FM 31-20-3

FOREIGN INTERNAL DEFENSE TACTICS, TECHNIQUES, AND PROCEDURES FOR SPECIAL FORCES

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Headquarters, Department of the Army

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Foreign Internal Defense Tactics, Techniques, and Procedures for Special Forces

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Preface

Field manual (FM) 31-20-3 is the third in a series of tactics, techniques, and procedures manuals that expand on the principles developed in the Special Forces (SF) operations manual, FM 31-20. They provide information and guidance to SF commanders, staffs, and operations personnel at battalion, company, and team levels. This manual will help them prepare for or conduct foreign internal defense (FID) operations across the range of military operations described in FM 100-5.

The purpose of this manual is to serve as a general guide to its users. It does not obviate the need for well-written and practiced standing operating procedures (SOPs). Department of Defense (DOD) defines FID operations as the participation by civilian and military agencies of a government in any of the action programs taken by another government to free and protect its society from subversion, lawlessness, and insurgency—Joint Pub 1-02.

The U.S. Army John F. Kennedy Special Warfare Center and School (USAJFKSWCS) is the proponent of this publication. We would like your comments or recommendations for improving this manual. Please make your comments on DA Form 2028, keying your comments to specific pages and paragraphs and stating your reasons for the recommended change. Mail your comments to—

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Unless this publication states otherwise, masculine nouns and pronouns do not refer exclusively to men.

Chapter 1

Overview

The Nature of Foreign Internal Defense

FID is by nature a joint, multinational, and interagency effort. Special operations forces (SOF), particularly SF, psychological operations (PSYOP), and civil affairs (CA) forces are well suited to conductor support FID operations because of their unique functional skills and cultural and language training. Although not exclusively a SOF mission, FID is a legislatively directed activity for SOF under the 1986 Goldwater-Nichols Department of Defense Reorganization Act. SOF may conduct FID unilaterally in the absence of any other military effort, support other ongoing military or civilian assistance efforts, or support the employment of general purpose (GP) forces.

In the *National Security Strategy of the United States (1991),* the President recognized that "even as the threat of East-West conflict may be diminishing in the new era, lower order threats like terrorism, subversion, insurgency, and drug trafficking are menacing the United States..." Current U.S. policy is to deal with these threats through the indirect use of military force in concert with the political, informational, and economic elements of national power. Direct use of military force is the exception rather than the rule. This approach relies on supporting the efforts of the government of the nation in which the problem is developing.

Internal Defense and Development

Internal defense and development (IDAD) is the full range of measures taken by a nation to promote its growth and protect itself from subversion, lawlessness, and

insurgency. It focuses on building viable institutions-political, economic, military, and social-that respond to the needs of the society. Development programs, carefully planned and implemented and properly publicized, can serve the interests of population groups and deny exploitable issues to the insurgents. Security programs provide an atmosphere of peace within which development can take place.

The IDAD strategy is founded on the assumption that the host nation (HN) is responsible for the development and execution of programs to prevent or defeat an insurgency. The fundamental thrust of the IDAD strategy is toward preventing the escalation of internal conflict. Anticipating and defeating the threat posed by insurgent organizations and working to correct conditions that prompt violence are effective means of prevention. If insurgency occurs, emphasis is placed on holding down the level of violence. The population must be mobilized to participate in IDAD efforts. Thus, IDAD is an overall strategy for the prevention of insurgency and, if an insurgency should develop, for counterinsurgency (COIN) activities. U.S. Army FID operations contribute to the HN's overall IDAD strategy and are based on integrated military and civilian programs.

U.S. National Objectives and Policy

A basic premise of U.S. foreign policy is that the security of the United States and its fundamental values and institutions will be best preserved and enhanced as part of a community of truly free and independent nations. In this regard, the United States endeavors to encourage other countries to do their part in the preservation of this freedom and independence. The objective is to support U.S. interests by means of a common effort.

Those governments that lack the will to address their social, economic, or political problems are unlikely to benefit from outside assistance. On the other hand, governments that do mobilize their human and material resources may find that outside help, including U.S. security assistance, makes a critical difference. Where significant U.S. national interests are involved, the United States may provide economic and military assistance to supplement the efforts of such governments.

The creation of a relatively stable internal environment, within which economic growth can occur and the people are able to determine their own form of government, is a primary U.S. objective. Economic assistance, either supplied by the United States through bilateral agreements or by several nations through multilateral agreements, may help achieve this objective.

The primary responsibility for creating a stable atmosphere through the commitment and use of all its internal resources rests with the threatened government. Under certain conditions, however, U.S. policy supports supplementing local efforts to maintain this order and stability. These conditions are as follows:

- The internal disorder is of such a nature as to pose a significant threat to U.S. national interests.
- The threatened country is capable of effectively using U.S. assistance.
- The threatened country requests U.S. assistance.

Special Operations Imperatives

SF commanders must incorporate the special operations (SO) imperatives into their mission planning and execution if they are to use their forces effectively, These imperatives, although developed to guide SOF, apply to any unit, organization, agency, or activity that may be involved in FID. The SO imperatives are listed below.

Understand the Operational Environment

In FID, there are two aspects of the operational environment with which SF must be familiar: the HN and the external factors. The first aspect is critical to applying resources and skills to accomplish the mission. The second aspect is critical to guiding actions in a fluid and unstructured situation.

Host Nation. SF personnel must know the enemy, weather, and terrain as in any military operation. In addition, they must understand the insurgent (or criminal as with drug traffickers) movement to include the underlying causes, demographic composition of the movement's membership, history, objectives, claims to legitimacy, methods, and any other pertinent information. They must also have a thorough knowledge of the HN's government, military, and other institutions that formally or informally exercise power normally associated with the functions of government, This knowledge should include—

- Strengths, weaknesses, vulnerabilities, functions, actual power centers (as opposed to what appears on organization charts) of the organizations.
- Interrelationships among these organizations.
- Goals and motivating factors for each organization.
- Relationships with the United States.
- Other advisors or foreign influence.

The populace is a critical factor. SF personnel must understand the demography, culture, taboos, beliefs, customs, history, goals and needs, ethnic composition, and expectations of the populace. Most important, they must be aware of the dynamics of the interrelationships among these various aspects of a society. They must be aware of who can influence whom and how that influence is achieved and exercised. They must also be aware of incidental effects of the actions of any one factor upon the other.

External Factors. SF personnel must understand the U.S. command relationships (both military and interagency) that affect them. In addition, they must understand—

- The scope and limitations of each agency's influence and programs.
- The legal and political restrictions on their activities.
- The sources and assistance available to further mission accomplishment.
- The role of the United States and the international press.
- The intent and goals of the U.S. government.
- The applicable rules of engagement (ROE), to include their intent and the specifically enumerated provisions.

SF personnel must react to unforeseen circumstances. Therefore, they must have a clear understanding of their charter and the goals of the U.S. effort. It is impossible to predict every situation and write specific ROE or courses of action (COAs) that address each situation. If SF personnel understand the "commander's intent," they can respond intelligently and correctly to unforeseen circumstances.

Recognize Political Implications

FID is essentially apolitical activity. Every act, from military activities to a casual "off-duty" conversation, has a political impact. SF personnel do not anticipate a conventional environment where expected military concerns dominate. Whether conducting operations independently or in coordination with conventional operations, they must consider both short- and long-term political effects.

Facilitate Interagency Activities

FID, by definition, is an interagency effort in which the military represents only one aspect (usually not the most important one) of the overall program. In many nations, however, the military is often the most effective, if not the sole, functioning bureaucracy. The economic programs the U.S. Agency for International Development (USAID) administers, for example, represent the central element of the U.S. FID effort and will have a greater impact than any purely military program. Yet, for USAID to carry out its programs, the active cooperation of the HN military will normally be required. SF must be aware of all programs and agencies that comprise the FID effort. SF may also act as the liaison between the HN military, U.S. agencies, and other DOD components to ensure that efforts are synergized. When participating in an interagency and often combined effort, SF must strive for unity of effort recognizing the difficulty in achieving it. SF must anticipate ambiguous missions, conflicting interests and objectives, and disunity of effort. Lacking unity of command, SF personnel promote unity of effort by—

- Requesting clear mission statements and the decision-maker's intent.
- Actively and continuously coordinating activities with all parties involved (U.S. and HN military and nonmilitary).

Engage the Threat Discriminately

The SF commander must know when, where, and how to employ his assets based on short- and long-term objectives. This imperative contains three messages for SF involved in a FID effort.

Resources. The first message concerns the selection and distribution of resources, both personnel and material. Appropriateness, not mass, is the standard. SF must ensure that personnel selected for the mission are qualified, trained, and necessary to the effort. Minimizing the U.S. presence while maximizing the impact is desirable.

Training, Advice, and Assistance. Resources normally are restricted in a FID environment and must be applied wisely to maximize their impact. Based on an understanding of the operational environment and its internal dynamics, SF must carefully select which training and advice to give. Impact is as much a consideration in selecting training and advice as are the political implications of the type of subject and assistance given.

Tactical Considertions. Tactical operations in FID, whether directed against insurgents, criminal activities (lawlessness), or subversion, must be carefully targeted to avoid alienating the populace being defended. Populace and resources control (PRC) measures, in particular, must be carefully weighed for potential gain versus potential cost. The use of force in PRC measures should be minimized.

Consider Long-Term Effects

Most FID efforts are inherently long-term. Their goal is to alleviate the root causes of the current situation, not just treat the symptoms. This imperative also has messages for SF.

Tactics. Tactical victories are of little value unless they contribute to the overall operational scheme. The operational scheme to which they relate may be nonmilitary in nature. Military measures are inherently short-term and directed against the symptom (insurgents) and not the root cause.

Environment. This message concerns placing each problem in its broader political, military, and psychological context. SF personnel develop a long-term approach to solving the problem. They accept legal and political constraints (such as less than optimal ROE) to avoid strategic failure while achieving tactical success. They do not jeopardize the success of HN, national, and theater long-term objectives by the desire for immediate or short-term effects. Policies, plans, and operations must be consistent with national and theater priorities and the objectives they support.

Ensure Legitimacy and Credibility of Special Operations

Significant moral and legal considerations exist in a FID effort. Legitimacy is the most crucial factor in developing and maintaining internal and international support. Without this support the United States cannot sustain assistance to a foreign power. Without legitimacy and credibility, operations will not receive the support of foreign indigenous elements, the U.S. populace, and the international community.

Anticipate and Control Psychological Effects

All operations and activities in a FID environment will have significant psychological effects. PRC measures, combat operations, and civic action programs are examples of the type of operations or activities with obvious psychological effects. Some operations and activities may be conducted specifically to produce a desired psychological effect. A tactical victory may be totally negated or overshadowed by negative psychological effects. Recognizing that perceptions may be more important than reality in this arena, SF must ensure all audiences understand SF operations. Loss of control of perceptions may cause distortion of the facts and may diminish and/or destroy the gains of even the best planned and executed operations.

Apply Capabilities Indirectly

The primary role of SF is to advise, train, and help HN forces. The foreign government or group must assume primary authority and responsibility for the successor failure of the combined effort. Successful U.S. efforts reinforce and enhance the legitimacy and credibility of the supported foreign government or group.

Develop Multiple Options

SF personnel engaged in a FID operation must be aware of and be prepared for possible contingencies and follow-on missions. The team or individual must first

plan to use his full range of capabilities even if not specifically tasked to do so, A change of operational environment may dictate a change of ROE or mission. SF personnel maintain operational flexibility by developing a broad range of options and contingency plans. They can shift from one option to another before and during mission execution.

Ensure Long-Term Sustainment

SF personnel involved in a FID effort must avoid advising or training the HN forces in techniques and procedures beyond their capabilities to sustain. U.S. tactics, techniques, and procedures for everything from tactical communications to logistics must be modified to fit the culture, educational level, and technological capability of the HN forces. SF personnel must recognize the need for programs that are durable, consistent, and sustainable, both by the HN and the United States. They do not begin programs that are beyond the economic or technological capacity of the HN to maintain without U.S. assistance. U.S.-funded programs are counterproductive if the populace becomes dependent on them and funding subsequently is lost.

Provide Sufficient Intelligence

Intelligence forms the basis for all COIN activities and programs. SF FID operations depend on detailed, near-real-time, all-source tactical intelligence products. These operations also depend on detailed and comprehensive intelligence on all aspects of the operational environment and its internal dynamics. SF personnel establish priority of effort when identifying intelligence requirements. They note which are mission essential and which are "nice to have." Without realistic priorities to guide it, the intelligence community can quickly become overcommitted. SF personnel ensure each operation is conducted using accurate, real-time intelligence. Internal security requires an alert organization with special police functions that can assess the insurgent threat, warn the government, take action to penetrate the insurgent organization, and assist in neutralizing it. SF personnel in a FID environment need intelligence that identifies the enemy's location and intentions. To guide them for combat operations, they consider aspects of the society not directly related to the tactical combat situation. The information they gain allows them to advise, train, and help HN counterparts and ease interagency efforts.

Balance Security and Synchronization

SF personnel performing a FID mission may be in a unique position to help other SOF and GP forces accomplish their mission. SO are often compartmentalized due to security concerns, but compartmentation can exclude key personnel from the planning process. Insufficient security may compromise a mission, but excessive security will usually cause the mission to fail because of inadequate coordination. SF must resolve these conflicting demands on mission planning and execution.

The Nature of Insurgencies

An insurgency is an organized movement aimed at the overthrow of a constituted government through the use of subversion and armed conflict. In some cases, however, the goals of an insurgency may be more limited. For example, the insurgency

may intend to break away a portion of the nation from government control and establish an autonomous state within traditional ethnic or religious territorial bounds. The insurgency may also intend to extract limited political concessions unattainable through less violent means. Insurgencies generally follow a revolutionary doctrine and use armed forces as an instrument of policy.

Insurgency may be classified in three general phases according to the level of intensity. Phase I ranges from circumstances in which subversive activity is only a potential threat—latent or incipient—to situations in which subversive incidents and activities occur with frequency in an organized pattern. It involves no major outbreak of violence or uncontrolled insurgency activity.

In those nations where a potential insurgency problem exists and where U.S. interests so dictate, a security assistance program (SAP) may be designed. SAPs support the total U.S. effort to reduce the causes of insurgency. Initially, such a program will provide a continuing assessment of the threat and allow work toward strengthening the indigenous capacity to combat insurgency. U.S. military intelligence activity in this phase is primarily a counterintelligence effort involving the assessment of such potential hostile threats as terrorism, espionage, and sabotage to U.S. national security interests and the reliability of non-U.S. military resources.

If a Security Assistance Organization (SAO) does not exist, the nation concerned should be encouraged to obtain appropriate assistance by requesting establishment of an SAO or through mobile training teams (MTTs). The SAO or mission should include U.S. personnel specially trained in military assistance. It may be supplemented by personnel trained specifically for other FID activities. By these means, appropriate training can be made available to the HN forces to better facilitate their dealing with the problem.

Phase II is reached when the subversive movement, having gained sufficient local or external support, initiates organized guerrilla warfare or related forms of violence against the established authority.

In situations where insurgency develops to more serious proportions, U.S. efforts may be expanded to include necessary equipment and training, forces specifically trained for activities in FID, and instructor personnel. Under some circumstances, unit advisors may be included also.

The situation moves from Phase II to Phase III when the insurgency becomes primarily a war of movement between organized forces of the insurgents and those of the established authority.

During a period of escalated insurgency, expanded U.S. assistance may be provialed at the request of the host government. This assistance may include selected U.S. GP forces. Nevertheless, the HN government will be expected to provide the bulk of the combat forces.

Causes and Dynamics

insurgencies arise when the government is unable or unwilling to redress the demands of important social groups. These groups band together and begin to use violence to change the government's position. insurgencies are often a coalition of

disparate forces united by their common enmity for the government. To be successful, an insurgency must develop unifying leadership, doctrine, organization, and strategy. Only the seeds of these elements exist when an insurgency begins; the insurgents must continually nurture and provide the necessary care if the insurgency is to mature and succeed.

insurgencies succeed by mobilizing human and materiel resources to provide both active and passive support for their programs, operations, and goals. Mobilization produces workers and fighters, raises funds, and acquires the necessary weapons, equipment, and supplies. Mobilization grows out of intense, popular dissatisfaction with existing political and social conditions. The active supporters of the insurgency consider these conditions intolerable. The insurgent leadership articulates its dissatisfaction, places the blame on government, and offers an alternative. The insurgent leadership then provides organizational and management skills to transform disaffected people into an effective force for political action. Ultimately, the insurgents need the active support of a majority of the politically active people and the passive acquiescence of the general populace.

Framework for Analysis

There are seven elements common to all insurgencies: leadership, ideology, objectives, environment and geography, external support phasing and timing, and organizational and operational patterns. These elements provide a framework for analysis that can reveal the strengths and weaknesses of the insurgency. Although they can be examined separately, one must understand how they interact to fully understand the insurgency.

Leadership. Insurgency is not simply random political violence; it is directed and focused political violence. It requires leadership to provide vision, direction, guidance, coordination, and organizational coherence. The leaders of the insurgency must make their cause known to the people and gain popular support. Their key tasks are to break the ties between the people and the government and to establish their movement's credibility. They must replace the government's legitimacy with that of their own. Their education, background, family, social connections, and experiences shape how they think and how they will fulfill their goals. These factors also help shape their approach to problem solving.

Leadership is both a function of organization and of personality. Some organizations de-emphasize individual personalities and provide for redundancy and replacement indecision making; these mechanisms produce collective power and do not depend on specific leaders or personalities to be effective. They are easier to penetrate but more resistant to change. Other organizations may depend on a charismatic personality to provide cohesion, motivation, and a rallying point for the movement. Organizations led in this way can produce decisions and initiate new actions rapidly but are vulnerable to disruptions if key personalities are removed or co-opted.

Ideology. To win, the insurgency must have a program that explains what is wrong with society and justifies its insurgent actions. It must promise great improvements after the government is overthrown. The insurgency uses ideology to offer society

a goal. The insurgents often express this goal in simple terms for ease of focus. Future plans of the insurgency must be vague enough for broad appeal and specific enough to address important issues.

The ideology of groups within the movement may indicate differing views of strategic objectives. Groups may have ideological conflicts that need to be resolved before an opponent can capitalize on them. Ideology may suggest probable objectives and tactics. It greatly influences the insurgent's perception of his environment. This perception of the environment in turn shapes the movement's organizational and operational methods.

Objectives. Effective analysis of an insurgency requires interpretation of strategic, operational, and tactical objectives. The strategic objective is the insurgent's desired end state; that is, how the insurgent will use the power once he has it. The replacement of the government in power is only one step along this path; however, it will likely be the initial focus of efforts. Typically, the strategic objective is critical to cohesion among insurgent groups. It may be the only clearly defined goal the movement presents.

Operational objectives are those the insurgents pursue as part of the overall process of destroying government legitimacy and progressively establishing their desired end state.

Tactical objectives are the immediate aims of insurgent acts; for example, the dissemination of PSYOP products or the attack and seizure of a key facility. These actions accomplish tactical objectives that lead to operational goals. Tactical objectives can be psychological as well as physical in nature. For example, legitimacy is the center of gravity for both the insurgents and the counterinsurgents. Legitimacy is largely a product of perception; consequently, it can be the principal consideration in the selection and attainment of tactical objectives.

Environment and Geography. Environment and geography, including cultural and demographic factors, affect all participants in a conflict. The manner in which insurgents and counterinsurgents adapt to these realities creates advantages and disadvantages for each. The effects of the environment and geography are most visible at the tactical level where they are perhaps the predominant influence on decisions regarding force structure, doctrine, and tactics, techniques, and procedures,

External Support. Historically, some insurgencies have done well without external support. However, recent examples, such as Vietnam and Nicaragua, show that external support can accelerate events and influence the final outcome. External support can provide political, psychological, and material resources that might otherwise be limited or totally unavailable.

There are four types of external support:

- Moral Acknowledgement of the insurgent as just and admirable.
- Political: Active promotion of the insurgents' strategic goals in international forums.

- Resources: Money, weapons, food, advisors, and training.
- Sanctuary: Secure training plus operational and logistical bases.

Accepting external support can affect the legitimacy of both insurgents and counterinsurgents. It implies the inability to sustain oneself. In addition, the country or group providing support attaches its legitimacy along with the insurgent or the counterinsurgent group it supports. The consequences can affect programs in the supporting nation wholly unrelated to the insurgent situation.

Phasing and Timing. Successful insurgencies pass through common phases of development. Not all insurgencies experience every phase, and progression through all phases is certainly not a requirement for success. The same insurgent movement may be in another phase in other regions of a country. Successful insurgencies can also revert to an earlier phase when under pressure, resuming development when favorable conditions return.

Some insurgencies depend on proper timing for their success. Because of their limited support, their success depends on weakening the government's legitimacy so that it becomes ineffective. Then, an opportunity to seize power exists. When these insurgencies move to seize power, they expose their organization and intentions. If they move too early or too late, the government may discover their organization, and destroy it. Timing is critical.

Organizational and Operational Patterns. insurgencies develop organizational and operational patterns from the interaction of many factors. As a result each insurgency organization is unique. However, knowing the commonly accepted general patterns or strategies of insurgency helps in predicting the tactics and techniques that may be employed against the supported government.

Insurgent Strategies

There are three general strategies of insurgency:*foco*, mass-oriented, and traditional.

Foco Insurgency. A *foco* (Spanish word meaning focus or focal point) is a single, armed cell that emerges from hidden strongholds in an atmosphere of disintegrating legitimacy. In theory, this cell is the nucleus around which mass popular support rallies. The insurgents build new institutions and establish control on the basis of that support. For a *foco* insurgency to succeed, government legitimacy must be near total collapse. Timing is critical. The *foco* must mature at the same time the government loses legitimacy and before any alternative appears. The most famous *foco* insurgencies were those led by Castro and Che Guevara. The strategy was quite effective in Cuba because the Batista regime was corrupt and incompetent. The distinguishing characteristics of a *foco* insurgency are—

- The deliberate avoidance of preparatory organizational work. The rationale is based on the premise that most peasants are intimidated by the authorities and will betray any group that cannot defend itself.
- The development of rural support as demonstrated by the ability of the foco insurgency to strike against the authorities and survive.
- The absence of any emphasis on the protracted nature of the conflict.

Fidel Castro/Cuba



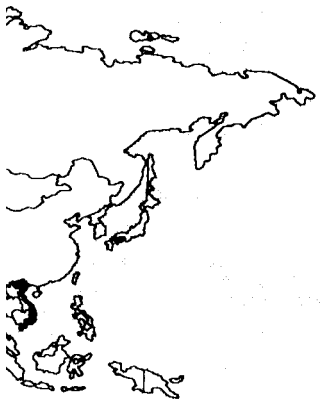
In 1952, Fidel Castro began his revolutionary movement in Cuba. After an unsuccessful attack of Ft. Moncada, he was imprisoned. Upon release in 1955 he fled to Mexico to train a new group of guerrilla warriors. In 1956, Castro and 82 of his followers returned to Cuba on a yacht. Of this group, only 12 of Castro's followers made their way to the Sierra Maestra mountains. From his remote mountain base, he established a 100- to 150-man nucleus. As Castro's organization grew, small unit patrols began hit-and-run type operations. While Castro continued to expand his area of influence, the popularity of the corrupt Batista government waned. In May of 1958, the government launched an attack on the Sierra Maestra stronghold. Castro withdrew deeper into the mountains, while spreading his message on national reform. Batista's continuing repression of the country led to general strikes and continuing growth in popular support for Castro's small cell of revolutionaries. Finally, Batista fled the country on 1 January 1959, and Castro established a junta and became the Prime Minister and President.

Mass-Oriented Insurgency. This insurgency aims to achieve the political and armed mobilization of a large popular movement. Mass-oriented insurgencies emphasize creating apolitical and armed legitimacy outside the existing system. They challenge that system and then destroy or supplant it. These insurgents patiently build a large armed force of regular and irregular guerrillas. They also construct a base of active and passive political supporters. They plan a protracted campaign of increasing violence to destroy the government and its institutions from the outside, Their political leadership normally is distinct from their military leadership. Their movement normally establishes a parallel government that openly proclaims its own legitimacy. They have a well-developed ideology and decide on their objectives only after careful analysis. Highly organized, they mobilize forces for a direct military and political challenge to the government using propaganda and guerrilla action. The distinguishing characteristics of a mass-oriented insurgency are—

- Political control by the revolutionary organization, which assures priority of political considerations.
- Reliance on organized popular support to provide recruits, funds, supplies, and intelligence.
- Primary areas of activity, especially in early phases, in the remote countryside where the population can be organized and base areas established with little interference from the authorities.
- Reliance upon guerrilla tactics to carry on the military side of the strategy. These tactics focus on the avoidance of battle, except at times and places of the insurgents' choosing, and the employment of stealth and secrecy, ambush, and surprise to overcome the initial imbalance of strength.
- A phased strategy consisting first of a primarily organizational phase in which the population is prepared for its vital role. In the second phase, "armed struggle" is launched and the guerrilla force gradually builds up in size and strength, The third phase consists of mobile, more conventional warfare. Conceptually, this

third phase is accompanied by a popular uprising that helps overwhelm the regime. It is a concept of "protracted" war.

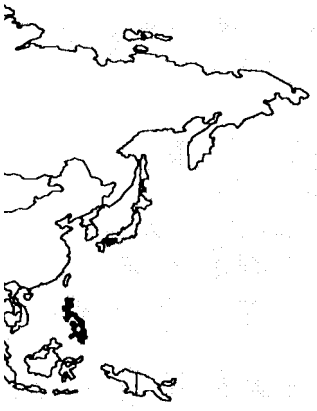
Vietnam Conflict



The Vietnam conflict (1959-1975) is one example of a mass-oriented insurgency. In December 1960, under the leadership of Ho Chi Minh, the National Liberation Front was formed in North Vietnam. Its main goal was to establish shadow governments at all levels in South Vietnam to take control of the population from the South Vietnamese. The National Liberation Front also used propaganda and guerrilla action, expecting the South Vietnamese population to rally to their side and overthrow the government. The insurgency was actually a failure because the mass uprising of the population, envisioned by the communist leaders, never occurred. Relentless guerrilla attacks did serve to weaken the government of South Vietnam, but they did not cause it to fall. In the spring of 1975, North Vietnam launched a massive conventional invasion of South Vietnam using armored vehicles. Saigon, the capital city, fell on 30 April.

Traditional Insurgency. This insurgency normally grows from very specific grievances and initially has limited aims. It springs from tribal, racial, religious, linguistic, or other similarly identifiable groups. The insurgents perceive that the government has denied the rights and interests of their group and work to establish or restore them. They frequently seek withdrawal from government control through autonomy or semiautonomy. They seldom specifically seek to overthrow the government or control the whole society. They generally respond in kind to government violence. Their use of violence can range from strikes and street demonstrations to terrorism and guerrilla warfare. These insurgencies may cease if the government accedes to the insurgents' demands. The concessions the insurgents demand, however, are so great that the government concedes its legitimacy along with them.

Huk Rebellion



The Huk rebellion in the Philippines can be considered a traditional insurgency despite its Communist origin. The Huks first surfaced as an armed force resisting the Japanese occupation of the Second World War. After the war, when other resistance bands disarmed, the Huks did not. After the American liberation, the Huks saw a chance to seize national power at a time when the newly proclaimed Philippine Republic was in obvious distress as a result of a monetary crisis, graft in high office, and mounting peasant unrest. By 1950, the Huks had built a force of 12,800 armed guerrillas with thousands of peasant supporters on central Luzon. They were defeated in a series of actions by the Armed Forces of the Philippines led by Ramon Magsaysa. By 1965, they were nearly extinct, down to 75 members.

Largely agrarian, the Huks do not view the government as totally in need of replacement but believe that many of the people in it need to be replaced. Recently the Huk movement has been gaining popular support, once again on the island of Luzon.

Initiating Event

It does not follow that an insurgency will erupt if the preconditions for an insurgency are satisfied. The conflict must await an initiating event.

An initiating event mobilizes the energies of the discontented and directs them toward violent action. Its impact is more psychological than physical and need not follow immediately after the event. The event may have little significance, but an elite or an organization may, at some time, give it special significance. Possible initiating events include—

- An event that gains symbolic significance. This event may be an economic or social disaster, a particularly antagonizing action by the regime, or a heroic act of defiance by an individual.
- An event that forces action, such as an invasion by a foreign power.
- The emergence of a charismatic leader (Fidel Castro, Mao Tse Tung).
- The perception of a tactical or strategic advantage by a revolutionary elite.
- The decision by a revolutionary elite to issue a call to arms.
- The influence of foreign agents or propaganda.

If a situation is explosive, almost any event may serve as an initiating event. Its correct timing may also produce a flood of events in a short period, making it hard to point to a single event as the act that initiated the struggle. Thus, it may be more helpful to think of a series of acts as an initiating event. Initiating events may be historical, with the insurgents recalling the event for the populace. This technique frees the insurgent from waiting for a proper event to occur.

U.S. Organization for Foreign Internal Defense

To assist a country with its IDAD efforts, one must understand the political climate, social attitudes, economic conditions, religious considerations, and philosophy or plan of the insurgents and the host government. One should also understand how the United States can implement its political, economic, informational, and military instruments in a coordinated and balanced combination to help remedy the insurgent situation.

Security assistance is the principal military instrument of the U.S. Government in assisting a friendly country to counter an insurgency threat. The chief agencies involved in U.S. security assistance activities are the Department of State, Arms Transfer Management Group, DOD, Joint Chiefs of Staff, commander in chief (CINC) of the unified commands, SAO, and U.S. Diplomatic Missions.

Department of State

The Under Secretary of State for Security Assistance, Science, and Technology is responsible for coordinating policy, plans, and programs of all departments and agencies involved in security assistance activities.

Arms Transfer Management Group

The Under Secretary also chairs an interagency review committee, the Arms Transfer Management Group, which manages and coordinates weapons and equipment-related security assistance matters. It includes representatives from

agencies throughout the executive branch who deal in security assistance matters such as the National Security Council, DOD, Office of the Joint Chiefs of Staff (OJCS), Central Intelligence Agency, Arms Control and Disarmament Agency, Office of Management and Budget, Department of Treasury, Department of State, and USAID. The Group coordinates military assistance and military-related supporting assistance. This coordination encourages mutually supporting programs and increases the efficiency of the SAP.

Department of Defense

Within the DOD, the Under Secretary of Defense for Policy serves as the principal advisor and assistant to the Secretary of Defense for all matters concerned with the integration of DOD plans and policies with overall national security objectives. He also exercises direction, authority, and control over the Defense Security Assistance Agency (DSAA). The DSAA is responsible for executing the following functions for the DOD:

- Administering and supervising security assistance planning and programs.
- Formulating and executing SAPs in coordination with other government programs.
- Conducting international logistics and sales negotiations with foreign countries.
- Managing the credit financing program.
- Serving as the DOD focal point for liaison with U.S. industry concerning security assistance activities.

Joint Chiefs of Staff

The OJCS plays a key role in the security assistance effort through the joint planning process. Key Joint Chiefs of Staff (JCS) plans are the Joint Strategic Planning Document, the Joint Strategic Capabilities Plan, and the Joint Intelligence Estimate for Planning. In addition, the OJCS continually reviews current programs for specific countries and regions to ensure compatibility with U.S. global security interests.

Commander in Chief of the Unified Commands

The CINC of the unified commands integrates all military security assistance plans and activities with regional U.S. military plans. The role of the CINC is critical. His regional perspective is at the operational level of conflict. He identifies and applies military and certain humanitarian or civic action resources to achieve U.S. national strategic goals. With proper and timely employment, these resources minimize the likelihood of U.S. combat involvement.

Security Assistance Organization

The SAO is the in-country mechanism for ensuring that DOD security assistance management responsibilities, prescribed by law and executive direction, are properly executed. It oversees all foreign-based DOD elements with security assistance responsibilities. The SAO may be known in-country by any number of personnel assigned, the functions performed, or the desires of the HN. Typical designations include Joint U.S. Military Advisory Group, Joint U.S. Military Group, U.S. Military Training Mission, Defense Field Office, or Office of Defense Cooperation. The Chief of the SAO reports to the theater CINC and is a member of the U.S. embassy country team.

United States Diplomatic Missions

The U.S. diplomatic mission to an HN includes representatives of all U.S. departments and agencies physically present in the country. The chief of mission, normally an ambassador, ensures all in-country activities best serve U.S. interests as well as regional and international objectives. Two agencies that play an important role on the country team in supporting U.S. efforts to assist an HN in its IDAD efforts are the United States Information Agency (USIA) and the USAID.

United States Information Agency. The USIA, known overseas as the United States Information Service (USIS), supports U.S. foreign policy objectives by influencing public attitudes in other nations. It also advises the President, his representatives abroad, and various departments and agencies on the implications of foreign opinion for present and contemplated U.S. policies, programs, and official statements. The USIA uses various media and methods to—

- Publicize U.S. policies.
- Plan and conduct informative programs in support of U.S. or host government agencies.
- Counter propaganda hostile to U.S. interests.
- Coordinate U.S. overt psychological operations with guidance from the Department of State.

United States Agency for International Development. The US AID has the responsibility for carrying out nonmilitary U.S. foreign assistance programs and for the continuous supervision of all assistance programs under the Foreign Assistance Act of 1961, It is primarily concerned with developmental assistance and humanitarian and civic assistance. It also plans and implements overseas programs to improve economic and social conditions.

In most instances, the application of U.S. military resources in support of an HN's IDAD programs will function through the framework of the organizations mentioned above. However, should it become necessary to expand U.S. assistance by introducing selected U.S. military forces, a Joint Task Force (JTF) normally will be established to coordinate this effort. This JTF will—

- Exercise operational control of assigned U.S. military forces.
- Plan and conduct joint and combined exercises in coordination with the host government's armed forces.
- Execute area command responsibilities for U.S. forces to ensure unity of effort.

Missions

The role the U.S. military plays in the overall effort of the U.S. government to help a nation free or protect its society from an existing or potential insurgent threat is referred to as FID. U.S. FID operations work on the principle that it is the inherent responsibility of the threatened government to use its leadership and organizational and materiel resources to take the political, economic, and social actions necessary to defeat subversion, lawlessness, and insurgency. The U.S. military can provide resources such as materiel, advisors, and trainers to support these HN

COIN operations. In instances where it is deemed to be in the security interest of the United States, and at the request of the HN, more direct forms of U.S. military support may be provided, to include combat forces when necessary. The following principles apply to FID:

- All U.S. agencies involved in FID must coordinate with one another to ensure that they are working toward a common objective and deriving optimum benefit from the limited resources that are applied to the effort.
- The U.S. military seeks to enhance the HN's military and paramilitary forces' overall capability to perform their IDAD mission. An evaluation of the request and the demonstrated resolve of the HN government will determine the specific form and substance of U.S. assistance, as directed by the National Command Authorities (NCA).
- Specially trained, selected, and jointly staffed U.S. military survey teams, including intelligence personnel, may be made available. U.S. military units used in FID roles should be tailored to meet the conditions within the HN.

Military Support

U.S. military support to FID should focus on assisting HNs in anticipating, precluding, and countering threats or potential threats. Emphasis on IDAD when organizing, planning, and executing military support to a FID program is essential. This emphasis helps the HN address the root causes of instability in a preventive manner rather than reacting to threats. U.S. military involvement in FID has traditionally been focused toward COIN. Although much of the FID effort remains focused on this important area, U.S. FID programs may aim at other threats to an HN's internal stability, such as civil disorder, illicit drug trafficking, and terrorism.

Battlefield Operating Systems

The Army uses seven battlefield operating systems (BOS) as a functional check for commanders during mission planning and as a tool for force requirements analysis. This analytical tool is used continually while planning an operation to ensure completeness of the plan. The BOS functions are defined below.

Intelligence. This function includes the unit tasks that amass knowledge of the enemy, weather, and terrain features. The leader must have this intelligence for planning and execution of military operations.

Maneuver. This function allows the unit to move on the battlefield with fire, or fire potential, to achieve a positional advantage over the enemy and to complete the mission.

Fire Support. This function entails generating and applying direct and indirect fires to support maneuver and to add depth to the battlefield.

Air Defense. This function includes tasks that nullify or reduce the effectiveness of hostile air action and minimize fratricide.

Mobility and Survivability. This function includes tasks that allow the unit to survive.

Logistics. This function includes tasks performed by the unit to ensure sustainment of operations.

Battle Command. This function includes unit tasks that arrange and use personnel, equipment, communications, facilities, and procedures to plan, coordinate, and control the unit's operations to complete the mission.

Role of Special Forces in Foreign Internal Defense

The primary SF mission in FID is to organize, train, advise, and improve the tactical and technical proficiency of these forces, so they can defeat the insurgency without direct U.S. involvement. The emphasis is on training HN cadres who will in turn train their compatriots. The capabilities that SF employs to perform its FID mission are those inherent to its UW mission; only the operational environment is changed. SF has been legislated by Congress as a primary FID player within DOD.

All SF personnel must understand the political and legal implications of their operations. Legal considerations in planning and implementing FID programs are complex and subject to changing U.S. legislation. Commanders must keep their legal advisors involved in the planning process. Appendix A summarizes key legal aspects of FID activities.

An SF FID mission may require assets ranging from a single SF team to a reinforced SF group. In the early stages of an insurgency, the level of SF participation may be as small as one Special Forces operational detachment (SFOD) under the direct operational control (OPCON) of the SAO. In the more advanced stages, an SF company or battalion may establish an operational base (in or out of country) and exercise OPCON of SFODs for the SAO. Operational and support elements may be assigned to the base on a rotational or permanent basis. When the entire SF group deploys to the country, it normally establishes a Special Forces operational base (SFOB) and one or more forward operational bases (FOBS). To accomplish its FID mission, SF participates in a variety of operations.

Training and/or Advisory Assistance

SF elements may develop, establish, and operate centralized training programs for the supported HN force. SF can also conduct individual, leader, and collective training programs for specific HN units. Subjects range from basic combat training and leader development to specialized collective training. SF can provide advisory assistance in two ways: SF teams may give operational advice and assistance to HN military or paramilitary organizations, or individual SF soldiers may be assigned or attached to the SAO to perform advisory assistance duties on a temporary or permanent basis. In either case, assistance is provided under the OPCON of the SAO chief in his role as in-country U.S. defense representative.

Intelligence Operations

An insurgency relies on secrecy and surprise to conceal itself and to overcome the HN government's superiority in military power and other resources. Effective intelligence operations penetrate the insurgents' screen of secrecy and permit the HN government to take advantage of its superior resources. HN and U.S. intelligence operations support COIN planning and operations by informing on the area

of operations (AO) and the insurgent organization. Intelligence operations must not focus only on obtaining order of battle (OB) information. Of particular importance are intelligence operations that seek to neutralize or destroy the insurgents' political and intelligence infrastructure. See Appendix B.

Psychological Operations

To defeat an insurgency, the HN government must retain or regain the confidence and support of its people. The objective of an IDAD program is not to kill or even capture the insurgents. It is to convince them to abandon a hopeless or worthless cause and support the HN government. PSYOP must therefore be an integral and vital part of an IDAD program. SF soldiers may have to educate their HN counterparts in the value and role of PSYOP in FID. They must then advise and assist HN forces in developing and implementing an effective PSYOP program.

Civil Affairs

SF advisors assist HN military forces in developing effective CA programs that generate interest in the populace to support the HN government's IDAD programs. SF CA operations include civil assistance to the HN government and military civic action (MCA).

Humanitarian Assistance

Humanitarian assistance (HA) employs SF personnel to promote nonmilitary objectives. The program is designed to assist civil authorities in carrying out their responsibilities of providing assistance and basic services to the local populace. HA may be planned into the combatant commander's military strategy to support FID as a component of the overall program to bolster the HN's IDAD capability.

Humanitarian and Civic Assistance

Humanitarian and civic assistance (HCA) programs can be very valuable to the combatant commander's support of FID programs while, at the same time, offering valuable training to U.S. forces. HCA programs are specific programs authorized under title 10, USC, 401 funding. These programs are designed to provide assistance to the HN population in conjunction with a military exercise.

Security Assistance

Inherent FID capabilities make SF an excellent source of task-organized security assistance teams (SATs) to meet specific security assistance (SA) training requirements. The purpose of SATs is to provide the HN with a self-training capability in a particular skill. The SAT trains selected HN cadres who, in turn, train the bulk of the HN forces. This training may occur on-site or out of country, normally under the direct OPCON of the appropriate SAO.

Military Operations

The objective of military operations in FID is to provide a secure environment in which balanced development can occur. Military operations should not be independent military actions aimed solely at destroying insurgent combat forces and their base areas. Military operations must be part of a synchronized effort to gain broader goals. The SF team commander must convince his counterpart to integrate intelligence, CA, and PSYOP activities into every military operation. SF advisors and their HN counterparts must be aware of the impact their actions have on the populace and other IDAD programs. SF personnel have extensive knowledge of unconventional warfare (UW), language, and culture that makes them uniquely qualified to advise and assist the HN in how to organize, equip, train,

sustain, and employ combat forces in COIN operations. SF may participate in the types of operations described below.

Consolidation Operations. Consolidation operations are long-term population security operations conducted in territory generally under HN government control. Their purpose is to isolate the insurgents from the populace, protect the populace from insurgent influence, and neutralize the insurgent infrastructure. The people are unlikely to support the HN government fully until the government provides enough long-term security to free its people from the fear of insurgent reprisals. Consolidation operations are designed to accomplish these objectives. See Appendixes C and D.

Strike Operations. Unlike consolidation operations, strike operations are short-duration tactical operations conducted in contested or insurgent-controlled areas. Strike operations are primarily offensive operations. They are characterized by small,highly mobile combat forces operating in dispersed formations to locate and fix the insurgent force. Upon locating the insurgent force, strike force commanders have their forces attack, pursue, and destroy it. If contact is lost, the strike forces resume aggressive patrolling to reestablish contact and destroy the insurgent force before it can rest, reorganize, and resume combat operations. The purpose of strike operations is to destroy insurgent forces and base areas, isolate insurgent forces from their support, and interdict insurgent infiltration routes and lines of communication (LOCs).

Remote Area Operations. These operations take place in insurgent-controlled or contested areas to establish islands of popular support for the HN government and deny support to the insurgents. They differ from consolidation operations in that they are not designed to establish permanent HN government control over the area. Remote areas may be populated by ethnic, religious, or other isolated minority groups. They may be in the interior of the HN or near border areas where major infiltration routes exist. Remote area operations normally involve specially trained paramilitary or irregular forces. SF teams support remote area operations to interdict insurgent activity, destroy insurgent base areas, and demonstrate that the HN government has not conceded control to the insurgents. They also collect and report information on insurgent intentions in more populated areas. PSYOP and CA programs help in obtaining local support for remote area operations. Success is more likely if—

- A significant segment of the local population supports the program.
- The HN recruits local personnel for its remote area paramilitary or irregular force.
- HN forces conduct remote area operations to interdict infiltration routes in areas nearly devoid of people. In this case, SF teams advise and assist irregular HN forces operating in a manner similar to that of insurgents but with access to superior combat support (CS) and combat service support (CSS) resources.

Border Operations. Border security should be the responsibility of HN police, customs, or paramilitary border forces. However, the threat may require combat-type border operations, particularly in remote areas, SF teams advise and assist

HN forces assigned to prevent or interdict the infiltration of insurgent personnel and materiel across international boundaries. The intent is to isolate insurgent forces from their external support, to include external sanctuaries. Secondary purposes are to locate and interdict insurgent land infiltration routes, destroy insurgent forces and base areas in areas adjacent to the border, and collect and report information on insurgent capabilities and intentions, Border operations normally require restrictive PRC measures that are particularly annoying to border tribal and ethnic groups who do not recognize the international boundary. The HN government must make a continuing PSYOP effort to gain and maintain the loyalty of the affected populace.

Urban Area Operations. Clandestine insurgent activity may be extensive in urban areas. It can include terrorism, sabotage, and PSYOP in addition to political, organizational, intelligence, and logistic operations. This insurgent activity may strain the capabilities of police and other civil authorities. Police, internal security, and other HN government organizations will be high priority targets for the insurgents. The insurgents normally try to exploit local civilian organizations by subverting their goals and objectives to serve the insurgent cause. The insurgents strive to create situations that cause HN police and military forces to overreact in a manner that adversely affects the populace. SFODs, with assistance from assigned and attached military police (MP) and counterintelligence (CI) personnel, advise and assist HN forces engaged in urban area operations. The purpose of these operations is to eliminate the centralized direction and control of the insurgent organization, create insurgent disunity, and destroy the insurgent infrastructure that threatens the HN government. When military forces reinforce police in an urban area, they must closely control and coordinate their operations to minimize collateral damage and prevent hostile propaganda victories that occur when U.S. or HN military forces overreact to insurgent actions. As a result, the need for PSYOP and CA support greatly increases in urban areas.

Support of U.S. Combat Forces. If the HN government's situation deteriorates to the point that vital U.S. interests are in jeopardy, the NCA may commit U.S. forces in a combat role to effect a decisive change in the conflict. Direct U.S. military intervention can provide HN forces with the time and space to regain the strategic initiative and resume control of tactical operations. In this situation, the committed U.S. combat force is likely to find in-country SF teams with a myriad of formal and informal arrangements. The U.S. combat force commander fully exploits SF experience and contacts during the critical transition period when his forces are deploying into the country, He immediately exchanges liaison personnel with the proper SF headquarters to exploit SF advice and assistance. The SF headquarters provides all possible advice and assistance, to include—

- Situation and intelligence updates for incoming GP force commanders and their staffs.
- Use of in-place SF elements for initial coordination with HN and U.S. mission agencies.
- Coalition support teams to facilitate integration of the HN forces into the overall plan.

- Real-time intelligence and operational reporting along with training status and operational capability assessment of HN units.
- Advisors to HN units to facilitate relief-in-place once specific objectives are met in selected sectors and/or areas of operations within the HN.
- Supervision of HCA efforts in remote areas to support the HN IDAD strategy.

Lawlessness

Lawlessness of a scale that threatens the national security of the United States directly or indirectly through threats to the stability of an HN is usually organized, widespread, and well-resourced. It may be exploited by, or exploit, other violent unrest. Samples of the type of lawlessness that poses director indirect threats to the United States include drug trafficking and terrorism. Groups engaging in this type of lawlessness share many characteristics (organization and methods) of insurgent groups. There are, however, significant differences, which are discussed in the following paragraphs.

Objectives The overthrow of the existing regime is not the primary goal of those involved in lawlessness, terrorism being the notable exception. If significantly threatened by the existing regime, organized crime groups may see the destruction of the current government as a need for continued operation. They are much more likely to seek compromise with the HN whenever possible. Their ultimate goal is economic gain. If profitability can be reduced adequately while elevating risk, the attractiveness of organized lawlessness disappears.

Development Lawlessness never progresses beyond the characteristics of a Phase II insurgency because a war of movement does not contribute to profitability.

Multinationality Often translational organizations perpetuate lawlessness that must be attacked in all locations simultaneously. Failure to do so only shifts the location of operations. Coordinating the activities of multiple nations is a hard challenge. Success cannot be measured locally but only in terms of the overall program.

Alleviation of Root Causes Although some lawlessness may be directly attributable to the HN, in other cases some of the root causes may be in the United States or a third country. In the case of drug trafficking, for example, the demand and high prices that narcotics command in the United States is a root cause as surely as is poverty and lack of economic alternatives in an HN.

Counterdrug Operations

The United States supports the security, stability, and well-being of our allies and other nations friendly to our interests. Assisting cooperating nations in this effort generally employs the full range of political, economic, diplomatic, and military instruments of our national power.

Many of the legal and/or regulatory constraints concerning HN counterdrug (CD) operations have been imposed by U.S. law or DOD regulations. The major HN specific constraints are provided below:

- U.S. military forces are prohibited from accompanying HN forces on CD operations.
- Funds specially provided for HN support cannot be used for other security purposes.
- All operations must ensure the human rights of the HN's citizens are maintained.
- Achieving CD objectives depends on the HN's cooperation.

Assistance provided for HN CD efforts must be provided through SA and supported by civil-military operations (CMO). Most of the CD efforts are supportive of U.S. FID initiatives.

Security Assistance Program

SA is a broad program aimed at enhancing regional security in areas of the world facing internal and/or external threats. SA is under the supervision and general direction of the Department of State. The military portions of the program are administered by the DOD under the direction of the Assistant Secretary of Defense for International Security Affairs (ASD/ISA) and the DSAA. Combatant commanders have the responsibility for planning FID operations for their area of responsibility (AOR); however, they interface directly with the SA process through the SAO, which is located in the HN. This action is coordinated with the U.S. Chief of Mission (or ambassador). CINCs are active in the SA process by advising the SAO and by coordinating and monitoring ongoing SA efforts in their AORs. SA support areas for CD operations include equipment and training.

Equipment. HNs can obtain equipment from the United States to meet the internal threat to their security from lawlessness (drug trafficking).

Training. The training element of SA is a significant means of assistance for HNs. The combatant commander can provide training by SOF, GP forces, or a combination of both. Following are the primary types of teams and/or programs that can be employed:

- *MTTs.* These forces are tailored for the training the HN requires.
- *Extended training service specialists (ETSS).* These teams are employed over a longer period to help an HN train its own instructor cadre.
- *Deployment for training (DFT).* U.S. military units deploy to an HN for training to enhance their operational readiness and provide the added benefit of strengthening the HN's operations.

Civil-Military Operations. CMO contribute significantly to an HN's IDAD process, facilitate U.S. operations in foreign countries, and can enhance U.S. CD interests abroad. CMO are activities supporting military operations that embrace the relationship between military forces, civilian authorities, and the HN's population.

In CD operations, CMO should be directed toward addressing social problems in the area and education of the populace. CMO activities toward this end include

HA, HCA, and MCA. The integration of PSYOP assets would greatly enhance these efforts.

Special Forces Support to Coalitions

Support to coalition force operations is an SF collateral activity that employs those skills inherent in FID and/or UW. SF elements provide coalition support by assessing, adapting, and integrating coalition forces' tactical doctrine, organization, and resources. Coalition support is applicable across the operational continuum. It is tailored to meet the CINC's operational requirements and must be tailored to correspond with the capabilities of the coalition partners. The term "coalition" was used as the umbrella term for the operational support provided to Arab partners in operations Desert Shield/Desert Storm. It involved several activities:

- Operational and/or training assessments.
- Liaison between U.S. and coalition partners.
- Communications support.
- Adapting and integrating fire support and close air support.
- Training, advising, assisting, and organizing coalition partner forces.

U.S. military doctrine embraces five combat imperatives, or methods, to defeat an enemy. Although they are proven, invaluable, battlefield tenets, none would seem to adequately address the issues unique to coalition operations. Addressing those issues requires an entirely different set of working guidelines or "imperatives." The following guidelines need to be applied well before any battle plans are executed.

