Doctrine

for Counterinsurgency

at the Tactical Level

ARMÉE DE TERRE

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DE LA DÉFENSE

DOCTRINE

FOR COUNTERINSURGENCY

AT THE TACTICAL LEVEL

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WARNING

Insurgencies do not have military objectives; instead, they have political goals. Consequently, they create asymmetrical conditions at the tactical level which rely upon the population as both the principal actor and prize of the conflict.

War conducted in the midst of the population, otherwise known as guerilla warfare, has an essential place in today's conflicts as an alternative means of action. The French Armed Forces are rediscovering this type of action which had fallen into disuse but has been revived by our engagement in Afghanistan.

This doctrine for *COIN* takes the form of a guide developed for tactical level units and headquarters: it responds first and foremost to an operational need. This guide strives to be simple, concrete and effective. At the same time, the goal is to provide orientation for today and for the future, and, to go beyond the framework of any one theater of operations, regardless of how large the scope might be.

This document draws its inspiration from the collective experiences gained from the lessons learned of our own forces to those of our Allies and foreign armies with more distant views. Lessons from engagements which predate the Cold War have also reappeared. They have enabled us to identify, develop and eliminate particular tactical approaches all while integrating strategic, cultural and ethical limitations from these lessons which emanate from a sometimes painful past.

FOREWORD

The original title of the French version of this manual is "Doctrine de contre rébellion".

In order to avoid confusion and possible misunderstanding with our allies, the French word "contre rébellion" is translated as "counterinsurgency". Although the American and British meaning of this term better corresponds to the French notion of "stabilisation" (stabilization phase), counterinsurgency in this document, should exclusively be understood as referring to the tactical level of operations.

In the same manner, the French word "rébellion" which characterizes an armed organization using guerrilla warfare and/or terrorism is translated as "insurgency".

Contents

INTRODUCTION

T his document covers a particular course of action that is a subset of tactical operations and is conducted primarily during the stabilization phase in order to restore security: **counterinsurgency *(COIN).*** It has been developed in order to compensate for the lack of appropriate tactical procedures adapted from classical coercive methods (offensive or defensive) and the control of secured areas.

It consists of a course of action intended to face an **asymmetric** threat imbedded in an armed organization that indiscriminately employs guerilla tactics or terrorism. This course of action uses procedures previously widespread but then abandoned after the war in Algeria, but which are making a comeback due to their relevance in Iraq and Afghanistan.

COIN not only covers the tactical aspects of the fight against armed anti-organizational forces but obligatorily becomes part of a global maneuver where the **population is at stake.** The armed forces therefore intervene to back-up a government strategy that includes *COIN* by lending support when the situation goes beyond the capability of security forces to maintain order, or in some cases, when these forces do not exist.

Definition:

> **Counterinsurgency** (at the tactical level) is a course of action that consists of neutralizing an organization that practices armed violence in the form of guerilla warfare or terrorist attacks, by reducing that organization's freedom of movement through confinement, or even eliminating it through the effects of reduction and/or dispersion. The level of engagement in this type of struggle depends upon the national or international political option chosen, upon the balance of forces on the ground and the attitude of the population.

This document has two **objectives:**

➲ To ensure that forces, in particular at the brigade and battalion task force level, are prepared for the most likely type of engagement[1].

➲ To provide the higher echelon of operational command an appreciation for the scope of operations in which *COIN* is carried out.

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[1] See the French Army Staff Directive on Preparation for Operational Engagement regarding the 2007-2010 timeframe.

0.1 The action of ground forces engaged in restoring security

During the phase aimed at restoring security, the courses of action that a regular force can follow to oppose asymmetric threats (militarized or not), depend upon the framework of engagement or the mandate provided by government or international authorities (United Nations Security Council).

This framework must determine in particular the mission and the place of the armed force in a broader, inter-agency, even multinational plan to fight against the asymmetric threat.

This is the reason why a military intervention is described along the lines of a **continuum of operations** that takes into account all types of actions to be conducted and the desired effects including criteria to measure strategic success.

Three generic phases appear in this *continuum* during the course of which the different types of action are not ruled out *a priori*. The Forces engaged can successively or simultaneously lead:

- Actions of force against armed organizations;

- Actions to restore security that are led against various protagonists to include crowds, possibly in support of local or multinational security forces;

- Assistance actions for populations in difficulty and the reestablishment of local or national institutional life.

The schematic below shows this characterization of the phases of an operation.
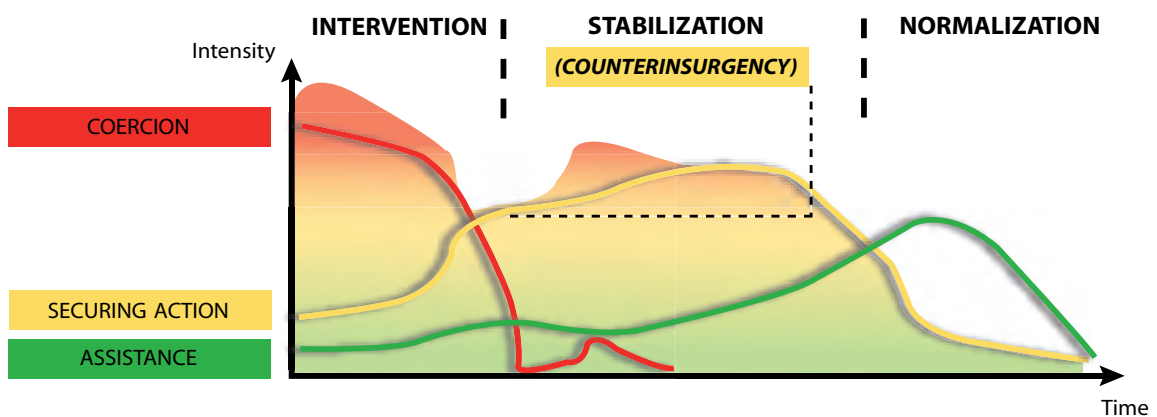
Figure 0-1. Counterinsurgency in the *continuum* of operations

Restoring and enforcing security involves tactical actions specifically adapted to the **asymmetric** threat whose primary targets are the population, institutional symbols and allied forces.

Operations to restore and enforce security are focused on **controlling the environment.** The courses of actions that are pursued will depend upon the degree of violence desired, i.e. protection, expanded security or domination. Thus, they are described in relation to their particular endstate: evacuation of threatened population (protection), area control and interposition (expanded security) and *Coin* (domination).

Coin represents, a "coercive" course of action pursued in operations to restore and enforce security that is specifically targeted at fighting armed enemy organizations. The desired tactical effect is not exclusively the destruction or capture of insurgents; it could include the contribution of ground forces aimed at **depriving** the insurgency of its legitimacy and interfering with its internal and external support, the elimination of violent forms of adversarial actions and the promotion of the **security** of the population and of institutions.

0.2 The threats[2]

The operational superiority acquired by Western armies places *de facto* their adversaries in a struggle of the weak versus the strong. The former consequently adopts asymmetry in order to place combat in a realm where the Western advantage is minimized, or non-functional. These forces continually adapt themselves and, within the limits of their means, have equipped themselves with high performance equipment (communication systems, weapons, optical devices, mini-drones, etc.).

0.2.1 Types of Armed Protest and their Organization

In the context of intra-state conflict, the protest against legitimate political authority can take on several forms – described in the schematic below – two of which, not exclusive of each other, basically arise from the armed struggle: guerilla warfare and terrorism. They are the expression of the same armed resistance phenomenon: **insurgency.**
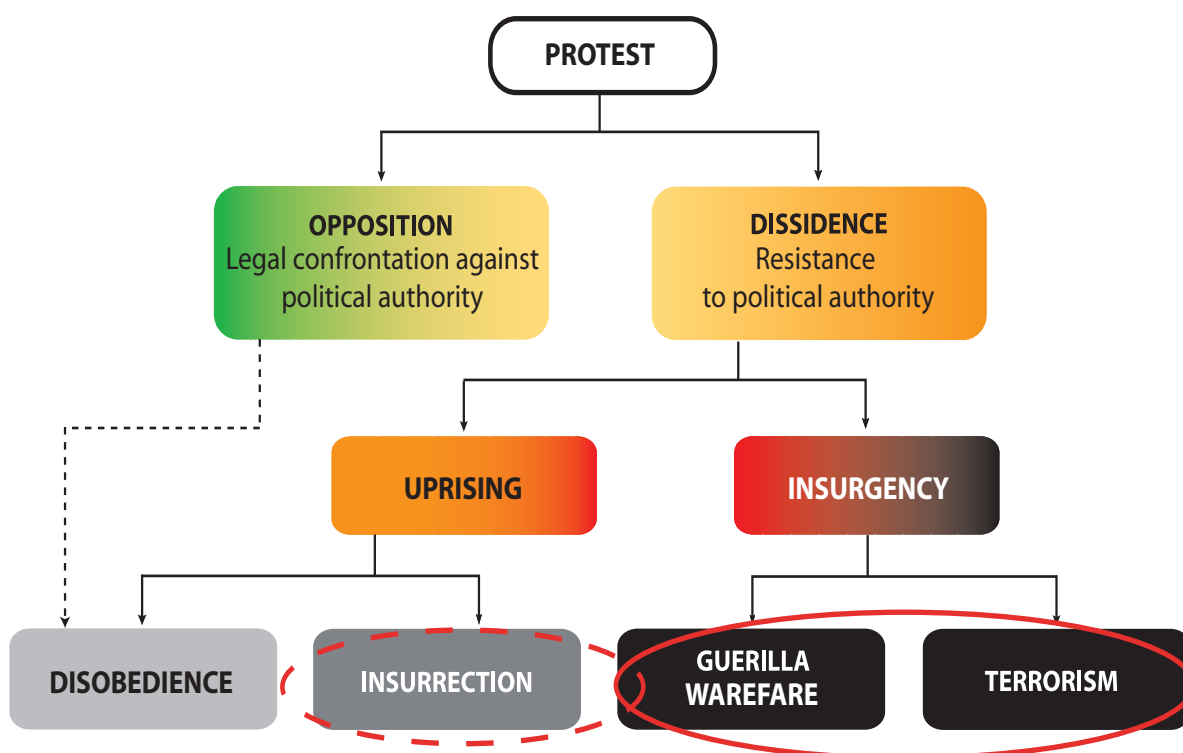
Figure 0-2. Forms of protest

The protagonists can be classified in three types of systems: the **predator system** revolving around the search for profit, the **demand system** focused on seizing local power and the **subversive system** with a "revolutionary" nature, which seeks to impose its values without any concession. However, the different actors in asymmetrical conflicts frequently belong to hybrid systems, for example, simultaneously acting as both predators and protestors.

Whatever the type, insurgency is structured **in relation to its environment,** and, in particular, in relation to the **population** which represents the major stake. This point is fundamental.

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[2] See TTA 808 Volume III *A Generic Enemy for the Training and Instruction of Ground Forces – Irregular Forces,* CDEF 2007. CDEF or, Centre de Doctrine d'Emploi des Forces (Forces Employment Doctrine Center), is the French equivalent to U.S. Army TRADOC/CAC; CDEF writes, publishes and disseminates doctrine for the French Army. The threats described are derived from a study of actual threats.

⊃ *Organization Based upon the Search for Popular Support.*

Insurgency will seek to **control the population** from which it expects support. This implies that it establishes a structured and hierarchical organization as well as a parallel administration (police, courts of law). Its armed operations may then have a goal that is not military: to impress the population or administration, to supplement the lack of government, to demoralize its opponents, and to protect itself. However, while the centralized insurgent command renders this model of organization efficient, it also makes it more vulnerable because it is more noticeable.

⊃ *Organization in Activist Cells.*

This model adapted to terrorist organizations is often urban (the city provides anonymity, media feedback, means of transportation and communication). It enables the independence of the actors and does not require a significant force. The cells act most often autonomously but can be exceptionally reunited for occasional operations. However, their actions can alienate the population when their level of violence exceeds certain limits which go against the common conscience.

0.2.2 Enemy Courses of Action

Insurgency seek to compensate for their military inferiority through actions impacting the psychological realm. They also play with the time factor that is favorable to them whereas a deployed force looks for rapid effects.

0.2.2.a Principles and General Points

"Terrorism in the towns, guerilla warfare in the country side, war has begun"[3].

Insurgency movements **rapidly adapt themselves** to the tactics of their opponents and adopt avoidance behavior. This way, the insurgents combine the use of classic weapons with that of new, easily-accessible technology. Considering determination as a weapon, they lead the struggle with tenacity and do not hesitate to make use of suicide bombers (in particular among terrorist organizations). They also try to involve the population in their fight, as either a player or a victim.

In order to achieve their goals without being destroyed, they most often apply the following principles:

- **Avoid a decisive battle** in which the technological superiority of the Force can clearly be demonstrated;

- **Prevent the Force from concentrating its efforts** on a single adversary which implies trying to be "everywhere at the same time" and launching operations with the utmost discretion;

- **Ensure the availability of a fallback area** that is secure and difficult to access for regular forces, in order to serve as a "refuge" and a logistics base.

0.2.2.b Courses of Action for the Insurgency in the Case of Guerilla Warfare

Guerilla warfare does not seek direct confrontation but rather tries to stop the regular force from winning a decisive political or military victory. Simultaneously, it strives to win over the support of all or part of the population in order to use it in its courses of action.

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[3] From Roger Trinquier, *La guerre moderne* (*Modern Warfare*), p44, 1961, published by *La Table Ronde.*

⊃ *Courses of Action Used Against the Force.*

In order to degrade the operational efficiency of regular forces, the guerilla fighter's methods of action try to obtain the following effects:

- **Destroy the credibility** of the regular forces by demonstrating their operational incapacity,

- **Paralyze the deployment** of their troops on the ground,

- **Dismantle** their main effort.

⊃ *Courses of Action Taken with the Population.*

The objective of guerilla warfare is to convince or to force the population to cooperate in order to use it as both a reserve force and logistics support, or as a hostage for a media based strategy. Three effects are conceivable in order to achieve this objective:

- **Seduction,** based upon the exploitation of a "just" cause,

- **Alienation,** combines seduction and terror, aimed at turning the population against legal authority,

- **Cleansing** to eliminate a part of the population that is either uncontrollable or hostile.

0.2.2.c Courses of Action in the Case of a Terrorist Movement

By the use of terrorism, an insurgency seeks to play upon the emotions of the population in order to utilize it as an instrument of pressure against public authorities and the deployed force. Terrorism has a very favorable cost/effective relationship for its protagonists; it does not need heavy logistics and its psychological impact largely exceeds the direct effect of its actions. Its goal consists of destroying the credibility of local authorities or the Force by playing on the anguish felt by the population which will demand increased security that it will not be capable of guaranteeing. The insurgency's courses of action will try to produce one or several of the following effects:

- **Recognition,** in order to become known and acquire legitimacy,

- **Loss of credibility** of the deployed forces by degrading their operational effectiveness,

- **Punishment** in order to complete the loss of credibility. This is accomplished through the isolation of the deployed forces in relation to their own public opinion and that of the international community and, through the undermining of social ties.
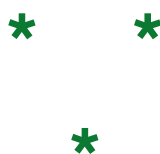
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Developing

a comprehensive

understanding prior

to engaging

in *coin*

1. DEVELOPING A COMPREHENSIVE UNDERSTANDING PRIOR TO ENGAGING IN COIN

Military success alone does not guarantee victory in a struggle against an armed organization. The engagement of ground forces is only valid through **understanding the environment** in which they have intervened and by their knowledge of the stumbling blocks they may face. For this reason, and for more than any other tactical method, in COIN, **intelligence** guides the action.

I.1 Understanding the framework of action

I.1.1 "Understand in Order to Anticipate"

Intelligence regarding the environment is effective if it significantly assists in the understanding of all tenants of an operational situation and the complexity of the environment (religion, culture, social and economic organizations, state and parallel organizations, etc.). It is a matter of **understanding in order to anticipate** the intention of the enemy and his actions.

This understanding favors a systemic analysis which leads to the precise identification of the centers of gravity of the insurgency (public support, supply network for arms and ammunition, insurgents sanctuaries…). For this reason, the Force is supported by a complete, reactive and coherent chain of intelligence which tends to rely upon multiple intelligence sensors.

The **HUMINT** capability has a fundamental place in this process. Covering all of the research processes, it is primarily oriented towards the population, in particular the segments that are the most fickle or weary of the insurgents violence. The use of these processes nevertheless contains some risk for the intelligence sensors, notably in a hostile area where their capture is possible. The responsibility falls back upon the command to evaluate these risks by measuring them against any significant intelligence that may be gathered.

Thanks to their range, the **SIGINT** tactical capability is able to follow the movements of the insurgents when they use telecommunications. They enable anticipation of the insurgents actions and can guide the other intelligence sensors, notably **IMINT,** in order to confirm the intelligence gathered.

