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HISTORY OF COASTAL INFORMATION SECTION (OP-16-B-8)

From 1 July 1939 to 29 June 1943

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PREFACE

Naval Intelligence Manual O.N.I. 19 provides an outline of the organization and activities of a Coastal Intelligence Section. Change No. 3, page 319a to O.N.I. 19, dated June, 1940, is quoted herewith:

"(a) This Section in the districts is normally operative only in periods of emergency or war. It is charged with the responsibility of receiving, collating, and evaluating reports concerning activities in the Coastal Area, not covered by other Sections, and of disseminating information of value to the Naval Establishment, to the Army, and to other Government Departments and Agencies concerned."

"(b) In general the reports will arise primarily from the increased activities of vessels in the Coastal Area. Among these activities may be included the following:

- (1) Sinkings resulting from belligerent action.
- (2) Loitering and hovering.
- (3) Vessels off course.
- (4) Submarine attacks.
- (5) Sabotage and fires.
- (6) Scuttling.
- (7) Diversion of cargoes at sea.
- (8) Vessels concealing identity.
- (9) Submarine cargo vessels.
- (10) Cargo and passenger aircraft engaged in foreign trade.
- (11) Vessels carrying enemy agents or spies."

"(c) It is not intended that this Section will control the operation of the information network or exercise control over the

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Government and independent agencies available for supplying information. For this reason, and in order that there may be a free exchange of information of value, close liaison should be maintained with the Army, State Department, Treasury Department, Maritime Commission, and other interested Government Departments and Agencies."

"(d) Reports of matters along the coast are furnished by the following:

- (1) Radio Compass Stations.
- (2) Lighthouses and Lightships.
- (3) Life Saving Stations.
- (4) Air Stations and Air Patrols.
- (5) Naval local defense forces.
- (6) Special lookout stations.
- (7) Army coastal frontier defense posts.
- (8) Coast Guard Intelligence, when not operating as part of the Navy.
- (9) Other Sections of the Intelligence Organization.
- (10) Other Government Departments and Agencies.
- (11) Independent Agencies."

SECTION AMISSION AND TASKS OF COASTAL INFORMATION SECTION

(1) PRESCRIBED MISSION:

The mission of the Coastal Information Section, as prescribed in War Plans, is to receive, evaluate and disseminate all information relating to activities in the coastal areas of the United States. While the term "Coastal area of the United States" was not specifically defined, it was assumed generally to extend to the off-shore limits of the normal coast-wise shipping lanes. The interests of the section also necessarily extended to activities which, while not actually within the coastal waters, were so near thereto as to be important from the standpoint of local and sea frontier defense. It was considered that incidents in the coastal waters or on shore and relating to activities in the coastal waters and which had a bearing on local defense of the naval district or were otherwise of naval interest, came within the scope of the section.

(2) ASSIGNED BASIC TASKS:

(a). Receipt, evaluation, and dissemination of reports of coastal activities.

(b). Receipt, collation, and dissemination, when necessary, of reports concerning alien-owned and suspicious small craft operating in the coastal waters.

(c). Administrative activities connected with the organization and functions of Coastal Information Section.

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(d). Maintenance of liaisons essential to the performance of the above tasks.

(3) SCOPE AND NATURE OF MISSION AND TASKS:

It is obvious, from the foregoing statement of the Coastal Information mission, that the primary purpose of Coastal Information Sections is to render an Intelligence service to Operations by furnishing Operations with evaluated information concerning activities in the coastal areas. Secondly, similar to any other Section of the Office of Naval Intelligence, to submit reports or information of suspicious activities to Sections B-3 and B-7. Like other sections of the Office of Naval Intelligence the Coastal Information Section has no action responsibility; its mission is simply to collect, evaluate, and disseminate information which may be useful to Operations and which may also have collateral interest and value to other offices in the Navy Department and to other governmental agencies.

It was considered highly important that the Coastal Information sections in the naval districts should be able to work in the closest possible cooperation with the Inshore Patrol and the District Operations Officer. It was also evident that close liaison would have to be maintained with the Port Director, the District Communications Officer, and of course, with Army Operations officers. To effectuate the close liaison with naval Operations officers it was necessary and advisable, in some districts, to move the Coastal Information Section from the District Intelligence Office into quarters either adjacent to or very

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near the office of the Commander, Inshore Patrol, and to the District Operations Office. Such moves permitted the maintenance of close personal contact and continuous cooperation in plotting. It was recognized that an essential element in the effective performance of the Coastal Information mission was the plotting, either on the Operational plot or on a nearby plot, of all coastal activities in the naval districts in order that this information might be presented visually for the joint benefit of Operations officers and Coastal Information officers.

There was no disagreement in the Navy Department concerning the desirability outlined in the foregoing paragraph so far as the naval districts were concerned. There was, however, a difference of opinion or uncertainty as to whether a similar arrangement should be effected in the Navy Department. On several occasions the officer-in-charge of the Coastal Information Section recommended means whereby a closer liaison between the Coastal Information Section in ONI and operational offices in the Navy Department could be effected. Those recommendations were based on the following assumptions:

(a). That the concentration of all plotting activities in the Navy Department was desirable.

(b). That information concerning coastal activities received in ONI should be plotted in such central plotting unit, particularly in view of the fact that coastal areas became important theaters of war almost immediately upon the outbreak of war.

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(c). That such plot of coastal information required that the Coastal Information Section be immediately adjacent to the central plotting unit inasmuch as the files to which the plot pins referred, should be immediately accessible and because reference to the plot by Coastal Information Section officers were essential to their evaluation activities.

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SECTION B

PRE-WAR ORGANIZATION AND ACTIVITIES

SECTION OP-16-B-8---OFFICE OF NAVAL INTELLIGENCE

A confidential memorandum from the Director of Naval Intelligence to the Chief of Naval Operations, dated October 9, 1939, subject, "Division of Naval Intelligence - additions made necessary by neutrality enforcement," indicated that it was planned to activate a "Coastal Intelligence" section and man it with a skeleton staff, preparatory to the section's being made fully active. The section was formally activated on October 16, 1939, and Lieutenant Commander E. S. Earnhardt, USN(Ret) was ordered to active duty and placed in charge. On June 2, 1940, Lieutenant Commander Earnhardt was transferred to Op-16-B-4 and Coastal Information Section action was assigned to Lieutenant Commander C. J. Gass, USNR, then in charge of the Commerce and Travel Section. The section remained under the administrative supervision of the officer-in-charge of the Commerce and Travel Section until April, 1941.

For a few months during the period between June, 1940, and April, 1941, Lieutenant A. W. Duffy, USNR, was assigned to the Coastal Information desk.

During this period of preliminary activation, the Coastal Information Training Manual - ONI-T-3, was prepared by Lieutenant Commander Earnhardt. Also during that period Coastal Information Sections

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were established in three naval districts, the first, third, and eighth. During several months of this period of preliminary activation, the section existed as a sort of adjunct to the Commerce and Travel Section.

(1) ADVANCED ACTIVATION OF SECTION:

On April 10, 1941, Lieutenant Commander C. F. Baldwin, USNR, was ordered to duty, placed in charge of the Coastal Information Section of ONI and instructed to organize and expand the activities of the section. At that time the personnel complement of the section consisted of the officer-in-charge, one clerk and one Yeoman. Between April 10, 1941, and the declaration of war on December 7 and 8, 1941, the personnel complement of the Coastal Information Section, ONI, was increased as follows:

Lieutenant (jg) Ben W. Ashmead, USNR, reported for duty on 1 July 1941.

Lieutenant E. H. Bourgerie, USNR, reported for duty on 8 July 1941.

Ensign James J. Davis, Jr., USNR, reported for duty on 22 August 1941.

Kent B. Froehlich, Y3/c, USNR, reported for duty on 2 June 1941.

Raymond G. Weisgarber, Y3/c, USNR reported for duty on 23 June 1941.

Clinton R. Ferguson, Y3/c, USNR reported for duty on 8 July 1941.

Albert B. Zea, Y3/c, USNR reported for duty on 11 August 1941.

Miss Siiri Niemi reported for duty on 3 June 1941.

Miss Patricia Grentner reported for duty on 17 July 1941.

Mrs. Irene Duke reported for duty on 3 August 1941.

During the period of final activation, which may be regarded as having ended at the outbreak of war on December 7, 1941, particular

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attention was given to indoctrination of personnel and to administrative matters affecting both the Coastal Information Section in ONI and the sections in the naval districts. In addition to verbal instructions, indoctrination of officers included a study of the following publications:

O.N.I.-19.

COASTAL INFORMATION TRAINING MANUAL.

COASTAL INFORMATION MANUAL.

COMMUNICATION INSTRUCTIONS - U. S. NAVY.

ORGANIZATION OF THE OFFICE OF CHIEF OF NAVAL OPERATIONS.

OFFICE ORDERS - OFFICE OF THE CHIEF OF NAVAL OPERATIONS.

FTP-155.

WAR PLANS.

O.N.I. OFFICE ORDERS.

SECTION OP-16-B-8 OFFICE ORDERS.

(2) LOCATION OF SECTION:

From early April till late August, 1941, the Coastal Information Section in ONI shared with the Commerce and Travel Section, a comparatively small office in the Navy Department Building. During that period, limitations of space prevented the development of a suitable office organization and the establishment of a plot. In August, 1941, the section was moved to Annex "N", at the rear of the Navy Department Building. Here it occupied two rooms which proved adequate for the section's personnel complement of 13, until April, 1942.

