

Chapter 10

Civil-Military and Psychological Operations

The Army considers CA and PSYOP forces as part of SOF. Therefore, these forces have been placed under the command and proponentcy of the US Army Special Operations Command (USASOC), along with special forces (SF), Rangers, and Army special operations aviation. This chapter, however, focuses on civil-military and psychological operations and their support of CSS operations.

CIVIL MILITARY OPERATIONS

CMO involve the decisive and timely use of military capabilities to perform activities ranging from support to combat operations to traditionally nonmilitary roles assisting countries in bringing about political, economic, and social stability. At the tactical level, CMO are the activities military units conduct to enhance military effectiveness, to support national objectives, and to reduce the negative aspects of military operations on civilians.

CA activities are an integral part of CMO. They range from advice and assistance to civilian authorities and the civilian population in their relationships with military forces to actions that promote the welfare, stability, and security of friendly governments and their populace. They are characterized by the application of functional specialties in areas normally the responsibility of indigenous governments or civil authorities. CA activities require intensive planning and flexibility, maximum adaptability, and use of indigenous political and social structures and resources.

Successful CA operations will help to assure civil or indigenous understanding of, and compliance with, controls, regulations, directives, or other measures taken by commanders to accomplish the military mission and attain US objectives. They must be closely coordinated with the US country team in the HN. For maximum effectiveness, CA personnel, elements, or forces must plan and conduct CA operations.

CMO MISSION ACTIVITIES

FM 41-10 describes CMO mission activities—populace and resources control (PRC), foreign nation support (FNS),

humanitarian assistance (HA), military civic action, and civil defense (CD). They are summarized here to illustrate how closely they are tied to support functions and capabilities.

Populace and Resources Control

PRC involves those activities that provide security to the populace, deny personnel and material to the enemy, mobilize the population and material resources, and detect and reduce the effectiveness of enemy agents. Populace control includes curfews, movement restrictions, travel permits, registration cards, and resettlement of villagers. Resource control measures include licensing, regulations and guidelines, checkpoints—for example, roadblocks—ration controls, amnesty programs, and inspection of facilities.

Two subdivisions of PRC operations are dislocated civilian operations and NEO. Dislocated civilian operations are a combat support task intended to minimize civilian interference with military operations and to protect civilians from combat operations. NEO, conducted under the direction of the Department of State, remove threatened US citizens from locations in a foreign nation and or HN to safe areas or to the United States. In either operation, the use of HN, multinational, and voluntary organizations lessens the need for military resources.

Foreign Nation Support

FNS refers to the identification, coordination, and acquisition of HN or third country resources to support military forces and operations. These resources include

supplies, material, and labor that are not readily available to the military force by normal acquisition means. Purchase of these resources also adds to the local populace's trade and employment opportunities.

Humanitarian Assistance

HA encompasses short-range programs such as disaster relief, NEO, HA/CA, nation assistance, and dislocated civilian operations aimed at ending or alleviating present human suffering. HA is usually conducted in response to natural or man-made disasters, including combat. HA is designed to supplement or complement the efforts of HN civil authorities or agencies that have primary responsibility for providing HA.

Military Civic Action

Military civic action projects are designed and intended to win support of the local population for government objectives and for the military forces in the area. Military civic action employs mostly indigenous military forces as labor for short-term projects. Projects must conform to the national plan and fit the development program for the area. Examples of these projects are farm-to-market roads, bridges, short-range education programs, basic hygiene, medical immunization programs, and simple irrigation projects.

Civil Defense

CD involves those measures taken to protect the populace and its property from harm in the event of a natural or man-made disaster. It is primarily the responsibility of HN government agencies. Military civic action projects designed to support CD include assisting the populace in building new shelters or preparing existing facilities for emergency occupation; planning and improving evacuation routes; and any other measures that would save human life, prevent human suffering, or mitigate major destruction or damage to property.

CA FUNCTIONAL AREAS

CA forces maintain capabilities to perform in a number of functional areas. They capitalize on these skills when planning and conducting CA activities and providing support to COCOM

requirements. Functions interconnect to a certain extent to prevent exclusive interest within any given functional area. Some of them require specialists who are proficient in more than one skill. As an example, the food and agriculture function may require knowledge associated with forestry, manufacturing, processing, storage, and distribution. CA activities are performed in four functional areas: government, economic skills, public facilities, and special functions.

