

AJP-3.10.1(A)

ALLIED JOINT DOCTRINE FOR PSYCHOLOGICAL OPERATIONS

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OCTOBER 2007

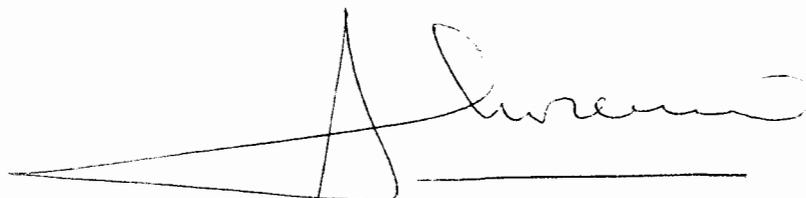
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**NORTH ATLANTIC TREATY ORGANIZATION
NATO STANDARDIZATION AGENCY (NSA)
NATO LETTER OF PROMULGATION**

22 October 2007

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1. AJP-3.10.1(A) is effective on receipt. It supercedes AJP-3.10.1, which shall be destroyed in accordance with the local procedure for the destruction of documents.



Juan A. MORENO
Vice Admiral, ESP(N)
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RESERVED FOR NATIONAL LETTER OF PROMULGATION

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RECORD OF NATIONAL RESERVATIONS

| CHAPTER | RECORD OF RESERVATIONS BY NATIONS |
|---------|-----------------------------------|
| Preface | USA |
| 1 | |
| 2 | |
| 3 | USA |
| 4 | |
| Annex A | USA |
| Annex B | USA |
| Annex C | |
| Annex D | |

RECORD OF RESERVATIONS & COMMENTS

| NATION | RESERVATIONS |
|--------|---|
| EST | <p>Reservation: PSYOPS and Public Information elements are not separated in the structure of the Estonian Defence Forces. Estonian deployable PSYOPS elements will follow the principles of STANAG 2508, including separation of PSYOPS and PI military functions, on NATO operations. STANAG 2508 is also implemented as the basis for national PSYOPS training in the Estonian Defence Forces.</p> |
| USA | <p>Reservations:</p> <p>a. The United States does not subscribe to the use of the term “<i>Information Domain</i>” in footnote 1 on page 1-8, or the language “<i>the two domains of INFO OPS (counter command and information protection)</i>” as used in paragraph A111 b. Doctrinally, the United States only recognises domains as the geographic bounded areas of air, land, sea, and space. Because the footnote provides a non-NATO approved definition for “<i>information activities</i>” that comes from a white paper, it should be removed. The United States interprets the phrase “<i>the two domains of INFO OPS</i>” in paragraph A111b. to mean “<i>the two aspects of INFO OPS</i>” and it should be amended with the next revision or change.</p> <p>b. The United States does not subscribe to establishing a combined joint force psychological operations component command (CJFPOCC) as described/used in paragraphs 0304, 0305, 0306a., 0306b., 0307a, 0310, 0311, Figure 3-1, 0313b., 0313c., 0314, 0315, A11d.(4)(b), A111e., A114, A120.3.c.(1)(a), A122, B121, glossary definitions of framework nation and lead nation, and abbreviation listing. The CJFPOCC is not supported by US psychological operations (PSYOP) doctrine or policy. US doctrine and policy reflect a functional command as represented by the CJPOTF. PSYOP-trained personnel and assets are high-demand, low-density, and the formation of a CJFPOCC would further strain these limited resources by requiring additional PSYOP personnel to fill staff and liaison positions. Furthermore, the CJFPOCC concept has never been used in NATO operations, nor has it been validated through modeling, experimentation and exercise. Therefore, the formation of a CJFPOCC is not doctrine. These issues make the effectiveness and sustainment of a CJFPOCC highly questionable and all references to it should be removed from this AJP with Change 1 upon completion of the ratification process.</p> |

RECORD OF CHANGES

| Change Date | Date Entered | Effective Date | By Whom Entered |
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TABLE OF CONTENTS

| | Page |
|---|--------------|
| Contents | IX |
| Preface | XI |
| <i>Chapter 1 - An Overview of psychological operations</i> | 1 - 1 |
| Section I - Introduction | 1 - 1 |
| Section II - The Global information environment | 1 - 1 |
| Section III - Psychological operations and the information Environment | 1 - 2 |
| Section IV - Categories of PSYOPS | 1 - 3 |
| Section V - Principles of PSYOPS | 1 - 5 |
| Section VI - Counter PSYOPS | 1 - 7 |
| Section VII - Psychological operations relationships with other Military activities | 1 - 8 |
| <i>Chapter 2 - Organisational responsibility for PSYOPS</i> | |
| Section I - General | 2 - 1 |
| Section II - Responsibilities | 2 - 1 |
| <i>Chapter 3 - Command and Control of PSYOPS</i> | |
| Section I - General | 3 - 1 |
| Section II - Organisation of PSYOPS forces | 3 - 1 |
| Section III - Command relationships | 3 - 10 |
| <i>Chapter 4 - PSYOPS and the Range of Military Operations</i> | |
| Section I - General | 4 - 1 |
| Section II - PSYOPS in support of operations | 4 - 1 |
| <i>Annex A - Psychological Operations Planning</i> | |
| Section I - Introduction | A - 1 |
| Section II - PSYOPS in the NATO operational planning process | A - 3 |
| Section III - Formats for PSYOPS planning outputs | A - 12 |
| <i>Annex B - Media for PSYOPS Use</i> | |

| | |
|-----------------------------------|--------|
| Section I - General | B - 1 |
| Section II - Visual media | B - 2 |
| Section III - Audio media | B - 6 |
| Section IV - Audio-visual media | B - 11 |
| Section V - Product design review | B - 15 |

Annex C - Attitudes and Behaviour

| | |
|--|-------|
| Section I - The motivation of the individual | C - 1 |
| Section II - Socialization and individualization | C - 3 |
| Section III - Social groups | C - 6 |
| Section IV - Communication | C - 9 |

Annex D - Counter PSYOPS Techniques and Procedures

| | |
|--------------------------|-------|
| Section I - Analysis | D - 1 |
| Section II - Techniques | D - 3 |
| Section III - Procedures | D - 4 |

| | |
|--------------------------------|-------------------|
| Glossary of Definitions | Glossary - 1 |
| List of Abbreviations | Abbreviations - 1 |
| Reference Documents | References - 1 |
| List of Effective pages | LEP - 1 |

PREFACE

0001. Doctrine is a framework of principles, practices, and procedures, the understanding of which provides a common basis for action. It evolves as its political and strategic foundation changes, and in the light of new technology, the lessons of experience, and the insights of operational analysis. North Atlantic Treaty Organisation (NATO) policy and doctrine forms the fundamental principles by which NATO military forces guide their actions in support of objectives. It is authoritative, but requires judgement in application.
0002. Although NATO psychological operations (PSYOPS) doctrine is primarily intended for NATO forces, it could be applied with adaptations where necessary, as agreed upon participating nations, for operations under the umbrella of the European Union (EU), or a coalition of NATO and non-NATO nations, when such utilisation would be in NATO's interests. Interoperability between NATO nations is based upon NATO standardisation agreements and publications; many of the subjects covered in these may have to be reconsidered in the planning of PSYOPS with non-NATO forces.
0003. The purpose of Allied Joint Publication (AJP)-3.10.1 *Allied Joint Doctrine for Psychological Operations* is to address the planning and conduct of military PSYOPS in support of NATO activities. PSYOPS, as one of the key contributors to most information operations (INFO OPS) activities, will achieve their greatest effect when coordinated within the larger INFO OPS plan and supporting a much broader information strategy¹. The new construct of INFO OPS is focused on affecting **will, understanding, and capability** through the three activities of **influence, counter-command, and information protection**. It must be noted that **PSYOPS has influence activity as its mission**; and by influencing target audiences (TA) directly, PSYOPS, in turn, has indirect effects on understanding and capability.
0004. AJP-3.10.1 focuses primarily on the operational level, but may be used as a reference at all levels. It is intended principally for use by a joint force commander (JFC), combined joint task force (CJTF) commander, deployable joint task force (DJTF) commander and those on their staff with PSYOPS responsibilities, but also addresses the roles, responsibilities, links, and required products from the strategic, operational and tactical commands. It is deliberately broad and is designed for the guidance of all PSYOPS forces supporting NATO operations and those participating in NATO-led operations. The guidance in this publication is authoritative, and as such will be followed in NATO-led operations except when, in the judgement of the commander, exceptional circumstances dictate otherwise.

¹ The term information strategy (its concept and definition) is not yet endorsed through official NATO policy. Its use here, however, reflects current thinking on this subject and an effects-based approach to operations, and is coherent with current policy and doctrine initiatives in areas such as the effects-based approach and INFO OPS.

0005. AJP-3.10.1 constitutes one step in the development of NATO documents covering PSYOPS policy, doctrine as well as techniques, tactics and procedures. AJP-3.10.1 describes the principles of PSYOPS, and the organisation and structure required to implement them effectively. It flows directly from MC 402, which lays down NATO policy for PSYOPS and its application at the strategic level. Additionally, within the overall NATO publication hierarchy, the Allied Joint Operations Doctrine (AJOD) Working Group, who has authority in these matters, has directed that AJP-3.10.1 be vertically harmonised under AJP-3.10. This reflects NATO policy that PSYOPS fall within the larger construct of INF OPS.
0006. For more detailed information on PSYOPS planning as described in annex A of this publication, consult the *Bi-SC Functional Planning Guide for PSYOPS* (SHOPJ/1223/03) dated 13 Jan 2003.
0007. PSYOPS training and education are not addressed in detail in AJP-3.10.1. For information concerning these two activities, refer to Allied Command Transformation (ACT) publication ACT Directive 75-2/M *PSYOPS Joint Functional Area Training Guide* dated 24 Feb 2006. ACT Dir 75-2/M provides guidelines on the processes for developing, maintaining, using, and evaluating PSYOPS training and education.

CHAPTER 1

AN OVERVIEW OF PSYCHOLOGICAL OPERATIONS

Section I – Introduction

0101. **Aim.** The aim and function of this document is to outline NATO psychological operations (PSYOPS) doctrine, to highlight its role as a force multiplier and combat reducer in support of the commander across the spectrum of conflict, and to describe its place in supporting the achievement of NATO goals and objectives. It is focused at the operational level and below. However, it describes actions that should be taken at all levels.
0102. **NATO Definition of PSYOPS.** MC 402 (17 April 2003) - NATO PSYOPS Policy defines PSYOPS as: *“Planned psychological activities using methods of communications and other means directed to approved audiences in order to influence perceptions, attitudes and behaviour, affecting the achievement of political and military objectives.”* Whilst some Allied countries differ in their national definitions of PSYOPS, all have agreed to the definition contained in MC 402, on which this AJP is founded.

Section II – The Global information environment

0103. The changing global security situation has seen a shift in emphasis from the certainties of super-power confrontation towards more complex interactions of state and non-state actors. Globalisation and competition for resources combine with ideological, religious and cultural distinctions to increase uncertainty. In addition, NATO society, partly driven by media exposure to global issues, has elevated expectations of a more benevolent manner of engagement that conforms to a moral code and ever tightening legal constraints. Concurrently, there has been an ‘information revolution’ that has ushered in an age of computer-based decision-making tools, the Internet and mobile telephones. This relatively new information environment comprises information, actors and systems that enable the use of information. The actors include leaders, decision-makers, individuals, and organizations. Information systems include the materials and systems employed to collect, apply, or disseminate information. The information environment itself is where humans and automated systems observe, orient, decide and act upon information, and is therefore the principal environment of decision making. It is made up of three interrelated dimensions: physical, information, and cognitive.

Section III - Psychological operations and the information environment

0104. The psychological dimension of conflict is as important as the physical. Conflict is a struggle of wills, that takes place in people's minds as well as on the battlefield. The attitudes and behaviour of people (friend, foe and the undecided or uncommitted) may be central to determining the outcome of conflict and the nature of the post-conflict environment. Therefore it is necessary to understand the motivation of various target audiences -- leaders, military forces, populations -- in order to shape their perceptions, affect their will and to persuade them to accept the outcome desired by NATO. The employment of any element of power projection, particularly the military element, has always had a psychological dimension. PSYOPS, as a key element of most INFO OPS activity, are a vital part of the broad range of NATO diplomatic, military, economic, and informational activities.
0105. PSYOPS are enhanced by the expansion of mass communication capabilities. NATO may multiply the effects of its military capabilities by communicating directly to its intended targets. The effectiveness of this communication depends on the perception of the communicator's credibility and capability to carry out promises or threatened actions in a manner that will be significant to the cultural norms and attitude of the individuals targeted. The employment of any NATO element has a psychological dimension. Perceptions of NATO capabilities are fundamental to strategic deterrence. The effectiveness of deterrence and other strategic concepts hinges on the ability to influence the perceptions of others. It is important not to confuse psychological impact of military operations with planned psychological operations, although the two can be mutually supporting and should be anticipated and coordinated.
0106. PSYOPS constitute a planned process of conveying messages to selected groups, known as target audiences, to promote particular themes that result in desired attitudes and behaviour that affect the achievement of political and military objectives. A target audience is defined by NATO as "*an individual or group selected for influence or attack by means of psychological operations*" (AAP-6). Given the potential benefit of PSYOPS as an effective force multiplier and combat reducer, commanders at all levels should always consider its use in support of their military aims and objectives. The three basic aims of PSYOPS are to:
- a. Weaken the will of the adversary or potentially adversary target audiences.
 - b. Reinforce the commitment of friendly target audiences.
 - c. Gain the support and cooperation of uncommitted or undecided audiences.
0107. PSYOPS is integrated into as an integral part of the overall operational effort throughout the theatre in support of combined, joint operations mission accomplishment.

Section IV – Categories of PSYOPS

0108. **General.** MC 402, NATO PSYOPS Policy, identifies three categories for the conduct of psychological operations: strategic, crisis response and combat. These three categories have been established primarily to facilitate division of responsibility between national authorities, host nations (HNs), the Alliance and NATO military authorities (NMA). Useful as they are in this respect, it should be kept in mind that PSYOPS do not lend themselves to easy compartmentalization. In practice, there is much essential overlap between the categories of activities.

a. Strategic psychological operations (SPO)

- (1) Definition: *“Planned psychological operations that pursue objectives to gain the support and cooperation of supportive and neutral audiences and to reduce the will and the capacity of hostile or potentially hostile audiences to commit aggressive action, and contribute to crisis management and deterrence in support of diplomatic actions.”*
- (2) Description: SPO are high level (i.e. national government level) PSYOPS directed toward friendly, adversary, potentially adversary or neutral audiences. The term “countries” shall be interpreted in a broad sense, including individual groups within a country, e.g. a religious based group in opposition to a country’s government. The objectives of SPO are long-term and political in nature; they aim to undermine an adversary’s, or a potential adversary’s, readiness for conflict, will to fight and to reduce his war-making capability while gaining the support and cooperation of neutral and friendly populations. Conduct of SPO is a national responsibility.
- (3) Limitations. NATO does not carry out strategic PSYOPS; however, the North Atlantic Council (NAC) can provide a forum to coordinate SPO among nations with NATO military activities. If the strategic commander (SC) identifies a need for initiation of SPO, a request can be forwarded to the MC for submission to the NAC and actions by the nations.

b. Crisis response psychological operations (CRPO)

- (1) Definition: *“Planned psychological operations conducted as an integral part of Crisis Response Operations, designed to create a supportive atmosphere and a willingness to cooperate among the parties in conflict and*

civilian population in the Joint Operations Area (JOA), in order to assist in the achievement of the mission objectives and protect the force.”

(2) Description: CRPO are conducted at the operational and tactical level and are the responsibility of the NATO commander. They are an integral part of military operations, being in consonance with Alliance strategic objectives. CRPO are conducted in the JOA and directed at the approved target audiences with the aim of creating a supportive environment for NATO forces and encourage cooperation by these target audiences. The objectives are to assist in the achievement of the mission and protect the force.

c. **Combat psychological operations (CPO)**

(1) Definition: *“Planned psychological operations against approved target audiences in support of the commander as an integral part of combat operations and designed to defeat the adversary by reducing or eliminating the will to continue aggression in the Joint Operations Area (JOA), as well as to support the operational freedom of the commander.”*

(2) Description: CPO are conducted at the operational and tactical levels. They are the responsibility of the NATO commander and are planned and executed in consonance with Alliance strategic objectives. They must be fully co-ordinated with all other aspects of an operation. CPO are directed at adversary military forces and civilians in the JOA with the aim of reducing the adversary’s combat power by eliminating the adversary’s will to continue aggression and support the operational freedom of the commander.

0109. CRPO and CPO will not target the international press, NATO nations, allied or coalition forces, or civilian audiences outside the JOA. Nevertheless, the impact of PSYOPS on these unintended audiences must be taken into account. This policy does not preclude employment of PSYOPS units to provide support and technical assistance to non-PSYOPS activities such as troop information or public information (PI), which have responsibility for addressing these audiences. However, PSYOPS will not be given responsibility for addressing those audiences.

Section V - Principles of PSYOPS

0110. **General.** PSYOPS may be long or short term, and the principles of developing a PSYOPS plan apply across the range of military operations. Although the complexity of the methodology varies with the target audiences, basic considerations for development of all PSYOPS plans are the same:
- a. **Mission.** The most important principle is that the PSYOPS mission must be clearly defined in terms that correspond to the supported commander's stated endstate.
 - b. **Research and evaluation.** PSYOPS themes, activities and symbols should be based upon thorough research and analysis of target audiences, and of friendly and adversary PSYOPS capabilities. It should be taken into consideration that NATO military areas of interest will not only include regions of conventional conflict, but will be interspersed with possible long periods in the pre- and post-conflict phases, civil unrest, insurgent and terrorist activities, changes in intensity, and other asymmetric activities, etc. Furthermore, attention must be paid to various divisions within a target audience to prevent inadvertent strengthening of the will to resist within a sub-set of the target audience. The impact of PSYOPS should be evaluated continuously for relevance and effectiveness to the mission and to allied goals, with adjustments made to PSYOPS activities when necessary.
 - c. **Understanding.** Fundamental to the effect of PSYOPS is the ability of PSYOPS practitioners to understand the motivations of the target audiences. Sound analysis of all available information on the target audience(s), including country studies, can promote understanding and is an essential part of pre-deployment training and assessment for PSYOPS. Understanding with the target audience will assist in selection of appropriate themes, lines of persuasion, and media that are credible, reliable, and readily accessible by the target audience(s).
 - d. **Early integration and coordination.** PSYOPS activities must be fully integrated into the operational planning process from the outset and coordinated continuously during execution to ensure that it supports the commander's objectives.
 - e. **Timeliness.** Rapid exploitation of PSYOPS themes is often critical, thus quick planning, pre-testing and approval procedures must be developed to ensure fleeting opportunities can be exploited. Product approval and release authority should be delegated to the lowest level appropriate to allow this to happen.
 - f. **Truthfulness.** All missions must be based on true information. The use of

false information is counter-productive to the long-term credibility and ultimate success of PSYOPS.

- g. **Acknowledgment of the source.** NATO PSYOPS activities acknowledge the source, and all NATO PSYOPS products and programmes should be ultimately attributable to NATO.
- h. **Credibility.** Credibility in the minds of the TA is a matter of perception. The truthfulness of the source and the ultimate credibility of the message are usually related however it should be noted that although information may be truthful, this might not give it credibility in the eyes of a target audience. The impact of PSYOPS should be evaluated continually to ensure credibility has not been compromised or degraded.