(3) OFFICE ORGANIZATION:

Early in the organization of the section, tasks were assigned

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to officers on a basis of a geographic distribution of the work, in order that each officer would become particularly familiar with a major segment of the coastal area of the United States and with the activities of Coastal Information Sections in naval districts in that area. One officer was made responsible for handling all matters pertaining to the five districts comprising the Eastern Sea Frontier; another for the two districts comprising the Gulf Sea Frontier, the Caribbean Sea Frontier and the Panama Sea Frontier; and another for the four districts comprising the Western and Northwest Sea Frontiers, and the Hawaiian Sea Frontier. One officer was also assigned responsibility for the section files and plot. The section executive officer assisted in the administrative duties of the section and was in charge of all matters relating to the section's interest in small craft.

A filing Yeoman was responsible for keeping the section's files in good order and filing all matter to be placed therein, except information in the Submarine File.

When the files of the Coastal Information Section and the Commerce and Travel Section were separated, special attention was given to developing, in the Coastal Information Section, a filing system best adapted to the requirements of the section. It was recognized that effective performance of the section's task of evaluation required that filed matter be readily available. To assist in looking up material pertaining to named vessels, persons, places, and incidents, a card index was maintained.

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A separate file pertaining to enemy submarine activity was maintained. The maintenance of these files was assigned to a Yeoman who plotted and recorded all sightings, sinkings, attacks by and on submarines and other miscellaneous submarine activities.

Also maintained separately from the General Files was an Evaluation File containing information of a general character which might be helpful in connection with evaluation activities. This information was arranged geographically and indexed.

A separate file concerning small craft was also maintained by the yeoman who assisted the section's executive officer in handling matters pertaining to small craft. The main small craft file was divided into three major sections namely:

- (a). Suspicious Small Craft.
- (b). Correspondence regarding small craft.
- (c). Small Craft transferred to aliens.

Each of these sections was subdivided according to the naval districts. A card index file was maintained in conjunction with the small craft files.

Partly because of the limited space occupied by the section, and partly for reasons mentioned in Section A, the Coastal Information Section in ONI had not, up to April, 1942, inaugurated a full scale plotting operation. No plot at all was maintained until the section was moved into the new annex at the rear of the Navy Building and even there very little plotting of any consequence

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was done until the outbreak of war. At that time the need for a larger plot became more evident.

Pending a definite decision as to how much plotting, and what kind of plotting should be done by the Coastal Information Section, a temporary plot was set up in the office of the section head. The plot consisted of pieced-together navigation charts, arranged according to Sea Frontier areas. While this plot was on too small a scale to be entirely satisfactory, it did permit the plotting of reports of submarines sighted, of vessels sunk by submarines and of suspicious activities in the coastal area reported to the Coastal Information Section. The plot was used primarily for evaluation purposes and not to present an accurate picture of the current situation.

Each pin placed on the plot bore a small tag showing the date when the incident was plotted and giving the number of the file folder in which full information concerning the matter had been filed. A plot record was maintained in the section, primarily for the use of officers in conjunction with their cooperation with the plot in Op-16-C where some coastal items were being plotted.

As the plot was used primarily for evaluation purposes, it was not found necessary to clear it daily. Incidents of current interest only were removed from the plot as soon as they lost their value while other matters, such as reports of suspicious activities, were often allowed to remain on the plot for several weeks or months until the reports had been investigated with negative results.

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(4) ACTIVITIES:

The pre-war activities of the section concerning matters of administration and organization are referred to heretofore.

In addition to the activities in connection with administration and organization, the other activities of the section during this pre-war period were divided into the following categories:

- (a). Receipt, evaluation and dissemination of reports concerning coastal activities of interest primarily to Operations.
- (b). Activities in connection with the operation of small craft in the coastal waters.
- (c). Receiving and compiling information concerning armament of merchant vessels.
- (d). Plotting and filing.

A. Data on Armament of Merchant Vessels.

During the time when the Coastal Information Section and the Commerce and Travel Section functioned virtually as one section, reports furnished primarily by the Coast Guard concerning the armament of merchant vessels had been received and filed. When the Coastal Information Section was set up as a separate section, those records were transferred to the Coastal Information Section which retained them until 15 December 1941. During that time, the data on the approximately 1500 reports concerning merchant vessel armaments were digested and recorded on 3 x 5 cards which were filed according to the name of the vessel. When those cards were prepared, a copy

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of each was sent to Op-37 (Convoy and Routing Section). On 25 November 1941 the Head of the Domestic Intelligence Branch recommended to the Head of the Foreign Intelligence Branch that the handling of information of this kind should be taken over by the Foreign Intelligence Branch because of the fact that this branch maintained a Statistical Section. Upon agreement with this recommendation by the Head of the Foreign Intelligence Branch, all of the records concerning the armament of merchant vessels were transferred to the Foreign Intelligence Branch and all activities of the Coastal Information Section pertaining thereto were discontinued.

B. Receipt, Evaluation and Dissemination of General Coastal Information.

While the volume of reports from the naval districts concerning coastal activities was comparatively small during the Spring and Summer of 1941 --- due not only to the relative infrequency of coastal activities of interest to the Navy but also to the undeveloped status of Coastal Information Sections in the naval districts --- the volume of such reports began to increase appreciably in the early Fall of 1941. Most of those reports concerned suspicious activities of small and large vessels in the coastal waters, and reported activities along the coast which were suspected of being connected with activities in the coastal waters. Those reports were evaluated, if possible, and furnished to appropriate action agencies.

During the pre-war period, the Coastal Information Section prepared various summaries of information of this kind, including an extensive summary of reports of suspicious activities possibly relating

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to plans to attack the Panama Canal.

C. Pre-War Activities Concerning Fishing Vessels and Other Small Craft.

(1) SCOPE AND NATURE OF ASSIGNED TASK:

One of the tasks assigned to the Coastal Information Section was that of securing all possible information regarding small vessels whose activities or personnel were considered suspicious. The interest of the section in such small craft resulted from the possibility of their use in the coastal area for activities inimical to naval interests. Such activities might involve contact with hostile vessels, attempts at sabotage, espionage, etc. It was recognized that in the event of war, such craft would constitute a serious hazard to our national security.

Prior to the time the Coastal Information Section was activated and before the section commenced work on the small craft problem, certain preliminary steps had been taken along these lines by the United States Coast Guard. Those steps included the following:

(a). Under date of February 7, 1941, the Commandant, U. S. Coast Guard, instructed all district Coast Guard commanders to institute a systematic plan for the boarding of motor boats in the districts.

(b). Under date of March 10, 1941, the Commandant, U. S. Coast Guard, issued instructions with regard to the collection of information on alien-owned motor vessels, to augment information available concerning the actual ownership of such craft.

(c). Under date of June 6, 1941, the Commandant, U. S. Coast

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Guard, issued instructions to all Coast Guard district commanders requesting them to submit a list of all such vessels classified as "suspicious", together with a brief description of the suspicious activities, or ground for suspicion in the case of each vessel.

On July 1, 1941, a directive prepared by the Coastal Information Section, was sent from the Chief of Naval Operations to the Commandants of all naval districts requesting that Commandants report to the Navy Department any vessels operating in their districts which were considered to be "suspicious." Commandants were directed not to duplicate the work of the U. S. Coast Guard but to report only those suspicious vessels which were not previously reported by the Coast Guard.

Reports on suspicious vessels operating in the coastal waters of the United States or its possessions, and in foreign waters adjacent to the United States were also received from numerous other sources, such as naval attaches, naval observers, the Federal Bureau of Investigation, the Military Intelligence Division, the Bureau of Immigration and Naturalization, captains of merchant vessels, port captains, local police authorities, and other local, state, and federal authorities and private citizens or agencies.

(2) CLASSIFICATION OF REPORTS ON SUSPICIOUS AND ALIEN-OWNED SMALL CRAFT:

The increase of the volume of such reports soon gave rise to the need for a systematic system of cross-referencing which would provide information regarding the name of the alien-owned small craft, the name of the owner, the nationality of the owner, and some

indication as to whether or not the vessel was considered to be suspicious. Therefore, a method was developed by the Coastal Information Section for classifying such vessels. It was decided to classify miscellaneous small craft owned by aliens into two categories (1) those to which no suspicion attached; and (2) those which were engaged in suspicious activities, or whose owners were suspected of anti-American activity. In this category, there was included vessels owned by American citizens who were suspected of being engaged in subversive activities.

Separate files were maintained with regard to each category of alien-owned craft described above, and the reports were numbered serially according to the date submitted. If a report contained a reference to more than one small craft, only one serial number was assigned to the report. A prefix appeared before the serial number to indicate the naval district, since all reports were filed according to naval districts. In the case of a "suspicious" vessel, the prefix "OO" appeared between the number of the naval district and the serial number of the report, since such reports were filed in a separate file. Thus, no conflict would appear between identical serial numbers which related to two separate craft; one, suspicious, and the other not suspicious.

When a report was submitted on an alien-owned craft of the first category (alien-owned but not suspicious), a 3 x 5 card was prepared in triplicate and filed as follows:

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(a). Name of craft - filed alphabetically.

(b). Name of owner - filed alphabetically, according to the surname of the owner. This classification was useful in revealing the ownership of more than one craft by the same owner.

(c). Nationality of owner - a separate classification was maintained for each nationality, i.e., Japanese, German, Italian, Greek, etc. Such a classification provided a ready-reference for all small craft owned by aliens of any particular nationality.

