

SUNNCC

Box #

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SAB History 9-B

52-M-45

1st floor row 9.
cab 1 Drawer 3

SWNCC - H. Freeman Matthews

January 28, 1946

CON - Frederick B. Lyon

Security Advisory Board

RESTRICTED

The original Security Advisory Board was established under Executive Order No. 9182 which created the Office of War Information. On several occasions the Board members recommended that it be set up under a separate Executive Order but such a move was opposed by the Bureau of the Budget for the reason that in their opinion sufficient authority was already vested in Executive Order No. 9182.

When the Security Advisory Board of OWI was abolished, the Joint Chiefs of Staff advised SWNCC that certain of its functions should be continued and suggested the State Department as the logical agency to assume those functions. However, in the opinion of the State Department's Security Officer the Department did not possess the necessary authority to take over the Board's functions; subsequently it was thought that the Board could be created as a sub-committee of SWNCC and such action was initiated accordingly.

It is understood that the Navy member of SWNCC will oppose the creation of the Security Advisory Board as a sub-committee of SWNCC for the following reasons:

1. The authority to establish such an operating sub-committee is not within the terms of reference or competence of SWNCC.
2. The Board's activities would constitute a departure from current SWNCC policy in that the proposed sub-committee would function solely in the field of operations.

With respect to 1. and 2. FC would like to point out that the Security Advisory Board as a sub-committee of SWNCC would be self-operating and similar in character to the sub-committees for the Release of State Papers and for Technical Information Security Control which take care of their own day by day operations without referring questions to SWNCC. For this reason the creation of the Security Advisory Board as a sub-committee would not constitute a new function of SWNCC and would be clearly within its competence and terms of reference.

3. Represents

-2-

3. Represents a function which might more properly be placed under the Central Intelligence Authority.

On this point FC invites attention to the President's recent directive to the Secretaries of State, War and Navy for the coordination of foreign intelligence activities of the federal government which specifies in paragraph 4 that "no *****internal security function shall be exercised under this directive" by the Central Intelligence Authority.

4. This function would involve SWNCC with civilian governmental agencies.

FC feels that this point is well taken; however no consideration was given to this angle by us when we submitted the original proposal.

In the opinion of FC the above proposals may not be entirely satisfactory, but under the circumstances they represent the most acceptable solution of the problem presented by the Joint Chiefs of Staff.

FC:ETAnderson:bjp

February 1, 1946.

RESTRICTED

LIQUIDATION OF THE SECURITY ADVISORY BOARD, OWI.

References: a. SWNCC 252.

b. SWNCC Directive of 31 January 1946.

REPORT BY THE AD HOC COMMITTEE

THE PROBLEM

1. To study and report on SWNCC 252 and specifically to recommend:
 - a. Whether an additional agency is required or whether any existing agency should carry out the Board's functions;
 - b. Terms of reference;
 - c. Whether the agency requires Presidential or Congressional authority;
 - d. The degree to which assigned functions may entail conflict with other agencies and
 - e. To make such other recommendations as may be considered necessary.

FACTS BEARING ON THE PROBLEM

1. On November 20, 1945, the Joint Chiefs of Staff addressed a memorandum to the State, War, Navy Coordinating Committee (SM-4140), proposing that the remaining functions of the Security Advisory Board of OWI be taken over by the State Department.

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2. In SWNCC 252 the acting State member, State, War, Navy Coordinating Committee, proposed that SWNCC appoint a subcommittee to be known as the Security Advisory Board composed of State, War and Navy members and a permanent secretariat to carry out the functions of the Security Advisory Board of OWI as outlined in appendix A., SWNCC 252.

3. At its 34th meeting the State, War, Navy Coordinating Committee agreed to appoint an ad hoc committee to study and report on SWNCC 252.

4. The authority of SWNCC was defined on 16 October 1945, in a memorandum signed by the Secretaries of the State, War and Navy Departments as the agency to reconcile and coordinate the action to be taken by the three departments on matters of common interest and under the guidance of the secretaries of State, War and the Navy establish policies on politico-military questions referred to it.

CONCLUSIONS AND RECOMMENDATIONS

1. In view of the fact that the State, War and Navy Departments are the largest producers of classified information and the further fact that the problem submitted in SWNCC 252 involves "a matter of common interest", there appears to be no need for an additional agency to carry out any of the functions formerly performed by the Security Advisory Board. Moreover, your committee knows of no existing agencies which could more advantageously assume these functions.

2. It is recommended that the terms of reference be the same as listed in paragraph 2, a to f inclusive, of appendix A. SWNCC 252. The Security Advisory Board will be virtually self-operating and will only on rare occasions refer to SWNCC matters requiring high policy determination.

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3. As the proposed functions of the Board are purely advisory, your committee is of the opinion that no Presidential or Congressional authority is required to make the Board more effective. However, if experience should indicate at a later date that such authority is required, this policy question could be referred to SWNCC for determination.

4. It is not believed that the assigned functions would entail conflict with existing departmental or agency authority and responsibility.

5. Inasmuch as more than three months have elapsed since the Board ceased to function, it is strongly recommended that it be reestablished as a sub-committee of SWNCC as soon as possible in order to avoid further delay in resuming its highly desirable functions.

6. It is further recommended that a separate secretariat for the Board be provided inasmuch as its functions will necessitate full-time personal liaison work with federal departments and agencies which operation, it is believed, cannot be assumed by the present SWNCC secretariat. In this connection it is recommended that the necessary personnel be furnished by the State, War and Navy Departments.

E. T. Anderson
Steering Member

March 14, 1946.

Dear Mr. Vanech:

This will confirm our conversation of today regarding the proposed new Security Advisory Board.

You will recall that the Security Advisory Board of OWI was abolished on November 1, 1945. On November 20, 1945 the Joint Chiefs of Staff addressed a memorandum to the State-War-Navy Coordinating Committee proposing that certain of the functions of the Security Advisory Board of OWI be continued by the State Department. However, since there is some doubt as to the authority of the State Department to take over these functions, it was proposed that a sub-committee, with a permanent secretariat, be created under the State-War-Navy Coordinating Committee which would continue the Board's purely advisory functions on security matters and maintain liaison with other civilian governmental agencies.

In the memorandum of the Joint Chiefs of Staff, it was recommended that the Security Advisory Board continue the following purely advisory functions:

- a. Declassification of documents originating in non-military departments and agencies.
- b. Top Secret control procedures for non-military federal departments and agencies.
- c. Security clearances of civilian officials

to receive

Mr. A. Devitt Vanech,
Security Officer,
Department of Justice.

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to receive certain classified material from the War and the Navy Departments and Joint Chiefs of Staff committees.

d. Conversion of security regulations for civilian agencies from a war-time to a peace-time basis.

e. Clearance of statistical information under Executive Order 9103 (Annex "B" to Appendix "A") and performance of functions previously transferred to the Security Advisory Board by the Bureau of the Budget.

f. Survey of security measures affecting administrative efficiency.

The State-War-Navy Coordinating Committee is willing to reestablish the Board as a sub-committee provided there is no objection on the part of the Treasury Department and the Department of Justice. You will recall that I showed you a letter from the Treasury Department expressing its willingness to cooperate with the Board on any security matters. Similar letters have also been submitted by the Government Printing Office, the Office of Scientific Research and Development, Commerce and Agriculture.

There would be no substantial difference in the operation of the proposed sub-committee and the purely advisory functions of the former Security Advisory Board and placing it under the State-War-Navy Coordinating Committee is a convenient method of reestablishing the Board to resume its desirable functions in order to eliminate the tedious procedure of having the Board created by Executive Order or Presidential Directive.

The new Board would have State, War and Navy members and invite other agencies to designate their Security Officers as liaison with the Board. In addition there would be a secretariat of possibly 2 or 3 people, which personnel would be furnished by the State, War and Navy Departments.

Actually

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Actually the Board would be an informal group of Security Officers of all the Government Departments which deal with classified material and would serve as a medium for the exchange of information on security problems. It might also be utilized as a common pool of experience and knowledge on security measures.

When Captain Catlett and I talked with you on February 8, we explained that Mr. Peterson, the Assistant Secretary of War, on behalf of the State-War-Navy Coordinating Committee, had requested the undersigned to ascertain whether the Department of Justice would have any objection to the creation of the new Board. If you have no objection to the functions of the Board as outlined above and are willing to assign your Security Officer as liaison with the Board as occasion may require, I would appreciate your cooperation in addressing a letter along these lines to Mr. H. Freeman Matthews, Acting State Member, State-War-Navy Coordinating Committee, Department of State, Washington, D.C.

Sincerely yours,

E. T. Anderson

FC:ETAnderson:bjp

April 10, 1946

New Security Advisory Board

On April 5, 1946 the State-War-Navy Coordinating Committee established a Sub-Committee for Security Control known as the Security Advisory Board.

This Sub-Committee is the successor to the Security Advisory Board of the Office of War Information. When the Board was abolished in November, 1945, the Joint Chiefs of Staff were of the opinion that some of the functions should be continued and SWNCC was considered to be the logical group to reestablish the Board.

The State, War and Navy Departments each have a representative on the Security Advisory Board with the State member as Chairman. The Board will have a permanent Secretariat and will invite other governmental agencies to designate their Security Officers as liaison with the Security Advisory Board.

The new Board will be primarily responsible for advising civilian agencies in the declassification of documents originating in non-military departments and agencies, establishment of top secret control procedures, security clearances of civilian officials to receive classified material and the conversion of security regulations for civilian agencies from a war-time to a peace-time basis. The Board will also serve as a medium for the exchange of information on security problems and will be utilized as a common pool of experience and knowledge on security measures.

For State Dept. Bulletin

FC:ETAnderson:ris

History Sat

July 8, 1946

RESTRICTED

A-R - Mr. Panuch

In your memorandum of June 12, 1946, commenting on the attached letter to the Bureau of the Budget, you stated in part as follows:

"I think the work of the Board for peace time purposes is still in a very formative state. It seems to me that some real planning on peace time security requirements should precede any extensive 'liaison' arrangements involving as many as 39 agencies. There is no evidence that has been brought to my attention that any such planning has been undertaken."

You had given no previous indication of your interest in the operations of the Security Advisory Board but in view of your memorandum I am glad to outline below the Board's present activities and its plans for peace time operations.

At the present time the Board operates primarily on a day to day basis. Its principle duty is to offer advice to Federal agencies and departments on all types of security problems. The future planning of the Board, therefore, is not deemed to be of such immediate importance as this day to day operational functions. Future planning of the Board, however, is going forward at the same time as indications for revision and supplementation of policies develop. The need for these policies can be indicated only after the Board has a thorough knowledge of conditions in the government. Such plans as are outlined in the succeeding paragraphs are therefore subject to revision as conditions indicate the necessity for changes.

Declassification. The most pressing problem before the Security Advisory Board is declassification of the vast amount of documents throughout government. Although it is not contemplated that the Board will at any time act as an authoritative group to pass on the advisability of declassifying such documents, it will attempt to formulate

a workable

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a workable declassification procedure within government on the basis of recommended procedures on this subject in the War and Navy Department. The preparation of these procedures in the War and Navy Departments is presently going on and the Board must await their completion. When the necessary inquiries into agencies and departments to determine what declassification procedures will be workable has been completed, and the preparation of these procedures has been undertaken, the work of the Board will then be to insure that all such agencies and departments enter on a thorough declassification program under its advisory supervision. Until these declassification procedures are prepared the Board is offering advice on the basis of present regulations for handling declassification problems.

