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10 May 1949

MEMORANDUM

TO : [ ] [ ]

FROM : [ ] [ ]

SUBJECT : Proposed Project BGABUSE

PURPOSE : The Aim of the Proposed Project is to Achieve  
Infiltration of the International Mail for Distribution  
of Anti-Communist Propaganda

This document is part of an integrated  
file. If separated from the file it must be  
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General Data

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1. In the American occupation zone of Germany there are at the present time five centers through which the international mail is being shipped to different satellite countries on the other side of the iron curtain as well as to USSR. These transit points for the international mail are as follows: Frankfurt, Berlin, Munich, Stuttgart and Nurnberg.
2. Through all these points there is a daily voluminous flow of international mail going from such countries as Yugoslavia, Rumania, Czechoslovakia, Poland and USSR proper to different countries in the outer world.
3. According to the directive issued by the US Military governor, the only agency authorized to inspect and handle this mail is a special Unit of the Army Intelligence which is known as CIS (Communications Intelligence Service.)
4. In accordance with the above mentioned directive, CIS is given authority to open the mail bags received by the Deutsch Post and to inspect its contents.
5. The operatives of the CIS, who remove the mail bag from the Deutsch Post, are registered as the employees of the Deutsch Post, carry proper identification and have free and unhindered access to any and all shipments of the mail going through the Deutsch Post centers.
6. The CIS Unit has its main office in Frankfurt and attached to this office is a well equipped and well organized special laboratory which is in a position to duplicate all the necessary identification marks on the mail bags in order to make the inspection of the mail completely unnoticeable to the addressees.
7. At the present time, the laboratory uses two methods of opening mail bags and the choice of either of these methods depends on the

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relative use and facility with which the opening and sealing of the mail bags could be achieved. The first method is to open the seams of the bags and to sew them again using the same thread. The second method is to break the seal and to duplicate it by special moulage and imprint.

8. Opening bags by duplicating the seals is a far more expedient process because it requires considerably less time. To be specific, about one-tenth of the time is required for opening and sewing the seams- this process may require as much as four hours per bag.

9. Removal of the mail bags from the Deutsch Post and their return is usually limited by a very narrow margin of time. In most cases, the time limit is about three hours. This is the time which the transit mail remains in the above mentioned postal centers awaiting further shipment to its destination.

10. The better and the most expedient way of opening mail bags is also the most costly process because it requires a rather elaborate machinery for duplicating the seals.

11. Both of these methods were observed and studied by our representatives with a specific point of view in which we were interested.

12. The feasibility of forming such a specific project is conditioned by the following considerations:

- a. The present labor strength of the CIS would not permit an extensive operation in this direction.
- b. The present budget of CIS would not permit any increased expenses.

### Specific Aims of the Project

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1. By establishing this project it is expected to achieve the following: The mail addressed to the countries on the other side of the iron curtain presents a first class opportunity for compiling a list of genuine addresses.

2. The method by which a compilation of such addresses will be achieved is as follows: Special CIS operatives attached to the above mentioned project would open daily and regularly the requisite mail bags and would photograph the envelopes. By use of special photographic equipment available at the present time, CIS operatives could photograph 3,000 letters within an hour. Thus, from a technical point of view, this method presents difficulty only insofar as opening and resealing of the bags.

3. It is estimated that by operating this project in all of the five above mentioned points, it would be possible to procure a reliable and a sizeable set of addresses to which eventually propaganda material could be directed.

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4. This method of infiltrating mail presents also additional advantage in the fact that propaganda material sent, for instance, to Russia could be presented under the guise of mail coming out of such countries as Yugoslavia, Bulgaria, Poland or any other satellite countries.

5. In order to achieve this result, it is necessary to have at your disposal a well equipped laboratory which can duplicate the cancellation stamps, the paper of the envelopes and all other possible identification marks such as censorship stamps, etc. In case of CIS, all these facilities are available and would be placed at the disposal of the project.

6. To cite an example as an illustration, we will refer here to an incident which was observed by our representative.

A shipment of sixty(60) mail bags from Moscow to Paris went through the CIS laboratory, was opened and resealed in the allowed time of three hours during which these mail bags were awaiting in Frankfurt their reshipment by train to Paris. These mail bags contained a supply of text books, literature, newspapers, addressed from the Moscow supply store of the propaganda material to the Soviet International book store in Paris. The allowed time would have been completely sufficient to insert in this shipment any subversive propaganda material that was desired without leaving any trace of tampering with the mail. All the bags, when resealed, carried the genuine stamps of the international book store in Moscow and no trace of any tampering with these bags could be detected even by the microscopic analysis.

7. Thus, the aims of the project would be divided into two phases or stages. In the first stage, operatives of the project would concentrate on developing and improving their techniques and on collecting the necessary addresses in the countries within the bounds of the iron curtain. The second stage which would be reached only considerably later would consist of inserting a certain amount of subversive propaganda material in these mail bags and of shipping them to the desired destination.

8. It is expected that the use of these channels for distribution of subversive propaganda would prove to be extremely effective, quite safe, from the point of view of security, and almost impossible to hinder operationally.

#### The Requirements of the Project

1. In order to establish this project, it would be necessary for CIS to establish indigenous operatives in each of the five mail points, mentioned before, that is - Frankfurt, Berlin, Munich, Stuttgart and Nurnberg. The maximum number of operatives required for the entire project would be fifteen.

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2. These operatives could and should be hired from the pool of the indigenous personnel which have been screened and are available to CIS for their operations.

3. The operatives of this type represent the smallest possible security hazard because they are taken on an extremely selective basis. They were all previously employed by CIC as operatives and because of the extremely high requirements which are imposed on all such candidates, they are paid considerably above the average salaries, ( - )Deutsche Marks per month.)

4. The requirements of these operatives in each mail center is based on the following estimate. One man is charged with delivery and shipment of bags; one man is charged with opening and resealing bags. One man is engaged in taking photographs of the mail with a special high speed automatic camera.

5. The indigenous operatives in this project would not be employed for the insertion of any subversive propaganda. This will be done only by the American personnel available at each Station. Thus, the indigenous personnel will be aware only of opening and photographing the international mail but would not know and would not witness the active infiltration of the mail by the propaganda material.

6. Besides the requirements of indigenous personnel, there would be also expenses incidental to transportation and to the supplies and material necessary for photographing and for duplication of seals. It is estimated that the total of these expenses will not exceed ( )Deutsche Marks per month.

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