In the event that the report indicated that the alien-owned craft was suspicious, the 3 x 5 cards were prepared in quadruplicate, and the cards definitely indicated that the craft was suspicious. A brief statement of reasons for considering the craft suspicious was included under "remarks" on the card. Three copies of the card were filed in the manner which has just been described, and the fourth copy was filed alphabetically according to the name of the vessel, under the classification of "suspicious" craft.

If more than one report was received at different intervals with respect to the same small craft, such reports were attached to the original report in order that the file on the same craft could be kept intact, and the same serial number assigned to the original report that was assigned to the subsequent report on the same vessel.

As new reports were received, the files were searched to ascertain whether the craft had been carded previously. If not, cards were prepared. If a previous report had been received, it

was handled as described above. If a report was received on a craft previously reported and carded, and if more detailed information was desired, the card index file showed the serial number of the report. The report could then be located immediately in the files under the serial number.

It was suggested to the various Coastal Information Sections in the districts that a similar filing system be adopted, but it was left to the discretion of the District Intelligence Officer to determine whether he wished to adopt this method of filing or one which more nearly met the needs of his district. In some districts, a separate record was also kept of the "official number" or the "certificate of award of number" of all vessels included in the alien-owned or suspicious card file.

(3) DEVELOPMENT OF REGULATIONS FOR CONTROL OF SMALL CRAFT:

For some months, there was under consideration a plan for the stricter supervision of all vessels operating in the territorial waters of the United States and the crews of such vessels. Officers of the section held preliminary conversations with the U. S. Coast Guard and other government agencies with a view to determining what steps should be taken to control the movements of fishing vessels and other small craft. Efforts to secure federal legislation which would more effectively control the movements of small craft and the crews of such vessels, previously had met with little success. After some study of the problem, the Solicitor's Office of the Treasury

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Department ascertained that the "Anchorage Regulations" which were issued pursuant to the President's proclamation of national emergency, dated June 27, 1940, could be amended in such a way as to provide for the more effective control required.

On September 10, 1941, an inter-departmental conference on this subject was held in the office of the Assistant Secretary of the Treasury. At this conference, the proposed amendments to the Anchorage Regulations were discussed and all government departments represented at the conference agreed that the proposed amendments were desirable and necessary. Representatives of the Navy Department made a number of suggestions relative to the proposed amendments.

(4) NATURE AND SCOPE OF REGULATIONS:

The amendments to the Anchorage Regulations were approved by the President on October 7, 1941, and became effective October 30, 1941. Briefly stated, the new regulations provided that the owner, agent, or master of each vessel operating in the territorial waters of the United States must secure from the captain of the port a permit to leave the port and to operate the vessel, such permits to prescribe the areas in which the vessel would be allowed to operate. Another provision of the regulations required persons on board such vessels to carry an identification card. In order to secure a permit, the owner, agent, or master of the vessel was required to submit to the captain of the port an application for a permit to operate. In addition to furnishing information regarding the vessel and the owner of the vessel, the application included a statement as to the

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purpose for which the vessel was to be operated and its destination or the area in which it would operate. An operating permit definitely limited the area in which the vessel was allowed to operate, and the presence of the vessel in any other area was sufficient ground for the revocation of the permit. Any infraction of other port regulations or activities inimical to the interest of the United States were grounds for the revocation of the permit. The permit to operate was to be carried on the vessel at all times.

Because of the short-time intervening between October 7 and October 30, 1941, the date when the "Anchorage Regulations" became effective, it was not possible to issue individual licenses to all vessels operating in the territorial waters of the United States. To meet this situation, a general license to operate was issued by the Commandant of the Coast Guard on October 16, 1941. This general license permitted all classes of vessels to operate until such time as the captain of the port announced that individual licenses would be required for certain designated classes of vessels. Two exceptions were made, however, to the applicability of the general license; these were (a) vessels under 100 feet in length operating within 100 feet of any navy yard, shipbuilding plant, power plant, oil terminal, marine terminal, munition plant, military or naval arsenal and other defense installations within the limits of certain designated harbors, and (b) vessels departing from the waters of the United States, of which the masters, operators,

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or other persons in charge were not citizens of the United States or of which the personnel complements of such vessels were more than 50% aliens. Such vessels were required to apply for individual licenses immediately. The captain of the port was given broad discretionary powers to require that other classes of vessels be required to have individual licenses to operate. Certain classes of vessels, such as ferries, tugs, etc., were permitted to operate under the general license and were not required to have individual licenses to operate.

In addition to the permit to operate, the amendments to the "Anchorage Regulations" required each person on board a vessel to carry an identification card which contained such identifying data as name, employer, date and place of birth, nationality, alien registration number (in case of resident alien, height, weight, color of hair and eyes, photograph, signature, and the fingerprint of the index finger of the right hand). To secure an identification card, it was necessary for the applicant to file an application with the captain of the port. Four different colors of cards were provided for various classes of applicants. Failure of any person on board a vessel to have a proper identification card was grounds for the revocation of the permit to operate. Wide discretionary powers were given to the Commandant of the Coast Guard to modify these requirements in certain cases.

The captain of the port was given discretionary powers to designate the classes of vessels, the personnel of which would be required to have identification cards. Under the "Anchorage Regulations" the captain of the port could exempt certain classes of vessels from the

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requirement that identification cards be carried by every person on board the vessel. Obviously, it was not practical to insist that every person who boarded a ferry boat be required to have an identification card, and in such a case, the captain of the port could exempt such vessels from the requirements of the regulations. It was recognized that the administration of the regulations might vary from one naval district to the other inasmuch as the Navy Department and the Coast Guard did not believe it advisable to issue rigid instructions for the administration of the "Anchorage Regulations." It was thought more desirable to give the captains of the port wide discretionary powers, and then permit them to administer the regulations in a manner which would best fit the needs of their district.

(5) EFFECT OF INTEGRATION OF COAST GUARD WITH NAVY:

At the time the amendments to the "Anchorage Regulations" were passed, the Coast Guard was under the direction of the Secretary of the Treasury. Therefore, all administrative instructions pertaining to the regulations were issued by the Commandant of the Coast Guard with the approval of the Secretary of the Treasury. On November 2, 1941, the President issued an executive order transferring the Coast Guard to the Navy. On November 15, 1941, the President approved Public Law 292 - 77th Congress, Chapter 471 - 1st session, which provided that when the Coast Guard operates as a part of the Navy, the powers conferred on the Secretary of the Treasury by section 1, Title 2, of the Act of June 15, 1917, (40 stat. 220; USC, Title 50 Section 191) "shall vest in

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and be exercised by the Secretary of the Navy." As a result of this law, the responsibility for the administration of the Anchorage Regulations devolve upon the Secretary of the Navy.

The Coastal Information Section considered it to be highly desirable to have all applications for licenses passed through the appropriate district intelligence office where the applicant's name would be checked against suspect cards maintained there. It was realized that this checking of applications involved a considerable amount of administrative work, but it provided a filter which would sift out a great many undesirable applicants. The Coast Guard had not contemplated that applications be passed on by naval district intelligence officers, but rather the district intelligence officers would furnish the local port captains with a list of suspicious small craft. This arrangement was not considered to be satisfactory for the following reasons:

(a). The district intelligence office's records of suspicious small craft represented only a very small percentage of the probable number of suspicious vessels operating in the naval districts.

(b). It was considered to be highly important that the name of the applicant for a license be checked against the card index of suspects which were maintained in the district intelligence office. The name of the vessel involved in an application would not necessarily disclose the suspicious character of the vessel, while the name of the person applying for the application might do so.

(c). It was considered to be almost physically impossible to

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transfer the records of suspects in the district intelligence office to the port captain's office, whereas, it was considered quite possible and feasible for the district intelligence office to review and check a copy of the application for a license.

After a thorough discussion of this problem with the Coast Guard, it was decided that individual licenses should be issued to an operator of a vessel only after a careful check had been made to determine whether the owner of the vessel was suspected - on definite or indefinite ground - of having engaged, or being likely to engage, in activities inimical to the interest of national defense. Before issuing general instructions to this effect, however, it was thought desirable to consult the office of the Judge Advocate General with respect to the following questions:

(a). What legal complication, if any, would arise if the Secretary of the Navy instructed captains of the port to exercise the discretion granted by section 6.6 (c), to refuse a license to an owner, agent, or master of a vessel suspected - on definite or indefinite grounds - of having engaged or being likely to engage in activity inimical to the interest of national defense?

(b). Must a captain of the port have in his possession definite evidence of suspicious or subversive activity on the part of the owner, agent, or master of the vessel before refusing to grant a license to operate?

On November 26, 1941, the Judge Advocate General rendered an opinion in which it was stated that (a) no legal complications would

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arise if the Secretary of the Navy instructed the captain of the port to exercise the discretion granted by section 6.6 (c); (b) that the captain of the port is not restricted to having in his possession definite evidence of suspicious or subversive activity on the part of an owner, agent, or master of a vessel before refusing to grant a license to operate. "Reasonable cause to believe" that the owner, agent or master of a vessel was engaged in activities inimical to the interest of national defense was sufficient cause for refusing to grant a license to operate. The only restriction imposed upon the discretion granted to the captain of the port seemed to be that he must not act in a manner which might be considered arbitrary and unreasonable.

