

CHAPTER 7

TRANSMISSION AND TRANSPORTATION

Section 1

Methods of Transmission or Transportation

7-100 Policy

a. Heads of the DoD Components shall establish procedures for transmission and transportation of classified information and information-bearing material that minimize risk of compromise while permitting use of the most cost-effective transmission or transportation means.

b. **COMSEC** information shall be transmitted and transported in accordance with National Telecommunications and Information Systems Security Instruction 4001.

c. NATO classified information shall be transmitted in compliance with USSAN Instruction 1-69.

d. Except under rules established by the **Secretary** of Defense, or as provided by Section 102 of the National Security Act, classified information originating in a department or agency other than the Department of Defense shall not be disseminated outside the Department of Defense without the consent of the originating department or agency.

7-101 Top Secret Information

Top Secret information shall be transmitted only by:

a. Direct contact between appropriately cleared persons.

b. A cryptographic system authorized by the Director, NSA, or a protected distribution system designed and installed to meet the requirements of National Communications Security Instruction 4009. This applies to voice, data, message, and facsimile transmissions.

c. The Defense Courier Service (DCS) if material qualifies under the provisions of DoD Regulation 5200.33-R. The DCS may use a specialized shipping container as a substitute for a DCS courier on direct flights provided that the shipping container is of **sufficient** construction to provide evidence of forced entry, secured with a high security padlock and equipped with an electronic seal that would provide evidence of surreptitious entry, A DCS courier must

escort the specialized shipping container to and from the aircraft and oversee its loading and unloading. This authorization also requires that the DCS develop procedures that address the protection of specialized shipping containers in the event a flight is diverted for any reason.

d. Authorized DoD Component courier services;

e. The Department of State Diplomatic Courier Service;

f. Cleared U.S. military personnel and Government civilian employees specifically designated to carry the information who are traveling on a conveyance owned, controlled, or chartered by the U.S. Government or DoD contractors traveling by surface transportation;

g. Cleared U.S. Military personnel and Government civilian employees specifically designated to carry the information who are traveling on scheduled commercial passenger aircraft within and between the United States, its Territories, and Canada.

h. Cleared U.S. Military personnel and government civilian employees specifically designated to carry the information who are traveling on scheduled commercial passenger aircraft on flights outside the United States, its territories, and Canada.

i. Cleared DoD contractor employees **within** and between the United States and its Territories provided that the transmission has been authorized in writing by the appropriate Cognizant Security Agency (CSA) or a designated representative.

7-102 Secret Information

Secret information may be transmitted by:

a. Any of the means approved for the transmission of Top Secret information;

b. Appropriately cleared contractor employees provided that the transmission meets the requirements specified in DoD 5220.22-R and DoD 5220.22-M.

c. On an exception basis, when applicable postal regulations (39. C. F. R.) are met, Agency Heads may,

when an urgent requirement exists for overnight delivery to a DoD Component within the United States and its Territories, authorize the use of the current holder of the General Services Administration contract for overnight delivery of information for the Executive Branch. Any such delivery service shall be U.S. owned and operated, provide automated in-transit tracking of the classified information, and ensure package integrity during transit. The contract **shall** require cooperation with government inquiries in the event of a loss, theft, or possible compromise. The sender is responsible for ensuring that an authorized person will be available to receive the delivery and verification of the **correct** mailing address. The package may be addressed to the recipient by name. The release signature block on the receipt label shall not be executed under any circumstances. The use of external (street side) collection boxes is prohibited. Classified Communications Security Information, NATO, and foreign government information **shall** not be transmitted in this manner.

d. U.S. Postal Service registered mail within and between the 50 States, the District of Columbia, and the Commonwealth of Puerto Rico;

e. U.S. Postal Service Express Mail within and between the 50 States, the District of Columbia, and the Commonwealth of Puerto Rico. The “Waiver of Signature and Indemnity” block on the U.S. Postal Service Express Mail Label 11-B may not be executed under any circumstances. The use of external (street side) Express Mail collection boxes is prohibited.

