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Provisional
Basic Field Manual

STRATEGIC SERVICES

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U.S. Office of Strategic Services

Washington, D. C.

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This Provisional Basic Field Manual, Strategic Services, is based upon the functions and duties assigned to the Office of Strategic Services by the Directive of the Joint Chiefs of Staff (JCS 155/11/D). It is published for the information and guidance of all concerned and will be used as the basic doctrine in the organization, administration, and conduct of Strategic Services activities.

This document is intended for use at bases and will not be taken into advanced bases. AR 380—5 pertaining to handling of secret documents will be complied with in the handling of this document.

William J. Donovan

Director

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PROVISIONAL BASIC FIELD MANUAL
STRATEGIC SERVICES

(as defined by JCS 155/11/D)

SECTION I—GENERAL PROVISIONS

1. *PURPOSE*—The purpose of this Manual is to provide:

a. A comprehensive picture of all Strategic Services activities in their relation to actual or planned military operations;

b. A guide for the planning and conduct of Strategic Services within the Office of Strategic Services, within theaters, and within neutral areas.

2. *DEFINITION**—As used in the directive of the Joint Chiefs of Staff (JCS 155/11/D), the term "Strategic Services" includes all measures (except those pertaining to the Federal program of radio, press, publication and related foreign propaganda activities involving the dissemination of information) taken to enforce our will upon the enemy by means other than military action, as may be applied in support of actual or planned military operations or in furtherance of the war effort.

3. *OBJECTIVES*—The principal objectives of Strategic Services activities are:

a. To aid and give direct support to the furtherance of projected or actual military operations; SOFM P 17

b. To destroy the will and ability of the enemy to resist;

c. To deprive the enemy of the support of his allies and of neutrals and strengthen resistance within occupied countries.

4. *FUNCTIONS*—The Office of Strategic Services is the agency of the Joint Chiefs of Staff charged with the functions and duties described below:

a. SECRET INTELLIGENCE: The Office of Strategic Services is authorized to:

* In addition to the measures included in the definition of the Joint Chiefs of Staff, propaganda must also be associated and used as a pressure for enforcing our will upon the enemy.

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(1) Collect secret intelligence in all areas other than the Western Hemisphere by means of espionage and counter-espionage, and evaluate and disseminate such intelligence to authorized agencies. In the Western Hemisphere, bases already established by the Office of Strategic Services in Santiago, Chile, and Buenos Aires, Argentina, may be used as ports of exit and of entry for the purpose of facilitating operations in Europe and Asia but not for the purpose of conducting operations in South America. The Office of Strategic Services is authorized to have its transient agents from Europe or Asia touching points in the Western Hemisphere transmit information through facilities of the Military Intelligence Service and of the Office of Naval Intelligence.

(2) Establish and maintain direct liaison with Allied secret intelligence agencies.

(3) Obtain information from underground groups by direct contact or other means.

(4) Establish and maintain direct liaison with military and naval counter-intelligence, Federal Bureau of Investigation, and other Government agencies engaged in counter-intelligence.

b. RESEARCH AND ANALYSIS: The Office of Strategic Services will:

(1) Furnish essential intelligence for the planning and execution of approved Strategic Services operations, and

(2) Furnish such intelligence as is requested by agencies of the Joint Chiefs of Staff, the armed services, and other authorized Government agencies. To accomplish the foregoing, no geographical restriction is placed on the research and analysis functions of the Office of Strategic Services, and the following specific activities will be performed:

(a) Accumulation, evaluation, and analysis of political, psychological, sociological, economic, topographic, and military information required for the above.

(b) Preparation of such studies embracing the foregoing factors as may be required.

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(c) Preparation of the assigned sections of Joint Army and Navy Intelligence Studies (JANIS), together with such maps, charts, and appendices as may be required to accompany these sections.

(d) Preparation of such maps, charts, and illustrations as may be requested by the agencies of the Joint Chiefs of Staff and authorized agencies of the War and Navy Departments.

c. SECRET OPERATIONS: The secret operations included in this paragraph are conducted within enemy countries and enemy-occupied or controlled countries, and from bases within other areas, including neutral areas, where action or counter-action may be effective against the enemy.

(1) *Morale Subversion.* The Office of Strategic Services is responsible for the execution of all forms of morale subversion by divers means including: False rumors, "freedom stations," false leaflets and false documents, the organization and support of fifth column activities by grants, trained personnel and supplies, and the use of agents, all for the purpose of creating confusion, division, and undermining the morale of the enemy.

(2) *Physical Subversion.* The Office of Strategic Services is responsible for the execution of approved special operations including:

(a) Sabotage.

(b) Organization and conduct of guerrilla warfare: personnel to be provided for guerrilla warfare will be limited to organizers, fomenters, and operational nuclei.

(c) Direct contact with and support of underground resistance groups.

(d) The conduct of special operations not assigned to other Government agencies and not under the direct control of the theater or area commanders.

(e) The organization, equipment, and training of such individuals or organizations as may be required for special operations not assigned to other Government agencies.

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d. STRATEGIC SERVICES PLANNING, EXECUTION, DOCTRINE, AND TRAINING: The Office of Strategic Services is charged with:

(1) The planning, development, and execution of Strategic Services for the Joint Chiefs of Staff, and the development of doctrine covering such services.