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SECTION CWAR PERIODCOASTAL INFORMATION SECTION (OP-16-B-8) IN ONI, WASHINGTON, D. C.FROM 7 DECEMBER 1941 - 30 JUNE 1943.(1) LOCATION OF SECTION.

From the outbreak of war until May 24, 1942, the Coastal Information Section continued to occupy offices in Annex (N) in the rear of the Navy Department building. On the latter date, the section was moved to the main Navy Department building. In adjoining rooms, 4705 and 4707, were located the Officer-in-Charge of the section and three additional officers. In room 3816 were located two officers and the plot of coastal activities.

On March 10, 1943, the space in 3816 was required by Cominch and the personnel therein moved to 4607.

On May 14, 1943, the personnel in rooms 4705 and 4607 moved to room 4608.

(2) PERSONNEL.

From December 7, 1941, until June 30, 1943, the following personnel reported for duty:

1941 Dec. 22 Lt. A. M. Chamberlin, USNR.

1942 March 16 Miss Louise Bailey.
 March 27 Lt. (jg) George G. Westfeldt, Jr., USNR.
 May 25 Ensign F. C. McGrath, USNR.
 June 1 Lt. (jg) J. L. Norris, USNR.
 June 15 Agent Harrison Prindle.
 Aug. 1 Ensign Adolphus B. Orthwein, USNR.
 Aug. 19 Yeo. 3/c Eldred Wallace, USNR.
 Sept. 10 Lt. (jg) Harrison Prindle, USNR.
 Oct. 14 Lt. Robert W. Corstaphney, USNR.
 Oct. 14 Lt. (jg) William M. Welch, USNR.
 Nov. 9 Lt. Lawrence W. Gunther, USNR.

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1942 (continued)

Dec. 14 Yeo. 2/c Francis A. Lane, USNR.
 Dec. 15 Yeo. 2/c John E. Stevens, USNR.

1943

Feb. 17 Ensign Esther C. Settle, W-V(S), USNR,
 Mar. 8 Lt. (jg) George E. Howell, USNR.
 Mar. 9 Lt. (jg) Elliot Norquist, USNR.
 Apr. 24 Lt. (jg) Robert Ross Neal, USNR.
 * June 11 Lieut. Comdr. F. A. Klaveness, USNR.
 June 17 Yeo. 3/c Lucile M. Walsten.
 July 6 Ensign Rosemary C. Niland, W-V(S), USNR.

From December 7, 1941, until June 30, 1943, the following personnel were detached:

1942

Mar. 9 Ensign James J. Davis, Jr., permanently, for sea duty.
 Apr. 23 Lt. (jg) B. W. Ashmead, permanently, for sea duty.
 June 15 Lt. Bourgerie, permanently, for foreign duty.
 July 11 Agent Harrison Prindle, temporarily, for Dartmouth (V-7) Indoctrination School.
 Sept. 5 Yeo. 1/c Albert Zea.
 Oct. 1 Lt. A. M. Chamberlin, permanently, for duty in the Seventh Naval District.
 Oct. 13 Yeo. 2/c R. G. Weisgarber, permanently, for instruction at PC school.
 Nov. 24 Lt. J. L. Norris, temporarily, for inspection, Caribbean Area Small Craft Project.

1943

Jan. 6 Yeo. 2/c C. R. Ferguson, permanently, for duty in the Central
 Jan. 25 Mrs. Irene Duke.
 Jan. 28 Lt. (jg) Harrison Prindle, for temporary duty under instruction, and as member of Staff, Advanced Naval Intelligence School at New York City.
 Jan. 30 Lt. (jg) George G. Westfeldt, Jr., for temporary duty under instruction, Advanced Naval Intelligence School, New York City.
 Feb. 27 Yeo. 1/c Thomas Stack.
 Mar. 5 Ensign F. C. McGrath, temporarily, for instruction at Advanced Naval Intelligence School, New York City.
 Mar. 6 Lt. (jg) George G. Westfeldt, Jr., permanently, for Operational Intelligence duties, ComSoWesPac.
 Mar. 11 Lt. (jg) Harrison Prindle, permanently, for Operational Intelligence duties, MTB Squadron, ComSoPac.
 Mar. 12 Lt. J. L. Norris, permanently, for duty in the Central Office, Caribbean Area Small Craft Project, 7ND, Miami, Fla.
 Apr. 14 Lt. (jg) Elliot Norquist and Lt. (jg) George E. Howell, assigned to Op-16-FO.

* When Lt. Comdr. F. A. Klaveness came aboard on June 11, 1943, he took over as CinC of Op-16-B-8, and Comdr. C. F. Baldwin confined his attention to Op-16-FO and Op-16-PN as CinC.

1943 (continued)

Apr. 17 Lt. Robert W. Corstaphney, temporarily, for instruction at Advanced Naval Intelligence School, New York City.

May 5 Lt. (jg) F. C. McGrath, permanently, for duty in First Naval District.

May 27 Yeo. 2/c F. A. Lane, permanently, for duty in Op-16-FO.

June 1 Lieut. W. M. Welch, temporarily, for instruction at Advanced Naval Intelligence School, New York City.

June 1 Lieut. Comdr. C. F. Baldwin, permanently, to continue as Head of Op-16-FO.

June 14 Lieut. Comdr. C. F. Baldwin, permanently, to continue as Head of Op-16-FO.

June 25 Lieut. R. W. Corstaphney, permanently, for duty in Fourth Naval District.

NOTE: On March 20, 1943, Lt. Comdr. C. F. Baldwin assumed duties as head of Op-16-FO, in addition to those as head of Op-16-B-8.

(3) OFFICE ORGANIZATION.

During the early months of the war, no change was made in the physical organization of the section. The assignment of certain geographic areas to the various officers of the section proved to be a favorable plan of operation, although it was found necessary, at times, to assign two officers to the same area to handle a sudden increase in the volume of reports from that area. Temporary shifts in task assignments were also made necessary from time to time by the detachment of officers who were assigned to sea duty and the consequent necessity of having their work taken over by an experienced officer during the training of a relief.

Before the move on May 24 to the main Navy Department building it had been decided that the section would maintain a coastal plot in the Intelligence Plot Center (Branch 16-C) and arrangements were made for the construction of that coastal plot and the location, in an adjoining room, of three officers, two yeomen, two civilian clerks and that part of the section's files which were essential to the operation of the plot and the performance of evaluation activities. That part of the section and the

coastal plot were given the designation B-8-(a). It was located in rooms 3814 and 3816. The headquarters of the section were located in three offices, rooms 4701-3-5 where the Section Head and two other officers, two yeomen, two civilian clerks and the rest of the section's files and records were located.

This physical division of the section necessitated an appropriate division of work and office routine. A filing yeoman was designated in each part of the section. All incoming matter was received in the main office of the section and all matter requiring evaluation or plotting was promptly referred to sub-section (a). A half-hour messenger service was operated between the two offices.

Because of the growing need for Operational Intelligence officers abroad, two officers were detached from the section for such duty on March 6 and March 11, 1943. Subsequent to the setting up on March 19, 1943, of the new Operational Intelligence Section under the Intelligence Branch (Op-16-FO), two officers were detached on April 14, 1943, and assigned to this new section.

(4) GENERAL ACTIVITIES.

Almost immediately after the outbreak of the war, enemy submarine operations commenced on both the East and West Coasts of the United States. As a consequence, the volume of reports received in the Coastal Information Section rose sharply.

The procedure of evaluation, dissemination, and plotting, as described in the Pre-War section of this summary, was accordingly expanded. The complete filing of all reports together with a card index reference system

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was instituted. A weekly and monthly listing of all ships attacked or sunk was prepared and disseminated to the Head of Branch B, to the Coast Guard, and to the Hydrographic Office. A report of all attacks and sinkings in the Sea Frontiers including the name of the ship, the type of attack and its location, was prepared by the section and disseminated to other offices in O.N.I. having an interest therein.

With the advent of war the administrative activities of the section, in regard to the work performed in the districts, increased in scope and importance. During the early months of the war those activities fell into the following general categories:

(a) Preparation of directives concerning proper reporting of information. Subsequently, a general mission report form was prepared and designated "CI-2". This was simplified for use at advanced bases and designated "OI-1".

(b) Preparation of an analysis of the state of organization of Coastal Information Sections in the naval districts to supplement the basic instructions.

(c) Issuance of instructions concerning the organization of a coastal observer system in the naval districts. These instructions were designed to expedite the organization of such a system as one means of combating enemy submarine activities along the coast.

(d) Inspection of Coastal Information Sections in the naval districts by Section Head. Periodic reports were made on the occasion of each inspection trip.

(5) WATERFRONT SECURITY.

In February, 1942, a Presidential Executive Order made the Navy

responsible for safeguarding ships, piers, and other waterfront facilities. Soon thereafter, a SecNav letter delegated to the Coast Guard the responsibility of performing that mission. Following the issuance of the SecNav letter, the Director of Naval Intelligence informed the Head of the Domestic Intelligence Branch that ONI would procure undercover agents in the districts who would serve under Coast Guard Captains of the Port in connection with waterfront security duties. The Head of the Coastal Information Section was instructed to prepare a letter to District Intelligence Officers directing the procurement of such agents (CNO conf. ltr. to Comdts., A16-1/H1-1, Serial No. 0603416, dated March 9, 1942). Shortly after the release of this letter, the Head of the Coastal Information Section was ordered to proceed to New York and Philadelphia for temporary duty to confer with District Intelligence Officers and Captains of the Port concerning the interests of the Office of Naval Intelligence in the waterfront security program.