0111. **Support requirements for PSYOPS.**

- a. **Intelligence and information.** Intelligence support for military PSYOPS requires extensive information on the target audiences and their identity, location, vulnerabilities, susceptibilities, their political, economic, social or cultural, and historic conditions. Initially, this will be provided by basic intelligence from NATO and possibly national sources, and updated by Current Intelligence as it becomes available. Collection should be from all available sources and agencies, and be based upon thorough mission and requirements planning. Additionally, intelligence should be used to aid and determine the effectiveness of all PSYOPS activities.
- b. **Command, control, communications, and computers (C4).** Military C4 systems facilitate the execution of command and control (C2) and its supporting functions. These systems are vital to planning, mounting, and sustaining successful combined, joint PSYOPS – hence C4 should be designed that provide interoperable, rapid, reliable, and secure exchange of information throughout the chain of command. Communication and information systems (CIS) should allow access to classified databases, including Intelligence databases, serve as a secure medium to pass products and support reach-back and PSYOPS networks. It should also provide unclassified e-mail communications and internet access.
- c. **Logistics.** Support of combined, joint PSYOPS places unique additional demands on allied and theatre logistic systems. Although the majority of PSYOPS sustainment requirements can be satisfied by standard service support systems, PSYOPS-specific equipment are generally low-density items which require intensive management. Operating supplies, repair parts, and major end-items for PSYOPS-specific equipment will require theatre logistic planners - working closely with combined, joint operation planners - to bring the logistic items into theatre to ensure continuous sustainment and

support for the PSYOPS plan. Distribution of these assets to PSYOPS forces may pose unique transport requirements that are dictated by the nature of the operation, the existing transport infrastructure, and rates of consumption. Before any PSYOPS plan is executed, all aspects of logistic supportability must be considered and coordinated. As well, national authorities must be consulted to confirm that authority exists for expenditures that the national authority will be expected to fund from the national authorities appropriation. To assist in reducing the PSYOPS logistic footprint in theatre, emphasis should also be placed on locating and using equipment and supplies either already available in theatre via local contract or purchase (i.e., printing presses and radio and/or television (TV) broadcast transmitters) and/or available in home bases through reach-back. Reach-back is *the process of obtaining mission essential C2, products, services and applications, in a timely manner, by using CIS technology between non-deployed and forward-deployed elements... in order to achieve operational efficiency.*

Section VI - Counter PSYOPS

0112. **General.** The aim of counter PSYOPS is to safeguard audiences from adversary messages or to lessen their impact. Counter PSYOPS uses assets to analyse an adversary psychological activity and its effect on friendly populations, uncommitted audiences, and NATO forces. Analysis of the adversary psychological activities is conducted using subjective and/or objective methods. Themes are identified and techniques are employed to counter the effect of their psychological activities. Themes selected for this purpose aim to reduce the adversary's real or potential prestige, counter the effects of adversary psychological activities and inform audiences about the NATO force's intentions and measures. NATO PSYOPS forces and assets may be used to provide the commander with an analysis of the adversary's psychological activities, however they will not have the responsibility for directly addressing NATO forces. Direction by the NATO commander and subsequent close coordination by INFO OPS staff is required between PSYOPS, PI staffs and troop information activities in the employment of counter PSYOPS techniques. See annex D for counter PSYOPS analysis and techniques.

Section VII Psychological operations relationships with other military activities.

0113. **Related strategies.** The effectiveness of NATO PSYOPS lines of operation may be enhanced if they support, and are supported by, other lines of operation, particularly those in the information environment.
0114. **The relationship with military INFO OPS.** PSYOPS will be coordinated by INFO OPS and are usually a key contributor of INFO OPS activity. NATO policy for the conduct of INFO OPS is given in MC 422 and is articulated in AJP-3.10 'Allied Joint

Publication for Information Operations. INFO OPS are defined as: ‘*coordinated and synchronized actions to create desired effects on the will, understanding and capability of adversaries, potential adversaries and other NAC approved parties in support of the Alliance overall objectives by affecting their information, information-based processes and systems while exploiting and protecting one's own.*

- a. INFO OPS supports the broad Alliance objectives. PSYOPS assists in the achievement of specific objectives in support of INFO OPS. INFO OPS is the higher-level function for all information activities¹ and provides the co-ordination and synchronisation for such activities.
- b. Within the new construct of INFO OPS, a decision-maker's effectiveness is a function of **will, understanding and capability**. In other words, a decision-maker must have the will to act, an understanding of the situation to act and possess the capability to act. If any one of these elements is not in place, the decision-maker's ability to act in the way he wants to will be affected. In this construct, INFO OPS produce effects on the will, understanding, and capability of decision-makers through **influence activity, counter-command activity, and information protection activity**.
- c. PSYOPS influences attitudes, perceptions and behaviour and can affect a broad range of target audiences from populations to decision-makers at all levels. NAC-approved PSYOPS objectives, derived to support INFO OPS activities, should support military targeting at all levels. The close coordination of PSYOPS and other military activities provided by INFO OPS planners at all levels should ensure that the desired effect on a target is not compromised by any inconsistency of the commanders' campaign plan.

0115. **Force Protection.** Force protection is defined in BI-SC Directive 80-25 as: “All measures taken and means used to minimize the vulnerability of personnel, facilities, equipment and operations to any threat and in all situations, to preserve the freedom of action and operational effectiveness of a force.” PSYOPS can be a key element to enhance force protection, not only by modifying the behaviour of selected target audiences towards NATO, gaining and sustaining their willingness to co-operate, and deterring adversaries from adversary activities but also by employment of counter PSYOPS in support of NATO troops.

0116. **Relationship with CIMIC.** PSYOPS and civil-military cooperation (CIMIC) can be mutually supporting. PSYOPS can be used to influence the attitudes and behaviour in the operational area; CIMIC staffs work to improve conditions that, in turn, would

¹ Information activities : ” Actions designed to create effects in the Information Domain performed by military or non-military, governmental or non-governmental, national or multinational actors.” [MNIOE White Paper version 1.71 dated as 31 May 06]

affect attitudes. However, whilst CIMIC aims to achieve a stable and sustainable end-state through effective co-ordination with civil actors, and may have an influence effect, one of the key tenets of CIMIC is transparency and there should be no intention to influence international organisations, non-governmental organisations and others. Assistance provided under the auspices of CIMIC is not tied to the acceptance of NATO forces and PSYOPS should avoid giving any perception to the contrary. The immediate purpose of CIMIC is to establish and maintain the full cooperation of the NATO commander and the civilian authorities, organisations, agencies and population within a commander's area of operations in order to allow him to fulfil his mission. This may include direct support to the implementation of a civil plan. The long-term purpose of CIMIC is to help create and sustain conditions that will support the achievement of Alliance objectives in operations. In meeting this purpose CIMIC staff will:

- a. Liaison with civil actors at the appropriate level.
- b. Engage in joint planning, at the strategic as well as the operational level, with appropriate civilian bodies before and during an operation.
- c. Carry out continuous assessments of the local civil environment, including local needs in order to identify the extent of any vacuum and how that vacuum might be filled.
- d. Oversee the conduct of civil-related activities by military forces, including the provision of requisite functional specialists.
- e. Work towards a timely and smooth transition of civil responsibilities to the proper authorities.
- f. Work with other staff branches on all aspects of operations.
- g. Advise the commander on all of the above.
- h. PSYOPS, or their assets, should be used directly to gain support of civilians for CIMIC missions and to publicise CIMIC activities and successes. Additionally or alternatively, PSYOPS, targeted in support of operations, may enhance the confidence of the local population and thus facilitate CIMIC operations. Many CIMIC operations can be effective influence operations, and co-ordination between CIMIC and PSYOPS is important.

0117. Related processes, capabilities and functional areas

- a. **Strategic processes.** There are a number of related processes and areas that the NAC, nations and strategic commanders may consider to be appropriate to co-ordinate so as to gain maximum operational effect, or in

order to protect the Alliance and military capabilities. PSYOPS therefore requires high-level political guidance, and should contribute to information strategy development.

- b. **Intelligence.** Intelligence policy is given in MC 128 and articulated in doctrine at AJP-2. PSYOPS staff will be key customers of the intelligence process. They will be continually engaged with intelligence staffs, setting requirements, seeking analysis of complex situations, and requesting objective analysis on the measures of effectiveness (MOEs) of the PSYOPS lines of operation as a part of the campaign.
- c. **Operational planning.** NATO Policy for the conduct of operational planning is given in MC 133/3. The integration of PSYOPS into operational planning from the early stage will help to contribute to the identification of centres of gravity, decisive points, and development of courses of action, and will allow for the allocation of appropriate resources to address these in the subsequent planning, force generation and operational processes.
- d. **Targeting and assessment.** PSYOPS analysis contributes as an integral part to operational targeting, and supports current situation assessment (CSA), battle damage assessment/compliance assessment (BDA/CA) and the assessment of key task accomplishment (KTA). In return, the results of these processes will provide guidance for the PSYOPS line of operation.

0118. **Public information (PI).** NATO's policy for the conduct of PI is given at MC 457 and is articulated in doctrine by AJP-01(C). PI, in common with NATO PSYOPS, is reliant upon truthfulness for its credibility. PI differs from PSYOPS in that PI conveys its messages through public media whereas PSYOPS uses media controlled by own forces or discreet indigenous public media specifically selected to reach a distinct target audience. In addition, the primary aim of PSYOPS is to influence approved target audiences, while the central goal of PI is to inform the general public. The NAC will direct the manner in which NATO conducts PI. The NAC and commanders at all levels should ensure that themes and messages portrayed at all levels are coherent with each other, and that the integrity of both direct and indirect communications on behalf of the NAC or NATO commanders remains intact. PSYOPS messages must be closely co-ordinated with other information activities, especially PI. However, there is always a division between PSYOPS and PI activities.

CHAPTER 2

ORGANISATIONAL RESPONSIBILITY FOR PSYOPS

Section I - General

0201. The Military Committee (MC) is the authority for NATO PSYOPS policy. The MC exercises its responsibility through the International Military Staff (IMS), operations division. To assist in this responsibility, providing advice on NATO policy and doctrine matters, the MC authorized the formation of a NATO PSYOPS working group (PSYOPS WG), the terms of reference of which are in MC 402 annex D. During crisis or war the Military Committee advises the NAC on PSYOPS matters, which in turn provides the overall strategic direction for the operation, including PSYOPS, and serves as the focal point where nations can harmonize their overall information strategies.

Section II - Responsibilities

0202. Responsibilities of the Military Committee

- a. To approve and maintain an effective PSYOPS policy, and ensure that PSYOPS aspects are included, where appropriate, in other MC policy documents.
- b. To provide guidance for the conduct of PSYOPS to include operations, exercises and training.
- c. To develop and promulgate NATO PSYOPS doctrine through the Military Committee Joint Standardization Board (MCJSB).
- d. To encourage cooperation and co-ordination of all military PSYOPS matters within NATO.
- e. As appropriate, to seek NAC guidance and approval for PSYOPS objectives and target audiences.
- f. As appropriate, to provide military advice to the NAC regarding SPO support from nations.
- g. As appropriate, to coordinate counter PSYOPS among the NATO and troop contributing nations (TCNs) at the strategic level.

0203. Responsibilities of the strategic commanders

- a. To ensure subordinate commands have the doctrine, standing operating procedures (SOP) and plans required to implement PSYOPS in accordance with the emerging NATO Crisis Response System (NCRS).
- b. To develop and coordinate and update PSYOPS concepts, plans and procedures.
- c. To include PSYOPS in operational plans.
- d. To forward to NATO political authorities requests for SPO in support of military operations.
- e. To authorise, coordinate, and supervise the conduct of CRPO and CPO.
- f. To initiate requests for scientific research and development for the improvement of PSYOPS techniques and means.
- g. To develop training standards and include in a realistic manner PSYOPS in NATO training and exercises.
- h. To establish and maintain PSYOPS personnel within their own headquarters and subordinate commands.
- i. To integrate PSYOPS into all aspects of the operation.
- j. To review and develop PSYOPS related NCRS measures and/or options for MC approval.
- k. To develop PSYOPS force proposals, force standards and goals.

0204. Responsibilities of the operational commanders

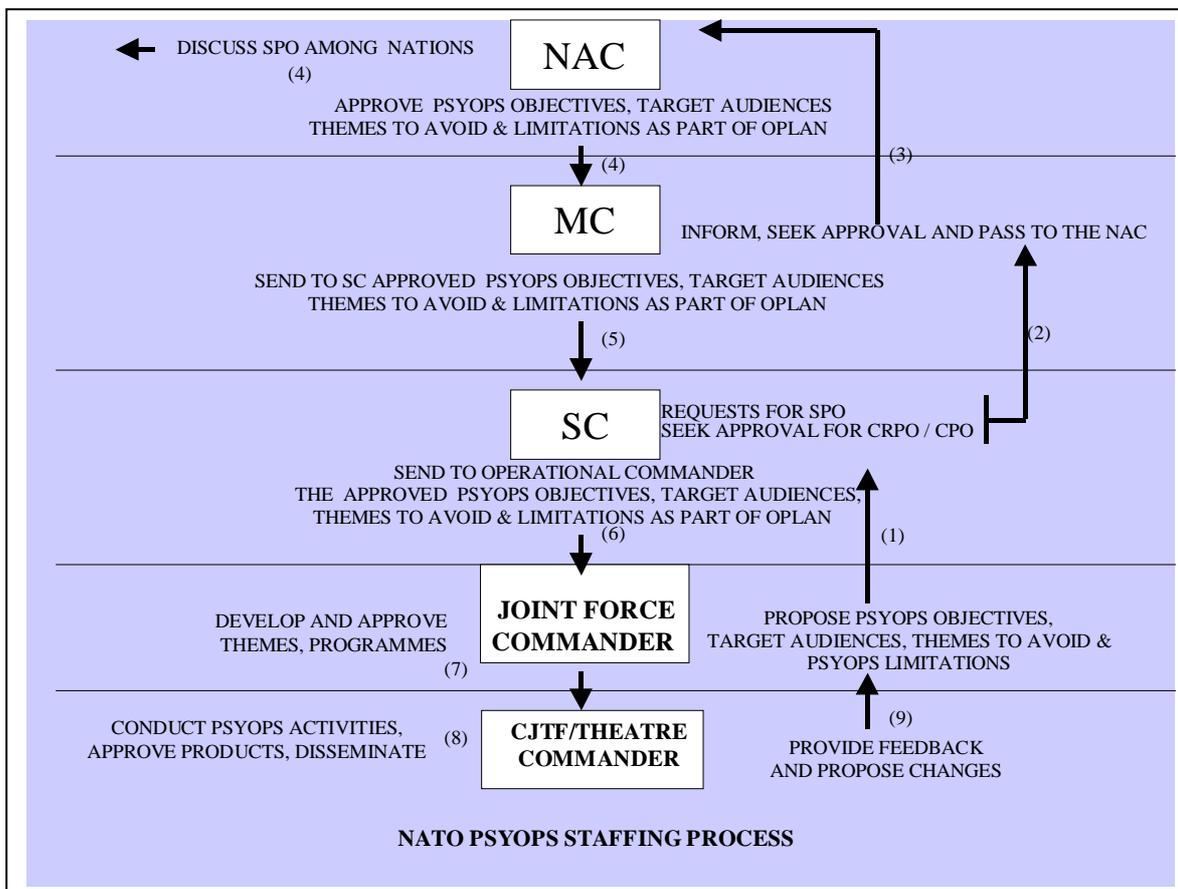
- a. To include PSYOPS in contingency plans.
- b. To designate specific staff responsibility for PSYOPS and ensure the responsible staff is trained.
- c. To develop training standards and to exercise PSYOPS during operational train-up.
- d. To integrate PSYOPS into all plans and orders to support all operations.

- e. To supervise and coordinate CRPO and CPO of subordinate headquarters (HQ's).
- f. To conduct PSYOPS analysis and planning within their own area of responsibility (AOR), and to contribute to strategic PSYOPS assessments.
- g. To accept and support national PSYOPS forces to support their operations, when transfer of authority (TOA) is effective.
- h. To exercise approval authority, when delegated, for PSYOPS programmes and products developed by supporting PSYOPS forces in the JOA, and coordinate tactical PSYOPS to ensure consistency with JOA PSYOPS.

0205. Responsibilities of the nations

- a. To consider PSYOPS during the planning process and implement it into directives and planning documents.
- b. To develop national plans and programmes to support NATO PSYOPS policy and doctrine.
- c. To ensure that, within their capabilities and overall priorities, intelligence is provided in support of NATO PSYOPS.
- d. To ensure that, within their capabilities and overall priorities, research and analysis are provided in support of NATO PSYOPS.
- e. To ensure interoperability is taken into consideration during development and procurement of PSYOPS capabilities.
- f. To provide, within means and capability, resources and trained personnel to support NATO PSYOPS in operations and exercises. This may apply to PSYOPS forces deployed in a JOA but also to PSYOPS forces supporting NATO operations from home bases ("reach-back").

0206. NATO PSYOPS staffing process



CHAPTER 3

COMMAND AND CONTROL OF PSYOPS

Section I - General

0301. **Authority.** NATO PSYOPS Policy is contained within MC 402, and it is from this policy document that NATO PSYOPS doctrine derives its authority.
0302. **National responsibilities.** As stated in Chapter 2, member nations are responsible for developing plans and programmes in support of NATO PSYOPS policy and doctrine, and for ensuring that interoperability with other NATO nations is taken into consideration during development and procurement of national PSYOPS capabilities. Additionally, they ensure that, if appropriate and within national capabilities intelligence, research, and analysis is provided in support of NATO PSYOPS, and for provide, where possible, national resources and trained personnel to support NATO PSYOPS in operations and exercises.
0303. **Range of impact.** It is highly likely that there will be a psychological impact present from almost all actions (or indeed, inactions) undertaken by NATO. This impact is likely to be felt not only in the immediate theatre of operations but also, due to the sophistication of modern media communications, much further a field. It is incumbent upon commanders at all levels, therefore, to take into account both the actual and potential psychological effects that may arise from actions in their area of operations (AOO). These effects will arise both within and outside their AOO. Commanders are responsible for all PSYOPS and counter-PSYOPS activity in their AOO, and this will inevitably require staff with PSYOPS responsibility at all levels of their commands, especially given the need for coordination up and down the chain of command.

Section II - Organisation of PSYOPS forces

304. **General.** NATO has no standing PSYOPS forces; the only permanent PSYOPS capability currently under NATO command is the presence of staff officers with PSYOPS responsibilities within the peacetime organisation at SC, JFC and JFC component levels. In time of crisis or war, NATO operational and tactical PSYOPS forces would be constituted from national contributions. These PSYOPS forces would be task organised for specific missions, and their composition would be based upon mission, size of the AOO, the psychological situation, the communications infrastructure/media environment, composition and capability of

adversary forces and indigenous populations, etc. When the circumstances require it, and when resources permit, PSYOPS forces allocated to support a NATO combined joint task force (CJTF) can form a combined joint force psychological operations component command (CJFPOCC), which would be under operational control (OPCON) of the CJTF commander. However, the normal organisation from which PSYOPS support is provided will be a combined joint psychological operations task force (CJPOTF) (see paragraph 306 below). Optimally, a PSYOPS lead nation will provide the nucleus around which the CJFPOCC can be formed as a serial on the combined joint statement of requirements (CJSOR).