(2) The training of personnel for Strategic Services.

e. WEAPONS AND EQUIPMENT: The Office of Strategic Services is responsible for the progressive and orderly development of operating procedure and the characteristics of special weapons and special equipment for special operations not assigned or pertinent to other U.S. Government agencies. When approved by the Office of Scientific Research and Development, such special weapons and special equipment may be developed by the Office of Strategic Services in collaboration with the Office of Scientific Research and Development. The characteristics having been so established are presented to the Assistant Chief of Staff, G-4, War Department General Staff, and the Vice Chief of Naval Operations for transmittal to the appropriate supply agency for further development or procurement. Weapons, equipment, and supplies for the Office of Strategic Services are programmed and procured in accordance with the pertinent Joint Chiefs of Staff directives and current Army and Navy instructions based thereon.

f. CONTACT WITH FOREIGN NATIONALITY GROUPS: The Office of Strategic Services is authorized, in consultation with the Department of State, to maintain contact with foreign nationality groups and individuals in the United States for the purpose of obtaining information.

g. COMMUNICATIONS: The Office of Strategic Services is responsible for the planning, organization, and operation of essential communications required for field and training activities in connection with approved projects. Existing communication facilities are utilized wherever possible. The programming and procurement of communications equipment are made only after approval therefor has been secured from the Assistant Chief of Staff, G-4, War Department General Staff, or the Vice Chief of Naval Operations, depending upon which service has primary interest in the

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particular type of communications equipment under consideration.

h. LIAISON WITH OTHER AGENCIES: The Office of Strategic Services is authorized to maintain liaison with other interested Government agencies.

5. *COORDINATION OF STRATEGIC SERVICES PROGRAMS* — Strategic Services programs are supplementary to and must be coordinated with military programs. To insure this, a Planning Group to act as a joint medium has been set up in the Office of Strategic Services for supervising and coordinating the planning and execution of Strategic Services programs. The Planning Group, Office of Strategic Services consists of:

a. One member appointed by the Secretary of State, two members appointed by the Chief of Staff, U.S. Army, two members appointed by the Commander-in-Chief, U.S. Fleet and the Chief of Naval Operations, and four members including the Chairman, appointed by the Director of Strategic Services.

b. The members of the Planning Group, Office of Strategic Services, are available for full-time duty and are free from other assigned duties.

c. An Advisory Committee comprising representatives from the Office of Economic Warfare, Coordinator of Inter-American Affairs, Treasury Department, and from time to time representatives of such other Government agencies as may be called upon to serve, has been set up to serve with the Planning Group, either as individual members or as a committee when requested by the Chairman of the Group, to consider matters affecting the respective agencies represented on the committee. Members of the Advisory Committee advise the Planning Group as to how their respective agencies can be of assistance in insuring the success of Strategic Services plans.

d. All major projects and plans for Strategic Services include measures for political, cultural, and economic pressures to be applied. In the case of economic pressures, the projects and plans indicate only the results desired from the Office of Economic Warfare. *

* Now consolidated under Office of Foreign Economic Administration.

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e. All major projects and plans for Strategic Services are integrated with military and naval programs by the Planning Group, Office of Strategic Services and after approval by the Director of Strategic Services, are submitted to the Joint Chiefs of Staff through the Joint Staff Planners for final approval.

6. *FACTORS*

a. GENERAL: The nature of problems affecting Strategic Services activities is influenced by military, political, economic, psychological, and sociological factors. Successful prosecution of Strategic Services operations depends upon a realistic knowledge of the areas in which such operations are to take place, of the above factors, and of the opposing enemy activities which can be used to our own advantage. The intelligence agencies of Strategic Services must provide this information in order to insure adequate and coordinated planning for operations in the field. Strategic Services intelligence must know and evaluate peoples and their problems, the aims and weapons used by both adversaries and friends, and above all, the weaknesses and divisions that exist within given countries — the "soft spots" or "vulnerabilities" which are targets of Strategic Services activities. Such intelligence must be thoroughly objective, adequately detailed, up-to-date, accessible, and specifically focused on the problems facing Strategic Services planners and operatives.

b. MILITARY FACTORS:

(1) The military factors important in the employment of Strategic Services are those bearing on strategy and on military operations.

(2) In general, those factors bearing on *military strategy* deal with the enemy situation within an enemy or enemy-occupied territory, or within a territory which may be occupied by the enemy, and include those elements vital to our own military strategy, such as:

(a) The enemy's military organization and dispositions, his plans and counter-plans;

(b) His industrial establishment;

(c) His resources and channels of supply;

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(d) His weaknesses and vulnerabilities;

(e) Those elements in his setup most harmful to our strategy;

(f) His organization for control of occupied areas and areas which he may in future occupy.

(3) Those considerations bearing on *military operations* deal with specific objectives in the field of secret intelligence, morale subversion, and special operations which bear directly on the objectives and plan of the theater commander and which will further his military operations.

(4) Bearing in mind that neutral territory may be occupied by the enemy, Strategic Services plans, organizes, and directs its activities in anticipation of future events in those areas in consonance with military plans and with our national policy.

c. POLITICAL FACTORS:

(1) In general, the important political factors in the employment of Strategic Services are those which can be used to exploit the weaknesses within the enemy's political organization and which enhance our own position. Such factors include:

(a) Political weaknesses within enemy countries between the leaders, the military, and the people;

(b) Political weaknesses between enemy partners;

(c) Political weaknesses of the enemy with respect to neutral countries;

(d) Dissident elements within enemy and enemy-occupied territory;

(e) Refugee and emigrant groups abroad.

(2) Political pressures may be applied by:

(a) Undermining the faith of enemy peoples in their leaders and their form of government;

(b) Discrediting enemy puppet governments;

(c) Creating division between enemy partners;

(d) Discrediting the enemy's influence in neutral countries and countering his political activities;

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(e) Supporting the dissident elements within enemy and enemy-occupied territory and promoting cooperation among them;

(f) Utilizing refugee and emigrant groups abroad.

