DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

M.S. Agency Comment
on 7-1-47 draft I-T

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

DIGEST OF AGENCY COMMENTS RECEIVED
As of noon, August 5

GENERAL COMMENTS

Railroad Retirement Board — 1. "in view of apparent inapplicability of..... to our establishment, we have no suggestions to make."
2. They handle considerable information which the Board considers confidential "in a general sense" but which does not fall within definition of Confidential in Minimum Standards. They presume it comes closest to definition of Restricted. Because of peculiar nature of its records, Board could not conform to Minimum Standards, "at least, not without shouldering a tremendous administrative burden in handling hundreds of thousands of pieces of correspondence which it receives and dispatches in connection with claims". There are some statutory restrictions on release of information, which go beyond restrictions in Minimum Standards for Restricted information. Their claim that they could not conform apparently means even if they classified their material Restricted.

Office of Scientific Research & Development — 1. Concerned about effective means of enforcement. Suggest study of establishment of statutory authority for agency heads to impose disciplinary measures on employees violating standards or violating security.
2. Believe standards would be workable; that they are reasonable and in general well drafted, subject to limitations on enforcement.

Veterans Administration — 1. O.K. except that rules governing Confidential cannot be applied to veterans records and personnel files because of volume involved, even though classifying them as Confidential would not be overclassification under the definitions in the Minimum Standards. Suggests regulations controlling Confidential information permit heads of agencies to establish standards and procedures for safeguarding information which is held confidential for protection of individual and/or protection of Administration against embarrassment or injury.

Federal Deposit Insurance Corp. — 1. Statutory provisions against disclosure of certain information received by FDIC; standing practice of Corporation to treat examination reports and information contained therein as "private or confidential". Some information in examination reports may come within Confidential classification. If so, undue hardship would result since they are now transmitted by regular mail in single covers and since present practice permits discussion over phone by officials of Corporation and district supervisors or State Bank Commissioners. If information could be classified as Restricted, objections would be removed, but definition of Confidential appears to preclude that possibility.
2. Suggested that agencies such as theirs be excluded from operation of proposed rules. NOTE: acknowledgement of comments included statement that Board was not in a position to exclude any agency in executive branch since Executive Order 9835 specifically stated rules would be applicable to all departments and agencies in executive branch.

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5	Civil Aeronautics Board	1. Much to be said for establishing protective measures. 2. Implementation of Standards will place substantial burden on CAB and will result in decreased efficiency in operating processes of CAB and in additional manpower costs. Typical of anticipated manpower drain are: establishment of messenger-courier system; functions involved in classification of certain categories of information; marking, storage and destruction. 3. Provisions on storage facilities will require expenditures for equipment 4. Urge that final recommendations of SAB be as simple in form as possible, consistent with efforts to obtain maximum protection. 5. Assurance that CAB will employ every means to establish effective implementation.
(1) X	Department of Labor	1. Will not affect present operations to any great extent. 2. "Material or information from Management or Labor Organizations is frequently submitted with understanding that contents should not be released. While such material is not always marked 'Confidential', it is considered confidential and access to file is restricted."
6 No reply rec'd.	Atomic Energy Commission	1. Requested meeting with Board which has been scheduled for August 7.
7 X ✓	National Advisory Committee for Aeronautics	1. Satisfactory as a whole. 2. Specific comments covered elsewhere
(2) X	Export-Import Bank	1. "No reason why Bank cannot prescribe implementation and enforcement procedures without imposing undue hardship."
(3) X	War Assets Adm.	1. "Believe.....will meet our needs adequately and will not impose any undue operational or administrative hardship.."
(4) X	Off. of Defense Transportation	1. "...limited ~~xxxxxxxx~~ duration extending only to February 29, 1948 .....standards would not impose an undue operational or administrative hardship...."
(5) X	Post Office	1. "...believed to meet the needs of the Post Office..."
(6) X	Housing Expediter	1. "...does not appear that Office..will have information requiring classification.....and comments or suggestions ....appear unnecessary."
8 X	Dept. of Agriculture	1. No general comments. 2. Specific comments appear elsewhere
9 X	Dept. of Interior	1. "...appear adequate.." 2. Specific comments appear elsewhere
10 X	National Archives	1. No general comments 2. One specific comment appears elsewhere

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Federal Communications Commission	1. No general comments. 2. One specific comment appears elsewhere.
Tennessee Valley Authority	1. Seem adequate for TVA. 2. Specific comments appear elsewhere
Library of Congress	1. No substantial comments "Procedures outlined are wholly applicable in interchange of information between Library of Congress and agencies of the executive branch." 2. One specific comment appears elsewhere.
National Mediation Board	1. "Will properly cover any situation arising in connection with work of the National Mediation Board."
Federal Power Comm.	1. No comments or suggestions.
U. S. Tariff Comm.	1. No comments or suggestions
Indian Claims Comm.	1. No comments or suggestions
Interstate Commerce Commission	1. No comments or suggestions
Smithsonian Inst.	1. No changes to suggest)
Federal Security Agency	1. No changes in draft are recommended.
Securities & Exchange Commission	1. No comments or suggestions.
Central Intelligence Group	1. "...presents a desirable policy which, when implemented, should prove of much value from a security viewpoint throughout the civilian offices of the Government." 2. Specific comments appear elsewhere.
Bureau of the Budget	1. "....are in general agreement with its provisions." 2. Specific comments appear elsewhere.
Civil Service Comm.	1. "While fully appreciating the need for as close an approximation as possible to the proposed minimum standards.....Commission believes exceptions requested herein are essential in order that the efficiency of its operations may not be adversely affected during forthcoming loyalty program." 2. Great majority of Commission's reports would be properly classified Confidential under definitions. 3. Undue hardship involved in following rules for handling Confidential information: no discussion over phone; use of double envelopes; use of registered mail; storage requirements. 4. Specific changes in language, which are detailed elsewhere, involve exceptions when the head of the agency determines there would be unreasonable delay or operational burden or prohibitive cost in handling Confidential personnel information as set forth in present draft.

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17	X Treasury Department	1. "Excellent outline of minimum standards that should be adopted by every agency. Specific comments elsewhere.
18	Dept. of Commerce (Civil Aeronautics Administration)	1. Amount of administrative detail not fully justified for amount of material handled, but may be necessary to guarantee minimum standards. 2. Security officers should be given wide latitude in certifying need for equipment.
19	Department of Justice	1. "Would not be desirable to have these security proposals apply to material handled by the Department. The application of these regulations would not, it is believed, add to the effectiveness of the security measures already enforced by the Department, which regards all information in its possession as confidential. On the contrary, it is feared that such regulations applied to the Department would create confusion and a great deal of added work, which would defeat their purpose. Added to this, is the possibility, it is believed, that these security regulations will be criticized as bordering on a peacetime censorship. "In view of these conclusions, with which I am presently inclined to concur, it is requested that if these security regulations are adopted by other agencies of the Government the Department of Justice be exempted therefrom. If such an exemption is provided, I have no objection to the issuance of these or similar regulations for the control of this problem in agencies which have need for such control."
(15) X	Government Printing Office	1. ".....are reported as being adequate and workable." "No changes are suggested."
(16) X	Federal Reserve Bd.	1. ~~Reported by telephone that they have~~ no comments or suggestions. ~~Will confirm in writing.~~
	Federal Works	1. Probably will not reply; have no classified information. ~~will make no adverse comments.~~ ~~2. Confirmation in writing requested.~~
(17) X	Federal Loan Agency	1. ~~Will have~~ no comments; ~~will confirm in writing.~~
	Federal Trade Comm.	1. ~~Probably~~ no comments; ~~will confirm in writing.~~
(18) X	U.S. Maritime Comm.	1. No comments; ~~recommend adoption as drafted.~~ ~~2. Will confirm in writing.~~
	Gen. Acctg. Off.	1. No comments. ~~2. Will confirm in writing.~~
	Selective Service	1. Probably no comments. 2. ~~Confirmation in writing requested.~~
	~~National~~ Housing Agency	1. In time of peace, difficult to conceive that operations would involve information of military importance or any problem of security significant to the ~~national~~ defense.

Suggest Board consider exempting NHA and other agencies where security problems

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are negligible.

2. Subject to some specific suggestions covered elsewhere, "do not feel that proposed minimum standards would impose any undue operational or administrative hardship upon this agency", if impossible to have themselves exempted.

As of noon 8/11/47, no replies received from following agencies:

Office of Government Reports ✓ liquidating - no classif — ✓ — ✓
Commission of Fine Arts ✓ 8/13 - sent copy N.C.
Philippine Alien Property Administration ✓ checking Bureau Ex ✓
American Battle Monuments Commission - NC ✓
Philippine War Damage Commission ✓ ~~sent copy~~ NC. ✓ ✓
National Labor Relations Board ✓ NC ✓
Council of Economic Advisers. ✓ sent copy

1/ "Except to express the opinion that the rules..... are clearly set forth & easily understandable, we have no special comments to make or suggestions to offer concerning them."

2/ "It is the opinion of this agency that these Regulations are adequate to safeguard the handling & transmission of classified information of the Maritime Comm."

XH — Administrator in Philippines probably no comment — Reply rec'd — no comment.

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SPECIFIC COMMENTS

SECTION I

~~Page No.~~ Sect. No.	Commenting Agency	Comment or Suggestion
~~P. 1~~ - Purpose	O.S.R.D.	Might increase effect to state document is promulgated by President in accordance with Ex. Ord. 9835 and must be adhered to by all executive departments and independent establishments of the Govt. Further effect might be derived by including quotation from Executive Order.
	Agriculture	Change paragraph to read; "These rules constitute minimum standards for the handling and transmission of Top Secret, Secret, Confidential and Restricted documents or other material that contain information which must not be publicly disclosed and are applicable to all departments and agencies of the executive branch."
	AAF	Since purpose goes beyond limited scope of handling and transmission and includes material of all classifications, statement in text should be broadened.
	Atom. En.	Expand or quote from Executive Order.
I,3	O.S.R.D.	Might be construed to apply only to means of communicat~~ion~~. Change to read: "The term material as used herein means any document, product, thing or substance on or in which information may be recorded or embodied including but without limitation documents, products in all stages of development, processing or construction, elements, ingredients, components, accessories, fixtures, designs, models and mock-ups."
~~P. 2~~ I,5	O.S.R.D.	If I,3 is revised as above, eliminate I,5.
~~P. 2~~,3 I,6,7,8,9 & 10 (See footnote 1/ for comments of Natl. Housing on para. 9 & 10).	O.S.R.D.	Document indicates any given information is not inherently secret, confidential, etc., unless and until it has been labeled. This is right & proper, but some definitions look other way, i.e., 6,7,8,9,10. Could be clarified by such phraseology as "classified information means information the safeguarding of which is necessary for the national welfare and which has been designated by proper authority as being Top Secret, Secret, Confidential or Restricted."
P. 3 10	AAF	By inference could permit Restricted to be communicated to all persons in Govt. without adequate clearance whether or not required and would be inconsistent with proposed statement of policy on dissemination of such matter.

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P. 3	10	Atom.En.	Add "The Atomic Energy Act defines 'restricted data' as follows: 'The term 'restricted data' as used in this section means all data concerning the manufacture or utilization of atomic weapons, the production of fissionable material, or the use of fissionable material in the production of power, but shall not include any data which the Commission from time to time determines may be published without adversely affecting the common defense and security.' "The Commission has issued instructions that in no case will 'restricted data' be classified lower than Confidential."
		Budget	Most agencies reqire clearance for release of any unpublished information before it is sent outside agency for other than security reasons. To eliminate unnecessary use of Restricted, insert "special" before "protection".
P. 3	11	Budget	Same as comment on Section 10.
		AAF	Unclassified military information requires some protection, in that determination must be made whether release for publication is consistent with policy.
P. 4	15	C.S.R.D.	Appears to be circular definition. Eliminate "classified" from last line. Also, reword as follows: "...determining the need for protection of information from disclosure to unauthorized persons and the placing of such information in the appropriate classification."
P. 5	20	Atom.En.	Revise to read: The term "classifying authority as used herein includes the head of an agency, those he has authorized to classify, downgrade and declassify Top Secret and Secret information and, in addition, in the case of Confidential and Restricted information the originating or drafting officer or higher authority.
		AAF	Head of each agency should determine who will be authorized to classify material.
	21	AAF	Special limitation on use of classified material does not appear to be type of marking contemplated by this paragraph.
P. 6	23	Veterans	Add "or unauthorized" between "extra" and "copies" in line 2; add "Surplus copies of publications, orders, circulars, directives" after "drafts", line 5.

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P. 6 24		Agriculture	Change so paragraph will be inclusive: "..... original signed copy or other copies of incoming documents serving as official records in any agency or to the official file copy of any document prepared within the agency and designated as an official record by the agency concerned."

SECTION II

P.7	II,2	TVA	Insert "for" after "providing" in line 3. NOTE: TVA suggestion for use of "head of the agency or his duly authorized representatives" wherever used does not include this provision.
		Treasury	Use "head of each agency or his duly authorized representatives" here and throughout the paper.
	II,2,D	[illegible]	Head of agency should authorize officials within his agency to classify information regardless of its classification.
p. 8	II,2,F	Treasury	Add designation of security officers.
p. 7 or 8		Atom En.	Add section about authority of agency head to delegate
		CIG	Add section: "The head of each agency shall have the responsibility of determining that those employees within his agency authorized to handle highly classified material have been appropriately cleared for security liability."

