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30 January 1946

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MEMORANDUM

From: STANCICC Subcommittee on Intelligence and Security.
To: STANCICC Ad Hoc Subcommittee for Technical Conference Planning.
Subj: British-U.S. Communication Intelligence Security and Dissemination Regulations.
Ref: Ad Hoc Subcommittee's memo, dated 18 January 1946, to all STANCICC Subcommittees.
Encl: Tentative draft of British-U.S. C.I. Security and Dissemination Regulations.

1. In compliance with the reference, the enclosure is forwarded herewith.

/s/ Samuel McKee
SAMUEL MCKEE
Colonel, GSC

/s/ E.S.L. Goodwin
E.S.L. GOODWIN
Captain, USN
Senior Members of the
Subcommittee

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APPENDIX TO BRITISH-U.S. C.I. AGREEMENT

British - U.S. Communication Intelligence

Security and Dissemination Regulations

General

1. These regulations shall be the basis of all regulations for the security and dissemination of Communication Intelligence information issued by or under the authority of STANCIB or the London SIGINT Board. The scope and phrasing of such regulations may vary in accordance with varying requirements of the parties, agencies, departments, and ministries to whom they are designed to apply, but all shall be in accord with these basic regulations in every respect. To insure uniform interpretation of what constitutes such accord, each party shall refer all such regulations to the other for approval prior to issue.
2. All regulations for the security and dissemination of Communication Intelligence information shall, upon due approval of both parties and subsequent issue, become additions to this appendix.

Basic Principles of Security

3. The value of Communication Intelligence, both in war and in peace, cannot be overestimated: conservation of the source of this intelligence is of supreme importance. It is essential, therefore, that the dissemination accorded all related or resultant information be strictly controlled and limited. The physical security of related documents is not alone sufficient; it is essential that all references to the information involved,

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and all revelations thereof, even indirect, be avoided except among those to whom this information is necessary for the proper performance of official duties. The time limit for the safeguarding of Communication Intelligence information never expires. Although from time to time alleged Communication Intelligence information may be published, it is of the utmost importance that persons cognizant of Communication Intelligence matters and recipients of Communication Intelligence information refrain from regarding the fact of such publication as releasing them from the necessity of maintaining complete and absolute silence on all subjects involved until they are freed from this obligation by unmistakable, categorical, official notice.

4. (Alternate 1) In time of war, the full effectiveness of Communication Intelligence cannot be realized unless operational use is made of it. However, when action is contemplated in the light of Communication Intelligence, the possibility of compromising the source must always be borne in mind and this danger must always be weighed against the military advantage to be gained. In general, momentary tactical advantage is not sufficient ground for risking the compromise of a Communication Intelligence source. When the decision is made to take action based on Communication Intelligence, studied effort must be made to ensure that such action cannot be attributed to Communication Intelligence alone. In every case, where at all practicable, action against a specific target revealed by Communication Intelligence shall be preceded by appropriate reconnaissance or other suitable deceptive measures to which the enemy

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can reasonably be expected to attribute the action.

4. (Alternate 2) when it is necessary to take action based on Communication Intelligence, the greatest possible care must be taken to ensure that the action cannot lead any representative of a foreign power to the conclusion that such action was inspired by Communication Intelligence.

In war-time the gaining of a temporary tactical advantage is an entirely insufficient reason for risking the compromise of a source of Special Intelligence, and any action based on Special Intelligence must be capable of being fully accounted for by other means such as reconnaissance, prisoner-of-war reports, agents' reports, etc., a suitable lapse of time being allowed before promulgation or action, if necessary.

5. In time of peace the principle that the conservation of Communication Intelligence sources is a paramount consideration, affecting any action taken in the light of Communication Intelligence, must be rigidly upheld.

Definitions and Categories

6. Communication Intelligence (COMINT) is the name given to intelligence derived from the work of those agencies, operating under the coordination and control of STANCIB or the London SIGINT Board, which study radio transmissions, and other communications, not originated by United States or British officials. The terms Communication Intelligence (COMINT) and Signal Intelligence (SIGINT) are synonymous. Communication Intelligence is divided into two categories, as follows:

- (a) Special Intelligence
- (b) Traffic Intelligence

7. Special Intelligence is that Communication Intelligence which results from the decryption of encrypted communications. It is designated by the code word CREAM. Communication Intelligence obtained from plain language messages may on occasion be included in the category of Special Intelligence.

8. Traffic Intelligence is that Communication Intelligence which results from the study of communication networks and the procedure signals and call signs appearing thereon, traffic loads and tendencies, D/F bearings, and other measurements, analysis, and interpretations of the external phenomena of communications; in short, it is Communication Intelligence obtained by all means short of the decryption of encrypted communications. Communication Intelligence obtained from the translation of plain language messages is normally classed as Traffic Intelligence but may on occasion be classed as Special Intelligence. Traffic Intelligence is designated by the code word IVORY.

9. It is of the utmost importance that all concerned fully appreciate the distinctions entailed in the definitions of paragraphs 7 and 8, above. The operations and techniques which produce Traffic Intelligence do not necessarily produce only Traffic Intelligence; e.g., traffic analysis and D/F bearings produce Special Intelligence when they are used in connection with collateral information obtained from Special Intelligence, as is the case when the call-sign identifications and organizational relationships involved have been determined in whole or in part from decrypted texts.

10. In war-time it may be found necessary to sub-divide both Special Intelligence and Traffic Intelligence into smaller categories in order to permit dissemination of certain classes of Communication Intelligence (compromise of which would not endanger the more important Communication Intelligence sources) to be distributed to special agencies and lower echelons of the military forces which, for security reasons, would not normally receive other Communication Intelligence material.

