

UNITED STATES NAVY DEPARTMENT

M A N U A L
OF ORGANIZATION AND PROCEDURE
FOR
COMMERCE AND TRAVEL SECTIONS

SHORT TITLE: COMMERCE AND TRAVEL MANUAL

PREPARED BY
DIVISION OF NAVAL INTELLIGENCE
DOMESTIC INTELLIGENCE BRANCH

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RESTRICTED

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Office of the Chief of Naval Operations
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PROMULGATION

1. This Manual has been prepared for the guidance of officers attached to the Commerce and Travel Sections in the Naval Districts. The distribution is indicated on page II.
2. Commandants will require all officers performing duty with the Commerce and Travel Section in their districts to familiarize themselves with the provisions of the Manual.
3. This Manual is classified as "Restricted."

A. G. Kirk
Captain, U. S. Navy
by direction

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PREFACE

The purpose of this Manual is to suggest a means whereby the mission and tasks of the Commerce and Travel Section (B-5) in the Naval Districts may be accomplished. It neither prescribes a rigid, standardized form of organization and procedure or attempts to cover all of the work which should be done in the Section. That work, because of its nature, should never become routine and mechanical. It will vary according to the variation in conditions and administration in the Naval Districts, and in the requirements for information and action. However, it is believed that a general conformity to the organization and procedure suggested in the Manual will contribute to the efficiency of Commerce and Travel work throughout the Naval Establishment.

The Manual is intended to supplement, not replace, the explanatory and instructive material in the training manual (ONI-T-4) which should be carefully studied by all officers on duty in the Section. Familiarity with the District War Plans is, of course, an essential pre-requisite to the organization of the Section and the establishment of procedure for the performance of its tasks.

The Manual has been prepared in loose-leaf form so that each District may add new pages of information and material as required by local conditions, as the duties of the Section increase, and as new directives are issued. Only a general index is used so that additional pages may be added to each of the general sections without necessitating an alteration in the index.

CHAPTER I

SCOPE OF WORKSection 1 --- Relationship with Coastal Information Section.

1101. Many of the functions of the Commerce and Travel Section (B-5) and the Coastal Information Section (B-8) are so closely related that a clear distinction as to which Section has jurisdiction over them is not always possible. In general, the Commerce and Travel Section takes primary action in all matters pertaining directly to the movement of cargoes, travellers and personnel of merchant ships and aircraft, and to activities aboard and near such vessels and airplanes. The Coastal Information Section takes primary action in matters of coastal intelligence not directly related to ordinary commerce and travel.

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

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

1104. Aside from the difference in specific activities of these Sections, there is another important distinction in the scope of their work. Coastal Information is basically a staff activity, technically a form of combat intelligence, which operates for the benefit of local Naval defense and Army forces in much the same manner as Combat Intelligence operates for the benefit of the fleet.

1105. The work of the Coastal Information Section will develop

primarily from the increased attention which will be directed to the activities of vessels and aircraft in the coastal area in the event of a heightened emergency or a war. Coastal intelligence activities will increase tremendously in time of war, especially in the event of belligerent activities along our coasts.

1106. Another distinction which may be drawn between Commerce and Travel and Coastal Information functions is that information essential to Commerce and Travel work must be collected from a great many sources, both governmental and private. Coastal information, on the other hand, will come from a comparatively smaller number of sources and much of it will flow from within the Naval Establishment. However, some of the same governmental and private agencies will be vital sources of information for both sections.

1107. It is obvious that the closest coordination and cooperation must be maintained between the Commerce and Travel and the Coastal Information Sections at all times because of the overlapping of their interests and activities. Special care must be taken to avoid duplication of work which might result from the similarity of some interests of the Sections.

Section II -- General Tasks of Commerce and Travel Section

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

(1) Entrance and clearance of foreign merchant vessels and aircraft in United States ports and of American flag vessels and aircraft in United States and foreign ports.

(2) Movements of American and foreign flag merchant vessels in waters of interest to the District.

(3) Subversive activities involving (a) Foreign vessels in United States ports; (b) American vessels in United States ports and elsewhere; and (c) The personnel of such vessels. (F.B.I. has primary interest here except where activities directly affect the Naval Establishment.

(4) Sabotage or attempted sabotage of vessels and sea-borne commerce in United States ports.

(5) Attempted entry into, or departure from the United States of suspected travellers from abroad.

(6) Over-seas cargo movements in United States and foreign ships.

(7) Export of strategic, critical, or essential materials, military and Naval equipment.

(8) Transfers of United States vessels to foreign registry.

(9) Information concerning foreign trade and conditions over seas which is of interest to the Navy and which may be obtained from contacts of the Section.

1202. The Section will also be expected to:

(1) Maintain liaison with the War, State, Treasury, Commerce, and Justice Departments, the Maritime Commission, and other governmental agencies with which liaison may be necessary, and with fire, police, and other investigative agencies, and port authorities.

(2) Assist other Sections of the Division of Naval Intelligence in matters concerning the maritime and shipping field.

(3) Maintain such reference works, and other records relating to merchant vessels, shipping companies, sea-borne commerce, and port facilities, and such maps, coastal and harbor charts, etc., as may be essential to the work of the Section.

(4) Train Intelligence Reserve officers of the Commerce and Travel Section.

COMMERCE AND TRAVEL SECTION

IN THE OFFICE OF NAVAL INTELLIGENCE

1203. The above outline of the general scope of the work of the Commerce and Travel Section in the Naval districts conforms to the work of the same section in O.N.I. Information obtained and action taken locally by the Section in the District are reported, through proper channels, to O.N.I. in Washington. There the reports are evaluated and disseminated by B-5 to other branches of the Naval Establishment, to the War Department, and to other interested agencies of the government.

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

CHAPTER II

LIAISONS

Section I -- Importance and Nature of Liaisons

2101. The following section of the manual indicates, in a general way, the liaisons and other contacts which must be maintained by the Commerce and Travel Section. Reference should also be made to the War Plans.

2102. Complete familiarity with liaison requirements, and adequate preparation to establish the prescribed liaisons, will be essential. Inadequate liaisons of the Commerce and Travel Section might result in failure to prevent the detection and apprehension of subversive individuals attempting to enter the country or to prevent subversive activities involving shipments of commodities.

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

- (a) the types of information required by the section;
- (b) the sources from which it may be obtained;
- (c) the adequacy with which these sources cover all areas within the District.

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

2105. Active liaisons should be maintained with:

- (1) The local headquarters of the Coast Guard to obtain information from, and cooperate with the Coast Guard in all matters of commerce and travel of interest to the Naval establishment,

(2) The local office of the Customs Service of the Treasury Department in connection with matters involving the inspection of ships, passengers and crews,

(3) The local office of Immigration and Naturalization Service in connection with matters relating to the entry of aliens into the United States,

(4) The local offices of the Maritime Commission and Bureau of Marine Inspection and Navigation to obtain information concerning merchant vessels and the crews thereof,

(5) The local office of the Civil Aeronautics Administration to obtain information concerning the movement of commercial aircraft and passengers and the crews thereon,

(6) With Military Intelligence to exchange information pertaining to Commerce and Travel,

(7) The Federal Bureau of Investigation in accordance with the Delimitation Agreement mentioned in the section on "Investigations", and

(8) With reliable persons in the commercial field, such as officials of shipping, exporting, stevedoring, and commercial aviation companies, to obtain information of value to the Navy.

2106. The Commerce and Travel Section in the Office of Naval Intelligence maintains liaisons with the central office of the agencies named above and also with the Department of State in passport, visa and related matters. It works in close cooperation with the Foreign Intelligence Branch, with the Ship Movements Division, with the Naval Districts Division, and with the Counter-Espionage Section (Op-16-B-7).

Section II -- Principal Activities of Liaison Governmental Agencies.

(A) COAST GUARD

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

2202. The Commerce and Travel Section will be particularly interested in the following Coast Guard functions:

(a) Enforcement of certain Federal laws, particularly those dealing with the Customs, Internal Revenue, etc.

(b) Supervision of ships and harbors.

(c) Harbor neutrality duties.

(d) Prevention of smuggling.

(e) Neutrality patrol work.

(f) Operation of communications network.

(g) Maritime service--enlistment and training of personnel for merchant ships.

2203. Local Coast Guard Organization : (officers' names, telephones, etc.)

(B) CUSTOMS BUREAU - TREASURY DEPARTMENT

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

The Commerce and Travel Section will be particularly interested in the following Customs activities:

(a) Baggage Inspection -- supervised by a Deputy Surveyor with a corps of inspectors who inspect passengers' and crew's baggage and effects upon arrival of vessel or plane and collect duty, if any.

