

# PROPAGANDA 101

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## INTRODUCTION

These papers are excerpted from a series of writings by an Army officer in the 1950s which was posted to the Internet. Some may see these writings as the work of a rational, patriotic American "doing his duty". Others, as the work of formerly rational individual who, after lapsing into paranoia, now intends to rationalize the beginning of the end of honest communication by our government, to be replaced by inauthentic *psychological warfare* to be used not only against our enemies abroad, but *on civilians within*.

Psychological warfare involves exciting wit-sharpening work. It tends to attract quick-minded people -- men full of ideas. I have talked about psychological warfare with all sorts of people . . . From all these people I have tried to learn, and have tried to make this book a patchwork of enthusiastic recollection. Fortunately, the material is non-copyright; unfortunately, I cannot attribute most of these comments or inventions to their original proponents. Perhaps this is just as well: some authors might object to being remembered. . . .

### **Historical Examples**

Psychological warfare is waged before, during, and after war; it is not waged against the opposing psychological warfare operators; it is not controlled by the laws, usages, and customs of war; and it cannot be defined in terms of terrain, order of battle, or named engagements. It is a continuous process. . . .

Psychological warfare, by the nature of its instruments and its mission, begins long before the declaration of war. Psychological warfare continues after overt hostilities have stopped. The enemy often avoids identifying himself in psychological warfare; much of the time, he is disguised as the voice of home, of God, of the church, of the friendly press. Offensively, the psychological warfare operator must fight antagonists who never answer back -- the enemy audience. He cannot fight the one enemy who is in plain sight, the hostile psychological warfare operator, because the hostile operator is greedily receptive to attack. Neither success nor defeat are measurable factors. Psychological strategy is planned along the edge of nightmare. . . .

### **The Use of Panic by Gideon**

Retaining three hundred selected men, [Gideon] sought for some device which would cause real confusion in the enemy host. He knew well that the tactics of his time called for every century of men to have one lightcarrier and one torch-bearer for the group. By equipping three hundred men with a torch and a trumpet each, he could create the effect of thirty thousand. Since the lights could not be turned on and off with switches, like ours, the pitchers concealed them, thus achieving the effect of suddenness. . . .

### **Emphasis on Ideology**

A people can be converted from one faith to the other if given the choice between conversion and extermination, stubborn individuals being rooted out. To effect the initial conversion, participation in the public ceremonies and formal language of the new faith must be required. Sustained counterintelligence must remain on the alert

against backsliders, but formal acceptance will become genuine acceptance if all public media of expression are denied the vanquished faith.

If immediate wholesale conversion would require military operations that were too extensive or severe, the same result can be effected by toleration of the objectionable faith, combined with the issuance of genuine privileges to the new, preferred faith. The conquered people are left in the private, humble enjoyment of their old beliefs and folkways; but all participation in public life, whether political, cultural or economic, is conditioned on acceptance of the new faith. In this manner, all up-rising members of the society will move in a few generations over to the new faith in the process of becoming rich, powerful, or learned; what is left of the old faith will be a gutter superstition, possessing neither power nor majesty. . . .

If Christians, or democrats, or progressives -- whatever free men may be called -- are put in a position of underprivilege and shame for their beliefs, and if the door is left open to voluntary conversion, so that anyone who wants to can come over to the winning side, the winning side will sooner or later convert almost everyone who is capable of making trouble. . . . . in the language of present day Marxists, this would be described as "utilization of potential leadership cadres from historically superseded classes"; in the language of practical politics, it means "cut in the smart boys from the opposition, so that they can't set up a racket of their own." . . .

### **Propaganda Through News (picture)**

News is one of the best carriers of psychological warfare to the enemy. One of these newspapers is directed by the Allies to the German troops in the Aegean Islands; the other by the Germans to the Americans in France. Of the two, the Allied paper in German is the more professional job. Note the separation of appeals from the news, the greater newsmanship of the news columns, and the explanation provided for third-party civilians in their own Greek language . . .

### **One of the Mongol Secret Weapons (picture)**

The Mongol conquerors used rumor and terror in order to increase their military effectiveness. Once they came to power, they used spectacular military displays as a means of intimidating conquered peoples.

### **The Black Propaganda of Ghengis Khan**

The Mongols used espionage to plan their campaigns and deliberately used rumor and other means to exaggerate accounts of their own huge numbers, stupidity, and

ferocity. They did not care what their enemies thought as long as the enemies became frightened. . . .

However good the Mongols were in strategic and tactical propaganda, they never solved the problem of consolidation propaganda . . . They did not win the real loyalty of the peoples whom they conquered; unlike the Chinese, who replaced conquered populations with their own people, or the Mohammedans, who converted conquered peoples, the Mongols simply maintained law and order, collected taxes, and sat on top of the world for a few generations. Then their world stirred beneath them, and they were gone. . . .

### **The American Revolution**

The Americans made extensive use of the press. When the newspaper proprietors veered too far to the Loyalist side, they were warned to keep to a more Patriotic line. If, in the face of counter-threats from the Loyalists, the newspaper threatened going out of business altogether, it was warned that suspension of publication would be taken as treason to America. The Whigs, before hostilities, and their successors, the Patriots of the war period, showed a keen interest in keeping the press going and in making sure that their side of the story got out and got circulated rapidly. In intimidation and control of the press, they far outdistanced the British, whose papers circulated chiefly within the big cities held as British citadels throughout the war. Political reasoning, economic arguments, allegations concerning the course of the war, and atrocity stories all played a role. . . .

### **The Function of Psychological Warfare**

Propaganda may be described . . . as organized persuasion by non-violent means. War itself may be considered to be, among other things, a violent form of persuasion. Thus if an American fire-raid burns up a Japanese city, the burning is calculated to dissuade the Japanese from further warfare by denying the Japanese further physical means of war and by simultaneously hurting them enough to cause surrender. If, after the fire-raid, we drop leaflets telling them to surrender, the propaganda can be considered an extension of persuasion -- less violent this time, and usually less effective, but nevertheless an integral part of the single process of making the enemy stop fighting. .

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Modern psychological warfare has become self-conscious in using modern scientific psychology as a tool.

In World War II the enemies of the United States were more fanatical than the people and leaders of the United States. The consequence was that the Americans could use and apply any expedient psychological weapon which either science or our version of common sense provided. We did not have to square it with Emperor myths, the Fuhrer principle, or some other rigid, fanatical philosophy. The enemy enjoyed the positive advantage of having an indoctrinated army and people; we enjoyed the countervailing advantage of having skeptical people, with no inward theology that hampered our propaganda operations. It is no negligible matter to be able to use the latest findings of psychological science in a swift, bold manner. The scientific character of our psychology puts us ahead of opponents wrapped up in dogmatism who must check their propaganda against such articles of faith as Aryan racialism or the Hegelian philosophy of history. . . .

### **Psychological Warfare as a Branch of Psychology**

What can psychology do for warfare?

In the first place, the psychologist can bring to the attention of the soldier those elements of the human mind which are usually kept out of sight. He can show how to convert lust into resentment, individual resourcefulness into mass cowardice, friction into distrust, prejudice into fury. He does so by going down to the unconscious mind for his source materials. . . .

In the second place the psychologist can set up techniques for finding out how the enemy really does feel. Some of the worst blunders of history have arisen from miscalculation of the enemy state of mind. By using the familiar statistical and questionnaire procedures, the psychologist can quiz a small cross section of enemy prisoners and from the results estimate the mentality of an entire enemy theater of war at a given period. If he does not have the prisoners handy, he can accomplish much the same end by an analysis of the news and propaganda which the enemy authorities transmit to their own troops and people. By establishing enemy opinion and morale factors he can hazard a reasoned forecast as to how the enemy troops will behave under specific conditions. . . .

The propagandist must tell the enemy those things which the enemy will heed; he must keep his private emotionalism out of the operation. The psychologist can teach the propaganda operator how to be objective, systematic, cold. For combat operations, it does not matter how much a division commander may dislike the enemy; for psychological warfare purposes, he must consider how to persuade them, even though he may privately thirst for their destruction. The indulgence of hatred is not a working part of the soldier's mission; to some it may be helpful; to others, not. The useful

mission consists solely of making the enemy stop fighting, by combat or other means. But when the soldier turns to propaganda, he may need the advice of a psychologist in keeping his own feelings out of it.

Finally, the psychologist can prescribe media -- radio, leaflets, loudspeakers, whispering agents, returned enemy soldiers, and so forth. He can indicate when and when not to use any given medium. He can, in conjunction with operations and intelligence officers, plan the full use of all available psychological resources. He can coordinate the timing of propaganda with military, economic or political situations. . .

### Psychological Warfare as a Part of War

Psychological warfare is a part of war. The simplest, plainest thing which can be said of war -- any sort of war, anywhere, anytime -- is that it is an official fight between men. Combat, killing, and even large-scale group struggle are known elsewhere in the animal kingdom, but war is not. All sorts of creatures fight; but only men declare, wage, and terminate war; and they do so only against other men.

Formally, war may be defined as the "reciprocal application of violence by public, armed bodies."

If it is not reciprocal, it is not war. The killing of persons who do not defend themselves is not war, but slaughter, massacre, or punishment.

If the bodies involved are not public, their violence is not war. Even our enemies in World War II were relatively careful about this distinction, because they did not know how soon or easily a violation of the rules might be scored against them. To be public, the combatants need not be legal -- that is, constitutionally set up; it suffices, according to international usage, for the fighters to have a reasonable minimum of numbers, some kind of identification, and a purpose which is political. If you shoot your neighbor, you will be committing mere murder; but if you gather twenty or thirty friends, together, tie a red handkerchief round the left arm of each man, announce that you are out to overthrow the government of the United States, and then shoot your neighbor as a counterrevolutionary impediment to the new order of things, you can have the satisfaction of having waged war. (In practical terms, this means that you will be put to death for treason and rebellion, not merely for murder.)

Finally, war must be violent. According to the law of modern states, all the way from Iceland to the Yemen, economic, political, or moral pressure is not war; war is the legalization, in behalf of the state, of things which no individual may lawfully do in

time of peace. As a matter of fact, even in time of war you cannot kill the enemy unless you do so on behalf of the state; if you had shot a Japanese creditor of yours privately, or even shot a Japanese soldier when you yourself were out of uniform, you might properly and lawfully have been put to death for murder -- either by our courts or by the enemies'. (This is among the charges which recur in the war trials. The Germans and Japanese killed persons whom even war did not entitle them to kill.)

The governments of the modern world are jealous of their own monopoly of violence. War is the highest exercise of that violence, and modern war is no simple reversion to savagery. The General Staffs would not be needed if war were only an uncomplicated orgy of homicide -- a mere getting-mad and throat-cutting season in the life of man. Quite to the contrary, modern war -- as a function of modern society -- reflects the institutional, political complexity from which it comes. A modern battle is a formal, ceremonialized and technically intricate operation. You must kill just the right people, in just the right way, with the right timing, in the proper place, for avowed purposes. Otherwise you make a mess of the whole show, and -- what is worse -- you lose.

Why must you fight just so and so, there and not here, now and not then? The answer is simple: you are fighting against men. Your purpose in fighting is to make them change their minds. It is figuratively true to say that the war we have just won was a peculiar kind of advertising campaign, designed to make the Germans and Japanese like us and our way of doing things. They did not like us much, but we gave them alternatives far worse than liking us, so that they became peaceful.

Sometimes individuals will be unpersuadable. Then they must be killed or neutralized by other purely physical means -- such as isolation or imprisonment. (Some Nazis, perhaps including the Fuhrer himself, found our world repellent or incomprehensible and died because they could not make themselves surrender. In the Pacific many Japanese had to be killed before they became acceptable to us.) But such is man, that most individuals will stop fighting at some point short of extinction; that point is reached when one of two things happens:

Either, the defeated people may lose their sense of organization, fail to decide on leaders and methods, and give up because they can no longer fight as a group. This happened to the American Southerners in April, 1865. The President and Cabinet of the Confederate States of America got on the train at Richmond; the men who got off farther down the line were "refugees." Something happened to them and to the people about them, so that Mr. Davis no longer thought of himself as President Davis, and other people no longer accepted his commands. . . .



Or, the defeated people can retain their sense of organization, and can use their political organization for the purpose of getting in touch with the enemy, arranging the end of the war, and preparing, through organized means, to comply with the wishes of the conquerors . . .

The fact that war is waged against the minds, not the bodies, of the enemy is attested by the comments of military writers of all periods. The dictum of Carl von Clausewitz that "war is politics continued by other means" is simply the modern expression of a truth recognized since antiquity. War is a kind of persuasion -- uneconomical, dangerous, and unpleasant, but effective when all else fails. . . .

### **Education**

In the states which are ideologically self-conscious and anxious to promote a fixed mentality, the process of education is combined with agitation and regulation, so that the entire population lives under conditions approximating the psychological side of war. Heretics are put to death or are otherwise silenced. Historical materialism and the Marxian "objectivity," or the Volk, or Fascismo, or Yamato-damashii, or "new democracy" is set up as the touchstone of all good and evil, even in unrelated fields of activity. Education and propaganda merge into everlasting indoctrination. And when such states go to war against states which do not have propaganda machinery, the more liberal states are at a disadvantage for sheer lack of practice in the administrative and mechanical aspects of propaganda. Education is to psychological warfare what a glacier is to an avalanche. The mind is to be in both cases captured, but the speed and techniques differ. . . .

### **Salesmanship**

In a sense . . . salesmanship does serve the military purpose of accustoming the audience to appeals both visual and auditory. The consequence is that competing, outside propaganda can reach the domestic American audience only in competition with the local advertising. It is difficult for foreign competition to hold attention amid an almost limitless number of professionally competent commercial appeals. A Communist or Fasdst party cannot get public attention in the United States by the simple expedient of a "mass meeting" of three hundred persons, or by the use of a few dozen posters in a metropolitan area. Before the political propagandist can get the public attention, he must edge his media past the soap operas, the soft drink advertisements, the bathing beauties advertising Pennsylvania crude or bright-leaf tobacco. The consequence is that outside propaganda either fails to get much public attention, or else camouflages itself to resemble and to exploit existing media. Clamorous salesmanship deadens the American citizen to his own government's

propaganda, and may to a certain extent lower his civic alertness; but at the same time, salesmanship has built up a psychological Great Wall which excludes foreign or queer appeals and which renders the United States almost impervious to sudden ideological penetration from overseas. . . .

### **Psychological Warfare and Public Relations**

During World War II, the Armed Forces Radio Service of the United States established global radio service for Americans, and incidentally turned out material of top importance to United States propaganda. Naturally, enemy and allied peoples would pay more serious heed to communications from Americans to Americans than they would to materials which they knew had been concocted for themselves. The American morale services in the last war indignantly rejected the notion that they were a major propaganda facility, rightfully insisting that their audience counted on getting plain information, plain news, and plain education without ulterior propaganda content. The fact that in a theater of war all communication has propaganda effect was not always taken into account, and only on one or two critical occasions was there coordination of stress and timing.