SECTION III

p. 9	III,1A	Budget	After first sentence, insert: "As the degree of value of official information is subject to change from time to time, the degree of protection should change as the value changes." In present second sentence, insert ",therefore," after "information"; at end of sentence change period to comma and add "and, when possible, the terminal date of the period of the protection indicated."
~~p.10~~	~~III,2A~~	~~TVA~~	~~"Head of the agency or his duly authorised representative".~~
		~~Treasury~~	~~Same as TVA.~~
	III,2A&B	AAF	Delete and add new paragraph stating only officials authorised by head of agency may classify material.
	III,2B	CIG	Might be interpreted as meaning drafting official of

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			add sentence a paper known to him to be either Secret or Top Secret is authorized to classify it only as high as Confidential
p. 10	III,3A	Atom. En.	Yes Add "or higher" between "classifying" and "authority".
		AAF	(1) Same as Atomic Energy. (2) Also believe provision should be included to permit extracts of previously classified documents to be made without consent of classifying authority in order to impose a lower classification therson, "in the proper case". No
	III,3B	CIG	see draft Slightly ambiguous and possibly in conflict with 3A; add "originating such telegrams" after "head of each agency".
		~~TVA~~	~~"Head of the agency or his duly authorized representative".~~
		~~Treasury~~	~~Same as TVA~~
		Commerce	No. Make regulations on telegrams more specific
p. 11	III,3C	CIG	Wording precludes downgrading or declassification of captured enemy documents; change wording to: "Information of a classified nature originated by a foreign government recognized by the United States" or "....by a foreign government with which the U.S. maintains friendly relations". see draft Yes
		Archives	Suggest rephrasing to exclude documents classified by enemy governments which have not been classified by an agency of the U.S.Government after coming into possession of U.S.
		AAF	Should be limited to friendly foreign governments.
	III,3D	AAF	Should read "Subject to the provisions of 'A', 'B' and 'C' above". see draft Yes
p.12	III,5A	AAF	Second paragraph should be broadened to provide for information of a lower classification in addition to that which is unclassified. see draft No
	III,5B	AAF	Should provide for "higher authority" in non-automati declassification and downgrading. See draft Yes
p.13		Budget	Add new Section 6 on "Control of Classification" including specification of detailed numbering system for all classified documents. ~~(Since suggested new section covers slightly more than one single-spaced page, copy will be furnished separately)~~ later covered in later section

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p. 13 III,5,C	Commerce	Effort to be brief has resulted in inadequate coverage; fails to indicate, either in general or specifically, how to initiate downgrading or declassification action. Would be well to state how such action is taken, if initiated by a classifying officer and agency originating the materials classified, and further, how a recipient and user of classified material originated in another agency could proceed to arrange for declassification. In some cases users may be several times removed from the agency and individual originating the material and applying the existing classification. Since "it is the responsibility and obligation of every government official.....to initiate action toward downgrading or declassification as soon as conditions warrant," all Government officials should be informed as to the existence of declassification machinery.

SECTION IV

p. 14 IV	Commerce	This section should outline a minimum type of record which must be maintained of the various copies distributed. Should, at least, state that a record must be maintained.
IV,1	Atom. En.	Delete "on behalf of the executive branch" in lines 4 and 5.
IV,2,A,(2) p. 15 IV,2,A,(3)	AAF	These should be combined to provide that dissemination of Secret, Confidential andRestricted information shall be limited to personnel whose assigned duties require knowledge thereof.
IV,2,B	CIG	So-called third agency rule not heretofore reduced to writing on inter-agency basis. Certain departments informally under it during war and were able to enforce reasonably well; system not wholly satisfactory and feeling persists no such rule should be laid down flatly for government-wide enforcement. CIG will have certain legal responsibilities for dissemination and would be extremely reluctant to see it reduced to writing and binding, in present form upon the several government agencies. If SAB finds it necessary to reduce it to writing, suggest addition of following: "Special conditions incompatible with the foregoing may be recognized by appropriate interagency agreements."

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p. 15	IV,2,C(1)	AAF	May be construed as being inconsistent with preceding paragraph andshould be subject to provisions of "B".
	IV,2,C(1) and (2)	Atom En.	Delete (2) and add to (1): "even though such person or agency may have been solely or partly responsible for its production."
	IV,2,D	~~Atom.~~ Atom.En.	Delete
	IV,2,E	AAF	Discussion of all Restricted information over the telephone would compromise cryptographic material.
		Civil Serv.	Request exception for confidential personnel information.
p. 16	IV,3	CIG	Might be interpreted that agency having custody has no responsibility for investigating loss.
			SECTION V
p. 17	V,1,A(2)	NACA	Requires unbound documents (construed by Major Morgan to include pamphlets held together by staples) to be marked at top and bottom of each page. Satisfactory for Confidential or higher, but seems overemphasis in case of Restricted.
p. 18	V,1,A(4)	AAF	Does not provide for procedures to be followed when material does not lend itself to marking.
		Lib. of Cong.	Recommend that both containers and materials be marked.
	V,1,B	AAF	Alternative methods of marking should not be permitted for products or substances, except in those instances when normal markings cannot be accomplished because of nature of article.
	V,1,C (1)	Atom. En.	Change as follows: "In addition to the assigned classification marking or stamp, the originating agency's record copy of Top Secret and Secret documents shall bear such appropriate indication of the authority for the classification, the identity of the classifying officer and the date of classification as the head of the agency may prescribe. Further, the record copy of a Top Secret document shall carry the signature or initials of the classifying officer and the prescribed notation shall appear on all copies thereof."

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p. 18 V,1,C(2)	Interior	Suggest language used in SAB 1 which is suitable and correct for Geological Survey, whereas present language would not be suitable in all cases.
	O.S.R.D.	Insert after "amended" the following "The transmission or revelation of which in any manner to an unauthorized person is prohibited by law". (almost identical with SAB 1)
(See footnote 2/ for comments of Natl. Housing on this section).	AAF	Believe in any prosecution under Espionage Act it would be impossible to prove knowledge on the basis of notice given. Since unauthorized disclosure of "information of vital interest to the Federal Government" does not appear to constitute a crime, successful prosecution of persons who disregard notice would be difficult. Suggest notation be required only on classified material affecting national defense. Further, statement regarding Espionage Act should be employed when classified information affecting national defense is furnished orally.
p. 19 V,1,C(3)	NACA	Requiring notation on every document presents almost overwhelming volume of work which could be obviated by permitting use of stamp notation and by requiring records of downgrading to be maintained by downgrading agency. "This would seem to satisfy the true requirements of security."
V,1,C	AAF	New paragraph to require new markings when classified material is downgraded or upgraded and to provide for deletion of classification markings when declassification is accomplished.
p. 20 V,2,A(1)a/2	AAF	Believe inner cover should be addressed
V,2,A(1)a/4	AAF	Believe it more appropriate to require that receipt be enclosed in inner cover.
V,2,	Atom. En.	Insert "containing no classified information but" between "form" and "identifying" and delete "unclassified" in line 2; substitute "recipient" for "addressee" in line 4.
V,2,A(1)b	Civ.Ser.	Want exception for confidential personnel information.
V,2,A(1)b/2	AAF	If comment on V,2,A(1)a/2, is favorably considered, delete this section.
	Atom. En.	Delete "complete".
V,2,A,(1)c/1	Treasury	Change to "Restricted material shall be transmitted in a sealed wrapper or envelope."

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p. 21	V,2,B	~~TVA~~ N.N	~~"Head of each agency or his duly authorized representatives" in (1) a, b, and c.~~
		~~Treasury~~ N.N.	~~Same as TVA~~
		Commerce No	Feel regulations on transmission of classified material should require a letter of transmittal listing all documents enclosed.
p.22	V,2,B(2)	Civil Serv. Yes - use CW pers law.	Wants exception for confidential personnel information.
		TVA & Treas. N.N.	"Head of the agency or his duly authorized representative".
		Commerce N.N.	No mention made of diplomatic pouch.
	V,3,A(2)	Civil Serv. No	Wants exception for confidential personnel information.
		Agriculture	All personnel records considered confidential. Impractical and impossible to secure equipment to house them in locked metal file cabinets.
		AAF	Believed insufficient security if padlock referred to would permit use of key padlocks as distinguished from combination padlocks.
	V,3,A(3)	CIG No comparable sec covers	Too stringent in that current regulations of most existing intelligence agencies permit storage of restricted documents in unlocked desk drawers, and some permit display of restricted maps and charts on office walls, under conditions where admission to buildings is adequately restricted.
		Commerce NO	Inadequate description of appropriate storage. Should indicate whether wood cabinets with usual locks are suitable, also whether wooden desks with customary locks suitable. Examples of adequate equipment might well be indicated.
	V,3,B(1)	~~Submitting~~ AAF Yes	Substitute "protect" for "guard" in last line so impression will not be given that armed or unarmed guards are intended.
	V,3,B(3)	~~TVA~~ N.N	~~"Head of the agency or his duly authorized representative".~~
		~~Treasury~~ N.N	~~Same as TVA~~
p. 24	V,3,C(1)	Budget Yes	Change combinations once a year instead of every six months since some agencies will have only small amount of classified material with little need for handling and since these are minimum standards.
HR	V,3,C(3)	AAF No.	Would require reclassification of combinations whenever classification of contents changes. Confidential would be proper classification for all combinations.

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P. 25 V,4,B ~~TVA~~ N N "Head of the agency or his duly authorized representative".

~~Treasury~~ N N Same as TVA.

V,4,B,(1) AAF No Destruction of Top Secret, Secret and Confidential material other than by burning does not appear sufficiently secure in view of definitions of this material.

V,4,C AAF (1) Secret material is so vitally important that a record of its destruction should be made. (2) Further, it appears desirable to provide for a witness to the destruction of Top Secret and Secret material.

See draft FCC Stipulate that destruction must be made in presence of an appropriate official appointed by the Security Officer of the agency and that this official be the one to sign the Certificate, regardless of classification; he, in turn, would transmit certificate to Security Officer.

V,4 Interior No Include authority for transfer of non-record material to agencies who can make use of it, rather than require destruction.

MISCELLANEOUS

Department of Commerce (1) Should be some statement of the procedure and type of record to be maintained when classified material is duplicated, especially when originated in another agency. Consent of originating agency not sufficient; even with such consent, record must be maintained of disposition of various copies. Covered

No (2) Should include rules on protection of classified documents by persons in travel status and also on removal of documents from an office of use at home, conferences, etc.

No (3) Should clarify authority to declassify, particularly in case of material originated by a liquidated agency. Also should have machinery for widespread notification when declassification has been accomplished.

AAF -

(1) No Consideration should be given to including policy for additional safeguards for registered material and cyptographic matter.

(2) No Of prime importance is need for uniform policy to protect cryptographic systems in all using agencies.

(3) these carry Policy on transmission precludes use of mail for Secret and lower to and from Canada or Restricted to and from Alaska as permitted in AR 380-5.

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AEF (Continued) - No (4) In many respects, would not provide minimum security standards for "Restricted Data" as defined in the Atomic Energy Act of 1946.

Central Intell. - No No consideration given in draft tohandling of registered documents. Omission may have been by design, but it is felt all agencies handling classified documents should have some basic instruction in the handling of registered documents.

O.S.R.D. - done An element of confusion enters into definitions by shifting in form from use of word "means" to the phrase "applies to". Suggest a uniform style be used for the entire series of definitions.

Treasury Dept. - (1) Inasmuch as it will be practically impossible for most agencies to examine and properly classify all documents in existence and in their files, suggest inclusion of instructions regarding minimum requirements for classification of these documents; might require that no action be taken to classify such records until they come into use in connection with preparation or consideration of current documents, in which event they should be given classification appropriate to current consideration of the file.

if properly stored done

No (2) Due to nature of operations of some agencies, may be administratively impracticable for them to comply with all of the provisions in the regulations; suggest saving clause to permit such agencies to request SAB to authorize exceptions and permit necessary adjustments upon presentation of appropriate justifications.

No 1/ NHA states: Definition of Restricted so broad as to include practically all material not actually reproduced for general public distribution; recommend revision. Confidential also unduly broad. "This 'special' use of the term 'confidential' is likely to cause confusion in view of its very common use to identify what is intended to be a private communication from one official to another.

Yes 2/ NHA states this paragraph is ambiguous from viewpoint of recipients. "It would seem better not to include specific reference to the Espionage Act unless the reference is applicable to the material it covers".

Yes 3/ Treasury also suggests similar language in V,3,A(1),(2) and (3) on page 22.

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Serial No. 539

August 5, 1947

Dear Mr. Dodd:

Thank you for your letter of August 1, commenting upon the preliminary draft of "Minimum Standards for the Handling and Transmission of Classified Information".

Your comments are appreciated and will be carefully considered by the Security Advisory Board at its next regular meeting.

Sincerely yours,

true cc. of signed orig.

Hamilton Robinson
Chairman

The Honorable
N. E. Dodd
Acting Secretary of Agriculture

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~~SRG~~
SGB
HR

DEPARTMENT OF AGRICULTURE
WASHINGTON

July 10, 1947.

Hamilton Robinson, Chairman
State-War-Navy Coordinating Committee
Security Advisory Board
Washington 25, D. C.

Dear Mr. Robinson:

Receipt is acknowledged of your memorandum of July 7, 1947. Copies of the preliminary draft of the rules entitled "Minimum Standards for the Handling and Transmission of Classified Information" have been forwarded to Agency Security Officers of this Department for comments and suggestions.