Personnel Security. The Board has been used by the War and Navy Departments from time to time as an insurer of the security of certain personnel in government agencies and departments designated by the War or Navy Departments to receive classified information. It is assumed on the basis of requests received by the Board since April 1946 that this use of the Board by the War and Navy Departments will continue. The Board has attempted to effect some uniformity throughout the government on the standards necessary for such security clearances and has received assurances from the majority of agencies and departments. In this connection there is enclosed for your information a copy of SAB No. 3 and a copy of the minutes of the 4th Meeting of the Security Advisory Board at which Security Officers of leading government agencies and departments were present. The work of the Board covering personnel security will in all probability continue as long as there is classified information consigned to civilian agencies and departments.

Top Secret Control Procedure. During wartime, instructions on Top Secret control procedures were issued by the Board to federal departments and agencies. The procedure was unwieldy and because of the nature of Top Secret documents and the necessity for many top ranking officials to have access to those documents, the control of information in this category was never satisfactory. It is my understanding that the War Department and the Navy Department also found similar difficulty in enforcing a rigid Top Secret Control Procedure. The present belief of these departments seems to be that the procedure itself was not satisfactory and stands in need of revision. The Board

must

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must therefore in the near future revise the existing Top Secret Control Procedure but this must also await revision of the War and Navy Department procedures which is presently going forward. In this connection the Board maintained during war time and should continue to do so during peace time a list of officials in all the departments and agencies to whom material in this category can be consigned. The Board has not to date secured from the departments and agencies a revised list of Top Secret Control officers since it was necessary first to establish some standard for the clearance of these individuals. This project is a matter of urgency since there are now no instructions for departments and agencies regarding those individuals who should receive Top Secret information. Once the procedure and the list are completed the Board will have a day to day operational function regarding the enforcement of the procedure and the maintenance of the list on a current basis.

Revision of General Overall Security Regulation. As a matter of expediency the Security Advisory Board issued a temporary overall security regulation. This interim security regulation (SAB No. 1) is enclosed for your information. The Board realizes that the standards set forth in this memorandum will necessarily not be the final standards on security. The revision of this regulation will require extensive study and liaison of the Board with War and Navy Departments and other federal departments and agencies before a workable regulation can be issued. The Board must insure the fact that their regulations are satisfactory and workable in the majority of the agencies and departments to which they apply. The revision of this general overall security regulation will require that certain policies be worked out regarding such matters as destruction of classified waste, disposition of classified records, storage of classified records, and those subjects mentioned above.

Surveying Situations in Government Agencies and Departments Which Effect Security. One of the primary functions of the Security Advisory Board as pointed out above is to act as a constant source of advice on current security problems for government agencies and departments. From past experiences it can be assumed that not all departments or agencies will take the initiative in the solution of their security problems. During the operations of the old Board very close liaison with Security Officers was necessary in order to insure effective security operations.

It has

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It has not been possible to establish or maintain close personal liaison with the newly designated security officers of these departments in the past months because the Secretary has not had time to accomplish such liaison. It is contemplated, however, that under circumstances in which the Secretary would be able to devote her full time to the Board work this liaison could be satisfactorily initiated and maintained. In this connection it is possible that SWNCC will call upon the Board from time to time to make administrative surveys of certain agencies.

The maintenance of close liaison with government historians and record custodians of government agencies. In addition to Security Officers, the historians and record custodians represent two groups in the government who are valuable contacts of the Board. In recent meetings with both groups at which the Secretary discussed security and classification problems, it was evident that their interest in security is paramount. It is contemplated that when the Board has a full time Secretary this individual should have close liaison with these two groups. Meetings should be held through the already-promised cooperation of the Bureau of the Budget in order to answer any security problems which these groups have. Histories of government agencies are a potential source of security leaks and their close examination before publication is important and the Board can be of invaluable assistance to Security Officers through this channel.

Review of prescribed policies and procedures on Security as prepared by Security Officers of federal departments and agencies. Any memorandum or policy that the Board may issue will usually be implemented according to particular circumstances existing within certain departments and agencies. It has been the policy of Security Officers in the past to submit these implementations to the Board for review and recommendations. The Board is already receiving such implementations for review and will undoubtedly continue to receive them.

Other problems. It is impossible to foresee the nature of other problems that may be brought to the attention of the Board. Any circumstances affecting general security within the government come under the charter of the Security Advisory Board and will in all probability be brought to its

attention

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attention for advice. Where the Board knows of circumstances existing which are detrimental to security, the Board will on its own initiative prepare policies to correct these situations.

I hope this memorandum will give you a better understanding of present activities and future planning of the Security Advisory Board. If you have any suggestions to offer I know the Board will be glad to receive them.

E. T. Anderson

FC:ETA:ris

D O
*Back ground
SAB*
CON - Mr. Hamilton Robinson

March 7, 1947

CON - Mr. E. T. Anderson

Security Advisory Board - Purpose and Accomplishments

The Security Advisory Board, formerly a function of the Office of War Information, was reestablished as a subcommittee of the State-War-Navy Coordinating Committee on April 3, 1946, with membership consisting of an official of the Department of State as Chairman and one representative each from the War and Navy Departments.

The terms of reference of the Security Advisory Board provide that the Board should: (1) Formulate policies and procedures relating to the declassification of documents originating in non-military agencies and departments; (2) Establish security requirements and procedures for the clearance of civilian officials to receive classified material*; (3) Establish standards for the conversion of security regulations for civilian agencies from a war-time to a peace-time basis, including Top Secret procedures; (4) Conduct surveys of security measures affecting administrative efficiency and physical security or affecting adversely the security of classified information; (5) Prepare studies and recommendations on matters referred to it by SWNCC; (6) Coordinate with other Federal agencies in developing security training programs and other procedures which are designed to promote security of classified information throughout Federal agencies.

Since the establishment of the Security Advisory Board under SWNCC, it has accomplished the following: (1) Drafted, prepared, and distributed to all civilian departments and agencies a complete procedure for the classification, declassification, and downgrading of classified material in such agencies; (2) Completed a survey of the amount and types of classified material in all nonmilitary agencies; (3) Completed a survey of the amount of incoming and outgoing Top Secret material in federal agencies; (4) Conducted security surveys of a few of the federal agencies at request of War or Navy Departments; (5) Prepared a general policy on the clearance of histories of government agencies and acted as the channel through which several of these histories were cleared; (6) Conducted a day-to-day operation of answering inquiries from Security Officers of all nonmilitary agencies and departments on all phases of security, including attendance at various conferences, meetings, etc.; (7) Preliminary revision of general security regulations; (8) Acted as the channel through which pertinent instructions on security promulgated in the military departments could be brought to the attention of the agencies; (9) Establishment of declassification program in the Office of Defense Transportation and initial preparations toward establishment of such a program in

*This function has been informally discontinued.

- 2 -

other government agencies; (10) Completed approximately 2000 checks of files of investigative agencies for employees of civilian agencies to receive classified material; (11) Brought to the attention of all agencies the State Department security film and arranged for the showing of this film in several agencies; (12) Established a channel for the distribution of JANIS studies from the Joint Intelligence Study Publishing Board to all interested civilian agencies via the Security Advisory Board; (13) Reviewed security regulations in draft form for several civilian agencies; (14) Worked with the National Archives and the Library of Congress in problems relating to the storage of classified records.

In view of the fact that the Security Advisory Board has had the services of only one full-time employee on its staff, it is the belief of the Board that the above-listed accomplishments constitute an excellent record.

CON:ETAnderson/^{McBarton}~~McBarton~~:ar

*History*SECURITY ADVISORY BOARDPURPOSE:

The Security Advisory Board, formerly a function of the Office of War Information, was reestablished as a subcommittee of the State-War-Navy Coordinating Committee on April 3, 1946, with membership consisting of an official of the Department of State as Chairman and one representative each from the War and Navy Departments.

TERMS OF REFERENCE:

1. Formulates policies and procedures relating to the declassification of documents originating in non-military agencies and departments;
2. Establishes standards for the conversion of security regulations for civilian agencies from a war-time to a peace-time basis, including Top Secret procedures;
3. Conducts surveys of security measures affecting administrative efficiency and physical security or affecting adversely the security of classified information;
4. Prepares studies and recommendations on matters referred to it by SNCC;
5. Coordinates with other Federal agencies in developing security training programs and other procedures which are designed to promote security of classified information throughout Federal agencies.

ACCOMPLISHMENTS: (Since establishment April 3, 1946)

1. Drafted, prepared, and distributed to all civilian departments and agencies a complete procedure for the classification, declassification, and downgrading of classified material in such agencies;
2. Completed a survey of the amount and types of classified material in all non-military agencies;
3. Completed

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3. Completed a survey of the amount of incoming and outgoing Top Secret material in federal agencies;
4. Conducted security surveys of a few of the federal agencies at request of War or Navy Departments;
5. Prepared a general policy on the clearance of histories of government agencies and acted as the channel through which several of these histories were cleared;
6. Conducted a day-to-day operation of answering inquiries from Security Officers of all non-military agencies and departments on all phases of security, including attendance at various conferences, meetings, etc.;
7. Preliminary revision of general security regulations;
8. Acted as the channel through which pertinent instructions on security promulgated in the military departments could be brought to the attention of the agencies;
9. Establishment of declassification program in the Office of Defense Transportation and initial preparations toward establishment of such a program in other government agencies;
10. Completed approximately 2000 checks of files of investigative agencies for employees of civilian agencies to receive classified material;
11. Brought to the attention of all agencies the State Department security film and arranged for the showing of this film in several agencies;
12. Established a channel for the distribution of JANIS studies from the Joint Intelligence Study Publishing Board to all interested civilian agencies via the Security Advisory Board;
13. Reviewed

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13. Reviewed security regulations in draft form for several civilian agencies;
14. Worked with the National Archives and the Library of Congress in problems relating to the storage of classified records.

Restricted
Serial No. 435

RESTRICTED

April 10, 1947

MEMORANDUM FOR

Mr. William C. Hall
Executive Assistant to the Commissioners
U. S. Civil Service Commission

Subject:

History of the Security Advisory Board

1. Pursuant to your telephone request of April 9, 1947, submitted herewith is a brief history of the Security Advisory Board.

2. The Office of War Information was created by Executive Order No. 9182 of June 13, 1942 (See Enclosure "A"). The Director of the Office of War Information issued on September 28, 1942, OWI Regulation No. 4 in order to implement the provisions of paragraph 5 of this Executive Order, which provides: "The Director is authorized to issue such directives concerning war information as he may deem necessary or appropriate to carry out the provisions of this order and such directives shall be binding upon the several departments and agencies." In a covering memorandum to this regulation, Mr. Davis emphasized the fact that each agency should adopt such additional regulations as "would make more specific the general regulations of the Office of War Information in accordance with the requirements of the agency," and provide "for appropriate handling and safeguarding of classified information in accordance with the particular organization and routines of the agency." In the same memorandum he asked that each agency and department designate a "trusted official as a Security Officer" and offered the services of the Office of War Information in facilitating the operations of the Security Officers.

