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DEPARTMENT OF THE ARMY FIELD MANUAL

FM 45-20

~~DEPARTMENT OF THE NAVY MANUAL~~

~~OPNAVINST 5500.12~~

~~DEPARTMENT OF THE AIR FORCE MANUAL~~

~~AFM 205-6~~

CIVIL CENSORSHIP

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DEPARTMENTS OF THE ARMY, THE NAVY, AND THE AIR FORCE

DECEMBER 1965

FIELD MANUAL
No. 45-20
NAVY MANUAL
OPNAVINST 5530.12
AIR FORCE MANUAL
No. 205-6

DEPARTMENTS OF THE ARMY,
THE NAVY, AND THE AIR FORCE

WASHINGTON, D.C. 10 December 1965

CIVIL CENSORSHIP

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* This manual supersedes TM 30-225, 9 September 1946.

CHAPTER 1

GENERAL

1. Purpose and Scope

a. This manual is a guide for the conduct of Civil Censorship within occupied foreign areas and in otherwise controlled foreign areas within limits determined by mutual agreement between the recognized government, if any, of the controlled areas and the United States Government. It supplements AR 380-83/OPNAVINST. 5530.9/AFR 205-18.

b. No attempt has been made to delineate specific details to cover all situations. Local policies and detailed procedures will differ with varying circumstances and will be established by the command concerned.

c. Civil Censorship is one element of the overall censorship program and is defined as the censorship of civilian communications, such as messages, printed matter, and films entering, leaving, or circulating within areas or territories occupied or controlled by armed forces. Basic policies and regulations for the establishment and operation of the other elements—Armed Forces Censorship, Enemy Prisoner of War and Civilian Internee Censorship, and Field Press Censorship are contained in separate publications.

2. Objectives

The objectives of Civil Censorship are to—

a. Obtain and disseminate information that will assist the United States and its Allies in the successful prosecution of a war.

b. Prevent the passage of information which might assist the enemy or which might adversely affect any policy of the United States or its Allies.

3. Responsibility

a. The Secretary of the Army is responsible for the continuous planning for Civil Censorship and will exercise the following responsibilities

in close cooperation with the Secretary of the Navy and the Secretary of the Air Force:

- (1) Planning for the selection and training of personnel of the services for assignment to Civil Censorship duties.
- (2) Conducting liaison with other Government agencies on operational planning and activation matters.
- (3) Preparing and promulgating Civil Censorship regulations.
- (4) Monitoring the conduct of Civil Censorship, when imposed.

b. The Secretary of the Navy will assist the Secretary of the Army in the development of plans, policies, and preparations for the telecommunications element of Civil Censorship including the selection, training, and assigning of Naval personnel to that element of Civil Censorship.

c. The Secretary of the Air Force will assist the Secretary of the Army in the development of plans, policies, and preparations for the postal and travelers element of Civil Censorship, including the selection, training and assigning of Air Force personnel to that element of Civil Censorship.

d. Unified and specified commanders will be responsible for operating Civil Censorship as a military measure in United States occupied areas, or in controlled areas within limits determined by mutual agreement between the recognized government of the controlled areas and the United States Government.

e. Unified and specified commanders will be responsible for developing tentative plans for the operation of Civil Censorship in areas subject to occupation or control in accordance with war plans.

f. Departmental responsibilities for Civil Censorship will be executed by the following agencies:

- (1) Department of the Army—Assistant Chief of Staff for Intelligence.
- (2) Department of the Navy—Director of Naval Intelligence.
- (3) Department of the Air Force—The Inspector General. (The Director of Security and Law Enforcement.)

4. Establishment

Unified or specified commanders may establish Civil Censorship in all foreign areas that are controlled as a result of military operations by United States Armed Forces under their commands. The Secretary of Defense may direct the establishment of Civil Censorship in all foreign areas controlled by the United States Armed Forces whenever a satisfactory censorship program is not provided under Allied control.

5. Cessation

Civil Censorship will not be terminated or transferred to other than military control without prior approval of the Secretary of Defense.

6. Jurisdiction

In an area where Civil Censorship is established all communications which enter, leave, or circulate within that area are subject to Civil Censorship except the following:

a. All personal communications to or from persons serving in or accompanying the United States or Allied Armed Forces which are transmitted through the communications facilities of the United States. Such communications are subject to Armed Forces Censorship authority.

b. All communications to or from enemy prisoners of war and enemy civilians interned by the United States. Such communications are subject to PW Censorship authority.

c. All communications containing news material subject to the jurisdiction of the Armed Forces of the United States as outlined in AR 360-65/OPNAVINST 5530.3/AFR 190-11. News material is defined as all information material, whether of fact or of opinion and whether visual or auditory, for dissemination to the public including "letters to the editor" and service or business messages between a correspondent and his employer or agency.

Such communications are subject to Field Press Censorship authority.

7. Concept of Operations

a. When Civil Censorship is required in addition to Armed Forces Censorship and/or Prisoner of War Censorship, the unified or specified commander may appoint a Chief Censor for the purpose of coordinating the above types of censorship.

b. Civil Censorship as an element of the overall censorship program conducts its activities under the general staff supervision of the intelligence/security officer of the command in accordance with the basic policies promulgated for the commander by the Chief Civil Censor.

c. In a unified command a Chief Civil Censor for each respective service may be appointed who will supervise and control the Civil Censorship element of that service.

d. A Civil Censor is appointed for the territory of each country occupied or controlled by United States Armed Forces. A Civil Censorship Headquarters will be established for the territory. A Civil Censorship Territory may comprise all or any portion of a country. When the number of censorship districts within such a territory becomes excessive, a country may be divided into two or more territories.

e. Each Civil Censorship Territory is divided into Civil Censorship Districts which follow, as far as possible, a logical breakdown of the currently established communications network. In determining censorship districts, consideration is given to the boundaries of the major military commands. Districts are further divided into sub-districts which are served by stations and substations.

f. Control is established over the communications systems of each territory. Postal, telecommunications, and travelers censorship are initiated as rapidly as possible.

g. Normally, the Army will furnish logistical support for Civil Censorship units.

8. Personnel

a. Types and Use. The operation of Civil Censorship in a foreign area requires the use of personnel, both military and civilian, who

are fluent in the language and dialects of the occupied or controlled area and versed in its business, financial, agricultural, political, and social conditions. To assure an adequate number of appropriately qualified personnel, the utilization of civilian personnel for various types of work under established conditions of control and supervision may be required. The categories of personnel and duties to which they may be assigned include—

- (1) *United States Military Personnel.* Officers and enlisted men are used in any appropriate capacity. Enlisted personnel may be utilized in a supervisory capacity over civilian personnel. Military personnel possessing technical proficiencies required for special censorship activities may be employed operationally, where required, but will normally supervise the technical activities of civilian personnel.
- (2) *United States Civilians.* United States civilians may be used in positions which do not demand the use of military personnel. Such civilians normally will be used in advisory or supervisory positions. Personnel having experience in National Censorship or Military Censorship are desirable.
- (3) *Allied Civilians.* When the employment of United States civilians is not feasible, allied civilians may be used as examiners, clerks, or in other routine jobs.
- (4) *Neutral Civilians.* Civilian nationals of neutral countries may be employed in the same capacities as allied civilians in accordance with security criteria established by the Civil Censorship organization.
- (5) *Enemy Civilians.* Enemy civilians may be employed, but only after complete cessation of hostilities between their country and the United States or when language difficulties encountered

in the conduct of Civil Censorship are such as to prevent its proper operation with the use of United States, allied, or neutral personnel. When the use of enemy civilians is imperative, they may be employed as examiners, translators, or interpreters, but only under strict supervision and only after security clearance has been granted by the appropriate authority.

b. Number of Personnel Required. The size of a Civil Censorship organization depends principally on the volume of communications, percentage of actual examination, number and type of transmission channels which are subject to censorship, organizational support requirements in relation to the geographical dispersal of installations, the overall security situation, and the degree of special or technical activities required.

c. Source of Personnel. The Department of the Army in close cooperation with the Department of the Navy and the Department of the Air Force supplies military personnel to fill positions requiring knowledge of the organization and operation of Civil Censorship. The Department of the Army in coordination with the other military departments will provide to a unified or specified command such United States civilians as may be required for the accomplishment of a censorship mission. Requisitions for such personnel are submitted as far in advance of anticipated need as possible. All other military and civilian personnel are procured from sources within the area .

d. Training of Personnel.

- (1) Premobilization Civil Censorship training will be conducted by the respective services within their reserve programs to prepare military personnel for duty in Civil Censorship functions.
- (2) The training of locally procured indigenous personnel is the responsibility of the command concerned.

CHAPTER 2

PLANNING FOR OPERATIONS

9. General

Planning for the establishment of Civil Censorship must begin as soon as the area to be occupied or controlled is identified. Knowledge of the area, including its geography, government, economy, language, and the characteristics of its people, is essential for proper planning. The specific intentions of the Government of the United States regarding policies to be effected in the particular area concerned must be known and incorporated in the plan. Detailed information essential to planning for an efficient censorship program includes—

a. Organization and administration of all systems of communications, including the nature and extent of government controls over each.

b. Location and number of physical facilities for communications including post and telegraph offices, telephone and telegraph circuits, cable terminals, radio sending and receiving stations, television stations, and air, land, and sea travel control points.

c. Administrative procedures and operational methods and procedures employed in various communications systems, i.e., procedures and methods used in collecting, handling, transporting, and delivering communications.

d. Types of equipment used in connection with *b* and *c* above.

e. Volume of each type of internal, external, and transit communications.

f. Languages in common use, including spoken dialects and variations in the written form.

g. Organization, administration, and operation of any existing censorship in the area.

h. Jurisdiction and activities of other United States or Allied agencies conducting Civil Censorship operations in the area concerned.

i. Lists of names of individuals and organizations of interest to intelligence agencies. *The*

Watch List will be compiled from these lists (para 23b).

j. An estimate of the number of examiners needed based on the assumption that each examiner can read and process an average of 80 pieces of personal mail or 200 cablegrams or censor an average of 25 telephone calls per eight hour shift.

10. Control of Communications

The term "control of communications" includes the designation by Civil Censorship authority of those channels of communications which may be used by the local populace and the guarantee that Civil Censorship will have ready access to all communications flowing in these channels. The closing or opening of civilian communications channels is governed by policies established by the responsible commander or a higher authority. Such actions are determined by considerations of military security and control, by the amount of official military traffic to be accommodated, and by the physical condition of existing communications facilities. It is of prime importance that every communication be available for censorship even though some communications may not actually be censored. In order to establish adequate censorship control Civil Censorship installations are located at strategic points where the fullest advantage can be taken of the normal flow of communications. Some rerouting or suspension of services usually will be necessary, but it is not normally advisable to make major alterations in established civilian communications channels. Restrictions placed upon communications should be removed as soon as possible. Prolonged enforcement of severe restrictions will bring about the loss of valuable intelligence through the development of clandestine channels of communications not controlled by censorship. Civil Censorship should not unduly restrict the legitimate

conduct of business and personal financial matters. In occupied areas, family correspondence of a strictly personal nature will not be completely suspended, but, when necessary, may be confined to the compulsory use of standard forms containing twenty-five freely chosen words, and the number of such forms dispatched may be limited to one each month.

