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COASTAL INFORMATION MANUAL
ORGANIZATION AND PROCEDURE
OF
COASTAL INFORMATION SECTIONS

OFFICE OF CHIEF OF NAVAL OPERATIONS
DIVISION OF NAVAL INTELLIGENCE
JULY 1941

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UNITED STATES NAVY DEPARTMENT

M A N U A L
OF ORGANIZATION AND PROCEDURE
FOR
COASTAL INFORMATION SECTIONS

SHORT TITLE: COASTAL INFORMATION MANUAL

PREPARED BY
DIVISION OF NAVAL INTELLIGENCE
DOMESTIC INTELLIGENCE BRANCH

JULY 1941

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Navy Department
Office of the Chief of Naval Operations
Washington, July 16, 1941

PROMULGATION

1. It is highly important that steps be taken immediately to place the Coastal Information Sections in the Naval Districts in an advanced state of readiness. To insure that these Sections are properly organized and trained to perform the tasks which will devolve upon them, it is imperative that they be staffed with a nucleus of well-indoctrinated personnel, organized to carry out the provisions of the War Plans applying to coastal information activities.

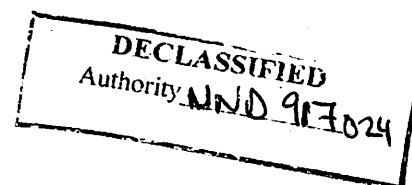
2. Essential to the effective organization of the Coastal Information Sections are (a) the establishment of liaisons with a view to developing all possible sources of information which may be of use to the Sections in the performance of their duties, and (b) preparation for expansion in an orderly manner as the volume of work of the Sections increases.

3. This Manual is intended primarily as a guide to officers on duty in the Coastal Information Sections. It should also be used as a training medium to supplement the Training Manual ONI-T-3. All officers on duty in these Sections are required to be familiar with its contents.

4. This Manual is classified as "Restricted."

H. R. STARK
Admiral, United States Navy

(I)



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PREFACE

The purpose of this Manual is to suggest some of the means whereby the mission and tasks of the Coastal Information Section (Op-16-B-8) in the Naval Districts may best be accomplished.

This Manual neither prescribes a rigid, standardized form of organization and procedure nor does it cover all of the work which should be done in these Sections. That work, because of its nature, must never become routine and mechanical. It will vary according to the variation in conditions and administration in the Naval Districts, and in the requirements for information and action. However, a general conformity to the organization and procedure suggested in the Manual will contribute to the efficiency of Coastal Information work throughout the Naval Establishment.

The Manual is intended to supplement, not replace, the explanatory and instructive material in the training Manual (ONI-T-3), which should be carefully studied by all officers on duty in these Sections.

It is of the utmost importance that the officers in charge of Coastal Information Sections be thoroughly cognizant of the War Plans which clearly indicate the manner in which coastal information will be obtained and disseminated locally in the event of war. Familiarity with the War Plans is an essential pre-requisite to the organization of the Sections and the establishment of procedure for the performance of their tasks.

This Manual has been prepared in loose-leaf form so that each District may add new pages of informational material as required by local conditions, as the duties of the Sections increase, as liaisons and other contacts are formed, and as new directives are issued.

CHAPTER I.

SCOPE OF WORK

SECTION I--RELATIONSHIP BETWEEN COASTAL
INFORMATION AND COMMERCE AND TRAVEL WORK.

1101. Many of the functions of the Commerce and Travel Section and the Coastal Information Section are so closely related that a clear distinction as to which Section has jurisdiction over them is not always possible. In general, the Commerce and Travel Section takes primary action in all matters pertaining directly to the movement of cargoes, travellers and personnel of merchant ships and aircraft, and to activities aboard and near such vessels and aircraft. The Coastal Information Section takes primary action in matters of coastal intelligence not directly related to ordinary commerce and travel.

1102. It would be an over-simplification to state that the interests of the Commerce and Travel Section lie generally within the limits of harbors and concern information of a non-military character, while the interests of the Coastal Information Section generally concern activities outside harbors and information which is generally of a military character. Such a statement does generally define the broad scope of the interests of the Sections. But there are matters involving activities outside harbors which are of interest to the Commerce and Travel Section and matters occurring within harbors which are of interest to the Coastal Information Section.

1103. Certain activities, such as the presence of suspected persons aboard merchant ships and matters relating to the cargoes of ships, are exclusively of interest to the Commerce and Travel Section; while other matters, such as the sighting of suspicious or hostile vessels or aircraft in the coastal area, are exclusively of interest to the Coastal Information Section. There are still other matters which will be of interest to both Sections.

1104. Coastal Information is basically a staff activity, technically a form of combat intelligence, which operates for the benefit of local Naval and Army forces in much the same manner as Combat Intelligence operates for the benefit of the fleet. The work of the Coastal Information Sections will develop primarily from the increased attention which will be directed to the activities of vessels and aircraft in the coastal area in the event of a heightened emergency or a war. Coastal Information activities would increase tremendously in time of war, especially in the event of belligerent activities along our coasts.

1105. Information essential to Commerce and Travel work must be collected from a great many sources of information, both governmental and private. Coastal intelligence will come from a comparatively smaller number of sources; much of it will flow from within the Naval Establishment. However, some of the same governmental and private agencies will be vital sources of information for both Sections.

1106. Information coming into the Coastal Information Section will include activities both on land and at sea. That concerning activities on land will usually come under the cognizance of some other Section or Sections of the District Intelligence Office and should promptly be reported to them. Activities in the coastal waters will be a direct interest of the Coastal Information Section.

1107. It is obvious that the closest coordination and cooperation must be maintained between the Commerce and Travel and the Coastal Information Sections at all times because of the overlapping of their interests and activities. Special care must be taken to avoid duplication of work of the Sections, and to avoid neglecting matters on the assumption that they are being handled by the other Section.

SECTION II--GENERAL TASKS OF COASTAL INFORMATION SECTION

1201. The Coastal Information Section has cognizance of and should especially endeavor to collect information regarding the following:

- (1) The presence, movements and activities of suspected and belligerent vessels and aircraft in the coastal zone. This will include:
 - (a) loitering,
 - (b) attacks,
 - (c) sinkings,
 - (d) scuttlings,
 - (e) concealment of identity,
 - (f) diversion of suspected diversion of cargo at sea,
 - (g) vessels off their regular or scheduled course,
 - (h) activities of small craft (fishing, etc.) in coastal waters.
- (2) Other activities in coastal waters and on the coasts which have a Naval interest and which might be inimical to the defense of the Naval Coastal Frontier. These would include:
 - (a) the location of enemy mine fields and other obstructions to navigation placed within our coastal waters;
 - (b) interference with facilities for the observation and reporting of coastal intelligence;
 - (c) disloyal services rendered by persons in this country to enemy men-of-war, auxiliaries, or aircraft in the coastal zone.
- (3) Operation and results of coastal patrols and other coastal observation facilities.
- (4) Sabotage or attempted sabotage of vessels, port works and other shipping facilities in the coastal zone which does not come within the scope of the Commerce and Travel Section. (Sabotage of a vessel or cargo in port would be a matter for the Commerce and Travel Section; if it caused the blocking of a channel or other impairment to navigation in a port or the destruction of port facilities it would also be of interest to the Coastal Information Section; the sabotage of a merchant vessel at sea would be of interest to both Sections.)

- (5) The armanent of foreign Naval auxiliaries and merchant vessels in American ports or elsewhere in the coastal zone.

1202. The Section will also:

- (1) Maintain liaison with the War, State, Treasury, Commerce and Justice Departments, the Maritime Commission, other Federal State and local governmental agencies and private agencies with which liaison may be necessary.
- (2) Maintain such reference works, and other records relating to merchant vessels, shipping companies, and sea-borne commerce, and port facilities, and such maps, coastal and harbor charts, etc., as may be essential to the work of the Section.
- (3) Train Intelligence Reserve officers slated for Coastal Information duty.