Cultivate Political and Cultural Awareness

Coalition support demands nothing less than a thorough, in-depth understanding of the operational area and its people. SF elements can gain limited awareness of an area's culture through area analysis and area studies. Detailed understanding, however, can be achieved only through actual, intensive personal interaction with coalition counterparts. It is here that knowledge of cultural subtleties is gained, and true partnerships are formed. No grand strategy or technological advantage can be substituted for intensive personal awareness of a counterpart's politics and culture. Regional orientation, cultural awareness, and language skills are a necessity for successful mission accomplishment.

Develop Rapport Between Participants

In the most ideal circumstances, synchronized effort is an elusive equation at best. Rapport is often hard-won among coalition counterparts when cultural and political differences far outweigh any similarities. It requires overcoming endemic personal prejudices that would otherwise serve as barriers to effective interaction. The mutual respect and understanding gained through such intercourse is invaluable in reconciling diverging agendas, calming fears, and reducing ethnocentrism. Perhaps most important to the rapport development of any coalition effort is commitment. At all levels the American cocombatants and advisors must be able to assure their coalition counterparts that they are committed to their cause.

Synchronize the Force

Unity of effort and coordinated military operations is imperative, and military cooperation at all levels of operations is critical. SF elements must integrate tactical

doctrines to meet operational requirements. They must assign the appropriate unit or agency to meet functional requirements.

Simplify the Plan SF elements must coordinate military and/or paramilitary operations across all phases of the operational continuum. They must keep plans simple and flexible to facilitate implementation. Military cooperation at all levels of operations thus becomes imperative.

Environmental Impact

The role of SF in UW, FID, and coalition support operations is the same: to train, advise, assist, organize, and equip friendly forces. The goal in UW and/or FID is to "help them help themselves." In coalition support operations, the goal is to "help them help us." The differences are as discussed below.

Unconventional Warfare In UW, U.S. forces foster and/or support insurgencies against an established government. These operations are characterized by their low visibility, covert, and clandestine nature.

Foreign Internal Defense During FID, U.S. forces support the HN government. The emphasis is on countering or preventing insurgencies. Operations are characterized by interagency cooperation.

Support to Coalitions Coalition support operations are permissive or nonpermissive in nature. They also may be offensive or defensive.

Coalition Operations Versus Combined Operations

Coalitions are temporary alliances of nations that align for a specific purpose; they may include members who are also members of another formal alliance. Nations form coalitions to achieve short-term common goals. Coalitions normally have formal understandings, ad hoc control arrangements, limited charters, and conditional participation by some partners. Coalition operations are based on temporary groupings of national forces formed for a specific operation or objective. They are characterized by nonstandard or even incompatible equipment, tactical doctrines, procedures, and command and control (C^2) arrangements. Coalitions often have limitations, political constraints, underlying agendas, and unclear capabilities.

Combined operations are based on the foundation of standing treaty alliances; routine exercises; mutual understanding of partner's political constraints, objectives, and capabilities; and standing agreements that ensure interoperability. These alliances have standardized C^2, training, doctrine, and equipment to support alliance objectives.

Chapter 2

Premission Activities

Mission Analysis

Mission analysis will normally begin after the SFOD has been alerted and has received a FID mission briefing. The mission briefing will include pertinent portions of international treaties and operations agreements, broad national goals and specific U.S. political objectives in the HN, and the higher commander's operation order (OFORD) or operation plan (OPLAN). The SFOD team members perform the mission analysis functions described below.

The SFOD commander provides C^2 during the mission analysis. He establishes his commander's intent, which clearly states what the SFOD is to achieve, including the specific objectives of the HN training and/or advisory assistance. He states the priority of effort and the most likely contingencies and follow-on operations. He restates external command, control, communications, and intelligence (C^3I), CS, and CSS relationships for all phases of the mission identified in the higher commander's OPORD or OPLAN and the mission briefing. He establishes an event time schedule for the remainder of the mission analysis, planning, and preparation phases based on the essential tasks list and the higher commander's OPORD or OPLAN.

The SFOD executive officer (XO) (warrant officer [WO]) clearly identifies the legal status of U.S. forces, SF in particular, conducting operations in the HN. He clarifies the level of diplomatic immunity, protection, and treatment that will be accorded U.S. service members involved in the FID mission. He ensures the SFOD understands the legal category of the armed conflict within the HN and the ROE. He ensures all SFOD members understand the U.S. policy regarding human rights

and the procedures for reporting human rights violations. He updates the commander's critical information requirements (CCIRs) relating to legal questions. He updates ongoing CA projects or programs and theater or national PSYOP campaign themes.

The SFOD intelligence officer (S2) provides timely and complete intelligence assessments on the geographic area, the enemy and his activities, and the weather. The S2 also helps the command in maintaining an appropriate level of security awareness concerning the collection capabilities and threats posed by Foreign Intelligence Services (FIS). He coordinates with the operations and training officer (S3) concerning force protection and operational security measures to protect the unit. The S2 is responsible for intelligence preparation of the battlefield (IPB) and maintenance of a threat database at the SFOD level. He reviews all information requirements (IRs) submitted by coordinating and special staff sections as separate requests. He reviews the higher commander's priority intelligence requirements (PIRs) and coordinates with the S3 to identify IRs. He develops a tentative list of SFOD PIRs and/or IRs based on the commander's intent, the SFOD's mission, the criticality of specific staff IRs, the higher commander's PIRs, and anticipated IRs to support operations. He submits the tentative PIR and/or IR list to the S3 for incorporation into the SFOD's CCIRs.

The SFOD S3 restates to the SFOD the mission in concise and accurate terms of who, what, when, and where as per the higher commander's OPORD or OPLAN. He submits the restated mission to the SFOD commander for approval. He disseminates the approved mission statement to all SFOD members and, as applicable, to subordinates. He produces a single list of SFOD mission-essential tasks by collating the task lists submitted by the other staff sections. He determines the tentative contents for the SFOD's OPLAN to include the necessary annexes to cover all phases of the mission in accordance with (IAW) FM 101-5 and the consolidated mission-essential task list (METL). He develops planning guidance for the other staff members based on the tentative contents of the SFOD's OPLAN. He disseminates the developed planning guidance to applicable staff sections.

The SFOD staff members establish the operations journal. They establish incoming and outgoing message files. They begin operations security (OPSEC) measures to include controlling entry into their working area. They identify the tasks for which they have functional area planning responsibility by reviewing the higher commander's OPORD or OPLAN and the mission briefing. They clarify all questions they have concerning the mission, specified and implied tasks, HN training and/or advisory assistance, and other operational objectives by requesting clarification and additional guidance from higher headquarters. They select and list the essential tasks (to include contingencies) for all phases of the mission — predeployment, deployment, mission execution, redeployment, postdeployment, follow-on missions based on the SFOD commander's intent, the restated mission, the mission objectives, and the SFOD S3's guidance. They begin initial planning estimates of tentative COAs for the essential tasks based on the SFOD commander's intent, the restated mission, and the SFOD S3's guidance.

The SFOD staff sections list CCIRs in descending order of criticality based on their functional areas and information gaps in the higher commander's OPORD or OPLAN. They submit their functional area CCIRs to the SFOD S3. They submit their IRs to the S2. The S3 develops a consolidated list of all CCIRs by collating the CCIRs submitted by other staffs and the PIRs or IRs submitted by the S2. The staff sections coordinate with the S2 to disseminate intelligence information to all SFOD members and, as applicable, to subordinate and attached elements.

Mission Planning

Once the SFOD has completed its mission analysis and produced specific planning guidance, mission planning will begin. Individual team members perform functions described in the following paragraphs.

Commander

The SFOD commander issues planning guidance for planning the execution of the FID mission and ensures that his intent is clearly understood. He provides C^2 during the SFOD's FID mission planning process. He devises a time event plan and ensures that planning is completed accordingly. He selects COAs examined in staff estimates that are IAW his intent, the higher commander's OPORD or OPLAN, and the available external C^3I, CS, and CSS. He ensures the completed portions of the SFOD's OPLAN for the execution of all specified and implied mission-essential tasks are IAW the higher commander's OPORD or OPLAN and international and domestic laws.

Staff

The SFOD staff prepares estimates of COAs for those tasks identified as essential during the mission analysis IAW their functional areas or as directed. The staff members prepare estimates that include, as a minimum, the best alternative COAs supported by significant information and the coordination that will be necessary for them. They write tentative plans IAW the COAs selected by the SFOD commander, based on the planning guidance and unit's SOP. They include in tentative plans primary, alternate, contingency, and emergency plans, based on the criticality of the task, the planning guidance, and anticipated changes to the mission. They coordinate the execution of the tasks they are planning by disseminating pertinent portions of their plans to other concerned SFODs, senior and subordinate staff sections, and supporting elements. They notify other concerned (higher, lower, or adjacent) staff sections of modified estimates and plans. They update, in coordination with the S2, the SFOD's CCIR list IAW the latest information available and requirements for additional CCIRs that arise from modified estimates and plans.

Executive Officer

The SFOD XO (WO) performs the organizational analysis of the SFOD's coordinating staff sections to ensure efficiency during the planning process IAW the initial planning guidance. He directs the development of estimates and plans by the staff sections IAW the time event plan. He coordinates and prepares planning

documents for defensive source operations IAW oversight directives and mission guidance. He reviews, with the SFOD S3, all estimates and tentative plans for completeness to ensure they satisfy the planning requirements for essential tasks, for specified or implied requirements for coordination, and for compliance with the SFOD commander's intent. He identifies and resolves conflicts between tentative plans by first directing coordination between the concerned staff sections and then, if necessary, requesting a decision from the SFOD commander. He approves completed tentative plans and acts on specific matters IAW the SFOD commander's guidance. He also performs CMO officer (S5) FID mission planning duties and prepares the CMO estimate and the civil affairs annex for the SFOD's OPLAN. These portions include operations, administration, and logistic plans on CA activities supporting the SFOD's mission. He requests additional CA resources and support as needed. He prepares other estimates and portions of the SFOD's OPLAN, such as SFOD-provided HN CMO training and/or advisory assistance.

Adjutant The SFOD adjutant (S1) prepares the SFOD personnel status estimate. He prepares the personnel support portion of the SFOD's OPLAN covering all phases of the mission including, as a minimum, SFOD unit strength maintenance, administrative and morale support services, and discipline. He coordinates with the proper agencies for administrative and morale support services for SFOD personnel during all phases of the mission. He reviews HN training plans for safety and accident prevention measures.

Intelligence Officer The SFOD S2 prepares the SFOD intelligence estimate and annex for the SFOD's OPLAN IAW the format in FM 101-5. He prepares the SFOD's IPB and intelligence collection plans IAW FMs 34-36 and 34-130. He prepares the SFOD for all phases of the mission, updating the SFOD's PIR ardor IR list and the area assessment. He prepares other estimates and portions of the SFOD's OPLAN, such as SFOD-provided HN intelligence training and/or advisory assistance, as directed. He analyzes the SFOD OPSEC measures and recommends to the SFOD S3 additions and/or changes to the SFOD's OPSEC measures and plans. He supervises the dissemination of intelligence and other operationally pertinent information within the SFOD and, as applicable, to higher, lower, and adjacent concerned units or agencies. He coordinates for intelligence support by consolidating IRs and routing them to the proper supporting agencies IAW the SFOD's collection plan(s). He ensures the security of the planning area and personnel.

Operations and Training Officer The SFOD S3 prepares the SFOD's operations estimate. He supervises the updating of the SFOD's CCIR list. He presents to the SFOD commander the significant changes to the SFOD's CCIRs that will cause changes to the intended execution of the mission. He task organizes the SFOD to include the integration of any attachments IAW the approved concept of the operation. He takes responsibility for planning and coordinating all PSYOP activities. He issues planning guidance through the SFOD XO to the SFOD staff sections for the development of their portions of the SFOD's OPLAN. This guidance also includes the assignment of

specific tasks, the approved task organization, the concept of the operation, the coordinating instructions, and the desired OPLAN format. He prepares Paragraph 2 (Mission) for the SFOD's OPLAN. He coordinates the restated mission statement with the SFOD commander. He prepares Paragraph 3 (Execution) of the SFOD's OPLAN including the SFOD commander's intent. He prepares Paragraph 5 (Command and Signal) of the SFOD's OPLAN with the assistance of the SFOD's communications-electronics (CE) staff. He prepares planning documents and OPLAN annexes. He also schedules SFOD training to support defensive source operations. He prepares other estimates and portions of the SFOD's OPLAN, such as SFOD-provided HN operational training and/or advisory assistance, as directed. He prepares the SFOD commander's guidance and the time event plan for predeployment SFOD training and the rehearsal of mission-essential tasks. As a minimum, the rehearsals of the HN training program of instruction (IWI) and/or advisory assistance are included. He compiles all prepared and approved portions of the SFOD's OPLAN into one document IAW FM 101-5. He supervises SFOD OPSEC measures IAW the unit's SOP, the SFOD commander's guidance, and the S2's recommendations.

Supply Officer

The SFOD supply officer (S4) prepares Paragraph 4 (Service Support) of the SFOD's OPLAN with the assistance of the SFOD S1. He prepares the logistic support portion of the SFOD's OPLAN covering all phases of the mission. He coordinates for all SFOD logistic support by consolidating requests and ensuring they are routed to the proper supporting agencies. He prepares other estimates and portions of the SFOD's OPLAN, such as SFOD-provided HN logistic and/or advisory assistance, as directed.

Communications-Electronics Staff

The SFOD CE staff prepares the SFOD's communications estimate. The staff helps the SFOD S3 prepare Paragraph 5 of the SFOD's OPLAN. The staff prepares the communications portion of the SFOD's OPLAN covering all phases of the mission. This portion includes internal SFOD communications; communications with higher, lower, and adjacent U.S. units and agencies for C^3I, CS, and CSS; and the integration of available HN military and nonmilitary communications into the SFOD's communications plan. The staff requests additional communications resources and support, as needed, ensuring that requests are routed to the proper supporting agencies. The staff also prepares other estimates and portions of the SFOD's OPLAN, such as SFOD-provided HN communications training and/or advisory assistance, as directed.

Medical Staff

The SFOD medical staff prepares the SFOD medical estimate. The staff provides the SFOD S1 (SFOD B XO) input for Paragraph 4 of the SFOD's OPLAN. The staff prepares the health service portion of the SFOD's OPLAN covering all phases of the mission. This portion includes intradetachment support; support to and from higher, lower, and adjacent U.S. units and agencies; and the integration of available HN military and nonmilitary medical assets into the SFOD's health services plan. The staff requests additional medical resources and support, as needed, ensuring requests are routed to the proper supporting agencies. The staff

prepares other estimates and portions of the SFOD's OPLAN, such as SFOD-provided HN medical training and/or advisory assistance, as directed.

Preparation for the Mission

After developing the OPLAN, the SFOD members continue detailed preparations for the mission, keeping in mind the importance of OPSEC measures. The SFOD obtains supplies, equipment, and training materials and prepares for overseas deployment. SFOD members prepare for and rehearse classes to be given in the HN. They hone their military skills and conduct extensive area orientation. Coordination between the higher headquarters and the SAO is ongoing. The actions of SFOD staff members are listed below.

Commander The SFOD commander commands and controls the SFOD. He ensures the SFOD completes mission preparation IAW the higher commander's OPORD or OPLAN and the SFOD's OPLAN. He ensures all SFOD personnel know and understand the SFOD's OPLAN. He approves tentative changes to the SFOD's OPLAN if they satisfy requirements IAW his intent, identified mission objectives, and the higher commander's OPLAN or OPORD. He ensures all legal questions have been clarified and all operational plans are IAW applicable legal guidance and directives.

Staff Sections The SFOD staff sections follow up on previous requests for additional resources and/or support not already delivered. They contact supporting agencies IAW established procedures to determine the status of their requests. They consider alternate COAs when supporting agencies fail to provide the required resources and/or support. They route functional area information requests to the other staff sections through the SFOD S3. They route IRs through the SFOD S2. They modify previously developed estimates and plans IAW the latest information available. They update, through the SFOD S3, the CCIR list IAW the latest information available and their needs for additional CCIRs arising from modified estimates and plans.

Executive Officer The SFOD XO ensures mission preparation is IAW the event time plan. He resolves identified difficulties through additional coordination. He informs the SFOD commander of difficulties in mission preparation that will not allow for mission execution IAW the SFOD OPLAN. He ensures all changes to the OPLAN that the SFOD commander approves are completely coordinated.

Adjutant The SFOD S1 ensures all required passports and visas are on hand IAW AR 600-200. He ensures preparation of replacements for oversea movement (POR) and preparation for oversea movement (POM) requirements are met IAW AR 220-10, AR 600-8-101, and the unit's SOP. He follows up all previous requests for additional personnel and administrative, morale, and disciplinary support IAW the SFOD OPLAN. He informs the commander of any problems in the administrative preparation of the SFOD for deployment.

Intelligence Officer The SFOD S2 supervises SFOD requests for, and dissemination of, intelligence IAW the commander's PIRs and/or IRs and the intelligence collection plan(s). He updates the enemy situation using the latest available information and intelligence. He informs the entire SFOD of changes in the situation that will affect planned mission execution. He monitors the use of the SFOD's intelligence collection plans to include updating of the commander's PIRs and/or IRs, conducting an area assessment, and requesting additional intelligence support. He monitors the SFOD's OPSEC measures and plans to ensure they effectively counter the anticipated threat IAW the current situation.

Operations and Training Officer The SFOD S3 disseminates the SFOD's OPLAN, or applicable portions of it, to higher headquarters staff for tentative approval. He disseminates the SFOD's plan to SFOD personnel and, as required, to subordinates. He incorporates any approved changes into the SFOD's OPLAN. He disseminates all approved OPLAN changes to the SFOD. He assigns mission briefback tasks to SFOD personnel. He ensures SFOD predeployment training and rehearsals (in the HN language) are IAW the SFOD's OPLAN, the HN's training POI, the unit's SOP, and the time event plan. He ensures weapons are test fired, if they are to be taken along. He coordinates for theater CINC's directives and policies for preparation of the Special Forces evasion and recovery plan (SFERP).

Supply Officer The SFOD S4 inspects, accounts for, and ensures the serviceability of required supplies and equipment (less medical and communications supplies and equipment) in the SFOD's custody. He stockpiles additional required supplies and equipment IAW the SFOD's OPLAN, to include the basic load of ammunition to support follow-on or contingency missions. He ensures required supplies and equipment in the SFOD's custody are prepared for shipment to the AO IAW the regulations or technical manuals (TMs) that apply to the method of shipment and the transporting agency. He follows up all previous requests for additional logistic resources or support IAW the SFOD's OPLAN. He informs the SFOD XO of any logistics problems in preparing the SFOD for deployment.

Communications-Electronics Staff The SFOD CE staff obtains the cryptographic materials, signal operation instructions (SOI), and additional related materials IAW the higher commander's OPLAN or OPORD and the SFOD's OPLAN. The staff accounts for required communications equipment. They conduct function tests of communications equipment and systems as required by higher commander's OPORD or OPLAN, the SFOD's OPLAN, and the unit's SOP. They inform the SFOD XO of any communications problems in preparing for the SFOD's mission.

Medical Staff The SFOD medical staff ensures the SFOD personnel meet medical and dental POR requirements IAW AR 600-8-101 and the unit's SOP. The medical staff ensures immunizations are current IAW AR 40-562 and the unit's SOP. The staff also ensures the SFOD personnel receive any required medical or dental treatment identified during POR. The medical staff follows up all previous requests for additional medical resources or support IAW the SFOD's OPLAN. The staff accounts

for and inspects the serviceability of the required medical supplies and equipment. The staff informs the SFOD XO of any health services problems in preparing for the SFOD's mission.

Designated Instructors Designated instructors prepare training materials (in the HN language). They prepare a lesson outline for each period of instruction IAW the POI, the tentative training schedule, and the assigned classes. They include in each lesson outline, as a minimum, the task, conditions, standards, performance measures, required training aids, and how the lesson is to be conducted. They construct, or request, required training aids for each period of instruction IAW the lesson outlines. They prepare an evaluation to test HN student performance of each training objective, to include retraining and retesting, and for all collective training and after-action reviews (AARs).

Premission Training

The following paragraphs identify and briefly describe Army training doctrine and how it relates to SF units training for FID.

Training Principles This section is based on the training principles described in FM 25-100.

Train as a Combined Arms and Joint Service Team. Commanders at every level must incorporate sister services and other federal agencies in FID training. Training, command relationships, and coordination with these services and agencies need to mirror real-world conditions. These training environments must also include other SOF units to establish regular attachment relationships and understand the capabilities and limitations of each SOF asset.

Train as You Fight. The goal of effective training is to achieve combat-level standards. Every SF soldier must strive to attain this difficult goal, whether the SF leaders are conducting unit training to support their FID mission or are training HN forces to accomplish their mission. There is never enough time to train; therefore, the maximum amount of training must take place within the allocated time. SF soldiers must train themselves, as well as the HN forces, using multiechelon training techniques.

Use Performance-Onented Training. Soldiers become proficient in performing critical tasks and missions by practicing their tasks and missions. Soldiers learn by doing— using the hands-on approach. Leaders develop and execute a training strategy that will provide these opportunities. This training concept applies also to the FID mission.

Train to Challenge. Tough, realistic, and intellectually and physically challenging training excites and motivates soldiers and leaders. It builds confidence and competence by developing and honing skills. Challenging training inspires excellence by fostering initiative, enthusiasm and eagerness to learn. Trainers and leaders emphasize to their soldiers how and why the training is critical to mission success. However, safety must not be sacrificed while conducting training in a realistic and challenging training environment.

Train to Sustain Proficiency. The SFOD must be ready to go to war or conduct a FID mission on short notice. Sustainment requires practice and repetition. SFOD members use mission training plans (MTPs) and Individual Training Evaluation Programs (ITEPs) to achieve and sustain collective and individual proficiency. Training must emphasize sustaining skills and correcting identified weaknesses. Training requirements to support the FID mission are as diverse as the possible FID missions themselves (teaching basic infantry subjects to a paramilitary force, training a well-disciplined HN force in advanced military tactics). Therefore, SF unit training to support FID must be a well-orchestrated, intensive training pro gram that includes additional military occupational specialty (MOS) skills and extensive infantry and COIN tactics.

Train Using Multiechelon Techniques. To use available time and resources most effectively, commanders must simultaneously train individual and collective skills at SFOD level. During company-level training, the commander trains SF soldiers for operations at the next higher level and in a joint arena.

Train to Maintain. Due to the unique environment in which FID missions may take place, leaders and soldiers at every level must be conscious of maintenance and logistic matters. Maintenance training designed to keep equipment in the fight is as important to soldiers as being experts in its use. The SF unit incorporates maintenance in its training to enhance its capability to sustain operations in austere environments with limited external support. When possible, the SF unit trains to maintain HN equipment as well as its own organic equipment.

Make Commanders the Primary Trainers. Leaders at all levels are responsible for the training and performance of their soldiers and units. Their personal involvement is essential to training and battlefield success. They must be developed into the primary training managers and trainers for their organizations. To accomplish their training responsibility, commanders must—

- Keep the FID mission in focus.
- Base training on wartime mission requirements.
- Identify applicable Army standards and train to Army Training and Evaluation Program (ARTEP) and MTP standards.
- Assess current level of proficiency.
- Provide the required resources.
- Develop and execute training programs that produce proficient individuals, leaders. and detachments.

Training Based on the group commander's training guidance, the battalion commander assigns the missions and approves the draft company METL that supports the assigned missions. The company commander must plan, conduct, and evaluate company and SFOD training to support this guidance and the approved METL for the FID missions.

The company commander prioritizes the tasks that need training. Since there will never be enough time to train in every area, he focuses on the tasks that are essential for mission completion. He emphasizes building and maintaining proficiency

in those tasks that have not been performed to standard and sustaining proficiency in those tasks that are most difficult. He analyzes and prioritizes these tasks during training meetings with the SFODs.

Once the tasks for training are selected, the company commander builds the training schedule and plan on these tasks. He provides the training requirements to the battalion commander. After approving the list of tasks to be trained, he includes them in the unit training schedule.

He then coordinates the support and resource requirements with the battalion S3 well ahead of the scheduled training to allow S3 personnel sufficient time to coordinate for them. Finally, he ensures standards are enforced during training.

Safety Training must be to standards. Standards have been developed to perform the tasks safely. Trainers do not take shortcuts; they adhere to the subtasks and their standards. Soldiers must be aware of the harm they can cause to themselves and to others by the way they operate and train with their assigned equipment. They must understand what can happen when they take unnecessary risks during training. Leaders do not avoid training because of safety concerns; they train to standards.

Evaluation Evaluations can be either internal or external. Internal evaluations take place at all levels, and they must be inherent in all training. External evaluations are usually more formal and conducted by a headquarters two levels above the unit being evaluated.

A critical weakness in training is the failure to evaluate each task every time it is executed. The ARTEP concept is based on simultaneous training and evaluation. Every training exercise provides the potential for evaluation feedback. Every evaluation is also a training session. Leaders and trainers must continually evaluate to optimize training. Evaluation must take place as training takes place.

Emphasis is on direct, on-the-spot evaluations. However, the leader allows the task to be completed first. Correcting poor performance during individual training or during drills is easy to do. In higher-level exercises, it is usually not feasible to make corrections with outside evaluators. The habit of leader evaluation at every level makes the difference. Leaders plan AARs at frequent, logical intervals during exercises. This technique allows the correction of shortcomings while they are still fresh in everyone's mind. The AAR will prevent the reinforcement of bad habits.

Specified Training Augmentation elements and SFODs receive language training, area orientation, refresher combat training, field training exercises, and the like. The SFOD's training objectives are to develop capabilities to conduct IDAD activities-tactical operations, intelligence operations, psychological operations, PRC operations, and CA and advisory assistance operations in the target language. SFODs identified for FID operations begin intensified training immediately upon deployment notification. After deployment to the HN and before commitment to operations, SFODs may receive in-country training at HN training centers or at designated

training bases or locations. This training will help team members become psychologically and physically acclimated to the HN environment. This training will also allow commanders and staff some time to coordinate and plan within their own command and with civil and military HN, U. S., and allied organizations with whom they will be cooperating. After commitment, training continues and is stressed between operations, using needed improvements identified in operations as the basis for training.

Deployment to the Host Nation

FID operations are normally conducted in a semipermissive environment in which the SFOD is the guest of the HN. The use of SF infiltration techniques will not normally apply. Movement of an SFOD into the operational area will be conducted by executing the unit's deployment standing operating procedures (DSOP). The paragraphs that follow highlight specific organizations and procedures that are critical to the deployment of the SFOD. This information, however, does not obviate the need for an extensive DSOP.

Planning and Preparation

The deploying SFOD commander and all supporting forces require the following data to prepare for an airlift operation:

- Mission.
- Force.
- Location of departure and arrival airfield.
- Liaison, including the names, location, and telephone numbers of supporting agencies.
- Time and location of the joint planning conference.

The S3 air noncommissioned officer (NCO) is trained in air movement operations and performs the air movement officer (AMO) duties to help the deploying SFOD. Actions to prepare the deploying unit and support elements to participate in the joint planning conference include—

- Identifying the number of personnel and type and quantity of cargo and equipment to be moved.
- Establishing arrival priorities.
- Establishing liaison with the supporting airlift control element (ALCE), arrival airfield control group (AACG), and departure airfield control group (DACG).
- Identifying in its proposed shipping configuration cargo or equipment that may be denied loading aboard Air Force (AF) aircraft or will require special equipment or handling because of its size, weight, or fragile or hazardous characteristics. FM 55-12 and TM 38-250 provide the requirements for the movement of special or hazardous cargo and equipment.
- Appointing a unit movement officer (UMO). FM 55-12 describes UMO duties and responsibilities.
- Developing a traffic plan for movement to the departure airfield.
- Ensuring trained load teams are set up and are ready to carry out their responsibilities.

Preparation for Movement

Preparation for air movement begins with receipt of the mission directive or order. Deployment planners including the AMO or NCO and/or deploying unit—

- Jointly prepare the air movement plan with the Air Mobility Command (AMC) representatives. This plan includes enough details to assure an orderly execution of the deployment mission. The plan addresses all aspects of load planning and passenger and/or cargo documentation.
- Establish priority and sequence for movement of troops and equipment.
- Mark each box, crate, large item of equipment, and vehicle with accurate width and center of balance (CB) (includes all cargo 3 meters long or longer and any item having a CB point other than its center).
- Document and manifest troops and material and distribute the required number of copies of manifests as determined by the ALCE.
- Develop detailed airlift requirements and provide this information to the AMC representatives. They need these data before the movement date to permit orderly load and flow planning. They need the number and type of troops to be moved; the weight, length, width, and height of items to be airlifted; the nomenclature of the items and, where appropriate, a description of outsized or unusual cargo; and a list of hazardous materials to be airlifted.
- Assign duties and responsibilities to unit liaison personnel as determined during the joint planning conference. They prepare equipment and supplies for air movement to meet joint inspection requirements.
- With the supporting AMC personnel, complete specific aircraft load plans and prepare passenger and/or cargo manifests.
- Complete movement priorities for aircraft loads of unit personnel and equipment.
- Appoint an aircraft or troop commander for each mission aircraft carrying passengers.

Departure Airfield Operations

Operations at the departure airfield site include the marshaling area, alert holding area, call forward area, and loading ramp area activities.

Marshaling Area Activities. *The* installation from which the deploying unit stages its departure provides the marshaling area. The deploying unit commander conducts the marshaling area activities. These activities may take place within the deploying unit's permanent area or in another area to ease movement and control. In either case, they should take place as close as possible to the departure airfield. However, their location should not cause unnecessary congestion to the airfield operations or undue hardship to the deploying unit. The home station installation or parent organization is responsible for the movement of its subordinate unit(s). The deploying unit—

- Establishes liaison with the DACG and other activities as agreed during the joint planning conference.
- Performs final preparation of vehicles and equipment.
- Ensures adequate shoring material is on hand and readily available.

- Groups personnel, supplies, and equipment into aircraft loads IAW established loading plans.
- Passes control of aircraft loads to the DACG at the alert holding area.

Alert Holding Area Activities. *The alert* holding area is the equipment, vehicle, and personnel control area and is located near the departure airfield. The deploying unit uses this area to assemble, inspect, hold, and service aircraft loads. The deploying unit ensures the aircraft load arrives at the alert holding area at the time specified by the DACG and transfers control at this point. The unit provides the DACG with the passenger and/or cargo manifest and required documentation. It also provides personnel to correct loading discrepancies.

Call Forward Area Activities. The deploying unit conducts the joint inspection in the call forward area. Here. the unit commander gives the deploying troops a final briefing and reviews the manifests for accuracy.

Loading Ramp Area Activities. The ALCE controls the loading ramp area and the ready line area. The planeload or troop commander—

- Ensures shoring, floor protection materials, and 463L dunnage (pallets), if required, are on hand and ready for use.
- Follows the directions of the load team chief for passenger escort.
- Monitors the aircraft load or passengers.
- Retains one copy of the final cargo and/or personnel manifest.
- Provides help to load and secure the aircraft load as requested by the load team chief.
- Ensures vehicle drivers and equipment operators follow the instructions of the load team chief or primary loadmaster while loading equipment on the aircraft.

Arrival Airfield Operations

The operations at this site include off-loading ramp, holding, and unit area activities.

Off-Loading Ramp Area Activities. The ALCE controls the off-loading ramp area activities. Off-loaded aircraft loads are released to the AACG for return to unit control at the established release point. The planeload or troop commander provides assistance to the primary loadmaster. The off-load team chief gives instructions to the planeload or troop commander who ensures all aircraft tie-down equipment, pallets, and nets are returned to the ALCE. He retains or disposes of all shoring, floor protection materials, and 463L dunnage as determined in joint planning conference. He provides one copy of the cargo and/or personnel manifest to the AACG.

Holding Area Activities. The deploying unit provides unit liaison personnel and helps the AACG as required.

Unit Area Activities. The deploying unit accepts aircraft loads and ends the air movement at this point.

Site Survey

The mission of the site survey team is to report accurately to its parent unit the existing HN mission, enemy, terrain, troops, time available, and civilians (METT-TC) conditions. It also establishes in-country C^3I, CS, and CSS relationships for the follow-on unit's mission execution and coordinates the in-country reception of the main body. See Appendix E for a site survey checklist.

Before departure, the site survey team conducts predeployment activities to include—

- Obtaining, through the battalion S2 and S3, the required travel documents (visas and passports) and a copy of the country clearance message sent by the U.S. Embassy.
- Ensuring all site survey team members' medical and immunization records are current.
- Conducting predeployment finance operations.
- Receiving the Security Assistance Training Management Office (SATMO) briefing (if applicable).
- Obtaining designated fund cites.
- Confirming, by telephone with the U.S. HN team, that all agencies concerned with the site survey have been briefed on the team's itinerary and are available for coordination.
- Receiving and updating the threat briefing and reviewing the ROE and Status of Forces Agreement (SOFA) (if any).
- Conducting a mission analysis and briefback IAW the procedures outlined earlier in this chapter. The team tailors its mission analysis and briefback to the site survey mission.

Upon arrival in the HN, the team processes through customs, notifies the SAO of its arrival and status, and requests an updated threat briefing. The survey team must be ready to brief the mission and POI to the SAO for approval and/or modification.

The survey team commander and S3 establish the command relationship with the next higher in-country U.S. commander if he is not in the team's normal chain of command. The team commander also briefs the higher in-country U.S. commander on the planned execution of the survey and the required preparations for the main body.

He also obtains any additional guidance from the higher in-country U.S. commander for the follow-on forces' mission execution. As a minimum, this guidance includes confirmation of the ROE, evasion and recovery support, and the limitations on relationships with HN counterparts.

He discusses the following areas with the SAO but does not limit these discussions to—

- Training objectives.
- Terms of reference.

- Political situation.
- Social customs.
- Guidelines for official and personal associations with foreign personnel.
- Currency control.
- Procedures for obtaining intelligence support from the higher in-country U.S. commander.
- Administrative support.
- Legal status in relation to the foreign country as prescribed by the SOFA.
- Procedures for obtaining CS and CSS from the higher in-country U.S. commander.

The team commander confirm or establishes communications and reporting procedures between the higher in-country U.S. commander, the survey team, and the follow-on SF units still in mission preparation. The team commander must also identify the availability of communications equipment needed to support the mission.

He confirms or establishes procedures for obtaining CS and CSS from the higher in-country U.S. commander. He identifies a point of contact (POC) at the country team's crisis management element or at the emergency operations center (EOC) of the U.S. military staff. The POC then informs the SFOD of necessary actions during increased threat or emergency situations that require evacuation of U.S. personnel from the HN. The team commander establishes the procedures to obtain intelligence support from the higher in-country commander or other U.S. agencies.

The survey team establishes direct working relationships with its next higher in- or out-of-country support element. The survey team—

- Identifies the supporting element's location.
- Contacts the supporting element to determine the limitations of the available support and the expected reaction time between the initiation of the support request and its fulfillment.
- Requests support for the in-country reception of the main body IAW the requirements in the survey team's OPORD.
- Confirms or establishes communications procedures among the supporting element, the survey team, and the follow-on SF unit still in mission preparation. It identifies, as a minimum, alternate and emergency communications procedures for C^2, all available CS, and medical evacuation (MEDEVAC).
- Reports the established communications support-requesting procedures for the follow-on SF unit.

The survey team establishes procedures to promote interagency cooperation and synchronize operations. The team—

- Identifies the location of the concerned HN or U.S. agency.
- Contacts the concerned agency to establish initial coordination.
- Exchanges information and intelligence.
- Confirms or establishes communications procedures.

- Confirms or establishes other coordination protocols, as necessary.
- Reports the newly established or changed procedures for inclusion into the follow-on SF force's plans for mission execution.

The survey team commander and/or specified subordinates establish direct working relationships and rapport with the HN unit commander. The survey team—

- Briefs the HN commander on the SFOD's survey mission and the restrictions and limitations imposed on the SFOD by the higher U.S. commander.
- Assures the HN commander that his assistance is needed to develop the tentative objectives for training and/or advisory assistance.
- Deduces or solicits the HN commander's actual estimate of his unit's capabilities and perceived training and/or advisory assistance and material requirements. They discuss training plans, current training status and/or needs, units available for training, and training facilities.

The survey team obtains the HN commander's approval of the plan. The team also requests linkup with the counterpart under the mutual supervision of the HN commander and the survey team commander.

The team does not make any promises (or statements that could be construed as promises) to the HN commander about commitments to provide assistance or fulfill material requirements. In particular, the survey team does not—

- Make any comment to host government on possible availability of U.S. government resources in any form.
- Provide any kind of independent assessment or confirmation of the external threat as perceived by the HN.
- Provide advice on tactics, doctrine, basing, combat planning, or operations.

The survey team analyzes the HN unit's status to determine HN requirements for training and/or advisory assistance. The team—

- Collects enough information to confirm the validity of current intelligence and selects tentative training and/or advisory assistance COAs.
- Prepares written estimates for training and/or advisory assistance COAs that are prioritized in order of desirability.
- Determines the unit's location and its effects on the populace.
- Collects and analyzes all information affecting force protection.
- Determines the HN unit's existing logistics and maintenance support shortfalls and capabilities.
- Determines the compatibility of recommended equipment with that in the HN's inventory.

The survey team helps the HN unit prepare facilities (training, security, administrative) for the execution of the mission. The survey team inspects the HN facilities the SFOD members and their counterparts will use during the mission (see Appendix F). At this time, it identifies any deficiencies that will prevent the execution of the tentatively selected training and/or advisory assistance COAs. After the inspection, the survey team commander recommends to the HN commander the most desirable COAs to correct the deficiencies found (if any).

The survey team commander recommends to the HN commander the most desirable COAs, emphasizing how to achieve the desired training and/or advisory assistance objectives. The survey team commander—

- Ensures the HN commander understands the desired COAs are still tentative (contingent on the U.S. commander's decision).
- Ensures the higher in-country U.S. commander is informed of significant findings in the survey of the HN unit.
- Selects the COAs to be recommended to the follow-on SF units, after obtaining input from the HN commander.

The survey team ensures its security at all times, based on the latest threat assessment. The team—

- Fortifies its position(s) (quarters, communications, medical, command) within the available means keeping in mind the requirement to maintain a low profile.
- Establishes and maintains an internal alert plan.
- Organizes and maintains an internal guard system with at least one member who is awake and knows the location(s) of all team members. The guard is ready to react to emergencies by following the alert plan and starting defensive actions based on established ROE and evasion and recovery procedures.
- Maintains communications with all team members outside the immediate area occupied by the team's main body.

Before departing from the HN, the survey team again visits all concerned U.S. and HN staff agencies to clarify any unresolved problem areas.

Advance Party Deployment to the Host Nation

An advance party deploys to the HN after the SFOD completes its FID mission planning and the proper commander and/or SATMO representative declares it deployable. The advance party conducts predeployment activities and coordinates all necessary travel documentation and country clearances with the proper agencies.

The advance party reviews the ROE and any SOFA before deploying to the HN. If applicable, the proper staff provides an updated threat briefing to the SFOD.

The *S4* section and the support company help with outloading in the unit area. The SFOD places all supplies and materials on pallets beforehand and prepares the load manifest.

Upon arrival in the HN, the advance party processes through customs and immediately notifies the SAO and/or higher headquarters of its arrival and status. The advance party obtains the proper identification, documentation, and weapons permits. The SAO normally provides to the advance party the necessary POCs that expedite this process.

The advance party establishes contact with all U.S. and HN tactical unit commanders and conducts final premission planning activities. The advance party procures

a secure working, storage, and living area for the SFOD and reconnoiters and prepares the training site(s). The advance party coordinates for special support equipment to unload heavy supplies and transport the supplies and the SFOD to the training site.

Main Body Deployment to the Host Nation

The SFOD deploys to the HN after completing its FID mission planning and being declared deployable by the proper commander and/or SATMO representative. The SFOD conducts predeployment activities and coordinates all necessary travel documentation and country clearances with the proper agencies.

The SFOD reviews the ROE and SOFA before deploying to the HN. The proper staff then provides an updated threat briefing to the SFOD.

The S4 section and the support company help with outloading in the SFOD area. All the supplies and materials are already palletized and the load manifest is prepared.

Upon arrival in the HN, the SFOD processes through customs and immediately notifies the SAO and/or higher headquarters of its arrival and status. The SFOD obtains the proper identification, documentation and weapons permits from U.S. or HN sources, if applicable. The SAO normally provides to the SFOD the necessary POCs that expedite this process. Members of the advance party meet the main body on its arrival and brief the main body on any required changes to the SFOD's OPORD.

The SFOD off-loads its equipment and personnel onto vehicles for movement to the training site, or it stores the equipment in a secure area until the processing is completed. The HN is responsible for the security of the equipment but the SFOD members must always remember the SFOD commander is ultimately accountable for the team's physical and personal security. The junior engineer sergeant, as the detachment S4, stays with the equipment and helps his counterpart in guarding it.

In-Country Preparations

Upon arrival, the SFOD commander and S3 brief the SAO on the planned execution of the SFOD's mission and reconfirm the required command relationship.

Local conditions may require the SFOD to confirm or establish its in-country and/or external C^3I, CS, and CSS relationships from outside its AO upon arrival in the HN. The SFOD establishes direct working relationships with its next higher in- or out-of-country supporting element to—

- Determine the limitations of the available support and the expected reaction time between the initiation of the support request and its fulfillment.
- Confirm or establish communications procedures between the supporting element and the SFOD to include, as a minimum, alternative and emergency procedures for C^2, all available CS, and MEDEVAC.

The SFOD establishes procedures to promote interagency cooperation and synchronization. The SFOD—

- Identifies the location of the concerned HN or U.S. agency.
- Contacts the concerned agency to establish initial coordination.
- Exchanges information or intelligence.
- Confirms or establishes other coordination protocols as necessary.
- Incorporates the newly established or changed procedures into the SFOD's plans for mission execution.

The SFOD immediately establishes OPSEC procedures to support its mission execution and identifies rally and/or rendezvous points incorporated into its defensive and evasion and recovery plan.

After receiving a detailed briefing and further guidance from the advance party, SFOD members continue to develop effective rapport with the HN commander and counterparts. They also assess their working, storage, and living areas for security and verify the location of the training site, communications center, dispensary area, and HN troop area. The SFOD commander—

- Establishes rapport with the HN commander.
- Conducts introductions in a businesslike, congenial manner.
- Briefs the HN commander on the SFOD's assigned mission, its capabilities, and the restrictions and limitations imposed on the detachment by the higher U.S. commander.
- Assures the HN commander all SFOD members fully support the HN and firmly believe a joint SFOD-HN unit effort will succeed. He requests counterpart linkup be made under the mutual supervision of the HN commander and the SFOD commander.
- Assures the HN commander all current SFOD plans are tentative and that he needs his assistance to finalize them.
- Deduces or solicits the HN commander's actual estimate of his unit's capabilities and perceived advisory assistance and material requirements.
- Recommends to the HN unit commander the most desirable COAs while emphasizing how they satisfy present conditions and achieve the desired training and/or advisory assistance goals. He provides the HN commander with the necessary assistance in selecting the best COAs based on the level of rapport obtained.
- Informs the higher in-country U.S. commander of any significant changes in the SFOD's plan for HN assistance.

The SFOD S2 supervises the dissemination of intelligence and other operationally pertinent information within the SFOD and, as applicable, to higher, lower, or adjacent units or agencies. He also—

- Monitors the implementation of the SFOD intelligence collection plans to include updating the SFOD's CCIRs list, conducting area assessment and coordinating for additional intelligence support.
- Establishes liaison with HN intelligence and security agencies (within the guidelines provided by applicable higher authority) and the assessment of the hostile

intelligence threat and resultant security and/or force protection requirements, including coordination with the S3 on specific security and operational security measures.

The SFOD members update, through the SFOD S2, the SFOD's CCIRs list based on the latest information available and requirements for additional CCIRs that arise from modified estimates and plans. They also—

- Analyze the HN unit's status to finalize the SFOD's plans for advisory assistance (POI, lesson plans, task organization of SFOD with counterparts, staff functions for FID operation planning, and advisory assistance for FID operation execution).
- Explain their analysis to their counterparts and encourage them to help with, and participate in, the analysis, the preparation of estimates, and the briefing of the analysis to the HN unit commander.
- Prepare and brief the plans for training and/or advisory assistance.
- Help the HN unit inspect the available facilities (training, security, administrative) to identify deficiencies (if any) that will prevent performing the mission. If any deficiencies are found, they prepare and provide the HN commander estimates of COAs to correct those deficiencies.
- Supervise the preparation of the facilities with their counterparts and inform the SFOD and HN commanders on the status of the facilities.

The SFOD ensures its security is based on the present or anticipated threat. Some recommended actions the SFOD may take are—

- Hardening its position(s), (quarters, communications, medical, command) based on the available means and requirements to maintain low visibility.
- Maintaining an SFOD internal guard system with at least one SFOD member who is awake and knows the location(s) of all other SFOD members. The guard reacts to an emergency by following an internal alert plan and starting defensive actions.
- Maintaining communications with all subordinate SFOD members deployed outside the immediate area controlled by the SFOD main body.
- Establishing plans for immediate SFOD defensive actions in the event of an insurgent or terrorist attack or a loss of HN rapport with hostile reaction.
- Discussing visible SFOD security measures with HN counterparts to ensure understanding and to maintain effective rapport. SFOD members do not divulge sensitive information for the sake of possible rapport benefits.
- Encouraging the HN unit, through counterparts, to adopt additional security measures identified as necessary during the analysis of the HN unit's status and the inspection of its facilities.
- Coordinating defensive measures with the HN unit to develop a mutual defensive plan. SFOD members obtain from the HN unit its present reaction and/or defensive plan for an insurgent or terrorist attack. They encourage the HN unit, through counterparts, to conduct mutual full-force rehearsals of defensive plans; if unsuccessful, the SFOD conducts internal rehearsals of the plans.

Chapter 3

Employment

Section I. Training Assistance

Training assistance for HN forces is usually the result of an agreement negotiated between U.S. and HN officials at the national level. This agreement provides the framework for the who, what, when, where, how, and why of military training assistance. Often, U.S. Army doctrine as prescribed in FMs 25-100 and 25-101 must be modified to fit the unique requirements of the HN forces being trained. Procedures may vary, but the fundamental techniques and thought process still apply.

In general, those skills, concepts, and procedures for FID taught to U.S. forces are also applicable to HN forces for IDAD. Training emphasis varies according to the HN requirements, force composition, and U.S.-HN agreements.

The training to be conducted depends on the situation and varies considerably. Existing military personnel, new military personnel, and/or paramilitary forces may receive training assistance.

It is essential that HN counterpart personnel be present with U.S. trainers. These counterparts will eventually conduct all the instruction and training without guidance from U.S. personnel. Initially, U.S. personnel may present all or most of the instruction with HN assistance, to include interpreters, if necessary. The goal of U.S. training assistance is to train HN personnel to conduct the training. U.S. trainers use the "train the trainer" concept.

Training Assessment

The SFOD conducts a training assessment before the actual training begins to determine the HN unit's training requirements, personnel manning shortages.

individual training needs, and equipment shortfalls. Ideally, the site survey team gathers all this information. To properly conduct the training, the SFOD needs to determine or identify—

- The unit's mission and METL and capability to execute them.
- The organizational tables for personnel and equipment authorization.
- Any past or present foreign influence on training and combat operations using MTTs (see Appendix G), advisors, or available military equipment.
- The unit's ability to retain and support acquired skills or training from past MTTs or foreign training missions.
- The organization and find out which leadership level is responsible for training the individual soldier.
- Operational deficiencies during recent combat operations or participation in combined or joint exercises with the U.S. personnel.
- Maintenance status to include maintenance training programs.

The SFOD also needs to review the relationship between the unit and the local population. It must determine if the unit is able to satisfy its administrative and logistic requirements without a negative impact on the civilian populace.

Training Plan

After completing the training assessment, the SFOD operations sergeant analyzes the prepared training plan and determines if changes are necessary. The FID tasks, conditions, and standards are developed to train the HN forces. SFODs tasked to train HN forces use the appropriate doctrine to attain the training goals. For example, they use battle drills and ARTEP MTPs when applicable to support HN training. HN training strategies must include multiechelon training whenever it is applicable. Multiechelon techniques save time and achieve synchronized execution of mission-essential tasks throughout the HN force. SFODs assess the factors addressed below when planning training programs and field exercises:

- Proficiency of individuals and units in tactical operations and other skills required in IDAD operations involving intelligence, CMO, and PRC. Because of varied missions and limited resources, individuals and units require cross-training.
- Tactical operations against an enemy not oriented on holding terrain features except for temporary tactical or psychological advantage.
- Command, communications, and control (C^3) and logistic procedures, to include medical treatment and evacuation, that stress decentralized operations over large areas.
- Cooperation with U.S. and HN intelligence agencies during operations and training exercises.
- Military civic action, particularly surveying needs and planning. Unit resources need a realistic assessment with the unit's primary mission in mind.
- Use of supporting CA and PSYOP units and the conduct of psychological and CA operations.

- Use of the unit to assist in PRC operations.
- Orientation on the terrain, climate, and unusual health requirements.

Program of Instruction

To execute the HN training POI, the SFOD adheres to the training schedule consistent with cooperation from the HN forces and changes in the METT-TC. The SFOD also—

- Encourages, through counterparts, HN unit commanders to ensure all their personnel receive training as scheduled.
- Rehearses all classes with counterparts.
- Ensures all training objectives satisfy actual HN training needs identified during the analysis of the HN unit's status. The main focus of the training program is to support the HN's requirements.
- Structures all training objectives IAW applicable U.S. military doctrine unless making specific modifications to doctrine to meet an identified, in-country need.

Presentation of Instruction

To present the POI properly, the SFOD adheres to the lesson outlines. The SFOD also—

- Clearly states, at the beginning of the training (to include training exercises), the task, conditions, and standards to attain during each lesson and ensures the HN students understand them.
- Demonstrates the execution or shows the desired end result for each task.
- Stresses the execution of the task as a step-by-step process.
- Monitors the HN students' progress during practical exercises, correcting mistakes as they are made.
- States, as a minimum, all warning and safety instructions in the HN language, as applicable.
- Monitors instruction given through HN interpreters using an HN language-qualified SFOD member to ensure accurate translations.

Training Methods

The most effective method of training to standard is the crawl-walk-run method of teaching individual students tasks, battle drills, collective tasks, and STXs. This method develops well-trained leaders and units. Examples of these methods are described below.

Crawl Phase The trainer talks the students through the collective task step-by-step, describing what each individual or unit must do. The trainer—

- Describes the task, its purpose, and its importance.