This information will be forwarded to your office prior to July 31, 1947.

Sincerely yours,

Charles F. Brannan
Assistant Secretary

OFFICE OF CONTROLS
JUL 11 1947
DEPARTMENT OF STATE

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HR

DEPARTMENT OF AGRICULTURE
WASHINGTON

August 1, 1947.

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AUG 04 1947
DEPARTMENT OF STATE

Mr. Hamilton Robinson, Chairman
State-War-Navy Coordinating Committee
Security Advisory Board
Washington 25, D. C.

Dear Mr. Robinson:

This is in further reply to your letter of July 7 regarding the "Minimum Standards for the Handling and Transmission of Classified Information".

The following recommendations are submitted for consideration:

1. Page 1 under heading "Purpose" change paragraph to read "These rules constitute minimum standards for the handling and transmission of Top Secret, Secret, Confidential and Restricted documents or other material that contain information which must not be publicly disclosed and are applicable to all departments and agencies of the executive branch."

2. Page 6, Par. 24 change paragraph so that definition will be inclusive.

3. "Record Copy" - The term "record copy" as used herein applies to the original signed copy or other copies of incoming documents serving as official records in any agency or to the official file copies of any document prepared within the agency and designated as an official record by the agency concerned.

4. Page 22, Par. 3A 2 - All personnel records in this Department are considered confidential. However, it

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would be impractical and at the present time, impossible to secure the equipment to house such confidential material in locked metal file cabinets.

Sincerely yours,

J. E. Dodd

Acting Secretary

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COPY

SWNCC 252/9

AC/AS-5

24 Sep 1947

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J.S. Arcana/eg 72790

AC/AS-2

1. By Disposition Form, 9 July 1947, the War Member, Security Advisory Board requested AAF comments on preliminary draft, "Minimum Standards for the Handling and Transmission of Classified Information." Numerous selected comments considered sufficiently pertinent for consideration by the War Department were submitted by this office by Comment No. 2 on D/F to the Director of Intelligence, WDGS on 25 July 1947. Action by the Security Advisory Board on AAF comments is indicated in Appendix "A" to Enclosure "C", attached SWNCC 252/9.

2. In view of SAB action on comments received from many Executive Departments and Agencies and because of additions and changes in the original text as submitted to the AAF, Exhibit "A" to Enclosure "A" has been studied by this office, and the following security comments are submitted. Section and paragraph numbers listed refer to corresponding references in Exhibit "A" to Enclosure "A".

SECTION I

10. RESTRICTED - Since the general accepted use of the word "special" indicates that which is extraordinary or distinguished by some unusual quality, the addition of this word in defining matter which will be classified "Restricted" places considerably more emphasis upon this classification than is warranted, in view of the absence of such language in definitions of Top Secret, Secret or Confidential.) C

11. UNCLASSIFIED INFORMATION - The same comment as indicated in 10 above applies to this paragraph regarding the use of the word "special".) C

SECTION III

30.A. Change in classification of Information, Extract or Paraphrase. Consent of appropriate classifying authority referred to in two places in this paragraph is believed to mean the original classifying authority. In order to avoid any misunderstanding in this regard, the word "original" should be substituted for "appropriate" in each case.) C in def. of app. Cl. auth.

30.C. Information Originated by a Foreign Government. The protection intended by this paragraph is primarily for the benefit of the originating foreign government and should be limited to friendly foreign governments. Parenthetical matter excepts only captured enemy documents and does not include other unfriendly governments against whom war has not been declared.) No change

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31. UPGRADING - A and B. Same comment as in 30.A., above.) chair def 8 app. cl. auth.

32.B. NON-AUTOMATIC - Same comment as in 30.A. above.)

SECTION IV

34.A.(3) Dissemination of Restricted information should be limited to personnel whose assigned duties require knowledge of such information consistent with policy statement contained in paragraph 33. Recommend par 34.A.(3) be deleted and the term "Restricted" included in paragraph 34.A.(2).) C

34.D. Telephone Conversations. This paragraph permits the discussion of all Restricted information over the telephone, and unless an exception is made which will prohibit discussion of information contained in messages sent in code which require paraphrase, cryptographic security will be violated and codes compromised.) C

SECTION V

36.C.(2). Material Furnished Persons not in Federal Service. The proposed quoted notation is worded in the alternative, i.e., this material contains information affecting the national defense of the United States within the meaning of the Espionage Act; or information the safeguarding of which is necessary for the national welfare. It is believed that in any prosecution under the Espionage Act it would be impossible to prove knowledge on the basis of the notice given by the notation. Since the unauthorized disclosure of "information the safeguarding of which is necessary for the national welfare" does not appear to constitute a crime, successful prosecution of persons who may disregard this notice would be difficult. Accordingly it is recommended that the alternative portion of the notice be deleted and set forth separately to be used, if desired, on information the safeguarding of which is necessary for the national welfare, together with any statute that may be applicable. This item is so vitally important in prosecutions under the Espionage Act that it is considered important that the problem be referred to the Department of Justice for decision. Further, the statement regarding the Espionage Act should be employed when classified information affecting the national defense is furnished orally.) C

36.C.(4) Added. It is recommended that a new paragraph be added which will require new markings when classified material is downgraded or upgraded and further require deletion of classification markings when declassification is accomplished.) C

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37.A.(1)(a)(ii). By inference this sub-paragraph would not require addressing of the inner cover if a required receipt is attached to the inner cover as distinguished from inclosing the receipt in the inner cover. This sub-paragraph read together with sub-paragraph (iv) bears out the above contention and will result in unauthorized access to highly classified information in mail rooms and other offices in order to determine the addressee, should the receipt be misplaced or not attached to the inner cover, since in these cases the addressing of the inner cover is not required. In the interest of uniformity and to afford proper security to Top Secret and Secret material, it is recommended that all inner covers be addressed. C

37.A.(1)(b)(ii). Consistent with the previous comment, sub-paragraph (ii) should be deleted. C

37.A.(1)(b)(iii). This sub-paragraph permits the use of single sealed envelope or wrapper in transmitting confidential personnel documents, and is believed to involve material peculiar to the Civil Service Commission. It is not believed, however, that this method of transmission is adequate for the safeguarding of such documents. N.C. but see F1(3) p.15

37.B.(2). Transmission of Secret and Confidential material by registered mail should be limited to the continental United States; by registered mail to and from United States installations in Canada; and, U.S. post office registered mail through Army or Navy postal facilities outisde the continental United States provided the material does not pass through a foreign postal system in order to avoid postal inspections required by foreign governments. C

37.B.(3). Rather than limit the provisions of this paragraph to confidential personnel documents, it is believed desirable to permit the transmission of confidential documents by ordinary mail within the continental United States when in the opinion of the forwarding official no serious consequences will be entailed by their loss. C

37.B.(4). It is believed that transmission of Restricted material by mail channels to and from Canada and Alaska should be by registered mail and only to and from U.S. installations in Canada and Alaska. C

38.C.(3). Compliance with the provisions of this sub-paragraph would require reclassification of safe combinations whenever classified material is added or removed which bears a classification higher or lower than the C

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original contents. In the interest of uniformity it is suggested that Confidential would be a proper classification for safe combinations.

39.B.(1). Destruction of Top Secret, Secret and Confidential material other than by burning does not appear to be sufficiently secure in view of the importance of this material. C

39.C. Certificate of Destruction. Secret material is so vitally important that a record of its destruction should be made in the same manner as provided for Top Secret in this paragraph. C

3. Although it is not believed that the authority sought by the Security Advisory Board to interpret the proposed minimum standards is intended to be exclusive, it should be clearly understood that individual agencies may also interpret such standards to meet the needs of their respective agencies. Any other interpretation of the proposed authority would result in considerable delays and lack of operational efficiency. NC

4. Attention is invited to the fact that the requirement for opaque inner and outer covers in the transmission of Top Secret, Secret and Confidential material may result in loss of security rather than increasing security, in that attention is directed to highly classified material by the mere use of such covers. In addition, the cost of such covers must be considered. NC

1 Incl:
SWNCC 252/9.

GROVER C. BROWN
Colonel, Air Corps
Asst. Executive
Asst. Chief of Air Staff-2

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DISPOSITION FORM

File No. MID 918 Subject Minimum Standards for Handling and Transmission of Classified Information

TO CG, AAF Attn: AC/AS-2 FROM War Member, SAB DATE 9 July 1947 Comment No. 1 Col Blakeney/mfe/2468

1. The Security Advisory Board, a subcommittee of SWNCC, was directed by Executive Order 9835 to draw up a set of "Minimum Standards for the Handling and Transmission of Information which should not be made public," which, upon approval by the President, would become applicable within all agencies of the Executive Branch of the Government.

2. Inclosed herewith are four copies of a Preliminary Draft of such minimum standards.

3. The Security Advisory Board has distributed copies of this document to over sixty government agencies and departments. A copy of the covering letter to the heads of those executive agencies is inclosed herewith.

4. It is requested that any comments which the Army Air Forces wish to make be dispatched direct to the Secretary, Security Advisory Board, Room 425, 515 Twenty-Second Street, N.W., Washington 25, D.C., with information copy to the Director of Intelligence (Attention: Chief, Security Group) prior to 31 July 1947.

2 Incls
1. 4 Cps Preliminary Draft
2. Cpy Covering ltr

/s/ Charles C. Blakeney
CHARLES C. BLAKENEY
Colonel, GSC
War Member
Security Advisory Board

TO: Dir of Intell, WDGS Attn: Chief, Security Group FROM: Hq AAF - AFBEX DATE: Comment No.2. J.S. Arcana/eg 2871

1. The preliminary draft, "Minimum Standards for the Handling and Transmission of Classified Information" has been studied. Listed below are selected comments which are considered sufficiently pertinent for consideration by your office before dispatch to the Secretary, Security Advisory Board. Section and paragraph numbers listed refer to corresponding references in the draft.

PURPOSE. Since the purpose goes beyond the limited scope of handling and transmission and includes material of all classifications, the statement in the text should be broadened.

Section I - DEFINITIONS

Par 10. By inference the wording of this paragraph would permit Restricted matter to be communicated to all persons in the Government service without adequate clearance whether or not it is required, and would be inconsistent with the proposed

Cy for Secretary, SAB

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Subject: Minimum Standards for Handling and Transmission of Classified Information.

statement of policy on dissemination of such matter.

Par 11. Unclassified military information requires some protection, in that determination must be made whether release for publication is consistent with policy.

Par 20. It is believed that the head of each Agency should determine who will be authorized to classify material.

Par 21. Special limitation on use of classified material does not appear to be the type of marking contemplated by this paragraph.

Section II - RESPONSIBILITIES

Par 2.D. Consistent with a previous comment, the head of each agency should authorize officials within his agency to classify information regardless of its classification.

Section III - RULES GOVERNING CLASSIFICATION, UPGRADING, DOWNGRADING, AND DECLASSIFICATION

Par 2. Consistent with previous comments on authority to classify, paragraphs 2 A and B of the draft should be deleted and a new paragraph added which provides that only officials authorized by the head of each agency may classify material.

Par 3.A. This paragraph should provide for "higher authority" in addition to the classifying authority. Further, it is believed that a provision should be included which will permit extracts of previously classified documents to be made without the necessity of obtaining the consent of the classifying authority in order to impose a lower classification or no classification thereon, in the proper case.

Par 3.C. The protection intended by this paragraph is primarily for the benefit of the originating foreign government and should be limited to friendly foreign governments.

Par 3.D. In addition to reference "A" mentioned in this paragraph, "B" and "C" contain limitations which affect the policy announced therein.

Par 5.A. Policy included in the second paragraph of this paragraph should be broadened to provide for information of a lower classification in addition to that which is unclassified.

Par 5.B. This paragraph should provide for "higher authority" in the non-automatic declassification and downgrading of classified material.

Section IV - DISSEMINATION OF CLASSIFIED INFORMATION

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SUBJECT: Minimum Standards for Handling and Transmission of Classified Information.

Par 2.A.(2) This sub-paragraph and sub-paragraph (3) should be combined to provide that dissemination of information classified as Secret, Confidential and Restricted shall be limited to personnel whose assigned duties require knowledge of such information.

Par 2.C.(1) This paragraph as written may be construed as being inconsistent with the preceding paragraph in the draft, and should be subject to the provisions of "B".

Par 2.E. Discussion of all Restricted information over the telephone would compromise cryptographic material.

Section V - RULES GOVERNING HANDLING OF CLASSIFIED MATERIAL

Par 1.A.(4) The provisions of this paragraph do not provide for procedures to be followed when such material does not lend itself to classification markings.

Par 1.B. Alternative methods of marking should not be permitted for products or substances, except in those instances when normal markings cannot be accomplished because of the nature of the article.

Par 1.C.(2) The proposed quoted notation is worded in the alternative; i.e., the material contains information affecting the national defense of the United States within the meaning of the Espionage Act or information of vital interest to the Federal Government. It is believed that in any prosecution under the Espionage Act it would be impossible to prove knowledge on the basis of the notice given by the notation. Since the unauthorized disclosure of "information of vital interest to the Federal Government" does not appear to constitute a crime, successful prosecution of persons who may disregard this notice would be difficult. Accordingly it is suggested that the proposed notation be required only on classified material affecting the national defense. Further, the statement regarding the Espionage Act should be employed when classified information affecting the national defense is furnished orally.