IMINT and radar capabilities provide direct support to the operations, thanks in particular to tactical drones, but they can also monitor the insurgency's safe areas (refuges), its lines of communication and infiltration…

Nevertheless, this specialized hunt for intelligence, as effective as it may be, is limited in scope and not sufficient enough to obtain information without the contribution of daily intelligence gathered by forces engaged on the ground (who are to be considered as non-specialized intelligence sources).

Finally, the understanding of the environment and of the insurgency depends in large part on the capability to analyze and use the intelligence gathered by the sensors, to which must be added the information from open sources, that coming from other services like the police or local security forces, and from government or non-government organizations (NGO) when they are present on the ground.

I.1.2 Considering the Legal Ramifications of the Engagement

The applicable law during stabilization fluctuates between the **law of armed conflict** and the **international law regarding human rights.** The purpose of the law of armed conflict is to govern during times of conflict, while international human rights law encompasses all other situations during peace time. Thus, depending upon the intensity of the armed violence and the organization of the insurgent groups, the recourse to coercive measures (measures depriving one of his freedom and the use of force for other than legitimate defense) must be envisioned.

As a general rule, COIN actions are considered **relevant to the law of armed conflict.** The most important principle within the framework of COIN is the distinction between combatants and non-combatants. In every case, legal provisions and simple ethical considerations formally prohibit any degrading or inhumane treatment with regards to individuals placed (momentarily or for the long-term) under the legal or de facto responsibility of ground forces.

In and of itself, the law of armed conflict does not exclude the use of COIN actions. In fact, insurgents can be considered as "combatants participating directly in hostilities" and under this heading are treated as combatants. This means that all coercive measures up to and including the use of lethal force can be employed against them.

In the majority of COIN operations, two legal frameworks, more or less distinct from each other, must be considered depending upon the level of engagement:

⮑ Terrorist actions led by an insurgency (normal framework).

Currently, there is no internationally accepted definition of terrorism. Furthermore, terrorism does not constitute one of the identified types of armed conflict. In any case, the law of armed conflict considers terrorist actions as an illegal method of combat[4]. This means that the Force is legally protected in its coercive actions against terrorists.

⮑ Unarmed Actions.

Undoubtedly, international human rights law does not directly apply to military operations. On the other hand, as the applicable law for both peaceful and emergency situations, international human rights law is the legal framework for certain missions outside the realm of armed engagement, such as crowd control.

I.1.3 Media Involvement

This is one of the keys for success in an operation, in particular when it is conducted among the population whose principal source of information comes from the media. The media can vary due to its information management which is a function of editorial policy, public and technical characteristics (radio, television, written press, internet...).

Besides the large international stations, the local press is the fastest to react. Due to its immediate contact with the event and the population involved, the local press plays a central role in the broadcasting of information or disinformation.

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[4] There is an obligation to keep the military objectives away from populated areas, prohibit attacks against civilians, their assets and undefended areas, prohibit indiscriminate attacks, attacks against the natural environment, and those against infrastructures shielding dangerous forces...

With the development of new communication techniques, information of any sort is rapidly available, particularly on the Internet. Any person witnessing events today can take photos and ensure that they are disseminated (specialized sites, blogs, etc.). Additionally, any soldier can also act as a reporter by conveying current events and messages of the Force.

Working with the media and information management is, therefore, imperative. The way in which media handles actions or events is then adapted to the local, national and international level. It is an integral part of the **Public affairs** mission.

I.1.4 Mastering the Cultural Dimension

The cultural dimension constitutes an important element of the operational preparation of forces during the tactical preparation, planning and execution of a *COIN* operation.

The units and the advisors attached to local forces must have a sound knowledge of the country and the population within which they are going to move around, live and fight. Taking into consideration local cultural idiosyncrasies will allow adaptation and integration, a source of greater effectiveness. Adaptation requires the proper identification of the characteristics in the theater of operations (political, economic, social, religious and tribal) enabling an understanding of the action's general framework. Integration is the basis for knowing and understanding behavior; it is achieved through a close cooperation with the local authorities (military, civil, religious, and sometimes tribal), by immersion within both the population and local forces and by respecting the customs which shape the social life of the country. The knowledge and respect for local customs constitute a requirement which cannot be ignored without the risk of seeing all actions compromised[5].

A basic knowledge of the local language can improve the conditions in which the mission is executed among indigenous forces. The language barrier requires the recruitment of interpreters which can cause real difficulties during counter guerilla actions: their safety, their reliability and the quality of their translation complicate advisory missions which is an advantage to local forces.

I.2 Establishing critical objectives

The deployment of ground forces essentially takes place **in the heart of the population** and follows procedures which more or less directly interfere with the populace[6].

⊃ It is, therefore, **imperative:**

– To carry out any large-scale operations if they only lead to a lasting restoration of security (and, at no cost should the enemy be granted free access to secured areas);

– To execute cordon and search operations[7] within moderation (no repeated implementation and *a priori* because they upset the population);

– To approach the population and the local authorities with representatives (i.e. a spokesperson) for the Force who have won the loyalty of their correspondents.

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[5] It seems beneficial here to recall the words of Marshall Lyautey in Madagascar: *"It is true that the bravery and obstinacy of our soldiers will never prevail against the knowledge of the terrain and native customs".*
[6] See Section II Knowing How to Act Among the Population.
[7] See Section III.3 Mastering Specific *COIN* Operations.

⮑ Furthermore, giving too much priority to conducting numerous large-scale operations will lead to a compromise in the protection of the population which, in turn, jeopardizes the global objective of securing the area. Indeed, the reestablishment of the legitimacy of the local authority empowered with effective means of arbitration rightly constitutes a **decisive advantage.** It is therefore necessary to:

– Take into account the government in place and its legal procedures;

– Build, train and even integrate the host nation's security forces while giving priority to them.

⮑ Action among the population occurs along with the appearance of an influence and confidence that require **certain measures be taken:**

– Respect a balance between an excessive dispersal of military installations throughout the entire area of operations (which concentrate the use of force on their own support and protection to the detriment of that of the population), and a concentration of troops on large bases that focus first and foremost on their own protection;

– Avoid a continual and excessive presence that risks upsetting the population;

– Form elements of intervention while preserving the detachments designed to control of the environment.

⮑ The conduct of *Coin* operations brings with it, above all, not only heavy demands in the matters **of understanding** and of action relating to soldiers on the ground who are obviously at risk, but also respecting a rigorous and coherent code of ethics guided by clear and precise orders. In the context of controlling enemy forces, one must:

– Adapt their behavior to the level of confidence of the population as well as the requirement for its safety. The psychological effects become a determining factor: excessively rigid patrolling, the systematic aiming of weapons at oncoming civilians, conversations carried out without the removal of sunglasses, and the language barrier can compromise the immersion of forces in the population. The need for good relations with the population mandates that, whenever possible, patrols wear their beret, use courteous manners, and point their weapons toward the ground. This does not impede a quick response to an act of aggression which must, however, be proportional to the threat in order to avoid tragic consequences for the surrounding population. Ideally, a double allocation of armored or light vehicles during patrols allows for a better adaption of the military presence to the given situation;

– Adopt methods for cordon and search and respect the cultural traditions of the local community. Adhere to the traditions of hospitality and/or honor commonly practiced in the theater of operations. Respecting local culture, ensuring good coordination takes place prior to operations, particularly in the area of intelligence gathering, and obtaining quality interpreters will help gain psychological advantages in the community at large;

– Adapt the contribution of ground forces to the functions of public order which require a preparation and strict coordination in order to avoid:

• Arresting innocent people due to erroneous or incomplete information, mediocre local contacts (including interpreters) or hasty assessments,

• Freeing insurgents or dangerous activists due to a failure in procedures or proper identification,

• Substandard treatment of captives (humiliation or lack of respect for human dignity),

• Negative exploitation of this type of operation (psychological or media related).

KNOWING

HOW TO ACT AMONG

THE POPULATION

Section 2

2. KNOWING HOW TO ACT AMONG THE POPULATION

> The conduct of *COIN* must first produce a primarily **political** result: the security of the theater by action among the population.
>
> The additional effect to be achieved, developed in the next title, is operational in nature: the neutralization of insurgents by fighting against armed groups.

The principal stake in this struggle is, first and foremost, the population. This is the reason why the first pillar in the struggle against an insurgency is based upon **action** among the population.

The desired objective is to remove all justification from the enemy forces by reestablishing a normalcy to the functioning of the country. Therefore, when the insurgents taking advantage of the situation's "deterioration" are neutralized, the resulting security favors reestablishment of the norm.

The nature of operations to be conducted requires mastering interaction with the population, showing great **flexibility** in maneuver and a capability to **adapt** to any type of threat. Moreover, ground forces participate in the control of the level of violence by showing their **presence** and by assuring **public order** in order to **isolate** the insurgents and guarantee the **security** of the population.

These actions have multiple repercussions, especially in cities, which are important to predict as well as measure in order to control the consequences. They must therefore be accompanied by complementary military actions designed to explain why these actions are necessary and which are essentially conducted by PSYOPs detachments. They continue through social efforts designed to furnish the population with the material and moral assistance necessary to return to a normal life.

II.1 Keeping the insurgency away from controlled areas

The actions of ground forces should have a general effect of **keeping** armed insurgency away from the controlled areas and disorganizing the entire insurrectionary structure that has infiltrated them.

The missions of **general public security** (prevention and protection) fall under the jurisdiction of the police forces provided these have sufficient means available. If not, the armed forces must complement them or assume their role.

The struggle against propaganda calling for armed insurgency must be actively carried out by government authorities and by the Force itself in the framework of a general plan for information operations.

Two types of **action among the population** are, therefore, possible [8].

II.1.1 Restoring Security to Specific Areas and the Population

The only areas that will be occupied are those in which regular forces are assured that they will be able to **guarantee** security and which are vital from an economic and political point of view [9].

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[8] The resources to be committed and the objectives to be attained are largely dependent upon the mandate given to the regular forces and the context of their engagement.

[9] See Section III.1 Implementing the "Oil Spot" Principle. The action among the population is essentially conducted in gridded zones, even in stabilized areas.

⊃ Several options are available to the command in order to adapt operations to restore and enforce security under the given circumstances:

  – Creation of protected areas or of so-called "areas of confidence" (protection of sensitive government points of interest, critical infrastructure and population, area control, and confinement of insurgents);

  – Surveillance by mobile and random measures;

  – Escorts for convoys and individuals;

  – Physical separation of antagonists.

⊃ These options imply **dynamic, timely actions** designed to dissuade any criminal activity and to restrict the insurgent's freedom of action, such as:

  – Control related actions (implementation of curfews[10]);

  – Search related actions[11] (people and weapons).

⊃ **General protection** requires establishing a local grid of stations along with a rapid **intervention plan.** The assistance to victims of mass attacks and the quick restoration of affected infrastructures play a direct role in maintaining confidence and reducing the effect of the terrorists' efforts to discredit the regular forces. The processes call upon the resources used by the ground organization, for the clearing of land mines and the fight to contain Chemical, Biological, Radiological, Nuclear (CBRN) hazards, as well as those in the medical field and military influencing operations.

⊃ The operations conducted to restore and enforce security can be reinforced by the **training** of specialized or non-specialized, local security units (maintain order, counter-terrorism) and even self-defense groups to ensure the protection of those in isolated communities.

Security is restored when the majority of the population has become neutral, or even when this objective is supported by an active minority, which can be a source of intelligence and information.

Additionally, the "nomadic" behavior adopted during prolonged deployments favors the creation of a confident environment among the rural population.

II.1.2 Dismantling the Insurgent Organization

Dismantlement is accomplished notably by the **control of the population** and the implementation of an **intelligence gathering network** in liaison with all of the specialized services. This network can only be effective if the population, which alone knows the basic elements of the insurgent organization, can denounce them; that is to say, this will only happen once the population's safety is assured and its confidence established. This network receives information coming from campaigns conducted through military influencing operations among the population in order to encourage the denunciation of terrorist activities.

⊃ Meeting these objectives requires **a census** and an "identification" of the population, their movements, supply chains and their internal means of communication (letter, telephone, internet, etc.) as well as a **curtailment** in the use of potentially hostile systems (vehicles, communication, and weapons) will also be sought. In order to meet the above objectives, additional measures should include:

  – Isolating sensitive districts that are difficult to monitor and control their access points;

  – Providing patrols in other districts;

  – Carrying out dynamic and unanticipated actions throughout the urban area.

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[10] See Section III.3.1 Managing the Environment.
[11] See Section III.4 Cooperating with Other Forces.

➲ This is complemented by **the arrest** of known activists which is initiated at the most opportune moment. The arrest of important leaders is capitalized upon through the actions of cordon and search [12] or by setting-up check points, spread out, to ensure the capture of other members of the organization. Such methods require an installation for the interrogation and holding of captured individuals which meets the obligations laid out in the third Geneva Convention of 1949 [13].

➲ The effectiveness and the cohesion of the opponent organization can be undermined from within by dissension and rivalries stirred-up or exacerbated by information deliberately disseminated through military influencing operations. This exploits all opportunities in an attempt to morally **separate** the population from the terrorist organization and to psychologically **isolate** the insurgents [14].

➲ The combination of these controlling actions requires strict coordination at both the geographic and functional level. This becomes all the more essential as some of these actions may be conducted in collaboration with other components of the Force: security forces, the police, multi-national police force or with the armed forces or indigenous security forces.

The processes thus implemented toward this objective will only yield an optimal result if they are endorsed by local authorities whose actions, as well as those of other parties involved in resolving the conflict, notably the domestic police units and other local contributors (interpreters, intermediaries, various agents...). Without this, they will have no decisive impact whatsoever and these measures may then actually be used directly against the Force.

The following table presents a summary of the possible procedures for action at the center of the population. The most specific among them is developed in Section 3.

	PRESERVE / Securing Physical Areas	DISORGANIZE / Dismantling the Organization
Permanent Posture	Protection Area Control Surveillance, Confinement Re-establishment of Political Authority	Intelligence Control of the Population Moral Isolation of the Activists Cooperation with Security Forces and Local Authorities
Dynamic Posture	Crowd Control Intervention Prevention /Assistance Curfew / Cordon and Search Rapid Intervention	Intelligence Gathering/Searching Apprehension Detention Interrogation Destabilization

Table 1: Summary of the processes that necessitate direct action among the population

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[12] See Section III.3 Mastering Specific *Coin* Operations.
[13] See Annex B.
[14] See Section II.2.2 Planning and Conducting Military Influencing Operations.

II.2 Coordinating information activities at the operational level

II.2.1 Engaging in Coherent Operational Communication

Operational communication is a fundamental lever whose target is **public opinion.** It aims to support the Force's engagement by creating a favorable environment to conduct operations. Its objective is to explain the action taken and to ensure that it is properly understood by the population in order to maximize its support, or at a minimum, ensure its neutrality. To this end, it seizes any opportunity to deliver updated and verified information. On the other hand, it assures a permanent monitoring of the local media in order to detect and fight against rumors and misinformation.

Communication in the theater is always relayed within the context of a global strategy managed by the communications cell of the EMA[15] and disseminated to all operational levels. This guarantees the coherence of the message while applying the principle according to which everyone communicates his mission at his own level. The elements of language, resulting from dissemination of those at a higher level, are then developed in coordination with the Information Operations Officer of the Force and pushed down to the lowest level. In any case, the coherence of the communication requires taking into account the local, national or international idiosyncrasies of the media.

In *Coin*, the **communication network** takes on great importance. It is executed in the context of a planned communication maneuver. It consists of direct communication with the actors and organizations which are more or less directly interested by the operation: administrations, political, economic and religious decision makers, as well as regional, international, government, or non-government organizations. The mission of Public affairs is to identify the actors, develop an organizational chart and coordinate actions with the other cells in the military headquarters in order to build effective and coherent bonds with the environment where the regular forces are engaged.

The presence of journalists on the front lines has become the norm. They are accompanied by Public Affairs Officers the majority of the time. If a team or a journalist unexpectedly shows up in a unit, he is sent over to the Communications Officer for the same echelon (battalion task force Communications Information Officer, the Brigade Public Affairs Officer or that of the Force). The integration of escorted civilian journalists, military multi-media teams and Public Affairs Officers within operational units must be the subject of clear cut orders, laid-out in the Operations Order down to the lowest level (platoon). This requires that these personnel receive a specialized briefing prior to any reporting in a high-risk area.

II.2.2 Planning and Conducting Influence Operations [16]

Any element of the Force exercises, *de facto,* an influence on the human environment which must be coordinated at the operational level by the Information Operations (IO) Officer. Military Influencing Operations are thus planned and carried out by specialists and follow the guidelines of an effects-based strategy which is disseminated to the operational level.

In *Coin*, there are two objectives: **isolate** the insurgents from the population and **break-up** the insurgency. As a result, they seek to back those who support the Force's action, to win over those who are neutral and to block, dissuade or even divide opponents.

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[15] Translator's note: EMA, or Etat-Major des Armées, is the French Armed Forces Staff.

[16] In this realm, the insurgents' ability to be a nuisance should not be underestimated: "If there is an area where we have worked like idiots, and we have shown ourselves to be more stupid than our adversaries, it is certainly in the field of propaganda". David Galula: *Counterinsurgency Warfare: Theory and Practice,* 1964.