- Describes the initiating cue, command, and/or combat in the context in which the training occurs.
- Describes the performance standards.
- Demonstrates the subtasks by conducting a walk-through of the collective task.
- Describes the performance measures of each step of the task in detail.
- Discusses the role of the supporting individual student task within the collective task.

The trainer completes the crawl phase by soliciting and answering questions from the students.

Walk Phase The unit executes the collective task at a slow, step-by-step pace. The trainer—

- Produces the cue that initiates the task.
- Has each student perform actions required by each step at a slow pace.
- Coaches and critiques performances during each practice run.
- Stops training, as required, provides correction, and continues to train.

The trainer concludes the walk phase by practicing the task until the unit can perform it to standard without coaching.

Run Phase The run phase is the graded phase. The trainer requires his students to perform the collective task at full speed, as if in combat. The run phase training normally takes place under realistic, wartime conditions. During this training phase, the trainer—

- Produces the cue that initiates the task.
- Allows the students to perform the task without interruptions.
- Has the students repeat the task until they can perform it well at full speed.
- Reverts to the walk phase if the students cannot perform the task correctly.
- Varies the conditions under which the task is performed, such as using different terrain or switching personnel between duty positions.
- Incorporates opposing forces (OPFOR) and live fire to assist in performance feedback.
- Conducts an AAR to conclude the training.

The SFOD uses different training methods depending on the assessment. Multiechelon training is highly recommended; however, the SFOD determines its training method based on METT-TC. "Combat rehearsals" are used to achieve multiechelon HN training. These rehearsals are the repeated practice of plans made for the HN forces to execute their specified missions (such as an attack on an enemy base camp). The SFOD uses full force, reduced force, and briefback rehearsals of these missions to train the required individual, crew, leader, and collective skills concurrently. At a minimum, training includes individual, leader development, and collective training.

Individual Training Training individual soldiers must include emphasis on physical and mental conditioning, tactical training, basic rifle marksmanship, first aid, combativeness, and

a familiarization with the operational environment. Individual training also includes general tactics and techniques of guerrilla operations and orientation on the nature of the motivation, operations, and objectives of insurgent movements.

Cross-Training. Personnel need cross-training on all types of weapons, communications and other equipment, and skills found in the unit because counterguerrilla operations require the use of small, self-sufficient units. Personnel losses must never cause weapons, communications equipment, or essential skills to be unused because of a lack of fully trained replacement personnel. Personnel also need training on civilian, military, and foreign-origin equipment (shoulder-fired antiaircraft and antitank weapons, boats, vehicles).

Physical Conditioning. The trainer plans and conducts training exercises to enhance the physical endurance and aggressiveness of the individual soldier. This training conditions the troops to mentally and physically withstand the strain of continuous offensive operations. The trainer emphasizes foot marches (including speed marches in full battle dress) and close quarter battle (CQB) (including hand-to-hand combat and bayonet drills). The trainer includes survival, evasion, resistance, and escape training in field exercises.

Leader Development Training

During counterguerrilla operations in rapidly changing circumstances, the small-unit leader must be able to plan and execute operations with little guidance. Therefore, the trainer must stress small-unit leadership training, which can take place concurrently with individual soldier training. Tools the trainer uses to train leaders are individual soldier's manuals and MOS training, tactical exercises without troops (TEWTs), battle simulations, and unit missions. This training develops aggressiveness, tactical proficiency, and initiative. Small-unit leaders receive training in forward observer (FO) and close air support (CAS) procedures. Leadership training must also include land navigation in difficult terrain and under conditions of limited visibility. Mission readiness and the health and welfare of subordinates are also continuous parts of training.

Collective Training

Collective training starts at the squad level. Squad battle drills are the key building blocks that support operations. The trainer can link battle drills and collective tasks through a logical, tactical scenario in a situational training exercise (STX). Although an STX is mission oriented, it will not by itself result in training to mission proficiency. STXs support operations, and battle drills and collective tasks support STXs. STXs and field training exercises (FTXs) need emphasis. During these exercises interplay among psychological and tactical, PRC, intelligence, and CA (including civil-military) operations must exist. The scenarios for each tactical exercise need to include interplay among the various possible aspects of IDAD.

Guerrillas. The enemy (guerrillas) needs a realistic and accurate representation during training exercises. The aggressor's plan of action must be detailed, supervised, and coordinated. Using an opposing force operating at random throughout the area, making contact with the player unit at will, serves no useful training

purpose. When using aggressors during STXs and FTXs, the trainer must carefully consider the security risks involved, especially in areas where the presence of insurgents is known or suspected.

Civilians. Civilian populations the trainees can expect in an AO also need adequate representation in training. These populations are necessary in all tactical exercises emphasizing CA, PSYOP, intelligence, and PRC.

Materiel. Inspection and maintenance are stressed during training exercises. Emphasis is on maintaining weapons, communications, and equipment in operational condition at all times.

Environment. The SFOD must understand the operational environment when training HN armies and be flexible in using U.S. doctrine to train allied elements. Modifications in U.S. doctrine are necessary because the HN's level of expertise, its command and control, the tactical situation, and its logistic base may be very different from that required by U.S. doctrine.

Evaluation. Training evaluation is ongoing. The SFOD tests HN students after each applicable block of instruction. These tests must be as performance-oriented as possible to accurately judge the level of proficiency the HN soldier has attained. To gain this judgment, the SFOD must—

- Use tests that accurately measure the ability of the HN students to perform the task to standards.
- Identify, through testing, deficiencies in student performance.
- Give remedial training and retest students with deficient performance.
- Provide test results to the SFOD and HN unit staff section(s) that maintain the training records.

Integrated Training

Much of the training normally presented in most individual and small-unit combat training programs also applies for combat training against guerrilla forces. The trainer continuously stresses the fundamentals presented in combat training of the individual soldier and patrolling. Designing FTXs properly promotes the mastery of these fundamentals.

Individual Training

Subjects in which counterguerrilla training can be integrated into individual training are discussed in the following paragraphs.

Patrolling. The trainees learn the organization, missions, and tactics of counterguerrilla patrols. The training stresses the ability to move silently, avoid detection, and track guerrilla forces.

Guard Duty. The trainees learn to develop security consciousness of infiltration and guerrilla actions. The training emphasizes the need for alertness and defense against surprise attack.

Intelligence. This training stresses the need for continuous and accurate reporting of information using the size, activity, location, uniform, time, and equipment (SALUTE) report. It also stresses the need for rapid transmission of information on guerrilla activity.

Field Sanitation, Personal Hygiene, First Aid, and Evacuation. This training stresses the need for proper health measures, self-aid, buddy-aid, evacuation methods, and MEDEVAC request procedures.

Unit Training The following subjects are suitable for integration into unit training.

Patrolling and Small-Unit Tactical Training. This training stresses squad, fire team, and individual movement techniques and battle drills. It includes training in detecting and neutralizing mines and booby traps (see Appendix H). It also stresses the need for effective small-unit leadership and aggressiveness after having encountered and engaged guerrilla forces.

Crew-Served Weapons Training. This training stresses crew drills and emplacement, security, and maintenance of crew-served weapons.

Communictions. This training includes the operation and maintenance of radio sets and proper communications procedures. It stresses communications security (COMSEC) and discipline because sophisticated guerrilla units may be able to monitor communications. This training must stress the usefulness of field-expedient antennas and provide enough instruction to ensure their proper construction and use when necessary.

Field Fortification Training. This training stresses building bunkers, trenches, and individual fighting positions. It teaches the use of improvised obstacles to include barbed and concertina wire, sharpened stakes, and punji pits. It covers the preparation of positions for, and the emplacement of, key and crew-served weapons. It also covers manufactured or improvised mines and booby traps and other explosive devices.

Visibility and Sound. This training emphasizes using camouflage, cover and concealment, and light and noise discipline. It also discusses guerrilla concealment and camouflage techniques.

Squad, Section, and Platoon Tactical Exercises. This training incorporates raids and ambushes on guerrilla forces. It stresses small-unit tactics and techniques in offensive and defensive operations against guerrilla force infiltrators. It emphasizes security, intelligence, communications, and aggressive actions when contacting guerrilla elements.

Combined Arms Training. When applicable, this training provides instruction on the capabilities, optimum roles, and techniques of using armor, artillery, aviation, and infantry. It emphasizes close coordination between all tactical elements. This training also stresses the capability of armor, particularly armored cavalry units, to

cover large trafficable areas and to perform reconnaissance and security missions. It includes air mobility and air cavalry.

First Aid and Evacuaton. This training integrates first aid training. It includes the care of wounds and snakebites, cardiopulmonary resuscitation (CPR), manual evacuation carries, and improvised splints and litters.

Joint and Combined Training. This training stresses the concepts, techniques, and procedures to coordinate the activities of units with military and civilian U. S., HN, and allied units and agencies.

Law of Land Warfare Training. This training is most successful when integrated with tactical instruction. This type of training is closely related to human rights instruction, which is required by every deployment order.

Limited Visibility Training

Effective operations during hours of limited visibility are essential in counterguerrilla operations. The basic ingredient of successful offensive or defensive limited visibility operations is the individual soldier's confidence in his abilities and equipment during the hours of darkness. This confidence stems from detailed planning and painstaking, successful training.

A training program must devote from one-fourth to one-third of its total training time to night operations. Such nighttime training provides troops and units with the knowledge, confidence, and skill needed for night operations. The trainer considers the use of reverse training cycles—training conducted from 2000 to 0600. The key to successful night operations is scheduled training that shifts from day tonight and vice versa. This training is scheduled during an uninterrupted tactical exercise. Further, the scope of night training must include all aspects of operations. Training stresses exercises involving night movement. Areas of emphasis in night training are—

- Firing techniques during periods of limited visibility and darkness.
- Individual and team live-fire exercises under all light conditions.
- Night relief procedures at small-unit level.
- Night movement and security at halts.
- Individual and unit light and noise discipline (to avoid detection at night).
- Individual proficiency in land navigation during limited visibility.
- Use of detection devices in offensive and defensive night operations.
- Night live-fire exercise for squads and platoons.
- Use of artillery to support night operations.
- Night airmobile operations.
- Night aerial delivery.

Training Area Security

The training area must be secure from insurgents before training can take place Continuous security must be maintained during all training. One method to provide continuous security is to separate all trainees into three elements. Each of these training elements receives a mission one trains, one provides security, and one provides support. All elements rotate during the training cycle. To ensure the security of the training site, the SFOD must—

- Analyze the threat to determine its capabilities to attack or collect intelligence on the training of the HN unit at each site.
- Help the HN unit commander prepare estimates of COAs that would deny insurgents access to the training site(s).
- Recommend to the HN unit commander the COA that best satisfies the identified need.
- Ensure, before each training session, all personnel (U.S. and HN) at the training site(s) understand the defensive actions to be taken in an insurgent or terrorist attack and the OPSEC measures to follow.
- Monitor the execution of the selected COA (HN force disposition and OPSEC measures) to ensure it remains an effective counter to the anticipated threat.

The SFOD commander does not let SFOD members conduct training until security has been established at the training site. The next higher U.S. commander or SAO must be informed of the situation if the issue cannot be resolved with the HN unit commander.

Training Area Selection

The field training area must allow for realistic training. Special consideration must be given to the local populace living near the training area. Trainers need to integrate CA and PSYOP assets to avoid a negative impact on the civilian residents and to avoid or minimize the destruction of property and danger to the indigenous people.

Logistics and transportation are major factors in the selection of training areas. Ranges need to be as far as practical from built-up areas to prevent accidental injuries to locals or their farm animals and to restrict observation by curiosity seekers and insurgent sympathizers. The ranges, however, need to be close enough to the cantonment area to allow easy access of troops and equipment for daily training. For advanced training, trainers need to consider their closeness to airfields, climbing sites, and military operations in urban terrain (MOUT) mockups.

After-Action Review

In any training event, the critical link between training and evaluation is the AAR. It is a professional discussion that includes the training participants and focuses

directly on the training goals. An AAR takes place after ail collective HN unit training events. Inherent in an effective AAR is the need to—

- Review the training goals with the concerned HN unit commander. The SFOD personnel ask leading questions, surface important tactical lessons, explore alternative COAs, keep to the teaching points, and make the AAR positive.
- Encourage the concerned HN unit commander to review the training event with his entire unit (or key subordinate leaders, as applicable). At this review, he stresses how he will strengthen his chain of command and place focus on himself as the primary trainer of his unit.
- Stress to the HN unit commander the importance of discussing not only what happened but also why it happened. He must also discuss the important tactical lessons learned, alternate COAs the unit could have taken, and important teaching points.
- Not criticize or embarrass the HN unit commander.

If possible, AARs take place during the field portion of the evacuation when the unit assembles at logical stopping points. AARs must provide feedback that increases and reinforces learning. All instructors and leaders participate in the final AAR. Each member is a key source of feedback. This feedback provides a richer "data base" for key points; for example, a leader's reaction to a given situation. During the AAR, the senior evaluator draws this information from the unit leaders to form the context for discussing possible alternative COAs.

There are four steps to follow when preparing for an AAR and four steps to follow when conducting an AAR. They are addressed in the paragraphs below.

Review Requirements and Objectives

The training objectives are the focus of the discussion during the AAR. Normally, the OPORD and the mission briefing initiate the actions to attain the objectives. The evaluator(s) must be familiar with the training requirements and objectives to be able to evaluate the level of proficiency reached by the HN forces.

Observe the Exercise

This step is an active process. The emphasis is on noting the actions that make the difference in the unit's successor failure. Since the OPORD and mission briefing may identify important activities and checkpoints, the evaluator must be present when these events occur. Therefore, during the exercise, the evaluator must position himself so he can observe anticipated critical events. Examples of critical events include the—

- Mission briefing and preparation.
- Movement to the objective(s).
- Actions at the objectives.
- Major command and control failures.
- Redeployment to the base.
- Postmission activities.

Select Site and Assemble Participants

After the exercise, the evaluators hold, if possible, a formal AAR at a preselected site. Evaluation must elaborate on standards that were not met and reasons

they were considered not met. There are many reasons for not performing a task to standard. Not all reasons are due to training or skill-related problems. Evaluators always give an AAR to the unit at the end of the evaluation.

Debrief the Evaluators

The senior evaluator must understand what happened during the exercise. Therefore, he obtains a sequential and detailed description of major events during the exercise. Also, he reviews the major events and ranks them in their relevance to the training objectives and their contribution to the outcome of the exercise. He then selects as many major events as possible (in chronological order) to cover in detail during the AAR.

Organize the Participants

The AAR leader assembles all unit leaders separately. He ensures all evaluators are present.

State the Training Objectives

The AAR leader briefly states the training objectives of the exercise. He describes the objectives as specifically as possible and includes any additional teaching points he intends to cover during the AAR. He limits the number of teaching points to three or four key points to keep the AAR in focus and to prevent it from becoming excessively long.

Lead the Discussion

The AAR leader guides the discussion of major events in sequential order. He discusses each major event in detail to make teaching points about the unit's performance during the exercise. In an effective AAR, the AAR leader—

- Avoids giving a critique or lecture.
- Asks leading questions to guide the discussion.
- Has the unit leaders describe in their own terms what happened.
- Has the unit leaders discuss not only what happened but also how it happened and how it could have been done better.
- Focuses the discussion so that important operational lessons are clear and understood.
- Relates events to subsequent results.
- Avoids detailed examination of events not directly related to major evaluation objectives.
- Encourages the participants to use diagrams to illustrate teaching points and to show routes, phase lines, and objectives.

Summarize Key Points

The AAR leader briefly summarizes teaching points for training objectives covered in the AAR. After the summary, he may have a private conversation with the unit commander on the unit's strengths and weaknesses and what can be done to improve the unit's performance. In an effective AAR, the AAR leader—

- Maintains order and discipline.
- Reviews the training objectives.
- Discusses the important events, to include discussing the events as they occurred and how the unit could have done better.

Traces the chain of events so that all participants understand all mistakes (one mistake is often the partial cause of another).

Ensures the major events are clearly related to teaching points.

Ensures the summary and training objectives are clear and concise.

Uses sketches, diagrams, or terrain models to reinforce the points made in the AAR.

Section II. Advisory Assistance

Within DOD, the principal element charged with providing advisory assistance is the SAO. SF personnel may provide assistance in two ways as an SFOD A providing advice and assistance to an HN military or paramilitary organization or as an individual SF soldier assigned or attached to the SAO. In either case, SF personnel provide advisory assistance under the OPCON of the SAO chief in his role as the in-country U.S. Defense representative. The SAO includes all DOD elements, regardless of actual title, assigned in foreign countries to manage SA programs administered by DOD. The U.S. advisor may often work and coordinate with civilians of other U.S. country team agencies. When he does, he must know their functions, responsibilities, and capabilities since many activities cross jurisdictional borders. The country team is composed of U.S. senior representatives of all U.S. Government agencies assigned to a country. Together, the SF advisor and his counterpart must resolve problems by means appropriate to the HN, without violating U.S. laws and policies in the process. SF advisors operate under very specific ROE with the purpose of ensuring that advisors remain advisors.

The SF advisor must understand the scope of SAO activities. He also must know the functions, responsibilities, and capabilities of other U.S. agencies in the HN. Because many SF activities cross the jurisdictional boundaries or responsibilities of other country team members, the SF advisor seeks other country team members to coordinate his portion of the overall FID effort.

Although refusing U.S. advisors, HN military leaders may request and receive U.S. airmobile and fire support if the insurgency worsens. To coordinate this support and ensure its proper use, U.S. liaison teams accompany HN ground maneuver units receiving direct U.S. combat support. Language-qualified and area-oriented SF teams are especially suited for this mission (see Appendix I).

Figure 3-1 shows a possibility for task organizing an SFOD B to provide advisory assistance to an HN brigade-sized unit.

Figure 3-2 shows a possible C^2 and advisory assistance relationship for a single SFOD B deployed to provide advisory assistance to an HN brigade-sized unit. In this illustration, the SFOD B provides both C^2I, CS, and CSS for its subordinate SFODs A and advisory assistance to the brigade and its subordinate battalions.

Figure 3-3 (page 3-14) shows another possibility for C^2 and advisory assistance relationship for a single SFOD B deployed to provide advisory assistance to several individual HN battalion-sized units. In this illustration, the SFOD B only

provides C³I, CS, and CSS for its subordinate SFODs A. It does not have advisory assistance assigned for itself.

Figure 3-4 (page 3-14) shows a possibility for C² and advisory assistance relationships for a single SF battalion deployed to provide advisory assistance to HN forces. In this illustration, the SF companies are each responsible for providing advisory assistance to an HN brigade-sized unit.

Figure 3-1. SFOD B task organization for advisory assistance.

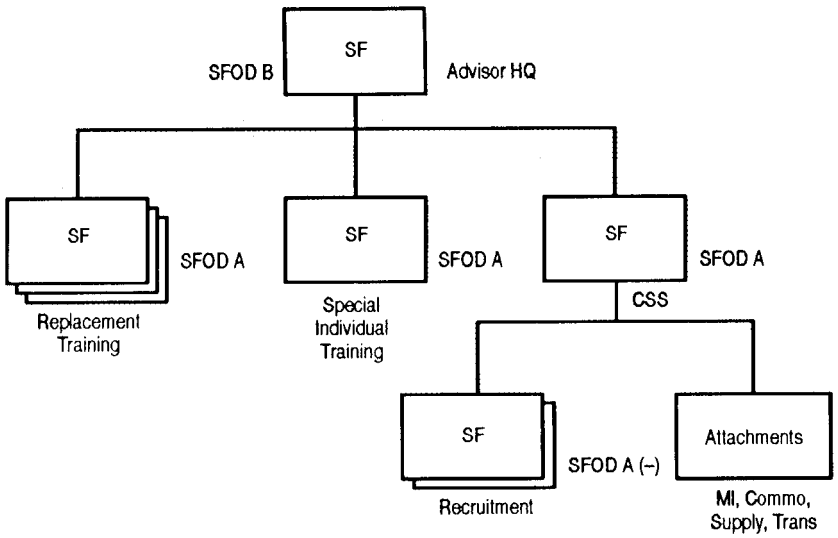
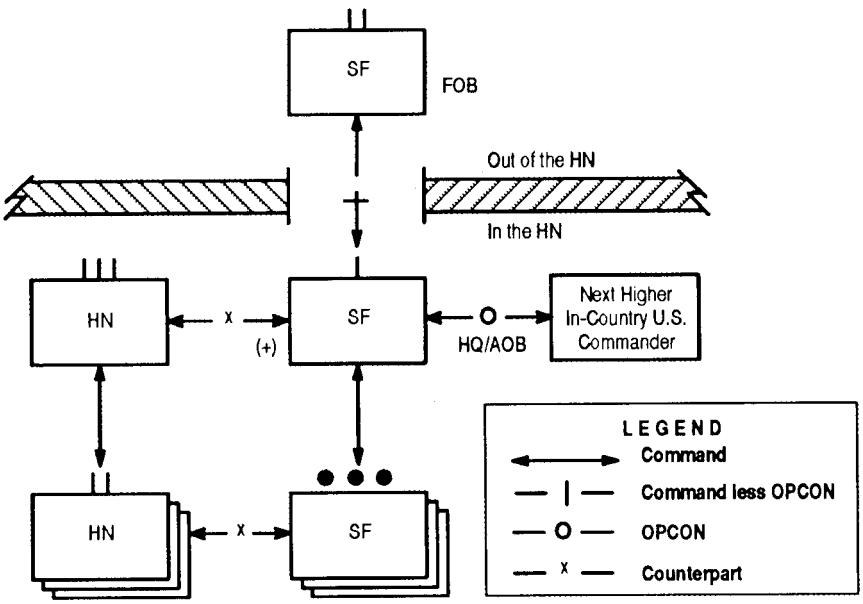


Figure 3-2. SFOD B providing C³I, CS, CSS, and advisory assistance.



Mission Impact Considerations

Subordinate commanders have maximum flexibility in the execution of their missions but receive specific responsibilities and enough guidance to ensure a

Figure 3-3. SFOD B providing C³I, CS, and CSS for deployed SFODs A.

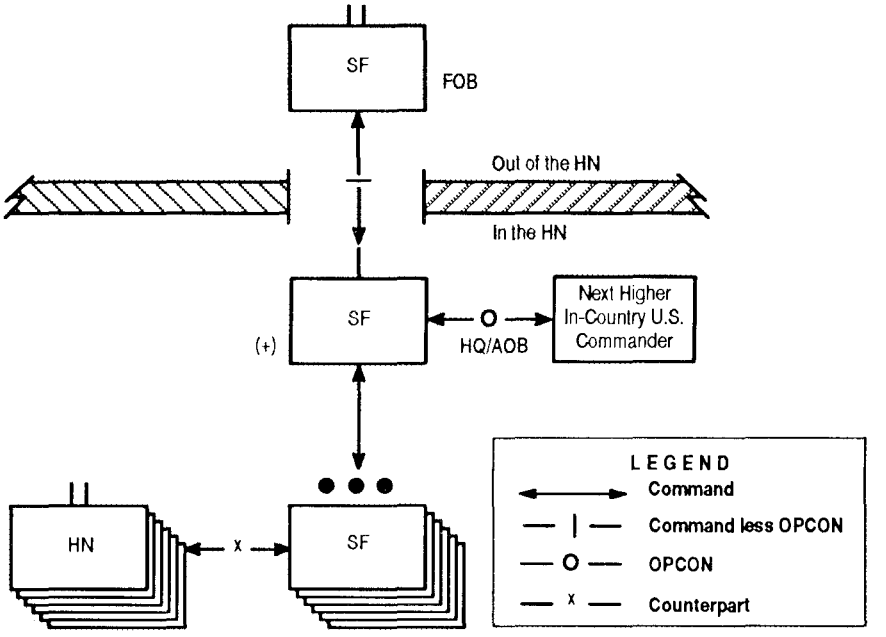
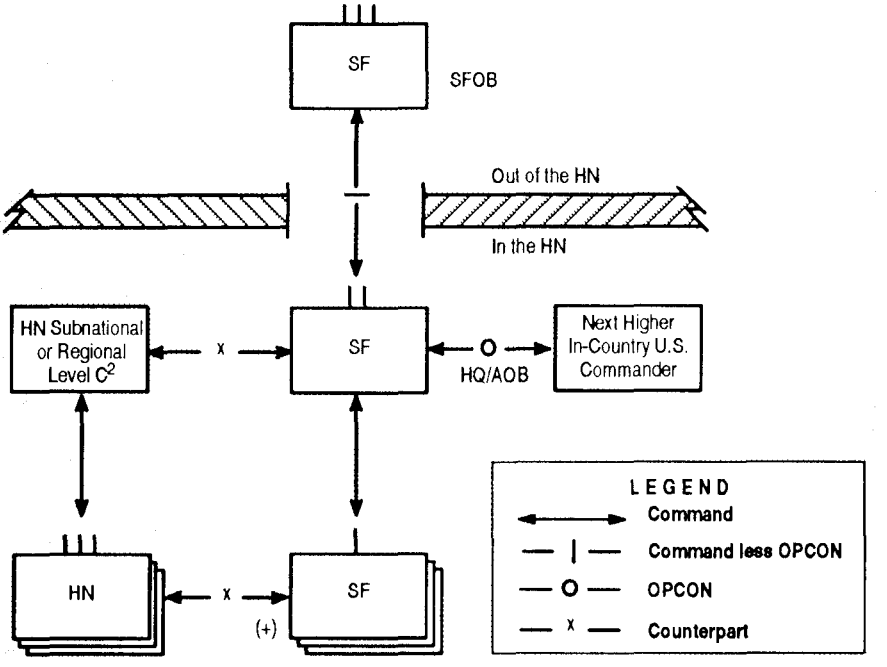


Figure 3-4. SFOD B providing advisory assistance.



coordinated effort. Events may cause rapid changes to COIN operations plans and allow units to use their resources against exposed guerrilla forces.

Maintaining high morale in units engaged in COIN operations presents problems different from those in limited and general war. Operating against an elusive force that seldom offers a clear target and where tangible results are seldom obtained requires continuous troop indoctrination and training.

During independent, prolonged missions, unit support depends on the ingenuity, courage, and tenacity of commanders and staffs at all echelons.

Command and staff action in COIN operations emphasizes—

- Detailed planning of small-scale, decentralized operations.
- C^2 over extended distances.
- Extensive contingency planning for the use of reserves and fire support.
- Deception operations.
- The use of electronic warfare (EW) operations.
- Detailed planning and coordination of activities with nonmilitary government officials.

In COIN operations, command and staff action also emphasizes detailed coordination and direction of the intelligence collection effort. These actions take place by—

- Coordinating with HN and U.S. intelligence agencies and HN regular and paramilitary forces.
- Using combat forces and EW intelligence elements to include radar and remotely monitored sensors and other technical surveillance systems.
- Using local people in the development of intelligence collection systems.
- Systematically and thoroughly interrogating prisoners and suspects.

In addition, command and staff action in COIN operations emphasizes incorporating and monitoring government internal development programs in the operational plan. These actions include—

- Preparing and executing integrated plans that include CA, PRC, and PSYOP.
- Operating with and assisting HN paramilitary and police forces.
- Integrating CSS functions, especially aerial resupply, into all planning.

Tactical Counterinsurgency Operations

Tactical COIN operations reduce the insurgent threat or activity in the area and provide a favorable environment for the HN's IDAD program. These objectives are complementary. When the insurgent threat is reduced, internal development can begin. When it works, internal development alleviates the causes of dissatisfaction that gave rise to the insurgency by depriving the insurgent of both popular support and a reason for fighting. Basic considerations for successful COIN operations are training, intelligence, a framework for combat, and a well-defined C^2 arrangement

by which the civilian government exercises control and coordination of all COIN operations.

There may be a need for tactical operations inside or near an urban area to defeat an insurgent attack. Any insurgent effort to seize and hold an urban area will probably involve operations in nearby areas as well. When the police or other internal security forces cannot cope with the attack inside the urban area, military forces can participate. These forces can set up security around the urban area and deny the insurgents reinforcements or support.

Military Forces When military forces reinforce police units to defeat insurgent forces inside an urban area, they require close control and coordination. As soon as the police force can manage the situation, the military forces withdraw.

Insurgent Forces When insurgent forces seize an urban area, proper authorities evaluate (from both a tactical and psychological aspect) whether to recapture it using major military force or other techniques. The probable psychological impact on the enemy, noncombatant civilians, and friendly troops influences the amount of force and specific techniques used to recapture an area. The safety of civilians and friendly troops, probable damage to property, and the military forces available must be considered. The principle of minimum essential force will help reduce casualties in the noncombatant civilian population.

Coordination Riot control munitions can be used against targets so that military forces can close with and capture the enemy with minimum injury to the noncombatants. In any event, military operations must be coordinated with the civilian police.

Process of Tactical Counterinsurgency Operations

The SFOD commander advises and assists the HN unit commander in the C^2 process of tactical COIN operations. The SFOD commander—

- Accompanies the HN unit commander when he receives his mission from higher headquarters.
- Assists the HN commander in anticipating his next mission.
- Monitors the HN unit commander's identification and understanding of his commander's intent and all specified or implied tasks. He recommends improvements or additions, as needed.
- Reviews the HN unit commander's identified operational constraints and restraints for completeness.
- Reviews the HN unit commander's time event plan and troop leading procedures and recommends improvements as necessary.
- Helps the HN unit commander provide C^2 during COIN operations.
- Monitors the tactical situation and recommends changes to the present COA to exploit changes in the situation.

The SFOD commander also monitors the flow of information to the HN commander. He recommends improvements needed to make continuous use of intelligence collection assets and to keep subordinates reporting combat information. He screens the information given to the HN commander to prevent information overload. He keeps the command communications channels open for critical information.

SPOD XO	• Monitors all HN staff sections and recommends changes in organization and procedures, as necessary, to improve efficiency. • Helps his counterpart during periods when the counterpart is in command of the HN force. • Monitors the liaison and coordination with higher HN headquarters. He recommends changes, as necessary, to improve efficiency.
SFOD S1	• Monitors the maintenance of HN unit strength and recommends improvements. • Monitors the processing of HN wounded and killed in action (KIA) and recommends improvements. • Monitors the processing of prisoners of war (PWs) and detainees to ensure respect for human rights. • Monitors the HN unit morale and recommends actions to improve it.
SFOD S2	• Monitors OPSEC and other procedures used to protect classified and sensitive material and operations and recommends improvements. • Monitors the updating of the situation map. He recommends actions to keep it current based on the available intelligence. • Recommends improvements, as necessary, to the HN unit's tactical operations center (TOC) communications SOP to ensure the S2 section receives situation reports from the S3 and all attached units. • Monitors the collection, evaluation, interpretation, and dissemination of information on the effects of weather and terrain on operations. He also monitors their effects on friendly or insurgent COAs. • Assists in examining captured insurgent documents and material. • Recommends and assists in requesting intelligence reports from available sources to ensure the exploitation of all assets. • Monitors the dissemination of intelligence to the HN commander, staff, higher headquarters, subordinate units and attachments. He recommends improvements in procedures, as necessary. • Assists in the briefing and debriefing of patrols operating as a part of reconnaissance and surveillance activities. • Assists, with the SFOD S3 and his counterpart, in developing reconnaissance and surveillance plans to ensure the complete coverage of the AO.

SFOD S3	• Assists in preparing tactical plans with the HN S2 using estimates, predictions, and information. • Monitors command and communications nets. • Assists in preparing all orders and plans. • Assists in supervising training and preparing for operations. • Monitors and makes recommendations to ensure operations are consistent with overall IDAD goals. • Assists in coordinating and implementing CA and/or PSYOP tasks assigned to the HN unit.
SFOD S4	• Monitors the maintenance of equipment readiness, recommending improvements as necessary. • Monitors the support provided to the HN unit, its subunits, and attachments. He recommends improvements as necessary. • Assists in supervising the use of transportation assets.
SFOD Weapons NCO	• Assists the HN unit in planning for, coordinating, requesting, and using fire support. • Recommends using fire support based on firepower restrictions and the principle of minimum-essential force.
SFOD Commander and Designated SFOD Members	• Review the estimates of tentative COAs developed by their counterparts. They recommend improvements or additional COAs to satisfy the HN unit commander's planning guidance. • Review for completeness the portions of the OPLAN or OPORD prepared by their counterparts. They recommend improvements or additions needed to satisfy the HN unit commander's planning guidance. • Are present during mission rehearsals. They recommend additions or changes to cover, as a minimum, actions at the objective and on enemy contact and alternate COAs for reasonable contingencies. • Recommend improvements to the task organization that maximize the strengths and minimize the weaknesses of the available assets. They recommend improvements to counter the anticipated threat and allow for swift organizational changes in contingencies. They also recommend improvements in maintaining a reserve appropriate for the size of the HN force employed. • Recommend improvements to mission execution by using the HN unit's mobility to achieve all possible tactical advantage. They recommend that the unit use only the minimum firepower needed to accomplish the given tasks. They specify restrictions on the ROE and ensure subunit missions (including reserve missions) are clear. *continued*

SFOD Commander and Designated SFOD Members (continued)	• Recommend improvements to the intelligence portions of the OPLAN or OPORD to ensure the exploitation of all sources and the analysis of the information. These actions will allow the HN commander to plan other actions that seize the initiative. • Recommend improvements to the service and support plans. They recommend taking only mission-essential supplies and not overburdening the soldiers at the expense of mobility. They recommend that resupply and MEDEVAC be available as needed. They also monitor mission and material preparations to include, as a minimum, weapons and ammunition, transportation arrangements, and mission-essential supplies and equipment. They recommend actions needed to correct shortcomings. • Recommend improvements to the signal plan to exploit available communications assets to gain all advantages possible. • Resolve (the SFOD commander) with the HN unit commander through discussion and recommendation the identified planning or preparation deficiencies. • Participate in HN unit debriefings. They encourage the HN unit commander and important subordinates to appraise realistically the HN unit's performance and to modify their techniques, tactics, and procedures to improve future performance. • Document and report to the higher U.S. commander incidents of corruption and gross inefficiency. They document and report violations of human rights. They also document and report the actions of HN military or government officials who habitually hinder operations through incompetence, self-interest, or suspected sympathy for the insurgents or terrorists.

Civil-Military Operations

CMO are defined in Joint Pub 3-57. This broad, generic definition denotes the decisive and timely use of military capabilities to perform traditionally nonmilitary activities. These activities include assisting host or friendly countries in bringing about political, economic, and social stability as they encourage the development of a country's materiel and human resources. FM 41-10 further defines CMO as activities conducted by military units to enhance military effectiveness, support national objectives, and reduce the negative aspects of military operations on civilians. They include PRC, foreign nation support (FNS), HA, MCA, and civil defense.

CMO in FID are designed to support the internal development of the HN. They focus on the indigenous infrastructures and population in the operational area. Successful CMO will support the development of favorable attitudes, feelings, or behavior among the populace toward the HN's IDAD projects.

During mission analysis of a FID mission, the SFOD commander may determine that his team will require augmentation of a CA direct support team (DST). Early CA augmentation will build on the SFOD's understanding of the political, economic, social, religious, and cultural factors that will influence their operations in

the HN. The DST will be responsible for producing the SFOD's CMO estimate and CA annex to the SFOD's OPLAN. It will also assist the SFOD in making a postdeployment area assessment to update area studies.

CA personnel working with the SFOD on a FID mission provide expertise and advisory capabilities in the area of CMO. They—

- Review U.S. SA program and HN IDAD goals.
- Plan CMO to support the HN plan.
- Plan CMO based on the three phases of insurgency described in this manual.
- Train HN military to plan, prepare for, and conduct MCA programs, PRC operations, and other CMO appropriate to the IDAD of their country.
- Establish and maintain contact with nonmilitary agencies and local authorities.
- Identify specific CMO missions the HN military will conduct.

CMO are the responsibility of military commanders at all levels. The successful military unit establishes a good working relationship with appropriate civil authorities and nonmilitary agencies in its area of operations. The SFOD must demonstrate how supported HN forces can integrate CMO into their military operations.

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, materiel, 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.

The SFOD helps the HN forces identify and acquire HN goods and services to support military operations. To accomplish this goal, the SFOD identifies projected shortfalls, determines what goods and services are available in the area of operations, and conducts negotiations for such support. Cultural awareness is extremely important in the negotiation process. Failure to follow locally accepted business principles could hurt efforts to establish rapport with the local populace and might play into the insurgents' propaganda campaign.

Humanitarian Assistance

HA encompasses short-range programs—such as disaster relief, noncombatant evacuation operations (NEO), HCA, nation assistance, and DC 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 the HN civil authorities or agencies that have primary responsibility for providing HA.

The SFOD, with its HN unit, may be directly involved in providing HA to a needy populace. Title 10, U.S. Code, governs the use of U.S. military forces in HCA. Some forms of HA may not extend to individuals or groups engaged in military or paramilitary activities.

The SFOD may also act as the coordinating or facilitating activity for HA provided by the international nongovemment organizations (NGOs) or private volunteer organizations (PVOs) responding to the emergency needs of a community in the

FID area of operations. The SFOD should get its HN military unit counterparts involved in this activity as early as possible to foster public support for the HN military.

Military Civic Action

MCA projects are designed and intended to win support of the local population for government objectives and for the military forces in the area. MCA employs mostly indigenous military forces as labor and is planned as 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.

For an MCA program to be successful, the local populace benefiting from the projects must have a voice in the selection of projects and the establishment of priorities. The SFOD must review (pretest) all projects with the populace prior to beginning the project. The SFOD must also conduct a posttest with the local people to determine whether the objectives were met. Failure to follow up can impact negatively on the overall IDAD mission in the area.

Civil Defense

Civil defense involves those measures taken to protect the populace and its property from harm in the event of a natural or man-made disaster. Civil defense is primarily the responsibility of government agencies. Civil-military problems are reduced when the government can control and care for its people. The effectiveness of civil defense plans and organization has a direct impact on other CMO.

SFOD support to civil defense involves training in self-protection measures. MCA projects may assist the local populace in—

- Building new shelters or preparing existing facilities for emergency occupation.
- Planning and improving evacuation routes.
- Pursuing other measures that would save human life, prevent human suffering, or mitigate major destruction or damage to property.

Other Considerations

Cultural characteristics in the AO are of importance to the local populace and require protection from military operations. The SFOD helps HN forces locate and identify religious buildings, shrines, and consecrated places and recommends against using them for military purposes. The SFOD helps the HN forces determine methods and operational techniques that will be most acceptable to the populace and still allow for completion of the military mission.

If required, the SFOD, with its CA support, may support civil administration missions with the HN government. They help HN military forces plan and conduct MCA. Since it is part of the overall U.S. SA program, this support and CA activities are governed by formal agreements between the HN and the United States.

PSYOP support to CMO is designed primarily to inform the populace about the many things the HN government and HN forces are doing for the people. Tactical loudspeaker teams, leaflets, and radio broadcasts are a few of the ways to let the people know about—

- What PRC measures are in effect.

- When certain PRC measures are no longer in effect.
- What civic action projects are being conducted in the area.
- What other programs are available for their benefit.

These PSYOP products can also keep the people abreast of the political, economic, and social situation in other parts of the country and tactical and strategic successes of the government over insurgent forces.

The laws of armed conflict and ROE must always be observed. The SFOD must report in a timely manner human rights violations by HN or insurgent forces. The SFOD must be vigilant and act promptly, within its capability, to prevent or stop human rights violations. SFOD medical personnel may provide humanitarian treatment to civilians on an emergency-only basis, as their mission permits.

Populace and Resources Control

SFpersonnel provide advisory assistance in the PRC area as determined by the local situation. Among the considerations are attitudes of the populace; concept techniques, and control measures of the program; and forgiveness and rehabilitation.

Attitudes Most of the population of any given target area is initially unresponsive to the efforts of the incumbent government or the insurgents. In some societies, there may be a traditional distrust of the government as well as dissatisfaction with social and economic conditions. However, the population may not have any inclination to revolt. In other societies, a distrust of any influence from "outside" sources may exist. In most instances, the general desire of most of the public is to be left alone to earn a livelihood and to conduct its normal affairs. An effective PSYOP program can exploit this desire for normalcy and direct popular feeling against the insurgents.

The advocates of revolutionary warfare may be a very small but capable and active segment of the population. Only a small minority of the population may have actively participated in or supported the initial efforts of the insurgents. The forces of the government and its adherents usually represent a countering minority. It includes government officials, civil servants, professional military and police units, leading politicians, the wealthy, and managers of industry, commerce, and banking firms.

Most of the population remains uncommitted. The insurgents have to persuade or force the population into active or passive support of their goals. The struggle is, therefore, not over terrain. It is a struggle for the support of the populace. If the insurgents win popular support among the majority of the populace, the HN government's military successes are irrelevant.

Concept The design of the PRC program complements and supports the other IDAD programs by providing a secure environment in which to administer these programs. The PRC goals are to—

- Sever the supporting relationship between the population and the insurgents.

- : Detect and neutralize the insurgent apparatus and activities in the community.
- : Provide a secure physical and psychological environment for the population.

The HN security forces have primary responsibility for PRC operations. Since civilian communities usually have some system of law and order, a logical approach is to build on the existing law enforcement structure. Some developing countries use paramilitary forces to help civil police in PRC. If a law enforcement system does not exist in the AO, or if the existing structure is corrupt, inept, or compromised, the SFOD may have to help the HN organize, train, and develop a capable police force. When insurgent activities exceed the capabilities of the police and their supporting paramilitary forces, HN regular military forces may have to augment the police. Since the population is more likely to accept control measures enforced by HN personnel than by forces of an outside nation, U.S. forces will normally participate in PRC operations only when the situation is clearly beyond the capabilities of the HN security forces and only when U.S. assistance is requested.

Techniques Intelligence procedures and PSYOP apply to SF in PRC operations. They are discussed in the paragraphs below.

Intelligence Procedures. Intelligence must be coordinated at all levels. Intelligence procedures must provide a high degree of penetration of the target, constant pressure, collection of information, and rapid dissemination of intelligence for a quick response by PRC forces. PRC intelligence requirements forma significant part of the overall intelligence effort.

Psychological Operations. PSYOP are essential to the success of PRC. For maximum effectiveness, a strong psychological operations effort is directed toward the families of the insurgents and their popular support base. The PSYOP aspect of the PRC program tries to make the imposition of control more palatable to the people by relating the necessity of controls to their safety and well-being. PSYOP efforts also try to create a favorable national or local government image and counter the effects of the insurgent propaganda effort.

Control Measures SF can advise and assist HN forces in developing and implementing control measures. Among these measures are the following.

Security Forces. Police and other security forces use PRC measures to deprive the insurgent of support and to identify and locate members of his infrastructure. Appropriate PSYOP help make these measures more acceptable to the population by explaining their need. The government informs the population that the PRC measures may cause an inconvenience but are necessary due to the actions of the insurgents.

Restrictions. Rights on the legality of detention or imprisonment of personnel (for example, habeas corpus) may be temporarily suspended. This measure must be taken as a last resort, since it may provide the insurgents with an effective

propaganda theme. PRC measures can also include curfews or blackouts, travel restrictions, and restricted residential areas such as protected villages or resettlement areas. Registration and pass systems and control of sensitive items (resources control) and critical supplies such as weapons, food, and fuel are other PRC measures. Checkpoints, searches, roadblocks; surveillance, censorship, and press control; and restriction of activity that applies to selected groups (labor unions, political groups and the like) are further PRC measures.

Deterrents. Many law enforcement systems have Department of the Army (DA) procedures in PRC. They include roadblocks and checkpoints; raids, searches, and screening operations; and mob and riot control. An established reaction force (police or paramilitary personnel) executes these actions, as necessary, and exploits insurgent contacts.

Legal Considerations. All restrictions, controls, and DA measures must be governed by the legality of these methods and their impact on the populace. In countries where government authorities do not have wide latitude in controlling the population, special or emergency legislation must be enacted. This emergency legislation may include a form of martial law permitting government forces to search without warrant, to detain without bringing formal charges, and to execute other similar actions.

Dislocated Civilian Operations

Dislocated civilian (DC) operations are a special category of PRC. The goal of this combat support task is to minimize civilian interference with military operations and to protect civilians from military operations. FM 41-10 covers DC operations in depth.

The SFOD may advise and assist HN forces supporting DC operations by—

- Estimating the number of DCs, their points of origin, and their anticipated direction of movement.
- Planning movement control measures, emergency care, and evacuation of DCs.
- Coordinating with military forces for transportation, military police support, military intelligence, screening, interrogation, and medical activities, as needed.
- Establishing, supervising, and operating DC camps.
- Helping resettle or return DCs to their homes IAW U.S. and HN policy and goals.

Forgiveness and Rehabilitation

Amnesty, pardon, rehabilitation, and reeducation actions form a distinct and important part of the PRC program. The major aim of this program is to secure the support of the people. To get this support, provisions must be made to allow disaffected members of the population to revert to supporting the government without undue fear of punishment for previous antigovernment acts. Rehabilitation of former insurgent supporters can be through a progressive rehabilitation program, PSYOP forces can actively exploit such programs and greatly increase their effectiveness.

Psychological Operations

Both the government and the insurgents use PSYOP to try to gain the support of the people. Information activities target not only threat or foreign groups but also populations within the nation. Planners tailor PSYOP to meet specific needs for each area and operation. They evaluate the psychological impact of all military actions. Strict coordination and approval processes govern PSYOP programs. SF operators must be aware that PSYOP are sensitive, strictly controlled activities that produce mid- to long-range results.

PSYOP support the achievement of U.S. national objectives and target specific groups. Examples of PSYOP goals for the main target groups in an insurgency follow. See FM 33-1 for more information on PSYOP.

Insurgents

PSYOP can support the mission by discrediting the insurgent forces to neutral groups, creating dissension among the insurgents themselves, and supporting defector programs. Divisive programs create dissension, disorganization, low morale, subversion, and defection within the insurgent forces. Also important are national programs to win insurgents over to the government side with offers of amnesty and rewards. Motives for surrendering can range from personal rivalries and bitterness to disillusionment and discouragement. Pressure from the security forces has persuasive power.

Civilian Population

PSYOP support CMO activities by providing close and continuous information support. PSYOP maximize the return of CMO activities by passing instructions to the HN civilian populace that advertise the successor benefits of CMO programs to the populace. In the same vein, psychological actions within CMO programs reinforce the themes and messages of the PSYOP program by actively demonstrating the resolve of the HN and U.S. forces. PSYOP can also assist in establishing HN command support of positive population control and protection from insurgent activities.

Host Nation Military/ Paramilitary Forces

PSYOP can gain, preserve, or strengthen military support with emphasis on building and maintaining the morale and professionalism of these forces. The loyalty, discipline, and motivation of these forces are critical factors in FID and/or IDAD.

Neutral Elements

PSYOP can support the FID mission by projecting a favorable image of the HN government and the United States. PSYOP can inform the international cormmunity of U.S. and HN intent and goodwill. PSYOP can also gain the support of uncommitted groups inside and outside the threatened nation by revealing the nature of the insurgent y's subversive activities. PSYOP can also be used to bring international pressure to bear on any hostile power sponsoring the insurgency.

External Hostile Powers

PSYOP can convince the hostile power supporting the insurgents that the insurgency will fail. An effective PSYOP plan depends on timely information as well as intelligence and includes knowledge of the—

- History, culture, background, current environment, and attitudes of potential target groups.

- Insurgency's organization, motivation, and sources of conscription and material supply and how they are obtained.
- Strengths and weaknesses of ideological and political opponents.

The SFOD integrates the current PSYOP themes and objectives into its activities and conducts itself (on and off duty) in a manner that has a positive, reinforcing psychological impact on the HN forces and the local populace.

Assessment To determine PSYOP requirements during mission analysis, the SFOD assesses the psychological impact of its presence, activities, and operations in the AO. The SFOD reviews the OPLAN or OPORD to ensure it supports U.S. and HN psychological objectives. This factor is critical. SFOD personnel analyze all official duties to consider the psychological impact on the populace of the SFOD's participation in events such as military ceremonies, religious services, and social events. In addition, the SFOD must determine the practicality of planning and conducting training during national or religious holidays. The SFOD should consider requesting assets from the regional PSYOP battalion during predeployment and/or isolation to assist in mission analysis.

Protocol SFOD members must conduct themselves in a proper, professional manner that takes into account local customs and traditions as well as U.S. Army standards of conduct. Each SFOD member must understand HN and local customs, courtesies, and taboos. As U.S. representatives to the HN, Americans can have a psychological impact on the mission by their actions (whether good or bad, on or off duty). The supporting regional PSYOP battalion can assist the SFOD with cultural mores and development of a rapport-building program.

Image Each SFOD operation integrates planned PSYOP activities to establish a favorable U.S. image in the HN and further the success of the SFOD mission. SFODs coordinate with trained PSYOP assets to capitalize on positive mission successes. SFODs can sometimes use HN and commercial media assets effectively to influence public opinion and pass information in the AO.

Assistance The SFOD may have to advise and/or help HN forces in gaining or retaining the support of the local populace, discrediting the insurgents, and isolating the insurgents from the populace. The SFOD personnel influence the HN forces in conducting themselves IAW acceptable military norms, mores, and professionalism. The SFOD trains the HN leadership in the advantages and techniques of maximizing public opinion in favor of the HN. The SFOD must support and assist, as much as possible, the HN mission to discredit the insurgents.

Support The use of PSYOP assets and techniques will greatly enhance the effectiveness of CMO activities. The SFOD may advise and assist HN forces in how to use PSYOP to support their CMO objectives and to integrate PSYOP capabilities into PRC measures.

Coordination The SFOD must ensure the HN and U.S. mission approve local PSYOP activities and that the activities are consistent with U.S. national PSYOP goals and themes.

Close coordination of military and CMO activities through HN agencies and the U.S. mission will ensure compliance with PSYOP guidance. Consistent monitoring of PSYOP activities in the AO will enhance the mission and ensure the commander's intent is met.

Common Operations

Operations common to FID and/or IDAD may take place during any of the three phases of an insurgency. The tactical situations determine the use of these operations.

Movement Security Planning

SF personnel plan and conduct all movements of troops and supplies as tactical operations. Emphasis is on extensive security measures. These security measures may include—

- Secrecy when planning and disseminating orders; strict noise and light discipline during movement; and varying routes and movement schedules during operations.
- Forces organized and equipped to ensure effective front, flank, and rear security during movement and halts. Pre-positioning security elements along the route helps route reconnaissance and movement security.
- Coordination with supporting air units to ensure an understanding of CAS used to assist the movement (preventive measures and close combat operations). The need for secrecy may prevent initial air cover, but it will not prevent the use of CAS. The use of aerial photographs is critical for route planning.
- Fire support elements that provide close and continuous fire support for the movement.
- Maneuver and counterambush actions. These actions may be contingency plans for immediate action against an ambush. These actions may also use formations that allow part of the column to be in position to maneuver against an ambush force.
- Communications with supporting units, adjacent HN forces, and higher headquarters.
- Varying locations of leaders, communications, and automatic weapons within the movement formation.
- Questions for local civilians along the route to gain information, to include possible insurgent ambush sites.
- Movements by bounds with overmatching fire.
- The use of military working dogs and other ambush detection means.

