

In reply refer to Initials  
and No.

(SC)A8-2/EF  
Op-16-F  
P16-3/EN3-11  
Serial No. 0857916  
CONFIDENTIAL

NAVY DEPARTMENT  
OFFICE OF THE CHIEF OF NAVAL OPERATIONS  
WASHINGTON

OCT 15 1941

**From:** Chief of Naval Operations.  
**To:** Commander-in-Chief, Pacific Fleet.  
Commander-in-Chief, Atlantic Fleet.  
Commander-in-Chief, Asiatic Fleet.  
Commandants, All Naval Districts.

**Subject:** Naval Intelligence Service Abroad - Continued Development  
and Application of.

**References:**

- (a) C.N.O. Restricted Letter, Op-16-F, P16-3/EN3-11, EN3-11/P16-3(401102), Serial No. 1010716, dated November 2, 1940.
- (b) D.N.I. Letter, Op-16-A-2-a, P16-3/EN3-11, Serial No. 2593716 (October 1, 1941).
- (c) SecNav Confidential Letter, Op-16-A-3, (SC)A6-4/EN3-10, Serial No. 0821916, dated September 20, 1941.
- (d) Director of Naval Communications Confidential Memorandum, Op-20-G, Serial No. 085620, dated December 2, 1940 (to Director of Naval Intelligence).

1. The development and expansion of the naval intelligence service abroad is outlined in the enclosure forwarded with reference (a), which was addressed (with additional copies for distribution within the then existing commands) to the Commander-in-Chief, U. S. Fleet, Commander-in-Chief, Asiatic Fleet, Commander, Patrol Force, and the Commandants of all Naval Districts.

2. In accordance with the plan outlined in the enclosure with reference (a), officers of the regular Navy (active or retired) or properly qualified officers of the Naval Reserve have been stationed in various locations selected for their importance as supply centers, trade focal points, observation centers, or for their geographical strategic positions.

3. In accordance with the plan referred to, the staffs of the offices of existing naval attaches have been augmented as necessary to meet requirements. Additional offices of naval attaches and offices of naval observers and consular shipping advisers have been established.

(SC)A8-2/EF  
Op-16-F  
P16-3/EN3-11  
Serial No. 0857916  
CONFIDENTIAL

Subject: Naval Intelligence Service Abroad - Continued Development and Application of.

Definitions:

(A) Naval attaches and assistant naval attaches are attached to the staff of the Head of the Diplomatic Mission in the country to which they are accredited. They have, therefore, diplomatic status. They may, in general, but subject to special local considerations, be considered available for the performance of the duties outlined in paragraph 5(A)(4) below.

(B) Naval observers are officers of the regular Navy or Marine Corps (active or retired) or officers of the Naval or Marine Corps Reserve who are stationed at selected locations for the performance of the duties and services as outlined in paragraph 5(A)(4) below. They are provided with their own office staffs and equipment necessary for the performance of their duties. They are not undercover. They are stationed after arrangements have been made therefor with the countries concerned through the usual diplomatic channels. They are, in all pertinent and applicable circumstances, subordinate to the Chief of the U. S. Diplomatic Mission in the countries in which they are stationed. The orders to naval observers embody the following instructions:

"A Naval Observer will recognize that the Chief of the United States Foreign Service Mission to the country to which the Naval Observer is assigned is the paramount resident official of the United States in such country and will pay due deference to his expressed wishes.

"In his relations with local United States Government officials he will conduct himself in accordance with the provisions of Article 718, U. S. Navy Regulations."

(C) Consular shipping advisers are stationed in some countries which, for diplomatic, political, or other sufficient reason,

Confidential

Subject: Naval Intelligence Service Abroad - Continued Development and Application of.

do not receive naval observers as such. They may be officers of the same categories from which naval observers are selected, or they may be qualified civilians. In accordance with an agreement between the State and Navy Departments, consular shipping advisers, when employed, are attached in a civilian capacity to the staffs of consulates. While they may, in general, subject to local circumstances, be considered available for the performance of duties as outlined for naval observers, it is understood that, in order to protect the position of the consulates in their functioning under treaty stipulations or international convention, it is necessary for consular shipping advisers to come under the control to that extent of the senior Foreign Service Officers at the posts at which they are stationed. Communications by telegraph (cable or radio) with consular shipping advisers will be addressed to the American Consul, following the general spirit and intent of the instructions governing communications by mail as set forth in reference (c).

