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Carbons

~~SECRET~~

Not in title file

17 July 1950

MEMORANDUM FOR RECORD

SUBJECT: TICOM Activities of AFSA

1 a. Until the cryptologic activities of the Department of Defense were unified under AFSA, the Army's TICOM activities in ASA were conducted at AHS in the Office of the Special Assistant to the Chief, ASA (AS-14); the Navy's TICOM activities in CSAW were conducted at NCS in NI-4; the Air Force conducted no TICOM activities, except for a series of interrogations, conducted in 1945 in the European Theater of Operations, which were later incorporated in a 13-volume document known as the "Seaborne Report."

b. The TICOM publications produced by the TICOM unit of ASA from 1946 to the time of unification totalled some 200 documents, many with multiple parts, comprising approximately 10,000 pages. This material was not only of historical interest and value but also of important current operational usage in all three fields: COMINT, COMSEC, and R&D. The CSAW TICOM unit produced approximately 25 complete documents totalling 500 pages, and some studies which were partially based upon TICOM documents but, which were not actual translations of material.

c. The number of ASA persons wholly engaged in TICOM activities when these were conducted at AHS was five; at CSAW only the part time services of one man were devoted to similar activities when these were conducted at NCS. The total number (Army, Navy and Air Force) engaged in TICOM work before unification was therefore 5-1/2. ^{As of the date of this memo} The number of AFSA persons now engaged in these activities is ^{twelve} ~~seven~~ (four in AFSA-14, and ^{eight} ~~three~~ in AFSA-02). Not only has ^{there} been no saving in personnel but also, as will be pointed out later, that has been a decrease in efficiency.

There are indications that AFSA-02 intends to increase its TICOM staff in AFSA-254 by several persons.

d. A factual presentation of the events leading to the current situation in regard to TICOM operations and activities will be useful.

2 a. On 24 January 1950, the day prior to the scheduled move of TICOM from AHS to NCS, Captain Mason, the Chief of AFSA-02, peremptorily demanded of Mr. Rhoads, Assistant Chief of AFSA-14 and at that time Acting Chief of AFSA-14 in my absence, that he turn over to AFSA-02 all TICOM documents in the possession of AFSA-14, "because of their great intelligence value". Captain Mason stated that he wanted AFSA-02 to have the opportunity to examine the files in order to determine and select documents which had not yet been processed by the ASA TICOM unit and which might be of current operational value to AFSA-02. Mr. Rhoads pointed out that this would be easy to do if the documents were properly indexed; ASA's TICOM unit had prepared some partial indexes but because of the very limited number of personnel in the TICOM unit and the pressure of work, it had not been possible to compile an overall index as yet; such a compilation should be done and would be very useful. He added that AFSA-02 was certainly welcome to examine the files but he did not feel that AFSA-14 should turn over its TICOM files permanently to AFSA-02 for such a purpose. After some discussion a compromise was reached when Mr. Rhoads agreed to turn over all TICOM documents not then being processed by AFSA-14, with the understanding that they were merely to be indexed by AFSA-254. Thus, although these documents were to be handed over to the custody of AFSA-02, this was to be only a temporary arrangement and only for the indicated purpose; permanent custody was to remain with AFSA-14. On 25 January the former ASA TICOM unit moved from AHS to NCS, turning most of its files over

to AFSA-254. It may be added that Mr. Rhoads acceded to the peremptory demands of AFSA-02 only under the pressure of the moment. He was struck with the suddenness of the demand, which was, in his opinion, highly irregular, entirely uncalled for, and constituted a seemingly unwarranted interference with smooth operation. He felt that such factors as sudden change in one of the important details of a long-scheduled move, the loss by the TICOM Branch of its files, the disruption of the operations of that Branch, and the ensuing doubt as to the status of the Branch and its personnel, constituted factors that would lead to a notable decrease in efficiency and a lowering of the morale of the personnel within the Branch. Mr. Rhoads nevertheless acceded to AFSA-02's demand, but did so only in the hope that in acceding to it he might "keep peace in the family", a factor which might ultimately be for the good of the whole TICOM operation, ^{both inside} ~~within~~ and outside AFSA.