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

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

(c) Enforcement (Ship Search) -- Squad of experienced inspectors, supervised by Deputy Surveyor, search ships, piers, cargo, keep plans of ships and running history of vessels.

(d) Entry and Clearance Functions -- The Marine Division performs the requirements of law as to entering and clearing vessels, planes, and vehicles. Acts as enforcement agent for the Bureau of Marine Inspection and Navigation. Maintains records on vessels and transfers of vessels, handles export declarations, receives, for file, ship's papers, enforces requirement of outward manifest, health clearance and other documents.

(e) Motor Boat Records -- maintained in Marine Division. Includes only documented craft.

(f) Investigative Work -- performed by Customs Agency

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Service which functions under the direct supervision of the Deputy Commissioner of Customs in charge of the Division of Investigations and Patrol of the Customs Bureau. It is a mobile investigative force handling all matters involved in the detection and prevention of frauds on the Custom's revenue.

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

2208. Local Customs Organization (Officers' names, telephones, etc.):

(C) IMMIGRATION AND NATURALIZATION SERVICE
Department of Justice

2209. The United States is divided into 22 Immigration and Naturalization Districts. The administrative organization of each district consists of a District Director, an Assistant District Director for Immigration and an Assistant District Director for Naturalization.

2210. The Commerce and Travel Section will be particularly interested in the following activities of this Service:

(a) Passenger and Crew Examinations -- by Immigration Inspectors who board ship at quarantine and check passengers and crew and their credentials against the vessel's passenger manifest and crew list.

(b) Special Investigations -- by Special Investigating Unit, directly responsible to Washington. Investigate any criminal violation of the Immigration and Naturalization laws.

(c) Border Patrol -- mobile patrol force covering Canadian and Mexican borders to prevent smuggling of aliens into the United States.

2211. Local Immigration and Naturalization Organization:
(Officers' names, telephones)

(D) BUREAU OF MARINE INSPECTION AND NAVIGATION
Department of Commerce

2212. This Bureau administers the laws relating to the construction, equipment, manning, inspection and admeasurement of commercial vessels of the United States; the assignment of signal letters and official numbers thereto; the supervision of the signing on, discharge and living conditions of seamen; and the administration of the navigation laws of the United States.

2213. The Bureau's inspection activities are administered by 48 boards of local inspectors in as many ports of the United States and its possessions. The Bureau maintains Shipping Commissioners in 14 sea-ports to administer laws relating to seamen. In 67 other ports Customs Collectors or Deputy Collectors act as shipping commissioners.

2214. The Commerce and Travel Section will be particularly interested in the following activities of this Bureau:

1. Ship inspection.
2. Records of officers and crews of American vessels, showing date and place of birth, nationality, nature of employment, etc.
3. Ship histories.
4. Functions of shipping commissioners.

2215. Local Marine Inspection and Navigation Organization:
(Officers' names, telephones, etc.)

(E) FEDERAL BUREAU OF INVESTIGATION
Department of Justice

2216. The Section of this manual dealing with "Investigations" will indicate the importance of close contact with the F.B.I. As a major law enforcement agency of the government, the F.B.I. is actively engaged in counter-espionage and anti-sabotage work. Consequently it functions in close contact with the Office of Naval Intelligence. (See Delimitation Agreement.)

2217. Local F.B.I. Organization (Officers' names, telephones, etc.):

(F) MILITARY INTELLIGENCE DIVISION (G-2)
War Department

2218. Close liaison should be maintained with the Military Intelligence Division of the local corps area for the exchange of information of value to each service. G-2 is actively carrying on counter-espionage and anti-sabotage activities in matters having an Army interest.

2219. Local MID Organization (Officers' names, telephones, etc.):

(G) MARITIME COMMISSION

2220. Both the personnel and the shipping data in the Maritime Commission can be effectively utilized in the work of the Section. Personnel of the Commission are in close touch with the shipping industry and shipping conditions and can arrange useful contacts for officers of the Section.

2221. Among the data compiled by the Commission are records on all ships afloat of 100 tons or over; cargo, mail and passenger reports on vessels entering U.S. ports, giving detailed information about the vessels and their operation; reports of studies of various phases of ocean shipping, etc.

2222. Local Maritime Commission Organization:
(Officers' names, telephones, etc.)

(H) CIVIL AERONAUTICS ADMINISTRATION

2223. The Civil Aeronautics Administration, (Department of Commerce), promotes and regulates civil aeronautics. Maintains staff of airline inspectors, aircraft inspectors, radio and teletype operators. Representatives of the CAA are located at all major airports and at many of the emergency airfields.

2224. Of particular interest to the Commerce and Travel Section are the contacts between the CAA and officials and staff of airlines and airports which may produce valuable information regarding the movement of travellers by air, the movement by planes, etc. Also important are the communications facilities of the CAA which, at times, could be used very effectively in Commerce and Travel work.

2225. Local Civil Aeronautics Administration Organization:
(Officers' names, telephones, etc.)

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(I) FEDERAL COMMUNICATIONS COMMISSION

2226. The Federal Communications Commission administers and enforces laws, regulations and treaties pertaining to radio, through 26 offices. Has 7 radio monitoring stations at: Atlanta, Baltimore, Boston, Grand Island, Nebraska, Great Lakes, Illinois, San Pedro, California, Portland, Oregon. Commission licenses ship radio operators.

2227. Of particular interest to the Commerce and Travel Section is the Commission's monitoring stations for detecting radio messages which may pertain to the undesirable movement of cargo or persons, to ship or cargo sabotage, to vessel movements in the coastal zone, etc.; and its work of licensing ship radio operators.

2228. Local Federal Communications Commission Organization:
(Officers' names, telephones, etc.)

(J) CONTACTS WITH PRIVATE AGENCIES

2229. Active contact should be maintained between the Commerce and Travel Section and private commercial organizations in the District, from which information relating to commerce and travel may be obtained. Examples: steamship and airplane lines, stevedoring and warehousing companies, reputable travel agencies, foreign traders, trade associations, etc.

2230. Such organizations should be listed on pages following this sheet. Each page should show the purposes of the contact with the organization covered, names of key officials, etc.

CHAPTER III

ACTIVITIES OF THE COMMERCE AND TRAVEL SECTIONIntroductory

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

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

3003. The activities of the Commerce and Travel Section are shown in detail in the following pages.

Section I -- Ship Movements

3101. Vessel Position Chart:- Keep in the office of the Section to show, by numbered pins of appropriate color, the latest position of foreign and of American vessels in trades of interest to the District. This information may be obtained from the Coast Guard, from reports of Navy air patrol squadrons, from masters of incoming merchant vessels, from local officers of steamship companies, and from other sources.

3102. Movement Report:- Daily reports of arrivals and sailings of all ORANGE vessels, when such movements are taking place, should be compiled and forwarded to the Chief of Naval Operations (Director of Naval Intelligence) for information and use of Section Op-16-F-8. These reports are made on a standard form, prescribed by the Navy Department. They are forwarded direct to the Chief of Naval Operations under confidential cover. Arrivals or sailings of ORANGE vessels are reported the day after such movement takes place. Reports made on Monday should cover arrivals or sailings on either Friday, Saturday, or Sunday. When there is nothing to report no form should be made out.

3103. The sources of the information for this report are as follows: (1) Department of Commerce forms 1400-A and 1401-A, obtainable from the Marine Division of the Customs House; (2) Coast Guard Ship Bulletin, obtainable from local Coast Guard Headquarters; (3) Press reports. All information obtained from the press should be confirmed with official sources before being used.

3104. On January 17, 1941 instructions were issued that ORANGE movement reports were thereafter to be made daily by teletype; and that the reports were to be continued as confirmation.

3105. Entrance and Clearance Records:- A record of the entrance and clearance of merchant vessels of all flags, in and out of the ports of the District, should be kept. Arrangements can be made to obtain information concerning entrances and clearances from the Marine Division of the Customs Service.

3106. The Customs requires, on a form known as Department of Commerce Form 1400-A, a record of vessels of all nationalities, including American, which are in foreign trade and which have entered or arrived under permit to proceed, on the day in question. This report shows in addition to the name of the steamer the number in the crew, the port or ports whence the vessel has come with the

dates of sailing there from, the nationality and type of the vessel, the approximate tons of cargo carried, the vessel's agent, and the pier to which she is to be berthed.

3107. The Customs also require on Department of Commerce Form 1401-A a record of vessels, either American or foreign-flag, engaged in foreign trade which have cleared or been granted a permit to proceed on the day in question. The form contains information similar to that on form 1400-A.

