7 July 1953

MEMORANDUM FOR THE SPECIAL ASSISTANT

SUBJECT: Comments on Mr. Lay's Draft CCSEC Directive

1. As per your request, herewith the position of R/D on the proposed paragraph 2g which covers research and development functions and responsibilities of the Director, NSA, acting for the CCSEC Executive Agent.

   a. The Director has taken the position, in which we concur without reservation, that the person assigned responsibility for carrying out the administration of the National CCSEC program must be authorized and empowered to prescribe the crypto-principles used, or proposed for use, in securing classified telecommunications of the Executive Branch of the U. S. Government, and that he must further be authorized and empowered to prescribe rules, regulations and instructions controlling the conditions under which Departments and Agencies of the Executive Branch may and shall use crypto-security equipment. This position appears to us to be the only one compatible with the spirit of the Presidential Directive to "assure within the various Departments and Agencies ..... high and uniform standards of communication security and the adequacy of the cryptographic systems used." We of R&D believe that only with these authorities can "CCSEC policies and procedures ..... be integrated" to achieve the purposes of the Presidential Directive.

   b. Prescription of crypto-principle and of crypto-security operating procedures, in order to be effective, efficient or economical, implies both logically and practically that the prescribing authority must have cognizance over the National CCSEC development program. Just as the achievement and maintenance of an adequate state of crypto-security requires a National CCSEC regulatory authority, so continued maintenance of crypto-security in the future requires a National CCSEC research and development program. Denial to the CCSEC authority of the functions of formulating and carrying out the National CCSEC research and development program would result in indefensible loss of effectiveness, efficiency and economy.

   c. The person or Agency responsible for the National CCSEC research and development program must be empowered to prevent technically inadvisable, economically unjustifiable, and/or administratively inefficient utilization of the very limited CCSEC development talent available to the United States. This authority must be responsible for the formulation and conduct of an overall CCSEC program, including...
research and development, but he must not be denied the use of various
departmental facilities, nor must he be limited to "projects of common
concern". To the extent that communications security is of national
concern, the crypto-principles and crypto-equipments developed anywhere
in the world for the potential use of any organization of the Executive
Branch of the U. S. Government are matters of national interest, inasmuch
as a weak system used by one Agency is thoroughly capable of nullifying
the protection afforded by a sound system employed by all the other
Agencies of the Government. Therefore, seen from the technical view-
point, it is essential to the national security that the U. S. CONSEC
Authority supervise a single program rather than merely "review and
coordinate" a diversity of CONSEC programs of a development nature.

d. This supervision, in order to be effective in achieving
the objectives defined in the Presidential Memorandum, must include
authority and responsibility for establishing and conducting the program,
for reviewing the program frequently, and for assigning and supervising
elements of the program conducted by the various Departments and Agencies.
This appears to us to constitute the minimum authority necessary to
provide any significant assurance of high and uniform protection for
classified Federal telecommunications.

e. The authorizing directive should clearly specify the
conditions under which CONSEC research and development projects will
be initiated and carried out by the various Departments and Agencies,
and it should clearly specify that the CONSEC authority will mobilize
all appropriate research and development facilities of the Government
in the most effective manner possible. In so doing it should make
clear requirements for such logistic support and the manner in which
and the extent to which the CONSEC authority may obtain it.

2. In summary, we feel that the substance of paragraph 2g of the
draft document prepared by the Department of Defense, 3 March 1953,
must be retained, whereas Mr. Lay's revision thoroughly eliminates all
its substance. The responsibilities of the CONSEC authority which must
be included are:

a. Prior program approval.

b. Establishment and conduct of an adequate program.

c. Assignment and supervision of CONSEC research and
development projects.
4. This in no way stifles or suggests stifling initiative and the exploitation of ideas, but, on the contrary, should encourage the submission of ideas for orderly, expeditious, and effective exploitation in the interest of national security.

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