b. In the course of the next few weeks, peremptory requests were made of Mr. Rhoads by Capt. Mason for all personnel of AFSA-14 to work with AFSA-254 at AHS on the indexing of the TICOM files. Despite the fact that there had been no agreement that AFSA-14 was to provide such assistance ^{such requests went far beyond the original understanding, they were given} and therefore that ^{not all} personnel of the TICOM Branch could be spared for this purpose but finally agreed that some assistance in this matter would be furnished. Two persons from AFSA-14, Capt Lane and Cpl. Barnes, were subjected to slurring remarks on the status and functions of the TICOM Branch of AFSA-14. ^{entirely uncalled for and}

c. Moreover, it soon developed that the mechanical job originally undertaken by AFSA-02, viz, that of indexing the TICOM files was to be expanded to a much larger one, viz, the processing of TICOM documents. This was, of course, ^{also} not within the terms of the agreement stated in Paragraph 2 a

were assigned to help AFSA-02 and spent some time in AFSA-254 arranging the cabinets and making preparations for the indexing of the material. This effort was abandoned only when it became apparent that, at that time at least, no cooperation was intended by AFSA-254. In addition, both Capt. Lane and Cpl. Barnes during that time

consideration Mr. Rhoads felt that

above. However, again from a desire to "keep peace with the family," and in a spirit of accommodation to what was presented as pressing needs of AFSA-02 as a COMINT production organization, Mr. Rhoads permitted himself to be persuaded that a division of labor between AFSA-02 and AFSA-14 in the TICOM field might be made on the following basis: TICOM documents of "operational use" would be processed by AFSA-02; documents of only "historical interest" would be processed by AFSA-14. Some discussion ensued between Mr. Rhoads and Capt. (then Cmdr.) Fabian on this point and a draft memorandum was prepared on the subject of the responsibilities of AFSA-14 for TICOM activities. (See Encl.A). This draft memorandum, the terms of which were still in a fluid state, seems to have been used in connection with the finalizing of the AFSA Organization Manual. Apparently Capt. Mason presented this draft memorandum to the Deputies, who hastily called for some representative from AFSA-14 to indicate whether it was satisfactory. In the absence of myself and Mr. Rhoads, Capt. Lane (who, although not Chief of the TICOM Branch of AFSA-14, was quite familiar with the subject) appeared before the Deputies and reported that the arrangements outlined in the draft memorandum were satisfactory to AFSA-14 on a working level. There was ^{however,} no detailed discussion of the matter with Capt. Lane by the Deputies and Capt. Mason, who was also present.

d. Consideration of the matter by the Deputies resulted in a change in the AFSA Organization Manual in regard to the way in which responsibility for the conduct of AFSA's TICOM activities would be fixed. AFSA-14, which theretofore had conducted those activities, was given only Staff supervision of these activities (Page 16, Par B 15). Responsibility for the actual direction and conduct of TICOM activities was not specifically assigned to any office. Of course, the functions set forth in Paragraphs 3 and 6 of the

duties of AFSA-25 (Page 30 of the Organization Manual) can be "stretched" or construed to include TICOM activities; but the word TICOM is not

specifically mentioned in either paragraph of reference. The ~~implication~~ ^{wording}

the cited Par. 3, at least as regards the units for which the indicated
~~of those paragraphs is, however, very clear:~~ "special documentary research" *is intended is absolutely clear and specific: it is intended*
~~(Par. 3 of Page 30)~~ *is* "for the Processing Divisions" of AFSA-02, ~~and~~ *In*

Par. 6 *(of the Organization Manual)* ~~on the same page~~, the studies and reports mentioned therein are "for the use of processing Divisions and, upon request, of recipients of published AFSA products as required". I think that the "AFSA products" here mentioned

are clearly COMINT decrypt^s, since the data in TICOM documents are not

"AFSA products". ~~Presumably, however,~~ ^{Perhaps} the Deputies and AFSA-02 ~~and~~ construed

the matter in a very broad way, and assumed Pars. 3 and 6 of Page 30 of the AFSA Organization Manual to include certain TICOM processing; *but in any case, AFSA-02 construed them to include it* because AFSA-254

proceeded forthwith to undertake TICOM operations of a nature considerably

beyond that of indexing the TICOM files. In fact, AFSA-02 immediately began

to act on the assumption that all responsibility for TICOM activities and

operations rested in AFSA-02 and notified interested units within AFSA and

agencies outside AFSA to that effect. (See Encl. B and C). Not only was it

represented that AFSA-02 did all the TICOM work and that AFSA-14 was no longer

in the picture, but also the Chief of AFSA-02 indicated orally to Capt. Lane

that he was doing everything he could to break up the TICOM unit of AFSA-14.