For a period of several weeks the Head of the Coastal Information Section spent considerable time on this matter, particularly in connection with the relationship existing between Naval Intelligence and the district Coast Guard organization in the waterfront security program.

(6) COMMITTEE DUTIES.

Considerable time was spent by the head of the section as a result of membership on various committees. One of the committees comprising three Branch B Section Heads, was directed to study the organization and activities of the entire Domestic Intelligence organization and recommend means of improving organization and functions. The Section

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Head was also designated a member of a joint committee to study and report on the establishment of Joint Army-Navy Command Posts and other matters involved in joint action in Sea Frontiers and Defense Commands.

(7) DEVELOPMENT OF POLICY CONCERNING OPERATIONAL INTELLIGENCE ACTIVITIES.

An inspection report prepared by the Officer-in-Charge of the Coastal Information Section after an inspection in August of the Fifth, Sixth, Seventh and Eighth Districts, described increasing activity of Coastal Information Sections in those districts in connection with the receipt, evaluation and dissemination of intelligence of value to Sea Frontier operating forces engaged in anti-submarine warfare. At the same time, it was pointed out that the absence of a clear directive indicating the manner in which operational intelligence activities should be performed, particularly the responsibilities of the Naval Intelligence Service in connection therewith, was contributing to misunderstandings and a lack of completely effective cooperation between the District Intelligence organizations and operational staffs concerning this matter. The Head of the Coastal Information Section recommended that this situation be clarified by an explicit letter issued by high naval authority. Subsequently a letter prepared by him was signed by the Vice Chief of Naval Operations.

While this letter focused attention on the functions and facilities of the Coastal Intelligence Sections in the naval districts and indicated that they should be utilized for the performance of operational intelligence duties, it did not cover all aspects of the question. After a discussion with the VCNO, the officer-in-charge of the section prepared

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a personal letter which was signed by the VCNO, and directed to each District Commandant and Sea Frontier Commander which defined and described the proper mission and tasks of operational intelligence and suggested that the Sea Frontiers make use of the B-8 and B-5 sections in their correlative districts. The replies were favorable.

An example of the successful solution of the organizational problems which grew out of the increased need for operational intelligence is illustrated by the developments in the Sixth Naval District. In September of 1942, the District Commandant assigned to the District Operations Office an "Operational Intelligence officer." This was in compliance with a directive from CESF. A short time later the Commandant directed that this same officer be designated "District Operational Intelligence officer." This caused some confusion as to the duties of this office and those of the District Intelligence Officer..

The Officer-in-Charge of the Coastal Information Section of O.N.I. made an inspection trip to the Sixth Naval District, and suggested that the "District Operational Intelligence Officer" should not be so designated and furthermore, explained that the mission and tasks of the Coastal Information Section would be duplicated by this new office. These suggestions resulted in the creation of a new branch under the District Intelligence Officer which was designated as Branch "O". Its mission and task included the duties of both the Coastal Information Section and those of the former "Operational Intelligence officer", and in effect, merged the two organizations. The Commandant's order which effected this change was made on March 24, 1943, and was accompanied

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by a statement of the basic principles covering the activities of the new branch. This statement included the mission of briefing, interrogation, team work with Operations and Communications, and provided that Operational Intelligence officers should not be assigned any additional duties and should not infringe upon the responsibility of operational training.

(8) DEVELOPMENT OF THE TRAINING PROGRAM FOR OPERATIONAL INTELLIGENCE OFFICERS.

At this time it was recognized that, while headway was being made toward the formulation of a policy governing the performance of operational intelligence activities no parallel progress had been made in the training of officers qualified to perform such duties. Only in the Coastal Information Sections in the naval districts and in the Bureau of Aeronautics, which had been training Air Combat Intelligence officers at the Quonset School, were there officers who had been specially trained for and were performing operational intelligence duties. The Air Combat Intelligence officers were not a part of the Naval Intelligence Service and had not been trained by the Office of Naval Intelligence. The Coastal Information officers had been trained by ONI but most of their training for operational intelligence activities had been acquired by practical experience while on duty in the districts. No specially planned course for the training of all Naval Intelligence officers slated for operational intelligence duties existed.

The Officer-in-Charge of the Coastal Information Section invited attention to this situation and recommended the establishment of an operational intelligence training course as a part of the ONI training

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program.

This suggestion was acted upon by the establishment of an Advanced Naval Intelligence Training School in New York City on February 1, 1943. The Officer-in-Charge of the section and one officer from the section took an active part in the organization of the school and the setting up of the initial curriculum. The students are being selected according to their background and training for operational intelligence duties. They are obtained from the Coastal Information Sections of O.N.I. and the districts, from other sections of O.N.I. and the districts, and from the current classes of the Basic Intelligence Training School and Indoctrination Schools. Graduates of the Advanced School are being assigned to operational intelligence billets either abroad or in the respective districts from which they came.

(9) PARALLEL DEVELOPMENTS IN OPERATIONAL INTELLIGENCE IN O.N.I.

On March 19, 1943, there was established in the Intelligence Branch, a new section which was designated the "Operational Intelligence Section" (Op-16-FO). This is the subject of a separate historical summary. The Officer-in-Charge of the Coastal Information Section was also designated as the Officer-in-Charge of this new section. He suggested that the two sections be merged and established as a new branch, but up to April 15, 1943, this had not been acted upon.

(10) SMALL CRAFT

Clearance of Applications for Licenses to Operate Through District Intelligence Offices.

Upon the outbreak of hostilities on December 7, 1941, naval district Commandants on the West Coast issued orders that small craft and fishing

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boats would not be permitted to leave port until they had applied for and received a license to operate. Identification cards were also required for the members of crews of such vessels.

On December 12, 1941, the Chief of Naval Operations sent a dispatch (prepared in the Coastal Information Section) to the Commandants of all Naval Districts, with the exception of the Twelfth and Sixteenth, advising them that the Twelfth Naval District had prohibited the departure of all commercial and fishing vessels, yachts and pleasure craft from ports in that district until December 31, because of high sea hazards, and to limit opportunities for departure of enemy aliens. The Commandants were advised that parallel action might be taken if thought desirable. The dispatch also suggested that, as an additional security measure, consideration be given to requiring licenses to operate and identification cards under the amended Anchorage Regulations before release of any vessels which might be detained in the district.

On December 18, 1941, a directive was sent by the Chief of Naval Operations to all district Commandants regarding the licensing of vessels under the amended Anchorage Regulations. This directive provided that no license was to be granted under the Anchorage Regulations until the application therefor had been cleared by checking against suspect lists available to the District Intelligence Officer, and after investigation had disclosed that the granting of a license would not be inimical to the interest of national defense and of the safety and protection of vessels or the territorial waters. The captain of the port was given broad discretionary power to refuse to grant the license to operate, in accordance with a decision rendered by the office of the Judge Advocate General on

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November 26, 1941.

After the outbreak of hostilities, the need for more stringent control over the movements of small craft and fishing vessels became apparent. On February 13, 1942, a conference was held in the office of the Assistant Commandant of the Coast Guard, to discuss certain proposed amendments to Part 6 of the Anchorage Regulations, and the general license issued pursuant to those regulations. The conference was attended by representatives of the Coast Guard, ONI, (B-8 officer-in-charge and assistant) and the Department of Justice. One of the changes discussed was a proposed amendment to the General License No. 1 issued by the Coast Guard on October 16, 1941, pursuant to the amendments to Part 6 of the Anchorage Regulations. The proposed amendment to the General License was designed to restrict its applicability to movements of vessels in local waters by requiring that individual licenses be obtained for vessels to depart from such waters into coastal waters of the high seas. This change was considered to be desirable and necessary.

At this conference it was also proposed that paragraphs (a) and (b) of Section 6.6, Part 6, Anchorage Regulations, be amended to provide, under reasonable and proper safeguards, for the issuance of individual licenses to depart from local waters into coastal waters of the high seas only where the vessel regularly is used as a means of livelihood, such as for fishing, transportation of passengers or freight for hire, or other legitimate business, or where it is necessary to depart from local waters for the purpose of transporting the vessel under its own

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power to a permanent location at some distant point. All present at the meeting agreed that, in general, the objective of the proposed amendment was sound. The question was raised as to whether it might not also be desirable to prohibit aliens from traveling on vessels of any kind operating in the inland waters of the United States, provided certain exceptions were made to permit aliens to travel on ferries or other types of passenger-carrying vessels, where the presence of the alien on board the vessel would not necessarily be dangerous to national security. It was agreed that such a restriction would be desirable.

The proposed amendments to the Anchorage Regulations were drafted along the lines discussed at the conference referred to above. They were approved by the Secretary of the Navy on March 14, 1942, and forwarded to the President, who approved them on March 17, 1942.

The increase in submarine warfare along the East Coast of the United States during January and February, 1942, and the increase in reports of suspicious activities in our coastal waters indicated the possibility that fishing vessels and other small craft operating in the vicinity of submarine attacks in the coastal waters of the United States might be furnishing information and supplies to enemy submarines. On February 25, 1942, a dispatch was sent to the Commandants of the First to the Eighth Naval Districts, requesting them to report by dispatch the restrictions in effect in waters in their districts on personnel and operations of commercial and fishing vessels, yachts, and pleasure craft. A review of these dispatches disclosed a lack of uniformity in the regulations then in effect in the area involved.

