

## EXECUTIVE SUMMARY COMMANDER'S OVERVIEW

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### Overview

*The need to consistently integrate all instruments of national power has increased.*

In today's complex and rapidly evolving information environments, the need to integrate all instruments of national power has taken on increased relevance to sustain operational success. In the operational environment, effective influence is gained by consistency between what we say and do, and how well we understand and respond to our audience.

*Department of Defense (DOD) is a key component of United States Government (USG) communications strategy.*

Within the military and informational instruments of national power, the Department of Defense (DOD) is a key component of a broader United States Government (USG) communications strategy. To be effective, all DOD communications efforts must inherently support the credibility, veracity, and legitimacy of USG activities.

*Purpose of psychological operations (PSYOP).*

The specific purpose of psychological operations (PSYOP) is to influence foreign audience perceptions and subsequent behavior as part of approved programs in support of USG policy and military objectives. PSYOP professionals follow a deliberate process that aligns commander's objectives with an analysis of the

environment; select relevant target audiences (TAs); develop focused, culturally, and environmentally attuned messages and actions; employ sophisticated media delivery means and produce observable, measurable behavioral responses.

*PSYOP is employed across the range of military operations.*

PSYOP forces operate across the range of military operations. PSYOP that are continuously planned and assessed contribute significantly to the success of both peacetime engagements and major operations. PSYOP are governed by explicit legal authorities that direct and determine how the capability is utilized.

*Policy governs DOD PSYOP.*

Policy makers develop realistic and relevant policies that are within the capabilities of PSYOP to support. DOD policy, for instance, addresses the intent of the organization, guides decisionmaking, and prompts action to integrate PSYOP into military operations and other USG strategies.

*National strategies provide key guidance.*

The Chairman of the Joint Chiefs of Staff and the combatant commanders (CCDRs) refer to national strategies as they establish guidance that provides the necessary strategic direction for employment of PSYOP.

*Joint PSYOP span all levels of war.*

Joint PSYOP activities span all levels of war and support policy and commanders' objectives from strategic to tactical levels. When conducted at the strategic level, PSYOP are designed to support USG departments and agencies, geographic combatant commands, or multinational partners. PSYOP activities conducted at the operational level generally support the implementation of regional policies and military plans. Tactical PSYOP activities normally are conducted in support of local military or civil authorities.

*PSYOP is employed as a force multiplier.*

In conflict, PSYOP as a force multiplier can degrade the enemy's relative combat power, reduce civilian interference, minimize collateral damage and maximize the local populace's support for operations.

*PSYOP require sustained application across all phases of an operation.*

Early planning and employment of PSYOP forces will maximize the potential to influence foreign audiences within the area of interest. PSYOP require sustained application, as part of a broader USG communication strategy. PSYOP are a critical component in all phases

and in some phases may be the joint force commander's (JFC) main effort.

***PSYOP are synchronized with all other force activities.***

The synchronization of PSYOP with all other actions of the US and multinational forces precludes messages or actions at one level from contradicting or weakening the effectiveness at another.

***PSYOP incorporates indigenous resources.***

To maximize TA receptivity to PSYOP, planning should incorporate the use of indigenous resources, key communicators, and dissemination platforms as soon as operationally feasible.

***Criteria to assess PSYOP effectiveness must be established.***

Quantifiable and timely assessment criteria to determine measures of effectiveness (MOEs) are required for every PSYOP campaign.

### **Roles, Responsibilities, and Relationships**

***Planning guidance for combatant commanders.***

The *Unified Command Plan* and *Joint Strategic Capabilities Plan* (JSCP) provide direction and guidance to CCDRs concerning joint operation planning and their respective responsibilities.

***PSYOP are part of DOD's information activities.***

DOD information activities include information operations (IO), PSYOP (as a core capability of IO), public affairs (PA) (to include visual information), and defense support to public diplomacy (DSPD).

***PSYOP support strategic communication.***

Strategic communication (SC) integrates various instruments of national power with other activities across the USG to synchronize crucial themes, messages, images, and actions. PSYOP are the key capability that supports SC by influencing foreign audiences in support of US objectives.

***PSYOP are a core capability of information operations (IO).***

IO is the integrated employment of the core capabilities of electronic warfare (EW), computer network operations (CNO), PSYOP, military deception (MILDEC), and operations security (OPSEC), in concert with supporting and related capabilities to influence, disrupt, corrupt, or usurp adversarial human and automated decisionmaking while protecting our own. As a core capability of IO, PSYOP play a central role in the achievement of the JFC's information objectives through its ability to induce or

reinforce adversary attitudes and behavior favorable to these objectives.

***The IO cell chief.***

In order to ensure all aspects of IO are properly integrated and synchronized into the combatant command planning process, an IO cell chief is chosen. This cell chief convenes meetings of the IO cell periodically in order to facilitate the integration of core, supporting, and related capabilities. Within the IO cell, the PSYOP representative integrates, coordinates, deconflicts, and synchronizes the use of PSYOP with other IO capabilities.

***PSYOP are supported by computer network operations.***

CNO support PSYOP with dissemination assets to include interactive Internet activities. CNO activities can deny or degrade an adversary's ability to access, report, and process information.

***PSYOP support military deception.***

PSYOP create and reinforce MILDEC actions that are executed to deliberately mislead adversary military decisionmakers about US military capabilities, intentions, and operations. MILDEC operations that integrate PSYOP targeting provide the JFC with the ability to influence the adversary to take specific actions (or inactions) giving the joint force the advantage.

***PSYOP actions are protected with security precautions.***

It is essential that PSYOP plans and messages are protected prior to execution through the proper use of information security, information assurance, physical security, and OPSEC.

***Electronic warfare support PSYOP.***

EW platforms provide a means of disseminating PSYOP messages and shaping the information environment through the electronic dissemination of PSYOP products. EW validates the assessment of PSYOP effectiveness by providing information on threat responses to broadcasts.

***Public affairs and PSYOP, although are discrete efforts, support each other.***

PA and PSYOP activities are separate and distinct, but they must support and reinforce each other, which requires coordination, synchronization, and occasionally deconfliction. JFCs must ensure that appropriate coordination between PSYOP and PA activities are consistent with the DOD Principles of Information, policy or statutory limitation, and security.

## Command And Control

### *US Special Operations Command and US Joint Forces Command.*

In accordance with Secretary of Defense (SecDef) and *Forces for Unified Commands Assignment Tables, Commander, United States Special Operations Command* (CDRUSSOCOM) exercises combatant command (command authority) (COCOM) over all Active Component PSYOP forces. Commander, US Joint Forces Command (CDRUSJFCOM) exercises COCOM over all assigned Reserve Component (RC) PSYOP forces once they are activated. When directed by SecDef, the CDRUSSOCOM or CDRUSJFCOM transfers PSYOP forces to geographic combatant commanders (GCCs). When these forces are transferred, the command relationship of the gaining commander (and the losing commander will relinquish) over those forces must be specified; in most cases that will be operational control (OPCON).

### *PSYOP planning is centralized.*

Commanders centralize PSYOP planning at the combatant command due to its importance to the commander's strategic concept. When a CCDR establishes a subordinate joint force they include PSYOP staff positions on the JFC's staff.

### *Organization of PSYOP forces.*

The requested PSYOP force size and planned disposition may exceed the command and control capabilities of the joint force components. In these cases the CCDR may identify the requirement to establish a joint psychological operations task force (JPOTF) or psychological operations task force (POTF) as a component of the joint force. PSYOP forces may be organized as a JPOTF or a PSYOP support element (PSE). The JFC may delegate OPCON of all PSYOP forces to the JPOTF or may exercise OPCON of specified PSYOP forces through the units or components to which they are assigned.

### *The joint psychological operations task force.*

The JPOTF is responsible for providing PSYOP support to joint or multinational operations at the tactical and operational levels. The JPOTF is also responsible for deconflicting all PSYOP that occur under the joint task force and other commands as designated by the establishing authority.