➲ Carrying-Out Specific Actions.

This is accomplished by broadcasting selected information to all or part of the population in order to convince them to adopt a behavior supporting the strategic objective. Such actions are supported by tactical psychological teams (TPT) which execute military influencing operations. These teams belong to the theater PsyOPS detachment and are TACON to the battalion task force. Their role is as follows:

- For the benefit of the PsyOPS detachment: conduct intelligence gathering about the environment in order to analyze the targeted population and enemy propaganda as well as measure the effectiveness of military operations of influence initiated at the operational level;

- For the benefit of the supported combined arms unit: the design, preparation and implementation of military operations of influence initiated by a particular unit in order to support its own mission.

The TAA (Target Audience Analysis) cell of the PsyOPS detachment, in close collaboration with the INTEL cell of the level considered, continually follows and analyzes the actions of the enemy's propaganda. These actions may be "disinformation" when their target is the population or "intoxication," if their objective is a hierarchical chain, its decision-making process, or its information systems. Therefore, it is the role of the PsyOPS detachment to draw-up courses of action aimed at countering or neutralizing this propaganda.

➲ Influencing Perceptions.

The influence resulting from each action of the Force must also be considered from the time of initial planning. Indeed, every operation, project or contact, produces effects on the human environment that go beyond the immediate and expected result. The choices of the combined arms commander should simultaneously integrate both physical and psychological parameters. For example, it can be useful to dedicate more troops than is strictly necessary in a cordon and search operation in order to optimize its psychological effect. Civilian-military projects can be concentrated in a sector in order to intensify the presence of the Force in a more acceptable manner than by multiplying the number of patrols. Furthermore, the elements of military influencing operations take cultural factors into consideration in both the development of orders and in the behavior of troops.

Finally, the entire force can inform the population every time they are in contact with each other. This information is supported by the elements of language broadcast by Public affairs or the products developed by the military influencing operations. The different echelons of command, the liaison officers or the CIMIC elements constitute useful conveyors of influence.

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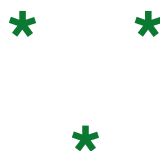
CARRYING OUT

COIN

OPERATIONS

3. CARRYING OUT COIN OPERATIONS

> Beyond securing the theater of operations through actions among the population as previously described, *COIN* planning must include actions strictly **operational** in nature, and centered upon the neutralization of insurgents by taking up the fight against its armed groups.

This fight is part of a global maneuver that follows the **"oil spot"** principle described below[17]. The goal is to gain control over the environment by establishing a **"quadrillage"** of areas that are in the process of being secured then by implementing destructive and annihilating effects through **deterrent pressure** applied in the outlying areas.

These operations demand a flexible implementation, made possible by an ever increasing mobility of the units, as well as an improved reaction-time with the full use of technical capabilities for coordination (particularly those coming from the digitization of the battlefield). *COIN* missions are based upon a strong decentralization of the tactical action down to the lowest unit echelon. The synergy among the branches must be promoted to ensure there is complete cooperation for their various resources.

Significant operational latitude is left to the subordinate units and doctrine is constantly reassessed according to the established lessons learned process[18] because the insurgent methods adapt and evolve very quickly.

III.1 Implementing the "oil spot" principle

Fighting an insurgency consists first **of isolating** the enemy from the general population but also involves **his confinement** to certain areas in the theater of operations and **the restriction** of his movements and access to resources.

Implementing the "oil spot" principle enables the Force to set its sights on these objectives despite the fleeing nature of the enemy, often entrenched in areas that are difficult to access in order to thwart direct engagements. In addition, this process conserves the local population and best uses available troops as a result of the progressive occupation of the terrain.

This principle is based upon three steps:

➲ **1. Organize** space in order to identify areas of effort.

The area of action is organized depending upon the environment, i.e. taking into consideration the division of the organized living areas around a drainage basin converging towards the same market, a valley, a tribe, a town district...

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[17] This principle, originating from past peacekeeping operations, is perfectly adapted to *COIN* because it allows for the occupation of terrain while taking into consideration the very limited strength of current day armies.

[18] Taken from the AAR/Lessons Learned/TTP cycle or "BOLO" (Be On the Look Out) instituted in Iraq by American Forces in order to disseminate the latest enemy tactics and to learn how to counter them.

Thus, there is a differentiation between three types of space:

- The first one can be entrusted to local units or self-defense forces and where the focus is mostly on reconstruction **(stabilized areas).**

- The second one must be occupied (effort) due to its importance linked:
  - To the nature of the environment discussed above;
  - To the communications network which must allow access to all areas;
  - To potential enemy areas of refuge which must be accessible to friendly units.

A "quadrillage" of this type of physical space is set up in order to provide a hierarchical organization of the territory and to ensure the protection and control of the population while facilitating offensive actions, if necessary, at any given moment.

- The third type of space is not worth occupying due to the disproportionate means required, is of no strategic interest, or is impossible to cover.

➲ **2. Secure** the areas where a "quadrillage" has been established and apply a **deterrent pressure** along the borders; normalize the stabilized areas.

➲ **3. Exploit** the results achieved with the previous step.

Establishing security and normalization in the controlled areas frees-up operational assets which benefit from a re-organization of the space in order to spread the "oil spot".
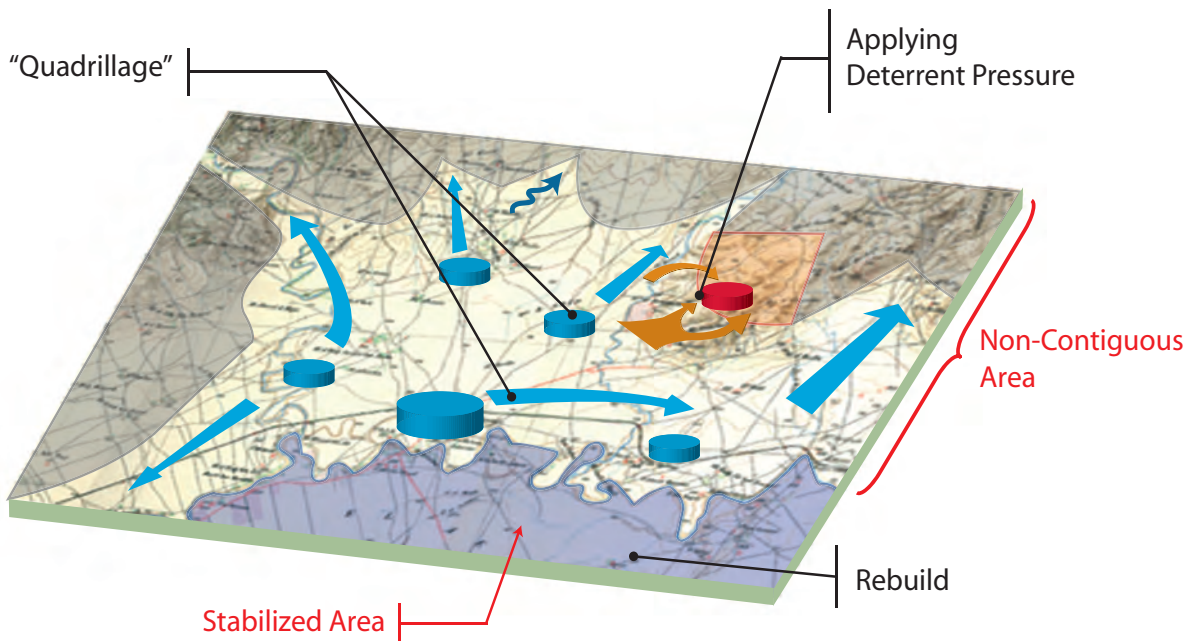

Figure 3-1. The "Oil Spot"

III.2 Knowing *COIN* tactics

III.2.1 "Quadrillage"

The primary objective of area "quadrillage" is to protect the people, their assets in general, and the economic life of the country. It helps take advantage of the insurgency in terms of influencing the population and pursuing the course of daily life. It thus opens the way to normalization.

Beyond the general safety resulting from "quadrillage", it is important in *COIN* because it compartmentalizes the insurgency and contributes to the control of the environment.

> **"Quadrillage"** is a more or less dense arrangement, laid out in sectors relying upon a network of outposts linked together by the principal lines of communication.

⮑ It operates at several levels: from the protection of sensitive points of interest to that of the combat area itself. The ultimate area to be defended is the border. Containing the theater of operations by sealing off the area in order to prevent all outside infiltration and retreat by insurgents is a fundamental operation [19].

- The **population** is the primary factor for determining the required level of forces [20]. "Quadrillage" facilitates a prolonged interaction between the population and the Force, and if their actions are properly supported by the political, administrative and military authorities, it will earn the confidence of local inhabitants and increase the sources of information. The troops also become familiar with the terrain and, in so doing, limit their handicap against an enemy who already knows it perfectly.

- **Logistics requirements** also shape the grid arrangement, especially given the constraints stemming from its permanence and vulnerability. Axes of communication, bases and warehouses, as well as economic centers must be kept under close surveillance.

However, the protection sought through "quadrillage" remains subject to **a double balancing act:**

- Between the physical protection of troops and the capability to exert influence on the environment;
- Between assets dedicated to protect vulnerabilities [21] and the capability to fight the enemy.

> This is why the "quadrillage" layout is **strictly limited** to major objectives and complemented by local forces. This is how the forces required for intervention are **spared.**

⮑ The master plan to construct a "quadrillage" grid is subject to the following logic:

- An outpost watches over a given area.

  - Its location adheres to the prevailing guidelines just described to lay out a "quadrillage" while considering the following tactical requirements: preference is given to installations on the outskirts of town to avoid putting the population at risk; areas should be covered by supporting fire; logistics constraints [22] should be minimized; and, the plan should benefit from local reinforcements.

  - It is occupied by a combined arms unit with its own autonomous air-land and logistics assets. This unit may have reinforcements at its disposal in the command and control, intelligence and psychological operations capabilities. Nonetheless, the consequences of this reinforcement is a multiplication of capabilities and a duplication of equipment (doctors, radar, drones, communication systems, liaison and observation teams, surveyors, MHE [23] that must be balanced with the need to last over time as well as support and relieve these assets.

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[19] An armed insurgency will not succeed without external materiel assistance, even human, that is both organized and powerful.

[20] According to an ideal ratio of 1 per 50 inhabitants, see the issue of *FT02 Tactique Générale* (French Army *FT02 General Tactics)*, CDEF July 2008.

[21] Such as logistics, specialized units or sensors.

[22] For example, British Forces use the time needed to evacuate a casualty to a field hospital as a determining factor (golden hour).

[23] MHE: Material handling equipment such as forklifts.

- The outpost has an effect on:

- **The population** by its mere presence acts as a form of outreach (Psychological Operations and social welfare), of security-building (static and mobile surveillance, control), and a form of sovereignty; such presence must be permanent in the long term and dissuasive, most notably, by maintaining intervention forces.

- **The enemy,** by concentrating the threat, which is often spread out. The outpost becomes a motivating target and generates a concentration of enemy forces, which, in turn, become subject to the fire power of regular troops. This fire power, however, needs to take into account the overall environment of the outpost as well as the reversibility of the unit's actions.

- **Force Protection** as a function of a classic compartmentalized organization (neutral area, buffer zone, shelter) including the building and hardening of facades, control of weapons use, the control of entry and egress points and specialized means of surveillance (electronic detectors, cameras, radar, remote sensors). Force protection also takes indirect threat into account (counter battery radar) and landing strips for helicopters.

- **Protecting the lines of communication** spares large numbers of troops from escort duties or sabotage prevention. It also encompasses the work of engineers who can restore interrupted routes in an emergency.

- The presence of a **network** of outposts will hinder insurgent activity in the protected area and will prevent the growth of the insurgency. This <u>long term</u> presence also contributes to the acquisition of extensive knowledge of the terrain like the inhabitants have, and to the control of the environment. On the other hand, abandoning a particular area constitutes a blatant disregard for the population and only serves enemy propaganda.

The **format** of choice for units in charge of a "quadrillage" is the battalion Task Force, particularly one with a strong infantry component; it is most able to lead the force protection missions and be powerful and flexible enough to assume the multiple tasks imposed by the insurgency.

In order to rationalize the use of such Task Forces, the decision to reduce their weapons load and reinforce them with PROTERRE[24] units can be deemed appropriate. Technical surveillance assets (remotely operated weapons, cameras, drones…) and jamming devices can compensate for a lack of troops, especially to protect the lines of communication.

Giving the upper hand to the enemy is a risk associated with managing a <u>strict "quadrillage"</u>. The immobilization of troops may result in the confinement of forces, and in so doing, allow the insurgency to increase its recruiting and popular support, especially in poorly protected or even abandoned areas. Therefore, "quadrillage" is the preliminary component needed to exert deterrent pressure beyond the controlled areas in order to counter the insurgency game plan. It is not a sufficient *COIN* measure by itself since it does not result in overpowering the enemy.

> "Quadrillage" relies on the following missions: surveillance, control, scouting, reconnaissance, protection (convoy, population, and individuals), interdiction and cordon and search operations.

III.2.2 Applying Deterrent Pressure

Revisiting the "oil spot" metaphor, applying pressure will spread the oil accumulated throughout "quadrillage". Deterrent pressure is, therefore, essentially offensive in nature; it consists of juxtaposing the assets capable of destroying insurgent forces on their own turf with those of "quadrillage" (which are dedicated to control missions).

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[24] Translator's note: PROTERRE missions are basic infantry, non-specialized tasks that all military units must be able to perform after some training, i.e. conduct surveillance, hold, interdict, support, cordon and search.

➲ Without intelligence, it is impossible to effectively apply deterrent pressure. **Intelligence** focuses its efforts on decisive objectives. It is acquired simultaneously by specialized sensors but also by the permanent and reassuring presence of units operating in "quadrillage".

The objective is first to measure the degree of "contamination" in the various sectors and townships in order to identify the refuge areas where offensive actions may be conducted. This measurement is the responsibility of the intelligence network; its implementation constitutes one of the top priorities. Any incomplete or erroneous data will lead to mediocre results during operations if not their outright failure. The disbanding of the enemy and the expanse of the territory in which he moves may be such that only in-depth and diverse intelligence gathering missions can result in the generation of good quality information.

➲ Deterrent pressure is put to use then by trying to create **insecurity for the insurgent forces in their own territory** in order to force them to constantly be on the move and, in so doing, deny them the freedom of movement that is so crucial to guerilla warfare. In some way, it consists of using guerilla tactics against insurgents in order to destroy them, but using force proportional to the threat and with careful selection of objectives.

A permanent presence must be used against the enemy, one that is diverse and able to create a feeling of uncertainty. This method consists of adding, even substituting, large-scale operations intermittently led in refuge areas, with the pressure of a general counter guerilla action which constantly places the insurgents in an unsecure environment.

The tactics used by the combined arms units, sometimes joint units in coordination with Special Forces, try to localize the insurgents, then, if possible, pin them down in order to facilitate a major targeted operation. They consist of:

– Positioning units at outposts on the edge of the areas where a "quadrillage" has been organized in combination with protective measures, as well as control of the population, restoring essential services and Psychological Operations;

– Locating enemy positions;

– Pinning down the enemy to facilitate an air-land operation;

– Destroying the enemy (either autonomously or with rapid deployment forces);

– Preventing the reconstitution of the enemy's fire power and personnel strength and, maintaining the presence of regular forces.

The capabilities indispensible to *Coin* warfare form a structure that is tailored to the mission as well as the mobility and quality of the command and control systems. When the unit committed matches or exceeds the level of the enemy forces, this can lead to the destruction of the insurgents through the best possible use of the element of surprise. Whatever the tactical procedure used, the insurgents should only be engaged in the context of an overwhelmingly favorable situation.

Indeed, if **surprise** is an important factor for success in classic operations, it is virtually the only factor in *coin*. In war waged among the population, the support of locals for the insurgents can be crippling, thus, **discretion** becomes a must. The choice of operational areas and plans must stress the advantage of night-time operations, adverse terrain and conditions, and take into account the usual civilian activities (markets, popular spots...) as well as cover up any tell tale signs of the Force (logistics, local support...). Specific support assets (drones, jammers) can enhance stealth. And, **measures of deception** must be included in the engagement's preparation. In any case, the element of surprise is better achieved by combat methods as opposed to an uncertain amount of discretion: such methods depend upon the speed at which intelligence is exploited as well as how rapidly the action can be prepared and coordinated.

Deterrent pressure is based upon the following missions: reconnaissance, cordon and search, intercepting, seizing, neutralizing and harassing.