(3) In dealing with political factors our plans and activities must conform to our national policy, and be correlated with those of our Allies. They must also follow the lines of current policy and its future implications. Such plans and activities cannot in themselves be considered as expressions of national policy unless emanating from an authoritative governmental source.

d. ECONOMIC FACTORS:

(1) The important economic factors in Strategic Services are those bearing on the economic strengths and weaknesses of the enemy. These include:

(a) The enemy's material resources;

(b) His industrial potential;

(c) His shortages;

(d) His sources of supply abroad.

(2) Economic pressures may be applied by:

(a) Pre-emptive buying in neutral countries;

(b) Elimination of foreign sources of supply;

(c) Destruction of the enemy's credit;

(d) Destruction of his industrial installations, food producing capacity and transportation facilities;

(e) Disruption of his labor supply;

(f) Meeting the demand of enemy and neutral populations for foods and materials.

e. PSYCHOLOGICAL AND SOCIOLOGICAL FACTORS:

(1) The important psychological and social factors which can be used to advantage in Strategic Services are those dealing with the weaknesses and vulnerabilities of the people of enemy populations, populations within enemy-occupied territories, and within neutral countries. Such factors include:

(a) The morale of the enemy population, both military and civilian;

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(b) Morale of populations within enemy-occupied or controlled territory;

(c) Temperamental and ideological weaknesses of the enemy;

(d) Sympathies of populations within neutral areas;

(e) Racial, religious, and social differences and hatreds between populations of the enemy nations and between groups within these nations;

(f) Racial, religious, and social differences and hatreds between groups within enemy-controlled or occupied countries;

(g) Racial, religious, and social ties with neutrals.

(2) Such factors can be exploited by:

(a) Explanation of our war objectives;

(b) Creating irritation, division, confusion, deception, terrorization, fear, appeasement, conversion, and discouragement within the enemy population;

(c) Utilizing the enemy's mistakes in psychology and in policy;

(d) Taking advantage of the war weariness of the enemy;

(e) Creating or increasing hatred of the enemy by populations of enemy-occupied and neutral areas;

(f) Lowering the will of the enemy population to resist;

(g) Taking advantage of the racial, religious, and social differences and hatreds.

7. *APPLICATION*

a. Strategic Services, to be effective, must constantly search for the weaknesses or factors in the enemy's military, political, economic, psychologic, and social chain, as revealed by current intelligence.

b. Having located these weaknesses or vulnerabilities, Strategic Services must play incessantly upon them by all possible means, must aim always for the breakdown of the enemy's military, economic, and political strength, the

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creation of division and unrest, dissatisfaction, and even terror, and thus assist in bringing about the eventual destruction of his will and ability to resist.

c. In neutral areas, Strategic Services must aim toward the encouragement of popular and official support for the United Nations.

SECTION II — ORGANIZATION

8. *CONTROL* — The organization for the conduct of Strategic Services must be such as will facilitate the concentration of all its activities to one end: furtherance of actual or planned military operations in the winning of the war. To this end a central agency cognizant of actual or planned military operations must have authority not only to approve these plans, but to insure control of their operations. The Joint Chiefs of Staff is the central agency charged with this responsibility.

9. *AGENCIES AND COMMANDS INVOLVED* — The principal agencies and commanders involved in the conduct of Strategic Services are:

a. OFFICE OF STRATEGIC SERVICES, an agency of the Joint Chiefs of Staff;

b. THEATER COMMANDERS, subordinates of the Joint Chiefs of Staff;

c. STATE DEPARTMENT, concerned with exerting political pressures, particularly within friendly and neutral countries;

d. OFFICE OF ECONOMIC WARFARE (OFEA), TREASURY DEPARTMENT, concerned with exerting economic pressures, particularly within friendly and neutral countries.

10. *OFFICE OF STRATEGIC SERVICES*

a. FUNCTIONS: The functions of the Office of Strategic Services are covered in paragraph 4, section I, of this manual.

b. ORGANIZATION:

(1) *The Office of Strategic Services* consists of a Director, appointed by the President, a Planning Group, an Advisory Committee, headquarters establishments for intelligence, operations, recruiting, training, and

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supply, and field administrative and operating personnel within theaters and within neutral areas.

(2) *The Planning Group*

The composition and functions of the Planning Group and its Advisory Committee are covered in paragraph 5, section I, of this manual.

(3) *Headquarters Establishments*

The headquarters establishments consist of the Assistant Director, the Deputy Directors and other staff officers, the services and supply branches, an intelligence service, the branches concerned with strategic services operations, and a number of other branches and offices, including a Communications Branch, a Schools and Training Branch, a Research and Development Office, a Headquarters and Headquarters Detachment, a Naval Command, a Field Photographic Branch, and the Planning Staff.

(a) *The Services and Supply Branches* include Procurement and Supply, Administration, Budget and Finance, Personnel Procurement, Civilian Personnel, and Medical Service.

(b) *The Intelligence Service* includes:

(1) The Secret Intelligence Branch which is responsible for:

(a) Collection of secret intelligence in all areas other than the Western Hemisphere by means of espionage and its evaluation and dissemination to authorized agencies;

(b) Establishment and maintenance of direct liaison with Allied secret intelligence agencies;

(c) Obtaining information from underground groups by direct contact or other means.

(2) *The X-2 Branch*: The functions of this branch pertain to counter-espionage activities.

(3) *The Research and Analysis Branch*

With respect to the responsibilities of OSS to (1) furnish essential intelligence for the

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planning and execution of approved strategic services operations, and (2) furnish such intelligence as is requested by agencies of the Joint Chiefs of Staff, the armed services, and other authorized Government agencies. The Research and Analysis Branch is responsible for the following, with no geographical restrictions placed on its functions:

(a) Accumulation, evaluation, and analysis of political, psychological, sociological, economic, topographic, and military information required for the above;

(b) Preparation of such studies embracing the foregoing factors as may be required;

(c) Preparation of the assigned sections of Joint Army and Navy Intelligence Studies (JANIS), together with such maps, charts, and appendices as may be required to accompany these sections;

(d) Preparation of such maps, charts, and illustrations as may be requested by the agencies of the Joint Chiefs of Staff and authorized agencies of the War and Navy Departments.