0305. **Combined joint force psychological operations component command (CJFPOCC).**

- a. **Purpose.** The primary purpose of the CJFPOCC is to provide PSYOPS support to the CJTF commander, including AOO assessment, to control the development, production and dissemination of all PSYOPS products on CJTF level, and to coordinate the efforts of all PSYOPS support elements (PSEs) of subordinate commands. While support to the CJTF is the primary role envisioned for the CJFPOCC, this does not preclude the formation of a CJFPOCC to support non-CJTF formations or structures.
- b. **Key elements and tasks.** The CJFPOCC normally consist of the following elements:
 - (1) CJFPOCC HQ Staff. Includes the command group and principal functional staff elements J1-J6, and provides advice to the CJTF commander, develops the PSYOPS SUPLAN to support CJTF level operations, conducts target audience analysis and PSYOPS impact analysis, develops plans and programmes, controls development, production and dissemination of products, coordinates reach-back support and contracting of local assets, liaises and coordinates with supported (civil) agencies, and coordinates tactical PSYOPS support.
 - (2) Product development centre (PDC). Develops and produces print, audio, audio-visual and other media products for CJTF level dissemination to support PSYOPS objectives, and may produce material for supported commands if requested.
 - (3) Dissemination means. Capable of all weather/any conditions sensitive product delivery to supported commands.
 - (4) Liaison elements. Provides 24 hr operations awareness and PSYOPS integration into other components or headquarters as

required. This does not preclude the necessity for integral PSYOPS staff in other components or headquarters.

c. **Generic CJFPOCC force structure**

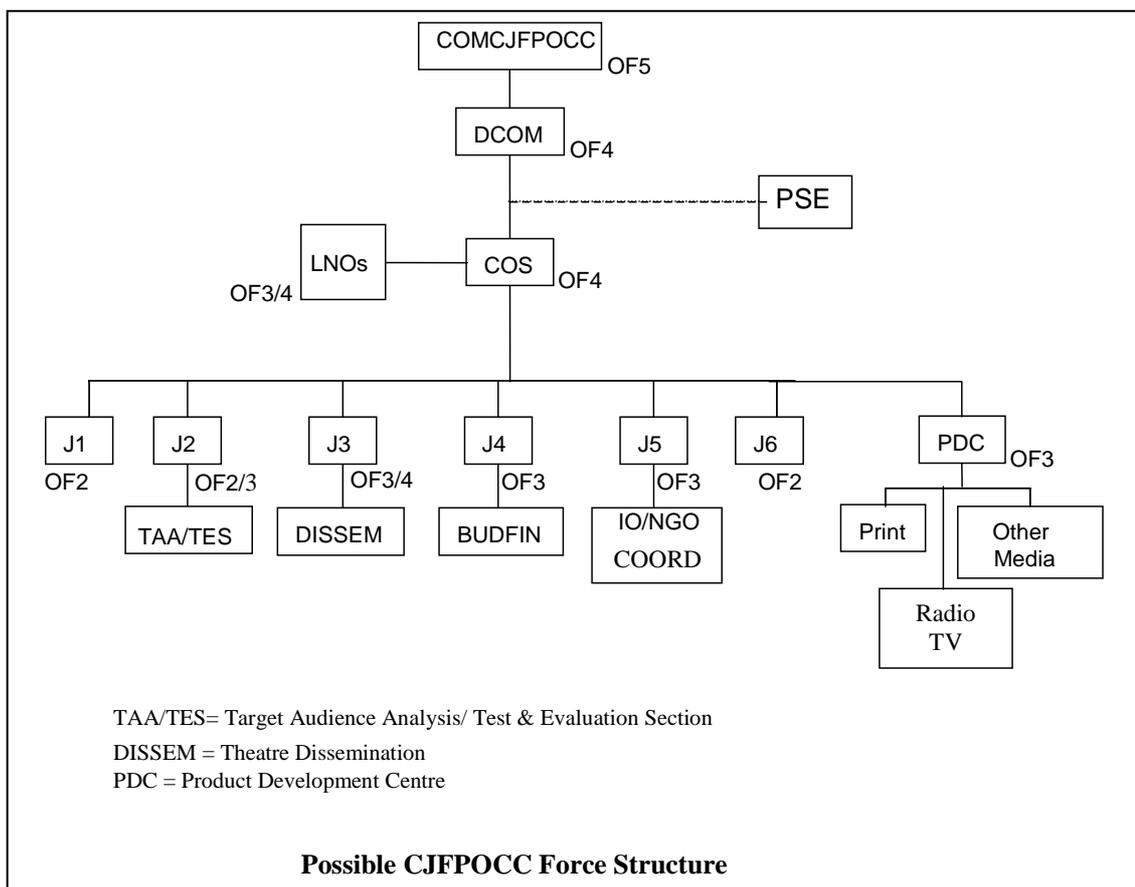


Figure 3-1. Possible CJFPOCC Force Structure.

0306. **Combined joint psychological operations task force (CJPOTF)**

- a. **Purpose.** The primary purpose of the CJPOTF is to provide PSYOPS support to the commander. The CJPOTF structure is particularly appropriate when it is in command and control of tactical PSYOPS formations. Like the CJFPOCC, the CJPOTF is best formed through the CJSOR/force generation process and is best fashioned around a nucleus contributed by a PSYOPS lead nation. However, its capabilities may not be as robust as a CJFPOCC, and because it may lack some of the functional staff agencies (CJ1 – CJ6), it may depend upon the supported headquarters for the necessary administrative, logistical, and communications support.

- b. **Key elements and tasks.** The CJPOTF normally is similar in composition and function to the CJFPOCC, with the notable exception that it will typically have limited capabilities in the CJ1, 2, 4 and 6 staff functions.

0307. **PSYOPS support elements (PSEs)**

- a. **Purpose.** The primary purpose of the PSE is to provide staff planning, limited production capability, and give functional guidance on the tactical level. For land operations, PSEs should be formed at the corps, division, and brigade levels. While the composition and tasks of these PSEs will vary depending upon the mission, operational requirement, and nations contributing to the formation, at a minimum these elements should have the capacity to provide PSYOPS subject matter input as part of the military planning process, conduct an analysis of the local target audiences, and prepare and disseminate PSYOPS products, either through organic means. PSEs can also be formed to support elements of air, maritime and special operations. A PSE may also be integrated into the CJTF/AOO-level supported HQ as part of the crisis establishment (CE) when there is no PSYOPS lead nation, or other limitations and considerations prevent the formation of a CJFPOCC or CJPOTF. The PSE is a functional capability and not staff reinforcement. Ideally, the PSE is built around the command and staff of the supporting PSYOPS unit appropriate for the supported echelon.
- b. **Key Tasks.** Key tasks of a PSE on all levels may include:
 - (1) To recommend PSYOPS task organization in support of subordinate echelons for individual missions and overall operations.
 - (2) To advise the commander on all aspects of PSYOPS support to operations.
 - (3) To integrate PSYOPS into planning and conduct of operations.
 - (4) To coordinate, as far as possible, PSYOPS with CIMIC.
 - (5) To liaise with supported commands/units and civil agencies.
 - (6) To conduct analysis of the society or community (e.g. target audiences, media, sociological, economical and political situation, impact of adversary propaganda, impact analysis of PSYOPS products).
 - (7) To evaluate measure of effectiveness (MOE).
 - (8) To support the operational estimate of the situation with PSYOPS

analysis results.

- (9) To develop PSYOPS programmes and products (if assets available) and/or request production support.
- (10) To support the PSYOPS approval procedure.
- (11) To coordinate product distribution and direct product dissemination.
- (12) To coordinate the activities of the PSEs and tactical PSYOPS teams (TPTs) of subordinated units.
- (13) To give functional guidance to subordinate commands.

c. **Key Elements of a CJTF or area of operation (AOO) HQ PSE.** If a PSE is integrated into this level of HQ, it would normally consist of the following elements:

- (1) Chief/Commander PSE.
- (2) Operations & plans Section. This includes liaison, target audience analysis / test and evaluation, language support, and dissemination elements.
- (3) Product development section. This includes development and limited production capabilities for print, audio, audio-visual and other media products.

0308. **Tactical PSYOPS teams (TPT).** The primary purpose of the TPT is to enable the tactical commander to communicate directly with target audiences within his AOR. TPTs can work for PSEs or directly for unit commanders. When attached or OPCON to a unit, the TPT chief acts as the PSYOPS advisor to the commander. The TPT employs themes, lines of persuasion and scripts to fit a specific local situation, but any modifications must remain within the guidelines provided by higher PSYOPS headquarters and the NAC approved objectives for the operation. In addition to loudspeaker operations, TPTs can conduct other types of PSYOPS. They can disseminate approved printed material, conduct face-to-face communication, gather and assess information on the target audience(s) and the effectiveness of friendly PSYOPS and adversary psychological activities or acquire other PSYOPS-relevant information from local sources, and contribute to the pre- and post-testing of PSYOPS products. While dedicated PSYOPS personnel best perform the TPT mission, the TPT function can be undertaken by appropriately trained, equipped, and supported personnel from other specialities.

0309. **Transfer of authority (TOA) of national PSYOPS forces.** Ideally, national

PSYOPS forces assigned to an operation should be transferred to NATO authority through a TOA message. However, some nations consider their military PSYOPS forces to be national forces whose operations are politically sensitive. Therefore, they may not agree to a TOA for these forces in some circumstances, or they may agree to a TOA but will restrict the use of their PSYOPS forces in some missions; these restrictions will be set out in the TOA message as national caveats. Under exceptional circumstances nations may agree to provide PSYOPS support, without TOA, to a CJTF/AOO commander's operation when the nation agrees with the PSYOPS objectives and themes to be used. Regardless of the status of PSYOPS forces, transparency coordination of their efforts within the supported HQ remains imperative.

0310. **PSYOPS “lead nation”**. In any planned or proposed operation in which PSYOPS is part of the statement of requirements (SOR) of the CJTF/AOO force, the SC should request one nation to act as the lead nation for the CJFPOCC or CJPOTF. The PSYOPS lead nation takes on the responsibility for providing the bulk of the PSYOPS personnel for the CJTF/AOO force (with any agreements for other nations to contribute to the PSYOPS element at this level being responsible as the lead nation), providing the PSYOPS communications, product development, production and dissemination assets, as well as responsibility for procuring and providing the necessary PSYOPS logistical support. Compensation and/or reimbursement will be subject to agreements between the parties involved. As with all NATO operations, nations participating in the operation are responsible for providing PSYOPS support to their manoeuvre units, and co-ordinating all their PSYOPS activity with the CJFPOCC and CJPOTF.
0311. **PSYOPS “framework nation”**. In any planned or proposed operation in which PSYOPS is part of the CE of the CJTF/AOO force headquarters, the SC should request one nation to become the framework nation for PSYOPS. In this context, the term “framework nation” is used to describe a nation that takes on responsibility for providing the commander and core staff of the CJFPOCC, CJPOTF, or PSE. However, because the PSYOPS activity is part of the CJTF/AOO force HQ CE, funding for PSYOPS equipment, product production, dissemination, and logistical support is a NATO responsibility. Staff procedures, although based on alliance standards, will reflect those of the framework nation. In practice, however, once command and staff teams work together, procedures may incorporate the “best ideas” of all the contributing nations. Nations participating in the operation are responsible for providing PSYOPS support to their manoeuvre units, and they will be asked to provide augmentees and/or PSYOPS capability (e.g. production support) to the CJFPOCC, CJPOTF, or PSE and to coordinate all their PSYOPS activity with the CJFPOCC, CJPOTF, or PSE.
0312. **PSYOPS activities when no “framework” or “lead nation” is identified**. Experience has shown that many times NATO will be unable to fulfil a request for a nation to assume responsibilities as the framework or lead nation for PSYOPS.

This may be particularly true in circumstances where the mission is anticipated to be of long duration (more than six months). Therefore, the SC may ask many nations to contribute to a PSYOPS PSE CE, as part of the CJTF/AOO force HQ CE, without one nation clearly identified as the Framework or Lead Nation. PSYOPS CE positions, along with the other CJTF/AOO force HQ requirements, will be discussed with possible TCNs during the manning conference held by the SC. In these cases, funding for PSYOPS equipment, product production, dissemination, communications, and logistical support is a NATO responsibility.

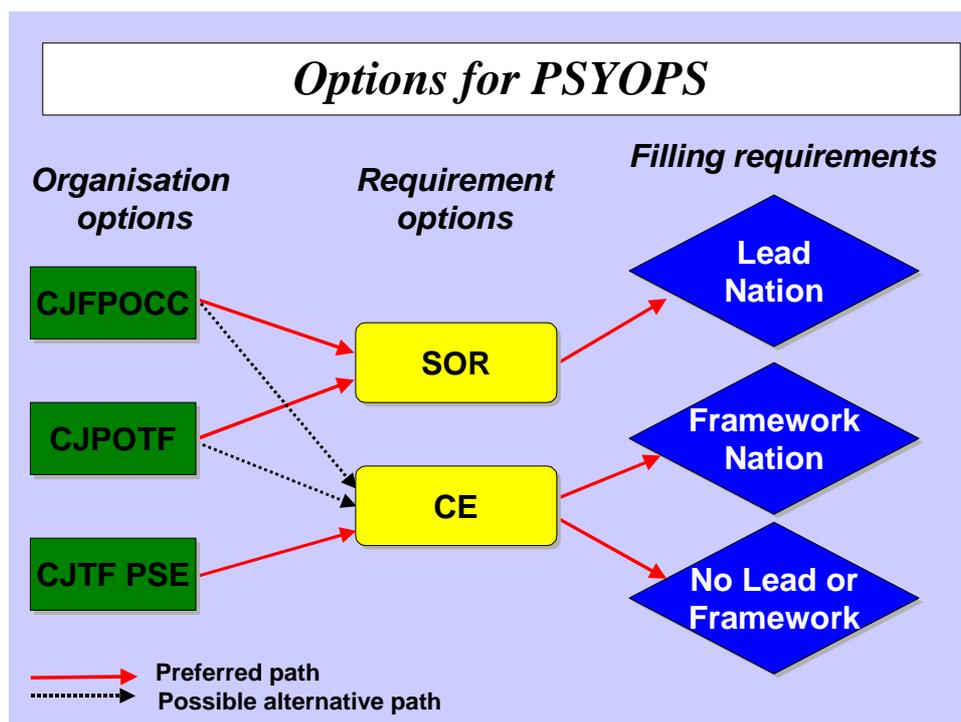


Figure 3-2. Manning options for PSYOPS

0313. **Force generation.** Force generation is a process that parallels the operational planning process (OPP) and is accomplished through a series of warning and activation messages. If listed on the SOR, during the force generation process, PSYOPS forces for a particular operation are identified and nations are invited to contribute forces and capabilities.

- a. **NAC force activation directive.** The first step in the force generation process is the issue by the NAC of the force activation directive, which directs the SC to initiate force activation. The earliest point at which the NAC can issue the force activation directive is coincident with approval of the SC Concept of Operations (CONOPS). As far as PSYOPS forces are concerned, the PSYOPS planners in appropriate NATO commands should have roughly identified the capabilities required to execute the CONOPS as soon as possible.

- b. **SC activation warning (ACTWARN).** Upon receipt of the force activation directive, the SC commences the formal force generation process by means of an ACTWARN message to nations, together with an Initial SOR, derived from a troops-to-task analysis. Usually the SOR for PSYOPS is geared towards outlining the requirements for the CJFPOCC or CJPOTF, as the provision of tactical-level PSEs and TPTs to support manoeuvre units is a national responsibility. Invariably, the SC PSYOPS staff will already have informally contacted potential PSYOPS TCNs to get a feel as to what nations 'might be willing to provide'. At this point the PSYOPS planners from the SC and from the CJTF or AOO commander must ensure that requirements for PSYOPS forces are included in the SOR. The ACTWARN informs NATO Joint Force Commander (JFC) and nations that a force is required; it outlines the mission and identifies key dates (e.g. Force Generation Conference). Concurrent release of the initial SOR, with the ACTWARN, provides nations a clear view of the SC intentions.
- c. **SC force generation and manning conferences.** Upon receipt of nations' informal force offers in response to the Initial SOR, the SC calls a force generation conference, normally chaired by the Deputy SC, with all potential troop contributing nations (TCNs) and appropriate NATO commands in attendance. It is important that PSYOPS planners from the SC, from the CJTF/AOO commander and from potential PSYOPS force contributing nations attend this meeting. Every line entry in the initial SOR is addressed, with the aim of providing as much of the required force as possible. Ideally, at this stage a lead nation for the CJFPOCC or CJPOTF can be identified. Upon completion of the force generation conference, the SC forwards a draft SOR, which reflects nations' force offers and details the proposed force package for the operation, to the NAC, through the MC, for approval. Again, usually the SOR is geared towards the requirements only for the CJFPOCC or CJPOTF, the provision of tactical PSEs and TPTs being a national responsibility. The SC PSYOPS planner should ensure that all appropriate PSYOPS forces required by the CJFPOCC or CJPOTF are included in this draft SOR. The NAC approval of the draft SOR constitutes approval for the next step in the force activation process. The SC will also hold a concurrent or separate manning conference where the CE for the CJTF/AOO HQ is briefed to nations and where nations can offer personnel to fill the CE positions. If PSYOPS is part of the HQ CE, it is during the SC-sponsored manning conference where the PSYOPS requirements are met by contributing nations.
- d. **SC activation request (ACTREQ).** Upon NAC approval of the draft SOR, the SC issues the ACTREQ message to nations. The ACTREQ requests nations to formally commit to the force package in the draft SOR. It must state clearly when nations are expected to respond to the ACTREQ by sending their national force preparation (FORCEPREP) message to the SC.

- e. **Nations' force preparation (FORCEPREP) messages.** Upon receipt of the ACTREQ, nations provide the SC with a FORCEPREP message, which is the formal commitment of national contributions to the draft SOR force package.
 - f. **SC force balancing conference.** If necessary, following receipt of all FORCEPREP messages, the SC conducts a force balancing conference to address any shortfalls in the desired force package. Often, PSYOPS forces will be considered in a separate conference chaired by the SC's PSYOPS staff.
 - g. **NAC execution directive.** Once the operation plan (OPLAN) is endorsed by MC and approved by the NAC, and the final SOR has been issued, the NAC can issue its execution directive to initiate mission execution.
 - h. **SC activation order (ACTORD).** Upon receipt of the NAC's execution Directive, the SC issues an ACTORD message to all participating nations, which initiates release of national forces and TOA to the SC, as well as authorising the deployment of NATO forces.
0314. **Sustainability.** To reduce to a minimum the requirement to provide military PSYOPS forces, which remain a scarce commodity, PSYOPS planners should consider 'reach-back' (with PSYOPS elements left back in home stations) in providing PSYOPS in the CJTF/AOO (i.e. research and analysis, product development and production, etc.). In addition, "reach-back" may be necessitated by operational security considerations. This may require additional logistic support and/or increases in requirements for supporting telecommunications architecture, especially electronic bandwidth. Additionally, the CJFPOCC, CJPOTF, or PSE, together with the JFC and SC PSYOPS planning staffs, should regularly review the SOR/CE with the aim of maintaining the necessary capabilities required in various phases of an operation. This may result in the need for subsequent force generation and force balancing conferences chaired by the SC.

Section III – Command relationships

0315. To facilitate control of PSYOPS, the CJFPOCC, or CJPOTF, should be under direct OPCON of the CJTF/AOO commander. In the case of a CJTF/AOO-level PSE, its relationship with the rest of the HQ varies and is determined by the supported commander, but should be in as a direct a line as possible with him. Tactical PSEs and TPTs operate under the OPCON of their supported element, but should coordinate their efforts under the guidance of the CJFPOCC/CJPOTF/PSE. To facilitate this activity, there may be an exchange of liaison personnel to ensure close communication and coordination. In terms of guidance and support, the

CJTF/AOO-level PSYOPS element should provide the broad 'left and right limits' and help orchestrate PSYOPS activities at all levels in the CJTF/AOO in order to ensure a unity of purpose and a coherent 'voice' for NATO military activities within the AOO. This guidance should come in the form of a PSYOPS supporting plan outlining PSYOPS objectives, themes, target audiences, limitations, etc., within the context of various phases of the operation. The CJTF/AOO-level PSYOPS element should also provide to the tactical-level PSEs PSYOPS products created for AOO-wide dissemination or may provide local PSYOPS production support within means and capabilities. Other assistance the CJTF/AOO-level PSYOPS element can provide may be in the form of target audience analysis, insight into activities of other tactical PSEs, etc. Tactical PSEs remain a national responsibility and must be prepared to conduct local target audience analysis, PSYOPS planning, and limited PSYOPS product development, production and dissemination.

