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**SURVEY REPORT**

**MANAGEMENT STAFF PROJECT NO. 6-13**

**FORMAT AND PROCEDURES FOR THE  
PREPARATION OF DISPATCHES**

Prepared by: Records Management Officer for Reports  
and Correspondence

Reviewed by: Chief, Records Management Staff

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**SURVEY REPORT - FORMS AND PROCEDURES  
FOR THE PREPARATION OF DISPATCHES**

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16 November 1955

**DISPATCH SET**

**FORMATS AND PROCEDURES  
FOR THE PREPARATION OF DISPATCHES**

**I. SUMMARY OF RECOMMENDATIONS**

1. That present dispatch forms, Tabs A, B, and C, be revised according to the formats of Tabs D and E.
2. That procedures for using the revised official record copy, (Tab E) provide for placing the signatures of authenticating and releasing officers and the initials of coordinating officers on the first page of the record copy, regardless of whether the dispatch is one or more pages in length.
3. That a preassembled carbon interleaved dispatch set be adopted in headquarters and the field.
4. That the Office of Communications meet its need for a specialized dispatch format and preassembled set by adopting the dispatch set recommended for the Agency.
5. That a standard reproducible master bearing the dispatch format be adopted Agency wide for preparing dispatches requiring more copies than can be practically produced by typewriter.

**II. BACKGROUND**

1. The dispatch format of today is the same as that adopted from GPO in 1952. Since then numerous recommendations have been made for improving the design of the dispatch form and the procedure for its preparation and handling. Eighteen of these were employee suggestions, seven of which are still pending.
2. Two previous studies have a direct bearing on this report. The first was conducted by Organization and Methods Service in 1952. The 8 August 1952 report on this study recommended improvements in the design of the dispatch form and proposed its use in preassembled sets. The second study concerned the possible use of a "pouchgram," a communication which is typed on a form that incorporates a reproducible master, is transmitted between the field and headquarters by pouch, and receives simultaneous, multiple distribution at headquarters. This study was made in 1954 by the Management Officer (HQ/7 Area). The 18 March 1954 report on this study contained the following recommendations pertinent to the present situation:

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a. "On the assumption that the DCI is primarily interested in efficiency and economy of communications rather than any one procedure, per se, it is recommended that the expense of a conclusive trial of a third type of communications, the pouchgram, be incurred only if other recommendations for improvement and streamlining of present methods, forms, and procedures for communication are accepted and fail to achieve substantially the same results desired of the pouchgram."

b. "That DD/P/Adm coordinate the development of a standardized form or forms and procedures for processing circular dispatches of a 'book' and 'multiple addressee' type, which might also be utilized where multiple information copies cannot be prepared in one form."

### III. PROBLEM AND APPROACH

1. Three experimental programs were tried to improve pouch traffic: (a) the use of a pouchgram by the Office of Communications; (b) the improvement of coordination time by the DD/P Executive Officer; and (c) a fast pouch system by the DD/P Executive Officer and the Records Integration Division. However, these tests had no effect on the design of dispatch forms. There still exists the problem of providing a more efficient and economical medium for preparing dispatches, which will effect manpower savings and promote further reductions in cable traffic. In addition, the Office of Communications has requested that a revised dispatch form in preassembled sets be procured for its exclusive use. The problem is thus twofold: To provide an improved Agency dispatch form which will also meet the needs of the Office of Communications.

2. On the basis of findings and conclusions of previous studies, and recommendations in employee suggestions, a study was undertaken with the primary objective of developing an improved dispatch form. Not overlooked was the possibility of incorporating into the design of a revised form a means to simplify the abstracting of information from dispatches by the Records Integration Division, DD/P. However, it soon became apparent during the study, that any attempts to make the dispatch form serve such a dual purpose would be detrimental to the main objective of providing an improved communications medium. With this main objective in view the study was confined to the following three areas:

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- a. Revising the dispatch form.
- b. The use of preassembled sets to prepare dispatches.
- c. The use of a standard reproducible master to prepare multiple copy dispatches.