(4) *The Foreign Nationalities Branch* which is responsible for:

(a) Maintaining, in consultation with the State Department, contact with foreign nationality groups and individuals in the United States for the purpose of obtaining information;

(b) Analyzing, indexing, and processing the information in forms appropriate for dissemination to the strategic services planning and operating agencies of the OSS, the State Department and other agencies of the Government requiring the information.

(c) *Strategic Services Operations* includes the following branches:

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(1) *The Morale Operations Branch* which is responsible for the execution of all forms of morale subversion by divers means including:

False rumors, "freedom stations," false leaflets and false documents, the organization and support of fifth column activities by grants, trained personnel and supplies, and the use of agents, all for the purpose of creating confusion, division, and undermining the morale of the enemy.

(2) *The Special Operations Branch* which is responsible for:

(a) Sabotage;

(b) Direct contact with and support of underground resistance groups;

(c) The conduct of special operations not assigned to other Government agencies and not under direct control of the theater or area commander;

(d) The organization, equipment, and training of such individuals or organizations as may be required for special operations not assigned to other Government agencies.

(3) *Operational Groups Branch:*

This Branch is responsible for the organization and conduct of guerrilla warfare. Personnel to be provided for guerrilla warfare is limited to organizers, fomenters and operational nuclei.

(d) *Other branches and offices* include:

(1) *The Communications Branch,* which is responsible for the planning, organization, and operation of essential communications required for field and training activities in connection with approved projects. Existing communication facilities are utilized wherever possible.

(2) *The Schools and Training Branch,* which is responsible for providing and operating facilities for the instruction and training for all

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OSS personnel including instruction in Secret Intelligence, Strategic Services Operations, Communications, and Maritime operations and tactics.

(3) *The Research and Development Office,* which is responsible for the progressive and orderly development of operating procedure and the characteristics of special weapons and special equipment for special operations not assigned or pertinent to other U.S. Government agencies.

(4) *Headquarters and Headquarters Detachment, OSS, and the OSS Naval Command,* which are responsible for administration and supply of the Army, Navy, and Marine Corps personnel of OSS assigned to these units.

(5) *The Field Photographic Branch,* which is responsible for:

(a) Producing motion and still pictures of strategic and confidential subjects;

(b) Preparation of relief studies, models, maps, charts, and other visual presentation media, and presentation of assigned sections of Joint Army and Navy Intelligence Studies (JANIS).

(6) *The Planning Staff,* which assists the Director and the Planning Group in the development of Strategic Services plans, programs, and doctrine.

11. *ORGANIZATION WITHIN THEATERS*

a. Strategic Services operations within organized theaters or areas are subject to the direct control of the commander concerned. Within organized theaters or areas, officers and agents of the Office of Strategic Services are under the direct control of the commander concerned, who must be informed of all plans or projects to be carried out within the theater or area and their current status. They may not engage in any activity which has not been approved by the commander concerned.

b. *The Strategic Services Organization* within theaters consists of (subject to the approval of the theater com-

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mander): a special staff section of the theater commander's staff; establishments for training, communications, and supply; field administrative and operating personnel.

(1) *The Special Staff Section* of the theater commander's staff is designated "The Strategic Services Section." Its chief is designated "The Strategic Services Officer" and is the principal advisor and representative of the theater commander on matters pertaining to Strategic Services. This special staff section must be so organized as to effectively assist the theater commander in the planning, organization, coordination, and control of all Strategic Services activities within the theater. The organization should, in general, follow that set forth in paragraph 10-b-(3) above, for the Office of Strategic Services. It should include only those branches applicable to operations within the theater.

(2) *Such schools and training establishments* are organized within the theater as are necessary to meet its training requirements.

(3) *A communications base* is organized within each theater to provide the necessary communications between the theater headquarters and the field operating personnel.

(4) *The Strategic Services activities* within the theater are performed by field operatives who, in general, are administered, supplied, and controlled by such number of administrative headquarters as may be necessary.

12. *ORGANIZATION WITHIN NEUTRAL COUNTRIES*

a. Strategic Services operations and activities (except economic and political pressures) within neutral countries are conducted by an organization controlled, administered, and supplied by the Office of Strategic Services. This organization requires a carefully selected and trained officer or civilian who is familiar with all phases of Strategic Services and who is also thoroughly familiar with conditions within the neutral country. He is designated as "Chief of OSS Mission."

b. The political and economic phases of Strategic Services within neutral countries are conducted by representatives of the State Department and the Foreign Economic Administration (FEA), respectively.

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SECTION III — INTELLIGENCE

13. *IMPORTANCE*

a. Of first and paramount importance to the success of Strategic Services operations is *intelligence*. Before Strategic Services activities can be effectively planned and conducted, adequate intelligence covering all factors — military, political, economic, psychological, and social — must be available. This implies that an effective secret intelligence service has been organized and is in operation both in enemy, enemy-controlled, and neutral countries.

b. The secret intelligence service, to be effective, must employ both espionage and counter-espionage methods. In enemy and enemy-controlled territory espionage methods are necessary in order to obtain secret information of his military, economic, industrial, political, and social setup, and determine his strength or vulnerabilities or soft spots. In neutral and enemy-occupied areas both espionage and counter-espionage methods are necessary, not only to secure intelligence of the military, political, economic, psychological, and social factors, but also to determine and counteract the secret activities of the enemy. In neutral areas, furthermore, these methods are necessary in securing operational bases for penetration of enemy territory.