Par 1.C.(4) This is a proposed new paragraph to be added which will require new markings when classified material is downgraded or upgraded and further provides for deletion of classification markings when declassification is accomplished.

Par 2.A.(1) a./2/ In the preparation of classified information for transmission, it is believed that the inner cover should be addressed.

Par 2.A.(1)a./4/ It is believed more appropriate to require that a receipt form be inclosed in the inner cover rather than attaching it to the inner cover.

Par 2.A.(1) b./2/ In the event comment regarding Par 2.A.(1) a./2/ is favorably considered, this sub-paragraph should be deleted.

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SUBJECT: Minimum Standards for Handling and Transmission of Classified Information.

Par 3.A.(2) The storage of Secret and Confidential material in "metal file cabinets equipped with a steel lock-bar and padlock," is believed to be insufficient security for such material if the padlock referred to would permit the use of key padlocks as distinguished from combination padlocks.

Par 3.B.(1) It is believed that the word "protect" should be substituted for the word "guard" in order that the impression will not be given that armed or unarmed guards are intended.

Par 3.C.(3) Compliance with the provisions of this sub-paragraph would require the reclassification of safe combinations whenever classified material is added or removed which bears a classification higher or lower than the original contents. In the interest of uniformity it is suggested that Confidential would be a proper classification for safe combinations.

Par 4.B.(1) Destruction of Top Secret, Secret and Confidential material other than by burning does not appear to be sufficiently secure in view of the definitions of this material.

Par 4.C. Secret material is so vitally important that a record of its destruction should be made. Further, it appears desirable to provide for a witness to the destruction of Top Secret and Secret material.

2. Attached hereto as Tab A is suggested language to accomplish the above proposed changes.

3. In addition to the above comments, consideration should be given to the desirability of including appropriate policy designed to provide additional safeguards required for registered material and cryptographic matter. Of primary importance is the need for uniform policy to protect cryptographic systems throughout all agencies using such systems and other cryptographic matter, particularly in connection with handling, transmission, storage, destruction, classification and changes, paraphrasing, compromise, reference thereto and extracts.

4. Attention is invited to the fact that the proposed policy on transmission precludes the use of mail channels in the transmission of Secret, Confidential and Restricted material to and from Canada, or Restricted material to and from Alaska as permitted in AR 380-5.

5. In many respects, the proposal would not provide minimum security standards for "Restricted Data" as defined in the Atomic Energy Act of 1946.

6. Attached hereto as Tab B is an opinion of the Air Judge Advocate on the question of the authority of the Security Advisory Board to issue regulations as proposed pursuant to Executive Order 9835. In this connection, reference is made to telephone conversation between Col. O'Keefe, Air Judge Advocate and Col. Blackeney, War Member, Security Advisory Board.

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7. An additional copy of this comment together with Tabs A and B is inclosed for the Secretary, Security Advisory Board.

FOR THE COMMANDING GENERAL, AAF:

2 Incls:
Incls 1 and 2 w/d.
ADDED
2 Incls:
3. Tab A
4. Tab B

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Tab A

PURPOSE -- These rules constitute minimum standards for the safeguarding of classified documents and information and are applicable to all departments and agencies of the executive branch of the government.

Section I

10. RESTRICTED - The term "Restricted" as used herein applies to information, other than Top Secret, Secret, or Confidential, which requires protection to the extent that it not be published or communicated to anyone except for official purposes.

The use of the term "Restricted" to describe a classification is not to be confused with the term "Restricted Data" as defined in the Atomic Energy Act of 1946 (Public Law 585, 79th Congress, 2nd Session).

11. UNCLASSIFIED INFORMATION - The term "unclassified information" as used herein applies to official information not included in one of the aforementioned classifications.

20. CLASSIFYING AUTHORITY - The term "classifying authority" as used herein means the head of an agency and those he has authorized to classify information.

21. MARKING - The term "marking" as used herein means the physical art of indicating on classified material the assigned classification or change therein together with such additional information as may be required to show authority for the classification or change.

Section II

2. HEADS OF AGENCIES.

D. Authorization of individuals within his agency to classify information. Authorizations to classify information as Top Secret or Secret must be held to the minimum necessary for the performance of required activities, must be maintained at a high level within the agency and must be restricted to those officials whose functional requirements are such that they must have that authority. The authorizations to classify information as Top Secret should be substantially more limited in number than those for Secret.

Section III

2. AUTHORITY TO CLASSIFY - Only those officials specifically authorized to do so by the head of the agency may classify information as Top Secret, Secret, Confidential or Restricted.

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3. SPECIAL CLASSIFICATION RULES

A. Change in classification of Information, Extract or Paraphrase. No change may be made in the assigned classification of information or paraphrases of classified documents without the consent of the classifying authority or higher authority; extracts from classified documents must likewise be maintained in the assigned classification unless the consent of the classifying authority or higher authority to downgrade or declassify the information extracted is secured, except when the agency extracting the information knows that the extracted portions require a lower classification or no classification.

C. Information Originated by a Foreign Government. Information of a classified nature originated by a friendly foreign government shall be placed in a classification category which will assure a degree of protection equivalent to or greater than that required by the classification assigned by the originating government.

D. Documents in General. Subject to the provisions of "A", "B", and "C" above, documents shall be classified according to their own content and not necessarily according to their relationship to other documents.

5. DECLASSIFICATION AND DOWNGRADING

A. Automatic. Whenever practicable, the classifying official will place a notation on classified material, except telegrams, that after a specified event or date, the classification will be reduced or canceled.

A classified letter of transmittal which does not in itself reveal any classified information or which reveals information classified lower than the classification of the highest classified document enclosed, should always bear a notation (either in the body of the letter or typed or stamped on the letter itself) that it automatically becomes declassified or downgraded, whichever is appropriate, when the enclosures are removed.

B. Non-Automatic. Except in the case of telegrams, the classifying authority or higher authority may cancel or lower the classification of information when circumstances no longer warrant its retention in its original classification. When material is declassified or downgraded, the custodian of the record copy, in case of a document, or the custodian of the products or substances shall be so informed; and, when practicable, the other recipients of the material shall be similarly advised.

Section IV

2. LIMITATIONS ON DISSEMINATION

A. Within the Executive Branch

(2) Secret, Confidential and Restricted. The dissemination

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of Secret, Confidential and Restricted information shall be limited to personnel whose assigned duties require knowledge of such information.

(3) Delete.

C. Dissemination Outside the Executive Branch.

(1) Subject to the provisions of "B" above, classified information shall not be released for dissemination outside the executive branch by any person or agency having access thereto or knowledge thereof except under conditions and through channels authorized by the head of the releasing agency.

E. Telephone Conversations.

(1) Information contained in classified messages which have been or will be cryptographed will not be discussed over the telephone.

(2) Subject to the provisions of (1) above, information classified higher than Restricted shall not be discussed over the telephone. It is permissible to make references by telephone to material in the higher categories if such references do not, in the course of the conversation, reveal the substance of those portions of material under discussion which are so classified. Reference to file numbers, dates and subject (provided the subject itself is not classified higher than Restricted) may be made over the telephone, but great care must be exercised not to reveal substantive matter classified higher than Restricted.

Section V

1. MARKING

A. Documents

(4) Photographs, Films, and Recordings. Classified photographs, films, and recordings shall be conspicuously and appropriately marked with the assigned classification. These and other similar items, requiring a classification, which do not lend themselves to marking will be handled on a classified basis, and will be kept in containers, properly secured, which will bear the classification mark to which the contents are entitled. In addition, classified film will state the classification in the title thereof.

B. Products or Substances. The assigned classification shall be conspicuously marked on classified products or substances whenever practicable. When such marking cannot be accomplished, containers will be so marked. If neither procedure is practicable, written notification

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of the assigned classification shall be furnished to recipients thereof.

C. Additional Markings

(2) Material Furnished Persons not in Federal Service. When classified documents affecting national defense are furnished persons other than those in the Federal Service, the following notation, in addition to the assigned classification marking, shall be placed on the documents:

> "This document contains information affecting the national defense of the United States within the meaning of the Espionage Act, 50 U.S.C., 31 and 32. Its transmission or the revelation of its contents in any manner to an unauthorized person is prohibited by law."

When the material does not lend itself to such marking, the notation will be placed on the container or on the written notification of its assigned classification, whichever is appropriate. When classified information affecting national defense is furnished orally, the person receiving the information will be informed of the applicable provisions of the Espionage Act.

(4) New Markings (added) When classified material is downgraded or upgraded as provided in (3) above, appropriate classification markings will be imposed in the same manner as indicated in "A" and "B" above. In the case of declassified material, declassification markings will be deleted.

2. TRANSMISSION

A. Preparation of Classified Information for Transmission:

(1) Outside an Agency

a. Top Secret and Secret Material.

[2] The inner cover shall be a sealed wrapper or envelope addressed in the usual manner and plainly marked with the assigned classification.

[4] There shall be enclosed in the inner cover an unclassified receipt form identifying the addressor, addressee and the document; such receipt will be signed by the addressee and returned to the sender.

b. Confidential Material

[2] Delete.

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3. PHYSICAL SECURITY

A. Storage Facilities.

(2) Secret and Confidential Material will be stored in a manner authorized for Top Secret material, or in metal file cabinets equipped with a steel lock-bar and combination padlock, or in comparably secure facilities approved by the head of the agency.

B. Inspections

(1) It is the responsibility of the official charged with the custody of classified material to accomplish the necessary inspections within his area to insure that all security precautions are taken to protect such information at all times.

C. Safe Combinations

(3) Safe combinations shall be given a classification of Confidential.

4. DESTRUCTION OF CLASSIFIED MATERIAL

B. Methods of Destruction.

(1) Top Secret, Secret and Confidential material will be destroyed by burning.

C. Certificates of Destruction. A signed certificate indicating date of destruction and identifying the Top Secret or Secret material destroyed will be executed for all such material, and will be counter-signed by a witnessing official.

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Tab B

1. Executive Order 9835, March 21, 1947, prescribes "Procedures for the Administration of an Employees Loyalty Program in the Executive Branch of the Government." The preamble and enacting clause read as follows:

> "WHEREAS each employee of the Government of the United States is endowed with a measure of trusteeship over the democratic processes which are the heart and sinew of the United States; and
>
> "WHEREAS it is of vital importance that persons employed in the Federal service be of complete and unswerving loyalty to the United States; and
>
> "WHEREAS, although the loyalty of by far the overwhelming majority of all Government employees is beyond question, the presence within the Government service of any disloyal or subversive person constitutes a threat to our democratic processes; and
>
> "WHEREAS maximum protection must be afforded the United States against infiltration of disloyal persons into the ranks of its employees, and equal protection from unfounded accusations of disloyalty must be afforded the loyal employees of the Government:
>
> "NOW, THEREFORE, by virtue of the authority vested in me by the Constitution and statutes of the United States, including the Civil Service Act of 1883 (22 Stat. 403), as amended, and Section 9A of the act approved August 2, 1939 (18 U.S.C. 61i), and as President and Chief Executive of the United States, it is hereby, in the interest of the internal management of the Government, ordered as follows:
>
> * * * * "

The cited statutes relate to the Civil Service and to the removal from office of employees who hold membership in any political party or organization which advocates the overthrow of our form of government.

2. Part I of the Executive Order governs investigations of persons entering the civilian employment of any department or agency of the executive branch of the Federal Government. Part II provides for investigations of civilian officers or employees. Part III establishes a Loyalty Review Board in the Civil Service Commission to review cases involving persons recommended for dismissal. Part II prescribes

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security measures in investigations. Part V establishes the standards for the refusal of employment or removal from employment on grounds relating to loyalty.

3. Part VI, entitled "Miscellaneous" reads, in part, as follows:

> "1. Each department and agency of the executive branch, to the extent that it has not already done so, shall submit, to the Federal Bureau of Investigation of the Department of Justice, either directly or through the Civil Service Commission, the names (and such other necessary identifying material as the Federal Bureau of Investigation may require) of all of its incumbent employees.
>
> "a. The Federal Bureau of Investigation shall check such names against its records of persons concerning whom there is substantial evidence of being within the purview of paragraph 2 of Part V hereof, and shall notify each department and agency of such information.
>
> "b. Upon receipt of the above-mentioned information from the Federal Bureau of Investigation, each department and agency shall make, or cause to be made by the Civil Service Commission, such investigation of those employees as the head of the department or agency shall deem advisable.
>
> "2. The Security Advisory Board of the State-War-Navy Coordinating Committee shall draft rules applicable to the handling and transmission of confidential documents and other documents and information which should not be publicly disclosed, and upon approval by the President such rules shall constitute the minimum standards for the handling and transmission of such documents and information, and shall be applicable to all departments and agencies of the executive branch. (Underscoring supplied)
>
> "3. The provisions of this order shall not be applicable to persons summarily removed under the provisions of section 3 of the act of December 17, 1942, 56 Stat. 1053, of the act of July 5, 1946, 60 Stat. 453, or any other statute conferring the power of summary removal. * * * "

4. Pursuant to the authorization contained in Par 2, Part VI, E.O. 9835, supra, the Security Advisory Board has prepared the attached draft of regulations. It

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will be noted that these regulations are not limited in application to the handling and transmission of documents and information in connection with loyalty investigations. By their terms they constitute a body of security regulations applicable to each department and agency of the executive branch for all purposes. The question is thus presented whether the promulgation of such regulations is contemplated or authorized by the above-quoted, underscored, language of the Executive Order.