(See P.4 of Encl.). ^J By various actions and representations, AFSA-02 has

made it appear that there is no longer any reason for the existence of the

AFSA-14 TICOM Branch, the work having been all turned over to AFSA-02, *a view patently not warranted by the facts.*

e. The weakness in the modus vivendi that was agreed to informally by

Mr. Rhoads under pressure from AFSA-02 is that there was no firm agreement as

to the significance of the phrase "operational use", nor as to what or who

would determine whether a specific TICOM document *to be treated as one* is of "operational use"

or only of "historical interest". Mr. Rhoads' understanding was that the word "operational" was to be applied only to material which is of current usefulness in the production of COMINT by AFSA-02; it was not to be applied to material which ^{might} ~~may~~ be of current usefulness to any unit of AFSA not engaged in COMINT production or to any unit outside AFSA, such as CIA.

However, it now turns out that AFSA-02's interpretation of the term "operational use" includes operations of any sort in current progress, either inside or outside AFSA -- a far wider interpretation than was ever contemplated by Mr. Rhoads when he agreed to the informal arrangement. Nor was there any firm agreement or understanding as to the mechanics of handling any new incoming TICOM documents from ECASA, ASAPAC, or other agencies

outside AFSA. The modus vivendi has thus far worked out so that all new and many old TICOM documents are in the first category: everything of a TICOM nature ^{appears now to be} ~~is now~~ of "operational use" to some unit or other, either inside or outside AFSA, ^{from which it follows automatically that intends} ~~and hence AFSA-02 proposes~~ to process practically everything of a TICOM nature. How far this may or may not be from the fact is difficult to tell, since AFSA-14 no longer sees any of the new incoming TICOM material; but on the basis of the three documents thus far processed

by AFSA-254 this seems to be the way things are working out: nearly every TICOM document falls in the category of "operationally useful" ^{to somebody and} ~~AFSA-254 will do all or nearly all TICOM processing~~

3 a. Upon my return to duty I found TICOM affairs in a rather unsettled state and the situation as depicted above. I did not have an opportunity to concur in, or comment on, the changes made in the AFSA Organization Manual, relative to TICOM operations, when these changes were impending; also, I did not believe the informal arrangements made between AFSA-02 and the Assistant Chief of AFSA-14 for a division of labor were best for all concerned.

But I was willing to go along and see how well they would serve in practice. I had a brief talk with Capt. Mason and indicated that I was willing to try out the new arrangements for the division of effort in TICOM operations.

b. However, I regret to report that in my opinion the new arrangements have already turned out to be far from satisfactory, so far as AFSA's overall interests are concerned. The deficiencies are set forth in the next paragraph.

4 a. It was noted above, in Paragraph 2 a, that the bulk of the TICOM files in the possession of AFSA-14 was turned over to AFSA-254 on the understanding that the many documents, which it was not possible for AFSA-14 to index while it was also heavily engaged in processing important documents of current value, would be indexed by AFSA-254.

b. On 12 June 1950 the Chief of AFSA-25 stated that AFSA-254 had completed some 350 index cards covering this material. On 13 June AFSA-254 turned over only 95 such cards, covering a lesser number of items, since some documents require more than one index card. These as a sample of what the indexing will be like if completed by AFSA-254 leave much to be desired. Enclosure D deals with this matter in detail.

c. With respect to the speed with which the indexing job is being carried forward, it was AFSA-14's understanding, when the job was undertaken, that AFSA-02 undertook it in order to bring it to a speedy completion and proposed to do so by assigning more persons to the project. On 16 June 1950 I had an inquiry made and learned that as of that date no work whatever was in progress and that indexing probably could not be resumed before the end of July. Only one person had been assigned to the project and was going on leave. This, ^{as} ~~is~~ an example of what AFSA-254 has been able to accomplish in six months

work on the TICOM files, leaves much to be desired. However, very recently (17 July 1950) I learned that AFSA-254 had assigned some eight persons to the project, and that it was being energetically ~~actively~~ pursued.