	"QUADRILLAGE"/Control	DETERRENT PRESSURE/ Destruction of insurgents
Permanent Posture	Force Protection (convoy, population, individual) Control (influence, area) Surveillance (lines of communication, borders), Confinement, Interdiction	Intelligence Protection, Control Cooperation with Local Security Forces and Authorities
Dynamic Posture	Scout, Reconnaissance, Cordon and Search Rapid Interventions	Reconnaissance, Seizing Cordon and Search Harass, Intercept, Neutralize

Table 2: Summary of COIN combat measures

The global maneuver required in a COIN operation is outlined below by Colonel Roger Trinquier in the announcement of the following principles and capabilities, in his book: **Guerre Subversion Révolution** [War Subversion Revolution] (Robert Laffont, 1968).

➢ The three basic principles which the Army will always have to use against any guerilla are:
– Cut-off the insurgents from the population.
– Mobilize the population to prevent any offensive comeback by the enemy.
– Make shelter areas inaccessible to guerilla units.

➢ The battalions committed to the operations must be equipped with:
– Medical teams to administer first aid to families and sick children.
– Social workers to quickly resolve the most urgent social cases.
– Psychological Operations teams to explain to the inhabitants the rational behind the actions being conducted [...] ; and also exploit all the situations, all the incidents created by the operations to undermine the moral of insurgent forces.

III.3 Mastering specific COIN operations

The overwhelming importance of the environment and the enemy's ability to disappear compel the need for certain tactics (patrols and curfew) and to complete routine missions in order to control the area. The missions more characteristic of COIN are notably those required to exert deterrent pressure – combing an area, harassing and intercepting – and which most often depend upon the ability to seal-off the place in question.

III.3.1 Managing the Environment

III.3.1.a Patrols

The basic mission conducted by the troops in theater is **patrolling.** It combines multiple effects with regards to intelligence gathering, communication and increasing violence in increments. Its role consists of gathering intelligence, identifying and arresting suspects and neutralizing hostile elements. There are two types of patrols differentiated by their goal:

- *The reconnaissance patrol* which switches between on-foot patrols and motorized patrols if the choice is to be in contact with the population or ensure self-protection. Foot patrols are necessary to acquire knowledge of the area, reassure the population and promote contact with it, but also to identify IEDs. Motorized patrols can actually foster resentment from the population. Visiting isolated communities enables intelligence gathering – following a precise search plan – and reassures the population. Sector searches and setting-up improvised road checkpoints may be necessary.

  Understanding that the Force is under constant watch by insurgents, the unpredictability of patrols is essential for their efficiency and their own safety. **Routine movements will be exploited by the enemy.**

- *The patrol in close proximity*. Its role is primarily to establish a presence, reassuring the population without disturbing its daily life.

In addition:

- Observation posts allow for discreet surveillance. Such surveillance is conducted under the cover of reciprocal support and a Quick Reaction Force (QRF) that is immediately available.

- Aerial patrols (Army Aviation, drones) can be used to cover large areas or precede a patrol or convoy. The use of infrared cameras allows data gathering in real time, both day and night, and monitors movements and overall activity.

Ground patrols may be joined by a tactical psychological team (TPT) in order to disseminate military influencing operations' products tailored to the patrol type and precise objectives. Moreover, the availability of the TPT component allows for data gathering on the overall environment which will enable analysis of the impact of operations in the area involved. The means of execution, however, will have to be clearly communicated by the combined arms Commander in order to avoid undesirable consequences.

III.3.1.b Establishing a Curfew

Action in the area of operations can be expanded due to the need to re-assert control of a section after serious disturbances, to facilitate parallel initiatives now and then or to wreak havoc on the enemy organization by making its movements difficult. It then becomes necessary to establish a curfew which may be general and imposed upon a large area, or restricted to a particular sector that is clearly defined, such as a downtown.

In the theater, the curfew is officially announced by the Force Commander, either by referring to the ROE or to military doctrine. If the ROE allows it, any military authority in charge of controlling an area can impose a curfew for security reasons. The actual declaration must include the applicable methods and the duration for the curfew. These specifications are necessary to guarantee the legal protection of the troops who will enforce the curfew and inform the population.

The **rules for implementation** are as follows.

- Planning for a curfew determines the duration, the area affected, the borders, the necessary level of troops and the administrative provisions while considering the overall civilian environment to limit any inconvenience or hardship. Domestic activities, the local lifestyle and the timeline for implementation are also necessary in order to determine the rules for the curfew [25].

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[25] The following challenges need to be considered: shortages in the residential water supply, food shortages in local stores, the need to buy basic home supplies, food deliveries, residential garbage removal, heating fuel, lighting and cooking, treatment of the sick and pregnant women, care for farm animals and managing farming work, shortage of sanitary installations, welfare of refugees and the homeless…Understanding the local customs and way of life will also be useful to determine the length of the curfew, such as: the time at which people usually get up, go to work and return home or store hours (opening/closing).

- These rules, along with the guidelines for control, are disseminated by the appropriate means (in particular, those of the détOMI through posters, distribution of fliers, FM broadcasts and public address systems). The local administration is responsible for issuing passes. Individuals in charge of essential services must be able to move around.

- Imposing a curfew requires close cooperation between civilian, military and local police authorities. This is carried out through the use of a common command post.

- The curfew implementation calls for cordon and search teams, mobile patrols and fixed outposts to be set-up quickly. The number of fixed outposts can later be reduced and the curfew principally enforced by mobile patrols. A static element [26] positioned on roof tops may be necessary to keep an eye out for illegal movements between dwellings and to provide cover for the patrols. A screening system is put into place to control residents coming in and non-residents exiting the sealed-off zone.

The offenders are stopped, searched and turned over to security forces together with proof of the infraction according to the procedures in place [27].

III.3.2 Cordoning-Off an Area

The act of cordoning-off an area is limited, initiated through targeted intelligence, completed by technological assets and above all carried out in secrecy and with an element of surprise.

> **Cordon-Off:** A mission which consists of, by means of a continuous plan established along a designated line, the isolation of a portion of terrain in order to deny its crossing, or at the very least, to warn of any intrusion by the enemy.

⮑ *Goals*

– Isolate a particular objective based upon intelligence;

– Cut the support for the insurgency and its influence on the population;

– Establish a plan to support **neutralization** and **search** operations.

⮑ *Basic Principles*

– **Gaining the upper hand** is achieved through:

- The element of *surprise,*

- The *confinement* of the enemy by discreetly implementing an in-depth monitoring area of a well-defined area beyond the limit of the cordoned-off area,

- *Intervention* by prepositioning elements responsible for the interception (of the insurgents), security (of the population) and exploitation.

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[26] It can, for example, be reinforced by a RADINT element for surveillance.
[27] See Annex B.
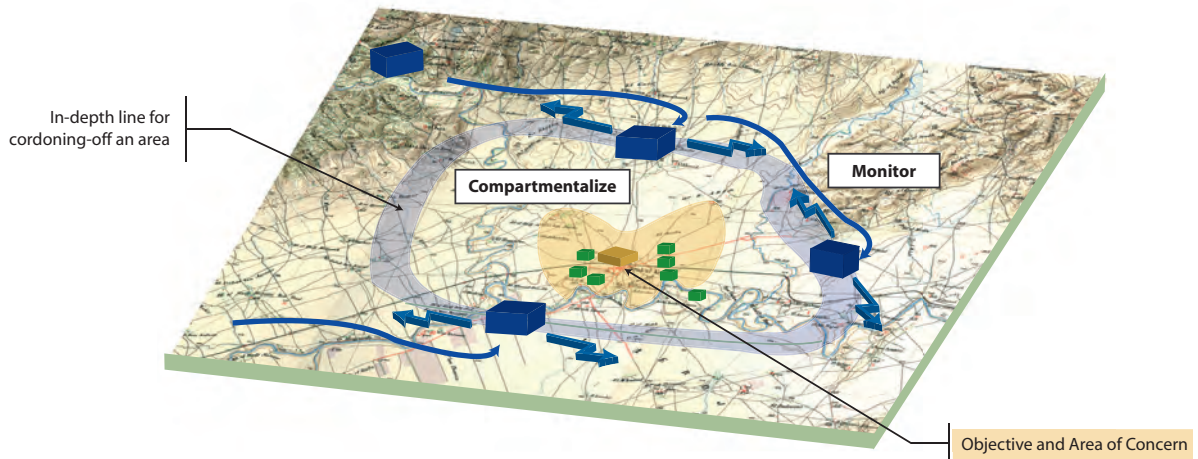
- Producing the effects results from:

  - *Isolating* the enemy by establishing an inner cordon consisting of a line of outposts including the erection of check-points (fortifications, but mostly armored) and the implementation of curfews in towns,

  - *Fixed surveillance* done by mobile patrols between outposts which gather intelligence,

  - *Interdicting* any attempts to infiltrate or exit the area with the support of a rapid deployment force in reserve,

  - *Capitalizing* on the enemy being cut-off by:

    · Completing the cordoning-off action with a search operation, a targeted neutralization or even an evacuation of forces or of the population,

    · Gaining the support of the population,

    · Organizing intelligence gathering about the insurgent forces and their resources.
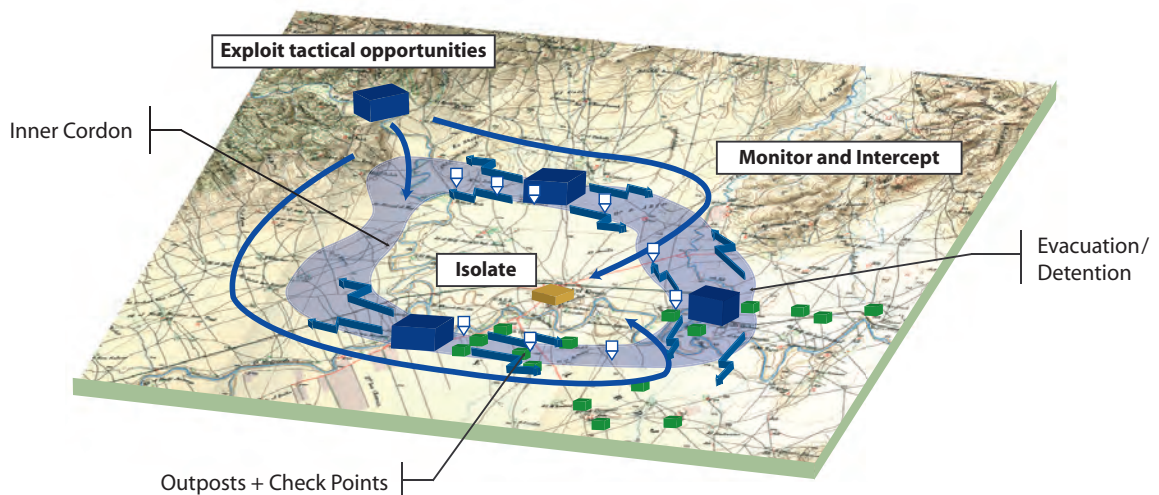
Figures 3-2. The Processes for Cordoning-Off an Area

⮌ *How to Conduct an Operation to Cordon-Off an Area*

– Cordoning-off an area requires reliable intelligence. Its execution will ensure the element of surprise, rapidity and also maintain the good will of the population.

The methods of execution must therefore include:

· A thorough **reconnaissance** of both the terrain and the environment during the preparation and the initial phases of execution,

· A rapid implementation,

· A **Close internal cooperation** between the unit engaged as well as the civil administration when operating in inhabited areas and with the local forces. The use of local forces must be acceptable because they can contribute to the refining of intelligence data during the early phases of the mission, respect cultural constraints linked to this type of operation carried out close to the population or act directly by relying upon their unique knowledge of the environment,

· A **disengagement** plan to avoid any bogging down and alleviate any resentment among the population in urban areas.

– The cordoning-off unit is **organized** around the following principles:

· *A command* post which coordinates all of the components (including the specialized ones: police forces, operational search teams...) and ensures a good rapport with the local authorities,

· *An interception* component which prevents any intrusion from the outside and which intercepts any attempts to escape by setting-up an inner cordon; a reserve Quick Reaction Force (QRF) is established out of hide or from external reinforcements to strengthen the barrier, intercept, or control disturbances in the cordoned-off area,

· A component for *exploitation* that is equipped with all materiel and human resources in order to attain the final objective,

· *A safety* component which, as circumstances or context dictate, may have the following duties: escorting suspects, protection of temporary detention centers, identification and initial interrogation, medical teams, Psychological Operations or CIMIC, interpreters, collecting lessons learned.

– The effectiveness of the cordoning-off operation is largely reinforced by the use of air-ground assets; it is ensured both inside and outside of the sealed-off area;

– When the unit of exploitation crosses through the cordoned-off area, it must be prepared and coordinated. In all cases, the actions of compartmentalizing and exploiting the area must be **distinctly kept apart** from one another;

– Psychological Operations, tailored to the situation, can complement the effects of cordoning-off an area;

– The **control** of the sealed-off area leads to a filtering of the population, a process that must adhere to specific rules, especially when it comes to the possibility of arrests or captures. The management and interrogation of displaced or captured individuals must be anticipated. Additional means of evacuation, monitoring and transportation must be planned for in advance, as well as temporary detention centers.

There is, however, one category of people or vehicles which enjoys a freedom of movement that is guaranteed by the conventional framework international law. It primarily concerns ambulances from the local chapters of the Red-Cross and Red-Crescent as well as vehicles from the International Committee of the Red Cross when they are assisting the civilian population. Other organizations can be granted safe passage in and out of the area if they are considered impartial. However, these vehicles can be searched or escorted to ensure that they are not used for other than humanitarian purposes.

Additionally, it is impossible to keep a civilian population particularly exposed to the violence of war in a pre-determined area. It is also impossible to force a civilian population to stay in a camp; only individual detainments are possible.

III.3.3 Search Operations

Search operations are subject to the same constraints and requirements in their preparation and execution as those of cordoning-off actions which they follow.

> **Searching:** A mission consisting of looking methodically, in an area or specific zone, for any enemy forces or equipment, documentation, caches or means of sustenance.

⊃ *Goals*

– Search, capture and even neutralize insurgent components which have infiltrated the population or taken refuge in friendly areas;

– Interrupt hostile clandestine operations or quell their influence;

– Locate and seize equipment, infrastructure, weapons or ammunition used by the adversary.

⊃ *Main Principles*

Intelligence gathering is a prerequisite to the initial operation. It helps determine objectives, anticipate hostile reactions and consider possible effects the operation may have on the population.

– **Gaining the upper hand** is achieved by:

- The confinement of the enemy by cordoning-off an area,

- Freedom of action by getting support (i.e. convoy escort).

– Producing the **effects** results from:

- Compartmentalization through the simultaneous maneuver of two echelons starting at the periphery and moving towards the center or by converging columns,

- Systematically taking control of the area being searched followed by the actual neutralization of the insurgents or the seizure of their resources,

- Capitalizing on the improved morale gained from the operation:
  · Either by taking advantage of the weakening in the enemy's military and materiel capabilities locally in order to rally the population and thus, hurt the "organization" which supplies, informs and supports the morale of the insurgents,
  · Or subsequently by winning over local chiefs or armed groups in order to ensure the safety of the population.
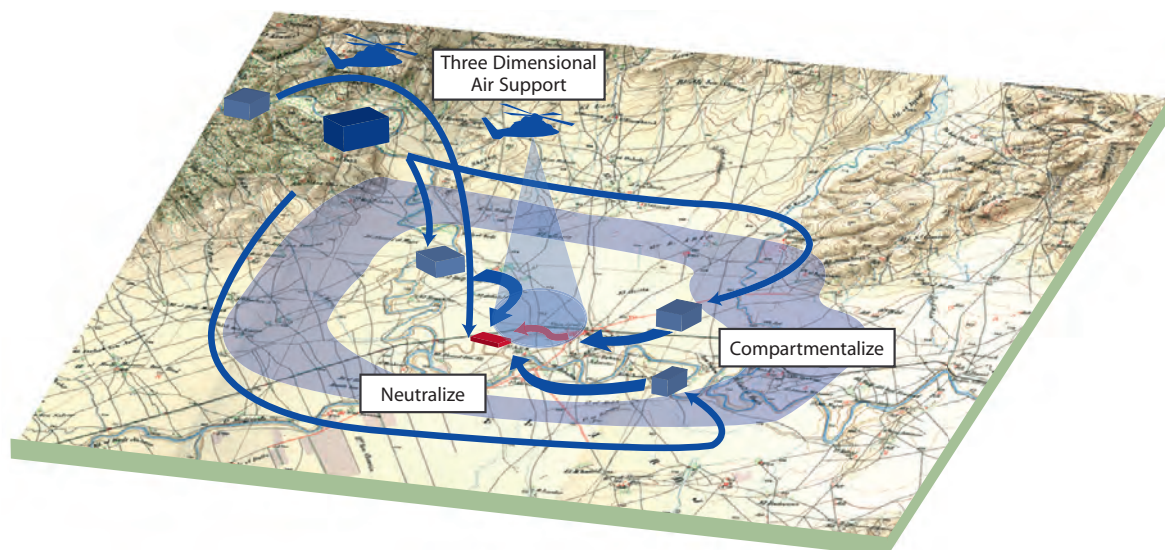
Figure 3-3. The Search Process

➲ *How to Conduct a Search Operation*

Planning a search determines the area of operations (AO) and targets, support elements, the goals to achieve, the course of action (maintaining the element of surprise) and legal aspects.