#### IV. REVISION TO THE DISPATCH FORM

##### 1. Findings

- a. Form No. 51-28 (Tab A) is used in headquarters for the original of the first page of a dispatch. Form No. 51-29 (Tab B) is used in headquarters and the field for the official record copy. Form No. 51-28A (Tab C) is used in the field for the original of the first page of a dispatch.
- b. Headings on present dispatch forms are not aligned according to typewriter spacing. For perfect alignment, typists must disengage and reset the carriages of their typewriters for the headings "To," "From," "Subject (General)," and "Subject (Specific)."
- c. Headings are poorly arranged and thus waste space needed for the message. In addition, their poor arrangement considerably retards typing operations.
- d. The space for "VIA (Specify Air or Sea Pouch)" is no longer needed since only air pouch is used.
- e. The space for dispatch number should be lower to make the number more prominent when dispatches are fastened at the top in folders.
- f. When preparing a one-page dispatch, a typist is apt to list at the bottom of the original the titles of enclosures or distribution addressees which will show up on the carbon copy of the official record copy in the spaces where officials must sign or initial. A "cut-off" marking is therefore needed on Form Nos. 51-28 and 51-28A.

##### 2. Discussion and Conclusions

- a. The dispatch format adopted in 1952 is inefficient and outdated. Improving it calls for revisions according to recognized form standards.

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b. Tabs D and E are recommended revisions of the formats for the original, Form No. 51-28, and the official record copy, Form No. 51-29. In addition to furnishing 35% more message space and correcting other deficiencies, these revisions:

(1) Provide spaces for the uniform placement of "Information Addressee" and "Headquarters File No." and preprinted captions for these entries.

(2) Combine the "General" and "Specific" subject headings into a single heading, "Subject." This revision prevents wasting the space of an entire line when generally space for only one word (e.g., administrative, personnel, etc.) is needed. The general and specific subjects can be shown as follows:

Personnel/MIY for John Doe

(3) Reduces by 20 seconds per dispatch the amount of time required to type headings. Tests showed that the typing of headings on Form No. 51-28 required an average of 60 seconds, whereas headings on the proposed revision (Tab D) could be completed in an average of 40 seconds. Approximately 400,000 dispatches are prepared annually in headquarters and the field. On this basis, the proposed revision could effect savings in typist effort at the GS-4 level (third step) valued at \$3,822.

c. Tabs C and D provide for placing the true name or pseudonym signature of the signing official on the last page of a dispatch, as is presently done. However, the signatures of releasing or authenticating officers, and the initials of coordinating officers, would appear only on the first page of the official record copy. This is proposed for the following reasons:

(1) Three types of forms would have to be procured and stocked, and stored in typists' desks, if preprinted captions for these signatures or initials were to appear always on the last page of a dispatch. One form would have headings only, another would have signature and initial spaces only, to provide for dispatches two pages or more in length. The third type, for one-page dispatches, would be identical to Tab E.

(2) Several additional costs would result from using three forms rather than one, particularly if dispatch forms are used in preassembled sets as recommended in this report. Obviously, there would be the added expense to procure and stock the extra forms, but

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these costs are not as significant as those which might stem from complications at the typist's level from using three types of forms. For example, a typist will have to determine the correct form to use. If she over or under estimates the message length, the form she has selected will be unsuitable. Retyping the message on a correct form may then be necessary. The use of a single form will standardize procedures and remove the guesswork from selecting the correct form. Time, temper, and taxpayers' dollars would be saved.

(3) It has been argued that unless signatures or initials are required on the last page of the official record copy, releasing, authenticating, and coordinating officers will fail to read the entire dispatch. This is questioned. The text of the message, the absence of a signature line and the list of distribution addressees, and the presence of a bullet box to indicate that the message is continued are positive signals to prevent this mistake. Signing the first page of a document containing several pages is not a new concept. It is a common practice with respect to reports, staff studies, and other bulky documents.