It must be said, however, that propaganda by any other name is just as sweet, and that the conviction of the propagandist that he is not a propagandist can be a real asset. Morale services provided the American forces with news, entertainment, and educational facilities. Most of the time these morale facilities had huge parasitical audiences -- the global kibitzers who listened to our broadcasts, read our magazines, bought our paper-bound books on the black markets. . . .

The morale services lost the opportunity to ram home to their G.I.-plus-foreign audience some of the more effective points of American psychological warfare, but they gained as propagandists by not admitting, even to themselves, that they were propagandists. Since the United States has no serious inward psychological cleavages, the general morale services function coordinated automatically with the psychological warfare function simply because both were produced by disciplined, patriotic Americans. . . .

### **Related Civilian Activities**

In a free nation, the big media of communication will remain uncoordinated even in time of war. . . .

News becomes propaganda when the person issuing it has some purpose in doing so. Even if the reporters, editors, writers involved do not have propaganda aims, the

original source of the news (the person giving the interview; the friends of the correspondents, etc.) may give the news to the press with definite purposes in mind. It is not unknown for government officials to shift their rivalries from the conference room to the press, and to provide on-the-record or off-the-record materials which are in effect ad hoc propaganda campaigns. A psychological warfare campaign must be planned on the assumption that these civilian facilities will remain in being, and that they will be uncoordinated; the plan must allow in advance for interference, sometimes of a very damaging kind, which comes from private operations in the same field. The combat officers can get civilian cars off the road when moving armored forces into battle but the psychological warfare officer has the difficult task of threading his way through civilian radio and other communication traffic over which he has no control. . . .

### **Broad and Narrow Definitions**

For the purposes of explaining what [these writings are] about, propaganda may be defined as follows:

Propaganda consists of the planned use of any form of communication designed to affect the minds, emotions, and action of a given group for a specific purpose.

This may be called the broad definition, since it would include an appeal to buy Antident toothpaste, to believe in the theological principle of complete immersion, to buy flowers for Uncles on Uncles' Day, to slap the Japs, to fight fascism at home, or to smell nice under the arms. All of this is propaganda, by the broad definition. Since War and Navy Department usage never put the Corps of Chaplains, the PX system, the safety campaigns, or the anti-VD announcements under the rubric of propaganda, it might be desirable to narrow down the definition to exclude those forms of propaganda designed to effect private or non-political purposes, and make the definition read:

Propaganda consists of the planned use of any form of public or mass-produced communication designed to affect the minds and emotions of a given group for a specific public purpose, whether military, economic, or political. . . .

In the American use of the term, psychological warfare was the supplementing of normal military operations by the use of mass communications; in the Nazi sense of the term, it was the calculation and execution of both political and military strategy on studied psychological grounds. For the American uses, it was modification of traditional warfare by the effective, generous use of a new weapon; for the Germans it involved a transformation of the process of war itself. . . .

## Propaganda: Definitions

In operational terms, propaganda can be distinguished by the consideration of five elements:

1. Source (including Media)
2. Time
3. Audience
4. Subject
5. Mission

Source is the most important. If the source is open and acknowledged, the government issuing it is putting the propaganda on the record before the world, and must therefore issue the propaganda with a certain amount of dignity and with an eye to the future. If the source is faked, then it is important for the government or army to make sure that the faking is a good job, and that the propaganda cannot readily be traced back. Two very different techniques are employed. Open sources require responsible public officials, preferably men with international reputations, who will get the best effect from use of the name and facilities of the government. Use of an open source usually (but not always) implies belief of the disseminator in the veracity of his materials. Fabricated sources require persons adept at illicit imaginativeness, impromptu forgery, and general devilment, combined with a strong sense of discipline and security. The United States was so chary of mixing the two kinds of propaganda during World War II that it operated them in different categories, giving rise to the three following types:

WHITE propaganda is issued from an acknowledged source, usually a government or an agency of a government, including military commands at various levels. This type of propaganda is associated with overt psychological operations.

GREY propaganda does not clearly identify any source.

BLACK propaganda purports to emanate from a source other than the true one. This type of propaganda is associated with covert psychological warfare operations. . . .

In the field of radio, the difference between Covert and Overt was even more plain. During World War II, the ether over Europe was filled with appeals from radio stations both public and covert in character. The British spoke to the Germans over B.B.C., making no effort to conceal the fact that they were British. But they also spoke to the Germans over clandestine stations, which pretended to be free-lancing Nazis, German army stations, or freedom group operations. The Germans, comparably,

beamed official German news to the United States in English; but they also pretended to be Americans broadcasting from an isolationist radio in the American mid-west. In some cases, the belligerent powers used the identical radio transmission facilities for overt and covert propaganda. Radio Saipan, under the Americans, was most of the time the relay for the acknowledged San Francisco programs; intermittently OSS borrowed it, and it then became a "Japanese" station. (Under such conditions, black radio cannot remain black very long.) . . .

Propaganda is so intimately keyed to the news and opinion situation that it does not usually bear elaborate pre-operational analysis. Elaborate planning very often ends up in the locked files; the distinction of offensive and defensive means little in routine work. However, for the sake of the record, the distinction can be listed:

DEFENSIVE propaganda is designed to maintain an accepted and operating form of social or other public action. (Soviet propaganda for the Five Year Plans is a conspicuous instance.)

OFFENSIVE propaganda is designed to interrupt social action not desired by the propagandist, or to predispose to social action which he desires, either through revolutionary means (within the same society) or international, either diplomatic or belligerent (between different societies).

Another set of distinctions arises from the purpose which the propaganda officer or group may have in mind for the people whom he addresses. These distinctions, like offensive-defensive, are theoretical rather than practical, and did not often appear in the actual operations, although all the more hush-hush plans made elaborate references to them:

CONVERSIONARY propaganda is designed to change the emotional or practical allegiance of individuals from one group to another.

DIVISIVE propaganda is designed to split apart the component subgroups of the enemy and thereby reduce the effectiveness of the enemy group considered as a single unit. (An instance is provided by the Allied effort to make German Catholics think first as Catholics, then as Germans.)

CONSOLIDATION propaganda is directed toward civil populations in areas occupied by a military force and is designed to insure compliance with the commands or policies promulgated by the commander of the occupying force.

COUNTERPROPAGANDA is designed to refute a specific point or theme of enemy propaganda. (Japanese charges of American atrocities usually followed American charges of Japanese atrocities.) . . .

Political warfare is . . . in administrative terms, a higher-level activity than propaganda, and may be defined as follows:

Political warfare consists of the framing of national policy in such a way as to assist propaganda or military operations, whether with respect to the direct political relations of governments with one another or in relation to groups of people possessing a political character.

Such policy-framing does not normally fall within the authority of the Army or Navy, though these may be consulted and called upon to effect appropriate military action. An outstanding instance of the use of political warfare was President Roosevelt's impromptu enunciation of the theme "Unconditional Surrender" at Casablanca. The theme affected not only our propaganda, but the types of surrenders which American generals could accept from Germans. . . .

### **The Limitations of Psychological Warfare**

Propaganda is dependent on politics, even for such front-line requirements as "definition of the enemy," yet intelligent exploitation of political goals yields valuable results. Security is an asset to any army; its price is rarely too high a price to pay for protection, but a selective and flexible censorship can lead to positive advantages. Media -- that is, the actual instrumentalities by which propaganda is conveyed -- are the ordnance of Psychological warfare. They limit the performable job but they also make it possible in the first place. And as in any military operation, success depends most of all on proper use of personnel. . . .

Each warring nation tries to turn the known enemy interest in itself into favorable channels. The propagandists of each country try to give the enemy the news which the enemy wants, while so arranging that news as to create a drop in enemy morale, to develop uncertainty in enemy policies, to set enemy cliques into action against each other. The propagandist sometimes becomes very agitated because he recognizes as a technician propaganda opportunities which national policy prohibits his using. The propagandist who is so intent on his target that he forgets his broader responsibilities can often spoil the entire operation. . . .

### **Definition of the Enemy**

Another significant connection between politics and propaganda is found in definition of the nature of the enemy. For combat operations, it is easy (most of the time) to tell who the enemy is; he is the man with the other uniform, the foreign language, the funny color or physique. For psychological operations, it is not that easy. The sound psychological warfare operator will try to get enemy troops to believe that the enemy is not themselves but somebody else -- the King, the Fuhrer, the elite troops, the capitalists. He creates a situation in which he can say, "We're not fighting YOU." (This shouldn't be said too soon after extensive use of bombs or mortars.) "We are fighting the So-and-so's who are misleading you." Some of the handsomest propaganda of World War II was produced by the Soviet experts along this line. Before the War was over, Soviet propaganda created a whole gallery of heel-clicking reactionary German generals on the Russian side, and made out that the unprofessional guttersnipe Hitler was ruining the wonderful German Army in amateurish campaigns. Joseph Stalin's ringing words, "The German State and the German Volk remain!" gave the Russians a propaganda loophole by which they implied that Germany was not the enemy -- no, not Germany! just the Nazis. This was superb psychological warfare, since the Russians had already built up the propaganda thesis that the common people (workers and peasants) were automatically -- by virtue of their class loyalty -- on the side of the workers' country, Russia. That left very few Germans on the other side.

For psychological warfare purposes, it is useful to define the enemy as:

- (1) the ruler;
- (2) or the ruling group;
- (3) or unspecified manipulators;
- (4) or any definite minority. . . .

If the politics are defensive, vague, well-meaning but essentially noncommitted, psychological warfare has to avoid making blunders. In World War II we could not say that we were against one-party states, because our largest ally (Russia) was a one-party state. We could not attack the ruin of free enterprise by the Japanese and German governments since socialism existed on the Allied side too. We could not bring up the racial issue, because our own national composition rendered us vulnerable to racial politics at home. There was a huge catalog of "Don'ts" (usually not written down but left to individual judgment) in every propaganda office. Whenever we violated them, we paid the price in adverse opinion. . . .

### **Security Limitations**

The very conduct of psychological warfare encroaches upon perfectionist plans for security. Security is designed to keep useful information from reaching the enemy; propaganda operations are designed to get information to him. Security is designed to keep the enemy from knowing true figures; but propaganda must have a lot of good, current, true information if it is to be believed. Security demands that military and naval news be withheld until the extent of the enemy's knowledge is known; propaganda is designed to tell the enemy the news faster than his own sources tell him, thus discrediting enemy news. Security demands that dubious persons, intimately associated with the enemy, be kept away from communications facilities; propaganda officers have to keep an eye open for people who speak the enemy language well, who can address the enemy sympathetically and get his attention, who have a keen appreciation of the enemy culture.

### Media Limitations

Psychological warfare should not broadcast into areas in which radio sets are unknown. Psychological warfare should not drop books to illiterates. These rules seem obvious but they have often been violated. Psychological warfare should not assume that an extensive news or morale campaign is going to achieve the desired results unless there is trustworthy intelligence to the effect that propaganda is getting through.

It is ridiculous to broadcast to the masses of a country when the masses are known not to have radio facilities. This was done in the anti-Japanese broadcasts of OWI, at least in the early part of the war, in which mass-audience soap operas and popular music were sent to Japan on the short-wave -- this despite reports that short-wave sets were almost unknown outside governmental or plutocratic circles. What was known was that the Japanese government itself had listening facilities, and that the content of American broadcasts was relayed through Japanese military and governmental groups. The propaganda (to fit the medium, radio) should have been designed to affect the persons actually reached, and not an audience known to be out of reach. The mere fact that enemy counterpropaganda mentions one's own material is nothing more than a professional exchange of compliments. Goading the enemy radio into a reply may be fun, but unless non-propagandists are known to be listening, the fun is expensive and unprofitable. . . .

Media consist simply of the facilities possessed. These are, most commonly:

- (1) Standard-wave radio;
- (2) Short-wave radio;
- (3) Loudspeakers;



- (4) Leaflets;
- (5) Pamphlets;
- (6) Books;
- (7) Novelties.

The limitations consist simply of applying the right medium at the right time. Radio broadcasts need be made only when receiving sets are known to exist. Written material should be dropped only to areas in which at least some people can read. . . .

### **Maximum Performance of Personnel**

Writing personnel must be up to the level of professional writers. On the other hand, the available personnel must not be driven above its limits of performance: often an attempt to do a too-professional job will defeat the propaganda. (When the Japanese pretended to be perfectly American, and used the corny obsolete slang of the 1920's, they aroused more contempt than they would have done had they confined themselves to rather bookish, plain English.) . . .

### **Counterpropaganda**

[I]n every psychological warfare unit there must be an intelligence group servicing the operation. If, for example, the enemy has announced the candy your aviators are dropping is poisoned (and has proved it by dropping some of "your" candy, made by his black-operations boys actually poisoned), there is no point in calling him a liar; you may know for some time whether poisoned candy has been dropped or if the enemy commander has shown his troops photographs of prisoners whom your side has taken and "murdered" (according to his well staged photos), it is not a good idea to ask people to surrender without sending along equally convincing pictures of well cared for prisoners. If the enemy alleges that you and your allies are rioting in the streets or stealing each other's womenfolk, or that one of you is doing all the fighting while the other sits around in safe staging areas, it may be a good idea to send along some leaflets showing inter-allied cooperation on your side, or to run a few radio shows on the subject.

This consists merely of reckoning the enemy propaganda as part of the psychological warfare situation, and of using the enemy as part of the background to your own advantage. The moment you start letting him take the initiative, your propaganda wags along behind his. Tell his people something he can't deny. Let him sit up nights worrying about how he will counteract you. Make him drive his security officers crazy trying to release figures that will please your G-2 in order to reassure his home audience. Really good propaganda does not worry about counterpropaganda. It never

assumes that the enemy propagandist is a gentleman: he is by definition a liar. Your listeners and you are the only gentlemen left on earth. . . .

### **The Bolshevik and Chinese Revolutions**

The Communists . . . waged political warfare along with the psychological. . . . The word "democratic" was reserved to the Communists or to non-Communists who were certain to cause Communism no trouble. The Communists invented an entirely new vocabulary, which the Soviet and other Communist papers still use, with meanings that have the same emotional value (plus-value, or, "that's good!") as in America or Britain, but which have entirely different meanings in concrete practice. . . .

### **The British-German Radio War**

With the outbreak of war the British and Germans found radio at hand. Neither had to change broadcasting policies a great deal. Each could reach almost all of Europe on standard-wave; each could jam the other's wave lengths, never with complete success, and the struggle centered around a contest for attention? Who could get the most attention? Who could get the most credence? Who could affect the beliefs, emotions, loyalties of friendly, neutral, and enemy listeners the most?

The Germans showed evidence of real planning. Their public relations facilities were perfectly geared to their propaganda facilities. When the Germans wanted to build the British up for a let-down, they withheld military news favorable to themselves. During the fight for Norway, they even spread rumors of British successes, knowing that British morale went up for a day or two, it would come down all the harder when authentic bad news came through the War Office. When Germans wanted to turn on a war of nerves, their controlled press screamed against the victim; when they turned it off their press was silent. The Germans thus had the advantage of not needing to make the distinction between news, publicity, and propaganda. All three served the same purpose, the immediate needs of the Reich.

The Germans put on the following types of news propaganda:

- 1) Official OKW (These rarely departed from the truth, though they naturally gave favorable situations in detail and unfavorable ones scantily.)
- 2) Official government releases, marked by considerable dignity, possessing more political content than the military communiqués.