5. Although the subject of interpretation is part of an Executive Order, it is believed that well-settled rules of statutory construction should be applied to determine its meaning. It is admitted that, standing alone, par 2, Part VI, would authorize the Security Advisory Board to take the proposed action. But to read this paragraph out of the context of the order is unsound and violates all rules of construction. As stated in Crawford on "The Construction of Statutes," (1940 edition):

> "The words, phrases, clauses, sections, sub-sections, provisos, savings clauses, in fact, every part of the statute, must be interpreted with reference to the context. This means that the court in construing a statute cannot isolate words or give them their abstract meaning, or consider the different parts of the statute separately and independently. Every part of the statute must be considered together, and considered as an integral part of the whole, and kept subservient to the general intent of the whole enactment. * * * " (Sec. 204)

> "The title of a statute may also be resorted to when the statute must be construed in order to ascertain the meaning of the legislature; that is, if the statute is ambiguous, the title may be considered, as an aid in ascertaining the legislative intent. * * * " (id. sec. 206)

> "If the enacting part of the statute is ambiguous, resort may be had to the preamble for assistance in the ascertainment of the statute's meaning. * * * " (id. sec. 205)

6. The title, preamble and text of the Executive Order has been quoted at length to demonstrate that the Order deals with one subject only; that is, the employees loyalty program. Under the above-stated rules of construction the conclusion is inescapable that the authority of the Security Advisory Board under par 2, Part VI of the Executive Order, is limited to the drafting of rules applicable to the handling and transmission of confidential documents and information in connection with the employees loyalty program.

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

432-12
Blake

THE AMERICAN BATTLE MONUMENTS COMMISSION

ESTABLISHED BY CONGRESS, MARCH 1923

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JOSEPH C. BALDWIN
THOMAS NORTH, Secretary

5-A-732, THE PENTAGON
WASHINGTON 25, D. C.

August 12, 1947.

Mr. Hamilton Robinson, Chairman,
Security Advisory Board,
Washington 25, D. C.

Dear Mr. Robinson:

With reference to your letter of July 7, 1947, the Commission has studied your preliminary draft of rules for handling confidential documents and has no comments or suggestions to offer.

Very truly yours,

Charles B. Shaw

CHARLES B. SHAW,
Lt. Colonel, AGD,
Officer in Charge.

OFFICE OF CONTROLS
AUG 14 1947
DEPARTMENT OF STATE

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

Serial No. 556

August 21, 1947

Mr. Nicholas Del Genio
Chief of Security Education
Office of Security
U. S. Atomic Energy Commission
Washington, D. C.

Dear Mr. Del Genio:

Reference is made to our recent telephone conversation in which you requested certain amendments to the Minutes of the Security Advisory Board meeting on August 7.

Your suggested changes were presented to the Board for consideration at its meeting on August 14. Those to which the Board agreed have been incorporated in the amended minutes, two copies of which are attached for your information.

For the Security Advisory Board:

Shanette G. Blake
Secretary

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

Serial No. 547

August 8, 1947

Mr. Nicholas Del Genio
Chief of Security Education
Office of Security
U. S. Atomic Energy Commission
Washington, D. C.

Dear Mr. Del Genio:

There is attached a copy of the Minutes of the Security Advisory Board Meeting on Thursday, August 7, at which both you and Mr. Boskey were present, together with an Addendum indicating subsequent Board action.

It is requested that you review these minutes and advise the Secretary of the Board as soon as conveniently possible whether you concur in them as drafted.

Sincerely yours

Shanette G. Blake
Secretary

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

Serial No. 538

August 4, 1947

Mr. Carroll L. Wilson
General Manager
U. S. Atomic Energy Commission
Washington 25, D. C.

Dear Mr. Wilson:

This will acknowledge receipt of your letter of July 30, 1947, in which you state that the staff of the Atomic Energy Commission has completed a detailed examination of the preliminary draft of "Minimum Standards for the Handling and Transmission of Classified Information" and in which you suggest a meeting for the purpose of discussing with the Security Advisory Board certain questions which have arisen as a result of examination of the draft in your agency.

The Board will, of course, be glad to meet with representatives of your agency for this purpose. As you suggest, arrangements for a mutually convenient date will be made directly with Mr. Thomas O. Jones.

Sincerely yours

Hamilton Robinson
Chairman

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

410-13
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HR

UNITED STATES
ATOMIC ENERGY COMMISSION
WASHINGTON 25, D. C.

ack 8/4

7-30-47

Mr. Hamilton Robinson, Chairman
State-War-Navy Coordinating Committee
Security Advisory Board
515 Twenty Second Street, Room 425
Washington 25, D.C.

Dear Mr. Robinson:

Your letter of July 7, 1947, forwarded for consideration by the Atomic Energy Commission a Preliminary Draft, which had been prepared by the Security Advisory Board, of Minimum Standards for the Handling or Transmission of Classified Information in Executive Departments and Agencies of the Federal Government.

The Commission's staff has now completed a detailed examination of the Preliminary Draft in the light of particular administrative and operational problems of the Commission. As a result of this examination, we find that there are a number of questions raised by the Preliminary Draft, which we should like an opportunity to discuss with the Security Advisory Board. It will be very much appreciated if you could arrange such a meeting, so that there could be full exploration of these matters. If you agree that such a meeting should be held, I suggest you communicate with Mr. Thomas O. Jones, Acting Director of Security.

Sincerely yours,

Carroll L. Wilson

Carroll L. Wilson
General Manager

OFFICE OF CONTROLS
JUL 31 1947
DEPARTMENT OF STATE

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

410-13

7-30-47

Mr. Hamilton Robinson, Chairman
State-War-Navy Coordinating Committee
Security Advisory Board
515 Twenty Second Street, Room 425
Washington 25, D.C.

Dear Mr. Robinson:

Your letter of July 7, 1947, forwarded for consideration by the Atomic Energy Commission a Preliminary Draft, which had been prepared by the Security Advisory Board, of Minimum Standards for the Handling or Transmission of Classified Information in Executive Departments and Agencies of the Federal Government.

The Commission's staff has now completed a detailed examination of the Preliminary Draft in the light of particular administrative and operational problems of the Commission. As a result of this examination, we find that there are a number of questions raised by the Preliminary Draft, which we should like an opportunity to discuss with the Security Advisory Board. It will be very much appreciated if you could arrange such a meeting, so that there could be full exploration of these matters. If you agree that such a meeting should be held, I suggest you communicate with Mr. Thomas O. Jones, Acting Director of Security.

Sincerely yours,

Carroll L. Wilson
General Manager

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

Serial No. 536

August 4, 1947

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

Dear Mr. Buck:

Thank you for your letter of July 28, commenting upon the preliminary draft of "Minimum Standards for the Handling and Transmission of Classified Information".

Your comment with respect to documents classified by enemy governments will be brought to the attention of the Board for consideration at its next regular meeting.

Sincerely yours

Hamilton Robinson
Chairman

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

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~~JR~~
SGB
HR

The National Archives
Washington, D. C.

aeb 8/4

OFFICE OF THE ARCHIVIST

July 28, 1947

Mr. Hamilton Robinson, Chairman
Security Advisory Board
Washington 25, D. C.

Dear Mr. Robinson:

Members of my staff have examined the preliminary draft of "Minimum Standards for the Handling and Transmission of Classified Information in Executive Departments and Agencies of the Federal Government," which you sent to me with your letter of July 7, 1947. I have only one suggestion to make--that paragraph C on page 11 be rephrased to exclude from its provisions documents that were classified by enemy governments and have not been classified by an agency of the United States Government after coming into the possession of that Government.

Sincerely yours,

Solon J. Buck

Solon J. Buck
Archivist of the United States

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

413-6
415-15

July 28, 1947

Mr. Hamilton Robinson, Chairman
Security Advisory Board
Washington 25, D. C.

Dear Mr. Robinson:

Members of my staff have examined the preliminary draft of "Minimum Standards for the Handling and Transmission of Classified Information in Executive Departments and Agencies of the Federal Government," which you sent to me with your letter of July 7, 1947. I have only one suggestion to make---that paragraph C on page 11 be rephrased to exclude from its provisions documents that were classified by enemy governments and have not been classified by an agency of the United States Government after coming into the possession of that Government.

Sincerely yours,

Solon J. Buck
Archivist of the United States

CO(PMH):M

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DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

Serial No. 545

August 5, 1947

Mr. F. J. Lawton
Acting Assistant Director
Bureau of the Budget
Washington 25, D. C.

Dear Mr. Lawton:

Thank you for your letter of July 31, commenting upon the preliminary draft of "Minimum Standards for the Handling and Transmission of Classified Information".

Your comments and suggestions are appreciated and will be given very careful consideration by the Security Advisory Board at its next regular meeting.

Sincerely yours

Hamilton Robinson
Chairman

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

418-14
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EXECUTIVE OFFICE OF THE PRESIDENT
BUREAU OF THE BUDGET
WASHINGTON, D. C.

✓ SGB
SRG
HR

week 8/5

July 31, 1947

Mr. Hamilton Robinson
Chairman
State-War-Navy Coordinating Committee
Security Advisory Board
Washington 25, D. C.

My dear Mr. Robinson:

Receipt is acknowledged of your letter of July 7, 1947, in which you request comment on the preliminary draft of Minimum Standards for the Handling and Transmission of Classified Information in Executive Departments and Agencies of the Federal Government.

Several members of the staff of the Bureau of the Budget have reviewed the proposed regulations and are in general agreement with its provisions. A few changes have been proposed, however, and are included in the attached memorandum. There is also enclosed a copy of the preliminary draft carrying the changes indicated in the memorandum.

Sincerely yours,

J. A. Lawton

Acting Assistant Director

Enclosure

OFFICE OF CONTROLS
AUG 05 1947
DEPARTMENT OF STATE

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

Comments on the preliminary draft of rules covering minimum standards for the handling and transmission of classified information, dated July 1, 1947.

Section I. Definitions

10 - Restricted. In most agencies it is generally the practice to require clearance for the release of any unpublished information in its records before it is sent outside the agency, for reasons not only for security purposes. In order to eliminate unnecessary classification as Restricted, it is proposed that the definition of Restricted be changed by inserting the word "special" before "protection" in line 3 of this paragraph. yes

11 - Unclassified information. For the reasons stated in paragraph 10, it is proposed that the word "special" be inserted before the word "protection" in this paragraph. yes

Section III. Rules Governing Classification, Upgrading, Downgrading, and Declassification

1. General Classification Principles

A. Need for classification. As the degree of value of official information is subject to change, and as the time within which a degree of protection is necessary can sometimes be ascertained at the time of classification, it is proposed to enlarge the scope of this subparagraph by the following changes: After the first sentence, insert a new second sentence, to read as follows: "As the degree of value of official information is subject to change from time to time, the degree of protection should change as the value changes." In the present second sentence, insert ", therefore," after the word "information;" and at the end of the sentence, change the period to a comma and add "and, when possible, the terminal date of the period of the protection indicated." yes

5. Declassification and Downgrading

C. Review of assigned classifications. As this subparagraph is in the nature of a control device, and as there are other suggestions for control included herein, it is proposed that this subparagraph be eliminated from paragraph 5 and included in a new paragraph 6 proposed below. No

Add at the end of Section III. a new paragraph as follows:

"6. Control of Classification

A. Necessity for control. It is necessary for each agency to keep track of its classified documents, to know at all times their status, and to promptly downgrade or declassify such documents as no longer need the degree of protection afforded by their classification. New general para. added to IV

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B. Numbering system. A uniform numbering system of the following pattern should be applied within each agency, to aid in keeping track of the classified documents, describing them, and indicating their status at any time. At the time of original classification, a document would receive a designation of a letter and a serial number, thus:

T = Top secret
S = Secret
C = Confidential
R = Restricted

The serial number to follow the letter would include the last two digits of the year in which the classification is made, a point, and a serial number, thus: 47.1, 47.2, 47.3, 47.4; 48.1, 48.2, 48.3. A separate series of numbers would be needed for each office of origin.

For the complete designation of any given document, it would be necessary to give the office of origin and the serial number, thus:

Navy Department - Secretary	S 47.52
War Department - Adjutant General	C 47.3
Civil Service Commission	R 47.12

When documents are downgraded or upgraded, the new classification letter would be added, thus:

Navy Department - Secretary S47.52C; or if declassified, the letter D would be added, thus:

Justice Department: Attorney General	T47.3D
Commerce Department:	
Foreign and Domestic Commerce	C47.10 RD

When printed or duplicated copies of classified documents are made, each copy shall carry a serial number in addition to the security classification symbol, for purposes of ready description and accountability.

C. Responsibility. In order that a proper record of classified information may be maintained, there should be designated in each office of origin an appropriate person who would be responsible for (1) assigning serial numbers to classified documents; (2) maintaining a record of classified documents including changes in classifications, and declassifications, and the number and distribution of printed and duplicated copies; and (3) calling attention to classifying authorities of the need for changes in classification; and (4) answering inquiries concerning the status of classified documents.

D. Review of Assigned Classifications. (Transfer present subparagraph 5C and redesignate as 6D.)"

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Section V. Rules Governing Handling of Classified Material

3. Physical Security

C. Safe combinations.

(1) As these regulations are intended to indicate minimum standards, and as some agencies will have only a small amount of classified material with little need for handling, it is proposed that safe combinations be changed at least once a year instead of every six months. yrs.