Coordination of Movement Plans

SF personnel coordinate movement plans with military units along the intended routes. They consider the following.

Communications. Communications are vital to the success of movements. Air and ground radio communications are planned and available between convoy and

march units with artillery FOs and forward air controllers (FACs) and with units and population centers in the areas along the route of movement. Units on the move use prearranged visual and audible signals.

Artillery and Mortar Support. Units within range of the route of movement may provide artillery and fire support. Movements requiring artillery and mortar support have FOs either with them or in supporting observation aircraft, SF personnel coordinate call signs, frequencies, authentications, areas of possible use, movement schedules, and target numbers.

Route Clearing. Routes may be cleared before certain critical movements. The use of route-clearing operations depends on the availability of troops, the importance of the movement, and the insurgent threat within the area. Normally, the units responsible for the area through which the movement will pass are used in the route-clearing operation. These route-clearing forces normally include both mounted and dismounted elements. After a thorough reconnaissance of the main route of movement, selectively placed tactical units secure critical terrain near the route.

Reserves. Ready forces are vital to countering ambushes. The insurgent must be convinced that ambushes produce a fast, relentless, and hard-hitting response by COIN forces.

Motor Movements Security, convoy organization, and aircraft support are factors SF personnel must address when preparing for motor marches.

Long-Range Security Measures. SF personnel need timely and accurate intelligence about insurgent ambushes. The local population is an important source of such intelligence. SF personnel need information about where the insurgent force is operating, its size, its ambush patterns, and its weapon capabilities. Counterintelligence incorporates the use of alternate routes, varied timetables, and changes in formations and locations of principal weapons. COMSEC is also a vital counterintelligence technique.

Convoy Organization. SF personnel have reconnaissance elements travel on the ground ahead of, and in the air above, the convoy to discover or trigger a potential ambush. Normally they request reconnaissance elements from supporting forces. If none are available, they organize one from within the convoy's own resources. SF personnel also—

- Plot targets on all likely or suspected ambush sites if fire support is available.
- Do not overload vehicles in convoys. If troop-carrying vehicles are loaded to their maximum, troops cannot use their weapons effectively.
- Post selected individuals as guards. In large vehicles, they post a man in each corner with assigned sectors of surveillance and fire. Guards should be armed with automatic weapons and fragmentation and smoke grenades.
- Use a command helicopter for convoys of two or more elements. The helicopter gives the commander good control and communications means and lets him react quickly to all contingencies.

- Place armored escort vehicles, if available, in various parts of the convoy.
- Use radio communications to link all command elements of the convoy, standby ready forces, and escort aircraft.

They also position and distribute crew-served weapons throughout the convoy to provide fire support as needed. They ensure the troops can remove these weapons quickly from the vehicles. Indirect fire weapons must be ready at all times.

They ensure the proper preparation of vehicles. Troops in a vehicle must have all-around visibility, be able to fire their weapons without hindrance, and be able to dismount quickly. The unit hardens vehicles with armor kits or sandbags when possible. Sandbags placed in a single row and stacked five high on each side of the truck's bed protect a 2 1/2-ton truck (or other type of truck) from small-arms fire. One single layer of sandbags on the bed and floor of the cab will reduce casualties from mines detonated under the vehicle. The unit removes the tarpaulins and bows and removes or places the tailgate in a horizontal position. Unit personnel place protective wire over the open windows of cargo-carrying vehicles. The unit also attaches a cutting or deflecting bar to the front of vehicles to prevent injury from wire obstacles hung across the road.

They plan for actions to take when ambushed. The basic immediate action is to continue moving if possible. The convoy halts only when clear or before entering the kill zone. Personnel counterattack immediately from a flank. Drivers do not stop once in the ambush but try to reach positions clear of enemy fire. Personnel in moving vehicles immediately return fire into the ambush positions. When clear of the kill zone, vehicles stop and occupants take immediate offensive action. A unit or a portion of a unit caught in an ambush takes immediate action to return fire and move against the ambush party. Procedures for dismounting vehicles must be well rehearsed before conducting any vehicular movements.

Aircraft Support. Aerial observers and armed helicopters or fixed-wing strike aircraft can provide considerable assistance during convoy movements.

Aerial observers can assist the convoy commander with navigation and control. The aerial observer can, by virtue of his location, view a much larger area than the convoy commander on the ground. He can provide timely information ensuring the correct route is followed and report on incoming traffic, unexpected developments, and bypasses. In addition, he can report on march discipline to the commander. Ideally, the lead and trail vehicle should be marked, preferably with color panels. The aerial observer can check on likely ambush sites one or two kilometers forward of the lead vehicle. It is desirable that the aerial observer maintain visual contact with the lead element as much as possible. If an ambush occurs, the aerial observer can acquire and adjust supporting aerial and ground fires.

Armed helicopters can cover column movements if SF personnel request them. These helicopters operate in conjunction with a route reconnaissance by scout helicopters or fixed-wing strike aircraft. Planning includes the type, number, and employment of aircraft. Methods of employment include column cover, air alert, and ground alert. When planning for air support, units receive communications information on radio frequencies, call signs, and identification procedures.

Foot Movements When planning for such movements, SF personnel always employ front, flank, and rear security. When operating in close terrain, the unit leader ensures these personnel are relieved frequently. The unit leader must also assign specific sectors of surveillance to the main body. SFOD personnel also—

- Identify likely danger areas by map or reconnaissance before the unit's departure. Units clear all danger areas before crossing them.
- Plot target reference points (TRPs) on likely or suspected ambush positions if artillery support is available and the route is determined in advance.
- Use reconnaissance by fire on likely or suspected ambush positions where surprise or secrecy of movement is not important and noncombatants will not be endangered.

SF personnel base the formation on METT-TC. They organize the formation to maintain unit integrity. They distribute crew-served weapons throughout the column. They habitually assign specific surveillance sectors to all personnel within the formation to include rear and overhead surveillance.

Urban Operations Because the center of gravity of most developed countries lies in urban areas, most COIN operations involve urban operations. When planning urban operations, SF personnel must consider the following elements.

Emphasis and Techniques. Operations in an urban environment require different emphasis and different techniques from those in rural areas. The presence of many people and the characteristics of the area influence both insurgent and government operations. Insurgent elements in urban areas may incite rioting, seize portions of the city, erect barricades, and resist military forces entering the area. Insurgent forces may hold noncombatants in the area as hostages and use them as shields to deter the application of combat power by COIN forces.

Use of Weapons. The population density requires emphasis on the use of nonlethal weapons and the careful use of weapons of destruction. Detailed planning, coordination, and control are essential when applying minimum essential force to minimize the loss of life and the destruction of property.

Intelligence and Police Operations. Covert insurgent activity is extensive in urban areas. The government must emphasize intelligence and police operations to counter clandestine organizational, intelligence, logistic, and terrorist activities. COIN operations in urban areas may be part of a consolidation campaign.

IDAD Operations. Urban areas are crucial and require a continuing IDAD effort whether or not they are included in a specific campaign. Military forces must take part in IDAD planning and operations in urban areas during all phases of insurgency. These forces can then assist national security and law enforcement agencies, if required.

Chapter 4

Postmission Activities

Execution

The SFOD must prepare for redeployment after completing its mission. If the SFOD is to execute a mission handoff, the relieving SFOD ideally arrives before the relieved SFOD departs to assure continuity of effort. The SFOD must firmly establish its external C^3I, CS, and CSS relationships before carrying out its redeployment.

Preparation for Redeployment

The SFOD, prior to redeployment from the HN, inventories all supplies and equipment (jointly if possible) to be passed on to the HN unit or the relieving SFOD. These actions ensure all items are accounted for and the custody chain for property and equipment is unbroken. The SFOD also—

- Prepares a final evaluation report showing its estimate of the HN unit's capabilities and giving an opinion of its future employment.
- Discusses the HN unit's performance with its commander. The SFOD submits a copy of the HN unit's final evaluation to the next higher HN commander, as required.
- Passes custody of copies of training schedules, lesson plans, HN operational re-records, and the HN unit's final evaluation to the HN unit and/or the relieving SFOD.
- Presents debriefings, AARs, and the HN unit's final evaluation to the higher in-country U.S. commander, as required.

Redeployment

The SFOD commander supervises the redeployment preparation. He approves prepared redeployment plans or, as necessary, directs changes to the redeployment plans.

The SFOD commander and S3 assess and select, if necessary, alternatives or changes to the present redeployment COAs based on the S2's intelligence estimate. They develop and disseminate a fragmentary order (FRAGO) for selected alternatives or changes.

The SFOD S2 receives the update on the current terrorist or insurgent situation before departure. He gives the SFOD commander and S3 an analysis of significant changes to the situation.

SFOD personnel prepare all accompanying supplies and equipment for shipment IAW regulations, FMs, and TMs applicable to the method of shipment and the type of material being shipped. They brief ground support personnel (truck drivers, bus drivers, forklift operators) on equipment handling procedures, routes, convoy procedures, and the actions to take if a terrorist or insurgent incident occurs. They load personnel and equipment for movement to the departure airfield and/or airport IAW the load plan in the SFOD's OPORD, They also—

- Move from the base of operations to the departure airfield,
- Load the aircraft at the departure airfield,
- Ensure the loading of personnel and equipment in the aircraft is IAW the load plan in the SFOD's OPORD.
- Maintain accountability for all their supplies and equipment.

Mission Handoff

During long-term FID operations, the SF commander may elect to replace an SFOD for various reasons. Mission handoff is the process of passing an ongoing mission from one unit to another with no discernible loss of continuity. Appendix J provides a model FID mission handoff for the incoming and outgoing SFODs. It is based on a 179-day requirement and involves two SFODs

Procedures The overall authority for the handoff and assumption of command lies with the commander ordering the change. The authority for determining the handoff process lies with the incoming commander since he will assume responsibility for the mission. This changeover process may affect the conditions under which the mission will continue.

The outgoing commander advises the incoming commander on the tentative handoff process and the assumption of the mission directly or through a liaison. If this advice conflicts with the mission statement or the incoming commander's desires and the conflict cannot be resolved with the authority established for the incoming commander, the commander ordering the relief resolves the issue.

As a rule, the commander ordering the change does not automatically place the outgoing SFOD under the incoming SFOD's OPCON during the changeover process. Although this procedure would present a clear and easily defined solution to establishing the incoming commander's authority, it is not the most effective control for U.S. forces should hostile contact occur during the process.

If the incoming SFOD or the HN unit it advises is in direct fire contact with the insurgents during the handoff, the SFOD immediately notifies the higher headquarters ordering the exchange. If the incoming SFOD commander has not assumed responsibility, his SFOD immediately comes under the outgoing SFOD's OPCON and is absorbed into that SFOD's position. The outgoing SFOD commander and his HN counterpart will control the battle, If responsibility has been passed, the outgoing SFOD comes under the incoming SFOD's OPCON, and the HN unit coordinates its movements with the new SFOD.

Considerations

The incoming and outgoing SFOD commanders must consider eight factors.

Mission. The incoming SFOD commander must make a detailed study of the SFOD's mission statement and understand the present mission tasks as well as the implied mission tasks, Knowing the mission and the commander's concept of the mission plus the CCIRs, PIRs, and IRs required will help him understand the mission. After a complete in-depth study of the operational area, the incoming SFOD commander should complete the handoff in a manner that allows for continued, uninterrupted advisory assistance and HN COIN operations. The changeover must not allow the enemy to gain any operational advantages.

Operational Area. The in-country SFOD provides continuous intelligence updates to the SF commander. Original PIRs and IRs were established for the original mission along with operational, strategic, and tactical information. The incoming SFOD must become totally familiar with the ongoing PIRs and IRs, as well as the upcoming mission's PIRs and IRs.

Enemy Forces. The incoming SFOD commander must have the latest available intelligence on all enemy forces that affect the mission, This intelligence includes data on terrorists and terrorist-related incidents over the past several months. In addition to the normal intelligence provided to the incoming SFOD commander on a regular basis, the situation calls for a liaison from the outgoing SFOD. OPSEC is critical to prevent the enemy from discovering the impending relief and then exploiting the fluidity of the change and the concentration of U.S. forces.

Friendly Forces. To the incoming SFOD, learning about the friendly forces is as important as knowing the enemy situation. The SFOD must be familiar with the C* structure it will deal with on a daily basis. The SFOD must know all friendly units in adjacent AOs and be aware of the GP units and the capabilities of their mission support base. The SFOD must also be aware of other operations, units, and their capabilities. If at all possible, the incoming SFOD members should receive biographical data on their counterparts, to include photographs, to familiarize themselves with their counterparts before deployment.

HN Forces. The incoming SFOD plans and prepares for a quick and frictionless transition in counterpart relations. However, potential or anticipated friction between the HN unit and the incoming SFOD may cause the relief to take place

more slowly than desired. Therefore, the incoming and outgoing SFODs need a period of overlap to allow for in-country, face-to-face contact with their counterparts before the mission handoff. Continued execution of the mission must be achieved within the capabilities of the SFODs the HN unit, and the available supporting assets, If U.S. combat support units are to be relieved, the relief should occur after the relief of the SFODs they support.

Civilian Populace. The incoming SFOD must do an in-depth area study, giving close attention to local problems, Popular support for US. activities taking place within the AO may directly influence changes in the mission statement. The outgoing SFOD must provide this critical information and describe in detail all completed civic action projects and those that are underway. The incoming SFOD must understand the functioning of the HN government and the status of any international civilian or government agencies involved in, or influencing, the situation in its AO.

Terrain and Weather. Some handoff operations may require the SFODs to move by foot into and out of the AO. The outgoing SFOD plans and reconnoiters the routes used for infiltrating the incoming SFOD and those used for its own exfiltration. These routes must provide the best possible cover and concealment. If possible, the SFODs make this exchange during darkness or inclement weather.

Time. The depth and dispersion of units and the number of operations being conducted will determine the time required to exchange SFODs. There must be an overlap period to allow the incoming SFOD to become familiar with the AO and to establish rapport between the SFOD personnel and their HN counterparts. However, the handoff operation must take place as quickly as possible. The longer the operation takes, the more the SF personnel in the AO become a vulnerable and lucrative target for the insurgents. A quickly executed relief will reduce the time available to the enemy to strike before the incoming SFOD has time to consolidate its position. The continued and uninterrupted execution of ongoing advisory assistance and the HN COIN operations should not be sacrificed for speed. The incoming SFOD needs to have enough time to observe training techniques and procedures and to conduct debriefing on lessons learned.

Postmission Debriefing

Redeployment is not the end of the mission. Upon arrival at the redeployment location, the SFOD undergoes an extensive debriefing. The battalion S2 officer organizes and conducts the debriefing. See Appendix K for a postrnission debriefing guide.

The S2 coordinates with higher-level intelligence organizations to take part in the SFOD's debriefing, particularly if the SFOD was tasked by other organizations to obtain information. All deployed personnel, to include attachments, must be available for the debriefing,

Documentation

After the debriefing, the SF team leader, with the assistance of other members of the team and attachments, prepares two documents, The unit historian prepares a third document.

The first is an AAR. The AAR states the who, what, when, where, and how of the operation. It is a permanent record of the team's major activities from isolation to debriefing. As such, it is an extremely important template on which past missions may be compared and future missions planned. The AAR is normally submitted through command channels to the group commander not later than 48 hours after an SF team has been debriefed. The intelligence and operations officers at each echelon keep copies of SF team AARs. The unit historian also reviews the AAR and prepares a draft report for entry into the unit history.

Shortly after completion of the AAR, or simultaneously with its submission, the team leader submits a report of lessons learned. This report is the team leader's reflection on his most recent operation and his recommendation for the future. He organizes the lessons according to the seven BOS: intelligence, maneuver, fire support, air defense, mobility and survivability, logistics, and battle command. It addresses what worked and what did not work on the operation, why it did or did not work, and what changes or substitutions are needed for existing tactics, techniques, and procedures in the unit.

The unit historian reviews the report of lessons learned and then completes the unit history for the operation, subject to the commander's approval. The historian issues an official historical report of the operation in classified and unclassified versions as appropriate within 90 days after the completion of the operation.

Noncombatant Evacuation Operations

NEO missions are usually conducted under conditions of instability or turbulence and sometimes violence. These operations take place when the U.S. Government decides it is necessary to evacuate U.S. nationals. The unified commander will either form a separate joint task force or use his staff to command and control elements conducting evacuation operations. Since conflict with an armed force is not an objective, personnel plan evacuation operations to avoid armed confrontation or, if that is not possible, to break contact as quickly as possible.

Planning for evacuation is a continuous process that must allow for rapidly changing situations. Conditions that lead to evacuation operations generally permit planning and coordination. The site survey team should conduct the initial planning. It should include the determination of any existing evacuation plans and the feasibility of the detachment to be included in any plan. Coordination for inclusion into available evacuation plans should be conducted with members of the U.S. embassy staff. Detachment evacuation planning should include—

- Location of all detachment members (if separated).
- Notification of evacuation plan.

- Initial assembly area (IAA).
- En route rally and/or rendezvous points.
- Means of transportation,
- Movement routes.
- Available landing zones (LZs) and pickup zones (PZs),
- Emergency resupply procedures.
- Emergency contact procedures with the U.S. embassy.

Evacuation planning should provide for two scenarios:

- Detachment movement from remote location to the U.S. embassy.
- Detachment movement from the host country to a safe location and/or adjacent friendly country.

Members of the U.S. embassy staff should discuss the feasibility of both COAs in depth to determine the amount of support available to assist the detachment.

If the SFOD receives an order to cease mission execution and conduct an emergency evacuation, or the assumptions of the evacuation OPLAN become fact, the SFOD commander must order the evacuation. The SFOD elements identified below take the actions indicated.

Commanding Officer and/or S3

The SFOD commanding officer and/or S3 alerts and advises all U.S. personnel of his intent to begin the evacuation, using the notification procedures outlined in the evacuation OPLAN. He also—

- Accounts for all U.S. personnel under his control.
- Notifies the higher in-country U.S. commander as soon as feasible.
- Selects options to, or changes, the evacuation OPLAN based on METT-TC or revised intelligence estimates.
- Develops and disseminates a FRAGO for the selected options or changes to all SFOD members and attached personnel.

Special Forces Operational Detachment

SFOD members account for all sensitive equipment and documents. In addition they—

- Destroy, evacuate, or cache sensitive equipment and documents based on the evacuation OPLAN.
- Do not reveal evacuation intention to HN forces.
- Evacuate the base of operations using clandestine methods of departure.
- Move to the IAA.
- Account for personnel and equipment at the IAA.
- Move to the specified evacuation location,
- Maintain communications with the higher in-country U.S. commander as required or feasible.
- Avoid contact with all indigenous personnel while conducting movement,
- Maintain continuous accountability of all personnel and sensitive equipment.

Multiple and Follow-On Missions

As stated in FM 31-20, both multiple and follow-on missions may be conducted; however, they must be accomplished by exception and not by rule. These missions may be carried out under the following conditions:

- The follow-on mission will become a new, separate mission.
- The new mission will require additional planning time.
- Consideration must be given to the possibility of compromising the main mission.
- A follow-on mission may be beyond the capability of the team and/or elements or task organization.
- Consideration must be given to mission-specific equipment, that is, laser target designators (LTDs), explosives, ammunition, weapons.

It must be noted that this mission is a "be prepared to" follow-on mission issued at the same time the mission letter and/or briefing is issued to the SFOD A going into isolation.

Appendix A

Legal Considerations

General

FID operations must be conducted IAW international law and U.S. domestic law. U.S. security assistance and arms transfers programs are subject to specific congressional authorization, appropriation, and oversight. Commanders and other FID planners must consult with their legal advisors to ensure they conduct operations IAW ever-changing U.S. legislation and policy.

In general, legal considerations on the international level center on the question of describing the conflict in the HN as **international** or **internal** (insurgency). Legal considerations for the United States mainly involve using the proper funds for the type of mission being conducted. Additional country issues and specific U.S. legislation must also be considered.

International Legal Considerations

Under international law, armed conflicts fall into two broad areas: those of an international character and those not of an international character.

International Conflict

A declaration of war and an invasion of one country by the armed forces of another clearly result in international conflict. The **definition** of an international conflict is broader, however. As a rule, if the combat effects of a conflict go beyond a nation's boundaries and seriously affect other countries, the conflict is international. All the customary laws of war on hostilities between states govern international armed conflicts. The 1949 Geneva Conventions and all other treaties

that make up the laws of war also apply. As a practical matter, an important concern of the soldier fighting in this type of war is his right to PW status if captured.

Noninternational Conflicts

These conflicts are typically called insurgences. Clandestine forces usually engage in hostilities. Their purpose is not to hold fixed territory or to engage government troops in direct combat but to wage a guerrilla-type war. In this war, they can lose themselves in the civilian populace by posing as noncombatants. Insurgents, therefore, are organized bodies of people who, for public political purposes, are in a state of armed hostility against the established government. An important legal aspect of a noninternational conflict is that captured combatants do not enjoy the rights of PWs. They may be prosecuted as criminals under the laws of the HN. The fact that an insurgent follows the rules of war or is in uniform will not give him PW status under international law. Article 3 of each of the four Geneva Conventions of 1949 provides the primary source of rights and duties of persons involved in noninternational conflicts. Common Article 3 has two parts.

First Part. The first part provides that persons taking no active part in the hostilities, including members of armed forces who have laid down their arms and those out of combat because of sickness, wounds, detention, or any other cause, shall in all circumstances be treated humanely. Humane treatment specifically excludes—

- Violence to life and person; in particular, murder, mutilation, torture, or any cruel treatment.
- Hostage taking.
- Outrages upon personal dignity; in particular, humiliating and degrading treatment.
- Passing of sentences and carrying out executions without previous judgment pronounced by a regularly constituted court affording all the judicial guarantees that civilized peoples recognize as vital.

Second Part. The second part requires collecting and caring for the wounded and sick.

Common Article 3 does not grant PW status to insurgents. It does require the government to grant them a fair trial in a regularly constituted court before carrying out the court's sentence after a guilty verdict.

Common Article 3 incorporates basic human rights. Human rights also include other rights embodied in the phrase "life, liberty, and the pursuit of happiness," such as the right of free speech, freedom of worship, and freedom of the press. U.S. personnel who notice suspected violations of basic human rights must report the facts to their chain of command. Under U.S. law, the President must cutoff security assistance to any country with a documented pattern of human rights abuses.

United States Legal Considerations

Funding for FID activities comes from two principal sources: Foreign Assistance Act (FAA) funds appropriated to Department of State (DOS) IAW Title 22, United

States Code (USC), and operations and maintenance (O&M) funds appropriated to DOD IAW Title 10, USC. Congress and the General Accounting Office exercise close oversight to ensure O&M funds are not used for activities that should have been funded through FAA funds.

Commanders must be able to distinguish FAA-funded activities from DOD-funded activities. Using the wrong funds can violate the Anti-Deficiency Act (Title 31, USC, Section 1341). Anti-Deficiency Act violations are reportable to Congress and carry both civil and criminal penalties.

Title 22 Programs

Included in Title 22 programs are the FAA and the Arms Export Control Act (AECA).

Foreign Assistance Act

The FAA (Title 22, USC, Section 2151) is the most comprehensive of the statutes dealing with security assistance. The FAA provides economic, agricultural, medical, disaster relief, and other forms of assistance to developing countries. The FAA also assists foreign countries in fighting internal and external aggression by providing various forms of military assistance upon request (and subject to congressional approval). Despite a large DOD role in providing defense-related articles and services, the DOS controls the FAA. The FAA mandates close coordination and cooperation between DOD and U.S. civilian agencies at all levels of the security assistance process. Principal programs under the FAA include the Foreign Military Financing Program, International Military Education and Training, and Antiterrorism Assistance.

Foreign Military Financing Program. This program consolidates three former security assistance programs: the Foreign Military Sales Financing Program, the Foreign Military Sales Credit Program, and the Military Assistance Program. Although intended as both a grant and a loan program, the Foreign Military Financing Program provides the bulk of assistance on a grant basis.

International Military Education and Training. This program authorizes military education and training to military and related civilian personnel of foreign countries, primarily at schools in the United States.

Antiterrorism Assistance. This program provides training to foreign country law enforcement personnel to enhance their ability to deter terrorist activities. Training services furnished under this program cannot take place outside the United States. U.S. advisory personnel must, to the maximum extent possible, carry out their duties within the United States.

Arms Export Control Act

The AECA contains the foreign military sales (FMS) program. The AECA provides for the transfer of arms and other military equipment as well as various defense services (such as training) through government-to-government agreements.

Under this program, defense articles and services are sold, not given away. The law prohibits personnel providing services under this program from engaging in any duties of a combat nature. This prohibition includes any duties related to training and advising that may engage U.S. personnel in combat activities. Although they may engage any hostile force in self-defense, training teams or personnel should withdraw as soon as possible.

Title 10 Programs

Included in Title 10 programs are O&M funds and HCA. These programs and their related activities are discussed in the paragraphs below.

Operations and Maintenance Funds

These funds are appropriated for the support of the U.S. military. DOD has a good deal of discretion in how to spend these general purpose funds. Under fiscal law principles, DOD cannot spend them for any foreign assistance activity for which Congress has specifically appropriated funds. Some O&M-funded DOD activities are on the periphery of security assistance programs, and commanders must be alert to the differences.

Coalition Operations. A mission of DOD is coalition operations—knowing how to fight alongside the armed forces of friendly countries. The U.S. Comptroller General has established the following fiscal law principles on combined training:

- Combined exercises that provide overseas training opportunities for U.S. personnel and support the goals of U.S. coalition operations may use O&M funds despite providing training to HN forces.
- The permissible scope of HN training includes safety, familiarization, and interpretability training.
- Combined exercises assume the involvement of comparably proficient units. O&M funds may not be used to provide the level of training available through security assistance programs.
- O&M funds are provided for U.S. forces to take advantage of opportunities to train with foreign forces. Security assistance funds are intended for U.S. forces to provide concentrated training for foreign forces.

SF Exception. The Comptroller General has acknowledged that SF have a mission to train foreign forces. SF may train a foreign military force to test their ability to accomplish their mission. The primary goal or benefit must be to test SF training capabilities. Title 10 has been amended expressly to authorize the use of O&M funds to finance SF training with foreign forces (Title 10, USC, Section 2011). This training is permissible as long as it is not comparable to or intended as security assistance training; that is, the training must be conducted as an SF team and not be long-term.

Humanitarian and Civic Assistance

HCA projects are among the most effective instruments for dealing with HN conditions conducive to the emergence of insurgencies. Until the FY 1987 DOD

Authorization Act, HCA was not a DOD mission. Instead, HCA was funded as a form of security assistance undertaken by USAID. DOD authority was limited to HCA provided from DOD assets to USAID on a reimbursable basis or to HCA provided incidental to JCS-directed exercises. In the Authorization Act, Congress specifically authorized DOD-provided HCA activities. HCA authorities include the following.

De Minimus HCA. DOD may spend minimal O&M funds for "de minimus" HCA when unplanned HCA opportunities occur. This term would include a unit doctor's or medic's exam of villagers for a few hours or giving inoculations and issuing some medicines, but it would not include the dispatch of a medical team for mass inoculations.

Inherent Authority. DOD has an inherent authority to undertake HCA activities that, by chance, create HCA benefits and are carried out to fulfill the training requirements of the unit involved. U.S. Medical Readiness Training is an example.

Stevens Amendment. This amendment authorizes DOD personnel to conduct HCA activities with JCS and/or CINC-directed outside continental United States (OCONUS) exercises. The HCA activities can be unrelated to their own training requirements.

Interagency Transactions. Under the Economy Act, DOD personnel may conduct HCA activities for another federal agency, primarily DOS. Prior arrangements must be made for DOS to reimburse DOD for any costs incurred.

Statute. Title 10, USC, Section 401, specifically authorizes DOD to provide HCA. HCA is specifically defined as—

- Medical, dental, and veterinary care provided in rural areas of a country.
- Construction of rudimentary surface transportation systems.
- Well drilling and construction of basic sanitation facilities.
- Rudimentary construction and repair of public facilities.

The Secretaries of Defense and State must specifically approve in advance HCA rendered pursuant to this authority. Payments are made from O&M funds specifically appropriated for HCA. An important limitation is that HCA may not be provialed to any military or paramilitary individual, group, or organization.

Legal Status

Usually, anyone present in a foreign nation's territory is subject to its jurisdiction. Jurisdiction is the legal power a sovereign nation has to make and enforce its laws without foreign dictation.

When a nation's troops enter a friendly foreign country, international law subjects them to both the territorial jurisdiction of that nation and any jurisdiction, by reason of their status, the sending state wishes to exercise. U.S. military forces are always subject to the Uniform Code of Military Justice (UCMJ).

U.S. policy is to maximize U.S. jurisdiction over the armed forces it may deploy to a foreign nation. The legal status of U.S. forces in a foreign nation is usually defined in one of the following types of international agreements:

- Emergency wartime agreements.
- SAO agreements.
- SOFAs.

During military emergencies, the United States normally obtained exclusive jurisdiction over its troops in foreign countries. Emergency agreements have normally been short and uncomplicated. The classic examples of these types of agreements are the 1950 Korea, the 1968 Lebanon, and the 1984 Grenada stationing agreements.

SAO agreements provide a lower level of diplomatic immunity to U.S. troops stationed in countries under these agreements. Each agreement is individually negotiated with the country in question and therefore is usually different. Soldiers on temporary duty (TDY) in these countries (for example, a FID mission) are usually attached to the SAO and automatically assume the protection accorded those personnel. Agreements of this type normally provide the same diplomatic immunity for anything done in the performance of official duty. Personnel performing a FID mission may come within the scope of the SAO agreement itself or be included by the terms of a security assistance "contract" (Department of Defense Form 1513, Letter of Offer and Acceptance) entered into between the United States and the HN.

SOFAs are the most comprehensive type of international agreements. SOFAs are usually used where the United States has stationed many forces for an extended period (Germany and Korea). SOFAs usually provide for a sharing of jurisdiction over U.S. forces with the United States having the primary right to exercise jurisdiction over offenses solely involving—

- U.S. members or property.
- Security of U.S. forces.
- Actions occurring in the performance of official duty.

U.S. forces performing a FID mission are not automatically immune from HN jurisdiction. Commanders coordinate with their legal advisor to find out the legal status of their personnel and try to obtain any necessary protection if there is no applicable international agreement or DD Form 1513.

Appendix B

Intelligence Operations

Role of Intelligence

The primary duty of intelligence personnel engaged in FID and/or IDAD is to produce intelligence to prevent or defeat lawlessness or insurgency. The SFOD must be ready to train, advise, and assist HN personnel in intelligence operations. Intelligence personnel must collect information and produce intelligence on almost all aspects of the FID and/or IDAD environment. When they know that insurgents, terrorists, or common criminals receive aid from an external power, intelligence personnel seek information on the external power's role in the insurgency. They need information not only on the armed insurgents but also on their infrastructure organizations and their relationships with the populace. These relationships make the populace a most lucrative source of information.

A sound collection program and proper use of the various collection agencies and information sources will result in a very heavy volume of information flowing into the intelligence production element. Due to the insurgent environment, politics, and military tactics, intelligence requirements can only be met by reporting minute details on a great variety of subject areas. Each detail may appear unrelated to others and insignificant by itself. However, these details, when mapped and chronologically recorded over long periods and analyzed with other reported details, may lead to definitive and predictable patterns of insurgent activity.

The insurgent recognizes the shortcomings in his military posture. He must, therefore, minimize the weaknesses inherent in using and supporting isolated, unsophisticated forces that use ponderous and primitive communications and logistics systems. He uses the weather, the terrain, and the populace, employing secrecy,

surprise, and simplicity. Plans and actions these unsophisticated forces will carry out must be simple, comprehensive, and repetitive. Therefore, the solution to a problem is a system that as a whole is complex but in part is independent, having simple, logical, and uniform characteristics.

Intelligence Requirements

Accurate, detailed, and timely intelligence is vital to successful FID and/or IDAD operations. This dependence on intelligence and counterintelligence is greater in FID and/or IDAD operations than in conventional operations due to the differences addressed below.

FID Operations

In FID operations, the targets are elements of the populace-either civilian supporters or members of the insurgency. The differences between supporters and members are usually ill-defined. A complete awareness and intimate knowledge of the environment is essential to conducting current intelligence operations. The basic nature of the internal security problem requires an intensive initial intelligence effort to pinpoint the roots of subversion.

Conventional Operations

In conventional operations, a force may succeed in capturing a military objective by attacking with overwhelming strength. Success can sometimes be attained in these situations without timely and detailed intelligence. Such success is not the case in FID and/or IDAD. The insurgents seldom hold terrain. They will not overtly commit themselves except when cornered or when the odds heavily favor their chances of winning. Most important their base of operations is in the populace itself. The insurgents, therefore, cannot be easily detected and overwhelmed. They must be subjected to close scrutiny, delicate and discriminating analysis, and aggressive and accurate countermeasures.

The intelligence required is of the type, quantity, and quality that—

- Provides goals for daily or major operations (intelligence that locates guerrillas for tactical counterguerrilla operations).
- Enables HN forces to retain or regain the initiative.
- Enables HN forces to put continuous and increasing pressure on insurgent security.

The Intelligence Cycle

Intelligence operations follow a continuous, four-phase process known as the intelligence cycle (Figure B-1). The intelligence cycle is oriented to the commander's mission. Supervision and planning are inherent in all phases of the cycle. Even though the four phases take place in sequence, all are performed concurrently, While available information is being processed, additional information is being collected, and the intelligence staff is planning and directing the collection effort to meet new demands. The intelligence staff disseminates the intelligence as soon as it is available or needed.

Direction The HN commander, through his senior intelligence officer (SIO), directs the intelligence effort. The SIO supervises collection management before the operation and guides the effective use of collection assets during the operation. He develops and maintains data bases through research and IPB. IPB, coupled with the available data base, provides a basis for situation and target development. The IPB and data base provide a means for projecting battlefield events and activities in the AO and for predicting COAs. By comparing these projections with actual events and activities as they occur, the SIO can provide the commander with timely, complete, and accurate intelligence.

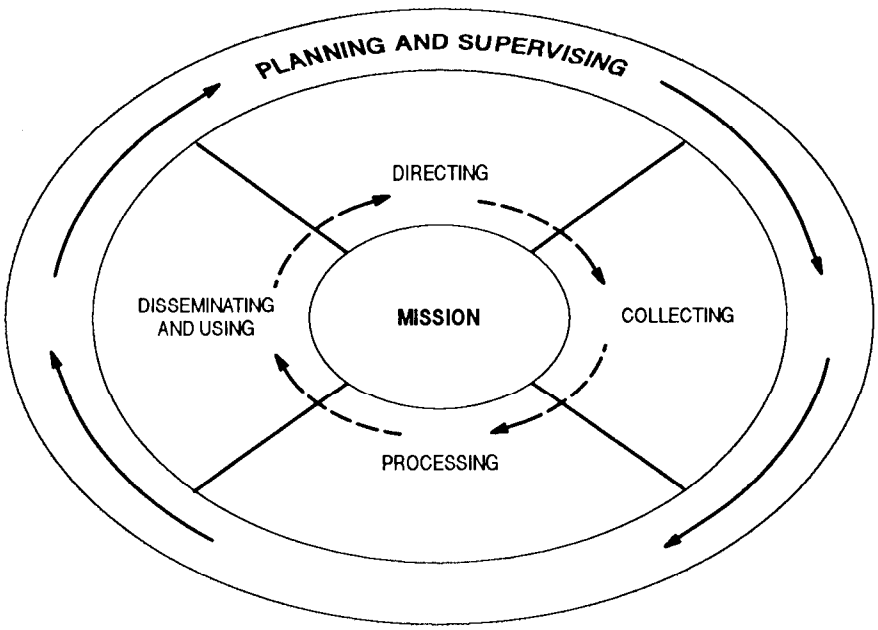
Intelligence agencies, from national level down, constantly develop and maintain intelligence data bases. The SIO accesses these databases to prepare initial intelligence estimates and to analyze the AO showing probable COAs. The SIO bases this analysis on the mission requirements and the commander's PIR. The resulting intelligence estimate is integrated with other staff estimates and presented to the commander so he can decide what actions he must take to perform the mission.

Collection The commander and his S2 and S3 begin the collection effort by determining requirements and establishing their priorities. They may base their requirements on METT-TC and the commander's planning guidance.

PIRs are the basis for intelligence operations. The commander personally approves them. PIRs are those intelligence requirements for which a commander has an anticipated and stated priority in his task planning and decision making. In essence, the SIO organizes his PIR and IR as follows:

- He subdivides strategic PIRs and IRs into military, political, economic, psychological, and social categories, focusing on the national or international level.

Figure B-1.
The intelligence cycle.



- He subdivides operational PIRs and IRs into military, psychological, and social categories, focusing on the provincial or subnational level.
- He subdivides tactical PIRs and IRs into military, psychological, and social categories, focusing on the local level.

Within each of the above categories, the SIO identities the specific discipline or disciplines that can be best used to collect needed information: human intelligence (HUMINT), signals intelligence (SIGINT), imagery intelligence (IMINT), technical intelligence (TECHINT), and measures and signatures intelligence (MASINT). Of these, HUMINT, SIGINT, and IMINT are usually of greatest use to SF.

SIRS are the specific items of information needed to satisfy PIRs and IRs. They are the basis for collection operations.

Intelligence analysts advise the SIO on the PIRs and IRs. They analyze METT-TC and the commander's guidance and concept of the operation to determine what information or intelligence is needed. They review the existing data base to identify available information and that which must be acquired. They pass requirements for new information to the collection management and dissemination (CM&D) section as collection requirements.

Based on requirements, the CM&D section manages the collection effort. The section develops a collection plan keyed to the METT-TC, the commander's concept of the operation, and the current situation. It continuously updates the collection plan.

In FID and/or IDAD operations, the problem is to identify and then locate the enemy. As frequently stated, in an insurgency "the front is everywhere." Even after identifying and establishing operation patterns of members of the underground, the local police or security force must locate the enemy forces before they can capture them. There are essentially three methods of obtaining contact intelligence: patrols, forced contacts, and informants.

After developing some knowledge of the behavioral patterns of the underground or guerrillas from a study of their past movements, patrols or police squads can search for physical evidence (tracks and campsites). If there is a consistent pattern, patrols can be selectively dispatched based on anticipated movement of the insurgents.

When the guerrillas are separated from the people, their normal underground supply channels are cut off. This separation forces the guerrillas into the open to contact their underground and auxiliary elements. After identifying members of the underground and the auxiliary, the police can arrest them. The guerrillas will then have to visit the remaining members of the underground and auxiliary more often to get required support.

Using informants is a reliable and quick means of obtaining specific data required in contact intelligence. Through a process designed to protect their identity, informants pass information about movements, positions, and activities of the insurgents almost immediately. The local security force receives this information. Its commander should be authorized to take immediate action on his own authority with no requirement to seek approval from higher authorities.

Intelligence personnel must consider the parameters within which a revolutionary movement operates. Frequently, they establish a centralized intelligence processing center to collect and coordinate the amount of information required to make long-range intelligence estimates. Long-range intelligence focuses on the stable factors existing in an insurgency. For example, various demographic factors (ethnic, racial, social, economic, religious, and political characteristics of the area in which the underground movement takes places) are useful in identifying the members of the underground. Information about the underground organization at national, district, and local level is basic in FID and/or IDAD operations.

Collection of specific short-range intelligence about the rapidly changing variables of a local situation is critical. Intelligence personnel must gather information on members of the underground, their movements, and their methods. Biographies and photos of suspected underground members, detailed information on their homes, families, education, work history, and associates are important features of short-range intelligence.

Destroying its tactical units is not enough to defeat the enemy. The insurgent's underground cells or infrastructure must be neutralized first because the infrastructure is his main source of tactical intelligence and political control. Eliminating the infrastructure within an area achieves two goals: it ensures the government's control of the area, and it cuts off the enemy's main source of intelligence. An intelligence and operations command center (IOCC) is needed at district or province level. This organization becomes the nerve center for operations against the insurgent infrastructure. Information on insurgent infrastructure targets should come from such sources as the national police and other established intelligence nets and agents and individuals (informants).

The highly specialized and sensitive nature of clandestine intelligence collection demands specially selected and highly trained agents. Information from clandestine sources is often highly sensitive and requires tight control to protect the source. However, tactical information upon which a combat response can be taken should be passed to the appropriate tactical level.

The spotting, assessment, and recruitment of an agent is not a haphazard process regardless of the type agent being sought. During the assessment phase, the case officer determines the individual's degree of intelligence, access to target, available or necessary cover, and motivation. He initiates the recruitment and coding action only after he determines the individual has the necessary attributes to fulfill the needs.

All agents are closely observed and those that are not reliable are relieved. A few well-targeted, reliable agents are better and more economical than a large number of poor ones.

A system is needed to evaluate the agents and the information they submit. The maintenance of an agent master dossier (possibly at the SFOD B level) can be useful in evaluating the agent on the value and quality of information he has submitted. The dossier must contain a copy of the agent's source data report and every intelligence report he submitted.

Security forces can induce individuals among the general populace to become informants. Security forces use various motives (civic-mindedness, patriotism, fear, punishment avoidance, gratitude, revenge or jealousy, financial rewards) as persuasive arguments. They use the assurance of protection from reprisal as a major inducement. Security forces must maintain the informant's anonymity and must conceal the transfer of information from the source to the security agent. The security agent and the informant may prearrange signals to coincide with everyday behavior.

Surveillance, the covert observation of persons and places, is a principal method of gaining and confirming intelligence information. Surveillance techniques naturally vary with the requirements of different situations. The basic procedures include mechanical observation (wiretaps or concealed microphones), observation from fixed locations, and physical surveillance of subjects.

Whenever a suspect is apprehended during an operation, a hasty interrogation takes place to gain immediate information that could be of tactical value. The most frequently used methods for gathering information (map studies and aerial observation), however, are normally unsuccessful. Most PWs cannot read a map. When they are taken on a visual reconnaissance flight, it is usually their first flight and they cannot associate an aerial view with what they saw on the ground.

The most successful interrogation method consists of a map study based on terrain information received from the detainee. The interrogator first asks the detainee what the sun's direction was when he left the base camp. From this information, he can determine a general direction. The interrogator then asks the detainee how long it took him to walk to the point where he was captured. Judging the terrain and the detainee's health, the interrogator can determine a general radius in which the base camp can be found (he can use an overlay for this purpose). He then asks the detainee to identify significant terrain features he saw on each day of his journey, (rivers, open areas, hills, rice paddies, swamps). As the detainee speaks and his memory is jogged, the interrogator finds these terrain features on a current map and gradually plots the detainee's route to finally locate the base camp.

If the interrogator is unable to speak the detainee's language, he interrogates through an interpreter who received a briefing beforehand. A recorder may also assist him. If the interrogator is not familiar with the area, personnel who are familiar with the area brief him before the interrogation and then join the interrogation team. The recorder allows the interrogator a more free-flowing interrogation. The recorder also lets a knowledgeable interpreter elaborate on points the detainee has mentioned without the interrogator interrupting the continuity established during a given sequence. The interpreter can also question certain inaccuracies, keeping pressure on the subject. The interpreter and the interrogator have to be well trained to work as a team. The interpreter has to be familiar with the interrogation procedures. His preinterrogation briefings must include information on the detainee's health, the circumstances resulting in his detention, and the specific information required. A successful interrogation is contingent upon continuity and a well-trained interpreter. A tape recorder (or a recorder taking notes) enhances continuity by freeing the interrogator from time-consuming administrative tasks.

Processing Processing is the step in the intelligence cycle through which information becomes intelligence. It consists of recording, evaluating, integrating, and interpreting. Certain factors are unique to the internal defense environment. These factors must be applied to determine insurgent capabilities and COAs and provide the intelligence needed for all facets of FID and/or IDAD operations.

Recording. Like conventional tactical situations, FID operations require large amounts of information on a continuous basis. This information must be promptly compared with existing information and intelligence to determine its significance. To a large degree, the extent of the recording effort will depend upon the insurgent activity in the area.

Depending on the echelon of responsibility, the state of insurgent activity in the area, and the degree of knowledge of the enemy, the current intelligence graphic requires at least two annotated maps the incident map and the insurgent situation map (SITMAP). Each of these recording devices normally is a transparent overlay covering a large-scale topographic map of the area. The incident map provides historic, cumulative information on insurgent activity trends or patterns. Properly maintained entries let the intelligence analyst make judgments about the nature and location of insurgent targets, the relative intensity of insurgent interest in specific areas, insurgent control over or support from the population, and potential areas of insurgent operations.

The insurgent SITMAP represents intelligence; much of it is built around the information recorded on the incident map. It will be difficult to pinpoint insurgent installations and dispositions with the same degree of confidence as in a conventional tactical situation. The insurgents can displace on short notice, making a report outdated before it can be confirmed. The SITMAP can graphically substantiate the trends or patterns, derived from the incident map, that improve the economy and effectiveness of the collection effort. The SITMAP provides a ready guide for briefing the commander, the civil authorities, or other interested parties.

Other annotated maps include the trap map and personalities and contact maps. The trap map is used if the insurgent is capable of sabotage or terrorist action. It will portray particularly attractive target locations for insurgent sabotage or terrorism. Insurgent targets could be road and railroad bridges, communications centers, theaters and assembly halls, and places where the terrain favors ambushes and raids. These areas are plainly marked on this map directing attention to possible insurgent access and escape routes.

What is initially known about the insurgent situation may be information on locations and activities of individual agents (espionage, agitation, organization, and liaison). The personalities and contacts map records the appearances, movements, meetings, and disappearances of these agents. A large-scale city street map or town plan is required to track the individuals. Dated symbols indicate observations and incidents. Depending on the amount of insurgent activity, this map can be combined with the incident map.

The intelligence worksheet and the annotated maps serve to isolate problem areas and form ties between items of information and intelligence collected. In the early

phase of an insurgency, the enemy is building his own organization. His organizational procedures and tactics will, therefore, be unique. The intelligence analyst must study personalities and analyze incidents.

The insurgency analysis worksheet helps identify information and intelligence needed to satisfy PIRs and IRs. It provides a guide for analysis of an environment for operations short of war.

The hot file is the most important working file. It includes all available material pertaining to an incident or groups of possibly related incidents of current interest. This file contains material on persons, agents or suspects, or places likely to be involved in insurgency activity.

If propaganda is a major part of the insurgent effort in the area, a current propaganda and PSYOP file should contain all the pertinent literature, background material, propaganda speeches, and analyses of local grievances the insurgents are exploiting.

A local personality and organization file is maintained on each insurgent personality. If the local police force carries out a surveillance, they can transfer basic identifying and biographical information from dossiers to a card file. This card file helps train friendly surveillant to recognize key personalities on sight. The organization section of this file contains information on the history and activities of the insurgent organization's fronts, other subversive or suspected groups and their officers, overlapping directorates, membership, and liaison among these organizations.

The area study files contain up-to-date and pertinent data on the geography, hydrography, climate, political and economic characteristics, civil populace, military and paramilitary forces, resistance organization, targets, and the effects of these characteristics.

A resource file contains all material of importance but not of immediate value. It may include inactive incident files, inactive personality and organization files, and photography.

Evaluation. Evaluation is the examination of information to determine its intelligence value. The intelligence analyst's knowledge and judgment play a major role in evaluating information. Therefore, he must know the theory of insurgency. In considering if a fact or event is at all possible, he must realize that certain events are possible, although they have not previously occurred and have been thought unlikely to occur. Initially, intelligence production starts with unconfirmed information that is subsequently supported, confirmed, or denied by additional and related information. As the intelligence analyst obtains more information, the insurgent situation, capabilities, and probable COAs become increasingly clearer.

Integration. Evaluated information becomes intelligence only after it is integrated with other information and interpreted to determine its significance. Integration involves combining selected data to forma pattern that will have meaning and establish a basis for interpretation. In his search for related information, the intelligence analyst checks the incident file, the friendly and suspect personality files,

and the organizational file. After obtaining all related items of information from the intelligence files, he begins to assemble the available information to form as many logical pictures or hypotheses as possible. Alternative methods of assembly are an essential prerequisite to any valid interpretation. The assembly of information to develop logical hypotheses requires good judgment and considerable background knowledge. In formulating hypotheses, the analyst must avoid limitations resulting from preconceived opinions.

The intelligence analyst uses the IPB process for intelligence production. The IPB supports commanders and their staffs in the decision-making process. The commander directs the IPB effort through the CCIRs (which, for the SIO and his intelligence analysts, include the PIRs and IRs). All other staff elements are active participants in the IPB. See FMs 34-36 and 34-130 for a detailed discussion of the IPB process.

Interpretation. Interpretation is the result of deducing the probable meaning of new information and determining its implications about future insurgent activities. The meaning of the information is determined in relation to the insurgent situation and the insurgents' probable COAs.

Dissemination

The final step of the intelligence cycle is dissemination. Intelligence and combat information are of little value if not delivered when needed. Failure to disseminate this intelligence defeats a thorough and successful collection and processing effort. As a result of IPB, the SIO produces a variety of templates, overlays, association and event matrixes, and flow charts appropriate to METT-TC. He provides these products to the HN commander and S3 for approval and guidance. As a follow-up, the SIO provides the correct products promptly to the right consumers. He also ensures these products are adequate for and properly used by them. Where appropriate, he must advise and coach nonintelligence personnel in their use. He must also use his IPB products to identify gaps in the intelligence data base and redirect his collection effort.

Threat Analysis

Threat analysis focuses on the examination of the insurgents' ends, ways, means, vulnerabilities, centers of gravity, and friendly methods for gaining the initiative, exploiting success, and achieving early victory.

Insurgents are potentially quite vulnerable in some areas. The insurgents are—

- Normally outnumbered and outgunned by the security forces, although they may have local fire superiority.
- Deficient in mobility, communications, medical, and logistic support.
- Considered illegal by the government in power.
- Lacking in a stable political, economic, and territorial base.

Insurgents are aware of their difficult situation; therefore, they must protect and overcome their vulnerabilities. They must maintain security while building

strength and support. They can do this by—

- Developing underground organizations and support systems.
- Infiltrating government organizations for intelligence and political purposes.
- Gaining the willing or unwilling support of the populace for intelligence, logistics, and manpower.
- Establishing remote base areas.
- Using multiple, secret routes.
- Using mines and booby traps.
- Using caches.

The insurgents must gain and maintain the initiative by carrying out actions that distract security forces (forcing the security forces to take a defensive posture). They also can gain and maintain the initiative by carrying out actions that weaken the government in power. They weaken the government by attacking its political and economic infrastructure through acts of terror, military attacks against economic targets, and the skillful use of propaganda.