Government

Government functions relative to CMO include:

- Public administration—Relevant to operations and/or use of civil agencies and organizations.
- Public safety—Relevant to operations and/or use of civil law enforcement, security, and emergency services and facilities.
- Public health—Relevant to operations and/or use of civil medical facilities, management of patients, disease control, and other preventive health measures or systems.
- Labor—Relevant to operations and/or use of civil work force agencies and personnel.
- Legal—Relevant to operation of foreign judiciary and legal systems, to matters related to international law, and to US laws governing military support to federal, state, and local authorities.
- Public welfare—Relevant to operations and/or use of civil relief agencies and other organizations providing supplies and other support to the civil population.
- Public finance—Relevant to operations of civil budgetary agencies and to formulation and/or implementation of associated monetary fiscal policy.
- Public education—Relevant to operations and/or use of civil education systems and programs.
- CD---Relevant to operations and/or use of civil emergency welfare and relief services; coordinated civil-military public safety; NBC attack warnings; casualty treatment and evacuation measures; and disaster relief and recovery actions.

Chapter 10

Economics

Functions relative to the area of economics include:

- Civilian supply—Relevant to coordination, acquisition, and distribution of civil sector resource support for essential military needs and military provisions essential for minimum civil population needs.
- Food and agriculture—Relevant to operation of civil agricultural training, crop improvement, and overall food management and production.
- Economics and commerce—Relevant to:
 - Operation and/or use of civil government price and commodity controls, rationing, and key industries.
 - Assessment of existing economic and commercial structure and its effect on planned military operations.
 - Rehabilitation and/or reconstruction of the economic commercial infrastructure.
 - Property control—Relevant to operations, policies, and procedures for use and/or disposition of real civil property, including special consideration or protection.

Public Facilities

Functions relevant to public facilities include:

- Public works and utilities—Relevant to operations and maintenance of civil public works and utilities such as gas, waterworks, and sewage or refuse.
- Public communications—Relevant to operation and management of civil, government, and private postal services, telephone, telegraph, radio, television, and public warning systems.
- Public transportation—Relevant to operations and/or use of available civil transportation assets, including rail, highways, ports, and airfields.

Special Functions

Special functions include:

- Dislocated civilians—Relevant to operations and care and control measures—for example, shelter, screening, evacuation—to facilitate military operations and meet humanitarian requirements.

- Cultural affairs—Relevant to policies and procedures for safeguarding significant cultural traditions and properties.

- Civil information—Relevant to:

- Development of effective indigenous informational institutions and programs.
- Support to US informational programs, including formulation, coordination, and dissemination of required notices or proclamations to the civil population.
- Arts, monuments, and archives for the identification, recovery, appraisal, safeguarding, and disposition of official and nonofficial public documents, records, and cultural properties.

CA ASSETS

As outlined in Joint Pub 3-57, the CA assets available to combatant commanders to achieve US political, military, economic, or psychological objectives are active (AC) or reserve component (RC) CA forces organized, equipped, or trained to carry out missions in support of CA activities; CA personnel assigned or attached to combatant commands; other RC personnel possessing functional specialty skills applicable to CA activities in peacetime, contingencies or crisis response, or regional conflict operations. Although not trained in functional specialty skills for CA operations, other DOD forces and personnel—such as engineer, medical, dental, veterinary, MP, communications, logistics, and transportation teams and/or units—complement CA assets in conducting CA activities and CMO and will routinely provide significant support for them.

CA CAPABILITIES

CA organizations in the US Army are oriented to specific regions of the world. As such, they provide experience and expertise on the culture and languages in the area of operations. FM 41-10 describes these organizations fully. CA-specific missions and logistics-related capabilities are summarized here.

CA Command

The senior CA unit in a theater is normally a CA command aligned with the ASCC. The CA command plans, manages, and conducts CA

operations. It may command attached CA units and provide staff support to a special operations command (SOC), other component services, and joint theater staff as required. Its capabilities include-

- Providing interface between national civil authorities and US military forces.
- Establishing procedures and processes for cataloging available indigenous resources, facilities, and FNS.
- Establishing procedures to coordinate US requirements for FNS.
- Establishing procedures and processes for minimizing civilian populace interference with military operations.
- Establishing procedures for advising and assisting the commander concerning his legal obligations and moral considerations.
- Recommending theater policy for civic action, civil assistance, and civil administration activities and missions.
- Providing technical expertise in the CA functional specialties to subordinate units on an as-needed basis.

CA Brigade

The CA brigade's mission is to plan, manage, and conduct CA operations in support of an ASCC. It may command attached CA units and provide staff support to other component services and joint theater staff as required. If it is the senior CA unit in a theater, it is aligned with the ASCC and assumes the duties of a CA command. Its capabilities include-

- Providing CA units to support operational- and tactical-level operations in the theater.
- Providing interface between local civil authorities and US military forces.
- Providing procedures for advising and assisting the commander concerning his legal obligations and moral considerations.