3. The need for a central board in which security problems pertaining to the various agencies could be discussed and solved was known. The Security Advisory Board was subsequently created under the Office of War Information and held its first meeting May 5, 1943. At this time, the membership of the Board included representatives from the Bureau of the Budget, the Office of Censorship, War and Navy Departments, and the Office of War Information. The actual work of the Board has always been operational for the most part so the staff assigned to the Board from the War and Navy Departments were occupied with the problems of the agencies and departments and were able to submit completed projects to the Board members for their approval.

4. By Executive Order No. 9608 (see Enclosure "B"), dated

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Serial No. 435 (Ctd.)

August 31, 1945, the Office of War Information, including the office of the Director of the Office of War Information, was abolished. Before the abolition of the Security Advisory Board, a letter had been forwarded from the Board to the Joint Chiefs of Staff recommending that certain functions of the Board be continued under the auspices of some other suitable agency. On November 20, 1945 the Joint Chiefs of Staff proposed that the remaining functions of the Security Advisory Board be taken over by the State Department. Since there was some doubt as to State's authority to handle these functions, the Security Advisory Board was established under the State-War-Navy Coordinating Committee on April 3, 1946. The first action of the Board was to issue SAB # 1, dated May 28, 1946 (see Enclosure "C"), which re-established OWI #4 as the general security regulation.

5. Since th re-establishment of the Board under SWNCC, its operations have been conducted as similarly as possible to the functions of the Board under the Office of War Information, although actual voting membership has been limited to the three members from State, War, and Navy. The present Board has continued the practice of consulting liaison officers in nonmilitary agencies on matters of concern to their agencies.

6. On March 21, 1947, Executive Order No. 9835 directed the Security Advisory Board to "draft rules applicable to the handling and transmission of confidential documents and other documents and information which should not be publicly disclosed", which, upon approval by the President, shall be come applicable to all departments and agencies and departments of the executive branch. These rules are presently being prepared.

For the Security Advisory Board:

Ruth C. Barton
Secretary

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DIVISION OF RECORDS

The National Archives

Washington, D. C.

War Records Office
10 March 1947

MRS. RUTH C. BARTON, Secretary
Security Advisory Board
Room 711, 515 22nd St. N.W.
Washington, D. C.

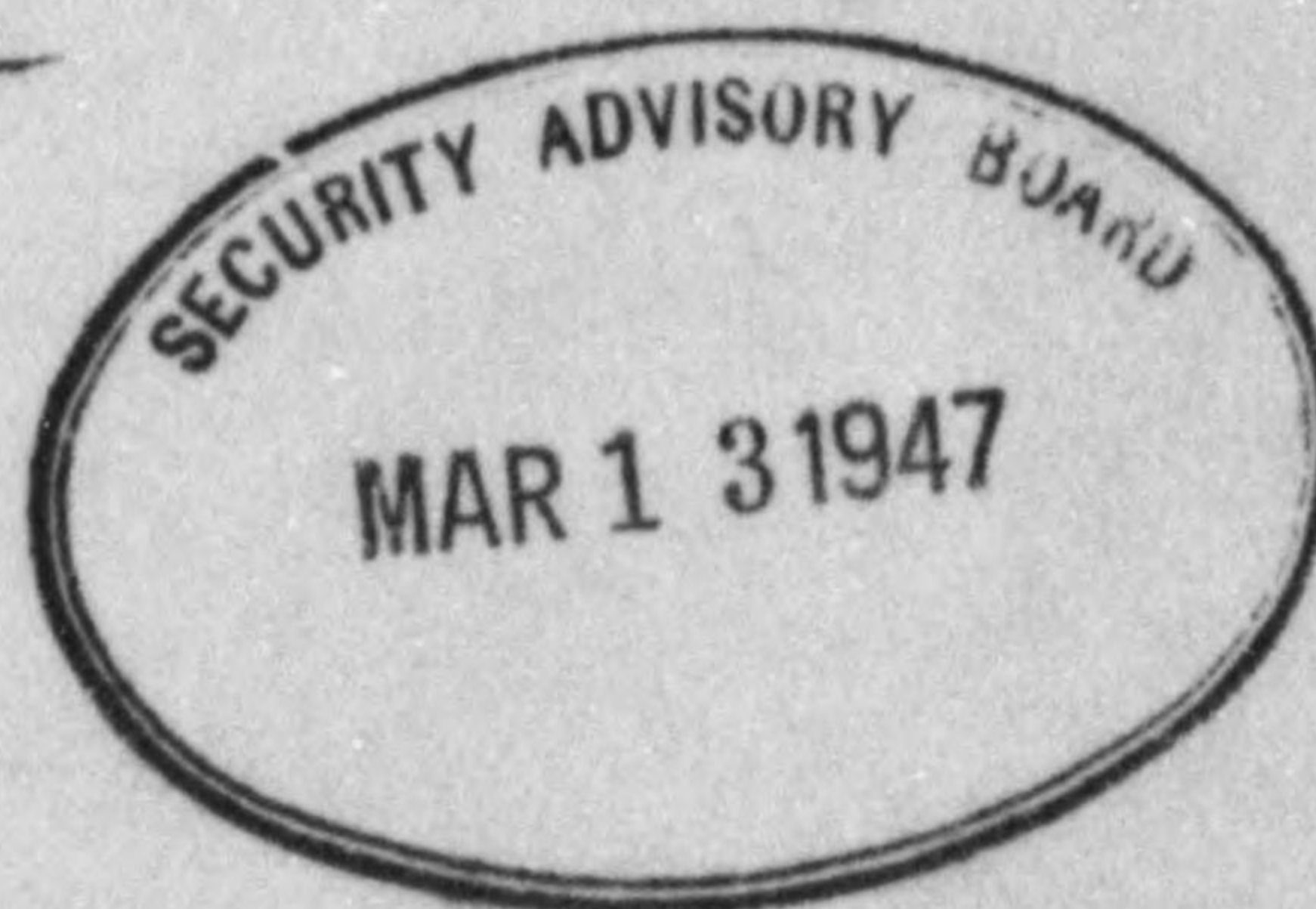
Dear Mrs. Barton:

Enclosed are five copies of the chart and
appended report of Records Security Control in
the Federal Government which you had requested.

Sincerely,

A handwritten signature in cursive script that reads "Victor Gondes, Jr.".

Victor Gondes, Jr.
Records Retirement Supervisor



THE SECURITY ADVISORY BOARD
AND ITS RELATION TO RECORDS SECURITY CONTROL

SECURITY ADVISORY BOARD
MAR 13 1947

BRIEF REPORT ON THE SECURITY ADVISORY BOARD OF THE
STATE-WAR-NAVY COORDINATING COMMITTEE AND ITS RELATION TO RECORDS
SECURITY CONTROL

Victor Gondes, Jr.
National Archives
January 20, 1947

NOTE

The text and chart included herein are part of a study made for the purpose of clarifying certain major points with respect to the SECURITY ADVISORY BOARD for the use of the Director and staff of the War Records Office, National Archives. The information and analysis relate to the following points:

- (1) What is the Security Advisory Board?
- (2) What is its jurisdictional area and authority? Are the issuances of SAB clothed with mandatory powers?
- (3) What is the relation of the SAB to the field of records security control within the entire Federal Government?

STATE-WAR-NAVY COORDINATING COMMITTEE

The SWNCC was created through an exchange of letters between the Secretaries of the three Departments in December 1944. For nearly a year the existence of such a unit was kept confidential and it was not officially formalized until the issuance of a memorandum signed by the three Departmental Secretaries on 16 October 1945.

The jurisdiction of the Committee extends, by agreement of the Secretaries, over such policies and activities of the three Departments as may require coordinated action. Whatever decisions the Committee reaches are to be implemented in each of the three Departments by their respective Secretaries, subject to the approval of the President. The Committee is thus a means, a tool, for achieving coordination (on the highest policy level) of the policies of the three Departments.

The functions of the Committee are stated in the State Department's Bulletin, p. 745 (11 Nov. 1945) as follows, "To reconcile and coordinate action to be taken...on matters of common interest...and establish policies on politico-military questions referred to it." And in the State Department Directory of Committees (15 June 1946) it is stated and reaffirmed that "To consider matter of a nature which would command high-level consideration by the three Departments and/or matters which should be referred by the State Department to the Joint Chiefs of Staff. To improve existing methods of obtaining, for the State Department, advice on politico-military matters and of coordinating the views of the three Departments on matters in which all have a common interest."

The Committee is organized into sub-committees each of which considers matters relating to a particular geographic area or matters relating to a particular subject. Each sub-committee has one representative from each component Department. There is also a secretariat consisting of three officers from each of the three Departments and a supporting complement of Wives, Wacs, and civilian personnel.

At the time of allocation of this agency to the War Records Office, National Archives, 17 July 1946, the Executive Secretary of SWNCC was Lt. Colonel Virgil F. Field.

SECURITY ADVISORY BOARD

The Security Advisory Board is one of the sub-committees of the SWNCC, designed for the purpose of integrating the security policies and practices of the civilian agencies of the Government with those of the military agencies and the State Department.

The SAB was established by administrative action of the STWCO on 3 April 1946. To the Board were named two officials of the State Department, and one officer each from the War and the Navy Departments. Mrs. Ruth Catlett Barton (formerly a WAC Captain associated in the same capacity with the predecessor Board) was appointed Secretary of the Board.

The name of the SAB is identical with that of a similar Board established within the Office of War Information through the initiative of the Director, Elmer Davis. In order to assist the civilian agencies in establishing and operating proper security measures with respect to both personnel and records Director Davis, on 13 April 1943, requested the Joint Chiefs of Staff to detail certain Army and Navy officers to a proposed Security Advisory Board. The Director was informed by the Secretary of the Joint Chiefs of Staff, 28 April 1943, that the officers requested were authorized to serve with the SAB of the OWI. The first meeting of this Board was held 5 May 1943, with Rear Admiral R. P. McCullough, USN (Ret.), Chairman. The question of the Board's authority was immediately brought into discussion and a request was made for the issuance of an Executive Order to clarify the Board's status and powers. This request was denied by the Bureau of the Budget on the grounds that Executive Order 9182 which established the OWI and OWI's subsequent Regulation No. 4 were sufficient for the performance of the Board's functions. (See Federal Register, 16 June 1942, pp. 4468-4469). Section 5 of Executive Order 9182 states:

"The Director is authorized to issue such directives concerning war information as he may deem necessary or appropriate to carry out the purposes of this Order, and such directives shall be binding upon the several Federal departments and agencies."

As a result of the termination of OWI by Executive Order 9608, 31 August 1945, the SAB of that agency liquidated its affairs and ceased to function 1 November 1945.