Security is essential for the insurgents' success because it provides them the time to make a long-term strategy work. To do so, they must protect their vulnerabilities and weaknesses and maintain the ability to exercise the initiative. Security is the insurgents' true center of gravity. The government must use intelligence to expose vulnerabilities, regain the initiative, and destroy the insurgency-developed and intelligence-oriented strategy. The HN forces must focus their efforts on planning and conducting operations that reduce the insurgents' freedom of action and attack their vulnerabilities.

Order of Battle Intelligence

OB is as important in an insurgency as in conventional combat operations. However, the analyst must recognize some differences in nomenclature and approach. The applicability of the OB factors differs in an insurgency from conventional operations. There will also be differences in application between Phase I and Phase II insurgency situations. The elements of the OB factors are not independent of each other. They are closely related and must be considered as a whole. Information on one of the elements will often lead to a reevaluation or alteration of information previously received on another element. The normal practice of developing and maintaining OB down to and including two echelons below the analyst's own level of command does not apply to FID and/or IDAD. The nature of the insurgency and the phased development of its forces require much more detailed OB and pertain to much lower echelons. The following paragraphs address the OB factors and explain their applicability to insurgency situations.

Composition In some insurgent movements, military force is only one of several instruments through which the insurgents seek power. Development of a military force has the lowest priority during the early stages of an insurgency. As long as the party core

and civil organizations are established and move effectively toward the goal of the insurgency, the military arm may either be dormant or simply exist in cadre form until needed as a support arm.

Phase I Considerations. Rather than collecting information on the identification and organization of specific insurgent units, the intelligence personnel concentrate on the internal workings of insurgent activity groups. Knowledge of their composition can be a key to the entire planned course of the insurgency. Details of composition may include the appearance of new organizations, the relative amount of enemy effort in rural and urban operations, the internal C^2 chain, and the organization of the insurgent groups.

Phase II Considerations. The concerns of the intelligence analyst will be determining the composition of the insurgent combat units (including their organization and C^2). The degree of sophistication encountered indicates other factors (training, logistics, strength). Armed platoons or small terrorist cells indicate the overt military portion of the insurgency plan is just beginning. Armed battalions and large urban terrorist groups indicate there is a serious menace to the current government.

Political Structures. A tightly disciplined party organization, formally structured to parallel the existing government hierarchy, may be found at the center of some insurgent movements. In most instances, this organizational structure will consist of committed organizations at the village, district province, and national levels. Within major divisions and sections of an insurgent military headquarters, totally distinct but parallel command channels exist. There are military chains of command and political channels of control. The party ensures complete domination over the military structure using its own parallel organization. It dominates through a political division in an insurgent military headquarters, a party cell or group in an insurgent military unit, or a political military officer.

Combat Forces. The organization of insurgent combat forces is dependent on the needs, the tactics used, and the availability of personnel and equipment. Frequently, subordinate elements of insurgent units are employed independently. The intelligence analyst who receives a confined report of an insurgent unit operating in his area cannot, therefore, assume that the parent unit is also present.

Disposition Determining the disposition of the insurgents involves locating his operational mining and supply bases, LOCs, and areas of political control. The intelligence analyst can arrive at the insurgents' potential dispositions by developing patterns of activity based on map study and knowledge of insurgent tactics. Insurgent base areas, for instance, are normally near areas the insurgents control politically, thereby providing an early warning system. By plotting insurgent sightings and combining this information with weather conditions, time factors, detailed investigation of insurgent incidents, and after-action reports, the analyst can select possible enemy dispositions as well as possible areas of tactical deployment. These areas, while appearing to be under the control of internal defense forces, may be under the political control of the insurgents.

Phase I Considerations. This phase considers the location, deployment, and movements of insurgent organizations or personnel. The insurgents' strength and tactics may be revealed, to some extent, by discovering whether they concentrate their effort in a few places or disperse throughout the target nation. If they initially concentrated their effort in one city or in a rural area, then the spread of the insurgent organization is a key to how long they have been operational and how successful they have been.

Phase II Considerations. How the insurgent forces are deployed can indicate whether the enemy is making a widespread show of strength (with units scattered about the country) or is concentrating forces around a few key targets. The deployment can also show whether the enemy is going to concentrate on such activities as interdicting transportation or actively seeking battle with government forces.

Strength

The strength of the insurgent forces must be thought of in terms of the combat forces, political cadres, and popular support. The analyst can apply conventional methods of strength computation to determine insurgent strength. The insurgents will try to have their strengths overestimated by the HN security elements. To give this false impression, the insurgents will rapidly move their units and use multiple designations for a single element. The analyst views reports from the populace on insurgent strengths with caution and stresses the importance of actual counts of enemy personnel. He finds it more difficult to determine the popular support for the insurgents, although a guide may be the percentage of an area under government control as opposed to the percentage under insurgent control. A useful indicator of the extent of insurgent political control is the willingness of the populace to report information on the insurgents.

Phase I Considerations. The cadre that organizes and activates the movement usually consists of highly trained, aggressive professionals who exercise an influence out of proportion to their actual numbers. The analyst's concern is with the number of units in existence. In this phase it means identifying and evaluating new groups and organizations that have appeared in the nation and the changes in the size of existing groups.

Phase II Considerations. The actual number of men available to the insurgency now assumes the importance it lacked, to some degree, in Phase I. By knowing the amount of weapons and equipment the insurgents have, the analyst can estimate their capabilities against friendly forces. The degree of popular support for the insurgents will be manifested in such areas as recruiting for their forces.

Tactics

Tactics include both enemy doctrine and the conduct of operations according to that doctrine. Insurgent forces may be more flexible in their application of doctrine than regular military organizations. The friendly forces must know and understand the doctrine that guides the insurgents if they are to counter enemy efforts effectively. The choice and application of insurgent tactics is an appraisal of friendly and insurgent strengths. Insurgent tactics will involve political, military, psychological, and economic considerations, all closely integrated. Speed, surprise, and heavy application of firepower and mobility describe military tactics.

Phase I Considerations. An absence of strictly military operations and an emphasis on subversion and organizational development describe this phase. Although instances of terrorism may begin to occur in the latter stages of Phase I, military activity is usually limited to recruiting and establishment of military cadres.

Phase II Considerations. An increased emphasis on the study and evaluation of insurgent military tactics is required. Tactics during this phase are usually limited to ambushes, raids, sabotage, and terrorism. These activities provide the insurgent with supplies, experience, and self-confidence while at the same time, they erode friendly morale and reduce friendly economic and military capabilities.

Training Insurgent training will be closely related to the tactics they use and will include vigorous political indoctrination. Both the combat forces and the people within an area under the insurgents' political domination receive training. The insurgents carefully plan and train for individual operations and phases of movements.

Phase I Considerations. The insurgents train and indoctrinate their cadre and newly accepted or recruited indigenous personnel during this phase. Training consists of political indoctrination along with propaganda, communications, and intelligence collection techniques. Some training normally takes place in another country and a change in the number and type of personnel traveling to that country may indicate this fact.

Phase II Considerations. Much attention must now be devoted to locating training camps and areas, identifying training cadres, and interdicting the movement of insurgents to and from out-of-country training areas.

Logistics In an insurgency, as in conventional warfare, the insurgents' effectiveness is very much dependent on their logistical support. In an insurgency's early stages, the requirements for military equipment and supplies are less than in later stages. Accurate intelligence of the insurgents' sources and availability of supplies and equipment is essential to determine their capability to maintain and expand the insurgency.

Phase I Considerations. Two particular items have always been essential to the Phase I insurgents—money and a printing press. If they are highly successful in establishing and motivating their power base, they may never really have a need for the usual items of military supply. Money often comes from abroad but bank robberies, unusual or excessive fund drives, payroll deduction requests, or sudden affluence among suspect government officials are cause for suspicion. Equipment to produce and disseminate propaganda (printing presses and radio sets) is of a special nature, and the friendly government can easily control its purchase and use.

Phase II Considerations. Logistics is now a larger and more elaborate requirement for the insurgents. They must now get, store, transport, and maintain weapons, ammunition, explosives, signal equipment, and medical supplies. They now need more people to operate the logistic system. Insurgent supply caches or supply lines become critical concerns to friendly forces. They must control the borders

and coastlines. They must use aerial surveillance over remote areas or areas the insurgents use to detector deter the movement of supplies.

Effectiveness Effectiveness describes the qualitative ability of the insurgents to achieve their political or military purposes.

Phase I Considerations. In Phase I, the term "combat effectiveness" usually does not apply. Although the insurgents use words like "struggle" and "front," the words do not denote the use of armed forces. Usually there will be overt indications of the effectiveness of insurgent operations. Information on these operations may be gathered by careful observation of organizations, movements, and elections at all levels. Penetration of these activities by government agents is very desirable and can make a significant contribution to the OB picture.

Phase II Considerations. The effectiveness factor now expands to include the combat efficiency of insurgent military forces. By carefully evaluating the other OB factors and taking note of actual combat experience, an analyst can evaluate the insurgents' combat effectiveness or lack thereof. The analyst can determine their strengths and weaknesses and, from this information, calculate their capability to follow various COAs.

Personalities Personalities are not listed as a separate OB factor in a conventional situation. They are of greater importance in an insurgency, and as such, are listed as a separate factor.

Phase I Considerations. In Phase I, personalities are an extremely important factor. During this phase, when the insurgency is just beginning to organize and function and trying to spread its influence, the loss of a comparatively small number of men can practically destroy or, at least, set back its progress. The apprehension, compromise, or exposure of its leaders may destroy the insurgency completely. Knowing who the insurgent leaders are can also furnish a valuable indication of how tactics and training will be conducted and how effective the overall effort will be.

Phase II Considerations. As in Phase I, personalities are important enough to warrant their consideration as a separate factor. Many insurgent units will use their commander's name rather than a conventional designation.

Electronic Technical Data In the early stages, there is often a lack of uniform communications procedures. This fact prevents the development of an extensive electronic technical data base. Very high frequency (VHF) citizens band sets may play a role in early terrorist operations. Equipment available to the insurgents will range from the most primitive to the most modern. Even equipment not generally available in the armed forces of major world powers, such as spread spectrum and frequency hoppers, can be easily obtained.

Phase I Considerations. The propaganda needs may result in insurgent-sponsored, medium-frequency or commercial radio AM broadcasts. Transmitters

may be located outside national boundaries or in remote, inaccessible areas. These broadcasts frequently use code words to command and control insurgent operations. Later, there may be some increased use of VHF transmissions and more organized communications procedures. The standardization of communications practices reflects communications training.

Phase II Considerations. Much more extensive use of communications equipment characterizes this phase. Equipment will be captured from government sources, purchased or stolen from commercial sources, provided by external sponsors, or locally manufactured. Communication procedures may reflect an external sponsor's doctrine and training practices.

Miscellaneous

Other items that contribute to knowledge of the insurgents, such as goals and methods, are considered here.

Phase I Considerations. This category can include such items as historical studies of people and parties involved in the insurgency, code names or numbers, and any other information that does not fit under the other nine categories.

Phase II Considerations. Several miscellaneous items now become vital adjuncts to the other factors. Weapons, insignia, code names and numbers, types and colors of uniforms and flags help identify enemy units. They also help identify the source of outside aid, the source of weapons and equipment smuggled into or purchased in the target nations, and the morale and effectiveness of the insurgent armed forces.

NOTE: Remember the following points when applying the OB factors to an insurgency:

- *The insurgents' methods may change but their principles do not.*
- *The previously discussed OB factors are closely interrelated and cannot be analyzed separately.*
- *When an insurgency escalates to a Phase II situation, the OB effort must be expanded considerably. The enemy combat units must now be considered in addition to the various Phase I organizations and activities that will still be active.*

Special Intelligence-Gathering Operations

Alternative intelligence-gathering techniques and sources, such as doppelganger or pseudo operations, can be tried and used when it is hard to obtain information from the civilian populace. These pseudo units are usually made up of ex-guerrilla and/or security force personnel posing as insurgents. They circulate among the civilian populace and, in some cases, infiltrate guerrilla units to gather information on guerrilla movements and its support infrastructure.

Much time and effort must be used to persuade insurgents to switch allegiance and serve with the security forces. Prospective candidates must be properly screened and then given a choice of serving with the HN security forces or facing prosecution under HN law for terrorist crimes.

Government security force units and teams of varying size have been used in infiltration operations against underground and guerrilla forces. They have been especially effective in getting information on underground security and communications systems, the nature and extent of civilian support and underground liaison, underground supply methods, and possible collusion between local government officials and the underground. Before such a unit can be properly trained and disguised, however, much information about the appearance, mannerisms, and security procedures of enemy units must be gathered. Most of this information comes from defectors or reindoctrinated prisoners. Defectors also make excellent instructors and guides for an infiltrating unit. In using a disguised team, the selected men should be trained, oriented, and disguised to look and act like authentic underground or guerrilla units. In addition to acquiring valuable information, the infiltrating units can demoralize the insurgents to the extent that they become overly suspicious and distrustful of their own units.

Insurgent Counterintelligence and Security

Since counterinsurgency is basically the restoration of internal security in the AO, it demands a vigorous and coordinated counterintelligence effort.

Insurgents generate broad counterintelligence and security programs to thwart government penetrations. They set up security and early warning nets in rural and urban areas. These systems are composed of carefully recruited individuals chosen primarily because their work places them near sensitive insurgent installations. Typically, lookouts may be newspaper vendors, building janitors, housewives, young students, farmers, small shopkeepers, or fishermen.

These lookouts report possible government raids or other operations to liaison men chosen because they can travel without attracting notice. These are often postmen, taxi drivers, or traveling vendors who pass the information to insurgent officials.

The security and counterintelligence wing of the insurgent political organization produces false birth certificates, identification papers, and travel permits the agents require for travel, jobs, and other activities. To make it difficult for the police to check the authenticity of a forged document, the fictitious birthplace listed is often in a location that cannot be checked easily. Identity papers frequently list the bearer as a peddler, free-lance writer, or artist because these occupations are difficult for the police to check.

Insurgents sometimes avoid the forgery problem by stealing or buying genuine documents from some individual who then may be killed.

Meeting sites are a security problem. Insurgents prefer sites in which the arrival of several persons at about the same time will not attract attention or arouse suspicion. They favor woods and other secluded areas. When they must hold meetings at a house or apartment, they try to avoid those neighborhoods in which well-known antigovernment agitators live. Such areas may be under surveillance. They change meeting places frequently. When possible, they arrange meetings to coincide with

some outwardly legal, proper reason for bringing individuals together. They stagger the arrivals and departures. Family members answer the door. Guards stay after the meeting to look for incriminating items left behind.

Insurgent groups routinely conduct security checks of members, potential members, and collaborators. Normally, they do not accept a recruit until they have investigated his present and past family, life, jobs, political activities, and close associates. A probationary period follows. If they urgently need a person with special skills, he may be brought in but assigned very limited tasks until the investigation is completed.

Clandestine agents are tested regularly. The insurgent security personnel may, without warning, summon an individual to test his reaction. If he is guilty of disloyalty, he may sense possible exposure and desert. A suspect may be kept in ignorance of a change in meeting place. If government security forces show up at the original site, the insurgent organization knows the suspect is a government informant. Strict conformance with security procedures is required. Cell members are subject to punishment if they do not report violations. Security sections discover and liquidate hostile agents. They spend as much time, if not more, watching their own personnel as they do the enemy 's.

Friendly Forces Counterintelligence and Security

The techniques pertaining to friendly clandestine collection operations also apply to covert counterintelligence activities. The emphasis, however, is on information of counterintelligence interest rather than intelligence interest. But during counterintelligence operations, information of intelligence interest may also be obtained and should be passed to interested agencies.

Most of the counterintelligence measures used will be overt in nature and aimed at protecting installations, units, and information and detecting espionage, sabotage, and subversion. Examples of counterintelligence measures to use are—

- Background investigations and records checks of persons in sensitive positions and persons whose loyalty may be questionable.
- Maintenance of files on organizations, locations, and individuals of counterintelligence interest.
- Internal security inspections of installations and units.
- Control of civilian movement within government-controlled areas.
- Identification systems to minimize the chance of insurgents gaining access to installations or moving freely.
- Unannounced searches and raids on suspected meeting places.
- Censorship.

Appendix C

Consolidation Operations and Techniques

Consolidation Phases

The FID consolidation process usually begins with a tactical operation that goes through three major phases, each involving the use of different forces.

First Phase In the first phase, security forces secure the area targeted for consolidation. The goal of these forces is to systematically destroy the enemy force structure and the individual insurgents. Since the area to be consolidated is usually populated, the use of firepower must be limited to reduce civilian casualties and property damage. After their initial efforts to destroy or drive away the guerrilla force, the friendly forces break down into smaller elements. The elements then carefully search for individuals trying to escape by mixing with the populace. The security forces publicize their victories through PSYOP activities to intimidate or convince enemy infrastructure members to surrender. At night, small units setup ambushes around the village or town to prevent enemy forces from escaping under the cover of darkness. Normally, after two to three days, the security forces deploy to adjacent areas to expand the consolidation effort. They strike into enemy bases and LOCs to prevent the enemy from staging a comeback. Friendly forces prevent the return of insurgent forces by destroying all enemy fortifications, trench and shelter systems, minefield, and booby traps. In addition to manpower and firepower, they use bulldozers to clear all obstacles within the area. Engineer units can then start to build and repair roads and to rebuild the village without altering its configuration or boundary.

Second Phase While friendly forces shift their activities farther away to ensure complete protection for the village or town, police or paramilitary forces enter the village to take

over control and replace the operational forces. The true consolidation effort begins at this time. The friendly forces have now either destroyed or neutralized the insurgent forces and their infrastructure in the village. However, some elements still may be hiding in underground shelters. The mission of the police or paramilitary force is to search and root out any remaining enemy. They separate the enemy from the people through a process of investigations, screenings, classification, and checks of identification papers. HN CA teams then begin organizing civic action programs. They explain the purpose and merits of the consolidation program. As security conditions improve, people return to the village and the teams organize them into civil defense forces. They take a census and coordinate elections to choose officials who will make up the village administrative council. They also make plans to return those officials who fled the area to their original village. Meanwhile, paramilitary forces start to build watchtowers and other fortifications to consolidate the defense system. The goal is to demonstrate to the villagers the credible presence of the security forces and to reaffirm that the force will stay in the village as long as required to protect them. In some cases, it be may necessary to install a permanent security force in the area. The presence of regular friendly troops will inspire more confidence among the local populace. Government troops conduct constant patrols in and out of the area to maintain security. These activities gradually eliminate the enemy infrastructure, rehabilitate the roads and buildings, and pave the way for the next phase of reopening the area.

Third Phase The final phase is devoted to developmental work. It begins as soon as the village is secure and free from enemy interference or harassment either by the insurgent infrastructure or the insurgents. HN CA teams begin long-term projects, such as building a school, a maternity ward, an information office, or a marketplace, and repairing roads or erecting bridges. The goal of these efforts is to bring security and prosperity for the populace and allow them to appreciate the contrast between government action and empty promises made by the insurgents.

NOTE: The division of the consolidation effort into three phases is theoretical. Phases are not normally identified by time but by actions taken. All three phases can begin simultaneously, if conditions permit. Also, an operation might never get beyond the initial or securing phase. The succession of the phases is based on the security situation and the counteractions of insurgent forces in the area.

Coordination of Security Activities

The success of security activities depends on coordination and cooperation of all participants. Scarce military forces must be shared and deployed as needs dictate.

Because the consolidation effort involves security activities by a wide variety of security forces, coordination is vital to its success. Aside from tactical coordination among operational forces, most important is coordination between operating forces and the local government since military activities that support consolidation generally take place in populated areas.

Normally, the shortage of military forces is the most difficult problem the HN security forces encounter in providing support for the different regions or provinces during consolidation operations. There are several ways a departmental or regional commander can solve this problem without asking for additional forces. He can—

- Redistribute territorial force allocations.
- Request additional authorized strength in territorial or police forces.
- Allocate the authorized spaces to the more needy areas.
- Redeploy regular forces from one area to another for short durations.

The redistribution of force allocations is more widely used since the departmental or regional commander normally has this authority.

Consolidation Techniques

Populated, geographically important, and economically prosperous areas (urban centers, villages, or towns) near vital LOCs normally receive first priority in consolidation. As soon as these areas are consolidated, the effort shifts to adjacent areas. The idea is to spread from secure areas into less secure or semisecure areas and from these into insecure areas. Semisecure or insecure areas targeted for consolidation usually interconnect with secure areas to make communications more convenient.

Hunter-Killer

Friendly forces can use this technique in consolidation operations, particularly during the securing phase. They use this technique to hunt down and destroy small, isolated enemy elements. The hunter-killer teams consist of two elernents: the hunters and the killers. The hunter element is lightly equipped and highly mobile. Its mission is to track down enemy forces while maintaining constant communication with the killer element that is on alert and ready for action. When the hunter element makes contact, it notifies the killer element. The killer element moves into the target area by the fastest means available (normally helicopters) with tactical air and artillery support to prevent the enemy from breaking contact and escaping.

County Fair or Village Festival

This technique is a combination of cordon and search, civic action, and intelligence collection. It requires the formation of a special task force that includes cordon units, search elements, and a village festival organization. The village festival organization consists of a regional development cadre, the national police, and paramilitary or civil defense forces. The regional development cadre is the principal actor in the village festival show.

The missions of the cordon and search elements are the same; the village festival organization adds another dimension: winning the hearts and minds of the populace using psychological and CA operations. The village festival technique is mainly used in those villages where the government wants to maintain permanent control and presence. The emphasis of the whole effort is on winning the sympathy of the populace and gathering information about the enemy. All gather information

on the insurgent infrastructure at the same time. It usually consists of the following teams.

PSYOP Team. This team organizes film shows, distributes PSYOP materials, and holds education sessions for the villagers to promote the government's cause and policies whale countering enemy propaganda.

Intelligence Team. This team is made up of former guerrillas, if possible, who serve as guides and informants to the police and security forces. They can pinpoint families that have members working with the insurgents or families that sympathize with the enemy and enemy weapons caches, underground shelters, and messenger routes.

Cultural Team. This team organizes games and sports.

Agricultural Team. This team provides guidance to farmers on improved techniques of crop planting and livestock breeding.

Artist Group. This group performs progovernment songs, variety shows, and short plays.

Cordon and Search Operations

These operations are normally a combined civil and military venture, based on good intelligence. Ideally, the intelligence sources should determine a specific target rather than an entire village or town. The operation should be planned in detail and rehearsed. Its main goals are the localization and destruction of the insurgents and their infrastructure. Planners and participants take every step to maintain secrecy and achieve surprise. The plan must be simple and easy to execute, and the methods and techniques used must vary constantly.

Detailed Searches

A detailed search is carried out to—

- Gain information on the identity and location of insurgents as part of the intelligence effort.
- Check on family census cards, issue identification (ID) cards, and locate caches of materials as part of the PRC program.
- Make the people aware of the government's intentions and win their willing cooperation.
- Harass the insurgents and hamper their offensive capability by forcing them to be constantly on the defensive.
- Support strike and consolidation campaigns as a part of PRC operations. A search may be oriented toward people, material, buildings, or terrain. It usually involves HN police and military personnel.

Search Considerations

Searches must meet legal requirements and be properly recorded. The proper use of authority in searches helps maintain the respect and support of the people. Although abusive, excessive, or inconsiderate search methods may temporarily

suppress the insurgent forces, they also alienate the populace and increase the sympathy for and support of the insurgents. Search operations must be conducted at a pace slow enough to allow an effective search but fast enough to prevent the insurgents from having time to react to the threat of a search. If resistance to the search operation develops, police or military must take proper action to overcome the resistance. After an initial search, the friendly forces should consider returning to the searched area. In doing so they surprise guerrillas or members of their supporting organizations who were identified earlier or who returned to the searched area.

Command and Control The area's size, the relative police and troop strengths, and an estimate of the type of resistance that may be encountered will determine who will control the operation—the police or the armed forces. Although the police may best control a small search in a controlled area, it is more common for the military forces to command and control all operations outside controlled areas, with available police acting as support. In many situations, police may not be available in the numbers desired. In these cases, a trained and prepared indigenous armed force must carry out tasks the police force should ideally conduct.

Tasks In a cordon and search operation, the following divisions of responsibilities are normally considered:

- The military plan and exercise C^2. They cordon the area, escort (police) search parties, and guard and escort detained suspects. They also provide helicopters (if applicable) to locate enemy movement.
- The police, if available in sufficient numbers, carry out plainclothes reconnaissance, if permitted. They provide required guides for the cordon troops, give any instructions to the inhabitants after the cordon is in position, carry out the actual search, and screen suspects.

Difficulties One of the difficulties normally experienced in a large cordon and search operation is the risk of irritating the populace and winning further support for the insurgents. Other problems are preserving security, and meeting high manpower costs.

Principles The principles of cordon and search operations include—

- Selecting a specific target within the capability of the cordon elements. Too large an area results in leaks in the seal that the enemy is quick to discover and exploit.
- Surrounding the area (use all possible speed in completing the seal) to prevent the enemy from escaping.
- Establishing checkpoints and roadblocks to prevent entrance to or exit from the area to be searched.
- Preventing an attack or interference by personnel coming from outside the area
- Searching houses and individuals, as necessary, to identify suspects and locate contraband material.
- Escorting apprehended persons and evacuating confiscated material to designated locations.

Organization When sufficient forces are available, security, search, and reserve elements are organized.

Security elements surround the search area to prevent anyone inside from getting out. The cordon must not be a continuous line of troops but must be organized in depth; for example, a platoon would normally have two squads forward and one in depth. Members of the inner security element orient primarily upon evaders from the populated area. The outer security element deploys at selected points some distance from the main cordon to prevent an insurgent attack or interference from outside the isolated area.

Search elements consist of the police and/or troops who search houses and inhabitants in the isolated area. These elements conduct the mission assigned for the operation. Normally, they will be organized into search teams. Special teams may be formed for some search operations. In searching small areas (a few buildings), small units can conduct a search without special teams for each function. Search teams may require a capability for physical or visual searches, fire support, roadblock control, prisoner detention, and mine detection. Search teams may also require a capability for scout dogs, riot control, tunnel reconnaissance, interrogation, screening documentation, and PSYOP.

The reserve element is a mobile force whose specific mission is to assist the other two elements if they meet resistance they cannot handle. In addition, it must be able to replace or reinforce either of the other two elements if the need arises. If helicopters are available, the reserve element may be positioned outside the area with helicopters on standby to lift them. Air observers can assist by detecting and giving early warning of any large-scale insurgent movement toward the occupied area.

Approach Approach is a tactical movement to the objective. It may be executed by foot, vehicle, or aircraft.

The intent is to surround the area before the inhabitants realize what is happening. Movement by vehicle may compromise the element of surprise by limiting approach routes and concealment and by creating, particularly at night, light and noise. It also provides an attractive ambush target, thus dictating the need to move the whole distance by foot or helicopter. If the friendly forces must use air transport, they dismount some distance from the area to be cordoned and approach stealthily by foot. When vehicular movement is considered to be the best means in the circumstances, it may be advisable to drive right into the area. This quick, mobile method has the best chance of success when moving by vehicle. An approach by foot or helicopter is normally preferred.

The forces approach by as many different routes and as silently as possible. A cordon established in darkness must be unbroken. However, it can be thinned out after daylight and maintained by a chain of observation posts using patrols to cover the gaps. Normally, it will not be possible to maintain a continuous cordon for any length of time due to the large number of troops required. In some cases, units can reduce troop numbers by cordoning off roads that run through swamps or flooded areas. Ideally, cordon troops should dig in, taking advantage of natural cover and

using wire to help maintain their line. However, the need for silence will often prevent digging. The amount of light and the thickness of the vegetation will dictate the density and depth of the cordon.

Road Movement If the risk of ambush is slight and the force commander decides to use road movement, he must consider control of the convoy, routes to be taken, and the element of surprise.

The force commander needs a forward rendezvous (RV) to keep control for as long as possible and to reduce the chance that traffic may delay part of the convoy during the final move forward. The RV needs to be close to, but out of sound and sight of, the cordon area. It is not a dismounting area.

Traffic control will be required at the forward RV so the convoy will have a clear run to the cordon area. If several side roads lead into the route selected between the forward RV and the cordon area, units must block them. Civilian traffic must not infiltrate the convoy or block the route.

Normally, the force moves to the forward RV by a single route. Such a move is the easiest way to coordinate the simultaneous arrival of the whole convoy. From the forward RV to the objective, the force uses all available routes to set up the cordon around the objective as quickly as possible with maximum surprise. The element with the most distance to travel departs first. This move can take place on a time basis, or the necessary gaps can be left in the convoy at the forward RV. The vehicles, however, must not stay at the RV for more than two or three minutes; otherwise the element of surprise may be lost.

Surprise will be lost if police searchers arrive in the cordon area before the cordon is in position. They are at the rear of the military convoy. This fact must be made clear during the planning stage of the operation.

Timing Exact timing is the most important factor affecting the success of a cordon and search operation and it is the most difficult to achieve. The area must be surrounded simultaneously. If this action does not happen and troops are late cordoning a part of the area, an alert enemy will slip out and escape.

Actions in Cordon Area As soon as the troops arrive, they quickly identify the area of the cordon and deploy. If anyone in the cordon sees a suspect approaching, he quietly alerts those personnel on each side of him. He challenges the suspect when he is close enough. Subsequent action will depend on the reaction to the challenge and the established ROE. Prearranged signals are necessary to prevent clashes between friendly troops. On arrival at their areas, troops take up firing positions that give the best possible fields of fire over the cordoned area. If strengths permit, patrols move behind the cordon in each sector to act as pursuit parties if anyone breaks through.

The various sectors of the cordon must be in radio contact with the headquarters controlling the whole operation.

The police warn the inhabitants that a house curfew is in force after the cordon is in position. They tell them what to do if, for urgent reasons, they must enter or

leave the area. The military commander must tell the police where he wishes the "gate."

The transport vehicles, if used, are sent to a nearby secure area as soon as practical. The drivers or a force designated for this purpose guards them.

Movement among the cordon force is restricted to a minimum until first light if the cordon is established during darkness.

Commanders make an early tour of the area and personally ensure the cordon's perimeter is complete. Likely escape routes may be sealed with wire and kept under observation. Wire may reduce the overall number of sentries required.

Commanders select an area where reserves can rest. It should be outside the cordon area but near enough for the reserves to act quickly and immediately occupy alarm positions.

Based on the need for security and protection, the strength of the cordon is reduced. Sentries are posted in pairs on dominating points as soon as possible. Their posts must provide good, all-around observation and, consequently, ample warning of any breakout try through the cordon (Figure C-1).

Search Techniques

Police and military forces operating in populated areas must perfect their search techniques. They may search either a few isolated huts or buildings or search well-developed, urban sections. (Their search should include underground and underwater areas—any freshly excavated ground can be a hiding place.)

They must learn to deploy rapidly especially when a guerrilla force is still in the search area. The forces must physically surround the entire search area simultaneously, if possible. Observed fire must cover any portion not physically covered.

Search operations in built-up areas require thorough preparation and rehearsal. Special emphasis should be given to dividing the search area into zones and assigning a search party to each. A search party consists of a search element, a security element, and a reserve element.

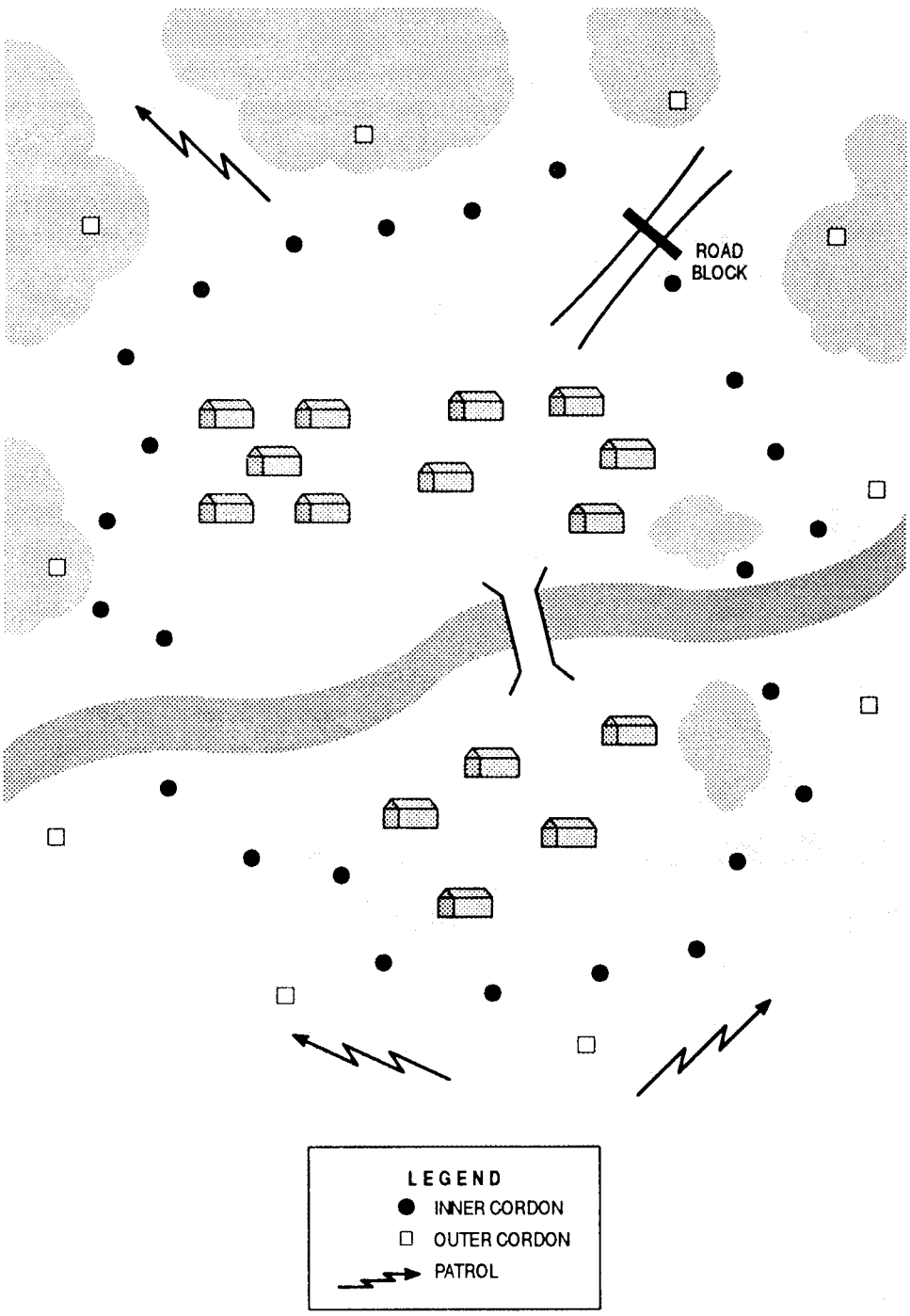
The officer commanding the search party operation informs inhabitants that his troops will search the area, that a house curfew is in force, and that all inhabitants must remain indoors. He may also have the inhabitants gather at a central point and then have the search party move in and begin the search.

House search is a delicate activity. Searchers must respect and protect peoples' privacy and property during the search. Each search party assigned to search an occupied building consists of at least one local police officer, a security element, and a female searcher, if appropriate. The search party must first assemble everyone in one room. The civil police may give the necessary orders and do the actual searching. The object of this search is to screen for suspects. Apprehended persons are evacuated as soon as possible. The search unit must plan in advance for escort parties and transportation to move the apprehended persons.

When the inhabitants are gathered at a central point, the head of the house should accompany the search party when it searches his house. If he is not with the search

party, he can deny knowledge of anything incriminating that is found, or he can accuse the troops of theft and looting. In small searches, it may be practical to ask the head of each household to sign a certificate that the search party did not remove anything illegally. This action may be impractical in a very large search, however. To avoid accusations of theft, witnesses must be present during the search. A prominent member of the community accompanies each search team.

Figure C-1. Inner and outer cordon perimeter.



The search party searches buildings from top to bottom. They use mine detectors to search for arms and ammunition. They make every effort to avoid unnecessary damage. They use a code to mark each house or building they searched. They can use this same code to list the occupants who must be accounted for in later searches. Such a code also helps ensure that they did not overlook any building in the current search.

If a house is vacant, or if an occupant refuses entry, the search party may have to make a forced entry. If they search a house containing property while its occupants are away, they must secure it to prevent looting. Before the troops depart, the commander makes arrangements with the community to protect empty houses until the occupants return.

Village search is a complicated operation. It requires detailed planning and coordination and flawless execution. Before conducting search operations in a village, the commander sends a reconnaissance patrol to gain information about the village and its inhabitants. The patrol takes care to avoid detection. Part of the patrol surveils the village while the remainder returns with the information. This action detects any changes that might take place before the security element goes into position. Information of value to the commander includes the village's size and exact location, fortifications, and warning and tunnel systems. Knowledge of where the insurgent lives is also valuable information. Does he live in the forest at night and inhabit the village during the day? Does he inhabit one building or several throughout the village? How many people are in the village?

The security and search elements use the most appropriate method of movement based on METT-TC. If aviation support is available, a quick strike airmobile operation can be employed. Speed characterizes this type of operation. If the elements conduct a dismounted operation, they normally use predesignated routes. Secure and rapid movement characterizes this type of operation.

If the inhabitants appear hostile, the commander has all persons assembled in a central location. This method allows maximum control over civilians, makes the search easier, denies the insurgent the chance to conceal evidence, and allows a more thorough search and interrogation. It has the disadvantage of taking the inhabitants away from their dwellings, thus encouraging looting that, in turn, will create ill feelings.

A second method is to restrict the inhabitants to their homes. This method prohibits civilian movements and discourages looting. The disadvantages are that it makes control and interrogation difficult and gives inhabitants time to conceal evidence in their homes.

A third method is to have the head of each household remain in front of his house while all others are brought to a central location. During the search, the head of each household accompanies the search team through the house. This method minimizes looting since the head of the household can see the search team did not steal property. This method controls the populace while conducting the search.

Search teams check thoroughly for insurgent personnel, equipment, escape tunnels, or caches. They also search cattle pens, wells, haystacks, gardens, fence lines, and cemeteries. Search teams must be constantly alert for booby traps.

After completing the house search, the teams search the perimeter and the area between the security element and the village. If the security element has not been discovered, the search teams form into sections, each section searching a portion of the perimeter. If any section flushes insurgents out of the vegetation or tunnel exit, the security element will be able to apprehend them. If the security element has been discovered, it conducts the perimeter search. Part of this element will keep the village isolated, while the remainder conducts the search. Such a search could take hours if the terrain is extremely dense. Regardless of the terrain, the searching unit checks every possible location for caches of material or personnel in hiding.

Conducting tunnel searches is difficult and dangerous. During the early phases of insurgency, the insurgents will begin a supply buildup. Where the terrain permits, they may construct tunnels, caves, and underground storage areas in which to store supplies and take refuge. These underground installations can be extremely difficult to detect from the surface. Gardens, animal pens, brush, or piles of straw or refuse usually conceal the entrances and exits. Entrances may be below the waterline in banks of streams and rivers or in large wells.

Guerrillas may booby-trap all entrances to tunnel systems. Also, they may be able to eject grenades through trapdoors and ventilation holes, causing casualties among the search party. Size and depth of tunnel complexes vary a great deal. Configurations vary according to specific purposes, number of personnel to be housed, types of equipment to be stored, types of material and equipment used in construction, and the terrain and soil textures in the area.

Village tunnels may run over 1,500 meters in length, are 1 to 5 meters below ground level, and rarely exceed 1 meter in diameter. They may have connecting tunnels, cache rooms, and underwater exits. Village tunnels will have air vents. They may have disguised entrances such as religious shrines. Their entrances may be concealed under huts, haystacks, or trapdoors that blend with the terrain. Entrances may be mined or booby-trapped.

Cache or spider tunnels are usually located in difficult terrain, are well concealed, and are accessible only by foot. They may be guarded. They may be short and include false connecting tunnels and be in the side of a hill.

Fortified tunnels are usually detailed and complex. They may have connecting tunnels with an excess of 1 meter of overburden. They may have firing positions and bunkers located tactically for mutual support and may be well fortified against small-arms and indirect fire. Fortified tunnels may provide minimum protection against heavy artillery and air bombardment. These tunnels are usually defended.

Search teams search tunnels for intelligence information. They secure and defend the area around the tunnel complex during search and destruction operations. Searching and clearing tunnels is a slow and deliberate procedure that can be costly

in casualties. In areas where tunnels have been reported, the searching unit must have a tunnel reconnaissance team attached. Specially trained volunteers makeup these teams. Actions the teams take include—

- Locating the tunnel using power-driven blowers to force smoke into the tunnels. The smoke may rise through additional openings, giving estimates as to the tunnel's length, direction, air vents, and exits.
- Flushing the tunnel clear of smoke before entering.
- Using small, flexible, adventurous individuals to form tunnel search teams.
- Using the buddy system for search teams whenever possible.
- Using wire communications between the search team and the surface members. (They tie communications wire to the searcher's ankle to aid recovery of the body if he becomes a casualty.)
- Equipping the search team with pistols or revolvers, knives or bayonets, and hand-held flashlights. If possible, the weapons have silencers to prevent damage to the search team members' eardrums. The use of silencers, however, can hinder maneuverability within the tunnel confines.
- Wearing special masks with an oxygen-generating system if the tunnel lacks adequate oxygen.
- Being alert for booby traps and insurgents still in the tunnels.
- Charting and mapping the tunnel layout.
- Removing intelligence information from the tunnel. They confiscate or destroy supplies and equipment useful to the insurgents.

Tunnels may be destroyed by cratering charges, high explosives (may require large quantities), or any innovations designed for the collapse or destruction of tunnels and caves.

Search units mounted in armed helicopters can use both the mobility and firepower of these craft in search operations. They are extremely effective in engaging the enemy from the air or on the ground.

Airmobile combat patrols conducting an aerial search reconnoiter an assigned area or route in search of guerrilla forces, When a combat patrol locates guerrillas, it may engage them from the air or may land and engage them on the ground. This technique has little value in heavily vegetated areas. The use of these patrols should be in conjunction with ground operations and limited to those operations in which enough intelligence exists to justify their use.

In ground search operations, helicopters drop off troops in an area suspected of containing guerrilla elements. With the helicopters overmatching from the air, troops search the area. The helicopters then pick up the troops who repeat the process in other areas.

Members of airmobile combat patrols should be trained in tracking procedures and may follow guerrillas to their base, If the patrol encounters a large guerrilla force, the reserve forces are committed. Plans must provide for the evacuation of prisoners, casualties, and material.

Screening Center

Screening centers (Figure C-2) can be established for an area or for a specific operation. They are organized to identify and classfiy the populace, produce information of immediate tactical value, and provide a ready force to exploit such information.

Mission

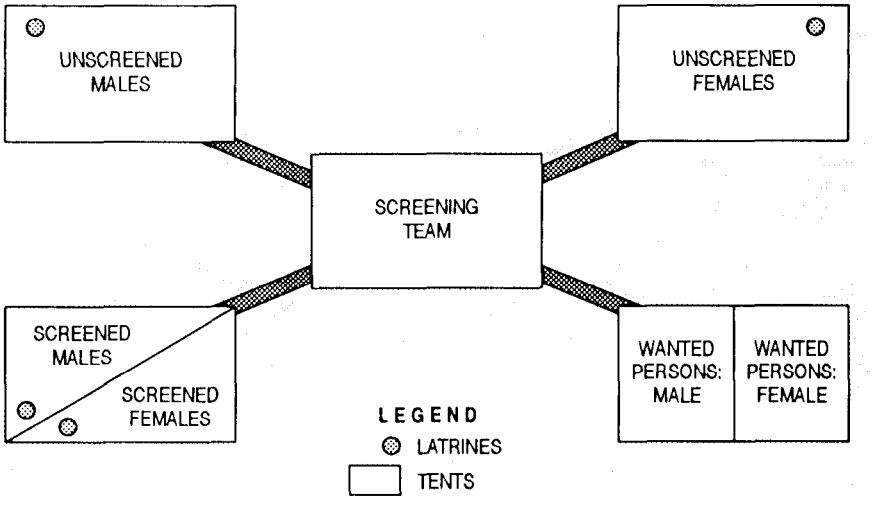
The screening center's mission is to screen all detainees, conduct preliminary interrogations, channel selected persons to the proper area for further interrogation, and provide the ground commander with information of immediate tactical value. The district intelligence and operations center (DIOC) or provincial intelligence and operations center (PIOC) will be able to provide the guidance necessary to establish a screening center for each particular operation.

Organization and Functions

The screening center has three main elements: the screening element, the interrogation element, and the reaction element.

Screening Element. The screening element receives all captives, civilian detainees, and innocent civilians. As these personnel pass through the screening center, they are identified and classified. When a suspect is identified, a record of his capture is made and only pertinent information taken. The police force is the primary operator of the screening center. They are trained in identifying suspects, and they have blacklists that help identify insurgents, criminals, and other wanted personnel. Intelligence personnel (familiar with the area and the people) coordinate moving into another area to react to information obtained from detainees. Census personnel are used for fast document readout and assigned to whatever unit can best use their services. Census personnel usually have an intimate knowledge of the area and possess valuable information on the population. The center also has doctors and interpreters (if necessary).

Figure C-2. The screening center.



Interrogation Element. As a detainee continues through the screening center, he goes to a field interrogation unit according to his classification (civilian detainee, PW). Here the element interrogates the detainee for immediately exploitable information and gives the information to the proper S2. After finishing the field interrogation, this element releases the detainee or, if suspected, has him transported to the proper detention facility for further processing and interrogation. Civilian detainees are turned over to the police depending on the arrangements made for the operation. Interrogators must not automatically regard children as innocent since they may have been trained to be hostile. Children under the age of 12 should be kept with the women.

Reaction Element. The reaction element is normally made up of police and paramilitary units. Its function is to react to information that would not require the use of regular forces (for example, locating individual members of the insurgent infrastructure). This reaction force is not to be confused with the operation's reserve force. This force reacts immediately to information gathered by the screening center; however, its use must be coordinated with the overall operation commander.

Sequence of Action

The participating forces carry out a cordon and search operation according to a well-defined sequence of action. The following paragraphs describe the succession of events in a typical cordon and search mission beginning at 0415.

0415 Blocking forces assume final positions on the line of encirclement. (Times vary according to the situation, locale, and intelligence. They also vary to prevent setting a pattern.)

0430 Local HN civil and/or police elements poise at the line of encirclement, prepared to advance toward the objective. (Key local HN officials, accompanied by HN security force representatives, can prepare a PSYOP message to be delivered to the populace of the objective village.)

0455 A local HN government official delivers a message to the people in the objective area via a loudspeaker. (This message can be a recording delivered from a helicopter.) The official's message notifies the people that an operation is starting. He informs them that the HN security forces are already positioned around the village's periphery. He orders all villagers to remain in their homes until further word and not to try to leave the village. The official's message stresses that the operation is to help the people by removing the threat of insurgent terrorism and by providing services and assistance to improve their welfare.

First Light HN security forces, with local government civilian and/or police elements, tighten the line of encirclement and start moving toward the objective village. Search teams deploy into assigned areas to search carefully and thoroughly for insurgent

personnel and contraband materials. "Control groups" equipped with battery-powered portable loudspeakers direct the villagers to assemble at a selected central collection area. (The collection area must be clearly identifiable to avoid confusion.) The security forces maintain a tight cordon sound the village, allowing no one to enter or leave. At the proper time, the security force commander leads civil and military elements into the village and establishes a command center at the central collection point. The elements contact village authorities, inform them of the nature of the operation, and invite them to assist. They ask the villagers to assist in establishing the collection point (erect tents, construct detention enclosures, and prepare feeding facilities, as required). In the presence of a friendly or passive population, force is applied with caution.

All personnel emphasize that the operation is to help the people. The processing (interrogation and segregation of villagers) sequence is as follows:

- During the initial screening, local government authorities identify those persons known to assist the insurgents. The also identify all strangers to the village.
- Police administrators carefully examine individual and family identification documents. They reissue documents as required. This examination seeks census-type and family background information.
- Persons with inadequate identification papers or who are otherwise questionable undergo interrogation (military or police personnel equipped with a polygraph should be available).
- Persons completing the screening are marked on the forearm with a special stamp to make identification easier.
- After the screening, the villagers attend the PSYOP program, to include newsreel, propaganda movies, newscasts, taped messages, daily newspapers, skits, An effort is made to provide this program as "entertainment," which makes the propaganda messages more palatable.
- Villagers requiring medical assistance are treated by the Medical Civic Action Program (MEDCAP).
- Local government officials address the people emphasizing the concern the government has for the people, the government's future plans, and the assistance the people can provide.

Meal Hours A staple food ration should be prepared and distributed to those villagers dislocated by the operation or otherwise unable to prepare or provide food.

Conclusion Recessing continues until all the villagers have been screened, all dwellings and family members searched, and all suspected hiding places examined for insurgents or weapons. The security forces maintain the cordon until the operation ends.

Intelligence Aspects

The intelligence and/or police agencies located within the area usually gather the best intelligence available for a cordon and search operation. The primary function

of these agencies is to acquire all intelligence on the area. They make this intelligence readily available for planning and conducting timely operations against the insurgent infrastructure and local guerrilla units. They also increase coordination by bringing together representatives within the intelligence community at the local level to work and coordinate on a daily basis to improve the quality and timeliness of the intelligence. The insurgent infrastructure is the political and administrative organization through which the insurgents control or seek to control the people.

Concept of Operations During preliminary planning, every available source of information on the target must be exploited. Planners request specific information, blacklists, census, overlays, and special studies on several different targets to select the most promising one and not disclose the primary area of interest. They normally determine the most promising target on an analysis of collected information that indicates the insurgents are in the area and can be identified through blacklists, photographs, informants, guides, or a combination of these sources.

Execution After establishing the cordon and designating a holding area, the screening point or center is established. All civilians in the cordoned area will then pass through the screening center to be classified.

National police personnel will complete, if census data does not exist in the police files, a basic registration card and photograph all personnel over the age of 15. They print two copies of each photo—one is pasted to the registration card and the other to the village book (for possible use in later operations and to identify ralliers and informants).

The screening element leader ensures the screeners question relatives, friends, neighbors, and other knowledgeable individuals of guerrilla leaders or functionaries operating in the area on their whereabouts, activities, movements, and expected return.

The screening area must include areas where police and military intelligence personnel can privately interview selected individuals. The interrogators try to convince the interviewees that their cooperation will not be detected by the other inhabitants. They also discuss, during the interview, the availability of monetary rewards for certain types of information and equipment.

