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26 February 1946

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

British - U.S. Communication Intelligence

Security and Dissemination Regulations

General

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

Basic Principles of Security

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

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

3. In time of war, the full effectiveness of Communication Intelligence cannot be realized unless operational use is made of it. However, when action is contemplated in the light of Communication Intelligence, the possibility of compromising the source must always be borne in mind and this danger must always be weighed against the military advantage to be gained. In general, ~~momentary~~^{minor} tactical advantage is not sufficient ground for risking the compromise of a Communication Intelligence source. When the decision is made to take action based on Communication Intelligence, studied effort must be made to ensure that such action cannot be attributed to Communication

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Intelligence alone. In every case, where at all practicable, action against a specific target revealed by Communication Intelligence shall be preceded by appropriate reconnaissance or other suitable deceptive measures to which the enemy can reasonably be expected to attribute the action.

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

Definitions and Categories

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

(a) Special Intelligence

(b) Traffic Intelligence

6. Special Intelligence is that Communication Intelligence which results from the decryption of the texts or substance of encrypted communications. It is designated by the code word CREAM. Communication Intelligence obtained from

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plain language messages may on occasion be included in the category of Special Intelligence.

7. Traffic Intelligence consists of intelligence which results from an analysis of communication networks, procedure signals, call signs, D/F bearings, and other technical aids, i.e., intelligence obtained from intercepted communications by all means short of the actual decoding or deciphering of the texts or substance of these communications. It is designated by the code word IVORY.

8. If the intelligence obtained by the processes described in paragraph 7, above, includes information derived from encrypted messages in such a way that it clearly reflects the use of such information, it becomes Special Intelligence. Communication Intelligence obtained from the translation of plain language messages is normally classed as Traffic Intelligence but may on occasion be classed as Special Intelligence.

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

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Dissemination

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

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

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

13. STANCIB and the London SIGINT Board shall keep each other fully informed of the departments, ministries, agencies, offices and broad categories of persons receiving Communication Intelligence and of the approximate number of "indoctrinated" persons in each.

14. Should it become essential for operational reasons (as may occur in war) to disseminate a specific item of

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

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

Security Classification and Transmission of Communication Intelligence

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

17. CREAM information is classified TOP SECRET. The words TOP SECRET and the code word CREAM must appear on every sheet of paper which contains this intelligence. This rule applies

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to maps and charts on which are plotted data and information derived from Special Intelligence. The code word CREAM shall be included in the text of every despatch (signal) conveying such intelligence, except as provided in paragraph 22, below.

18. IVORY information is classified SECRET. The word SECRET and the code word IVORY must appear on every sheet of paper which contains this intelligence, unless TOP SECRET CREAM information appears on the same sheet. This rule applies to maps and charts on which are plotted data and information derived from Traffic Intelligence. The code word IVORY shall be included in the text of every despatch (signal) conveying such intelligence (unless the despatch also conveys CREAM intelligence), except as provided in paragraph 22, below.

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

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

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(c) Via external landlines only as specifically approved by STANCIB or the London SIGINT Board, as appropriate, in each instance.

20. SECRET and CONFIDENTIAL Communication Intelligence material may not be transmitted in plain language (unencrypted) except as provided in paragraph 19, above, and, in addition, by protected postal channels (such as U. S. Registered Mail), and over routes, approved by STANCIB or the London SIGINT Board, as appropriate.

21. Except in the circumstances contemplated in paragraph 14, above, Communication Intelligence material, except "raw traffic", transmitted in encrypted form shall be encrypted in special cryptographic channels expressly and exclusively provided for this purpose, and in no other. Such channels shall possess at least the security of the CCM and must be approved by STANCIB or the London SIGINT Board, as appropriate. Cryptographic channels for the transmission of "raw traffic" shall be agreed upon from time to time by STANCIB and the London SIGINT Board.

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

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23. Other than as contemplated by paragraph 22, above, communications among cognizant officials of the British and U.S. governments which reveal actual success or progress in the production of CREAM and IVORY information in specific instances or fields shall bear the appropriate code word designations even though they do not themselves reveal Communication Intelligence as such.