– The shape and size of the **AO** depends upon the following criteria:

· Editing information based upon the intelligence received regarding the make-up and disposition of the targets,

· The nature of the physical and human environment which emphasizes the distribution and behavior of the population, refuge areas and the sectors conducive to facilitating an escape.

The search is tailored – especially in urban areas – so that the unit is able to ensure total control of the area. In some cases, only one sector is chosen as the object of the search in keeping with the main effort to pursue the objectives in question.

– A search cannot be thought of as a **stand alone** operation, it requires:

· A cordoning-off operation that interdicts routes leading to townships or zones with hide-outs, controlling the environment of the sector and protecting the search operation,

· A QRF in reserve, either organic or external (helicopters or armored vehicles), capable of intercepting a fleeing enemy,

· Specific **types of support:** detection assets (radar, airborne monitoring) to guide the search teams and methods (airborne monitoring, electronic maneuver support, canine units, operational search capabilities...).

– The **processes** must include:

· A total discretion during preparation and deployment (which requires timelines) followed by a reconnaissance of the objectives,

· A swift execution with seamless **coordination** (to avoid mistakes, strict identification measures will be put into place.), including coordination with the civil administration in populated sectors and with the local forces,

· The planned organization for withdrawal and assistance in the rearward passage of lines.

As discretion is usually difficult to maintain, it must be complemented by **deception**[28] and counter-intelligence actions. During its implementation, the process must also try to mislead the enemy or population. For the same reason, its execution is decentralized to avoid signaling that a major operation is in the works.

– The search phase can be planned either in the presence of the **population** or after its evacuation.

· The latter is best if a violent reaction from the enemy is anticipated. Screening refugees and required logistics support must also be planned for in cooperation with the unit cordoning-off the area but, this will facilitate the search,

· Keeping the population in place requires a tighter coordination of the various elements as well as better command and control of the operation. This scenario results in increased vulnerability but can make it easier to acquire intelligence.

– The legal framework of a search mission is almost identical to that which defines the relationship between the armed forces and the civilian population. Respect of individuals and their belongings are the priority.

Identification checks as well as operational searches are acceptable as long as they abide by the legal framework adopted for that type of operation. These operations are either under the jurisdiction of the Law of Armed Conflict or have been expressly allowed by a Chapter VII Resolution from the Security Council (as in the case of Resolution 1244, Kosovo 1999).

The confiscation of goods must be strictly supervised and documented. Failure to do so could be considered as looting.

Historic Example:
Cordon and Search Operation
in the FEDJOUJ djebel
on 9 December 1957.

Facing two insurgent companies located through intelligence, a "clean-up" operation was launched. An area was cordoned-off between 9:00 and 9:40 after an artillery barrage and the positioning all units simultaneously on all sides, by helicopter, armor and elements on foot. (Note: An Airborne Task Force, delayed by a rough terrain, was replaced by other units from within the area during the action).

A Piper Airplane spotted the insurgent positions at 10:45; they were then pinned down by artillery fire.

At 12:15, the search operation started with the airlift (by helicopter) of three companies reinforced with one company in reserve. After capturing the insurgent refuge area at 12:30, the search was completed by the intervention forces from the unit that conducted the cordoning operation.

The operation was remarkable due to the quality of the initial intelligence and the perfect coordination of the various assets and their respective support. The attached outline contains lessons learned from this epoch.

LESSONS LEARNED

The battery has on different occasions used artillery fire guided by a Liaison and Observation Detachment (Artillery forward observers) with remarkable results.

Air to Ground fire has been particularly timely, rapid and effective thanks to the quality of continual aerial reconnaissance and excellent communication between the Aerial Command Post in a Broussard airplane and the forward *JTAC (Joint Tactical Aerial Command)* positioned next to the operational HQ.

Important assets are necessary to quickly obtain decisive results in a terrain which is very mountainous, highly compartmentalized and divided by deep ravines isolating steep ridges.

Transport helicopters enabled quick maneuvering close to the enemy. Their action was a decisive factor for success.

The operation took place at an intersection of four sectors controlled by three different areas; it required close coordination in both the preparation and execution.

The adjacent sectors were listening on the tactical communications network. This enabled the BATNA sector to stay informed of any significant delays encountered by the advancing unit and to request a replacement in a timely manner.

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[28] This consists of, for example, providing false indicators to mislead any preparations and replace them with reconnaissance patrols, requests for advisors and deployments carried out without discretion in other areas.

III.3.4 Harassing

Harassing requires timely and <u>precise</u> intelligence which enables the Force to bypass the previously described processes in order to quickly launch coercive actions against the enemy.

> **Harassing:** a mission consisting of restricting enemy action for a period of time, in a particular area or following a precise itinerary, and creating an unsafe environment that will facilitate enemy interception. Harassing can be achieved: through fire-power, by commando raids and ambushes, and by road blocks.

⊃ *Goals*

– Weaken the enemy by multiplying the number of commando raids and ambushes against him;

– Create opportunities to detect his presence or capture his assets and force him to be revealed;

– Show the Force's presence and, in so doing, indirectly give the population confidence;

– Force the insurgents to move and divide up their area of operations.

⊃ **Processes**

– Gaining the upper hand is achieved by:

- Detecting the enemy by the use of a more mobile reconnaissance element,

- Causing the enemy's expulsion from an advantageous position (particularly through the use of fire support) to increase his vulnerability,

- Intervention takes place through the use forces that intercept/neutralize.

– Producing the effects results from:

- Confining the enemy by setting up a barrier,

- Isolating the enemy through an enveloping maneuver that will facilitate his interception,

- Deploying a support element,

- Neutralizing the insurgents by intercepting them through raids or ambushes,

- Capitalizing on the advantage gained in morale, whether it is from the search operation, in order to rally the population and negatively impact the "organization", or to deny the insurgent forces the benefit of a terrain which they usually dominate.
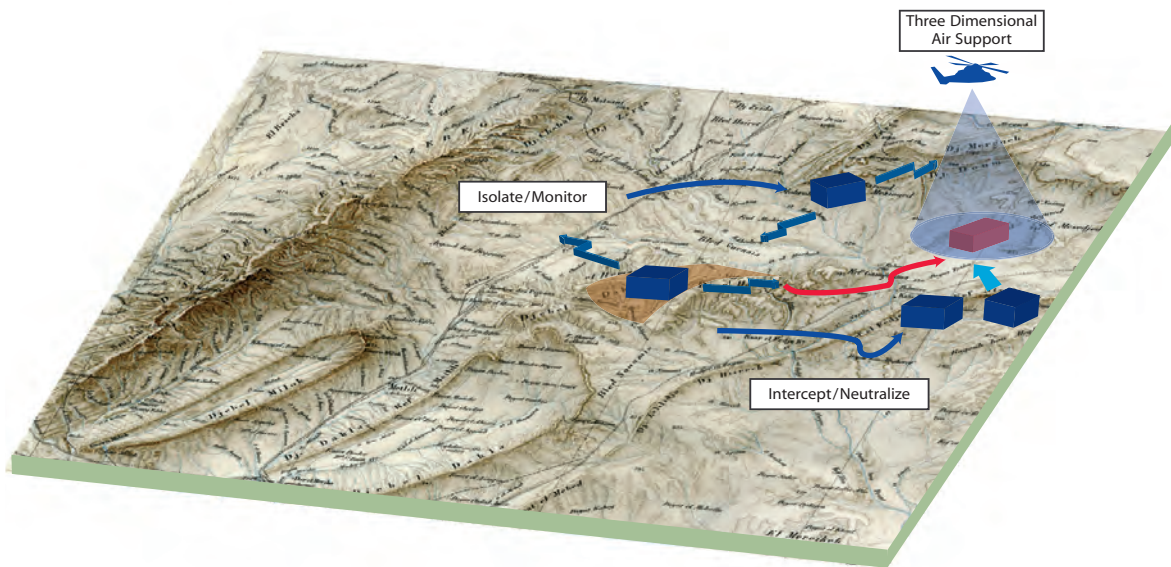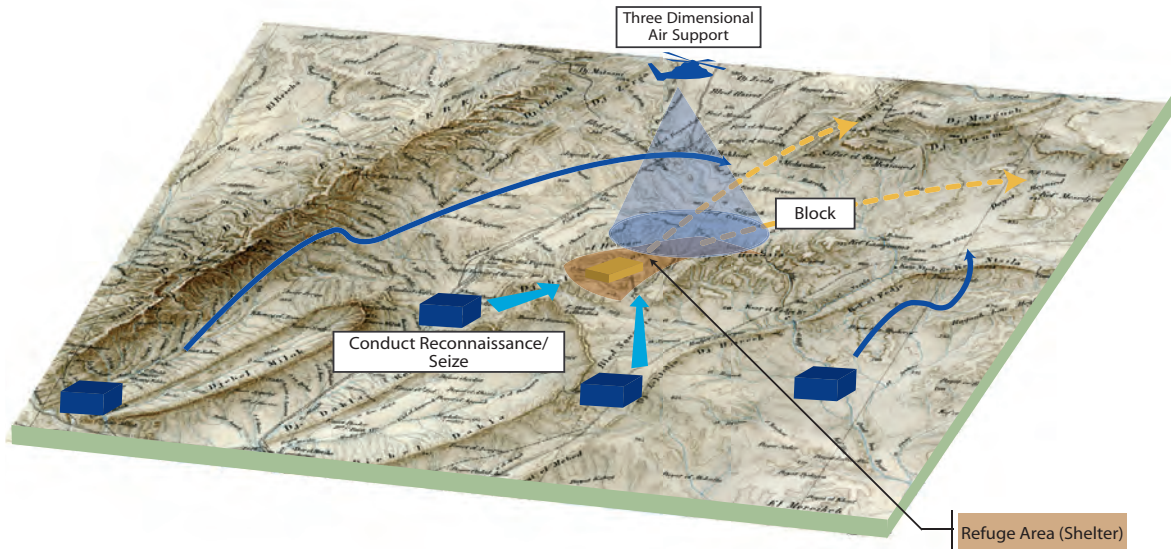
Figures 3-4. The Harassment Process

⊃ *How to Conduct Harassment Operations*

Conducting harassment operations requires the exploitation of intelligence data, discretion during the preparation phase, using deception, the deployment of units from two different echelons travelling along separate routes to improve the chances for enemy interception, and close internal/combined arms cooperation (patrolling armor units, indirect fire support and intelligence).

As soon as contact is made, the Forces put constant pressure on the insurgents to deny them any freedom of movement and to provoke a careless mistake on their part that will facilitate their capture. Such pressure requires that they quickly react and remain mobile [29]; the **combination** of ground action and air transport support provides the best results.

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[29] Motorized means should be used as much as possible (i.e. discretion and contact).

III.3.5 Intercepting

Intercepting the enemy is an operation that specifically ensues from harassment.

> **Intercepting:** a mission consisting of destroying, or at a minimum, neutralizing adverse elements that are concealed, infiltrated, or in the process of infiltrating or fleeing a given area.

⊃ *Goals*

– Destroy or neutralize a mobile enemy by ambushing him;

– Destroy or neutralize a concealed enemy and his resources by raiding them;

– Neutralize a system known to be linked to an insurgent organization (thwart a meeting of secret agents, destroy or seize a temporary resource…);

– Obtain information about the insurgents.

⊃ *Basic principles*

In addition to the element of surprise, there is an essential prerequisite: intelligence.

– Gaining the upper hand is achieved by:

- A reconnaissance element establishing contact with the enemy; it may be the outcome of a prior operation with the mission to dislodge an insurgent group from an advantageous position and intercept him during his attempt to escape,
- Intervention by the deployment of neutralization and support units.

– Producing the effects results from:

- Isolation of the enemy by covering measures,
- The neutralization of insurgent elements or their resources by conducting raids or ambushes. No insurgent group, no matter how small it may be, should be ignored,
- A unit providing support and assistance in the rearward passages of lines,
- Capitalizing on the "subjective" advantage of an interception. The insurgent does not fight over the terrain because it is the destruction that counts the most to make a political or moral impact: *an insurgent kills one at a time and does so with certainty.* The advantage gained in this type of subjective struggle must be emphasized to hurt the insurgency's military potential and prestige.

III.3.6 Engagements in the Urban Area

Conducting operations in urban areas presents **certain** threats: towns enable insurgents to optimize the use of light arms[30], hide among the civilian population and use the media to their advantage.

⊃ Regular units are therefore confronted by **difficulties** linked:

• To the threat:

- Identifying insurgents and pinpointing the origin of enemy fire,
- Immediate response with indirect artillery fire,
- Addressing anti-armor threats,
- Addressing the threat of sophisticated IEDs.

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[30] They benefit from their knowledge of the terrain and, when in a city, make use of a large variety of weapons: traps, Molotov cocktails, anti-armor rocket launchers, suicide bombers, rigged vehicles, snipers, large gatherings, obstacles and barricades…

- To the physical environment:

  - Rapid assessment of the situation and coordination for combat,

  - Maneuverability of motorized units,

  - Three dimensional combat and the identification of buildings,

  - Maneuvering among the population and handling hostile crowds,

  - Managing logistics and casualty evacuation.

➲ Deployments in an urban area must be meticulously planned:

- With the acquisition of intelligence gathered through a variety of sensors (electronic data acquisition support, use of drones for reconnaissance and target acquisition, infiltration of agents (HUMINT) etc.);

- By constantly updating maps, including aerial photographs and detailed reconnaissance on the ground (current schematics plus the numbering of buildings' entrances) to benefit the entire ground and air assault rapid reaction forces;

- By a suitable logistics support plan.

They rely on the intervention of combined arms units that are predominantly comprised of infantry. The manpower commitment can be significant to obtain a very favorable ratio of power (10 to 1). The operational unit of choice is the task force (below the tactical level) equipped with tanks, armored personnel carriers and Combat Engineer Vehicles. Each unit may be joined by a Psychological tactical team equipped with Public Address Systems in order to handle the population remaining in the area of operations and limit collateral damage. In addition, this can adversely affect the morale and discipline of the irregular forces who could possibly be surrounded and then, cause them to surrender or to defect.

➲ This type of operation usually unfolds in five distinct phases:

- An **approach** phase simultaneously carried out along several routes in order to push the insurgents towards their withdrawal areas.

- A **cordoning-off** phase which applies to sensitive areas (refugee camps, historic downtown areas…) with the establishment of checkpoints (with armored vehicles) and curfews.

- An **exploitation** phase to neutralize or detain the insurgents and other suspects who should be immediately interrogated by specialized teams.

- A systematic **search** phase to quickly take advantage of intelligence acquired (arrests, seizure of documents/weaponry and the destruction of terrorist infrastructures).

- A **disengagement** phase to avoid getting bogged down and being resented by the population.

The exploitation phase is conducted in a very decentralized manner (down to the squad level) by allocating, from the outset, areas of operation without concern for alignment but, separated by safety corridors in order to avoid casualties from friendly fire (for example, two parallel streets). Intervention is conducted with an ever creative mindset and frequent posture changes (patrols, ambushes, suppression of any resistance…) and combining mutual support from different units and helicopters. The goal is to maintain constant pressure on the enemy.

Where possible, the entire population should be evacuated: women and children should be gathered at pre-arranged sites under the responsibility of international or local authorities and adult males should be systematically interrogated by specialized teams. Their basic needs (lodging, food) must be met and living quarters should not be damaged so far as possible.
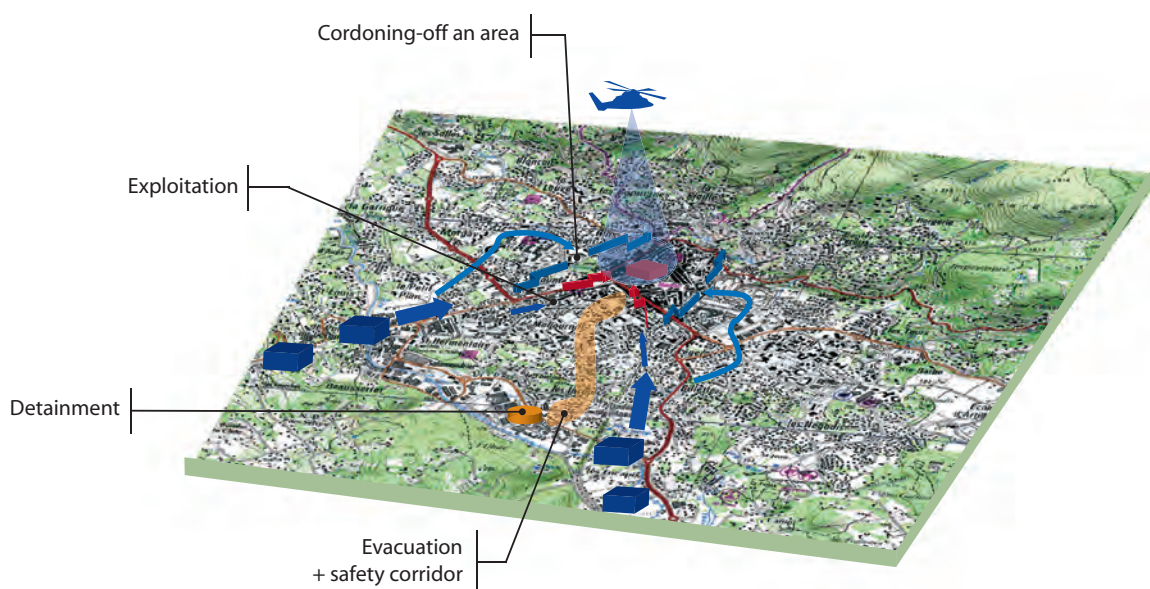
Figure 3-5. Combat in Urban Areas

There is no specific legal framework with regards to combat in urban areas. Instead, existing regulations must be reinterpreted. Two major principles will direct the whole operation. On one hand, the principle of **differentiation**[31] requires that a distinction be made between fighters and non-fighters. On the other hand, the principle of **proportion** requires that forces, facing a legitimate target, adapt their fire power in a manner that inflicts as little damage as possible to the environment.