14. *APPLICATION*

a. An effective intelligence service implies three basic needs within the intelligence organization:

(1) Carefully selected and properly trained field agents for securing and reporting intelligence;

(2) Carefully selected and properly trained staff personnel for the evaluation and dissemination of the information received;

(3) An effective communications system.

b. It is apparent that an efficient intelligence service cannot be organized and operated without careful planning, training, and control. Intelligence and counter-intelligence agents must be carefully selected and trained. The key men in the organization must have a thorough knowledge of what intelligence and counter-intelligence is required. Our planning must indicate the intelligence targets or objectives and the details of information essential.

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The field agents must be provided with simple codes and, where practicable, two-way radio communication sets. Security for protection of agents is essential, and every means must be taken to safeguard this service in the field.

c. Within theaters, in neutral countries, and in the Office of Strategic Services a carefully selected and properly trained staff of personnel must be available for the receipt, evaluation, and dissemination of the information received.

SECTION IV — PLANNING

15. *DIRECTIVE*

The Directive of the Joint Chiefs of Staff charges the Office of Strategic Services with the planning, development, and execution of Strategic Services for the Joint Chiefs of Staff and the development of doctrine covering such services. It charges the Planning Group, Office of Strategic Services, with supervising and coordinating the planning and execution of the Strategic Services programs.

16. *PLANS*

a. Plans covering the exploitation of Strategic Services factors in furtherance of actual or planned military operations must be developed for all enemy, enemy-occupied, and neutral areas.

b. Such plans should include not only the basic and special plans and programs for these areas, but detailed plans covering operations in the field.

c. These plans must be based upon adequate and up-to-date intelligence and upon studies and a careful analysis of factors made by trained experts who are familiar with the country and its population.

17. *BASIC AND SPECIAL PLANS AND PROGRAMS*

a. The Basic and Special Plans and Strategic Services programs are prepared under direction and supervision of the Office of Strategic Services Planning Group, by the Planning Staff, assisted by the Branch Planning Sections of SI, X-2, MO, and SO, and by FN, R&A, and other interested branches.

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b. All of these plans and programs for Strategic Services activities must be integrated with military and naval programs by the Planning Group. Basic Plans, after approval by the Director of Strategic Services, are submitted to the Joint Chiefs of Staff through the Joint Staff Planners for final approval. Special Plans and Strategic Services Programs supplementary to Basic Plans, are forwarded by the Director of Strategic Services direct to the theater commander concerned (or Chief of OSS Mission in neutral areas) for his consideration. All Strategic Services activities within OSS and in the field will be based upon Strategic Services programs prepared and agreed to by OSS in Washington, and the theater or area commander or Chief of OSS Mission in neutral areas. Such programs will set forth the definite objectives for Strategic Services activities, in order of priority, for each theater, area, or country, and when agreed upon by OSS, Washington, and the field will become the over-all priority program of the OSS organization in the theater or neutral area and shall constitute its primary objectives until changed by the theater commander or by OSS with the approval of the theater commander.

c. In order to assist OSS, theater commanders, and Chiefs of OSS Missions in the implementation of Strategic Services plans and programs, Implementation Studies, covering supporting data, are prepared and furnished to all concerned.

18. *OPERATIONS PLANS*

a. The operations plans for Strategic Services activities within theaters are prepared for the theater commander by the Strategic Services Section of his staff, and should cover the implementation of the approved plans and programs for the theater or area.

b. Operations plans for approved Strategic Services activities within neutral countries are similarly prepared under the direction of the Chief of OSS Mission assigned to that area.

c. Within theaters these operations plans must be coordinated with the plans covering military operations,

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both as to timing and security control, and must be approved by the theater commander.

19. *STUDIES AND SURVEYS*

In addition to the Implementation Studies referred to in paragraph 17-c., above, such additional studies and surveys will be prepared as may be required in the development of plans and the conduct of operations. These will include the Population and Social Conditions, Political, and Economic Sections of Strategic Surveys, together with such maps, charts, and appendices as may be required to accompany these sections. They will also include such geographic studies, including maps, charts, and illustrations, as may be desired by the Joint Chiefs of Staff, the Office of Strategic Services, theater commanders, and the War and Navy Departments.

SECTION V — OPERATIONS

20. *GENERAL*

a. In view of the global scope of the war, Strategic Services operations should be initiated for all areas from both the over-all point of view and from the point of view of providing direct support to our projected or actual military operations.

b. *From the over-all point of view,* Strategic Services operations must be aimed toward over-all results. To this end, close coordination of the programs of our Allies, theaters, and neutral areas is essential.

c. *From the point of view of direct support of military operations,* Strategic Services activities must aim toward results which will aid and further our military operations within a particular theater. Such activities will include:

(1) Intensification of intelligence and counter-intelligence;

(2) Organization for and implementation of timed, active morale subversion;

(3) Organization of sabotage groups and the conduct of sabotage activities in accordance with the program prescribed by the theater commander;

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(4) Organization of guerrilla groups for open resistance and for activities in support of military operations when directed by the theater commander;

(5) Organization of fifth column to operate when directed by the theater commander;

(6) Providing special personnel to act as interpreters, guides, for marking beaches, and for similar activities to aid the invading forces as required by theater commanders;

(7) Providing political, economic, and emergency assistance at the time of and immediately after invasion.