f. U.S. Postal Service registered mail through Army, Navy, or Air Force Postal Service facilities outside the United States and its Territories, provided that the information does not at any time pass out of U.S. citizen control and does not pass through a foreign postal system or any foreign inspection;

g. U.S. Postal Service and Canadian registered mail with registered mail receipt between U.S. Government and Canadian Government installations in the United States and Canada;

h. Carriers cleared under the National Industrial Security Program who provide a Protective Security Service. This method is authorized only within the Continental United States (CONUS) when other methods are impractical, except that this method is also authorized between U.S. and Canadian government approved locations documented in a transportation plan approved by U.S. and Canadian government security authorities.

i. Government and Government contract vehicles

including aircraft, ships of the U.S. Navy, civil service-operated U.S. Naval ships, and ships of U.S. registry. Appropriately cleared operators of vehicles, officers of ships or pilots of aircraft who are U.S. citizens may be designated as escorts provided the control of the carrier is maintained on a 24-hour basis. The escort shall protect the shipment at all times, through personal observation or authorized storage to prevent inspection, tampering, pilferage, or unauthorized access. Observation of the shipment is not required during flight or sea transit, provided it is loaded into a compartment that is not accessible to any unauthorized persons or in a specialized secure, safe-like container.

j. In exceptional circumstances, with the written approval of the recipient government security authorities, classified material up to an including Secret may be transmitted outside of the United States and its Territories in the hold of a cleared U.S. registered air carrier (Civilian Reserve Air Fleet participant) without an appropriately cleared escort. The shipment must be sent between two specified points with no intermediate stops. The carrier must agree in advance to permit cleared and specifically authorized persons to observe placement and removal of the classified shipment from the air carrier. The shipment must be placed in a compartment that is not accessible to any unauthorized person or in the same type of specialized shipping as is prescribed in subparagraph c. above, for use by the DCS.

7-103 **Confidential Information**

Confidential information may be transmitted by:

a. Means approved for the transmission of Secret information.

b. U.S. Postal Service Registered Mail for:

(1) Material to and from FPO or APO addressees located outside the United States and its Territories.

(2) Material when the originator is uncertain that the addressee’s location is within U.S. boundaries.

c. U.S. Postal Service certified mail (or registered mail, if required above) for material addressed to DoD contractors or non-DoD agencies.

d. U.S. Postal Service first class mail between DoD Component locations anywhere in the United States and its Territories. The outer envelope or wrapper shall be endorsed:

“POSTMASTER: Do Not Forward.”

e. Within CONUS, commercial carriers that provide a Constant Surveillance Service (CSS).

f. In the custody of commanders or masters of ships of U.S. registry who are U.S. citizens. Confidential information shipped on ships of U.S. registry may not pass out of U.S. Government control. The commanders or masters must sign a receipt for the material and agree to:

(1) Deny access to the Confidential material by unauthorized persons, including customs inspectors, with the understanding that Confidential cargo that would be subject to customs inspection will not be unloaded; and

(2). Maintain control of the cargo until a receipt is obtained from an authorized representative of the consignee.

g. Alternative or additional methods of transmission approved by the head of the DoD Component.

7-104 Transmission of Classified Material to Foreign Governments

a. Policy. Classified information and material that has been approved for release to a foreign government in accordance with DoD Directive 5230.11 shall be transmitted by means that ensure proper transfer between representatives of each government. All

international transfers of classified material shall take place through government-to-government channels. The provisions of Appendix H shall be followed.

b. Control and Accountability. Control and accountability of classified material must be maintained until the material is officially transferred to the intended recipient government through its Designated Government Representative.

c. In urgent situations, appropriately cleared employees may be authorized to handcarry classified material in accordance with Section 3 of this Chapter, below, and Appendix H.

d. Each DoD agency executing an international agreement or contract that will lead to the international transfer of classified material will notify the DoD agency responsible for approving the transfer arrangements at the earliest possible point in international deliberations.

7-105 Shipment of Freight

Procedures established for shipment of bulk classified material as freight shall include provisions for shipment in closed vehicles when required, appropriate notice to the consignee concerning the shipment, procedures at transshipment activities, and actions to be taken in case of non-delivery or unexpected delay in delivery.