Urban areas are essentially civilian in nature and therefore protected by the law.

The destruction of civilian buildings is acceptable as long as such buildings have become military targets, that is to say, they contribute to the enemy's war effort and their destruction amounts to a clear military advantage and has tactical merit. Such an advantage determines itself within the context of the whole operation and, it cannot have a uniquely strategic value either. And, there are certain assets that will always be protected even if they constitute legitimate military targets. This is the case when assets become crucial to the wellbeing of a civilian population.

International humanitarian law allows for the forced removal of civilians from conflict areas, particularly for safety reasons, which is obviously the case during an urban assault.

The identification and registration of individuals is conducted within the legal framework of French law regulating the computerized handling of personal data. Special care must be given to the security of this data and to the identification of personnel authorized to access it.

III.4 Cooperating with other forces

III.4.1 Special Forces

Special Forces (SF) conduct specific actions: intelligence gathering in hostile environment, assistance in early planning, freeing hostages, extraction of local nationals, support in arresting suspects, freeing prisoners, perform targeted destruction, etc. Actions conducted in cooperation with SF can take three forms:

> ⮑ Regular Forces are supported by Special Forces. Typical missions include the support or reinforcement of a combined arms operation (the "door opening" type), neutralization of an objective, providing a Quick Reaction Force, conducting an environmental action or deception.

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[31] See Article 47 of the first protocol added to the four Geneva Conventions of 1949.

⮵ Regular Forces support Special Forces. The quasi-totality of combined arms missions can support the engagement of a GFS[32]: the control or compartmentalization of a sector, denial to an access route, conducting a deceptive action, protecting a certain point of interest (for example, landing zone, logistics base), extraction of an isolated SF element, relief of a Special Forces Task Force in charge of intelligence gathering prior to an operation, assistance in the rearward passage of lines or relief on-site following an earlier operation.

⮵ Distinct actions: Regular and Special Forces act simultaneously in distinct areas of operation (this case is not covered here).

Conducting actions in cooperation with other forces inevitably implies that each authority maintains command of their own elements and that a liaison structure be established in one of two configurations:

– A Special Operations Liaison Element (SOLE) is set-up near the Joint Task Force (JTF) Command; his role is to coordinate the actions of the Special Forces Task Force with those of the Regular Forces;

– A Special Operations Coordination and Command Element (SOCCE), whose role is to command a Special Forces detachment engaged in an operation while simultaneously ensuring coordination with the Regular Forces.

When SF operates within the JTF's area of operations, it is imperative that the latter be informed about the presence of Special Forces. Furthermore, the JTF will adapt its maneuver to accommodate the SF, possibly setting aside a Special Operations Zone. This area is clearly defined in space and time; and, the Special Forces will control and approve any land or air movement.

It then becomes necessary to determine:

- The penetration routes by which SF will return to their zone;

- The exact contour of the zone of intervention;

- Eventual contact sites at the entrance to the area;

- The activation schedule and delays attributed to this zone.

Different forces present must adhere to stringent rules:

- Strict respect for the lines of coordination;

- Information sharing to avoid the intermingling and overlapping of troops;

- For the Special Forces Task Force, familiarity with the JTF's OPLAN (at least the lines of coordination, call signs and unit radio frequencies);

- Refine synchronization during the operation in order to ensure complementary actions and maintain the capability to act unexpectedly (emergency cooperation) in a way that is advantageous to each group in case something does not go according to plan.

III.4.2 Gendarmerie[33]

During COIN actions, it is extremely important that the land forces and the police complement each other to ensure their missions are well-executed. When actions occur among the population, this is completely justified due to the difficulty of separating the public security force from that which is strictly military. It is highlighted during the stabilization phase when the police force is placed

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[32] GFS: Groupement de Forces Spéciales or Special Forces Task Force.
[33] In France, the Gendarmerie is a police force with a military statute; it performs both military and civil police missions such as public safety, traffic safety, criminal investigations, etc.

under the authority of the Theater Commander whose mandate encompasses both public order and security. This responsibility will eventually be transferred to the civilian authority according to a progressive and tailored process.

This complementary rapport must be considered for all missions of general public security.

It comes into play either in support of land forces during particular actions, specifically missions to maintain public order, area searches, investigations, individual searches or arrests, or either in addition to the police force when conducting missions to provide protection, control or support. It is necessary in serious criminal cases (arrest of dangerous individuals, armed suspects, war criminals, etc.).

⮑ *Coordinating Actions*

The conduct of public safety operations is subject to adapted rules of action. The development of specific Rules of Engagement for police action and crowd control is unavoidable. It conforms to a suitable judicial and penal framework.

The police force uses the same technical know-how in both the theater of operations and the national territory. The governing principles and courses of action specifically used to maintain public order are particularly pertinent in transitional situations between severe unrest and armed insurgency.

When the gendarmerie and land forces are deployed concurrently, mutual capabilities for combat support, service support and relief must be developed in accordance with respective employment principles:

- The **command function** is unique and belongs to the Force Commander as long as he is responsible for public safety and order. He decides whether the gendarmerie will be employed alone or accompanied by land forces. In the case of maintaining or restoring of public order, and depending upon the circumstances, the commander may confer the tactical command of the operation to a gendarmerie officer who is solely responsible for the mission's execution. Otherwise, he designates an army officer who expects certain outcomes from the police chief and receives advice and proposals with regards to his unit's deployment;

- The **interoperability of communications systems** between units on the ground and gendarmerie forces enables the flow of information without any delays. At a minimum, these means are deployed down to the basic unit (tactical) level;

- The **procedures** which govern the disengagement and relief of an army unit in contact with a crowd by gendarmerie forces, the support and disengagement of a gendarmerie force under fire and, subsequent relief by an army unit - they are all defined in advance.

In this way, ground forces may find themselves cooperating with:

- A surveillance and investigative police platoon, generally deployed at the brigade level, that can work on a one time operation with a battalion task force;

- A mobile gendarmerie company in support of a crowd control action.

⮑ *Courses of Action*

Land forces cooperate with the police in one of four courses of action related to the mission of public safety.

– **General Intelligence,** as applied to public order, tries to gather general information about the conditions and ambiance of the environment;

– **Restoring and Enforcing Security**[34]**,** which requires maintaining a continuous surveillance based upon the knowledge of the environment and close contact with the local population. It is achieved by dividing the terrain into grids and focusing on the prevention of any potential antagonistic actions; and, if necessary, neutralization as well as warning about attacks against the safety of individuals and goods. There is a distinction among occasional search and control actions:

- Control of individuals: ID control, personal searches, individual surveillance (house arrest, in a town or an area, for individuals conducting activities dangerous for the public safety or entry denial to any individual trying to hinder the Forces' action),

- Control of movements: establishment of curfews, prohibiting the circulation of individuals and vehicles in specific areas at set times, road blocks,

- Control of activities: control of suspicious areas, control of merchandise and its flow, denial of any public gatherings, enforce the turn-in of weapons, control information,

- Area control: search of suspicious areas, surveillance of sensitive areas, establishing areas for protection and safety of people where their passage is regulated, temporarily closing of public gathering places (meeting rooms, public arenas, bars/restaurants where alcohol is served...).

The rules of engagement must explicitly authorize each one of these types of control. In order to execute these controls, forces must seek the support of police forces whenever possible (international police, local or integrated gendarmerie units) and work in close cooperation with them.

– **Restoring Order** requires the control, mastering and containment of the overflow from meetings, assemblies, processions, public gatherings as well as the hostile actions of isolated individuals;

– **Supporting Combat Actions Against Armed Organizations** essentially consists of surveillance, search and arrest of insurgent activists, performed exclusively in support of police forces. Unless specified in the rules of engagement, the land forces cannot execute these actions except when requested by civilian authorities mandated for these operations.

As the situation normalizes, the public safety functions carried out by the armed forces are progressively transferred to police forces (international) or to local authorities.

III.4.3 Local Forces

Land forces may be deployed in **support, training and escort missions** for local forces. These local forces can be called upon for a short duration to form additional forces in order to reinforce allied troops conducting operations. Over time, these battle-hardened and fully trained troops may progressively lead operations with the support and advice of allied forces. Finally, over the long term, local forces form one of the pillars for the reestablishment of a State capable of conducting and ensuring its own internal and external defense. Achieving this capability will greatly determine the conditions under which allied forces may start to leave.

III.4.3.a The Preparation and Organization of Local Forces

The context for **preparation** is a **"support** logic" for COIN operations so it is oriented towards possessing a specific know-how[35]. The units that are trained must be able to deploy in close coordination with allied forces prior to operating alone. The reorganization of local forces is

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[34] Not to be confused with tactical methods, see Paragraph 0.1 The Action of Ground Forces Engaged in Restoring Security.
[35] Notably those that are linked to missions that rely upon the knowledge of the environment: harassing, intelligence gathe-ring, searching and monitoring (particularly the borders).

adapted to the evolution of the situation in theater. It is focused upon addressing **the most urgent** needs prior to offering a more traditional training system. However, the interoperability problems which arise (from the cultural and political differences in training methods as well as the deployment of advisory teams within national units) must be addressed in the **early stages** of training and advising.

The **organization** is adapted to local constraints. To use existing organizational, doctrinal or tactical models would be deceptive and useless. The doctrine must adapt to indigenous capabilities in order to ensure that local forces are able to fulfill all of the required missions in coordination with allied forces, especially in the combat against insurgents, but also to protect the borders against an outside attack.

Selection criteria may be developed in coordination with the host nation's authorities to avoid preferential treatment and ethnic or tribal rivalries. This selection must be done as soon as possible. It should initially be carried out in close coordination with the local authorities and then, the responsibility is gradually transferred to the host nation's defense ministry.

III.4.3.b The Role of Land Forces

The deployment of local troops in combat, first in support of allied forces and then on the front lines, demands a specific know-how linked to "rear-area" operations. This is necessary for local units to better understand and deal with problems specific to *Coin*. The deployment's framework is the continuity achieved from the soldiers' initial preparation through subsequent training and joint operations.

The role of allied forces evolves in response to the increased power of the host army. Subject Matter Experts (SME) advise local officers of equal rank during training as well as combat. Embedded cadre must have a pragmatic approach about their role which is to advise and support the local officers. It is not a matter of commanding in their place but of letting them take charge and to assume the role of commander. Taking command of local units by allied officers is exceptional and linked to specific circumstances, most often at the beginning of combat operations[36].

Lawrence of Arabia, benefiting from a rich experience in guerilla warfare conducted during World War I between Arab tribes and Ottoman forces, insisted on the necessity of maintaining the authority of local forces in his numerous writings.

In The Evolution of a Revolt, he writes: "...and so we got on well enough. Of course we used very few Englishmen in the field, not more than one per thousand of the Arab troops. A larger proportion would have created friction, just because they were foreign bodies...and those who were present controlled by influence and advice, by their superior knowledge, not by an extraneous authority".

In his Twenty-seven Articles he states that "Better the Arabs do it tolerably than you do it perfectly. It is their war, and you are to help them, not to win it for them".

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[36] A study from the NATO Center for Analysis and Lessons Learned shows that an effective Operational Mentoring and Liaison Team (OMLT) possesses a good knowledge of the environment in which it operates. In Afghanistan, their responsibilities include:
  – Training and advising Afghan units in all domains in order to develop their capabilities, including headquarters processes at the battalion level or even higher,
  – Establishing a liaison with the International Security Assistance Force (ISAF) as well as the Afghan National Army (ANA), and when necessary with other elements of the Afghan Security Forces,
  – Supporting the ANA in its daily organization,
  – In operations, coordinating the access to ISAF Combat Support elements such as aerial support and artillery,
  – Performing NATO liaison work during company level operations.
The study specifies certain areas that require improvement:
  – Adapting the OMLT structure to that of the ANA while harmonizing the age and rank of advisors with those of their Afghan counterparts,
  – Simplifying the chain of command, or at least, clearly defining the responsibilities at each level,
  – Clearly distinguishing between the training chain of command and the operational chain of command (ISAF),
  – Clearly defining the Rules of Engagement for the OMLTs,
  – Ensuring that lessons learned are studied to improve the training and preparation of the OMLTs.

The purpose of this appendix is to present the optimal modification of the structures and capabilities of the units engaged in *COIN* operations. However, depending upon whether they are assigned to the control of stabilized areas, or to "quadrillage" operations or deterrence, whether their main mission is a direct fight against the insurgency or some action among the population, whether they act alone or in support of host nation forces, these units have very different characteristics. These differences are magnified by the peculiarities of their areas of operation (terrain, weather, population, profile and the level of enemy activity…). Two units fulfilling the same mission can thus have different structures and equipment according to whether their area of operations is urban or not, mountainous or flat, remote or easily accessible.

A.1 Differenciating between three types of forces

The units working in *COIN* can be classified into three different groups:

- **Forces permanently assigned** to a given sector which are charged with the control of the terrain and deal directly with the population. Being spread out on the ground, they operate in a very decentralized manner and can have a combined arms structure down to the smallest unit level. They include:

  – Intelligence resources;

  – Units charged with the protection of key points, bases, villages and the security of an area;

  – Counter guerilla units responsible for applying deterrent pressure starting with their assigned area and maintaining a level of insecurity in insurgent strongholds;

  – Combat support for every branch;

  – Specialized units to interface with the population (civil affairs, psychological operations, etc.);

  – Local units in varying numbers and ratios;

  – Logistics support.

They can be assigned to restricted tracts of land organized in such a way as to isolate the area of operations from neighboring hostile areas, or to deny insurgents access to the stabilized areas.

At each level, the commander can form reserves for a sector or instead, limit their build up. Their actions are led either locally with available resources, in particular for the interception of insurgent units trying to penetrate controlled areas, or through the staging of large scale operations with the support of reserved forces coming from other sectors or more often, from intervention forces.

- **Intervention Forces** that are not permanently assigned to a particular geographical sector are primarily responsible for leading direct actions against the insurgency. These forces include the full range of combat capabilities, service support and combat support for the front lines. Their degree of combined arms integration can vary based upon their mission, but they are generally flexible units capable of task organization-reorganization (with additional command and liaison resources…). They are maintained in a general support status and report directly to the Force Commander. In poorly controlled areas, they can contribute to the monitoring of the restricted tracts of land or to intelligence gathering, thanks to their infiltration capacity, as well as fostering insecurity among insurgents and restricting their freedom of movement. As is the case for all reserve forces, they must be specially organized in order to conduct airmobile operations;

- **Support Forces** include a complete array of logistics support in theater, with centralized resources to help with deployment, movement support, military assistance and large elements for command functions (Force HQs, Logistics HQs in theater); in addition, there are their headquarters resources and protection as well as their rapport with the host-nation authorities or international organizations.

They are primarily stationed in stabilized areas which are controlled by light forces (PROTERRE with a general infantry mission).