- 3) News of the world, part of it repeated from the British radio, part plain non-controversial news (for stuffing), and part (the most important part) news of genuine curiosity value to the listeners but which, at the same time, had the propaganda effect of damaging belief in the Allied cause.
- (4) Feature items, comparable to feature articles in newspapers, which tried to concentrate on a single topic or theme.
- (5) Recognized commentators, speaking openly and officially.
- (6) Pseudonymous commentators, pretending to speak from a viewpoint different from that of the German Government, but who were announced as being broadcast over the official German radio system. (Of these the British traitor William Joyce, since hanged, known as "Lord Haw Haw," was the most notorious. His colleagues were the American traitors Fred Kaltenbach and Douglas Chandler. At the end of the war Chandler was tried in Boston and sentenced to life imprisonment but Kaltenbach fell into Soviet custody and died.)
- (7) Falsified stations, which pretended to have nothing at all to do with Germany. (The "New British Broadcasting Company" transmitted defeatist propaganda with a superficial anti-German tone. Others took a strong Communist line and sought to build up opposition to the British government within England.)
- (8) Falsified quotations on the official German radio. (Sometimes it was easier to make up an imaginary foreign source, ostensibly quoted it in the German program, rather than to set up a special fake program for the purpose.)
- (9) "Planted" news sources quoted on the German radio. (A great deal of the German news was culled out of Swedish, Spanish and other papers which were either secretly German-controlled or which -- as in the case of the United States papers involved -- were so sympathetic to Germany that they voluntarily printed German-inspired news which the Nazis could then quote from a "neutral" or "enemy" source.)
- (10) Open falsification of BBC (British Broadcasting Company, the official British agency) materials -- at which the Germans were not necessarily caught by their ordinary listeners, but at which BBC caught them.
- (11) Ghost voices and ghost programs, transmitted on legitimate Allied wave lengths when the Allied transmitters went off the air, or else interrupting the Allied broadcasts by transmitting simultaneously.

Of all these, it was soon found that the communiqués and government teases were the most important, although the bulk of the station time had to be diversified with other types of program. The Germans and British both found that radio was important as a starting point for news. It was more valuable to have the press (as in England) or rumor (as in Germany) pass along an item than it was to rely on the direct listeners. Each side sought to make opinion analyses of the enemy; some of the British studies were clever in technique. The radio propagandists had to ask themselves why they made propaganda. It is simple to make mischief, spreading rumors or putting practical jokes into circulation. Such antics do not necessarily advance a military-political cause. Sustained psychological warfare required -- as both British and German radio soon found out -- a deliberate calculation of the particular enemy frame of mind to be cultivated over a long period of time. . . .

The Germans soon learned a basic principle of war radio. They learned not to permit radio to run ahead of their military capacities. At first, when their spokesmen promised attainment of a given goal by a given time, and the army failed to live up to the schedule, the British radio picked up the unfulfilled promise and dangled it before the world as proof that the Germans were weakening. The Germans thereupon effected Army-radio liaison so that the radio people could promise only those things which the army was reasonably sure of delivering. . . .

### **American Operations: OWI and OSS**

Radio work was first done by an agency within COI called FIS -- Foreign Information Service. In the few months before Pearl Harbor the group became organized in New York under the leadership of Robert Sherwood, the dramatist, and got a start in supplying the radio companies with material. The radio scripts were poorly checked; there was chaos in the matter of policy; little policing was possible, and the output reflected the enthusiasm of whatever individual happened to be near the microphone. Colonel Donovan had moved into this work without written and exclusive authorization from the White House; hence there followed a lamentable interval of almost two years' internal struggle between American agencies--a struggle not really settled until the summer of 1943, well into the second year of war. The occasion for struggle arose from lack of uniform day-to-day propaganda policy and from an unclear division of authority between the operating agencies. But the work was done.

Radio operations had to be coordinated with strategy on the one hand and foreign policy on the other, and we sought to develop methods for doing this. It is significant that all the major difficulties of American psychological warfare were administrative and not operational. There was never any serious trouble about getting the facilities, the writers, the translators, the telecommunications technicians. What caused trouble

were problems of personality and personal power, resulting chiefly from the lack of any consensus on the method or organization of propaganda administration.

Military Intelligence Division had created an extremely secret psychological warfare office at about the time that the COI was established; this had broad intelligence and policy functions, but no operational facilities. It was headed by Lieutenant Colonel Percy Black, who began auspiciously by putting Dr. Edwin Guthrie in office as his senior psychological adviser. This ultra-quiet office was called Special Study Group; it and the COI developed very loose cooperative relations, consisting chiefly of SSG making suggestions to COI which COI might or might not use as it saw fit. Meanwhile, the Rockefeller Office was conducting independent broadcasts to Latin America; the Office of Facts and Figures was dispensing domestic information; and at the height of the psychological warfare campaigning, there were at least nine unrelated agencies in Washington, all directly connected with psychological warfare, and none actually subject to the control of any of the others.

A year of wrangling produced the solution, after a Joint Psychological Warfare Committee had been set up under the Joint Chiefs of Staff, and had failed to fulfill an effective policy-supervising function. On 13 June, 1942 the President created the Office of War Information. This agency was given control directly or indirectly over all domestic propaganda, and over white propaganda abroad, except for the Western Hemisphere, which remained under the Rockefeller Committee in the State Department. The FIS was taken from the COI, and the COI took on the new name of OSS -- Office of Strategic Services -- under which it retained three major functions:

- (1) continuation of scholastic and informal intelligence;
- (2) black propaganda operations (given explicit authority only in March, 1943);
- (3) subversive operations, in collaboration with regular military authority.

The OWI was placed under Mr. Elmer Davis, a Rhodes scholar and novelist who had become one of the nation's most popular radio commentators. The FIS was perpetuated under the control of Mr. Robert Sherwood, who had a most extraordinary coterie of odd personalities assisting him: Socialist refugees, advertising men, psychologists, psychoanalysts (of both the licensed and lay varieties), professional promoters, theatrical types, German professors, a commercial attache, young men just out of college, oil executives, and popular authors (novelists, slick writers, Pulitzer

winners, pulp writers, humorists, poets and a professional pro-Japanese writer, fresh off the Imperial Japanese Embassy payroll).

The War Department agency, under the Military Intelligence Service of G-2, had been renamed Psychological Warfare Branch and had executed within the G-2 structure the equivalent of a knight's move in chess, ending up at a new place on the TO with no observable change in function or authority; it had passed under the authority of Colonel (later Brigadier General) Oscar Solbert, a West Pointer with wide international and business experience; he had been out of the Army as a top official with Eastman Kodak, after a cosmopolitan army career which sent him all over Europe and gave him one tour of duty as a White House aide. With the establishment of OWI, Colonel Solbert's office dissipated like an amoeba; the civilian half of Psychological Warfare Branch, with a few officers, went over to OWI to be a brain-trust for the foreign broadcast experts, who failed to welcome this accession of talent; the military half remained as an MIS agency until 31 December, 1943, when OWI abolished its half and MIS cooperated by wiping out the other, leaving the War Department in the middle of a war with no official psychological warfare agency whatever, merely some liaison officers. Psychological warfare became the responsibility of designated individual officers in OPD -- (the Operations Division of the General Staff), an outfit celebrated for conscientious overwork, as well as in MIS and the War Department got along very nicely. Meanwhile OWI and OSS fought one of the many battles of Washington, each seeking control of foreign propaganda. The D.C. and Manhattan newspapers ran columns on this fight, along with news of the fighting in Russia, Libya, and the Pacific. For one glorious moment of OSS, it seemed that the President had signed over all foreign propaganda functions conducted outside the United States to OSS, cutting the OWI out of everything except its New York and San Francisco transmitters; the OWI was stricken with gloom and collective indigestion. The next day, the mistake was rectified, and OWI triumphantly planned raids on the jurisdiction of OSS. Meanwhile, the following things were happening:

Highly classified plans for psychological warfare were being drafted for both the Joint and Combined Chiefs of Staff. These were discussed at various meetings and then classified a little higher, whereupon they were locked up, lest the propaganda writers and broadcasters see them and break security on them by obeying and applying them.

Broadcasts -- thousands of words in dozens of languages -- were transmitted to everyone on earth. They were written by persons who had little if any contact with Federal policy, and none with the military establishment, except for formal security. The plans at the top bore no observable relation to the operations at the bottom.

When Washington agencies wanted to find out what the broadcasts really were saying, the actual working offices at New York and San Francisco, their feelings hurt at not having been consulted by the Joint Chiefs, refused (on their security ground) to let anyone see a word of what they were sending out. This baffled other Washington agencies a great deal. (The author, who was then detailed from the War Department to OWI, outflanked this move in one instance by getting a report on a San Francisco Japanese Broadcast from the Navy Department. It had been monitored by an American submarine out in the Pacific.)

Large overseas offices were set up at various foreign locations. Some of these went down to work quickly, efficiently, smoothly, and did a first-class job of presenting wartime America to foreign peoples; others, with the frailties of jerry-built government agencies, lapsed into inefficiency, wild goose chases, or internal quarrels.

Lastly, the poor British officials continued to wander around Washington, looking for their American opposite numbers in the propaganda field -- looking for one and always finding a dozen.

That was in 1942-1943.

By 1945, this had all become transformed into a large, well run, well integrated organization. Three weeks before Japan fell, the OWI finally prepared an official index of its propaganda "Directives" -- that, is, of the official statement of what kinds of propaganda to make, what kinds not to make. The overseas units had been associated with the metropolitan short-wave. Personnel had been disciplined. Techniques had become more precise. Under the command of Lieutenant Commander Alexander Leighton, an M.D. who was also a psychiatrist and anthropologist, careful techniques were devised for the analysis of Japanese and German morale. Comparable though dissimilar work on Europe had been done by a staff associated with Harold Lasswell. The propaganda expert Leonard W. Doob had been appointed controlling and certifying officer for every single order of importance.

The military relationship had been clarified. The War Department, acting through G-2, had reestablished a psychological warfare office under the new name of Propaganda Branch, under the successive commands of Lieutenant Colonel John B. Stanley, Lieutenant Colonel Bruce Buttles, and Colonel Dana W. Johnston. The new branch undertook no operations whatever, but connected War Department with OWI and OSS for policy and liaison, and represented one-half of the Joint Chiefs of Staff (an appropriate naval officer from a comparable office representing the other half) at the weekly policy meetings of OWI. Military needs in psychological warfare had been settled by regarding the Theaters in this respect as autonomous, and leaving to the

respective Theater Commanders the definition of their relationships with OWI and OSS, and their use of each. . . .

### Qualifications for Psychological Warfare

Effective psychological warfare requires the combination of four skills in a single individual:

- (1) An effective working knowledge of U.S. government administration and policy, so that the purposes and plans of the government may be correctly interpreted.
- (2) An effective knowledge of correct military and naval procedure and of staff operations, together with enough understanding of the arts of warfare, whether naval or military, to adjust propaganda utterance to military situations and to practical propaganda operations in forms which will dovetail.
- (3) Professional knowledge of the media of information, or of at least one of them (book-publishing, magazines, newspapers, radio, advertising in its various branches), or of some closely related field (practical political canvassing, visual or adult education, etc.).
- (4) Intimate, professional-level understanding of a given area (Italy, Japan, New Guinea, Kwangtung, Algeria), based on first-hand acquaintance, knowledge of the language, traditions, history, practical politics, and customs.

On top of these, there may be a possible fifth skill to make the individual perfect:

- (5) Professional scientific understanding of psychology, anthropology, sociology, history, political science, or a comparable field. . . .

### Propaganda Analysis

Opinion analysis pertains to what people think; propaganda analysis deals with what somebody is trying to make them think. . . .

Propaganda cannot be analyzed in a logical vacuum. Every step in the operation is intensely practical. There is nothing timeless about it, other than that common sense which is based on the nature of man. . . .

Yet in a matter as simple as staying alive or not staying alive -- in which it might be supposed that all human beings would have the same basic response -- the difference



between Japanese and Americans was found to be basic when it came to surrender. To Japanese soldiers, the verbal distinction between surrender and cease honorable resistance was as important as the difference between life and death. The Japanese would not survive at the cost of their honor, but if their honor were satisfied, they willingly gave up.

Propaganda is directed to the subtle niceties of thought by which people maintain their personal orientation in an unstable interpersonal world. Propaganda must use the language of the mother, the schoolteacher, the lover, the bully, the policeman, the actor, the ecclesiastic, the buddy, the newspaperman, all of them in turn. And propaganda analysis, in weighing and evaluating propaganda, must be even more discriminating in determining whether the propaganda is apt to hit its mark or not.

### Monitoring

The first requisite of propaganda analysis is materials to be analyzed. In time of peace, it is usually enough to send a subscription to the newspaper, magazine, or pamphlet series, and to buy the books as they come out. Poster propaganda is more difficult to obtain, and frequently requires on-the-spot contacts. Dr. David Rowe brought back from Occupied China, in the early days of the Sino-Japanese war, a spectacularly well done and interesting series of Japanese and quisling posters. They were not hard to come by, once he was there, but he had to go about twenty thousand miles to get them and return.

In obtaining printed propaganda, better results will be achieved if the same sources are followed consistently over a period of time than if one triumphant raid is carried through. . . . If, in this instance the propaganda analysis is to be a one-man enterprise in a small country or area in time of peace, the one man can collect all the different kinds of samples in March and can then spend several months trying to see how they add up. By the time his analysis is ready, it will be badly dated and will necessarily be less interesting to the recipients than would a report which was up-to-the-week. Furthermore, unless the analyst knows the area very well indeed, he will risk mistaking transient issues for basic ones. If the Old Agrarians happen to be accused of Right Wing Deviationism during the week of 3-10 March, the analyst may falsely conclude that the Old Agrarian issue is tempestuous or profound.

Unless he has a large staff, faces a special crisis or pursues a scholarly purpose, the analyst does well to pick the alternative illustrated in the vertical column. He should pick his media carefully, accepting the advice of people who know the area intimately. In an opinion-controlled area, it is wise to take both a direct government propaganda paper and an opposition of semi-independent paper, if such exist. Local papers are

often better guides to domestic propaganda than are big metropolitan papers. The propagandists of the country know that foreigners may watch the big papers, and they will reserve their most vicious, naive, or bigoted appeals for the local press.

Along with the local press of one or two selected localities, the analyst should select several government personages and should follow every word of theirs he can find. The basic principle is for the analyst himself to determine the range of materials to be covered by deciding his work-load in advance. This in turn depends on the time he has available for the task, his mastery of the language, his interest in the subjects, probable interruptions due to semiofficial elbow-bending, and other personal factors.

The rule remains: Consistent analysis of the same output with reference to basic topics over a sustained period will inevitably reveal the propaganda intention of the source. (It must be pointed out that the expert analyst still is needed to select topics and to confirm interpretations.) To make a first guess as to whether the intended effect is being achieved or not, the analyst uses himself as a propaganda guinea pig. What does he think of the issues? What might he have thought otherwise? What would he think if he were a little less intelligent, a little more uncritical, than he is? And to complete the analysis, the analyst must go out to the audience that receives the materials and find what effect the propaganda has had by asking them about it . . .