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COASTAL INFORMATION WORK

IN THE OFFICE OF NAVAL INTELLIGENCE

1203. The above outline of the general scope of the work of the Coastal Information Section in the Naval District conforms to the work of the same Section in O.N.I. Information obtained and action taken by the Sections in the Districts are reported, through proper channels, to the Coastal Information Section in Washington. There the reports are evaluated and disseminated to other branches of the Naval Establishment, to the War Department and to other interested agencies of the government.

1204. The liaisons maintained by the Coastal Information Section in Washington, are, of course, with the head offices of the governmental agencies with whose field offices liaison is maintained by the Sections in the Districts. Thus the effective liaisons essential to the performance of the Coastal Information tasks are centralized at the administrative headquarters of the governmental agencies involved.

1205. The Coastal Information Section of O.N.I. cooperates actively with the Foreign Intelligence Branch, with the Naval Districts Division (Op-30) and the Ship Movements Division (Op-38) of Naval Operations, and with other bureaus and offices of the Navy Department.

CHAPTER II

LIAISONS

SECTION I---IMPORTANCE AND NATURE OF LIAISONS

2101. This chapter of the Manual indicates, in a general way, the liaisons and other contacts which must be maintained by the Coastal Information Section. A careful study of the War Plans will indicate more specifically the liaisons which must be maintained in time of war.

2102. Complete familiarity with those liaison requirements, and adequate preparation to establish the prescribed liaisons, are essential. Ineffective liaisons of a Coastal Information Section and inadequate knowledge of the means to be taken to disseminate coastal intelligence to Naval forces ashore and afloat and to Army forces would, in time of war, delay the transmittal of information of vital military importance.

2103. The officer in charge of the Coastal Information Section is responsible for the establishment of all prescribed liaisons, and of other liaisons and contacts which are necessary to carry out effectively the work of the Sections. Successful accomplishment of this task will necessitate a complete understanding of:

- (a) the types of information required by the Section;
- (b) the sources from which it may be obtained;
- (c) the adequacy with which these sources cover all areas within the District;
- (d) the military and naval organizations of the District and of the Naval Coastal Frontier, their plan of joint action for local and Coastal Frontier defense and the requirements of the various echelons for information obtained by the Section.

2104. Through liaisons with other agencies of the government, the field offices of those agencies should be informed concerning the information required by the Section so that they may take the necessary steps to provide such information, if possible. This should, of course, be accomplished through the prescribed official channels.

2105. Active liaisons should be maintained with:

- (1) Headquarters of the naval coastal forces and the naval local defense forces. These liaisons are of importance in preparing the Section to cooperate effectively in local and Coastal Frontier defense.

- (2) The District Operations Officer.
- (3) The District Communications Officer, for the purpose of maintaining an uninterrupted flow of information, intercepting radio signals and messages, etc.
- (4) The Port Director and other units of the Naval District Organization which are concerned with the location of, routing and movements of American merchant vessels.
- (5) The Army, through the prescribed channels. (See "Naval District Manual" and War Plans.) This liaison is essential to insure immediate transmittal of coastal intelligence to the Army where the information concerned has a bearing on the joint Army and Navy plan for local and Coastal Frontier defense.
- (6) The nearest Coast Guard District headquarters to exchange information and afford cooperation in matters relating to coastal activities.
- (7) Local offices of the Customs Service of the Treasury Department, the Immigration and Naturalization Service of the Department of Justice, the Bureau of Marine Inspection and Navigation of the Department of Commerce, the Federal Communications Commission, the F.B.I., and the Maritime Commission, to obtain or report information concerning activities in the coastal area.
- (8) Private organizations in a position to obtain and disclose coastal information.

2106. It is highly important that the Section should at all times be able to effect a prompt exchange of information with the headquarters of the Commander of the Inshore Patrol, who is connected by the Communications Service, with units of the operating forces afloat. Those headquarters are the communication and intelligence clearing station for the District operating forces, and the point of contact with the Army Communication Service. The Commander, Inshore Patrol, is charged with maintaining the coastal look-out system in time of war.

2107. Effective coordination of the activities of Coastal Information Sections in all districts within a Naval Coastal Frontier will be necessary. All information obtained by a Section, which may be of interest to, or require action by the Coastal Frontier headquarters, should be immediately transmitted thereto.

2108. The following examples of hypothetical cases handled by a Coastal Information Section will emphasize the importance of correct and effective liaisons:

Example A: (A condition of unlimited national emergency exists.)

Captain A, master of an American merchant vessel, observes, in the coastal area of a Naval District, what he considers to be suspicious activity of a small boat which had established contact at sea with an unidentified merchant vessel. Captain A, while unable to identify specifically the small boat, carefully notes, certain distinguishing features of the boat.

A few hours later, in port, Captain A submits a report of this incident to a representative of his company who, because of his contact with the Coastal Information Officer in the Naval District, immediately recognizes the information as of interest to the Coastal Information Section, to which he phones it immediately.

Having satisfied himself that Captain A was a loyal and reliable individual, and knowing that the steamship company's representative was equally responsible, the Coastal Information Officer promptly evaluates the report as significant. He immediately reports the matter to the District Intelligence Officer, to the Commander, Inshore Patrol, to the local Coast Guard office, and to the local Customs Office. He does not report it to the local F.B.I. office because, since the incident occurred at sea and no known individuals were yet involved, the matter was not yet of interest to the F.B.I. (If, later on, the owner and personnel of the boat were identified and suspected of espionage activities, the F.B.I. would immediately be notified.) Nor is it reported to the Immigration Service, although that Service would be advised if, as the case developed, an Immigration interest became known.

The information is also reported to the M.I.D. for information.

Immediately after these actions were taken, or concurrently therewith, the Coastal Information Officer reports the matter to the O.N.I. There it is properly recorded, and the information disseminated to the Ship Movements Division (Bureau of Operations), the M.I.D., headquarters of the Coast Guard and Customs, and other agencies deemed interested in the matter.

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Meanwhile, the Coastal Information Section in the District had plotted the information and prepared file records of the case. From then on, the matter was in a state of suspense, to be followed carefully by the Coastal Information Section until it could be regarded as definitely closed.

The responsibility of the Coastal Information Section in the matter did not, of course, concern the action which should be taken in connection with the observation, investigation, or possible seizure of the small boat, or action which might be taken in connection with the large merchant vessel which the small boat met in the coastal waters. These matters were for the discretion of the Coast Guard, Customs Service, and possibly other units of the Naval Establishment. The responsibility of the Coastal Information Section was, first, to make certain that the information was given to all possibly interested parties, and, secondly, to obtain and disseminate all possible information about the matter subsequently.

Example B: (The United States is at war.)

A patrol plane attached to the Inshore Patrol, reports by radio the sighting of an enemy submarine in the coastal waters. The message is received in the office of the Commander of the Inshore Patrol and, through close liaison between that office and the Coastal Information Section, becomes immediately available to the Coastal Information Officer. The Coastal Information Officer immediately sends the report, by the most rapid means of communication, to all interested branches of the Army and Navy in the district, to Naval Coastal Frontier headquarters, and, of course, to higher authorities.

At the same time, the information is reported to the Navy Department.

Because of the urgency involved in handling a report of this kind, the first task of the Coastal Information Section is to make certain that it is immediately placed in the hands which should act upon it. As in Example A, the responsibility for the action taken on the matter does not rest with the Coastal Information Section, but the responsibility for immediately disseminating complete information on the matter, from the time of the first report until the matter is closed, is the responsibility of the Coastal Information Section.

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As soon as the initial report is completely disseminated, the information is properly plotted and filed by the Coastal Information Section.

Example C:

The United States is at war. The local office of the Federal Communications Commission reports to the Coastal Information Officer that, through its radio monitoring activities, a vessel located approximately at a point in the coastal waters, is sending unauthorized radio messages.

