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E N C L O S U R E

DEFINITION OF THE TERM "PSYCHOLOGICAL WARFARE"

THE PROBLEM

1. To reconsider from the standpoint of U.S. political and military concepts the definition of the term "psychological warfare." (Reference par. 2, page 6, and par. 7, pages 15 and 16, Appendix "B", SWNCC 304/1.)

FACTS BEARING ON THE PROBLEM

2. The Appendix contains a tabulation of definitions pertaining to psychological warfare and related terms currently in use within the Department of State and the National Military Establishment.

DISCUSSION

3. The present definition (SWNCC 304/1) of the term "psychological warfare" is considered insufficiently definitive to permit specific assignment of responsibilities to government departments and agencies in this field. The phrase "The planned use, . . . of all measures exclusive of armed conflict, . . ." (SWNCC 304/1) is being interpreted to include in the term "psychological warfare" a broad field of measures, differing in nature but generally characterized as special operations. This broad field of measures has included overt and covert propaganda and the informational measures related thereto, sabotage and counter-sabotage, assistance to underground movements, clandestine operations, guerrilla warfare, and escape and evasion.

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4. Propaganda, as already defined in SWNCC 304/1, has as its primary purpose the influencing of group opinion and conduct. Since World War II, propaganda has become the principal medium in a contest between incompatible social and political ideologies. Psychological warfare is more appropriately an adaptation of propaganda to further the attainment of long range national objectives.

5. Whether for identification or practical purposes, an accurate basic definition of psychological warfare should denote its existence as a real entity, independent of time, place, or employing agency. Psychological warfare is not only an instrument which the U.S. may utilize at certain specified times under certain

View "B"

4. Propaganda, as already defined in SWNCC 304/1, has as its primary purpose the influencing of group opinion and conduct. Since World War II, propaganda has become the principal medium in a contest between incompatible social and political ideologies. Psychological warfare is the employment of propaganda and related informational measures in time of war or threat of war to further the attainment of national policy and aims. Measures of a related nature in peacetime, in accordance with Public Law 402, 80th Congress, are not considered to be psychological warfare as such; but facilities for such measures may be useful to psychological warfare when required.

5.

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specified conditions; it encompasses psychological tactics used against this nation at any time, as well as counter measures employed by the U.S. in its own defense. The employment of psychological warfare is not contingent upon the existence of a threat of war or a duly declared state of war, but it may be used actively in a period entirely devoid of military operations.

CONCLUSIONSView "A"

6. The term "psychological warfare" should apply only to propaganda and related informational measures.

7. The term "psychological warfare" should be defined as: The planned use, by a nation, of propaganda and related informational measures designed to influence the opinions, emotions, attitudes and behavior of enemy, neutral or friendly foreign groups in such a way as to support the accomplishment of national policy and aims.

View "B"

6. The term "psychological warfare" should apply only to propaganda and related informational measures employed in time of war or threat of war.

7. The term "psychological warfare" should be defined as: Psychological warfare is the planned use, in time of war or threat of war, of propaganda and related informational measures designed to influence the opinion, emotions, attitudes, and behavior of enemy, neutral or friendly foreign groups in such a way as to support the accomplishment of United

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States national policy and aims.

8. The government departments and agencies with responsibilities involving psychological warfare policy, planning and operations should discharge their respective duties in this field in conformity with the concepts contained herein.

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RECOMMENDATIONS

9. It is recommended:

a. That one of the foregoing definitions of "psychological warfare" and the conclusions pertinent thereto, (View "A" or View "B"), be approved by the State-Army-Navy-Air Force Coordinating Committee.

b. That the definition as adopted by the State-Army-Navy-Air Force Coordinating Committee be referred to the National Security Council for approval and dissemination to all appropriate government departments and agencies with responsibilities in the field of psychological warfare.

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S E C R E TA P P E N D I XEXTRACT OF SANACC AND JOINT CHIEFS OF STAFF CURRENTLY
USED DEFINITIONS PERTAINING TO PSYCHOLOGICAL WARFARE
AND RELATED TERMSSANACC DEFINITIONS

Ref: SWNCC 304/1, Page 16

PSYCHOLOGICAL WARFARE: The planned use, during time of war, or threat of war, of all measures exclusive of armed conflict, designed to influence the thought, morale, or behavior of a given foreign group in such a way as to support the accomplishment of our military or national aims, with the following objectives: to assist in overcoming the enemy's will to fight; to sustain the morale of friendly groups in countries occupied by the enemy; and to improve the morale of friendly countries and the attitudes of neutral countries toward the United States.

PROPAGANDA: Dissemination of information on subjects of interest, prepared with the intent of persuading, and of dominating man's reason. The information is normally factual, but not necessarily complete.

PROPAGANDA, OVERT (WHITE): Overt propaganda, issued from reputable, known U.S. official or other sources, or from countries known to be friendly to the U.S. "White" propaganda may be implemented by press, radio, leaflets, pamphlets, and voice.

PROPAGANDA, COVERT (BLACK):
(Not defined)

PUBLIC INFORMATION:
(Not defined)

INFORMATION: Dissemination of complete factual information on subjects of interest in order to promote the functioning of man's reason.

JOINT CHIEFS OF STAFF
DEFINITIONSRef: Dictionary of U.S. Military
Terms for Joint Usage -
JCS - June 1948

PSYCHOLOGICAL WARFARE: The employment of any non-lethal means designed to affect the morale and behavior of any group for a specific military purpose.

PROPAGANDA: The planned use of any form, means, and media of communication to disseminate news, information, special arguments, and appeals in order to influence the beliefs, thoughts, and actions of any given group.

PROPAGANDA, OVERT (WHITE): Propaganda disseminated and acknowledged by a government or an accredited agency thereof.

PROPAGANDA, COVERT (BLACK): Propaganda in which the actual source is concealed, or which purports to emanate from a source other than the true one.

PUBLIC INFORMATION: Such information of a military nature the dissemination of which through the press, radio, etc., is not inconsistent with security.

INFORMATION: (Not defined)

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BLACK (COVERT) MEASURES:

Covert measures, conducted by forces apparently friendly to the enemy or by subversive forces within enemy territory. These may be implemented by radio "freedom" stations, false rumors, false leaflets and documents, fifth column activities, sabotage, guerilla warfare, and support of underground resistance groups.

BLACK (COVERT) MEASURES:

(Not defined)

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