11. Operational Phases of Civil Censorship

The operation of Civil Censorship will normally proceed through three phases. The timing of the change from one phase to another will be determined by security requirements and the ability of the Civil Censorship organization to handle an increased volume of communications.

a. Phase I. Complete prohibition of civil communications is imposed while United States Armed Forces are engaged in combat in an area. As soon as control is established, Civil Censorship personnel perform the following functions—

- (1) Provide technical advice in the handling and screening of communications and associated material found in civilian postal, telegraph, telephone, and other communications offices seized by our forces for immediate exploitation by combat intelligence agencies.
- (2) Control all established civil communications systems within the area.
- (3) Obtain and report to Civil Censorship headquarters information concerning the condition of communications systems and censorship in the area including evidence of censorship by the displaced enemy forces or by indigenous personnel.
- (4) Locate suitable space for Civil Censorship installations at communications control centers.
- (5) Locate friendly inhabitants and former residents of the area. Initiate liaison with intelligence agencies to ascertain the suitability of such personnel for employment in Civil Censorship.

b. Phase II. The reopening of internal civil-

ian communications is usually authorized as soon as combat operations in an area cease. In this phase, control of the area normally is not sufficiently stabilized to permit authorization of external communications; however, once the territory comes under effective authority and control (i.e., occupation begins) a minimum exchange of news of a strictly personal nature between family members, wherever located, will not be denied. Such exchanges may be confined, if necessary, to the compulsory use of standard forms containing twenty-five freely chosen words, and the number of such forms dispatched may be limited to one each month. Civil Censorship stations are set up as rapidly as possible at key locations to assure access to and control of all internal communications and all internal communications media. Regulations for the public are promulgated in the name of the major commander to indicate the types of communications which may be sent, the manner of sending them, and the restrictions established as to their contents. Promulgation of such regulations and enforcement thereof will be coordinated with the Civil Affairs headquarters.

c. Phase III. The opening of any type of external communications to civilians marks the beginning of the third phase. This is based upon command decision as to the degree of stabilization of the area concerned and the capability of the Civil Censorship organization to maintain proper control over all authorized civilian communications. Whereas Phase II of Civil Censorship is highly regulatory and restrictive, the third phase is characterized by maximum latitude consistent with security. Political and economic intelligence of value in conducting the occupation can be anticipated in this phase; therefore, it is advisable to facilitate the flow of communications as much as possible. Liaison and coordination with Civil Affairs and other agencies are most important during this phase.

12. Scope

The extent to which Civil Censorship will control external and internal communications is determined by command policy. Appropriate percentages of the total volume of communications to be censored are established on the bases of—

a. Status of Hostilities. During operations in which enemy forces are still offering organized resistance, a higher degree of censorship control is maintained than after organized resistance has ceased. This is necessary in order to safeguard more effectively military information, the disclosure of which might affect the conduct of current operations.

b. The Attitude of the People. If the populace remains hostile, uncooperative, and belligerent, the percentages of censorship control will remain high in order to counter subversive activity. Particular care will be required to minimize attempts to evade the controls established by U.S. Forces. However, if the attitude of the people is more cooperative or at least not actively hostile, percentages of censorship control may be reduced.

c. Origin and Destination. Transit traffic and communications originating in or destined for an area not under United States or Allied control are subjected to a high degree of censorship control because they are likely to produce valuable intelligence and/or be a threat to security.

d. Addressee and Addressor. Civil Censorship attempts 100 percent control of any communications concerning an individual or organization that is of special interest. The names of such individuals and organizations normally will be found in the "Watch Lists" (para 23b).

e. Method of Transmission. Transmission factors influencing the scope of censorship coverage include the time interval between dispatch and receipt of a communication, ranging from none in the case of telephone messages to a comparatively long delay in the case of surface mail, and the degree of a communication's susceptibility to enemy interception.

f. Control Exercised by Other Forms of Censorship. The extent of Civil Censorship control over external and transit communications is affected by the degree to which another United States or Allied censorship agency has previously assumed responsibility for examination of such communications. In order to avoid duplication previous censorship is recognized unless there is strong reason to believe that reexamination is required.

g. Availability of Personnel and Equipment.

13. Public Information Media Censorship

Civil Affairs Operations, in coordination with Intelligence Operations, plans, coordinates, and operates censorship of all public information media over which Civil Affairs jurisdiction is exercised such as radio, television, cinema, stage and the press including periodicals and books. In a situation where Civil Affairs units may operate or control the operation of other communication media, arrangements for censorship procedures will be coordinated with Intelligence Operations.

CHAPTER 3

GENERAL ORGANIZATION

14. General

a. Organization. The Civil Censorship organization within a unified or specified command may consist of one or more Civil Censorship Territories. Each territory will be divided into districts. Districts will be composed of stations and substations as required by the kind and amount of communications to be censored.

b. Chief Civil Censor. The Chief Civil Censor for the command will be appointed by the unified or specified overseas commander. He is responsible for the following:

- (1) Formulation of policies, plans, procedures and directives for all phases of Civil Censorship.
- (2) Coordinate dissemination of intelligence and counterintelligence requirements for Civil Censorship.
- (3) Review of support requests levied on Civil Censorship by staff or operational elements of the command.
- (4) Liaison with other civil and governmental censors in the same or adjacent command.

c. Civil Censorship Territories. A Civil Censor will be appointed for each Civil Censorship Territory within the command. He will—

- (1) Conduct Civil Censorship within the territory.
- (2) Establish and operate a Civil Censorship headquarters for the territory.
- (3) Establish and operate Civil Censorship Districts within the territory.
- (4) Operate the central facilities for special activities in the territory.
- (5) Conduct examination functions which cannot be done by subordinate units.
- (6) Operate an information and records service.
- (7) Conduct liaison with other military and civilian agencies as required.

d. Districts. A District Censor will be appointed by the Civil Censor for each Civil Censorship District. The District Censor will establish a Civil Censorship headquarters for the district and will supervise the operation of such stations and substations as are required. The district censorship organization may be attached for support to local military units.

e. Stations and Substations. Civil Censorship stations and substations will be established within each district as required by the type and volume of communications to be censored.

f. Type Organization. Figure 1, appendix II, depicts a type organization for Civil Censorship within a command.

CHAPTER 4

TERRITORY HEADQUARTERS ORGANIZATION

Section I. GENERAL

15. Headquarters Civil Censorship Territory

The Civil Censorship operation will not be exactly the same in any two commands. The actual organization must be planned by the command concerned on the basis of available information and the requirements for operation. The organization must be flexible enough to allow for changes necessitated by actual conditions found upon occupation of the area and by the transition from one phase to another

in the development of the operational situation. Depending upon the type, extent, and volume of communications within the territory, the headquarters may be composed of any or all of the following divisions:

- a.* Postal and Travelers Division.
- b.* Telecommunications Division.
- c.* Requirements and Dissemination Division.
- d.* Special Activities Division.
- e.* Administrative Division.

Section II. POSTAL AND TRAVELERS DIVISION

16. Organization and Functions

The Postal and Travelers Division consists of the Postal Branch and the Travelers Branch. The general functions of the Postal and Travelers Division are—

- a.* Formulate policies and procedures for the examination of communications in postal channels and carried by travelers.
- b.* Plan the routing of postal communications for censorship action.
- c.* Coordinate the various activities of the division with other headquarters divisions.

17. Postal Branch

The functions of the Postal Branch are—

- a.* Plan, develop, and coordinate regulations and procedures governing the processing and censorship of postal communications.
- b.* Coordinate the collection of information of value from communications.
- c.* Coordinate the application of security policies to prevent passage of detrimental information.

d. Insure that all mail routings within the territory are subject to censorship control.

e. Analyze the volume and routing of mail for operational guidance.

f. Review decisions and recommendations concerning postal censors and take such action as may be warranted.

g. Interpret postal censorship policy.

18. Travelers Branch

The functions of the Travelers Branch are—

a. Plan, develop, and coordinate regulations and procedures governing the processing and censorship of communications carried by travelers.

b. Insure that a censorship capability is maintained throughout the travel control system.

c. Analyze the volume and routing of communications carried by travelers for operational guidance.

d. Review decisions and recommendations concerning travelers censorship made by subordinate travelers censors and take action when warranted.

Section III. TELECOMMUNICATIONS DIVISION

19. Organization and Functions

The Telecommunications Division consists of the Telephone Branch and the Message Branch. The general functions of the Telecommunications Division are—

- a. Formulate policies and procedures for the censorship treatment of telecommunications.
- b. Plan and coordinate the censorship controls to be established over telephone, telegraph, and cable communications systems.

20. Telephone Branch

The functions of the Telephone Branch are—

- a. Plan, develop, and coordinate regulations for the public and the operating companies for the use of telephone communications systems.
- b. Plan, develop, and coordinate the methods for censoring of internal and external telephone communications.

c. Analyze the volume of telephone traffic handled by subordinate units.

d. Review decisions and recommendations concerning telephone censorship made by subordinate telecommunications censors and take necessary action.

21. Message Branch

The functions of the Message Branch are—

- a. Plan, develop, and coordinate regulations for the public and the operating companies for use of telegraph and cable communications systems.
- b. Plan, develop, and coordinate the methods for controlling and examining telegraph and cable messages.
- c. Analyze the volume of message traffic.
- d. Review decisions and recommendations concerning message censorship made by subordinate telecommunications censors and take necessary actions.

Section IV. REQUIREMENTS AND DISSEMINATION DIVISION

22. General

The organization of the Requirements and Dissemination Divisions is tailored to the needs of the mission and situation. While the functions indicated below are performed within the division, the procedures and means may differ. It should be noted that these functions adapt themselves to anticipated advances in automatic information storage and retrieval. Most of the contacts with the agencies using intelligence obtained from Civil Censorship are made through this division. The usefulness of Civil Censorship as an intelligence source depends upon the careful compilation of data and their prompt and proper dissemination in reports. The Requirements and Dissemination Division consists of the Requirements Branch and the Dissemination Branch. The functions of the Requirements and Dissemination Division are—

- a. Preparation, issuance, and maintenance of the "Requirements Guide" and related records.
- b. Preparation, issuance, and maintenance of the "Watch List" and related records.

c. Compilation of special Civil Censorship reports.

d. Review, allocation, and reproduction of information obtained through Civil Censorship and dissemination to user.

23. Requirements Branch

The Requirements Branch consists of the Requirements Guide Section and the Watch List Section. The functions of this branch are to solicit the intelligence requirements of the various users, and to compile and publish these requirements for the guidance of the Civil Censorship organization.

a. *Requirements Guide Section.* The main function of this section is to prepare, distribute, and maintain the "Requirements Guide." This guide is a single consolidated list consisting of the main topics and subtopics of interest to the user agencies and will be classified according to content. The preparation, distribution, and maintenance of the guide are outlined below—

- (1) Each user is requested to submit directly to the Civil Censorship Ter-

ritory Headquarters a list of those topics on which information is desired. Liaison is maintained with various special sections and/or agencies dealing with economics, civil affairs, education, and public health. Personnel in the Requirements Guide Section review all requests and prepare a single list. An appropriate system is used to indicate by symbols which agency is interested in each of the topics and subtopics.

- (2) The "Requirements Guide" is revised periodically as situations change. Constant contact is maintained with all user agencies to assure that their requirements for information are being satisfied by Civil Censorship.

b. Watch List Section. The "Watch List" is a list of those persons and organizations whose communications should receive special treatment and is composed of security listings, privileged listings (White List), and regular listings. Security listings contain the names of persons or organizations whose activities are, or, are suspected to be a threat to the security of the Armed Forces of the United States or its Allies. Privileged listings contain the names of persons or organizations whose communications have a privileged status under international law or treaty, or have been accorded a privileged status by Civil Censorship and therefore will not be censored. Regular listings contain the names of all other persons and organizations whose activities are of particular interest to the United States Armed Forces.