This information is immediately communicated to the District Communications Officer, to the Commander of the Inshore Patrol, to other interested units of the Naval District Establishment, to Naval Coastal Frontier headquarters, and to the Army. It is also immediately reported to the Navy Department.

2109. In all of the above cases, and in other similar as well as dissimilar cases, the major responsibility of the Coastal Information Section will be to get all of the information available and to distribute it as quickly as possible. The information will not be obtained promptly unless liaisons have been established and arrangements made with all possible sources of Coastal Information. It will not be distributed promptly and effectively unless the Coastal Information Section knows how it should be distributed.

2110. It should be emphasized that all information which a Coastal Information Section handles should be immediately reported to the District Intelligence Officer, who in turn will report it to higher authorities. It should also be reported promptly to the Navy Department.

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SECTION II--PRINCIPAL ACTIVITIES OF LIAISON

GOVERNMENTAL AGENCIES (EXCEPT M.I.D.)

(A) COAST GUARD

2201. The Coast Guard is divided into Districts which are similar to Naval Districts, although the geographic boundaries are different. Each Coast Guard District has a District Commanding Officer, a Chief of Staff, an Intelligence Officer, a Communication Service, etc.

2202. The major functions of the Coast Guard include:

- (a) Enforcement of certain Federal laws, particularly those dealing with the Customs, Internal Revenue, etc.
- (b) Supervision of ships and harbors.
- (c) Patrols --
 - (1) North Atlantic ice patrol.
 - (2) Bering Sea patrol.
 - (3) Weather patrol -- Bermuda and Azores.
 - (4) Neutrality patrol.
 - (5) Other Coastal patrols.
- (d) Lighthouse Service - (useful for observation of coastal conditions).
- (e) Life-Saving Stations (useful for coastal observation).
- (f) Radio Compass Stations - reports on vessel movements, positions, etc.
- (g) Supervision of Antarctic whalers.
- (h) Operation of communications network. (Time check on vessels plying between coastal ports, etc.)

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2203. As the Coast Guard is the principal source of information about activities of vessels in the coastal areas in time of peace, liaison between the Coastal Information Section and local Coast Guard headquarters is particularly important.

2204. Officers on duty in Coastal Information Sections should be thoroughly familiar with the Coast Guard functions and facilities in the Districts. There are very few Coast Guard activities which will not be productive of information of value to their work.

Local Coast Guard Organization (Officers' names, telephones, etc.):

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(B) CUSTOMS BUREAU

2206. There are 45 customs-collection districts in the United States, and one each in Alaska, Hawaii, Puerto Rico, Virgin Islands. The functions of the Customs Service may be roughly divided into: (a) collection of duties; (b) investigation.

- (a) Baggage Inspection -- supervised by a Deputy Surveyor with a corps of inspectors who inspect passengers' and crew's baggage and effects upon arrival of vessel or plane and collect duty, if any.
- (b) Cargo Inspection -- supervised by a Deputy Surveyor Inspector charged with boarding all incoming vessels; with inspection, custody and proper release of all foreign cargo from piers and other places of unloading. Boarding officer, upon boarding vessel and taking it into the custody of Customs, certifies the manifest of cargo and passengers; examines crew list of American vessels; receives preliminary entry; ascertains whether any person has boarded or left vessel; prepares a report on the ship and performs other duties.

One or more inspectors are placed in charge at each pier where a vessel is discharging or receiving cargo.

- (c) Enforcement (Ship Search) -- Squad of experienced inspectors, supervised by Deputy Surveyor, search ships, piers, cargo, keep plans of ships and running history of vessels.
- (d) Entry and Clearance Functions -- The Marine Division performs the requirements of law as to entering and clearing vessels, planes, and vehicles. Acts as enforcement agent for the Bureau of Marine Inspection and Navigation. Maintains records on vessels and transfers of vessels, handles export declarations, receives-for file-ship's papers, enforces requirement of outward manifest, health clearance and other documents.
- (e) Motor Boat Records -- maintained in Marine Division. Includes only documented craft.
- (f) Investigative Work -- performed by Customs Agency Service which functions under the direct supervision of the Deputy Commissioner of Customs in charge of the Division of Investigations and Patrol of the

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Customs Bureau. It is a mobile investigative force handling all matters involved in the detection and prevention of frauds on the Customs revenue.

- (g) Laboratory Work -- Complete chemical laboratory service--staffed and equipped to examine and chemically analyze any substance.

2207. While the Coastal Information Section is likely to be less involved than the Commerce and Travel Section with the work of the Customs Service, certain phases of that work may be productive of important coastal intelligence. For example, contacts between Customs Inspectors and the personnel of a ship may produce significant facts about the movement of that ship or other ships. A ship search by Customs Inspectors may disclose information of Naval value. In the course of a Customs investigation, information of value may become known.

2208. The officer on Coastal Information work should not only maintain close contact with key Customs personnel in the District, but should become familiar with all phases of Customs work there.

Local Customs Organization (Officers' names, telephones, etc.:

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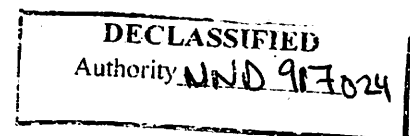
(C) IMMIGRATION AND NATURALIZATION SERVICE

2209. The country is divided into 22 Immigration and naturalization Districts. The administrative organization of the District consists of a District Director, an Assistant District Director for Immigration, and an Assistant District Director for Naturalization.

2210. The Coastal Information Section will be particularly interested in the following activities of this Service, to the extent that they develop information on ship and plane movements along the coast, reports of any activities or plans in the coastal zone, etc.:

- (a) Passenger and Crew Examinations -- by Immigration Inspectors who board ship at quarantine and check passengers and crew and their credentials against the vessel's passenger manifest and crew list.
- (b) Special Investigations -- by Special Investigation Unit, directly responsible to Washington. Investigates any criminal violation of the Immigration and Naturalization laws.
- (c) Border Patrol -- mobile patrol force covering Canadian and Mexican borders to prevent smuggling of aliens into the United States.

Local Immigration and Naturalization Organization (Officers' names, telephones, etc.)



(D) BUREAU OF MARINE INSPECTION AND NAVIGATION (DEPT. OF COMMERCE).

2211. This Bureau administers the laws relating to the construction, equipment, manning, inspection and admeasurement of commercial vessels of the United States; the assignment of signal letters and official numbers thereto; the supervision of the signing on, discharge and living conditions of seamen; and the administration of the navigation laws of the United States.

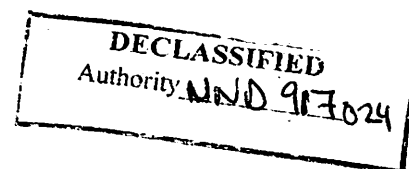
2212. The Bureau's inspection activities are administered by 48 boards of local inspectors in as many ports of the United States and its possessions.

2213. The Bureau maintains Shipping Commissioners in 14 sea-ports to administer laws relating to seamen. In 67 other ports Customs Collectors or Deputy Collectors act as Shipping Commissioners.

The Coastal Information Section will be particularly interested in the following activities of this Bureau:

1. Ship inspection.
2. Ship histories.
3. Regulation and registration of small motor craft.
4. Ship records (as, for example, data on steam-driven fishing trawlers operating along the coast, etc.)
5. Information obtained by the U. S. Shipping Commissioners from the personnel of merchant vessels concerning activities in the coastal area.

Local Marine Inspection and Navigation Organization (officers' names, telephones, etc.):



(E) FEDERAL BUREAU OF INVESTIGATION

2214. As a major enforcement agency of the government, the F.B.I. is actively engaged in counter-espionage and anti-sabotage work, in connection with which it works in close cooperation with the Office of Naval Intelligence. The Delimitation Agreement of June 5, 1940, made between the Directors of Naval Intelligence, of the Federal Bureau of Investigation, and of the Military Intelligence Division, prescribes the scope of the investigative work of those agencies, and indicates clearly the matters which the F.B.I. will cover, and those which the Office of Naval Intelligence will cover.