Follow-up The tactical unit can retain all OB information of a tactical nature for use in future operations. The unit can also turn over this information to the sector S2s. The unit also provides all information on the insurgent infrastructure to the police for inclusion in their files and distribution. Unexploited information on insurgent meetings, indoctrination sessions, and other activities will be turned in to the nearest intelligence agency for exploitation.

Dismantling the Insurgent Infrastructure

The task of dismantling the insurgent infrastructure should be carried out with cordon and search and consolidation operations, making full use of PSYOP techniques and resources. This effort is supported by military units in combined,

The problem is even more acute in rural areas where village officials operate in constant fear of retaliation by the terrorists or insurgents. These officials often lack the required enthusiasm to eliminate the infrastructure. They often fail to act against it, even when they know the enemy agents living in the village. This fear of retaliation can lead to an accommodation between the insurgents and the village officials and finally develop into a philosophy of "live and let live." In some extreme cases, some of these officials turn out to be the very infrastructure members that the program is designed to arrest and neutralize.

The Role of the Police in Consolidation Operations

Police units play an important role in consolidation operations. An effective police force organized in every secured village acts to prevent the reemergence of the insurgent infrastructure.

During the consolidation process, police units are established in villages as they become secure. The strength of the police force in each village varies according to the size of the village population and the perceived insurgent threat. A village police unit's mission is to maintain law and order and protect the lives and property of the villagers. It coordinates activities with military, paramilitary, and civil defense units to destroy or arrest members of the enemy infrastructure. It controls and screens the village populace and develops and maintains an agent net. It also investigates and interrogates those suspected of being insurgents and controls village resources. During periods of consolidation, the police can make significant contributions in destroying the enemy infrastructure and in maintaining law and order in the villages.

A police field force (PFF) can be organized to support the consolidation effort. The PFF can be equipped and trained in the same way as other police forces, with special emphasis given to antiterrorist and antiguerrilla training and operations. With the required organization and equipment, the PFF can acquire a combat capability similar to that of a regular military force. PFFs can be attached to a province or region to support the overall consolidation effort. They should, however, remain under their police chain of command and receive administrative support from the police central command. A PFF representative whose mission is to coordinate the PFF effort and assist the local civilian authorities should be assigned to every military district or region. The authority to use the PFF remains with the civilian authorities.

The police element in a cordon and search operation usually consists of three teams: interrogation, identification, and special police.

The mission of the police element is to check identification papers and family records, take photographs and fingerprints, search suspect areas for enemy documents, organize agent nets, interrogate suspects, and supply information to friendly forces.

Appendix

D

Civilian Self-Defense Forces

Principles

The specific purpose of a civilian self-defense force (CSDF) is to involve the populace in the HN's overall IDAD effort. The CSDF program is designed primarily as a denial operation rather than as a populace-control method or offensive counterinsurgency program, although the latter are incorporated into the overall concept. Two basic principles make the CSDF program an effective counterinsurgency tool. The first is that defensible villages or towns area barrier to the insurgents and an effective way to isolate them from the populace, their main source of support. This principle also requires an active commitment to the government by the populace. The second principle is that the defended village or town offers protection to the populace so they can cooperate with the government without fear of reprisals. This action serves as an economy-of-force measure since it frees security forces to conduct offensive operations.

When a village accepts the CSDF program, the insurgents cannot choose to ignore it. To let the village go unpunished will encourage other villages to accept the government's CSDF program. The insurgents have no choice; they have to attack the CSDF village to provide a lesson to other villages considering CSDF. In a sense, the psychological effectiveness of the CSDF concept starts by reversing the insurgent strategy of making the government the repressor. It forces the insurgents to cross a critical threshold-that of attacking and killing the very class of people they are supposed to be liberating.

To be successful, the CSDF program must have popular support from those directly involved or affected by it. The average peasant is not normally willing to

fight to his death for his national government. His national government may have been a succession of corrupt dictators and inefficient bureaucrats. These governments are not the types of institutions that inspire fight-to-the-death emotions in the peasant. The village or town, however, is a different matter. The average peasant will fight much harder for his home and for his village than he ever would for his national government. The CSDF concept directly involves the peasant in the war and makes it a fight for the family and village instead of a fight for some faraway irrelevant government.

Advantages and Disadvantages

CSDF operations have many advantages and can be an effective tool in combatting and defeating an insurgency. Some of the advantages involve an intelligence network, public relations, a vested interest, and involvement of the wealthy.

Intelligence Network

CSDF personnel are local residents familiar with the people and regional current events. Their access to the "bamboo telegraph" can be of great value for early warning of insurgent or terrorist activities. An SFOD that enjoys the trust and confidence of the CSDF has a relatively sophisticated information collection network in place.

Public Relations

The CA projects carried out by the HN government to improve the quality of life for the populace directly contribute to an improved public image of the HN government. As security improves and lawlessness abates, the local populace realizes the benefits provided by their CSDF organization and the projects carried out as part of the overall effort.

Vested Interest

The CSDF consists of local people protecting their own families, friends, and property. When guarding a water supply, for example, they are guarding their own water and will protect it with great tenacity. The CSDF is directed at protecting common property the citizens use for the betterment of the entire community. Examples of facilities to be protected are bridges, water towers, shrines, railroads, public buildings, and anything that, if destroyed, would cause an adverse effect on the social, economic, or general welfare of the people.

Involvement of the Wealthy

Often, the poor fight the wars. CSDF programs provide the wealthy class a chance to achieve direct involvement and personal participation in the struggle against lawlessness and insurgency. Businessmen and professionals participate in CSDF out of a sense of civic duty, pride, and necessity to protect their assets. Their active involvement lends credibility to the program and reinforces the government's legitimacy and reduces class friction. Wealthy personnel may help finance the outfitting of their units. However, they must not be allowed to provide a salary to the participants.

The major disadvantage of a CSDF program is its potential for abuse. Careful controls must be enforced to prevent the operation or even the perception of death

squads or armed bandits. The SFOD, with HN officials, must constantly monitor the behavior of CSDF personnel and halt abuses early in the program. Regular, unannounced inspections are a good tool to control CSDF elements. CSDF leaders conduct personnel inspections the advisors, with HN security forces, conduct more technical inspections on weapons, defensive plans, communications equipment, and records. They must establish a system of checks and balances to keep the CSDF leadership honest.

Another disadvantage is that participation can often put members at risk of reprisal by the insurgent forces. The reprisals could be financial or physical. If the situation is dangerous to CSDF members, the leadership considers ways to protect their identity from the insurgents. Passive protective measures could include not posting rosters in the open and maintaining a low profile on and off duty. Although none of the above methods provides complete protection, the insurgents find it more difficult to collect information on the CSDF and its members.

Development Aspects

The development of the CSDF program requires the initial organization of the area and the organization, orientation, and buildup of its forces. Initial organization includes coordination with the military and civilian agencies, initial contact with the populace, and access to PSYOP personnel to provide information for the program. Interagency coordination must take place between civilian agencies (such as US AID and the HN government) to arrange for self-help projects that the citizens will identify as their own. Such projects may ultimately form the base motivation for citizens to forma CSDF.

CSDF elements are not offensive forces; they area consolidation tool. CSDF projects and operations must be fully coordinated with HN security forces to assure their security. CSDF units can and should form part of a larger CMO effort.

The CSDF units are usually organized, trained, and armed sufficiently to maintain security within their village or city and defend against enemy small-unit attacks. Although capable of light resistance to protect their assigned objectives, CSDF units are designed to resist for short periods and to alert the better trained and equipped police or military to protect the populace and combat the insurgents. The security force response must be timely. The CSDF must not be left to fend for itself during an insurgent attack.

Recruitment Procedures

Recruitment of CSDF personnel is through a well-planned and directed PSYOP campaign assisted by family chiefs and religious and political leaders. Civil servants, ex-servicemen, and individuals employed in important establishments are particularly desirable for early induction into the CSDF. These persons can draw additional citizens into the organization.

Based on economic and cultural factors, all male citizens between the ages of 16 and 50 who are not eligible for recruitment into the military should be considered for CSDF recruitment. In addition, older persons, disabled veterans, women, and

youths under 16 can be volunteers. These volunteers can construct defenses, emplace booby traps or warning devices, perform messenger duties, collect intelligence, provide medical aid. If it is culturally acceptable, able-bodied women may serve in the CSDF on a voluntary basis. For the CSDF program to be effective, the service must be truly voluntary.

Pay and Benefits

Members of the CSDF receive no pay for their civil duties. In most instances, however, they derive certain benefits from voluntary service. These benefits can range from priority of hire for CMO projects to a place at the head of ration lines. In El Salvador, CSDF personnel (they were called civil defense there) were given a U.S.-funded life insurance policy with the wife or next of kin as the beneficiary. If a CSDF member died in the line of duty, the widow or next of kin was ceremoniously paid by an HN official. The HN administered the program and a U.S. advisor who maintained accountability of the funds verified the payment. The HN exercises administrative and visible control.

Responsiveness and speedy payment are essential in this process since the widow normal] y does not have a means of support and the psychological effect of the government assisting her in her time of grief impacts on the entire community. These and other benefits offered by or through the HN government are valuable incentives for recruiting and sustaining the CSDF.

Leadership Selection

The local CSDF members select their leaders and deputy leaders (CSDF groups and teams) in elections organized by the local authorities. In some cases, the HN appoints a leader who is a specially selected member of the HN security forces trained to carry out this task. Such appointments occurred in El Salvador where the armed forces have established a formal school to train CSDF commanders. Extreme care and close supervision are required to avoid abuses by CSDF leaders.

Discipline, Law, and Order

The CSDF members are civil, not military, forces. Therefore, they are subject to civil, not military, law. Under the civil law, they have no special provision for legal immunity for offenses committed while performing their duties. They must exercise the same precautions against civil violations as any civilian. In El Salvador, the CSDF members had the authority to make civil arrests since they sometimes were the only authority in a village or town. If CSDF members have this authority, they must refer the arrested persons to the proper civil judicial organ.

Organization and Operations

CSDF units are organized, trained, and equipped to maintain internal security in their village or hamlet and defend it against attack by small enemy units. Defense against larger enemy forces, as mentioned before, requires the presence of, or prompt reinforcement by, HN security forces. The CSDF can operate with the national police or military forces. In relatively secure areas, the CSDF can maintain security against terrorist activities and against small groups of enemy infiltrators.

They can also help maintain public order. When used in this role, however, they must be closely monitored to avoid abuse. If the CSDF operates in less secure villages and towns, the HN security forces must protect them. As the area becomes more secure, the CSDF takes full responsibility for security of the village. Such an action frees the HN security forces for use in other conflict areas. This action is a key sequential step in the consolidation of the CSDF program and one that must be followed if the CSDF program is to succeed.

Organization The organization of a CSDF can be similar to that of a combat group. This organization is effective in both rural and urban settings. For example, a basic group, having a strength of 107 members, is broken down into three 35-man elements plus a headquarters element of 2 personnel. Each 35-man element is further broken down into three 1 l-man teams and a headquarters element of 2 personnel. Each team consists of a team leader, an assistant team leader, and three 3-man cells. This organization can be modified to accommodate the number of citizens available to serve.

The CSDF program has many activities in which all citizens can participate. All citizens, from young children to old men, can perform specific tasks and organize into various support groups. The widest possible participation is encouraged. Full community participation is the ultimate goal. Each support group (female, elders, and young people) has specific functions.

Female Support Group. Volunteers between 16 and 50 years old may join this group. They organize into the following teams of 5 to 11 members:

- *Medical education team.* Its members take part in medical activities. They publicize disease prevention and treatment and first aid. They help evacuate the wounded.
- *Social welfare team.* Its members join social welfare activities. They take care of children and needy families.
- *Musical entertainment team.* Its members teach and perform dramas and music shows.
- *Economic development team.* Its members raise livestock and engage in handicrafts such as embroidering, weaving, sewing.

Elders' Group. Older persons may participate voluntarily in this group. They make up the following teams according to their abilities, age, and interests. Each team may range from 5 to 11 members.

- *Medical education team.* Its members can act as advisors and guides in education campaigns to eradicate illiteracy and superstition.
- *Social welfare team.* Its members guide and assist the CSDF members in joining social welfare activities. They nourish morality and traditional ethics.
- *Economic development team.* Its members advise and urge participation in projects to enhance the village's economic development, such as raising livestock, farming, and engaging in handicrafts.

Young People's Group. Participation in this group is available to all volunteer citizens, male and female, who within their culture are the general equivalent of

"teenagers" (13 to 15 is a good sample age group). Their abilities and interests may place them in the following 5- to 1 l-member teams:

- *Social welfare team.* Its members join in the light activities of charitable social welfare. They initiate public sanitation campaigns, distribute gifts, and encourage the CSDF combat members.
- *Sports team.* Its members participate in sports and games and organize excursions and camping trips.
- *Information and communications team.* Its members spread information and news in the village and act as communications links among the CSDF units.
- *Musical entertainment team.* Its members join entertainment activities with singing, folk dancing, and drama shows.

Operational Missions

The following are specific tasks that can be assigned to the CSDF:

- Establish guard posts and warning systems.
- Conduct limited patrols.
- Defend the inhabited areas and key facilities (public works, telephone exchanges, markets, government buildings).
- Provide information.
- Conduct fire prevention and fire fighting.
- Support community self-development projects.
- Provide first aid.

Operational Procedures in Rural Areas

The local CSDF commander commands all CSDF elements assigned to his village or town. When HN security forces are collocated with the CSDF element, they exercise operational control of the CSDF element. The HN security force commander must fully understand that he cannot use the CSDF elements to conduct unilateral offensive operations outside the immediate area. Such operations are normally beyond the scope of their capabilities.

The specific functions and responsibilities of the forces that may be available to provide security to a village are as follows.

CSDF. The CSDF normally operates inside and on the edges of villages or towns. It should only be used outside the village or town in case of emergencies. In some cases, however, well-trained and equipped CSDF members can be integrated directly into HN military activities to serve as scouts or guides. They may also reinforce other CSDF sites during emergencies. CSDF members deploy in small groups (two- or three-man listening posts [LPs] and observation posts [OPs] at night on the boundary of the village or town). These manned LPs and OPs detect and interdict enemy movements and provide warning of an impending attack. The LPs and OPs make maximum use of the available firepower and the element of surprise. The CSDF must closely coordinate such deployments with the HN security forces in the area. They must change their deployment patterns frequently to avoid setting a routine. They do not group together in a single place at night where they could become an easy target for the insurgents.

HN Military Forces. These forces provide a reaction force to the CSDF element in case of attack by major enemy forces. This response must be timely. The reaction force, however, must use extreme care to avoid possible ambushes along the route. A common tactic used by some insurgent groups is to stage a small diversionary attack that forces the CSDF to call for help. When the reaction force is en route to the CSDF site, they fall into a large, well-planned ambush.

The CSDF commander organizes the defense of the site using the CSDF element and any other force under his control. The most efficient defensive concept for the village or town involves a defense whose outer, warning perimeter is far enough from the defended area to allow time to alert defenders. The commander places patrols, LPs and OPs, and small ambush teams on likely enemy avenues of approach. These groups provide early warning and may be able to delay the enemy approach. However, they do not become decisively engaged. They occupy the positions after dark and change their locations frequently. If attacked, personnel on patrol and LPs and/or OPs fall back to the village. A centrally located reaction force stays ready to move to prepared positions on the village perimeter to meet the threat. Rehearsals by the reaction force are essential for taking positive and rapid defensive action. The CSDF element is responsible for inner security posts and interior patrols when other forces are present. When there are not enough weapons to equip all defenders, unarmed members can man the surveillance positions.

Operational Procedures in Urban Areas

Operations in urban areas differ from those in rural areas because they do not involve defending isolated, inhabited areas such as villages and hamlets. In most cities and large towns, large numbers of security forces defend against major ground attacks from outside the city limits. The CSDF is oriented toward internal protection against enemy infiltrators and terrorist activities. The exception to this orientation is a CSDF unit located along the edge of an urban area. This type unit may provide early warning and serve as a temporary blocking force to support security forces who will rapid] y reinforce.

The specific functions and responsibilities of the forces involved in the defense of urban sites are as follows.

CSDF. The CSDF defends its neighborhood. It establishes stationary posts and patrols its own areas. It maintains day and night vigilance to prevent terrorist attacks. Its alertness to the movement of strangers in the neighborhood lets it detect infiltrators and suspicious vehicles and objects that it reports to the authorities. It is not expected to provide reaction forces outside its neighborhood. However, in certain operations, it will operate with HN forces within its area.

Police Forces. The police provide internal security for the city. They are expected to control any disturbance to the limit of their ability before calling in military reaction forces.

HN Military Forces. These forces provide a protective, defensive ring and patrol outside the city limits. They prevent the approach of major enemy forces and limit the infiltration of small units and individuals. Some forces have static defensive

missions at key installations and are not meant to be used as a mobile reaction force. Other CSDFs specifically reinforce threatened sites.

The CSDF static posts and local patrols within the neighborhood, with the police, form a network to detect and react against terrorist attacks or enemy infiltration activities. One of these two forces will probably make the initial contact with the terrorists or enemy infiltrators. When contact has been made, CSDF reaction squads or reserves are shifted within the neighborhood to reinforce the threatened outpost or patrol. Threats greater than the local CSDF element or police force can handle are reported to HN security forces to summon a reaction force. Local CSDF units assist the police and military reaction units within their own neighborhoods by providing detailed data on the residents and AOs rather than as a fighting element.

Training

The CSDF training program should be designed to train CSDF members to defend their village from insurgent attack. If faced with overwhelming forces, they resist as long as possible and evade if their positions become untenable. Training normally takes place when individual members have free time from their occupation or livelihood.

The most important part of the CSDF training program relates to the defense of the village. The CSDF holds practice sessions on defensive operations. For example, some CSDF members make mock attacks on the village while others act as defenders. Regular practice sessions of this type will reveal weaknesses in defensive plans. Such practice sessions will also build up their confidence and morale as they become trained in how to react if attacked by insurgents.

In some situations, it will be tactically or logistically necessary to train the CSDF element away from the village. In these cases, the HN armed forces must provide security to the village and its inhabitants while the CSDF volunteers are undergoing training. A village that places all its manpower into a training cycle is highly vulnerable to insurgent attacks and intimidation. An HN armed forces unit is sent to occupy, secure, and defend the village until the training is over. Not only does this force patrol the nearby area, it conducts PSYOP and civic action functions as well. Its personnel supervise and help the villagers prepare their defensive positions, place protective obstacles, and establish LPs, OPs, and withdrawal routes.

When the trainees return, the HN unit remains at the village for at least one week. During this period they accompany the villagers on local patrols, stand guard with them, and continue to educate them in the CSDF program. This support strengthens their morale, gives them extra confidence, and improves their effectiveness as CSDF members. CSDF units must be ready to defend themselves immediately upon their inception. Insurgent or terrorist forces know that overrunning a new site can break the people's will to resist and destroy any chance of reforming the unit.

All training is directed at making the CSDF members proficient in the specific skills needed to perform their tasks. Training time must be used wisely and training

goals set. The intensity of the training and the prevention of administrative delays increase the effectiveness of the program. Scrutiny of the training program removes many nonessentials. The trainers must consider the availability of weapons, ammunition, and suitable training areas. They must also consider the trainees' educational levels, civilian work schedules, and personal security.

The trainers present the training in the simplest and shortest form possible. They use the simplest terminology with a strong emphasis on practical exercises. They base the training objectives on the trainee's mission. They only teach those subjects essential to performing the mission. A trained indigenous cadre is the most important training consideration for a CSDF program. The SFOD must apply the "train the trainer" concept as much as possible at this point. The HN training cadre can take the form of a an MTT made up of highly qualified and motivated security force members. Their sole mission is to conduct "on site" training of CSDF units. The most obvious advantages of an indigenous training cadre are—

- Long-term sustainment of the training program by providing continuity of effort.
- A more effective use of training time. There is no need for an interpreter to translate the instruction.
- Increased comprehension of the subject because the cadre presents the training in a fluent, coherent manner without loss of continuity, which often occurs when using interpreters.
- Standardized training.
- Mass training. The trained indigenous cadre can cover multiple sites and serve as a force multiplier.
- The support of the HN government's legitimacy.
- Indirect application of the SFOD's capabilities.

Weapons training for the CSDF personnel is critical. Skill at arms decides the outcome of battle and must be stressed. Of equal importance is the maintenance and care of weapons. CSDF members are taught basic rifle marksmanship with special emphasis on firing from fixed positions and during conditions of limited visibility. Also included in the marksmanship training program are target detection and fire discipline.

Training ammunition is usually allocated to the CSDF on the basis of a specified number of rounds for each authorized weapon. A supporting HN government force or an established CSDF logistic source provides the ammunition to support refresher training.

Weapons distribution is based on availability. A ratio of one weapon per every two to three CSDF members is not uncommon. In this situation, CSDF members make common use of the weapons, each on a different shift during night guard duty. All village officials and the local CSDF commander must be aware of the need to keep every weapon "on duty" all night, every night. CSDF members are constantly reminded to protect their weapons at all costs. A CSDF member must always have his weapon with him while on duty. There are generally three options

relative to weapons accountability. These options have the following advantages and disadvantages.

First, all CSDF members turn in their weapons to the unit military commander for safekeeping after their tour of duty. This action maintains a strict accountability of weapons; however, it can hinder the implementation of the reaction plan. During an emergency, all CSDF members must congregate in one location for weapons issue. Also, if the insurgents attack and capture the weapons storage site, all weapons can be lost.

The second option is for each CSDF member to take the weapon home after his tour of duty. Using this option, the CSDF members can immediately react in case of an attack. The disadvantage of this option is that the weapon can be misused, lost, or captured by the insurgents.

The third option is a combination of the first two. A given number of weapons are kept ready at the CSDF command post to supply the reaction element, while the extra weapons are issued to key CSDF leaders and members living on the outskirts of the village. The situation will dictate which option is the most applicable.

CSDF personnel must receive training in human rights, legal restrictions and/or authorities, and the law of land warfare. HN officials, preferably representatives of the civilian government, must give these classes.

In addition, the CSDF element must receive military training in weapons, basic and defensive tactics and techniques, communications, first aid, and intelligence. Weapons training includes assembly, disassembly, and maintenance; principles of marksmanship; zero and familiarization firing; and firing techniques during periods of limited visibility.

Basic tactics and techniques subjects include individual movement techniques and two- and three-man patrols within a village. Other subjects are squad and fire team tactics and control of rate and distribution of fire. CSDF members also get training in the use of cover, concealment, and camouflage.

Subjects covered in defensive tactics and techniques include preparing and occupying LPs and OPs, setting ambushes, and organizing and emplacing obstacles and booby traps. CSDF training also includes guarding of fixed installations and constructing bunkers and fighting positions. Procedures for reacting to an insurgent attack are drilled to perfection.

In communications, CSDF members get training in radio procedures, operation and maintenance, and OPSEC.

First aid training includes personal hygiene, preventive medicine, first aid procedures, and sanitation.

For successful intelligence training, CSDF members must understand the need to report intelligence information and the channels through which it must pass. Training should also address debriefing sources.

Communications

Communications are extremely important to a successful CSDF operation. The general requirements are that the radio communications equipment be reliable, durable, simple to maintain and operate, and easily employed.

Communications methods used by the CSDF element during normal or emergency operations are categorized as physical, visual, and audible.

Physical The use of messengers is one of the oldest types of communication. Runners still perform this task in some primitive societies and in all societies when other means fail. Messengers can be used to communicate between fighting positions, with other villages, or with nearby security forces' outposts during emergencies.

Visual This type of communications transmits messages as well as alarms. Some of the methods used are smoke signals, flags, flares, and flashing lights. The visual system uses prearranged signals so that the person receiving the signal can understand the message.

Audible This method is also used for alarms and depends on prearranged signals. It uses such signals as gun shots, whistles, sirens, gongs, bells, and drums.

The security forces continuously monitor the CSDF communications net to speed the reaction of reinforcements if the CSDF comes under attack or discovers ongoing insurgent activity. A CSDF net receives separate primary and alternate frequencies to avoid confusion or preempting by other units. Radio contacts are made on a scheduled basis, with at least one contact daily. It may be necessary to increase the frequency of contacts as the program develops. Critical and emergency information is transmitted anytime. During emergencies, and where available, telephones can serve as an alternate means of communication. The reaction force must be able to enter the CSDF's net and link up under fire, particularly at night. This action requires detailed and continuous coordination.

Outlying elements may require a retransmission capability to communicate with HN security forces. Care should be taken when setting up such a system to minimize the degeneration that can occur by relaying messages from one operator to another. Electronic retransmission equipment can be emplaced and camouflaged; however, it can also be easily located with radio direction-finding by a sophisticated guerrilla force.

Intelligence

The most important consideration for the CSDF intelligence effort is that of detecting who the insurgents and their supporters are. After the penetration and compromise of the insurgent infrastructure by informers, it loses much of its effectiveness. Rewards and other types of incentives are offered to people reporting information. Information must be given voluntarily for it to be effective. The entire populace

must practice intelligence collection (the armed defender, the children in the villages, the women in the marketplaces, and the farmers in the fields). They are the eyes and ears of the CSDF intelligence effort. They must be encouraged to report all they see and hear. The CSDF relies on the cooperation of the local populace for obtaining timely intelligence information. The CSDF must investigate all information, regardless of how insignificant it may appear. They must report this information in a timely manner to the HN armed forces through an established information reporting channel.

The CSDF is an excellent source of information because its members come from the general population of the villages and towns. There will be times when the CSDF member will be the source of information himself (for example, direct observation of an insurgent unit). Usually, however, a CSDF member may receive information from another village resident who often provides it during casual conversation. CSDF members are in a good position to receive such information because of their status as members of the community. (They prefer to be neighbors first and CSDF members second.) The local CSDF commander notifies the authorities of sources within the village who provide good information on a regular basis. His purpose is to enroll the sources as regular informants and ensure they are handled by a professional intelligence agency. Other potential sources can include evacuees or DCs; leaders of fraternal, civic, religious, or patriotic organizations; market vendors; pharmacists; traveling salesmen; and truck and bus drivers.

The CSDF intelligence role is primarily one of information reporting, not active collection. While each CSDF member is expected to report all information that becomes available to him, the CSDF is not an intelligence collection organization. CSDF units will not be given specific information collection tasks, except in special circumstances. CSDF intelligence reporting should not include surveillance and clandestine intelligence gathering, informant handling, or requests to village residents to carry out intelligence gathering tasks.

The CSDF can assist the police force in PRC. CSDF members can learn about the control of foodstuffs, clothing, medical supplies, and related items that may be used to support insurgent activities. They can be on the alert for the sale of certain items or products in large quantities (antibiotics and antiparasitic medication by a pharmacist), which could indicate the presence of insurgents or their collaborators. They are taught that an information collection system using a direct telephone "hot line" linking certain vendors (pharmacists, grocers, and shoe store personnel) to the security forces S2 could serve as a means of gathering immediate information on possible insurgent logistic activities.

CSDF members receive training from security force members or the police in the following areas:

- *Obligation to report.* The CSDF members must understand the need to report intelligence information and the channels through which it must pass.
- *Proper debriefing of a source.* This training concentrates on a thorough debriefing of a source to gather all the information known to the source.

- *Information reporting.* The trainers emphasize reporting as opposed to formal collection. They also warn against overzealous debriefing of sources because it might discourage them from future disclosures of information.

The close relationship that CSDF personnel establish with the local civilian populace and officials places them in favorable positions to collect information. However, CSDF personnel must be extremely careful not to sacrifice their credibility and jeopardize their ability to accomplish their mission by overemphasizing their information collection efforts.

Psychological Operations

PSYOP personnel or PSYOP-trained SFOD members make cooperation between the local populace and the HN military easier. When qualified or capable HN personnel are available, U.S. personnel work through them. CSDF elements need training on the use of PSYOP to inform the populace of the benefits they will derive by cooperating with them. PSYOP themes must adhere to national and/or theater themes to present a unified policy. It is critical that PSYOP first be directed at the local populace to end their support of the insurgents and to gain their acceptance and cooperation for the CSDF program.

Civic action projects can be described as PSYOP intended to gain support of the local (target) populace. Ideally, the people themselves must conduct these civic action projects. Emphasis is on those programs required to fulfill the basic needs of the people. These are short-range projects modest in scope and easily attainable. The people must be incorporated into the selection, planning, and execution of these projects to magnify the effects of the effort. HN military and civilian agencies can provide technical expertise and aid to the people so they can acquire building materials and funds for these construction projects. Communal services such as fresh running water or wells, health clinics, schools, and town activity halls can also be established. CSDF projects should be tied in with civic action projects to increase the effects of civic action projects within the AO. People working on civic action projects that improve their economic and physical environment make good recruits for the CSDF. When the insurgents threaten their hard work toward community improvement, workers are usually willing to take up arms to protect their sweat equity. The intent of these programs is not to replace or conflict with the HN CA programs but to supplement and complement them.

The active popular support and defense of government-sponsored civic action projects equals acceptance of the government's legitimacy and effectively separates guerrillas from the people. PRC measures are more acceptable to the populace when CSDF personnel conduct them since they are locals and recognized as neighbors. The CSDF members need to emphasize the advantages of the community protection controls. Ultimately, to succeed, the CSDF effort requires the support of the populace more than populace control. Antagonistic attitudes toward the populace do little to enhance the program.

Human rights training and close supervision are extremely important for the CSDF since the negative psychological effects of misbehavior can be devastating. If the

populace perceives CSDFs as death squads or bullies, all government legitimacy can be lost, and the CSDF program, as well as the overall FID and/or IDAD campaign, could be badly damaged.

Medical Programs

The HN, civilian agencies, and the SFOD start the medical program as soon as possible since it is the most effective of all the "hearts and minds" civic action programs. The socioeconomic scale of the people determines their needs and is the starting point in introducing a medical program to an area.

The SF medic advises the SFOD commander of all medical and sanitary matters relative to the CSDF program. The needs of the populace are the basis for developing the medical program to improve their living conditions.

The SFOD can contribute significantly to the HN rural health efforts by coordinating with other U.S. agencies for the establishment of a MEDCAP in their AO. The U.S. forces must organize sick calls and dispensary services for the local civilian populace. The most effective effort is one that trains indigenous assets in basic health care procedures. Health care projects must be long-range and not characterized by quick-fix solutions.

The CSDF program should receive medical support in immunizations, personal hygiene, preventive medicine, first aid, and sanitation. A medical program is vital to the CSDF program. It signifies to the armed defender that he will be taken care of if he becomes a casualty. It is the SF medic who, through individual effort, makes the medical program a success.

CSDF Logistic Support

Established administrative and logistic channels normally provide logistic support to the CSDF. The CSDF normally receives weapons the HN armed forces no longer need that can be supported logistically. Additional weapons come from other sources as they become available.

The following criteria will be used in the issue of weapons:

- The CSDF must have been trained in the use of weapons and the HN authorities must have approved a plan for the defense of the village.
- The village administration must have agreed to accept responsibility for the weapons and the local political authorities have agreed the CSDF is competent to maintain control and accountability.
- The village population has, in the opinion of the local government representative, demonstrated a commitment to the HN government and to the defense of the village.

The number of weapons issued to the CSDF will be kept to a minimum consistent with the village's population and security conditions in the area. The CSDF

receives weapons to meet the specific needs of the site rather than a specified number of weapons for each site. For the sake of simplicity, however, it may be more practical to issue one simple, standard, weapon and equipment packet for each site. Common use of individual weapons by CSDF members will be required to keep the number of required weapons to a minimum.

Unserviceable weapons are returned through channels to maintenance facilities. Established logistic channels supply all materials for the maintenance of weapons (cleaning patches, lubricating oils, cleaning rods) in response to requests from the local CSDF commander. Cleaning rods are issued on the basis of at least one per every ten weapons.

Defense Plan for a CSDF Site

During the initial planning of the defense, the CSDF commander must use the key word METT-TC.

Mission The mission is usually to use defensive rings to protect the populace against the insurgents. The number of defensive rings depends on the particular site and situation.

Enemy The CSDF commander identifies insurgent units operating in the area. He tries to determine the type and size of the unit(s); the enemy's tactics, weapons, equipment, and probable collaborators; and the people's attitude toward the insurgents.

Terrain The CSDF commander can use the OCOKA acronym (***o***bservation and fields of fire, ***c***over and concealment ***o***bstacles, ***k***ey terrain, and ***a***venues of approach) to plan for the defense of his site.

Troops The CSDF commander must consider available equipment, the CSDF's reaction time, reaction forces, communication assets, organization of his troops, and medical support, if available.

Time Available This factor is critical since the villagers must be ready to respond to an insurgent attack with little or no warning.

Civilians The CSDF commander also must consider non-belligerent third parties in the village, such as DCs, personnel of international businesses and relief organizations, the media, and so on.

Every CSDF commander must prepare a CSDF site overlay that shows, as a minimum, the location of—

- His command post.
- Churches or shrines.
- Health clinics or dispensaries.

- Telephone and telegraph exchanges.
- Government offices.
- Police stations and army outposts.
- Defensive positions (primary, alternate, and supplementary).
- Sectors of fire (primary and secondary).
- Key weapons.
- LPs and OPs.
- Command posts.
- The reserve force.
- Key terrain (with corrdinates).
- Rally points (inside and outside).
- Landing zones.
- Evacuation points for civilians.
- Avenues of approach.
- Preplotted targets (with coordinates), if fire support (direct or indirect) is available.

The patrol overlay must depict the following:

- Primary, secondary, and alternate routes.
- Location of the patrol leader.
- Fields of fire for every position.
- Rally points.
- Withdrawal routes.
- Evacuation routes for the wounded.

The defense of a CSDF site should include—

- Prepared fighting positions (providing adequate cover).
- 360-degree security (one or more defensive rings).
- Protective obstacles (covered by fire).
- Withdrawal routes with rally points.
- Mutually supported positions with interlocking fields of fire.
- An aid station.
- Extensive patrolling operations near the site during periods of limited visibility.
- LPs and OPs and command posts (with preplanned withdrawal routes).

The CSDF commander uses the key word "OCOKA" not only while planning the town's or village's overall defense but also during the selection and preparation of each individual or group of fighting positions.

Observation and Fields of Fire

The CSDF commander must determine where to place his weapons to cover the whole perimeter. Observation is necessary to adjust indirect fire when available and to get accurate direct fire against the insurgents (messengers can relay information from position to position). Personnel improve the fields of fire by cutting away undergrowth, weeds, and limbs. They only cut the weeds that obstruct

the view. They cover all cuts on trees and bushes forward of their positions with mud or dirt and remove all debris or use it for concealment. Sector sketches must include primary and secondary sectors of fire (the fields of fire must be longer than hand grenade range). The sketch must include the distance between positions and also indicate if the positions to the left or right are visible. One way or another, the CSDF must maintain the whole area under observation.

Cover and Concealment The fighting positions must provide protection from direct, frontal small-arms fire (by a natural or man-made frontal parapet high and thick enough to protect the occupants while they man their weapons) and from the effects of indirect fire. The positions must not be easily detected from the front. They need to blend with the surroundings well enough that the enemy approaching from the front cannot detect them. In preparing fighting positions to defend a CSDF site, cover is more important than concealment because most fighting positions will be of a permanent nature and the insurgents will probably know their locations. Their locations must not cause the destruction of the town or interrupt the daily activities of the people—a critical point when considering the location of the positions in the inner perimeter. The key point to remember is never construct a fighting position without adequate cover.

Obstacles Natural and man-made obstacles stop, impede, or divert the insurgents' movement. Examples of obstacles are streams, fences, dense vegetation, felled trees. The CSDF unit always covers obstacles with fire.

Key Terrain Key terrain is any feature or area that, when controlled, offers a marked tactical advantage. Key terrain offers good cover and concealment and observation and fields of fire. The key terrain (roads, trails, hilltops, and bridges) in front of the positions must be covered with fire and included (preplotted) in the fire support plan.

Avenues of Approach These are areas in which projected enemy activity is likely to occur and dictate the routes an attacking force must take to its objective. The local commander must analyze the avenues of approach to the CSDF site available to the insurgents. This analysis is the basis for positioning troops and weapons.

Reaction Scenario for a CSDF Site

The CSDF element must adopt a defensive concept based on the members' skill levels and available assets. In case of an insurgent attack, the CSDF element must take three basic actions. It warns and mobilizes the village members and friendly forces, it notifies the security forces, and it takes defensive measures.

Anyone, from a village resident to an LP or OP can detect and give warning of the presence of insurgents near the village. This information must be passed to the village residents, who then take up concealed positions and prepare for passive resistance if the insurgents succeed in entering the village.

The CSDF will notify friendly forces of the insurgents' presence by any available means (radio, messengers, gongs, or rifle shots). The CSDF requests tactical support from friendly units as soon as possible using the available communication assets.

In the meantime, the CSDF members collect their weapons and ammunition from their safekeeping places and take up defensive positions (outer ring) IAW the established defense plan. As the insurgents approach, the CSDF harasses and snipes at them. Enemy attrition should be constant. If the insurgents break through, the defenders retreat to the inner defensive perimeter. Here, they continue defending the site and wait for the HN reaction force to arrive.

Field Inspection Guide

The SFOD inspects the areas addressed in the following paragraphs when inspecting a CSDF site:

Leadership The SFOD notes whether the local CSDF commander or team leaders are exerting their authority and actually guiding the group or whether they are incapable or unwilling to do so. The SFOD makes sure the leaders understand the nature and extent of their authority and responsibilities. The SFOD also makes sure the leaders understand they are accountable for the conduct of their groups or teams. The SFOD finds out whether the leaders actually know what to do and whether they have a plan or schedule for accomplishing their mission. If a leader is evidently incompetent, plans are made to replace him.

Equipment The SFOD has all CSDF members, or as many as possible, fall out with all their weapons and equipment and inspects them as it would a military unit. The SFOD checks for missing or unserviceable items. The SFOD checks magazines for dirt and weak springs from having been kept loaded too long. The SFOD checks weapons for cleanliness. The SFOD reports to the responsible authorities any missing or unserviceable equipment, including the name of the local leaders or commander, unit designation, and the item so that replacement can be made promptly.

Performance The SFOD determines whether the leaders are actually performing their assigned tasks and doing a good job. The SFOD also checks to see if the leaders are involved in projects that are not planned or are a waste of time. After checking with the local commander, the SFOD personally observes unscheduled projects the leaders may be doing and why they are doing them.

Villager Cooperation The villagers must play a large part in the program to aid their village. The SFOD asks the local commander to what extent the villagers are taking part in the program. The SFOD checks whether they have been helpful, uncooperative, or apathetic. The villagers will have to expend some time on their own business, especially during planting or harvesting season. Villagers should not have to provide tools the HN government should provide them. The SFOD asks some of the

villagers what they think about the work the local commander and the leaders are doing and how they have acted since arriving at the village.

Intelligence One of the local commander's tasks is to get information from the villagers on the insurgent infrastructure, supporters, or relatives in the village. The CSDF commander must first win the villagers' confidence before he gets information from them. The SFOD asks the CSDF commander whether he has collected any information from the villagers and whether he has attempted to do so. If not, the SFOD explains this task to him and directs him to carry it out. If he has any information to report, the SFOD advises him how to proceed with the parties involved and report the information to the proper authorities.

Security The SFOD checks whether the site is secure and has good fighting positions and fields of fire. The SFOD checks the patrol procedures and routes, the position of sentries, and the overall defensive plan. The SFOD also checks whether the CSDF commander knows what other forces will be able to help him.

Communications The SFOD checks the condition of the group's radios, whether needed antennas are erected, and whether the site can communicate with the nearest security forces' garrison or unit. The SFOD checks on alternate communication methods (telephone, messenger). The SFOD also checks on other communication and signal methods (smoke, ground panels). The SFOD notes the amount and type of radio equipment.

Appendix

E

Site Survey Checklist

E-1. Security Assistance Organization

a. S2

(1) Intelligence briefing.
(2) Threat briefing.
(3) Maps/photos of the area.
(4) Weather forecast data.
(5) Restricted/off-limits areas.
(6) Local populace (attitudes/customs/dangers).

b. S3

(1) Initial coordination.
(a) Tentative training plans.
(b) Aviation support tentatively available (hours/type of aircraft).
(c) HN plan (tentative).
(d) Problem areas.
(e) SFERP-related directives, guidance, plans, or orders.
(2) POC/phone number list/communications requirements and systems used.

c. S4

(1) Transportation requirements.
(2) Special equipment requirements.
(3) Other support requirements.
(4) Construction equipment and supply requirements.

E-2. Host Unit

a. Commander

(1) Training plan.

continued

(2) Current training status.
(3) Units available for training.
(4) Command and control.
(5) Additional training desires.
(6) Unit policies.

b. S2

(1) Local civilians.
(2) Security policies and problems.
(3) Populace control requirements (ID cards/passes).

c. S3

(1) Training plan.
(2) Support available.
(a) Ammunition.
(b) Weapons.
(c) Vehicles.
(d) Aircraft/air items.
(e) Facilities.
1. Training areas.
2. Classrooms.
3. Ranges.
4. Training aids.
5. Special equipment.

(3) Unit equipment.
(4) LZ/drop zone (DZ) in the area.
(5) Maps.
(6) Rations for field training.
(7) Daily training schedules/status reports.
(8) POC for training problems.
(9) Holidays/unit requirements that may interfere with training.
(10) Medical/dental support.
(11) Communications capabilities.
(12) HN activities.

d. S4

(1) Detachment facilities.
(a) Barracks.
(b) Drinking water.
(c) Messing facilities.
(d) Secure storage areas.
(e) Electrical power supply.
(2) Fuel supply.
(3) Rations.
(4) Transportation.
(5) Lumber and materials for training aids.
(6) Special equipment.
(7) Ammunition.
(8) Availability of construction equipment/tools and supplies.

Appendix F

Base Camps

Establishment and Mission

Base camps are established to facilitate the mission of the HN and SFOD within an AO and for force protection. They are normally established with HN security forces or indigenous personnel of a selected geographic area. The SFOD trains and equips these personnel to conduct military operations. Although it may take 6 to 9 months to establish a base camp, actual construction of major base camp facilities is usually completed within 60 to 90 days after the SFOD's arrival into a selected area. Improvements, however, continue throughout the life of the base camp.

In addition to its mission of advising and helping HN personnel, the SFOD must be aware of political and geographic characteristics of a particular area, Surveilling, providing a buffer to enemy infiltration, and advising local government officials are typical SFOD functions that may require emphasis, The camp's exact configuration and facilities depend on the mission requirements and the METT-TC factors, Facilities to consider may include DZs, LZs, ranges, and training areas.

Before reaching the decision to establish a base camp in a particular area, the SFOD must consider the following factors:

- Extent of enemy activity in the area.
- Topography.
- Availability of supplies,
- Availability of air support.
- Population resources,
- Political implications.

Of the above factors, the extent of enemy activity in the area and topography are normally the most critical. The political implications, however, also need careful consideration, and the use of CA and PSYOP must be stressed to minimize any negative effects caused by the construction of the camp. The SFOD's mission, its scope, and the degree of available indigenous support as indicated by intelligence reports will be determining factors in establishing abase camp.

Opening Phases

From beginning to end, the steps in opening a base camp can usually be classified into the planning, construction, and opening phases.

Phase I (Planning) During this phase, the group staff performs the functions addressed below.

Group S2. The S1 ensures personnel assets are available for deployment.

Group S2. The S2 provides support for an area study, an area assessment, and photographic studies.

An area study contains specific information on a given area developed from sources available before entering the area. With all-source intelligence center (ASIC) support, the group and battalion mission operation cells (MOCs) get the intelligence documents used to prepare the area study.

The area assessment is prepared with the help of the S2. The deployed SFOD continually conducts an area assessment to add to its knowledge of the AO. The area assessment serves as the basis for the commander's estimate of the situation. He uses it to modify plans made during isolation.

Photographic studies are based on aerial photographs that include the entire AO and the base camp site. If there were photos from previous missions, analysts compare these photos with current ones. Analysts must consider the normal lead time to complete this entire process during the mission analysis. To ensure getting complete photo coverage of the area, analysts request a photo mission as soon as they know the general area of the base camp.

Group S3. When notified of the selection of a site, the appropriate MOC begins gathering information for the area assessment. As planning continues, the MOC monitors the progress by continually coordinating with the other staff sections. The S3 continuously coordinates with the S4 and the group engineer to ensure careful planning for logistic and operational requirements. He also continuously monitors base camp defense requirements to ensure that barrier and construction materials are prestocked IAW the construction schedule. When possible, a pilot team is used on the site to supervise and coordinate defense requirements outlined by the S3.

Group S4. The S4, with assistance from the group engineer, prepares a recommended list of all supplies needed to construct the camp based on data obtained from the SFOD's area assessment. He prepares a schedule for supplying the camp

with the required equipment and materials as needed. He frequently coordinates directly with the SFOD commander and S3. He directs the activities of the group engineer officer. He ensures that engineer advisory personnel are available to the mission commander during the planning phase, He supervises the air movement of all logistic support to the camp. Movement occurs in phases to ensure overstocking does not occur. He prepares the supplies and materials issue schedule as part of the area assessment. Where cost effective and feasible, supplies are purchased in the HN. In addition, the S4 uses local assets whenever possible.

Group S5. The S5 assists with updating the area study and gathering information for the area assessment. He concentrates on the political, social, economic, and cultural aspects of the area. He begins to identify ongoing and/or potential CA activities in the AO. He also begins to identify HN resources in the AO (civilian workers, engineer assets, supplies) that might be used in the construction of the camp and/or by the SFOD A once it begins its mission.

SFODs B and C. The tasks these staff members perform are discussed below,

The S1 monitors the personnel situation within the SFOD C to determine if he can make any assets available to the SFOD. He keeps the group S1 informed of the personnel situation, advising him of any requirements that develop during the planning phase. He ensures billeting facilities are available during the SFOD A's collocation with the SFOD B or the SFOD C.

The S2 requests aerial photography of the camp site. He coordinates with group S2 to determine if there are existing intelligence studies on the area of the camp's location. He extracts pertinent information and includes it in the area assessment. He requests any special intelligence requirements deemed necessary. He briefs the SFOD A on the situation in its AO. He coordinates with all other intelligence agencies who will be dealing with the SFOD A and helps the SFOD A establish a working relationship with these agencies.

The S3 initiates the area assessment, He takes part in the site selection and makes recommendations to the SFOD C commander. He coordinates with the group S3 on the operational requirements and missions of HN military or paramilitary forces. He identifies potential PSYOP requirements of the mission. He gives the SFOD A an operations briefing.

The S4 establishes a stockpile of materials and supplies to support the phased establishment of the camp. He coordinates with the SFOD A commander and develops a D-day-type schedule for the camp's construction to include tentative dates for the arrival of specific critical items and barrier materials. He plans for the required airlift support to supply the camp. He surveys the area for potential sources of skilled and semiskilled labor and the local purchase of commodities for the SFOD A (based on security considerations). He develops, with the concurrence of the SFOD commander and engineer sergeant, a tentative camp construction plan to include building design and source of materials.

The S5 briefs the SFOD A on the political, social, economic, and cultural aspects of the area. He participates in the area assessment. He coordinates with the group

S5 on the ongoing and/or potential CA activities in the AO. He coordinates DST augmentation if required. He begins making contact with the appropriate civilian government and nongovemment agencies involved in the AO.

The signal officer coordinates with the S4 to ensure the required communications equipment is available for issue to the SFOD A. He provides technical assistance in planning the communications system. He briefs the SFOD A on communications within the AO.

The SFOD A commander and designated SFOD A members supervise the preparation of the area assessment. They take part in the aerial and ground reconnaissances to determine the site's actual location, They coordinate with the group S4 and SFOD C S4. They prepare the consolidated list of supplies and equipment. They prepare a supplies and equipment delivery schedule, including a weekly supply of Class I and Class III supplies for D-30 to D+30. With the SFOD C S4, they prepare and submit a camp opening plan, a logistics support concept, and a local security plan to the group commander. The opening plan includes a D-day-type schedule (Figure F-1). The logistics support concept describes how supplies and equipment will be delivered (airdrop, air-land, truck convoy). The security plan includes data

Figure F-1. Example of D-day-type schedule.

D-120	Notified of mission to establish base camp.
D-120	Area assessment begins. All staff sections at the SFOD C, B, and A begin planning.
D-110	Aerial reconnaissance of proposed campsite is conducted by SFOD C commander, group engineer officer, and SFOD A commander.
D-100	Ground reconnaissance is completed; final site is selected. Site assessment begins.
D-75	Master plan for camp construction, defenses, and airstrips (including consolidated requests for supplies) is submitted.
D-60	Camp and airstrip construction begins. Phased buildup of supplies and materials begins arriving on site. Final area assessment is submitted.
D-45	Recruiting begins (if a local paramilitary force is to be organized and trained).
D-30	Air movement schedule is prepared.
D-10	Initial stockpile of supplies for normal camp operations begins arriving.
D-2	Buildup of supplies and materials is completed. All resupply after this date is obtained through normal supply channels.
D-Day	Site is occupied on permanent basis. HN or paramilitary forces assume responsibility for defense of the camp. Airstrip is sufficiently completed to accept aircraft in good weather.
D+30	Elements of HN or paramilitary forces begin withdrawal.
D+60	Basic training for paramilitary forces (if any) is 50 percent completed.
D+90	Basic training of paramilitary forces is 100 percent completed.
D+120	Camp is declared fully operational.

on who provides troops until the camp is declared operational (coordinate with SFOD C S3).

Phase II (Construction) During this phase, which usually takes place on D-60, the actual building of the camp begins. Responsibilities during this phase normally shift from the group headquarters or SFOD C to the SFOD B and SFOD A. Staff responsibilities during this phase are addressed below.

Group S2. He continues to monitor the personnel situation to make sure the SFOD A remains at full strength. He provides immediate replacements if a vacancy occurs.

Group S2. He follows upon all intelligence matters requested during the planning phase, especially aerial photography requests. He keeps the group commander informed on the intelligence situation and especially any increase or buildup in enemy activity. He helps the SFOD A develop an information collection capability. He conducts background investigations of camp construction workers.

Group S3. The MOC develops the camp folder during this period. The minimum essential components of a camp folder are a 1:50,000 map of the AO, a 1:250,000 map of the route to the camp from the SFOD B or SFOD C, aerial photographs of camp site, a copy of the area assessment, a status report on critical items of equipment, a personnel status, and a defense plan (including fire plan). He assists in coordinating any PSYOP resources, products, and plans. The S3 monitors the progress of the camp. He maintains close coordination with the S4 to quickly identify and resolve problem areas.

Group S4. He finalizes the consolidated list of supplies and equipment with the SFOD C S4. He makes sure that all engineer support is provided not later than (NLT) D-30, including heavy equipment (if applicable). He visits the camp site and makes sure technical assistance in camp construction, particularly buildings and bunkers, is provided. He troubleshoots problem areas. He anticipates delaying factors and is ready to react before the problem assumes major proportions. He diverts resources from less important projects as needed.