3108. The Customs requires on form 1402-A a record of coastwise entrances and on form 1403-A a record of coastwise clearances. The information on these forms is incomplete, particularly as American ship vessels engaged in the coastwise trade do not have to fill them in.

3109. While these Customs forms are official for reports of clearance and similar information, they should never be taken as official on the time of a vessel's sailing. The time should always be confirmed with the Coast Guard.

3110. "Stand-by" Procedure:- Complete and current information on the location of vessels in the District; and the position of vessels operating out of the District (in which the District may have a particular interest) is essential in maintaining effective "stand-by" procedure in certain situations. For example, under date of October 26, 1939, serial No. 3415, the Chief of Naval Operations issued preparatory instruction for use when necessary to supply the Commander in Chief of the Asiatic fleet with information on the movements of U.S. merchant vessels in Asiatic waters. These instructions are in a "stand-by" status at the present time.

3111. In districts wherein we find the home offices of American steamship companies, which operate vessels in Asiatic waters, effective preparation in this matter would involve:

(a) Prior arrangements with steamship companies to obtain information concerning any of their vessels which may be proceeding to Asiatic waters, in the event such information is required;

(b) The maintenance of a Position Sheet, of American vessels operating to Far-Eastern waters, according to information available from public sources. When necessary this Position Sheet

should be brought up to date and accuracy, with information obtained directly from the steamship companies;

(c) Preparation of a list of steamship companies in the District, with the names and telephone numbers of officials of those companies, from which information could be immediately obtained.

3112. Preparation of this kind in the case of this particular "stand-by" situation, and similar preparations in the case of other situations which may develop, will enable the Section to take immediate action when orders are issued.

Section II -- Foreign Vessels In Port and Foreign Ship Inspections

3201. Full and confidential reports on the location of all foreign vessels in the District should be prepared. It should be possible, by arrangement with the Coast Guard, to receive the daily Coast Guard Ship Bulletin concerning foreign vessels in port. These daily ship bulletins of the Coast Guard currently cover foreign flag-vessels belonging to both non-belligerent and belligerent nations.

3202. Foreign Ship Inspections:- Personnel of the Commerce and Travel Section should board foreign merchant vessels coming into ports of the District for two purposes:

A. To obtain information from ships' officers, if their reliability is established, concerning belligerent activities, vessels sighted, changes in foreign harbor facilities, etc. (Any information obtained which is of interest to the Coastal Information Section should be promptly transmitted thereto. By proper coordination of the work of the two Sections, the interests of both may often be served by the activities of the Commerce and Travel officer. In some cases, of course, a foreign ship may have to be boarded by a Coastal Information officer.)

B. To secure information for a report entitled "Merchant Vessel Data Card," Form NNI - 131.

3203. The specific directive for the type of information mentioned in (A) is a letter dated January 13, 1941, Op-16-B-5, Serial 06416, which extended previous boarding instructions for U.S. merchant vessels (C.N.C. conf. letter, Serial #1215 of August 2, 1940) so as to include foreign vessels as sources of information. The directive for the information covered in (B) is a letter of January 24, 1941, Op-16-B, Serial 04316, enclosing a copy of Form NNI - 131, giving directions for its use. The directive states that the Section is not to make out the form on foreign vessels that have touched at another U. S. Naval District on the same voyage, and instructs that 3X5 cards are to be forwarded by the District of the vessel's first port of call to any other Districts where the vessel is expected to visit on that voyage, to prevent duplication.

3204. The directive calling for the preparation of Form NNI - 131 states that the facilities of other government agencies should be fully utilized. Part of the required information can be secured

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from U. S. Coast Guard, U. S. Customs, and from Lloyds Register; the balance must be secured aboard the vessel. The U. S. Coast Guard will be glad to cooperate with the Commerce and Travel Section by supplying the Section with photographs of foreign ships entering the District. For example, in the Third Naval District the Coast Guard forwards three copies of each photograph to the Commerce and Travel Section. The Section sends two copies to O.N.I.

3205. The collection of the necessary information and the completion of the data cards must not be allowed to become a perfunctory matter. The cards frequently are the means by which important information, strategic and otherwise, is obtained. They are carefully checked in ONI upon receipt.

3206. A polite request should be made by the ONI boarding officer to the Captain of the vessel boarded for the necessary data with which to fill out the data card. If properly handled, the process of obtaining the data for the card will in most cases lead to the establishment of a friendly atmosphere; after which it may be possible, with some degree of success, to question the ship's officers for information as to conditions existing abroad, merchant vessels, raiders, submarines, and aircraft sighted, if any, changes in foreign port facilities, hydrographic data, etc.

Section III -- U. S. Merchant Marine Officers--Information From

3301. The directive for obtaining information from U. S. Merchant Marine Reserve officers, is a letter from the Chief of Naval Operations dated August 2, 1940, serial No. 1215. The information particularly desired is that which may have a direct or indirect effect upon the operation of our Naval forces or which may bear upon the general security of the Naval establishment or the sources of the building and supply thereof. Political and economic conditions in foreign countries, unusual activities relating to trade and commerce, changes noted in foreign harbor facilities, movements of foreign war and merchant vessels are all matters of interest and should be reported.

3302. The information should be such as would come within the scope of normal observation and normal activities of Merchant Marine officers who should not be asked to seek the information through secret inquiry. Instructions given to Merchant Marine officers who are Naval Reserve officers should be broad. The Merchant Marine officers should be told to keep no memoranda concerning the instructions or their observations.

3303. When an officer of the Commerce and Travel Section boards a vessel it is generally customary to seek the Master whose name has been verified in advance. Interviews of a confidential nature should be limited to Masters who are Naval Reserve officers, except in the case of Masters who are personally known to officers of the Section to be reliable.

3304. After introducing himself and presenting credentials, the boarding officer should explain to the Master the information desired, but he should emphasize that this is purely voluntary duty and explain that a voluntary duty slip will be placed in the Master's (Naval Reserve Officer's) folder. The boarding officer should also explain the security system which is employed to protect sources of information.

3305. In addition to obtaining the information outlined above, the boarding officer should also inquire whether the vessel has carried any passengers deemed to be suspicious persons. This should be done as a measure of assistance to the F.B.I. even if there is no direct Naval interest involved.

3306. Also to assist the F.B.I. and for reasons of Naval interest, boarding officers should inquire whether any crew members

are believed disloyal because of Axis or Communist emphasis.

3307. If there are other Naval Reserve officers aboard the ship the boarding officer should, after consultation with the Master, determine whether these other officers should be contacted. It is a good general rule to maintain as close and frequent contact as possible with Naval Reserve officers in the Merchant Marine, not only because of information which may be obtained from them, but to stimulate the interest of these officers in the Navy.

3308. A boarding officer should make certain that the Master of a vessel to be boarded is the same man as shown in the records of the Section. Merchant Marine officers are frequently shifted about on short notice and even comparatively recent records may not be trustworthy.

3309. Merchant Marine Reservists Files:- It may be found advisable to,

(a) Maintain in the Section a file of all Merchant Marine Reservists commissioned from the District, and

(b) Arrange with the Merchant Marine Section of the Naval Reserve Division in the Districts to refer all applications for enlistment or commission in the Merchant Marine Naval Reserve to the District Intelligence Office before acceptance, so that any information concerning the applicant, which is in the files of the Commerce and Travel Section, may be furnished to the Naval Reserve Division.

3310. All vessels of U. S. registry returning from foreign voyages should be promptly boarded on arrival at a port in the district. If there are no U. S. Merchant Marine Reserve officers on board, the desired information under this section should be developed by discreet inquiry of the ship's officers, as in the case of foreign vessels entering United States ports.

Section IV -- Illicit Movements of Passengers, Crew Members,
Stowaways and Other Unauthorized Persons

3401. The Commerce and Travel Training Manual (ONI-T-4) discusses in some detail the means employed by unauthorized persons seeking to enter or depart from the United States. The officer on Commerce and Travel duty should familiarize himself with those devices, and take the necessary steps, through contact with the local offices of the Immigration and Naturalization Service, the Customs Service, and the F.B.I. to obtain such information and cooperate in such action as may be needed to prevent such illicit movements.

3402. The entry of persons into and their departure from the United States are matters involving the State Department in connection with the issuance of passport visas; the Immigration and Naturalization Service, in connection with the admission of aliens; and the Customs Service, in connection with the transportation, by persons entering the United States, of dutiable or prohibited merchandise. The F.B.I. is also involved in connection with subversive activities of unauthorized persons in this country.

