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USCIB: 23/55

APPENDED DOCUMENTS CONTAIN FORE WORD MATERIAL

20 May 1953

TOP SECRET - SECURITY INFORMATION

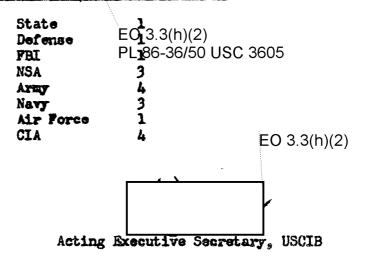
MEMORANDUM FOR THE MEMBERS OF USCIB:

Subject:

Allied (NATO) Communications Security.

- 1. The enclosure contains the final report of the ad hoc committee established by USCIB to examine the subject problem. This report is scheduled for consideration at a special meeting of the Board.
- 2. Attention is invited to the fact that the "U.S. Personnel Only" classification is required by a limited number of specific comments, which can be excised or amended without undue difficulty in the event of a decision to forward the report to
- 3. Pursuant to agreement by members of the ad hoc committee the distribution of this report is limited to the number of copies indicated below. This distribution is based upon the requirement expressed to the Secretariat by individual USCIB members. For purposes of record a normal distribution of this covering memorandum is being made:

Number of Copies of the Report Distributed



Section 20 of subject report.

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Washington 25, D.C.

EO 3.3(h)(2) PL 86-36/50 USC 3605

U. S. PERSONNEL ONLY

18 May 1953

MEMORANDUM FOR THE CHAIRMAN, USCIB

SUBJECT: Report of Ad Hoc Committee on Allied [NATO] Communications Security.

- 1. Transmitted herewith is the final Report of the Ad Hoc Committee established at the 82nd meeting of USCIB to examine the problem of Allied [NATO] communications security.
- actions with reference to communications security matters. This review was prepared by the Chairman of the Security Committee, USCIB at the request of the Chairman of the Ad Hoc Committee and is presented as a convenience to the Board members in their consideration of the entire subject.
- 3. This Report has been approved unanimously by the members of the Ad Hoc Committee.

T. Achilles Polyzoides Chairman, Ad Hoc Committee

One enclosure, with Tabs A through E, and Exhibits 1, 2 and 3.

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pending on the answer to the first		consumers.	
b. If so, what steps do we the national communications of NA	7	communication s	ecurit
 This report in its conclusion first question. 	ons appears to gi	ve a negative a	nswer
deed, throughout the report there is		although the Mi	eaked ^r
acces, our organical one report oners	ra eardeuce cust	archoden rue	<u> </u>
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to the fact that many only because of bad pr	rocedures.
We remove the bad procedures and those	As
we increase cryptographic knowledge, as we certainly will as we i	improve
procedure, other systems basically insecure will be reexamined an	nd removed
from use. We will probably be asked to evaluate some of them and	i then will
have to recommend against their use.	
6. This report therefore seems to argue against itself and	we still
haven't the answer to the first question.	If the
answer is no the recommendations are valueless, and it would also	be futile
to go on with the ERUSA conference.	
7. If the answer is yes then the recommendations are valid.	The report
should be changed to make this perfectly clear, and the conference	e must by
all means proceed in order to map out the details of implementati	on of the
recommendations.	
	V

9. One more point in the report. It fails to mention that on the military side NATO countries have been provided NATO cryptosystems in some quantity, and that that is the reason why the military picture is relatively

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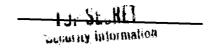
hat is apt to be broken and the	maudatary hat is the use of NATO sy	ecurity regulation
	are two possible courses.	
10. It seems that othere a	• \ \ \ \	,
a. Modify the report	<u> </u>	to the U.S.
	to recommend against	to the U.S.

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U. S. POSITION PAPER OF

COMPERENCE ON THE SECURITY OF
1. Three issues are involved in the forthcoming U.S U.K. Con-
ference on
 a. Review of proposed tactics governing an approach to the
2. Only item la will be considered in this paper. The general U. S.
position on this item was established when the President approved the report
of the U. S U. K. Conference on the Security of By
this approval, the U.S. was committed, subject to an improvement in the
general security of the to an approach to the
Ministry of Foreign Affairs (MFA) on the insecurity of communications.
USCIB observed to that an approach to the should not be made
until the Tripartite Security Report was approved by each of the participating
countries, and the had undertaken definite implementing action
to carry out the recommendations of the report.
3. The three governments have subsequently formally subscribed to the
principles and standards of security proposed by the Tripartite Working Group,
and the recommendations with respect thereto are being progressively implemented
The U. S. and U. K. delegations to a recent conference of the Tripartite Working
Group have agreed, in spite of reservations about Civil Ministries, that positive
steps are being taken by the to put into effect these principles and
standards. The U.S. must decide whether the "positive steps" already taken