(4)  Preparation and Forwarding of Dispatches to the Field, requires that when dispatches have been coordinated, authenticated, and released, they will be assembled for forwarding to the Records Integration Division with the yellow official record copy on top, followed by the original for the field. It has therefore become a common practice to assemble dispatches in this manner before coordination, authentication, and release. As a result, true-name signature impressions can be transposed to the original. While this is a procedural problem, it is being discussed at this point because of its bearing on the placement of signatures and initials on the first page of the official record copy. For if dispatches were assembled with the original on top before coordination, authentication, and release, not only would a possible breach of security be avoided, but also there would be no justification for a coordinating, authenticating, or releasing officer not reading the entire dispatch.

### 3. Recommendations

Recommendation No. 1. That present dispatch forms, Tabs A, B, and C, be revised according to the formats of Tabs D and E, to increase message space and to improve typing operations.

Recommendation No. 2. That procedures for using the revised official record copy (Tab E) provide for placing the signatures of authenticating and releasing officers and the initials of coordinating officials on the first page of the record copy, regardless of whether the dispatch is one or more pages in length.

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V. THE USE OF PREASSEMBLED SETS TO PREPARE DISPATCHES

1. Findings

a. Approximately 288,000 dispatches annually are received by headquarters from the field. Officials of RI/FI estimate that only one percent of these are not prepared on printed forms. Carbon copies are prepared almost exclusively on regular tissue stationery since Letterex is not yet used extensively in the field.

b. Approximately 132,000 dispatches annually are forwarded by headquarters to the field. All are prepared on printed forms. It is estimated that about fifty percent of the carbon copies prepared in headquarters are typed on Letterex.

c. Dispatches originated in the field average six copies (Tab F).

d. The number of copies for dispatches originated in OE/P varies from six to thirteen. The average is about eight copies (Tab G).

e. The number of copies for dispatches originated in overt Staffs and Offices varies from eight to ten. (Tab H).

f. The labor cost in headquarters (exclusive of typing) to prepare 100 eight-copy dispatch sets using Form Nos. 51-28 and 51-29 and Letterex, is \$3.34. (Tab I). The material cost is \$3.25.

g. The labor cost in the field (exclusive of typing) to prepare 100 eight-copy dispatch sets using Form Nos. 51-28A and 51-29, and regular tissue stationery and reusable carbon paper is \$5.26 (Tab J). The material cost is \$2.65.

h. The labor cost (exclusive of typing) to prepare 100 dispatch sets using an eight-copy preassembled carbon interleaved set would be \$1.05 (Tab K). A leading commercial supplier of specialty forms estimates that material costs for 100 sets will range from \$3.50 to \$4.00.

2. Discussion and Conclusions

a. A net saving of \$2,033 annually could be realized in headquarters by using a preassembled carbon interleaved snap-out dispatch set (Tab L). A net saving of \$8,151 annually is possible

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in the field (Tab M). Total annual net savings of \$10,184 could be gained Agency wide. The type of set which would effect these savings is described as a double stub carbon interleaved snap-out set. The double stub feature would simplify separating field and headquarters copies for reinsertion in the typewriter. Such a set is actually two sets joined together at the top with a light gumming substance. Tab N is a mock-up of a double stub set. Note that the first part of the set has the top left corner cut to facilitate separating the two stubs.

b. The type of set proposed for Agency-wide use should contain the following sheets interleaved with one-time carbon:

Part I

Original (Tab D) printed on sterile paper the same weight as Form No. 51-28 (Tab A)  
White tissue with the format of Tab D.  
White tissue with the format of Tab D.

Part II

Official Record Copy (Tab E) printed on sterile paper the same weight and color as Form No. 51-29 (Tab B).  
White tissue with the format of Tab E, exclusive of the words "Record Copy" at the bottom.  
Same as above  
Same as above  
Same format as above printed on blue tissue.

c. This set will meet the basic average requirements for copies in headquarters and in the field. With the exception of not providing a pink pouch record copy, the set also will meet the specific requirements of the Office of Communications. Additional copies desired for either headquarters or field distribution can be prepared on Letterex sheets inserted into the set. From a security standpoint the use of this set should be acceptable in the field wherever printed dispatch forms are now used.

d. It should be noted that a carbon interleaved set with a stub at the top for removing carbons is not used without one disadvantage. To correct carbon copies a typist must first tear off the stub. However, this disadvantage should not apply to more than 20% of the dispatches prepared. The benefits of using preassembled sets, namely, more efficient typing operations, standardized procedures, faster training of personnel, and higher employee morale, far exceed the cost of this disadvantage and the slight additional material cost of preassembled sets over unassembled forms and Letterex.