2215. While the liaison between the Coastal Information Section and the F.B.I. will not be as close and active as that between the F.B.I. and other Sections of the Office of Naval Intelligence, such as the Investigation Section, Commerce and Travel Section, and Counter-Espionage Section, officers on duty in the Coastal Information Sections should remember that the F.B.I. may be a valuable source of information concerning coastal activities derived from investigations made by the F.B.I. For example, an F.B.I. investigation of an espionage matter, in which there is no specific Naval interest as defined in the Delimitation Agreement, might well yield information concerning activities or contemplated activities in the coastal area which would definitely be of interest to the Coastal Information Section.

Similarly, the activities and personnel of small craft--referred to later in this Manual--might well be of interest both to the F.B.I. and to the Coastal Information Section.

Local F.B.I. Organization (officers' names, telephones, etc.):

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(F) MARITIME COMMISSION

2217. The Maritime Commission is charged with conducting the Merchant Marine policy of the government. It is also actively involved in the present ship-building program. It administers many of the laws relating to the Merchant Marine, and compiles extensive statistics and other data in connection with its activities.

2218. Personnel of the Maritime Commission are in close touch with the shipping industry and shipping conditions. Local offices of the Commission can be helpful in providing contacts, for Coastal Information officers, with trustworthy officials of shipping companies, and also by furnishing information concerning the shipping industry which may be needed by the Section.

2219. Among the data compiled by the Commission are records on all ships afloat, of 100 tons or over; cargo, mail and passenger reports on vessels entering U. S. ports, giving detailed information about the vessels and their operation; reports of studies of various phases of ocean shipping, etc.

Local Maritime Commission Organization (officers' names, telephones, etc.):

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(G) CIVIL AERONAUTICS ADMINISTRATION (DEPARTMENT OF COMMERCE)

2220. The Civil Aeronautics Administration promotes and regulates civil aeronautics. It maintains a staff of airline inspectors, aircraft inspectors, radio and teletype operators. It has representatives at all major airports, and at many emergency air fields. The Administration operates its own communication system, comprising of teletype services and radio stations.

2221. The contacts of local C. A. A. officials with commercial airlines may prove to be an exceedingly important source of information concerning activities in the coastal area. This is particularly true of the observations which can be made by pilots of transport lines which operate in, or cross over, coastal areas.

2222. The communication facilities of the C. A. A. might also be very useful in transmitting, for the attention of the Coastal Information Section, information obtained by members of the C. A. A. field staff.

Local Civil Aeronautics Administration Organization (officers' names, telephones, etc.)

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(H) FEDERAL COMMUNICATIONS COMMISSION

2223. The Federal Communications Commission administers and enforces laws, regulations and treaties pertaining to radio. It maintains 26 field offices, and has monitoring stations at Atlanta, Baltimore, Boston, Grand Island (Nebraska), Great Lakes (Illinois), San Pedro (California), and Portland (Oregon). The Commission licenses ship radio operators.

2224. By means of its radio monitoring stations, and other radio facilities, the F.C.C. is able to intercept radio messages and, by triangulation, is often able to determine the approximate location of unauthorized radio transmitting stations.

2225. It is obvious that this work of the Commission may be exceedingly important to the Coastal Information Section, particularly where intercepted messages contain information concerning the activities of suspected or enemy vessels in the coastal area.

Local Federal Communications Commission Organization (officers' names, telephones, etc.):

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CONTACTS WITH PRIVATE AGENCIES

2226. Active contact should be maintained between the Coastal Information Section and private organizations in the District from which information relating to coastal activities may be obtained. Examples: steamship and air lines, stevedoring and warehousing companies, reputable travel agencies, foreign traders, trade associations, etc.

2227. Such organizations should be listed on pages following this sheet. Each page should show the purposes of the contact with the organization, names of key officials, etc.

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CHAPTER III
ACTIVITIES
OF THE
COASTAL INFORMATION SECTIONS

3001. The activities listed on the following pages are by no means all that will have to be carried on in the Coastal Information Sections. The requirements as to the number and character of the activities will necessarily vary in the different Naval Districts. Those listed, however, provide a basic pattern which, with necessary modifications, will facilitate the collection of essential information in time of peace and provide the facilities needed to perform additional but related tasks in time of war.

3002. Much of the most valuable information needed in Coastal Information work will not automatically flow into the office of these Sections. It will have to be obtained by diligent cultivation of contacts and by a constant search for new and productive sources of information. The effectiveness of the work of the Sections will depend, to a great extent, upon the development and proper use of these sources.

SECTION I -- VESSEL AND AIRCRAFT MOVEMENTS

3101. The Coastal Information Section is particularly interested in the movements of any vessel (including submarines) or aircraft in the coastal zone, whose activities may be of a suspicious or hostile nature. Such movements should be reported fully and immediately. The course and activities of any suspected craft or plane within the territory of the District should be followed vigilantly. Attempts of vessels to conceal their identity and the sighting of vessels considerably off their normal course to destination should be reported.

3102. This activity of the Section, particularly in time of war when it would involve movements of hostile craft, sinkings, etc., is of primary importance. In fact, it may be said that the making of arrangements to obtain information of this kind from all points in the District is the basic task of the Coastal Information Section.

3103. For this purpose, active contact should be maintained with the Coast Guard which, in peace time, is responsible for the patrolling of our coasts. Through its extensive net-work of Coast Guard Stations and lighthouses, the Coast Guard organization is in a position to observe a large part of the coastal area. In time of war, when the Coast Guard would become a part of the Navy, these facilities would probably be augmented, when necessary, by the establishment of additional coastal look-out stations which, with the existing coastal stations, would be under the command of the Commander, Inshore Patrol.

3104. The Coastal Information Section should also maintain close contact with all other possible sources of information about activities of vessels and aircraft in the coastal area. This involves the prescribed liaisons with the Customs and Immigration Service, Bureau of Marine Inspection, the Maritime Commission, the F.B.I., M.I.D., and other governmental agencies. In addition, it should also involve the formation of contacts with steamship and air transport companies and with the personnel of vessels and aircraft entering and leaving the District.

3105. Information required by the Coastal Information Section, which may be obtained from the personnel of merchant vessels in the District, may generally be acquired through the cooperation of the Commerce and Travel Section. Officers on Commerce and Travel duty will board many of the merchant vessels in the District. If the vessel in question is to be boarded by a Commerce and Travel officer, it may not be necessary for a Coastal Information officer to board the ship also.

3106. Valuable information on the course and position of suspicious and enemy vessels and planes will be obtained from radio direction finder and monitoring stations.

Vessel Position Chart

3107. The Coastal Information Section should "plot" the position and course of all suspected and belligerent or enemy vessels and aircraft reported in the District. Any unusual deviations of foreign ships from their customary routes, and unexplained delays in voyages of suspected vessels should also be plotted or otherwise recorded. For current information regarding normal vessel movements and positions the Position Chart in the Commerce and Travel Section should be consulted.

Dissemination of Information on Vessel and Aircraft Movements.

3108. Particularly important in this task is the maintenance of active liaison with the Army. The effective coordination which is required between Army and Navy forces in the defensive coastal areas demands that the Army should receive information concerning all activities which require joint action.

3109. War Plans should be consulted for information as to the methods of reporting the locations of hostile craft sighted in the coastal zone in time of war and for the means to be employed to convey this information to Commandants of other Naval Districts, Commanders of Naval forces ashore and afloat, and Commanders of Army forces.

3110. It is of the utmost importance that officers on Coastal Information duty understand the importance of follow-up reports on the location and movements of suspected or hostile craft. When such information has been received, evaluated as reliable, and properly reported, the responsibility of the reporting officer has not ended. He should use every available means to keep informed concerning the whereabouts and activities of the vessel in question and report promptly all such information obtained. Obviously, this will involve the utilization of all facilities which might be able to obtain information of this kind.