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7/1/47

P R E L I M I N A R Y

D R A F T

MINIMUM STANDARDS

for the

H A N D L I N G A N D T R A N S M I S S I O N

of

C L A S S I F I E D I N F O R M A T I O N

In Executive Departments and Agencies

of the

Federal Government

(Issued Pursuant to Executive Order 9835)

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

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PURPOSE

These rules constitute minimum standards for the handling and transmission of confidential documents and other documents and information which should not be publicly disclosed and are applicable to all departments and agencies of the executive branch.

SECTION I - DEFINITIONS

1. AGENCY - The term "agency" as used herein means any department or independent establishment within the executive branch, including any government corporation that is operated as an instrumentality of the Federal Government.

2. INFORMATION - The term "information" as used herein means knowledge which is subject to being communicated, either orally or by means of material.

3. MATERIAL - The term "material" as used herein means any document, product or substance by which information is made communicable.

4. DOCUMENT - The term "document" as used herein means any recorded information regardless of its physical form or characteristics, and includes but is not limited to the following: (1) written material whether handwritten,

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printed, or typed; (2) all painted, drawn or engraved material; (3) all sound or voice recordings; (4) all printed photographs and exposed or printed film, still or moving; and (5) all reproductions of the foregoing by whatever process.

5. PRODUCT and SUBSTANCE - The terms "product" and "substance" as used herein mean any item of material (other than documents) from which information may be secured, apply to items in all stages of development, processing or construction, and include elements, ingredients, components, accessories, fixtures, dies, models and mock-ups associated with such items.

6. CLASSIFIED INFORMATION - The term "classified information" as used herein applies to all official information which requires the assignment of a classification (Top Secret, Secret, Confidential or Restricted) in order to indicate the degree of protection necessary for its safeguarding.

7. TOP SECRET - The term "Top Secret" as used herein applies to information, the security aspect of which is paramount, and the unauthorized disclosure of which would cause exceptionally grave damage to the nation.

8. SECRET - The term "Secret" as used herein applies to information, the unauthorized disclosure of which would

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endanger national security, or would cause serious injury to the interests or prestige of the nation or any governmental activity thereof, or would be of great advantage to a foreign nation.

9. CONFIDENTIAL - The term "Confidential" as used herein applies to information, the unauthorized disclosure of which, although not endangering the national security, would be prejudicial to the interests or prestige of the nation or any governmental activity thereof, or would cause unwarranted injury to an individual, or would cause serious administrative embarrassment or difficulty, or would be of advantage to a foreign nation.

10. RESTRICTED - The term "Restricted" as used herein applies to information, other than Top Secret, Secret, or Confidential, which requires /special/ protection to the extent that it not be published or communicated to anyone outside the Government without adequate clearance. The use of the term "Restricted" to describe a classification is not to be confused with the term "restricted data" as defined in The Atomic Energy Act of 1946 (Public Law 585, 79th Congress, 2nd Session).

11. UNCLASSIFIED INFORMATION - The term "unclassified information" as used herein applies to information requiring no /special/ protection and therefore not included in one of the aforementioned classifications.

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12. CRYPTOGRAPHIC SYSTEM - The term "cryptographic system" as used herein applies to any document, product or method employed to change information from plain-language form to unintelligible form or to change the resulting cryptographed information into plain-language form.

13. CRYPTOGRAPHIC SECURITY - The term "cryptographic security" as used herein applies to the proper use and careful safeguarding of cryptographic systems and the adequate protection of information which has been cryptographed.

14. TELEGRAM - The term "telegram" as used herein applies to any document recording information for transmission by telegraph, telephone, cable, radio, or other electrical means of transmission.

15. CLASSIFYING - The term "classifying" as used herein means determining the need for and the degree of protection necessary for safeguarding classified information.

16. CLASSIFICATION - The term "classification" as used herein applies to the category into which information falls after being classified; i.e., a document may carry a classification of Top Secret, Secret, Confidential, or Restricted.

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17. DECLASSIFYING - The term "declassifying" as used herein means determining that there is no further necessity for maintaining the information in a classified status.

18. DOWNGRADING - The term "downgrading" as used herein means determining that a lower classification than that previously assigned provides adequate protection for the information.

19. UPGRADING - The term "upgrading" as used herein means determining that a classification or a higher classification than that previously assigned is necessary to provide adequate protection for the information.

20. CLASSIFYING AUTHORITY - The term "classifying authority" as used herein includes the head of an agency, those he has authorized to classify information as Top Secret and Secret, and in the case of Confidential and Restricted information the originating or drafting officer or higher authority.

21 - MARKING - The term "marking" as used herein means the physical act of indicating on classified material the assigned classification or change therein together with such additional information as may be required to show authority for the classification or change and any special limitation on use of such material.

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22. RECORD MATERIAL - The term "record material" as used herein applies to all books, papers, maps, photographs, or other documentary materials, regardless of physical form or characteristics, made or received by an agency of the United States Government in pursuance of Federal law or in connection with the transaction of public business and preserved or appropriate for preservation by that agency or its legitimate successor as evidence of the organization, functions, policies, operations, decisions, procedures, or other activities of any agency of the Government, or because of the informational value of the data contained therein.

23. NON-RECORD MATERIAL - The term "non-record material" as used herein refers to extra copies and duplicates preserved solely for convenience of reference, the use for which is essentially temporary; shorthand notes; used carbon paper; preliminary drafts; and other material of similar nature.

24. RECORD COPY - The term "record copy" as used herein applies to the original signed copy of incoming documents in any agency or the official permanent file copy of any document prepared within the agency and designated as the record copy by the agency concerned.

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SECTION II - RESPONSIBILITIES

1. ALL EMPLOYEES OF THE EXECUTIVE BRANCH

A. The responsibility for the maintenance of the security of classified information rests upon each employee of the executive branch having knowledge thereof, no matter how that information was obtained.

B. Each employee in the executive branch is directly responsible for familiarizing himself with and adhering to all regulations applicable to him issued to govern the security of information.

2. HEADS OF AGENCIES - The head of each agency shall be responsible for enforcing the minimum standards established herein and for providing such implementation thereof by supplemental regulations as may be necessary in his agency to provide for:

A. Such additional restrictions on the handling and dissemination of classified information as operational requirements in his agency may dictate.

B. Security of messenger-courier systems for transmission of classified material.

C. An outline or explanation of the types of information originating in his agency which fall within each classification category.

D. Authorization of certain officials within his agency to classify information as Top Secret or Secret. Such authorizations must be held to the minimum necessary for the performance of required activities, must be maintained at a high level within the agency and must be

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restricted to those officials whose functional requirements are such that they must have that authority. The authorizations to classify information as Top Secret should be substantially more limited in number than those for Secret.

E. Designation of those authorized to receive Top Secret material.

F. Designation of officials responsible for Top Secret Control.

G. Cryptographic security within his own agency, including cryptographic systems and other facilities used therefor, as well as security regulations governing handling, disseminating, changing the classification of, or referring to telegrams.

H. Maintenance within his agency of a continuing review of the use of classifications to insure uniform and proper application.

I. Dissemination of classified information outside his agency.

J. Procedures for the destruction of classified material.

K. Thorough indoctrination of all employees of his agency in security regulations and procedures.

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SECTION III

RULES GOVERNING CLASSIFICATION, UPGRADING, DOWNGRADING, AND DECLASSIFICATION

1. GENERAL CLASSIFICATION PRINCIPLES

A. Need for Classification. Official information is of varying degrees of value to all nations, including any potential enemies of the United States, both internal and external, and therefore requires corresponding degrees of protection. /As the degree of value of official information is subject to change from time to time, the degree of protection should change as the value changes./ Information must be examined /, therefore,/ to determine the need for a classification, and, if protection is required, classified in accordance with the degree of protection necessary. /, and, when possible, the terminal date of the period of the protection indicated./

B. Uniformity of classification is a requirement for the proper safeguarding of classified information. Lack of uniformity will cause inconsistencies in the handling of such information and a consequent loss of security.

C. Use of Lowest Consistent Classification. Information shall be assigned the lowest classification consistent with its proper protection.

D. Overclassification must be avoided. It depreciates the importance of properly classified information and causes unnecessary delay in the handling and transmission of documents.

E. Date of Classification. Unless otherwise specified in writing, the effective date of the classification

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assigned to any particular item of information shall be deemed to be that of the date of issue of the first document prepared thereon.

2. AUTHORITY TO CLASSIFY

A. Only those officials specifically authorized to do so by the head of the agency may classify information as Top Secret or Secret.

B. The drafting or originating officer may classify information as Confidential or Restricted.

3. SPECIAL CLASSIFICATION RULES

A. Change in classification of Information, Extract or Paraphrase. No change may be made in the assigned classification of information without the consent of the classifying authority; extracts from or paraphrases of classified documents must likewise be maintained in the assigned classification unless the consent of the classifying authority to downgrade or declassify such extract or paraphrase is secured.

B. Classified Telegrams may be referred to, extracted from, paraphrased, downgraded, declassified and disseminated only in accordance with special regulations issued by the head of each agency.

Classified telegrams transmitted over cryptographic systems of other agencies must be handled in accordance with the regulations of the transmitting agency.

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C. Information Originated by a Foreign Government. Information of a classified nature originated by a foreign government shall be placed in a classification category which will assure a degree of protection equivalent to or greater than that required by the classification assigned by the originating government.

D. Documents in General. Subject to the provisions of "A" above, documents shall be classified according to their own content and not necessarily according to their relationship to other documents.

E. Physically Connected Documents. The classification of a file or group of physically connected documents shall be that of the most highly classified document therein. Documents separated from the file or group will be handled in accordance with their individual classification.

F. Multiple Classifications. A document, product, or substance will bear a classification at least as high as that of any of its components. Pages, paragraphs, sections, or components may bear different classifications, but the document, product or substance will bear only one overall classification.

G. References to Classified Material (except telegrams) which do not reveal classified information should not be classified.

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H. A Letter of Transmittal shall be given the highest classification carried by any of its enclosures unless the letter of transmitttal contains information warranting a higher classification.

4. UPGRADING

A. If the recipient of information believes that its assigned classification is not sufficiently protective, he shall safeguard it in accordance with the classification he deems appropriate and shall bring his reasons for such belief to the attention of the classifying authority with a request for upgrading.

B. When information is upgraded, the classifying authority shall so notify all recipients of the information.

5. DECLASSIFICATION AND DOWNGRADING

A. Automatic. Wherever practicable, the classifying official will place a notation on classified material, except telegrams, that after a specified event or date, the classification will be reduced or cancelled.

A classified letter of transmittal which does not in itself reveal any classified information should always bear a notation (either in the body of the letter or typed or stamped on the letter itself) that it automatically becomes declassified when the enclosures are removed.

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B. Non-Automatic. Except in the case of telegrams, the classifying authority may cancel or lower the classification of information when circumstances no longer warrant its retention in its original classification. When material is declassified or downgraded the custodian of the record copy, in the case of a document, or the custodian of the products or substances shall be so informed; and, when practicable, the other recipients of the material shall be similarly advised.

C. Review of Assigned Classifications. It is the responsibility and obligation of every government official to keep classified information in his custody constantly under review. and to initiate action toward downgrading or declassification as soon as conditions warrant.

6. CONTROL OF CLASSIFICATION

A. Necessity for Control. It is necessary for each agency to keep track of its classified documents, to know at all times their status, and to promptly downgrade or declassify such documents as no longer need the degree of protection afforded by their classification.

B. Numbering System. A uniform numbering system of the following pattern should be applied within each agency, to aid in keeping track of the classified documents, describing them, and indicating their status at any time. At the time of original classif-

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

Insert A

ication, a document would receive a designation of a letter and a serial number, thus:

T = Top secret
S = Secret
C = Confidential
R = Restricted

The serial number to follow the letter would include the last two digits of the year in which the classification is made, a point, and a serial number, thus: 47.1, 47.2, 47.3, 47.4; 48.1, 48.2, 48.3. A separate series of numbers would be needed for each office of origin.

For the complete designation of any given document, it would be necessary to give the office of origin and the serial number, thus:

Navy Department - Secretary	S 47.52
War Department - Adjutant General	C 47.3
Civil Service Commission	R 47.12

When documents are downgraded or upgraded, the new classification letter would be added, thus:

Navy Department - Secretary S47.52C; or if declassified, the letter D would be added, thus:

Justice Department: Attorney General	T47.3D
Commerce Department: Foreign and Domestic Commerce	C47.10 RD

When printed or duplicated copies of classified documents are made, each copy shall carry a serial number in addition to the security classification symbol, for purposes of ready description and accountability.

C. Responsibility. In order that a proper record of classified information may be maintained, there should be designated in

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Insert B

each office of origin an appropriate person who would be responsible for (1) assigning serial numbers to classified documents; (2) maintaining a record of classified documents including changes in classifications, and declassifications, and the number and distribution of printed and duplicated copies; and (3) calling attention to classifying authorities of the need for changes in classification; and (4) answering inquiries concerning the status of classified documents.

D. Review of Assigned Classifications. It is the responsibility and obligation of every government official to keep classified information in his custody constantly under review and to initiate action toward downgrading or declassification as soon as conditions warrant./

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SECTION IV

DISSEMINATION OF CLASSIFIED INFORMATION

1. GENERAL - No person is entitled solely by virtue of his office or position to knowledge or possession of classified information. Such information shall be entrusted only to those individuals whose official duties on behalf of the executive branch require such knowledge or possession.