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by the are adequate; the State Dep	artment member	may be in a	position
to certify the findings of the U.S. dele	gation to the	Tripartite W	orking
Group.			
4. The conditions postulated by USC	IB regarding	an approach t	o the MPA
have been fulfilled to some degree. Addi	tionally, the	crypt	analytic
organization recently expressed to the	its con	ern over the	insecurity
of the of NATO nations	, particularly	those of	and
and during 1952 there was a marke	d improvement	in the behav	ior of the
on cipher security matters.			
			\
6. Recommended actions:			
a. If the improvement of	general secur	ity is confi	rmed,
USCIB agree that the conditions which defe	erred action o	n the	communi-
cations security problem have been removed	1.		
b. USCIB accept the method of a	pproach to the	MFA suggeste	ed by the
U.K. in its letter of 10 December 1951 (Te	ab 8 in folder), and nomine	ite a senior
representative, together with a technical	adviser, to m	eet with	representa-
tives in Paris at a specified date.			_
c. State Department member brief	the U.S. Am	bassador to	n the
proposed procedure of approach.		L	

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18 May 1953

REFORT OF AD HOC COMMITTEE ON EXAMINATION OF TELECOMMUNICATIONS OF NATO NATIONS

PROBLEM:

1. To examine the available telecommunications traffic of NATO
members in order to measure (a) the incidents of violations of NATO
communications ascurity regulations; and (b) the extent of potential
SCOPE AND METHOD OF THE INVESTIGATION:

2. This Committee was established at the 82nd meeting of USCIB on 13 February 1953 to examine the problem of communications security violations by NATO members. The Committee filed a report dated

30 April 1953 which set forth certain findings pertaining to security violations detected in the available traffic and centered principally on

During

the period of this initial study, arrangements were made to hold a

BRUSA conference on the entire problem of NATO communications

security. With that fact in mind, USCIB decided at its 84th meeting on 8 May 1953 that this Committee should continue its investigation on broader lines which would include not only a consideration of security violations but also an effort to determine the extent of potential damage to US interests resulting from leakage of

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communications security practices. This report covers all phases of the expanded problem.

- 3. The original directive called for representatives of the Departments of State and Army to coordinate with the Director, NSA in preparing a report. It soon became apparent that the investigation would touch areas in which all member departments and agencies of USCIB have an interest. Consequently, the Departments of Navy and Air Force, the Central Intelligence Agency and the Federal Bureau of Investigation were asked to participate in the survey and their representatives have joined in various phases of the investigation and the preparation of this report.
- the The results of this survey are presented in the four Tabs attached hereto. Tab A presents the investigation into security violations and is in substance the initial report presented to USCIB under date of 30 April 1953. Tab B is a statement of the situation as it pertains to military traffice. Tab C represents a substantive

Tab D represents

a oryptologic evaluation of the NATO nations under consideration.

5. There is also attached a Tab E which consists of a brief

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This Tab is not

- a direct product of the Committee's investigation but is presented as a convenience to the members of the Board in their consideration of the entire problem.
 - 6. Each phase of the Committee's work is subject to particular limitations which are described in the relevant attachments to the report. However, certain general restrictions in coverage were necessary to make the Committee's work manageable and are applicable to all the attachments, as follows:
 - (a) The traffic examined was limited to messages sent between 1 November 1952 and 1 May 1953. Although a few messages transmitted prior to 1 November 1952 are included in this report, they are items which were brought to the attention of the Committee primarily as examples of the type of material desired and their inclusion here does not mean that the period prior to 1 November 1952 was examined thoroughly.

In no phase of the Committee's investigation can it be stated that all of the available traffic during this period has been examined. The Committee endeavored to cover all major circuits, and through this search and by checking the files of the departments and agencies represented on the Committee, it is estimated that an accurate total appraisal has been achieved. The inability to examine every message

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means, of course, that some items have been overlooked. However, the Committee does not believe that the number or quality of such messages would be such as to alter the principal conclusions of this report.