Group S5. He monitors any ongoing CA activities and assists in coordinating for any planned CA activities in the AO. He keeps the group staff informed of HN resources available in the AO.

Group Engineer. He coordinates with all external engineer support both civilian and military. He ensures support is provided NLT D-30 and that any technical assistance in camp construction is provided. He visits the camp site to troubleshoot problem areas or delaying factors and is prepared to alert the commander and make engineering recommendations as to the required diversion of sources.

SFOD B and SFOD C. Staff members perform the following tasks.

The S1 monitors the personnel situation and requests replacements, if needed.

The S2 follows up all intelligence requirements and/or requests from or to the group S2 that were started during the planning phase, He identifies problem areas and resolves them early. If additional help is needed, he requests it through higher headquarters, He evaluates the SFOD's intelligence collection plan.

The S3 closely coordinates with the S4 to ensure the required supplies and materials are available for issue IAW the phased buildup schedule. He continues to plan and coordinate for PSYOP resources, products, and plans. He identifies problem areas and resolves them. He makes sure the information in the SFOD A's camp folder is updated as needed.

The S4 provides the SFOD A with supplies and materials IAW the phased buildup schedule, He makes sure enough supplies are on hand to support logistics needs during D-day to D+60, including CA and/or PSYOP materials. He and the group S4 periodically visit the SFOD A during the construction phase to identify problem areas and to help resolve them. He ensures the required engineer support is available. This support is especially critical during the construction phase.

The S5 coordinates with the group S5 on ongoing and planned CA activities and the HN resources list. He briefs the SFOD A on those activities and resources. He furnishes a POC list of civilian government and nongovernment agencies working in the AO. He provides training, planning, and coordinating assistance to prepare the SFOD A for conducting or participating in CA activities in the AO.

Type I Camp Construction Sequence. A possible construction sequence for a hypothetical Type I camp is at Figure F-2. The SFOD A may have to vary, add to, or shorten the sequence to suit the particular circumstances. On arrival, the immediate requirement is to set up defenses, communications with base, and first aid facilities. Sanitary waste disposal facilities and water supply are next in order of urgency, In most areas where SF operate, digestive and other illnesses are endemic. Much of the trouble stems from the unsanitary practices of the native populace. Maintaining a healthy environment can contribute to the vitality and military effectiveness of the personnel involved, both native and SF. In the case of a camp set up in a previously uninhabited location, the occupants must follow sanitary practices from the beginning, since it is difficult to sanitize a polluted area.

Equipment requirements for certain tasks are shown in Figure F-3, page F-8. They are based on the SF base camp needs and the tentative base camp construction sequence in Figure F-2.

Earthmoving equipment is used to quickly and efficiently clear and grub trees and brush, level areas for buildings, build airstrips, and dig trenches and holes for underground bunkers. Crawler tractors with dozer and/or front-end loader attachments are designed for this task. Small, maneuverable tractors with front-end loaders can also be very effective in constructing base camps when used with chain saws and Rototillers.

The proposed campsite can be cleared with explosives, chain saws, brush cutters, and tractors equipped with sickle bars to remove obstructions (trees, underbrush), A gasoline-powered capstan can help remove the felled obstructions. One way to

prevent regrowth of underbrush after clearing the site is to cover the ground with opaque plastic like the black polyethylene plastic farmers use. Some experimental work will be needed to determine the best material and gauge and to find a way to anchor the plastic so that it will not be blown away. This method of preventing regrowth should be particularly effective in mined areas, under barbed wire, or other areas inconvenient to keep clear by any other means.

An adequate water supply the insurgents cannot readily get to and poison is essential to the maintenance of the camp. The builders can use small, portable, gasoline-powered drills to drill water wells (and boreholes for explosive excavation).

Piping systems may be needed for water distribution, waste collection, surface and rainwater drainage, and petroleum, oil, and lubricants (POL) handling. In general, plastic pipes (polyvinyl chloride [PVC]) are light, tough, easy to install, and corrosion-resistant. Their lightness and ease of handling allow for rapid, low-cost installation. The use of adhesives to join pipe sections is not recommended when building SF base camps where the work is done by native personnel because of the need for a certain level of technical skill. Joints must be clean and must not be

Figure F-2. Example of a construction sequence.

1. Arrive.
2. Set up LPs/OPs.
3. Set up defensive perimeter.
4. Set up communications with base.
5. Set up armed points.
6. Set up water supply.
7. Dig temporary pit latrines.
8. Set up first-aid facilities.
9. Set up electrical power supply.
10. Lay out camp.
11. Set up waste disposal.
12. Set up mess facilities.
13. Set up fuel storage.
14. Establish drainage patterns.
15. Strengthen defenses.
16. Clear woods, move earth, make dikes and embankments.
17. Improve aerial resupply facilities.
18. Build securable storage spaces.
19. Build hospital and dispensary facilities.
20. Build repair shops.
21. Build living quarters.

Figure F-3. Construction tasks and equipment needed.

TASK	EQUIPMENT NEEDED
Set up LPs and/or OPs	Field telephones, telescopes, binoculars, listening devices, radio communications, night vision devices, seismic intrusion devices, etc.
Dig temporary pit latrines	Spades, shovels, power spades.
Set up defensive perimeter and armed points	Container express (CONEX) containers (if available), corrugated galvanized steel sheets, explosives, power spades, drain pipes, power saws, brush saws.
Set up communications with base	Communications equipment in prefabricated huts, batteries, antennas.
Set up first-aid facilities	Field-type installation tent(s).
Lay out camp	Level, stakes and strings, tape or measuring device.
Set up water supply	Storage tanks or bladders, purification equipment, drill.
Set up waste disposal (burial)	Power spades, shovels, wheelbarrows, baskets, conveyor belt, garbage containers.
Set up electric power supply	Power spades, shovels, explosives, shelter, drainage, fuel supply drum.
Set up mess facilities	Tents or prefabricated units, storage facilities, preparing facilities, tools, cooking facilities (fire and fuel supply), garbage and rubbish handling, clean up facilities (plate and utensil washing), defense against insects and vermin.
Set up fuel storage	Hand pumps and meters, drum storage, bladder storage.
Establish drainage	Level, tape or other measuring device, trencher or other digging device, explosives, power spade, drain pipes.
Strengthen defenses	Revetments, bulldozers or other digging and earthmoving equipment, explosives, CONEX, corrugated steel, logs, power saws, posthole digger, mines, Claymores, sensors, sandbags, combat control center (tables, maps, communications), telephones, batteries (including emergency power).
Clear woods, move earth, build defensive moats	Bulldozer or other machines as available.
Build and improve air-supply facilities	Bulldozer, scraper, or other machines as available, gravel, concrete, asphalt, and airfield matting.
Build lockable storage	CONEX containers, digging equipment.
Build hospital and dispensary facilities	Tents, secure containers for sensitive items.
Build living quarters	Local materials whenever possible (expedite construction by using power saws, drills).

disturbed while the adhesive is setting. For these reasons, the use of mechanically sealed piping is preferred. Mechanical joints are available. They allow for some relative longitudinal movement to compensate for thermal expansion and contraction of the pipe and settling of the soil in which it is laid.

A desirable design for an SF base camp structure or building has as few different, independent parts as possible. Such a design simplifies on-site assembly and reduces the chance that a large quantity of delivered material could be lost to enemy action or a few major components stolen. Underground and surface structures and food preparation facilities are discussed in the following paragraphs.

The CONEX container has demonstrated its effectiveness in the construction of subsurface and hardened surface fighting camp facilities. It can support heavy, static overburdens and withstand the blast resulting from a direct hit by an 81-mm mortar round. It provides ventilation plus adequate drainage through its floor design. It can provide a single entrance in the floor of a hardened surface facility or in a wall for a subsurface facility. It provides firing slits. Two or more can be combined into a structure by removing the facing walls.

General criteria apply when building surface structures for a base camp in a tropical environment. The building should be about 6 meters wide with 3- to 6-meter-long modules that can be joined to make a shelter 9 to 18 meters long. They must have floors to minimize dust, rodent, and drainage problems. Storage buildings must be lockable to discourage pilferage. The structure should be well ventilated or effectively air-conditioned.

Considerable economy of time and personnel can be achieved in preparing food using modem equipment. A relatively small, efficient installation can feed many people. Proper sanitary conditions and proper garbage-handling facilities are important to the general health and military efficiency of the camp. Completely prefabricated food-preparation facilities should be provided. Garbage grinders should be included to reduce the health and vermin hazard due to the temporary storage of garbage near food-preparation areas.

Phase III (Opening)

This phase normally lasts no more than 60 days (D-day to D-60). At the end of this phase the camp is considered capable of accomplishing its assigned mission with no supplementary forces or assistance, By this date, all nonorganic troops will have been withdrawn, and all logistic support will come through normal channels on a request basis. The camp is now considered operational. Staff responsibilities during this phase are addressed below.

Group S2.. He continues to monitor the personnel situation and provides replacements as needed.

Group S2.. He monitors the SFOD A's intelligence collection capability. He advises the SFOD A commander of any weakness in his program and advises and helps if necessary. He closely coordinates with the SFOD C S2 to quickly identify and resolve problem areas. He follows up all special intelligence collection requests and disseminates them down to the SFOD A level.

Group S3. He starts an operations and/or intelligence analysis during this phase and informs the SFOD C S3 of the results. He coordinates with the Group S4 to ensure that the phased logistic build-up is satisfactorily completed. He evaluates the effectiveness of PSYOP products and activities. He monitors reports to make sure that any problem areas that impede the operational capability are resolved. He updates the SFOD A as more information becomes available. He works closely with the S2 during this phase to determine the effectiveness of the SFOD A's operations.

Group S4. He continues to monitor the logistics situation. He reviews supply requests for the suitability of items requested. He coordinates with the S3 to determine problem areas and help resolve them.

Group S5. He continues to monitor the CA activities and helps coordinate any CA requests.

Signal Officer. He provides the required communications equipment. He coordinates with the SFOD C signal officer and provides technical assistance if a problem develops.

SFOD C. The staff members perform the tasks discussed below.

The S1 continues to monitor the personnel situation. He submits requests to the group S1 for needed replacements and augmenters. He evaluates the morale of the SFOD A and ensures that individual records and personal affairs are up to date.

The S2 analyzes the effectiveness of the collection effort. He provides guidance and technical assistance if necessary. He continues to process requests for special intelligence collection in a timely manner. He provides map replacements, pertinent intelligence documents, and other items on a periodic basis.

The S3 coordinates with the S4. He monitors the progress of the camp and renders assistance where necessary. He ensures that training facilities outside the SFOD A's capabilities are used to the maximum. He evaluates the effectiveness of PSYOP products and activities. He guides the SFOD A commander in the conduct of operations. He also passes the group and SFOD C commanders' guidance.

The S4 monitors the SFOD A's logistics situation through its routine and priority supply requests. He visits the camp and evaluates the construction effort. He provides the SFOD A with the technical assistance to complete the construction.

The S5 monitors the CA effort. He provides guidance to the SFOD A commander and helps coordinate any initiatives the commander may develop.

The SFOD A commander shifts emphasis from camp construction to expanding the operational capabilities. He identifies problem areas and seeks assistance if necessary. He establishes an SOP for the operation of the base camp. By this time, the SFOD A has been on site for 90 to 120 days and its members are familiar with the operational area and local personalities. He develops a routine for nonoperational activities and divides responsibilities among members of the SFOD A. He lays the ground work for the next SFOD A.

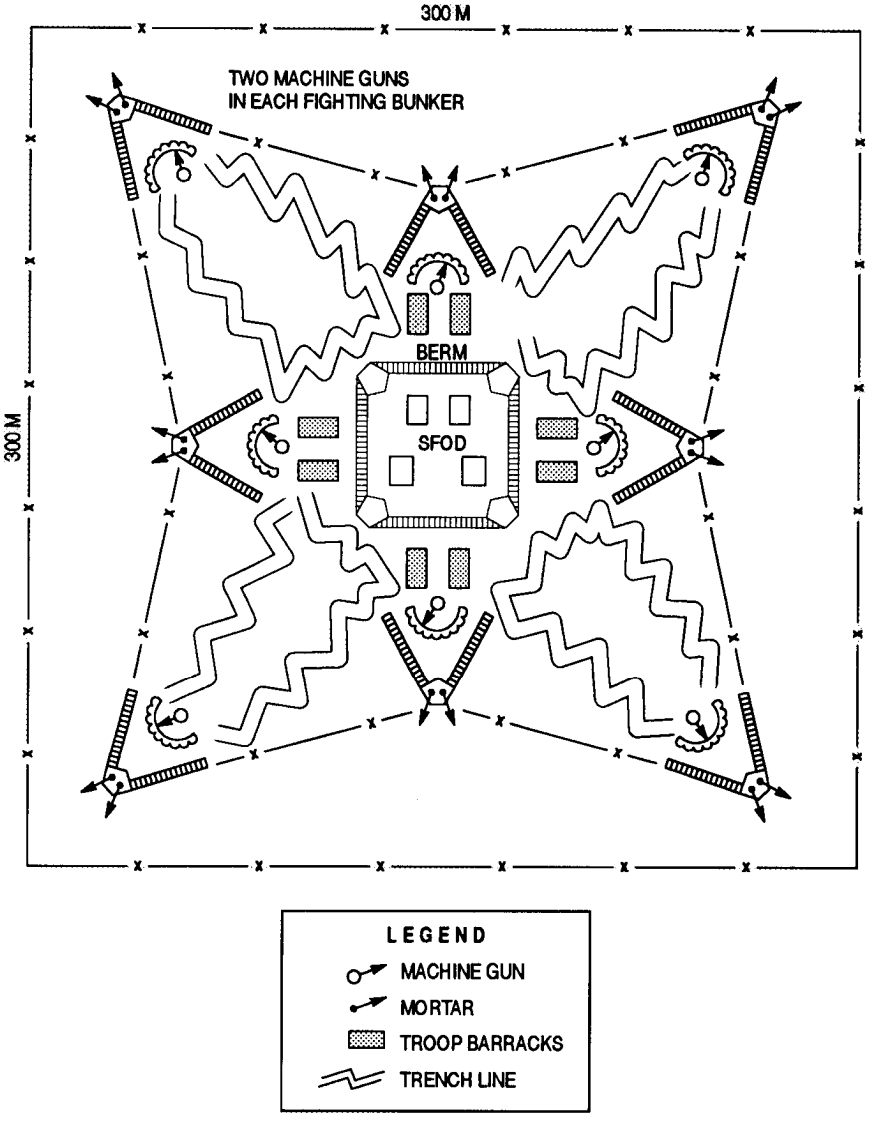
The Fighting Camp

At the beginning of the Vietnam War, SF had little or no authority to choose the site of a proposed base camp in South Viemam. As a result of this policy, many camps were poorly situated relative to terrain and available indigenous personnel. The uprooting and relocation of indigenous people to establish a camp proved ineffective due to the general discontent of the civilian irregular defense group (CIDG) and subsequent high rates of desertion.

Concept and Principles

The fighting camp (Figure F-4) is based on the concept of independent, hardened, mutually supported platoon positions surrounding a hardened central control facility. There are facilities at the campsite for the SF team and HN military or

Figure F-4. Fighting camp.



paramilitary forces, The overall defensive posture of this camp is enhanced by continual, aggressive, offensive operations conducted by camp personnel in their tactical AOs. The fighting-camp concept embodies the principles of speed of installation, austerity, and defense in depth.

Speed of Installation. The camp is completed in 60 to 90 days (sooner if assisted by engineers reinforced with selected items of construction equipment depending on airstrip requirements). Its size is such that one-third of the assigned strength can defend it. It follows a standardized design.

Austerity. Construction costs of the camp are held to a minimum. It has no "frills." Personnel use local materials whenever possible, and the use of skilled labor is held to a minimum.

Defense in Depth. Characteristics of defense in depth include the following:

- OPs and LPs for early warning (starts with local security and/or camp defensive measures and final protective fires [FPF]).
- Alternate and supplementary positions used to provide depth to the battle area.
- Ability to limit and seal off penetrations.

Types

The fighting camps fall into three basic designs. These designs are based on the AO's ground water table (GWT).

Type I: Subsurface. In those areas having a low GWT, all structures are in hardened underground bunkers.

Type II: Surface. The entire camp is on the surface in areas where the GWT is usually within 1 meter of the surface. An earth berm mayor may not enclose the camp. Two construction variations of the surface fighting camp are standard and CONEX. Crew-served weapons positions, ammunition bunkers, and emergency medical and communications facilities are in hardened CONEX containers (if available). All other structures are wood frame.

All facilities, to include living quarters, are in hardened CONEX containers (if available).

Type III: Floating. Each structure in the camp rests on the ground during the dry season and rises with the water during periods of flooding. Each floating base camp should have boat docking facilities and floating helipads that can support a fully loaded utility helicopter.

Common Requirements

All three basic fighting camp designs have common facilities that are standard in camp construction. Each person has a 2- by 3-meter area of floor space for sleeping quarters. There is a rule that personnel of the same MOS do not live in the same billet. Ideally, the sleeping quarters are in the various buildings so that an individual's billets are in or near the building in which he works. Cover that is high enough to protect sleeping personnel from an 81-mm mortar burst at 15 meters

surrounds all sleeping quarters. Overhead cover for sleeping quarters is desired but not required.

Each SFOD A requires one bathhouse and one latrine. In addition, common facilities include—

- *Mess hall, day room, and office facilities.*
- *Supply facilities.*
- *Communications bunker.* Its design must withstand direct fire from small arms and an 81-mm burst 5 meters away.
- *Dispensary.* This building must have a waiting area, an admission and disposition area for records, and an examination area. It must have a minor surgery room with a water supply, a sterilization area, and a secure drug and equipment room. It must also have bed space for at least eight patients.
- *Emergency medical burker.* This bunker's design criteria are those of the communications bunker.
- *Generator shed.* An open-sided generator shed must protect the generator from the elements. It has a 1.2-meter-high sandbag wall around it.
- *Mortar pits.* Mortar pits are of the standard design. Each mortar has a pit.
- *HN forces billets.* These structures have a low silhouette and are constructed with local materials.
- *HN latrines.* Adequate latrine facilities (based on the number of personnel) are constructed using burn-out type construction.
- *HN mess.* The HN forces mess uses the same design criteria as the HN force billets.
- *Internal communications system.* A simple, effective internal communications and alert system is as critical to defense as weapons use.
- *Miscellaneous.* In addition to the above, machine-gun bunkers, ammunition and weapons storage facilities, barriers, POL storage facilities, aircraft facilities, and a water purification system must be provided.

Excavation and Earthmoving Requirements

Excavation and earthmoving operations are of great importance in constructing base camps. A major requirement in the construction of SF base camps is to emplace the defensive facilities rapidly to lessen the length of time personnel preparing the camp are vulnerable to attack. During this period, a relatively large guard force is needed for protection. Excavating earth fortifications is a time-consuming task. The builders must consider using explosives to expedite the excavation.

Appendix G

Mobile Training Team Assistance

The U.S. Security Assistance Program

A SAP is an important instrument of U.S. foreign and national security. It aids deterrence, promotes regional stability, helps assure U.S. access to vital overseas military facilities, and lessens unilateral U.S. military requirements. Among the objectives of security assistance are to support U.S. national security interests and strengthen the military capability of selected friendly and allied countries by enabling them to—

- Contribute to collective security and deterrence.
- Defend against external threats.
- Maintain regional military balances and defense.
- Maintain internal security.

Other objectives of security assistance are to—

- Foster favorable attitudes toward the United States and its policies.
- Encourage friends and allies to pursue national objectives compatible with U.S. foreign policy and military strategy.
- Assist in obtaining and maintaining the necessary base rights, authorizations, and facility arrangements at key locations for U.S. and allied forces.
- Develop defensive self-reliance of other nations, thus reducing the need to commit U.S. forces in local crisis situations.

U.S. security assistance includes programs designed to help friendly countries establish and maintain an adequate defense posture, provide internal security, and resist external aggression. Security assistance provides friendly military forces with

the equipment, spare parts, supporting material, services, and training that enhance a nation's capability to deter aggression and maintain internal security. Training assistance is designed to improve effectiveness, promote proper usage and maintenance of equipment, establish a sound base for the nation's training activities, standardize procedures that will enhance combined military operations, and promote friendship and goodwill toward the United States.

U.S. security assistance is based on the concept that nations directly threatened will assume the primary responsibility for providing the manpower for their own defense, will devote a fair share of their other resources to their defense effort, and will make the best possible use of their resources.

The unified commands are vitally concerned with security assistance activities. They are responsible for ensuring that all military SAPs and activities are coordinated with U.S. military plans for the region. Unified commands command and supervise the activities of SAOs in matters that are not functions or responsibilities of the diplomatic chiefs.

Procedures

MTTs and field training services (FTS) provide training assistance. Their purpose is not to perform the SAO's normal functions or to augment U.S. forces in country. They will not be used as an integral part of the armed forces of the HN being served. Instead, training teams provide assistance to meet specific training objectives in developing an HN's capability. Such training is requested only after considering in-country capability and service school training.

Training assistance is provided under authority of either the FAA or the AECA. MTT assistance provided under provisions of either of these statutory authorities is subject to procedures and constraints mandated by the authorizing legislation and/or established policy.

Purpose of Training Assistance

Training assistance is based on the advantages inherent in the use of this type of assistance at a particular time and in a particular nation. It is not based solely on the apparent cost benefits.

This training is usually considered only when one or more of the following factors are present:

- The training must take place as rapidly as possible or in response to a particular threat or adverse condition affecting the security of the country concerned.
- The training is relatively short must reach large numbers of trainees, and entails extensive use of interpreters or language-qualified team members.
- The training can only be conducted on equipment or in facilities located in the HN.

In principle, International Military Education and Training (IMET) will not be used to finance this type of training.

Training Assistance Teams

The basic function of MTTs is to train foreign personnel. MTTs are funded by the HN's training program funds, MTTs are authorized for—

- Training associated with equipment transfers in which the foreign country assumes ownership of U.S.-furnished equipment.
- In-country training surveys to determine specific training needs and to determine capability and quantity needs that are beyond the country's ability to assess.
- Training foreign personnel at U.S. installations and facilities when the equipment used for training is either owned by or allocated for delivery to the foreign country.

MTTs are implemented by the military group (MILGP) and/or the military assistance advisory group (MAAG) concerned and provided from U.S. Government resources in the United States or overseas. MTTs are requested only when no other training is available to accommodate a particular training need.

The military department (MILDEP) requesting the MTT and the major command requested to provide the MTT must review and concur in each MTT to determine whether it will impact on the U.S. unit's readiness.

MTTs are authorized on a TDY basis for a period of 179 days. The length of the MTTs includes all the time MTT members are on TDY away from home stations. Requirements for long-term assistance exceeding 179 days must be met by training HN personnel in the skills required or by programming ETSS.

The HN will be advised when an MTT requires additional funds for deployment, orientation training, or training aids needed to accompany an MTT. Costs to cover transportation and per diem allowance will be programmed as travel and living allowance (TLA). Costs for deployment orientation training will be considered as unit cost. The costs of training aids (including packing, crating, and handling) will be added as a separate sequence to MTT requirements. Only those training aids that cannot be predetermined and ordered in advance of the MTT will be included in this procedure. Training aids will not remain with the foreign country but will return with the MTT unless approved by DSAA or purchased by the foreign country.

MTTs will not be used to assist in renovating a system or in assembling, maintaining, and operating a system. Requirements for training on non-U.S. end items will be considered on a case-by-case basis.

Requests for team members with foreign linguistic capabilities will be honored whenever possible. The HN must provide the needed support. The MTT request may indicate that a language capability is desired, but it will not state a mandatory requirement.

Quality of life items will be made available to MTTs by the SAOs or from case funds provided to the team chief upon approval of the unified command and MILDEP per AR 12-15, paragraph 13-3lb.

The HN provides in-country support (for example, clerical assistance, supplies, and transportation to and from quarters, duty location, and dining facilities). If government transportation is not available, the HN assumes commercial transportation expenses consistent with mission requirements and appropriate costs.

When requesting MTTs, the SAO must ensure that necessary equipment, instruction facilities, and technical publications are available before or on the team's arrival. This action takes place through the requisition of the necessary equipment before the team's call-up. The MTT request will state the specific training goals and needs. The data must be complete and detailed to allow the furnishing agencies to select and prepare the team properly for the mission. If required, the HN will provide interpreter support. The SAOs ensure the foreign personnel to be trained meet the prerequisites necessary to comprehend the technical levels of the presentation. The in-country arrival date must be realistically programmed and based on the availability of trainees, facilities, and equipment.

Commanders of units selected to provide MTT personnel ensure those chosen have the experience, technical ability, maturity, and personality to do their duties in the best interests of the United States. These commanders select individuals who meet the desirable as well as the mandatory qualifications. They must be highly qualified in their respective fields and the best available for all other qualifications. They must have proven their ability to work with others and demonstrated their abilities to supervise effectively and conscientiously. The importance of their accomplishments cannot be overemphasized. They will be goodwill ambassadors of the United States. The impressions they make will be considered to be "typically American" and, whether good or bad, will be lasting. Obviously, it is in the best interests of the United States to select only the best qualified and personable individuals for this duty.

It may be necessary to assemble the team members for an orientation before departure for an overseas assignment. If so, the team assembles with the team chief at a location designated by the MILDER Here the MILDEP confirms that those selected can perform the mission. The MILDEP personnel familiarize the team with the MTT mission. They review the training on the material or equipment to be used and set up methods of instruction within the team's goals. They prepare the POI and lesson plans and collect and prepare training aids. They also review the terms of reference.

The SAO notifies the furnishing agency and the unified commander by message of the MTT members' arrival and departure date. Upon arrival, the SAO briefs the MTT members on the training goals, terms of reference, political situation, social customs, guidelines for official and personal associations with foreign personnel, currency control, logistic support, administrative support and legal status in relation to the foreign country. MTTs are under the operational and administrative control of the SAO while in the HN. The team chief, however, is solely responsible for

the training mission. The SAO offers all assistance possible so that the team can accomplish its mission. The HN will not use MTTs for purposes other than training assistance. The SAO emphasizes to the HN requesting an MTT that the team's purpose is to provide training assistance and instruction only. The team does not provide administrative support or technical assistance, such as installation or repair of equipment.

Field Training Services

Specialists charged with providing field instruction on special items or equipment perform FTS. The two types of services used under FTS are ETSS and contract field services (CFS). ETSS consist of DOD military and civilian personnel technically qualified to provide advice, instruction, and training in the installation, operation, and maintenance of weapons, equipment, and systems. CFS provide the same services, but the team is under contract from private industry.

Acts of Misconduct by HN Personnel

All members of training assistance teams must understand their responsibilities concerning acts of misconduct by HN personnel. Team members receive briefings before deployment on what to do if they encounter or observe such acts.

Common Article 3 of the four Geneva Conventions lists prohibited acts by parties to the convention. Such acts are—

- Violence to life and person, in particular, murder, mutilation, cruel treatment, and torture.
- Taking of hostages.
- Outrages against personal dignity, in particular, humiliating and degrading treatment.
- Passing out sentences and carrying out executions without previous judgment by a regularly constituted court that affords all the official guarantees that are recognized as indispensable by civilized people.

The provisions in the above paragraph represent a level of conduct that the United States expects each foreign country to observe.

If team members encounter prohibited acts they can not stop, they will disengage from the activity, leave the area if possible, and report the incidents immediately to the proper in-country U.S. authorities. The country team will identify proper U.S. authorities during the team's initial briefing. Team members will not discuss such matters with non-U.S. Government authorities such as journalists and civilian contractors.

Appendix H

Mines, Booby Traps, and Mine Warfare Techniques

Psychology of Mine and Booby Trap Warfare

In a FID and/or IDAD environment, the majority of friendly casualties result from mines and booby traps. Mines and booby traps are an inexpensive, expedient, and relatively risk-free means the insurgents use to produce casualties; deny terrain; provide security to rear areas and base camps; and channel, delay, and disrupt pursuing forces.

Mines and booby traps have a terrifying psychological effect on troops. The insurgent's goal is to make the friendly troops overly concerned about being maimed or killed by a mine or booby trap to the detriment of their mission.

Insurgent forces have developed a high degree of expertise in the use of mines and booby traps in their own familiar environment. Employment techniques include using mines and booby traps in offensive and defensive tactics. All available materiel, manufactured or locally produced, friendly or enemy, is used to the best advantage.

Insurgent Mine Warfare Doctrine

To the inexperienced observer, most insurgent groups do not appear to have a clearly defined mine warfare doctrine. Such an evaluation of insurgent capabilities is completely erroneous and leads to serious security and tactical errors. Insurgent groups have adapted the use of mines to the terrain and to their particular tactical operations.

The mine warfare problem faced by security forces is unique. Nuisance mining on a massive scale is accomplished by ingenious, capable personnel. These personnel have a detailed knowledge of the terrain and environment. They also have the additional benefit of being able to move and operate in small groups at night with relative freedom. Most insurgent groups lack artillery and use mines in its place. Insurgent groups do not normally lay minefield as such and cover them with fire as a GP force would. Instead, they interdict LOCs and respond to security forces operations with quick and indiscriminate mining. Although they benefit directly by causing combat casualties and vehicle losses, the insurgents consider the real benefit as psychological.

Most insurgents' doctrinal and training documents stress the use of pressure-type mines in the more isolated or less populated areas. They prefer using command-type mines in densely populated areas. These documents stress that when using noncommand-detonated mines, the insurgents use every means to inform the local populace on their location, commensurate with security regulations. In reality, most insurgent groups suffer from various degrees of deficiency in their C^2 systems. Their C^2 does not permit them to verify that those elements at the operational level strictly follow directives and orders. In the case of the Frente Farabundo Marti de la Liberation Nacional (FMLN) in El Salvador, the individual that emplaces the mine is responsible for its recovery after the engagement. There are problems with this concept. The individual may be killed or the security forces may gain control of the area. Therefore, the recovery of the mine is next to impossible.

Vehicular traffic in most underdeveloped parts of the world is, to a large extent, restricted to roads and trails. Road networks are not extensive and most roads will not support heavy traffic without constant maintenance. Bypassing disabled vehicles or obstacles in the road is difficult and often impossible. This situation allows for effective nuisance mining with a relatively small investment of material resources. Proper placement of one or two mines can disrupt an entire convoy, immobilize administrative and patrol vehicles, or trigger an ambush. Many antitank or antipersonnel mines need not be, and seldom are, employed in one location. A few mines can effectively harass and slow vehicular traffic and tie down troops in periodic minesweeping operations. Likewise, a few carefully sited and emplaced mines and booby traps can slow movement of foot elements, such as patrols and sweeps.

Types of Mines

Antipersonnel mines present the major threat in a FID and/or IDAD environment. This fact is due to the high proportion of dismounted operations and the influence of North Vietnamese training, tactics, and doctrine on some insurgent groups, particularly the FMLN in El Salvador.

Antipersonnel mines are either the blast or fragmentation types.

A blast-type antipersonnel mine causes casualties through the direct blast effect of its explosive charge. The mine is detonated in place and its destructive impact is

primarily upward. The radius of the blast depends on the amount and type of explosive and the method of emplacement.

A fragmentation-type antipersonnel mine has a fragmenting material that surrounds the explosive. The force of the blast creates shrapnel from the fragmenting material, and the high velocity shrapnel causes casualties. There are two basic forms of fragmentation mines:

- A directional fragmentation mine is normally referred to as a Claymore-type mine. The mine's destructive capability is concentrated in a specific direction.
- An omnidirectional bounding fragmentation mine sprays fragments in a circle. It is normally detonated above the ground.

Homemade antipersonnel mines are used extensively in El Salvador, Guatemala and Malaysia. (Eighty percent of all El Salvadoran armed forces casualties in 1986 were due to mines; in 1987, soldiers wounded by mines and booby traps averaged 50 to 60 per month.) The important point to remember is that any homemade mine is the product of the resources available to the insurgent group. Therefore, no two antipersonnel mines may be the same in their configuration and materials. Insurgent groups depend to a great extent on materials discarded or lost by security forces personnel. The insurgents not only use weapons, ammunition, mines, grenades, and demolitions for their original purpose but also in preparing expedient mines and booby traps.

The antitank and antivehicular mines used by insurgents vary considerably. They may use any encased explosive charge of adequate size. Explosive charges range from crude, locally produced items to artillery shells, captured U.S. mines, and Soviet and Chinese communist mines. Insurgents have shown considerable ingenuity in fabricating simple, yet effective, mines. The insurgent is known to reuse extracted bulk explosive from captured duds and ordnance. Due to the minute amounts of metals used, the most difficult antitank and antivehicular mines to detect are blast mines with electrical firing devices. Such devices are usually powered by common flashlight batteries.

Mine Components

A basic mine consists of an outer casing and three major parts that cause the mine to explode: a triggering device (also called a fuse) actuator (or firing device), a detonator (which might include a booster), and the main explosive charge.

Triggering Devices

Devices used to trigger mines are typically electrical, mechanical, or chemical. An electrical triggering device is some form of switch that closes an electric circuit attached to a blasting cap. A mechanical device is a firing pin released to strike a detonator. A chemical device is a vial of chemical compound that when broken or pulled reacts with another substance to generate heat, which ignites the deto nator. Most of the triggering devices used by insurgents fit into one of these groups. Pressure activates some of the devices (an individual stepping on the device closes the switch or breaks a chemical vial). Pulling activates other devices

(an individual walking into a trip wire). The release of pressure or tension activates other devices.

Detonating Devices

Every mine requires a device to detonate the main explosive. The detonating device is normally the most sensitive part of the mine. It amplifies and transfers its initiating explosive force to the main explosive charge. Commonly used detonating devices in mines are electric blasting caps, percussion caps, and nonelectric blasting caps.

Electric Blasting Caps. Homemade mines employed in Central America typically contain a commercial electric blasting cap. The cap detonates when power from an electrical source (battery or hand generator) reaches the electric blasting cap. The most common power supply used in Central America is the commercial flashlight battery.

Percussion Caps. Manufactured mines frequently use percussion caps. When the spring-loaded striker (firing pin) is released, it moves forward and strikes the percussion cap to initiate the firing chain.

Nonelectric Blasting Caps. Other types of triggering devices are based on friction or a chemical reaction for initiation. Each of these devices generates heat that initiates a nonelectric blasting cap.

Main Explosive Charge

Many types of explosives are used as the main charge of a mine. Explosives fall into two groups: manufactured and homemade. Manufactured explosives can contain trinitrotoluene (TNT), dynamite, or composition 4 demolition block (C-4). TNT, also called trotyl or tolite, ranges from light grey to dark yellow. Dynamite is used in l/2-pound, paper-wrapped sticks. C-4 is white with a putty-like consistency. Sometimes a homemade mine will contain a salvaged explosive (manufactured) from military ordnance. Homemade mines usually have a homemade explosive as the main charge. The most common homemade explosive is aluminized ammonium nitrate (a silver dust).

Casing Material

The manufactured mines have a metal or plastic outer casing; some mines have wood or cardboard casings. The casings of homemade mines can be readily available materials (metal pipes, metal cans, sheet metal, PVC pipe, wood, cardboard boxes, cloth bags).

Use of Mines

The following paragraphs discuss the use of antipersonnel mines, antitank and antivehicular mines, water mines, and mines against helicopters.

Antipersonnel Mines

Although antitank mines present a hazard to vehicles on roads and trails, antipersonnel mines present a greater hazard to foot troops in a FID and/or IDAD environment, since most operations are conducted on foot. The nature of the terrain

and the tactics of the war provide almost unlimited techniques and chances for insurgents to use antipersonnel mines.

Insurgents can be expected to use antipersonnel mines anywhere troops might walk. No area can be assumed to be clear simply because it had been clear at some previous time. Some of the most likely places of use are along trails, in high grass, in front of defensive positions, and in and around likely helicopter landing sites. Other places are near shaded areas where troops may congregate, near fruit trees, on bridges, at fording sites over streams, and in drainage ditches. Other locations are along roads at possible ambush sites that appear to be the easy way through dense vegetation, near cave and tunnel entrances, near caches, in and around villages, and on fence lines and gates. As a rule, friendly troops can suspect the mining of choke points of any terrain feature that channels movement.

The ambush is a favorite tactic of most insurgent groups. They effectively use both antitank and antipersonnel mines for this purpose. They use antitank mines to trigger an ambush by stopping or disrupting a convoy. As troops deploy off the road to attack the ambush force, they set off antipersonnel mines, adding to the confusion. The insurgents use trip wire and command-initiated mines. In most situations, they do not use many mines. A few well-placed mines supplement an equally well-planned and placed ambush. The insurgents can achieve the intended result with minimum risk, materiel, and effort.

A widely used antipersonnel mine by insurgents against friendly troops is the Claymore mine and its many variations. 'his mine will produce casualties at 200 meters among personnel who lack some kind of protection such as body armor. Insurgents usually place it on flat or elevated ground having an unobstructed field of vision to the target area. They frequently hang or place the mine against a wall, a tree, a road embankment, or some other obstruction. In most cases it is command-detonated by electrical means. They bury the detonation wires deeply under firm, packed earth. The insurgent ambush element, sometimes two men, can be 300 meters from the ambush site, making it a very profitable and low-risk operation.

Antitank and Antivehicular Mines

The placement of antitank and antivehicular mines varies, depending on the type of road or trail. Major types are dirt and paved roads.

One technique insurgents use is to dig up one or more sections of a dirt road and leave. After friendly forces fill in the dug-up sections, the insurgents return and mine the filled-in sections. The insurgents may dig many holes in a dirt road but only mine a few. In addition, they often bury metal fragments and objects in the repaired holes, craters, or trenches to further confuse minesweeping efforts.

A variation of this technique is to bury many randomly spaced groups of metal fragments in the road. Such action requires extensive probe operations and may lead to complacency in minesweeping teams. At a later time, the insurgents either bury amine under previously placed metal fragments or insert a mine into the random pattern hoping it will pass as fragments.

In another related technique, the insurgents dig holes at night in compacted roads and fill the holes with loose dirt. Minesweeping teams notice the loose dirt but, on

checking, find nothing. After the team moves down the road, the insurgents quickly install the mine in the hole. Minesweeping teams must carry a can of used oil to cover holes containing loose dirt. If the insurgents disturb the earth, it will be obvious to the team on its return trip.

Likely sites for mines with a pressure-firing system include road junctions, bypasses, wheel tracks, and bridge approaches. Other likely sites are rough or newly repaired roads, culverts, and narrow roads between swamps and mountains. It is not uncommon to find mines placed in the corners of junctions where a vehicle is likely to cut the corner frequently.

Some insurgent groups have shown a tendency to mine the wheel tracks, ruts, or depression made by traffic on dirt roads. Another tendency, often used with the above, is to use pressure-activated electric road mines timed to explode under the belly of the vehicle.

Insurgents use dud, captured, or discarded munitions, to include artillery and mortar ammunition, bombs, and locally manufactured items. For instance, insurgents have been known to bury electrically or pressure-detonated 105-mm rounds in the ground at about 7.5 cm. Most often, they have buried pressure-actuated mortar shells on roadways or in road shoulders with the nose pointing upward. They usually bury the actuator 2.5 to 12.7 cm under the road surface.

The use of mines on hard surface roads presents problems not found in dirt roads. This fact does not deter the insurgents from effectively mining paved roads and eliminating most evidence of mining activity. One technique they use is to smear the road with mud in many places, day after day, but place no mines. After establishing familiarity with the condition, they lay mines in some mud-smeared sections. Another technique is to remove an asphalt patch and place one or more mines. They then resurface the hole with the piece of asphalt they removed intact from the road surface. They reposition the asphalt and pour sand into the cracks. If the asphalt section crumbles, they position apiece of board covered with loose asphalt. They cover hastily emplaced mines with straw, grass, dung, or other matter found on the road.

Water Mines

The insurgents' water mining efforts normally include harassment and interdiction of both friendly patrol and support craft and land and water supply routes by destroying bridges and surface crafts. They attack moving surface craft, moored surface craft, and bridges. They use electrically actuated, command-detonated bottom or moored mines for most attacks on moving surface crafts. Swimmers attack moored surface craft and bridges by placing time-delayed or command-detonated water mines.

The insurgents transport the moored, bottom, or floating mine to the proposed target position and plant it on the bottom or lash it to an anchor at least three times the mine's weight. They attach a floating marker that rides on the surface (preferably a small item peculiar to normal floating debris in the area for daytime detonation or a clear receptacle containing fireflies or luminous material for night detonation). If they do not use a floating marker, they place a guide stake on the opposite bank.

If using a floating marker, they usually detonate the mine when the target is within 3 meters of the float. If they do not use a floating marker, they detonate the mine when the target passes between the detonating point and a known mark on the opposite bank.

Floating mines may be command-detonated by using firing wire from the mine to the firing position. The insurgents usually place weights on it every 2 to 3 meters not only to keep it on the bottom but also to counter minesweeping operations by friendly forces. Swimmers can also bury the detonating wire in mud if time and bottom conditions permit. The firing mechanisms consist of electric blasting caps inserted into a booster or the main charge. They attach the electric wire to a battery pack or handheld generator.

Where the depth of the water remains at 2 to 3 meters, the insurgents may use a bottom mine; however, the situation may require a moored floating mine. When the range of the tide or the draft of the target ships dictates changing the depth of the mine, the insurgents have two options. They can send out a swimmer to adjust the mine as necessary or they can rig a "mobile" mine. They make the mine vertically mobile by running a line from the mine, through a pulley on the anchor, and then to the bank. By pulling or slackening this line from the bank, they can lower or raise the mine. This type of mine is especially susceptible to minesweeping operations.

If, due to the waterway's extreme width, the insurgents want to move the mine laterally to detonate it successfully under a target, they use the following technique. Drive an anchoring stake into the bank beneath the waterline on both sides of the waterway. Stretch a heavy line taut below the water surface between the two stakes. Suspend a wire beneath the line on a pulley that rides freely over the line. By using a guy line from the mine to a man on each bank, the mine can traverse the width of the waterway.

Viet Cong Minings



A series of successful minings carried out by the Viet Cong insurgents on the Cua Viet River, Quang Tri Province, demonstrated their resourcefulness in countering minesweeping tactics. Initially, chain-dragging sweeps took place morning and evening. After several successful mining attacks, it was apparent that they laid the mines after the minesweepers passed. Then, the boats using the river formed into convoys and transited the river with minesweepers 914 meters ahead oft he convoy. Nevertheless, boats of the convoy were successfully mined in mid-channel, indicating that the mines were again laid after the minesweeper had passed, possibly by using sampans. Several sampans were observed crossing or otherwise using the channel between the minesweepers and the convoy. The convoys were then organized so that the minesweepers worked immediately ahead of the convoy. One convoy successfully passed. The next convoy had its minesweepers mined and ambushed close to the river banks.

The command- or time-delay-detonated mines are used against anchored ships and usually emplaced by a three-man team. The team transports the mine downstream and attaches the line with a hook on its end to the target vessel's anchor chain. The

length of the line is such that, when the mine floats with the current, it will stop at a point alongside or under the engine compartment. The insurgents usually buoy the mines with enough pneumatic rubber tubes to maintain a desired depth. If the mine is to be detonated by a timing device, the previous action completes the emplacement. If it is to be command-detonated, the swimmers string the firing wire from the mine and detonate it as soon as they are clear of the ship and in a safe position. They then reel in the command wire and withdraw. If there is heavy boat traffic near the anchorage, they may transport the mine to the target by boat. They transport it by sliding the mine under the boat's keel and move as close to the target vessel's anchor chain as is necessary to attach the hook. After attaching the hook, they cut the mine free from the boat and allow it to float with the current to the desired position under the target. Another mining technique for an anchored ship is to attach the mine directly to the target. Magnetic mines with antihandling devices are excellent for this purpose.

The above techniques are representative but by no means exclusive. The size of the mine, target location, security measures, time of day, weather, avenues of approach and escape, and insurgent's daring and courage are factors that can and do result in technique variations.

The insurgents sometimes use sympathizers in the area to provide some of the required intelligence and to help with the work and after-action escape. After completing the reconnaissance and preparation, they place and detonate the mine as quickly as possible. Documents captured from Viet Cong insurgents stated that their sappers could plant 50-kilogram command-detonated water mines in about 10 minutes. Thus, the ideal insurgent tactic was to wait until just before the target vessel's arrival before laying the mine. Such an action allowed little or no time for minesweeping.

Tactics used against moored ships and rivercraft depend on the location of the target (to include its proximity to other anchored ships and whether it is moored to a pier), visibility of the water, light data, tides, speed of the current, boat traffic, and security measures.

Mines Against Helicopters

The insurgents normally confine their mining activities against airmobile operations and helicopters to potential LZs. They use obstacles and mines to restrict potential LZs to those where they have a defensive advantage. This advantage does not mean, however, that they would not use obstacles on LZs they decided to defend. The following paragraphs describe some techniques insurgents have used against helicopters in the past.

Grenades Wrapped With Puffed Safety Pins in Paper and Placed in the LZ. As the helicopter lands, the prop wash forces the paper into the air, releasing the pressure on the safety lever and setting the grenades off. In a variation of this technique, they place pieces of sheet metal in the LZ. The prop wash from the landing helicopter presses the sheet metal down, exploding mines placed beneath it.

Hardwood or Bamboo Poles Placed 2 to 6 Meters High in the LZ. The poles pierce the skin of the helicopters and sometimes disable them. They also emplace

punji stakes (pointed bamboo or hardwood stakes placed on the ground and camouflaged) in LZs to obstruct helicopters and troops' disembarkation.

Communication Wire Strung Across the LZ. The pilots have a very difficult time seeing the wire, which can down helicopters. In addition, the insurgents may rig grenades to the communication wire in such a way that they are activated by the movement of the wire as the helicopter strikes it.

Booby Traps

A booby trap is an explosive or nonexplosive trap, cunningly contrived to be activated by an unsuspecting person who disturbs an apparently harmless object or performs an apparently safe act. The number and types of booby traps that insurgents may use are almost limitless. Many explosive booby traps have been ingeniously employed against security forces, and their continued use can be expected. The important lesson to learn is that many insurgent groups make extensive use of booby traps cleverly improvised with all types of materials.

Booby traps can have a psychological effect much greater than the weight of numbers would indicate. Used discriminately in many carefully selected applications, they demand the individual soldier's constant attention and alertness. They can create a state of fear in the inexperienced and untrained soldier that is both debilitating and demoralizing. Friendly troops can expect to find booby traps in the same areas in which the insurgents regularly use antipersonnel mines.

Hand Grenades

Although hand grenades are designed as weapons to be thrown in either a defensive or offensive role, insurgent forces make even wider use of them as booby trap devices. Insurgents use homemade hand grenades extensively since they are normally more readily available. However, insurgents appear to prefer manufactured grenades. The insurgents often remove the delay element from the grenade fuse so that the booby trap detonates instantly.

Multiple Highway Obstacles

The insurgents take advantage of the normal soldier's dislike of repetitious, monotonous tasks in their booby-trapping efforts. For example, the insurgents may construct and position a series of two or more highway obstacles that will probably require one crew or team to move the entire series. They then construct a booby trap in one of the obstacles that will be moved later in the clearing operation. The obstacle will be similar in construction to further associate it with its unmined predecessors. Only a conscientious, careful mine search of each obstacle will prevent casualties when clearing road obstacles.

Booby-Trapped Caches

Some insurgent groups frequently place booby traps in caches that they anticipate will be discovered. A typical booby trap in this instance is a grenade with an instantaneous fuse and its safety pin removed. They hide this grenade under weighty material to keep the safety lever depressed. When searchers remove the material above the grenade, it frees the safety lever and the grenade detonates.

Cache searches should be conducted using one man at a time to preclude multiple casualties.

Tree-Mounted Booby Traps

The insurgents make excellent use of mortar and artillery rounds in tree-mounted booby traps. They suspend and camouflage them in trees and command-detonate them as friendly forces move under them. This technique is particularly effective against troops who do not habitually look overhead.

Booby Trap Disquised as a Mine

The insurgents can deliberately disguise a hand grenade with pin removed as a mine. They bury it under enough scrap metal to register on the mine detector. They pack enough dirt to hold the safety lever over the scrap metal. The mine detector team detects the scrap metal. As a soldier probes for the mine, he loosens and removes enough dirt to release the handle and detonate the grenade.

Punji Stakes

Punji stakes are designed to injure or kill personnel who step or fall on them. The insurgents often treat the pointed ends with human excrement or poison so that the wounds become infected and cause death. The insurgents often use them on prospective LZs to wound personnel as they jump from a helicopter to the ground. They often emplace them on the banks of gullies and streams where friendly troops might jump from one bank to the other. They also use them along roads and trails, at entrances to villages, and at ambush sites.

Explosive Booby Traps

Insurgents use explosive booby traps in all phases of their operations. Simplicity and ingenuity best describe many of the techniques used by various insurgent groups. They exploit any chance to trap the unwary, inexperienced, and even careless opponent.

The simplest form of booby-trapping used by the insurgents is either a pull or pressure release device attached to an antitank mine or other charge used as a mine. This technique is no different from the U.S. doctrine of placing antihandling devices in antitank mines.

The explosive charges in booby traps are usually the same as those used in mines. Booby traps use standard antitank and antipersonnel mines, hand grenades, mortar and artillery projectiles, and miscellaneous improvised explosive charges.

Except for special applications, such as terrorist activities, the fuses and firing devices used in booby traps are similar to those used in mines. Booby traps and other explosive devices used in terrorist activities often employ more sophisticated firing systems.

The insurgents often booby-trap areas in and around villages. In the past, they have booby-trapped gates, fences, hedges, trails, paths, shrines, wells, dead bodies, and abandoned supplies and equipment.

Supply areas from which insurgents have been forced to withdraw are almost certain to be booby-trapped. Friendly troops must approach weapons, ammunition, clothing, and food supplies with caution.

In addition to placing antipersonnel mines near cave and tunnel complexes, they also booby-trap the entrances themselves. It can be fatal to open and enter these entrances hastily.

Some insurgent groups like to use booby traps or mines in pairs. Often, after the first explosion, the troops will concentrate on helping the wounded. Thus, the troops become a lucrative target for a second attack, especially if the insurgents can command-detonate the mine.

Insurgents mine or booby-trap a route or trail that a patrol used to leave its base of operations. Patrols or similar groups do not return along the same route by which they left their base.

Nonexplosive Booby Traps

Nonexplosive booby traps have the same purpose as antipersonnel mines and explosive booby traps: inflict personnel casualties and hinder troop progress. Insurgents use these booby traps far less frequently than explosive booby traps.

Nearly all nonexplosive traps are improvised from locally available materials and take advantage of natural camouflage.