- (1) In order to compile the "Watch List" each interested agency and subordinate censorship unit will submit to the territory headquarters a list of names and addresses of those persons or organizations whose communications should be given special attention. Justification for the request and background information should be furnished on each entry. Where such lists or justifications do not agree with censorship policies or missions established by the command, they will be referred to the Chief Civil Censor.

- (2) Upon the receipt of lists from the various agencies, the Watch List Section will screen the Watch List to insure that existing names are not duplicated.
- (3) A Watch List identification number will be assigned to each name to serve as a cross reference to the card file in which the background information for each name is maintained.
- (4) After the screening has been completed and Watch List symbols and identification numbers are assigned, each name is logged in a permanent registry book in which the identification number, Watch List symbol, and date of listing are entered. An additional column should be included in the registry book to enable recording of the date of deletion of the name from the Watch List.
- (5) The Watch List is then prepared for issue to the subordinate units. One method which permits a rapid search of the list, is to put names on stiff paper which is easily inserted or removed from stands or frames. If the language of the area is not a Western tongue, it is customary to include an English language equivalent of the names. Names are always written with the last, or family name, first, followed by the given names and/or initials.
- (6) A card file is maintained in which a card for each listed name is included. This card contains all available information about those persons listed, including pertinent facts learned by examination of the communications. A similar card is prepared and forwarded to each subordinate unit to aid in the proper handling of intercepted communications.
- (7) The Watch List is subject to continuous review and revision. Submitting agencies will be requested to review their Watch List names once every 90 days and recommend for deletion those names of no further interest. Frequent amendments to the list are

distributed to provide new information and deletions from the list. When deletions are made, proper entries are made in the registry book referred to in (4) above and cards are removed from the active file. Subordinate units are not authorized to make changes in the Watch List except as indicated in the amendments issued by the Watch List Section. Subordinate units may submit recommendations for changes, including supporting data.

- (8) The Privileged List is usually prepared by the Watch List Section in accordance with policies established by Civil Censorship. The Privileged List must be prepared and used with utmost care.

24. Dissemination Branch

The Dissemination Branch is responsible for the final preparation of the various Civil Censorship reports sent to user agencies and for the maintenance of permanent files of censorship reports. It is usually organized with four sections—Review and Allocation, Reproduction and Distribution, Reports, and Records.

a. Review and Allocation Section. This section accomplishes—

- (1) *Review of Submission Sheets.* Censorship Submission Sheets are reviewed for format. Guidance is provided to subordinate units for the improvement of submissions.
- (2) *Allocation of Submissions.* After review, the submission is allocated in accordance with the censor's recommendation and the Requirements

Guide. While the Requirements Guide normally determines dissemination, allocation can be made to any agency to whom the information is of potential interest.

b. Reproduction and Distribution Section. After the Review and Allocation Section completes its work on a submission, the sheet will immediately be sent to the Reproduction and Distribution Section. Sufficient copies of the submissions will be reproduced for allocation and filing.

c. Reports Section. The Reports Section is responsible for preparing special material which cannot be advantageously disseminated by Submission Sheets, i.e., public opinion tallies, analysis of trends or special activities over a period of time, and summaries of operations.

d. Records Section. The Records Section maintains necessary files and reference materials required in connection with the examination of communications. A multiple file is maintained as shown below for submissions which are disseminated.

- (1) Copy by originating station serial number.
- (2) Copy alphabetically, by subject.
- (3) Copy alphabetically, by name of addressee.
- (4) Copy alphabetically, by name of addressor.
- (5) An additional copy may be filed, alphabetically, by names of third parties mentioned in the Submission Sheet, if necessary.

Section V. SPECIAL ACTIVITIES DIVISION

25. General

The Special Activities Division detects and analyzes codes, ciphers secret writing and other forms of concealed messages. This division maintains close and continuous coordination with counterpart technical support elements of the military intelligence organization of the command as well as those of other governmental agencies operating in the area concerned. Technical requirements beyond the

capability of the Special Activities Division of the command are referred to CONUS agencies where time and situation permit. The commander will establish policy regarding delay or destruction of suspect communications when technical examination facility limitations preclude immediate examination of all such communications. Detection and analysis of codes, ciphers, secret writing and other forms of concealed messages, is accomplished by

message analysis, laboratory treatment, or both. In addition, Special Activities personnel may be designated to examine communications of known suspects, individuals, or organizations on the Watch List. The division is also responsible for training selected personnel in the particular methods and techniques of their job.

26. Organization

The operation of Special Activities in Civil Censorship is closely supervised at the headquarters level. The extent to which special activities will be conducted in subordinate units is determined by the Civil Censor, but generally there will be a person in each subordinate unit who is qualified to determine whether or not communications should be referred to the headquarters Special Activities Division. This individual may be equipped to perform minor testing and will be capable of training subordinate unit examination personnel in the recognition of suspect communications. The functional organization of a centralized Special Activities Division normally consists of a Laboratory Branch, Analytical Branch, and Training Branch. The Laboratory Branch contains a Chemical Laboratory Section and a Photo Laboratory Section. The Analytical Branch contains a Cryptanalysis Section and a General Analysis Section if required. The Training Branch is responsible for developing and conducting training of all examiners and supervisors to enable them to recognize indications of the presence of codes, ciphers, and secret writing in communications.

27. Special Activities Division Reports

a. General. Censorship Submission Sheets will be prepared and forwarded for allocation by the Requirements and Dissemination Division to user agencies.

b. Special Reports. Whenever sensitive material requires expeditious handling, Submission Sheets will also be used; however, they will be appropriately identified. Special Reports will normally be prepared concerning sensitive material. Some examples of sensitive material are—

- (1) Information on espionage, sabotage, treason, disaffection, and subversion.
- (2) Information contained in messages composed in secret writing.
- (3) Information contained in code or cipher messages.
- (4) Information on activities of foreign governments which are or could be harmful to U. S. activities or policies.
- (5) Information concerning illegal activities by individuals or groups designed to promote violations of directives, to instigate riots or prohibited labor tactics, to gain political power by force or violence or to incite revolution,
- (6) Organized attempts to evade censorship.

c. Operational Reports. The Chief of the Special Activities Division will prepare a monthly analysis of the trends in subversive fields and a monthly operating and statistical report for the division.

Section VI. ADMINISTRATIVE DIVISION

28. Organization and Function

The Administrative Division consists of Personnel, Fiscal, Security, Training, and Supply Branches. The general functions of this Division are to—

a. Maintain necessary personnel record for all military and civilian personnel assigned or attached.

b. Prepare an administrative procedures guide for subordinate units.

c. Maintain fiscal and budget records and reports.

d. Procure and train personnel.

e. Prepare administrative correspondence and maintain necessary files.

f. Prepare and issue regulations.

g. Provide specialized items of supply and equipment for all subordinate units and headquarters operations.

h. Operate the headquarters message center.

i. Operate the headquarters motor pool.

29. Personnel Branch

The functions of the Personnel Branch are to—

- a. Plan for and coordinate military and civilian personnel requirements.
- b. Maintain personnel records of military and civilian personnel.
- c. Plan policies and procedures relating to employment, release, promotions, and leaves of civilian personnel.
- d. Prepare personnel strength reports.
- e. Review decisions and recommendations concerning personnel matters made by district censors.
- f. Advise district censors in matters pertaining to personnel administration.

30. Fiscal Branch

The functions of the Fiscal Branch are to—

- a. Plan the budget.
- b. Maintain necessary fiscal records.
- c. Prepare fiscal procedures to be followed by all subordinate units.
- d. Prepare payrolls.
- e. Effect disbursements.

31. Security Branch

Civil Censorship in an area may require the employment of hundreds of non-U.S. personnel. For this reason it is imperative that all Civil Censorship personnel be aware of the need for security in operations at all levels.

a. Each Civil Censorship headquarters will have a security officer who is responsible for the overall security planning and security guidance for the command. The security officer will maintain direct liaison at his echelon with the counterintelligence operating agency of his command.

b. Policy guidance concerning personnel, document, and information security will be provided by this branch.

32. Training Branch

This branch conducts training programs for Civil Censorship personnel and prepares material and directives for the use within the command.

33. Supply Branch

The supply officer will be responsible for obtaining adequate facilities and equipment for all Civil Censorship elements of the command.

a. During Phase I the supply officer will—

- (1) Become familiar with the general plan for Civil Censorship; the organization, number, and location of subordinate units, timing of the phases of the operation, and approximate date upon which subordinate units will be activated.
- (2) Determine the requirements for equipment, supplies, and facilities needed at the start of operations and forecast additional equipment and supply needs as operations progress.
- (3) Develop a plan for the needed communications facilities.
- (4) Develop messing arrangements for the command.
- (5) Obtain the supplies and equipment needed for operations.
- (6) Obtain necessary office and billeting space and supervise its allocation.
- (7) Arrange for installation and maintenance of communication facilities.

b. During Phase II and Phase III—

- (1) Supervise the issuing, receiving, inspecting, and storing of supplies and equipment.
- (2) Maintain records of accountability for all nonexpendable items of supply and equipment and establish an adequate stock control system.
- (3) Arrange for necessary services for proper maintenance of equipment.
- (4) Supervise the operation of a motor pool.
- (5) Supervise messing arrangements for the command.

c. Specialized items of equipment that may be required are—

- (1) Telecommunications equipment, to include toll censoring sets, patching cabinets, sound recorders, and other related equipment.

- (2) Special equipment and chemical supplies for use in special activities.
- (3) Civil Censorship stamps, serially numbered, which are issued in blocks to appropriate subordinate commanders.

d. Civil Censorship will make the greatest possible use of the equipment of other types of censorship organizations already available in the command.

CHAPTER 5

DISTRICT ORGANIZATION

34. General

Each Civil Censorship Territory within the command is divided into the number of districts required by the considerations stated in paragraph 7e. District headquarters, stations, and substations may be attached to the military command having control of the local area for general administration, quarters, subsistence, and pay.

35. Organization

The District Censor establishes a district headquarters and such stations and substations as required. This headquarters consists of a Postal and Travelers Division and a Telecommunications Division. A typical district headquarters organization is depicted in figure 1, appendix II.

36. Responsibilities

a. The District Censor is responsible for the following:

- (1) All Civil Censorship within his district.
- (2) Advising the Civil Censor on all Civil Censorship activities within his district.
- (3) Carrying out policies established by the territory headquarters.
- (4) Making local emergency policy decisions within his district.

b. The local military command will provide for support of the district, its stations, and substations including—

- (1) Housing, mess, and administration for military personnel.
- (2) Security checks on prospective employees.
- (3) Physical security of district headquarters, stations, and substations.
- (4) Military equipment.
- (5) Military communications facilities and assistance in setting up telephone censoring equipment.
- (6) Transportation.
- (7) Impounding travelers' communications for censorship action.
- (8) Office space for censorship operations.
- (9) Recruitment and payment of civilian personnel.

37. Types of Stations

The basic field unit of Civil Censorship is the station. There are three types of Civil Censorship stations—postal and travelers, telephone, and cable and telegraph. A district may have as many stations and substations of as many types as required. Operations of each type of station will be discussed in detail in the following chapters. A typical district organization is depicted in appendix II.

CHAPTER 6

POSTAL AND TRAVELERS CENSORSHIP AND STATION OPERATION

Section I. GENERAL

38. Postal and Travelers Censorship Regulations for the Public

The establishment of a civilian mail service and the travel control points is announced by a public promulgation of regulations issued by the appropriate military authority. These regulations define who will be permitted or prohibited postal service, the types and locations of service available, including weight limits of letters and parcels and specific instructions pertaining to communications carried by travelers. Civil Censorship will enforce these regulations as required for censorship of all mail and communications carried by travelers.