21. *MORALE OPERATIONS*

a. Morale Operations (morale subversion) will be conducted within enemy countries, within enemy-occupied or controlled countries, and from bases within other areas including neutral areas, where action or counter-action may be effective against the enemy.

b. Such operations have for their purpose:

(1) Inciting and spreading dissension;

(2) Creating confusion and disorder;

(3) Encouraging and supporting resistance and revolt against the enemy and the enemy government;

(4) Depressing the morale of his people and his armed forces;

(5) Assisting in the furtherance of actual or planned military operations.

c. The means for carrying out morale operations in the areas listed in paragraph a. above should be confined in general to the following:

(1) Contacts with and manipulation of individuals and underground groups;

(2) Bribery and blackmail;

(3) False rumors;

(4) Forgery;

(5) False leaflets and false documents;

(6) "Freedom Stations."

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22. *SPECIAL OPERATIONS*

a. Special Operations (physical subversion) will be conducted within enemy countries, within enemy-occupied or controlled countries, and from bases within other areas from which such operations may be organized, directed, and supplied.

b. Such operations have for their specific purpose:

(1) To reduce the industrial effort of the enemy;

(2) To slow down and interfere with his military effort and operations;

(3) To assist and give direct support to our own military operations.

c. The means for carrying out the above operations are:

(1) The use of carefully selected and trained agents in modern methods of sabotage;

(2) The use of carefully selected and trained operational nuclei for the organization, equipment, and control of partisan groups and guerrilla bands in the conduct of guerrilla warfare;

(3) Direct contact with and support of guerrilla and resistance groups;

(4) The conduct of special operations not assigned to other Government agencies and not under the direct control of the theater or area commanders;

(5) The organization, equipment, and training of such individuals or organizations as may be required for special operations not assigned to other Government agencies.

(6) The supply of the implements, weapons, and other means for the above operations.

23. *POLITICAL PRESSURES*

a. Political pressures will be applied not only to effect over-all results, such as increasing our influence and prestige, particularly in allied and neutral countries, but to assist military commanders during invasion and in the occupation of enemy-controlled territory, by the alignment of dissident elements and friendly political groups to our support.

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b. The means for carrying out the above operations are through the State Department itself, and the specially trained and instructed personnel operating under the State Department, Office of Strategic Services, and the theater commander.

24. *ECONOMIC PRESSURES*

a. Economic pressures will be applied not only to effect a weakening of the economic strength of the enemy but to increase our influence and prestige with neutrals. The means to accomplish this include those listed in paragraphs 21 and 22 above, as well as the activities of other Government agencies.

b. Economic warfare objectives for the Office of Economic Warfare (FEA) when included within Strategic Services projects and plans will indicate the results desired. Implementation will be effected by the Office of Economic Warfare (FEA) upon request of the Joint Chiefs of Staff.

25. *CONTROL AND COORDINATION*

a. In order to secure maximum results from Strategic Services operations, very close control and coordination is necessary.

b. The over-all planning and execution of Strategic Services operations is effected by the Joint Chiefs of Staff, the Director of Strategic Services, and the Office of Strategic Services Planning Group.

c. Within organized theaters and areas, planning and execution of Strategic Services operations are subject to direct approval and control by commanders concerned. All operations must be in accord with and further the military program.

d. Within neutral areas, general control and coordination is effected by the Director of Strategic Services and the Planning Group. Specific control and coordination within the area is effected by the Chief of OSS Mission who will conform to directives and plans issued and approved by Office of Strategic Services.

e. In order that the Office of Strategic Services organization may be of maximum assistance to theater commanders and to OSS Missions in neutral countries, Stra-

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tegic Services officers within theaters and Chiefs of OSS Missions in neutral areas will keep the Director of Strategic Services constantly informed of all Strategic Services developments within their theaters and areas.

SECTION VI — COMMUNICATIONS

26. *COMMUNICATION FACILITIES*

a. A proper system of communication facilities is an essential part of the operations conducted by the Office of Strategic Services.

b. Existing Army, Navy, and commercial facilities are used for communications between the Office of Strategic Services in Washington, the theater commander, and the base station within the theater.

c. To meet technical and security requirements, a special communication system, with special equipment, is necessary within theaters and areas for communication with agents in the field. This special system utilizes special radio equipment both at the base and with the agents in the field. The agent sets are small, low-powered, and capable of easy concealment. Base station equipment should be supplemented by mobile and portable types capable of being operated from different locations, when necessary, to receive reports from agents.

d. The Office of Strategic Services shall be responsible for the planning, organization, and operation of essential communications required for field and training activities in connection with approved projects.

27. *SECURITY*

In order to provide maximum security, very careful training must be given all agents and operators of this special equipment. The agents must be carefully selected and trained in the safeguards of operating procedure essential to communicating in dangerous territory. They must be taught cover and the use and protection of codes and ciphers and the type, form, and numbers of reports. They must understand the enemy's techniques of detection and the precautions to take against them. They must be schooled in the system of operation by "cells" under which the detection of

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one agent, or his transmitter or cipher, will not unduly endanger other operatives.

28. *SERVICING AND CONTROL*

a. The Communications Branch, Office of Strategic Services in Washington acts as a central servicing and control organization for this system of field communications.

b. An OSS message center in Washington connects with base stations abroad through existing cable and wireless facilities.

c. A Research and Development Section is continually designing and adapting equipment to meet the special needs of field operatives.

d. An advanced training school provides the specialized training for field agents and operators at the base and sub-base stations.

e. The administration, engineering, procuring, and warehousing sections under the Chief of Communications Branch conduct the general planning of base station operations, the scheduling of men and materiel required by overseas theaters, and the general administration of the communications organization.