A.2 Structuring the force

The Force Commander (COMANFOR), or Theater Commander, has authority over:

- Area commanders (they are generally the commanding officers responsible for units in charge of controlling these areas);

- Commanding officers of units which report directly to him (ready to intervene);

- The commanding officer, or officers, when he has designated them to conduct limited operations;

- Logistics support units via his joint support deputy;
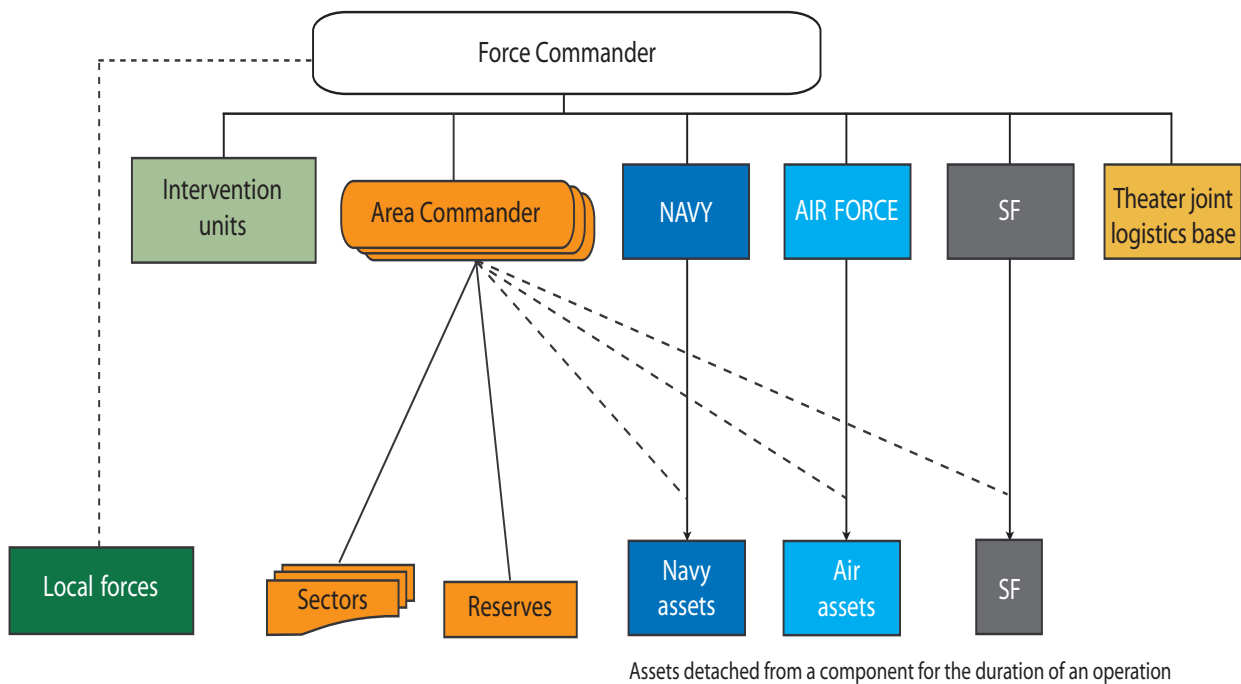
- Possibly, local forces.

Assets detached from a component for the duration of an operation

Figure A-1. Theoretical Command Structures

A.3 Differentiating among the available capabilities

A.3.1 Unit Type

A.3.1.a Sector Units

⮑ **The effects sought after** depend upon the capabilities of these units which differ according to the area in which they operate: in an area where a "quadrillage" has been utilized, the emphasis is on operations against insurgent organizations and intelligence gathering; in a stabilized area, the focus is on the control of the environment, surveillance, direct action upon and to the benefit of the population and civilian authorities.

● Operating against insurgents requires:

– The capability to lead combat patrols in an unsecure area: the formation of counter guerilla unit with the size of a light company;

– The capability to intercept and pin down a detected or infiltrated insurgent unit (at least one to two platoons of a company combat team, possibly reinforced: mechanized or armored components based upon the characteristics of the terrain and of the enemy, groups of machine-guns[37], automatic grenade launchers, machine guns or mortars, combat engineers, military dog teams, 3D (three dimensional) support, etc.);

– The capability to cordon off and search an area, conduct targeted neutralization, run extraction operations: quick reaction forces in reserve;

– The implementation of curfews.

● Conducting surveillance and gathering intelligence require:

– "Quadrillage" of the terrain with light tactical liaison teams and observation posts;

– Liaison officers with the local forces and authorities (police force, etc.);

– Reinforcement from specialized sensors; intelligence gathered through direct human contact: sector units reinforced by specialized units (human intelligence sources use of wire tapping) from the ISTAR Company or by the Intelligence Brigade that relies heavily upon listening devices;

– The capability to detect the enemy's presence through combat patrols of a significant size (ranging from a platoon to a company).

● Supporting:

– All combined arms and joint fire support are implemented by an artillery adviser at the task force level[38] or at the company team level[39]. Heavy fire resources (artillery, multiple rocket launcher, guided multiple launch rocket systems (LRM/GMLRS) are centralized and deployed to forward positions in areas where "quadrillage" has been arranged and can escort the units when needed;

– Light fire resources (mortars and machine-guns, vehicle mounted weapons) for the units and patrolling detachments;

– Combat engineer teams at the company team level;

– The capability to support the patrols and cache searches, etc.: canine units supporting dismounted combat patrols and specialized units for operational searches;

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[37] Formed by the task reorganization of existing assets.
[38] Fire Support Coordinator.
[39] Fire Coordination Officer.

– Electronic reconnaissance, electronic surveillance and electronic attack units to provide close range electronic support to the units in contact;

– An Army Aviation support capability: intelligence gathering, maneuver, fire power, support to the Command.

• Controlling the environment requires:

– Establishing a presence, contact, block patrols: light tactical liaison teams, numerous interpreters;

– Assisting/supporting the population with: civil affairs units in the area of operations, civil affairs financial resources, reinforced medical capabilities, engineers, etc.;

– Assisting the authorities with: crowd control capabilities, specialized engineers, traffic control, etc., that are generally centralized (with sector reserve units, and even some units allocated to a general reserve);

– Providing reassurance and winning over the population: the deployment of psychological operations teams detached to a sector or post, but with a centralized command;

– Whenever possible, the integration of local forces under different statutes (regular forces, the police, paramilitary forces, etc.); in some cases, this requires certain skills (linguists, reliable interpreters);

– Protecting bases and posts: guard duties of specific sites and local security patrols, resources of the DCSID[40], station support, canine squads;

– Escorting supply convoys: motorized units reinforced with engineers, traffic control units that need to be protected in unsecure areas (with light armored vehicles);

– Protecting key military or civilian points: priority given to PROTERRE units which are assigned additional forces.

⮑ **The conceivable task organization** for the standard unit in the sector of operation is a battalion task force with at least four basic units, most often capable of conducting dismounted combat and ground action (infantry companies, PROTERRE units). Certain units can be structured into groupings of light tactical liaison teams, others in more traditional company teams. The commander of the sector will keep a minimum number of units in reserve.

The battalion task force can integrate all types of additional units (canine, reconnaissance, possibly specialized intelligence, artillery such as sensors, guns or mortars, traffic control, logistics units, etc.) which vary in type and number according to the different sectors. Some are attached to the company team within the framework of the task organization, others kept in general support, finally, others geographically spread out among the posts but, used in a centralized or semi-centralized manner. The task force can have, on a permanent basis (assignment) or a temporary one (detachment), local units either belonging to regular or auxiliary forces. It exerts operational, or at least, tactical control over all of the forces stationed in its sector, particularly those in charge of the external security for key points or bases under the command of another service (for example, forward air bases).

In the areas of operation which are not secure, the task force is organized to include capabilities needed to search for and destroy the enemy: combat patrols are led by a counter guerilla unit comprised of a variety of light support resources and sometimes by

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[40] The DCSID (in French: Direction Centrale du Service d'Infrastructure de la Défense) stands for Central Direction for the Defense Infrastructure Service. In the case of a support mission with regards to infrastructure, DCSID contributes to force protection when it sets up bases for the long term. The DCSID experts are capable of defining the requirements and anticipating the means needed for protection (walls, earthworks, fences, barbed wire, bastion walls (HESCO barriers)...) and hardening the storage sites for dangerous materiel: fuel, ammunition, etc.

local units from the host nation. In this situation, the commander creates an intervention capability (reserve or quick reaction forces) and can permanently count on the support coming from the neighboring areas of operation or from higher echelons (fire support, intelligence, air mobility, etc.).

In stabilized areas, the emphasis is placed upon assisting the local authorities and population and, on local presence in support of the host nation authorities (small posts and light teams) [41].

A.3.1.b Intervention Units

Apart from counter guerilla and local reserve units, the intervention units are made up of those units kept under the direct orders of the Force Commander. Their main mission is to lead direct actions against the enemy's military organization, relying upon the "quadrillage" implemented by the sector forces. They enable the Command to maneuver either by mounting large scale operations or by reinforcing the troops in certain sectors (change the priority of effort).

Given their missions, these units will generally be structured in a traditional manner (close to organic). The necessary adaptation to each operation's requirements is done as much through the organization of various units' resources as through a fixed combined arms organization. These reserves are directly subordinate to the high command or are organized within major tactical units.

Example of an Optimal Organization for an Area where a "quadrillage" has been set up[42]

The main effort is focused upon the search for and neutralization of insurgent organizations through the creation of a counter guerrilla company for each sector of the operation. The mission of these light units is to create a "deterrent pressure", i.e. to create insecurity in the enemy ranks, to locate and intercept its movements and communications in order to "suffocate it", neutralize it after "having snagged it", or to prepare its destruction through a large scale operation often carried out with the assistance of reserve units.

The remainder of the resources is divided among the neighborhood commanders who provide the bulk of the "quadrillage" thanks to their unit and posts' resources. The latter include:

- A garrison intended to provide internal protection, immediate security, and post duties;

- Some sector or neighborhood supports, certain ones able to implement long term effects;

- Liaison and assistance resources for the command;

- In certain cases, some resources of other military services belonging to the Force Commander or the general reserves: in particular, this is the case when dealing with a significant base, a forward air force base, an airmobile base, or a forward naval base in a delta area.

Intervention reserves, varying in size and composition, can be "organically" attached to the area commanding officer or formed from his own assets. The Area Commander can also order his subordinate units to set up reserves at their level or quick reaction forces likely to be assembled to provide an interception capability. These units must be accompanied by local guides and interpreters.

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[41] These areas must be transferred back as soon as possible to the civilian and military authorities of the host nation.

[42] The terminology used and its hierarchy of terms may change from one theater to the next. The words used here to designate the areas of action are: the area (of action), the first territorial entity at the tactical level, the "sector" entrusted to the Joint Task Force Commander, and the "neighborhood" that is entrusted to the unit commander (lowest tactical level).

Figure A-2. Possible Organization for an Area
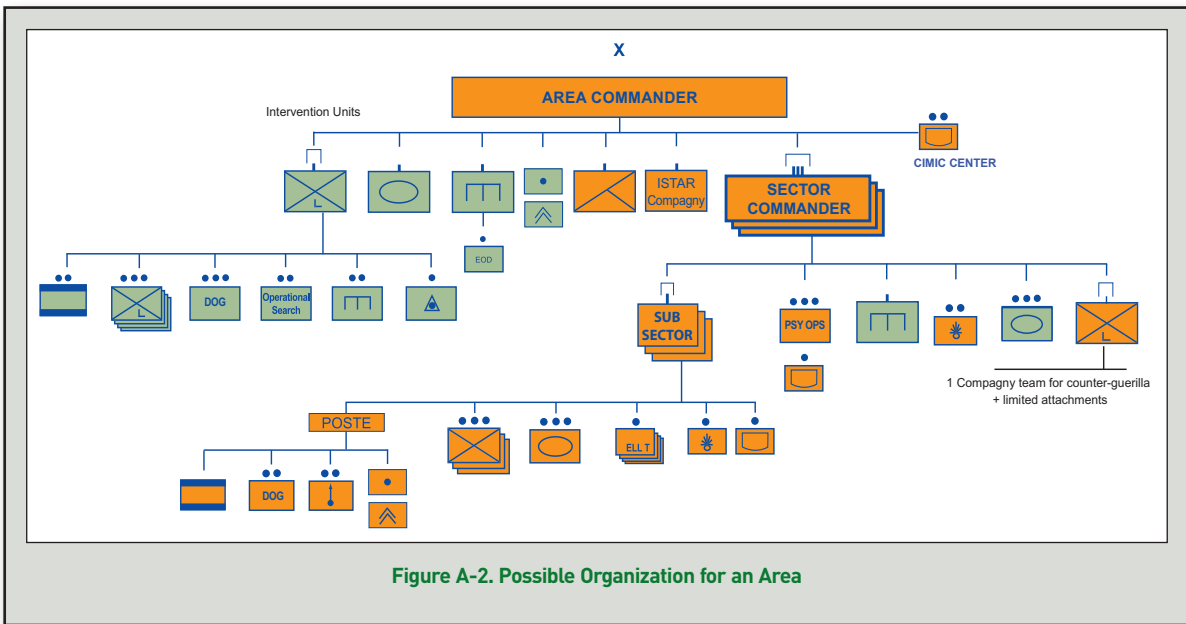
A.3.2 Operational Capacity

A.3.2.a Fundamental Capabilities of CoIN

➲ Command and Control-Communication and Information Systems (CIS).

The permanent dispersion of assets as well as the decentralization of resources or their use, and the interactions with the civilian and military environment, impose serious constraints on the communication and information systems and require specific resources, notably:

– A large number of liaison resources (liaison detachments, liaison officers…) within friendly forces, local civilian or military authorities, international organizations, non-governmental organizations, etc.;

– In addition to liaison resources, a large number of control measures from supporting branches;

– The capability of HQs and its staff to develop and coordinate a strategy for global maneuver (coordination between simultaneous environmental and combat operations);

– The implementation of long-distance secure connections via satellite (the only ones able to connect remote posts stationed in insecure areas without requiring heavy duty protection from local forces) whereas deployment in stabilized areas can greatly rely upon the existing infrastructure.

➲ Intelligence.

Intelligence is **at the heart of CoIN** providing the Command with a means of understanding the enemy forces and their environment. Continually guiding operations, intelligence units exploit information collected from the field and when required, they do so in very short period of time (After Action Reviews, or AARs, and feed back); operations can be quickly set into motion again in order to seize any opportunity to strike the enemy in his critical points of weakness.

This type of operation requires the deployment of a complete organization made up of intelligence cells in charge of coordinating intelligence as well as units with sensors and the systems themselves, mostly multi sensors (ISTAR battalion and ISTAR Compagny) under the control of the various levels of command present in theater.

Their dissemination in a large theater of operation is not a viable option; instead their resources are deployed as close as possible to the units requiring a focus on intelligence during operations. In addition, although intelligence support is key to actions conducted in areas where a "quadrillage" has been established, it cannot be done to the detriment of the stabilized areas and gaps that are left with scarce protective resources.

– In stabilized areas, the intelligence chain must remain active in order to detect a possible resurgence in insurgent activity and to evaluate the attitude of the population in relation to the action of friendly forces. HUMINT resources play a key role in this process.

– In gaps or noncontiguous areas, the deployment of a security element is just the minimum requirement. In addition, it can be the source of an intelligence effort conducted in preparation and in support of deterrence operations. In this case, all types of sensors can be used in a "multi sensor" operation.

It is, thus, the responsibility of the intelligence chain in theater, in coordination with the Command and national intelligence chain, to organize and distribute its resources according to intelligence requirements expressed by the Command. These requirements, by their nature, change with time and the intelligence task organization must be able to quickly adapt to the changes in the situation and reorganize. If the use of sensors is adapted to the circumstances and efforts, on the other hand, the exploitation of intelligence data and its storage in structured databases must remain a constant and permanent endeavor in order to avoid losses in knowledge and understanding, especially when units conduct RIP/TOAs (Relief in Place and Transfers of Authority).

➲ Army Aviation.

As an additional source of support, air-mobile/Army Aviation resources can provide command and control, intelligence and exceptionally responsive transportation capabilities to the Command. These all play a role in intelligence gathering, area control, rapid evacuation, emergency reinforcement, and, put mobile command and control assets closest to the action at the disposal of the combined arms commander.

A.3.2.b Combat Capabilities

➲ Combat Units.

In these types of operations, combat units include the full range of infantry and armor units. They are organized into combined arms battalion task forces or combat teams and must have a great capacity for task re-organization (with additional HQs elements and Liaison Detachments). The capability to conduct dismounted combat operations is the prevailing feature of sector task forces while the primarily armored task forces are most often attached to the sector's reserve or reserves in general. However, armored task forces can be used advantageously in a sector, particularly when insurgent forces dwell or pass through vast open areas where their safety is ensured more by the vastness of the area than by the difficulty of the terrain (steppes, savannas, desert, etc.).

➲ Army Aviation.

Helicopters provide an effective means, both day and night, of covering noncontiguous areas (gaps) and enable operations to take place in areas that are vast and difficult to access. As a result, they contribute to regaining the tactical initiative or protecting isolated points of interest that can be quickly reinforced or evacuated despite the difficult terrain and potential for ambushes.

— Support or combat component:
  · To intercept a threat or to deal with a particular target;
  · To support an air-land operation;
  · To support a unit on the ground;
  · To escort a unit;
  · To deny any enemy reinforcement or escape;
  · To deter or suppress crowds through an ostentatious display of force.

— Maneuver component:
  · To deliver and recover personnel carrying out foot patrols;
  · To contribute to a super-mobility of the ground units and provide a capability for omni-directional response;
  · To increase the distance covered by the patrols by transporting their vehicles via sling load;
  · To execute medical evacuations on short notice;
  · To provide a means for resupplying or for quick evacuation and rotation of land troops, taking into account the insecurity inherent to land convoys.

— All components:
  · To deter through randomly scheduled missions, particularly at night, in order to create pressure, doubt or uncertainty;
  · To contribute to the overall presence of the Force, particularly in remote areas (implementation of medical aid missions or others).