3111. The important point to remember is that, once a suspicious or hostile vessel has been reported, the matter should be followed energetically until the suspicion has been removed or effective action taken to eliminate the hazard involved.

RECORDS

3112. Finally, when the matter is completed, the officer handling it should make certain that the record of the case is complete in every detail. If the case involves a record of a suspected or enemy vessel or plane, the record should contain all information obtained concerning the movements of the vessel in the coastal waters. Such information should come into the Section from the patrol vessel or plane maintaining surveillance of the vessel or from a land observation point. It should be noted immediately on a chart in the Section from which complete information regarding the vessel's movements should be extracted and added to the written record of the case. The record should also contain a statement of the ultimate outcome of the matter.

3113. Completeness and accuracy of records of all cases handled are essential not only to enable the Section to follow every step in the progress of the case, but to answer subsequent inquiries about it.

SECTION II - SMALL CRAFT

3201. Officers on duty in the Coastal Information Section, in Naval Districts where there is a considerable operation of small craft, -- particularly those owned or controlled by aliens--, should make a special effort to familiarize themselves with the type and activities of these craft.

3202. Some general information concerning small craft operating in coastal waters has been received in O.N.I. from Coast Guard Districts. Some reports concerning specific vessels regarded as suspicious have also been received. However, the information on hand in O.N.I. concerning this subject is far from complete and a great deal more information, especially about small vessels whose activities or personnel may be under suspicion, is needed.

3203. The interest of the Coastal Information Section in these craft concerns the possibility of their use in the coastal area for activities inimical to naval interests. Such activities might involve contact with unfriendly vessels in the coastal area, attempts at sabotage, espionage, and similar activities. In the event of war, these craft would constitute a serious hazard.

3204. Along certain parts of our coast, particularly the West Coast and the Florida Coast, there is a considerable number of these small vessels, some of whose operators and crews are suspected to be of questionable loyalty. Officers on Coastal Information duty should, through contact with the Coast Guard, the F.B.I., and other governmental and private sources of information, obtain all possible information concerning the presence and movements of these craft and their personnel, and report all important developments in connection therewith which are of interest to the Navy.

3205. Familiarity with this situation on the part of Coastal Information officers will be particularly important in the event that a stricter control of these craft and their personnel, or seizure of the craft become necessary.

Coast Guard Reports on Suspicious Craft

3206. Under date of 6 June 1941, the Commandant, U. S. Coast Guard, issued the following confidential instructions to all Coast Guard District Commanders:

- "1. For the purpose of enabling Headquarters to furnish interested governmental departments with lists of suspicious vessels upon short notice,

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Headquarters desires that you submit, as soon as practicable, a list of all vessels classified in your lists as "suspicious", together with a brief description of the suspicious activities, or grounds for suspicion, in the case of each vessel.

- "2. Headquarters further desires that, in the case of each vessel reported in compliance with the above, you include a specific recommendation as to the advisability of instituting action to require the vessel concerned to cease operating, should such action at some future date be considered necessary in the interest of national defense.
- "3. The above lists should be supplemented by subsequent reports, containing the desired information, as necessitated by the addition of new suspects to your records."

Other Coast Guard Activities

3207. 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. This work is being carried on as expeditiously as possible.

3208. 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.

Small Craft File

3209. A complete file of all small craft which, because of their activities, ownership or operation, may constitute actual or potential hazards, should be maintained in the Section. Those records should be kept up-to-date.

3210. Except in cases where a complete report on a particular vessel as been submitted to O.N.I. by the Coast Guard, a copy of the material placed in this file in the Section should be forwarded to O.N.I. for the information of Section B-8 there. Where additional information is obtained concerning a vessel which has been reported by the Coast Guard, a report should be made and a copy sent to the Coast Guard District headquarters.

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SECTION III--COASTAL PATROLS--OTHER OBSERVATION FACILITIES

3301. The Coastal Information Section should be thoroughly familiar with all coastal patrols operating within the District. Particular attention should be given to the adequacy of such patrols which are vitally important in detecting the surreptitious entry of suspected vessels in the coastal zone and in preventing dangerous activities in harbors and other parts of the coastal area.

3302. There should also be complete familiarity with all other sources of coastal information in the District. The adequacy of lighthouse and life-saving stations of the Coast Guard as sources of coastal information should be ascertained. The need for additional look-out stations, and, possibly, the organization of civilian assistance, to provide complete observation coverage of the coastal area in time of war, should be determined.

3303. It should be remembered that Field Intelligence Units, and such activities as Branch Hydrographic Offices and Naval Inspectors may be valuable sources of coastal intelligence.

3304. It will probably be necessary for Coastal Information officers to make an immediate survey of their Districts to obtain information concerning the matters mentioned above. All parts of the coastal area which are not being adequately patrolled or at which observation points do not exist should be noted. This information will be essential in determining the need for special look-out stations at points which are not now adequately covered.

3305. In surveying the facilities for the observation and reporting of coastal activities, careful attention should be given to the communication facilities between them and with headquarters. Obviously, the effectiveness of any observation point will be greatly limited by lack of rapid communications. To remedy any such defects, additional telephonic installations may be needed.

3306. The effectiveness of sources of information will also be limited if the persons in a position to obtain coastal information do not clearly understand the nature and importance of the information desired. Coastal Information officers should explain to all contacts what is needed and, if necessary, suggest how it may be obtained.

3307. It may be found desirable, in visits to Coast Guard stations, to explain to the personnel there the information desired from the area covered by the station. If that is done, appropriate arrangements should first be made with the District Coast Guard Commander.

SECTION IV--COMMUNICATIONS

3401. Officers on Coastal Information duty should be familiar with the operations of Navy Communication Service, the Army Communication Service, the activities of the Federal Communications Commission, and private communication facilities operating within the District. As stated under "LIAISONS," the Coastal Information Section should maintain very close contact with the District Communication Officer.

3402. Valuable information concerning activities in the coastal area may often be obtained by the interception of radio messages and signals. In addition to the communication facilities of the Navy and Army,--including the Naval Radio Direction Finder Stations, --and the radio monitoring stations operated by the Federal Communications Commission, the cooperation of private agencies, when authorized, may be very productive. In time of war the experience and facilities of such private organizations might yield coastal information of great value, by giving advance warning of the approach of enemy vessels or aircraft, and by the interception of enemy communications.

3403. Officers of the Coastal Information Section will, obviously, not be expected to be communications experts. They should, however, be sufficiently familiar with the subject to understand communication facilities in the District which could be utilized for the purpose of obtaining coastal information so that no opportunities in that regard are overlooked.

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SECTION V -- SABOTAGE -- SCUTTling

3501. The Coastal Information Section is interested in matters of sabotage along the coastal waters, which are not covered by the Commerce and Travel Section, by the Plant Inspection Section, or by other branches of O.N.I.

3502. Of particular interest to the Coastal Information Section in this connection would be any attempts to block channels or harbor entrances along the coast, or to sabotage essential port works in such a way as to cripple the effectiveness of the port, and hamper local defense.

3503. Also within the cognizance of the Section is the scuttling or attempted scuttling of vessels in the coastal area.

3504. Officers on duty in the Coastal Information Section should maintain close contact with all agencies within the District which are likely to be sources of information concerning sabotage, or attempted sabotage, and promptly report any such developments, which are properly within the province of the Section.

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SECTION VI -- SHIP ARMAMENT REPORTS

3601. The Coastal Information Section should obtain all possible information and report on the armament and any other significant features of construction and equipment of foreign vessels and airplanes entering the District.

3602. The Coast Guard has been preparing and submitting to O.N.I. reports on the armament of foreign vessels in the various Coast Guard Districts. It is not necessary, therefore, for the Coastal Information Section to prepare similar reports, but Coastal Information officers should have on file and be familiar with the contents of the Coast Guard reports and should report any significant features of armament or ship construction of interest to the Navy, which may not have been reported by the Coast Guard.