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### 3. Recommendations

Recommendation No. 3. That the dispatch set described above be adopted for use in headquarters and the field.

Recommendation No. 4. That the Office of Communications meet its need for a specialized dispatch format and preassembled set by adopting the dispatch set recommended for the Agency.

## VI. THE USE OF REPRODUCIBLE MASTERS TO PREPARE MULTIPLE COPY DISPATCHES

### 1. Findings

a. There is no standard reproducible master or procedure for preparing dispatches requiring more copies than can be produced practically by typewriter. The 10 March 1954 report on a proposed pouchgram procedure showed that four area divisions were preparing multiple addressee dispatches on hectograph masters, using the general format of Form Nos. 51-28 and 51-29. That report recommended the development of a standardized format or form and procedures for preparing dispatches of this type.

b. Ten percent of the 132,000 dispatches originated annually in headquarters are prepared on hectograph masters. An employee suggestion from the field indicates that standard reproducible masters are needed overseas for preparing multiple addressee dispatches.

c. The average time required to type a one-page dispatch is ten minutes. The labor cost at the GS-4 level (third step) is about \$29. A reproducible master with preprinted headings, assembled in a set with three sheets of tissue stationery interleaved with one-time carbon paper, would cost about \$11. The master alone would cost only about \$0.5.

### 2. Discussion and Conclusions

a. Uniformity is essential to efficient correspondence operations. The lack of a standard reproducible master with preprinted headings has prevented establishing uniformity. In addition, this deficiency has increased typing costs two ways. If a typist selects to prepare all the copies of a multiple addressee dispatch by typewriter, typing costs may be doubled or tripled depending on the number of typings necessary. However, even if she chooses to prepare the dispatch on a blank hectograph master, there is still the additional cost of typing in the headings of the dispatch format.

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d. A preprinted hectograph master, assembled in a set similar to that used for cables (Tab O), would standardize procedures and eliminate unnecessary typing. Such a set should consist of the following:

Original - The format of Tab D preprinted on a sudge proof black carbon hectograph master overcoated for protection.

Official Record Copy - The format of Tab E printed on sterile paper of the same weight and color as Form No. 51-29 (Tab B).

Information Copy (Internal) - The format of Tab E (exclusive of the words "Record Copy" at the bottom) printed on white tissue.

Originator's Chrono Copy - Same as internal information copy except printed on blue tissue.

e. This set will meet the average requirements for internal copies in either headquarters or a field station. Additional copies for internal distribution can be prepared on Letterex sheets inserted into the set. From a security standpoint the use of this set should be acceptable in the field wherever printed dispatch forms are now used.

### 3. Recommendation

Recommendation No. 5. That the reproducible hectograph master set described above be adopted for use in headquarters and the field.

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VIA \_\_\_\_\_  
(Specify Air or Sea Pouch)

DISPATCH NO. \_\_\_\_\_

CLASSIFICATION



TO

DATE \_\_\_\_\_

FROM

SUBJECT { GENERAL  
          { SPECIFIC

CLASSIFICATION

# OFFICIAL DISPATCH

VIA \_\_\_\_\_  
(Specify Air or Sea Pouch)

DISPATCH NO. \_\_\_\_\_

CLASSIFICATION

TO

DATE \_\_\_\_\_

FROM

SUBJECT { GENERAL  
          { SPECIFIC

COPY

\_\_\_\_\_  
(Releasing officer)

\_\_\_\_\_  
(Coordinating officer)

\_\_\_\_\_  
(Authenticating officer)

CLASSIFICATION

VIA: \_\_\_\_\_  
(SPECIFY AIR OR SEA POUCH)