***Centralized planning and direction and decentralized execution are the referred methodologies.***

If the JFC determines that PSYOP planning and execution requires control by a component command with that mission as its sole purpose, then the JFC requests establishment of a JPOTF, POTF, or PSE. Control should favor centralized planning and direction and decentralized execution. Control is exercised from the lowest level that accomplishes the required coordination. Considerations for PSYOP may dictate that control be at high national levels.

***Early identification of PSYOP requirements by the supported combatant commander is essential.***

The entire US military PSYOP capability is available for employment by the supported GCC. Operations may require use of RC PSYOP forces. Early identification of PSYOP requirements through the Global Force Management Board is necessary to facilitate RC activation, processing, and training. The high demand for PSYOP forces to support worldwide operations make reachback a critical component for PSYOP success.

### **Planning**

***“Guidance for Employment of the Force” and the Joint Strategic Capabilities Plan set near-time priorities.***

*Guidance for Employment of the Force* and the JSCP set priorities for activities undertaken in the near term – usually the period covered by budget execution (present through two years). These plans define how a GCC will conduct all DOD activities within their area of responsibility.

***PSYOP can have significant impacts on achieving objectives.***

Joint planning integrates US military actions with other instruments of national power and multinational partners to achieve specified end states. CCDRs translate national and theater strategy into strategic and operational concepts through the development of security cooperation strategies and implementation plans, and operation and campaign plans. PSYOP have significant impact on the JFC objectives as they involve the need to mobilize the civilian population, while simultaneously isolating the adversary, taking away its ability to muster popular support.

***Phasing the operation.***

Phasing helps JFCs and staffs to visualize and think through the entire operation or campaign and to define requirements in terms of forces, resources, time, space, and purpose.

*PSYOP are based on objectives, and are coordinated and synchronized.*

To plan for the effective employment of PSYOP, JFCs and their staffs must possess a thorough knowledge of national security policy and objectives, as well as national and theater military objectives. They must ensure PSYOP planning is consistent with IO, PA, and DSPD planning as well as overall USG objectives. In addition, they must ensure all PSYOP activities are closely coordinated and synchronized to ensure that consistent themes and messages are communicated to TAs.

*Combatant commanders identify and request PSYOP support needed.*

CCDRs clearly articulate PSYOP support requirements in terms of the required capabilities. CCDRs submit requests for PSYOP forces to the Joint Staff. The Joint Staff is responsible for validating PSYOP force requests and will assign either US Special Operations Command (USSOCOM) or US Joint Forces Command as the Joint Force Provider, depending on the activity, type of forces necessary, and availability.

*PSYOP can be a force-multiplier, enhancing other elements of national power.*

PSYOP offer SecDef options for engagement that potentially avoid the employment of additional combat forces, reduce the period of confrontation, and enhance the diplomatic, informational, military, and economic instruments of national power.

*PSYOP are important to the shape and deter phases of an operational plan.*

CCDR activities executed during the shape phase assist in determining the character of future operations. During the deter phase, PSYOP provides powerful operational leverage in support of flexible deterrent options. PSYOP forces can be employed to gather information, undermine a potential opponent's will or capacity to wage war, and enhance the capabilities of multinational forces.

*DOD PSYOP is synchronized and coordinated with other USG agencies.*

Coordination of DOD PSYOP with other USG agencies facilitates the communication of the objectives of each organization and synchronization of effort. The joint interagency coordination group at the combatant command headquarters is an interagency staff group that establishes regular, timely, and collaborative working relationships between civilian and military operational planners.

Department of State's (DOS's) Bureau of International Information Programs engages audiences on issues of

foreign policy, society, and values to help create an environment receptive to US national interests. In addition to DOS, PSYOP should be coordinated with other USG agencies, including, but not limited to, the Central Intelligence Agency; International Broadcasting Bureau; Broadcasting Board of Governors; Departments of Commerce, Homeland Security, Transportation, Energy, and Justice; Drug Enforcement Administration; and the US Coast Guard. When PSYOP are planned during multinational operations, planners must coordinate with multinational partners to ensure the attainment of US and multinational security objectives.

***PSYOP in irregular warfare.***

Irregular warfare (IW) is defined as a violent struggle among state and non-state actors for legitimacy and influence over the relevant populations. Ultimately, IW is a political struggle for control or influence over, and the support of, a relevant population. When PSYOP occur in IW, their role usually is much greater than during major operations and campaigns.

Conducting IW focuses on two approaches – direct and indirect. The direct approach addresses the requirement to pursue adversaries, and their infrastructure and resources. PSYOP are key supporting operations to each contextual application of indirect approaches to executing IW. The ideological and political factors associated with IW create a fertile field for psychological operations.

**Joint Psychological Operations Process**

***The joint PSYOP process has seven phases.***

The joint PSYOP process is a standard framework by which PSYOP assets and critical enablers plan, execute, and evaluate PSYOP with proficiency and consistency throughout major campaigns, operations, and peacetime engagements. The joint PSYOP process consists of seven phases: planning; target audience analysis (TAA); series development; product development and design; approval; production, distribution, dissemination; and evaluation. Each of these phases is designed to apply to any type or level of operation. Collectively, the phases address important considerations and include the necessary activities for the proper integration of PSYOP with the CCDR's military strategy and mission.

***Combatant commanders need approval to execute PSYOP.***

CCDRs are required to obtain approval prior to conducting PSYOP. A PSYOP program provides the required SecDef guidance for PSYOP execution. PSYOP objectives, usually determined by the highest-level PSYOP element involved in the operation (e.g., CCDR), provide the framework for developing the PSYOP plan.

***PSYOP are integral to the commander's vision and concept of operations.***

The goal of PSYOP planning is to integrate PSYOP into the commander's vision and concept of operations. Staff planners adjust the PSYOP plan as necessary to support the commander's objectives.

***Target audience analysis (TAA).***

The information learned as a result of TAA is used in the development of PSYOP products, actions, or series. Series are reviewed for their suitability, length or duration, potential to affect the intended audience, accuracy of persuasive arguments or techniques to influence behavior change, and the resources available to execute them.

***Evaluate the target audience's reaction.***

The work completed during the planning, analysis, and series development phases are vital for designing the prototypes of PSYOP products. Evaluating the TA's understanding and acceptance of the arguments conveyed in a PSYOP product is a key task. Pretesting products also helps establish a foundation for conducting post testing of entire series after dissemination occurs.

***Effective approval processes are needed.***

A judicious and efficient approval process for PSYOP series and the management of the series development and approval process are fundamental in providing supporting PSYOP to emerging, ongoing, and future operations.

***Determine the most appropriate dissemination means through TAA.***

Once production is complete, products are transferred to the disseminating unit or agency in accordance with a predetermined timeline. The most appropriate dissemination means are determined through TAA, and intelligence about the operational area.

***Face-to-face communication is effective.***

PSYOP messages also are communicated through preplanned face-to-face contact with the local populace. Repeated face-to-face communication with local leaders, key communicators, and citizens is the

most effective technique to support the commander's mission.

*Assess PSYOP effects.*

Assessing the effects of PSYOP series on TAs relies on PSYOP impact indicators and analyses produced in earlier phases. PSYOP assessment criteria are focused on the achievement of supporting PSYOP objectives by TAs. The results of the evaluation are thus two-fold as they:

- (1) Yield substantive information about the trends toward achieving the supporting PSYOP objectives.
- (2) Contribute data that are relevant for the commander's overall MOEs.

### **Employment**

*Integrate PSYOP with supported organization planning and decision-making.*

PSYOP are integrated in joint and multinational military operations as well as actions conducted by other designated governmental agencies. To be effective, PSYOP must be fully integrated with the supported organization's planning and decision-making activities.