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SECTION VII -- DISPOSITION OF VESSELS IN PORT

3701. In time of war, it would probably become necessary to provide additional restricted areas in our ports, and to allocate certain specific areas in ports to vessels, in accordance with the requirements of security and to facilitate the movements of merchant and naval vessels. This would doubtless involve the enforcement of strict control over such vessels and their personnel.

3702. To the extent that any such actions by the Port Captain, Port Director, or other authorities would involve the successful operation of local defense plans, the Coastal Information Section should be thoroughly cognizant of them.

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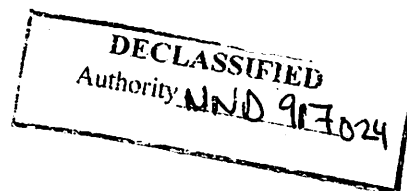
CHAPTER IV

SECURITY

4001. The maintenance of adequate security of the Naval Establishment, both in time of peace and in time of war, is a vitally important responsibility of every Naval officer.

4002. The following pages outline some of the security measures which should be adopted in the Coastal Information Section to prevent the disclosure of information which would be valuable to potential or actual enemies of the United States. Other security measures should be adopted as the necessity arises.

4003. Every officer on duty in these Sections will be expected to be thoroughly familiar, and to comply strictly with these security measures. In time of war, the Section will be called upon to handle secret and highly confidential matter. Proper safeguarding of such matter is imperative.



SECTION I -- SPECIFIC SECURITY MEASURES

GENERAL

4101. All officers on duty in Coastal Information Sections should familiarize themselves with regulations covering the security of Secret, Confidential, and Restricted matter. The following paragraphs give certain specific security measures that should always be borne in mind:

Desks.

4102. At all times desks should be kept clear of all papers not actually in use. Desks should be completely cleared at night, and valuable papers locked in safes. Just before leaving the office, a careful inspection should be made to make certain that no papers have been left on desks or in baskets.

Telephones.

4103. Telephone conversations should always be guarded. Secret or confidential matters must never be discussed by telephone unless the conversation can be completely camouflaged.

Safes.

4104. Safes must always be closed when the room is left with no commissioned officer present. The combination to any safe in the office should be placed in a double sealed envelope, and kept in another safe that can be opened when the officer knowing the combination is absent in an emergency. When a safe is so opened, or whenever the personnel having charge of it is changed, the combination should be altered, and contents of the safe checked.

Visitors.

4105. All visitors should be verified, if they are not personally known. They should not be taken to working offices, but should be interviewed outside in one of the conference rooms, except in cases of special urgency.

Documents.

4106. All secret and confidential documents should be checked into safes at night, and checked out again in the morning. Any evidence of tampering should be reported at once.

Distribution of Papers.

4107. Secret correspondence must be transported in sealed envelopes, ordinarily carried by officers or by specially authorized clerks. Confidential papers may be distributed in sealed envelopes in ordinary office distribution. Secret documents should be opened only by officers having cognizance, or by other properly approved persons.

Routing Slips.

4108. Routing slips on secret or confidential papers should be secured by wire staples, not by pins or clips.

Steno Books and Dictaphone Rolls.

4109. All steno notes used for secret or confidential dictation must be issued on a signed receipt, numbered, and recorded. All secret or confidential dictation must go into such a numbered book (the dictating officer is responsible) and note-books must be handled and stowed with as much care as the finished documents. When finished, they should be accounted for to the issuing office, and properly burned. Dictaphone rolls holding Secret or Confidential matter should receive the same handling as finished documents until they are shaved, which should be done as soon as possible.

Disposal.

4110. No papers covering Secret or Confidential matters or work sheets in connection therewith, or carbon paper, or stencils, or tissue paper torn from stencils, should ever be thrown in a wastebasket. Waste-baskets are a prolific source of "leaks." All the above should be torn into small pieces and placed in a "burn drawer", or other suitable receptacle, under responsible supervision, as soon as possible. All carbons must be destroyed at the end of the day.

SECTION II -- SECURITY OF SOURCE

4201. The Sections should follow the basic Intelligence principle of protecting the security of sources of information. This is very essential in connection with sources such as merchant marine officers, business men, etc., who will be far more cooperative when they feel sure that there is no danger of their identity as a source of information being known outside the District Intelligence Office.

4202. On memoranda, and also on cards, many types of information may simply be characterized as having come from a source of a certain type as in the following examples:*

- From official documents.
- From a very reliable source.
- From a source believed reliable.
- From a source in a position to know.
- From a source, reliability unknown.
- From a source, reliability doubtful.

4203. On the copy of the memorandum that goes in the Section's chronological file there should be placed a key number indicating the source. One method in use is to have two sets of these key

*Note: See Naval Intelligence Division Circular Letter No. Gen. 4-4 dated May 21, 1941-Subject: Intelligence Reports-Reliability Ratings Designated, etc.

numbers, one for Reserve personnel and one for civilian informants. Under this system it is necessary to refer to the source key in the Section's locked files to learn the individual indicated by any key number.

4204. Whenever approaching a possible source for the first time such as in the first interview with a Merchant Marine Officer, the rough outline of the system should be explained to him so that he will feel confident of his own security and will supply information readily.

REFERENCES

- a) Navy Regs. Arts. 75 $\frac{1}{2}$, 76, 113
- b) ONI No. 19, Arts. 127, 130, 131, 425.
- c) ONI-T-17

SPECIAL NOTE: All officers doing duty with the Sections should read thoroughly and understand everything filed in the Security folder in the Section's files.

CHAPTER V

EVALUATION--DISSEMINATION

5001. The proper evaluation of information of interest to the Navy is essential to both the proper and the prompt handling of such information. Improper evaluation of information may either result in failure to disclose its significance, or lead to incorrect dissemination of the information with a consequent delay in transmitting it to the destination which should act upon it.

5002. The ability to evaluate and disseminate properly requires more than an alert intelligence on the part of the Naval officer. It requires a knowledge of Naval procedure and organization, familiarity with the War Plans, and an adequate understanding of the mission and tasks, not only of other branches of the Naval Establishment with which the officer must maintain contact, but with other agencies of the government. It also requires continual study and practice.

5003. The following pages present some of the essential principles in the evaluation and dissemination of Naval information.

SECTION I --EVALUATION

REFERENCES

- (a) Naval Intelligence Manual, ONI-19, Paragraph 106.
- (b) Training Manual of General Intelligence for Intelligence Reserve Officers, ONI-T-16, paragraph 1427 to 1430.
- (c) D.N.I. Circ. Letter. Gen. 4-41, May 21, 1941.

DEFINITIONS.

5101. (a) Evaluation is usually defined as the critical and systematic analysis of information to determine its probable creditability, accuracy, relevance, significance, and importance.
- (b) It is the reaching of a conclusion as to what disposition should be made of, or what action should be taken in connection with a piece of information after considering it in the light of the above factors.
- (c) In an expansion of the above definitions, it may be said to be the application of a series of mental tests, usually in a specified order, to determine if a particular piece of information should be simply disregarded, or should be retained in the Section's own files without further action, or passed along to another Section or office.
- (d) Evaluation consists primarily of three elements: Common sense, experience, and a good memory. Not every officer possessing those three elements will be able to fuse them into that subtle mental process that is good evaluation; but no officer will be a good evaluator without them. Evaluation is, however, a faculty that can be developed by study and practice.

IMPORTANCE OF PRELIMINARY EVALUATIONS.

5102. Evaluation may be roughly described as consisting of two classes: Preliminary analysis and staff analysis. As the Coastal Information Sections collect information from sources outside, as well as within, the Naval Establishment, they have a particular responsibility in its evaluation. They are the first points of contact for much information which flows into the Naval establishment. The officers performing analysis farther along the line, putting together the bits of information received from various Naval sources, are greatly dependent upon the preliminary evaluation of the officers who actually contacted the informant or otherwise first obtained the information.