39. Regulations for Local Postal Authorities

The Civil Censor, through the local commander, will assure compliance with Civil Censorship directives by the civilian postal system, particularly in the following matters:

- a. Providing censorship personnel access to all mail in postal channels.
- b. Delivering mail to censorship stations for examination.
- c. Collecting mail at censorship stations after examination.
- d. Providing postal equipment to facilitate handling of mail in the censorship station.
- e. Referring all public complaints involving censorship to Civil Censorship authority and the furnishing of information thereof to the public only as authorized by Civil Censorship.

40. Registered and Insured Mail

Registered and insured mail is treated the same as other mail except that control procedures are established to insure a continuous receipt system for each registered and insured item of mail from the time of its entrance into the censorship cycle until its return to the civil postal authorities.

41. Censorship Actions

a. *Pass.* If the mail does not contain any violations of censorship, it will be sealed and the censorship stamp imprint will be affixed.

b. *Excise.* When a few words or short phrases which constitute violations of censorship are discovered, the examiner will remove them with a knife or any other sharp cutting instrument; the mail will then be passed. All excisions will be destroyed by burning. An excision which is extensive enough to make correspondence unintelligible is never warranted. In this case, the correspondence is condemned. Excision must be complete enough, however, to prevent reconstruction of the excised violation. No excision will be made on postal money orders, legal or notarized documents, bonds, and/or certificates, when the validity of such forms would be destroyed thereby.

c. *Extract.* Inclosures which violate censorship regulations are extracted and condemned.

d. *Missing Inclosure.* When examination reveals that an inclosure mentioned in a communication is missing, a missing inclosure form will be inclosed in the communication.

e. *Delay.* In some cases mail may be temporarily delayed.

f. *Photograph or Photostat.* If, for use in evidence or for any other official purpose, an examiner should decide that an extract record should be kept of mail which he is examining, he will have the mail photographed or photostated. He will certify on the back of each reproduction—

I hereby certify that this photograph (photostat) is a true reproduction of a document examined by me on

_____ (date)

Name: _____

Grade _____

Rate _____

Rank _____

(Signature of censor)

g. Condemn. Mail which contains serious or repeated violations of censorship regulations will be condemned.

h. Technical Operations. Mail which is suspected of containing code, cipher, or secret writing will be referred to the Civil Censorship Territory Headquarters for examination. In the absence of such qualified personnel, this type mail will be forwarded to the appropriate technical service for further analysis, testing, deciphering, and return to censorship. Mail of this type which cannot be deciphered or developed in the field will be sent to higher authority for further analysis and disposition.

42. Censorship Forms

a. Censorship forms are tools of the censor. They are designed to expedite and standardize censorship actions. Recommended censorship forms and their uses are—

- (1) Censorship Submission Sheets used to record and forward to user agencies information extracted from communications.
- (2) Missing Inclosure Notice Form used to notify an addressee that an

inclosure mentioned in a communication was missing when it was opened for censorship.

- (3) Report of Mutilation Form used to indicate to an addressee that a communication was in mutilated condition when received by censorship.
- (4) Delay Request Form used to indicate that release of a communication should be delayed until a specific date or event.
- (5) Transmittal Slip Form used to route communications to the proper examination section when the content proves to be beyond the purview of the section to which originally sent.
- (7) Request for Previous Records Form used to request additional information on file on a person or subject.
- (8) Extraction Slip form used to record matter extracted from a communication for file for future reference.

b. Illustrations of suggested censorship forms are contained in appendix I. Both the forms and their format may vary depending on the local situation.

Section II. POSTAL AND TRAVELERS STATIONS

43. Station Organizations

A Postal and Travelers station consists of three branches—the Processing Branch, the Examination Branch and the Travelers Branch. Each branch is composed of the number of sections as required. A section is composed of units as required. A typical organization for a Postal and Travelers station is shown in figure 1, appendix II.

44. Responsibilities

The station censor is responsible for the following:

- a.* All Civil Censorship within his station.
- b.* Advising the District Censor on all Civil Censorship activities within his station.
- c.* Carrying out policies established by the district headquarters.
- d.* Making local emergency policy decisions within his station.

Section III. PROCESSING BRANCH

45. General

Arrangements are made with postal authorities for the routing of mail through censorship control. All material entering a postal censorship installation is prepared for exami-

nation and, after censorship action is completed, for disposition by the Processing Branch. The branch normally has three main sections: Receiving and Dispatching, Classification and Watch List, and Distribution.

Frequent time tests are made to determine whether mail is delayed in the examination process by sending "controlled" letters to various sections of the Examination Branch at irregular intervals.

46. Receiving and Dispatching Section

The Receiving and Dispatching Section consists of—

a. Receiving Unit.

- (1) *Mail.* All mail except packages entering the station for censorship action is handled by the Receiving Unit as follows:
 - (a) A record of the approximate number of pieces entering the station is determined by weight. This weight is converted to quantity by assuming that forty letters weigh one pound. The estimated quantity is recorded under the following categories:
 1. Internal mail.
 2. External mail, outgoing.
 3. External mail, incoming.
 4. Transit mail.
 - (b) Mail designated for censorship treatment within the station is forwarded to the Classification and Watch List Section.
- (2) *Packages.* The unit determines the approximate number of packages contained in the average mail bag and uses such information as a basis in the computation of package volume. The Parcel Post Section of the Examination Branch informs the Receiving Unit of the types and amount of parcel post desired. Delivery is effected by the Distribution Section by bag and not by individual package.
- (3) *Other.* Any communication, document, or other material received from the Travelers Branch for censorship purposes will be receipted for by the receiving clerk who, in turn, uses a

receipt form in transferring such material to the Examination Branch. Individual pieces are transferred intact to avoid possible loss of any items. Travelers' communications are expedited through the station, and upon completion of examination the material is sent to the Dispatching Unit for return to the Travelers Branch.

b. Dispatching Unit. This unit replaces mail in bags and dispatches all mail leaving the station. Releasable mail which has not been examined is stamped "Passed by Censorship," and a tag bearing the notation "Released by Censorship" is affixed to each bag of mail dispatched from the censorship station.

47. Classification (Sorting) and Watch List Section

This section maintains and operates the Watch List and sorts mail according to classification.

a. Mail will be alphabetized by addressee and checked against the Watch List. After checking the addressee, the mail will be realphabetized according to addressor and again checked.

b. After mail is checked against the Watch List, it will be sorted into categories and delivered to the Examination Branch in the quantities desired and will be collected upon completion of censorship action. Mail that has been subjected to censorship treatment will be delivered to the Dispatching Unit.

48. Distribution Section

The Distribution Section has the responsibility for distribution of communications within the Postal and Travelers Station. It has two units—a Distribution Unit and a Message Center Unit. The Distribution Unit sorts communications into appropriate categories while the Message Center Unit delivers the communications.

Section IV. EXAMINATION BRANCH

49. Organization

The Examination Branch of the Postal Sta-

tion is organized into sections by categories of mail to be examined. The branch may be com-

posed of any or all of the following sections: Personal Mail, Business Mail, Parcel Post, Special Mail, and Examination Services.

50. Personal Mail Section

a. General. Personal mail is any letter or other communication which is not official. Official Mail is all mail to or from United States or Allied Government agencies and their authorized representatives and to or from such other agencies and representatives as the area commander may specify. When complete internal and international mail service is restored to an area where Civil Censorship is in effect, normally the majority of communications will be personal mail; therefore, a greater number of examiners is necessary to process personal mail. Information gleaned from personal mail can help to rehabilitate an occupied or controlled area and can provide an indication as to the success of occupation policies.

b. Physical Handling.

- (1) The mail sorter at each table receives the mail from the Distribution Section and examines covers for possible privileged status, determines that mail is of the type that examiners are qualified to process, distributes it to the examiners and maintains a record of daily workloads.
- (2) The examiner will—
 - (a) Examine the envelope for possible privileged status.
 - (b) Carefully examine the envelope for pin holes, markings, or other indications of censorship evasion.
 - (c) Note the name and address of the addressor and addressee and the postmark of the communication. (The contents of the letter must be associated with both the addressor and addressee.)
 - (d) Normally open only one letter at a time. (This rule may be disregarded if it becomes necessary to compare the contents of related letters.)
 - (e) When opening letters, care is taken not to mutilate the contents of the letter or the stamp or to render addresses illegible.

- (f) Exercise care to insure that no parts of the communication become lost.
- (g) Subject the envelope to "candling light" treatment after the contents have been removed. The candling light is inserted into the envelope so that the examiner may look for any unusual markings. If a candling light is not available, the envelope is held to an ordinary strong light to permit the examiner to locate and observe such markings.
- (h) Read the letter carefully. If the examiner finds that the letter or parts thereof are of a nature with which he is not qualified to deal, he reports this fact to the mail sorter who will return the letter to the Distribution Section accompanied with a Transmittal Slip.
- (i) Report censorship violations and information of intelligence value to his supervisor.
- (j) Take no action other than "Pass" without approval of his supervisor.
- (k) Reconstitute the communication. Apply the pass stamp to the lower left-hand corner of the envelope.
- (l) Reseal the envelope with transparent adhesive tape making sure to cover a portion of the examiner's stamp.

51. Business Mail Section

a. General. The Business Mail Section is responsible for examination and appropriate censorship of business mail for the purpose of intercepting information concerning transactions of a commercial nature affecting the military occupation as well as to assure compliance with economic regulations promulgated by the military authority.

b. Organization and Functions. The Business Mail Section consists of a Trade Unit, Finance Unit, and Food Unit.

- (1) The Chief of the Business Mail Section should have a general knowledge of business techniques, procedures, and peculiarities in the area of his responsibility.
- (2) The Trade Unit examines communica-

tions containing any reference to or particulars of trade, including statistics and reports, as specified in the pertinent sections of the Requirements Guide. It is desirable that the Chief of the Trade Unit have experience in the field of worldwide trade and that personnel of this unit be able to intelligently interpret and analyze industrial matters.

- (3) The Finance Unit examines correspondence dealing with financial transactions and records and evaluates information contained in such correspondence with special reference to evasion of any applicable monetary control regulations and to any implications which have a bearing on U. S. or Allied interests. It is desirable that all personnel of this unit have general experience in the banking or insurance field.
- (4) The Food Unit examines communications relating to food. Examiners will be especially watchful for references to food activities which seem, for any reason, to be suspicious or in violation of food control regulations imposed by the occupying military forces. It is desirable that all personnel in this section have a background in food production, processing, and merchandising.

52. Parcel Post Section

a. General. Effective total control of communications includes parcel post. Parcel post has been found to be useful to individuals or organizations contemplating subversive activities. Because of the bulk of the parcels processed by the section, transportation of the material from the post office is a major factor. In some instances the Parcel Post Section may be physically located within the post office. In order to eliminate loopholes that might encourage violations of censorship, the Parcel Post Section must remain abreast of current trade and finance regulations formulated by the responsible Civil Affairs agency. This section has Receiving and Dispatching, Examination and Stenographic units.

b. Preparation for Examination. Prior to examination of the contents of parcel post packages, addresses are checked for possible privileged status. If the addressor or addressee is on the Watch List, special examination may be indicated. Care is taken not to destroy or mutilate names, addresses, or other important markings on the wrapper. The contents are examined for any items transmitted in violation of current export or import laws, as well as, for false marking or other devices utilized in conveying prohibited information. Examiners must be alert to intercept the shipment of articles prohibited by Civil Censorship.

c. Techniques of Examination.