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As a result of a review of these dispatches, the following steps were recommended by the Coastal Information Section as being essential for the establishment of adequate security in connection with the operation of small craft in the territorial waters of the United States:

(a) Reasonable uniformity in regulations within the area, consistent with local requirements, so that control would not be strict in one district and inadequate in an adjoining district.

(b) Close cooperation between District Intelligence Officers and Port Captains to insure an adequate investigation of all applicants for operating licenses under the Anchorage Regulations, and to effect such investigation or check as was practicable of persons to whom identification cards had already been issued and of persons to whom they would subsequently be issued.

(c) The establishment of such regulations, in addition to those authorized in the Anchorage Regulations, as were considered necessary to maintain an effective check on boats which were permitted to operate: These would include (1) a systematic in-and-out check; (2) limitation of fuel and supplies that the boat would be permitted to carry; (3) definite limitation of the area in which the boat would be permitted to operate; (4) effective control of the use of radio.

(d) Effective coordination within the Sea Frontiers to insure adequate enforcement of regulations within each frontier.

These recommendations were subsequently incorporated in a letter which was sent to the Commandants of all naval districts.

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(11) DEVELOPMENT OF THE CARIBBEAN AREA SMALL CRAFT PLAN.

By the fall of 1942, it was evident that the stringent control exercised over small craft in the coastal waters was having a salutary effect. There were fewer suspicious incidents involving small craft. The vessels on the suspicious list were there generally because of the derogatory background information concerning personnel connected with the vessel rather than because of evidence indicating subversive activity.

Since the situation was deemed to be well under control, the attention of the Coastal Information Section was directed toward the Caribbean area. The uncontrolled movements of small craft in that area had caused considerable concern. As a result of conferences between the Coastal Information Section officers and a British Security Co-ordination officer, a plan was evolved and signed by representatives of ONI, MIS, BAD, and BSC. The plan set up a central office at Miami Beach, Florida, to which reports of movements of small craft in the Caribbean area would be reported. Reporting officers were to be designated in all of the countries in the area. All small craft in the area were to be registered and identified by uniform marking and identification cards were to be issued to the new members. An officer was detached from the Coastal Information Section and placed in charge of the central office. After he, an MIS officer, and a BSC officer made a trip throughout the area, a meeting was held in Washington. It was determined that the plan was feasible and should be carried into operation. The original plan was revised to eliminate the restrictive title "Joint U.S.-British" and the new one was signed by representatives of ONI, MIS, BAD, BSC and RNN.

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The plan was placed in full operation in March, 1943. The Coast Guard provided the means by which vessels registered in the U. S. and engaged in Caribbean trade would be brought within the purview of the plan. The project should prove of great value to both the Intelligence and Counter-intelligence branches of ONI. Since the project is directed from the Central Office, Miami Beach, Florida, this section's only function is to maintain liaison with the other sections in ONI and to forward all information of value to the proper fulfillment of the mission of the project

(12) REGULATION OF THE FISHING FLEET.

Early in January 1942, the Secretary of the Navy asked the Director of Naval Intelligence what restrictions were in effect for the control and regulation of fishing boats on the West Coast and their effectiveness against fifth column work or aid to the enemy, whether by radio or otherwise. In response to that request the Coastal Information Section, on January 7, 1942, prepared a summary of the regulations in effect in that area and in parts of Central America.

In January, 1942, the question came up as to the Navy Department's policy with respect to fishing vessels having United States citizens of Japanese ancestry (Nisei) aboard as crewmen. Representatives of the California Fish Cannery Association came to Washington to ascertain whether the Navy Department would permit the departure from the United States, on fishing vessels, of United States citizens of Japanese ancestry who could prove their American citizenship to the satisfaction of Immigration and Naval personnel on the West Coast. During the course of these conver-

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sations, it was brought out that Immigration officials on the West Coast, following the policy of the State Department not to permit the departure from the United States of enemy aliens or aliens having dual nationality, were not permitting American citizens of Japanese ancestry to leave the country. The Commandant of the Eleventh Naval District requested that the entrance and departure of fishing boats and the crews of such boats be left to his discretion, and he requested that the Department of Justice be so informed. The problem was discussed with the Department of State and Bureau of Immigration and Naturalization officials. On January 14, 1942, a letter prepared in the Coastal Information Section and signed by the Acting Chief of Naval Operations, was sent to the Commandant of the Eleventh Naval District quoting the policy of the State Department and stating that the Navy Department was loath to suggest a modification of this policy in the absence of more information as to (a) whether certain fishing vessels would be unable to operate without the services of the personnel who were affected by the restrictions, and (b) whether regulations or other safeguards, in addition to those proposed by the Commandant, would not be required. Meanwhile, the ban on the departure of Japanese fishermen who claimed United States citizenship remained in effect in the Eleventh Naval District. No enemy aliens were permitted to depart from any West Coast ports.

After a study of the economic, social and military aspects of this problem, it was decided that the question of security was more important than the additional fish products which would result from permitting American citizens of Japanese ancestry to continue fishing. The Commandant of the Eleventh Naval District was notified by the Chief of Naval Opera-

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tions that the Navy Department did not feel that it would be desirable to permit American citizens of Japanese ancestry to continue fishing from West Coast ports. Accordingly, all "Nisei" fishermen, as well as alien Japanese fishermen, were not permitted on fishing boats operating out of West Coast ports.

On February 17, 1942, the Chief of Naval Operations sent a letter to all District Commandants requesting them to submit a report on the regulations in effect in each naval district for the control of fishing vessels. When replies were received from all naval districts, the Coastal Information Section prepared a tabulation showing in columnar form the regulations in effect for the control of fishing vessels in each naval district within the Eastern Sea Frontier, the Gulf Sea Frontier, and the Western and Northwestern Sea Frontiers. On April 9, 1942, the Vice Chief of Naval Operations sent to all District Commandants a summary of the regulations in effect in each naval district. Attention was invited to the variations and lack of general uniformity of such regulations. The following recommendations were also made relative to the establishment of adequate security in connection with the operation of fishing vessels and other small craft in all coastal areas:

(a) Reasonable uniformity of regulations, consistent with local requirements, so the control will not be strict in one district and inadequate in an adjoining district. Coordination among all districts within sea frontiers, and between adjacent sea frontiers, to achieve greater uniformity of regulations.

(b) Close cooperation between District Intelligence Officers and Captains of the Port, to insure an adequate investigation of all applicants

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for operating licenses under the Anchorage Regulations, and to effect such investigation or check as was practicable of persons to whom identification cards had been issued under the Anchorage Regulations, and of persons to whom such cards would subsequently be issued.

(c) Adoption of the following measures, either in connection with, or to supplement controls prescribed in the Anchorage Regulations:

- (1) A systematic in-and-out check of vessels.
- (2) Limitation of fuel and supplies that vessels were permitted to carry, or examination of fuel and supplies at time of departure and return.
- (3) Definite limitation of the area in which the vessels were permitted to operate.
- (4) Effective control of the use of radios.
- (5) Issuance of operating licenses to vessels and identification cards to personnel of vessels which operated in local waters where the operation of such vessels under the general license resulted in a lack of adequate control.

It was suggested that, in those districts where the foregoing measures had not been adopted, existing local regulations for the control of fishing vessels and other small craft should be augmented and strengthened.

It was evident from the reports received from the districts that the regulations which had been placed in effect successfully controlled the operation of the fishing fleets and reduced the number of suspicious incidents in which these craft were involved.

In the spring of 1943, there was agitation for the relaxation of the regulations governing the fishing fleet. It arose mainly because of a need for greater quantities of fish for domestic consumption. This matter was handled locally in the district by extending the areas and the hours in which fishing was permitted.

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(13) RESTRICTION OF USE OF RADIO BY SMALL CRAFT.

Shortly after the outbreak of hostilities, the Coastal Information Section found that there were no restrictions governing the use of radio by small craft and fishing vessels. Proposed war-time regulations had been drafted pertaining to the use of radio by merchant vessels, but no consideration had been given to the problem of restricting the use of radio on small craft. Many of the smaller types of vessels, particularly fishing vessels, were equipped with powerful radio sets used both for transmitting and receiving. The absence of any restrictions on their use offered opportunities for the transmittal of information of aid to the enemy and possibilities for evading censorship.

Discussions were held with the Federal Communications Division, the Censorship Branch of ONI and the Coast Guard. These discussions confirmed the fact that the use of radios by small craft was not controlled and that such controls were urgently needed. Appropriate action along such lines was not within the province of the Coastal Information Section. However, the problem was brought to the attention of the Communications Division and immediate steps were taken to start drafting such regulations. On December 22, 1941, a conference was held in the office of the Communications Officer of the Coast Guard, which was attended by representatives of Naval Communications, Naval Censorship and Naval Intelligence (Coastal Information Section). As a result of this meeting, certain recommendations were prepared for submittal to the Defense Communications Board. Those recommendations and a proposed resolution for adoption by the Defense Communications Board were submitted to that board on December 24, 1941. The following objectives were thought to be desirable:

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(a) To provide for the sealing and the removal of radio equipment aboard all vessels in the territorial waters, in accordance with instructions issued by proper naval authority.

(b) To provide for restricting the use of radios by all vessels of the United States registry or ownership outside territorial waters. (Consensus of opinion was that a complete restriction of such use, except for the sending of distress signals, would be advisable. Also, that the same authority which issued instructions governing the sealing and removal of radio equipment within the territorial waters should be permitted to grant certain exemptions from the general restriction of the use of radios outside the territorial waters, to permit such use when it would be in the Navy's interest to do so).