5103. This is another way of saying that officers in these Sections must not take their duties of evaluation lightly. They

must be vigilant in sifting out information not worthy of attention, after application of the various mental tests in the above definition; and they must make certain that all information of probable value goes to the proper authority.

5104. Evaluation is the heart and soul of the whole Intelligence process. It must be practiced unceasingly, conscientiously, and intelligently.

STEPS IN THE EVALUATION OF INFORMATION:

5105. Evaluation has been described above as the application of a series of mental tests to a piece of information, to determine its value and disposition. Generally speaking, in the evaluation of information coming to the attention of the Coastal Information Section, these tests will be applied in the following order:

5106. (a) Relevance. This is the logical first step. It consists of applying the question: "Is this piece of information of interest to the Navy?" If the answer is negative, the information is either disregarded or else passed to another government department having cognizance. If the answer to this question is affirmative, the evaluation officer passes to the next step in the process.

EXAMPLE: An officer in a Coastal Information Section is informed that one Herman Schultz, the owner of a boat operating in a harbor, is pro-Nazi. No activities of the boat which might be within the province of the Section were reported. The report, therefore, is evaluated as irrelevant so far as the Naval establishment is concerned. The information does not go farther in the Naval establishment. However, it is of interest to the F.B.I. The information is therefore passed to the F.B.I. by whatever system is in effect in the District Intelligence Office. For the assistance of the F.B.I. there is included an evaluation of the creditability and reliability of the informant.

5107. (b) Creditability. Once a piece of information has been classed as relevant from the Naval point of view, the evaluating officer considers its creditability. This is one of the most important steps in the process. It is the one where later evaluators must place the greatest reliance on the judgment of the officer making the preliminary evaluation. This is particularly true

in connection with the first of the two subdivisions of this factor: (1) creditability of source; (2) creditability of facts.

(1) The creditability of the source is a synthesis of the answers to many questions. Some of them are: Who supplied the information? Is he in a position to know the facts he is reporting? Would he stand to gain anything by coloring the facts? What is his general reliability? What has been his record for reliability in the past? Is he impetuous or measured, calm or excitable, careful or careless?

(2) Creditability of facts can be largely resolved into the two questions: Is this information possible or impossible? If possible, is it probable or improbable? The evaluating officer's decision on these questions will, of course, affect his conclusion as to the action that should be taken in regard to the information under consideration.

5108.

- (c) Accuracy. The forming of an opinion as to the accuracy of the information under consideration is the next step in evaluation. The difference from the previous step is a subtle one, but it does exist. Something may well be classed as "credible, though probably inaccurate". Many rumors fall in this class, yet many rumors are worthy of being passed along so long as they are classed as rumors. Accuracy is determined by knowledge of informant's ability to judge of such matters, by knowledge of whether or not he is prone to exaggerate, by knowledge of facts bearing on the matter at hand, etc. This is the first step in the evaluation process where a piece of information may fall in a lower classification of importance and yet be judged worthy of being passed to the next higher authority. Something judged irrelevant would not be passed along. Something judged incredible would scarcely be passed along, unless as a wild rumor. However, something evaluated as inaccurate is often considered sufficiently important to be passed along with proper notation as to probable inaccuracy.

EXAMPLE: A statement that the entire German Navy is operating off New York harbor is certainly relevant, but, under present circumstances, is definitely incredible. A statement from an eccentric individual given to spreading

empty rumors, that a flotilla of German submarines is operating off New York, is relevant and might possibly be creditable as to fact, but is not creditable as to source. However, a statement from a reliable ship's master that he saw a dozen submarines off New York may well be both relevant and creditable, though further check-up might lead to the belief that the report is exaggerated and therefore inaccurate.

5109. (d) Significance. When the evaluating officer comes to the step of determining the significance of the information he has received, he is stepping over into the more theoretical side of evaluation. Until now he has been in a better position to evaluate than anyone else, because he has been the man in direct contact with the source of the information, but now he is more subject to reversal by higher evaluating authority. This is also the point where he calls most heavily upon those factors of memory, common sense and experience mentioned as characteristics of a good evaluator.

In order to do his job properly, the evaluating officer will estimate the significance of the information as best he can. If he evaluates a piece of information as definitely without significance, he may decide to disregard it or simply record it, but if there is any doubt in his mind, he should pass it along.

EXAMPLE: A reliable American ship's master may report to an officer of the Coastal information Section that he has just seen an armed French vessel steaming toward Martinique. If the evaluating officer knows that this vessel was permitted to sail for Martinique by the U. S. authorities, he may evaluate the information as undoubtedly relevant, creditable and accurate, but as without significance. However, if there is any doubt in his mind as to the present attitude of the U. S. Government toward that particular vessel, he should pass the information along.

5110. (e) Importance. This factor is closely allied to significance. It might be defined as the degree of significance. Here again the evaluating officer should do his best to estimate the information he is considering, but here again he is likely to be reversed because of the broader scope and knowledge of some higher evaluating authority and he should pass the information along if he has any doubt of its importance. In this,

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his sins should be those commission rather than those of omission. That is to say, he may be forgiven for overestimating the importance of a piece of information, more readily than for failing to report something which may be significant and relevant.

5111. (f) Conclusion. This last step in evaluation is largely one of mechanics, and merges into the function of Dissemination. It is the conclusion the officer reaches as to how and to whom the information is to be distributed. In this he is guided by the policy in force in the District Intelligence Office.
5112. Timeliness. While not one of the actual factors in the evaluating process, the matter of timeliness is important in reaching the final conclusion as to action to be taken. It will guide the officer in deciding whether he will report the information at once, or let it wait for his next regular scheduled period for preparing reports. It will also sometimes guide him in recommending that an urgent matter should be sent out by teletype, dispatch, etc. instead of by slower means.

GUIDES IN EVALUATION

5113. The following list is by no means conclusive or all-embracing, but it illustrates some of the more important questions which an officer in the Coastal Information Section should ask himself when performing the preliminary evaluation of information that has come to him:

- (a) Is my informant giving me first-hand knowledge based on his own observation, or is he giving me hearsay based on the reported observations of others?
- (b) What has been my past experience with this informant?
- (c) Have any others in the office any experience with this informant?
- (d) Can I find either corroboration or contradiction of this information from the office files?
- (e) Does anyone else in the Section know of a definitely reliable source that might be in a position either to confirm or contradict this information?
- (f) What is the informant's motive in giving me this data?
- (g) Might he have an ulterior motive, and if so, what?
- (h) Is this information, if true, of sufficient importance to warrant my spending the time necessary to confirm it?
- (i) Am I approaching the evaluation of this fact with an open mind, unaffected by prior prejudices or personal views?

DISCUSSION WITH OTHERS.

5114. The old saying about two heads being better than one is particularly applicable to evaluation. Any officer who is at all uncertain about any feature of an evaluation should discuss the matter with someone else. A fresh mind on a problem often brings a new slant that removes all uncertainties.

INFORMATION OF POSSIBLE FUTURE VALUE.

5115. Information which, after evaluation, may be determined of no immediate Naval interest may well be of interest later. For example, the reported activities of a small vessel in the District may, upon investigation, not disclose specific evidence on which action could be taken. The investigation, however, might indicate the need for careful observation of the vessel and its personnel. In many cases, therefore, it will be advisable to card names and incidents which might be valuable information later on.

RELIABILITY RATINGS

5116. The following excerpts from Reference (c) explains the system of Reliability Ratings to be used by Intelligence officers:

Rating "A" - The information is considered reliable in substance and proceeding from a reliable source. Subject to other information received from other reliable sources either in affirmation or in negation, weight and credence in general should be given to it.

Rating "B" - Information is considered reasonable, but is not confirmed. Information of this type may proceed from a mere logical deduction from the general or specific circumstances attending and influencing general or specific situations.

Rating "C" - Information is of the character of a rumor, but has sufficient plausibility to warrant reporting it, depending upon verification or contradiction later. It should have the effect of placing pertinent naval units on the alert for actions of a character which may be indicated by the information.