Dissemination

11. The guiding principle of dissemination is that each item of Communication Intelligence, as such, will be made known only to those individuals who require it in the performance of their duties and who have been "indoctrinated" and made aware of the source.

12. Every effort shall be made to reduce the number of "indoctrinated" persons to an absolute minimum. Personnel to be indoctrinated for assignment to Communication Intelligence duties shall be the subjects of special security enquiries. Except in categories and individual cases agreed upon from time to time by STANCIB and the London SIGINT Board, personnel to be indoctrinated as recipients of Communication Intelligence information shall be the subjects of special security enquiries.

13. STANCIB and the London SIGINT Board shall maintain complete lists of persons currently "indoctrinated" for Communication Intelligence in their respective governments.

14. STANCIB and the London SIGINT Board shall keep each other fully informed of the departments, ministries, agencies, offices and broad

categories of persons receiving Communication Intelligence and of the approximate number of "indoctrinated" persons in each.

15. Should it become essential for operational reasons (as may occur in war) to disseminate a specific item of Communication Intelligence to an official who is not an authorized recipient (i.e., not "indoctrinated") it must be embodied in a communication so worded that the subject matter cannot be traced back to Communication Intelligence sources (with names, times and positions, and other specific data from original decrypted texts carefully omitted) and, if to be transmitted by a means exposed to interception, encrypted in the available cryptographic system of greatest security and most limited distribution. The code words CREAM and IVORY are not to be used in connection with such communications.

16. Communication Intelligence shall never under any circumstances and in any form be disseminated to any ministry, department, agency, office, or individual from which or from whom it might reasonably be expected to find its way, officially or extra-officially, into the possession of any person or group who could use it for commercial competition or commercial gain or advantage.

Security Classification and Transmission of Communication Intelligence

17. "Raw traffic" (i.e., intercepted traffic showing no evidence of processing for Communication Intelligence purposes) is classified CONFIDENTIAL.

18. CREAM information is classified TOP SECRET. The words TOP SECRET and the code word CREAM must appear on every sheet of paper which contains

this intelligence. This rule applies to maps and charts on which are plotted data and information derived from Special Intelligence. The code word CREAM shall be included in the text of every despatch (signal) conveying such intelligence, except as provided in paragraph 23, below.

19. IVORY information is classified SECRET. The word SECRET and the code word IVORY must appear on every sheet of paper which contains this intelligence, unless TOP SECRET CREAM information appears on the same sheet. This rule applies to maps and charts on which are plotted data and information derived from Traffic Intelligence. The code word IVORY shall be included in the text of every despatch (signal) conveying such intelligence (unless the despatch also conveys CREAM intelligence), except as provided in paragraph 23, below.

20. TOP SECRET Communication Intelligence material may not be transmitted in plain language (unencrypted) except as follows:

- (a) Sealed, via officer courier and other safe-hand channels, and over routes, approved by STANCIB or the London SIGINT Board, or both, as appropriate.
- (b) Via completely protected local communication systems exclusively internal to agencies and offices producing or utilizing Communication Intelligence of the appropriate categories.
- (c) Via external landlines only as specifically approved by STANCIB or the London SIGINT Board, as appropriate, in each instance.

21. SECRET and CONFIDENTIAL Communication Intelligence material may not be transmitted in plain language (unencrypted) except as provided in

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paragraph 20, above, and, in addition, by protected postal channels (such as U.S. Registered Mail), and over routes, approved by STANCIB or the London SIGINT Board, as appropriate.

22. Except in the circumstances contemplated in paragraph 15, above, Communication Intelligence material, except "raw traffic", transmitted in encrypted form shall be encrypted in special cryptographic channels expressly and exclusively provided for this purpose, and in no other. Such channels shall possess at least the security of the CCM and must be approved by STANCIB or the London SIGINT Board, as appropriate.

Cryptographic channels for the transmission of "raw traffic" shall be agreed upon from time to time by STANCIB and the London SIGINT Board.

23. In technical communications which are strictly limited in circulation to agencies engaged in the various processes involved in the production of Communication Intelligence, and which are encrypted in cryptographic channels exclusively assigned for such technical exchanges, the words CREAM and IVORY may be omitted.

24. Other than as contemplated by paragraph 23, above, communications among cognizant officials of the British and U.S. governments which reveal actual success or progress in the production of CREAM and IVORY information in specific instances or fields shall bear the appropriate code word designations even though they do not themselves reveal Communication Intelligence as such.

25. The code word CREAM, and its significance and connotations, bears the TOP SECRET classification. The code word IVORY, and its significance

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and connotations, bears the SECRET classification. In addition to the restrictions imposed by these classifications, these connotations shall not be made known to "non-indoctrinated" persons, nor shall these words be used in their code-word senses in the presence of "non-indoctrinated" persons.

26. Except as implicitly involved in the operation of paragraphs 15 and 20(a), above, documents containing CREAM and IVORY information must remain exclusively in the possession of "indoctrinated" persons, secure from examination by "non-indoctrinated" persons.

General Exception to Regulations for Classification and Dissemination

27. With the approval of STANCIB and the London SIGINT Board in each broad instance, and despite any other provisions of these regulations, certain elementary Traffic Intelligence, such as D/F bearings and fixes, and certain categories and series of plain language intercepts, usually from may be disseminated under the classification CONFIDENTIAL. The field of such dissemination need not be confined to "indoctrinated" persons but, with this exception, its extent must be limited in accordance with the principle expressed in paragraph 10, above. The code word IVORY shall not be employed in connection with the exchanges, use, and dissemination contemplated by this paragraph.

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