SECTION VII — PERSONNEL

29. *TYPES AND SOURCES*

a. While Strategic Services can be conducted by a wide variety of people from all walks of life, the particular types, especially among the key personnel, must be selected to fit the circumstances surrounding a given operation. Such personnel must have special qualifications, and must be particularly adapted for the task.

b. The special character of the operations may require that military, naval, and civilian personnel be used. Within theaters, all of the communications and administrative key personnel should be military or naval. Also, key intelligence and field operating personnel within theaters should be in the military or naval service. Every effort should be made to employ reliable alien groups for special operations (sabotage and guerrilla warfare). Within neutral areas, the employment of civilian personnel is normal.

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30. *REQUIREMENTS AND PROCUREMENT*

a. Personnel requirements will be determined by the Office of Strategic Services based upon plans approved by the Joint Chiefs of Staff. Military and naval personnel requirements after approval by the Joint Chiefs of Staff are forwarded to the War and Navy Departments for approval of allotments.

b. Based upon approved War and Navy Department allotments, the OSS takes action to procure the proper types of personnel to meet requirements. The selection and procurement of civilian personnel to meet requirements is a function of OSS.

31. *TRAINING*

a. The Office of Strategic Services and the theater commanders are responsible for the instruction and training of personnel necessary for OSS activities. To effect this training the necessary training establishments and schools will be established in the United States under the control and direction of the Director of Strategic Services and in theaters under the control and direction of theater commanders.

b. Insofar as is practicable, all personnel procured in the United States, should receive training for special assignments prior to being sent to a theater or neutral area. Training establishments within theaters should be used to train personnel procured within theaters and to give such further specialized training to personnel procured in the United States as may be necessary for the particular tasks or operations.

c. Due to the nature of the work to be performed, all training must be conducted by experts in the operations to be executed. In every case, particular stress must be laid on cover, security, specific elements of enemy information desired, and methods of identifying enemy materiel, units, and equipment.

SECTION VIII — SUPPLY AND TRANSPORTATION

32. *ARMY SUPPLY FACILITIES*

a. AGREEMENT. By agreement between the War Department and the Office of Strategic Services, the program-

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ming, procuring, and supplying of materiel by the Army to the Office of Strategic Services is as follows:

b. PROGRAMMING.

(1) The estimated quantities of major articles of supply required in 1943 and 1944 for planned operations and training, will be prepared by the Office of Strategic Services and included in a catalogue of requirements. Requirements will be carefully reviewed to insure maximum possible use of standard U.S. Army equipment rather than special types, the utilization of commercial types in lieu of special purpose types wherever possible, and the reasonableness of the requirements determined. The quantities included for transfer to other nations as International Aid will be indicated. This catalogue of requirements will then be submitted to Assistant Chief of Staff, G-4, War Department General Staff, reviewed by appropriate agencies of the War Department and returned to the Assistant Chief of Staff, G-4, War Department General Staff, for final action.

(2) The following types of articles will be specifically included:

(a) Controlled items of equipment;

(b) Other major articles of standard U.S. Army equipment involving substantial quantities of critical raw materials, except miscellaneous items allocated by the War Production Board such as passenger cars, typewriters, and adding machines;

(c) Articles or devices required for Special Operations which have not been standardized by the Army Air Forces or the Army Service Forces.

(3) The Commanding General, Army Service Forces (Director, Requirements Division) will transmit the quantities of standard items appearing in the approved catalogue of the Office of Strategic Services to the Chiefs of the Technical Services concerned, for inclusion in the Army Supply Program. Requisitions for standard items not included in the catalogue which are filled in accordance with paragraph 32-d-(3)-(d) will be considered exceptional issues by the Chiefs of the Technical Services and incorporated in the Army Supply Program in

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the same manner as that prescribed for exceptional issues. Non-standard items will not be included in the Army Supply Program.

(4) Periodic revisions of the catalogue will correspond with the dates established for the recomputation of the Army Supply Program and will follow the same procedure as indicated above. The revised catalogue will be prepared in sufficient time to reach the Commanding General, Army Service Forces (Director, Requirements Division) not later than 15 June and 15 December of each year.

c. PROCUREMENT.

(1) Procurement of materiel supplied by the Army Air Forces will be effected by the Office of Strategic Services through the Commanding General, Army Air Forces.

(2) Procurement of standard items of equipment in the quantities slated in the approved catalogues, which are supplied by the Army Service Forces, will be effected by the Office of Strategic Services through the Appropriate Technical Services.

(a) Procurement of major standard items of equipment not included in the approved catalogue or in excess of the quantities stated therein will be processed through the Commanding General, Army Service Forces (Director, Requirements Division) for approval. After such approval, procurement will be effected by the Office of Strategic Services through the technical service concerned, the request will be forwarded to the Assistant Chief of Staff, G-4, War Department General Staff, for decision.

(3) Allocation of miscellaneous items of standard or non-standard equipment subject to control by the War Production Board, such as passenger cars, typewriters, and adding machines, will be obtained through request upon the Commanding General, Army Service Forces. Upon the establishment of an allocation, purchase orders will be issued by the Office of Strategic Services to the agency designated by the War Production Board.

(4) Ordinary administrative supplies not containing

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critical materials may be procured by the Office of Strategic Services direct from existing commercial stocks. Administrative supplies and equipment containing critical materials may also be procured, provided prior approval and proper release is obtained from the War Production Board or the Army and Navy Munitions Board or from another branch operating under authority delegated by the Army and Navy Munitions Board.

(5) In special cases requiring immediate action, the Office of Strategic Services may issue emergency purchase orders or contracts, after clearance with the Commanding General, Army Service Forces (Director, Purchases Division) when the total amount involved does not exceed $25,000 in value.