4. Information concerning the establishment of new offices of naval attaches and of naval observers and consular shipping advisers is published monthly for the information of the service in a series of letters of which reference (b) is the latest. Additional copies of letters of this series are sent to Commanders-in-Chief for such distribution as they may desire within their commands. It is anticipated that all subordinate commands and individual ships requiring this information will receive it through the administrative chains of command.

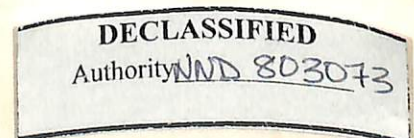
All of the offices shown as established are to be considered ready, within local limitations, to perform the duties and functions outlined in paragraph 5(A)(4).

5. Since the development of the naval intelligence service abroad is expected to be a continuing process, incorporating that degree of flexibility necessary to meet new and changing requirements, the currently applicable substance of enclosure (A) with reference (a) is embodied herein, as well as some additional information in amplification thereof.

(A) General considerations:

(1) The naval intelligence service in the foreign

- 3 -  
Confidential



(SC)A8-2/EF

Op-16-F

P16-3/EN3-11

Serial No. 0857916

CONFIDENTIAL

Subject: Naval Intelligence Service Abroad - Continued Development and Application of.

field is designed to serve adequately the requirements of the bureaus, offices, and divisions of the Navy Department and all of the naval forces in the field, ashore, and afloat (hereinafter referred to as "Navy Department" and "Field Forces").

(2) The Navy Department and the Field Forces know what information and services they desire and from what locations. Hence, they are in a position to cooperate in recommendation and comment as to the adequacy of the intelligence service as to geographic coverage and personnel.

(3) As the actual preparations for war become more urgent, naval interests linking with the intelligence service will, like that service, expand. Such expansion must be taken into consideration in connection with the expansion of the intelligence service.

(4) In addition to officers and facilities for the performance of intelligence duties, including the very important function of supplying operational intelligence, covering that needed for attack on enemy trade and protection of our own, provision of personnel and facilities must be made to perform many other functions, such as:

(a) fueling and supplying our ships, sometimes secretly;

(b) docking and repairing them;

(c) directing movements of our naval and merchant vessels in connection with safe transit, convoys, and escorts;

(d) providing hydrographic and weather information to our ships and planes;

(e) providing for personnel in transit, or from ships damaged or lost, personnel wounded or ill;

(f) the continued acquisition of information, study, analysis, and reporting thereof, in general, in accordance with the spirit and intent of the instructions contained in O.N.I. 19 and 43.

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(SC)A8-3/EF  
Op-16-F  
Pl6-3/EN3-11  
Serial No. 0857916  
CONFIDENTIAL

Confidential

Subject: Naval Intelligence Service Abroad - Continued Development and Application of.

(B) Communications:

Systems of communication have been provided between the Navy Department and necessary commands of the Field Forces and naval attaches, naval observers, and consular shipping advisers, in accordance with the plan outlined in reference (d). Should the channels of communication prove to be or indicate that they may be inadequate, immediate reports and recommendations for improvement are requested.

6. Other requirements will, no doubt, develop and have to be met. Many of them can be anticipated, if they are made the subject of continued advance consideration. In the last World War our operations were limited geographically. Our Merchant Marine also was limited. In the war which threatens, operations will be world-wide, with a larger and more widespread Merchant Marine to depend on and to defend. Such a war will require and result in the development of a world-wide system of naval and shipping operational bases and offices. Some of them may be in the bases of allies, others not. In considering this subject, due regard has been had for our embassies, legations, and consulates, important elements in the national intelligence and functional systems. These are and have been of assistance to the Navy, but they do not supply the need for a widely-distributed and competent system of naval intelligence abroad.

7. With a view toward the continued development of the naval intelligence service abroad, the cooperative consideration, assistance, suggestions, and advice of the Navy Department and the Field Forces are invited.



H. R. STARK

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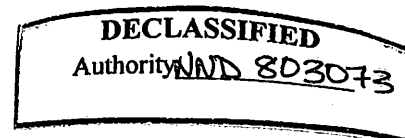
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- 5 -  
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