DISPATCH NO. \_\_\_\_\_

CLASSIFICATION

TO :

DATE \_\_\_\_\_

FROM :

SUBJECT: GENERAL—

SPECIFIC—



CLASSIFICATION

OFFICIAL

DISPATCH

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TO		INFORMATION ADDRESSEE	
FROM			
SUBJECT		HEADQUARTERS FILE NO.	DISPATCH SYMBOL AND NO.
			DATE

REFERENCE(S)

CONTINUED

OFFICIAL DISPATCH

CLASSIFICATION

FORM NO. 53  
1 NOV 53

TAB D

OFFICIAL

DISPATCH

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CLASSIFICATION

TO	INFORMATION ADDRESSEE
----	-----------------------

FROM
------

SUBJECT	HEADQUARTERS FILE NO.	DISPATCH SYMBOL AND NO.
		DATE

REFERENCE(S)
--------------

E

CONTINUED

COORDINATING OFFICER(S)	AUTHENTICATING OFFICER	RELEASING OFFICER
-------------------------	------------------------	-------------------

FORM NO. 53A  
1 NOV 55

RECORD COPY

CLASSIFICATION
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RECORD COPY

TAB E



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COPIES OF PROPOSED DISPATCHES ORIGINATED BY THE JMWG

25X1

<u>Station</u>	<u>Copies to HQ.</u>	<u>Extra Admin Copy</u>	<u>Retain in Station</u>	<u>Total</u>
	3	1	2	6
	3	1	2	6
	3	1	2	6
	3	1	2	6
	3	-	2	5
	3	1	2	6
	3	1	2	6
	5	-	2	7
	3	1	2	6

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COPIES OF OUTGOING DISPATCHES ORIGINATED IN DD/P

<u>Originating Element</u>	<u>Copies to Field</u>	<u>Info Copies</u>	<u>RI Copy</u>	<u>Division Copies</u>	<u>Total</u>
IO	3	3	1	2	9
FP	3	1	1	8	13
POC	3	1	1	8	13
DD/P	3	-	1	1	5
DD	3	-	1	1	5
RJW	3	-	1	1	5
TCG	3	-	1	2	6
VE	3	2	1	2	8
DE	3	5	1	2	11
FE	3	1	1	2	7
OS	3	-	1	2	6
GE	3	1	1	3	8
WH	3	1	1	2	7
SE	3	-	1	2	6

**SECRET****COPY REQUIREMENTS OF OVERT COMPONENTS  
FOR OUTGOING DISPATCHES**

<u>COMPONENT</u>	<u>No. OF COPIES INCLUDING ORIGINAL</u>
Office of Research and Reports	5
Office of Scientific Intelligence	9
Office of Current Intelligence	7
Office of Personnel	9
Office of Logistics	10
Office of Security	6
Medical Staff	8
Office of the Comptroller	9
Office of Communications	9

The Offices of Central Reference, Operations, National Estimates, Basic Intelligence, and Training do not use dispatches in sufficient quantity to justify including their requirements in this tabulation.

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**Labor Cost in Headquarters (Exclusive of Typing) To Prepare 100 Dispatch Sets Using Forms Nos. 51-28 and 51-29 and Letterex**

Time Required to Prepare One Set

	<u>Seconds</u>
Assemble original (51-28), record copy (51-29), sheet of reusable carbon paper, and six sets of Letterex; insert and align in typewriter . . . . .	34
Remove entire set from typewriter and separate according to field and headquarters copies.	6
Reinsert, align, and remove field copies from typewriter.	12
Reinsert, align and remove headquarters copies from typewriter.	12
Extract and dispose of carbon paper.	6
	<u>70</u>
	TOTAL

Time Required to Prepare 100 Sets

100 sets X 70 seconds = 7,000 seconds or  
1.94 man hours

Labor Cost to Prepare 100 Sets (Based on Page of GS-h, 3rd Step)

1.94 man hours X \$1.72 per hour = \$3.34

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**Labor Cost in the Field (Exclusive of Typing) To Prepare 100 Dispatch Sets Using Form Nos. 51-28A and 51-29, and Regular Tissue Stationery and Reusable Carbon Paper**