3403. In the event of war, there is expected to be an even stricter control of the entry of persons into, and their departure from the United States. Commerce and Travel officers in the Naval Districts will undoubtedly be actively involved in such a plan of control. For that reason, as well as to handle matters which develop during the period of emergency, Commerce and Travel officers will be expected to be thoroughly familiar with all activities within the District which affect the movements of persons entering or leaving the country. Reference to these matters is made in other sections of this Manual.

3404. The Commerce and Travel Section in the ONI works in close cooperation with the State Department, Customs, Immigration, and the F.B.I. in connection with this matter. Much of that work originates from reports received from the District Intelligence Offices. Prompt submittal from the Naval Districts of information concerning suspected persons who may be seeking to enter or depart from the United States illegally, persons designated as deserters from merchant vessels, persons who are in the United States without authorization and all other matters pertaining to these illicit activities will enable prompt and effective action to be taken.

3405. Passenger lists on both American and foreign vessels should be obtained and kept in a chronological file. Before being filed they should be examined to determine whether they contain the names of persons of interest to the District Intelligence Office. These lists may be obtained from steamship companies.

3406. Activities of the Section in connection with the outgoing passengers should be established in close cooperation with the F.B.I. and the Customs and Immigration Services.

3407. Arrangements should be made for the presence of a Commerce and Travel Section officer at the arrival or departure of passengers who are or may be of interest to the Office of Naval Intelligence.

3408. Crew Lists:- In most cases, it should be possible to obtain copies of crew lists of all American vessels sailing out of the principal ports of the District from the Marine Division of the Customs Service. These crew lists show the name, place of birth, nationality, position on board, age, height, complexion, color of hair; and name and address of next of kin of the crew member.

3409. United States Shipping Commissioner:- Commerce and Travel officers should remember that the Shipping Commissioner is a very valuable contact. All seamen signing on or off American vessels in foreign trade pass through the jurisdiction of his office. Commencing September 10, 1941 the Shipping Commissioners also inspect all vessels, either sail or steam, operating strictly coastwise, which do not sign on their crews before being commissioned. This inspection will make certain that these vessels are complying with the laws as to type, nationality, qualifications, etc., of their crews.

3410. The local officers of the Shipping Commissioner generally have information showing who form the crew of a particular ship at a particular time. That information, however, is not kept by the name of the seaman. A card index of seamen or vessels in foreign trade is kept in the central record division, Bureau of Marine Inspection and Navigation, Department of Commerce, in Washington.

3411. It should be remembered that merchant vessels offer opportunities for subversive activities. Through liaison with the F.B.I., the Customs Service and the Immigration Service every possible means should be taken to determine the existence of any

disloyal members of the crews of merchant vessels; and report promptly and fully all available information concerning them. In cases where more drastic action is necessary the F.B.I. or the Immigration officers can detain and investigate thoroughly the suspected person.

3412. Foreign Merchant Vessels:- The crews of these vessels constitute a greater potential danger than those of American ships. As mentioned in "Illicit Movements of Passengers, Crew Members, etc.," foreign ships may be selected as a means of entering this country by persons engaged in subversive activities. Effective control over the movements of crews while their vessels are in American ports may become a matter of vital necessity.

3413. Commerce and Travel officers should, in close cooperation with F.B.I., Customs and Immigration officers, determine which foreign vessels in the district might present such hazards, and lend such cooperation as may be requested or authorized in providing safeguards against any subversive activities of members of the crew.

Section V -- Aircraft Movements To and From

Foreign Ports

3501. In Districts having ports of departure and arrival for planes operating on services outside the United States, the Commerce and Travel Section should make contacts with officials and personnel of the air line and airport for the purpose of obtaining information regarding the movements of planes, passengers, etc.

3502. Through arrangement with Customs and Immigration officials, it is generally possible for the Section to be represented at the examination of arriving air travellers and interview those passengers. Such interviews are not only necessary in the case of suspected travellers, but, in other cases, are useful to obtain information of value from observant and cooperative travellers. The presence of an officer from the Section may also be necessary at the departure of air travellers.

3503. An effort should be made to obtain, on a regular basis, crew and passenger lists of inbound and outbound planes. Such lists should be checked to determine whether the Section is interested in any persons thereon.

3504. References: Op-16-B-5. Serial No. 06416 - 13 January 1941.
Op-15-A-C1p. Serial No. 1215 - 2 August 1940.
ONI No. 19, Art. 340.

3505. The Commerce and Travel officer should make it a point to examine the logs of these aircraft and question the pilots for information as to surface vessels, submarines, and aircraft sighted enroute, and such other information as might be of interest to ONI.

Section VI -- Commodities

3601. The Commerce and Travel Section should be prepared to obtain information concerning cargo movements, particularly of a strategic or critical character. It should also be familiar with the means taken at ports in the District to protect commerce against sabotage attempts, and to prevent illicit movements of commodities.

3602. The Section should maintain a record of the principal firms, engaged in foreign trade, which are located in the District. It should compile and maintain accurate information concerning the operations of the principal steamship lines operating out of the District and be generally familiar with the flow of foreign trade into and out of the District.

3603. Since the beginning of the defense program, the Commerce and Travel Sections in some of the Naval Districts have been active in work of an economic or commercial nature. This has involved tracing of machine tools in transit and destined for export; the collection of information on strategic and critical war materials listed by the Army and Munitions Board; the surveillance of certain export houses and similar activities.

3604. Activities of this nature, involving close contact with businessmen and the trade of the District, are vitally important to the nation in a period of neutrality. They would be even more important in time of war, when effective economic warfare would play a vital part in determining the issue.

3605. War Materials:- The Commerce and Travel Section should be familiar with the current lists of strategic and critical war materials subject to export license and should be informed on movements of such materials through the District.

3606. Machine Tools:- Certain information relative to shipments of machine tools may be required in directives issued to Naval Districts.

Section VII -- Communications, Unauthorized or Illegal--Radio

3701. Strong Communistic tendencies exist in the American Communications Association--the radio operators' union. It is reported that this union endeavors to have at least one man on every important ship who is familiar with these methods of communication.

3702. The use of false call letters is the simplest of all communications methods of this kind. It involves the use of such letters on the part of the sending station, and additional false letters to attract the attention of the receiving station. This is done, of course, by pre-arrangement between the sender and receiver.

3703. Experienced radio and telegraphic operators can identify the person sending a message, if he is known to them, by his method of handling the key. An operator about to send an illegal message and desiring to conceal his identity generally attempts to avoid detection by changing the style of key he is using.

3704. Another way of concealing the identity of the sending station is by a change in power or tone. This is done by either raising or lowering the power of the transmitter from its normal output, and by changing its tone in different ways.

3705. Officers on Commerce and Travel duty should familiarize themselves with these and other methods of unauthorized or illegal communication and promptly report any evidence of such actual or suspected communications. This work should be done in close cooperation with the Coastal Information Section and through effective use of the liaison with the Federal Communications Commission.

Section VIII -- Passport Control

3801. Officers on Commerce and Travel duty should thoroughly familiarize themselves with the missions of passport control both in peace time and in war time.

3802. The directive for the Commerce and Travel Section's activities in connection with passport control are contained in a letter from the Chief of Naval Operations (Director of Naval Intelligence) to Commandants, dated 18 June 1940, reference No. Op-16-B-5, L20-1/EF, serial No. 030316.

3803. The use of genuine passports by unauthorized persons and the use of fraudulent passports are among the most common means employed by persons seeking to enter the United States for improper purposes. (See reference to this subject in Commerce and Travel Training Manual, ONI-T-4.) Effective passport inspection at ports of entrance is a vital important safeguard against these attempts.

3804. Specimen copies of valid passports of foreign countries have been sent to District Intelligence Offices and should be consulted when necessary.

3805. Officers on Commerce and Travel duty should be generally familiar with the methods employed in the illicit use of passports. In the event of the arrival of a suspected passenger, a Commerce and Travel officer should arrange with Immigration authorities to be present during the examination of the passenger's passport and to participate in the examination of the traveller.

3806. In time of war steps will undoubtedly be taken by the State Department and the Immigration Service to introduce an even more stringent system of passport control, in connection with which the active cooperation of Commerce and Travel officers may at times be required.

3807. On July 1, 1941, the State Department placed in effect a new system of passport and visa control centralized in Washington, D.C. All applications by foreigners are now required to be sponsored by residents of the United States and the names of the applicants and their sponsors are submitted to the inspection of M.I.D., F.B.I., O.N.I., and the Bureau of Immigration and Naturalization before approval is given.

Section IX -- Sabotage--Fires, Accidents

3901. The Commerce and Travel Section should be interested in any sabotage or attempted sabotage of cargo, cargo handling facilities, or vessels within the District. Arrangements should be made for the receipt of prompt information concerning fires and accidents that might possibly involve sabotage of this kind. In some Naval Districts, arrangements have been made with local fire departments to report immediately any fires taking place on ships or docks within the District.