## Radio

For the present radio remains the biggest source of propaganda intake. Radio is convenient. It can be picked up illegitimately without too much fear of detection. For the cost per person reached, it is certainly the cheapest way of getting material to millions of people promptly. It lends itself to monitoring, and even standard (long) wavelengths can be picked up from surprisingly great distances.

The only defense against enemy use of radio monitoring or broadcasting consists of the application of wired radio -- which means plugging all the radio sets in on the telephone circuit, putting nothing on the air, and defying the enemy to eavesdrop. If the radio sets are then policed, and are made incapable of receiving wireless material, that particular audience is effectively cut off from the enemy. . . .

Wired radio is expensive. Radio suppression is difficult; the successful concealers of radio receivers become two-legged newspapers and go around town spreading all the hot dope which the authorities are trying to suppress. Scarcity puts a premium on such news; rumor then becomes unmanageable. Except for strangely drastic situations, it is probable that the great powers will continue to tolerate radio reception even though it may mean letting foreign subversive propaganda slip in now and then.

It is therefore likely that radio broadcasts will be available for monitoring for the pre-belligerent stages of the next war, should war come again in our time, and that radio may last through a great part or all of the duration of the war. Factors which cannot now be foreseen, such as radio control of weapons, will affect this.

Radio propaganda analysis follows the same considerations as those which govern choice of materials for analyzing printed matter. It is a surer method to follow one or two programs on a station than to make wide random selections. A standard-wave transmitter to the home audience comes closer to revealing the domestic scene than would a global rebroadcast of ostensibly identical material. Radio has a further advantage over print. Few nations print out separate propaganda for each foreign-language area, while almost every large and medium-sized country has international facilities for broadcast. Since the programs are beamed to different language groups, the senders automatically make up propaganda lines for each audience.

Attentive monitoring can provide material for distinguishing the various lines which any given nation is sending out to its friends, neighbors, or rivals. Frequently the differences between these lines make good counterpropaganda. If you hear the Germans telling the Danes that all Nordics are supermen and all non-Nordics scum, while telling the Japanese that the National Socialist idea of the world transcends pluto-democratic race prejudice, put the two quotations together and send them back to the Danes and the Japanese both.

Radio, unlike print, cannot be held for the analyst's convenience. It is physically unhandy to try to file actual recordings of enemy broadcasts for preservation and reference. When the analysis center is large, as it would be if near the headquarters of a government or a theater of war, the difficulties of monitoring involve problems of stenographic and language help. The monitors themselves can then be stenographers, taking verbatim dictation. They write down the enemy broadcast word-for-word, either right off the air or from records. The editor then selects the most important parts of the day's intake for mimeographic or other circulation. Important material can be put in a daily radio summary of enemy propaganda for the area monitored. The rest of it can be sent along by mail, put in files and classified (lest the enemy government find out what its own propagandists really were saying), preserved on the recording, or destroyed.

During World War II these basic verbatim reports played a very important part. The Foreign Broadcast Intelligence Service did the job for the United States, operating through the war years under the Federal Communications Commission. It has since been shifted from FCC to the War Department, and from the War Department to the

Central Intelligence Group. Its materials sometimes are unclassified, although during most of the war they were marked restricted, and they are not available to the public except through microfilm copies of the Library of Congress file. These FBIS daily reports skimmed the cream off the enemy news broadcasts, and included editorial or feature material which might have intelligence or policy interest.

### Monitoring by a Single Individual

Where monitoring must be done by a single individual or a very small staff, it is desirable to find a basic news broadcast and to take it down verbatim where possible. This gives the analyst the chance of a second look at his materials and keeps him from having to make snap judgments of what is important and what is not, right during the course of the broadcast. Selection of a basic news program, followed by reference to speeches, plays, lectures and other programs that indicate the over-all tone of the day's output, will make it possible for one person to do an adequate monitoring job on about one-eighth of his full-time work per station. This does not leave him time to do much fancy analysis, or to prepare graphs, but he can pass along the general psychological warfare situation so far as that particular beam on that particular transmitter is concerned. . . .

### Identification: Propaganda vs. Truth

The point will invariably arise: "This tells me how to listen to a foreign radio. Okay, I'll get the news, the lectures, the plays -- all the rest of it. But so what? How am I going to know what's the truth and what's propaganda? How can I tell 'em apart? Tell me that!"

The answer is simple: "If you agree with it, it's truth. If you don't agree, it's propaganda. Pretend that it is all propaganda. See what happens on your analysis reports."

Propaganda was defined (at the beginning of this book) as follows: Propaganda consists of the planned use of any form of communication designed to affect the minds and emotions of a given group for a specific purpose. Taking a lesson from Communist theory, we can say that any form of mass-communication is operated for propaganda purposes if no other motive for running it is evident. Human beings talk; they like to talk. Much private talk is idle -- but only an imbecile would talk over a radio network just for the pleasure of hearing himself talking. Propaganda is presentation for a purpose; it is the purpose that makes it propaganda, and not the truthfulness or untruthfulness of it.

The collected news of any modern country contains more truth each day than any one man can read in a lifetime. The reporters, editors, writers, announcers who collect truth not only collect it; they select it. They have to. Why do they select it? That is the propaganda question. If they select it to "affect the minds and emotions of a given group for a specific purpose," it is propaganda. If they report that a little girl fell out of bed and broke her neck -- with the intent of frightening parents among their listeners into following the Safe Homes Week Campaign -- that is propaganda. But if they report it because it is the only death in the community, and because they might as well fill up the program, it is not propaganda. If you put the statement on the air, "An American negro workman in Greensboro, N.C., got eighty cents for a hard day's work last week," that can be presented and interpreted as:

- (a) SIMPLE NEWS, if there is something more to the story, about what the man said, or how he spent the eighty cents on corn meal to feed his pet tarantula;
- (b) ANTI-CAPITALIST propaganda, if you show that eighty cents is mighty little money for American business to pay its workers;
- (c) PRO-CAPITALIST propaganda, if you show that the eighty cents will buy more than two weeks' wages of a worker in the city of Riga, when it comes to consumer goods;
- (d) ANTI-WHITE propaganda, if you show the man got only eighty cents because he was a Negro.

And so on, through a further variety of interpretations. The facts -- man, happening, amount, place, time -- are true in each case. They could be sworn to by the whole membership of an interfaith conference. But the interpretation placed on them -- who communicates these facts to whom? why? when? -- makes them into propaganda.

And interpretation can no more be true or untrue than a Ford car can be vanilla or strawberry in flavor. The questions of truth and of interpretation are unrelated categories. The essence of motive is that it is ultimately private and impenetrable, and interpretation commonly involves imputation of motive. You can dislike an interpretation; you can kill a man for believing it; you can propagandize him out of believing it; but you cannot sit down and prove that it is untrue. Facts and logic are useful in propaganda, but they cannot be elevated to the point where you can say, "Is it propaganda or is it true?" Almost all good propaganda -- no matter what kind -- is true. It uses truth selectively.

There is no secret formula which, once applied, provides an unflinching test for propaganda. It is not possible for a person unfamiliar with the part of the world affected, with the topic discussed, with the interested parties, and with the immediate politics involved to put his finger on an item and say, "This Rightist charge is propaganda," and then to turn and say, "But that Rightist statement is not propaganda. It is fact." Untruthful statements are made at times for other than propaganda purposes; truthful statements may be propaganda or not. The analyst must himself be an interested party. He must determine ahead of time what he will regard as propaganda, and what not. And he must do so by delimiting the field of his analysis before he starts. No one person or staff of people could ever trace all the motives behind a single statement; even to attempt that, he would have to be a novelist of the school of Marcel Proust. (And he would end up feeling like James Joyce, Gertrude Stein, or Franz Kafka.)

The analyst looks in the direction in which the message is going. He defines the propaganda presentation of the people who get the message in terms of all the public information to which the persons addressed have access. If he does not know the purpose of the message, he may divine it from the character of the audience and from the effect he presumes the message may reasonably be expected to have upon the audience. If he does not know the audience, he can at least follow the physical transit of the message. In what language does it move? Whence? Whither? When?!

### Mockery of Enemy Propaganda Technique

[Illustration]

When the content of enemy propaganda cannot be attacked, the media themselves can sometimes be criticized. This German leaflet attempted utilization of potential suspicions of Hollywood. In so doing, it used three techniques: built up from a news item, suitably faked; raised suspicion of the movies which the Germans knew our Army showed for morale purposes; and spread racial hate.

### The Stasm Formula

The formula given earlier . . . was useful in the spot analysis of German broadcasts, both open and clandestine, and Japanese materials, during the last months of the war. The formula reads:

Source (including Media)  
Time  
Audience

Subject  
Mission

The neologism, Stasm, may serve a mnemonic purpose.

The formula works best in the treatment of monitored materials of which the source is known. First point to note is the character of the source. There are several choices on this: the true source (who really got it out?) and the ostensible source (whose name is signed to it?); also, the first-use source (who used it the first time?) and the second-use source (who claims merely to be using it as a quotation?). Take the statement: "Harry said to me, he said, 'I never told anybody that Al's wife was a retired strip-teaser.' Mind you, I don't pretend to believe Harry, but that's what he said, all right." What are the possible true sources for the statement of fact or libel concerning Al's unnamed wife? What are the alternatives on ostensible sources? First use? Second use? The common sense needed to analyze this statement is of the same order as the process involved in analyzing the statement: "Reliable sources in Paris state that the visit of the American labor delegation has produced sensational repercussions in Moscow, and that Moscow, upon the basis of the American attitude, is determined to press for unification of the entire German labor movement."

It is soon evident that the mere attribution of source is a job of high magnitude. A systematic breakdown of the STASM formula produces the following analysis outline, applicable to any single propaganda item, civil or military, in war or peace, spoken, visual, or printed. There are many other possible arrangements; the one given below is not represented as having official sanction or mysterious powers of its own. It has simply worked well for the author.

### Complete Breakdown of a Single Propaganda Item

#### Source

- (1) True source ("Where does it really come from?")
  - (a) Release channel ("How did it come out?") if different from true source without concealing true source
  - (b) Person or institution in whose name material originates
  - (c) Transmitting channel ("Who got it to us?"), person or institution effecting known transmission -- omitting, of course, analyst's own procurement facilities

- (2) Ostensible source ("Where does it pretend to come?")
  - (a) Release channel ("Who is supposed to be passing it along?")
- (3) First-use and second-use source (first use, "Who is said to have used this first?"; second use, "Who pretends to be quoting someone else?")
  - (a) Connection between second-use source and first-use source, usually in the form of attributed or unacknowledged quotation; more rarely, plagiarism
  - (b) Modification between use by first-use and second-use sources, when both are known
    - (i) Deletions
    - (ii) Changes in text
    - (iii) Enclosure within editorial matter of transmitter
    - (iv) Falsification which appears deliberate
    - (v) Effects of translation from one language to another

#### Time

- (1) Time of events or utterance to which subject-matter refers
- (2) Time of transmission (publishing, broadcasting, etc.)
- (3) Timing of repetitions
- (4) Reasons, if any are evident, for peculiarities of timing

#### Audience

- (1) Intended direct audience ("in English to North America"; "a paper for New York restaurant operators")
- (2) Intended indirect audience (program beamed "in English to North America" but actually reaching Hong Kong and Singapore by deliberate plan of the sender; "a paper for New York



restaurant operators" being faked and sent to Southeast Europe in fact

- (3) Unintended audience (a Guadalcanal native studying Esquire; your aunt reading the Infantry Journal; a Chinese reading American wartime speeches against the "yellow devils" of Japan)
- (4) Ostensibly unintended direct audience (such as an appeal to strikers in very abusive-sounding language, sent to businessmen to build up opinion against the strikers, or Hitler's black use of the forged Protocols of the Elders of Zion)

Subject ("What does it say?")

- (1) Content listed under any convenient heading as though it were straight news or intelligence
- (2) Content epitomized as demonstrating new propaganda technique (such as, "Now they're trying to get us out of Tientsin by appeals to our isolationists")
- (3) Content which may be useful in counterpropaganda (such as, "They said that the Greeks are our witless puppets, so let's pass that along to the Greeks")
- (4) Significance of content for intelligence analysis (examples: When the Japanese boasted about their large fish catch, it was an indication their fishing fleet was short of gasoline again, and that the fish catch was actually small; when the Nazis accused the Jews of sedition, it meant that rations were short and that the Nazi government was going to appease the populace by denying the Jews their scanty rations by way of contrast)

Mission

- (1) Nation, group, or person attacked

- (2) Relation to previous items with the same or related missions
- (3) Particular psychological approach used in this instance  
(such as wedge-driving between groups, or between people and leaders, or between armed services; or demoralization of audience in general; or decrease of listeners' faith in the news)
- (4) Known or probable connection with originator's propaganda plan or strategy

Such an outline would be useful only if it were applied in commonsense terms, without turning each item into an elaborate project and thus losing the woods in the trees. In most cases, it would suffice to state the item briefly for reference and study in the order of the entries. When poorly trained help is available, it is of course necessary to print or mimeograph a form to be used.

It is as vain to prescribe a propaganda analysis procedure without knowing the user as to prescribe an office filing system while knowing neither the nature of the office nor the kind of files kept. In time of war, subordinate commanders in operational areas will need to keep files at a minimum, while rear echelon or national facilities may be able to keep files of enormous range and thoroughness. In the recording of a large number of propaganda items, however, the material becomes hopelessly unmanageable unless there is some standardized system for organizing it. Mere alphabetization leads inevitably to the question, alphabetization of what?, and the analysis function can be exercised more readily in terms of the sources of propaganda than in terms of its incidental topics. . . .

### **Propaganda as a Source of Military Intelligence**

Propaganda analysis, or propanal for short, can serve as a very useful adjunct to military intelligence even when not directly connected with counterpropaganda operations. In the first place, the enemy must give news, comment, opinion, entertainment in order to get attention. The incidental content and make-up of this propaganda is itself useful study material. If his ink is bad, his paper poor, his language incorrect, it shows shortages of supply and personnel. If he boasts about his victories, he usually gives his version of place names and aids cartographic reporting. In mentioning the names of heroes, he may supply order-of-battle. In making a good story out of his economic situation, he fills in missing statistics: even if the figures are falsified, they must be falsified for a purpose and can be used in conjunction with others in making up an estimate. . . .

## Propaganda Intelligence

The psychological warfare operator can usually count on two basic interests of his listener. In the field he can be sure that the enemy troops are interested in themselves. In the enemy homeland he can be sure that the civilians are interested in their enemy - himself. He has therefore a certain leeway in which he can be sure of doing no harm, and may accomplish good, if he confines his propaganda to simple, factual and plainly honest statements on these subjects. Pompousness, intricacy and bad taste will recoil against him; it is unwise to employ these even when the situation is well under control. In a developing situation the propagandist can remain safe by confining himself to simple statements as to how strong his country's armed forces are, how realistic and effective their leadership. Elementary information giving the favorable aspects of his economic, strategic and diplomatic situation may also prove valuable initial propaganda. . . .