Air mobile resources are principally used in a centralized manner in order to produce meaningful results. In regards to the task organization and Command and Control, three cases may arise:

— In routine operations, helicopters are most often kept in general reserve under the orders of the COMANFOR/Force Commander to be used either in large scale operations, or in autonomous operations decided at the LCC level or finally, in support operations aimed at achieving certain effects requested by the area or sector commanders;

— Temporary attachment to an operational commanding officer conducting a large scale operation: formation of liaison detachments at the operational HQs; development of an Operations Order providing orders to and from the Army Aviation Command Post;

— Temporary attachment in direct support of an area or sector unit during an operation of limited scope: establishment of a direct liaison with the supported unit through the fire support element, or possibly the establishment of a liaison detachment.

➲ Indirect Support.

Combined Arms and Joint Fire Support are integrated into the maneuver at the lowest tactical levels through an observation and coordination liaison detachment. This fire support element is comprised of the following at the task force level:

— An advising officer coordinating the Fire Support who is a true Subject Matter Expert (SME) with regards to combined arms maneuver, **C3D** (three dimensional coordination and control), effects and procedures for implementation;

— A technical liaison cell;

— An air support control team (i.e. Tactical Air Control Party) under centralized command for the whole task force.
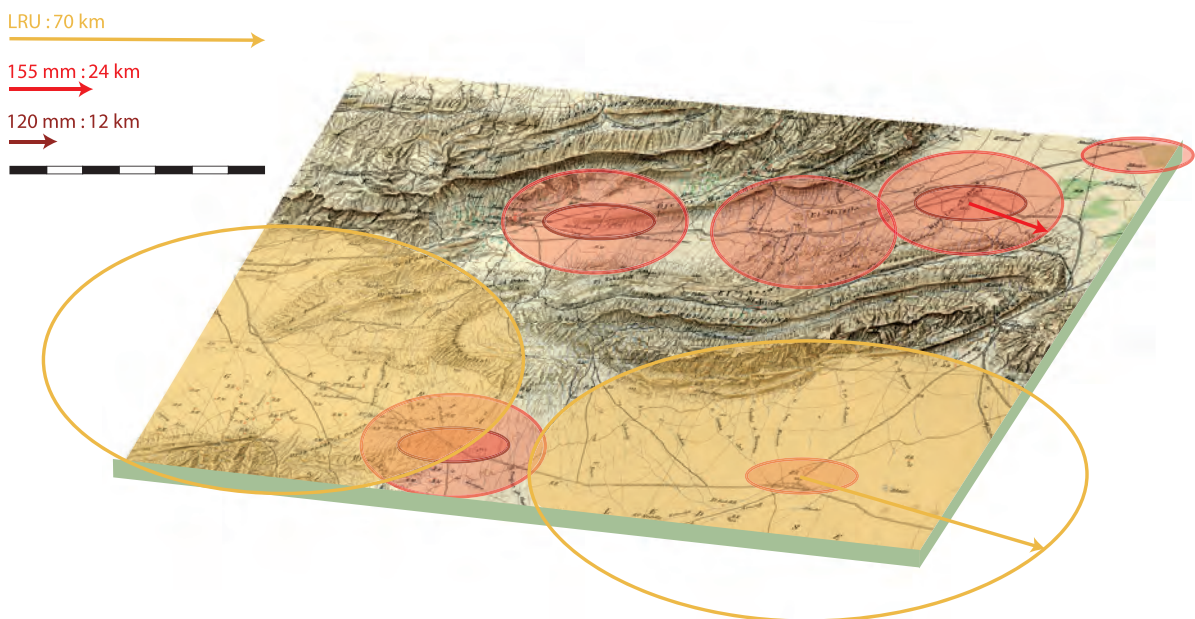
At the level of each company team, the control team is comprised of:

— A fire deputy who follows the operation at the side of the company team commander who is continuously able to advise and support him;

— Two forward observers in charge of the implementation per se of all Fire Support: artillery, helicopter, naval and air force (Type 2 Close Air Support under the responsibility of the FAC (Forward Air Controller).

Depending upon needs, forward observers may be detached in a modular manner to other tactical levels.

The measures for *Coin* require a great dispersion of artillery assets even if fire control can always be centralized. One can differentiate between:

— Sector resources, divided among posts, which include all types of artillery pieces, often in the form of groups with two pieces. Infantry resources (81mm mortars, grenade launchers, etc.) are mostly designated to take part in the close range security of the posts and in support of local patrols. Some of the light field artillery assets (heavy mortars) and all of the heavy artillery assets (155mm, Single Rocket Launcher, etc.) are divided among the posts in order to cover the engagement areas of the Artillery Fire Support Network. Locally deployed artillery pieces, whose range exceeds the boundaries of the sector to which they are attached, are generally used according to the principles of *general support-reinforcement*, i.e. the area calls for fire are systematically executed except when the higher control echelon assigns priority missions of general support to the units;

— Counter guerilla units only take a minimum of light support with them (81mm mortar at the most). They are primarily supported by the sector support units and Army Aviation assets or by the Air Force. For this purpose, a fire adviser is embedded within the unit and maintains a permanent liaison with the fire support coordinator (in charge of the area of the fire support element) who controls the fires in their own area of operations;

— The general reserves include a variety of artillery assets, some permanently attached to units in contact (heavy mortar section of the task force), others possibly grouped together as reserve fires under the orders of the Force Commander or the Commander of the Land Component (COMLCC).

LRU : 70 km

155 mm : 24 km

120 mm : 12 km

Figure A-3. Example of an Artillery Fire Support Network area and sector

Air support is an important component of the tactical superiority over insurgent forces. Any unit or autonomous detachment must be in a position to call for it. Therefore, 3D Fire Support is integrated into maneuver by the DLOC just like the other types of Fire Support (air, artillery, etc.).

The DLOC maintains a constant link with the 3D support cell at the Force HQs or with an area in which the Air Tactical Controller is generally located; he is most notably in charge of managing Close Air Support (CAS) requests as well as relaying 3D coordination.

If the air assets have not been assigned, the Air Tactical Controller is responsible for maintaining a liaison between the DLOC and the air component. Otherwise, the DLOC autonomously manages the CAS missions that are allocated to him.

A.3.2.c Capabilities Supporting Combat or Mainly Operating in the Environment

➲ Engineers.

Engineer support is integrated into maneuver through a Command and Control Liaison Detachment at the area and sector levels. The major missions for Engineers are intelligence gathering, direct support and general support.

In *Coin*, engineer units mainly support the commitment of the Forces by taking part in combat, mobility assistance missions and by ensuring security all while supporting CIMIC/Civil Affairs operations. In addition, these units conduct intelligence gathering with regards to the terrain and general environment.

Initially, the effort is focused upon support for emergency deployment.

As soon as the units are committed and depending upon the area of operations...

– In a stabilized area: deployment of engineer resources reporting to a single command (engineer combat company, operational deployment assistance, terrain preparation) with a focus upon base support (water and energy, infrastructure improvement). If needed, the units can be detached for the benefit of the company teams.

These resources can be involved in the maintenance of law and order (channeling, terrain partitioning) and in support of civil affairs operations (construction to help the civilian population, mine clearance, road improvement).

– In an area where a "quadrillage" has been arranged: the engineers' effort must focus upon direct support in combat; they also provide assistance for the deployment to the posts. Counter guerilla units may be reinforced with an engineer team while the sector commander can dispatch specialized assets for energy production, terrain compartmentalization and possibly water production.

The task organization must therefore be able to sustain all missions of combat support through direct support operations (assault, urban combat), mobility support (opening a route) and force protection support (excavation/digging trenches/building barriers, protection work, setting-up check-points, fight against terrorist attacks).

Some additional resources can be considered (operational search teams, explosive ordnance disposal). These reinforcements are maintained for general support but can be detached in keeping with the Command's efforts to meet the needs of counter guerrilla units. The missions of operational military search[43], generally conducted with intelligence gathered by additional or specialized teams, aim to support *Coin* operations by pinpointing specific targets[44] that are usually

[43] Military Search: this capability exists within NATO Forces (STANAG 2283 ATP 73).
[44] These targets may notably include individuals, information or equipment.

non destructive. They make it possible to collect information, to attack the enemy's logistics units, to reduce its resources by intercepting individuals, weapons, ammunition, explosives or warning systems, such as activation or camouflage devices, as well as any other additional means (documents, narcotics, money, communications and propaganda equipment...).

The capabilities are organized in three levels:

- **The elementary level** is common to all of the armed forces. This level can ensure the search of vehicles and people, as well as patrolling, without sophisticated equipment;

- **The supplementary level** is set up in conjunction with engineer units. Its objective is to deny the adversary of its resources and to perform intelligence gathering in a moderately hostile environment, generally requiring a protection plan and cordoning off an area. It facilitates the search of infrastructures without break-ins or destruction, of routes and their surrounding areas, and of assembly locations. Even at this level, specific equipment is employed;

- **The specialized level** deals with the implementation of specific procedures and equipment to deal with high value-added targets, in an environment which can be hostile or one that is at particular risk. It enables the search of sites or infrastructure that may or may not be sensitive (chemical plants, suburban networks) requiring the use of techniques for clearing, breaking-in as well as destruction.

To these three levels, one must add all of the capabilities supporting search operations: intelligence, imagery, infantry units in charge of cordoning off and protecting areas, canine teams, EOD, etc. These resources intervene in support of search operations, either before, during or after the mission in order to exploit its findings (interrogation/debriefing, technical intelligence collection team in the domain of weapons and ammunition [45]).

Given their shortage, specialized capabilities for operational search will often be kept with the general reserves so that they can be detached to the operational or area commander during large scale operations. Provided that the resources are sufficient, the preferred organization may be:

- At a minimum, a specialized operational search team supporting units of intervention with an advisor to the Force Commander; these specialized resources may possibly be attached to certain area commanders;

- Complementary operational search assets embedded in the battalion task force.

⮑ CBRN (Chemical, Biological, Radiological, Nuclear) Threat.

In the presence of a CBRN threat, the Force is reinforced with CBRN defense resources. The number and quality of these assets depend upon the threat assessment, but, at a minimum, an analysis capability and collection of samples (by a reconnaissance and assessment team possibly reinforced with a CBRN reconnaissance APC) is required. These elements must be able to reinforce specialized operational search teams, when needed, and to create a synergy with the EOD.

Depending upon the situation, a reconnaissance and decontamination capability can be added to supplement the basic element.

In the case where there is a limited deployment of CBRN assets in theater, those assets are considered as general support, under the orders of either the Deputy Army Commander or the Force Commander (depending on the situation) [46] and they remain with the general reserves so that they can be used to benefit all areas.

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[45] The Weapon Intelligence Team (WIT).

[46] Area commander in the case of an international operation in which France's responsibility is limited to just one area.

In the event that there are high CBRN threats (for example, dirty bomb attacks), the CBRN layout must be supplemented at the level of each area of assessment by adding reconnaissance and decontamination resources.

And, in all cases, even in the absence of an identified threat, there should be one CBRN cell available at least to the Deputy Army Commander or the Force Commander; in the best case scenario, there should be CBRN cells available to all of the commanders in the area of operations. This cell, manned by personnel with dual qualifications, is able to rapidly reconstitute itself in the event of an incident and to manage its consequences. Furthermore, it is responsible for the follow-up concerning the CBRN situation, in particular, the update of a database that monitors the sites at risk.

⮑ Canine Units.

Coin is an ideal domain for the use of canine units which offer a full range of supporting capabilities with regards to force protection and direct action against the insurgency. These units never act on their own but are always used as direct support to complement traditional units or plans; therefore, they operate in a decentralized manner. The unit's minimum size is a squad of three or five teams, depending upon the expertise required, and taking into account the limited sustainability of dogs on a mission.

⮑ Influence Operations (PSYOPS).

The Influence Operations have two main missions: to convince the population to support the action of the regular forces in order to isolate the insurgency and, to demoralize and deter the insurgency in order to neutralize it.

The structure in terms of capability is as follows:

Joint Level	PSYOPS Level	Role
Theater/Force	**Theater POTF** (PsyOps Task Force) – Production Cell – Planning and Execution Cell – Analysis Cell (TAA) – Radio and TV Broadcast Cell	– Planning and execution of programs and campaigns at the theater level – Output of products as requested by lower echelons – Analysis of all enemy propaganda – Dissemination of radio and TV announcements
Area/Brigade	**Brigade PSE** (PsyOps Support Element) – Planning Cell – Dissemination Capabilities	– To advise the Brigade PSYOPS – Planning the Brigade PSYOPS – Capability to distribute audiovisual products and printed documents (TV, radio or press)
Sector/ Battalion Task Force	**One TPT (Tactical Psychological Team) per Battalion** Dissemination Capability	– To advise the Battalion Task Force PSYOPS – Information Dissemination and Collection

➲ CIMIC/Civil Affairs.

The main purpose of CIMIC in *Coin* operations is to contribute to the isolation of the insurgents from the civilian population so as to deprive them of new recruits, resources, intelligence and credibility and, simultaneously foster a better relationship between civilians and the Force.

In stabilized areas, the layout is similar to that outlined by CIMIC doctrine[47].

Insecure areas are not conducive to the use of CIMIC elements which are isolated and not protected on the ground. These elements are comprised of liaison officers, assessment-expertise cells, project control cells or civil affairs contact tactical teams and they move around the area of operations in light personnel carriers.

The CIMIC organization attached to the operational area command is comprised of general support units that are detached to the field units.

Separate from the G9 of the area command post, the CIMIC function at the level of the area command is implemented by a co-operation and liaison center[48] together with the civil authorities (local and international) which are present in the area. It is permanently manned by CIMIC personnel (2/1/1)[49] as well as by an officer representing the commander of the area HQs. When needed, some members from logistics, medical support, engineer or military police units may be added.

The plan is supplemented by tactical CIMIC teams having their own light armored vehicle or driving under armored escort by the unit to which they are attached.

CIMIC Teams are assigned to provide one CIMIC team (1/2/1) for each sector. To meet possible operational needs, this team can be divided into two smaller CIMIC teams of two people each.

Within the sector's Command Post, an S3/CIMIC officer is available for the operational commander.

Each CIMIC tactical team of four personnel is detached for use by the sector commander.

A CIMIC tactical team of two personnel (1/0/1 or 0/1/1) is detached for use by each neighboring sector commander.

Funds allocated to the CIMIC teams are transferred to the operational area commander who then allocates a portion of these funds to each neighborhood according to the tactical CIMIC team's requirements in the area and, in coordination with the plan executed by the G9 in the area.

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[47] FR PIA 09.100 Concept and Doctrine for a Joint Civil Affairs Operation.
[48] The type of structure implemented by Civil Affairs in their module, CIMIC 1105.
[49] The number of Officers/NCOs/Enlisted Soldiers.

Appendix B – Detainee treatment in accordance with legal provisions [50]

⊃ **The management of detainees** is an integral part of the OPLAN. It is the operational responsibility of the Force Commander, and must be planned, organized (designate assigned troops, specific preparation) and controlled. A deputy responsible for managing this detention program must be appointed by the Force Commander.

Any detention must have legal grounds. Given the lessons learned in recent operations, **two types of legal foundations** can be identified.

• A criminal basis.

It is possible for the Forces in a *Coin* operation to detain people caught **red-handed.**

However, within the framework of a crime or someone being caught in the act, it is mandatory for the Force to transfer the detainees to the proper legal authorities of the host state as soon as possible. But, when the Force hands over detainees to foreign authorities, it must ensure that these individuals will be treated properly. If a risk does exist, the transfer should not take place unless there is a guarantee that the detainees will be safe.

• An operational basis.

When the mandate includes the mission to maintain a security balance in a given territory, it is possible to detain **suspects.** This requires a strict application of the mandate, specifically outlined in the operational Rules of Engagement [51].

⊃ **The interrogation of detainees** can be a source of information. If the initial interrogation consists of basic questioning immediately following capture and, it can be performed by any soldier under the responsibility of the Battalion Task Force Intelligence Officer, then, additional questioning becomes the responsibility of experts. Specialists of in-depth interrogation belong to the HUMINT Collection Battalion and they are the only ones authorized to perform additional interrogation. These experts are only used for this type of mission and must not, under any circumstances, conduct questioning in a detention facility or HUMINT missions in the theater.

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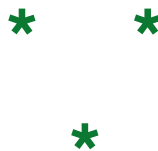
[50] Doctrine for detainee management/treatment is in the process of being developed by the French Armed Forces Staff (EMA).

[51] As authorized by the ROE in Afghanistan, this operational foundation allows forces to hold any person that is either hostile or threatens to be hostile for a period of up to 96 hours. After that period of detention is up, the Forces must return the detainees to Afghan legal authorities or free them.

Table

of contents

Section 1

DOCTRINE FOR COUNTERINSURGENCY AT THE TACTICAL LEVEL

Section 2

Doctrine for Counterinsurgency at the Tactical Level

Section 3

Doctrine for Counterinsurgency at the Tactical Level

TABLE OF ILLUSTRATIONS

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*   *

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