- (1) All sides of the wrapper are examined carefully for secret messages. All letters and printed matter are examined.
- (2) Packing notes found inclosed in parcels are carefully compared with the contents. If the packing note contains any suspicious markings or does not agree with the contents, it is removed.
- (3) Parcels containing prohibited articles may be condemned in accordance with policy established by the unified or specified commander.

d. Censorship Actions. As in letter mail, there are "extractions", "pass", "hold", "condemn", and "photostat" actions. Forms denoting censorship actions (app I) are prepared as necessary and are generally the same as for letter-mail.

e. Preparation for Dispatch. The contents are replaced in the container. A check is made to ensure that everything is replaced and that necessary censorship forms are inserted. The container is sealed. The outer wrapper is replaced, and care is taken not to cover any necessary markings. The cover is secured thoroughly with twine, and the examiner's stamp imprint is applied to the lower left-hand corner of the address bearing side of the package.

53. Special Mail Section

a. General. The Special Section examines communications, such as Watch List, uncommon languages, philatelic, Red Cross and

Vatican, and other types of mail not under the jurisdiction of established examination sections within the Examination Branch. A Privileged Mail Unit is also located within this section. Its function is to examine mail covers of a doubtful privileged status forwarded to it by other units within the Branch and determine whether these communications fall into the category of privileged mail. This section may be composed of as many units as there are types of mail.

b. Privileged Mail Unit.

- (1) Privileged mail is mail granted immunity from censorship because of the diplomatic or governmental status of the addressor or addressee, whether an individual or agency.
- (2) All personnel must be cognizant and appreciative of the importance of respecting the censorship privilege and every precaution must be taken to ensure that the privilege is not violated and that privileged communications are released unopened by censorship.
- (3) The following are types of privileged mail which are separated from other mail and returned to postal channels without censorship markings. A complete list will be furnished by headquarters.
 - (a) Official communications from or to all governments recognized by the United States.
 - (b) Personal communications of ambassadors, ministers, heads of legations, and consuls of accredited governments.
 - (c) Communications of United States or Allied government civilian agencies serving with the headquarters.
 - (d) Personal communications of heads of missions, deputy heads, members of United Nations Organization, and key personnel designated by the unified and specified commander.
- (4) A privileged communication encountered as an inclosure in a non-privileged cover is not considered privileged.

- (5) Should a privileged communication be opened inadvertently, it is forwarded to the Chief, Examination Branch, together with a report explaining the circumstances causing such opening.

c. Red Cross and Vatican Mail Unit. Generally, the International Red Cross and Vatican are authorized to transmit brief messages of a purely personal nature between persons in the occupied territory and residents of any country with which these organizations have established communications, including enemy and enemy-occupied territories. Censorship action will be taken on these communications by this unit.

d. Watch List Mail Unit. This unit will examine all mail addressed to or sent from any name or suspect address on the Watch List.

- (1) The Classification and Watch List Section will screen out all Watch List mail and forward it to this unit for examination.
- (2) The examiner will request from the Examination Services Section all previous records as indicated on the form accompanying the communication so that he will have the necessary background information available.

e. Uncommon Languages Mail Unit. This unit is designed to make more effective use of language qualifications of examiners by placing in one unit personnel linguistically qualified to read languages other than the language common to the area. The Uncommon Languages Unit maintains a record of languages that can be read in other stations in order to facilitate the flow of mail.

f. Philatelic Mail.

- (1) If philatelists are authorized to conduct business by mail, a close check must be maintained on their communications. The transfer of stamps to another country may constitute an illegal transfer of funds or be an attempt to furnish subversive elements with funds.
- (2) Permits are normally required for exporting stamps, however, the presence of a philatelic permit is not the signal to expedite the mail without further examination.

54. Examination Services Section

The Examination Services Section maintains files of Submission Sheets and other censorship reports for reference purposes, stores "condemned" and "delayed" communications and maintains a record file on them; produces a "master copy" of the Submission Sheet prepared by the examiners, operates the Watch List for the Examination Branch, maintains the station library and conducts liaison with local user agencies.

a. General. The Examination Services Section consists of a Copy Unit, Filing Unit, Information Unit and Messenger Service Unit. This section is under the operational control of the Chief, Examination Services Branch.

b. Copy Unit. This unit provides typing and reproduction facilities. It produces a "master copy" of the Submission Sheets prepared by the examiners. This master copy is sent to Headquarters after the copies needed in the district station for local allocation have been run off. This unit also furnishes clerical and reproduction assistance for other components of the station.

c. Filing Unit. This unit is responsible for the maintenance of a Submission Sheet file, the recording and storing of "condemned" and "delayed" material, the maintenance of a Watch List and Watch List card file.

(1) Submission Sheets.

- (a) File numerically the original Submission prepared by the examiner.
- (b) File alphabetically copies of the Submission under the names of the addressor, addressee, and "third party", or "parties" if any.
- (c) File an additional copy in a separate file under "Subject Matter".

(2) Condemned and Delayed Material.

- (a) Condemned material should be securely stored in the station.

(b) Entire communications should be filed alphabetically by sender and extractions in a similar file by addressee.

(c) If a Submission Sheet has been prepared on condemned material, its serial number should be written on a slip and attached to the condemned material.

(d) Condemned material records must be cleared whenever any such material is released.

(3) *Watch List Card File.* These cards are received from higher headquarters and consist of references to names appearing on the Watch List. Such references include the original background information concerning Watch-Listed names as furnished by the user agency and subsequent important references to the names that are compiled as information is gathered through censorship activities.

d. Information Unit. This unit is responsible for—

- (1) Operating a station library to facilitate ready access to reference material by examiners. Technical books, dictionaries, and directories of persons and business firms will be made available and should be procured locally, if possible.
- (2) Conducting liaison with local user agencies concerning censorship information.
- (3) Allocating to the proper agency copies of Submission Sheets requiring immediate local action.

e. Messenger Service Unit. Inter-office service is provided by this unit for the Examination Branch.

Section V. TRAVELERS BRANCH

55. General

Travelers censorship is exercised by teams manning substations located at principal seaports, airports, and other travel control points.

The primary function of these teams is to review all communications discovered on, surrendered, or produced by the traveler in order to determine which communications require

complete censorship examination. Uncensored communications not within the capabilities of a Travelers Censorship Team are sent to the nearest Postal and Travelers Censorship Station along with the traveler's identity. Each traveler is given a receipt for any communication detained by travelers censorship. Search of travelers and control of their movements are functions of the travel control agencies operating under the existing military or other government of the territory and not functions of the censorship organization. Intelligence security agencies conduct the search of travelers as necessary. Travelers Censorship Teams may request that such search be made. Close cooperation and coordination between the Travelers Censorship Team and the security agencies must be maintained if censorable communications are to be made available for examination. The number of personnel required for the proper operation of a Travelers Censorship Team is determined on the basis of the number of persons passing through the travel control point at which the team is located and the number of daily tours of duty necessary to avoid delaying the continuous movement of such persons.

56. Operations

Travelers censorship is usually divided into two censorship operations. The first is the examination of travelers communications by travelers censorship personnel at the port of entry or exit (control point), and the second is the pretravel censorship.

a. At the port of entry or exit the traveler is advised of the types of material which must be declared for censorship. He is requested to produce all communications on his person or in his baggage, and along with the communications, any covering pretravel censorship certificates that may have been executed for him.

b. In order to facilitate Travelers Censorship, Civil Censorship provides for the advance examination of travelers communications, excluding communications such as passport and travel permits. Pretravel censorship can be done at each Postal and Travelers Censorship Station. This procedure includes the following:

- (1) *Request for advance examination on the part of the traveler.* Travelers are required to make application for pretravel censorship in person or by written request. Travelers are required to provide the following information: name, nationality, occupation, purpose of travel, route of the traveler. When submitting a pretravel censorship application, a traveler also makes available for inspection the material he wishes to take out of the territory.
- (2) *Pretravel examination procedure.* The material is screened and inspected. Material approved for transmission out of the territory is completely and carefully closed with tape, stamped on all seams, and sealed with button seal or with wax as appropriate to prevent later insertion of uncensored material. Each package or envelope passed is marked with a case number to permit identification with the covering pretravel certificate.
- (3) *Pretravel censorship certificate.* Each traveler is given a Pretravel Censorship Certificate for communications that are passed and sealed. The traveler's name and address, route, and destination, together with the identification by quantity, case numbers, and brief description of documents he is authorized to carry are shown on this certificate. The Pretravel Censorship Certificate is addressed to the Travelers Censorship Station at the travel control point (port of entry or exit) through which the traveler is expected to pass. If material is to be carried by the traveler or placed in baggage which will accompany him, the traveler should take the certificate with him for presentation at the travel control point. If material is to be shipped in unaccompanied baggage or by freight, the certificate is securely attached to the material covered by it.
- (4) *Advance travel information.* If, during the course of pretravel censorship

procedure, an examiner's suspicions are aroused by the traveler or the material submitted by him, travelers censorship teams along the traveler's contemplated route are forewarned as

to when his trip will be taken and how the traveler may be identified. All persons whose names appear on the Watch List are included in this advance traveler information service.

CHAPTER 7

TELECOMMUNICATIONS CENSORSHIP AND STATION OPERATION

57. Stations

There are two types of stations in Civil Telecommunications Censorship — Telephone Stations and Cable and Telegraph Stations. Each may exercise control over as many Sub-Station Control Units as the situation may require. The chain of command proceeds directly from the District Censor to the Officer-in-Charge of the station, also known as the Station Censor.

58. Organization

Figure 1, appendix II portrays the organizational structure of both Telephone and Cable and Telegraph Stations under the command of the District Censor. Administrative support is provided by the local military command as set forth in paragraph 36b.

59. Telephone Station

A Telephone Station consists of an Administrative Branch and a Censorship Branch under the command of the Station Censor. As Officer-in-Charge, the Station Censor administers the Station and exercises operational control over its censorship product by determining (prior to forwarding to the District level) the validity of Submission Sheets prepared by the censors, as well as achieving and maintaining satisfactory censoring procedures and practices by constant review.

a. Administrative Branch. It is the immediate responsibility of this Branch to muster in all personnel reporting to the Station; to foster the acquisition of additional personnel, supplies, equipment and facilities as well as establishing the administrative procedures required for station operation. When a Telephone Station exercises control over Sub-Station Control Units, the Administrative Branch administers such Units and prepares all material collected therefrom for review by the Station Censor.

b. Censorship Branch. This Branch is divided into two sections, the Preparations Section and the Operations Section. The functions of these Sections are discussed in detail in paragraph 62 through 69. A summary of functions for this Branch includes—

- (1) *Preparations Section.* The functions of this Section are to—
 - (a) Maintain current all information records required for the use of the telephone censors.
 - (b) Review all telephone intercepts, censoring actions and censor's comments for pertinency before submitting to the Station Censor.
 - (c) Prepare Submission Sheets as directed and forward to District level for further action.
 - (d) Perform all copying and filing of material directly related to censorship production.
 - (e) Collect and prepare for review all intercepted material provided by Sub-Station Control Units.
 - (f) Process censorship collection submitted by Mobile Units.
- (2) *Operations Section.* The functions of this Section are concerned only with the actual censoring of voice transmissions including the recording thereof when required; the preparation and initial forwarding of Call Forms and the recommendations by the telephone censors for the preparation of Submission Sheets on certain intercepts. The telephone censor accomplishes his function through the use of a Censoring Set. This set, is a switching device, which permits the censor to contact the operator, split the circuit between the parties, talk to either party to the exclusion of the

other or to both, simultaneously; record the conversation and introduce the censor's voice onto the recording for purposes of identifying the transmission. In performing his function, the telephone censor applies the regulations and procedures set forth in paragraphs 62 through 69, taking such censoring action as may be required. In contrast to the cable censor and the postal censorship operation, the censoring action taken by the telephone censor is final and irrevocable. He does not have the opportunity for review that is available to the postal or cable examiner but must exercise prompt judgment in anticipation of or at the moment a violation of censorship regulations occurs. The telephone censor takes notes as the conversation progresses and at the completion of the call, he completes a Call Form. This form includes identifying information on the parties to the call, a record of censorship action, recording identification and a summary or transcript of the conversation. The censor may append his comments as required. When completed the Call Form is surrendered to the Telephone Supervisor. The Telephone Supervisor delivers intercepted material to the Preparations Section for screening and preparation of Submission Sheets which are forwarded to the District level. Call Forms may be developed by Civil Censorship organizations as needed.