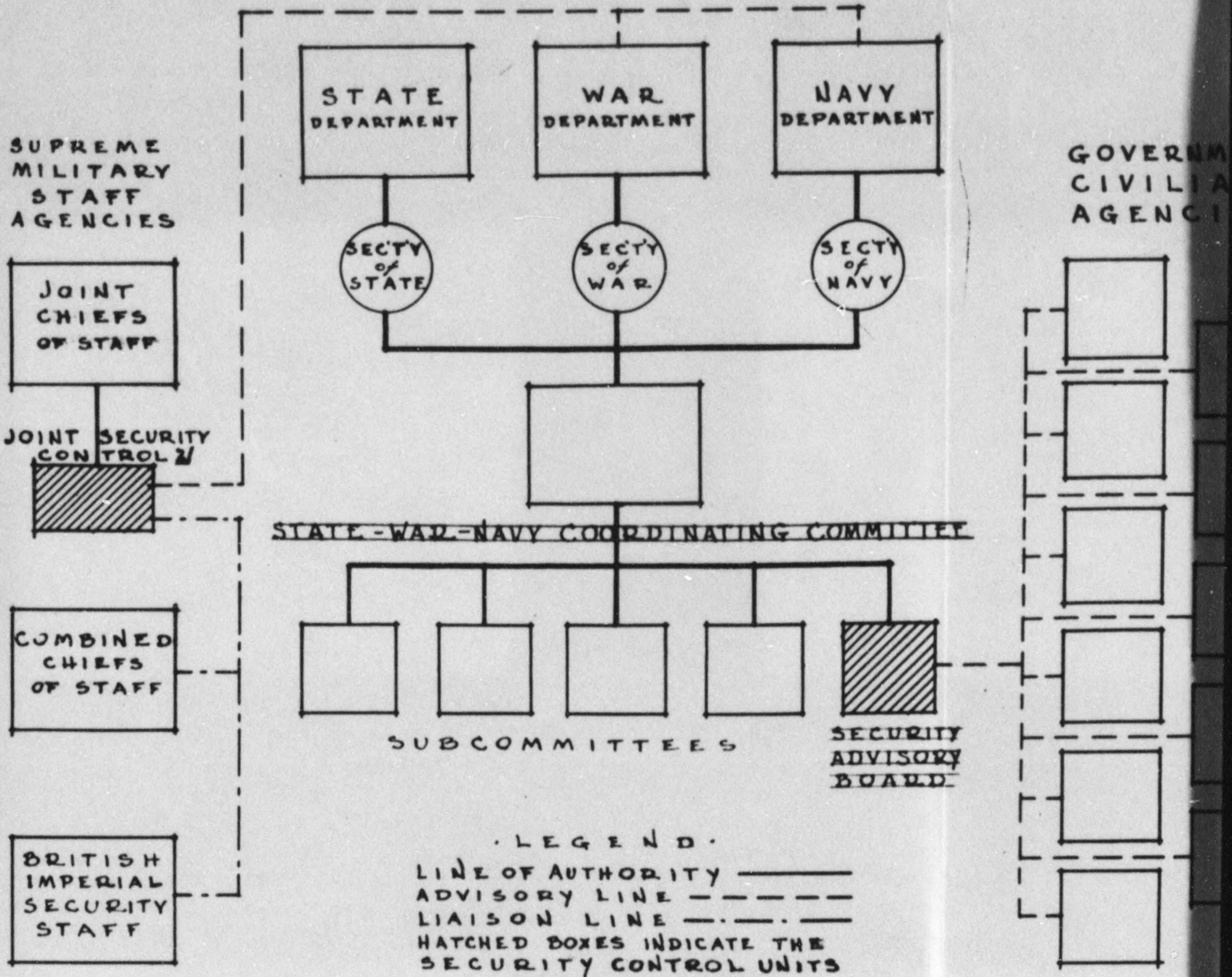
It thus appears that between November 1945 and April 1946 there was no unit functioning within the Federal Government with the title of Security Advisory Board. When such a Board was re-created under the auspices of the three Departments of State, War, and Navy it was given the same name as that of a predecessor which had functioned in a similar capacity in a defunct wartime agency. But the mere borrowing of the name did not clothe the new Board with a single jot or tittle of whatever authority was possessed by the old Board within the jurisdictional areas of the defunct OWI.

While there are certain Acts and Executive Orders which bear upon the subject of the unlawful dissemination of secret and

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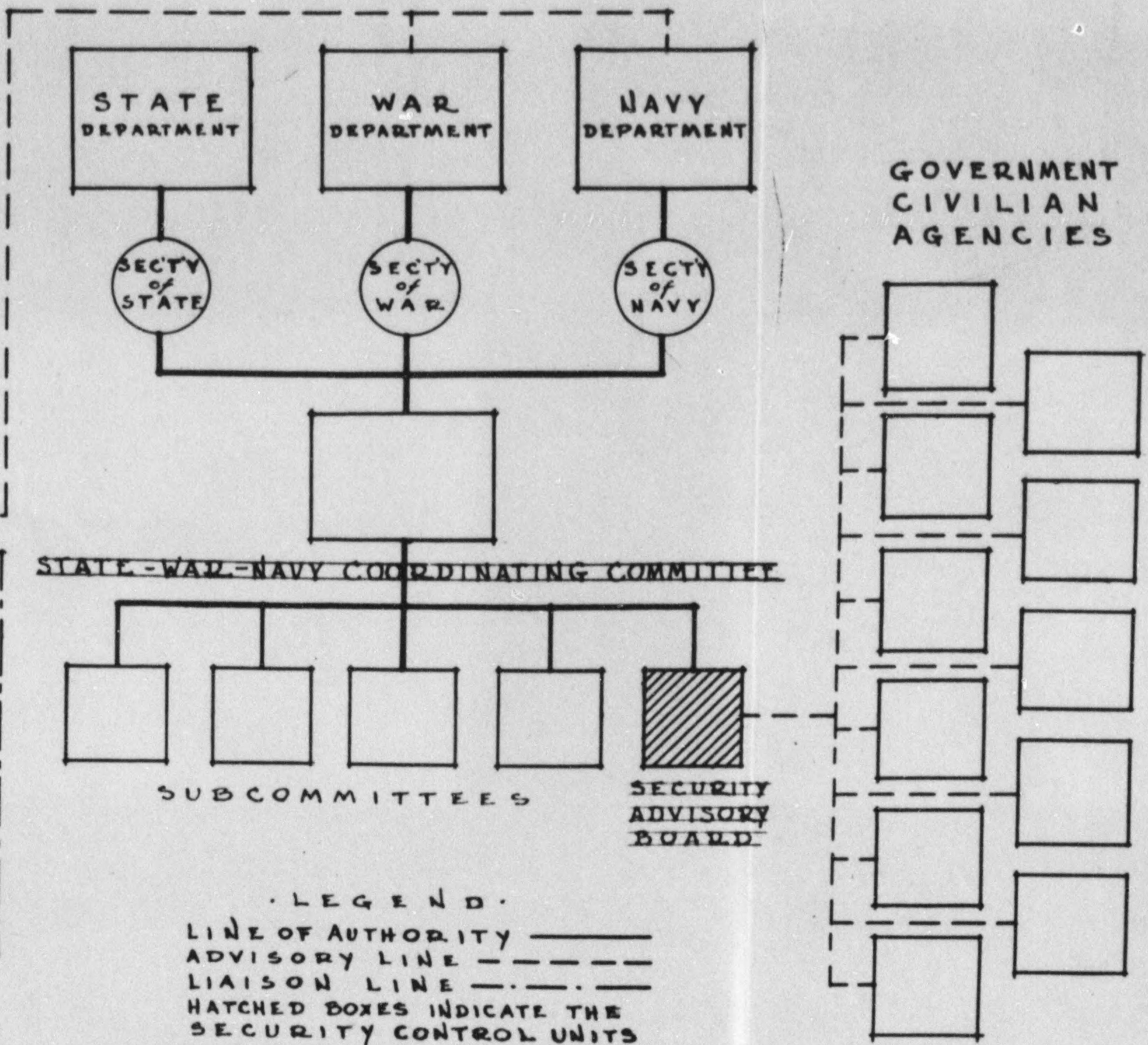
confidential information with respect to the national defense, there do not appear to be any Acts or Executive Orders directly bearing upon the subject of classified records security within the civilian establishment of the Government. Directives issued by predecessor units as well as the present Board were and are being complied with voluntarily as in the interest of the public welfare. Apparently, too, no incidents have occurred to challenge the custom of voluntary compliance, and in each agency a member of the staff is designated as security officer with the function of facilitating voluntary compliance. The success of the voluntary system to date is due to the forbearance of all in the name of patriotic necessity, and, secondly, to the general lack of realization that whatever authority OWI possessed in the premises lapsed with the extinction of that agency. There is, however, ample authority to handle juridically, rather than administratively, such instances of palpable individual misconduct that may occur with respect to public records, and particularly records having a significance for the national defense.

Victor Gondos, Jr.
Records Retirement Supervisor
War Records Office



ILLUSTRATIVE CHART OF RECORDS SECURITY CONTROL IN THE FEDERAL GOVERNMENT

NOTES - 1/ The squares shown for subcommittees of SWNCC and for civilian government agencies are illustrative of relationships and do not show the exact number of units. 2/ The Joint Security Control is a mediator between War & Navy Depts. in controversies on security matters. It coordinates American security policies with those of the Combined Chiefs of Staff; and it maintains liaison with the British Security Service. - SITUATION 15 JANUARY 1947 - PREPARED BY



ILLUSTRATIVE CHART OF RECORDS SECURITY CONTROL IN THE FEDERAL GOVERNMENT

1/ The squares shown for subcommittees of SWNCC and for civilian government agencies are merely indicative of relationships and do not show the exact number of units. 2/ The Joint Security Control acts as a mediator between War & Navy Depts. in controversies on security matters. It coordinates American security with those of the Combined Chiefs of Staff; and it maintains liaison with the British Imperial Security Service. ~ SITUATION 15 JANUARY 1947 ~ PREPARED BY J. GONDOS, Jr.

RESTRICTED
Serial No. 423

April 2, 1947

MEMORANDUM FOR

Mr. John D. Larson
Security Officer
Department of the Treasury

Subject:

History of the Security Advisory Board

1. Pursuant to your telephone request of this date, submitted herewith is a brief history of the Security Advisory Board.
2. The Office of War Information was created by Executive Order Number 9182 of June 13, 1942 (see Enclosure "A"). The Director of the Office of War Information issued on September 28, 1942 OWI Regulation No. 4 in order to implement the provisions of paragraph 5 of this Executive Order, which provides: "The Director is authorized to issue such directives concerning war information as he may deem necessary or appropriate to carry out the provisions of this order, and such directives shall be binding upon the several departments and agencies." In a covering memorandum to this regulation, Mr. Davis emphasized the fact that each agency should adopt such additional regulations as "would make more specific the general regulations of the Office of War Information in accordance with the requirements of the agency," and "provide for appropriate handling and safeguarding of classified information in accordance with the particular organization and routines of the agency." In the same memorandum he asked that each agency and department designate a "trusted official as a Security Officer" and offered the services of the Office of War Information in facilitating the operations of the Security Officers.
3. The need for a central board in which security problems pertaining to the various agencies could be thrashed out became evident. Consequently, the Security Advisory Board was established under the Office of War Information and held its first meeting May 5, 1943.

FILE

4. By Executive Order 9608 (see Enclosure "B") dated August 31, 1945, the Office of War Information, including the office of the Director of War Information to which the Security Advisory Board was attached, was abolished. Before the abolition of the Security Advisory Board, a letter had been forwarded from the board to the Joint Chiefs of Staff recommending that certain functions of the board be continued under the auspices of some other suitable agency. On November 20, 1945 the Joint Chiefs of Staff proposed that the remaining functions of the Security Advisory Board be taken over by the State Department. Since there was some doubt as to State's authority to take over these functions, the Security Advisory Board was re-established under the State-War-Navy Coordinating Committee on April 3, 1946. The first action of the board was to re-issue OWI Regulation No. 4 and other pertinent regulations as SAB #1, dated May 28, 1946 (see Enclosure "C"), paragraph 3 b of which contains the reference to declassification about which you asked this date.