CHAPTER 4

PSYOPS AND THE RANGE OF MILITARY OPERATIONS

Section I – General

0401. **Combined, joint military PSYOPS objectives across the range of military operations.** PSYOPS supports combined, joint conventional and special operations and other designated NATO agencies. The role of PSYOPS varies depending on the level of operational activity or environment, albeit any PSYOPS activity conducted by NATO is restricted to crisis response psychological operations (CPRO) and combat psychological operations (CPO) only, although the NAC will seek to coordinate strategic psychological operations (SPO) conducted by nations, and must not target friendly nations or forces, or civilian audiences outside the AOO. Although the following discussion of the applicability of PSYOPS to the range of military operations (crisis response operations and Article 5) describes each in discrete terms, in actual circumstance there may not be a precise boundary where a particular state ends and another begins.

Section II– PSYOPS in support of operations

0402. **Crisis response operations (CRO) (non-Article 5)**

- a. **Purpose.** CROs span the range of military operations, from purely humanitarian assistance to the use of force. Regardless of the mission PSYOPS provide a critical supporting capability that a commander can use to help achieve his objectives. PSYOPS activities can create a supportive atmosphere and a willingness to cooperate by influencing target audience behaviour in support of mission goals. In these types of operations PSYOPS is a key element that serves to prevent/avoid the use or threat of force. As in all operations, but especially so in CROs, PSYOPS is the primary tool for the commander to communicate to target audiences. In addition it has the ability to rapidly transition to CPO should the need arise.
- b. **Objectives.** Due to the broad range of CROs, the PSYOPS objectives must be tailored to the mission. These objectives can include the following:
 - (1) Gain acceptance of NATO policies, aims, and objectives.

- (2) Positively modify the behaviour of selected target audiences towards NATO.
- (3) Gain and sustain popular belief in and support for NATO objectives within the defined area of operations.
- (4) Deter adversary powers or groups from initiating actions detrimental to the interests of the NATO, its allies, or the conduct of friendly military operations.
- (5) Promote cessation of hostilities by highlighting the negative effects of violence and the positive effects of peace.
- (6) Undermine the legitimacy and credibility of the adversary, if appropriate.
- (7) Shift the loyalty of adversary forces and their supporters.
- (8) Without compromising their integrity and impartiality, enhance the efforts of IOs, NGOs, and other organisations that support NATO objectives in coordination with the CIMIC staff.
- (9) Promote the benefits of NATO.

0403. **Article 5 operations (A5O)**

- a. **Purpose.** PSYOPS in support of A5O help the NATO commander establish the conditions that can lead to decisive operations. PSYOPS can achieve short-term goals in support of tactical actions. Properly planned and executed PSYOPS, in coordination with lethal capabilities, can reduce the length and severity of any confrontation and, therefore, reduce casualties on both sides.
- b. **Objectives.** During A5O, the broad objectives of PSYOPS can be:
 - (1) Gain acceptance of NATO policies, aims, and objectives.
 - (2) Undermine public support for adversary military operations.
 - (3) Influence adversary decision-makers.
 - (4) Undermine confidence in the adversary leadership.
 - (5) Lower the morale and combat efficiency of adversary combatants.

- (6) Increase the psychological impact of NATO combat power.
- (7) Contribute to the effectiveness of military deception and operations security.
- (8) Reduce the effectiveness of adversary propaganda against NATO.

0404. **PSYOPS in support of special operations.** Special operations are typically highly compartmentalised, with a great and necessary emphasis on security. PSYOPS can be used to shape the battlespace prior to the conduct of special operations. When special operations are planned, PSYOPS should also be considered to address expected consequences and mitigate potential negative effects. Sometimes a special operations mission can be used to lay the ground work of a PSYOP effort supporting either CRO and/or A5O efforts.

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ANNEX A

PSYCHOLOGICAL OPERATIONS PLANNING

Section I - Introduction

- A101. **General.** Planning for PSYOPS in NATO operations should be developed and executed in accordance with NATO's operational planning process (OPP). This annex outlines how the PSYOPS planner should integrate his efforts into the OPP mainly at the SC or JFC level, although it has some applicability at lower levels such as the CJTF/ CC-/corps -level; it applies equally to the processes of deliberate and crisis action planning.
- A102. **Scope.** As covered in chapter 1, PSYOPS is an integral component of military operation and is integrated with the decision making apparatus and combined political-military operations of the Alliance. Accordingly, military PSYOPS may affect not only military targets but also political, economic, or social structures within the target area. It is vitally important, therefore, for the PSYOPS planner to get involved at the earliest stage of planning for the operation. Planners must start analysis and planning at the earliest moment, stay actively involved during the whole planning process, and provide continuous assessment throughout the planning phases.
- A103. **General tasks.** General tasks for the PSYOPS planner are:
- a. To conduct a PSYOPS assessment and contribute to the overall planning process.
 - b. To initiate and conduct a PSYOPS estimate.
 - c. To conduct mission analysis, including input to commander's critical information requirements (CCIRs).
 - d. To contribute to the development of courses of action (COAs).
 - e. To contribute to the overall CONOPS.
 - f. To develop applicable contributions to the operational plan (e.g. Annex L and contributions to the main body).
 - g. To identify capability/force requirements.
 - h. To draft planning guidance to the supporting PSYOPS commander.

- i. To review PSYOPS plans.

A104. **Planning skills.** To employ PSYOPS effectively, combined/joint military PSYOPS planners should have the following:

- a. A thorough knowledge of PSYOPS related NATO policy and objectives.
- b. Combined/joint operational planning skills with knowledge of PSYOPS doctrine, tactics, techniques, procedures, force structure and capabilities.
- c. Access to information regarding the customs, ethics, values, and goals of the target audience.

A105. **Objectives, target audiences, themes to avoid, and limitations.** NATO operational and tactical PSYOPS plans and programmes must be based upon guidance from the SC and specifically follow the PSYOPS objectives approved by the NAC. PSYOPS objectives, target audiences, themes to avoid, and limitations are developed by the operational level planning (JFC) headquarters and passed to the SC for approval. The SC PSYOPS staff will review, approve and incorporate the objectives, target audiences, themes to avoid, and limitations in the strategic level plan and then forward them to the NAC for approval as part of the SC OPLAN. Other portions of the PSYOPS planning process, including analysis of target audiences, development of themes to stress, etc., continue at the JFC level.

A106. **Force planning.** Force planning will be initiated by SC CONOPS, in which the mission has been stated and the size of the force determined, so that the specific PSYOPS functions and capabilities required can be ascertained. The required functions and capabilities will dictate the detailed composition of the PSYOPS force as well as its priority and position in the deployment plan. PSYOPS staff must ensure that PSYOPS force requirements are included in all plans.

A107. **Advice.** Any military activity can have great psychological significance. Therefore, it is necessary for PSYOPS to advise the commander on perception issues. This is one of the most important functions fulfilled by PSYOPS. Since psychological activities and psychological actions go well beyond the range of just creating products, and can involve actions by almost every part of the combined joint force, PSYOPS advice to the commander can be crucial. Advice should be provided to the commander on the impact on target audiences of issues such as the movement and disposition of forces or seemingly simple issues such as the uniform items worn by the troops.

A108. **Flexibility.** The PSYOPS planning process should not be regarded as a mathematical formula that, if followed rigidly, will automatically produce the correct answers. Instead, the following process should be regarded as a template, which must be used in conjunction with the skill and imagination of the PSYOPS planner.

Furthermore, whilst the process is portrayed as a continuous progression, in reality all stages are subject to re-assessment as new intelligence is received.

Section II - PSYOPS in the NATO operational planning process

- A109. **Political/Military interface.** NATO's decision-making cycle depends on a close interaction between political and military factors. Clearly, limitations and imperatives in one area will affect decisions in the other. It is of critical importance that PSYOPS on strategic level is represented in NATO's information strategy working group for NATO operations (ISWGNO) and SC's operational planning working group (OPWG). On operational level (JFC/JC/CJTF) PSYOPS should be represented in joint operational planning groups.
- A110. **Integration.** PSYOPS are an integral part of strategic, operational and tactical level operations. PSYOPS themes will be perceived as expressions of NATO and nations' policies. Any inconsistency between themes used by different agencies or at different levels may discredit the operation and damage the Allied cause. To prevent this, careful coordination of PSYOPS is paramount. INFO OPS will coordinate PSYOPS with other activities, and will also coordinate with PI and CIMIC. It should be remembered that the presence of mass media in a theatre of operations means an overlap of information between audiences is almost inevitable. This overlap makes message de-confliction crucial. Care must also be taken to anticipate and minimise any negative impact of PSYOPS actions or messages on unintended audiences, including members of NATO-led forces. PSYOPS planners should fully integrate their plans with all other staff branches and continue to coordinate throughout the conduct of the operation.
- A111. **PSYOPS integration with INFO OPS**
- a. **General**
- (1) INFO OPS exploit the opportunities and vulnerabilities inherent in information-dependant military activities. In crisis and hostilities, INFO OPS can be used as a crisis response measure to communicate Alliance interest and demonstrate resolve. In conflict, INFO OPS can be applied to achieve physical and psychological results in support of military objectives. INFO OPS contribute by taking advantage and wider ranging influence objectives in the political, social and economic realms of information technology, exploiting the growing worldwide dependence upon automated information systems and near real time global dissemination of information, to affect adversary decision-making with the goal of achieving informational advantage.

- (2) INFO OPS contribute by both defending military decision-making from adversary attacks and degrading an adversary's decision-making capability, thereby producing a relative information advantage. INFO OPS also contribute by shaping adversary perceptions and behaviour.

b. **Capabilities, tools and techniques used in support of INFO OPS.**

Capabilities, tools and techniques in support of INFO OPS are employed to influence, counter-command and protect own information and information systems while protecting friendly information and decision-making. PSYOPS can only be associated with the **influence activity** albeit this can have an influence on the other two domains of INFO OPS (counter command and information protection). Electronic warfare (EW) and computer network operations (CNO) are concerned with affecting or defending the electromagnetic spectrum, information systems, and information that support decision makers, weapon systems, command and control (C2) and automated responses; these are largely concerned with **counter-command activity**. OPSEC, virtual, and physical protection of systems clearly are focused in the **information protection** arena. Integration of all of these core capabilities is critical to mission accomplishment.

c. **PSYOPS role in the INFO OPS coordination board**

- (1) The forum for the implementation of INFO OPS is the Information Operations Coordination Board (IOCB). This board is usually chaired by chief INFO OPS, meets as a subset of the joint coordination board (JCB). It will convene as necessary in the HQ decision cycle and as required during peacetime day to day operations. Representatives on the IOCB must have the authority to speak for and make decisions on behalf of their command functional area. PSYOPS as a core member of the IOCB advises on PSYOPS support of proposed INFO OPS activity and coordinates activities with INFO OPS during the operational planning process (OPP). PSYOPS also initiates PSYOPS plans and the subsequent targeting process and contributes to the development of INFO OPS activity. PSYOPS can:
 - (a) Provide target audience analysis.
 - (b) Be used to attack adversary legitimacy and credibility.
 - (c) Build and sustain support among approved target audiences (TAs).
 - (d) Shift loyalty of adversary forces.
 - (e) Help promote the cessation of hostilities.

- (f) Undermine adversary confidence.
 - (g) Persuade isolated and bypassed adversary forces to surrender.
- (2) PSYOPS are an integrated part of INFO OPS through effective analysis of adversary propaganda and information efforts to:
- (a) Counter and diminish adversary propaganda efforts.
 - (b) Discourage adversary offensive operations.
 - (c) Reduce or neutralize support of adversary operations.
 - (d) Reorient or educate the selected TAs in the AOO.
 - (e) Support command information programs.

d. **Psychological operations and the information operations Cell**

- (1) PSYOPS is one of the most critical capabilities of INFO OPS. They are conducted to influence approved TAs. PSYOPS are also an important contributor when conducting joint operations in a more combined approach involving the influence of approved TAs.
- (2) The coordination of INFO OPS elements is critical to successful execution of INFO OPS.
- (3) The JFC's staff, which includes the IOCB, develops and promulgates guidance/plans for INFO OPS that are passed to the components and supporting organizations and agencies for detailed mission planning and decentralized execution. The IOCB integrates the broad range of potential INFO OPS actions and activities that help contribute to the JFC's desired end state in an operational area.
- (4) The IOCB is comprised of representatives from each staff element, component, and supporting agency responsible for integrating INFO OPS capabilities and related activities.
 - (a) PSYOPS representatives to the INFO OPS cell are integral members of the cell.
 - (b) The duties PSYOPS representatives perform in the IOCB are in addition to the ones they perform, for example, those they perform in a CJFPOCC/CJPOTF/PSE.

- (c) In the IOCB, PSYOPS representatives integrate, coordinate, deconflict, and synchronize the use of PSYOPS with INFO OPS capabilities and related activities. They also advise and/or recommend on other multinational information activities within a JFC's AOO that may support INFO OPS.

e. **Information operations support to a CJFPOCC/CJPOTF/PSE**

- (1) The IOCB supports the JFC's PSYOPS element by performing the following tasks:
 - (a) The IOCB supports improved PSYOPS product development by obtaining critical intelligence and analysis not usually available for PSYOPS use upon request. It also can augment dissemination of PSYOPS products and programs via non-standard dissemination assets or platforms, and provide responsive access and use of sensitive information and programs for PSYOPS forces as required.
 - (b) The IOCB facilitates PSYOPS communications, distribution, and dissemination through joint restricted frequency list deconfliction, frequency spectrum analysis, media analysis, propagation analysis, and modeling, and helps in the facilitation of PSYOPS contingency planning by coordinating resources to support the PSYOPS scheme of maneuver. Additionally, it facilitates the PSYOPS product approval process as part of an INFO OPS program and approved TA polling, post-test analysis, and impact assessment of PSYOPS programs, and establishes systems for adversary propaganda collection, reporting, and analysis to facilitate counter-PSYOPS programs.
 - (c) The IOCB coordinates and synchronizes PSYOPS with INFO OPS capabilities and related activities and other aspects of joint force operations and assists in the collection and analysis of impact indicators and MOE of PSYOPS plans and programs. Furthermore, it assists in coordination and synchronization with higher-level information operations, programs, or activities.
 - (d) The IOCB ensures the coordination of PSYOPS with other capabilities, tools and techniques. The IOCB also ensures the joint targeting coordination board (JTCB) supports the JFC PSYOPS objectives. The IOCB makes sure that the JTCB has the support of PSYOPS subject matter experts.

- (2) If military potential is to be maximized, PSYOPS and INFO OPS cannot be conducted in a vacuum; rather, they must be woven into the strategies and operations across the range of military operations to include integrating them with joint, multinational, and interagency operations.

Relationship of PSYOPS planning to the operational planning process (OPP). The PSYOPS planning process is designed to work in parallel with the 5 stages of the OPP: initiation, orientation, concept development, plan development and plan review.

| STAGES | OPP | PSYOPS PLANNING |
|--------------------------------------|--|--|
| 1 INITIATION | Review initiating directive from JOPG | Assessment |
| 2 ORIENTATION | Mission analysis CDR's planning guidance | Mission analysis initiate PSYOPS estimate |
| 3 CONCEPT DEVELOPMENT | Develop COAs Decision brief Develop CONOPS | Refine PSYOPS Estimate PSYOPS input into main CONOPS |
| 4 PLAN DEVELOPMENT | Develop and coordinate Plan Family of plans | Force Requirements PSYOPS annex L / SUPLAN PSYOPS input into main body of OPLAN |
| 5 PLAN REVIEW | Plan Review / evaluation updated plan | Impact analysis updated annex L / SUPLAN |

Figure A1: Relationship of PSYOPS Planning to the OPP

A113. OPP Stage 1: Initiation

- a. PSYOPS have no direct input into the initiation stage, but the groundwork for mission analysis is to be done as early as possible to direct the staff's attention towards psychological considerations that may be important for further planning and force generation. A key issue is the development of detailed requests for information (RFI) to support further PSYOPS analysis.
- b. Within the AOO assessment, background research on the area of future operations and possible target audiences will be assembled, and extant PSYOPS studies reviewed and updated. There will frequently be a lack of

such prepared studies. Therefore, the PSYOPS planner must identify initial assumptions, information shortfalls, and submit RFIs to the J2 and appropriate agencies. Additionally, the PSYOPS planner should consider other sources such as the Internet, the support of polling by civilian companies in the AOO, work by academic and special interest groups, etc.

- c. It is at this point that the PSYOPS staff planners may want to request a PSYOPS core planning team consisting of intelligence, operations and logistics planners.

A114. OPP Stage 2: Orientation

- a. In the orientation stage PSYOPS will contribute to mission analysis and initiate the PSYOPS estimate. The topics from the estimate will feed the mission analysis brief, which will lead to the commander's planning guidance. PSYOPS staff planners will contribute to the identification of centres of gravity and decisive points.
- b. At this stage, the estimate (see Section III) summarises the considerations and contributions of the PSYOPS Staff to mission analysis and supports more detailed PSYOPS planning on force level, providing planning guidance for the supporting PSYOPS commander. The estimate is prepared by the HQ PSYOPS Staff, supported by PSYOPS experts of the CJFPOCC/CJPOTF/PSE, and will be refined during the concept development stage. It should be as thorough and detailed as time will permit. The format serves as a mental checklist to ensure that all elements of the PSYOPS situation are considered.

A115. OPP Stage 3: Concept development

- a. In the concept development stage PSYOPS provide staff analysis for incorporation into the COAs. The process used here is to continue to refine the PSYOPS estimate, which includes the comparison of different COAs from the psychological perspective, the identification how PSYOPS can support each of the operational COAs, and recommending which COA that is best from the PSYOPS point of view.
- b. The key aim of this stage is to ensure that the commander understands the PSYOPS considerations associated with each proposed COA in the decision brief. The final approved operational CONOPS will dictate which line of operations for PSYOPS to develop and which capabilities/forces are required.
- c. During this stage, PSYOPS contributes to the main CONOPS, outlining the significance and priority of PSYOPS activities in aiding the supported

commander's mission and objectives. This assists in the development of the PSYOPS annex L.

A116. OPP Stage 4: Plan development

- a. In the plan development stage the PSYOPS annex to the plan is produced by the HQ PSYOPS staff. A key item is to seek approval for PSYOPS objectives from the NAC. The annex provides the basics necessary for the development of the PSYOPS supporting plan (SUPLAN). Annex L must include at least PSYOPS objectives, target audiences, themes to avoid, limitations, allocate PSYOPS tasks on the operational and tactical levels, and nominate the responsible approval authorities. A format for the PSYOPS annex L is given in section III. The format should also be used to prepare respective annexes to plans of subordinate HQs. Details may vary as required on different levels of command.
- b. The information and guidance contained in the Annex L will be transformed into a more detailed PSYOPS SUPLAN by the supporting PSYOPS commander in close coordination with the HQ PSYOPS staff. It describes the overall sequencing and execution of the various PSYOPS programmes, each designed to achieve a measured response in specific target audiences, and formulates requirements for the measurement of success. The SUPLAN is integrated with the OPLAN to achieve PSYOPS objectives that contribute to the accomplishment of the operational objectives of the supported commander who approves the SUPLAN. A format for the PSYOPS SUPLAN is given in section III.
- c. PSYOPS should contribute to the main body of the OPLAN, outlining the significance and priority of PSYOPS activities in aiding the supported commander's mission and objectives (ideally included in either the concept of operations or commander's intent paragraphs). A PSYOPS contribution to the main body will ensure a wider readership and understanding of the PSYOPS activities.

