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OFFICE OF STRATEGIC SERVICES  
WASHINGTON, D. C.

20 December 1944

*Robert T. ...*  
*Spuller*

DEPARTMENT OF STATE

Retain class'n  Change class'n to \_\_\_\_\_  
 With concurrence of CIA  
 Declassify  In part and expose as shown  
EO 12356, Sec. 1.3 (a) (19-1-94)  
FPC/NDR by RH  
Withdrawal No. 2-51

The Honorable  
The Secretary of State  
Department of State

My dear Mr. Secretary:

It seems to me desirable to agree upon a clarification of the basic relationship between the Office of Strategic Services and the Department of State with respect to intelligence activities outside the Western Hemisphere under various military and diplomatic situations which will exist during the period of war. The Office of Strategic Services is keenly aware of its increasing responsibility to the Department and of the need for closer cooperation between the two as military authority tends to give way to the civilian authority in theaters of operations.

The Office of Strategic Services was established as an agency of the Government under the direction and supervision of the Joint Chiefs of Staff by Military Order of the Commander in Chief, dated 13 June 1942, as amended by Presidential Executive Order of 9 March 1943.

The intelligence responsibilities of the Office of Strategic Services are set forth in JCS directive 155/11/D, dated 27 October 1943. They are, briefly: (1) to conduct secret intelligence activities by means of espionage and counter-espionage, and (2) to accumulate, evaluate and analyze

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political, psychological, sociological, economic, topographic and military information.

In the performance of these functions, the Office of Strategic Services, in addition to its other disseminations has, during the current year, furnished the Department of State with 11,398 positive spot intelligence reports from abroad; approximately 500 reports based upon research and analysis of all types of information, and 185 counter-intelligence reports. In addition, during the same period the Office of Strategic Services has supplied the Department with approximately 700 reports concerning foreign nationality groups or individuals in this country. Comparable material has been supplied locally to many of the Department representatives abroad.

For the duration of the war, the Office of Strategic Services will continue to assist the Department in intelligence matters and in other ways render service to its representatives abroad. Through its clandestine methods the Office of Strategic Services can obtain information which is not otherwise available to diplomatic officials, and thereby relieve them of responsibility for intelligence activities which, if discovered, might embarrass them. By preparing reports based on overt information supplemented by clandestine intelligence, the Office of Strategic Services can furnish the Chiefs of Mission and principal officers with current analyses of the political and economic situation. By making available personnel trained in

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counter-espionage activities, the Office of Strategic Services can assist the diplomatic or consular establishment in matters of security and passport control.

To be in a position to perform the services outlined above, the Office of Strategic Services must depend upon the continued assistance of the Department of State. (

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Such assistance is now being extended by the Department both in Washington and in the field, for which I am grateful.

I hope you will agree with me that it is desirable to have at this time a clarification of our relationships which may be used as a basis of instructions which the Department and the Office of Strategic Services can issue to their officials. I attach for your consideration a draft of a memorandum which might serve as a basis of agreement.

Sincerely,



William J. Donovan  
Director

Attachment.

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SUGGESTED BASIS OF AGREEMENT  
BETWEEN THE SECRETARY OF STATE AND  
THE DIRECTOR, OFFICE OF STRATEGIC SERVICES

I. Pattern of Authority.

The Office of Strategic Services clearly recognizes the pattern of authority for the control of American officials in foreign countries. In an area officially specified as a zone of military operations, the authority of the President as Commander in Chief is vested in the theater commander. In other areas the ambassador, minister, charge d'affaires, or principal consular officer, as the case may be, represents the executive authority. No American official may with propriety function in the face of the disapproval of the appropriate ranking American officer in any foreign country.

II. Relationship between the Department and the Office of Strategic Services in areas in which the latter is directly responsible to military commanders:

- A. Where the Office of Strategic Services is operating in the zone of combat it will maintain close liaison with representatives of the Department in the area and keep them advised of political or other pertinent intelligence obtained.
- B. In ex-enemy countries where control commissions are established:
1. Prior to the establishment of formal diplomatic representation, representatives of the Office of Strategic Services, although directly responsible to the military

commander, will maintain close liaison with representatives of the Department in the area and keep them advised of political or other pertinent intelligence obtained.

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✓ C. In friendly countries in the rear of the combat zone, representatives of the Office of Strategic Services will advise the Chief of Mission or principal officer of political or other pertinent intelligence obtained. }

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✓ III. Relationship between the Department of State and the Office of Strategic Services in areas in which the latter is not directly responsible to military commanders or control commission: }

In such areas, representatives of the Office of Strategic Services will advise the Chief of Mission or principal officer of political or other pertinent intelligence obtained. {

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IV. General Provisions:

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B. Intelligence responsibilities of the Office of Strategic Services:

1. By virtue of the Joint Chiefs of Staff directive 155/11/D, dated 27 October 1943, in areas authorized for OSS activities clandestine intelligence activities are primarily the responsibility of the Office of Strategic Services. Clandestine intelligence is that information regarding foreign nations and nationals affecting United States interests which foreign governments, groups or individuals, wish to withhold from our Government, and which normally must be obtained by an organization operating covertly.
- ✓ 2. The JCS directive also makes it the responsibility of the Office of Strategic Services to accumulate, evaluate and analyze political, psychological, sociological, economic, topographic and military information. In the performance of this function, representatives of the Office of Strategic Services in the field will procure intelligence by overt methods and will prepare reports based upon all information and intelligence available to it.

C. Exchange of Intelligence.

1. To enable the Office of Strategic Services to meet its responsibilities with respect to counter-intelligence activities, each diplomatic or consular establishment will make available to OSS representatives all records concerning counter-intelligence activities, and the latter, in turn, will assist the establishment in security measures and passport control, making available to it all pertinent information.
2. It is acknowledged that both the Office of Strategic Services and the Department will benefit by an exchange of intelligence in all categories.

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H. Implementation.

This memorandum will be used as a basis for instructions to be issued by the Department and by the Office of Strategic Services to their officials and representatives. ✓

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