5. Since the re-establishment of the board under the State-War-Navy Coordinating Committee its operation has been as similar as possible to the operation of the board under the Office of War Information, although actual voting membership was necessarily limited to members from State, War and Navy. The present board has continued the practice of consulting the liaison officers in all federal agencies on matters of interest to them.

6. On March 21, 1947, Executive Order No. 9835 (see Enclosure "D") directed the Security Advisory Board to "draft rules applicable to the handling and transmission of confidential documents and other documents and information which should not be publicly disclosed", which, upon approval by the President, shall become applicable to all departments and agencies of the executive branch. These rules are presently being prepared by the Security Advisory Board.

For the Security Advisory Board:

Ruth C. Barton
Secretary

RCB:mf

CONFIDENTIAL

Memo for Mr. Ohly (Cont'd)

6. The first action of SAB was the promulgation, in slightly revised form from that published by its predecessor, of security regulations (SAB 1, 28 May 1946, Tab C). These regulations are a compilation of applicable State, War and Navy Department regulations concerning security of classified information.

7. The next action of the Board was consideration and approval of a set of "Minimum Standards for Security Clearance of Personnel Having Access to TOP SECRET and SECRET Information" approved 24 June 1946 and promulgated as SAB 3 (Tab D). These regulations required that certain checks and investigations be made and that the final determination of the suitability, from a security standpoint, of an individual to receive TOP SECRET and SECRET information was the responsibility of the Security Officer of the department or agency concerned or other responsible official theretofore given that responsibility by the department or agency.

8. At the time of the approval of SAB 3 the Security Officers of some 17 departments and agencies of the Government met with the SAB and discussed the provisions of SAB 3. The remaining governmental agencies were circularized with SAB 3. All of those agencies indicated that the provisions of SAB 3 were acceptable and usable within their agencies.

9. Since the promulgation of SAB 3 certain of the Government agencies have applied to SAB for assistance in meeting those minimum requirements as laid down therein. Arrangements were made with the Federal Bureau of Investigation, War, Navy and State Departments to provide record checks on individuals for those agencies. The arrangement became too burdensome upon the FBI and the War Department because of curtailment in personnel and money allotments and the procedure established has had to be stopped. This matter was brought to a head by a letter from SAB to the Director, FBI (Tab E) and the response thereto (Tab F).

10. The SAB has recently applied to the Secretariat, SWNCC for additional personnel within its (SAB) Secretariat to more adequately carry out other of its functions. A memorandum which has been submitted to the Secretariat, SWNCC in support of this request is attached at Tab G.

11. As can be noted, throughout the entire history of the present SAB, all of its efforts have been retarded by lack of authority (the SAB being a function of State, War and Navy can only advise other Government agencies in these matters), lack of personnel within itself and shortage of personnel and money within investigative agencies of the Government.

7 Incls
Tabs A thru G

CHARLES C. BLAKENEY
Colonel, GSC
War Member, Security Advisory
Board

CONFIDENTIAL

Restricted.

DEPARTMENT OF STATE
FOREIGN ACTIVITY CORRELATION

OC-ETA.
Ennis;
Thank you.

2-3-7.

CON - Mr. Lyon
Freddy:

The attached are self-exploratory.

I have been told that my paper will probably be approved before the next formal meeting of SWNCC.

Ennis

Secretariat,
State, War, Navy Coordinating Committee

February 1, 1946.

E. T. Anderson

Liquidation of the Security Advisory Board, OWI,
SWNCC 252.

The attached memorandum of February 1, 1946
has been concurred in by the State, War and Navy
members of the ad hoc committee formed in compliance
with the directive of January 31, 1946.

E. T. Anderson
Steering Member,
ad hoc committee

February 11, 1946.

Dear Mr. Lucas:

Please refer to your telephone conversation of today with Captain Catlett.

You will recall that the Security Advisory Board of OWI was abolished on November 1, 1945. On November 20, 1945 the Joint Chiefs of Staff addressed a memorandum to the State, War, Navy Coordinating Committee proposing that the remaining functions of the Security Advisory Board of OWI be taken over by the State Department. However, since there is some doubt as to the State Department's authority to take over these functions, it was proposed that a sub-committee with a permanent secretariat be set up under the State, War, Navy Coordinating Committee which would continue the Board's purely advisory functions on security matters and maintain liaison with other civilian governmental agencies.

The State, War, Navy Coordinating Committee is willing to reestablish the Board as a sub-committee provided it has the concurrence of several non-military governmental Departments.

There would be no substantial difference in the operations of the proposed sub-committee and the Security Advisory Board of OWI and placing it under

the

Mr. John S. Lucas,
Security Officer,
Department of Agriculture,
Room 5412, South Agriculture Building,
Washington, D.C.

-2-

the State, War, Navy Coordinating Committee is simply a means of reestablishing the Board and resuming its highly desirable functions in order to eliminate the tedious procedure of having the Board created by Executive Order or Presidential directive.

Captain Catlett and I would very much like to obtain the concurrence of the Department of Agriculture in the new Security Advisory Board and knowledge of the fact that you would be designated as liaison with the Board. A letter along these lines could be addressed to H. Freeman Matthews, Acting State Member, State, War, Navy Coordinating Committee, Department of State, Washington, D.C. If the writing of such a letter is agreeable, please advise Captain Catlett or the writer on extension 2306 and arrangements will be made to pick it up in person.

Your cooperation in this matter will be very much appreciated.

Sincerely yours,

E. T. Anderson

FC:ETA:bjp

February 27, 1946.

Dear Mr. Stewart:

Please refer to your telephone conversation of today with Captain Catlett.

You will recall that the Security Advisory Board of OWI was abolished on November 1, 1945. On November 20, 1945 the Joint Chiefs of Staff addressed a memorandum to the State, War, Navy Coordinating Committee proposing that the remaining functions of the Security Advisory Board of OWI be taken over by the State Department. However, since there is some doubt as to the State Department's authority to take over these functions, it was proposed that a sub-committee with a permanent secretariat be set up under the State, War, Navy Coordinating Committee which would continue the Board's purely advisory functions on security matters and maintain liaison with other civilian governmental agencies.

The State, War, Navy Coordinating Committee is willing to reestablish the Board as a sub-committee provided it has the concurrence of several non-military governmental Departments.

There would be no substantial difference in the operations of the proposed sub-committee and the Security Advisory Board of OWI and placing it under

the

Mr. Thomas R. Stewart,
Security Officer,
Department of Commerce,
Room 6422 Commerce Building,
Washington, D.C.

-2-

the State, War, Navy Coordinating Committee is simply a means of reestablishing the Board and resuming its highly desirable functions in order to eliminate the tedious procedure of having the Board created by Executive Order or Presidential directive.

Captain Catlett and I would very much like to obtain the concurrence of the Department of Commerce in the new Security Advisory Board and knowledge of the fact that you would be designated as liaison with the Board. A letter along these lines could be addressed to H. Freeman Matthews, Acting State Member, State, War, Navy Coordinating Committee, Department of State, Washington, D.C. If the writing of such a letter is agreeable, please advise Captain Catlett or the writer on extension 2306 and arrangements will be made to pick it up in person.

Your cooperation in this matter will be very much appreciated.

Sincerely yours,

E. T. Anderson

FC:ETAnderson:bjp

(COPY)

UNITED STATES DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON

Office of Plant and Operations

Mar 5, 1946

Mr. H. Freeman Matthews,
Acting State Member, State, War,
Navy Coordinating Committee,
Department of State,
Washington, D.C.

Dear Mr. Matthews:

Mr. E. T. Anderson, in a memorandum dated February 11, 1946, raised the question as to the desirability of reestablishing the functions of the Security Advisory Board, which was formerly operated under the Office of War Information.

An examination of a number of classified documents indicates that many of them were over classified during the war period, and we believe that specific instructions should be issued by the Board, if it is reestablished, to avoid such practices in the future.

The Department of Agriculture concurs in the reestablishment of the Board, but believes that restrictions should be relaxed or eliminated as rapidly as the situation will permit. In other words, material classified as "Top Secret", "Secret", "Confidential", and "Restricted" should be held to the minimum essential for security.

Sincerely yours,

sgd/ JOHN S. LUCAS

John S. Lucas,
General Security Officer,
Department of Agriculture

(COPY)

OFFICE FOR EMERGENCY MANAGEMENT
OFFICE OF SCIENTIFIC RESEARCH AND DEVELOPMENT
1530 P Street NW
Washington, D. C.

Refer:S:WAO

February 8, 1946

VANNEVAR BUSH
Director

Mr. H. Freeman Matthews, Acting Member
State-War-Navy Coordinating Committee
State Department
Washington 25, D.C.

Dear Mr. Matthews:

From a conversation today between Captain Mary Catlett and Mr. W. A. Osborne of this Office, we learn that the reestablishment of the Security Advisory Board for the civilian agencies of the government is being considered and that a statement of the opinion of this Office on this matter is desired.

We would have no objection to the establishment of such a Board. Throughout the war, the Security Advisory Board was of material aid in the security program of this Office. It is fair to assume that peace-time security activities would benefit to the same extent as did those originating during the war.

Very truly yours,

sgd/ CLEVELAND NORCROSS

Cleveland Norcross
Acting Executive Secretary

FEB 19 1946

Dear Mr. Matthews:

Reference is made to the liquidation of the Security Advisory Board, Office of War Information, and to the re-establishment of the Security Advisory Board as a sub-committee of the State-War-Navy Coordinating Committee; as set forth in Restricted Document SWNCC 252, dated 22 January 1946.

You are advised that the Treasury Department will cooperate with the Board on any security matters. Mr. John D. Larson, Security Officer of the Treasury Department, will act as liaison with the Security Advisory Board.

Sincerely yours,

(Signed) Paul L. Kelley

Paul L. Kelley
Administrative Assistant
to the Secretary

H. Freeman Matthews
Acting State Member
State, War, Navy Co-
ordinating Committee
Department of State
Washington, D. C.

February 12, 1946

Mr. H. Freeman Matthews
Acting State Member
State, War, Navy Coordinating Committee
Department of State
Washington, D. C.

Dear Mr. Matthews:

I am advised that plans are under way to establish a security advisory board as an operating sub-committee under the State, War, Navy Coordinating Committee.

You may be interested in knowing that the assistance we obtained from the Security Advisory Board, OWI, was very effective and that our relations with the Board were cordial.

Please be assured that in the event such a board is set up as a sub-committee of SWNCC, this Agency would be willing to extend its cooperation to the Board and receive its suggestions regarding security measures.

If desired, we would also be willing to designate our Security Officer for liaison with the Security Advisory Board.

Sincerely yours,

A. E. GIEGENGACK
Public Printer

C
O
P
Y

DEPARTMENT OF JUSTICE

March 19, 1946

Mr. E. T. Anderson
Department of State
Washington, D. C.

My dear Mr. Anderson:

I have your letter of March 14, 1946 regarding the proposed new Security Advisory Board.

At the time you were at my office, I stated that we felt we did not have need for this service, inasmuch as the Department has always treated its work as confidential, and also raised the question of peacetime censorship. The latter, you assured me, was not the intention.