*PSYOP, a key capability in non-domestic activities, may be used domestically to support lead federal agencies.*

PSYOP are a key capability in furthering US endeavors to deter aggression, and to maximize the commander's efforts to shape the operational environment, insert combat forces, neutralize the threat, and secure the region. When authorized, PSYOP forces may be used domestically to assist lead federal agencies during disaster relief and crisis management by informing the domestic population.

*PSYOP support shaping the operational environment.*

Employing PSYOP in conjunction with other activities to further national security goals in specific locations may prevent escalation of hostilities, shorten the duration of hostilities, or hasten a return to normalcy. As an information activity in military engagement, security cooperation, and deterrence PSYOP are employed to shape environments and influence relevant audiences to discourage armed conflict. PSYOP can reduce the need for a lethal response to adversary actions.

*PSYOP in crisis response, limited contingency, and major operations or campaigns.*

During crisis response and limited contingency operations, PSYOP focus on mitigating the effects of the crisis and stabilizing the operational environment.

PSYOP are planned and integrated throughout all phases of operations or campaigns. During major operations, PSYOP are integrated with both conventional and special operations (SO) activities.

SO are relevant across the range of military operations and the nine SO core tasks, including PSYOP should be integral parts of a theater strategy, operation plan, or campaign plan. SO usually are most effective when integrated with operations conducted by conventional forces. PSYOP can be integrated in all direct action activities, employing within the physical and political risks, operational techniques, and use of force to achieve specific objectives. PSYOP can be integrated in the four special reconnaissance (SR) activities by providing an additive capability to SOF conducting SR actions.

*PSYOP are employed in advising, assisting and training indigenous and other forces.*

When conducted independently, the primary focus of unconventional warfare is on political-military and psychological objectives. PSYOP are employed to advise, assist, and train indigenous or surrogate forces in developing and implementing an effective PSYOP capability.

PSYOP are employed to prepare key audiences for US foreign internal defense and security force assistance operations, and to directly assist the host nation (HN) in establishing an environment that promotes internal stability and security through democratic systems.

*PSYOP in counter terrorism.*

PSYOP are a critical capability in conducting counter terrorism through the application of the direct and indirect approaches in support of DOD's global operations against terrorist networks. When authorized, PSYOP forces conduct public information dissemination to support national security or disaster relief within US territory to reduce civilian casualties and suffering.

*Support to combating weapons of mass destruction.*

USG strategy to combat weapons of mass destruction (WMD) consists of three pillars: nonproliferation, counterproliferation (CP), and consequence management. PSYOP can facilitate USG CP informational activities directed at state and non-state actors to prevent and dissuade the production, acquisition, and delivery of WMD.

***Integration with civil affairs.***

PSYOP can be integrated with civil affairs operations activities to increase support for the HN government and reduce support to destabilizing forces.

***PSYOP in conjunction with other IO capabilities.***

PSYOP forces can be employed in conjunction with other IO capabilities and provide a critical means of communicating with foreign audiences to inform, direct, and influence.

***Other USG agencies, foreign forces, and non-governmental organizations.***

Military operations are synchronized with operations of other USG agencies as well as with foreign forces, non-governmental organizations (NGOs), intergovernmental organizations (IGOs), and regional organizations for the purpose of accomplishing objectives. Success depends on the ability to blend and engage all instruments of national power. Interagency and PSYOP coordination occur at all levels of warfare to ensure synchronization of activities intended to influence TAs. PSYOP and IO staff planners arm the joint interagency coordination group with timely information to assist in the coordination process.

***PSYOP are integrated into multinational operations, but normally approved via US command channels.***

PSYOP units should be integrated into all multinational operations to ensure that PSYOP activities are coordinated. PSYOP must begin early, preferably before deployment, to prepare a population for the arrival of multinational forces and develop communication channels that can be used from day one of an operation. When the Armed Forces of the United States are integrated into a multinational command structure, peacetime PSYOP policies and wartime conduct should be coordinated and integrated to the maximum extent possible for the attainment of US and multinational security objectives. However, US PSYOP normally will be approved in US channels regardless of the composition of the multinational force chain of command.

***PSYOP may work with civil authority information support elements domestically.***

PSYOP forces can provide civil authority information support elements (CAISEs) within the United States and its territories. When authorized for employment in this manner, PSYOP forces utilize their media development, production, and dissemination capabilities to deliver administrative and command information to populations in the impacted area. Their mission becomes to inform rather than to influence. All CAISE efforts should be

coordinated with ongoing military and lead federal agency PA efforts.

### **Enablers**

*Continuous intelligence support is critical to PSYOP success.*

Ongoing intelligence support is critical to all phases of the PSYOP process. During Phase I (Planning), of the PSYOP process, planners identify information requirements and use the intelligence process to request needed information used in conducting TAA in Phase II. TAA includes thorough examination of the political, military, economic, cultural, religious, and psychological or social conditions that make up the operational environment, and impact the behavior of the audiences within that environment. Intelligence plays a critical role in Phase VII (Evaluation) by confirming or denying PSYOP MOEs. Development of PSYOP-related information should be predicated on a detailed collection plan with specific collection requirements to exploit all available sources and techniques.

*Threat identification.*

Any factor that presents a recurring and identifiable obstacle to achieving success of a military PSYOP program is deemed a threat. The early identification of threats and opportunities increases the potential for successful fulfillment of PSYOP program goals and objectives.

*Intelligence, surveillance, and reconnaissance support.*

PSYOP rely on theater intelligence, surveillance, and reconnaissance (ISR) operations to provide intelligence products based on a whole of government approach that occurs within the intelligence community. ISR assets also are critical in collecting data to confirm or deny PSYOP MOEs.

Communications between commands that are planning and executing PSYOP are necessary for effective use of capabilities. A joint PSYOP communications plan should be prepared to ensure that communications systems are compatible and adequate.

*Logistic support is also critical.*

The execution of the joint PSYOP process in sustained operations requires critical logistic support. PSYOP units are dependent primarily on the supported unit for all classes of resupply, maintenance, base support,

commercial item restock and dissemination contracting support.

Locally available resources for required supplies and services, whether through the host government or commercial entities, must be identified in advance. Early identification of host nation support is critical to the establishment of agreements or contracts to provide needed supplies, equipment, and facilities for PSYOP.

### Capabilities

*Each Service has the inherent capabilities and assets to create and deliver PSYOP products.*

Each Service has the inherent capability to support achievement of US national objectives by using organic assets for production and dissemination of PSYOP products. Studies on all topics of interest can be requested through a combatant command's PSYOP staff officer or intelligence request for information manager, who will enter them in the community on-line intelligence system for end-users and managers system for managing intelligence production requirements.

PSYOP studies are unique in format; however, other military intelligence products can contain this type of intelligence information. In general, they profile the salient features of a country or its people; provide an analysis of the influences that lead different social, occupational, and ethnic groups of that country to act as they do; discuss issues that elicit strong responses from the indigenous population; assess attitudes; identify vulnerabilities; and suggest ways and means to influence people.

*US Army PSYOP capabilities.*

Army Service PSYOP assets provide a vital instrument of engagement across all military phases in support of the full range of military operations and interagency coordination in a foreign setting and under special circumstances during domestic emergencies as well.

United States Army Special Operations Command is the Army component command of USSOCOM. Its mission is to command (if directed), support, and ensure the combat readiness of assigned and attached Army PSYOP forces for worldwide use.

Army Active Component Psychological Operations Group organizes, equips and collectively trains assigned and attached forces to rapidly deploy anywhere in the world and conduct PSYOP and other specified communication tasks in any environment in support of CCDR and the interagency as directed by the President and SecDef.

Reserve Component Psychological Operations Group organize, train, and equip assigned and attached forces to deploy anywhere in the world and conduct PSYOP and other specified communication tasks in any environment in support of CCDRs and the interagency as directed by the President and SecDef.