## News as Intelligence

Harmlessness is, however, a poor ideal for men at war; the propagandist who keeps out of mischief is doing only half his job. To make his message take effect he must convey to the enemy those kinds of information which tend to disrupt enemy unity, discount enemy expectation of success, lower the enemy will to resist. He cannot do so by means of recorded symphonies or tourist lectures, no matter how well done. He must turn to the first weapon of propaganda, the news.

The official propagandist is not a newspaperman. Since he speaks for an army or a government, his utterance is officially responsible. He must be as timely as the peacetime press, but must at the same time be as cautious as a government press agent. He is torn between two responsibilities: his responsibility to the job of propaganda, which requires him to get interesting information and get it out to the enemy quickly; and his responsibility to the official policies of his own government, which requires him to release nothing unconfirmed, nothing that could do harm, or that might embarrass or hurt the government. (A sort of institutional schizophrenia is common to all propaganda offices.)

The sources of news are various. Classified incoming operational reports of the Army and Navy contain material of high interest to the enemy. There are obvious reasons for denying access to such information to the propaganda people. Propaganda men might think of their audience first and security second. If they do not know the secret information, but are advised by military consultants who do, security will be better

maintained and the propagandist will not labor under the handicap of a double standard of information -- what they know, and what they dare to tell.

In technically advanced countries, the regular commercial facilities of press and radio continue to do a normal news job, and usually do better work than the drafted amateurs in the government. (What intelligence agency in Washington could compile a weekly report as comprehensive, well edited and coldly planned as TIME magazine? The author often yearned to paraphrase TIME, rearranging it and classifying it TOP SECRET, in order to astound his associates with the inside dope to which he had access.) The nature of news is not affected by its classification, and the distinction between news produced on the Federal payroll and news produced off it often consists of the superior professionalism of the latter.

The intelligence that goes into the making of propaganda must compete for attention with the home newspaper of the enemy. It must therefore be up-to-date, well put, authentic. There is no more space in propaganda for the lie, farce, hoax, or joke than there is room for it in a first-class newspaper. Even if exaggerations or nonsense appear in the commercial press of his own country, the propagandist must realize that he is Honorary G-2 to the enemy -- a G-2 whose function consists of transmitting news the ultimate effect of which should be bad but which should go forth with each separate item newsworthy and palatable. (A little trick of the human mind helps all propagandists in this regard. Most people have a streak of irresponsibility in them, which makes bad news much more interesting than good. There is a yearning for bad news and a genuine willingness to pass it along. Bad news increases the tension upon the individual and tickles his sense of the importance of things; good news relieves the tension, and to that extent has the effect of a let-down.)

The palatability of news is not concerned so much with its content as with its trustworthiness to the enemy, its seeming to deal with straight fact, its non-editorialized presentation. . . .

### **The Need for Timeliness**

Some white propaganda and all black propaganda needs to be written so as to fit in with what the enemy is reading, listening to, or talking about in his home country. The use of antiquated slang, an old old joke, reference to a famous man as living when he died some time ago, lack of understanding of the new wartime conditions under which the listener lives and worries -- such things sour a radio program quickly. In radio, the propagandist must be living in the same time as his listeners. Since the propagandist cannot shuttle between the enemy country and his own radio office (unless he is a braver and more elusive man than governments ever call for); he must

try to get the up-to-the-minute touch by other means. Without it he is lost. He will be talking about something that happened a long time ago, not the situation which he is trying to affect. . . .

Propaganda is like a newspaper; it has to be timeless or brand-new. In between, it has no value.

### Opinion Analysis

In a favorable intelligence situation, espionage can succeed in running a Gallup poll along the enemy's Main Street. When this is done, the active propaganda operator has some very definite issues at hand on which he can begin work. When it is not possible to send the cloak-and-dagger boys walking up and down the Boulevard of the Martyrs of the Eleventh of July, propanal, properly handled, can produce almost the same result. The opinion of the enemy can be figured out in terms of what enemy propaganda is trying to do. . . .

What a person thinks -- his opinion -- is workable in relation to what he does. In practical life his opinion takes effect only when it is part of the opinion of a group. Some groups are formed by the common opinion and have nothing else in common: at a spiritualist meeting you may see the banker sitting next to his own charwoman. Most groups are groups because of things which the people are (Negroes, descendants of Francis Bacon, the hard-of-hearing); or things they do (electrical workers, lawyers, farmer, stamp collectors), or things they have (factory owners, nothing but wages, apartment houses) in common. The community of something practical makes the group have a community of opinion which arises from the problems they think they face with respect to their common interests. Such groups are not only opinion groups, they are interest groups. It is these groups that do things as groups. It is these groups that propaganda tries to stir up, move, set against each other, and use in any handy way. (Few individuals belong to just one group at a time; the groups are almost illimitable in number.)

The propagandist should not get the idea that just because a group exists it is a potential source of weakness or cleavage. Workers are not always against employers, nor the aged against the young, nor women against men, nor shippers against railwaymen. In a well run society, groups have interest only for limited purposes. Railwaymen are not permanently hostile to truckers, shippers, fliers, canal operators. At the moment they may be maddest of all at the insurance companies because of some quarrel about insurance premiums and risks.

The poor propagandist tries to butt in on every fight, even when there is none. Often his propaganda is received the way an intervenor is received in most family quarrels, with the bland question, "What fight? We ain't mad." Sound propaganda picks only those group issues which are acute enough to stand a little help from outside. If outside help would be a kiss-of-death to the group that is helped, then black propaganda instead of white is indicated. In any case, sound operating intelligence is the first precondition to the attempted psychological manipulation of enemy groups. .

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### Interrogation

When processing prisoners of war, it is an excellent idea to deal with them for morale intelligence as well as for general and assorted military information. Questions should not aim at what the prisoner thinks he thinks about God, his leader, his country, and so on, but should concern themselves with those things which most interest the prisoner himself. Does his wife write that the babies have enough diapers? How is the mail service? Is he worried about war workers getting his prewar job? How much money is he saving? How is the food? How were the non-coms --did they treat him right? Did he get enough furloughs? Does he think that anybody is making too much money at home? Most men carry over into military services the occupational interests which they had as civilians. A carpenter in uniform, even though he may be a good infantry top sergeant, is still a carpenter, and information can be obtained from him as to the problems of skilled labor, of union members, of the poorer city dwellers, and so on.

The profile obtained from civilian polls or from propanal can then be paralleled in the field. Set up a graph showing the entire enemy army. Use several graphs if the army splits along racial, national or plainly sectional lines. On each graph, enter the component groups. From the poll or from the interrogations, list the dissatisfaction in terms of seriousness with which the dissatisfyee attributes to it; it is not what you think he should worry about that is important. It's what actually he does worry about. His weighting counts. Make up a scale, quantitative on the actual count of mentions of particular gripes. (For example, out of 699 prisoners, of whom 167 were union members in civil life, there were 234 separate voluntary mentions of dissatisfaction with the enemy government's labor union policy). When that quantitative count changes up or down, you have a definite guide with which to control your own propaganda policy.

Or you can proceed qualitatively. List enemy dissatisfaction under terms such as these for any one issue (shoe rationing, health facilities, minority rights, esteem for government leaders, etc.):

Prisoner --

- (1) is completely satisfied and has no complaints.
- (2) has a few complaints but is generally satisfied.
- (3) has many complaints and does not expect improvement.
- (4) is despondent about the whole situation.
- (5) is definitely antagonistic to home authorities in this matter.

Rate each prisoner or captured civilian according to your best judgment. Then make up percentage lists of the grounds for dissatisfaction of each component group in the enemy society. (This latter figure will be impressive in documents but will not mean as much for practical purposes as will the more specific percentages under each separate head.)

If you feel like showing off, average everything into everything else and call it the Gross Index of Total Enemy Morale. This won't fool anyone who knows the propaganda business, and you won't be able to do anything with or about it, but you can hang it on a month-by-month chart in the front office, where visitors can be impressed at getting in on a military secret. (Incidentally, if some smart enemy agent sees it and reports it back, enemy intelligence experts will go mad trying to figure out just how you got that figure. It's like the old joke that the average American is ten-elevenths White, 52% female, and always slightly pregnant.)

### Specificity

Good propaganda intelligence provides:

- (a) news;
- (b) military intelligence which can be released as news;
- (c) military intelligence which cannot be released as news, but knowledge of which will prevent the propaganda operator from making mistakes or miscalculations in reporting the news;
- (d) enemy news;

- (e) up-to-the-minute enemy slang, hobbies, fads, grievances, and other matters of current public attention;
- (f) specific grievances of specific groups and of the nation as a whole, should these arise;
- (g) information about probable inter-group conflicts;
- (h) types and forms of discontent with enemy authority;
- (i) identification of unpopular or popular enemy personalities;
- (j) all other information that will enable the psychological warfare operator to act promptly and sympathetically in taking the side of specific enemy individuals against their authorities or other enemy groups.

Enemy opinion cannot be manipulated in general. It must be met on its own ground - the current everyday thoughts of enemy citizens and soldiers. These thoughts do not usually concern grandiose problems of political ethics. They are practical like your own. They must be appealed to in a way which makes the listener really listen, makes the reader stop and reread, makes them both think it over later. Getting the attention of the enemy is not enough. Most enemies will pay plenty of attention to you -- too much, at times. Getting sympathetic attention is what counts.

This can be done only with specific grounds. With the news, you and he have a genuine common interest. Using his real troubles as a link, you must create that common interest. The force, the effectiveness of your argument may make him forget that it is the enemy who has brought his attention to this issue. You must leave him with the feeling, "By golly, that fellow is right!"

But to talk about his troubles, effectively, you must know what they really are. You must see it his way before you start showing him that his way is your way, that you think that he is really on your side, and that his bosses' side is wrong, incorrect and doomed to get whipped, anyhow. Propaganda can operate only on the basis of specificity. Real persuasion can be sought only on the basis of real sympathy with real troubles. Old, incorrectly guessed, or poorly described issues are worse than none at all. . . .

The propaganda planner uses the intelligence available to him. He consults with knowledgeable persons. He defines (1) specific kinds of demoralization and discord he



wishes to create, (2) the particular enemy audiences in which he wishes to create them, (3) the types of argument he proposes to use, and (4) the media through which he intends to project his propaganda. He assumes that the kind of discord, depression or surrender which he seeks will hasten the end of the war. In so doing, he is on ground only a little less sure than that of the strategic bombing planner, who also seeks results indirectly.

For field operations, the goal of the propagandist is to sap the resistance of enemy troops. If the troops are moving forward and are not likely to be in a mood to surrender, then other goals, such as conflict between officers and men, encouraging desertion, informing enemy troops of bad news elsewhere in the war, or morale-depression may be sought. In each case, the propaganda must be aimed at a goal, and a goal is as essential to the operation of psychological warfare as is definition of a target for artillery or bombing. No one ever accomplishes anything shooting "somewhere or other"; no one propagandizes successfully unless he seeks the attainment of a state of mind or series of actions which may actually happen. Most times, it is thus impossible to aim at the total surrender of the enemy armies or state. One can aim for concrete operational purposes only at specific enemy troubles or effects. For the field, troop surrenders; for the home front, interference with the enemy war effort -- these are about as general as goals can be made.

They can be made very specific indeed. A situation reported by intelligence may provide an almost perfect opening for psychological warfare. If the enemy press reports that twenty-three embezzlers have been detected in food supply and have been shot, it is a perfect opening for the black propaganda goal, "to conduce to enemy mistrust of food control, to increase food spoilage, to lower efficiency of enemy food consumption through enhancing misuse of food supply." Some of the means might be these. An alleged enemy leaflet could be prepared warning quartermasters to destroy canned foods that have lost labels; another leaflet describing diseases that come from partly spoiled food; an "enemy" allegation (from your side or, better, from neutral territory) that the political chiefs of the enemy country are the biggest food embezzlers of all; getting a black-radio and rumor campaign under way describing the seven hundred and eighty-three people who died last month as a result of eating musty food (even though your own doctors say the mustiness may not interfere with the wholesomeness of that particular food); describing common diseases that actually occur in the enemy country, such as arthritis, stomach ulcers, sinus headaches or infectious jaundice, and blaming them all on the foods the enemy government distributes to the enemy people. On white radio, features could be put on describing the unhappy plight of your own side, where people may get their rashers of bacon for breakfast only every other day, and where nobody can have more than three eggs at a time; point out that the government is worried that food prices have risen 5.3%, without mentioning at that

time the fact that enemy prices have gone up 45% or more. The definite goal gives the propaganda boys something to work on. Propaganda to the allies or satellites of the enemy can point out that the enemy government is apt to dump the spoiled food onto the foreign market, that food spoiling in territory of the big enemy will make him requisition more food from his little allies, et cetera.

When the topic has been worked for a while, stop; keep it up only if actual news from the enemy country shows that they are having enough real trouble with food to make your improvements on the fact thoroughly credible.

Propaganda cannot function in a vacuum framed by moral generalities. The goal must be defined in the light of authentic news or intelligence. The operation can be sustained only if there is enough factual reality behind it to make the propaganda fit the case known or credited by the majority of the listeners, counted one by one.

Since no trouble-free, wartime country has been known to exist, the goals should be tailored to the troubles of the particular enemy, and should aim at increasing real difficulties, building up pre-existing doubts, stimulating genuine internal hostilities. Propaganda which invents pure novelty gets nowhere. The Russians did not hesitate to appeal to Bismarck in order to show the professional German soldiers what a rotter Hitler was, and how stupid the Nazi strategy. But if Bismarck had actually said nothing on the subject of the army in general or an Eastern war in particular, they would have been wise to leave him alone. If the Japanese had tried to make the ex-Confederate States secede all over again, they would not have gotten anywhere because they would not have started with a real grievance. But if they had alleged that the Negro units were used for stevedoring because Whites regarded Negroes as unworthy of carrying weapons, they might have hit on a real grievance. The goal must be deeply bedded in reality.

### **The Propaganda Man**

It has been pointed out that the true terrain of psychological warfare -- the private thoughts of the enemy people, one by one -- is known only to God. There is, however, a way of finding approximate terrain. That consists of setting up a hypothetical enemy listener or reader, and then trying to figure things out from his angle.

The first thing to do with the hypothetical man is to make him fit the kind of person who does get propaganda. In dealing with China, for example, it would be no use to take a statistically true Chinese, who lived on a farm 1.3 acres in size, went to town 5.8 times a year, had 3.6 children, and never read newspapers. The man to be set up would be the reachable man, the city, town or village dweller who had an income 2.1

times greater than that of the average in his county, who owned 1.7 long coats, and who shared one newspaper with 6.8 neighbors. Take this lowest-common-denominator of a man who can be reached by enemy propaganda and by yours. Name him the Propaganda Man. (Realistically speaking, modal and not arithmetical classes should be set up.)

Make up the prewar life of the Propaganda Man. Use your regional experts as informants. What kinds of things did he like? What prejudices was he apt to have? What kind of gossip did he receive and pass along? What kind of words disgusted him? What kind of patriotic appeal made him do things? What did he think of your country, before the war? What things did he dislike you and your people for? What myths did he believe about America -- that all Americans drove sports convertibles while drinking liquor? that all had blonde sweethearts? that all exchanged gunfire periodically? Of what American things did he think well -- food, shoes, autos, personal freedom, others? What is he apt to be thinking now?