60. Cable and Telegraph Stations

A Cable and Telegraph Station consists of an Administrative Branch and a Censorship Branch.

a. Administrative Branch. It is the immediate responsibility of this branch to muster in all personnel reporting to the station, to foster the acquisition of additional personnel, supplies, equipment, and facilities as well as establishing the administrative procedures required for station operation. These procedures include administering such Sub-Station Control Units

as may be operated under the command of the Station Censor.

b. Censorship Branch. The Censorship Branch consists of two Sections, the Preparations Section and the Operations Section.

- (1) *Preparations Section.* The functions of this section are to—
 - (a) Divert all censorable cablegrams and telegrams from the traffic flow of the operating company to the Cable and Telegraph Station.
 - (b) Maintain a communications log to list censorable traffic flow into and out of the Station.
 - (c) Maintain in current status all informational material required for processing communications screen and mark all incoming communications against such records.
 - (d) Provide material for ready reference in censoring message traffic.
 - (e) Translate all messages conforming to authorized language requirements and unpack all messages using authorized commercial codes.
 - (f) Route prepared message traffic to the Operations Section for censorship action.
 - (g) Return to the operating company for correction all messages so marked by the censors and advise the operating company by identifying message number of all cancellations as indicated by the censors.
 - (h) Prepare Submission Sheets when indicated by the Operations Section for review by the Station Censor, and forward such sheets to District level when approved.
 - (i) Return to normal message traffic flow all censored communications (other than cancelled or suppressed material) in accordance with the censor's action indicated on each message.
 - (j) Collect and prepare for review all intercepted material provided by Sub-Station Control Units or material submitted by nearby Mobile Units.
 - (k) Maintain a master file of Sub-

mission Sheets and such other traffic files as the Station Censor may prescribe.

- (2) *Operations Section.* In a small or average-sized station the Operations Section may consist of from one to several Censoring Desks. In the lesser operation all categories of traffic are routed by the Preparations Section to each censor's desk. In the larger station, the Section may be formally divided into specific desks for the examination of Government, Finance, Shipping, Trade, Press, and Personal messages. The larger operation presupposes the availability of censoring personnel having an adequate degree of competence to censor traffic in these specialized categories. In performing his functions, the censor applies the regulations and procedures peculiar to cable and telegraph censorship set forth in paragraphs 70 through 80, taking such censoring

action as the message content or corollary information might indicate. Where required, the censor prepares a Submission Sheet for further processing by the Preparations Section and Station Censor review, prior to forwarding to the District level. He reviews, when directed, material collected by the Sub-Station Control Units and makes appropriate recommendations to the Station Censor regarding the usefulness of such material.

61. Mobile Telecom Censorship Units

The District Censor may require the use of Mobile Units for the initial control of telecommunications within areas recently brought under the jurisdiction of the Civil Censorship Territory. Material of censorship concern developed by such units will be processed by the nearest station and forwarded to the District level.

CHAPTER 8

TELEPHONE CENSORSHIP

62. Personnel

The number of Censors required in a telephone censorship installation depends upon two principal factors; first, the number of positions to be manned, and second, the number of shifts. The number of censorship sets, which in turn establishes the number of positions, is determined after a decision has been reached as to the extent of coverage made of the existing telephone circuits with or without rerouting. Supervisory personnel are vital, particularly in the handling of calls which require approval prior to transmission. Although equipment may be permanently installed by technical communications personnel, telephone censorship should have trained personnel assigned to its staff capable of installing, operating, and maintaining such equipment. Mobile Telephone Censorship Units should have an equivalent capability. Personnel for other telephone censorship functions are provided on the basis of the operation's output and the volume of telephone traffic handled.

63. Regulations for the Public

When public use of telephone circuits is permitted, regulations governing such use are promulgated by appropriate military authority. These regulations will provide that—

a. Civil Censorship has the authority to monitor or censor and approve or disapprove all telephone conversations and to take whatever action is necessary without explaining the action.

b. Operating companies are forbidden to furnish the public with information about censorship action or procedure.

c. Certain military and other information will not be discussed.

d. Only certain languages are permitted in telephone conversations.

e. The use of any method to convey a hidden meaning is prohibited.

f. The caller is required to furnish the operator with the following information:

- (1) Full name.
- (2) The number and directory listing of the telephone from which the call is placed.
- (3) Occupation and business address (or home address if not in business).
- (4) The nature of the proposed topic of conversation (for example, government, business, or social). In the case of business calls the exact subject (rubber, steel, cotton, or textiles) must be given.
- (5) The full name and address of the callee, and additional information, as in (2) and (3) above, if known.
- (6) The language to be used.

g. Calls may not be placed from public pay stations and hotel extensions unless the caller can be fully identified.

64. Regulations for Operating Companies

Civil Censorship regulations governing the operating companies provide that they will—

a. Obtain and relay to Civil Censorship on each external call (any call originating *or* terminating outside the Civil Censorship Territory) the information specified in paragraph 63*f* and any additional information required by telephone censorship during or after a call. In the case of incoming as opposed to outgoing calls, the operator's procedure for securing such information may vary if the callee, rather than the caller, is under Civil Censorship jurisdiction. On each transit call (any call that originates *and* terminates outside the Civil Censorship Territory) the operator obtains at least the full name, address, and telephone number of the caller and the callee.

b. Stop external and transit calls at designated telephone censorship control points and note the external company responsible for originating the call, and, in addition, the company's serial number for the call.

c. Advance calls to the distant operator only with the approval of telephone censorship.

d. Notify telephone censorship when ready to complete approved calls.

e. Establish connection on calls only with the permission of the censorship authority.

f. Terminate any call when so directed by telephone censorship personnel.

g. Refuse service when an unauthorized language is to be used.

h. Furnish information to the caller or callee during or subsequent to telephone conversations only as authorized and prescribed by Civil Censorship.

i. Repeat a standard warning notice, to the caller or callee, when this is necessary for security, at the beginning of each call depending upon which of the two is under Civil Censorship jurisdiction.

j. Assure that company employees in contact with the public or involved in the actual transmission of calls are generally familiar with telephone censorship regulations for operating companies and for the public.

k. Communicate directly with designated Civil Censorship officials on matters involving the enforcement, interpretation, or adjustment of telephone censorship regulations for operating companies.

l. Refer to Civil Censorship all complaints or requests from the public when, upon investigation, such complaints or requests appear to involve censorship action rather than simple technical irregularities on the part of the operating company, and to reply to such complaints only as authorized by Civil Censorship.

m. Provide space and facilities on operating company premises as required for telephone censorship operations.

65. Telephone Censorship Equipment

Suitable equipment necessary for conducting telephone censorship include censoring

sets, which, with proper installation, will permit the Censor to accomplish the following:

a. Talk to the operator.

b. Listen to a call without the knowledge of either the caller or the callee.

c. Talk to both the caller and the callee or to either one individually without the knowledge of the other.

d. Terminate a call by disconnection.

e. Make a recording, in whole or part, of any call.

f. Identify the recording for future reference.

66. Official and Privileged Calls

a. Official calls are all calls to or from United States or Allied Government agencies and their authorized representatives and to or from such other agencies and representatives as the area commander determines.

b. Privileged calls are calls granted immunity from censorship because of diplomatic or governmental status of the caller or callee.

c. In order to facilitate identification of official and privileged callers, Civil Censorship and the operating company are provided with complete lists of names and telephone numbers. These lists are used to expedite the processing of official or privileged calls. All or most of the call data required in paragraph 63f will be waived on privileged conversations.

67. External Precall Procedures

Information on the caller and the callee, obtained as set forth in paragraphs 63 and 64, is normally relayed to censorship through a switchboard permanently connected to toll circuits and is entered on a suitable form. The names of the caller, the callee, and other persons listed on the call form as parties to the conversation are checked against the Watch List. Identification numbers and other indicators are added to the call information on hand. After the call is checked against authorized lists and approved or refused, the operating company is notified and the call form placed in a ready file. In the case of an approved call, censorship is again advised through the switchboard operator before the connection is made and any change in call data is reported. The call information, with necessary revisions, is

again submitted for final approval. If the call data are still satisfactory and if a censor is ready to observe the call, the censoring set is cut into the toll circuit through a switchboard and the call proceeds.

68. External Telephone Call Censorship Procedure

a. Approval of Telephone Calls. Approval procedure requires that official, privileged, and press traffic be approved in accordance with current command policy subject to proper identification. The approval of other calls is determined by the call data and information about the caller or the callee which may be found in previous records, or in the Watch List information file. In the case of Watch List traffic the Watch List number may require automatic disapproval or other censorship treatment. After the status of the call is determined, a notation of approval or disapproval is made on the call form. Approval is on the basis of the information originally submitted; reapproval is necessary if the call data are changed as when a person other than the original callee is to take the call. If the call is finally approved, the call form to which all pertinent instructions have been added is given to the censor assigned to the call. Supervisory personnel, by evaluating call data, make assignments of calls to the best qualified censor. The preparation of a Submission Sheet is necessary when request for a call is disapproved, particularly when entries on the Watch List are involved. In such a case call form data are set forth in the Submission Sheet using the word "refused" to indicate action taken.

b. Censoring Telephone Calls. The censor assigned to a call first should familiarize himself with the contents of the call form, and, when prepared, allow the connection to be established. A general outline of subsequent procedure follows:

(1) *Warning Notice.* Prior to the beginning of a conversation, a warning notice is given by the telephone operator. In the case of official or privileged traffic such a warning should be limited to a statement that the circuit is insecure and that the parties are requested to exercise discretion. On

other calls, the warning should also indicate that observance of the regulations is required under penalty of prosecution.

(2) *Action.* In observing a telephone call a censor weighs carefully the value of interrupting or terminating a conversation for security reasons against that of allowing it to proceed in order to obtain information of interest to censorship. Judgment is exercised in taking action which will advise the caller or callee of his presence on the line. If possible, the censor confines himself to use of the cutting key with which censoring sets are equipped, since this enables an alert censor to prevent transmission of words or phrases which would violate security or which might form part of a code message. In interrupting conversations, however, the loss of information to censorship is again a factor. A censor may take the following actions either separately or in combination, except on press traffic which will have been approved or disapproved beforehand.

(a) *Passed.* A call which is allowed to proceed to its normal completion is considered to be passed.

(b) *Caller (callee) warned.* The censor may identify himself to the caller, the callee, or both, to give an appropriate warning when either party mentions a subject prohibited by censorship regulations, when an unauthorized language is used, when persons not originally approved enter the conversation, or when a personal or business call deviates from the approved subject. Interruption, particularly in the latter two instances, is a matter of judgment. When interrupting official or privileged calls, a censor only advises that the line is not secure.

(c) *Call cut-off.* If either the caller or the callee disregards a previous warning and again violates censorship regulations, the censor may

interrupt to advise that the call is to be terminated. The censor uses the cutting key to prevent further conversation and instructs the switchboard operator to break the connection and to advise the operating company. Official and privileged calls should not be cut off, unless the appropriate commander has authorized such action.