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

25. Except as implicitly involved in the operation of paragraphs 14 and 19(a), above, documents containing CREAM and IVORY information must remain exclusively in the possession of "indoctrinated" persons, secure from examination by "non-indoctrinated" persons,

General Exception to Regulations for Classification and Dissemination

26. With the approval of STANCIB and the London SIGINT Board in each broad instance, and despite any other provisions

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of these regulations, certain elementary Traffic Intelligence, such as D/F bearings and fixes, and certain categories and series of plain language intercepts from [REDACTED] may be disseminated under the classification CONFIDENTIAL, and certain categories and series of plain language intercepts from military circuits may be disseminated under the classification SECRET. The field of such dissemination need not be confined to "indoctrinated" persons, and such dissemination may be made during peacetime, but, with these exceptions, its extent must be limited in accordance with the principle expressed in paragraph 10, above. The code word IVORY shall not be employed in connection with the exchange, use, and dissemination contemplated by this paragraph, and those plain language intercepts from military circuits shall be so disguised as not to reveal the source.

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

COORDINATION OF, AND EXCHANGE OF INFORMATION ON,
CRYPTANALYSIS, TRAFFIC ANALYSIS, DECRYPTION, TRANSLATION,
AND ASSOCIATED TECHNIQUES

1. The cryptanalysis, traffic analysis, decryption and translation undertaken and prosecuted by each party shall be as basically suited to its own needs, but each party shall welcome from the other suggestions as to extensions of its work, and shall endeavor to act favorably upon such of these suggestions as are within its powers and are considered to promise due contribution to the common good.

2. Allocation between the parties of analytical and production tasks shall take the form of continuous elimination, by mutual agreement, of unwanted duplication and continuous suggestion and mutual arrangement as to the undertaking of new tasks and changes in the status of old ones.

3. STATUS OF TASKS. Except as restricted through application of paragraph 3 (b) of the basic agreement, each party shall keep the other fully and continuously informed, in detail, of all cryptanalysis, traffic analysis, decryption and translation being undertaken by it, of the approximate facilities and number of persons engaged in each phase of the effort, and of general

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progress in each phase of the effort. The continuous exchange of information contemplated by this paragraph will be in the form of [] information reports prepared by the operating sections concerned. These information reports will cover each system under study and will indicate any change in status of a system, the cessation or curtailment of effort on any task, and, wherever possible, projected changes in emphasis on given tasks. In addition to the [] report there shall be such interim reports as are necessary, covering specific tasks in detail. These reports may be in the form of messages or technical write-ups relating to new discoveries, technical advances, or other observed changes. When there have been such interim reports the [] information report will make reference thereto, whether the interim reports be in the form of messages or written reports.

4. METHODS, TECHNIQUES AND TECHNICAL PRODUCTS. Except as restricted through application of paragraph 4(b) of the basic agreement, each party shall keep the other fully and continuously informed, in detail, of all methods and techniques employed, developed, and discovered in the course of and in connection with all cryptanalysis, traffic analysis, decryption, and translation undertaken by it. Similarly each shall furnish to the other all technical products of these processes which are involved in and applicable to the processes themselves. Exchange by radio of this information shall be

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as continuously agreed and arranged between the two parties. In addition, all of this information, whether or not also exchanged by radio, shall be exchanged via regular liaison channels, as established in another appendix to this agreement.

5. AIDS TO PROCESSING. Except as restricted through application of paragraph 4(b) of the basic agreement each party shall keep the other fully and continuously informed, in detail, of the nature and use of all compilations, files, devices, and apparatus developed by it, or developed as a result of its processes, and employed by it in the processes of cryptanalysis, traffic analysis, decryption, and translation, and shall endeavor to furnish to the other, upon request, copies or specimens of such aids. The conveyance by one party to the other, pursuant to this paragraph, of a device or apparatus may take the form of a gift, loan, sale, rental, or rendering available, as may be agreed and arranged between the two parties in the specific instance. The fact that the disclosing party may have the privilege of using a method or technique, or a device or apparatus pertaining thereto, on a royalty-free basis shall not of itself relieve the receiving party of the obligation to pay royalties.

6. CRYPTO-INTELLIGENCE. Except as restricted through application of paragraph 3(b) of the basic agreement, and as a specific application of paragraph four of this appendix, each

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party shall furnish to the other, continuously, currently and without request, all communication intelligence (including summaries, studies and estimates) produced or obtained by it which bears on foreign communications. In the case of Special Intelligence which includes information of foreign cryptographic systems and the use thereof (i.e., "crypto-intelligence") the material exchanged shall be in the form of decrypted, untranslated versions of the messages involved, and this exchange shall be in spite of and in addition to any exchange of translations effected in accordance with any other provision of this agreement. The exchange contemplated in this paragraph shall normally be effected by radio except where slower delivery will obviously serve the purpose adequately. In addition, there shall be a complete exchange of the same information via regular liaison channels, as established in another appendix to this agreement.