To this add what the enemy propaganda is trying to do to its Propaganda Man. That is, size up the domestic propaganda of the enemy in terms of the concrete individuals at whom it is aimed. This may reveal the enemy's vital necessities and his concealed weaknesses. What are the leaders trying to do? Are they trying to make the Propaganda Man get to work on time? Are they trying to make him give up holidays willingly? Are they trying to make him think that your side will kill him if you win? Are they trying to keep him from being worried about his city going up in an incandescent haze? Are they trying to make him believe that the concrete shelters are good? Why are they harping so on the safety of the shelters? Has the Propaganda Man been muttering back about the flimsiness of the shelters? Does he want to be evacuated from target cities? Are the police being praised for their fairness and speed in issuing leave-the-city permits? Are illegal evacuee's being treated as scum and traitors and cowards?

Then go after the Propaganda Man yourself. He is your friend. You are his friend. The only enemy is the enemy Leader (or generals, or emperor, or capitalists, or "They"). How is the Propaganda Man going to hear from you? Leaflets? Short-wave -- and if so, why is he listening to the enemy in the first place? Standard-wave? Speaker planes? Rumors? Get things to him that you know he will repeat, things which will interest him. Make up a list of the things he worries about each month, a list of the things which the enemy propaganda is trying to do to him currently, a list of the things your propaganda is trying to do. Do the three lists fit? Would they work on an actual living breathing thinking man being, with the prejudices, frailty, nobility, greed, lubricity, and other motives of the ordinary human being? If your list fits his real life, if your list spoils the enemy propaganda list, if your list builds up a psychological effect of

confusion, gloom, willingness-to-surrender which accumulates month after month, the terrain is favorable. It is in your Propaganda Man's head. . . .

War eases the motive-switching operation because the leaders and people on each side derive moral exhilaration from the common effort. Ostensibly, politicians become statesmen; all higher-ranking officers become strategists; ordinary men become heroes, martyrs, adventurers. The lofty process of war is one which psychologists will not explain in our time; it transposes ordinary persons and events to a frame of reference in which individuals are less self-conscious and also less critical. Among European and American peoples, particularly, there arises the assumption that because of war men should be brave and unselfish, women kind and chaste, yet alluring, officials self-sacrificing, and so on, even though the facts of the case in the particular country involved may be very much to the contrary. The cruel futility inherent in war is so plain to all civilized men that when war does come men overcompensate for it. They set up illusions.

This need not be taken as a criticism of war or of mankind. The world would be a more inspiring place in which to dwell if people generally lived up to the wartime standards they impose on themselves. That these standards are felt to be real is attested by the distinct drop of the suicide rate in wartime, and the increase in suicide, murder, and crimes of delinquency after every war; that the change of role is largely illusory is attested by the fact that no nation appears to have undergone permanent sociological change as a result of improvement during war. Many wartime changes carry on, of course; but they rarely comprise, by the standards of the people concerned, improvements. The upswing is genuine, when it occurs, but it is rarely permanent, and it seldom affects all levels of the the entire population with the same degree of exhilaration.

The propagandist thus has an ideal situation. In the enemy country everyone is trying to be more noble, more unselfish, more hard-working. Everyone applies a higher standard of ethics and performance than in peacetime. Businessmen are not supposed to make too much money, politicians are supposed to work around the clock, officials are supposed to cooperate, housewives to save, children to scavenge, and so on. Yet a certain percentage of the enemy population is not taken into this. Sometimes minorities feel themselves emotionally excluded; at other times private temperamental differences make some persons skeptic while others remain believers. The ground is ready for rumor, for tearing down inflated personages, for breaking the illusion by the simple process of attributing normally selfish motives in wartime. . . .

In estimating the propaganda situation, the vulnerability of the leaders to personal attack is one of the major elements. Properly handled, it can be of real value. In the

American Revolution, the personal character of George Washington was a very substantial asset. A very rich man, he could scarcely be accused of a gutter revolution. A slave owner, he could not be accused of wanting the overthrow of the social order. An experienced soldier, he could not be attacked as a military amateur. A man of patience, correct manners, and genuine modesty, he was not easily described as a bloody empire-builder, an immoral sycophant, or a power-drunk madman. British propaganda accordingly went after the Continental Congress, of which there was a great deal to be said. On the other side, the Americans had duck soup when it came to George III and most of his Cabinet -- personalities which included boors, fuddy-duddies, too-little-and-too-laters, and conspicuous nincompoops.

### A Written Estimate of the Situation

If, as indicated above, the terrain of Psychological Warfare consists of the private thoughts and feelings of each member of the audience reached; if the mission of Psychological Warfare is the accomplishment of anything from entirely unknowable results (such as an imperceptible change of mood) all the way through to complete success (such as organized mass surrender); if the capabilities of the enemy have virtually nothing to do with one's own Psychological Warfare commitments; and if the decision consists of choices of means and theme -- if these peculiarities all apply, the usual "estimate of the situation" has almost nothing to do with military propaganda. . . .

In combat operations, military forces meet. In Psychological Warfare, they do not. In combat operations, it is impossible for two hostile units to occupy the same territory for any length of time without both of them degenerating into a chaos of armed mobs. In Psychological Warfare operations, both sets of operations can be conducted in the same media, can address themselves to the same basic human appeals, can use the same music, the same general kind of news account, and so on. . . .

In Psychological Warfare, operators and enemy do not effect contact. The audience cannot strike back through a radio set; the enemy reader cannot throw a leaflet back at the bomber which has dropped it on him. When American planes bombed German radio stations, they did not do so because the flight commander was trying to get German propaganda off the air; they did so because the Americans were trying to break up the entire German communications network. It is almost impossible to pinpoint radio transmitters and printing presses with such accuracy as to deny the enemy all chance of talking back. In a purely physical sense, there are only two sets of measures whereby an actual defense can be set up against Psychological Warfare. Each is a measure of desperation; neither is considered effective; the Americans did not bother with either in World War II. . . .

Propaganda vulnerability depends most commonly on the objective situation of the audience. If the objective situation is good or neutral, one's own propaganda can supplement the good morale conditions, but even here, it does not and should not meet enemy propaganda frontally.

In so far as it can be tabulated, the visualizable propaganda situation at any given time would be something like this:

<b>OURS</b>	<b>THEIRS</b>
Friendly Propaganda -> Home Audience	-< Enemy Propaganda
Enemy Propaganda -> Enemy Audience	-< Friendly Propaganda

In each of these instances, the propaganda operators are themselves members of an audience. Furthermore, propaganda leaks, as it were, out of the channels into which it is directed. Additionally, propaganda in all countries has to compete with the normal day-to-day preoccupations of the listener -- his food, his health, his hour-by-hour activities, his tangible interpersonal relationships. Save for rare moments of intense crisis, propaganda can expect to occupy only a small fraction of the audience's attention. In dictatorships, the range of propaganda can be widened by polluting all news, all theater presentations, all churches, etc., with the "Party line," but visitors to totalitarian capitals -- of both the Fascist and Communist varieties -- report that most of the common people have become calloused with apathy, over-all disbelief, or skepticism as a result of overexposure to official indoctrination.

Hence a written estimate of the situation follows not from some special Psychological Warfare situation, but from the practical measures available. If desired, it can summarize the following points:

1. DEFINITION OF THE AUDIENCE
  - a. Medium through which reached
  - b. Anticipated attention (including means of getting attention)
  - c. Pertinent characteristics (from propaganda intelligence report)
  
2. PSYCHOLOGICAL GOALS TO BE SOUGHT
  - a. Attention of the enemy
  - b. Present goal (if strategic, opinion or sentiment; if tactical, action)
  - c. Ultimate goal (applicable to strategic only)
  
3. LIMITATIONS OF POLICY

- a. National political limitations
  - b. Limitation by adverse factual situation
  - c. Limitations arising from one's own security
4. MEDIA AVAILABLE
- a. Kind and quality of media to be used
5. THE PROPAGANDA MAN
- a. Descriptive appreciation of a typical audience member
6. COMPETITIVE FACTORS
- a. Listener's non-propaganda preoccupations
  - b. Continuation of adverse indoctrination
  - c. Effect of news available both to one's self and to listener
  - d. Competitive effect of hostile propaganda
7. RELATION TO GENERAL (MILITARY) ESTIMATE OF THE SITUATION
- a. Timing relationships
    - 1. Contingency plans
    - 2. Contingency prohibitions
  - b. Contribution of Psychological Warfare to operations planning
    - 1. Combat operations psychologically advisable
    - 2. Combat operations subject to propaganda exploitation
    - 3. Operations providing adverse propaganda with opportunity
  - c. Correlation of Psychological Warfare with
    - 1. Public relations programming
    - 2. Information and education plans
    - 3. Medical plans and reporting
    - 4. Countersubversive functions . . .

### Organization for Psychological Warfare

Big jobs require big organizations. Eight billion leaflets were dropped in the Mediterranean and European Theaters of Operations alone under General Eisenhower's command. That is enough to have given every man, woman and child on earth four leaflets, and this figure, large as it is, does not include leaflets dropped in all the other theaters of war by ourselves, our allies, and our enemies. It does not include the B-29 leaflet raids on Japan, in which hundreds of tons of thin paper leaflets were dropped. Huge American newspapers were developed, edited, printed and delivered to our Allies and to enemy troops. One of these, PARACHUTE NEWS

(Rakkasan), attained a circulation of two million copies per run; this was in the Southwest Pacific. In parts of the upper Burmese jungle and the Tibetan borderland where no newspaper was ever distributed before, the Fourteenth Air Force distributed a Japanese newspaper, JISEI, along with picture sheets for illiterate tribesmen.

In getting at the enemy, the United States printed leaflets, cartoons, pamphlets, newspapers, posters, books, magazines. In black operations enough fabrications were perpetrated to keep the FBI busy for a thousand years. Movies in all forms (commercial, amateur, all known widths, sound and silent, even lantern slides) went out all over the world. Radio talked on all waves in almost every language and code; loudspeakers, souvenirs, candy, matches, nylon stockings, pistols you could hide in your mouth, sewing thread, salt, phonograph records and baby pictures streamed out over the world. Much of this was necessarily waste. In the larger waste of war it appears almost frugal when taken in relation to the results thought to have been achieved.

Every American theater commander, given the choice of using psychological warfare or not, as he chose, did choose to use it. Every major government engaged in the war used psychological warfare, along with a number of assorted private characters, some of whom later founded governments. (The sacred government of the Dalai Lama, in forbidden Lhasa, undertook a neat little maneuver in limited overt propaganda when it printed a brand-new set of stamps for presentation to President Roosevelt; the Inner Mongols were propagandized by the Outer Mongols; the Grand Duchy of Luxembourg broadcast against the Reich.) Psychological warfare proliferated so much as to change the tone if not the character of war. General Eisenhower wrote, at the end of the European operations, that psychological warfare had developed as a specific and effective weapon of war.

The organization of psychological warfare was as much a problem as the operation. It overlapped military, naval, diplomatic, press, entertainment, public relations, police power, espionage, commercial, educational and subversive operations. Almost every nation involved had extreme difficulty in fitting these new powers and unknown processes into the accepted frame of government, and almost every national solution was different. . . .

Political warfare cannot convert a sub-subsistence economy and government into a satisfactory system, but political warfare can convert a subsisting area into one that has the illusions of prosperity and national freedom. To succeed in the face of economic difficulty, political warfare must be shrewd, simple, insistent, and backed up with a touch of terror. . . .



## Needs of the Operator: Materials and Guidance

The person who has to be told day in and day out how to operate is no operator at all. Psychological warfare is no place for unsuccessful short-story writers or would-be radio commentators. It demands professional standards, and it has more than professional difficulties. Therefore what the operator needs is not technical instruction but general guidance.

He must be told what he can say, what he cannot say. He should whenever possible be given some reason for perplexing or cryptic instructions. He should be helped to become familiar with what we are trying to tell the enemy. There is nothing classified about that, since the enemy is to be told it as soon as possible. The guidance given the operator should be:

- (1) Plain.
- (2) Feasible. (This sounds superfluous, but was not so during World War II when operators were sometimes told to attack such-and-such an enemy institution without referring to it directly or indirectly.)
- (3) Organized. (The material at OWI was not organized until the last several months of the war, with the result that hundreds of thousands of words of propaganda commands remained in force, technically, but un-indexed and arranged only by weekly form.)
- (4) Specific in showing timing. (General controls should not be issued at the beginning of operations; when revised, the revision should supersede the revised section, and not be placed beside it. Other provisions should be given expiration dates, after which they pass out of effect.)
- (5) Mandatory. (Control should be expressed in do or don't; personal advice is better conveyed through informal channels.)
- (6) Non-security or low-classified. (This material, for the operators, should be accessible to the operators. Often the most important operator -- the best newsman, the most effective leaflet artist -- may be a rather doubtful citizen, an alien, or even an enemy volunteer. He cannot follow guidances unless he knows them, and it makes a farce of security for his superior to be able to tell him the guidance, so that he can memorize it, but not able to give him the document itself.)

These rules, though simple, are not always easy to follow. Here is an example of a bad guidance:

### CLASSIFIED

Without superseding instructions concerning religion, we may use the occasion of the Sacred Banyan Tree Festival to needle the Provisional President. Make a dramatic story of the President's life. Undermine his use of religion to bolster the dictatorship.

Caution: do not mention religion. Do not indulge in scurrilous personal attacks. Material concerning our information of the President's biography is highly classified and must not be used.

The exaggeration may seem apparent, but it is a fair sample of the worst directives as actually issued and many, though not quite so bad, were near it. The same guidance in more acceptable form would read:

### UNRESTRICTED

(Expires 24 September, week following Festival.) Standing instructions make Banyan Tree Festival difficult topic with which to deal. If operators can suggest means of referring to Festival without violating prohibitions against religious offense, encourage them to try. Monitoring and diplomatic sources show that Provisional President is utilizing Festival to consolidate his position. If he can be attacked, do so.

The other need of the actual operator is material. The script writer needs actual texts of everyday enemy speech in order to keep his slang and idiom up to date. The artist needs correct photographs of enemy cities in wartimes so that the leaflet picture he makes will not look as outmoded as a crinoline or a Model T. All of them need all the information they can get about their own country -- good handbooks, dictionaries, elementary histories, textbooks in fields which they may not know. It is amazing how hard it is to explain America to foreigners; the American soon finds out how little he knows his own country, and needs information about his own background along with current materials concerning the enemy. . . .

## Operations for Civilians

Plainly, psychological warfare operates against civilians with as much effect as it does against troops. Indeed, under the rather high standards set for modern warfare by The Hague and Geneva conventions, psychological warfare is left as one of the few completely legitimate weapons which can on occasion be directed against an exclusively civilian and noncombatant target. Even though World War II erased most of the distinctions between military and civilian, leaving civilians in the vertical front line of all air war, psychological warfare gained. It became a more useful instrument for bettering war. . . .