The Army provides the preponderance of PSYOP planners assigned or attached to the joint force.

In addition to dedicated PSYOP units, conventional Army units can also support PSYOP. With routine interaction with TAs, they are in an ideal position to support PSYOP product dissemination and collect limited MOE indicators for transmission to PSYOP planners.

***US Navy PSYOP capabilities.***

The US Navy employs a wide range of dissemination assets, product reproduction capabilities, and planning resources that can support joint and Service PSYOP missions. Navy afloat and ashore IO cells coordinate with joint PSYOP experts to identify maritime audiences, develop themes and products, and plan dissemination. The Navy has ultrahigh frequency, very-high frequency, and high frequency broadcast capabilities to deliver PSYOP messages to afloat and ashore target audiences. Boarding parties can disseminate products to crews of civilian vessels to achieve PSYOP objectives. Several Navy aircraft support PSYOP.

***US Air Force PSYOP capabilities.***

United States Air Force (USAF) PSYOP is focused on the employment of air, space, and cyberspace capabilities as the Air Force's primary means of preparing, shaping, and exploiting the psychological dimension of the operational environment. USAF PSYOP forces support JFC objectives through a variety of operations and activities that include development of

psychologically informed targeting strategies. Many USAF platforms are used to execute missions in support of JFC PSYOP objectives.

Air Mobility Command IO and PSYOP planners are uniquely postured to observe and support strategic and global PSYOP in addition to supporting the operational-level PSYOP efforts of a single geographic combatant command.

***Marine Corps PSYOP capabilities.***

The Marine Corps has the capability to conduct PSYOP at the tactical level via PSYOP teams using loudspeaker broadcasts, print media, and face-to-face communication. The Marine Corps expeditionary PSYOP capability is found within the Marine Corps Information Operations Center (MCIOC). The MCIOC coordinates and integrates the conduct of PSYOP programs that complement IO with the JPOTF, CCDRs, interagency, DOS, intelligence community, IGOs, and NGOs, and others as necessary.

**CONCLUSION**

This publication establishes joint doctrine for psychological operations.

## CHAPTER I OVERVIEW

*“In this war, which was total in every sense of the word, we have seen many great changes in military science. It seems to me that not the least of these was the development of psychological warfare as a specific and effective weapon.”*

**General of the Army Dwight D. Eisenhower, 1945**

### 1. General

a. In today’s complex and rapidly evolving information environment, the need to integrate all instruments of national power has taken on increased relevance to sustain operational success. Key terrain has undergone a fundamental shift from exclusively geographic to now include relevant populations. This has created an increased need for a broad set of capabilities and policy to engage local, regional, and global audiences. The informational, cultural, social, moral, political, and physical aspects of the operational environment are as critical to operational success as the traditional orientation on adversary military capabilities has been in the past. In the operational environment, effective influence is gained by consistency between what we say and do, and how well we understand and respond to our audience.

b. Within the military and informational instruments of national power, the Department of Defense (DOD) is a key component of a broader United States Government (USG) communications strategy. DOD communications strategy and the separate and unique capabilities of psychological operations (PSYOP), public affairs (PA) (to include visual information), and defense support to public diplomacy (DSPD) address a variety of communication roles and specific audiences as permitted by operational parameters and policy. DOD informational activities can be used to inform, direct, or persuade. To be effective, all DOD communications efforts must inherently support the credibility, veracity, and legitimacy of USG activities.

*See Chapter II, “Roles, Responsibilities, and Relationships,” for additional clarification of DOD information activities.*

c. PSYOP play an important role in DOD communications efforts through the planned use of directed programs specifically designed to support USG and DOD activities and policies. The specific purpose of PSYOP is to influence foreign audience perceptions and subsequent behavior as part of approved programs in support of USG policy and military objectives. PSYOP professionals follow a deliberate process that aligns commander’s objectives with an analysis of the environment; select relevant target audiences (TAs); develop focused, culturally, and environmentally attuned messages and actions; employ sophisticated media delivery means and produce observable, measurable behavioral responses. **It is important not to confuse psychological impact with PSYOP.** Actions of the joint force, such as strikes or shows of force have psychological impact but they are not PSYOP unless their primary purpose is to influence the perceptions and subsequent behavior of a TA. Regardless of the mission set, all PSYOP

are conducted within carefully reviewed and approved programs and under mission-tailored product approval guidelines that flow from national level authorities.

d. PSYOP forces operate across the range of military operations. PSYOP that are continuously planned and assessed contribute significantly to the success of both peacetime engagements and major operations. The combatant commander (CCDR) receives functional and theater strategic planning guidance from the Joint Strategic Capabilities Plan (JSCP), Unified Command Plan, and Guidance for Employment of the Force (GEF). These documents are derived from the Secretary of Defense (SecDef) *National Defense Strategy*, which interprets the President's national security policy and strategy, and the Joint Chiefs of Staff *National Military Strategy*.

(1) In peacetime, PSYOP are planned and integrated to further national defense strategies through the geographic combatant commander's (GCC's) theater campaign plan (TCP). CCDRs incorporate PSYOP programs and integrate them into the broad range of activities required for military engagement, security cooperation, and deterrence (i.e., Phase 0). For example, in steady-state geographic combatant command TCPs, PSYOP units can deploy to support approved counterinsurgency, demining, or foreign humanitarian assistance (FHA) programs under either a joint force commander (JFC) or US diplomatic control.

(2) PSYOP reinforce US policies that center on preventing hostilities and advocating peaceful resolutions when possible. PSYOP are key in furthering US endeavors to deter aggression, and to maximize the JFC's efforts to shape the operational environment. PSYOP communicate well-orchestrated and planned information to international audiences to clarify intent, prevent escalation of tension, ease concerns, and mitigate the potential effects and capabilities of adversary information activities.

(3) When diplomatic and other measures fail to deter conflict and lethal capabilities are employed, PSYOP can assist the JFC by setting conditions for the insertion of combat forces; neutralizing threats; facilitating efforts to contain conflict; stabilizing the operational area; and enhancing efforts to achieve conditions that allow a return to steady state operations. PSYOP can inform, direct, educate, and influence targets to increase US combat power, and decrease enemy hostile aggression. Proper integration of PSYOP may reduce operational risk, collateral damage, as well as military and civilian casualties.

(4) PSYOP forces can be employed domestically as civil authority information support elements (CAISEs) under direction and authority of a designated lead federal agency. CAISEs are legally authorized to provide support to civil authorities only by broadcasting and disseminating public information.

## 2. Legal Framework and Authorities

### a. Introduction

(1) PSYOP are governed by explicit legal authorities that direct and determine how the capability is utilized. This legal foundation establishes PSYOP as a communications means, and allows their integration with those strategies that apply the instruments of national power. Leaders and planners accurately interpret relevant laws and policies to employ PSYOP forces in any situation or environment, internationally and domestically. The outcome of this level of proficiency is the effective incorporation of PSYOP as an integral component of US measures designed to achieve national objectives.

(2) PSYOP are employed during military operations as well as operations led by civilian agencies. They can be a vital asset to government agencies in many situations when DOD is not the lead. The legal framework for PSYOP allows for this DOD capability to be integrated with national level strategies and support other USG agencies.

### b. Law

(1) The legal authorities for PSYOP are established in a number of documents, and are in place to enable the proper integration of PSYOP. The legal framework for PSYOP applies to:

- (a) Establishing the PSYOP capability.
- (b) Authorizing PSYOP execution.
- (c) Approving PSYOP products and actions.

(d) Establishing authorities for use of PSYOP forces in civil support operations (domestic operations) and for use of PSYOP in sovereign territory, air, seas, and airways.

(2) Although the following list is not all-inclusive, consideration should be given to the following specific legal issues when conducting PSYOP:

(a) The requirement that US PSYOP forces will not target US citizens at any time, in any location globally, or under any circumstances.