CA Battalion (GP)

The CA battalion (GP) plans and conducts CA operations in support of a division, COSCOM, or an area support group (ASG). It provides public administration, dislocated civilian, supply, public communications, public

health, CD, public works and utilities, and language assistance. It supports planning and coordination of CA and FNS operations for its supported unit(s). Its capabilities include--

- Providing CA units and elements to support divisions, brigades, and CSS organizations, installations, and facilities.
- Identifying and coordinating US requirements for available indigenous resources, facilities, and FNS.
- Developing and implementing—as needed—plans to support the local civilian populace with local resources to lessen the US military resource commitment.
- Minimizing local populace interference with US military operations.
- Advising and assisting the commander to meet legal obligations and moral considerations.
- Planning MC measures and coordinating HA.
- Advising and assisting local CD officials.

CA Battalion (FID/UW)

The CA battalion (FID/UW) plans, organizes, and conducts CA operations in support of FID and UW missions. Designed to support US Army SF, it may be assigned to the ASCC, theater SOC, headquarters SF group, or headquarters CA command. Its capabilities include-

- Training, advising, and assisting SF detachments and indigenous personnel on the planning and conduct of PRC and the organization of auxiliary, civic action, and political warfare in support of UW operations.
- Providing CA technical advice and assistance to SF.
- Providing detachments to support indigenous government agencies with PRC, civic action, and civil assistance in support of FID operations.

CA Battalion (GS)

The CA battalion (GS) plans and conducts CA operations in support of other special operations. It is assigned to the theater army, headquarters SF group, headquarters CA

command, JTF, or joint special operations task force (JSOTF) as required. Its capabilities include—

- C² in multiple theaters of CA units assigned or attached to US joint, service, or functional component and multinational commands for contingency/crisis.
- Facilitating relationships among US military forces, civil authorities, and people of the nations in which the military forces are operating.
- Planning, training, and teaching FN military forces to execute CA-type activities supporting military civic action, PRC, CD, community relations, and other programs, as required.
- Identifying and assisting in acquiring available local resources, facilities, and support to enhance the commander's ability to accomplish his mission.
- As required, providing in-country support and assistance to the US country team and other US government agencies, for example, US Agency for International Development (USAID).

CA CSS ACTIVITIES

Combatant commanders establish basic direction and procedures for civilian supply operations, including determination or estimates of initial military force requirements and the availability of civilian sector resources. When operations commence or US military forces are present, the commander exercising CA authority is responsible for providing to the combatant commander recommendations and information relevant to resource procurement in the civilian sector. Commanders can determine requirements for support either to or from the HN, in part based on that information. CA activities may require exercise of the following CSS activities:

- Arranging for civilian resource support to military forces in such areas as subsistence, water, billeting, cargo handling, transportation, limited spare parts, emergency medical support, and both skilled and unskilled labor.

- Facilitating FNS and contracting or commercial support to US and/or friendly forces in multinational operations.

- Arranging for support to civilian population and agencies from military stocks and organizations.

- Assisting, supervising, or controlling self-supporting civilian sector operations.

CA CSS activities should not be confused with internal support requirements. CA organizations receive CSS through established channels in the same manner as other military units.

HOST NATION SUPPORT

Implementation of HNS plans will be based on capabilities, reciprocal arrangements, national policy, and international law pursuant to DOD Directive 5100.69 and AR 190-8. The use of local resources, consistent with international law and US policies with respect to local economic conditions, may be essential to support US military, economic, and political objectives. Property and local facilities that may be used include land, buildings, right-of-ways, piers, docks, bridges, railways, and communications systems, as well as the machinery and tools required for their operation. To reduce the likelihood of civilian resistance or hostility, military forces should be properly alerted to the importance of avoiding illegal destruction of property and the exploitation of the civilian population. Prescribed acquisition procedures will be followed at all times.

SUPPORT TO CIVIL REQUIREMENTS

Military supply of items necessary for the relief of civilian distress or the rehabilitation of the economy or infrastructure of a country in which military forces are present is primarily a concern of the commander's logistics division. Managing the distribution to civilians is usually a function of CA forces. US-HN agreements will normally govern supply or other logistics support for nation assistance operations as part of overall economic aid programs. The logistics division will coordinate this support with a variety of DOD commands and US government agencies. Provision of

relief supplies to civilian populations will be limited to only the essentials needed to prevent disease, starvation, or such unrest as might interfere with military operations. Supplies for civilian relief or economic aid may be procured from military stocks, purchases within the United States, offshore procurement, local

resource procurement, captured stocks, and the contributions of voluntary agencies. The determination of requirements for such military provisions or supplies remains a staff responsibility. It is usually exercised through organic or attached CA forces.

