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Executive Order 12958  
12677-4

MEMORANDUM TO THE DIRECTOR OF CENTRAL INTELLIGENCE

SUBJECT: First Report of JIGSAW Committee

The Interdepartmental Intelligence Committee for International Communism (JIGSAW), which is functioning under an IAC Agreement negotiated in May, 1949, herewith submits a status report together with certain recommendations.

1. Since its initial meeting on 28 June, 1949, the JIGSAW Committee has made modest progress in planning and coordinating the production of intelligence on international communism.
2. The problems of duplication and overlap in production, and of exchange of information, are being met by a detailed survey of production, and by an agreement for continuing interchange of data and programs. In addition, a sub-committee of JIGSAW meets frequently to discuss related matters.
3. In regard to intelligence production, the JIGSAW Committee has drawn up a priority program (attached as Tab B), composed of ten projects which are believed to touch upon the most urgent requirements of the US Government in this field. The program was established after an examination of some one hundred proposals which, in turn, were based upon a draft framework submitted by a sub-committee of JIGSAW, (attached as Tab A).
4. Because of the importance the Committee attaches to the early production of these ten priority projects, it is recommended that:
  - a. Tab A be presented to the IAC for information and Tab B for review and comment;
  - b. The members of the IAC be requested to have their agencies undertake, as a matter of priority, production of such of the projects listed in Tab B as fall within their fields of responsibility.

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5. The Committee does not feel that future lists of priority projects, such as that given in Tab B, need be similarly forwarded for specific approval by the IAC. Instead, it is believed preferable for the members of JIBSAW to exercise negotiating powers for their agencies on problems of allocation and production commitments.



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- Attachments: 2  
1. Tab A  
2. Tab B

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Draft Framework and Fields of Investigation for an  
Over-All Production Plan of National Intelligence  
ON  
International Communism

I. PRINCIPLES OF COMMUNISM

A continuing analysis of their development with particular respect to:

A. Theory

- (a) Communist doctrine
- (b) Communist organization
- (c) Communist strategy and tactics
- (d) Communism and the USSR

(To include the role of the USSR in the modification and interpretation of Marxist-Leninist principles and doctrines; the use of doctrine for Soviet political purposes; and the function of the Soviet State in the growing Communist movement as represented in Communist theory and documents.)

- (e) Non-orthodox theories; especially "Troism"

B. The psychology and sociology of Communism and of Communist activities.

II. INTERNATIONAL COMMUNIST ORGANIZATION AND ACTIVITY

The nature, activities, and personalities of the various international organizations in which Communists are in total or partial control; USSR sponsorship and utilization of such organization.

- (a) Overt international Communist agencies; e.g., Cominform
- (b) Clandestine international Communist organization and activity;

Control of national or regional CPs; espionage and sabotage, etc.

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(c) International front organizations and Communist-infiltrated or -controlled organizations (labor, women, youth, student, professional, ethnic, etc.)

(1) Communist penetration of strategic industries

(d) Communist operations in international non-Communist agencies

(e) International Communist propaganda - organization, analysis and effects, etc.

(f) The over-all network and integration of (the above) international Communist organizations and activities; and the relative importance of their respective capabilities and vulnerabilities

(g) Leaders and personalities in international Communist organizations

(h) Anti- and counter-Communist elements in international organizations and movements

### III. NATIONAL COMMUNIST PARTIES, AND COUNTER ACTIVITY

Organization, activities, personnel, and relative importance in Soviet-Communist power politics.

A. A series of country-by-country studies of individual national Communist parties each in its own setting.

(From a planning viewpoint, it would seem advisable that the study of each national party be more or less comparable with the studies of the rest. This would permit, for instance, an analysis of the relative prevalence of fundamental features, and might give clues to the variations expectable under various emerging or prospective conditions. Because a number of individual party studies are concerned and no Committee on a single party would be responsible for drawing an outline for possible common features of any study, it would seem wise for JIGSAW as a whole to pass upon an outline for national parties before recommending priority for any single party study. Such an outline which the sub-committee will submit at a later date may be accepted for both intelligence collection and production.)