With short-distance standard-wave broadcasting to an enemy known to have millions of radio receivers, strategic radio becomes effective. The chance is provided for building up a consistent group of listeners, for influencing their morale and opinions, and for circulating rumors that will reach almost every single person in the enemy population. The temptation to perform tricks, to lapse back to peacetime standards of radio-as-entertainment or radio-as-advertising, is a constant one. The propagandist knows that he is being heard, and he fears that his audience will lose interest if he does not stimulate them with a brilliantly variegated series of programs. . . .

The beginning and end of standard-wave transmission is news. News . . . uses standard appeals. It should be factual but selectively factual. Repetition of basic themes is much more important than the constant invention of new ones. The propaganda chief has nothing to do, day in and day out, but to think of his own programs. He becomes familiar with them and bored by them. He visualizes his Propaganda Man as a person who hears all transmissions and is understandably bored by them, overlooking the interruptions that listeners face, the long gaps between the programs they hear, the weather interference, the static, the police measures.

Even with peacetime facilities tremendous simplicity and repetition are needed to convey advertising on the radio. In wartime repetition is even more necessary. It serves the double function of driving the theme home to listeners who have heard it before, while broadening the circle of listeners with each transmission. A point of diminishing returns is soon reached but even diminished returns are often rewarding. The hardest-to-reach people are sometimes the ones it is most important to reach with a simple, basic, persuasive item. Repetition thus ensures depth of response in the core audience, while adding to the marginal audience with each additional application. What is deadly monotonous to the propagandist himself may, on the thousandth repetition, merely have become pleasantly familiar to the Propaganda Man on the other end. The author has talked to any number of clandestine listeners to our propaganda who have almost wept with rage as they told of listening to jokes, novelties, political speeches and other funny stuff when they hoped to get a cleancut announcement of the latest military news. . . .

Major mail-propaganda operations were conducted against us, however. The Nazis, as part of their prebelligerent planning and operations, sent enormous quantities of propaganda through the United States mail -- sometimes postage-free under the frank of Congressmen. The Japanese, down to the time of Pearl Harbor, kept large public-relations staffs running at full speed in New York, Washington, and other American cities. They helped their American friends with money and by heavy purchase of copyright material friendly to Japan -- thus making it unnecessary for any author to report himself as a Japanese paid agent, and they offered Japanese "cultural and educational" information to interested persons. It really was cultural and well done. By talking about Japanese poetry, religion and cherry blossoms, and omitting all war propaganda, the handsome little booklets kept alive the memory of a hospitable, quaint, charming Japan. Some of this material was mailed directly from Japan to the United States. . . .

### Leaflets

Each leaflet designed for a military group has its civilian equivalents. In addition to the military types, overt propaganda leaflets for civilians should include:

- (1) Communications from the legitimate authorities (whether government-in-exile, underground, or friendly quisling) of the civilians addressed.
- (2) Newspapers in air format, reduced in scale, but with a heavy proportion of the normal peacetime features of the audience's own press.
- (3) Novelty materials appealing to children, who are apt to be among the most industrious collectors of leaflets, disseminating them far and wide with less danger of reprisal from the occupying power or the police than adults might face. (Good adult leaflets are as interesting to children as are leaflets especially designed for them. The use of color printing, vivid illustrations, pictures of air battles, how-it-works diagrams of weapons, and so forth, may reach the teen-age audience best if it gives no indication of being aimed at them.)
- (4) Gifts -- soap, salt, needles, matches, chocolate and similar articles dropped to civilian populations. (This demonstrates the wealth and benevolence of the giver. Countermeasures to enemy use of this type of propaganda consist of dropping a few duplicates of his gifts, containing poison-ivy soap, nauseating salt, infected-looking needles, explosive chocolate, etc. The Germans are reported to have followed this procedure against the American air gifts dropped to Italy and France. With the

avoidance or the spoilage of gifts, the propaganda effect becomes so confused that both sides find it worth desisting for a while.)

(5) Appeals to women. (Women, statistically, are around 50% of the population of any country. With the diversion of men to fighting operations the percentage of women in the home population rises and in wartime it may become 60% or 70%. They face social and economic problems much more immediately than do men because the responsibility for maintaining homes and children normally falls on them. Evidence of humane intentions, of reluctance to wage the most cruel forms of war, of attempts to help civilians escape unnecessary danger, can bring women into the participating enemy group for relaying propaganda.

### **Pamphlets**

Where air-dropping facilities are plentiful, leaflets can be supplemented by pamphlets. Pamphlets have the advantage of giving the propagandist more space for texts or pictures, enabling him to tackle enemy arguments in detail or in depth. Pamphlets can present sustained arguments, and thus come closer to meeting the domestic propaganda facilities of the enemy on even ground. They are especially useful in countering or neutralizing those enemy arguments which depend either on formal argument or on misapplied statistics, and which therefore require point-by-point confutation.

The pamphlet shown in figure 6 is an excellent example of the medium. Though it carries a complex message, it can be read by persons at the lowest educational level. It meets enemy propaganda over a whole range of themes. It is apt to be disseminated farther, whether initial distribution be by ground or by air. . . .

### **Subversive Operations**

Bold black propaganda operations can often embarrass the enemy. The dropping of a few hundred tons of well counterfeited currency would tend to foul up any fiscal system. Peacetime counterfeiters operate with poor materials, secretly, and in small shops. When instructed, a government agency can do an astoundingly good job of counterfeiting. The United States is on the vulnerable side of this operation, because our money happens to be the most trusted and most widely hoarded in the world. Various governments are believed to have run off substantial numbers of United States twenty and fifty dollar bills. A less offensive operation consists of giving the enemy populace sets of ration cards, along with simple suggestions on how to finish the forging job so as to make it convincing. The Nazis were especially subject to this kind of attack, since German methodical bookkeeping required a large number of

documents to be in the possession of each citizen. Falsification of any of these made the German officials go mad with confusion.

To a country suffering from too much policing, the transmission by black propaganda of facsimile personal-identity cards in large numbers would be welcomed by many common citizens and would keep the enemy police procedure at a high pitch of futile haste. The essence of this, as of all good black propaganda, is to confuse the enemy authorities while winning the thankfulness of the enemy people preferably while building up the myth within the enemy country that large, well-organized groups of revolutionists are ready to end the war when their time comes. . . .

### **Motion Pictures**

In consolidated areas, allied or neutral territory, and the home jurisdiction, motion pictures for civilians can be employed as a major propaganda instrument. The combination of visual and auditory appeal ensures a concentration of attention not commanded by other media, In both World Wars, the U.S. made extensive use of film.

Procurement can be either through direct governmental manufacture of the finished product, or by subcontracting to nongovernmental agencies. Propaganda films normally make a point of displaying the military prowess and civic virtue of the distributor.

Officially distributed films are, however, almost always overshadowed by pure entertainment films. The wartime official movie can penetrate no deeper than can the unofficial picture. Financial and commercial control, plus censorship, limits the periphery into which motion-picture showings can be extended. Often the private film will be shown when a public one would be suppressed. And in time of peace, the propaganda movie has ever sharper competition from its private competitors. Few propaganda movies have ever achieved the spectacular impact of some private films in portraying the American way of life. Tahitians, Kansu men, Hindus and Portuguese would probably agree unanimously in preferring the USA of Laurel and Hardy to the USA of strong-faced men building dams and teaching better chicken-raising.

Only rarely does the cinema penetrate enemy territory or reach clandestine audiences. Its direct contribution to critical-zone psychological warfare is therefore slight. Perhaps television may in course of time combine attention-holding with transmissibility.

### **Tactical Defensive Psychological Warfare**

Morale operations are designed, therefore, to obtain responses other than immediate action. Several possible goals can be sought, singly or jointly. The commonest is preparation of the enemy soldier's mind for the actual physical act of surrender, the moral act of doing no more for his own side. Whenever surrender requires nothing more than passivity, morale leaflets are even more promising; in such cases all that is asked of the enemy is that he sit tight, fight inefficiently, and put up his hands when he is told to do so. Other purposes of morale operations include the irritation of enemy groups against each other, the general depression of enemy morale, the discouragement of enemy troops, officers or commanders.

Morale operations, to be effective, must be aimed at the actual, specific morale with which they are concerned. Well fed troops cannot be frightened by the remote prospect of starvation. Well officered troops cannot be induced to mutiny. Troops with good mail service cannot be made homesick. However, weak points in the enemy organization can and do provide targets for morale operations. The defeat situation imposes tremendous strain on both the individual soldier and on officers in positions of responsibility. At such times, disunity rises to the surface, rumors spread more readily, and propaganda operations against morale can have devastating effect. (Allied psychological warfare against Germans in 1944-45 was aimed both at general officers and at the mass of the German troops -- operations against the officers being founded on the common-sense premise that if large-scale German surrenders were sought, they could best be obtained by influencing those Germans who had the authority to surrender.) . . .

The American army did not employ defensive psychological warfare in World War II. Troop indoctrination was extremely spotty. American morale remained good, not because it was made good by professionals who knew their job, but because Providence and the American people had brought up a generation of young men who started out well and -- since the situation never approached hopelessness -- kept on going with their spirits high.

For the future, the American and British armies face the problem of devising arrangements whereby within the limits of a free society soldiers can be affirmatively indoctrinated in the course of operations. JSO, Red Cross, public relations, information and education at home, morale staffs in the theaters, Armed Forces Radio Service, OWI, the American press and the overseas military papers -- these went their separate and uncorrelated ways without doing any harm, last time. If the next war starts, as it may, with an initial interchange of terrifying strategic bombardments, the morale situation may be inherently less healthy. Wise planning would provide, perhaps, a single chain of command for public relations, military propaganda and morale services -- extending this all the way down to the platoon, if necessary -- to

make sure that the "national line" on any given topic is explained, presented, repeated, and (if necessary) enforced. . . .

Defensive psychological warfare at higher levels remains a self-contradiction. As pointed out [earlier], good psychological warfare is never directed merely against other psychological warfare. It is directed at the mind of the target audience, at creating attitudes of belief or doubt which lead to the desired action. . . .

### **Surrender Leaflets**

The effective surrender leaflet frequently turns language difficulties into an asset. Whole series of leaflets will teach the enemy soldier how to say, "I surrender," in the language of the propagandist. The words, "Ei sotrender," were made familiar to every German soldier; it is simply the phonetic spelling of English for Germans to pronounce. Surrender is not merely a case of transferring loyalties; it is a highly dangerous operation for most infantrymen. It takes nerve if done deliberately. The voluntary surrenderee risks being shot by some exasperated officer or comrade on his own side; he risks court-martial for treason if his surrender is wilful and his side wins the war; he may run into a trigger-happy enemy who will shoot him; he may fail to make himself understood to the enemy. Therefore surrender leaflets try to catch some simple procedure, to indoctrinate the enemy soldier with routine things which he can do when the opportunity arises. Of all leaflets, those most effective (most closely tied in with unconscious preparation for eventual conscious choice) are the ones dealing specifically with concrete treatment of prisoners of war. The surrender leaflet itself can be used as an authorization to surrender. The enemy soldier who carries a leaflet around with him, just in case he may need it, is already partially subverted from enemy service. . . .

### **Communist and Anti-Communist Psychological Events**

[W]e will say at this point that in the light of the strategic and military contexts of the postwar period the free world has had the advantages of modesty, relaxation, and elasticity. Among Americans, even among intelligent Americans, it is frequent to find the assumption being made that the chief strength of the free world consists of its legal rights and its democratic political processes, rather than in its actual (not merely formal) toleration of many points of view and its actual relaxation of the populations under its control. . . .

### **The Cold War and the Actual Fighting**



As late as 1948, when the talented and bold-minded Lt. Gen. Albert C. Wedemeyer was Deputy Chief of Staff, the U.S. Army's psychological warfare facilities at the General Staff level consisted of a few paper assignments to colonels in operations and in training together with your author as a part-time consultant and one girl stenographer to keep the files. By 1953 these numbers were multiplied by the hundreds. Each of the military services has accepted its responsibility so that by 1953 there was not merely one Army PsyWar system, but there were at least five separate organizations in the U.S. Government in different places and at five levels directly concerned with these problems. . . .

### **Alternatives to Victory and Defeat**

At times in history, that which should happen seems to be unleashed like spiritual lightning and men rally in frenzy around causes which for the year or the decade seem inspiring, terrifyingly beautiful, and within human reach; through most of history, that which is apt to occur provides a more sober guide to the future and men prepare to live in accordance with its standards.

In the battle of the probabilities the PsyWar of the Western powers has been weak, high-pitched, and uncertain, while the insistence of the Communist themes has been as monotonous and hypnotic as a jungle drum. For better or for worse, the Communists have broken a path through to what they think to be the future; we of other nations have not. . . .

### **The End of the Cold War**

An imaginable end to the Cold War may lie in neither victory nor defeat, in neither accommodation nor reconciliation, but in the development of more, newer, and different quarrels. Hostility of Protestant and Catholic faded out in Europe when the hostility of French, Germans, Spaniards, and other nationalities came to be more important. It is a problem for the psychiatrist and sociologist to answer if they can. Is it possible that semantics of war-causing quarrels can be superseded by anything other than different quarrels? A tension-free civilization is imaginable; given the characteristics of most present-day cultures it is scarcely more than merely imaginable.

If within the limits of practical possibility one were to list the hypothetical requirements for an end of the Cold War, the following might stand forth:

(1) General war leading to destruction of either the Communist or non-Communist systems;

- (2) Prolongation of the present Cold War atmosphere until new and more interesting quarrels arise which make the present ones obsolete;
- (3) Reconciliation of the Communist and anti-Communist systems, by some process not now imaginable, along the general lines of Franklin D. Roosevelt's "Grand Design";
- (4) Collapse of all major civilizations under impact of fissionable and thermonuclear weapons; or
- (5) Gradual erosion of the anti-Communist world and an eventual Communist victory by sustained Communist successes short of war -- or the alternative of gradual erosion of the Communist world and the creation of a constitutionalist and libertarian probability of victory, also without the outbreak of general war.

It would be a brave and foolish man who would say which of these the world should expect, but it would be a stupid staff officer who did not anticipate at least one of them and who did not as a military officer or government official do his best to bring about "victory" in a form which his side could define, recognize, welcome, and achieve. . . .

### **Strategic International Information Operations**

From 1776 to 1945 the U.S. system of government managed to survive in a world comprising many types of government without setting up its own propaganda and agitational forces. Propaganda through most of the twentieth century was pretty clearly limited by the U.S. conception of propaganda as a weapon auxiliary to war. "Psychological warfare" became proper, in conventional American terms, only when there was a war to be won. With the coming of peace in 1945 there was considerable uncertainty as to whether the United States should have a propaganda establishment at all.

Even at the time of writing (1954) there is still some doubt as to whether the United States needs propaganda facilities. The William Jackson report of July 1953 indicated that the terms propaganda and psychological warfare were unsatisfactory. Of course they were. They still are. The world itself is unsatisfactory -- in terms of the traditional, humane, rational U.S. point of view.

The story of U.S. "peacetime" propaganda since the end of World War II is a very complicated one. Quantity, direction, purpose, and quality have shifted with the

various turns of the international situation. The subject has become much more difficult to write about . . .