(b) *Geneva and Hague Conventions.* These international conventions preclude the injury of an enemy through “treachery” or “perfidy.” It is also a violation of Geneva Convention III to publish photographic images of enemy prisoners of war.

(c) International agreements with host countries may limit the activities of PSYOP units (e.g., status-of-forces agreements).

(d) Domestic laws including copyright law and broadcasting law.

c. **Policy**

(1) Policy makers develop realistic and relevant policies that are within the capabilities of PSYOP to support. Executive and agency level policies reflect the laws and provide the necessary guidance to place PSYOP into action to achieve objectives. DOD policy, for instance, addresses the intent of the organization, guides decisionmaking, and prompts action to integrate PSYOP into military operations and other USG strategies.

(2) Military leaders and planners consistently refer to and interpret both broad and specific policies on issues that affect our national security. They study US positions formulated to address a number of issues, such as terrorism, the trafficking of illegal drugs, and proliferation of weapons of mass destruction (WMD). An in-depth understanding of PSYOP, and how they are best integrated with other US capabilities, is a prerequisite to determining how PSYOP contribute to US communication objectives in dealing with these and other global issues.

(3) PSYOP can assist USG mitigation efforts of issues that arise from unintended consequences.

d. **Strategy.** The Chairman of the Joint Chiefs of Staff (CJCS) and the CCDRs refer to national strategies as they establish guidance that provides the necessary strategic direction for employment of PSYOP. CCDRs' analyses of the national strategies' objectives are a critical step in determining PSYOP requirements. Understanding other government agency (OGA) approaches in executing national strategies is another important step for decisionmakers for determining how PSYOP are to be employed, i.e., PSYOP contributions to strategic communications (SC) efforts.

**3. Levels of War**

a. Joint PSYOP activities span all levels of war and support policy and commanders' objectives from strategic to tactical levels. The impact of PSYOP activities at one level may have significant implications at other levels.

b. When conducted at the strategic level, PSYOP are designed to support USG departments and agencies, GCCs, or multinational partners. Typically, PSYOP activities conducted at this level are focused on achieving broad US and multinational objectives in regions of the globe with diverse audiences. However, an individual or adversary leadership also may be a strategic PSYOP target. At the strategic level, PSYOP forces constitute one DOD capability applied as part of a broader USG approach. PSYOP applied at the strategic level are often transregional in character, and may involve detailed coordination with one or more GCCs and the interagency.

c. PSYOP activities conducted at the operational level generally support the implementation of regional policies and military plans.

d. Tactical PSYOP activities normally are conducted in support of local military or civil authorities. They are generally designed to create an immediate, localized effect supporting broader operational objectives.

*“To seduce the enemy’s soldiers from their allegiance and encourage them to surrender is of especial service, for an adversary is more hurt by desertion than by slaughter.”*

**Flavius Vegetius Renatus,  
The Military Institutions of the Romans, c. 378 AD**

#### 4. Purpose

a. Every activity of the force has potential psychological implications that may be leveraged to influence foreign targets. PSYOP contribute to the success of wartime strategies and are well-matched for implementation in stable and pre-conflict environments. PSYOP are applied across the range of military operations and, as a communication capability, constitute a systematic process of conveying messages to selected foreign groups to promote particular themes that result in desired foreign attitudes and behaviors. PSYOP are used to establish and reinforce foreign perceptions of US military, political, and economic power and resolve.

b. PSYOP are integrated to shape the security environment to promote bilateral cooperation, ease tension, and deter aggression. In peacetime, PSYOP are fully integrated with US ambassador and GCC’s theater-wide priorities and objectives, and are used in conjunction with other US measures to stabilize the region. PSYOP are an ideal means of conveying the intent of the GCC through supporting public diplomacy efforts, whether to foster relations with other nations or to ensure their collaboration to address shared security concerns.

c. In conflict, PSYOP as a force multiplier can degrade the enemy’s relative combat power, reduce civilian interference, minimize collateral damage and maximize the local populace’s support for operations.

#### 5. Missions

a. The overarching purpose of joint PSYOP forces is further clarified by the application of their activities across the range of military operations.

b. Missions performed by joint PSYOP forces include:

(1) **PSYOP in Support of Combat Operations.** They are planned to influence the perceptions, attitudes, objective reasoning, and, ultimately, the behavior of adversary,

friendly, and neutral audiences and key population groups in support of US combat operations and objectives. Operations supported by joint PSYOP forces support include the following:

- (a) Offense.
- (b) Defense.
- (c) Stability operations.

(2) **Military Information Support to DOD Information Capabilities in Peacetime.** This support can shape and influence foreign attitudes and behavior in support of US regional objectives, policies, interests, theater military plans, or contingencies. Operations or activities supported by joint PSYOP forces may include, but are not limited to:

- (a) FHA/disaster relief.
- (b) Noncombatant evacuation operations.
- (c) Maritime interception operations.
- (d) Support to USG country team or host nation (HN) civil programs (e.g., counterdrug, demining, human immunodeficiency virus awareness, security institution building, ethnic tolerance, and reconciliation).

(3) **Civil Support to Domestic Lead Federal Agencies.** This entails conducting public information dissemination activities, utilizing Title 10, United States Code (USC) assets to support lead federal agency and local efforts as defined in the *National Response Framework*. These efforts are conducted during disaster relief operations following natural or manmade disasters within the United States and its territories.

(4) **Support to Special Operations (SO)** (discussed in Chapter VI, “Employment”).

## 6. Key Considerations for Effective Joint Psychological Operations

### a. Early planning and sustained employment

(1) Joint Publication (JP) 3-0, *Joint Operations*, states “PSYOP must be integrated into all plans at the initial stages of planning to ensure maximum effect.” This enables the JFC to shape the cognitive dimension of the information environment and set terms of initial and subsequent engagement. Early planning and employment of PSYOP forces will maximize the potential to influence foreign audiences within the area of interest.

(2) PSYOP require sustained application, as part of a broader USG communication strategy. Effective PSYOP are proactive and set conditions for obtaining subsequent phase objectives. PSYOP are a critical component in all phases and in some phases may be the JFC's main effort.

**b. Integration of PSYOP.** PSYOP must be planned, coordinated, and integrated with the communication strategies of the USG and multinational partners at all levels from the strategic to the tactical. The synchronization of PSYOP with all other actions of the US and multinational forces precludes messages or actions at one level from contradicting or weakening the effectiveness at another.

**c. Use of indigenous dissemination means.** The determining factor in selection of dissemination means is the target audience analysis (TAA) process. To maximize TA receptivity to PSYOP, planning should incorporate the use of indigenous resources, key communicators, and dissemination platforms as soon as operationally feasible. Communications through indigenous means generally have greater credibility than PSYOP disseminated through USG broadcast assets. While organic PSYOP dissemination assets remain essential to the execution of the joint force operations, they are intended for relatively short-term use (Phases I-IV) when many indigenous communications platforms are disrupted.

**d. Command emphasis and resourcing.** Active involvement by the commander will emphasize the importance of PSYOP. PSYOP-relevant concerns may be included in commander's critical information requirements as priority intelligence requirements. Allocation decisions and logistics support of concept of operations (CONOPS) will also reflect the emphasis a commander places on PSYOP.

**e. Responsive PSYOP approval process.** Once delegated, the PSYOP approval process belongs to the commander. PSYOP approval authority should be delegated to the lowest practical level authorized by the Office of the Secretary of Defense. A time-sensitive process is crucial to providing responsive PSYOP.

**f. Assessment**

(1) Quantifiable and timely assessment criteria to determine measures of effectiveness (MOEs) are required for every PSYOP campaign. The assessment criteria should be established early within each planning phase, evaluated often, and adjusted as necessary throughout the campaign to ensure the joint task force (JTF) objectives are met.