PSYCHOLOGICAL OPERATIONS

PSYOP are operations that convey selected information and indicators to foreign audiences to influence their emotions, motives, and objective reasoning. Their ultimate purpose is to induce or reinforce foreign attitudes and behavior favorable to the originator's objectives. PSYOP are a vital part of the broad range of US political, military, economic, and informational activities.

PSYOP activities, subject to US and international law, have certain legal, political, and moral implications. Bilateral defense treaties and status of forces agreements usually include measures concerning the signatories' conduct of PSYOP. Commanders employing PSYOP assets must be familiar with the risks and implications of those operations.

PSYOP RESPONSIBILITIES

Army PSYOP units support other military units or US government agencies in reaching US national objectives. Their primary responsibilities are to-

- Assess the psychological impact of military operations.
- Advise the military commander or the DOD mission director on psychological action programs.
- Develop and conduct PSYOP programs supporting military operations.

PSYOP units may support other military units in a variety of ways. They may support a commander's information and awareness program or other mission-oriented activities, such as disaster relief. In such cases, the commander must clearly convey that PSYOP assets are being used in a dissemination role only, not to project a PSYOP message.

PSYOP APPROVAL

The combatant command CINC develops PSYOP campaign plans during peacetime and war to support national goals in his region. During peacetime, he coordinates his campaign plans with other pertinent government agencies and forwards the plans to the NCA for approval prior to execution. During war, the CINC has final approval authority. If he sees fit, he may delegate approval authority in full—all PSYOP activities—or in part—for example, PSYOP products only—down to a JTF commander or the senior PSYOP commander in the theater. PSYOP personnel at all levels are charged with ensuring that all PSYOP activities conducted in a theater adhere to the CINC's approved PSYOP campaign plan.

PSYOP SUPPORT TO CONVENTIONAL OPERATIONS

PSYOP forces are regionally oriented and can be called upon to provide area expertise to deployed commanders. The senior PSYOP headquarters in a theater, known as the joint PSYOP TF, coordinates all PSYOP activities in support of conventional operations in the theater. Properly planned and coordinated PSYOP can enhance the success of conventional operations across the range of military operations.

Before Hostilities

PSYOP can persuade target audiences that engaging in war or warlike activities may not be in their best interest. Activities and actions that may take place could include media broadcasts, national and allied political pronouncements and conferences, and economic sanctions. Military activities include show-of-force posturing and troop alerts.

Just Before Hostilities

PSYOP prepare hostile, friendly, and neutral foreign target audiences for the introduction of US forces into a potential AO. These preparatory programs support US strategic actions by reducing the public's interference with US deployment.

During Hostilities

PSYOP support the tactical commanders' operations through surprise, deception, and other actions that undermine the opponent's morale and will to fight. They also assist CA efforts to minimize interference with military operations.

After Hostilities

PSYOP efforts to create a favorable impression of US actions include publicizing US troop withdrawal plans and supporting the public's reorientation and education about the emerging new political environment. PSYOP also supports consolidation operations by—

- Organizing populated areas, using information designed to calm the fears of the populace, prevent panicky movement, and create a state of mind conducive to willingly accepting imposed restrictions and controls. These measures reduce the number of troops required for population control.
- Controlling the flow of dislocated civilians. By publishing and broadcasting

instructions, PSYOP units assist the commander in keeping his main supply routes clear and his LOC open.

- Assisting in publicizing labor needs among the civilian populace and in directing potential workers to appropriate labor offices.

PSYOP SUPPORT TO LOGISTICS

PSYOP support to logistics is somewhat limited. In addition to helping keep LOC open, PSYOP assets can conduct information programs designed to publicize CA-coordinated civic action projects in an AO. Medical and engineer units participating in these projects can use PSYOP products to publicize information that would enhance the effectiveness of their mission. For example, PSYOP personnel can use loudspeaker broadcasts, leaflets, and periodicals to inform the local populace of road *or* bridge closures, times and locations for inoculation programs, and other such HA or military civic action activities.

Coordination for PSYOP support to logistics is submitted through operations channels. The PSYOP information program must conform to the CINC-approved PSYOP campaign. The JPOTG joint PSYOP task group/TF will determine the priority of such information programs in relation to other PSYOP operations. See FM 33-1 for more information.