A117. OPP stage 5: Plan review. During this stage, PSYOPS planner continues to conduct an AOO assessment, including target audience analysis and impact analysis. The PSYOPS SUPLAN should incorporate specific MOEs for the PSYOPS products and actions. These should be monitored and the results used to derive necessary amendments to the plan or make adjustments to PSYOPS programmes. This helps to ensure the objectives to be supported are still focused upon and aids in the assessment of the progress of the PSYOPS effort. Results from PSYOPS analysis may also supplement intelligence collection and contribute to the operational plan review.

A118. **Summary: PSYOPS planning process and outputs.** Each planning stage involves a process, has an output and contributes to a purpose as follows:

| STAGE | PROCESS | OUTPUTS | PURPOSE |
|-------|----------------------------|--------------------------------------|---|
| 1 | Initiation | Updated PSYOPS studies | AOO assessment, to do the groundwork for mission analysis. |
| | | Submit RFIs | Fill information shortfalls |
| 2 | Orientation | Initiate the PSYOPS estimate | Mission analysis, to focus own and subordinate HQ planning. |
| 3 | Concept development | Continue to refine PSYOPS estimate | Staff analysis, to ensure the PSYOPS factors of each COA are understood by the commander. |
| | | PSYOPS input into main CONOPS | Outlines the significance and priority of PSYOPS activities. |
| 4 | Plan development | PSYOPS Annex L | To insure that objectives are approved by the NAC. |
| | | PSYOPS input into main body of OPLAN | Highlights PSYOPS activities to a broader readership. |
| | | PSYOPS SUPPLAN | To outline a co-ordinated PSYOPS plan that supports the commander's objectives. |
| 5 | Plan review | Updated annex L / SUPPLAN | To adjust the plan as a result of monitoring MOEs. |

Figure A2: PSYOPS planning process and outputs

Section III - Formats for PSYOPS planning outputs

A119. **A Format for a PSYOPS estimate.** The recommended format for the PSYOPS estimate is as follows:

1. MISSION
 - a. Supported commander's mission & planning guidance
 - (1) Mission

- (2) Initial intent
- (3) End state and criteria for success

- b. PSYOPS mission
- c. Initial PSYOPS objectives (PO)
- d. Planning limitations (restraints - what must not occur and constraints - what must occur)

2. SITUATION AND CONSIDERATIONS

- a. Political situation
- b. Areas of conflict / International disputes
- c. Adversary overall military key factors that impact on PSYOPS
 - (1) Strengths & dispositions
 - (2) Capabilities
 - (a) General
 - (b) PSYOPS-specific capabilities
 - (c) Adversary propaganda and psychological activities
- d. Non-belligerent third parties
 - (1) Uncommitted countries or groups
 - (2) International / Non-governmental organisations (IO/NGO)
- e. Allies and friendly parties
 - (1) Strengths and dispositions
 - (2) Capabilities
 - (a) General
 - (b) PSYOPS-specific capabilities
- f. Media situation
 - (1) International media
 - (2) Local media
- g. Assumptions
- h. PSYOPS situation

- (1) Psychological situation
 - (a) General: Historical, political, language, culture, religion, ethnicity²
 - (b) Possible target audiences (TAs)
 - i. Ultimate TA
 - ii. Intermediate TA
 - iii. Unintended TA
 - iv. Apparent TA
 - (c) Conditions
 - (d) Vulnerabilities
 - (e) Assessment (susceptibility)
 - (f) Assumed Psychological impact of operations

- (2) Communications environment
 - (a) Communications infrastructure
 - (b) Media usage
 - (c) Assessment (receptivity)

- (3) PSYOPS organisation
 - (a) PSYOPS forces available for planning
 - (b) Initial PSYOPS force requirements

- i. Additional operational limitations or environmental factors derived by PSYOPS analysis that will affect activities.

(The subsequent portions of the Estimate occur in OPP Stage 3)

3. ANALYSIS OF OWN COAs

- a. Impacts on the PSYOPS situation
- b. Advantages and disadvantages for conducting PSYOPS

4. COMPARISON OF OWN COAs

- a. Advantages and disadvantages
- b. Methods of overcoming disadvantages

5. CONCLUSIONS

- a. Comparison of all COAs from the psychological perspective,

² See Glossary for detailed definition of Psychological situation

- b. Identification of how PSYOPS can support each of the operational COAs
- c. Recommendation on which COA is best from the PSYOPS perspective

PSYOPS PLANNING GUIDANCE (if required)

A120. **The PSYOPS annex L.** A format for a PSYOPS Annex to plans is as follows:

REFERENCES:

TASK ORGANISATION:

1. SITUATION

- a. General
- b. Specific
- c. Assumptions
 - (1) Political
 - (2) Military

2. PSYOPS MISSION

3. EXECUTION

- a. Desired PSYOPS end state (in support of the overall mission)
- b. PSYOPS concept of operations
 - (1) Outline
 - (2) Phasing
- c. Tasks
 - (1) PSYOPS units / forces assigned
 - (a) CJTF/AOO-Level (CJFPOCC, CJPOTF, or PSE)
 - (b) Tactical level (PSE)
 - (2) PSYOPS staff & liaison elements

- d. Coordination instructions
 - (1) Intelligence
 - (2) Indigenous assets
 - (3) Internal and external liaison
 - (4) Reach-back
- e. Approval authority
 - (1) Operational level PSYOPS
 - (2) Tactical level PSYOPS

4. SERVICE SUPPORT

- a. Stocking & delivery
- b. PSYOPS-specific assets, supply & maintenance
- c. Controlling & maintaining indigenous assets
- d. Budget Coordination
- e. Personnel matters (including indigenous personnel).

5. COMMAND AND SIGNAL

- a. Command
 - (1) Command relationships of PSYOPS forces
 - (2) PSYOPS internal command
- b. Signal
 - (1) PSYOPS broadcast requirements
 - (2) PSYOPS C4 systems and requirements
 - (3) PSYOPS reporting

APPENDICES:

- 1 - PSYOPS objectives, target audiences, limitations, and themes to avoid
- 2 - Approval process (schematic and coordination agencies)
- 3 - Others as required

A121. The PSYOPS supporting plan (PSYOPS SUPLAN).

REFERENCES:

TASK ORGANISATION:

1. SITUATION

a. General

- (1) Background
- (2) Strategic conditions
- (3) Desired end state (higher commander's)
 - (a) Political
 - (b) Military
 - (c) Psychological
- (4) Objectives (Higher Commander's)
 - (a) Military
 - (b) Psychological
- (5) Planning Limitations
 - (a) Constraints
 - i. Military
 - ii. Target audiences
 - iii. Themes (if applicable)
 - iv. Others (IAW strategic OPLAN)
 - (b) Restraints (self – imposed limitations, if applicable)

b. Opposing forces. (Overview threat assessment, including media, communication and information conditions, propaganda potential, etc.)

- (1) Capabilities
- (2) Cognitive dimension
 - (a) Factors (political, military, economic, cultural)
 - (b) Conditions (media, communication, information)
 - (c) Perceptions

c. Friendly forces. (Higher, adjacent, and supporting commands and agencies which will impact friendly operations with regard to media, communication and information conditions, propaganda potential, etc)

d. Attachments and detachments. (External forces that may be committed to own command and forces provided by own command to other commands including reach-back support)

e. Given assumptions.

- (1) Political assumptions
- (2) Military assumptions

- f. Tasks (Mission essential only)
- 2. MISSION (clear, concise statement of who, what, when, where, why)
- 3. EXECUTION
 - a. Commander's intent
 - (1) The aim of the operation
 - (a) Military
 - (b) Information strategy/INFO OPS
 - (c) Psychological
 - (2) PSYOPS objectives (derived from military objectives and coordinated with INFO OPS objectives)
 - (3) Desired psychological end-state (derived from military end-state)
 - b. Commander's evaluation
 - (1) Centres of gravity (adversary, friendly and own)
 - (a) Politico-military
 - (b) Cognitive dimension (strengths, vulnerability, susceptibility, accessibility)
 - (2) Pre-conditions for success (conditions and measurement (MOE))
 - (3) Risk assessment
 - (a) Military
 - (b) Psychological and propagandistic (adversary's capabilities and friendly vulnerabilities)
 - c. Concept of operation
 - (1) General (synopsis of HHQ and para 3.c. (2) and (3))
 - (2) Operational phases
 - (3) PSYOPS programming
 - (a) Program 1
 - i. Narrative description
 - ii. Target audience
 - iii. Themes and objectives
 - iv. Products and actions
 - (i) Explanation of method
 - (ii) Phasing (if applicable)
 - (iii) Product design
 - (iv) Impact indicators for MOE
 - v. Dissemination
 - (b) Program 2, etc.

d. Tasks

- (1) Common
- (2) Subordinates

e. Coordinating instructions

- (1) Approval authority
- (2) Targeting
- (3) Reach-back support
- (4) Information operations
- (5) Public information
- (6) Intelligence
 - (a) PSYOPS priority intelligence requirements
 - (b) Other
- (7) CIMIC
- (8) Reserves
- (9) Timings
- (10) Reporting
- (11) Product coding and documentation

4. SERVICE SUPPORT

a. Logistics concept

b. Logistic standards and requirements

c. Movements

d. Medical support

e. Personnel

f. Supply

g. Host nation support

h. Funding and contracting support

- (1) NATO common funding
- (2) Areas of responsibility
 - (a) Military budget: CJTF HQ CJ8
 - (b) NSIP CIS and communications: CJTF HQ CJ6
 - (c) NSIP infrastructure: CJTF HQ CJ Eng

5. COMMAND AND SIGNAL. (Headquarters location, movements, liaison arrangements, recognition and identification instructions, general rules concerning use of communication and electronic equipment. This may require an Information Exchange Annex for further, detailed instruction. Include reference to annex C, “Task organisation and command relationships”)

- a. Command and Control
- b. Communications

SIGNATURE BLOCK

ANNEXES:

- A - Concept of operations
- B - Order of battle
- C - Task organisation and command relationships
- D - Command and control
- E - Others as required

A122. **The PSYOPS REPORT (PSYREP)**. A recommended format for the PSYREP is as follows:

| | |
|--------------------------------------|---|
| PSYREP NO | |
| DISTRIBUTION | TO: INFO: |
| 1. SITUATION | |
| 1.1. General | |
| 1.2. Target Audience | |
| 1.3. Operations | |
| 1.3.1. HQ PSYOPS Cell | A. PLANNED ACTIVITIES with PSYOPS Impact B. ADVERSARY ACTIVITIES AND PROPAGANDA C. FRIENDLY ACTIVITIES (IOs & NGOs) |
| | |
| 1.3.2. CJFPOCC / CJPOTF / PSE | CURRENT ACTIVITIES (See attachment) PLANNED ACTIVITIES (See attachment) FUTURE INTENTIONS |
| | |
| 1.3.3. TAC PSYOPS | A. CURRENT ACTIVITIES B. PLANNED ACTIVITIES C. FRIENDLY ACTIVITIES D. ADVERSARY ACTIVITIES |
| | |
| 1.3. ... (others) | N/A |
| 1.4. Service Support | |
| 1.4.1. PERSONNEL | |
| 1.4.2. EQUIPMENT | |
| 1.4.3. | |
| BUDGET | |

| | |
|---|--------------------------------|
| 1.5 Command and Signal | |
| 1.5.1 CIS EQP | |
| 1.5.2. PSYOPS SPECIFIC | |
| 2. PSYOPS requests | |
| 2.1 General | |
| 2.2 Specific | Product support IAW attachment |
| 3. COM CJFPOCC/CJPOTF/PSE ASSESSMENT | |
| 4. JFC COMMENT | |

Attachments. (to the PSYREP)

ANNEX B

MEDIA FOR PSYOPS USE

Section I - General

- B101. **Introduction.** Media for PSYOPS use are the approved means, technical or non-technical, which establish any kind of communication with a target audience. They can be used to supplement or replace direct inter-personal communication in cases where the audience is inaccessible, unreceptive or simply too large to be approached exclusively by inter-personal methods.
- B102. **Categories of media.** The various media systems may conveniently be organised into three groups:
- a. **Visual.** This embraces all printed material together with silent films, cartoons, exhibitions, static displays and novelty items (e.g. footballs, ice scrapers). The most common manifestations of visual media in military PSYOPS are the poster and the leaflet, although novelty items are becoming more prevalent. Some chief advantages of visual media are their simplicity, permanence and the low cost of production.
 - b. **Audio.** All systems that use sound alone to convey the message. This group includes radio and loudspeakers. While these systems tend to be more complex and costly than the majority of their visual competitors, they have the advantage in terms of audience appeal, impact and speed of delivery.
 - c. **Audio-visual.** Any system that makes an appeal to both senses simultaneously. Television and the cinema are the best-known and most common examples of this category. By far the most expensive media, they are highly influential, even within relatively sophisticated societies. Additionally, wider access to the Internet is making this an increasingly important audio-visual medium.
- B103. **Selection of media.** The selection of the particular media to be employed in a PSYOPS effort depends upon a number of factors. The most important of these are:
- a. **Audience impact/receptivity.** Whilst certain media are widely regarded as having a greater impact than others, broad interpretations can be misleading in their application to specific audiences. Within any given society, some media may have gained an unusually high (or low) degree of audience acceptance and credibility due to historical factors, such as the traditional

quality of production or official control arrangements. The literacy rate, education/sophistication level, and culture may be responsible for the preference of selected media among the target audience. Such factors must be considered when determining which medium is to be employed.

- b. **Availability.** Physical factors may restrict or preclude the employment of some media. Typical of these are the expense and hence the shortage of television and radio transmitting and receiving equipment, or coercive action by adversary forces designed to prevent the dissemination of printed material within a target area. Such factors will have been noted in the basic PSYOPS study and must be continually updated with current intelligence. The amount of media coverage available can also be dependent on the PSYOPS budget for buying local broadcasting time or print services.
- c. **Timeliness.** On occasion, the value of a PSYOPS message will be heavily dependent upon the speed with which it can be transmitted to the audience. Other selection criteria may have to take second place to the need for rapid dissemination.

Section II - Visual media

B104. **Introduction.** A wide range of media may be employed in a protracted PSYOPS effort, including radio, TV and film. Such systems are expensive and involve elaborate planning and preparation before they can be brought into effect. In short-term campaigns and at the tactical level, printed material in the form of leaflets and posters has traditionally constituted the bulk of military psychological operations output.

B105. **Employment and characteristics of leaflets and posters.** The physical distinction between a poster and a leaflet is that a leaflet has two sides upon which messages may be printed, whereas a poster has only one. A more important difference lies in their manner of employment. A poster is affixed to a static object and thus has only a transient audience; it must aim to make its point with the minimum of discussion. A leaflet is potentially mobile, can be read by the recipient at his or her leisure, and may therefore contain detailed argument.

- a. **Advantages.** Both the leaflet and the poster enjoy a number of advantages when compared to other more sophisticated media. These include:
 - (1) **Cost.** The process of production is relatively simple and inexpensive.
 - (2) **Permanence.** A printed message remains in existence until it is physically destroyed. It is not subject to the vagaries of human memory, and in leaflet form it may be passed from hand to hand.

(3) **Discrimination.** The material may be delivered to a specific target without acquiring a large, unintended audience.

b. **Disadvantages.** Some of the more important limitations on the use of leaflets and posters are:

(1) **Speed.** They lack the immediacy of radio and TV broadcasts.

(2) **Distribution.** This can be time-consuming and demanding on logistic resources and may be severely affected by the tactical situation.

(3) **Audience literacy.** It is difficult to transmit complex ideas in print to illiterate audiences, although the use of illustrations and cartoons may overcome this problem to some degree.

(4) **Counter-action.** The enemy may take punitive action against those found in possession of printed material.

(5) **Required in-depth coordination.** Distribution and dissemination often requires assets outside PSYOPS unit control (such as airframes, leaflet bomb casings, security forces, linehaul, etc.)

(6) **Unintended use.** The populace may make use of the leaflet/poster that effectively negates the message that PSYOPS is attempting to spread.

B106. **Principles of visual media design.** Whilst the design of a visual product is heavily dependent upon the message content and the imagination and skill of the artist, it is nevertheless possible to identify basic components to develop effective PSYOPS products, based on the knowledge about human perception and the differences between discernment and insight. The human perception can be represented with six stages as a process. The following stages are based on each other:

a. **Value orientation.** The first task of a product is to gain and maintain the attention and interest of the target audience. The single way to activate somebody is to key in on his already existing needs and motives. Therefore, the PSYOPS product has to consider the current hierarchy of needs and level of need satisfaction of the selected target audience.

b. **Activation.** Activation is only possible if it triggers a response to existing needs. Needs of the target audience must be identified by PSYOPS, who then develop themes and messages which are aimed at meeting these established needs. The recipient must be able to recognise a personal

benefit from action demanded from him. The product design should amplify and canalise already existing motives and needs.

The perception of a person can be affected by three kinds of stimuli:

- (1) **Emotional stimuli.** They cause an immediate emotional response (Love, peace, little child image).
 - (2) **Physical stimuli** (size, colour and shapes of symbols). They cause no activation alone. However, they amplify the message.
 - (3) **Intellectual stimuli** (surprise, necessity or contradiction). They draw the observer into the product.
- c. **Reception.** "A picture is worth a thousand words." The PSYOPS statement should be understandable in a look and should be immediately credible. Long text passages and box sentences inhibit fast consumption of information. slogans, headings, headlines and/or other succinct, clear messages should be used wherever possible.
- d. **Comprehension.** The messages of a product must not become misunderstood and should be easy to recognise. The message or picture should activate perception and motivate the recipient to act. Pictures and text must be quickly understandable by themselves and should provide common information. Therefore, passive voice, vague or confusing language, ideological or religious discussion, and abstract statements and symbols are to be avoided.
- e. **Memory.** In addition to the initial impact of a visual PSYOPS product, the memory of that product by the target audience is an additional meaningful factor that requires attention. The level of memory increases through: Information emphasised in colour, concrete photos, positive statements, pictorial language and concise text. They may have to be modified considerably in the light of local communication style.
- f. **Impact.** A significant precondition might be that the product appears as non-threatening and stimulates a positive feeling. The effect becomes amplified through a positive image of the sender, the plausibility of the message and if a way out of a personal conflict situation is offered to the recipient. The observer must be able to recognise a personal benefit from action demanded by it. The product design should amplify and canalise already existing motives and needs.

B107. Categories of print products.

- a. Visual PSYOPS products are likely to be informative, persuasive, directive, or a combination of all three characteristics. Print products are most effective when they are directed at specific targets and capitalise upon their immediate situation and needs. In military PSYOPS it may not be possible to find sufficient skilled staff to design a large volume of special-to-target products. In this case it will be necessary to fall back on the use of standard material. Pre-prepared standard print products have the advantage that they can be kept available in large quantities and the continuity of the PSYOPS effort can thereby be maintained. The lack of topicality will, however, tend to lower their effectiveness and for that reason they should normally be rejected in favour of specially tailored material wherever conditions allow. Common exceptions to this rule are so-called “safe-conduct” or “surrender” leaflets. These may be stocked in large numbers and disseminated in the area of any unit whose tactical situation would seem to make it susceptible to such an appeal. Even in this case, however, a specially prepared leaflet including the title of the unit, the names of its officers etc, would be more likely to achieve success.
- b. Print products can be categorised more specifically as:
- (1) **Standard.** Intended to be relevant in most conditions and against most members of the target audience for an extended period of time.
 - (2) **Contingency.** Prepared in anticipation of a future event or circumstance that the force might face.
 - (3) **Special situation.** Prepared at the time to exploit specific conditions or specific intelligence.
 - (4) **Safe conduct/surrender.** May be standard or special situation.
 - (5) **News.** Similar to a newsheet, but reduced to leaflet size.
 - (6) **Periodicals.** Published not as single products but sequentially, e.g. newspapers and magazines.
 - (7) **Aerial dissemination leaflets.** These have unique sizes and shapes.