(2) To create measurable effects in the human environment, commanders need to ensure that the information requirements for PSYOP and other information support activities are reflected in the collection plan; allocation of intelligence, surveillance, and reconnaissance (ISR) assets; and the codified output of selected elements within the joint force battle rhythm.

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## CHAPTER II

### ROLES, RESPONSIBILITIES, AND RELATIONSHIPS

*“Psychological warfare has always rested as an uneasy activity in democracies, even in wartime. It is partly to do with the suspicion that using the mind to influence the mind is somehow unacceptable. But is it more unacceptable to shoot someone's brains out rather than to persuade that brain to drop down their weapon and live?”*

**Dr. Phillip M. Taylor,  
*Munitions of the Mind*, Manchester University Press, 1995**

#### 1. General

The *Unified Command Plan (UCP)* and *JSCP* provide direction and guidance to CCDRs concerning joint operation planning and their respective responsibilities. The roles, responsibilities, and relationships contained in this chapter reflect general guidance derived from a combination of this strategic guidance as well as directives, instructions, joint and Service doctrine, and current practices within the PSYOP community.

#### 2. Roles and Responsibilities

##### a. The Secretary of Defense

- (1) Participates in the establishment of national security policy and objectives.
- (2) Recommends to the President the mobilization of Reserve Component (RC) assets, as necessary.
- (3) Provides strategic PSYOP advice to USG agencies and multinational partners.
- (4) Approves all PSYOP programs submitted as part of a CCDR's operation plan (OPLAN).
- (5) Through an execute order, delegates product approval and dissemination authority to the appropriate level for operational- and tactical-level products during contingency and wartime operations.

##### b. The Under Secretary of Defense for Policy (USD[P])

- (1) Approves and oversees all PSYOP policy and programs not delegated to the Assistant Secretary of Defense for Special Operations and Low Intensity Conflict and Interdependent Capabilities (ASD[SO/LIC&IC]).
- (2) Delegates product approval and dissemination authority to the appropriate level for peacetime programs.

(3) Retains approval authority for strategic-level and politically sensitive products during contingency and wartime operations.

(4) Approves all PSYOP programs not submitted as part of a CCDR's OPLAN.

*For a full description of PSYOP program and product approval authorities, see the Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3110.05, Joint Psychological Operations Supplement to the Joint Strategic Capabilities Plan.*

**c. The Under Secretary of Defense for Intelligence (USD[I])**

(1) Ensures appropriate intelligence support and coordination are provided for PSYOP plans, programs, and activities.

(2) Oversees the integration and support of PSYOP into information operations (IO) plans, programs, and activities, and capabilities, as appropriate.

(3) Ensures that PSYOP are supported by other IO capabilities, as appropriate.

**d. The Assistant Secretary of Defense for Special Operations and Low Intensity Conflict and Interdependent Capabilities**

(1) Acts as principal staff assistant and civilian advisor to SecDef, Deputy Secretary of Defense, and USD(P) on PSYOP matters.

(2) Provides guidance on the planning and conduct of PSYOP activities and their integration into USG activities during peacetime, and more specific guidance for the planning and conduct of these activities across the range of military operations.

(3) Develops, coordinates, and oversees the implementation of DOD policy for PSYOP activities.

(4) Reviews, evaluates, coordinates, and oversees PSYOP plans, programs, and resources to ensure adherence to approved policy and planning guidance.

(5) Reviews, analyzes, and evaluates the various policies, processes, and programs of the DOD components that impact on the capability to plan, resource, prepare forces, and execute PSYOP; initiates and coordinates actions or taskings that enhance the readiness, capabilities, and effective use of PSYOP forces.

(6) Provides policy guidance and recommendations to consider and incorporate PSYOP in contingency planning.

(7) Makes recommendations to the USD(P) for all matters concerning the combatant commands' PSYOP plans, programs, activities, and requests for deployment of PSYOP personnel and equipment.

(8) Ascertains where shortfalls in intelligence support to PSYOP exist and recommends activities to the USD(I) that support the capabilities and plans of DOD components to conduct PSYOP programs and activities.

(9) Represents the USD(P) and SecDef in interagency deliberations and international negotiations dealing with PSYOP, as required.

(10) Establishes standing departmental and interagency working groups, as appropriate, to facilitate the conduct of effective PSYOP activities.

e. **The Assistant Secretary of Defense for International Security Affairs** reviews PSYOP plans and programs, and provides recommendations to the ASD(SO/LIC&IC) on the development of specific PSYOP programs affecting the GCCs.

f. **The Assistant Secretary of Defense for Public Affairs** provides PA guidance for PSYOP plans and programs.

g. **The General Counsel, DOD** conducts legal reviews of all proposed PSYOP plans and programs for consistency with US public law, regulations, and internationally recognized legal standards as applicable.

h. **The Chairman of the Joint Chiefs of Staff**

(1) Advises the President, SecDef, and National Security Council on all PSYOP matters.

(2) Represents SecDef on the North Atlantic Treaty Organization (NATO) PSYOP Working Group and in other multinational military forums.

(3) Coordinates and directs the preparation of multinational PSYOP plans and US participation in multinational military PSYOP training programs.

(4) Provides PSYOP representation to the interagency organizations and their working groups.

(5) Provides the general policy and establishes production priorities for the PSYOP Studies Program.

(6) Provides the guidance for PSYOP conducted by the CCDRs.

(7) Prepares strategic plans and issues policy for the use of military PSYOP across the range of military operations.

(8) Reviews the PSYOP plans and programs of the CCDRs to ensure they are adequate, feasible, and consistent with USG and DOD policy.

(9) Provides PSYOP plans and programs to the Office of the Secretary of Defense for review and approval.

(10) Reviews the CCDRs' peacetime PSYOP plans and programs.

(11) Establishes, in conjunction with the Commander, US Special Operations Command (CDRUSSOCOM) joint doctrine for PSYOP.

(12) Provides a joint, prioritized statement of military requirements for PSYOP capabilities to meet the needs of SecDef, the Service Chiefs, CCDRs, and the CJCS.

(13) Provides an integrated statement of joint PSYOP training requirements and ensures that these requirements are appropriately addressed.

(14) Apportions PSYOP forces to the combatant commands through the JSCP.

(15) Prepares integrated logistic and mobilization guidance for PSYOP capabilities.

(16) Provides a unified, prioritized list of PSYOP intelligence and counterintelligence requirements to meet the needs of the CCDRs, Joint Staff, and Services.

(17) Ensures integration of PSYOP activities into the CJCS Exercise Program and Joint Experimentation Program.

(18) Incorporates PSYOP instruction into joint professional military education programs.

(19) Ensures integration of PSYOP activities into military planning.

**i. CCDRs (to include CDRUSSOCOM when designated the supported commander for PSYOP) have the following responsibilities:**

(1) Ensure that staffs and organizations within their commands have sufficient representation and working proficiency in the planning and conduct of joint PSYOP.

(2) Request liaison officers from other USG agencies when appropriate.

(3) Working in coordination with the Joint Staff and the United States Special Operations Command (USSOCOM), develop plans and programs to support PSYOP requirements identified by supported CCDRs.

(4) Develop and submit to the CJCS additional PSYOP requirements necessary to support CCDR plans and programs.

(5) When directed by SecDef, accept the attachment of PSYOP forces and employ those forces as directed.

(6) Designate specific staff responsibility for maintaining a PSYOP planning element, coordinating PSYOP actions, and ensuring that regional plans, activities, and operations support national objectives.

(7) Develop intelligence and counterintelligence requirements necessary to perform PSYOP analysis, planning, and execution.

(8) Plan, support, and conduct PSYOP in support of theater military missions and US national and regional objectives.

(9) Coordinate military information support with the chiefs of US diplomatic missions within the GCC's area of responsibility (AOR).

(10) Prepare PSYOP plans and, upon approval, conduct PSYOP to support the execution of operations.

