance or other suitable camouflage measures. In general, momentary tactical advantage is not sufficient ground for taking any risk of compromising the source.

~~TOP SECRET~~TENTATIVE DRAFT~~TOP SECRET~~

9. Classifications: All copies of messages, translations, or other documents containing "ULTRA" information shall be classified as TOP SECRET. Copies shall be kept at a minimum and shall be destroyed immediately after use is made of the information. Complete files of "ULTRA" dispatches shall be maintained only by Commanders in Chief and main Communication Intelligence centers. Particular care shall be exercised to insure that files of "ULTRA" information are not maintained in locations exposed to view by, or accessible to, persons not ordinarily authorized to see such information.