Standardization

7. Both parties will strive toward uniform technical terminology and nomenclature in the fields of coordinated effort treated in this appendix. It will be understood, however, that there will normally be no need for interference with unilateral usages of long standing which are so well known to all concerned of both parties that the resultant well-established pairing of

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synonyms is quite as satisfactory as complete uniformity.

8. Exhibit 1 describes in detail the functional system for the nomenclature of foreign cryptographic systems which is adopted by both parties.

9. Exhibit 2 is a list of code names for specific fields of Communication Intelligence activity. This list is adopted for common use by both parties.

10. Standardization of translations shall be effected through continuous agreement and arrangement between the two parties. Until agreement is reached on the standard translation into English of a foreign word or expression whose meaning is doubtful the foreign word or expression shall be added in a footnote or in brackets after each occurrence in translated texts of an English equivalent thereof.

11. All bases of standardization presented in this appendix and its exhibits shall be subject to continuous review and, upon agreement, change.

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APPENDIX C TO U.S.-BRITISHC.I. AGREEMENTCOLLECTION AND EXCHANGE OF RAW TRAFFIC

1. The facilities maintained, channels utilized, and opportunities exploited by each party for the interception and collection of raw traffic shall be those available to it and basically suited to its own needs, but each party shall welcome from the other suggestions as to expansions of these facilities, extensions of these channels and exploitations of previously unexploited opportunities, and shall endeavor to act favorably upon such of these suggestions as are possible of implementation and are considered to promise due contribution to the common good.

2. Except as restricted through application of paragraph 3(b) of the basic agreement, each party shall furnish to the other as promptly as possible, without request and as a matter of routine, copies of all raw traffic collected and acquired by its operating agencies, regardless of source. Neither party shall be obliged to reveal to the other the source or manner of collection of raw traffic.

3. Allocation between the parties of world intercept coverage shall take the form of continuous elimination, by mutual agreement, of unwanted duplication and continuous suggestion and mutual arrangement as to changes.

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4. Provision shall be made for the exchange by radio of selected classes of raw traffic as continuously arranged between the two parties. In addition, all raw traffic, whether or not exchanged by radio, shall be exchanged via regular liaison channels, as established in another appendix to this agreement. In general the procurement, maintenance, and utilization of rapid means of exchange and of rapid means of delivery from intercept points shall be promoted, and encouraged by each party to the utmost extent of its means, and usable radio teletype channels shall be kept filled to the limit of their capacity with raw traffic.

5. Each party shall keep the other fully and continuously informed, in detail, of the operational intercept positions available to and utilized by it as such, and of the coverage provided thereby. The exchange of this information shall be effected at least in the form of exhibit 1 with this appendix. The exchange of coverage reports by radio, to cover part or all of the information of the written reports, and to be in addition thereto, may be agreed and arranged from time to time.

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Standardization

6. The use of typewriters for the preparation of intercepted raw traffic shall be encouraged and promoted.

7. The physical form of intercepted raw traffic shall be standardized as far as practicable. Radio intercepts shall be prepared and exchanged in the standard form of exhibit 2 with this appendix.

8. The standard glossary of terms and abbreviations presented as exhibit 3 with this appendix is adopted for use by both parties for coordination and direction of intercept and raw traffic exchange.

9. STANCICC will prepare, periodically as necessary, a catalogue, to be known as the World-Wide Frequency Index, of all known radio transmissions in the form of exhibit 4 with this appendix. This catalogue is adopted by both parties as the standard for liaison in matters of military intercept coordination. Liaison in matters of [redacted] [redacted] intercept coordination will be in terms of call signs and frequencies. The London SIGINT Board will furnish continuously all data available to it which will assist in the preparation of the World-Wide Frequency Index. STANCICC will furnish to the London SIGINT Board the number of copies of each edition of this catalogue which that Board may require.

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10. All bases of standardization presented in this appendix and its exhibits shall be subject to continuous review and, upon mutual agreement, change.

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

EXCHANGE OF COMMUNICATION INTELLIGENCE

1. Except as restricted through application of paragraph 3(b) of the basic agreement, each party shall make available to the other without request and as a matter of routine, and shall furnish as requested, all Communication Intelligence produced by its operating agencies, regardless of whether the other party is known or supposed to be producing, or to be in a position to produce, duplicate or similar Communication Intelligence.
2. Exchange of Communication Intelligence by the most rapid available means shall be as continuously agreed and arranged between the two parties. In addition, all Communication Intelligence, whether or not also exchanged by such means, shall be exchanged via regular liaison channels, as established in another appendix to this agreement. In either case, delivery by each party to the other or to the other's agent shall be with the least possible delay, and each party shall give due heed to representations by the other as to apparently avoidable delay, and shall institute action, appropriate to its facilities and requirements and insofar as the involvements are within its control, to eliminate such delay.
3. Special Intelligence exchanged in accordance with paragraph 1, above, shall be in the form of decrypted versions of individual items translated into English and of appreciations and summaries prepared from such translations.