I have again taken up the matter, and while we are still of the same opinion, we will be glad to cooperate and appoint a representative to your Board.

Very sincerely,

A. Devitt Vanech /S/

A. Devitt Vanech
Special Assistant to the Attorney General

April 10, 1946

State-War-Navy Coordinating
Committee - H. Freeman Matthews

I hereby designate Mr. Einar
T. Anderson to be Acting Chairman
of the Sub-Committee ~~for~~ Security
Control known as the Security
Advisory Board.

Frederick B. Lyon

FC:ETAnderson:ris

UNCLASSIFIED

Serial No. 67

30 September 1946

RCB/nmh

MEMORANDUM FOR: State Member, SAB
War Member, SAB

Subject: Navy Member, SAB

1. The SWNCC Secretariat has informed the Secretariat of the Security Advisory Board that Commander Kelse Daly (Navy 61620) has been named the Navy Member of the Security Advisory Board until October 15, 1946 at which time Commander L. W. Gunther (Navy 4515) becomes the Navy Member.

2. For your information, Commander Daly served as the Navy Member of the Security Advisory Board under the Office of War Information from April 1943 until the temporary cessation of its activities in October 1945.

For the Security Advisory Board:

Ruth Catlett Barton
Secretary

cc: Comdr. Daly
Comdr. Gunther

UNCLASSIFIED

Serial No. 67

30 September 1946

RCE/nmh

MEMORANDUM FOR: State Member, SAB
War Member, SAB

Subject: Navy Member, SAB

1. The SWNCC Secretariat has informed the Secretariat of the Security Advisory Board that Commander Kelse Daly (Navy 61620) has been named the Navy Member of the Security Advisory Board until October 15, 1946 at which time Commander L. W. Gunther (Navy 4515) becomes the Navy Member.

2. For your information, Commander Daly served as the Navy Member of the Security Advisory Board under the Office of War Information from April 1943 until the temporary cessation of its activities in October 1945.

For the Security Advisory Board:

Ruth Catlett Barton
Secretary

cc: Comdr. Daly
Comdr. Gunther

The National Archives

Washington, D. C.

OFFICE OF THE ARCHIVIST

October 14, 1946

Mr. E.T. Anderson, Acting Chairman
Security Advisory Board
State-War-Navy Coordinating Committee
New War Department Building
Washington, D.C.

Dear Mr. Anderson:

At the direction of the President, the National Archives is preparing a series of "Guides to the experience of the United States Government in World War II." The project calls for the preparation of a Handbook of Federal World War II Agencies and Their Records; of "inventories, by series, of the significant records of war agencies and of war-related activities of other agencies"; of "lists of published and unpublished histories, monographs, reports, and other documents of special individual interest"; and of "an overall guide on a subject basis to the documentation of the Government's war experiences."

In launching this program, it has been found that the question of security and of the classification of documents is one which needs to be clarified, and a study of the whole subject as it affects all Government agencies is a necessary preliminary to our work. As the Security Advisory Board is the only entity that has dealt with this problem in all its aspects throughout the war, the experiences of the Board and the policies it has formulated would appear to be the authoritative source on this subject.

Mr. William Ross of the National Archives staff has been delegated to report on the subject of document security. He has informed me that practically all the required information is contained in a confidential history of the activities of the Security Advisory Board. It is requested, therefore, that Mr. Ross be permitted to consult this confidential history of the Security Advisory Board, and of the various bodies that previously fulfilled the same function. If any of the substantiating information that is available is classified, permission to see this also will be appreciated. Mr. Ross is a former officer of the Military Intelligence Service and has a suitable security clearance.

It is proposed that Mr. Ross prepare a short summary of security policies and procedures in Federal agencies for the World War II Records Project. It is believed that the material to be extracted from the Security Advisory Board files will not be of a nature to require classification, but in any event such material will be submitted to you for approval before it leaves the War Department Building. While engaged in this work, Mr. Ross will be subject to any security restrictions that need to be imposed.

If there are any technical objections to the proposal I have made, your suggestions for an alternative method of achieving the ends desired would be much appreciated.

Sincerely yours,

Solon J. Buck

Solon J. Buck
Archivist of the United States

~~CONFIDENTIAL~~
Serial No. 100
RCB/gh

~~CONFIDENTIAL~~

18 October 1946

MEMORANDUM FOR State Member, SAB
War Member, SAB
Navy Member, SAB

Subject: Review of Security Advisory Board History for Use
By Representatives from National Archives

Reference: a. Minutes 6th SAB Meeting

Enclosures: a. Copy letter from National Archives
b. History of Security Advisory Board

1. Pursuant to discussion at the 6th Meeting of the Security Advisory Board, 16 October 1946, enclosed herewith is a copy of the request from the Archivist of the United States for permission for Mr. Ross to examine certain records of the Security Advisory Board, and a copy of the history of the Security Advisory Board, prepared in 1945 for the Office of War Information historian.

2. It is requested that you review this history in light of Mr. Buck's request with a view to recommending what parts, if any, should be deleted before being examined by the Archives representative.

For the Security Advisory Board:

Ruth Catlett Barton
Secretary

~~CONFIDENTIAL~~

Serial No. 117

October 30, 1946

The Honorable
Solon J. Buck
Archivist of the United States
The National Archives
Washington 25, D.C.

Dear Mr. Buck:

Reference is made to your letter of October 14, 1946, in which you requested that Mr. William Ross of the National Archives staff be allowed to examine the wartime history of the Security Advisory Board, in connection with his preparation of a short summary of security policies and procedures in Federal agencies for the Handbook of Federal World War II Agencies and Their Records, which the National Archives is presently preparing, at the direction of the President.

You are informed that the Security Advisory Board has reviewed the History of the Security Office and the Security Advisory Board, Office of War Information, and perceives no objection from the standpoint of security to the examination of this record by Mr. Ross. The Board has further determined that the security classification of this document can be reduced to Restricted and steps have been taken to effect this change in classification. The substantiating information required by Mr. Ross in this project will be furnished to him wherever possible.

The present Secretary of the Board, Mrs. Ruth C. Barton, worked with the Security Advisory Board during wartime and will be prepared to give Mr. Ross any supplementary information regarding the Board's activities which may not be contained in the files.

The Security Advisory Board reserves the right to review any material developed by Mr. Ross in this connection before its removal from the offices of the Board in the New War Department Building and its eventual publication.

Sincerely yours,

cc War Member, SAB
Navy Member, SAB
Lt. Col. V. F. Field, SWNCC

E. T. Anderson
Acting Chairman

RCB/reb

UNCLASSIFIED
Serial No. 379

see set

13 March 1947

MEMORANDUM FOR

Executive Secretary
State-War-Navy Coordinating
Committee

Subject:

The Security Advisory Board and
its Relation to Records Security
Control

Reference:

a. Minutes SAB 15th Meeting

Enclosure:

a. Report and Chart on Subject

1. Recently Mr. Victor Gondos, Jr., Records Retirement Supervisor, National Archives, was asked by the Director of the War Records Office to submit a report on the relation of the Security Advisory Board to the program of Records Security Control. In compliance with this request, Mr. Gondos prepared the enclosed chart and informational report regarding the Board.

2. At my request, Mr. Gondos supplied me with copies of this material for each of the Board members and the SWNCC Secretariat. Although the material is for the internal use of the National Archives, I believe it will prove of interest to your office. Should there be any comments on the accuracy of the data presented in this material, would you please let me know?

For the Security Advisory Board:

Ruth C. Barton
Secretary

FILE

RCB:ar

UNCLASSIFIED
Serial No. 378

STATE-WAR-NAVY COORDINATING COMMITTEE
SECURITY ADVISORY BOARD
WASHINGTON 25, D. C.

*History
Sub*

13 March 1947

MEMORANDUM FOR

State Member, SAB ←
War Member, SAB
Navy Member, SAB

Subject: The Security Advisory Board and
Its Relation to Records Security
Control

Reference: a. Minutes 15th SAB Meeting

Enclosure: a. Report and Chart on Subject

1. Recently, Mr. Victor Gondos, Jr., Records Retirement Supervisor, National Archives, was asked by the Director of the War Records Office to submit a report on the relation of the Security Advisory Board to the program of Records Security Control in the government. Mr. Gondos compiled certain information relating to the Board, in addition to preparing a chart on the security activities in Washington.

2. Although this report and flow chart are for the internal use of the National Archives, it is believed that they will prove of interest to the members of the Board. To the best of my knowledge, the data contained in the informational report is accurate.

For the Security Advisory Board:

Ruth C. Barton
Ruth C. Barton
Secretary

THE SECURITY ADVISORY BOARD
AND ITS RELATION TO RECORDS SECURITY CONTROL

BRIEF REPORT ON THE SECURITY ADVISORY BOARD OF THE
STATE-WAR-NAVY COORDINATING COMMITTEE AND ITS RELATION TO RECORDS
SECURITY CONTROL

Victor Gondee, Jr.
National Archives
January 20, 1947

NOTE

The text and chart included herein are part of a study made for the purpose of clarifying certain major points with respect to the SECURITY ADVISORY BOARD for the use of the Director and staff of the War Records Office, National Archives. The information and analysis relate to the following points:

- (1) What is the Security Advisory Board?
- (2) What is its jurisdictional area and authority? Are the issuances of SAB clothed with mandatory powers?
- (3) What is the relation of the SAB to the field of records security control within the entire Federal Government?

STATE-WAR-NAVY COORDINATING COMMITTEE

The SWNCC was created through an exchange of letters between the Secretaries of the three Departments in December 1944. For nearly a year the existence of such a unit was kept confidential and it was not officially formalized until the issuance of a memorandum signed by the three Departmental Secretaries on 16 October 1945.

The jurisdiction of the Committee extends, by agreement of the Secretaries, over such policies and activities of the three Departments as may require coordinated action. Whatever decisions the Committee reaches are to be implemented in each of the three Departments by their respective Secretaries, subject to the approval of the President. The Committee is thus a means, a tool, for achieving coordination (on the highest policy level) of the policies of the three Departments.

The functions of the Committee are stated in the State Department's Bulletin, p. 745 (11 Nov. 1945) as follows, "To reconcile and coordinate action to be taken...on matters of common interest...and establish policies on politico-military questions referred to it." And in the State Department Directory of Committees (15 June 1946) it is stated and reaffirmed that "To consider matter of a nature which would command high-level consideration by the three Departments and/or matters which should be referred by the State Department to the Joint Chiefs of Staff. To improve existing methods of obtaining, for the State Department, advice on politico-military matters and of coordinating the views of the three Departments on matters in which all have a common interest."

The Committee is organized into sub-committees each of which considers matters relating to a particular geographic area or matters relating to a particular subject. Each sub-committee has one representative from each component Department. There is also a secretariat consisting of three officers from each of the three Departments and a supporting complement of Waves, Wacs, and civilian personnel.

At the time of allocation of this agency to the War Records Office, National Archives, 17 July 1946, the Executive Secretary of SWNCC was Lt. Colonel Virgil Y. Field.

SECURITY ADVISORY BOARD

The Security Advisory Board is one of the sub-committees of the SWNCC, designed for the purpose of integrating the security policies and practices of the civilian agencies of the Government with those of the military agencies and the State Department.