On December 26, 1941, the Defense Communications Board issued an order giving the Navy Department full authority to issue regulations regarding the use, control, supervision, inspection, or closure of radio stations on all vessels under the jurisdiction of the United States. On the 6th of January 1942, the Secretary of the Navy issued regulations pertaining to the use, control, supervision, inspection or closure of radio stations on all vessels under the jurisdiction of the United States. On January 18, 1942, the Chief of Naval Operations issued to the Commanders of Naval Coastal Frontiers and the Commandants of naval districts detailed instructions relative to the administration of the regulations issued by the Secretary of the Navy on January 6, 1942. The Coast Guard was designated by the Secretary of the Navy as the agency to administer these regulations and to handle the sealing of radios.

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It soon became evident that it would also be necessary to control the use of shore-to-ship radio. On February 24, 1942, a conference was held to discuss regulations concerning the use, control, and supervision of radio stations in the coastal zone. This conference was attended by representatives of Naval Communications, Ship Movements Division, the Coast Guard, Naval Intelligence (Coastal Information Section) and Naval Censorship. As a result of this meeting, it was decided to request the Defense Communications Board to give the Secretary of the Navy full authority to control and supervise coastal radio stations. On February 26, 1942, the Defense Communications Board issued order No. 2, giving such authority to the Secretary of the Navy. On March 10, 1942, regulations were issued by the Chief of Naval Operations governing the use, control, supervision, inspection or closure of coastal and Marine relay radio stations under the jurisdiction of the United States. These instructions were further clarified in another memorandum issued by the Vice Chief of Naval Operations on April 4, 1942.

The effect of these regulations was to control more effectively the use of radio by fishing vessels and other small craft operating in the territorial waters of the United States, as well as on merchant vessels. In numerous cases where fishing vessels utilized their radio for some use which was not authorized by the regulations, the radio equipment was promptly removed by the Coast Guard.

During the year, April, 1942, to April, 1943, there were no new developments in this field other than the minor regulations promulgated within districts. Some violations were observed and the offenders were

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properly punished according to the seriousness of the offense. With the appointment of a great number of special observers aboard fishing vessels, a stricter observance of the regulations was noticed. These observers had special training in the use of the radio and were anxious to cooperate with the authorities in both observing the regulations and in convincing other crew members that they should abide by the rules.

(14) COOPERATION WITH MARITIME COMMISSION IN CONNECTION WITH TRANSFERS OF AMERICAN-OWNED VESSELS TO ALIENS:

In August of 1941, the Navy Department and the Maritime Commission discussed the question of the approval of sales of American-owned vessels to aliens. It was decided that all such applications received by the Maritime Commission would be referred to the Navy Department for checking as follows:

(a) To ascertain whether the vessel in question was one in which the Navy Department had some interest from the standpoint of ultimate acquisition of the vessel for naval use. (Handled by Naval Transportation Service).

(b) To determine whether the proposed purchaser of the vessel was reliable, and whether the transfer of the vessel would be inimical to the interest of the United States. (Handled by Coastal Information Section, C.N.I.).

During the same month, the Navy Department sent a letter to the Maritime Commission in which it was stated that in view of the possibility that American-owned boats transferred to aliens might be used for purposes inimical to the national defense, the Department was opposed to

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the sale of United States vessels, including small craft, to aliens who were nationals of Axis powers or Axis-controlled powers. It was also stated that in the case of application for approval by the Maritime Commission, of transfers of title of vessels, including small craft, to individuals who were nationals of other than Axis or Axis-controlled powers, the Navy Department would appreciate being given an opportunity to express its views as to the desirability of such transfers.

On September 2, 1941, the Maritime Commission advised the Navy Department that it would continue to request the views of the Navy Department in respect to the sale and transfer of vessels to aliens and to foreign ownership and registry and would be guided by this policy.

Thereafter, all requests received by the Maritime Commission for the sale of American-owned vessels, including small craft, to aliens were referred to the Navy Department for consideration. As an example of this work, between September 1, 1941, and May 15, 1942, ninety-seven applications for transfer to aliens or to foreigners were referred to the Navy Department. Seventy-five were approved and twenty-two disapproved. Of the twenty-two applications disapproved by the Navy Department, only nine involved aliens living in the continental United States; the remaining thirteen were nationals of Mexico, the West Indies or South America, and were individuals who were known to be Axis sympathizers.

From May 15, 1942, to April 15, 1943, 141 applications for transfer

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to foreign ownership and foreign registry were received; 124 were approved and 17 were disapproved. Derogatory information concerning the proposed vendees in some cases, and concerning the owners or crews in other cases, continued to be the principal reason for the disapprovals.

During this period, a definite system was developed for the handling of the applications referred to the Navy Department by the U. S. Maritime Commission. The procedure provided that the Maritime Commission would send a letter to the Naval Vessels Division (Op-38) which would refer it to the Coastal Information Section. This section would contact any other interested Sections and would then make the appropriate comment on a routing slip which would be forwarded to Op-38 where a reply to the Maritime Commission would be prepared. On April 3, 1943, the Naval Vessels Division was transferred to Op-23-J, but otherwise the procedure remained the same.

(15) CONFERENCE OF DISTRICT SECTION HEADS:

During the period after December 7, 1941, the District Coastal Information Sections expanded and were confronted with many problems. The Officer-in-Charge of the Coastal Information Section in O.N.I. was of the opinion that a conference of the Officers-in-Charge of these district sections would be beneficial to all concerned as it would provide an opportunity for the discussion of problems, their solutions and an exchange of ideas which would improve the work of each section.

In December, 1942, a conference was arranged. The conference was held in Washington from January 11 - January 15, 1943.

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In addition to the district B-8 Section Heads, the Coast Guard Intelligence Officers from Districts 1-8 inclusive were present.

The conference was a success and the work of the districts has reflected the exchange of ideas which the representatives so wholeheartedly presented. The record of the conference is contained in the Section files.

(16) AMALGAMATION WITH OPERATIONAL INTELLIGENCE SECTION (OP-16-FO):

Due to the rapid growth in importance of Operational Intelligence in O.N.I. and the similarity of the work of this Section with that performed by the Coastal Information Section, the only variation being geographical, it was deemed advisable that an amalgamation of these Sections be effected. Accordingly, on June 29, 1943, the Director ordered that the Coastal Information Section as a Section of the Counter Intelligence Group be abolished and that its functions and personnel be taken over by the Intelligence Branch as a sub-section of Operational Intelligence. Thereafter it became the American Sub-Section of Operational Intelligence known as Op-16-FO-4.

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SECTION D

COASTAL INFORMATION SECTION IN THE NAVAL DISTRICTS

PRE-WAR PERIOD

(1) ACTIVATION:

On May 14, 1941, the Coastal Information Section Officer-in-Charge reported to the Head of Branch E, the state of Coastal Information activity in the Naval Districts. On May 16, the following OPNAV dispatch (162129) was sent to all Naval Districts, less the first, third, and eighth:

"IT IS DESIRED TO BRING THE NAVAL DISTRICT ORGANIZATION TO AN ADVANCED STATE OF READINESS. IN ORDER TO ACCOMPLISH THIS IT IS DIRECTED THAT COASTAL INFORMATION SECTIONS BE PLACED IN AN ACTIVE STATUS WITH AN OFFICER IN CHARGE."

By May 19, 1941, sections had been activated in the Fourth and Eleventh Naval Districts. By the end of July, 1941, additional sections had been activated in the Fifth, Sixth, Twelfth, Thirteenth, Fourteenth, and Fifteenth Districts. Sections in the Seventh and Ninth districts were established after that date. The most advanced sections were, of course, those which had been longest in existence. In some districts, the tendency to consider the Coastal Information Section and the Commerce and Travel Section as one section prevented effective concentration on the organization and duties of each section and retarded the development of the Coastal Information Section as an entity. The state of readiness of Coastal Information Sections within the continental United States, the activities which had been

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undertaken by those sections, and the means considered necessary then to expedite and advance the organizations of the sections are indicated in a report of an inspection trip by the Officer-in-Charge of the Coastal Information Section, ONI.

The inspection referred to in the foregoing paragraph was less for the purpose of ascertaining the state of readiness of the Coastal Information Sections in the Naval Districts than for the purpose of actively assisting in the organization of those sections in order that they would be better prepared for any emergency which might develop.

Prior to July, 1941, the only source of information concerning the organization and activities of Coastal Information Sections was ONI-T-3 which had been prepared in the latter part of 1939. The first task undertaken by Lieutenant Commander Baldwin was to prepare a COASTAL INFORMATION MANUAL. The manual was designed to be used as a guide to the proper organization of sections in the Naval Districts and as a reference source for officers on duty in those sections. The manual and the above mentioned report of the inspection trip constituted the basic instruction media for Coastal Information Sections throughout the Naval District organization.

At the outbreak of war in early December, 1941, the following general situation existed with regard to the Coastal Information Sections in the Naval Districts:

(a). Coastal Information Sections in all Naval Districts except the Ninth, Tenth, Fourteenth, Fifteenth, and Sixteenth had been inspected by the Officer-in-Charge of the Coastal Information Section, ONI. Steps

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required to expedite the organization of the sections in those districts had been personally discussed with District Intelligence Officers, Chiefs of Staff to Naval District Commandants, and with several Commandants, and appropriate recommendations had been submitted by the inspecting officer to Commandants of the Districts visited.