In the first place, governmental secrecy has been very sharply restored. Even very routine State Department operations for putting across the U.S. point of view have been shrouded in masses of classified documents. For reasons not always evident to the outside observer, the assumption has become prevalent that the normal operations of the United States Government should be kept confidential, secret, or even top secret. Often it would seem that the attempt to maintain secrecy in non-sensitive functions is not worth the security effort at all or, contrariwise, may even reassure the antagonists of the United States by not letting them realize how serious and how unfriendly our plans or policies with respect to them may be. (This is not the time or place to discuss the problem of secrecy as a protection against domestic criticism -- which secrecy, of course, has often become, to the detriment of both the government and the citizens of the United States.)

In the second place, not only have information activities become more hush-hush: they have also become more complicated. It is difficult to do justice to an intricate moving panorama of activities, some of which may not be mentioned or described under existing law. . . .

### **Demobilization and Remobilization**

There is some point to the argument set forth by ultraconservatives that what was good enough for Theodore Roosevelt ought to be good enough today; that, in other words, the United States should be known for what it is and not by what a few hired promoters can say about it.

As in so many other fields of activities, however, the past is irrecoverable. The United States can no more return to the pre-atomic age in propaganda matters than it can in defense matters. The world we have built is with us and the only alternative to survival seems death. With respect to the specific field of propaganda, this leads to occasional curious political alliances. Sometimes the conservatives in U.S. politics are so conservative they want no propaganda at all; at other times these same conservatives are so anti-Communist that they want more propaganda. On occasions the Left within the USA has viewed U.S. propaganda with alarm and at other times has demanded that there be more of it and that more of the content be Left. . . .

### **Assistant Secretary of State for Public Affairs**

American travelers overseas were often amazed to find that the U.S. propaganda effort was far more polished and purposeful than an observer within the United States could expect it to be. The activities of the Assistant Secretary of State for Public Affairs consisted of supervising the domestic origination of broadcasts directed to the Soviet Union, the satellite countries, neutrals, and friends. The radio system was generally known as the Voice of America. To this degree he had charge of a propaganda system operated within the United States by Americans, but speaking to foreigners, sometimes by transmitters located within the USA and more often with relay transmitters which picked up programs originating in the continental United States and rebroadcast overseas. . . .

### **Other U.S. Facilities**

Is it valid to "propagandize" our innocently cherubic service personnel abroad whom so many domestic purity leagues and local pressure groups are anxious to defend? After all, these service people possess fearful weapons. Each has a Congressman to whom he might write. But if service personnel in a foreign country are to be given nonpropaganda materials, how can the same area be given propaganda materials for the benefit of the indigenous personnel? The propaganda from the United States Government must not be too much at variance with the "nonpropaganda" of the United States Government. If the two extremes of communication were too far apart, the United States Government might look like an ass. That would be most unhappy. . . .

### **The Psychological Strategy Board**

In 1951 President Truman created the Psychological Strategy Board, bringing the versatile and judicious Gordon Gray back to Washington for the purpose. The prescribed role of the Board was to coordinate, plan, and phase all United States information policies so as to achieve maximum effect from the governmental effort; not once did the Board dare reach out for a penny's worth of jurisdiction over private U.S. facilities. The Psychological Strategy Board was only originally under the chairmanship of the Director of the Central Intelligence Agency, then General Walter Bedell Smith, with the members of the Board consisting of the Under Secretary of State, the Under Secretary of Defense, and the Deputy Director of what was at the time known as ECA, later MSA. The Board had a series of able staff directors and small staffs detailed from other Government departments on a permanent basis to serve as a working secretariat. The precise operations of the Board were cloaked in extraordinary secrecy. It cannot be said that U.S. propaganda worsened in the two years following the establishment of the Board; neither can it be said that U.S. PsyWar

operations scored any coups so striking as to deserve a position in the annals of international affairs.

### **William Jackson Report**

After the Republicans came into office in 1953, President Dwight D. Eisenhower moved to overhaul the information establishment. He appointed a committee under the chairmanship of William Jackson, a former OSS official and investment banker, and under the secretaryship of Abbott Washburn, who had headed the superlatively successful advertising department of General Mills, Inc., which had successfully given away millions of prizes for millions of box tops from cereals consumed by American youth or flours relished by the American housewife. Some of the liberal press commentators eyed the committee gloomily as it went to work. Nevertheless, that portion of its report which was made public turned out to be a document of remarkable finesse and sophistication.

The report, released in July 1953, pointed out the Psychological Strategy Board had erred in trying to plan informational activities in its own light instead of considering the informational aspects of every single U.S. Government activity possessing international significance. The report recommended the replacement of the Psychological Strategy Board by a more realistic policy-coordinating organization which would coordinate not merely propaganda policies, but all policies and, having coordinated all policies, would then resolve upon maximum psychological exploitation of the policies which had been decided.

In a sense this is rather like saying that the United States should have a President, since the powerful chief executive of this government has, since 1789, been the final arbiter of executive matters, both foreign and domestic. In another sense it can be interpreted to mean that the responsibilities of the Presidency are so great that no one man could perform in his head all the staff work necessary to see through the opinion-reactions which might develop abroad to U.S. executive decisions made here at home. If the latter supposition is true, it means that the United States is saddled with one more intricate governmental process made necessary by the closeness, dangerousness, and importance of international affairs in the lives of Americans and their government.

### **Operations Coordinating Board**

On 3 September 1953 President Eisenhower, then at Denver, Colorado, issued an Executive Order abolishing the Psychological Strategy Board and creating the Operations Coordinating Board. According to informed press comment at the time, it was the intention of the White House to carry out the recommendation to this effect made

by the President's Committee on International Information Activities. The new Board was located immediately under the National Security Council. C.D. Jackson was a significant member of the Board, but not as chairman; the chairman was Walter Bedell Smith. Besides General Smith, then Under Secretary of State, the Board included Harold E. Stassen, Director of the Foreign Operations Administration; Allen W. Dulles, Director of the Central Intelligence Agency; and Roger M. Kyes, Deputy Secretary of Defense. The President also directed that Theodore C. Streibert, Director of the U.S. Information Service, make himself available.

In so far as this development represented an attempt to coordinate the framing of U.S. Government policy in such a manner as to achieve maximum impact on the rest of the world, it represented a major step forward. The de-emphasis of "psychological warfare" or "psychological strategy" as operations which could somehow or other be efficacious without a context of material support through the real-life behavior of the Government issuing the propaganda was a healthy sign indeed.

Psychological warfare is at best a cumbersome and pretentious label for an important modern political and military weapon, the use of mass communication. The definition of empirical "psychological warfare" . . . makes it perfectly plain that the term acquires specificity which is made plain by the particular individualities involved undertaking the operation at any given time: psychological warfare is not an ancient term which is so well defined by the usage of centuries that modern men would be ill advised to redefine it or to sweep it aside. . . .

### **Limitations of the American Originators**

Exploitation of U.S. propaganda strength must . . . always be developed from the probable or apparent "center" of American opinion at that moment. It is impossible to find a U.S. policy which can be made compulsory and unanimous upon all Americans both public and private. It is not impossible through an adroit combination of the skills of leadership, foresight, and a keen awareness of intra-U.S. politics to devise foreign-policy programs which will command the decisive assent of the American people. . . .

### **War and Unanimity**

Characteristic American strengths have been, are, and will be the strengths of patience, endurance, versatility, and curiosity. It is foolish to ask Americans to be strong in bitterness, strong in hatred, strong in a cruel or proud self-righteousness. We are not Japanese, or Prussians, or Russians; we are not Irish, or English, or French; we are

mostly European and yet un-European. Our propaganda will be effective only if it springs from the simplest and strongest aspects of our life at home. . . .

### The Propaganda of Friendship

Friendship does not usually lead to war or peace. War and peace depend upon survival. Any veteran will remember men whom he disliked intensely in his own wartime outfits: he never day-dreamed of turning them over to the enemy just because he was personally antagonistic to them. A common danger from something -- more complicatedly, a common interest in something -- is a far more potent assurance of future strength and strategic action than is friendship.

Friendship operates between individuals, not between the overgrown corporate fictions which are called nations.

If you were a West German, and if you were absolutely positive that all Americans were lovely people, you would be wise to join the Soviet side. That way, if the Russians win, you will have appeased the enigmatic and implacable Muscovites. On the other hand, if the Americans win and you are sure they are lovely people as well as good friends of yours, they will not really mind your having joined the other side as a matter of temporary factual necessity. If a man is your best friend he may jump into the river to rescue you, should you fall in; unfortunately, he might prefer to telephone a rescue squad. But if he is handcuffed to you, you are reasonably sure that if you fall in he will be with you.

Call it propaganda, call it information, call it international communication -- under any name the major point remains: Americans can find trustworthy future allies through commitment to common interest or common danger. Friendship is pleasant, but not of the essence. In some cases it might be desirable for leaders or key groups in important foreign areas to realize that the United States could be a worse enemy than the Soviet Union, rather than to realize that the U.S. is a friend. If the French were sure of this -- that is, that a Soviet-occupied France would get sixty-five hydrogen bombs dropped on it while a U.S.-occupied France would get only three -- they might prefer the Americans whether they liked them or not.

Is this kind of communication consistent with American ideals? Perhaps not. Yet honesty has always been one of the American ideals and perhaps honesty may take us in the future to a stronger and a wiser position than friendliness has taken us in the past. . . .

### Research, Development, and the Future

Psychological warfare is part of civilization. Civilization, no matter how one defines it, is not a static thing. It is an immense fermenting, active, often turbulent composite of the whys and hows of the way men and women think and behave. The short-run factors in a civilization are often as important as the long-run ones. Though the United States from 1860 to 1960 has been a steady part of the west European, predominantly Christian civilization, the United States has undergone immense changes of fashion, belief, appetite, preference, and behavior. With any changing, developing civilization, "war" may seem like a very static term, so that the Civil War and the war of the Western powers against Germany of 1939-45 may to some degree seem comparable phenomena. They are comparable, but only within sharp limits.

### The Meaning of War

Nowhere is the transitoriness and changeability of modern civilization more evident than in the significance which intelligent men and women attach to the term war. War was "noble" in 1861-65, but in 1941-45 it was "noble" only for the most perfunctory and most hollow oratory. Push the contrast farther: "psychological warfare" was an unknown element in 1861-65; by 1941-45 it had become fashionable. (One can seriously doubt that President Lincoln ever worried about Northern citizens becoming "un-American" under that rubric, though he had plenty of traitors to worry him.) The years 1945-53 were momentous. A whole string of new ideas, new terms, and new behavior patterns appeared within the USA in a mere eight years. What the next twenty years will bring is deeply uncertain. . . .

### Research into Tension

This author believes that tension leads to a perpetuation of a kind of civilization in which wars are possible, but cannot persuade himself that an additional factor of tension within civilization as we know it can be an immediate cause of war.

Research into tensions has been carried fairly far. It may be that the wartime role of tension can be ascertained by scientific methods, so that the psychological warfare of Power A can cause so much more tension than Power B, either among the elite or among the general population, that Power B cannot further continue the war. Alternatively, it is imaginable that Power A may be able to relax tension so sharply among the elite or broad population of Power B that Power B's potentiality for war, or decision to wage war, can be postponed.

For purposes of research it seems worthwhile to suggest that tension appears to be highly prevalent in the two most powerful military civilizations on earth today: the



USSR and its satellites, on the one hand, and the cluster of Western powers, on the other. Tension appears to be caused by the complexity of everyday life, the demands made upon the psychophysiological organization of each individual human being, by the technological facilities available, and through the relief offered within each civilization by the opportunity to discharge hatred against members of the other civilization instead of recognizing self-hatred for the very real problem which it is.

In other terms, it is tough to be modern; the difficulty of being modern makes it easy for individuals to be restless and anxious; restlessness and anxiety lead to fear; fear converts freely into hate; hate very easily takes on political form; political hate assists in the creation of real threats such as the atomic bomb and guided missiles, which are not imaginary threats at all; the reality of the threats seems to confirm the reality of the hate which led to it, thus perpetuating a cycle of insecurity, fear, hate, armament, insecurity, fear, and on around the circle again and again. . . .

### **The Future of Psychological Warfare**

PsyWar has become an existing art. Where it had no practitioners at all in the United States between 1919 and 1940, it has had a long and distinguished roster of active and reserve officers, civilian consultants, and demobilized veterans interested in the field ever since 1945. A wide variety of military establishments have had PsyWar responsibilities assigned them. Substantial cadres of officers and skilled enlisted personnel have been recruited and trained. Radio and leaflet facilities are ready to accompany our land, sea, and air forces wherever they may have to go. A U.S. strategic center for global propaganda, instantly convertible to time use, exists in the Operations Coordinating Board under the National Security Council.

This is not the end of the story.

One of the paradoxical but deeply true factors in the study and conduct of propaganda is this: the more people know about propaganda, the better they can resist it.

Propaganda was a tremendous bogey in the 1920s. It probably seems very ugly and frightening to most people born before 1920. It does not seem too frightening, so far as the author can judge, to Americans born after 1930. Those born in the period 1920-30 appear to be divided in their emotional reactions to mass persuasion situations.

PsyWar is not magic. It is a valuable auxiliary to modern warfare and a useful concomitant to modern strategy. If a particular strategic policy is sanely and effectively devised as a feasible deterrent to war, the PsyWar procedures supporting that strategy

will contribute to the prevention of war. Psychological warfare represents a recognition and acceptance in the military and strategic field of skills which grow about us every day.

In so far as ultra-destructive weapons may have increased the tenseness and bad temper of people who must live under the perpetual but remote threat of atomic bombing, one can say that physicists have upset the nerves of mankind and that it is now up to the propagandists to reassure and to reconcile the peoples.

Whatever PsyWar does, it certainly does not and should not increase the bitterness of war. Fighting itself is the supreme bitterness. Radio broadcasts and leaflets even in wartime only rarely should promote hatred. The situation which the world faces is dangerous because of technological development, not because of psychological knowledge. PsyWar ranks as a weapon, but it is almost certainly the most humane of all weapons.

Apart from PsyWar, what military weapon destroys the enemy so soldier's capacity to fight by saving his life? PsyWar tries to bring him over alive and tries to send him home as our friend. No rival weapon can do this.

PsyWar, no matter what it may be called in the future, cannot be omitted from the arsenal of modern war. Neither can it outlast war. Its improvement is a cheap, valuable, and humane way of increasing the military potential of any country whether we think that country to be politically right or politically wrong.

Since 1945 we Americans have written more, studied more, and talked more about PsyWar than have any of the other free peoples. This is a hopeful sign. It can be read as an indication that the American love of the gadget, the American quest for a novelty, can be turned to the arena of the soul. The Communists are better liars, better schemers, better murderers than we shall ever be; they start off by being better fanatics. Is it not in the American spirit that we should out-trick them, out-talk them, and out-maneuver them ? We have a very creative and resourceful civilization at our backs. We have no Fuhrer to guide us and no party line to comfort us; we don't even want such things. Hard though it may be, we can live with our own consciences and not seek for keepers.

The Communists have started a fight with us. That fight may go on a long time. If they want to stop fighting we shall certainly try to find peace with them. But if they push the fight to its bitter end --

We shall not fail.