B108. **Dissemination.** Printed products may be disseminated in a variety of ways including leaflet artillery rounds, balloons, drones and delivery from aircraft (leaflet bombs, fused bundle or free-drop). Selection will depend largely upon the availability of particular delivery system, their dissemination characteristics relative to the size and location of the target area, and their vulnerability in the prevailing tactical situation. Depending on the situation the dissemination of handbills and giveaways can be used as an icebreaker to start conversation with the target

audience; hand-to-hand dissemination has been shown to be the most successful and appropriate method. Whenever possible standard means of dissemination and locations (such as street corners or kiosks) should be selected to disseminate periodicals in order to create an audience of habitual readers.

Section III - Audio media

B109. **Employment and characteristics of loudspeaker.** Loudspeakers are the PSYOPS media most responsive to tactical situations with direct contact to the target audience.

a. **Advantages:**

- (1) **Selectivity.** The short range of loudspeakers makes it possible to address small, precisely identified targets and to tailor messages specifically to match their conditions.
- (2) **Appeal.** Loudspeakers are in effect an extension of face-to-face communication. Although the dialogue is one-sided, it may be possible to establish a degree of rapport with the audience.
- (3) **Mobility.** Depending upon the particular equipment in use, loudspeakers may be man-packed or fitted to any form of vehicle, including aircraft and helicopters.
- (4) **Simplicity.** Loudspeakers are simple to operate, easy to maintain, relatively inexpensive to purchase and they do not require the audience to be in possession of special receiving equipment.
- (5) **Speed.** Only a very brief period of time is required in which to prepare a spoken message, although there may be time delays in approval or if translation and/or recording is required.

b. **Limitations.** Limitations on the use of loudspeakers include:

- (1) **Vulnerability.** The short range and overt operation of loudspeakers renders the equipment and its operators vulnerable to enemy action. This danger is particularly acute when using aircraft-mounted equipment. The risk to personnel operating ground-based equipment can be reduced to some extent by the use of remote terminals.
- (2) **Physical constraints.** Thunder, humidity, high temperatures, terrain variations, competing noise and dense vegetation all tend to impair audibility and reduce effective range.

B110. **Message format.** Loudspeaker messages may be transmitted live by an announcer or be pre-recorded. In either case, the message length must be kept short, particularly when an air platform is used. Unnecessarily lengthy messages invite enemy counter-action and will often tend to confuse the audience. The message text itself should be constructed in a number of clear simple sentences. Key words and slogan must be repeated several times within a single message in order to achieve maximum impact.

Loudspeaker messages should be designed according to the 'AIDA' scheme (**A**ttention, **I**nformation, **D**esire and **A**ction):

- a. **Attention.** The first task of a loudspeaker message is to gain and hold the attention of the target audience. Means of achieving this include the use of jingles, local music, sound effects or well known, accepted local opinion leaders.
- b. **Information.** The text must contain information which is both credible and acceptable to the target audience and which will draw the listener along the intended line of reasoning.
- c. **Desire.** The combined effect of the attention-getting device and the informative text should uncover or re-awaken the desire to fulfil a psychological need.
- d. **Action.** Finally, the audience is presented with a suggested course of conduct through which the revealed need can be satisfied.

B111. **Preparation and broadcasting**

- a. Live messages have the advantage of flexibility in that they can be prepared directly before broadcasting. The message content can then incorporate information of immediate interest to the audience. Live messages involve the use of a live microphone which requires high proficiency of the announcer with respect to voice modulation and overcoming background noise. Against this must be balanced the danger of loudspeaker teams broadcasting hastily drafted and ill-researched material.
- b. Pre-recorded messages prepared under studio conditions have great clarity and may be re-transmitted as many times as required without risk of inadvertent change in content. The use of recordings, however, removes the ability of the operator to take immediate advantage of sudden feedback from the audience.

B112. **Selection of announcers**

- a. An announcer should be chosen primarily on the basis of his or her clarity of voice and correct colloquial pronunciation of the language in use, although a foreign audience will not expect native speaker qualification from a NATO source. It is also desirable that his or her voice should carry conviction and suggest a personality appropriate to the material being transmitted. While not essential, much benefit will result if the announcer has sufficient local knowledge and creative insight to contribute to the drafting of his/her own scripts.
- b. The use of indigenous personnel, possibly including defectors, is a simple and effective way of meeting the problem of language or dialect. However, if this method is employed, special attention must be paid to the question of security, including the physical security of locals working for NATO. In particular, all recorded material must be checked for accuracy of content by a trusted interpreter. Live transmissions should only be made by local nationals of proven loyalty. Every effort should be taken to provide at least one military interpreter for a PSYOPS unit for checking samples of translations and for interpreting in sensitive situation.

B113. **Radio.** Radio broadcasting is exceptionally well suited to the dissemination of PSYOPS products. Its range, timeliness and versatility enable the psychological operator to transmit information to a mass audience with a speed that is rivalled only by TV.

- a. **Advantages:** Its most important characteristics are:
 - (1) **Speed.** Programme material can be prepared or amended in a very short space of time. This enables the psychological operator to take immediate advantage of new information or of rapid and unexpected changes in the military or political situation.
 - (2) **Range and coverage.** Depending upon the frequencies available, radio broadcasts may be made over great distances giving access to large potential audiences.
 - (3) **Audience attention.** Listening to a radio broadcast requires no effort on the part of the audience, nor need it prevent other tasks being carried out concurrently. Listening readily develops into a habit.
 - (4) **Versatility.** Wide ranges of programme formats are available to the broadcaster, including drama, music, news, talks and discussions. Careful target analysis will make it possible to identify and exploit those types of programme which are most favoured by the intended audience.

- (5) **Familiarity.** A reliable and well-planned radio service will tend to generate a following of loyal listeners who will increasingly identify themselves with the station, its broadcasting personalities and ultimately its underlying political or other themes.
 - (6) **Emotional impact.** Radio has all the emotive power of the spoken word. A skilled producer can exert considerable influence over an audience by careful selection of announcers and broadcasters and the popularising of their public image. Where radio listening is a group activity, as in many underdeveloped nations, then this will tend to heighten the emotional impact of presentations.
- b. **Limitations.** A PSYOPS medium of exceptional value, radio nevertheless suffers from certain limitations, the most significant limitations being:
- (1) **Jamming.** It is a relatively simple operation to jam radio transmissions, although the initial cost of investment in the necessary technical equipment is high.
 - (2) **Technical limitations/requirements.** Radio signals can be distorted by atmospheric conditions or other natural hazards. Such circumstances may seriously degrade the range and coverage of a transmitter. Early and close cooperation with the CJ6 for transmitter site selection and broadcast frequency management is essential for effective radio broadcast.
 - (3) **Availability of receivers.** The ownership or use of receivers within a target area may be restricted by virtue of their cost or as a result of censorship measures. Where the price of radios is a significant factor, the audience will be largely limited to the upper income groups. Censorship arrangements may, in some areas, include the installation of landline relay systems, thus allowing the private possession of receivers to be outlawed entirely.
 - (4) **Power.** Radio receivers are dependent upon a power source, either mains or batteries. The physical and economic disruptions of war may deny such resources to the audience. The provision of wind-up radios may go some way to overcoming these difficulties.
 - (5) **Impermanence.** Radio broadcasting is a transitory medium; it leaves no permanent record and in consequence its messages may be forgotten or become distorted with the passage of time.

- (6) **Competition.** A very large number of foreign broadcasting stations are in operation throughout the world. These, together with any additional facilities that may be established by an opponent to meet his needs in a particular conflict, will compete for the attention of the audience.

B114. Principles for use of radio. In establishing a radio service, certain principles need to be considered if an audience is to be gained and held:

- a. **Reliability of service.** The station must operate to a well-advertised schedule of times, frequencies, and programmes that takes account of the established listening habits of the target audience. Variations from this pattern should be avoided or, if absolutely essential, should be notified well in advance.
- b. **Repetition.** It is to be expected that various elements of the audience will listen to the service at different times during the programme day. Similarly, the degree of attention given to a broadcast by the members of its audience will vary throughout the listening period. For these reasons it will be necessary to repeat key items a number of times in order to ensure that they have been fully absorbed by the whole audience.
- c. **Credibility.** It is particularly important that a sustained effort be made to build up credibility in the minds of the audience. The temptations to risk credibility in order to achieve some short-term gain must be resisted.
- d. **Programme content.** Programme material should be prepared and scheduled to a logical plan, based upon the audience's known interests and listening habits. Programme content should meet or exceed the standards of presentation achieved by local services. It is not sufficient for the PSYOPS message alone to be carefully and correctly framed. If it is to gain a hearing, the material into which it is inserted must be sufficiently attractive to draw an audience.
- e. **Balance.** A stereotyped and unchanging programme schedule will engender boredom in the audience and a reduction in the numbers listening to the station. Programmes must therefore be varied, interspersing news and current affairs material with music, drama or other more entertaining items. In this way a balanced output will be achieved which amuses and entertains while concurrently disseminating PSYOPS messages.
- f. **Performer selection.** Radio announcers and performers often become respected and popular figures in their own right and thereby add weight to the material that they present. Staff should be selected on the basis of their

radio personality, and voice quality. Where possible, appropriately selected and trained locally employed staff should be used.

Section IV - Audio-visual media

B115. **Introduction.** Print products and loudspeaker broadcasts are likely to comprise the bulk of military PSYOPS output in any campaign by virtue of their simplicity, flexibility and low cost. There may be occasions when access may be gained to more sophisticated media. PSYOPS planners should have a clear understanding of the capabilities of these media and the principles governing their effective use. Radio, cinema, TV and the performing arts share the common characteristics of complexity and expense. To build up and maintain a loyal and receptive audience it will be necessary to generate a continuous flow of new material. This will demand a large specialist staff of authors, technicians and cast. radio, TV and, to a lesser extent, the cinema require expensive production, transmission and reception facilities and equipment. It is unlikely that these media will be available to the military on an exclusive basis unless dedicated equipment and manpower assets are procured and established. It may be possible to disseminate military PSYOPS material through civilian distribution networks.

B116. **Television.** TV is potentially the most influential of all communications media. It has much of the visual impact of the cinema, to which is added the immediacy of radio. Combined with these qualities is the intimacy resulting from its position in the home or community meeting place and the tendency for it to be used as an habitual stimulant and entertainment.

a. **Advantages.** Additional characteristics of particular advantage in the conduct of a PSYOPS effort are:

- (1) **Speed.** Like radio, TV can respond very rapidly to new or changing situations and thereby take advantage of fleeting opportunities.
- (2) **Literacy.** There is no requirement for TV viewers to be literate.
- (3) **Cross-cultural communication.** TV has developed its own style of approach that is far less dependent upon local traditional forms than the older media. These factors combine to lower the cultural specificity of TV presentation methods and thus simplify the task of the psychological operator.

b. **Limitations of TV.** Despite its considerable advantages as a means of dissemination, TV suffers from certain limitations:

- (1) **Range.** The range of ordinary TV transmissions is not extensive and can only be increased by the use of costly and vulnerable re-broadcast facilities. However, transmission by satellite negates this limitation to a large degree. Certainly, in some areas of the world, satellite TV reception is used more prevalently than terrestrial or cable means of delivery.
- (2) **Distribution of receivers.** The cost of TV receivers severely limits their availability in many parts of the world, as does the need for some source of electrical power. Those sets that do exist may often be concentrated in the hands of the upper income groups. In some societies the viewing of television is a communal activity where the television set replaces cinema houses. The strategic potential of satellite TV is dependent on target audiences having the necessary equipment to receive transmissions.
- (3) **Impermanence and competition.** As with radio, TV is a transitory medium. Equally it can suffer from competition although its range makes this less common than with radio.
- (4) **Administrative overheads.** TV transmitters are expensive to construct and their maintenance and operation demands a considerable number of technical staff. A large quantity of programme material is needed to fill even the most modest schedule, and this also will be costly in both personnel and finance.

B117. **Television and combat targets.** TV has an increasing potential as a PSYOPS medium and has an obvious role in CRPO. It has yet to achieve any major impact against combat targets, as enemy troops in combat are unlikely to have access to receivers. However, its use in terms of CPO should not be discounted, particularly to communicate with civilians under enemy control in the combat area and with enemy troops in the rear areas. The cost and technical complexity of production and dissemination suggest that any use of TV for military PSYOPS may be confined to exploitation of the facilities of existing civilian networks.

B118. **Cinema.** Movies, film trailers and spots are influential media that still retain enormous popularity, especially in areas where TV is not widely available.

a. **Advantages.** The many advantages of the cinema include:

- (1) **Credibility.** The impact of a well-produced film tends to override the limited critical faculties of an unsophisticated audience. The message contained within it is often absorbed with little or no resistance, provided that it does not conflict directly with core values and attitudes.

- (2) **Literacy.** As with radio and TV, there is no requirement for the audience to be literate.
- (3) **Emotional identification.** The highly developed characterisation, which is a feature of many films, encourages the audience to identify with the situation and behaviour of the principal actors both in their film roles and in real life. This enhances the PSYOPS potential of the medium and may promote the influence of individual actors to such a degree that they may subsequently be employed as key communicators.
- (4) **Audience recall.** The degree of audience involvement in film presentations ensures a high degree and duration of recall.

b. **Limitations.** Factors which limit the availability and usefulness of the cinema as a PSYOPS medium are:

- (1) **Expense.** The specialised staff and equipment required to produce a film are extremely costly. If established actors are employed, then the expense will be greater still.
- (2) **Time.** Film production is a slow process, which it is difficult to hasten without a loss in quality. It is therefore impossible to apply this medium to short-term goals.
- (3) **Audience restrictions.** The distribution and presentation of films can be readily controlled by governmental audiences. The use of this medium in a hostile political environment is thereby effectively ruled out, although the increasing availability of video equipment (VCR and DVD) presents the opportunity to directly disseminate copies of the cinema product to the target audience.

B119. **Internet.** The Internet differs from the other media described mainly on two accounts. First it is in principle unlimited in reach. Second it is a medium where the target audience has to actively seek information, and where PSYOPS messages will compete for attention with a lot of other information, including information provided by adversaries. This leads to a strong requirement for making the material published interesting. At present there are in general three ways of using the Internet in PSYOPS: Operating a home page, sending e-mails, addressed to specific and selected targets, and having a chat room. A home page will be generally available to a large audience, whereas targets for e-mail can be groups or individual persons. Chat rooms will normally be directed at groups.

a. **Advantages**

- (1) **Reach.** Due to the virtually unlimited reach of the Internet it is possible to readily access target audiences worldwide.
- (2) **Speed.** An important characteristic of the Internet is the virtual instantaneous availability of the messages worldwide. This makes it easy and quick to produce messages far away from the target audience. However, an adversary is likewise able to publish over long distances quickly.
- (3) **Cheap.** As a means of dissemination the Internet is cheap. However, the editorial skills and facilities of the required quality may not be.

b. **Limitations.** When using websites NATO units has to take the relationship to Press & Information activities in to consideration, according to "Guidelines for PSYOPS websites".

c. **Disadvantages**

- (1) **Reach.** Due to the unlimited reach of the Internet it is virtually impossible to limit the availability of information published to selected audiences, unless it is sent directly to the target audience as e-mail. This increases the requirement to minimise the negative impact of messages on unintended target audiences.
- (2) **Computer availability and literacy.** Since the target audience has to be able to access the Internet; computers, network access and the ability to exploit the technology have to be available, there are at present limits in the reach in less developed areas. However, target audiences in the NATO countries are easily accessible by adversaries.
- (3) **Anonymity.** On the Internet it is easy to hide the true identity of the originator of a message.
- (4) **Competition.** With a lot of very different information being readily available on the Internet, the PSYOPS messages have to appeal to the target audiences much more than in most other media.
- (5) **Manipulation.** This electronic medium may be easily modified by adversaries and other parties.

B120. **Emerging technologies.** As the global information environment evolves based on advances in digital and other technologies, new media and means of reaching target audiences will become increasingly available to PSYOPS. These emerging

technologies may or may not fit into the current categories of audio, visual, or audio-visual media but that should not limit PSYOPS planners in leveraging these advances in technology. Some obvious examples of these new technologies are mobile/cellular phone systems, digital text messaging, use of nano-technologies, and focused/directed broadcasting. The only limitation in using these advances is the creativity and imagination of the PSYOPS planner.

Section V – Product design review

- B121. An internal 'product review board' (PRB) should be established within the CJFPOCC/CJPOTF/PSE to ensure that all products designed by the product development centre (PDC)/media section meet the requirements of the PSYOPS commander before any product leaves for external approval. An additional purpose is to harmonise comments made by the staff elements and other (civil/military) agencies involved. The meetings of the PRB may be chaired by the chief, PDC/media Section.
- B122. All PSYOPS products should be pre-tested prior to approval. This can be done best either by a testing element within the TAA section or by using tactical PSYOPS teams. After the dissemination of PSYOPS products, target audience reaction should be post-tested and the results sent to the TAA/TES for analysis. A small guide added to each product package for post-testing by dissemination personnel is useful.

B123. **PRB checklist.** The checklist may assist in the internal PSYOPS product review process. Figure B1 is an example that can be modified as necessary.

PRODUCT REVIEW BOARD CHECKLIST

- Feedback / Expert Opinion - Louds
Print
MEDIUM: Radio
TV/Video

CRITERIA FOR EVALUATION

1. MISSION: Does the product meet the mission requirements?
YES PARTLY NO

2. VALUE ORIENTATION: Does the product address the needs of the target audience?
YES PARTLY NO

3. ACTIVATION: What stimuli are used in order to attract the attention of the target audience?
Emotional
Physical
Intellectual

4. RECEPTION: What do you think is(are) the message(s) of the product? (several answers possible)

5. COMPREHENSION: Can the message(s) be understood...
- clearly? YES PARTLY NO
- completely? YES PARTLY NO

6. MEMORY: Are the key points of the message(s) emphasised in order to enhance the memory effect?
YES PARTLY NO

7. CONSUMER BENEFIT: What personal benefit is offered to the target audience?

8. PERCEPTION: What overall image does the product convey of...
- the product? _____
- the producer? _____

Figure B1. - PRB Checklist.

ANNEX C

ATTITUDES AND BEHAVIOUR

Section I – The motivation of the individual

C101. **General.** Motivation, in general, represents a direct and dynamic component of behaviour, which is determined by a combination of biological, social, and learning factors. Motivation activates behaviour in pursuit of a goal. Current motivational needs influence perception, reasoning, learning and other psychological processes. Its main characteristics are:

- a. Motivation is tied to inner conditions and processes, which can only be observed indirectly, through its behavioural outputs.
- b. Motivation is not always equal to behaviour, as behaviour tends also to be determined by biological, social, and cultural factors along with perception, reasoning, learning and other psychological processes.
- c. The result of motivation is almost always some kind of activity.
- d. Motivated behaviour can be described by energy mobilization; persistent, intensive and effective behaviour; direction towards an objective; and change in behaviour dependant upon consequences.
- e. Human behaviour is directed towards an objective. As soon as the objective is achieved, this need is satisfied.
- f. As soon as one need is satisfied, others occur; therefore, motivation and the requirement to satisfy needs is a never-ending process.