3902. In the event of suspected sabotage, coming under Naval jurisdiction, a preliminary examination should be made immediately. If this examination reveals evidences of sabotage, the D.I.O. should be informed and a thorough investigation should be made by B-3 or B-5 (or both), as directed by the D.I.O.

3903. As in other phases of Commerce and Travel work, it is neither possible nor desirable to lay down a standard procedure for handling matters of this kind. Officers on duty in the Section should be thoroughly informed concerning sabotage methods and should be advised whatever means are necessary to cooperate in the prevention of sabotage.

3904. This is an exceedingly important part of the work of the Commerce and Travel Section, and it should receive careful attention.

3905. Disposition of Vessels in Port:-- In time of war it would probably become necessary to provide additional restricted areas in our ports and to allocate certain specific areas in ports to vessels, in accordance with the requirements of security and to facilitate the movements of merchant and naval vessels. This would doubtless involve the enforcement of strict control over such vessels and their personnel and would be a matter of interest to the Commerce and Travel Section.

CHAPTER IV

GENERAL INFORMATION

4000. The remaining chapters of this Manual are devoted to matters of organization and procedure, deemed to be of interest and value not only to officers assigned to duty in the Commerce and Travel Section but to other sections as well. Some of the material presented, such as that dealing with Security, Evaluation, and Office Procedure will be of importance to all sections.

Section I -- Security Measures

4101. General. Security is a very important matter in any Naval Headquarters, and is particularly important in Intelligence work. All officers should familiarize themselves with regulations covering the security of Secret, Confidential, and Restricted matter. The following paragraphs give certain security measures that should always be borne in mind.

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

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

4104. Safes. Safes must always be closed when the room is left without a commissioned officer being present. The combination to any safe in the office should be placed in a double sealed envelope and kept in some other safe that can be opened when the officer knowing the combination is absent in an emergency. When a safe is so opened, or whenever the personnel having charge of it is changed, the combination should be altered, and contents checked.

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

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

4107. Distribution of Papers. Secret correspondence must be transported in sealed envelopes, ordinarily carried by officers or by specially authorized clerks. Confidential papers may be

distributed in sealed envelopes in ordinary office distribution. Secret documents should be opened only by officers having cognizance, or by other properly approved persons.

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

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

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

4111. Security of Source. The Section should follow the basic Intelligence principle of protecting the security of sources of information. This is very essential in connection with sources such as merchant marine officers, business men, etc., who will be far more cooperative when they feel sure that there is no danger of their identity as a source of information being known outside this office.

4112. On memoranda sent through to the DIO's office and also on cards made up, the information is simply characterized as having come from a source of a certain class as in the following examples:

- From official documents.
- From sources known to be reliable.
- From sources considered to be reliable.
- From sources reliability unknown.
- From sources reliability uncertain.
- From sources reliability doubtful.

From sources which should be competent to judge.
From sources reliable as to fact, but of undetermined
(or uncertain, or doubtful, or unreliable) as to
conclusions.

Ref.: O.N.I. 19 Art. 137(b).

4113. On the copy of the memorandum that goes in the Section's chronological file there should be placed a key number indicating the source. One method in use is to have two sets of these key numbers, one for Reserve personnel and one for civilian informants. Under this system it is necessary to refer to the source key in the Section's locked files to learn the individual indicated by any key number.

4114. Whenever approaching a possible source for the first time such as in the first interview with a Merchant Marine Officer, the rough outline of the system should be explained to him so that he will feel confident of his own security and will supply information readily.

REFERENCES

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

Section II -- Evaluation

4200. The ability to evaluate and disseminate properly requires more than an alert intelligence on the part of the Naval officer. It requires a knowledge of Naval procedure and organization, familiarity with the War Plans, and an adequate understanding of the mission and tasks, not only of other branches of the Naval Establishment with which the officer must maintain contact, but with other agencies of the Government. It also requires continual study and practice. The following paragraphs present some of the essential principles in the evaluation and dissemination of naval information.

4201. References.

- (a) Naval Intelligence Manual, ONI-19, Para. 106.
- (b) Training Manual of General Intelligence for Intelligence Reserve Officers, ONI-T-16, para. 1427 to 1430.
- (c) NID Cir. letter No. Gen. 4-41 of May 21, 1941.

4202. Definitions.

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

is, however, a faculty that can be developed by study and practice.

4203. Importance of Preliminary Evaluations. Evaluation may be roughly described as consisting of two classes: preliminary analysis and staff analysis. As the Commerce and Travel Section collects information from sources outside the Naval establishment, it has a particular responsibility in its evaluation. It is the first point of contact for much information which flows into the Naval establishment. The officers performing staff analysis somewhere farther along the line, putting together the bits of information received from various naval sources, is greatly dependent upon the preliminary evaluation of the officers who actually contacted the informant or otherwise first obtained the information.

This is another way of saying that officers in this section must not take their duties of evaluation lightly. They must be vigilant in sifting out information not worthy of attention, after application of the various mental tests in the above definition; and they must make certain that all information of probable value goes to the proper authority.

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

4204. Steps in the Evaluation of Information. Evaluation has been described above as the application of a series of mental tests to a piece of information, to determine its value and disposition. Generally speaking, in the types of information coming to the attention of Commerce and Travel, these tests will be applied in the following order:

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

EXAMPLE: An officer of Commerce and Travel is informed that one Herman Schultz, a butcher located at 1000 Broadway, is pro-Nazi. This is evaluated as irrelevant so far as the Naval establishment is concerned. The information does not go farther in Naval establishment. However, it is of interest to FBI. The information is then passed to FBI by whatever system is in effect in the District Intelligence Office. For the assistance of FBI there

is included an evaluation of the credibility and reliability of the informant.

- (b) Credibility. Once a piece of information has been classed as relevant from the Naval point of view, the evaluating officer considers its credibility. This is one of the most important steps in the process. It is the one where later evaluators must place the greatest reliance on the judgment of the officer making the preliminary evaluation. This is particularly true in connection with the first of the two subdivisions of this factor: (1) credibility of source; (2) credibility of facts.

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

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

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

would not be passed along. Something judged incredible would scarcely be passed along, unless as a wild rumor. However, something evaluated as inaccurate is often considered sufficiently important to be passed along with proper notation as to probable inaccuracy.

EXAMPLE: A statement that the entire German Navy is operating off New York harbor is certainly relevant, but, under present circumstances, is definitely incredible. A statement from an eccentric individual given to spreading empty rumors, that a flotilla of German submarines is operating off New York, is relevant and might possibly be creditable as to fact, but is not creditable as to source. However, a statement from a reliable shipmaster that he saw a dozen submarines off New York may well be both relevant and creditable, though further check-up might lead to the belief that the report is exaggerated and therefore inaccurate.

- (d) Significance. When the evaluating officer comes to the step of determining the significance of the information he has received, he is stepping over into the more theoretical side of evaluation. Until now he has been in a better position to evaluate than anyone else, because he has been the man in direct contact with the source of the information, but now he is more subject to reversal by higher evaluating authority. This is also the point where he calls most heavily upon those factors of memory, common sense and experience mentioned as characteristics of a good evaluator. In order to do his job properly, the evaluating officer will estimate the significance of the information as best he can. If he evaluates a piece of information as definitely without significance, he may decide to disregard it or simply record it, but if there is any doubt in his mind he should pass it along.

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

- (e) Importance. This factor is closely allied to significance. It might be defined as the degree of significance. Here again the evaluating officer should do his best to estimate the information he is considering, but here again he is likely to be reversed because of the broader scope and knowledge of some higher evaluating authority and he should pass the information along if he has any doubt of its importance. In this, his sins should be those of commission rather than those of omission. That is to say, he may be forgiven for overestimating the importance of a piece of information, more readily than for failing to report something which may be significant and relevant.
- (f) Conclusion. This last step in evaluation is largely one of mechanics, and merges into the function of Dissemination. It is the conclusion the officer reaches as to how and to whom the information is to be guided. In this he is guided by the policy in force in the District Intelligence office.
- Timeliness. While not one of the actual factors in the evaluating process, the matter of timeliness is important in reaching the final conclusion as to action to be taken. It will guide the officer in deciding whether he will report the information at once, or let it wait for his next regular scheduled period for dictating or otherwise preparing reports. It will also guide him in sometimes recommending that a matter is so urgent it should be sent out by teletype, dispatch, etc. instead of by slower means.