The safeguarding of classified information is the responsibility of every individual to whom entrusted.

Care must be exercised at all times not only to refrain from discussing classified information with or in the presence of unauthorized personnel, but also to prevent inspection of or access to classified information by unauthorized personnel.

2. LIMITATIONS ON DISSEMINATION

A. Within the Executive Branch

(1) Top Secret. The dissemination of Top Secret information shall be held to the absolute minimum. Only that portion of Top Secret information necessary to the proper planning and appropriate action of any organizational unit or individual will be released to such unit or individual.

(2) Secret and Confidential. The dissemination of Secret and Confidential information shall be limited to personnel whose assigned duties require knowledge of such information.

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

(3) Restricted information shall be disseminated only for official purposes.

B. Information Originating in Another Agency. Classified information originating in another department or agency shall not be disseminated outside the receiving agency without the consent of the originating agency.

C. Dissemination Outside the Executive Branch.

(1) Classified information shall not be released for dissemination outside the executive branch by any person or agency having access thereto or knowledge thereof except under conditions and through channels authorized by the head of the releasing agency.

(2) Classified information or material accumulated or developed in the pursuit of official government business is the property of the Government and can not, under any circumstances, be considered the personal property of any individual, even though such individual may have been solely or partly responsible for its production.

D. Unofficial Correspondence. Classified information shall not be discussed in unofficial correspondence.

E. Telephone Conversations. Information classified higher than Restricted shall not be discussed over the telephone. It is permissible to make references

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

by telephone to material in the higher categories if such references do not, in the course of the conversation, reveal the substance of those portions of material under discussion which are so classified. Reference to file numbers, dates and subject (provided the subject itself is not classified higher than Restricted) may be made over the telephone, but great care must be exercised not to reveal substantive matter classified higher than Restricted.

3. LOSS OR SUBJECTION TO COMPROMISE

Any employee of the executive branch who may have knowledge of the loss or possible subjection to compromise of classified information shall promptly report the facts, either directly or through appropriate channels, to the originating office or agency for such action as may be appropriate.

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SECTION V

RULES GOVERNING HANDLING OF CLASSIFIED MATERIAL

(Including Marking, Transmission, Storage, and Destruction)

1. MARKING

After determination of the classification to be assigned, classified material shall be marked in accordance with the procedures set forth below:

A. Documents

(1) Bound Documents. The assigned classification on bound documents, such as books or pamphlets, the pages of which are permanently and securely fastened together, shall be conspicuously marked or stamped on the outside of the front cover, on the title page, on the first page, on the back page and on the outside of the back cover.

(2) Unbound Documents. The assigned classification on unbound documents, such as letters, memoranda, reports, telegrams, and other similar documents, the pages of which are not permanently and securely fastened together shall be conspicuously marked or stamped at the top and bottom of each page, in such manner that the marking will be clearly visible when the pages are clipped or stapled together.

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

(3) Charts, Maps, and Drawings. Classified charts, maps, and drawings shall carry the classification marking under the legend, title block, or scale in such manner that it will be reproduced on all copies made therefrom.

(4) Photographs, Films, and Recordings. Classified photographs, films, and recordings, or their containers, shall be conspicuously and appropriately marked with the assigned classification.

B. Products or Substances. The assigned classification shall be conspicuously marked on classified products or substances, on their containers, or written notification of the assigned classification shall be furnished to recipients thereof.

C. Additional Markings

(1) Top Secret and Secret Documents. In addition to the assigned classification marking or stamp, the originating agency's record copy of Top Secret and Secret documents shall bear an appropriate indication of the authority for the classification, the identity of the classifying officer and the date of classification.

(2) Material Furnished Persons not in Federal Service. When classified material is furnished authorized persons other than those in the Federal Service, the following notation, in addition to the assigned classification marking, shall be placed on the material, on its

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container or on the written notification of its assigned classification:

> "This material contains information affecting the national defense of the United States within the meaning of the Espionage Act, 50 U.S.C., 31 and 32, as amended, or information of vital interest to the Federal Government and is transmitted for official use only."

(3) Downgraded, Declassified or Upgraded Material. When the classification of material is changed by proper authority the classification marking will be marked out and a notation made as follows: "Classification cancelled or changed to _____ by authority of (official authorized to change), date, by _____ (name and position of person making the change)."

In the case of classified documents, the original classification will be marked out and the above note inserted on the first page of unbound documents or on the cover, title page or first page of a bound document.

2. TRANSMISSION

A. Preparation of Classified Information for Transmission:

(1) Outside an Agency

a. Top Secret and Secret Material.

/1/ Top Secret or Secret material shall be enclosed in opaque inner and outer covers.

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(2) The inner cover shall be a sealed wrapper or envelope plainly marked with the assigned classification.

(3) The outer cover shall be sealed and addressed with no indication of the classification

(4) There shall be attached to the inner cover an unclassified receipt form identifying the addressor, addressee and the document; such receipt will be signed by the addressee and returned to the sender.

(5) Written material will be protected from direct contact with the inner cover by a cover sheet or by folding inward.

b. Confidential Material

(1) Confidential material shall be prepared for transmission in the same manner as that indicated for Top Secret and Secret material, except that it will be covered by a receipt only when the sender deems it necessary.

(2) When no receipt is deemed necessary the complete address will be shown on the inner cover.

c. Restricted Material

(1) Restricted material may be enclosed in one cover only.

(2) No receipt is required for restricted material.

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(2) Within an Agency Preparation of classified information for transmission within an agency will be governed by regulations issued by the head of the agency to insure a degree of security equivalent to that outlined above for transmission outside an agency.

B. Transmission of Classified Material

(1) Top Secret Material

a. The head of each agency, or his duly authorized representative, shall designate, and maintain control lists of persons within that agency who are authorized to receive Top Secret material.

b. The head of each agency shall also designate Top Secret Control Officers who will maintain registers of Top Secret material received or disseminated by that agency.

c. The transmission of Top Secret information will be effected by direct contact wherever practicable, by specifically designated personnel or by a messenger-courier system especially cleared for that purpose by the head of the agency.

d. It is mandatory that transmission and custody of Top Secret material be covered by a receipt system.

e. Under no circumstances will Top Secret material be transmitted by mail.

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(2) Secret and Confidential Material shall be delivered by one of the means established for Top Secret material, by a messenger system specifically authorized for the purpose by the head of the agency, by registered United States mail within the continental United States, or by registered Army or Navy postal service outside the continental United States.

(3) Restricted Material shall be delivered by any means authorized for higher categories of classified material, or by ordinary mail within the continental United States.

3. PHYSICAL SECURITY

A. Storage Facilities. Classified material not in actual use by or under direct observation of a competent person in the same room shall be stored as set forth below:

(1) Top Secret Material will be stored in locked metal three-way combination safes or metal three-way combination file cabinets, or in a room protected by an armed guard or an electrical alarm system or in other facilities of comparable security specifically approved by the head of the agency concerned.

(2) Secret and Confidential Material will be stored in a manner authorized for Top Secret material,

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or in metal file cabinets equipped with a steel lock-bar and padlock, or in comparably secure facilities approved by the head of the agency.

(3) Restricted Material will be stored in a manner authorized for higher categories of classified material or in any container equipped with a reasonably secure locking device or other storage facility of comparable security approved by the head of the agency.

B. Inspections

(1) It is the responsibility of the official charged with the custody of classified material to accomplish the necessary inspections within his area to insure that all security precautions are taken to guard such information at all times.

(2) In each agency, officials shall be designated to make inspections on a room or area basis to insure that all classified material has been properly and safely stored.

(3) The head of each agency shall prescribe procedures whereby appropriate identification of the individual responsible for the contents of each

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container of classified material will be readily available.

C. Safe Combinations

(1) Safe combinations will be changed at least every /year/ six months; whenever a person knowing the combination is transferred from the office to which the safe is assigned; when a safe is first brought into an office; and at such other times as deemed necessary.

(2) Knowledge of combinations should be limited to the minimum necessary for operating purposes.

(3) Safe combinations shall be given a classification equivalent to that of the most highly classified material contained in the safe.

4. DESTRUCTION OF CLASSIFIED MATERIAL

A. Types of Material Which May be Destroyed.

(1) Record Material may be destroyed only upon specific authorization by Congress. Requests for such authorization must be submitted to National Archives through channels established in each agency.

(2) Non-Record Material may be destroyed

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

as soon as it has served its purpose.

B. Methods of Destruction. Classified record material, the destruction of which has been authorized, and classified non-record material will be destroyed by the following methods under procedures established by the head of the agency.

(1) Top Secret, Secret and Confidential material will be destroyed by burning or an equally complete method of destruction.

(2) Restricted material will be destroyed by burning, shredding or reduction to pulp, or an equally complete method of destruction.

C. Certificates of Destruction. A signed certificate indicating date of destruction and identifying each copy of a Top Secret document or each Top Secret product or substance destroyed will be executed for all such material.

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State-Army-Navy-Air Force Coordinating Committee

Agency Comments

October 9, 1947

Captain Walter C. Ford
Executive Director
Central Intelligence Agency
2430 E Street, N. W.
Washington 25, D. C.

Dear Captain Ford:

Receipt is acknowledged of your letter of October 6, with further reference to paragraph 34 B of the proposed Minimum Standards for the Handling and Transmission of Classified Information.

The Security Advisory Board has today recommended that paragraph 34 B be amended to read as follows:

"B. Information Originating in Another Agency. Except as otherwise provided by statute, classified information originating in another agency shall not be disseminated outside the receiving agency without the consent of the originating agency."

FOR THE SECURITY ADVISORY BOARD:

Shanette G. Blake
Secretary

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

504-3

Form DS-10
6-1-45

Department of State

REFERENCE SLIP

Date 10/8

To: ~~Mr. Robinson~~

Mr Blake — OK Jagree OK

	Advise		Note & Return
	Approve & Return		Note & File
	As You Requested		Per Telephone Talk
	Attention		Previous Correspon.
	Attach File		Priority Action
	Comment & Return		Reconsider
	Consider		Recommend Action
	Copying		Record
	Correct		Reply
	File		Return to Sender
	Follow-up		Rewrite
	Hold		Signature Required
	Initials Needed		See Me
	Investigate & Report		Take Action
	Instruct		Transfer
	Justify		Type
	Keep Me Advised		Verify
	Legal Matter		Reply for Signature of
	Memo Required		
	Not Interested		
	Note & Destroy		
	Note & Forward		

REMARKS:

Attached is CIA letter. Blakeney is of the opinion that any intelligence disseminated by CIA can be construed to be entirely different from that information intended to be covered by the Minimum Standards since by the time it is evaluated and correlated it would bear little if any resemblance to information furnished from any one particular source. However, he has no objection to change suggested by CIA; nor to that made by Bannerman which would add "except as otherwise provided by statute".

If you agree with Bannerman's suggestion are drafts of memo to SANAC and reply to CIA satisfactory?

From Cleared w/ Blakeney & Rechlitz by phone today.

This Form Printed on Salvaged Stock

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

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CENTRAL INTELLIGENCE AGENCY
2430 E STREET NW.
WASHINGTON 25, D. C.

OCT 6 1947

Mr. Hamilton Robinson
Chairman, Security Advisory Board
515 - 22nd Street, N. W.
Washington 25, D. C.

My dear Mr. Robinson:

Reference is made to my letter of July 31, 1947 suggesting certain revisions in the Security Advisory Board's preliminary draft of minimum security standards and to SWNCC 252/9 which has just come to my attention.

While I am gratified to note that the CIA was able to be of assistance in suggesting certain changes in the text, I regret that it was not deemed feasible to incorporate our suggestions concerning Section IV, Paragraph 34 B covering the so-called "third agency rule".

Inasmuch as the strict enforcement of the paragraph as it now stands might well preclude the efficient operation of the Central Intelligence Agency, provided for under Section 102 of the National Security Act of 1947, I must urge upon you the desirability of reconsidering the inclusion of the paragraph just cited. I am willing to concede that the inclusion of the principle of the third agency rule is desirable as overall policy but in order for the CIA to meet anticipated commitments and fulfill its proper function under the law and under policy which it will from time to time receive from the National Security Council, I feel that there should be appended at least the following phrase, ". . . . . save as otherwise provided by the provisions of Section 102, National Security Act of 1947".

I shall appreciate hearing from you as to the possibility of making the suggested change for with the paragraph currently included it would be virtually impossible for the CIA efficiently to fulfill those prescribed functions.

FOR THE DIRECTOR OF CENTRAL INTELLIGENCE:

Sincerely,

Walter C. Ford

WALTER C. FORD
Captain, U.S.N.
Executive Director

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

2314

MEMORANDUM FOR THE SECRETARY OF SANAC

SUBJECT: SWNCC 252/9

1. A letter from the Central Intelligence Agency to the Security Advisory Board, under date of October 6, 1947, indicates a possible area of conflict between the provisions of Section 102 of the National Security Act of 1947 and Section 34 B of the proposed Minimum Standards for the Handling and Transmission of Classified Information (Exhibit A to Enclosure A, SWNCC 252/9).

2. The Security Advisory Board, therefore, recommends that Section 34 B of the proposed Minimum Standards be amended to read as follows:

"B. Information Originating in Another Agency. Except as otherwise provided by statute, classified information originating in another agency shall not be disseminated outside the receiving agency without the consent of the originating agency."