(b). Sections in the First, Third, and Twelfth Naval Districts were considered in a satisfactory preliminary state of readiness. The state of readiness of other sections in the continental United States ranged from unsatisfactory to a condition approaching satisfactory preliminary readiness.

(c). While the sections in the Tenth, Fourteenth, Fifteenth, and Sixteenth Naval Districts had not been inspected, there was reason to believe that the activity of Coastal Information Sections in those districts, with the possible exception of the Fourteenth, was unsatisfactory. It was contemplated that an inspection of the Tenth and Fifteenth Districts would be made but plans for such inspection were halted by the outbreak of war.

(d). The officer-in-charge of the Coastal Information Section, Third Naval District, had been designated Intelligence Officer, (Coastal Information) for the North Atlantic Naval Coastal Frontier (later the Eastern Sea Frontier) and had initiated efforts to coordinate Coastal Information activities in the Naval Districts comprising that Frontier. Similar plans had not been made in the Southern Naval Coastal Frontier (later the Gulf Sea Frontier). Shortly after the outbreak of war, steps

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were taken to coordinate Coastal Information activities in Naval Districts on the Pacific Coast.

(e). In no district, was the personnel complement of the Coastal Information Section adequate to insure completely effective operation under war-time conditions and to provide the desirable de-centralization of officers at important section bases for coordination there with units of the Inshore Patrol. In fact, the development of Coastal Information Sections in most districts had been handicapped, since their inception, by a shortage of officers and also by the fact that most of the officers on duty were reserve officers having little or no previous active duty in the Navy.

Despite the fact that material progress in the organization of Coastal Information Sections in the Naval Districts had been achieved during the last four months of 1941, the sections were still not in what could be considered an advanced state of readiness when the enemy submarine campaign commenced off the coasts of the United States. Nevertheless, the sections were adjusted to war-time conditions as rapidly as possible, and, despite the handicaps of insufficient personnel, the lack of advanced training (a program of training exercises which was to have been inaugurated in late 1941 was prevented by the outbreak of war) and the communication problems which developed as a result of the unexpectedly sudden commencement of hostilities, the war-time tasks of the section were undertaken in a commendable manner.

(2) LOCATION OF SECTIONS:

It will be evident that an essential element in the effective organization of Coastal Information Sections in the Naval Districts

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was the closest possible coordination with Inshore Patrol headquarters and the establishment of close liaisons with the district Operations Officer, the Port Director, and appropriate elements of the Army organization in the Naval Districts. It was further evident that, if the Coastal Information Sections were to fulfill their prescribed mission, they would necessarily have to work in close cooperation with such action agencies. In the task of organizing the sections in the districts, therefore, special attention was given to the physical location of the Coastal Information Sections and to the availability of adequate communication facilities so that the sections would receive promptly information from all parts of the coastal area in each district and be able to communicate that information promptly to the agencies which would take action upon it.

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SECTION E

COASTAL INFORMATION SECTION IN THE NAVAL DISTRICTS

WAR PERIOD

At the advent of war, inspection trips of the Coastal Information Section officer-in-charge were temporarily postponed. On May 11, 1942, however, he was able to visit the Fifth Naval District. By June 21, 1942, an inspection was made of the Sixth, Seventh, and Eighth Naval Districts. June 25, 26 and 27, were devoted to an inspection of the Fifth Naval District. During the period August 8 to September 5, 1942, an inspection was made at the following places in the Tenth Naval District: Puerto Rico, St. Thomas, Virgin Islands, St. Lucia, Trinidad, Venezuela, Curacao, and Jamaica.

Based upon Naval District progress reports, inspection tour reports, letters and other pertinent data in the possession of C.N.I., an officer of the Coastal Information Section was directed to prepare a brief, estimating the status of the B-8 Sections throughout the various districts at this time. Location of the B-8 Section, Number of Officers on Duty in the Section, Location of these Officers, Type and Location of Flots Maintained by Section, Liaisons Maintained by Section, Development of Coastal Observer System, Communication Facilities, General Tasks Performed by Section, Special Tasks Performed by Section, and Small Craft Activities, were considered to be of major interest.

(1) ACTIVITIES:

In most districts the Coastal Information Section was located at District Headquarters, with units at all Zone offices and at

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various Section Bases.

The work performed by these B-3 Sections consisted primarily of:

- (a) Plotting all marine activity in the District waters; maintaining a wreck plot; maintaining an incident plot on which suspicious activities were plotted, such as "flashing lights."
- (b) Liaison with Army, Coast Guard, other Naval activities, Office of Civilian Defense, F.B.I., Immigration, and other Government activities.
- (c) Establishing a system of auxiliary coastal observers consisting of selected civilians, along the coast.
- (d) Establishing a system of appointing special observers on fishing boats.
- (e) General cognizance of the fishing and small craft activities -- their entrance and clearance, changes in crew, etc. This latter activity was done in close collaboration with the Coast Guard.
- (f) Evaluating and in some cases investigating suspicious activities along the coast such as suspected signalling, prowlers on the beach, unauthorized activity of small boats, investigating flotsam and jetsam which might be of interest.
- (h) Maintain files of suspicious small craft and alien-owned small craft.
- (i) Boarding merchant vessels and fishing boats whenever they had seen a submarine or a mine, in order to get complete details.
- (j) Disseminate reports to all interested Naval activities, based on information received from informants and from investigations.

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In the early months of the war the B-8 Sections were plagued by hundreds of reports of flashing lights at sea and on the coast, and by many reports of alleged illegal radio broadcasts. As the system of coast watchers established by the sections became more efficient, plus the establishment of Army Observation Posts, and Navy Look-out Stations, the evaluation of these reports became much simpler. In most Districts, Operations depended on the B-8 Section of the District Intelligence Officer's organization, to furnish them with an explanation for these bothersome reports. The B-8 Section had officers and transportation instantly available to send to a certain area in order to contact the original informant and to survey the area in general. Many such incidents were found, after investigation, to be based on purely natural causes, such as trees swaying in front of a porch light, or window shades being raised and lowered. Other cases appeared to warrant further investigation, which was undertaken by the F.B.I.

Officers of the B-8 Sections were in close contact with the police and sheriffs of the small coastal towns in their area, and depended on these law-enforcement officers to immediately notify the B-8 office whenever any suspicious activity occurred in their territory which could have any possible Naval interest.

In the Eleventh Naval District, the B-8 Section had a card file of all Japanese fishermen, alien and citizen alike, showing home address and the boat on which employed. When the F.B.I. rounded up

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all alien and suspicious Japanese in that area, the B-8 card file turned out to be the only up to date list available and was accordingly used to facilitate a great many of these apprehensions.

With the advent of war, the B-8 Sections in most districts were established, smoothly running, organizations, thanks to the fact that they were activated officially in May, 1941. Other Naval organizations such as the Port Director's office and certain Section Bases and Naval Operating Bases in many instances had not yet been established. These activities underwent a rapid expansion and their importance in the Naval structure became apparent. With this rapid expansion of the Naval establishment going on all around the District Intelligence Officer's organization, it became apparent to officers in the Districts that the rest of the Navy was not aware of the mission of the Coastal Information Section of the District Intelligence Office. Communication lines were installed between other activities, but not tying in with the District Intelligence office, directives were issued by the Navy Department and by Commandants, and activities were created which did not take into account the fact that a part of the District Intelligence Officer's organization was already set up and operating under directives closely paralleling if not duplicating the work some of these newer activities were directed to perform. This resulted in the necessity of the District Intelligence Officer and his representatives engaging in a continual "sales campaign" to acquaint other Naval activities with his organization and what he could do for them.

The Coastal Information Section, because of the nature of the work it was trying to perform had to "sell" itself primarily to Operations

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officers and Section Base Commanders. As these officers realized, little by little, the benefit which could be derived by having an Intelligence Unit at their station which would act as a "filter center" for all manner of reports, and which would present an hour by hour picture of the situation in that area, the B-8 Units were accepted with pleasure and in fact they were requested by certain bases where they had not previously existed. This was the start of the gradual evolution of Coastal Information into Operational Intelligence.

With the coming of the war and the creation of many new Army and Navy activities, as mentioned above, it was found that the Army, in most instances, took over the patrolling of the Coast, and established Observation Posts along the Coast; the Navy also established Coastal Look-out Posts in some areas; local police and sheriffs were embodied in certain Office of Civilian Defense organizations which patrolled certain areas; later in 1942, the Coast Guard established its Beach Patrol system. The Coast Guard also took over greater responsibilities for the control and checking of small craft. All of these innovations reduced the necessity for the existence of a Coastal Information Section, as it functioned prior to the war and shortly thereafter, and added impetus to the evolution into Operational Intelligence.

With the development of Operational Intelligence, most of the personnel in the B-8 Sections in the Districts became involved in Operational Intelligence. The Coastal Information Section became a sub-Section under the Operational Intelligence Section. Its work

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consisted in continuing to contact fishermen and civilian observers and to feed into the Operational Intelligence Section information obtained from these sources.

This development continued in all districts and by 30 October 1943 the Coastal Information Section (E-8) was no longer known by that name. Most districts organized a new Branch, (Branch O in some districts; Branch C in others), which was the Operational Intelligence Branch. As mentioned in the paragraph above, the Coastal Information Section, where it was retained, became a sub-section functioning under the larger and more important Operational Intelligence Branch.

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