7. The Committee's conclusions must be qualified by certain assumptions which were made in order to center the focus of attention on the content of the traffic and to avoid inquiries beyond the competence of the Committee. It was assumed that

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CONCLUSIONS:

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A. On security violations:

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7. The proper US-UK authorities on NATO should be fully informed of the security violations with respect to NATO matters and be urged to develop a program of strict observance of NATO

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regulations. Initial efforts along this line should not involve

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appraise, especially in hindsight. The Committee has made every effort to be accurate as well as objective in examining this traffic but the number of examples found in this survey cannot be presented as an absolute figure. Nevertheless, when one takes into account the huge number of messages examined by all the evaluating agencies in the course of their normal operations during the test period chosen for this survey, and the intensive effort on the part of the representatives of these agencies meeting in committee to identify examples of information leakage injurious to US interests, it is evident that the leakage, insofar as quantity is concerned, is very small.

6. Despite the quantitative insignificance of the foregoing examples,

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This survey has brought out a reasonably comforting fact in the sense that few damaging examples were uncovered, but this must be balanced against the possibility that at any moment critically damaging information could appear in the same type of traffic. The latter aspect of the situation is covered in the section immediately following.

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- 7. An effort to improve national cryptographic and communications practices could reduce appreciably the total communications security problem under consideration and should be made prior to any effort to improve systems or to encourage the use of more complicated cryptographic equipment.
- 8. A substantial improvement in the general situation might result from the institution of a security demonstration among the NATO countries.

B. Other conclusions:

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3. The evidence brought out in this investigation does not indicate that serious damage has occurred during the period covered by this survey. However, such damage has occurred in the past and may occur again in the future.

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RECOMMENDATIONS:

1. The US-UK authorities in NATO should be fully informed of the security violations with respect to NATO matters for the purpose of developing a program of strict observance of the NATO communications security regulations.

2. An effort should be undertaken jointly with the British to improve the national cryptographic and communications practices of the NATO countries by a demonstration of proper techniques, explanation of and other means short of direct at this time. Such demonstrations and explanations must be considerably detailed even to a point that might be expected to permit reasonable suppositions as

3. Machinery should be established jointly with the for the continuing examination of the traffic of NATO countries and for the analysis of their communications practices in order to supplement this survey, to judge the effect of the efforts to improve their security and to provide a basis for future action.

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SECURITY VIOLATIONS

1. This phase of the Committee's investigation of traffic was
undertaken prior to and separately from the investigation covered by
Tabs B and C and is limited to a consideration of security violations.
For the purpose of this report the Committee defined a security violation
as any message violating NATO communications security regulations. The
definition was adopted because those regulations constitute the only
standard agreed upon by the NATO countries,

"COSMIC. The word COSMIC has been designed as a security warning only. This designation shall, in addition to the appropriate security classification, be placed on all joint and national papers tabled at meetings of any body or committee set up under the North Atlantic Treaty Organization which contain and reveal:

(1) Strategic or operational military appreciations, plans or decisions.

(2) Political-military appreciations, plans or decisions.

(3) Economic planning based on strategic military plans and decisions which could lead to disclosure of such plans and decisions.

(4) Classified information of one country tabled or circulated by another country, unless the 'owner' country agrees otherwise,

TAB A

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"NATO. On all other joint or national documents tabled or circulated within the North Atlantic Treaty Organization the word "NATO" shall appear, together with the appropriate security classification. This "NATO" marking, however, does not require the special handling or accounting provided for "COSMIC" documents, other than as warranted by the security classification, and no special screening (as required for "COSMIC" personnel) is necessary for access to NATO documents."

50 The investigation of security	Arorations was andlear to rue
assumptions described in paragraph 7	of the report and to the time
limits described in paragraph 6	t did not cover the traffic of
but was concentrated	on the
	came to the
attention of the Committee, but the traff	fic of those countries was not
examined in detail.	
4. In examining traffic for secu	ity violations the Committee
considered 119 individual messages which	were submitted primarily by
	The Committee screened this list
to eliminate messages which clearly did	not constitute security violations.

5. In the course of this phase of the investigation the Committee encountered certain messages which contained information damaging to the

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4. Therefore, no categorical statement can be made to the effect that there has been or has not been any "leakage" to the USSR of information damaging to US interests.

TAB B

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compromise might be injurious to US interests. A message was considered to affect US interests if it related to matters in which the US was taking action or to a policy which the US was supporting. A message was considered damaging if the USSR could use the information either on a long or short term basis to thwart or hamper action taken by the US or the policies supported by it. Messages containing information affecting US interests were not considered damaging if timely information were available to the USSR through open sources such as newspapers or public release of government information.