Rating "D" - Information of less validity than "C", usually of the nature of rumors which are palpably illogical and unwarranted by general attending circumstances.

SECTION II--DISSEMINATION

5201. The first step in the handling of information is its correct evaluation; the second, equally important, is its prompt and effective dissemination. It cannot be emphasized too much that, however properly an item of important information is evaluated, its value is greatly reduced or may be lost altogether through delayed or inadequate dissemination.

5202. The two essential elements of dissemination--in addition to the ever-present element of security of the information--are Destination and Time. Once the proper destination of the information to be disseminated is determined, the factor of time becomes vital.

5203. The officer on Coastal Information duty should understand clearly the interests of other branches of the Naval Establishment, and of the Army and civilian agencies of the government in information obtained by the Section. He should understand the sources from which cooperation and action in connection with matters of coastal intelligence may be obtained. He should know, when further observation of a reported situation is required, whether the most effective action could be taken by patrol craft, patrol planes, by a land observation station, or by some other facility.

5204. Effective dissemination always requires a knowledge of the agency which should initiate action on a given matter. Such knowledge is particularly important in the dissemination of coastal intelligence for such information, in time of war, may be of great military value, and its transmittal to the wrong destination would aid the enemy.

5205. Effective dissemination--like effective evaluation--requires continuous study and application. It also requires current knowledge of the functions of all governmental agencies with which liaison is maintained and of any changes in those functions which may be made.

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CHAPTER VI

INVESTIGATIONS

6001. The handling of investigations of matters having a naval interest is the responsibility of the Investigations Section (B-3). All officers on duty in Coastal Information Sections should be generally familiar with the Investigations Training Manual (ONI-T-8-10) as well as with the Delimitation Agreement between the Navy, the Army, and the Federal Bureau of Investigation, which sets forth the nature of investigative activities of the O.N.I., M.I.D., and the F.B.I.

6002. Properly used, the term "investigation" indicates an extensive search for facts concerning a given situation or individual, and generally involves an extensive and painstaking observation of the situation or individual by the investigator. An investigation is a much more detailed function than a mere examination or inspection of a person or situation. An officer on Coastal Information duty will find it frequently necessary to make inquiries to establish the reliability of a source of information, to obtain information about a vessel and its operations, etc. Such activities are really nothing but essential steps in the evaluation process, or in the follow-up of an original report, and should not be considered as investigations. When a Coastal Information officer encounters a situation where a detailed investigation of an individual or organization is necessary, the matter should be promptly handed to the Investigations Section unless, of course, it is a matter within the province of the F.B.I., and M.I.D.

6003. Officers on Coastal Information duty should be familiar with the functions of the Investigations Section in the District Intelligence Office, and should avoid any duplication of the work of that Section. An officer who is in doubt as to whether a matter should be referred to the Investigations Section should consult higher authority, and confer with the Investigations Section.

CHAPTER VII

OFFICE PROCEDURE

7001. Efficient office procedure in an office of the Naval Establishment ashore is as essential to the effective functioning of the Navy as efficiency aboard a ship.

7002. The officer in charge of the Coastal Information Section should give particular attention to the development of an efficient office system which is best designed for the nature of the work to be performed in the Section.

7003. Inefficient office procedure invariably results in slowing down the work, the misplacing of important papers, and duplication of work by office personnel. Efficient office organization produces exactly the opposite results.

7004. As it is impossible to predict exactly the volume or the character of the work which may be expected to develop in the Coastal Information Sections, the development of a suitable plan of office organization and procedure for those Sections will require careful study. The initial plan may have to be somewhat experimental, and therefore, it should be sufficiently flexible to lend itself to whatever changes and adaptations may be required as the volume of work in the Sections increases.

7005. One basic principle of sound office organization, which applies to all offices, will apply with particular force to the Coastal Information Section. That is, the office must be organized so as to expedite to the greatest possible extent the handling of all matters referred to it for action, and to preserve a clear, accurate, and readily accessible record of all matters handled in the Section. Because of the nature and importance of the information which will be handled in the Coastal Information Sections, these two basic principles of office organization should be constantly in mind.

7006. Information requiring action by the Coastal Information Section should be immediately and carefully plotted. The system of plotting employed by the Section should be designed to make possible a visual record of all coastal activities in the district which are of interest to the Section. All information which is plotted should also be accurately reported in the Section files so that a permanent history of the matter will be available.

CHAPTER VIII

CONCLUSION--BASIC PRINCIPLES

Exchange of Information

9001. The purpose of this manual would not be complete without a reference to the opportunities and need for improving the operating technique of Coastal Information work throughout the entire Naval Establishment. One of the best means of accomplishing such improvements is the effective utilization in all Sections of the experience gained and methods employed in individual Sections.

9002. For example, the Coastal Information Section in one District may discover a new and more effective means of obtaining information on coastal activities from civilians or civilian organizations; or it may discover a more efficient means of plotting and otherwise recording information received in the Section.

9003. Such improvements in operating technique will benefit only the Section which develops them, unless they are made known to other Sections in all of the Naval Districts. The District Intelligence Officer in each Naval District is, therefore, urged to report to ONI all improvements in operating technique which are developed in his Coastal Information Section. Appropriate steps to convey this information to the other Naval Districts will be taken.

9004. The purpose of these exchanges of information is not to "freeze" and standardize the procedure in these Sections, but rather to take full advantage of the intelligence, initiative and experience of officers in all Sections for the general benefit of the work.

Basic Principles

9005. To summarize and condense the major suggestions previously made in this manual, the following points are stressed. They should be kept constantly in the minds of officers on duty in the Coastal Information Sections:

1. Be thoroughly familiar with all official material having a specific bearing on your work. (Training manual, war plans, ONI-19, functions and duties of other branches of the Naval Establishment, office orders, directives, etc.)
2. Establish all liaisons and form all other contacts essential to the conduct of your work, and likely to be productive of valuable information. Be able to use all of these contacts immediately and effectively.

3. Make your reports clear, concise, and complete.
4. Work constantly to improve your technique of evaluation and dissemination.
5. Remember that O.N.I. should promptly be made cognizant of matters receiving action in Coastal Intelligence Sections.
6. Strictly observe all security measures.
7. Remember that willing cooperation of other governmental agencies will contribute greatly to the effectiveness of your work. Seek that cooperation by tact and by making friendly requests for assistance rather than arbitrary demands.
8. Organize your work for fast, accurate action. Insofar as possible, visualize, in advance, the type of matter which you may handle in an urgent situation and how you should handle it.
9. In all phases of your work keep clearly in mind the nature of the Naval Intelligence function, which is to obtain and distribute information, and its distinction, for example, from the Operations function, which is to act on the basis of information received. Limit your activities to the proper scope of Intelligence work.
10. Finally, officers on duty in these Sections should be cognizant of the fact that they are charged with the responsibility of handling information and taking action on matters of vital importance to the Navy and to the country generally. Inadequate preparation on the part of an officer, or improper action in a given case might be seriously detrimental to the national interests. Under these circumstances, the job of improving the individual and collective work in the Sections can never be regarded as finished. The immediate objective is the establishment, in each District, of B-8 Sections which are adequately staffed, and efficiently operating to meet any emergency. The continuing objective is a process of further development and adaptation to meet any additional duties which will develop, or any new responsibilities which will be given to the Sections.

9006. In conclusion it should be emphasized again that this manual is designed only to give a broad outline of the activities and responsibilities of the Coastal Information Sections. At the time of writing, it is impossible to foresee all of the tasks which the Sections may be required to perform in the future. Hence, the necessity for both a sound basic organization as well as a certain amount of flexibility in the development of the Sections.

9007. Each officer on Coastal Information duty should have a copy of this manual. He should keep it up-to-date and useful by inserting additional matter having a bearing on the general work of his Section and on his specific duties. By that means, the intended purpose of having the manual serve as a current reference source will be accomplished.