4205. Guides in Evaluation. The following list is by no means conclusive or all-embracing, but it illustrates some of the more important questions which an officer in the Commerce and Travel Section should ask himself when performing the preliminary evaluation of a piece of information that has come to him:

- (a) Is my informant giving me first-hand knowledge based on his own observation, or is he giving me hearsay based on the reported observations of others?
- (b) What has been my past experience with this informant?
- (c) Have any others in the office any experience with this informant?
- (d) Can I find either corroboration or contradiction of this information from the office files?
- (e) Does anyone else in the Section know of a definitely reliable source that might be in a position to either confirm or contradict this information?

- (f) What is the informant's motive in giving me this data?
- (g) Might he have an ulterior motive, and if so, what?
- (h) Is this information, if true, of sufficient importance to warrant my spending the time necessary to confirm it?
- (i) Am I approaching the evaluation of this fact with an open mind, unaffected by prior prejudices or personal views?

4206. Discussion with Others. The old saying about two heads being better than one is particularly applicable to evaluation. Any officer who is at all uncertain about any feature of an evaluation should discuss the matter with someone else. A fresh mind on a problem often brings a new slant that removes all uncertainties.

4207. Information of Possible Future Value. Information which, after evaluation, may be determined of no immediate naval interest may well be of interest later. For example, a suspect who is cleared by investigation in one district, may be under investigation elsewhere or involved in suspicious activities indirectly. In many cases, therefore, it will be advisable to card names and incidents which might be valuable information later on.

Section III -- Dissemination

4301. The first step in the handling of information is its correct evaluation; the second, equally important, is its prompt and effective dissemination. It cannot be emphasized too much that, however properly an item of important information is evaluated, its value is greatly reduced or may be lost altogether through delayed or inadequate dissemination.

4302. The two essential elements of dissemination--in addition to the ever-present element of security of the information--are Destination and Time. Once the proper destination of the information to be disseminated is determined, the factor of time becomes vital.

4303. The officer on Commerce and Travel duty should understand clearly the interests of other branches of the Naval Establishment, the Army and civilian agencies of the government in information obtained by the Section. He should understand which agencies are authorized to initiate action and to cooperate in action on such information.

4304. He should know when a matter involving a suspect is within the province of the State Department, the Immigration Service, the F.B.I. or all three. He should know how to handle the matter so that it will receive prompt action and so that all other interested or cooperating agencies may be cognizant.

4305. He should know when a matter involving a suspected vessel is of primary interest to the Customs Service or to the Coast Guard.

4306. Effective dissemination--like effective evaluation--requires continuous study and application. It also requires current knowledge of the functions of all governmental agencies with which liaison is maintained and of any changes in those functions which may be made.

Section IV -- Investigations

4400. The Investigations Section (B-3) is primarily responsible for performing formal investigations which fall within the scope of ONI. The Commerce and Travel Section, however, may be called upon from time to time by the D.I.O. to perform preliminary investigative activities in connection with matters falling directly within the province of the Section. The following pages, dealing with investigations of this character and the use of informers, will be of importance to officers in the Commerce and Travel Section when performing such duties.

4401. References.

- (a) Letter from the Director of Naval Intelligence, Serial No. OLO2916, dated July 6, 1940.
- (b) Delimitation Agreement of June 5, 1940, made between the Directors of Naval Intelligence, the Federal Bureau of Investigation, and the Military Intelligence Division.
- (c) ONI Training Manual for Personnel Assigned to the Investigation Sections of the Naval Intelligence Service, short title ONI-T-3-10.

4402. Preparation. All officers attached to the Commerce and Travel Section may be called upon to do preliminary investigative work at various times, even though their duties may normally be in connection with other work of the Section. All officers should therefore prepare themselves for this work by becoming thoroughly familiar with the references mentioned above. It is expected that copies of the Investigation Manual, ONI-T-3-10, will be available for extended study.

4403. Policy. All preliminary investigative work of the Commerce and Travel Section will be in strict accord with the policy laid down by the District Intelligence Officer, which calls for absolute adherence to the Delimitation Agreement mentioned above. Under that agreement, the investigative field of the Naval Intelligence Service, within the continental United States, covers investigation of cases of espionage, counter espionage and sabotage within the Naval establishment, including civilians under Naval control.

- (a) The Naval field was subsequently defined as including: Officers and men of the U.S. Navy and Marine Corps, active and retired. Officers and enlisted men of USNR and USMCR, active and inactive. Civilians in the employ and under the control of the Naval establishment, including civilians licensed or enabled to engage in business within a Naval Reservation.
- (b) Attention is particularly called to the fact that this ruling makes Naval Reservists who are not on active duty a part of the ONI field, just as if they were on duty.

4404. Scope. The Commerce and Travel Section may be called upon to investigate some waterfront cases. In this work it should be considered as helping and cooperating with the Investigative Section, B-3. The following should be considered when making the assignments for such cases:

- (a) Experience may show that the personnel of Commerce and Travel, with their waterfront contacts and generally marine background, can perform such investigations more easily and expeditiously than the personnel of the Investigative Section.
- (b) Personnel of Commerce and Travel are frequently aboard ships and on docks and generally along the waterfront in connection with their ship-boarding and liaison work, and can thus do this waterfront investigative work at the same time with a minimum expenditure of time and a minimum of obvious investigative purpose.
- (c) Personnel of the Commerce and Travel Section can use their other ship-boarding and liaison work as a "pretext" to cover much of their investigative activity.

For the purposes of determining whether a particular case falls within the classification of "waterfront cases", the following subjects of investigation are usually considered within that classification:-

- Officers and men of merchant vessels.
- Employees of steamship companies.
- Stevedores, and employees of stevedoring companies.
- Ship brokers and shipping agents.
- Exporters and importers closely associated with the shipping industry.
- General shipping matters.
- Travelers by ship or overseas plane (insofar as their travel and their activities while traveling are concerned.).

From the above it will be seen that the vast majority of investigative cases which may fall to Commerce and Travel will be either:

- (a) Naval Reservists, not on active duty, employed in the maritime field.
- (b) I-V(S) applicants employed in the maritime field.
- (c) General shipping matters calling for investigation, as distinguished from personnel investigations.

4405. Types of Investigations. The investigative work of Commerce and Travel may be either complete or partial, as outlined below.

- (a) Complete investigations. When the subject of a personnel investigation is presently employed in the maritime field, or was principally employed there until very recently, Commerce and Travel may be called upon to perform the whole investigation. This covers investigations of either suspects or applicants. Similarly, non-personnel investigations lying principally within the waterfront field may be completely handled by Commerce and Travel.
- (b) Partial Investigations. When a suspect, applicant, etc. is not primarily within the waterfront field, but has some leads that extend into that field, Commerce and Travel may assist the B-3 investigator assigned to the case, insofar as those leads are concerned. When time permits, personnel of Commerce and Travel will usually handle this particular lead and give the information to the B-3 investigator. If time does not permit this, Commerce and Travel will at least put the B-3 investigator in touch with the maritime contact in best position to supply the desired information, and will usually telephone to make an appointment for him.

EXAMPLE: John Doe, an I-V(S) applicant, once worked briefly for a steamship company although he has been employed in other fields of endeavor for some years. An officer of Commerce and Travel will get whatever information about John Doe as is available from the steamship company in question, or will phone the Section's best contact in the company in question and make an appointment for the B-3 investigator to see him.

EXAMPLE: B-3 is investigating Richard Roe, and has learned that he recently made a voyage to South America. Commerce and Travel will get whatever information about the subject's travels as is available from

Immigration, the State Department's visa division, and the steamer by which subject traveled; and turn all this over to B-3.

4406. Procedure. The following section will outline in detail the methods used by the Commerce and Travel Section in one Naval District for originating, recording, handling, reporting and filing the various cases assigned to the Section.

4407. Application of Investigative Technique to Other Duties. Certain features of investigative technique are equally applicable to other duties of officers attached to the Commerce and Travel Section. This is particularly true of ship-boarding work which seeks general information of Naval Interest from the officers of merchant vessels, both American and foreign. Interviewing officers for this purpose is much like interviewing other kinds of witnesses; a friendly attitude and subtle flattery are usually effective, and the officer engaged in boarding work should study investigative technique with that thought in mind.

4408. The following specimen cases are presented to indicate some investigative matters which will be of interest to the Commerce and Travel Section and also to indicate the procedure which may be followed in handling such matters.

4409. Specimen Case "A":

(a) Original Complaint.

An officer of the Commerce and Travel Section was informed that the second cook on the SS AMERICANA, a man named Herzin or Herzog, is a Nazi.

(b) Identification and Elaboration.