(11) Foster cooperative PSYOP policies among multinational military forces and regional security organizations.

(12) Ensure advance contingency planning for use of non-DOD informational and related capabilities in PSYOP.

(13) Establish a PSYOP reporting system to provide relevant information about adversary propaganda, measured impact of friendly PSYOP activities, and any anticipated changes to ongoing PSYOP activities.

(14) Integrate PSYOP activities into the preparation and review of joint OPLANs to ensure appropriate collaboration and deconfliction of IO, PA, and civil-military operations (CMO).

(15) Recommend regional specific PSYOP forces training requirements to USSOCOM.

**j. Commander, US Special Operations Command.** CDRUSSOCOM is the designated joint proponent for PSYOP which, includes leading the collaborative development, coordination, and integration of the PSYOP capability across DOD. CDRUSSOCOM exercises combatant command (command authority) (COCOM) over assigned PSYOP forces. CDRUSSOCOM has the following responsibilities in addition to those detailed in the JSCP:

(1) Prepares program and budget to fund approved PSYOP programs for assigned forces. In fulfilling this responsibility, the CDRUSSOCOM coordinates with

the CJCS, Service Chiefs, and the other CCDRs to ensure that all PSYOP and support requirements are addressed.

(2) Provides trained and ready PSYOP forces to support SecDef and the other CCDRs with PSYOP support.

(3) Performs as joint proponent for development of PSYOP in joint doctrine; training and education for individuals and units; joint capabilities; joint mission-essential task lists; and identification of critical individual skills, training, and experience.

(4) Prepares and provides assigned PSYOP forces to the other CCDRs and USG lead agencies, when directed by SecDef.

(5) Supports the geographic combatant commands' PSYOP planning, coordinating, synchronization, and execution efforts, and the United States Strategic Command's IO responsibilities.

(6) Develops joint PSYOP programs of instruction, and when directed, trains DOD and foreign military personnel in PSYOP techniques and procedures.

(7) Recommends PSYOP policy guidance to the CJCS, Service Chiefs, and US military commanders, as required.

(8) Develops and validates priorities for PSYOP training, intelligence, and military requirements and provides these to the CJCS to support Service, combatant command, and Joint Staff responsibilities as they relate to PSYOP.

(9) Provides visibility of PSYOP issues, activities, tasks, and capabilities to the CJCS, Service Chiefs, and commanders at other US military command levels.

(10) Coordinates with the Commander, United States Joint Forces Command (CDRUSJFCOM) to integrate PSYOP activities into joint training and experimentation plans and programs.

(11) Develops concepts to support national security objectives, reviews Service PSYOP doctrine development for consistency with joint doctrine, and ensures that joint and Service PSYOP training supports national objectives.

(12) Observes and evaluates PSYOP forces in exercises to develop joint tactics, techniques, and procedures for PSYOP forces.

(13) Manages the PSYOP Studies Program and coordinates PSYOP input to the Defense Intelligence Production schedule.

(14) Coordinates and synchronizes transregional PSYOP.

(15) Coordinates with the Service Chiefs for planning and providing sustainment of PSYOP forces assigned to the other CCDRs for conduct of PSYOP.

**k. Commander, United States Strategic Command (CDRUSSTRATCOM).** CDRUSSTRATCOM supports CDRUSSOCOM's transregional PSYOP programs and activities as well as the programs and plans of GCCs with integration and coordination of strategic IO capabilities.

**1. Commander, US Joint Forces Command**

(1) Exercises COCOM over assigned RC PSYOP forces once activated.

(2) Identifies and coordinates PSYOP capability requirements with CDRUSSOCOM.

(3) In coordination with the Secretaries of the Military Departments, CDRUSJFCOM provides for global force management of assigned PSYOP forces to support the regional PSYOP plans, programs, and activities of the combatant commands and other USG agencies, as required.

**m. Commander, United States Transportation Command (USTRANSCOM).** Supports the deployment of forces, and the distribution and dissemination requirements for PSYOP through its joint mobility assets.

**n. The Military Departments and Services**

(1) Provide civilian and military personnel with appropriate PSYOP training and planning skills.

(2) Provide capabilities organic to Service forces to execute PSYOP actions and dedicated PSYOP forces and equipment.

(3) Develop Service PSYOP doctrine relating to the primary functions assigned to the particular Service.

(4) Provide PSYOP forces or detachments (not assigned to the CDRUSSOCOM or CDRUSJFCOM) to CCDRs or USG lead agencies, when directed by SecDef.

(5) Provide departmental intelligence and counterintelligence assets that are trained, equipped, and organized to support planning and conduct PSYOP.

(6) Incorporate PSYOP instruction into Service training and education programs.

(7) US Army Reserve Command provides RC PSYOP forces for the Department of the Army to CDRUSJFCOM.

(8) **Directorate of Psychological Operations and Civil Affairs.** The principal staff directorate that advises the Commanding General, United States Army Special Operations Command (USASOC) on all matters pertaining to PSYOP. It coordinates with all Army major command staff elements and other special operations forces (SOF) as required to ensure PSYOP is properly organized, trained, equipped, and resourced to meet USASOC Commander's Title 10, USC responsibilities and USSOCOM's UCP responsibilities. It provides subject matter expertise for coordination with external PSYOP related organizations and agency initiatives. It maintains situational awareness on all PSYOP staff actions and requirements within the command.

*For further detail concerning Service PSYOP capabilities, refer to Appendix A, "Capabilities."*

**o. The Director, Defense Intelligence Agency**

(1) Establishes and implements a plan to satisfy PSYOP relevant intelligence requirements.

(2) Assists in the preparation of intelligence and counterintelligence estimates and appraisals of foreign groups designated by USD(P), CJCS, Service Chiefs, CDRUSSOCOM, and other CCDRs.

(3) Provides training for intelligence analysts to ensure a capability to respond to intelligence production requirements in support of PSYOP programs.

(4) Recommends employment of PSYOP forces in support of US policy.

(5) Provides indications of potential vulnerability to adversary information or foreign intelligence service activities.

**p. The Director, Defense Information Systems Agency** provides computer systems support for the transmission of PSYOP products from the continental United States (CONUS) production facilities to overseas PSYOP forces.

**q. The Director, National Security Agency/Chief, Central Security Service** provides intelligence information to satisfy intelligence collection requirements.

**r. Joint Force Commanders Serving in Multinational Commands**

(1) Implement multinational PSYOP plans to the extent consistent with international law, including the law of armed conflict, and treaty/international agreement obligations in relations with the governments of countries where US forces are assigned.

(2) Request guidance from SecDef on implementation of multinational policies and objectives, as appropriate.

(3) Coordinate joint PSYOP planning with appropriate multinational commanders and national forces of HNs.

*For more on specific responsibilities within DOD, refer to Department of Defense Directive (DODD) S3321.1, Overt Psychological Operations Conducted by the Military Services in Peacetime and in Contingencies Short of Declared War.*

**s. Other United States Government Agencies**

(1) During peacetime, the Department of State (DOS) provides overall direction, coordination, and supervision of interdepartmental activities overseas. In peacetime operations or in conflict, the DOS may restrict PSYOP messages and themes used within specific countries or areas.

(2) OGAs impacted by military PSYOP, including peacetime PSYOP activities, may provide recommendations to joint planners to ensure consistency of effort.

**3. Relationships**

a. **General.** There are a variety of functions and capabilities that help a JFC formulate the command's message and communicate with local, international, and US domestic audiences as part of broader policy and in support of operational objectives. DOD information activities include IO, PSYOP (as a core capability of IO), PA (to include visual information), and DSPD. See Figure II-1 for additional details concerning DOD informational activities.