The other two, despite the new designation CTIR, fall strictly within the old AFSA-14 designation of "F116 Series" of TICOM publications. In fact, CTIR 2 is merely an supplement to DF 116A1, produced by AFSA-14.

On
d. ~~At the last mentioned date~~ 16 June 50~~2~~ I also learned that of the 32 filing cabinets originally brought together in the first stage of the indexing project 9 had been returned to the basement of the cafeteria at AHS "because they contained mainly Japanese material of no current interest". Thus this material has not been and presumably will not be worked on by AFSA-02 at all. AFSA-14 should have been notified to take these files over, in accordance with our informal agreement. AFSA-14, moreover, does have a definite interest in these files since CIA has asked if AFSA-14 would produce certain documents relative to the Japanese cryptologic effort of World War II.

e. Thus far, AFSA-254 has apparently produced and disseminated three *in a new series of reports designated as "CTIR," or "Communication Technical TICOM publications, one of which* is merely a retyping of a report in English, received from ECASA; *CTIR's* (Copies are attached hereto, Enclosures E, F, G).

Whether more than these three *CTIR's* have thus far been produced is not known to me. These publications, as examples of recent AFSA TICOM production, are unworthy of AFSA-02 or of AFSA as a whole, for reasons given in Enclosures H and I, two reports on these publications for my information. (I call your attention especially to Paragraphs 5 and 6 of Enclosure H and Paragraph 4 of Enclosure I.) In addition to their defects, it is to be noted that although these publications may be of "operational use" to some organization *they are not of much interest* ~~but not~~ to AFSA-02, *for* none of them can be said to be of direct use in current COMINT production by AFSA-02.

Technical Intelligence Reports. One of these

(Encl. A), and
 formal written agreement, although it was not final
~~agreement more or less formalized in writing~~
 not officially approved by the Deputies of DIRAFSA,
 (Encl. D) AFSA-14 endeavored to its utmost to abide by its terms and to conduct
 itself within the spirit of the agreement. This can hardly be said of AFSA-02. A
 bill of particulars is in order when such a change is made and these will be found
 in Encl. K.

5 a. It is apparent that the present situation as regards TICOM activities is far from satisfactory. Not only is there no "peace within the family", as can readily be gathered by a perusal of a recent report by Capt. Lane, (Encl. J), but also the overall efficiency and economy of AFSA's TICOM operations have materially decreased. In my opinion there are good reasons for cancelling the informal arrangements and turning the whole TICOM operation back to AFSA-14, where it originally was and where, in my opinion, it still belongs.

b. A factor in corroboration of the foregoing view is that TICOM activities are intended to support not only AFSA-02 operations but also AFSA-02 and AFSA-04 operations. In the past, all three activities have benefited from the publications elaborated by AFSA-14 and its predecessor, ASA-14. AFSA-14 as a Staff agency is in a better position to service the needs of all AFSA offices and divisions than is AFSA-02, which has only a current operational COMINT interest in TICOM activities and results; it is also in a better position to service organizations outside AFSA.

c. That there remains a great deal of work to be done is indicated by the fact that to date only 5 - 6% of the TICOM documents have thus far been translated and that 8 - 10% of the remainder merit translation. This will occupy the present Staff of AFSA-14's TICOM unit several years. Were it not for this last fact, were it the case that TICOM activities are nearing completion, I would be content to leave matters as they are, on the premise that the present situation would

soon solve itself. But since this is not the case and since TICOM activities should be continued for some years, it seems warranted to try to ameliorate the situation for the good of AFSA as a whole.

6. ^{My inclination as of the date of this memorandum is to}
~~It is~~ recommend that:

a. Paragraph B 15 of the functions of AFSA-14 as set forth in the AFSA Organization Manual be amended to return to AFSA-14 directional and operational responsibility for all TICOM activities.

b. AFSA-02 be directed to release all the TICOM files and cabinets which were taken over from AFSA-14 and to return them immediately to AFSA-14. Space for the cabinets is available.

c. AFSA-02 be directed to stop all further TICOM processing operations within that office.

d. AFSA-02 be directed to rout all incoming TICOM documents immediately to AFSA-14.

4. AFSA-02 be directed to notify all units and agencies within or outside AFSA which have been notified of a change in AFSA TICOM responsibilities that all TICOM matters are again the undivided responsibility of AFSA-14 and that all TICOM operational and processing matters should be referred to AFSA-14.

Encl. A-K.