A check with the Marine Division of the Customs, and an inspection of the crew list, revealed that the second cook on the AMERICANA is one Wilhelm Hertzog, German born, naturalized American, height 5'8", 44 years old. (It will be noted that the name was misspelled in the original information. This is very often the case and such things should always be carefully checked.) Check with the steamship company revealed that the Master of the AMERICANA is John Doe. Check with Merchant Marine Reserve revealed that Doe is a Lt. Cdr., D-M, USNR. A

visit to him when vessel docked revealed that Hertzog talked very disloyally, appeared to be pro-Nazi, boasted that he had been in the German Navy in the last war, and was in the Master's opinion a dangerous man. Inspection of the crew list aboard gave his identity number as X-0000. Master also gave the names of two stewards who were friendly with Hertzog and also apparently disloyal.

(c) Evaluation.

Original complaint meant little in itself. However, vessel's master holds a responsible position and is a Reserve Officer. The SS AMERICANA is a valuable ship, and every vessel is very vulnerable to sabotage. Matter was thus considered important enough to be brought to the attention of the DIO. Following memo was written:

(Date)

CONFIDENTIAL

"Memo for DIO, _____ND

Via: Assistant DIO

Subject: SS AMERICANA, Nazi activities aboard.

1. From a very reliable source aboard the SS AMERICANA, it is reported that the following members of the crew are pro-Nazi and dangerous:

Wilhelm Hertzog	Second Cook
Otto Schwartz	Bedroom Steward
Hans Reich	Bedroom Steward

2. Cards are attached herewith."

"C. & T.,"

NOTE: The name of the informant has been withheld in accordance with the principles on Security of Source treated in this Manual. It will also be noted that on these confidential memoranda, the typed signature is simply "C. & T." and the name of the officer writing the memo is not typed out.

DECLASSIFIED
Authority: NND 9070 31

- (d) Cards.
Cards like the following were made out on each of the three men:

"HERTZOG, Wilhelm _____ ND
_____ Street
_____ City

Subject is second cook on SS AMERICANA,
German born, naturalized U.S., 44 years,
5'8", identity No. X-0000, believed former
German Navy man last war.

Reported disloyal and pro-Nazi by reliable
source aboard."

"CONFIDENTIAL"

(date)

4410. Specimen Case "B":

- (a) Original Report.

An officer of the Commerce and Travel Section was informed that a company named Kruzer, Ltd. was making heavy shipments of steel truck bodies to Paraguay.

- (b) Identification and Amplification.

Check with contacts in shipping companies, and with a reliable contact in a steel company, revealed that Messrs. Kruetzer, Ltd., 100 Blank Street, had shipped two steel truck bodies to Paraguay and had been asking manufacturers for prices on many more.

- (c) Evaluation.

Report incorrect, but actual facts might be of interest to the DIO. Following report written:

(Date)

"Memo for DIO, _____ ND

Via: Assistant DIO

Subject: Paraguay, steel truck bodies to.

1. The firm of Kruetzer Ltd., 100 Blank St., shipped on July 4, 1940, by the SS STEAMER, two steel truck bodies to Paraguay; and is asking manufacturers for prices on a number more.

2. Information from a thoroughly reliable source.

JOHN SMITH,

Lt. Cdr., USNR."

NOTE: Inasmuch as this information is not classified as Confidential, any more than everything passing through a District Intelligence office is confidential, that notation is omitted from the memorandum and the name of the officer writing the memo is typed in the customary manner.

4411. Prescribed form (green sheet): -- The following form is now in current use.

UNITED STATES NAVAL INTELLIGENCE SERVICE

INVESTIGATION REPORTCONFIDENTIAL

SUBJECT: _____

Report made at: _____ Date: _____, 19____

Report made by: _____

Period covered: _____ Status of Case: _____

Origin of Case: _____

Character of Investigation: _____Enclosures: _____

Copy to: _____

Source File No.: _____ONI File No.: _____

SYNOPSIS: _____

DEDUCTIONS: _____

Signature of D.I.O. _____

Section V -- Informers, Use OfBy Naval Intelligence

4501. "Directive. The directive for the system in connection with the use of informers is a confidential letter from Rear Admiral W. S. Anderson, serial 0309416, dated November 19, 1940."

4502. Definition. In that letter an informer is defined as "an individual who confidentially informs a member of the Intelligence service of a violation of a law or furnishes other information indicative of actual or potential tendencies inimical to the Naval Establishment, naval interests or the national defense in general, with special reference to actual or potential espionage or sabotage." It will be noted that this definition is broad enough to include practically all parties who give us information of a confidential nature where it is necessary to protect their identity.

4503. Matters Covered in Text of Letter. The actual directive of reference is lengthy, and should be read and studied by all officers assigned to the Sections, but its principal aspects are briefly covered in the following sentences. Under the present world conditions, officers of Naval Intelligence should plan to make use of informers in the execution of their missions. They must be used only for strictly legitimate and proper purposes, to further the accomplishment of their mission. In general they should be established as loyal and generally reliable, although there may be occasions when information can be accepted from informers not so qualified, provided that such information is accepted with appropriate reserve. Some informers, particularly individuals already having government connections, should generally serve without extra pay. A lookout should be kept for good informers at all times. Members of the Naval Intelligence Service should exercise the greatest care not to disclose the identity of or compromise the security of informers. Informers will be designated by a uniform system of symbols common to all Naval Districts. It will be generally necessary to develop the use of informers upon an individual basis, since they usually prefer to confide their information only to few specific individuals who are known to them and enjoy their confidence. When compensation is necessary it should usually only be given informers on a C.O.D. basis, after verification, when the information is worth the price, and a receipt should be obtained. Attention is called to the necessity of

general cooperation with F.B.I. and M.I.D. in this matter of the use of informers, to avoid complications and confusion. Naval Intelligence should not unnecessarily spread out in any field covered by other investigative agencies.

4504. Numbering System. Each Naval District will keep its own file of informers, and will designate them by serial number preceded by the number of the District. Each Section should keep its own file of its informers. An alphabetical card index of all informers should be kept which should include the informer's name, serial number, address, general position in civil life, type of information usually furnished and a characterization of reliability in accordance with certain specified phrases. A numerical index by serial numbers should also be kept, which should merely contain the name of the informer and would thus give a cross reference to the detailed information on the card filed under that informer's name.

Section VI -- Office Procedure

4601. The following office procedure is used in the Commerce and Travel Section of the District Intelligence Office, Third Naval District. All details of this procedure may not be applicable to the Commerce and Travel work in all Districts. However, it will suggest steps of organization which, with necessary adaptation, may be employed in most of the districts.

4602. Safe and Time Lock. All secret, confidential or restricted matter will be placed in the Section's safe at night or whenever the officer leaves his desk for any period of time. As the Officer in Charge of the Section is responsible for seeing that the time lock is adjusted at close of business each evening, it will be necessary for any officer who intends to work late, to make special arrangements to have the safe kept open for him.

4603. Absence from Office. Instructions have been issued that the office will be manned at all times. Arrangements will be made so that all personnel will have lunch without leaving the office alone or without requiring anyone to wait too late. Whenever possible a commissioned officer will be present, but it is permitted for the officer personnel to be out of the office at the same time provided the check sheet on the bulletin board is properly entered. All officers leaving the floor must place on this check sheet beside their name, the expected time of arrival and the number where they can be reached if it is possible to reach them during their absence. If for any reason, their absence will be prolonged unduly beyond time of arrival, they will telephone in.

4604. Information Files. The Section maintains an information card file, consisting of copies of suspect cards made up by the Section of seagoing and waterfront characters, or copies of cards on such characters received by the DIO's office from ONI or other Districts referred to the Section, or copies of cards made up by the Section on travelers and other people who are temporarily within its orbit. This consists of two sections, the regular file which contains cards concerning shipping, waterfront characters, seagoing personnel and other matters directly within the orbit of the Section; and the special file which consists of travelers and other people who are merely within the orbit of the Section temporarily. All cards in either file receive a serial number, the cards in the special file receiving a serial number preceded by the letter S. In addition, all suspects known to be on a

particular ship are cross-indexed under the name of that vessel, so that an inspection of the card headed by the name of the vessel gives quickly the names of all suspicious characters known to be aboard.