2

The SAB was established by administrative action of the SWCCG on 3 April 1946. To the Board were named two officials of the State Department, and one officer each from the War and the Navy Departments. Mrs. Ruth Catlett Barton (formerly a WAC Captain associated in the same capacity with the predecessor Board) was appointed Secretary of the Board.

The name of the SAB is identical with that of a similar Board established within the Office of War Information through the initiative of the Director, Elmer Davis. In order to assist the civilian agencies in establishing and operating proper security measures with respect to both personnel and records Director Davis, on 13 April 1943, requested the Joint Chiefs of Staff to detail certain Army and Navy officers to a proposed Security Advisory Board. The Director was informed by the Secretary of the Joint Chiefs of Staff, 28 April 1943, that the officers requested were authorized to serve with the SAB of the OWI. The first meeting of this Board was held 5 May 1943, with Rear Admiral R. P. McCullough, USN (Ret.), Chairman. The question of the Board's authority was immediately brought into discussion and a request was made for the issuance of an Executive Order to clarify the Board's status and powers. This request was denied by the Bureau of the Budget on the grounds that Executive Order 9182 which established the OWI and OWI's subsequent Regulation No. 4 were sufficient for the performance of the Board's functions. (See Federal Register, 16 June 1942, pp. 4468-4469). Section 5 of Executive Order 9182 states:

"The Director is authorized to issue such directives concerning war information as he may deem necessary or appropriate to carry out the purposes of this Order, and such directives shall be binding upon the several Federal departments and agencies."

As a result of the termination of OWI by Executive Order 9608, 31 August 1945, the SAB of that agency liquidated its affairs and ceased to function 1 November 1945.

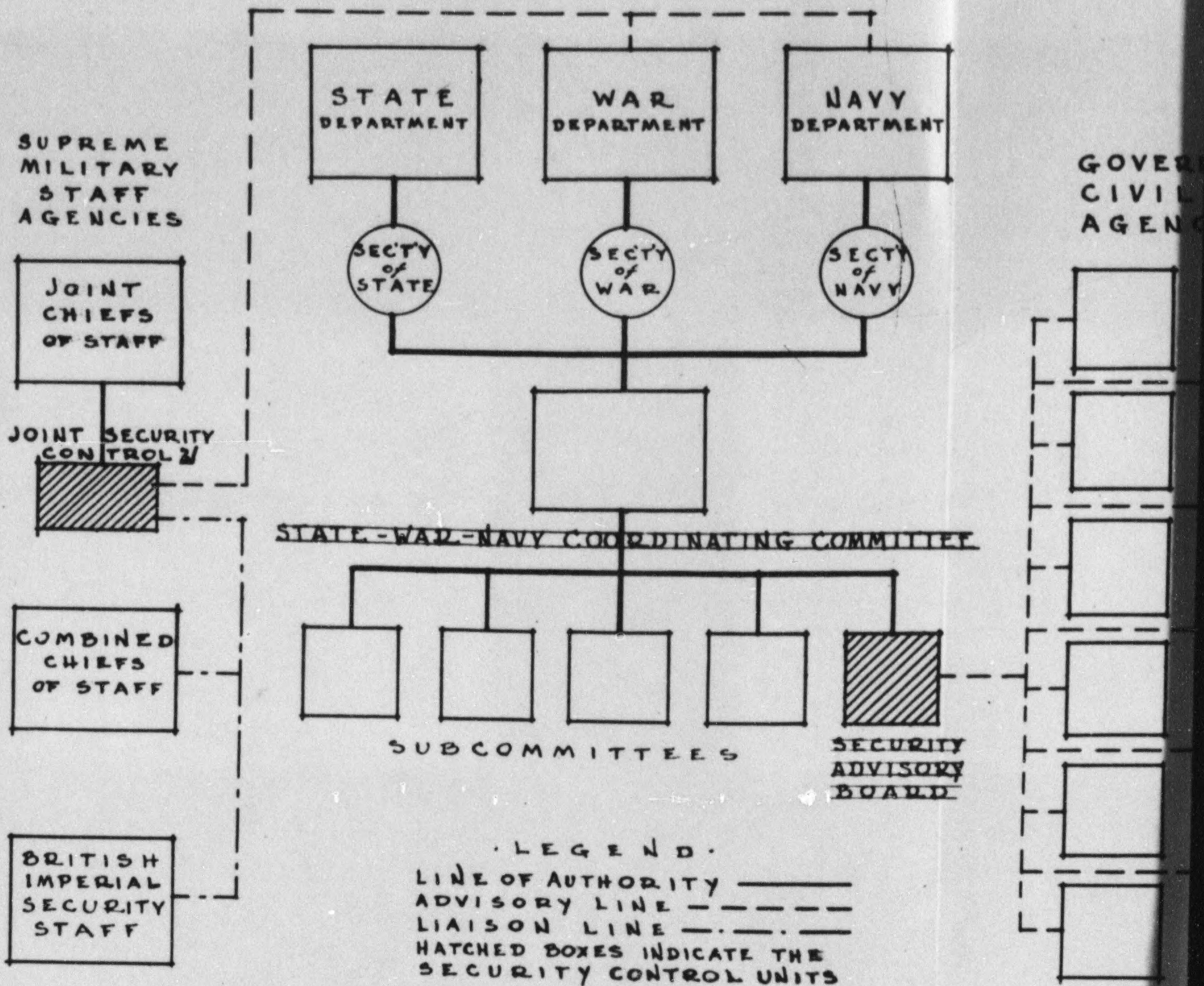
It thus appears that between November 1945 and April 1946 there was no unit functioning within the Federal Government with the title of Security Advisory Board. When such a Board was re-created under the auspices of the three Departments of State, War, and Navy it was given the same name as that of a predecessor which had functioned in a similar capacity in a defunct wartime agency. But the mere borrowing of the name did not clothe the new Board with a single jot or tittle of whatever authority was possessed by the old Board within the jurisdictional areas of the defunct OWI.

While there are certain Acts and Executive Orders which bear upon the subject of the unlawful dissemination of secret and

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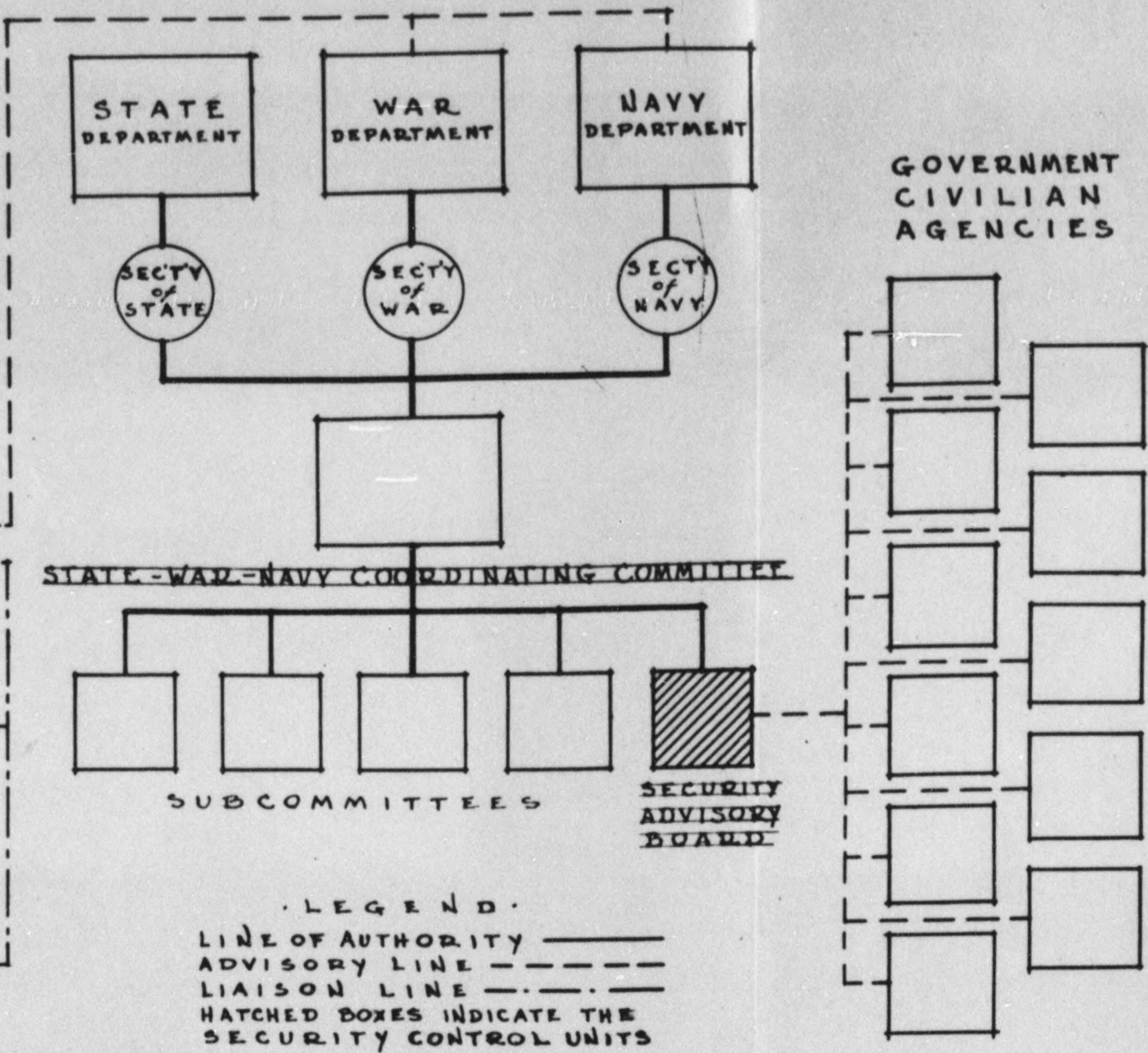
confidential information with respect to the national defense, there do not appear to be any Acts or Executive Orders directly bearing upon the subject of classified records security within the civilian establishment of the Government. Directives issued by predecessor units as well as the present Board were and are being complied with voluntarily as in the interest of the public welfare. Apparently, too, no incidents have occurred to challenge the custom of voluntary compliance, and in each agency a member of the staff is designated as security officer with the function of facilitating voluntary compliance. The success of the voluntary system to date is due to the forbearance of all in the name of patriotic necessity, and, secondly, to the general lack of realization that whatever authority OWI possessed in the premises lapsed with the extinction of that agency. There is, however, ample authority to handle juridically, rather than administratively, such instances of palpable individual misconduct that may occur with respect to public records, and particularly records having a significance for the national defense.

Victor Condes, Jr.
Records Retirement Supervisor
War Records Office



ILLUSTRATIVE CHART OF RECORDS SECURITY CONTROL IN THE FEDERAL GOVERNMENT

NOTES - 1/ The squares shown for subcommittees of SWNCC and for civilian government agencies illustrative of relationships and do not show the exact number of units. 2/ The Joint Security Control as mediator between War & Navy Depts. in controversies on security matters. It coordinates American policies with those of the Combined Chiefs of Staff; and it maintains liaison with the British Security Service. - situation 15 JANUARY 1947 - PREPARED BY



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ILLUSTRATIVE CHART OF RECORDS SECURITY CONTROL IN THE FEDERAL GOVERNMENT

1/ The squares shown for subcommittees of SWNCC and for civilian government agencies are merely indicative of relationships and do not show the exact number of units. 2/ The Joint Security Control acts as a mediator between War & Navy Depts. in controversies on security matters. It coordinates American security with those of the Combined Chiefs of Staff; and it maintains liaison with the British Imperial Security Service. ~ SITUATION 15 JANUARY 1947 ~ PREPARED BY J. GONDOS, Jr.