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

Dear Captain Ford:

Reference is made to your letter of October 6 with further reference to paragraph 34 B of the proposed Minimum Standards for the Handling and Transmission of Classified Information.

The Security Advisory Board has today recommended that paragraph 34 B be amended to read as follows:

> "B. Information Originating in Another Agency. Except as otherwise provided by statute, classified information originating in another agency shall not be disseminated outside the receiving agency without the consent of the originating agency."

FOR THE SECURITY ADVISORY BOARD:

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

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CENTRAL INTELLIGENCE GROUP
2430 E STREET NW.
WASHINGTON 25, D. C.

ack 8/5

July 31, 1947

OFFICE OF CONTROLS
AUG 05 1947
DEPARTMENT OF STATE

Mr. Hamilton Robinson
Chairman, Security Advisory Board
515 - 22nd Street, N.W.
Washington 25, D. C.

My dear Mr. Robinson:

Reference is made to your letter of July 7, 1947, with which you were good enough to enclose for CIG comment a copy of the Security Advisory Board's preliminary draft of rules which it considers appropriate as minimum standards for "the handling and transmission of confidential documents and other documents and information which should not be publicly disclosed."

The draft rules have been studied in some detail within the Central Intelligence Group, and I take pleasure in consolidating below the several comments which have been offered.

GENERAL

The preliminary draft presents a desirable policy which, when implemented, should prove of much value from a security viewpoint throughout the civilian offices of the Government.

SPECIFIC

The following comments are offered with regard to specific sections of the draft which it is believed might well be reconsidered with a view toward facilitating compliance:

The draft apparently omits to mention the security clearance of personnel who are authorized to deal with highly classified information. While it is clearly recognized that this is a subject which would be covered by the Loyalty Boards, perhaps the matter should be recognized in the SAB minimum standards. General policy recognition could be accorded the subject without infringing on the prerogatives of the Loyalty Boards, by the addition to Section II of a sentence substantially as follows: No.

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

"The head of each agency shall have the responsibility of determining that those employees within his agency authorized to handle highly classified material have been appropriately cleared for security liability." No.

Section III, Par. 2-B: The possibility exists that this subparagraph will be interpreted as meaning that the drafting official of a paper known to him to be either SECRET or TOP SECRET is authorized to classify it only as high as CONFIDENTIAL. Yes

Section III, Par. 3-B: The provisions of this paragraph appear slightly ambiguous and might be considered in conflict with Section III, Par. 3-A. It is thought that this ambiguity could be removed by the addition of "originating such telegrams" after the phrase "head of each agency." Yes

Section III, Par. 3-C: "Information Originated by a Foreign Government." The wording of this paragraph as it now stands would seem to preclude the downgrading or declassification of captured enemy documents. It is, therefore, suggested that the wording be changed to read: "Information of a classified nature originated by a foreign government recognized by the United States" or "..... by a foreign government with which the United States maintains friendly relations." Yes

Section IV, Par. 2-B: "Information Originating in Another Agency." This is the so-called "third agency rule," which, to the best of my knowledge, has not heretofore been reduced to writing on an interagency basis. Certain departments worked informally under this rule during the war and were able to enforce it reasonably well for certain purposes among themselves. The system has not been wholly satisfactory, however, and the feeling persists that no such rule should be laid down flatly for government-wide enforcement. The Central Intelligence Group, which, as the CIA under the Unification Act, will have certain legal responsibilities for dissemination, would be extremely reluctant to see this rule reduced to writing and binding, in its present form, upon the several Government agencies. However, if the Security Advisory Board finds that it is necessary to reduce this rule to writing, it is suggested that a sentence, substantially as follows, be added: No.

> "Special conditions incompatible with the foregoing may be recognized by appropriate interagency agreements."

Section IV, Par. 3: This paragraph might be interpreted to mean that the agency having custody of a document has no responsibility for investigating the loss of that document. Yes

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Section V, Par. 3-A(3): The subparagraph as it stands might be considered too stringent for some agencies, in that current regulations of most existing intelligence agencies permit the storage of restricted documents in unlocked desk drawers, and some permit display of restricted maps and charts on office walls, under conditions where admission to buildings is adequately restricted. N.

Apparently, no consideration was given in the draft to the handling of registered documents. Perhaps this omission is by design, but it is felt that all agencies handling classified documents should have some basic instruction in the handling of registered documents. No

I appreciate the opportunity you have given the Central Intelligence Group to comment on the proposed minimum standards, and I hope that the comments offered will prove of assistance in the important work which the Board has undertaken.

FOR THE DIRECTOR OF CENTRAL INTELLIGENCE

Sincerely yours,

Walter C. Ford

WALTER C. FORD
CAPTAIN, USN
EXECUTIVE DIRECTOR

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

Serial No. 534

August 4, 1947

Honorable James M. Landis, Chairman
Civil Aeronautics Board
Washington 25, D. C.

Dear Mr. Chairman:

Thank you for your letter of July 31, commenting upon the preliminary draft of "Minimum Standards for the Handling and Transmission of Classified Information".

Your comments are appreciated and will be carefully considered by the Security Advisory Board at its next regular meeting.

Sincerely yours

Hamilton Robinson
Chairman

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

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OFFICE OF THE CHAIRMAN

CIVIL AERONAUTICS BOARD
WASHINGTON 25

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~~SRS~~
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HR

JUL 31 1947

OFFICE OF CONTROLS
AUG 01 1947
DEPARTMENT OF STATE

Mr. Hamilton Robinson, Chairman
Security Advisory Board
Washington 25, D. C.

Dear Mr. Robinson:

This is in response to your letter dated July 7, 1947, requesting comments on the preliminary draft of the "Minimum Standards for the Handling and Transmission of Classified Information in Executive Departments and Agencies of the Federal Government."

There is much to be said in favor of establishing adequate protective measures to preclude the disclosure of confidential documents and information to unauthorized persons within or outside of the Federal Government. On the other hand, the implementation of the security plan by the Security Advisory Board will place a substantial burden on the Civil Aeronautics Board, which is already taxed to the limit of its capacity.

Generally, the security system will result in decreased efficiency in the operating processes of the Board and will further result in additional costs, in terms of manpower, for which the Board can ill afford to provide under its already limited appropriation.

The establishment of a messenger-courier system, and functions involving the classification of certain categories of material, as well as constant review of assigned classifications of material, and the marking, storage, and destruction of such material are typical of the anticipated drain on existing manpower. The provisions of the plan covering adequate storage facilities will require expenditures for safes and special storage cabinets.

It is respectfully urged, therefore, that the plan as finally promulgated by the Security Advisory Board, be in as simple a form as possible, consistent with efforts to obtain maximum protection of classified documents and information.

You have my assurance that the Civil Aeronautics Board will employ every means at its command to establish effective implementation of the security plan.

Sincerely yours,

J. M. Landis
Chairman

J

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

Serial No. 543

August 5, 1947

Honorable Harry B. Mitchell, President
United States Civil Service Commission
Washington 25, D. C.

Dear Mr. Mitchell:

Thank you for your letter of August 4, commenting upon the preliminary draft of "Minimum Standards for the Handling and Transmission of Classified Information".

Your suggestions that confidential personnel records be exempted from certain provisions in the present draft are appreciated and will be very carefully considered by the Security Advisory Board at its next meeting.

Sincerely yours

Hamilton Robinson
Chairman

DECLASSIFIED E.O. 11652, Sec 3(E) and 5(D) or (E) NND# 740132

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UNITED STATES CIVIL SERVICE COMMISSION
WASHINGTON 25, D. C.

ADDRESS ONLY
"CIVIL SERVICE COMMISSION"
IN YOUR REPLY REFER TO
FILE
AND DATE OF THIS LETTER

August 4,1947

SGB
SRG
HR

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Honorable Hamilton Robinson
Chairman, State-War-Navy Coordinating Committee
Security Advisory Board
515 - 22nd Street, N. W.
Washington 25, D. C.

OFFICE OF CONTROLS
AUG 05 1947
DEPARTMENT OF STATE

Dear Mr. Robinson:

Careful consideration has been given to the preliminary draft of minimum standards for the handling and transmission of classified information forwarded with the Board's letter of July 7, 1947.

It appears that the great majority of the Commission's reports would, for security reasons, properly be classified as CONFIDENTIAL under the definition for that classification in the proposed minimum standards.

It also appears, however, that several of the requirements covering the manner of transmission and storage of information classified as CONFIDENTIAL, as proposed in the draft of minimum standards, would impose an undue operational and administrative hardship on the Commission. Specifically these are:

1. The requirement that confidential information not be discussed over the telephone. No

2. The requirement for the use of double envelopes. Yes

3. The requirement for the use of registered mail. Yes

4. The requirement for the use of metal filing cabinets with "steel lock, bar and padlock." Yes

The Commission therefore requests that exceptions to the proposed minimum standards for the handling and transmission of classified information be allowed relating wholly to the requirements governing the confidential classification, and submits hereinafter the reasons therefor and the requested alternative language.

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Exception is requested to Item 1 because it appears that the prohibition of the use of the telephone for conversations concerning confidential personnel information would cause unreasonable delay in important communications between operating and staff officials and embarrassment in connection with the Commission's need to respond quickly to telephone inquiries of the Executive Office of the President and to Congressional inquiries.

Exception to be inserted in connection with Section IV, 2, Limitations on Dissemination, E, Telephone Conversations, beginning page 15; insertion at end of paragraph, page 16, to read as follows: Except that when, as determined by the head of the agency, unreasonable delay or when administrative or operational procedures would be impaired by a prohibition on the use of the telephone for conversations concerning confidential personnel information, in which case confidential personnel information may be discussed by telephone between authorized persons whose identities have been established.

Exception is requested to Item 2 because the requirement for the use of double envelopes in connection with the transmission of confidential information would, it is believed, impose an undue operational hardship on the Commission from the standpoint of materials, costs, and personnel for handling, as it is anticipated that in meeting its responsibilities under the authorized loyalty program within the next year the Commission will necessarily transmit in excess of one million items properly classified as confidential.

Exception to be inserted in connection with Section V, 2, Transmission, A, a and b, pages 19 and 20, for insertion at the end of paragraph b (1), to read as follows: Except that when, as determined by the head of the agency the volume of confidential personnel information to be transmitted by double envelope is so large as to make the task of so handling it an unreasonable operational burden and to entail prohibitive cost, in which case confidential personnel information may be transmitted by single envelope.

Exception is requested to Item 3 because the requirement for the use of registered mail in the transmission of confidential information would impose a heavy operational burden upon the Commission, involving the need for a substantial additional number of persons to do the special handling and record keeping involved and entail, because of the volume of transmittals, a prohibitive cost.

Exception to be inserted in connection with Section V, B, Transmission, (2) page 22, for insertion at the end of the paragraph, insertion to read as follows: Except that when as determined by the head of the agency, the volume of confidential personnel information for transmission is so

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large as to make the procedures for handling and recording by registered mail an unreasonable administrative and operational burden and to entail a prohibitive cost, in which case confidential personnel information may be transmitted by regular mail.

Exception is requested to Item 4 because the Commission's present equipment is substantially inadequate to meet the suggested minimum standard, because for an indefinite period of time the short supply of metal filing cabinets would preclude the procurement of the heavy volume of equipment which would be required to meet the minimum standard and further, because it is believed the procurement cost for compliance would be prohibitive.

Exception to be inserted in connection with Section V, 3, Physical Security, A(2) pages 22 and 23, for insertion at the end of the paragraph, insertion to read as follows: Except that when as determined by the head of the agency, the foregoing provisions concerning the storage of confidential information are deemed not feasible, then the head of the agency shall maintain the highest degree of security in connection with the storage of confidential personnel information consistent with authorized funds, equipment, space, and personnel.

While fully appreciating the need for as close an approximation as possible to the proposed minimum standards for the handling and transmission of confidential personnel information, the Commission believes that the exceptions to the minimum standards specifically requested herein are essential in order that the efficiency of its operations may not be adversely affected during the forthcoming loyalty program.

Sincerely yours,

Harry B. Mitchell
President

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418-83

COMMISSIONERS

HARRY B. MITCHELL, PRESIDENT
LUCILLE FOSTER McMILLIN
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LAWSON A. MOYER,
EXECUTIVE DIRECTOR AND CHIEF EXAMINER

UNITED STATES CIVIL SERVICE COMMISSION

WASHINGTON, D. C.

ADDRESS ONLY
"CIVIL SERVICE COMMISSION"
IN YOUR REPLY REFER TO
FILE
AND DATE OF THIS LETTER

August 4,1947

Honorable Hamilton Robinson
Chairman, State-War-Navy Coordinating Committee
Security Advisory Board
515 - 22nd Street, N. W.
Washington 25, D. C.

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It also appears, however, that several of the requirements covering the manner of transmission and storage of information classified as CONFIDENTIAL, as proposed in the draft of minimum standards, would impose an undue operational and administrative hardship on the Commission. Specifically these are:

1. The requirement that confidential information not be discussed over the telephone.

2. The requirement for the use of double envelopes.

3. The requirement for the use of registered mail.

4. The requirement for the use of metal filing cabinets with "steel lock, bar and padlock."

The Commission therefore requests that exceptions to the proposed minimum standards for the handling and transmission of classified information be allowed relating wholly to the requirements governing the confidential classification, and submits hereinafter the reasons therefor and the requested alternative language.