(1) PA and PSYOP are separate and unique activities that are governed by policy and practice in terms of audiences, focus, and scope. SC integrates various instruments of national power with other activities across the USG to synchronize crucial themes, messages, images, and actions. SC is policy driven, and generally conducted under DOS lead. DOD strategic communication activities are designed to support the continuity of DOD strategic and operational level messages and activities with overall USG policy and SC themes.

(2) Although each of these activities is distinct, commanders must ensure that there is a general compatibility of messages within the broader communications strategy. This must be accomplished without blurring of traditional lines of separation between PA and PSYOP and their respective audiences. To this end, it is critical that **all** DOD military information activities are conducted in a manner that reinforces the credibility, veracity, and legitimacy of DOD and USG activities. In very narrow circumstances, PSYOP may support military deception operations designed to preserve operational surprise and the safety of friendly forces, but this is done only after the commander and staff carefully weigh the likely benefits of a deception operation against a potential short- and long-term loss of credibility with the media or local audiences.

DEPARTMENT OF DEFENSE INFORMATION ACTIVITIES				
INFORMATION ACTIVITY	PRIMARY TASK	FOCUS OF ACTIVITY	PURPOSE	DESIRED OUTCOME
US Government (USG) Strategic Communication (Department of State Lead)	Coordinate information, themes, plans, programs, and actions that are synchronized with other elements of national power	Understand and engage key audiences	Better enable the USG to engage foreign audiences holistically and with unity of effort	Create, strengthen, or preserve conditions favorable to advance national interests and objectives
Department of Defense (DOD) support to Strategic Communication	Use DOD operational and informational activities and strategic communication processes in support of Department of State's broader public diplomacy efforts	Key audiences	Improve the alignment of DOD actions and information with policy objectives	The conduct of military activities and operations in a shaped environment
Information Operations	Integrate information operations core, supporting, and related capabilities as part of a military plan	Adversary audiences	Influence, disrupt, corrupt, or usurp adversarial human and automated decisionmaking while protecting our own.	Optimum application of capability to desired military outcome
Psychological Operations	Influence target audience perceptions, attitudes, and subsequent behavior	Approved foreign audiences	Shape, deter, motivate, persuade to act	Perceptions, attitudes, and behavior conducive to US/multinational partner objectives
Public Affairs	Provide truthful, timely, accurate information about DOD activities (Inform)	United States (US), allied, national, international, and internal audiences	Keep the public informed, counter adversary information activities, deter adversary actions, and maintain trust and confidence of US population, and friends and allies	Maintain credibility and legitimacy of US/multinational partner military operations with audience

Figure II-1. Department of Defense Information Activities

**b. Psychological Operations and Strategic Communication**

(1) SC consists of a focused USG effort to understand and engage key audiences to create, strengthen, or preserve conditions favorable for the advancement of USG interests, policies, and objectives through the use of coordinated programs, plans, themes, messages, and products synchronized with the actions of all instruments of national power.

(2) PSYOP are the key capability that supports SC by influencing foreign audiences in support of US objectives. Given its focus on foreign TAs, PSYOP personnel should possess a good understanding of the language and culture of the TA and ensure this knowledge is effectively used in the preparation of PSYOP products.

### c. Psychological Operations and Information Operations

(1) **General.** As a core capability of IO, PSYOP play a central role in the achievement of the JFC's information objectives through its ability to induce or reinforce adversary attitudes and behavior favorable to these objectives. PSYOP can be particularly useful during pre- and post-combat operations, when other means of influence are restrained or not authorized. Because of its wide ranging impact, it is essential PSYOP be fully coordinated and synchronized with relevant activities and operations.

(2) IO is the integrated employment of the core capabilities of electronic warfare (EW), computer network operations (CNO), PSYOP, military deception (MILDEC), and operations security (OPSEC), in concert with supporting and related capabilities to influence, disrupt, corrupt, or usurp adversarial human and automated decisionmaking while protecting our own. There are five supporting capabilities: information assurance, physical security, physical attack, counterintelligence, and combat camera (COMCAM), and three related capabilities: PA, CMO, and defense support to public diplomacy. PSYOP must be coordinated with counterintelligence, MILDEC, and OPSEC to ensure deconfliction control measures are in place, and that all capabilities within IO are coordinated to achieve the objectives established in planning. PSYOP effectiveness is increased by synchronizing the core, supporting, and related capabilities of IO; particularly CNO, MILDEC, CMO, PA, and EW.

(3) In order to ensure all aspects of IO are properly integrated and synchronized into the combatant command planning process, an IO cell chief is chosen (in accordance with Chairman of the Joint Chiefs of Staff Manual [CJCSM] 1630.01, Joint Information Operations Force). This cell chief convenes meetings of the IO cell periodically in order to facilitate the integration of core, supporting, and related capabilities. Within the IO cell, the PSYOP representative integrates, coordinates, deconflicts, and synchronizes the use of PSYOP with other IO capabilities. Specific examples of this kind of interaction between PSYOP and the other IO core capabilities follow:

*For further guidance concerning IO, refer to JP 3-13, Information Operations.*

(a) **Psychological Operations and Computer Network Operations.** CNO support PSYOP with dissemination assets to include interactive Internet activities. CNO activities can deny or degrade an adversary's ability to access, report, and process information. This capability supports PSYOP by providing access to digital media within the information environment to reach intended targets.

(b) **Psychological Operations and Military Deception.** PSYOP provides the JFC the ability to reduce the allocation of forces and resources required to deceive the adversary and facilitate mission accomplishment. PSYOP create and reinforce MILDEC actions that are executed to deliberately mislead adversary military decisionmakers about US military capabilities, intentions, and operations. MILDEC operations that integrate PSYOP targeting provide the JFC with the ability to influence the adversary to take specific actions (or inactions) giving the joint force the advantage. PSYOP support to MILDEC operations must be carefully considered by the commander and staff, weighing the likely benefits of a deception operation against a potential short- and long-term loss of credibility with the media or local audiences.

(c) **Psychological Operations and Operations Security.** It is essential that PSYOP plans and messages are protected prior to execution through the proper use of information security, information assurance, physical security, and OPSEC. Additionally, it is essential during the effort to influence foreign audiences that PSYOP not reveal critical information or indicators of friendly operations to the adversary.

(d) **Psychological Operations and Electronic Warfare.** EW platforms provide a means of disseminating PSYOP messages and shaping the information environment through the electronic dissemination of PSYOP products. The joint restricted frequency list deconflicts these two capabilities. When appropriate, EW platforms can also provide a means of denying enemy forces the ability to disseminate adversarial information. These platforms can also degrade the adversary's ability to see, report, and process information by jamming selected frequencies. EW validates the assessment of PSYOP effectiveness by providing information on threat responses to broadcasts.

### d. Psychological Operations and Public Affairs

(1) PSYOP are used to influence the attitudes, opinions, and behavior of foreign TAs in a manner favorable to US objectives.

(2) Military PA forces plan, coordinate, and synchronize public information, command information, and community engagement activities and resources to support the commander's operational objectives. Through timely dissemination of factual information to international and domestic audiences, PA puts operational actions in context, facilitates the development of informed perceptions about military operations among information consumers, and undermines adversarial information efforts. PA operations and activities shall not focus on directing or manipulating public actions or opinion.

(a) PA and PSYOP activities are separate and distinct, but they must support and reinforce each other, which requires coordination, synchronization, and occasionally deconfliction. These planning activities are generally accomplished in the IO working group, the IO cell, or other planning groups. In the event that formal planning groups are not established, informal coordination should be accomplished between these two capabilities as well as with other related capabilities. JFCs must ensure that appropriate coordination between PSYOP and PA activities are consistent with the DOD Principles of Information, policy or statutory limitation, and security.

(b) PA is normally the source for official information for the media. Information disseminated by the joint force regardless of source or method of distribution will reach unintended audiences. Efforts of one capability must not undermine those of another. While PA will have no role in executing PSYOP operations, PA can use PSYOP products to educate the media about PSYOP missions, as appropriate.