Draft
1-8-49
SAB

The President's Temporary Commission on Employee Loyalty appointed pursuant to Executive Order 9806, dated November 25, 1946, recommended in its report (Exhibit A, Section VI (i)) that "the President direct the Security Advisory Board of the State-War-Navy Coordinating Committee to draft uniform minimum rules applicable to the handling or transmission of all confidential documents, or other documents or information which should not be publicly disclosed, and upon approval by the President, such rules shall apply to all departments and agencies of the executive branch of the Government." No discussion of the underlying reasons for the recommendation is outlined. However, the Commission's recommendations on standards for determining disloyalty include the following:

"IV. Intentional unauthorized disclosure to any person of documents of a confidential or non-public character obtained by the person making the disclosure as a result of his employment by the Government of the United States."

Lacking any discussion of the recommendation for drafting of standards by the SAB it must be assumed that the Commission felt some uniform procedures necessary to define unauthorized disclosure and documents of a Confidential or non-public character. During the war OWI Regulation No. 4 served this purpose but with the liquidation of OWI function and authority, no security regulations could be mandatorily imposed on any agency. Some nonsensitive agencies, realizing the need for a more or less uniform pattern for handling classified information, cooperated fully with the Board in developing regulations guaranteeing minimum safeguards. There was, however, wide disparity between agencies. Many instances of improper handling were uncovered, with the result that the sensitive agencies grew more and more reluctant to transmit their classified documents to civilian agencies.

Modern international and military situations reach so far down into our internal economy that very close relations between the armed services, State Department, CIA and AEC, and practically every agency of the Government is essential to properly coordinate activities in the executive branch. Requirements for exchange of information on dovetailing or joint interests have multiplied manifold since before World War II. Consequently, any system which tends to limit this exchange is detrimental to the national interest.

Just about the time the Board commenced its drafting the Secretary was informally advised that its authority to draft regulations on handling confidential documents other than those pertaining to employee loyalty would be questioned. The Board was of the opinion that Section VI, paragraph 2 meant just what it said, particularly since another section of the Executive Order instructed agency heads to provide for protection of loyalty information but to make doubly certain made inquiries of those who participated in the drafting of the report of the PTCOEL who were readily available and sought informal legal opinions on the question. These inquiries strengthened its original opinion and the Board accordingly proceeded with the drafting as planned.

By July 1 it felt its work sufficiently advanced to warrant submitting it to agency heads for comment. Accordingly, on July 7 letters requesting

-2-

comments on the preliminary draft were sent to 46 executive agencies and three non-executive agencies. On the basis of comments received the draft was revised and submitted to SANACC for approval and transmission to the Bureau of the Budget on September 12, 1947. In transmitting the revised draft to SANACC the Board included a proposed Executive Order putting the Minimum Standards into effect, together with letters of transmittal to the Director of the Budget and the President and an analysis of all comments received and action taken thereon.

In October of 1947, representatives of the press raised objections to certain language in the definitions of the preliminary draft. On the basis of these definitions and a copy of the security regulations previously issued by the Veterans Administration alleged that the Minimum Standards were an attempt to limit free speech and a free press and to impose peacetime censorship on civilian agencies.

When it became apparent that language in the draft could be subject to misinterpretation the Board immediately recommended to SANACC that the definitions be amended to eliminate the controversial phrases. The amended definitions were incorporated in the draft approved by SANACC on November 4, 1947.

On November 14, the Board appeared before a subcommittee of the House Committee on Expenditures in the Executive Departments to explain its authority and the purposes and intent of the Standards it had drafted. At the hearing Mr. Jim Lucas of the Scripps-Howard newspapers and Mr. Bruce Colton, Director of Information for the Luckman Committee testified in opposition to the issuance of any set of Standards such as those proposed.

Immediately after the hearings Congressman Bender, a member of the subcommittee, sent a letter to SANACC requesting that further action on the standards be held in abeyance pending issuance of the subcommittee's report. Even though the draft had already been approved by SANACC for transmission to the Bureau of the Budget, SANACC agreed ~~that~~ not to forward it to Budget until after January 1 at which time Mr. Bender indicated the report should be available. However, when the time arrived no report had been prepared and agreements to continue holding up transmission were extended from time to time.

Up to the present writing, there is still no report and the Minimum Standards are still being held in abeyance.

A-D - Mr. J. C. Dunn

December 28, 1945.

A-R - Mr. Russell

Liquidation of the Security Advisory Board - OWI.

RESTRICTED

Please refer to the attached memorandum of November 20 together with enclosures addressed to the State, War and Navy Coordinating Committee by the Joint Chiefs of Staff on the above subject.

The proposal of the Joint Chiefs of Staff that the Department assume the remaining functions of the Security Advisory Board has been carefully studied and I am agreeable to having the Department take over and continue these functions.

It is believed that the State, War and Navy Coordinating Committee possesses adequate authority to delegate the continuance of the Board's functions to a Sub-committee as an operating unit. This Sub-committee could function along the lines of the SWNC Sub-committee for the Release of State Papers and operate independently except that questions of major policy would be referred to SWNC.

The functions of the Sub-committee would be the same as outlined in the memorandum of November 20, 1945 from the Joint Chiefs of Staff.

It is recommended that the membership of the Sub-committee consist of representatives of the War, Navy and State Departments and that it maintain such liaison with civilian governmental agencies, including the Bureau of the Budget, as might be necessary.

The Sub-committee would require a permanent secretary as well as certain clerical assistance for its operations. It is understood that one or two Army officers formerly connected with the Security Advisory Board might be available for such assignment.

FC:ETAnderson:bjp

A-R - Mr. Russell

December 28, 1945.

CON - Mr. Lyon

Liquidation of the Security Advisory Board - OWI.

Referring to the enclosed memorandum to Mr. Dunn, Mr. Bannerman and I feel that the Department should continue the functions of the Security Advisory Board - OWI and that the proper Division to take over and continue these functions is FC with the cooperation of the Department's Security Officer. These functions relate entirely to domestic security measures.

If you agree with this proposal, I recommend that Mr. Einar T. Anderson of FC be designated as the Department's representative as well as Chairman of the SWNC Sub-committee. Mr. Anderson would, of course, work very closely with Mr. Bannerman in all matters connected with his activity.

According to Lt. Colonel Field, Executive Secretary, SWNC, a WAC Captain would be available for assignment in her military status as full-time secretary without cost to the Department. The Secretariat, however, would require a CAF 5 or 6 stenographer and a CAF 4 clerk-typist and these two employees would be on the Department's payroll. I understand that one or two former OWI employees now transferred to the Department, who worked on the Advisory Board, might be available for these duties.

FC:ETAnderson:bjp

DEPARTMENT OF STATE
FOREIGN ACTIVITY CORRELATION

SWNC



Security Adv. Bd

Joint Sec. Control

Chairman State
member Army
" War



Secret Inspection
Wac Capt

1 Star

1 Typist

DEPARTMENT OF STATE
FOREIGN ACTIVITY CORRELATION

12-29-45

FC - Mr. Lyon:

According to Col. Field,
SWNC, the former secretary
of the Board, a War Captain,
would be resigned by
the Army in her military
capacity and she would
not pay her salary.
The secretariat would
however need a CAF
⁵ for ⁶ stenographer & a CAF
clerk typist and they would
have to be employed by
the Dept.

Lyon

12/10/45

E.
FC - Mr. Anderson

Einar:

Shouldn't we
include in the memo to Mr. Russell
just what this would cost
the Department?

- J -

12/28/48

FC - Mr Anderson
Ennis:

Does
this thing require
us to hire these
Army officers? Also
what General staff
would be involved?

- J -

DEPARTMENT OF STATE
FOREIGN ACTIVITY CORRELATION

12-28-45

FC - Mr. Lyon:
Freddy:

The A-R to A-D memo has been cleared with Gardner & Col. Field of SWNC and your CON memo to Don Russell was cleared by phone with Prob Bannerman.

Gardner

Jan. 29, 1946

SWNCC - Mr. Raymond Cox

FC - Mr. E. T. Anderson

Supplementing the attached memorandum and after talking with Mr. Gardiner, we believe that the following observations might be brought to Dr. Matthews' attention:

The solution proposed could serve as an interim arrangement until such time as it might be considered advisable to set up the Security Advisory Board under a Presidential directive.

FC:ETAnderson:bjp

CONFIDENTIAL C1

*Background
19 Dec 46*

MEMORANDUM FOR MR. OHLY, SPECIAL ASSISTANT TO SECRETARY OF WAR:

SUBJECT: Security Subcommittee of SWNCC Known as Security Advisory Board

1. During the war there was established within the Office of War Information a Security Advisory Board whose functions, generally, were to direct, coordinate and control the security of information within the non-military agencies of the Government. During the existence of OWI it was considered that sufficient authority existed in OWI (the Executive Order under which OWI was established) to so control these activities.

2. At the dissolution of OWI the Joint Chiefs of Staff addressed a memorandum to the State-War-Navy Coordinating Committee proposing that certain residual functions of the Security Advisory Board of OWI be continued. An ad hoc committee was appointed to study the problem and this committee reported to SWNCC its findings (SWNCC 252/2).

3. On 5 April 1946 SWNCC approved SWNCC 252/2 and appointed a Subcommittee for Security Control to be known as the Security Advisory Board (SAB). This Board was to consist of a representative of the Department of State as Chairman, and representatives of the War and Navy Departments. Its functions were those residual functions recommended by the Joint Chiefs of Staff to be maintained in existence. They are action functions and are quoted at Tab A.

4. The composition of the Security Advisory Board was announced as Mr. Frederick B. Lyon, Chairman, Mr. Einar T. Anderson, alternate, from the Department of State; Colonel Charles C. Blakensy, Intelligence Division, War Department General Staff; and Captain John S. Phillips, later replaced by Commander L. W. Gunther, Navy Department, with Captain Ruth Catlett (WAG), Secretary. Captain Catlett was discharged from the Army, married and employed by the State Department as Mrs. Ruth C. Barton as Secretary. She had been connected with the Security Advisory Board of OWI.

5. During the early days of the present SAB it became apparent that the personnel to whom the duty was assigned were inadequate in number and too busy to perform the action functions required under the original terms of reference (Tab A). The Board, therefore, recommended a change in those terms of reference. The recommendation was approved by SWNCC and published in SWNCC Memorandum No. 4126. The present functions are attached at Tab B.

CONFIDENTIAL

Mrs. Barton

Mr. Sutton - Dir. Office
Bureau Budget
Ext. 28 - Pres. Exec. Office
Inquired of Sec. Adv.
Board

1-14-46

Phoned S. who
wanted to know
status of Sec. Adv. Bd.

WTA

OUT

Form DS-933
(9-1-51)

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OF STATE

SUBJECT OR FILE NO. <i>SAB History area 1st floor Row 9 9-B + 9-C</i>			DATE DUE <i>9-14-52</i>
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Form DS-933
(9-1-51)

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OF STATE

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