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**B. Type studies and comparative summaries**

(a) The organization of national Communist parties - a type study

(b) Clandestine and underground organization and activities - summary comparison

(c) Capabilities and vulnerabilities of national parties in relation to their respective national or area situations - summary comparison, utilizing especially data on capabilities and vulnerabilities in the national party studies

(d) Inter-relations between national Communist parties (within and outside of the framework of international organizations)

**IV. COMMUNISM AS AN INSTRUMENT OF SOVIET FOREIGN POLICY**

Based on continuous coordination of relevant material from studies from I, II, and III above, of separate study of Soviet foreign policy, and of other special studies. To include for the time being, but not to be confined to:

(a) USSR's promotion, direction and utilization of national and international Communist and non-Communist organizations and activities for the furtherance of its political and economic aims

(b) The participation of Soviet embassies and missions in its promotion, direction, and utilization of Communism

(c) Impairment to USSR foreign policy thru ill-divisional Communist or thru anti- and counter-Communist activities

(d) Communism in colonial and semi-colonial areas

(e) Soviet-Communist sabotage of strategic industries, transportation and communication systems, and public utilities

(f) The seizure of political and military power, and the Soviet's role therein.

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Project Proposals Studied by the "WIGSAW" Committee  
on the Basis of the Preceding Draft Framework

I. PRINCIPLES OF COMMUNISM

It is believed that with reference to this field of investigation certain special problems exist which must be studied before any plans for intelligence production can be made. Therefore, consideration of plans for this field of investigation was postponed at this time.

II. INTERNATIONAL COMMUNIST ORGANIZATION AND ACTIVITY

A. Proposals for Exploratory Summaries:

1. The mechanism of international Communism for control of, and communication with, the national Communist parties (sources of directives, means of communication, use of Cominform and Soviet agencies, international liaison, methods of national Communist parties, couriers and other individual agents, etc.);

2. Finances in the World Communist Movement (known and covert sources of income within national Communist parties; evidence of direct Soviet assistance in money and materials; use of international and national front organizations for raising and transmitting funds; known expenditures in the national parties, etc.);

3. Communist operations in the military and para-military fields;

4. Facilities and methods for the training of non-Soviet Communists for leadership in the foreign Communist parties;

5. Intelligence operations and organizations of the World Communist Movement.

B. Proposals for Comprehensive Reports:

(a. Operations and Tactics of the World Communist Movement and its Basic Organizations)

1. Detailed analysis of Communist objectives, strategy, and tactics in the Comintern (1919-1943);

2. Analysis of Communist objectives, strategy, and tactics of the World Communist Movement (1943-1950);

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3. Evaluation of responsibilities and methods of the Cominform;
4. Impact of Tito and other defections on the effectiveness of the World Communist Movement;
5. Patterns of changing leadership at top and secondary levels of the World Communist Movement;
- (b. Communist Operations Within and Through Political Front Organizations)
6. Communist control and utilization of the "Partisans of Peace" Movement;
7. Communist operations in the World Federation of Trade Unions;
8. Communist operations in the World Federation of Democratic Youths;
9. Communist operations in the International Union of Students and with the student movements of important countries;
10. Communist operations in the Women's International Democratic Federation;
11. Communist operations in the secondary front organizations (International Organization of Journalists, International Federation of Democratic Lawyers, etc.);
12. The pattern of Communist operations and strategy in the front organizations;
- (c. Communist Capabilities and Intentions for Sabotage of Facilities in Areas Vital to the US Effort)
13. Perspectives and present plans of the International Trade Federations of the World Federation of Trade Unions;
14. Communist potentials and capabilities in the maritime industry;
15. Communist potentials and capabilities in the land transportation industry;

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16. The operational mechanisms of international Communism in the anti-MDAP strike movement;

17. Communist potentials and capabilities in the fuel industries;

18. Communist potentials and capabilities in the communications industry;

19. Communist infiltration into non-Communist governments;

20. Communist potentials and capabilities in the air transportation industry;

21. Communist operations and organizations among scientific workers outside the Soviet Union;

(d. Special Areas of Communist Activity)

22. International propaganda agencies and mechanisms of the World Communist Movement (news agencies, special publications, dissemination of publishable materials, etc.)