Time Required to Prepare One Set

	<u>Seconds</u>
Assemble set composed of the following: Form No. 51-28A, sheet of reusable carbon paper, Form No. 51-29, six sheets of regular tissue stationery and six sheets of reusable carbon paper.	55
Insert and align set in typewriter.	10
Remove entire set from typewriter and separate according to field and headquarters copies.	9
Reinsert, align, and remove field copies from typewriter.	15
Reinsert, align, and remove headquarters copies from typewriter.	15
Extract and dispose of carbon paper	6
TOTAL	110

Time Required to Prepare 100 sets

100 sets X 110 seconds = 11,000 seconds or  
3.06 man hours

Labor Cost to Prepare 100 Sets (Based on Page of 00-4, 3rd Step)

3.06 man hours X \$1.72 = \$5.26

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**Labor Cost (Exclusive of Typing) To Prepare 100 Dispatch Sets  
Using an Eight-Copy Carbon Interleaved Snap-Out, Dispatch  
Set**

Time Required to Prepare One Set

	<u>Seconds</u>
Insert and align set in typewriter	5
Remove set and separate according to field and headquarters copies	3
Reinsert, align, and remove field copies	5
Reinsert, align, and remove head- quarters copies	5
Extract and dispose of carbon paper	4
TOTAL	<u>22</u>

Time Required to Prepare 100 Sets

100 sets X 22 seconds = 2,200 seconds or .61  
of a man hour

Labor Cost to Prepare 100 Sets (Based on Page of GE-4, 3rd Step)

.61 of a man hour X \$1.72 per hour = \$1.05

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Estimated Annual Savings in Headquarters Using an Eight-Copy  
Preassembled Carton Interleaved Map-Out Dispatch Set

Present labor cost (exclusive of typing) to prepare 132,000 dispatches (TAB I) - - - - -	\$1,409
Proposed costs (TAB K) - - - - -	<u>1,386</u>
Possible labor savings - - - - -	\$23,023

Less:

Estimated material cost for 132,000 preassembled sets - - - - -	\$5,280
Present material costs - - - - -	<u>4,290</u>
Additional material costs - - - - -	<u>990</u>
Net headquarters savings	\$2,033



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Estimated Annual Savings in the Field Using an Eight-Copy  
Preassembled Carbon Interleaved Snap-Out Dispatch Set

Present labor costs (exclusive of typing) to prepare 285,000 dispatches (Tab J) - - - - -	\$11,991
Proposed costs (Tab K) - - - - -	<u>2,992</u>
Possible labor savings - - - - -	\$11,999

Least

Estimated material cost for 285,000 preassembled sets - - - - -	\$11,400
Present material costs - - - - -	<u>7,552</u>
Additional material costs - - - - -	<u>3,848</u>
Net field savings	\$ 8,151

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### POUCH MANIFEST

<b>TO:</b>	<b>Pouch No.</b>
<b>FROM: Headquarters Registry, Washington, D. C.</b>	<b>DATE</b>

ITEM	DISPATCH NO.	SUBJECT AND ENCLOSURES
<b>X</b>		

**N.**

*COPY DISTRIBUTION: WHITE - STATION, YELLOW - HEADQUARTERS, PINK - TICKLER, GREEN - DIVISION*

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*FAB N*

Remove Protective Sheet Before Typing Cable or Amending Text

(44)

SET MARGIN HERE

FORM NO. 12  
AN. 55

REPLACES FORM 35-80  
WHICH MAY BE USED.

4-55

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**CLASSIFIED MESSAGE**

**ROUTING**

[Empty rectangular box for classification marking]

1		4	
2		5	
3		6	

ORIG :  
UNIT :  
EXT :  
DATE :

TO :

FROM :

CONF :

INFO :

**PRECEDENCE**

**COMMUNICATING OFFICERS**

[Empty rectangular box for communicating officers]

RELEASING OFFICER

AUTHENTICATING OFFICER

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