2. The material studied during this phase of the investigation falls into the following tategeries:

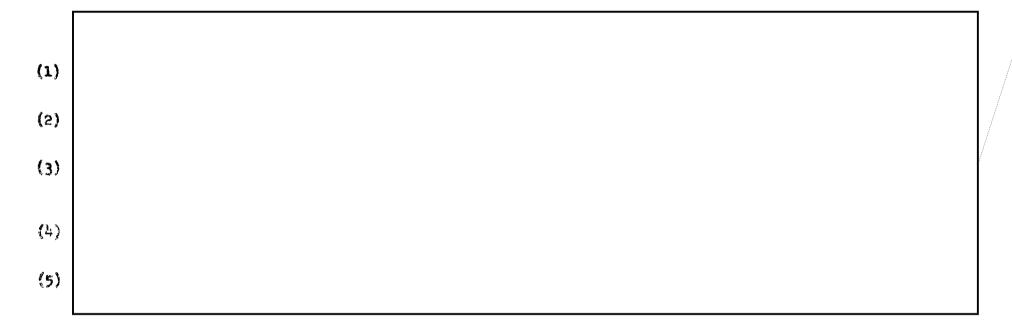
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of refer	rence mentione	d in Paragra	ph 1 above.	
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e paragi	raph immediate	ly preceding	, the Committee	accepted the
istians e	of the various	anecialist	manals to the	effect that

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Based on traffic received this year.

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	these are the countries whose communications security has been considered or dealt with by USCIB.

problem at the request of Secretary Marshall, but was unable to

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TAB E

reach agreement whether the US should provide cryptographic assist-
report to the NSC on 31 August 1948 and on 2 September the NSC
accepted the majority view in USCIB that these steps should not be
taken. Secretary Marshall replied personally to Foreign Minister
Bevin informing him of this decision.
2. A year later, in September and October of 1949, USCIB, acting
on behalf of the US Government, accepted a British proposal that a
British cryptographic device (the Typex Mark II) be provided to the
Western Union powers, and subsequently to all NATO governments, for
the exclusive encipherment of METRIC and COSMIC telecommunications.
This device was subsequently adopted by NATO for this purpose.
3. During the following summer of 1950 the British Ambassador in
Washington raised with the Department of State the general problem
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steps to this end without awaiting either the establishment of "secure

communications organizations and designed to assure adequate guarantees of security at each step of the approach. This Department of State proposal was considered by the Board at its meeting of 9 March and was withdrawn by the State member in the face of a majority view that the Board should adhere to the more rigid policy which it had already adopted. The specific proposals for the scope and agenda for the forthcoming conference were approved, however, and were forwarded to ISIB on 13 March 1951 (14/128).

- 8. The BRUSA Conference was held in May 1951 and its Report (14/132) was submitted to USCIB on 15 May. USCIB approved the Report at its meeting on 24 May and decided also to refer it to the NSC for approval and to perpetuate the US conference delegation as an Ad Hoc Committee of the Board to keep this problem under continuous review. ISIB notified us of its approval of the Report by letter of 7 June 1951 (13/188). The Report was forwarded to the NSC on 8 June 1951 (14/137) and was approved by the Special Committee of the NSC and the President on 11 January 1952 (14/189).
- 9. The principal results of this BRUSA Conference were:
 - (a) The preparation of a specific cryptographic plan which could accomplish the desired improvement in the security

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(6)	The establic	shment of general	security cond	ittions or
(4)			\ 	
	criteria whi	ich must be met to	the satisfac	tion of both
	LSIB and USC	IB prior to takin	ng action.	
may be	noted that t	the work of this (conierence was	pased on a prior
umptio	n that the ne	ed to take direct	t action to im	prove the securi
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security should not be made	e until the	Report ha	d been approved by	<u></u>
each of the participating	countries ar	nd the	had taken def:	inite
action on the basis of the	Report. Th	e Ad Hoc	 C ommittee wa s ord	ar ad
to study the specific plan	proposed by	r the Brit	ish. These views	
were communicated to LSIB	in a letter	of 24 Jen	uary 1952 (14/196)。
The Ad Hoc Committee render	red its repo	ert on 13	February 1952 (14,	/200)
in which it endorsed the re	ply which U	ISCIB had	made to LSIB and	
recommended further that no	approach s	hould be	edfora Litru eben	r
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that US		•				direct act of the pr	
		-				ong advise	_
that th	ne us poi	sition in	this mat	ter had	not been	changed .	
14. Th	e next e	and lates	t British	effort	to obtain	our agree	ment tha
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USCIB has advised LSIB that it has agreed to such a conference, now scheduled to commence in Washington on 4 June 1953.