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4. For purposes of interpretation of paragraph 1, above, an item of Special Intelligence is considered to have been "produced" by an agency when it has been translated into English by that agency. In addition, upon request from time to time by either party, the other shall, if such provision is not unduly inconvenient to it, furnish copies of specific items or items in specific categories or fields of Special Intelligence which are decrypted by its agencies but not translated into English.

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

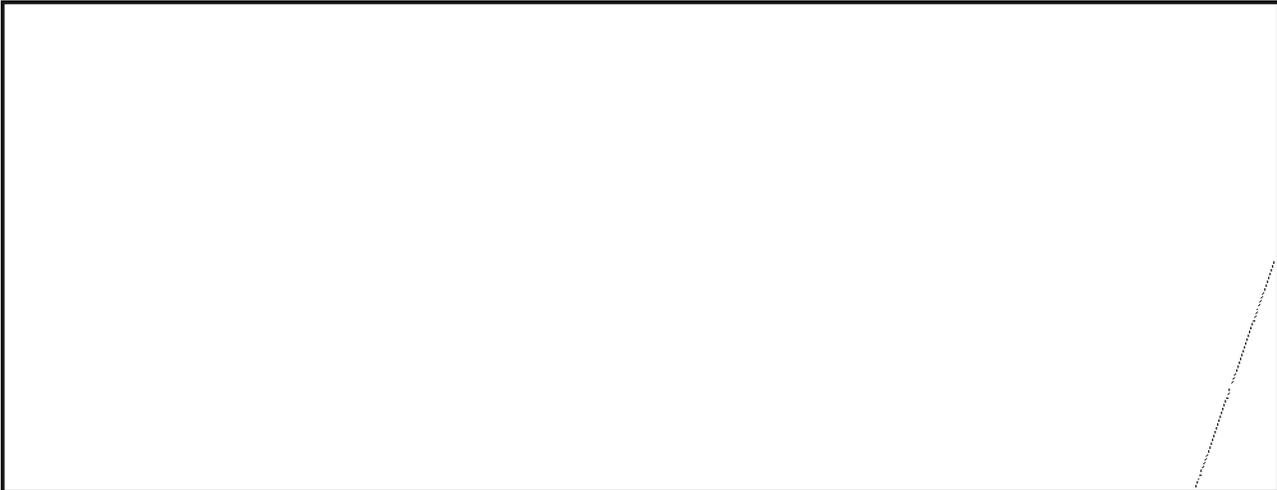
EXCHANGE OF COLLATERAL MATERIAL

PART I

Collateral material and information which
bears directly on foreign communications.

1. Within the intent and limitations of paragraph 2 of the basic agreement there will be a complete exchange between the two parties of all available information which bears directly on foreign communications, or on Communication Intelligence processes applied to foreign communications, whether such information be set forth in words or embodied in a document, object, or apparatus, purchased, captured, or otherwise acquired. Neither party shall be obliged to reveal to the other a source of such collateral material although there should normally be furnished, where appropriate, an estimate of the reliability of the source.

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PART II

Collateral material and information which does not bear directly on foreign communications.

1. Upon the request of either party the other may, at its discretion, furnish or divulge collateral material or information which does not bear directly on foreign communications provided there is no objection on the part of the ministry, department, agency, office, or person which originally made available the material or information or which bears the responsibility for the control thereof. In any case, neither the source nor its reliability need be divulged.

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APPENDIX G TO BRITISH-U.S.

C.I. AGREEMENT

LIAISON AND
CHANNELS FOR EXCHANGE

Liaison personnel

1. Each party shall maintain, in the country of the other, at an appropriate location, a senior liaison official accredited to the other, who may be accompanied by the necessary staff. All Communication Intelligence liaison matters in each country shall be under the cognizance and control of the senior Communication Intelligence liaison official in that country.

2. Upon agreement between STANCIB and the London SIGINT Board in each specific case, additional liaison personnel may be accredited, and working groups may be assigned, to operating agencies of either party by the other. All such additional liaison personnel shall be under the control and direction of the appropriate senior liaison officers. Working groups of either party in the agencies of the other shall be regarded as, and shall have the status of, liaison personnel.