- (3) *Summary.* A summary of every telephone call will be written on the Call Form. This summary should be in sufficient detail to relate the principal subjects conveyed during the conversation.
- (4) *Submission Sheets.* When information of interest to censorship appears in one or more summaries, a Submission Sheet is prepared.

69. Transit and Internal Telephone Calls

Transit and internal telephone calls normally do not require the approval of telephone censorship prior to transmission. Therefore, these calls will not be treated in the same manner as external calls unless such treatment is feasible

and essential for security reasons. Continuous observation of transit and internal traffic produces a large amount of information, and such traffic is primarily censored for that purpose. The method of handling transit and internal calls is outlined below.

a. Transit Telephone Calls. Transit telephone calls are affected principally by the fact that the operating company is only required to provide censorship with the identity and location of the participants prior to establishing the connection. No preliminary warning should be given by the telephone operator, and the censor should *not* reveal his presence on the line. Action is limited to cutting calls without warning if such action is necessary to security.

b. Internal Telephone Calls. Internal telephone traffic is monitored and recorded on a spot-check basis, although it may be advisable to place greater emphasis on observing long distance calls. As in cable censorship, permanent installations may be established at major points where internal traffic is controlled. Suitably equipped mobile units may be detailed to make temporary installations at one exchange after another to assure surveillance of local traffic throughout the territory.

CHAPTER 9

CABLE AND TELEGRAPH CENSORSHIP

70. Cable Censorship

The basic policies and procedures for the establishment of censorship control over cable communications of civilians residing in the occupied or controlled area are comparable to those of postal censorship. The requirements for censorship of cablegrams, radiograms, and telegrams are virtually identical. For the purpose of this manual, all such communications are referred to as "cables". The number of censors required for a cable censorship installation is determined on the basis that—

a. Each person with proper censorship training and fluency in the necessary languages can censor an average of 200 to 300 cables in the course of an eight-hour shift. This figure is subject to fluctuation in accordance with the complexity of the type of cables being examined and experience level of the censor.

b. Allowances are made for the hours of the day during which operating companies are open to the public, a factor which may affect the number of shifts required. An appropriate supervisor is provided for groups of censors handling different types of cable traffic during each shift. The number of personnel needed for other than censoring functions is based on the number and the output of the censors, except that cable volume is the principal measure for determining personnel requirements for preparation functions.

71. Regulations for the Public

When the sending and receiving of cables by the public is permitted, regulations governing the transmission of cables are promulgated by the military authority. Regulations are issued primarily for external traffic which normally requires approval prior to transmission; however, if transit or internal traffic is subject to approval, these regulations would also govern this type traffic. Regulations governing cable censorship should provide that—

a. Civil Censorship has the authority to censor all cables and to take whatever action is necessary without explanation.

b. The cables are filed entirely at the sender's risk.

c. Operating companies are forbidden to furnish the public with information containing censorship action or procedure or to alter cables without prior consent of Civil Censorship.

d. Certain military and other information is not authorized for transmission.

e. The use of any method to convey a concealed message is prohibited, except in the case of authorized commercial or operating company codes.

f. Only certain languages are authorized.

g. Persons under Civil Censorship jurisdiction are prohibited from acting as intermediaries for persons outside the area of Civil Censorship jurisdiction. Personnel subject to Armed Forces Censorship are directed not to act as intermediaries for persons under Civil Censorship jurisdiction.

h. The address and signature contained in the cable must be complete enough to distinguish clearly the addressor and addressee from other individuals.

i. When filing the cable, the addressor must write his full name and address on the cable form in addition to the signature prescribed in *h* above; his firm's name and address must also be set forth in the case of business cables.

j. In order to be passed by censorship, cable texts must be in everyday language.

72. Regulations for Operating Companies

Civil Censorship formulates regulations governing the relation of operating companies with censorship. Such regulations are promulgated by military authority, and should, in such detail as may be necessary, require operat-

ing companies to comply with the following general instructions:

a. Accept from addressors only such cables as are filed in the manner required by Civil Censorship regulations.

b. Submit cables, as required, to cable censorship at designated points.

c. Alter the normal routing of a cable only with the consent or upon the direction of cable censorship.

d. Supply cable censorship with cable forms for use in retyping cables which require deletion.

e. Query addressors or operating company offices at the request of cable censorship when cables are incorrect in form or when additional information as to cable text is required. This involves collect service to addressors or addressees within the territory and free service within or among operating companies.

f. Transmit, free of charge, any passmarks or memorandum messages added to a cable for censorship purposes.

g. Charge the addressor for the actual number of words filed, although a different number of words may be transmitted due to censorship action.

h. Maintain a complete file of all cables. This file should be available at all times to Civil Censorship and may be destroyed only with prior approval of Civil Censorship.

i. Assure that operating company personnel do not reveal censorship action taken on cables except in the case of cancellation or return for correction.

j. Assure that company employees who are in contact with the public or involved with the actual transmission of cables are generally familiar with cable censorship regulations for operating companies and for the general public.

k. Communicate directly with designated Civil Censorship officials on matters involving the enforcement, interpretation, or adjustment of regulations for operating companies.

l. Refer to Civil Censorship all complaints or requests from the public regarding cables that, upon investigation, appear to involve censorship action rather than simple technical irregularities on the part of the operating com-

pany, and to reply to such complaints only as authorized by Civil Censorship.

m. Provide space and facilities on operating company premises, as required.

73. Sub-Station Control Units

Cable censorship personnel at operating companies insure that outgoing cables with no evidence of previous censorship are rerouted through cable censorship prior to further transmission or delivery. Substation control units do not perform actual censoring functions, although, under certain conditions, they may be required to do so to a limited extent. They facilitate liaison between cable censorship and operating companies, refer technically irregular cables to the operating companies prior to censorship, and censor operating company service messages to the extent required.

74. Preparation of Cables

The preparation function involves the following two distinct operations:

a. *Receipt and Dispatch.* Operating companies furnish cable copies in the required number directly to cable censorship by the most practicable means. Traffic enters and leaves the cable and telegraph station through the Receiving and Dispatching Unit of the Preparation Section. This section maintains a file of messages submitted that day or a daily log showing the number assigned to each cable by the operating company, its time of receipt and dispatch. This insures that the messages give no indication of censorship action, except that "PASSED" stamps, passmarks, or memorandum messages are not altered or removed.

b. *Processing.* To facilitate examination, considerable advance processing of cables may be necessary. Processing will involve most, if not all, of the following functions:

(1) *Sorting.* All cable traffic is sorted as received into classifications for distribution to appropriate censoring desks. Cables determined by the sorting process to need additional processing are diverted for—

(a) *Correction.* The operating companies are responsible primarily for accepting only those cables which are correct in form, and for sub-

mitting them as filed. When cables are garbled or mutilated as to be unintelligible or are obviously incorrect as to form, they are returned to the operating company for correction by the company or by the sender.

(b) *Decoding.* A business cable in a commercial code authorized by Civil Censorship, or which contains an authorized registered address must be reduced to its original text for the information of the censor.

(2) *Watch Listing.* All cables, excepting official traffic, are checked against authorized lists and other references as to address, addressor, addressee, and any names or subjects mentioned in the text so that traffic to, from, or involving Watch List entries can be segregated for special treatment. After this processing, the cables are distributed to the censors' desks for action.

75. Classes of Cables

Cable censorship is concerned with several classes of traffic which may be listed under three major headings—

a. *Special Cables.* All of the following types of traffic are processed as expeditiously as possible by cable censorship:

(1) *Official.* This class includes all cables to or from the United States or Allied Government agencies and their authorized representatives and to or from such other agencies and representatives as the area commander determines. The extent to which official traffic is exempt from normal regulations is established by Civil Censorship and arrangements made between Civil Censorship and the agency concerned for definite identification of such traffic as passes through cable censorship's control.

(2) *Watch List.* All cables containing a name or address which appears on the Watch List.

(3) *Red Cross.* Although communication with certain territories may be pro-

hibited, the International Red Cross may be permitted to exchange cables with its representatives in those territories on emergency matters involving persons under the jurisdiction of Civil Censorship.

(4) *Press.* Press traffic includes cables containing material intended for publication and originating with individuals whose cables are normally subject to Civil Censorship. It does not include cables containing material subject to the jurisdiction of Field Press Censorship as outlined in AR 360-65 / OPNAVINST 5530.3 / AFR 190-11.

b. *Business Cables.* This category includes all messages dealing with finance, trade, food, and other business matters.

c. *Personal Cables.* All messages which are of a personal nature and which do not properly fall within one of the other two main categories are considered personal.

76. Censoring Procedure

The procedures outlined below are applicable primarily to external cable traffic.

a. *Normal Procedure.* A thorough understanding of each text is a prerequisite to action and considerable investigation of the background of the addressor or the addressee may be necessary to such understanding. Any cable which is suspected of containing a hidden message is referred for message analysis to the nearest Civil Censorship installation where such analysis is performed. Prior to taking any action on a cable, a censor may consult with his supervisor and should always refer to the Requirements Guide or similar document to determine whether or not to prepare a Submission Sheet. The censor may specify the preparation of a Submission Sheet regardless of the action taken on the cable. Business directories, files of previous Submission Sheets, and other reference material may contribute to the censor's understanding of the cable he is processing, or may furnish pertinent details about the background and integrity of the addressor or the addressee.

b. *Special Procedure.* Examination of official and privileged cables is primarily for the pur-

pose of establishing with certainty their official or privileged nature. Official and privileged traffic is passed as filed and without interference, unless it is definitely objectionable from a security standpoint. In such a case the addressor is approached through appropriate channels and advised of the extent to which he is endangering security. The considerations set forth in postal censorship apply equally to censorship of Watch List, Red Cross, and Press Cables.

77. Censorship Action on Cables

It is advisable to attach to each cable a form on which the censor records his disposition of the cable and any specifications made for copying purposes. The following courses of action are available to a censor:

a. Passed. A cable which does not contain any violation of Civil Censorship regulations is passed and stamped with the word "PASSED."

b. Deleted. If portions of a cable violate Civil Censorship regulations or are otherwise unsuitable for transmission, they may be deleted. The cable will then be recopied with the deleted portions omitted and stamped as in (a) above for release to the operating company. Care is exercised to prevent any indication of the original word count in the cable's preamble from reaching the addressee. The original message is retained by censorship together with the new version.

c. Delayed. Cables which cannot be immediately released because of security reasons may be delayed for a period of time specified by Civil Censorship headquarters and then passed. Delay may be sufficient in itself or may be used in combination with deletion. The date and time groups in the cable's preamble will not be altered or deleted, except in accordance with the policy of Civil Censorship headquarters. No mark to indicate delay should be placed on the form which is released for transmission. It should bear only the Civil Censorship stamp impression applied after the period of delay has expired.

d. Returned for Correction. When examination of an otherwise "passable" cable reveals a technical irregularity (e.g., mutilation, garbling, or incorrect form) which can be corrected, the censor returns the cable to the

operating company for correction. This action is normally taken in the course of sub-station control. The cable is marked "RETURNED FOR CORRECTION" and bears the censor's number. For the benefit of the addressor and the operating company, a brief statement of the reason for return is appended.

e. Cancelled. When examination of an otherwise "passable" cable reveals a technical irregularity which cannot be corrected by return as in *d* above, the censor cancels the cable and authorizes the operating company to make a refund without further referral to censorship. The cable is marked "CANCELLED" and bears only the censor's number.

f. Suppressed. Cables on which other action is inappropriate are suppressed and their transmission and delivery to addressees is thus prevented.

g. Rerouted. At the discretion of the censor and as a security precaution, the normal routing of a cable which is released for transmission may be changed. Therefore, a message for transmission by radio may be routed via land wire or underwater cable circuits, or the rerouting may be accomplished for the purpose of avoiding transmission through a certain territory. If widely practiced, however, rerouting will interfere considerably with the normal processes of the operating companies and should be prescribed only when there is definite necessity to do so.

h. Passmarks. In many cases copies of external cables which have been released for transmission by one cable censorship activity will be seen prior to delivery by another United States or Allied censorship unit. To distinguish such a cable from one on which no censorship action has been taken, letter symbols known as *passmarks* are added to its preamble. Passmarks serve a variety of purposes and the number actually used depends upon operational requirements within Civil Censorship and between Civil Censorship and other censorship organizations. In general two type of *passmarks* are used—

- (1) To indicate that the censor has passed the cable without reservation; or
- (2) To show that in passing it he has some reservation, particularly about the addressee, and that final jurisdiction

over the cable is released to another censor at the point where delivery is to be made. Only the first type of passmark, if any, should appear on the delivered copy of the cable and may be made a prerequisite for delivery. It is always substituted for the second type passmark by the first United States or Allied censor to see the cable after it has been cleared for delivery. Use of the second type of passmark is supported and clarified by addition of the address of the cable censorship to which final jurisdiction is released or by use of memorandum messages which are transmitted free of charge by operating companies operating under cable censorship regulations. The use of *passmarks* on transit and internal traffic is normally not necessary.