Section 2

Preparation of Material for Transmission

7-200 Envelopes or Containers

a. When classified information is transmitted, it shall be enclosed in two opaque, sealed envelopes, wrappings, or containers, durable enough to properly protect the material from accidental exposure and facilitate detection of tampering. The following exceptions apply:

(1) If the classified material is an internal component of a **packageable** item of equipment, the outside shell or body may be considered as the inner enclosure provided it does not reveal classified information.

(2) If the classified material is an inaccessible internal component of a bulky item of equipment, the outside or body of the item may be considered to be a sufficient enclosure provided observation of it does not reveal classified information.

(3). If the classified material is an item or equipment that is not reasonably **packageable** and the shell or body is classified, it shall be concealed with an opaque covering that will hide all classified features.

(4) Specialized shipping containers, including closed cargo transporters, may be considered the outer wrapping or cover when used.

(5) When classified material is hand-carried outside an activity, a locked briefcase may serve as the outer wrapper. In such cases, the addressing requirements of paragraph 7-201 a., below, do not apply.

(6) NATO Restricted material need not be double-wrapped when transmitted within the United States. The marking "NATO Restricted" shall not appear on the wrapper.

b. Classified material shall be prepared for shipment, packaged, and sealed in ways that minimize risk

of accidental exposure or undetected deliberate compromise. Documents should be packaged so that classified text is not in direct contact with the inner envelope or container.

7-201 Addressing

a. The outer envelope or container for classified material shall be addressed to an official government activity or to a DoD contractor with a facility clearance and appropriate storage capability and **shall** show the complete return address of the sender. The outer **envelope** shall not be addressed to an individual. Office codes or phrases such as "Attention: Research Department" may be used.

b. The inner envelope or container shall show the address of the receiving activity, the address of the sender, the highest classification of the contents (including, where appropriate, any special markings such as "Restricted Data" or "NATO,") and any applicable special instructions. The inner envelope may have an "attention line" with a person's name.

c. The outer envelope or single container shall not bear a classification marking or any other unusual marks that might invite special attention to the fact that the contents are classified.

d. Classified information intended only for U.S. elements of international staffs or other organizations must be addressed specifically to those elements.

Section 3

Escort or Hand-Carrying of Classified Material

7-300 General Provisiona

a. Appropriately cleared personnel may be authorized to escort or **handcarry** classified material between locations when other means of transmission or transportation cannot be used. Component heads shall establish procedures to ensure that **handcarrying** of classified material is minimized and does not pose unacceptable risk to the information. Handcarrying may be authorized only when:

(1) The information is not available at the destination and is required by operational necessity or a contractual requirement;

(2) The information cannot be sent via a secure facsimile transmission or by other secure means;

(3) The **handcarry** has been authorized by the appropriate official as required by the Component head;

(4) **The** handcarry is accomplished aboard a U.S. carrier, or a foreign carrier if no U.S. carrier is available, and the information will remain in the custody and physical control of the U.S. escort at all times.

(5) Arrangements have been made for secure storage at a U.S. Government or cleared U.S. contractor facility.

b. Couriers must be informed of and acknowledge their security responsibilities. The latter requirement may be satisfied by a briefing or by requiring the

courier to read written instructions that contain the information listed below, as a minimum:

(1) The courier is liable and responsible for the material being escorted;

(2) The classified material is not, under any circumstances, to be left unattended. During overnight stops, U.S. military facilities, embassies or cleared U.S. contractor facilities must be used. Classified material **shall** not be stored in hotel safes.

(3) The material shall not be opened en route except in the circumstances described in subparagraph 7-300. b.(8), **below**.

(4) The classified material is not to be discussed or disclosed in any public place.

(5) The courier shall not deviate from the authorized travel schedule.

(6). In cases of emergency, the courier must take measures to protect the classified material.

(7) The courier is responsible for ensuring that personal travel documentation (passport, courier authorization, and medical documents, etc.) are complete, valid, and current.

(8) There is no assurance of immunity from search by the customs, police, **and/or** immigration officials of various countries whose border the courier may cross; therefore, should such officials inquire into the contents of the consignment, the courier shall

present the courier orders and ask to speak to the senior customs, police **and/or** immigration official; this action should normally suffice to pass the material through unopened. However, if the senior **official** demands to **see** the actual contents of the package, it may be opened in his or her presence, but should be done in an area out of sight of the general public.