23. Communist operational methods and tactics in the UNR

24. Communist policies and organizations in the Moslem world;

25. Communist policies and actions in the South Pacific and Middle East, 1947-1950;

26. Communist infiltration in the French military formation

27. Communist para-military forces in Italy;

(e. Anti-Stalinist Forces Competing with the World Communist Bodies for Support)

28. Anti-Stalinist international bodies competing with Communist political front organizations (International Coordination of Free Trade Union, World Assembly of Youth, etc.);

29. The international movement of Trotskyist organizations;

30. Anti-Communist plans and actions of the international religious agencies;

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31. Social democracy and its international organs (COMINFRA).

### III. ACTIVITIES OF NATIONAL AND REGIONAL COMMUNIST ORGANIZATIONS

#### A. Country Studies:

There is a need for further consideration by the SICRAC Committee of the basic standards which must govern any recommendations for studies of nationalist Communist parties. This segment of the program was therefore postponed.

#### B. Type Studies and Comparative Studies:

##### (a. Studies of Organizational Setups and Special Activities)

1. Pattern of organization in underground and clandestine Communist parties;

2. Pattern of clandestine Communist activities, of legal or illegal parties, relating to:

- a. insurrection and preparation for insurrection;
- b. Communist party penetration of armed and security forces;
- c. partisan and resistance operations;
- d. espionage (Communist party or Soviet control);
- e. intra-party communications;
- f. intra-party finances.

3. Pattern of Communist activities in the propaganda and agitational fields;

4. The significance of the Communist party purges, methods for continuing them, and their results in the recent past;

5. The pattern of Communist activity in commercial enterprises used for espionage and for financing of Communist work;

6. The pattern of overt organization in the legal Communist party (including work of the branch, regional headquarters, national headquarters, personnel training and cadre management, etc.);

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**(b. Penetration Studies)**

7. The comparative study of methods of penetration of governments, and of assumption of power as revealed in the Czechoslovakian, Chinese, Russian and other experiences;

8. The pattern of Communist activity and penetration in labor unions;

9. The pattern of Communist activity and penetration in non-Communist governments;

10. The pattern of Communist activity and penetration in national and local youth organizations;

11. The pattern of Communist activity and penetration in national and local women's organizations;

12. The pattern of Communist activity and penetration in educational institutions;

13. The pattern of Communist activity and penetration among professional and intellectual groups;

14. The pattern of Communist activity and penetration in non-Communist political parties;

15. The pattern of Communist activity and penetration in ethnic groups;

16. The pattern of Communist activity and penetration in non-governmental relief organizations;

17. The pattern of Communist activity and penetration among peasant groups;

**(c. Leadership Studies)**

18. Present types, methods of selection, and changing characteristics in the leadership of the Communist parties of the advanced industrial countries of the West;

19. Present types, methods of selection, and changing characteristics in the leadership of the Communist parties of Eastern Europe;

20. Present types, methods of selection, and changing characteristics in the leadership of the Communist parties of Southeast Asia;

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21. Present types, methods of selection, and changing characteristics in the leadership of the Communist parties of the Middle East.

22. Present types, methods of selection, and changing characteristics in the leadership of the Communist parties of the Near East.

23. Present types, methods of selection, and changing characteristics in the leadership of the Communist parties of Africa.

24. Present types, methods of selection, and changing characteristics in the leadership of the Communist parties of Latin America.