C102. **Hierarchy of needs/motives.** From an individual's point of view, the most important drive (which also determines behaviour) is the desire to satisfy his or her individual needs. These range from simple physical requirements of the body (hunger, thirst, etc.) to complex psychological demands such as the desire for recognition and self-esteem. These various needs can be represented as a hierarchy, with the most fundamental and primitive at the bottom of the scale, and the most complex and abstract at the top (see Figure C-1 below). The theory of motivation suggests that individual needs can be described by a scale of satisfaction. However, not all target audiences rate.

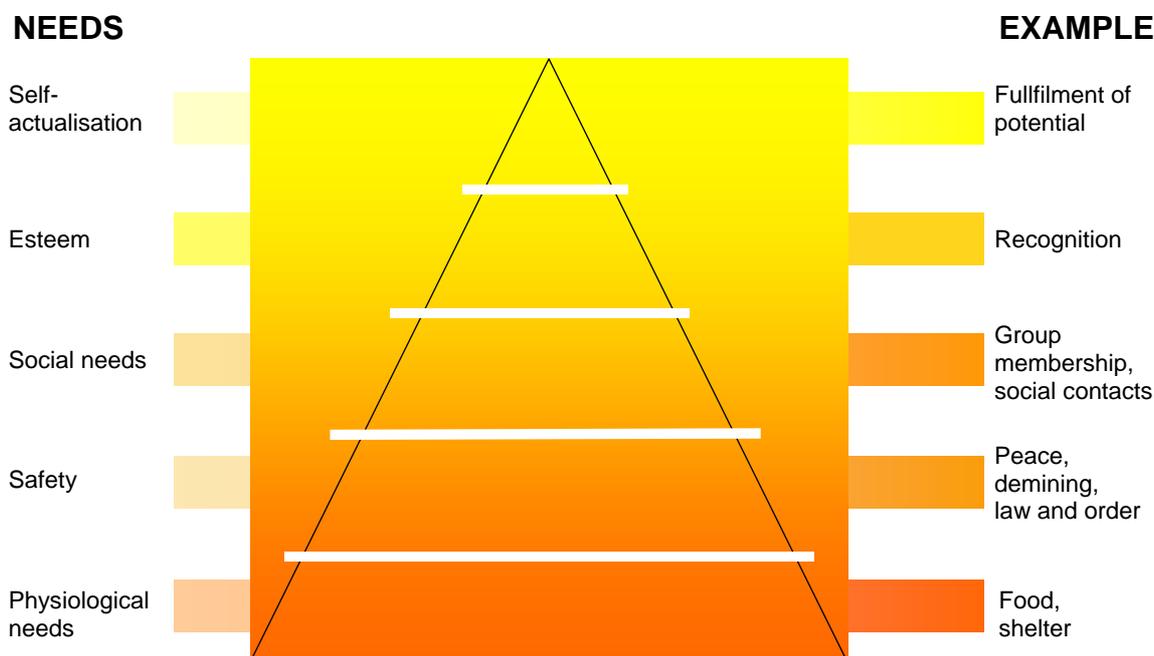


Figure C-1. Hierarchy of needs by Maslow

the factors on the scale the same way. For example, one target audience may rate the need for “Esteem” as very important while a different target audience may consider it less important. Additionally, some audiences tend to focus on the next higher level of need automatically if the lower need has already been satisfied, while others remain focused on the same level of needs, even though those needs have already been satisfied.

C103. Significance of motivation in PSYOPS. Basic knowledge about individual motivation gives the PSYOPS planner the opportunity to analyse and identify the needs of the target audience and provides the basis to achieve PSYOPS objectives. Lower needs should be met first. For example, as long as a TA is starving, the PSYOPS planner can hardly expect that TA to be interested in education. First offering them food and then, sometime later, showing them ways how to make their own food (helping the TA to help themselves) will make our messages more effective.

Section II – Socialization and individualization

- C104. **General.** Every target audience is a collection of individuals. If we want to be successful in changing and consolidating behaviour of target audiences in general, we need to focus on the individual, or at least know and understand the functioning of the individual within a particular group. Every individual is born into already-formed and -organized societies, each with its own set of social and cultural characteristics, norms, values, traditions, and general rules of behaviour. During an individual's socialization process, he adapts to these aspects of his society. Basic knowledge about the socialization process is a key for the successful conduct of PSYOPS.
- C105. **Socialization.** Socialization is the process of growth of an individual into his society. During this process, the individual adopts certain values, rules, expectations, and roles. The individual also learns the patterns of decision-making and behaviour in accordance with that society's social and cultural norms. Basic socialization takes place at an extremely early age – normally as an individual is first learning to speak.
- C106. **Individualization.** Individualization is a process of developing one's personality: his or her basic, unique characteristics, interests, will, emotions, character, and temperament. Through education and socialization, the society is trying to shape an individual's personality to fit that society's own social expectations, while the individual only adapts to norms and requirements that are in accordance with his needs and interests. Individual interests vary from society to society, but there are some individual interests common to many societies (e.g. freedom, a sense of belonging, confirmation, creativity, self-actualisation, et.al.).
- C107. **Definition of attitude.** The concept of attitude can be defined as "*relatively enduring and consistent systems of judgements, emotions and action tendencies towards different objects, which pre-dispose an individual to behave in certain ways to achieve particular objectives and goals*". Attitude can be positive or negative. By this definition, an attitude is derived from one or more of three components:
- a. **Cognitive component**, including beliefs and value judgments regarding a specific subject (e.g., "I believe that all nations are equal").
 - b. **Emotional component**, including the emotional relation towards a particular subject (e.g., "I feel affection towards all nations").
 - c. **Action component, which** includes tendencies to act in accordance with one's attitudes (e.g. "I will defend the equality of all nations and I'm prepared to fight in support of this belief").
- C108. **Attitude formation and development.** The main key in formation and

development of attitude is the process of social learning. Many of our attitudes are adopted from other individuals in our environment, especially from those who raise us and from those individuals we tend to follow and identify with, while other attitudes are formed solely through our own judgement. Some are very firm and unchangeable, which is especially harmful when we are dealing with attitudes because they are based on prejudgements. Prejudgements are broad, usually groundless, and deep-rooted assumptions about people and phenomenon. Very generalized and rigid prejudgements are often categorized as stereotypes.

C109. **Attitude change.** Attitudes tend to bring some kind of order into our lives. But even if they are relatively enduring and consistent, attitudes can be changed. New situations and changes in environment can often bring about a change of attitude. Changes in attitude are usually based on:

- a. **New experiences**, especially when dealing with very emotional and shocking events (e.g., a normally peaceful people will tend to fight if their country is attacked).
- b. **Accordance tendency.** We tend to keep attitudes in accordance with ourselves and with the society we live in. We perceive discordance in attitudes as a tension that has to be eliminated (e.g., those in need of help, refusing help, because they see themselves as capable and independent enough). We will change our attitude to keep it in accord with what we perceive the societal attitude to be.
- c. **Attribution.** Attitudes can change based on the causes we tend to attribute to certain phenomenon (e.g., ineffectiveness of PSYOPS can be seen as a target audience's resistance or our own improper approach to the TA, neither of which may be the real cause of the ineffectiveness).

Individual's attitudes are easier to change than generally accepted social attitudes.

C110. **Degrees of attitude change.** The extent and nature of attitudinal change engendered by PSYOPS or other influences can be categorized into:

- a. **Compliance.** This is the simplest and least enduring form of change. It results from a conscious decision by members of the target audience to accede to the demands of the psychological operator as a result of threats or inducements offered to him. As it is a calculated and expedient move by the target audience, it is unlikely to endure once the presence of the threat or the reward is removed. In this sense it hardly constitutes a change of attitude at all - rather, it is a temporary and pragmatic change of behaviour. However, on the battlefield such a temporary change may be all that is required to achieve a psychological objective.

- b. **Identification.** A more reliable form of attitude change, identification results when a target audience chooses to associate itself with the opinions and attitudes of a particular individual or group. Emulation of behaviour follows as a natural consequence. This form of change is more long lasting than compliance, provided that the emulated group or individual continues to adhere to the psychological operator's aims.
- c. **Internalisation.** This occurs when the target audience accepts the attitudes of the psychological operator as its own. Once internalised, these new attitudes may become as firmly entrenched as other, longer held views. For internalisation to occur, the attitudes proposed must be fully compatible with existing target audience norms, beliefs, and values.

C111. An individual tends to put focus and value on certain persons, objects, phenomena, and situations that can usually satisfy his needs. These are highly determined by previous experience and by the influences and examples of other people.

- a. **Interests.** Interests are activities we perceive as more appealing than others. We want to conduct them and make progress in them.
- b. **Values.** Values are phenomena and actions that we tend to value as good, desirable, or proper in the sense of morality. Often, individuals will have different values (individual values) than those common to most people (universal values), and to the values that specific societies tend to enforce on its members (social values).
- c. **Value tendencies and hierarchy.** Values and their importance vary between individuals as well as between social groups and are mostly socially and historically based.
- d. **Morality** is a collection of beliefs and assumptions about what is right or wrong from the aspect of social attitudes and ethics (moral and ethical values). By default society encourages behaviour patterns that are in accordance with social morality.
- e. **Social norms** are the written and unwritten rules of acceptable behaviour that tend to bring order and stability into social life.
- f. **Social sanctions** are rules about how to deal with individuals who do not subordinate themselves to acceptable social norms.

All of the phenomena above are relatively enduring and rigid, and are usually based on tradition and cultural characteristics. They are adopted through the process of socialisation and they determine an individual's behavioural patterns.

It is important for one's actions, to be in accordance with his or her interests as well as with interests of society in general. Effective coordination between personal interests and social interests as well as social interests of different groups, form the basis of existence and accordance of different social groups and wider social community.

C112. **Significance of socialisation in PSYOPS.** Since socialization is a never- ending process, the role of PSYOPS is to intervene in this process. Basic knowledge about the process and elements to socialization is a key of understanding target audience's functioning and behaviour and choosing methods, which can interfere in subtle way, and are therefore more likely to be effective. Some general rules, which can also apply to PSYOPS, are:

- a. As their identity is not yet formed, influencing younger people (age 7-21) is more likely to be effective.
- b. Attitudes are more likely to be changed, in comparison to values and norms, which are usually more rigid, entrenched and based on cultural and historical characteristics.
- c. Changing attitudes of uncommitted is more likely to be effective, than changing attitudes of adversaries.
- d. Written norms and sanctions (law) can be very different than unwritten and not necessarily more respected. We should be careful not to provoke unwanted reactions (e.g. In some cultures revenge or punishment in the sense of hurting family members is still accepted, even if the law states otherwise).

Section III– Social groups

C113. **Definition.** Social group can be defined as a social formation, formed by more than two individuals. Its most important characteristics are:

- a. Social interaction.
- b. Psychological closeness.
- c. Common interests.
- d. Cooperation.
- e. Typical communication between members.

- f. Interdependence.
- g. Common norms and rules of behaviour.
- h. Common and clear objectives.

An individual can be a member of different groups at the same time. Joining a group includes identification with other members and adopting rules and norms as well as offering support and devotion to the group.

C114. **Primary and secondary groups.** Social psychology usually separates groups into two types:

- a. **Primary groups.** The most important characteristics are direct interaction between group members and verbal and nonverbal communication. Strong emotional bonds usually hold primary groups together. Some examples of primary groups are families, work teams, school classes, and military units.
- b. **Secondary groups.** The most obvious characteristic is indirect communication through indirect means of communication and mass media. Primary groups can be parts of secondary groups (e.g., a country's army represents a secondary group, whereas a platoon of that army could be a primary group). Examples of secondary groups are political parties, sports or cultural associations, et.al..

C115. **Group leadership.** All groups have some kind of leadership.

- a. A formal leader is formally appointed (e.g., through an election).
- b. An informal leader is not formally chosen, but usually holds referential power, because his or her influence results from his personality or personal authority. Informal leaders are often more powerful than formal leaders.

From the aspect of leadership, the ideal situation is when formal and informal leadership is found in the same person. Among members of group, there is a constant interest to secure/protect common objectives, common interests, and uniformity of attitudes, in which the leader also plays a vital role. TA analysts, as well as PSYOPS planners, have to put special attention on identifying and choosing the individuals within the TA who possess the greatest referential power and therefore have the most influence on a target audience. Additionally, when possible, an informal leader should be chosen as a key communicator.

C116. **In-groups and out-groups.** Joining a group often implies the rejection of one or more alternative associations. This more or less arbitrary self-exclusion from other

groups must be continually justified in the minds of the members of the group. This is commonly achieved by identifying the chosen association as 'in-group', which deserves full support and allegiance, and by extension, any persons outside the organization are labelled as the 'out-group', to be treated with caution or even hostility. In conducting PSYOPS, we focus on exploiting these differences between in-groups and out-groups when our goal is a divisive one. On the other hand, the focus should be on similarities and characteristics common to among different if our goal is one of unity. Emphasizing common interests and characteristics can influence the reduction of hostilities between groups.

C117. **Crowd.** A crowd can be defined as a large number of people collected into a somewhat compact body without order. Its main characteristics are:

- a. Low degree of organization. Individuals within the crowd are not important with the exception of the crowd's leadership.
- b. Extremely intense emotions like fear, anger, excitement, and enthusiasm. Thinking is less effective, and social breaks are weakened, because of apparent invisibility within the larger crowd.
- c. High intensity of activity.
- d. Communication within the crowd is often nonverbal.

C118. In a large crowd, people tend to behave differently than in smaller groups. Because of the physical closeness and mutual influence, a crowd can be categorized as a primary group, however the influence of secondary groups can also be transferred to a crowd through representatives of secondary groups within the crowd. Their influence often has great impact and tends to be critical (e.g., different political parties summoning their members to attend joint rallies against a common adversary).

C119. Behaviour of people in crowds can be influenced through suggestion. Suggestion in this case represents verbal or nonverbal forms of communication in which one person influences others indirectly, without using force, orders or arguments. Suggestion tends to weaken critical thinking and results in following the words of speakers within the crowd. Of course, the same conditions apply as in the case of group leadership – the speaker has to have recognized referential power by the crowd.

C120. A **kernel group** is a smaller group within the crowd that usually takes over the initiative and acts as an example for others. The number of kernel groups depends on the size of the crowd. From the PSYOPS aspect, kernel groups can be used to influence mass.

- C121. An **invisible crowd** represents the large numbers of people who receive the same TV or radio broadcast, or read the same newspaper. This crowd, although not physically located at the same place or time provides a large opportunity for conducting PSYOPS to influence target audiences (e.g., Orson Welles' famous 1930s radio broadcast that drove masses of people into a panic). An important cause for activating crowds is social crisis and rapid changes within a social system. Rapid changes put stress on people and tend to make them insecure. This phenomenon requires special consideration from the PSYOPS point of view.
- C122. **Military groups.** When talking about military groups, we should distinguish between military and paramilitary groups, since they tend to have some differences.
- a. Military groups are generally large and are based on principles of subordination and discipline.
 - b. Paramilitary groups are normally focused on the interests of a smaller group, and they tend to act on the basis of intense emotions. Leadership is usually taken over by one individual or a very small group and differs from the organized, formal leadership found in military groups.

Section IV – Communication

C123. **General.** All psychological operations are accomplished through some type of communication. Communication may take many different forms, from gestures of peace or friendship to the most complex arrangements of natural, audio, and visual stimuli. The basic purpose is the same: to convey a message to a chosen recipient without any loss or change to its original meaning.

C124. The communication process

- a. A psychological operations message originates with a sender who frames the concept to be transmitted. To be effective, the message must be designed to accomplish some specific objective, which will have been chosen by analysing the sponsor's aims with the known vulnerabilities of the TA. A particular TA is identified and the message tailored to match the known attitudes and susceptibilities of the TA. The most effective messages are ones addressed to specific groups and individuals within a TA. Once successfully adopted by these key communicators, they are then passed forward to others within the TA.
- b. At its conception, a message will be expressed in the language and symbols of the originator's culture. In order that a transfer of ideas may occur, it is necessary for the message to be translated into terms that are meaningful to the intended recipient. Where both the sender and the receiver are members

of the same society this will be a fairly simple procedure, involving only the adjustment of language to account for regional or idiomatic differences. And in the case of illiteracy, the whole message will have to be converted into picture language incorporating attractive and relevant symbols. The process of translation must be carried out with great care if the message is not to lose its original meaning or gain some unintended nuance. The pre-testing of material acts as a safeguard in this respect.

- c. In constructing and translating the message, the problem of 'noise' must be considered. In this context, 'noise' is regarded as anything that may impede the process of communication or distort the message. Examples include the inherent capacity of some messages to be misunderstood owing to excessive complexity and length, or the confusion that may result from literal translations between languages. If such difficulties arise it will be necessary to redraft the message in such a way as to eliminate the 'noise.'
- d. Media selection will be based upon both practical and psychological considerations. Obviously the medium chosen must be available to both sender and receiver and it must be influential in the mind of the receiver.
- e. Once the message has been transmitted, the TA must be kept under surveillance in order to determine its effect. Particular attention should be paid to any unexpected consequences that may suggest that translation was faulty or that 'noise' impeded or distorted the transmission. Post-testing is a key method of conducting target audience surveillance.

C125. **Cross-cultural communication.** PSYOPS messages may fail to achieve their purpose as a result of the sender failing to comprehend fully the values and sensibilities of the TA. As PSYOPS usually involves cross-cultural communication, it is necessary to examine the most common areas of difficulty in communicating across cultural divides:

- a. **Value assumptions.** Each society develops its own set of goals for its constituent members and groups. In framing a PSYOPS message, the drafter may fail to perceive that those achievements and objectives upon which he has been conditioned to place a high value are of considerably less importance to his TA. This fundamental error can result in a message that may contain irrelevant or unattractive blandishments, or may suggest rewards that are inappropriate or insulting to the target.
- b. **Symbols.** Effective PSYOPS products make use of symbols such as colour, music, or artistic forms. The weight and meaning of these can differ dramatically from one society to another (e.g., the use of both black and white as the symbol for death and mourning in different parts of the world). Because of the value that symbols hold, their true meaning to the target

audience must be thoroughly researched and tested before they are employed.

- c. **Social conduct and mannerism.** In many societies the observance of certain codes of etiquette are crucial to the reputation and credibility of a communicator. Material that inadvertently depicts transgressions of these behavioural patterns will lack any prestige or influence and may become the subject of derision or contempt.
- d. **Language.** Direct, literal translation from one language to another is unlikely to satisfy the needs of effective PSYOPS. It is necessary to weigh the intent and underlying theme of the original material and find words and expressions in the final language that have similar emotional impact. The employment of native speakers, as distinct from trained linguists, is very likely to be of particular benefit in avoiding errors in translation.

C126. **Overcoming cultural differences.** The dangers and difficulties in communicating with persons of a different cultural tradition are only likely to be overcome if two conditions are met: (1) PSYOPS personnel must be provided with the fullest possible information about the target audience, including not only current psychological intelligence but also a complete picture of the society of which the audience forms a part; and (2) PSYOPS products must be pre-tested on representative audiences before their release.

After the PSYOPS program is initiated, it must be closely monitored through post-testing. Any identified mistakes must be rectified as soon as possible. The continuous monitoring of the PSYOPS program and the target audiences reaction takes on the utmost importance because, even if the pre-testing is done in a correct way, there is no guarantee that the chosen sample of the TA is truly representative.