3. Liaison officials of one party shall normally have unrestricted access to those parts of the other's operating agencies which are engaged directly in the production of

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Communication Intelligence, except such of those parts as keep files of general collateral information. This restriction is premised upon the limitation expressed in paragraph 2 of the basic agreement. The points of contact of liaison officials within operating agencies for requests and inquiries shall be as determined, established and delimited by the party to which they are accredited.

Channels for Exchange

4. Communications between the two parties shall regularly be conducted through the liaison channels established by this appendix. In addition, it is contemplated that channels for continuous conversation and arrangement directly between technical sections and coordinating groups of operating agencies may be established from time to time as the need for them becomes apparent.

5. Requests by a party or its agencies for information or material shall be made by that party via its senior liaison official accredited to the other. Normally but not necessarily the other party's senior liaison official shall be kept informed of such requests.

6. A senior liaison official or his authorized representative having a request for information or material shall, acting through the prescribed channels and points of contact, receive whatever pertinent information or material is made available to him, and shall forward it, normally via channels under the control of his own country, to the requesting party

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or its appropriate operating agency. Upon receipt, the requesting party shall give the senior liaison official of the providing party, or liaison officials delegated by him, whatever share in the distribution and utilization of the information and material it may have established as applicable and appropriate.

7. No provision of paragraph 6, above, shall be construed as preventing either party from accommodating the other by transporting materials for the other's senior liaison official. Each party shall endeavor to assist the other in this respect, as may be practicable, when requested to do so, but both parties shall endeavor to reduce such requests to the minimum by continuously adjusting their facilities to their requirements and vice versa.

8. Each party shall normally accommodate the other's senior liaison official by making available to him, on his request, facilities for packaging and preparing material for transportation. Each party shall, to the extent of facilities operated by or available to it, accommodate the other's senior liaison official by assisting him with safe-hand and other transportation within its own country.

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1 March 1946

MEMORANDUM

Corrections to BRUSA C.I. Appendices.

Appendix F.

Substitute new Appendix F (herewith) for old
Appendix F dated 28 February.

Capt. Ford

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1 March 1946

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

COMMUNICATIONS

Radio Circuits

1. The U. S. Navy will provide radio and terminal equipment on loan basis as necessary for the establishment of a four-channel multiplex radio-teletype circuit between its operating agencies in Washington, D.C., and the principal operating agencies of the Admiralty and Commander, U.S. Naval Forces, Europe. Admiralty will provide the necessary antennas, electric power, control lines and suitable housing for all equipment at the British end of the circuit at no cost to the U. S. The Admiralty will provide all maintenance and operating personnel for the London terminal except such operating personnel as are provided by Commander, U.S. Naval Forces, Europe, on his channels. Similarly, the U. S. Navy will provide all maintenance and operating personnel for the Washington terminal except such operating personnel as are provided by the British Admiralty Delegation on its channel.

2. The London SIGINT Board will continue to maintain in operation the existing radio telegraph circuit (HYDRA) between Oshawa and London (GCCS). STANCIB will maintain a land-line link between Oshawa and Washington.

Extraordinary routing of Raw Traffic

3. Raw traffic exchanged between the parties in accordance with Appendix C will normally be passed as provided in

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1 March 1946

Appendix G. However, in a specific case where one party controls or has the use of a communication channel (radio or otherwise) the terminals of which are so located that the channel could be employed, advantageously from the standpoint of time-saving, for the transmission of raw traffic directly from one party's source to the other's (Washington or London) operating agency, the parties may agree on such employment and on appropriate contributory arrangements.

Cryptographic Channels for Communications

4. Communications exchanged by exposed means between agencies of STANCIB on the one hand and those of the London SIGINT Board on the other shall employ cryptographic channels provided exclusively for communications between these agencies. Such cryptographic aids as are used shall be subject to the approval of STANCIB and London SIGINT Board and will be provided as mutually agreed.

Physical Transmission

5. The channels used by each party for the physical transmission of documents containing information of Communication Intelligence matters shall be those regarded by that party as normally suitable for the transmission of documents of the security classification involved except that, in no case, without the specific concurrence of both parties, shall a document containing unencrypted CREAM or IVORY information

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be conveyed by aircraft or land transport over territory controlled by other than the United States or British governments, nor, without similar concurrence, shall raw traffic be similarly conveyed over territory controlled by the government whose agencies or citizens originated it.