15. In preparation for this conference USCIB reconsidered the general problem of the insecurity of the communications of NATO countries at its meeting of 13 February 1953 and established a new Ad Hoc Committee to review the risk to the recurity of US classified information created by violations of NATO communications security practices and by the insecurity of the national communications of NATO countries. A report was submitted by this Ad Hoc Committee on 4 May 1953 (23/51) and was discussed by the Board at its meeting of 8 May 1952. This Report dealt principally with violations of NATO communications security practices. USCIB (a) noted the initial report by the Ad Hoc Committee and decided that the Committee should continue its study of the additional phases of the problem as cutlined by rith a view to submitting a report for the consideration of the Board at a special meeting to be held in advance of the 4 June BRUSA Conference; (b) agreed to defer consideration of a presentation of this entire problem to NSC until the Ad Hoc Committee Report had been reviewed.

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		COM	MUNICATIONS SECURITY	
16. T	be problem of	risk to th	e security of the Unite	d States created
by the	The state of the s		communications was firs	t considered by
USCIB :	in the summer of	f 1951 shor	tly after the BRUSA Con	ference on
	communications	security.	The matter was raised	by the nem-
ber at	the meeting of	USCIB on 2	2 June 1951 in connecti	on with several
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of the	express reques	of the US	originators of the inf	ormation.
USCIB d	directed that the	se Ad Hoc C	ommittee, composed of m	embers of the
America	n Delegation to	the recen	t BRUSA Conference on	communi-
on thone	security, stud	ly and eval	uate the problem of	communi-

17. The first Report of this Ad Hoc Committee (23/18) was submitted to USCIB at its meeting on 13 July 1951 and was accepted. USCIB directed that the Committee continue its study with particular regard abuse of MATO communications to the problem of correcting security procedures. In this first Report the Ad Hoc Committee had concluded that:

> but that on the whole, so far as NATO or US political and

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	closed throu	gh insecure]commun:	ications was
	not highly d	etrimental t	o the secu	rity of	the US.
(p)	The level of				were so low
	es to efford	little like	lihood tha	t an imp	provement in
	their commun	ications sec	urity woul	d effect	tively prevent
	leakage of i	nformation a	ffecting t	he secu	rity of the US.
\	There was no	assurance t	hat all av	ailable	authorised
	means within	the NATO or	ganization	have be	en applied
	toward the c	orrection of		abuse	of NATO
	commication	as security	procedures	•	
(a)	Direct action	a toward the	improvemen	nt of ov	ver-all
ì	30	ommunication	s security	was, th	merefore, not
	justified at	that time.			
The Ad Ho	c Committee h	ad recommend	ed that the	eir stud	y be continued
and that	no direct acti	on vis-g-vi	z the		e contemplated
until USC	IB or the NSC	had decided	whether a	ach acti	ed bluode no.
taken yie	-a-vis the				
18. The	final Report	of the Ad Ho	Committee	(23/22) was submitted
on 7 Augus	st 1951 and we	s considered	by USCIB	at its	meeting on
10 August.	. In this Rep	ort the Com	ittee re-	iffirmed	its previous
recommende	ation that no	direct action	n should b	e taken	at that time
beyond an	effort to cor	rect	abuse	of NATO	communications
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security	procedures. The Committee recommended both a plan for an
immediat	e approach to theto this end and several long-
range pr	oposals directed toward eventual over-all improvement of
	communications security.
(a)	The plan for immediate action envisaged a unileteral
	US approach to the at the
	ambassadorial level wherein we would advise the
	that we had been apprised of a
	violation of NATO communications security procedures
	and would request categorical assurance that they
	would correct this abuse. It was proposed also that we
	would offer our assurances as to the security of the
	NATO crypto-system (Typex Mark II) and communications
	procedures and that we would offer such technical
	assistance or advice as the might desire
	to assure themselves along these lines. This approach
	was to be based on the content and handling of a
	on 6 July 1951; our possession of this information
	being attributed to an agent report
	activity. USCIB approved the recommendations of
	the Ad Hoc Committee and designated the State Depart-
	ment and CIA to develop the particulars of this approach.
(b)	USCIB has taken no action on the long-range proposals.