### C. Regional Studies:

1. Communist utilization of nationalist and freedom movements in colonial and semi-colonial areas;

2. Communist use of united front tactics in (a) colonial areas, (b) industrial areas, since 1943;

3. Basic Communist strategy for the present period, as revealed in Communist tactics in the Middle East;

4. Basic Communist strategy for the present period, as revealed in Communist tactics in Southeast Asia;

5. Basic Communist strategy for the present period, as revealed in Communist tactics in Africa;

6. Basic Communist strategy for the present period, as revealed in Communist tactics in Latin America;

7. Basic Communist strategy for the present period, as revealed in Communist tactics in the North Atlantic Pact area;

8. Communist intentions and capabilities for entry in the NATO countries.

### IV. COMMUNISM AS AN INSTRUMENT OF SOVIET FOREIGN POLICY

1. Communist-related activities of Soviet embassies, missions, and other overt Soviet agencies abroad, with particular

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reference to (a) espionage, (b) political activities, and (c) subversive activities;

2. Soviet financing of Communist party activities outside the East European satellite areas;

3. Nature and extent of relationship between overt Soviet policy statements and propaganda, on the one hand, and strategy and tactics of international and national Communist groupings, on the other hand;

4. The pattern of Communist activity in areas under Soviet military occupation, with particular reference to intelligence and security operations.

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### JIGSAW's Recommended Priority Program

The priority program recommended below was established on certain standards and criteria. First, it was decided to restrict the priority program to a small number of projects, each of which was regarded as meeting a definite and urgent need. Second, in view of the numerous requirements of this government and the many-sided aspect of international Communism itself, an effort was made to include a variety of different types of projects. The program, therefore, contains area studies, organizational and type studies, biographical studies and others. Wherever possible, when a series of studies was proposed to JIGSAW, only one of the series was accepted for the priority program. Thus, the members of JIGSAW strongly feel that it is necessary to make a detailed analysis of Communist intentions and capabilities in the strategic industries of the world. Since all strategic industries cannot be studied at once, it was decided to begin this series of studies by an examination of Communist activities in the international maritime industry. In similar fashion, the examination of Communist capabilities for sabotage and related activities in key areas is initiated with a study of Communist capabilities for such damage in France and Italy.

Finally, JIGSAW attempted to take into account the various types of facilities available within the American Government for the execution of its priority program in the near future and to use as many of these as possible. Thus, for example, it will be noted that agencies expected to participate in the execution of the priority program will be the Biographic Division of the State Department, the External Research Staff of the State Department, the Office of Special Operations of the Central Intelligence Agency, and other member agencies of the JIGSAW Committee.

In presenting this priority program, the JIGSAW Committee has not attempted to rate the individual projects as to importance or with reference to the order in which they should be undertaken by the intelligence agencies. The JIGSAW Committee believes that each of these projects is essential to the logical development of an intelligence program in the field of international Communism.

The notations beneath each project indicate agency interests as expressed by the individual members of the Committee.

### Recommended Priority Program

- a. Communist capabilities and intentions for sabotage of important facilities in French and Italian areas vital to the

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**United States' effort in the event of war or other emergencies.**

**CIA - Defense Agencies contributing**

**b. Communist organizational potentials and capabilities in the international maritime industry.**

**OIR, SO/CIA**

**c. The mechanism of international Communism for control of communication with, and financing of, the national Communist parties. (An explorative summary).**

**ORE, OIR, SO/CIA**

**d. Communist operations and organizations among scientific workers outside the Soviet Union.**

**Air, OIR, AEC, SO/CIA**

**e. The impact of the Yugoslav and other defections on the cohesiveness of the World Communist Movement.**

**OIR, ORE**

**f. The pattern of clandestine Communist activities, of both legal and illegal parties, relating to:**

- (1) Insurrection and preparation of insurrection;**
- (2) Communist penetration of armed and security forces;**
- (3) Partisan and resistance operations;**
- (4) Espionage;**
- (5) Intra-party communications methods in these fields;**
- (6) Intra-party financing in these fields.**

**SO/CIA**

**g. Basic Communist strategy in the present period, as revealed in Communist tactics in Southeast Asia.**

**ORE, OIR**

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h. Present types, methods of selection, changing characteristics in the leadership of the Communist parties in Southeast Asia.

BI/OIR

i. (Exploratory summary) Communist related activities of Soviet embassies, and other overt agencies abroad, with particular reference to (1) espionage; (2) political activities; and (3) subversive activities.

ORE, SO/CIA

j. Comparative study of Communist methods for penetration of governments and assumption of power, as revealed in the Russian, Chinese, Czechoslovak and other experiences. (This is recommended only if it can be undertaken by External Research).

External Research

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