78. Copying and Filing of Cables

a. Copying of Cables. The preparation of Submission Sheets and the retyping of cables from which deletions have been made are not functions of the censors, although it is their responsibility to specify when and how such action should be taken. Inasmuch as Submission Sheets usually contain the entire text of the cable, the preparation of such forms for information and record purposes requires only the transcription on the appropriate form of data contained in the cable and in the accompanying record of the censors action and specifications. Similarly, deleted cables are recopied on blank message forms provided by the operating company.

b. Filing of Cables. It is not necessary to keep addressor and addressee files of each cable received by cable censorship. The maintenance of complete files by the operating companies and of a daily log by cable censorship is sufficient for general purposes. Copies of cables returned for correction are kept to permit comparison with the corrected cable when re-submitted. If a Submission Sheet is to be prepared, however, the Submission Sheet Files are usually sufficient for reference purposes. To avoid unnecessary copying for censorship files the operating company should be required to

furnish a suitable number of copies of each cable.

79. Servicing of Cables

Instances will arise in which the text of a technically correct cable is not clear to a censor even after his review of all the data immediately available to him, and he may request that additional information be furnished. This is called servicing. The information required for clarification may be obtained from sources within the operating company such as the office where the cable was filed, or from the addressor or the addressee. In any event the query is made through the operating company which is responsible for securing the necessary explanation. It should be noted that such a query prior to delivery may warn the addressee that Civil Censorship is holding the cable.

80. Transit and Internal Cables

Normally, cable censorship does not interfere with the transmission of transit and internal traffic. Therefore, such traffic is not handled in the same manner as external traffic which is censored prior to release for transmission or delivery and which is acted upon as prescribed for in paragraph 77. On the other hand, full action on transit or internal traffic may be required because of security reasons, although suspension of such services is more likely. Transit and internal cables are important from an informational standpoint and are consistently reviewed by cable censorship in accordance with provisions of this paragraph where applicable. Access to transit and internal traffic is obtained as follows:

a. Transit Cable. Operating companies furnish cable censorship with a suitable number of copies of all transit cables for review prior to retransmission. In order to avoid rerouting and delay of such traffic, this is accomplished best at censorship activities located at operating company control points where transit traffic is handled.

b. Internal Cables. Mobile cable censorship units may inspect the message files maintained at any office of an operating company, or permanent units may be assigned to major internal control points to spot check internal traffic after messages have been transmitted.

CHAPTER 10

REPORTS

81. General

In order to insure maximum security and intelligence effort, it is essential that a centralized reporting system be utilized by Civil Censorship. Information obtained by Civil Censorship is forwarded through appropriate channels for distribution to user agencies. The Submission Sheet is used in most types of censorship reporting, however, the types of reports shown below are prepared using the format required by Civil Censorship Territory Headquarters.

82. Types of Reports

a. Public Opinion Tallies.

- (1) When user agencies are interested in determining public opinion on various subjects or public reaction to certain occupation policies, tallies are prepared to indicate the number of favorable and unfavorable comments made on such matters in censored communications. At each station, every examiner must maintain a tally or take a sample tally of all communications he examines. A consolidated tally is prepared each week by each station and forwarded to district headquarters. These tallies provide the basis for a report to the user agencies. It should be remembered that such a tally has distinct limitations with respect to statistical accuracy. It should cover a significant percentage of communications and be based on a representative sample of the communications available. Possible subjects on which public opinion tallies may be desired are—

- (a) Adequacy of food supplies.
- (b) Conduct of occupation troops.
- (c) Inflation.

- (d) Local administration.
 - (e) Agricultural output.
 - (f) Occupation policies.
 - (g) Employment opportunities.
- (2) Necessary data to assist in evaluating the reliability and interpreting the significance of the report include the following items:
 - (a) Period covered by tally.
 - (b) Total number of communications examined for applicable comments.
 - (c) Principal geographical areas in which communications originated.
 - (d) Types of communications in which comments were noted (personal mail, business mail, telephone calls, and cables) and number of comments noted in each type.

b. Analyses of Trends or Special Subjects Over a Period of Time. Information reported in public opinion tallies is disseminated by periodic summaries to the user agencies. Such reports summarize the information as much as possible, but typical comments may be quoted in full when they best illustrate a point. Such reports do not evaluate or interpret the information and may pertain either to a single subject of interest to several user agencies or to a group of subjects of interest to a single user agency.

c. Periodic Summary of Censorship Information. The Civil Censorship Territory Headquarters periodically prepares a compilation of the most important information obtained on all subjects. The information reported is derived from Submission Sheets. These reports are given wide distribution throughout Civil Censorship and the military command being served.

d. Spot Information Reports. When censorship produces information requiring immediate transmission and dissemination to authorized

agencies, a Spot Information Report is prepared. The information is sent by the most expeditious means to the next higher headquarters. The Requirements and Disseminations Division may, at a later date, prepare a Submission Sheet based on the Spot Information Report and disseminate it to other interested agencies.

83. Civil Censorship Monthly Report

The Commander of a Civil Censorship Territory prepares a monthly report. No form is prescribed for this report. This report covers

the major phases of the operation including policy, plans, and status of the organization. Also it includes data furnished by subordinate echelons of the organization covering—

- a.* Flow of communications.
- b.* Volume of communications.
- c.* New censorship procedures.
- d.* Liaison activities.
- e.* Allocations.
- f.* Training.
- g.* Logistics.
- h.* Personnel management.

APPENDIX I

CIVIL CENSORSHIP FORMS

The following examples of censorship forms which can be used in the examination process to expedite censorship actions are presented for reference purposes. The actual forms which will be used must take into consideration the degree of data mechanization possible within the territory.

1. Censorship Submission Sheets

Censorship Submission Sheets (figs. 1 and 2) are used to forward information gathered from the mail and from telecommunications respec-

tively. This is the principal means by which information is transmitted to Civil Censorship Headquarters for distribution to interested user agencies. It is prepared by the examiner or censor. The Requirements Guide serves as the source for information desired. The completed Submission Sheet is given to the supervisor for review and forwarding. The Remarks portion is written in the original language. If the language is other than English, the English translation is also shown.

	APPROPRIATE HQ DESIGNATION CIVIL CENSORSHIP SUBMISSION SHEET	SERIAL NO: DATE:
<hr/>		
STATION:	TERRITORY:	
FROM		TO
NAME:		NAME:
Address:		Address:
WATCH LIST REF:		WATCH LIST REF:
<hr/>		
TEXT OR SUMMARY		
TOPIC:		
<hr/>		
LANGUAGE:		
<hr/>		
CENSOR ACTION:		
<input type="checkbox"/> EXCISE <input type="checkbox"/> EXTRACT <input type="checkbox"/> MISSING INCLOSURE <input type="checkbox"/> DELAY <input type="checkbox"/> PHOTOGRAPH OR PHOTOSTAT <input type="checkbox"/> CONDEMN <input type="checkbox"/> OTHER		
<hr/>		
DISTRIBUTION:		
<hr/>		
CENSOR'S COMMENT:		
<hr/>		
CENSORED BY:		REVIEWED BY:
<hr/>		

Figure 1. Submission Sheet Form.

2. Missing Inclosure Notice Form

The Missing Inclosure Notice Form is completed by the examiner in duplicate. The copy is inclosed with the communication and is filled out on the front only, while the filed original, in addition, bears the name and address of the

addressor and addressee and the date of postmark or letter. This information is placed on the back of the form. The file copy is forwarded to the File Unit of the Examination Services Section for filing alphabetically under the name of addressor.

MISSING INCLOSURE NOTICE

The inclosure mentioned in this communication, identified as _____

was missing when the letter was opened by the Examiner for U. S. Civil Censorship.

Examiner No. _____

Supervisor No. _____

(Front)

NAME AND ADDRESS OF ADDRESSOR:

NAME AND ADDRESS OF ADDRESSEE:

DATE OF POSTMARK (Or Letter) _____

(Back)

Figure 3. Missing Inclosure Notice Form.

3. Report of Mutilation Form

The Report of Mutilation Form is stamped

as required and inclosed with the communication. No file or duplicate copy is required.

REPORT OF MUTILATION

This communication was in mutilated condition when it reached Civil Censorship.

Examiner No. _____

Supervisor No. _____

Figure 4. Report of Mutilation Form.

4. Delay Request Form

The Delay Request Form is stamped as required and forwarded to the Filing Unit of

the Examination Services Section for release on date prescribed by the examiner. No duplicate is needed.

DELAY REQUEST

Date _____

TO: Filing Unit

Request the attached communication(s) be held until _____ and then released. (date)

Examiner No. _____

Supervisor No. _____

Figure 5. Delay Request Form.

5. Transmittal Slip Form

The Transmittal Slip Form is completed by the examiner and attached to the communication which is forwarded to the appropriate

examination section. (The cover of a letter may indicate a personal letter, but, upon opening, the letter may disclose information of a business or other nature.)

TRANSMITTAL SLIP

TO:

1. The attached communication contains subject matter falling within the purview of the _____ section.

2. Referred for Examination.

Examiner No. _____ Supervisor No. _____

Examiner Branch _____

Figure 6. Transmittal Slip Form.

6. Request for Previous Records Form

The Request for Previous Records Form is completed by the examiner and is forwarded to

the File Unit of the Examination Services Section or to the Classification and Watch List Section.

REQUEST FOR PREVIOUS RECORDS

Exam. No. _____ Supervisor No. _____ Date _____

Time _____

NAME _____

ADDRESS _____

REMARKS (If name or address is incomplete, give a brief summary of SUBJECT):

Figure 7. Request for Previous Records Form.

7. Extraction Slip Form

The Extraction Slip Form is used by the examiner in forwarding extracted matter to the File Unit of the Examination Services Sec-

tion. After filling in descriptive and identifying data and affixing the examiner's stamp, the examiner submits the form, with extracted matter attached, to his supervisor for action.

EXTRACTION SLIP FORM

Identification of Extraction: _____

Type communication extracted from: _____

Date of Communication: _____

From: _____

To: _____

Examiner No. _____

Supervisor No. _____

Figure 8. Extraction Slip Form.

APPENDIX II
TYPE ORGANIZATION FOR CIVIL CENSORSHIP

[Located in back of manual.]

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APPENDIX II TYPE ORGANIZATION FOR CIVIL CENSORSHIP

HEADQUARTERS CIVIL CENSORSHIP TERRITORY