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20. Between August and November of 1951 there we	re several exchanges
between USCIB and LSIB in the course of obtaining	approval
for this approach to the	The final USCIB
Ad Hoc Committee Report was forwarded to LSIB on	17 August, and the
details of the proposed plan developed by State at	nd CIA were ex-
plained to Sir Edward Travis, and forwarded by his	m to on
1 Movember. Meanwhile LSIB had considered the US	CIB proposal and
had advised USCIB, by a message of 5 November (23,	/28), that this
plan was not acceptable to them. They felt that	the approach was
too risky and would not serve to accomplish the o	ver-all improvement
in the security ofcommunications which	h they considered
imperative. At the urging of Sir Edward Travis Li	SIB reconsidered
the detailed plan and, by a message of 8 November	and a subsequent
letter of 19 November (23/40), withdrew their obje	ections on the
understanding that (a) the approach would be addre	essed solely to
correcting abuse of NATO communications	s security practices
	

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and (b) would be followed by further consideration of the	British
suggestion that steps should be taken to improve over-all	
communications security. By letter of 23 November (23/41)	USCIB
advised ISIB that the approach would be made shortly after	1 December.
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of		response s	and re	commendin	g that	it would	be i	best _
to	consider the matte	r closed 1	mtil	further 1	nstance	of		
h	se of MATO communi	cetions s	sourit	v procedu	res app	eared.		

EO 3.3(h)(2) PL 86-36/50 USC 3605

THE COURSE WAS TO SEE THE CONTRACT OF THE CONT

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through the provision of the combined cipher machine
(CCM), but stated that there were only 10 CCM's which
could be made available at that time and that it was
not possible to anticipate when further equipment
would be available to satisfy the entire request.
The DIRAFSA stipulated that this equipment could be made
available only on a free loan or rental basis and that
the Government would have to agree to certain
stipulations covering the physical protection and
disposition of it.

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ΕO	3.3(h)(2)		
PL	86-36/50	USC	3605

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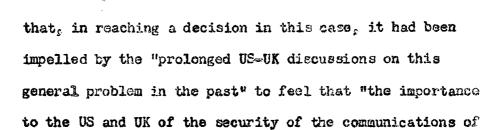
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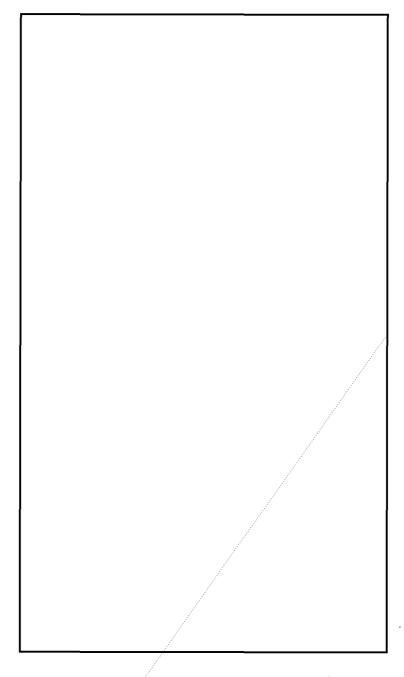


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EXHIBIT 1

SECURITY VIOLATIONS



EO 3.3(h)(2) PL 86-36/50 USC 3605

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EXHIBIT 2

EO 3.3(h)(2) PL 86-36/50 USC 3605

STATUS OF NATO CRYPTOSYSTEMS

Fire	t level (high military and diplomatic):
1. 2.	Typex with Simplex settings. Some one-time pads (approved by standing group).
	Date of approval: 20 July 1950.
-	NOTE: Non-BRUSA countries were furnished full technical details for making up their own national. Simplex settings but no information is available as to whether they are doing so.
Seco	ad level (military only - high command to divisions):
1.	CCM.
Γ	Date of approval: 10 November 1951.
2 .	Natex (back up to CCM).
	Date of approval: 25 July 1952. September 1952.
Chir	d level (low echelon):
1.	Natex.
	Date of approval: 25 July 1952. No systems yet provided.
2。	French modified M-209.
	Date of approval: Early 195 Bffective only by so far.
	1. 2. []

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3.3(h)(2) 36-36/50 USC 3605	EXHIBIT 3
	MESSAGES CONTAINING DAMAGING INFORMATION

REF ID: A517796

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