C127. **PSYOPS and communication**

- a. **Means.** The means used for the transfer of PSYOPS messages encompass all the usual means of human communication like word-of-mouth, books, newspapers, loudspeakers, radio, TV, etc. They also include emerging technologies that allow messages to be transferred from senders to receivers (such as mobile phones, e-mail, etc.)
- b. When conducting PSYOPS, planners should emphasize the use of **key communicators** as they are the ones who can transfer messages to the TA most effectively. Key elements when considering the use of key communicators are authority, group belonging, and the attraction of the source. For maximum effectiveness of PSYOPS, a credible source of information is necessary. In the minds of the TA, a key communicator should be "one of them": a persuasive and powerful speaker.

- c. **Messages.** The following should be taken into consideration when crafting PSYOPS messages: message visibility, accessibility, appeal, clarity, simplicity, persuasiveness, the principle of need (i.e., promising the TA you will fulfil their needs), and the principle of unpredictability (i.e., using “soft” methods of persuasion, which allow for adaptation to possible changes).
- d. **PSYOPS communication techniques.** The following are examples of messaging techniques that have been shown to be successful:
- (1) Emotional sandwich (emotions – message – emotions).
 - (2) Emotional transfer (e.g., a flyer with an emotional component like nice pictures, overwritten by the PSYOPS message).
 - (3) Use of emotionally loaded words.
 - (4) Use of stereotypes.

ANNEX D

COUNTER PSYOPS TECHNIQUES AND PROCEDURES

Section I - Analysis

- D101. **Aim of counter PSYOPS.** The aim of counter PSYOPS is to counter or exploit the effects of adversary propaganda or psychological activities. Counter PSYOPS are directed at approved target audiences that are affected by the adversary propaganda, less our own forces and citizens, who are the responsibility of troop information and PI.
- D102. **Definition.** Actions designed to detect and counteract adversary psychological activities.
- D103. **Analysis of adversary's psychological activities.** Analysis of an adversary's psychological activity involves the detailed examination of the source, content, audience, media and effects (SCAME) of his messages to obtain intelligence that supplements the conventional forms of intelligence. The audience and the effects can be unintended as well as intended. The primary purpose of the analysis of an adversary's psychological activity is to collect PSYOPS-related intelligence information. This is in order to evaluate its effect on own troops as well as on friendly and uncommitted civilian audiences within the AOR, in order to be able to eliminate or diminish the negative consequences, and to exploit any contradiction in that adversary psychological activity. The analysis also involves a systematic study of foreign mass communications intended for domestic and/or international audiences.
- D104. **Source analysis.** Identifies the individual, organisation or government that sponsors and disseminates a particular item of an adversary psychological activity. The three components of source analysis are: actor, authority and author. Sources are further subdivided into:
- a. **White.** An acknowledged source.
 - b. **Grey.** An unacknowledged source.
 - c. **Black.** Originates from a source other than the one that is claimed.
- D105. **Content analysis.** Involves the analysis and evaluation of an adversary's psychological activity statements to determine the source's motives and objectives:
- a. Intended reaction on target audience.

- b. Adversary psychological activity technique.
- c. Factual information.
- d. The cultural significance of images and words used.
- e. Correlation to previous material. Look for inconsistencies.
- f. Content of message. Look for involuntary information.
- g. Quality of output.

D106. **Audience analysis.** Is a study of the total audience that the adversary's psychological activities reaches or seeks to reach. The four types of audience are.

- a. **Apparent.** Those who appear to be directly reached and addressed.
- b. **Ultimate.** Those targeted, directly or indirectly addressed.
- c. **Intermediate.** Those reached but not directly addressed nor presumably targeted.
- d. **Unintended.** Those reached, but not addressed nor presumably targeted.

D107. **Media analysis.** Determines the adversary's media capabilities, presumed reason for using a particular dissemination method, the media capabilities of the source and the consistency of the adversary's psychological activities messages content. Media analysis indicates:

- a. Adversary psychological activities objectives.
- b. Adversary media capabilities.
- c. The reason for the selection of the means of communications used by the adversary.

D108. **Effects analysis.** Determines the overall results of the adversary psychological activity material on the target audience, the specific effects of them, and the reasons it was effective, partially effective or totally ineffective. The four general types of evidence that help to determine adversary psychological activities effectiveness are:

- a. Responsive action of audiences.

- b. Participant reports.
- c. Observer commentaries.
- d. Indirect indicators.

D109. **Analysis methods.** The two broad methods of analysing an adversary's psychological activities are:

- a. **The subjective method.** (Intuitive). Based upon background, experience and judgement of the analyst. Advantages include limited support requirements and high mobility, accessibility of the information, efficient use of resources and flexibility. Disadvantages include difficulty in documenting conclusions, greater analysis bias, less continuity of operations and analytical limitations.
- b. **The objective method.** Systematically analyses the content over a period of time through the use of systematic reports, classification systems and statistical databases. Advantages include quantity and variety of data accessible, analytical capabilities to include accuracy, and an institutionalised (error free) memory. Disadvantages include inefficiency of mass storage, tendency to automate human judgements, computer skill requirements, delayed access to data and output, and the need to anticipate informational requirements.

Section II – Techniques

D110. **Possible techniques.** The following is a palette of techniques, which have been used successfully in the past. But it must be underlined that whether these can be used individually or in combination depends on the outcome of careful analysis. An analysis which, apart from the above mentioned, also includes factual information about the audience, their general perceptibility and their attitudes towards the adversary as well as towards own political and military initiatives.

- a. **Direct refutation.** Point by point rebuttal of the adversary message. The aim is to completely discredit the message and, by implication, other messages originating from the same source. The disadvantage of this technique is that it requires the adversary's message to be repeated in full, which re-advertises it.
- b. **Indirect refutation.** The refutation here is by introducing a new line of argument which will, to the audience, dispose of the adversary's allegation. The audience must be led to make the connection itself.

- c. **Forestalling.** Beating the adversary to the punch. Announcing our reverses before the adversary announces their victory.
- d. **Diversion.** Direct audience's attention away from the issues being raised.
- e. **Initiative deception.** The deliberate distortion of the adversary psychological activities. His own themes and symbols are turned against him.
- f. **Minimisation.** Reduce the importance of an issue and dismiss it as trivial.
- g. **Immunitisation.** Insulate people from outside influences. Pre-conditioning or indoctrination ensures that the audience will automatically dismiss messages from a particular source.
- h. **Silence.** By saying nothing it may blow over and soon be forgotten.
- i. **Restrictive measures.** Deny the target audience access to an adversary's psychological activity.
- j. **Rumour control.** Counter with education of population and delivery of timely information and data to population.

Section III - Procedures

- D111. **PSYOPS COAs in countering adversary's psychological activities.** Based on the analysis and evaluation of possible techniques in countering adversary psychological activities the PSYOPS staff element proposes possible COAs to the commander concerning counter PSYOPS or other efforts to reduce or exploit the effects. The chosen COA may be carried out by PSYOPS forces or by other means. When required, particular counter PSYOPS measures should be taken by NATO and/or TCNs at the Strategic level, and coordinated by the NAC in order to support the operational commander.
- D112. **Limitations.** NATO PSYOPS forces and assets may be used to provide the commander with an analysis of an adversary psychological activity; however, they will not have the responsibility for directly addressing NATO forces and citizens.

GLOSSARY OF DEFINITIONS

Attitude: Enduring systems of judgements, emotions and action tendencies, which predispose an individual to behave in certain ways to achieve particular objectives or goals.

Area of operations (AOO): A geographical area defined by the JFC commander within his area of responsibility in which a commander designated by him is delegated authority to conduct operations. (AJP-01).

Basic intelligence: Intelligence, on any subject, which may be used as reference material for planning and as a basis for processing subsequent information or intelligence. (AAP-6).

Behaviour: The actions or reactions of persons in response to external or internal stimuli.

Civil military cooperation (CIMIC): The co-ordination and cooperation, in support of the mission, between the NATO Commander and civil actors, including national population and local authorities, as well as international, national and non-governmental organisations and agencies. (AAP-6).

Combat psychological operations (CPO): Planned psychological operations conducted against approved target audiences in support of the commander as an integral part of combat operations and designed to defeat the enemy by reducing or eliminating the will to continue aggression in the joint operations area, as well as support the operational freedom of the commander. (MC 402).

Counter PSYOPS: Actions designed to detect and counteract hostile psychological activities. (MC 402).

Crisis response psychological operations (CRPO): Planned psychological operations conducted as an integral part of crisis response operations, designed to create a supportive atmosphere and a willingness to co-operate among the parties in conflict and civilians and civilian population in the joint operations area, in order to assist in the achievement of mission objectives and protect the force. (MC 402).

Effectiveness (of target audience): The ability of a target audience to effect the desired reaction or behaviour in themselves or others in response to a psychological activity or PSYOPS message. (MC 402).

Framework nation: A nation accepting the primary responsibility for completing the tasks assigned to a multi-national headquarters groups and/or units. For PSYOPS, the term 'framework nation' is applicable when describing PSYOPS forces that are part of the crisis establishment (CE) of the CJTF/AOO-level headquarters. In this context, the term "framework nation" is used to describe a nation that takes on responsibility for providing the commander and core staff of the CJFPOCC, CJPOTF, or PSE. However, because the PSYOPS activity is part of the CJTF/AOO-level HQ CE, funding for PSYOPS equipment, product production, dissemination, and logistical support is a NATO responsibility.

Information operations (INFO OPS): INFO OPS are coordinated and synchronised actions to create desired effects on the will, understanding and capability of adversaries, potential adversaries and other NAC approved parties in support of the Alliance overall objectives by affecting their information, information-based processes and systems while exploiting and protecting one's own. (MC 422/2, Final, dated 24 oct 05)).

Lead nation: A nation accepting the responsibility for planning and controlling the deployment, transportation for sustainment (re-supply) and redeployment as well as for obtaining transportation resources for multi-national headquarters groups and/or units. (MC 336) For PSYOPS, in any planned or proposed operation in which PSYOPS is part of the statement of requirements (SOR) of the CJTF, the SC should request one nation to act as the PSYOPS Lead Nation for the CJFPOCC or CJPOTF. The PSYOPS lead nation takes on the responsibility for providing the bulk of the PSYOPS personnel for the CJTF (with any agreements for other nations to contribute to the PSYOPS element at this level is the responsibility of the lead nation), providing the PSYOPS communications, product development, production and dissemination assets, as well as responsibility for procuring and providing the necessary PSYOPS logistical support. Compensation and/or reimbursement will be subject to agreements between the parties involved.

Limitations: Items specified by the commander that limit the scope of planning.

- a. Restraints: prohibited activities.
- b. Constraints: specific obligations that must be met.

(NATO BI-SC Guidelines for operational planning)

Measure of effectiveness (MOE): Measurements or indicators regarding how a PSYOPS objective is accomplished. These measurements or indicators are normally expressed as an increase or decrease in a specified activity of a target audience. MOEs help in describing and portraying the effectiveness of PSYOPS efforts. (MC 402).

Propaganda: Any information, ideas, doctrines, or special appeals disseminated to influence the opinion, emotions, attitudes, or behaviour of any specified group in order to benefit the sponsor either directly or indirectly. Propaganda source identification is distinct from determining the truthfulness of a propaganda product or activity: (AAP-6).

- a. White. An accurately acknowledged source. The actual sponsor correctly advertises production or sponsorship.
- b. Grey. An unacknowledged source. It is not clear which individual, organisation or government is claiming production or sponsorship responsibility.
- c. Black. Falsely advertised source. The product or activity was actually produced by a different individual, organisation or government than that claimed.

Psychological endstate: A concise description in paragraph 3 of the PSYOPS annex L outlining the emotional, attitudinal, and behavioural state the target audiences should be in at the conclusion of a mission or phase. The Psychological endstate is linked to the supported commander's endstate and the overall mission requirements.

Psychological media: The media, technical or non-technical, which establish any kind of communication with a target audience. (AAP-6).

Psychological objective: A statement of a measurable response that reflects the desired attitude or behaviour change of a selected target audience as a result of psychological operations:

- a. Initial PSYOPS objectives: The objectives formulated during stage 2 of the operational planning process (ORIENTATION). Initial objectives are not fixed and can be modified while the overall operational plan is in the drafting process.
- b. Final PSYOPS objectives: The objectives approved by the North Atlantic Council (NAC) as part of the overall approval of the strategic commander's operational plan for an assigned mission. Once these objectives are approved, only the NAC can grant changes or modifications.

Psychological operations (PSYOPS): Planned psychological activities using methods of communications and other means directed to approved audiences in order to influence perceptions, attitudes and behaviour, affecting the achievement of political and military objectives. (MC 402).

Psychological operations approach: The technique adopted to induce a desired reaction on the part of the target audience. (AAP-6).

Psychological operations situation: That part of the overall operation situation in which PSYOPS taken at command and unit level, as well as the commitment of PSYOPS units, are planned and executed. (AAP-6).

Psychological situation: The current emotional state, mental disposition or other behavioural motivation of a target audience, basically founded on its national, political, social, economic, and psychological peculiarities but also subject to the influence of circumstances and events. (AAP-6).

Psychological theme: An idea or topic on which a psychological operation is based. (AAP-6).

Public information (PI): Information that is released or published for the primary purpose of keeping the public fully informed, thereby gaining their understanding and support. (AAP-6).

Receptivity: The vulnerability of a target audience to particular psychological operations media. (AAP-6).

Reach-back : Reach-back is a mechanism where supplies and services held in the home base can be accessed and used by deployed forces. For PSYOPS, it often refers to electronic connectivity with PSYOPS elements left at in home stations that provide PSYOPS in the CJTF/AOO support with regard to research and analysis, product development and production.

Strategic psychological operations (SPO): Planned psychological operations that pursue objectives to gain the support and cooperation of supportive and neutral audiences and to reduce the will and the capacity of hostile or potentially hostile audiences to commit aggressive action and contribute to crisis management and deterrence in support of diplomatic actions. (MC 402).

Susceptibility: The anticipated acceptance or rejection of a target audience to a particular psychological operations approach. (AAP-6).

Target audience: An individual or group selected for influence or attack by means of psychological operations. (AAP-6).

- a. Apparent. Those who appear to be targeted by a PSYOPS product or activity. May not be the actual target audience for the product, merely a conduit.
- b. Ultimate. Those targeted, directly, or indirectly, by a PSYOPS product or activity. Those that the PSYOPS practitioner wants to reach.

- c. Intermediate. Those reached but not directly addressed nor presumably targeted. Clearly used as conduit for the Ultimate target audience.
- d. Unintended. Those reached, but not addressed nor targeted by the PSYOPS practitioner.

Troop information: Information disseminated for the primary purpose of keeping own forces informed.

Vulnerability. An analysis of the weaknesses a particular target audience may have to psychological operations. Does not assume susceptibility to a particular psychological approach.

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LIST OF ABBREVIATIONS

| | |
|---------|---|
| A5O | Article 5 operations |
| ACT | Allied Command Transformation |
| AAP | Allied administrative publication |
| ACTORD | Activation order |
| ACTREQ | Activation request |
| ACTWARN | Activation warning |
| AJOD | Allied joint doctrine |
| AJP | Allied joint publication |
| AJF | Allied joint force |
| AOO | Area of operations |
| AOR | Area of responsibility |
| BDA | Battle damage assessment |
| BPA | Battlefield psychological activities |
| A5O | Article 5 operations |
| ACT | Allied Command Transformation |
| ACTORD | Activation order |
| ACTREQ | Activation request |
| ACTWARN | Activation warning |
| AJF | Allied joint force |
| AJOD | Allied joint doctrine |
| AJP | Allied joint publication |
| AOO | Area of operations |
| AOR | Area of responsibility |
| BDA | Battle damage assessment |
| C2 | Command and control |
| C4 | Command, control, communication and computers |
| CA | Combat assessment |
| CCIR | Commander's critical information requirement |
| CE | Crisis establishment |
| CIMIC | Civil-military cooperation |
| CIS | Communications information systems |
| CJFPOCC | Combined joint force psychological operations component command |
| CJPOTF | Combined joint psychological operations task force |
| CJSOR | Combined joint statement of requirements |
| CJTF | Combined joint task force |
| COA | Course of action |
| CONOPS | Concept of operations |
| CPO | Combat psychological operations |
| CRO | Crisis response operations |
| CRPO | Crisis response psychological operations |

| | |
|------------|--|
| CSA | Current situation assessment |
| DJTF | Deployable joint task force |
| EU | European Union |
| FORCEPREP | Force preparation |
| HN | Host nation |
| HQ | Headquarters |
| IMA | International Military Staff |
| Info Op(s) | Information operations |
| IO | International organization |
| IOCB | Information operations coordination board |
| JFC | Joint force commander |
| JOA | Joint operations area |
| JSB | Joint Standardization Board |
| KTA | Key task accomplishment |
| MC | Military Committee |
| MCJSB | Military Committee Joint Standardization Board |
| MOE | Measure of effectiveness |
| NAC | North Atlantic Council |
| NATO | North Atlantic Treaty Organization |
| NCRS | NATO Crisis Response System |
| NGO | Nongovernmental organization |
| NMA | National military authority |
| OPCON | Operational control |
| OPLAN | Operation plan |
| OPP | Operational planning process |
| OPSEC | Operations security |
| PDC | Product development centre |
| PI | Public information |
| PPP | Presence, posture, and profile |
| PRB | Product review board |
| PSE | Psychological operations support element |
| PSYOPS | Psychological operations |
| SC | Strategic commander |
| SOP | Standing operating procedures |
| SOR | Statement of requirements |
| SPO | Strategic psychological operation |
| SUPLAN | Supporting plan |
| TA | Target audience |
| TCN | Troop contributing nation |
| TOA | Transfer of authority |
| TPT | Tactical psychological operations team |
| TV | TELEVISION |
| WG | Working group |

REFERENCE DOCUMENTS

MC Documents

| | |
|--------|--|
| MC 128 | Policy Guidance for NATO Intelligence |
| MC 133 | NATO Operational Planning System |
| MC 299 | MC Guidance for Defence Planning |
| MC 317 | NATO Force Structures for the Mid - 1990s and Beyond |
| MC 324 | The NATO Military Command Structure |
| MC 327 | NATO Military Planning For Peace Support Operations |
| MA 327 | Military Concept for NATO Peace Support Operations |
| MC 328 | NATO's Military Co-operation Guidance |
| MC 336 | NATO Principles and Policies for Host Nation Support |
| MC 343 | NATO Military Assistance to International Disaster Relief Operations |
| MC 362 | Use of Force (Rules of Engagement)(Draft) |
| MC 389 | Directive for Implementation of the Alliance Combined Joint Task Force Concept |
| MC 400 | Military Implementation of the Alliance's Strategic Concept |
| MC 402 | NATO Psychological Operations Policy |
| MC 411 | NATO Civil-Military Co-operation Policy |
| MC 422 | NATO Information Operations Policy |
| MC 437 | NATO Special Operations Policy |
| MC 457 | NATO Policy on Public Information |

Allied Publications

| | |
|-----------|---|
| AAP-6 | NATO Glossary of Terms and Definitions |
| AAP-15 | NATO Glossary of Abbreviations |
| AJP-1 | Allied Joint Doctrine |
| AJP-2 | Allied Joint Intelligence, Counter-Intelligence and Security Doctrine |
| AJP-3 | Allied Joint Operations (Draft) |
| AJP-3.4 | Non-Article 5 Crisis Response Operations (Ratification draft) |
| AJP-3.4.1 | Peace Support Operations |
| AJP-3.10 | Information Operations (Draft) |
| AJP-5 | Operations Planning |
| AJP-9 | Civil-Military Cooperation |

Bi-SC Publications

| | |
|--------|--|
| Bi-MNC | Directive 80-1 for Psychological Operations |
| Bi-MNC | Directive for NATO Doctrine for Peace Support Operations |
| Bi-SC | Guidelines for Operational Planning (GOP) |
| Bi-SC | Functional Planning Guide PSYOPS, dated 13 Jan 2003 |

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