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APPENDIX 4 - TAB C

A PSYCHOLOGICAL SUPPORTING PLAN FOR
PROPOSED DETAILED PLAN IMPLEMENTING NSC 143

1. Psychological Objectives

- a. To promote increased defection from Soviet orbit countries and within them to intensify overloading of communist control systems, disaffection, division and similar aims in support of approved national psychological strategy plans or programs, particularly PSB D-40 and PSB D-13a/1a;
- b. To minimize the divisive or other unfavorable effects of the Volunteer Freedom Corps program in friendly and neutral countries, and to give maximum encouragement to anti-communist morale in these countries;
- c. To stimulate recruitment for the Volunteer Freedom Corps;
- d. To assist in developing and maintaining esprit de corps and other factors of good morale in the Volunteer Freedom Corps itself.

2. General Guidance

a. From a psychological viewpoint, the VFC is an inherently positive and dynamic project likely to achieve significant results even without elaborate exploitation. On the other hand, it may expose us to violent communist propaganda attacks, worry many friendly elements abroad, and possibly arouse unrealistic or premature hopes among the enslaved peoples behind the Iron Curtain. Consequently, in the early phases of the project, U.S. psychological exploitation, especially overt exploitation, should be modest in volume and sober in tone. Adequate attention should be given to counter-propaganda, to minimizing unfavorable reactions and to avoiding serious psychological blunders. In particular, we can, and should, guard against the following dangers:

- (1) Allowing communist psychological strategy to exploit the VFC effectively to drive a wedge between the U.S. and its allies, or important elements in neutral opinion.
- (2) Arousing unrealistic or premature hopes among anti-communist elements behind the Iron Curtain, with resultant collapse of morale later.

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(3) Losing prestige and shaking the confidence of our friends through committing the U.S. to an ambitious program which cannot be maintained because of recruiting failures or for other reasons.

(4) Becoming involved in quarrels and intrigues among fringe factions.

b. Aggressive psychological exploitation of the VFC program should be started when both of the following conditions are realized:

(1) When the VFC is firmly established as a feasible military undertaking, the continuity of which is assured by adequate replacements.

(2) When there prevails a high degree of international tension stemming from Soviet aggressions or provocations so flagrant as to constitute in the eyes of the Free World a valid justification for vigorous U.S. counter-measures.

3. Basic Tasks By Phases

a. Preparatory Phase

(From final approval of L43 by NSC until presentation to Congress)

Executive Office of the President

(1) Immediately after the approval of NSC L43 by the National Security Council, and before the opening of formal consultations with allied governments, consult selected leaders in both houses of Congress on a high-security basis in order to enlist their eventual support for the proposed draft legislation and to obtain their cooperation in avoiding exaggerated publicity while consultations with foreign governments are proceeding.

(2) In order to forestall inadvertent leaks during consultations with foreign governments, arrange, in coordination with the Department of State, for a suitably-timed informal but authoritative release of the themes and information outlined in Annex 1, Appendix 4, Tab C. It is advisable that the release should be effected through a regular or ad hoc press conference — preferably the former — by a high-level official of the United States Government, if possible in response to a stimulated question, and should be confined to the material in Annex 1 on the grounds that the final details of the proposed Volunteer Freedom Corps

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cannot be determined until consultations have been completed both with allied governments and with Congress. It is emphasized that the initial announcement will be of critical importance to the ultimate success of the project. In this respect care must be taken to insure that the announcement conforms to the policies outlined in the President's State of the Union message as well as his speech of 16 April 1953.

Department of State

(3) Confine treatment of Volunteer Freedom Corps proposal in foreign information programs to sober presentation of official statements and related news development, except when further comment is required to refute communist propaganda charges.

(4) Whenever it is judged desirable, issue prompt official corrections or denials of any distorted version of the Volunteer Freedom Corps proposal arising from communist propaganda attacks or other causes, but withhold additional details on the project itself on the grounds that consultations with foreign governments and leaders of Congress are in progress.

(5) In particular, supply Ambassador Lodge with suitable background material which can be used in his handling of the subject in the United Nations Assembly or Security Council.

Department of Defense

(6) Support Department of State information activities outlined in 3a(3), (4) upon request.

(7) Issue the guidance in Annex 1, Appendix 4, Tab C, to appropriate U.S. defense personnel in contact with foreign officials or emigre leaders as a basis for informal discussion of problems connected with VFC.

(8) Without inspired publicity, but also without special security precautions, expand and re-orient LSU training programs in Europe in preparation for conversion into a VFC.

Central Intelligence Agency

(9) Support Department of State information activities outlined in 3a(3), (4) through appropriate programs.

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b. Launching Phase

(From presentation of legislation to Congress until the formal opening of recruiting for VFC)

Executive Office of the President

(1) Obtain advice of Congressional leaders favorable to the project as to the best means for ensuring that during discussion of the enabling legislation emphasis will be placed mainly on the themes in Annex 2, Appendix 4, Tab C.

(2) When foreign and Congressional consultations have been satisfactorily completed, officially publicize the purpose and essential details of the Volunteer Freedom Corps proposal by simultaneous release of the draft legislation and of the text of a Presidential message to Congress recommending the legislation. (Suggested themes for proposed Presidential message are included in Annex 2).

Department of State

(3) In all foreign information media give a sober factual presentation of official statements on Volunteer Freedom Corps project, Congressional debates and domestic or foreign press reaction. Use Annex 2 for criteria of emphasis or selection. Avoid additional official commentary or statements except when considered necessary to refute hostile propaganda.

(4) When enabling legislation has been passed by Congress and signed by the President, report on this development in a suitable manner to the United Nations, stressing the compatibility of the legislation with the obligations and responsibilities of the U.S. as a leading power in the UN and the principal agent of that organization's collective struggle against aggression in Korea.