(a) **Precautions** should be taken to show **officials** only as much of the contents as will satisfy them that the package does not contain any other item. The courier should ask the official to repack the material or assist in repacking it immediately upon completion of the examination.

(b) The senior customs, police and/or immigration **official** should be requested to provide evidence of the opening and inspection of the package by sealing and signing it when closed and confirming the shipping documents (if any) or courier certificate that the package has been opened. Both the addressee and the dispatching security officer shall be informed in writing of the opening of the material.

(c) Classified material to be carried by a courier shall be inventoried; a copy of the inventory shall be retained by the courier's security office and a copy shall be carried by the courier.

(d) Upon return, the courier must return all classified material in a sealed package or produce a receipt signed by the security officer of the addressee organization for any material that is not returned.

(e) For guidance on **handcarrying** NATO classified material, refer to USSAN 1-69.

c. In the event that the handcarry of classified information will also involve the disclosure of classified information to foreign nationals, the DoD Component official responsible for approving the handcarry is also responsible for ensuring that disclosure authorization has been obtained in accordance with DoD Directive 5230.11.

7-301 Documentation

a. Responsible officials **shall** provide a written statement to **all** individuals escorting or carrying classified material authorizing such transmission. This authorization statement may be included in official travel orders except for travel aboard commercial aircraft in which case subsection 7-302, below, applies.

b. The DD Form 2501, "Courier Authorization," may be used to identify appropriately cleared DoD military and civilian personnel who have been

approved to **handcarry** classified material in accordance with the following, except that in the case of travel aboard commercial aircraft the provisions of paragraph 7-302, below, apply:

(1) The individual has a recurrent need to **handcarry** classified information;

(2) The form is signed by an appropriate official in the individual's servicing security office;

(3) Stocks of the form are controlled to preclude unauthorized use.

(4) The form is issued for no more than one year at a time. The requirement for authorization to handcarry shall be **reevaluated** and/or **revalidated** on at least an annual basis, and a new form issued, if appropriate.

(5) The use of the **DD** Form 2501 for **identification/verification** of authorization to handcarry Sensitive **Compartmented** Information or special access program information shall be in accordance with policies and procedures established by the official having security responsibility for such information or programs.

7-302 Hand-carrying or Escorting Classified Material Aboard Commercial Passenger Aircraft

a. Advance coordination should be made with airline and departure terminal officials and, when possible, with intermediate transfer terminals to develop mutually satisfactory arrangements within the terms of this Regulation and Federal Aviation Administration (FAA) guidance, to facilitate the courier's processing through airline ticketing, screening and boarding procedures. **Local** FAA field **offices** can often be of assistance. During this coordination, specific advice should be sought regarding the nature of documentation that will be required. Generally, the following has been found to meet requirements:

(1) The individual designated as courier shall be in possession of a DoD or contractor-issued identification card that includes a photograph, descriptive data, and signature of the individual. (If the identification card does not contain date of birth, height, weight, and signature, these items must be included in the written authorization.)

(2) The courier shall have the original of the authorization letter. A reproduced copy is not acceptable. The traveler shall have sufficient authenticated copies to provide a copy to each airline

involved. The letter shall be prepared on letterhead stationary of the agency authorizing the carrying of classified material and shall:

(a) Give the full name of the individual and his or her employing agency or company;

(b) Describe the type of identification the individual will present (for example, Naval Research Laboratory Identification Card NO. 1234; ABC Corporation Identification Card No. 1234);

(c) Describe the material being carried (for example three sealed packages, 9" X 8" X 24", addressee and addressor);

(d) Identify the point of departure, destination, and known transfer points;

(e) Carry a date of issue and an expiration date;

(f) Carry the name, title and signature of the official issuing the letter. Each package or carton to be exempt shall be signed on its face by the **official** who signed the letter; and

(g) Carry the name of the person designated to confirm the letter of authorization, and that person's **official** U.S. Government telephone number.

b. The traveler should process through the airline ticketing and boarding procedure the same as other passengers. The package or the carry-on luggage containing it should be routinely offered for inspection for weapons.