(6) Procurement requests for non-standard items of equipment not covered in paragraphs 32-c-(3), (4) & (5) above, will be submitted direct to the Chief of the Appropriate Technical Service, Army Service Forces. In submitting such requests, the Office of Strategic Services will include plans and/or specifications. The intended source of supply, quantity, estimated dollar value and the required amounts of Controlled Materials Plan materials and rubber. The Chief of the technical service concerned will forward such requests to the Commanding General, Army Service Forces (Attention: Director, Requirements Division) for approval and will indicate:

(a) Whether interference with current production is anticipated;

(b) Whether it is considered advisable to substitute a standard item in lieu of the proposed non-standard item, and if so, the recommended substitute;

(c) Whether procurement should be by the service concerned or by the Office of Strategic Services direct with the manufacturer;

(d) If direct procurement by the Office of Strategic Services is deemed advisable, any specific limitations to be imposed:

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Forces (Director, Requirements Division) will determine the extent of the conflict with current military programs and will approve the request for procurement or forward it to the Assistant Chief of Staff, G-4, War Department General Staff, with appropriate recommendations. When approved, procurement will be effected as directed by the Commanding General, Army Service Forces, or by the Assistant Chief of Staff, G-4, War Department General Staff.

(7) The Office of Strategic Services will be responsible for the timely submission to the Commanding General, Army Service Forces (Director, Production Division) of estimates of the quantities of Controlled Materials Plan materials needed for the manufacture of its non-standard items.

d. SUPPLY.

(1) *Editing Requisitions.* Prior to submission to U.S. Army Supply agencies, all requisitions will be carefully edited by the Office of Strategic Services to determine the existing need for and the reasonableness of the quantities and items requested.

(2) *Within Theaters of Operations.* Requisitions for requirements for Office of Strategic Services activities within a theater of operations will be submitted by the Strategic Services Officer within the theater to the theater commander. The theater commander will establish priorities of supply and transport and provide approved quantities in the same manner as now prescribed for supplies and equipment for combat forces within his theater.

(3) *Within the Zone of the Interior.*

(a) Requisitions for non-controlled standard articles of equipment required for use by the Office of Strategic Services units for training purposes within the Zone of the Interior will be furnished in accordance with established policies of the Commanding General, Army Service Forces (Director, Stock Control Division), based upon priorities provided by the Assistant Chief of Staff, G-3, War Department General Staff. Requisitions for non-controlled initial

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equipment of a unit moving to an overseas destination will be forwarded by the Office of Strategic Services direct to the technical services concerned or to the supply agency designated by the Commanding General, Army Air Forces, for supply in accordance with priorities established by the Assistant Chief of Staff, G-3, War Department General Staff.

(b) Requisitions for controlled items of equipment will be forwarded by the Office of Strategic Services to the Commanding General, Army Service Forces (Director, Stock Control Division), or to the Commanding General, Army Air Forces as may be appropriate, for supply in accordance with priorities established by the Assistant Chief of Staff, G-3, War Department General Staff.

(c) Assignable standard articles of equipment, whether controlled or non-controlled, required by the Office of Strategic Services for its own purposes or for accredited nations under International Aid will be allocated or assigned by the Munitions Assignment Board upon the basis of bids made and defended before the appropriate Munitions Assignment Committee by the Office of Strategic Services.

(d) In addition to the above, requisitions for Class I, Class II, and Class III supplies, monthly expendable supplies, and minor motor vehicle spare parts may be forwarded by the Office of Strategic Services direct to the post, camp, or station designated by the Commanding General of the appropriate Service Command. All necessary repairs to standard equipment assigned to the Office of Strategic Services will be performed by the facilities of the Service Command in which the Office of Strategic Services units concerned are located.

(e) Upon request by the Office of Strategic Services, necessary action will be taken by the Commanding General of the appropriate Service Command to furnish equipment and services of the Post Engineers Utilities Officer for the maintenance and upkeep of the posts, camps, or stations buildings and grounds,

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and reservations assigned to the Office of Strategic Services, Washington, D. C.

(f) Controlled items to be salvaged will be reported to and disposed of as directed by the Chief of the appropriate Technical Service. Property for salvage, other than controlled items, will be turned in to the appropriate salvage officer at the nearest post, camp, or station. Disposal of government property will be in accordance with applicable Army Regulations.

(g) The necessary laundry service, and clothing and shoe repair service for Office of Strategic Services military personnel will be furnished by the facilities of the posts, camps, or stations, as designated by the Commanding General of the appropriate Service Command.

(4) *International Aid for Non-Standard Items.* The approval of the catalogue will constitute authority to the Office of Strategic Services to transfer non-standard items to other accredited nations as they become available without placing bids for assignment as directed for standard items. Monthly reports will be made by the Office of Strategic Services to the Chairman, Munitions Assignment Committee (ground) setting forth the description, quantity and value of the non-standard items so transferred to each of the several nations under this authority.

33. *NAVY SUPPLY FACILITIES*

a. SUPPLY WITHIN THEATERS OF OPERATIONS is by requisition on the theater commander, who in turn makes requisition upon the Navy Supply Services within the theater.

b. SUPPLY OUTSIDE OF A THEATER OF OPERATIONS is by request of Office of Strategic Services upon the Navy Department through the Vice Chief of Naval Operations.

34. *TRANSPORTATION*

a. OUTSIDE OF THEATERS: Transportation of personnel and materiel to a *theater of operations* must be based upon the requirements and demands of the theater commander. All personnel proceeding to theaters must be cleared

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through the Operations Division, War Department General Staff. Surface transportation for personnel and materiel must be obtained through the Army Transportation Service, Army Service Forces, and air transportation through the Air Transport Command, Army Air Forces.

b. WITHIN THEATERS: Transportation of personnel and materiel within a theater of operations is under the direction and control of the theater commander. Requests for such transportation will be made upon the proper staff representative of the theater commander or of his service command.

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