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Department of Defense

(5) Support Department of State information activities upon request and continue psychologically oriented training and administrative programs in preparation for formal establishment of the VFC.

Central Intelligence Agency

(6) Support Department of State information activities outlined in 3a(3), (4).

(7) Upon approval of legislation begin

support for the programs.

c. Development Phase

(From formal opening of recruiting until conditions for aggressive exploitation are realized)

Department of Defense

(1) Discreet information programs in accordance with Annex 3, Appendix 4, Tab C.

(2) In training, give heavy emphasis to information and education programs aimed at developing esprit de corps, dedication to UN and democratic ideals, free-world team work and awareness of the complexities of world politics. Deemphasize early liberation, emigre politics and national prejudices.

(3) Emphasize respect for religion, encourage church attendance, and so far as practicable, make sure that every Volunteer Freedom Corps battalion has a chaplain of its own nationality from the start. When possible apply this principle to smaller units organized on an ethnic basis.

(4) Set high standards for smartness, efficiency and discipline; encourage competition in these fields between units, and provide adequate U.S. recognition for outstanding performance.

(5) Avoid vexatious security regulations or checks and so far as practicable place upon Volunteer Freedom Corps units the responsibility for detecting and exposing communist infiltration. To provide a

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controlled safeguard, develop a small but highly efficient cadre of secret counter-espionage agents to be placed in Volunteer Freedom Corps units under existing cover. As an educational aid in sensitizing members of the Corps to communist infiltration, arrange early in the program -- with the help of CIA or CIB -- for a real or simulated enemy agent to be covertly recruited and exposed in the process of undermining the unit. At the discretion of the corps commander, repeat this operation periodically in different units.

Department of State

(6) Give sober treatment in foreign information programs to news on the progress of the Volunteer Freedom Corps program released by the Department of Defense in accordance with Annex 3, Appendix 4, Tab C.

(7) Whenever necessary or advisable, develop foreign information programs refuting communist propaganda charges, clearing up misunderstandings in regard to the Volunteer Freedom Corps in friendly countries, and combatting the tendency of anti-communist elements behind the Iron Curtain to draw extreme conclusions as to the U.S. liberation policy.

Central Intelligence Agency

(8) [REDACTED]

(9) [REDACTED]

(10) Utilize Annex 3 as basic guidance for Radio Free Europe, in accordance with the provisions of Paragraphs (6) and (7) above.

d. Aggressive Exploitation Phase

Department of Defense

(1) Launch a vigorous, affirmative information program on the Volunteer Freedom Corps, stressing the steady flow of new escapes to join the corps, its representation of the oppressed nationalities of the

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communist orbit, its willingness to take up arms with other Free World forces to oppose aggression anywhere in the world and especially its exploits in combat, if any units of the Volunteer Freedom Corps are actually so employed.

(2) Whenever U.S. forces are employed to resist communist aggression in accordance with treaty or charter obligations -- e.g., UN action in Korea -- attach to these combat forces at least a token Volunteer Freedom Corps unit of any size and heavily exploit all favorable news concerning it in accordance with Paragraph (1) above. To this end, develop as early as possible, and maintain in a high degree of readiness one elite VFC combat unit of any size, preferably a ranger-type special duty unit.

(3) Express U.S. recognition of the Corps' value by arranging suitable parades, inspections, etc., of Volunteer Freedom Corps units, with the attendance of high-ranking U.S. officers and civilian officials. If feasible, organize VFC drill or combat maneuver teams to participate in suitable national or international military demonstrations.

Department of State

(4) Intensively publicize Department of Defense releases on the Volunteer Freedom Corps in foreign information programs.

(5) In addition, initiate or inspire suitable feature programs aimed at Iron Curtain groups on escapees-volunteers so presented as to constitute implicit defection-and-recruitment appeals; also play up the various nationality-units of the Volunteer Freedom Corps as cultural missions of the enslaved peoples maintaining national traditions abroad and in so doing, winning proper recognition for these traditions from the peoples of the Free World.

(6) Report periodically to the UN on the recruitment, training and employment of the Volunteer Freedom Corps, emphasizing the non-aggressive and pro-UN character of the organization and exploiting communist propaganda attacks upon it as an opportunity for focussing world attention on tyranny and oppression behind the Iron Curtain.

Central Intelligence Agency

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(3)

4. Special Contingencies

The present plan assumes a continuation of the cold war at least through the period covered by the enabling legislation for the Volunteer Freedom Corps. In the event of a pronounced relaxation of international tensions occurring before the completion of Phase b, it is possible that domestic or foreign pressures might automatically bring about suspension of the program. If the relaxation occurred during the implementation of Phase c, the provisions of the plan would still apply, but with increased emphasis on the cautionary elements in Annex 3, Appendix 4, Tab C.

In case of heightened international tensions, Phases a and b, and c and d, could be telescoped to some degree, but the proposed phasing should not be completely disregarded and the emphasis on avoiding undue publicity until the success of the project was assured would still apply. In addition, the implementing agencies should prepare stand-by plans covering the following two extreme contingencies:

- a. Outbreak or impending outbreak of general hostilities or similar situation justifying the conversion of the Volunteer Freedom Corps into national liberation forces;
- b. General diplomatic settlement at any time after the launching of Phase c, or a pronounced relaxation of international tensions occurring after the launching of Phase d;
- c. Expansion of the Volunteer Freedom Corps along the lines laid down in Appendix 2, Tab C.

5. Administrative Provisions

The implementation of this plan, including recommendations as to phasing and the determination of contingencies, will be coordinated by the Psychological Strategy Board in consultation with the executive designated by the National Security Council to coordinate the over-all implementation of NSC 143.

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