4605. Filing of daily accumulation of cards, either general or special file, is as follows:

- (a) Card that has a number in ink, preceded by the letters CT in the upper right hand corner is a card that has been removed from the file for inspection and is to be placed back in its proper alphabetical place.
- (b) A card without such a number is a new card and the first step is to see if there are any previous cards on the same subject. If there are, this new card is given the same CT number, with a suitable sub-number, such as 2 in parentheses, etc., and is then stapled to the original card or cards. The date on this new card is also printed in the general numerical index book after the number and name of the subject.
- (c) If there are no previous cards on the subject, the card is given next serial number in order in the general index, which is entered in the upper right hand corner in ink preceded by the letters CT. The name of the subject is placed after the number in the index book and the date of the card is also placed there.
- (d) If the subject is mentioned as being aboard any particular vessel at the present time, his name is entered on the cross index card for that vessel unless inspection shows that it is previously there.
- (e) Special cards are handled in the same way, except that they receive a number preceded by the letter S, after the letters CT, e.g., CT-S-41, and except for the fact that they are never entered on ship cross-reference cards if they are not seagoing personnel.
- (f) In either case, cards which bear the notation, TEMPORARY CARD, merely go in their proper alphabetical place in the file without being given any number or entered in the index book in any way, as they are simply an

indication that the investigation is in progress. Whenever a card comes through for filing that replaces that temporary card, the temporary card will then be destroyed and placed in the burn basket.

4606. Trash. It is of the utmost importance that no confidential or secret or even restricted matter be thrown in the ordinary trash basket. This applies even to informal penciled notes which bear no more than the name that is under suspicion or otherwise involved in confidential matters. All such papers are torn and placed in a special envelope that is always on a yeoman's desk, the contents of each envelope he places in the "burn bag" in the vault each evening. Officers must clear their desk of any such materials before leaving the office at any time even if only going out to lunch. If they find such material after the yeoman has gone, they must place it in the safe overnight or else retain it on their person until it can be properly disposed of the next morning.

4607. Files. The filing system employed by the Commerce and Travel Section is outlined in its various subdivisions below:

- (a) Master File: This is the main file, consisting of a series of letter size folders alphabetically arranged. It includes all correspondence and everything else not comprised in one of the other files mentioned below. There is a folder under the name of each vessel concerning which there has been any correspondence or any important papers have been received, a file for each suspect concerning whom there has been any correspondence or there are any papers to be retained aside from the information entered on the information cards mentioned under the various card files below, a folder for each officer of the Section, and a folder for each subject in which the Section is or has been interested. That is to say, there is a folder for each subject matter that has ever been a subject of a letter or a memorandum. It is felt that the filing of papers and the locating of papers in the file, is facilitated by having enough separate headings and folders, rather than by trying to condense everything into a few headings and a few folders. All these folders are kept in the filing cabinet and the entire master file is alphabetically arranged. This master file also contains a folder headed by each subject

actually contained in the supplemental file (outlined in next paragraph), such folder merely describing where the material is to be found in the supplemental file.

- (b) Supplemental File: This consists of matters which are omitted from the master file because of their bulk. It contains such things as vessels' crew lists, passenger lists, lists of foreign agents of American exporting concerns, daily forms received from the Coast Guard and other Departments, etc. It is contained in the filing cabinet when the size of material permits but certain bulky forms such as Customs Reports are bound in special folders normally kept on top of the filing cabinet. Whereas the master file is a permanent file, many of the matters in this supplemental file are temporary, that is, they are retained only so long as they are useful. For example, a crew list may be thrown away when it has been rendered out of date by receipt of several subsequent ones. The U. S. Customs daily reports are eventually thrown away because they are always kept in a permanent file in the Customs House and are available any time it is necessary to go into old records. As a general rule, passenger lists will be kept for six months, U. S. Customs forms for three months, and crew lists will be thrown away whenever it is necessary in order to avoid having more than three on any one vessel.
- (c) Passport File: This is a special file, which is at present kept in the safe, consisting of sample passports of most foreign countries, a book on Passport Control, and a folder containing certain correspondence and special cards or bulletins received in reference to passports.
- (d) Specialized File: This contains matters which it is desired to hold out of the master file because of special reasons and is to be found in the lower right hand drawer of the safe. Communications which are of a secret nature go in there.

NOTE: The above files are letter size or larger. The files described below are all card files.

- (e) Information File: This is a file containing cards on

suspicious characters along the waterfront, or other persons who have been in some extent, investigated by the Section. Waterfront characters are placed in the file alphabetically and are cross referenced by the name of the vessel on which they are serving when this fact is known. Other information cards, consisting of people who are not waterfront characters, but have been to some extent investigated by the Section, such as passengers on ships, etc., are kept in a special index, further back.

- (f) Informant File: This is a card file of yellow cards wherein each informant of this Section has his or her individual card alphabetically arranged and a numerical list by informant number is also kept. For details, see the section on the use of informers filed under INVESTIGATION.
- (g) Ship Contact File: This consists of two parts, a series of blue cards alphabetically arranged by the name of the officer concerned covering merchant marine naval reserve officers who have been or are likely to be contacted by officers of the Section. In the front is another alphabetical index of white cards in which the officers serving aboard various steamers are listed by the name of the vessel.
- (h) General Contact File: This is a series of cards alphabetically arranged giving various contacts who will be of value to the officers of the Section in their various fields of endeavor. Standard cards are blue, but when a contact is under suspicion because of connection with a foreign government or possible subversive activities, the card is red. In other words, a red card is placed there concerning a contact that a member of the Section might conceivably expect to use but must avoid because of connections or suspicions.
- (i) Commerce File: This is a 3X5 card file of companies and firms who have branches or sales representatives in foreign countries, importers and exporters, etc. A sub-division of this file lists the principal machine tool manufacturers in the United States, giving contacts, telephones, etc.

4608. Addressing Mail: All confidential mail sent through to ONI should have the outer envelope read:

The Chief of Naval Operations,
(Director of Naval Intelligence),
Navy Department,
Washington, D. C.

Registered Mail.

This mail must all be registered. There will also be an inner envelope, which should read as follows:

CONFIDENTIAL.

Captain _____, U.S.N.
Office of Naval Intelligence.

This inner envelope may be addressed to the number of the Section instead of the Officer in charge, if desired. For instance, Orange ship movement reports are contained in an inner envelope reading, For Section Op-16-F-2.

Section VII -- Work Improvements

4701. Exchange of Information: The purpose of this Manual would not be complete without a reference to the opportunities and need for improving the operating technique of Commerce and Travel work in the entire Naval Establishment. One of the best means of accomplishing such improvements is the effective utilization in all Sections of the experience gained and methods employed in individual Sections. For example, the Commerce and Travel Section in one Naval District may find that a particular type of contact in civilian life is productive of valuable information; or it may discover some new sabotage device which is being employed in the District.

4702. Such improvements in operating technique will benefit only the Section which develops them, unless they are made known to other Naval Districts. Each Naval District is, therefore, urged to report to the Division of Naval Intelligence all improvements in operating technique which are developed in his District. D.N.I. will then take appropriate steps to convey this information to the other Naval Districts.

4703. The purpose of these exchanges of information is not to "freeze" and standardize procedure in the Section, but rather to take full advantage of the intelligence, initiative and experience of officers in all the Sections for the general benefit of the work.

4704. Basic Principles: To summarize and condense the major suggestions previously made in this manual, the following points are stressed. They should be kept constantly in the minds of officers on duty in the Commerce and Travel Section:

- (a) Be thoroughly familiar with all official material having a specific bearing on your work. (Training manuals, war plans, ONI-19, functions and duties of other branches of the Naval Establishment, Office orders, directives, etc.)
- (b) Establish all liaisons and form all other contacts

essential to the conduct of your work, and likely to be productive of valuable information. Be able to use all of these contacts immediately and effectively.

- (c) Make your reports clear, concise, and complete.
- (d) Work constantly to improve your technique of evaluation and dissemination.
- (e) Strictly observe all security measures.
- (f) Remember at all times that you are a Naval Officer in possession of confidential information, and act accordingly.

4705. Finally, officers on duty in the Section should be cognizant of the fact that they are charged with the responsibility of handling information and taking action on matters of vital importance to the Navy and to the country generally. Inadequate preparation on the part of an officer, or improper action in a given case might be seriously detrimental to the national interests. Under these circumstances, the job of improving the individual and collective work in the Sections can never be regarded as finished. The immediate objective is the establishment, in each District, of a B-5 Section which is adequately staffed, and efficiently operating to meet any emergency. The continuing objective is a process of further development and adaptation to meet any additional duties which will develop, or any new responsibilities which will be given to the Section.

RESTRICTED

COMMERCE AND TRAVEL MANUAL
ORGANIZATION AND PROCEDURE
FOR
COMMERCE AND TRAVEL SECTIONS

OFFICE OF CHIEF OF NAVAL OPERATIONS
DIVISION OF NAVAL INTELLIGENCE
OCTOBER 1, 1941