Bamboo, which is readily available in many areas of the world, is used in the construction of many traps. The insurgents usually use bamboo or other similar material to make poles, whips, pit frames and covers, punji stakes, and various other trap components.

The insurgents extensively use punji stakes in traps, on revetments, or on streams and ditch banks to hinder assaulting troops. The placement of punji stakes is such that a man running or jumping from one stream or ditch bank to another will be impaled by the stakes.

The insurgents often emplace nonexplosive traps with mines or explosive booby traps. They may also use them at ambush sites. In insurgent defensive positions, camps, or villages, it would not be unusual to find together all the tricks known to the insurgents: tunnels, antitank mines, antipersonnel mines, explosive booby traps, and nonexplosive booby traps.

The insurgents usually position mantraps, whether simple spike boards or deep pits, where an individual's attention is likely to be focused elsewhere. Careful reconnaissance of a trail for trip wires may cause an individual to overlook a well-camouflaged pit trap. While investigating a gate for a grenade trap, an individual may fall prey to any one of a number of spike or pit traps.

Defense Against Mines and Booby Traps

Despite the insurgents' high use of mines and booby traps in some parts of the world and their ingenious methods and techniques for using them, security force personnel can learn to combat such tactics through proper training and strict discipline in the field. The insurgents do make mistakes. The materials they use in their mines and booby traps are rarely 100 percent reliable. Instead they rely on careless

and hasty detection and removal methods by security forces for success. For example, in 1968, U.S. Army elements in Vietnam unintentionally set off 50 percent of all enemy mines and booby traps they encountered. There is no room for careless mistakes in mine warfare. Every soldier must be familiar with the methods of defending himself and his unit against mines and booby traps. Through an understanding of the insurgent's use of mines and booby traps, soldiers can develop proper defensive measures. The soldier, however, must diligently apply these de fensive measures in the field for them to be of any value. Unit leaders and commanders at all levels must establish proper countermine procedures (SOPs), indoctrinate their personnel in these procedures, and enforce their application.

An important precaution is to prevent material and equipment from falling into the hands of insurgents who inevitably use this equipment and material against the security forces. Security forces must ensure proper security of stocks, careful police of the battle area, and strict enforcement of the unit supply discipline to prevent the loss of material. Unpoliced explosive litter in the battle area will obviously be converted to booby trap or mine applications. Security forces take additional steps not to leave such apparently harmless items as dead batteries, communications wire, and other such materials from being obtained for mine and booby trap application.

The individual soldier must be aware of the need for meticulous control of ammunition. Abuse of ammunition control includes improperly attached grenades that fall off during movement. Another abuse is discarding ammunition considered unserviceable because of tarnish, dirt, mud, or other avoidable conditions or minor imperfections.

Local commanders establish and maintain safe intervals during troop and vehicle movements. Many antipersonnel mines and hand grenades the insurgents use will cause more than one casualty within the effective casualty radius. This fact is especially true because insurgents mine areas in which the troops habitually bunch up (such as breaks during movement) or paths through heavy vegetation.

Soldiers are normally eager to go to the aid of fellow soldiers who become mine casualties. They must, however, do so with extreme caution. The insurgents often emplace secondary mines or booby traps to inflict additional casualties on the personnel grouped around the wounded. The man nearest each casualty must carefully clear his way to the individual and give first aid. Unit leaders do not let soldiers crowd around the wounded and present another lucrative target. If possible, they briefly search the immediate area for other explosive devices and observe the insurgent's tactic of grouping mines in interrelated multiples.

Soldiers place sandbags on the floors of their vehicles to protect mounted personnel. Personnel riding in the vehicles must keep arms and legs inside the vehicle for maximum protection. As an additional recommended precaution, they place a heavy rubber mat over the sandbags to reduce fragments (stones, sand, shrapnel, and pieces of the bags). To further reduce the chance of fragments, they use sandbags filled only with sand and not sand with rocks in it.

The element uses varied speed and spacing of individual vehicles to make the timing of command-detonated mines more difficult. Key personnel (prime targets for

command-detonated mines) must not congregate in one vehicle but be dispersed throughout the column. Whenever possible, vehicles do not travel alone as they are targets for insurgents seeking weapons and other equipment.

Patrols must follow different routes to and from their patrol bases to avoid setting a pattern insurgents can use to emplace a mine or attack a target. They must carefully choose random times and various routes for their patrols and other movements.

The best mine and booby trap detector is an alert and observant point man. He must be rotated frequently, or the stress of his job will make him ineffective.

Detection and Search Techniques

Mine and booby trap detection requires constant alertness and careful observation. The efficiency of the detection effort depends on the security force soldiers' knowledge of the insurgent's methods and techniques. Although some elements, such as mine detection teams, will have deliberate search missions, most troops must be trained to detect mines or booby traps in the normal course of daily activities.

The following paragraphs provide tips for soldiers to remember in detecting mines and booby traps. In the later search technique tips, emphasis is given to more deliberate actions for detection beyond those in the normal daily course of activities.

Detection Techniques

Be especially alert for trip wires across trails and along the shoulders of roads at likely ambush sites. Look for them near known or suspected antitank or antivehicular mines and across the most accessible route through dense vegetation. Look for them at the approaches to and within a village and in and around likely helicopter landing sites. Also look for them at the approaches to insurgent positions and at bridges, fords, ditches, and across rice paddy dikes.

Look for smears, grass, sticks, dirt, dung, or other substances on roads. Many of these areas may be mined.

Look for evidence of apparent road repairs, new fill or paving, road patches, ditching, or culvert work. Such areas often conceal mines.

Avoid tire marks, ruts, or skid marks on the roads. These areas may conceal mines and must be investigated.

Be alert for any sign placed on trees, posts, or stakes. Most of these signs are small and inconspicuous. Although they don't all indicate the presence of mines, they must be investigated.

Watch for markings the insurgents could use to mark or aim mines and booby traps. These signs are normally inconspicuous but they appear as a regular pattern not present in nature. These signs may be sticks or stones in a line or a broken stick carefully placed on a road or trail. They may be clumps of grass at regular intervals or sticks placed in the ground in an unusual manner. They may also be innocent-looking strings hanging over a doorway.

Watch for wires leading away from the side of a road. Some wires may only be partially buried or not buried at all.

Be alert for suspicious items in trees, branches, or bushes, These items may be hand grenades or mortar or artillery rounds. Trip wires across a trail may be difficult or impossible to detect; however, the charge, usually alongside the trail or overhead, may be more readily apparent.

Observe the movement of civilians, particularly in insurgent-occupied areas. The civilians usually know where the insurgents placed most mines and booby traps in and around their villages. They avoid these areas. They may walk on one side of the road, avoiding the other side. They may walk in the middle of the road, avoiding the side and shoulders. They may avoid a road entirely. If the civilians do not use certain facilities or buildings in the village, it is a good sign that these locations are mined or booby-trapped.

Watch for flags, banners, and miscellaneous insurgent equipment and supplies. These are frequently booby-trapped and must be investigated.

Look for nonexplosive traps placed at or above ground level. These are usually well camouflaged but may be detected by careful observation.

Look for pieces of wood (boards and bamboo) or other debris on a road. They may indicate the presence of pressure-detonating devices for antivehicular mines. These devices are either placed on the surface of the road or partially buried. In either case, they are usually camouflaged. Hasty emplacement or weather conditions often reduce the effectiveness of the camouflage so that they may be detected by careful observation. Vehicle operators are cautioned against driving over wood, sticks, or other debris on a road.

Use scout dog teams to detect booby traps. The dog detects the scent left by the emplacing personnel, not the scent of the device itself. The dog's ability to detect the scent diminishes with the passing of time. How long after the emplacement the dog can detect the area depends on various environmental factors (wind, terrain, and weather-wet or dry). The scent will be detectable for 1 to 4 days depending on those conditions.

Search Techniques

In addition to watching their movements, question the civilians to determine the specific locations of mines and booby traps.

Investigate all gates for booby-trapping with hand grenades or other explosives devices.

Carefully observe whatever is overhead and the flanks of a route through dense vegetation for hand grenades, shells, and other devices or traps placed either on the ground, in bushes, or in trees.

Investigate entrances to caves, tunnels, and buildings for booby traps, and search the approaches to, and the area near, these facilities for antipersonnel mines.

Investigate potential souvenir items for booby traps (firearms, knives, binoculars, uniforms, and miscellaneous items of clothing and equipment).

Investigate the area near suspicious signs and other markings that may indicate the presence of mines and booby traps.

Immediate Action Upon Mine Activation

When a device is tripped, little reaction time exists once the detonation chain starts The maximum delay for some foreign grenades ranges from 4 to 9 seconds. If the delay element has been modified, the minimum fuse delay will be less than 1.5 seconds. However, since the time available cannot be predicted, certain immediate actions can help reduce casualties and the degree of personal injury. These actions are designed as a reaction to minimum time delay.

The following steps are the immediate actions to take when a mine or booby trap device is activated:

- Be alert for the exploding cap's "pop," the trip wire's tug, or another soldier's warning.
- Sound a warning so that others may take cover.
- Drop to the ground immediately. When dropping to the ground, present the smallest target to the force of the explosion by pointing your feet in the direction of the charge.

Trying to outrun the explosion is not immediate action. Some grenade fragments have an initial velocity of 1,524 meters per second. Individuals should not rush immediately to aid their wounded friend. Frequently, there is a second booby trap near the first. They should conduct a brief but careful search for other explosive devices nearby before moving on.

Methods to Disarm

The first essential step in defending against insurgent mines and booby traps is detecting mined and booby-trapped areas or facilities and locating the devices. Once this action is done, the safest procedure is to avoid or bypass these areas or facilities. However, it is seldom tactically possible to do so. Although some mines and booby traps can be bypassed temporarily, most of them must be dealt with immediately. Complete neutralization of an explosive device is a highly skilled technique requiring specially trained personnel.

Neutralization Neutralization is simply making a mine or booby trap safe to handle. It involves two basic steps. The first is disarming or replacing the safeties in the firing assembly. The second is defusing or separating the firing assembly from the main charge and the detonator from the firing assembly. Destruction in place is the preferred means of neutralization.

Destruction in Place Destruction in place is the preferred means of dealing with **any** explosive hazard. Personnel may destroy a mine or booby trap in place if some damage is acceptable

and the tactical situation permits. The device can be initiated by its own mechanism and riggings or by detonating an explosive charge near the mine or booby trap. The SFOD must consider the damage that will be caused to any structure or road by detonating a mine or booby trap in place before taking any action against the hazard. Charges placed on bridges, in built-up areas, and indoors must usually be removed rather than destroyed in place.

Mine Removal

If destruction in place is not an available option, mines may require hand removal. Before trying to remove any mine, the area around it must be carefully probed to locate and neutralize antihandling devices. To avoid becoming a casualty, personnel must identify the type of firing mechanism and replace all safety devices. After emplacing safety devices, pull the mine from the ground by remote means. Grapnels and ropes are useful tools for remotely removing the hazard. Caution When using grapnels, be sure that the mine is not magnetically fired.

Hand Disarming

Only trained specialists should try hand disarming, unless the characteristics and disarming techniques of the mine or booby trap are well known. Only trained specialists inspect and destroy unusual or complicated devices. Dud mortar and artillery shells, hand grenades, and devices equipped with chemical fuses are particularly dangerous.

No part of a mine, booby trap, or other explosive charge should be touched without first examining it thoroughly. Locate all firing devices and their triggering mechanisms.

When tracing wires, look for concealed intermediate devices that impede searching and clearing. Do not disturb any wires while examining the explosive device.

Cut loose trip wires only after careful examination of all connecting objects and after replacing all safeties.

Trace all taut wires and disarm all connected firing devices by replacing safeties. Taut trip wires are cut only after eliminating the danger at both ends.

Replace safeties in all mechanisms, using nails, lengths of wire, cotter pins, and other similar objects.

Never use force in disarming arming devices.

Without disturbing the main charge, cut the detonating cord or other leads between the disarmed firing device and the main charge.

Cut wires leading to an electrical detonator, one at a time.

When using a probe, push it gently into the ground. Stop pushing when the probe strikes any object (it may be a pressure cap or plate).

Once separated, remove mine or booby trap components to a safe storage or disposal area.

Expedient Lane Cleaner

Clearing mine fields by hand is a slow, dangerous process. The following system can be used to clear lanes in booby-trapped and/or mined fields: Prepare detonating cord in 15-meter lengths. Tape three strands together at .3-meter intervals to

form a "lane clearer." Tie a hand grenade to one end of the cord as a weight. Affix a blasting cap, time fuse, and fuse lighter to the other end of the cord. Roll the detonating cord lariat style. Hold the blasting cap end and, using an underhanded motion, throw the grenade in the direction of travel (the grenade is not activated). Set off the detonating cord to clear a l-meter-wide by 15-meter-long lane of trip wires and antipersonnel mines.

Methods to Clear Nonexplosive Booby Traps

In addition to explosive booby traps and mines, nonexplosive traps must be cleared. Although there is no specific doctrine for clearing or neutralizing these traps, many of the procedures and precautions for neutralizing explosive devices apply.

Be alert for mines and booby traps in the area. Ensure individual traps are not further booby-trapped.

If you must bypass traps, mark them clearly or guard them for the safety of friendly personnel following.

From a safe distance, pickup and dispose of spike boards and other loose spike devices that were sprung to prevent further use by the insurgents.

Use extreme caution in clearing or neutralizing trip-wire-actuated traps (angled arrow trap, suspended spikes, and bamboo whip). After having cleared personnel from the area, use grapnels to activate these devices from a safe position to the side or rear of the point of impact.

Active Mine Prevention Methods

The variety of techniques and procedures to detect mines and booby traps indicates that no single positive countermeasure exists to nullify the mine threat after its emplacement. Methods are needed to prevent the successful emplacement of insurgent mines in the first place or provide the key to effective countermeasures if the insurgent is successful in placing mines and booby traps. The available courses of action are limited, indicating the inherent advantages that mine warfare offers to a guerrilla force.

A first requirement is a combat intelligence mine reporting and information system to establish insurgent patterns of employment by frequency, area, type, and trend. Experience shows that adequate summary information reveals definite preferred areas for mine activity. Defining the mine threat leads to the commitment of resources to counter the threat, economizing the forces available.

The most effective tactical countermeasure is the constant physical presence of tactical security forces in the immediate area. This presence is costly in troop employment but such security forces have prevented enemy mine activity in the past. Not as expensive in terms of troop employment, but still quite effective, is aggressive

and widespread patrolling, especially at night. This move prevents the enemy from gaining easy access to potential mine sites. Ambush patrols are by far the best means to counter regular mining.

Other techniques can be used, from night vision devices to aggressive actions against the enemy improvised munitions workshops.

Appendix I

Advisor Techniques

Application

The advisor techniques outlined in this appendix apply to both the individual advisor and an SFOD in FID operations. In some instances in the past, U.S. advisors were not selected on the basis of language skills or ability to deal effectively with their counterparts. They were selected on the basis of MOS and availability for an overseas hardship tour. The U.S. military services have demonstrated their professional excellence in training foreign personnel and units in technical skills. However, they have not performed well in advising in politico-military matters because of their lack of background, training, and competence in these areas.

Influencing HN military institutions to support a democratic process can only be done with the long-term presence of U.S. military personnel working alongside HN forces. Personnel who arrive for short visits will be treated as visitors and will not penetrate the fabric of the HN culture or its institutions. Although short visits can serve other useful purposes, the long-term presence of U.S. military personnel is required to strengthen HN democratic institutions and convince the HN military institutions to reform. HN officials are not normally confused over moral ground rules; however, because of the dangerous situation confronting the nation, they are convinced they must ignore these ground rules.

An advisor must strive to transmit the concept of "democratization" to his counterpart. This concept is often considered "common sense" or "common decency" and so basic it is not discussed much in training. The most important mission of an advisor is to enhance the military professionalism of his counterpart. He must influence the HN military and prepare them to deal with the changing environment by

emphasizing civilian control and demonstrating the advantages of a democratic system of government.

A major cause of an advisor's failure is his inability to maintain a good working relationship with his counterpart. The unsuccessful advisor often fails to understand why his counterparts do not feel the "sense of urgency" that he does. He is unable to realize that his counterpart will remain and continue to fight the enemy long after his tour is over and he returns to the safety and comfort of the United states.

The advisor must be aware of the scope and limitations of the principal SAPS authorized by the FAA and AECA, particularly the prohibition of security assistance personnel performing any duties of a combatant nature, to include any duties related to training and advising that may engage U.S. personnel in combat activities.

The environment plays a big factor in an advisor's role. The following paragraphs address what the advisor needs to know to prepare for his role.

Stage of Development

In situations where the HN government may have been in existence only a short time, the administrative machinery may still be developing. The advisor must be aware of such situations and not be overly critical. In an insurgency, the HN government is experiencing major problems. To begin with, the money needed for social and economic programs is mostly directed toward security needs. In an ideal situation, the HN government would use this money to cure the society's economic and social ills.

Organizational Makeup

The advisor must know HN sociopolitical and military organizations and their interrelationships to include personalities, political movements, forces involved, and social drives. He must impress upon his counterpart the need for an integrated civil-military effort to defeat the insurgents. His counterpart must learn that military actions are subordinate to, and supportive of, the economic and social actions required to remove the insurgency's causes.

Status of Advisor

The advisor must fully understand his status in the HN. Agreements between the United States and the HN spell out his status. These agreements may provide full diplomatic immunity or very little immunity. Without an agreement, the advisor is subject to local laws, customs, and the jurisdiction of local courts. Regardless of the diplomatic immunity afforded him, the advisor observes local laws as well as the applicable laws of war and Army regulations and directives.

Rapport

Rapport is a sympathetic relationship between people based on mutual trust, understanding, and respect. Personal dislike, animosity, and other forms of friction characterize the lack of rapport.

The need to establish rapport with HN counterparts is the result of a unique military position in which the advisor has no direct authority or control over their

actions. However, an advisor can influence or motivate his counterpart to act in certain ways by using the proper advisory techniques.

Effective rapport must exist to gain the control needed to execute the mission. The successful advisor establishes rapport that allows influence over the counterpart's actions despite the absence of formal authority.

Rapport results when each individual perceives the other as competent, mature, responsible, and compatible (working toward a common goal). If the advisor can convey this attitude to his HN counterpart, long-lasting, effective rapport will exist.

Techniques

An advisor must constantly bear in mind that he is an advisor and not a commander. He is not there to lead troops.

Having the counterpart select a particular COA is possible only if he perceives the advisor's professional competence to give sound advice. If the counterpart does not believe the proposed solution to a problem is effective or realistic, he will question the advisor's competence. The advisor must explain to his counterpart why the advice is sound.

The advisor does not use bribery or coercion, since results achieved from these actions are only temporary. As soon as the "payment" is made, or the "force" is removed, the counterpart has no reason to comply. In practice, these techniques are not efficient and will not achieve the long-run goal of developing proficiency, competence, and initiative in the counterpart.

The advisor must be careful not to bribe or coerce a counterpart unintentionally. He must be aware that as an American soldier he might have privileged status in the HN. The advisor's presence may garner personal benefits for the counterpart through his position of having a one-on-one association with an American. Conversely, the advisor may make a counterpart afraid of offending to the point of complying with every suggestion the advisor makes.

Psychologically pressuring the HN counterpart may sometimes be successful. Forms of psychological pressure may range from the obvious to the subtle. The advisor never applies direct threats, pressure, or intimidation on his counterpart Indirect psychological pressure may be applied by taking an issue up the chain of command to a higher U.S. commander. The U.S. commander can then bring his counterpart to force the subordinate counterpart to comply. Psychological pressure may obtain quick results but may have very negative side effects. The counterpart will feel alienated and possibly hostile if the advisor uses such techniques. Offers of payment in the form of valuables may cause him to become resentful of the obvious control being exerted over him. In short, psychologically pressuring a counterpart is not recommended. Such pressure is used only as a last resort since it may irreparably damage the relationship between the advisor and his counterpart

Advising works both ways. The advisor sets an example for the counterpart by asking his advice. The advisor must realize that the counterpart is the expert in his country and that he can learn much from him.

The advisor must avoid giving the counterpart the impression that status reports and administrative requirements are the most important items. Such an impression may cause the counterpart to become aloof because it may be difficult and time-consuming for him to get this information. The advisor must treat his counterpart as an equal. He must also give the respect he himself expects to receive. He must take care not to make this fellow soldier feel like an errand boy.

The advisor transacts important business directly with his counterpart to assure full understanding of difficult subjects. He uses the soft approach to request official information.

The advisor does not present too many subjects at one time or unnecessarily prolong the discussion of one subject. The advisor schedules another conference at a later time if needed.

The advisor corrects the most important deficiencies first. Upon his arrival in the AO, he will find many matters in need of immediate corrective action. He avoids telling his counterpart that everything is all wrong. Rather, he looks for the good systems and policies and praises his counterpart on his successes. At this point, the counterpart will normally point out deficiencies that need correction as his idea, and a joint problem-solving process can begin. In some cases it may take a month or more to sell one idea.

When making recommendations, the advisor phrases them in a way that will not impose his will on the HN commander's decisions. The advisor leaves enough room for his counterpart to exercise his prerogative. One of his counterpart's greatest fears is that his troops will see him as dependent upon his advisor. The advisor carefully chooses a time and place to offer advice.

During combat operations, the advisor advises the commander but never usurps his command or authority. The amount of advising during combat operations is small. The advisor does most of his advising while preparing for combat. He bases his advice on his observations or those of his subordinates during past operations. He holds a private critique with the commander upon completion of an operation.

The advisor must not be afraid to advise against a bad decision. He does it tactfully, however. He acts as a staff member who recommends a change of action to an American commander he respects and with whom he works daily.

The advisor approaches the subject under discussion from different directions and with different words to make sure the advice given is clearly understood. He doesn't accept a "yes" answer at its face value. "Yes" may mean the person understands but does not necessarily accept the suggestion. It may also be used to cover a lack of understanding.

The advisor always exercises patience in dealing with a counterpart. He never expects a job to be done at the snap of a finger, and he doesn't snap a finger.

The advisor cannot accept information from his counterpart in blind faith. He checks it discreetly and diplomatically, but he must check it.

After the advisor plants an idea, he lets his counterpart take credit for it as if it were his own idea.

Advisors are transients. The advisor tries to learn what the previous advisor had tried and has or has not accomplished. He asks him for his files and thoroughly debriefs him to prevent reinventing the wheel. The advisor keeps an open mind and judges matters himself.

The advisor starts preparing a folder about the advisory area and duties as soon as possible. He maintains a worksheet-type folder during the tour to better understand the job. Follow-on advisors will have a complete file to assist them in completing projects.

The advisor doesn't hesitate to make on-the-spot corrections. He must be extremely tactful. Above all, he doesn't make the person he corrects lose face in front of his peers or subordinates. Embarrassing the counterpart, in most cultures, can cause a serious loss of rapport and possible mission failure. The advisor respects the almost universal custom and desire of "saving face."

An advisor must never make promises he cannot or must not carry out. He never pledges U.S. assets unless he has the authority and capability to deliver them.

PSYOP Support for Military Advisors

The introduction of military advisors requires preparing the populace with which the advisors are going to work. Before advisors enter a country, the HN government carefully explains their introduction and clearly emphasizes the benefits of their presence to the citizens. It must provide a credible justification to minimize the obvious propaganda benefits the insurgents could derive from this action. The country's dissenting elements label our actions, no matter how well-intended, an "imperialistic intervention."

Once advisors are committed, their activities should be exploited. Their successful integration into the HN society and their respect for local customs and mores, as well as their involvement with CA projects, are constantly brought to light. In formulating a realistic policy for the use of advisors, the commander must carefully gauge the psychological climate of the HN and the United States.

Personal Qualities

Advisors must rely on their abilities to sell the most indefinite commodity-themselves. The traits of an advisor encompass all the traits of leadership plus the ability to adapt to his environment. This environment changes with the assignment area. To sell himself, the advisor must prove his value and present a favorable personality in the eyes of his counterpart. This selling occurs in time by gradually demonstrating his capabilities in an unassuming but firm manner.

The advisor avoids rushing personal acceptance by the counterpart. Overselling himself will arouse suspicion and delay acceptance. Time spent developing a healthy relationship will pay large dividends later.

An advisor must be extremely flexible, patient, and willing to admit mistakes. He must persevere in providing sound advice. He must also be a diplomat of the highest caliber and possess an unusual amount of tact.

An advisor must be honest. He must maintain high moral standards and be understanding and sincere. He must present a good military appearance, stay in good physical condition, and lead by example.

The advisor must know thoroughly the organization, equipment, and tactics of the unit he advises. He must be professional and proficient. He must demonstrate an awareness of his counterpart's problems.

The advisor must be positive, but not dogmatic, in his approach to any subject. If, however, he is not sure of the subject matter, he says so and takes the steps to obtain the correct information. He doesn't try to bluff his way through a problem.

Persistence, balanced with patience, is a favorable trait of an advisor. If he discovers a problem, he tries to solve it; he recommends the proper measures to take and then follows through. Patience is of utmost importance. He continually brings the matter to his counterpart's attention until he sells him on taking the measures to solve the problems or correct the deficiency. Ultimately, the goal is to advise his counterpart in such a way that he takes the desired action feeling that it was through his own initiative rather the advisor's.

A successful advisor must have subject knowledge, the ability to demonstrate his capabilities in an unassuming but convincing manner, and the clear indication of his desire to get along with counterparts and other associates.

Common sense is possibly the greatest asset of the successful advisor. Ultimately, this uncommon commodity separates the effective advisor from the ineffective one. With common sense, everything is possible; without it, failure can be expected.

Advisory Goals

The advisor emphasizes in-place training when the units return to garrison (focus on battle drills and SOPs). Twenty-five-meter firing ranges are ideal to conduct marksmanship training (zero, reduced range qualification, night firing, instinctive firing techniques).

The advisor spends maximum time with the unit so that the troops get to know and trust him. He talks to and gets to know the troops, not just the unit leaders. He gets excellent feedback in the common soldier's candid comments. Such comments often reflect troop morale and operational effectiveness. He stays abreast of what is going on in the unit. He also stays in close contact with the commander and staff.

The advisor encourages frequent command inspections by the commander. In some HNs, this action is anew concept or an uncommon practice. Many HN commanders are reluctant to inspect. They rely solely on correspondence and reports to evaluate the unit's effectiveness.

The advisor continually stresses the obvious advantages of good military-civilian relations to avoid the idea of military arrogance, which easily imitates the civilian populace. The development of a proper soldier-civilian relationship is a critical factor in IDAD and in counterinsurgency. Improper behavior by soldiers toward civilians must be immediately corrected.

The advisor constantly strives to raise the HN unit's standards to the level needed to complete the mission. He guards against lowering his standards but realizes most HN units needing advice may not have the logistic, educational, or nutritional base to perform to U.S. standards and, in that sense, may not be expected to meet our standards.

The advisor keeps training standards high enough so that the unit is prepared for combat at all times. He doesn't use training time for housekeeping matters.

The advisor stresses human rights and the consequences of mistreating suspects and prisoners.

The advisor constantly promotes the unit's esprit de corps to sustain the unit in the face of difficulties.

The advisor persuades the HN personnel to pass information up, down, and laterally.

Personal Attitudes and Relations

Becoming accustomed to the native food and drink, in somewhat varying degrees, poses a problem to the advisor. An advisor establishes and maintains rapport more easily by drinking in moderation and eating with counterparts IAW culturally acceptable rules. Refusal to accept their drink and food is often considered an insult.

The advisor doesn't become discouraged. All advice will not be accepted. Some will be implemented at a later date.

The advisor cannot forget that a careless word or action can cost the United States dearly in good will and cooperation that may have been established with great effort and at considerable cost.

The advisor doesn't criticize HN policy in front of HN personnel. It is the advisor's obligation to support the incumbent government just as he does his own. This action is U.S. national policy.

The advisor studies his counterpart to determine his personality and background. He makes every effort to establish and maintain friendly relationships. He learns something about his counterpart's personal life and demonstrates an interest in his likes and dislikes.

He sets a good example in dress, posture, and personal conduct and in professional knowledge and competence.

He emphasizes the importance of doing things on time by demonstrating punctuality. Many cultures have a very casual attitude toward time. He realizes, however,

that he will never change their culture but may succeed in modifying their behavior to meet mutually recognized mission needs.

He develops a sense of responsibility toward the unit he advises to the degree that he senses personal fulfillment for a job well done. He avoids the pitfall of becoming so involved with the unit that he cannot readily recognize failures.

The advisor accepts invitations to dinners, cocktail parties, and ceremonies. He engages in cordial social conversation before discussing business matters. He only discusses business matters if appropriate.

The advisor recognizes and observes military courtesy and local customs and courtesies. When in doubt, he leans toward the polite.

The advisor doesn't get caught in personality clashes between HN officers who may concern themselves more with person-to-person relationships than with organizational frameworks.

Advisor Considerations

The following lists of suggestions, hints, and considerations will benefit advisors in MCA programs and tactical, intelligence, and PRC operations.

Military Civic Action Programs

The advisor considers the following applications in the different areas addressed in the paragraphs below.

Communications. The advisor must get his ideas and intentions across through his counterpart. programs can be publicized by—

- Community meetings.
- News media.
- Informal lectures.
- Demonstrations.

Image. In many areas, relations between villagers and the government may not always have been satisfactory. The government should—

- Establish rapport with the people.
- Speak their dialect.
- Understand their culture.
- Be sympathetic to their problems.

Demonstrations. The government shows the villagers how a dynamic program works.

Participation. The populace is encouraged to participate voluntarily in projects to—

- Instill in them a feeling of ownership and responsibility.
- Teach them how to maintain the projects.

Traditions. To promote acceptance, projects are based on local traditions and customs.

Timeliness. Major work projects are started and completed during seasonal unemployment, not during planting or harvesting time.

Flexibility. Projects are altered if unforeseen conditions arise.

Continuity. The government must instill in the populace confidence that it intends to see the project through.

Maintenance. The people must be left with the means and know-how to maintain the project. Repair parts must be available after the government representatives depart. Procuring manufactured materials and expertise locally assures the maintenance of the project.

Tactical Operations

Orient on the insurgent, not on the terrain.

Maintain the offensive, regardless of the weather.

Establish priorities of effort.

Operate in the insurgent environment.

Emphasize secrecy and surprise. Plans should provide for—

- Effective and secure communications.
- Constant indoctrination of the individual soldier.
- Variation of tactics, techniques, and procedures to avoid establishing patterns.

Emphasize command and staff actions that include—

- Centralized planning of small-scale, decentralized tactical operations.
- Integrated planning, to include MCA, PSYOP, and PRC operations. (If possible, civil defense or local law enforcement agencies, not the military, conduct PRC operations.)
- Unity of command.
- Training programs designed to—
  - Develop the offensive spirit, physical stamina, and a desire to seek out and destroy the insurgents.
  - Train paramilitary forces for security operations.
- Planning for the use of reserve forces.
- Planning and executing the intelligence collecting effort by—
  - Coordinating the integration of all available agencies.
  - Interrogating prisoners and suspects.
- Providing for the rapid collection and dissemination of all available information and intelligence so that forces can take immediate action to destroy fast-moving insurgents.
- Detailed integration of CS and CSS into all tactical planning.

- Judicious application of firepower in view of the minimum destruction concept to reduce the alienation of the populace.
- Considering the use of all means of mobility, to include aircraft, tracked and wheeled vehicles, boats, animals, and porters.
- Communications requirements to include—
  - Requirements for amplitude modulation (AM), frequency modulation (FM), and single sideband (SSB).
  - Air-to-ground; FM, ultra high frequency (UHF), VHF, or SSB for C^2, CAS, radio relay, and MEDEVAC.
  - Fire support plans.
  - Emergency nets in various regions.
- Ensuring the adequate support of attached, nonorganic forces.

Intelligence Operations

The advisor evaluates—

- The S2 and/or intelligence section and its operating procedures and effectiveness.
- The personalities, counterparts, and other persons with whom business is conducted.
- The HN unit's chain of command and communications channels.
- The intelligence projects begun by predecessors.
- The intelligence projects predecessors believed should have been initiated.
- The advisor communications channels.
- The reference material available.
- The other intelligence agencies.

The advisor prepares and maintains a list of PIRs and/or IRs and insurgent indicators.

PRC Operations

Advisors assist their counterparts in developing proper control plans and training programs for PRC measures. They also help coordinate plans and requests for materiel and submit recommendations to improve the overall effectiveness of operations. They can be helpful in—

- Preparing to initiate control.
  - Select, organize, and train paramilitary and irregular forces.
  - Develop PSYOP activities to support PRC operations.
  - Coordinate activities through an area coordination center (if established).
  - Establish and refine PRC operations.
  - Intensify intelligence activities.
  - Establish and refine coordination and communications with other agencies.

- Establishing maximum control. Continued insurgent success will dictate the intensification of control measures.
  - Establish defended villages (civil defense sites) and relocate populace (as a last resort).
  - Initiate and publicize amnesty and rehabilitation programs.
  - Offer rewards for the capture and defection of insurgent cadres.
  - Establish martial law.
- Relinquishing control. As internal defense succeeds, controls are reduced in two stages:
  - *Stage A.* Reduce the intensity of controls.
    - Continue general area controls but reduce raids, ambushes, and cordon and search.
    - Pass primary responsibility for control to police and paramilitary units, phasing out military participation.
    - Continue intelligence activities.
    - Accelerate internal development
    - Take maximum psychological advantage of reduced control.
  - *Stage B.* Reduce control activities to a minimum.
    - Lessen individual restrictions.
    - Continue controls on resources and populace movements.
    - Continue intelligence and PSYOP programs.
    - Emphasize internal development and political allegiance.

Make provisions for handling, accounting for, and disposing of insurgents, sympathizers, suspects, and other violators and confiscated contraband. These provisions include—

- Setting up detention and interrogation facilities.
- Recording the circumstances of capture to analyze trends and patterns.
- Handling prisoners referred for prosecution or rehabilitation.
- Documenting, safeguarding, and turning over confiscated materiel to the proper authorities.

Establish amnesty, pardon, rehabilitation, reward, and reeducation programs. Reward programs are begun and payments provided for information leading to the capture of insurgents, weapons, and equipment. Amnesty and rehabilitation programs must include—

- Provisions to allow individuals to continue supporting the government without fear of punishment for previous antigovernment acts, wherever possible.
- Just and equitable programs to induce disaffection among insurgents and their supporters.
- Rehabilitation of former insurgents and their supporters through reeducation and constructive, controlled employment.

Appendix J

Mission Handoff Checklist

01 Jan 19_ thru 28 June 19_
SFOD 945 hands off to SFOD 932

SFOD 945		SFOD 932	
Day	**Requirements**	**Day**	**Requirements**
1	• Deploy to AO. • Begin area assessment. • Establish communications links. • Begin HN training. • Coordinate return travel.	179	• Accept notice of upcoming 179-day mission. • Coordinate with AF for deployment aircraft (AC). • Activate leaves, self-development tests (SDTs), common task training (CTT), and range qualification. • Complete certification and validation. • Review personnel files for professional development schools.
30	• Send training update. • Send intelligence summary (INTSUM).		
45	• Inspect command.		
60	• Send training update. • Send INTSUM.		
89	• Send detailed intelligence report to SFOD 932.	90	• Receive mission notification. • Finalize travel arrangements.
90	• Send training update. • Send INTSUM.	85	• Initiate SFOD training.

continued

Day	Requirements	Day	Requirements
100	• Inspect command.	80	• Begin medical screening. • Prepare shortage lists. • Begin POR.
110	• Finalize return travel arrangements.	70	• Grant final leaves.
119	———	60	———
	• Coordinate on-site with SFOD 932.		• Coordinate on-site with SFOD 945.
120	• Send training report. • Send INTSUM.		
129	———	50	———
135	• Inspect command. • Confirm final travel arrangements.	40	• Prepare final shortage lists.
150	• Send training update. • Send INTSUM.	30	• Complete final medical screening. • Draw advance (Class A Agent)
		25	• Draw advance (all personnel).
		20	• Brief dependents.
		18	• Pelletize equipment.
		16	• Reconfirm communications link.
165	———	14	———
	• Depart (advance party members) and link up with SFOD 932.		• Deploy (advance party members) and link up with SFOD 945.
178	———	2	———
179	• Depart AO.	1	• Deploy (SFOD less advance party) to AO and start 179-day mission.

The process illustrated above is explained in detail below.

SFOD 945

Day 1 Following planning and preparation, the SFOD (less advance party) deploys to the AO. The SFOD deploys with all personnel and equipment required to perform the assigned mission. If this is a first deployment to the AO, the SFOD deploys a site survey team (SFOD members) to coordinate all training with the HN unit and the U.S. Embassy. If there is an SFOD in country, the incoming replacement SFOD deploys an advance party to coordinate with the deployed SFOD and counterparts.

Area assessment begins the minute the SFOD members arrive in country. The SFOD sends the information it gathers from the area assessment to the incoming SFOD through the monthly INTSUMs. The SFOD sends timely information at any time, not just through a scheduled monthly INTSUM.

As soon as the SFOD arrives, it establishes communications links with the higher in-country C^2 element. The SFOD also establishes a communications link with the SF commander who has overall authority to order the handoff. This link becomes

the information and intelligence link between the in-country SFOD and the incoming SFOD. This link must be maintained and monitored IAW prescribed communications schedule.

Training of the HN begins as soon as the SFOD is settled.

Day 30 The SFOD sends training reports at least every 30 days. These reports indicate how the HN unit is responding to the in-country SFOD's training program. The incoming SFOD uses these reports to modify its training programs and schedules.

The SFOD sends an INTSUM at least every 30 days or as the military or political situations change, INTSUMs are not restricted to monthly transmissions only.

Day 45 Command inspections performed by the SAO are a vital part of an MTT. They give the commander a chance to see firsthand what an SFOD has accomplished to date. The inspection will assure that the HN is looking after the SFOD's welfare, and any problems with the HN are corrected immediately. If possible, one member from the incoming SFOD accompanies the commander.

Day 60 Training reports, same as day 30.
INTSUM, same as day 30.

Day 89 The detailed intelligence report contains more than the monthly INTSUM. This report becomes a major part of the incoming SFOD's mission planning process. The incoming SFOD receives this report the same day it receives its mission notification and starts its detailed planning.

Day 90 Training reports, same as day 30.
INTSUM, same as day 30.

Midtour leaves are programmed into the training schedule. These leaves must be staggered so that they do not interfere with training. In-country leaves should be considered.

Day 100 Command inspection.

Day 110 The SFOD finalizes its travel arrangements. The initial arrangements were made the day the SFOD deployed.

Day 119 The incoming SFOD has had its formal mission notification and has started its mission preparation.

Day 120 Training reports, same as day 30.
INTSUM, same as day 30.

Day 135 Command inspection.

Day 150 Training reports, same as day 30.
INTSUM, same as day 30.

Day 165 This period is the most critical phase of the mission. The SFOD members who were in the advance party depart. The incoming SFOD's advance party quickly meshes with the remaining in-country SFOD members and their HN counterparts. They establish rapport and begin the next phase of training. The in-country SFOD must have completed all training by this time.

Day 179 The in-country SFOD (minus its already departed members) departs. Army regulation requires TDY personnel leave NLT this date.

SFOD 932

Day 179 The incoming SFOD receives notification that it will replace SFOD 945 in 179 days. The SFOD starts its premission planning.

The SFOD coordinates for its deployment into the AO.

Leaves, SDTs, (CTT, and range qualifications take place immediately after the mission notification.

The SFOD starts training for the mission assigned. The SFOD must use this time wisely. Support for the upcoming mission must come from all levels.

The SFOD must complete certification and validation before deployment. The SFOD members perform this training as soon as possible to give themselves ample time to heal any sustained injuries.

A review of personnel files must take place. Any SFOD members considered for career progression schooling must be taken into account. Every effort is made to send them to these schools as soon as possible. If an SFOD member is scheduled for one of these schools during the MTT, a replacement is nominated.

Day 90 The SFOD receives formal mission notification.

All travel arrangements are finalized; the in-country SFOD is notified.

Day 85 The formal SFOD train-up program begins. All other support requirements must stop; the SFOD's mission must take priority.

Day 80 The SFOD's senior medical NCO begins screening the members' records. He ensures all personnel have physicalss and their shots are up-to-date. He obtains and cross matches their blood types within the team.

The SFOD prepares initial shortage lists and sends them to the battalion S4. If the SFOD requires special items, it requests them as soon as possible.

An initial POR is scheduled.

Day 70 Final leaves are granted to SFOD members. They ensure their personal affairs are in order.

Day 60 Through Day 50 A team from the incoming SFOD may conduct an in-country coordination. The SFOD commander ensures only his personnel are on this team.

Day 40 The SFOD prepares its final shortage lists and sends them to the battalion S4. The SFOD picks up specialized items from the S4.

Day 30 The SFOD medics complete a final medical screening. Members receive their shots at this time. All injuries sustained during the certification and validation should be healed. Personnel who require more time to recover may be replaced.

The SFOD's appointed Class A Agent draws the advance.

Ordering officers are appointed and receive their briefing from finance.

Day 25 All SFOD personnel draw their advances. This action allows the correction of any problems before deployment.

Day 20 The SFOD members' dependents (families) receive a briefing. Every effort is made to answer all questions that would not create a security risk for the deploying SFOD. Dependents are provided with a POC in the event of problems.

Day 18 The SFOD palletizes all its equipment and personal gear.

The SFOD B team must ensure the SFOD has total cooperation from the SFOD C S4.

Day 16 The SFOD establishes communications link.

Day 14 Through Day 1 The advance party members deploy to the AO. They meet with the in-country SFOD members, establish rapport with their HN counterparts, and conduct all necessary coordination.

The incoming SFOD (less its advance party) deploys to AO. The mission handoff is completed.

Appendix K

Postmission Debriefing Guide

Mission

- Brief statement of mission by SFOD commander.

Execution

- Brief statement of the concept of operation developed before the deployment.
- Statement of method of operation accomplished during the operation to include deployment, routes, activity in HN areas, and redeployment.
- Uniforms and equipment used.
- Weapons, demolitions, and ammunition used and results.
- Communications equipment used and results.
- Casualties (friendly and/or enemy) sustained and disposition of bodies of those KIA.
- Friendly contacts established to include descriptions, locations, circumstances, and results.

Military Geography

- Geographic name, universal transverse Mercator or geographic coordinates, and locations.
- Boundaries (north, south, east, and west).
- Distance and direction to nearest major cultural feature.
- Terrain.
  - What type of terrain is dominant in this area?
  - What natural and cultivated vegetation is present in the area?
  - What is the density and disposition of natural vegetation?
  - What is the approximate degree of slope?
  - What natural obstacles to movement did you observe and what are their locations?

- What natural or man-made drainage features are in the area?
  - Direction of flow.
  - Speed.
  - Depth.
  - Type of bed.
- What is the physical layout of rural and urban settlements?
- What is the layout of various houses within the area?
- How would you describe any potential LZs or DZs?
- How would you describe any beach landing sites, if applicable?
- How would you describe any areas suitable for cache sites and what are their locations?

• People.
- What major ethnic groups or tribes populate each area?
- What was (or is) their attitude toward other ethnic groups or tribes in the area?
- What is the principal religion of the area and how is it practiced?
  - Influence on people.
  - Religious holidays.
  - Taboos.
  - Conflicts in religions.
- How would you describe the average citizen of the area (height, weight, hair color, characteristics).
- How do the people of this area dress compared with other areas?
- What type clothing, footwear, ornaments, and jewelry do they wear?
- Whats symbolism is attached to certain items of jewelry and/or ornaments?
- What are the local traditions, customs, and practices?
  - Between males and females?
  - Between young and old?
  - Toward marriage, birth, and death?
  - Between the populace and local officials?
- What is the ordinary diet of the people?
- What was the attitude of the populace toward you and the HN forces with you?
- What was the general feeling and attitude of the populace and the HN troops toward the government and leaders, government policies, and general conditions within the country?
- What was the general feeling of the populace toward the United States, its policies, and involvement with other nations?
- How did the populace cooperate with U.S. SF'?
- What is the approximate wage and economic status of the average citizen?
- What formal and informal educational practices did you observe?
- What is the state of health and well-being of the people in this area?
- Did the populace in this area speak the national language differently from others in the country? If so, how?

- What percentage of the populace and the indigenous forces speak English or other foreign languages?
- Were you approached or questioned by some member of the populace about the U.S. SF or your mission? If so, describe in detail. Give names, if possible.

Political Parties (major and minor parties)

- Leaders.
- Policies.
- Influence on government.
- Influence on the people.
- Foreign influence.
  - Ethnic and/or ideological.
  - Regional.
  - International.
  - Stability, strength,weaknesses.

Military

- Friendly forces.
- Disposition.
- Composition, identification, and strength.
- Organization, armament, and equipment.
- Degree of training, morale, and combat effectiveness.
- Mission.
- Leadership and capabilities of officers and NCOs compared with those of the United States.
- Logistics.
- Maintenance problems with weapons and equipment.
- Methods of resupply and its effectiveness.
- Psychological strengths and weaknesses.
- Relationship between I-IN military forces, the populace, and other forces (paramilitary, police, CSDF).
- Influence on local populace.
- Recommendation for these forces (military and/or paramilitary) for UW contact.

Insurgent Forces

- Disposition.
- Composition, identification, and strength.
- Organization, armament, and equipment.
- Degree of training, morale, and combat effectiveness.
- Mission.
- Leadership capabilities.
- Logistics.
- Maintenance problems with weapons and equipment.
- Method of resupply and its effectiveness.
- Psychological strengths and weaknesses.

- Relationship between insurgent forces, your SFOD, and the populace.
- Influence on local populace.

Police and Security Forces (friendly and/or enemy)

- Disposition, strengths, and location.
- Organization, armament, and equipment.
- Logistics.
- Motivation, reliability, degree of training.
- Psychological strengths and weaknesses.
- Relationship with government and local populace.

Auxiliary and Underground

- Disposition, strength, and degree of organization.
- Morale, general effectiveness.
- Motivation and reliability.
- Support.
  - Logistics.
  - Intelligence.

Targets

Describe the area's—

- Rail system.
  - General route.
  - Importance to the local and general area.
  - Bridges, tunnels, curves, and steep grades.
  - Bypass possibilities.
  - Key junctions, switching points, and power sources.
  - Location of maintenance crews who keep the system operational during periods of large-wale interdiction.
  - Security.
- Telecommunications system.
  - Location and description of routes, lines, and cables.
  - Location of power sources.
  - Location and capacity of switchboards.
  - Critical points.
  - Importance to the local general area.
  - Capabilities of maintenance crews to keep the system operating at a minimum.
  - Security.
- POL storage and processing facilities.
  - Location.
  - Capacity of storage facilities.
  - Equipment used for the production of POL.
  - Power source.
  - Types and quantities of POL manufactured.
  - Methods of transportation and distribution.
    - Rail.
    - Truck.

  - Ship.
  - Air.
- Pipeline routes and pumping station capacities.
- Security.

- Electrical power system.
  - Location and description of power stations.
  - Principal power lines and transformers.
  - Location of maintenance crews, facilities, and reaction time.
  - Critical points.
  - Capacity (kilowatts).
  - Principal users.
  - Security.
- Military installations and depots.
  - Size.
  - Activity.
  - Location.
  - Units.
  - Equipment.
  - Reaction time.
  - Security.
- Highway and road system.
  - Name and number.
  - Type of surface, width, and condition.
  - Location of bridges, tunnels, curves, and steep grades.
  - Bypass possibilities.
  - Traffic density.
  - Location of maintenance crews, facilities, and reaction time.
  - Security.
- Inland waterways and canals.
  - Name and number.
  - Width, depth, type of bed.
  - Direction and speed of flow.
  - Location of dams and locks, their power source, and other traffic obstructions.
  - Location and descriptions of administrative, control, maintenance crew, facilities, and reaction crew.
  - Location and description of navigational aids.
  - Natural and synthetic gas system.
  - Location and capacity of wells and pipelines.
  - Storage facilities and capacity.
  - Critical points.
  - Maintenance crews, facilities, and reaction time.

- Principal users.
- Security.

- Industrial facilities.
  - Capabilities of plants to convert their facilities in wartime to the production of essential military materials.
  - Type of facilities.
  - Power sources.
  - Locations.
  - Sources of raw materials.
  - Disposition of products.
  - Number of employees.
  - General working conditions.
  - Critical points.
  - Security.

Health and Sanitation

- To what degree does hunting and fishing contribute to the local diet?
- What cash crops are raised in the area?
- What domestic and wild animals are present?
- What animal diseases are present?
- What is the availability and quality of water in populated and unpopulated areas?
- What systems are used for sewage disposal?
- What sanitation practices did you observe in the populated and unpopulated areas?
- What are the most common human illnesses and how are they controlled?

Evasion and Recovery

- From which element of the populace is assistance most likely?
- Would you recommend any safe houses or areas for evasion and recovery purposes?
- What type shelters were used?
- Were fires small and smokeless?
- Were shelters adequate?
- Was food properly prepared?
- Were camp sites well-chosen?
- Were camp sites and trails sterilized after movement to anew one?
- What edible wild plants are found in the area?

Miscellaneous

- Weather.
  - Wind speed and direction.
  - Temperature.
  - Effect on personnel and equipment.
- Problems encountered.

Glossary

AACG	arrival airfield control group
AAR	after-action review
AC	aircraft
AECA	Arms Export Control Act
AF	Air Force
ALCE	airlift control element
AM	amplitude modulation
AMC	Air Mobility Command
AMO	air movement officer
AO	area of operations
AOB	advanced operational base
AOR	area of responsibility
ARTEP	Army Training and Evaluation Program
ASD/ISA	Assistant Secretary of Defense for International Security Affairs
ASIC	all-source intelligence center
BOS	battlefield operating systems
C^2	command and control
C^3	command, control, and communications
C^3I	command, control, communications, and intelligence
C-4	composition 4 demolition block
CA	civil affairs

CAS	close air support
CB	center of balance
CCIR	commander's critical information requirement
CD	counterdrug
CE	communications-electronics
CFS	contract field services
CI	counterintelligence
CIDG	civilian irregular defense group
CINC	commander in chief
CM&D	collection management and dissemination
CMO	civil-military operations
COA	course of action
COIN	counterinsurgency
Commo	communications
COMSEC	communications security
CONEX	container express
CPR	cardiopulmonary resuscitation
CQB	close quarter battle
CS	combat support
CSDF	civilian self-defense force
CSS	combat service support
CTT	common task training
DA	Department of the Army
DACG	departure airfield control group
DC	dislocated civilian
DFT	deployment for training
DIOC	district intelligence and operations center
DOD	Department of Defense
DOS	Department of State
DSAA	Defense Security Assistance Agency
DSOP	deployment standing operating procedures
DST	direct support team
DZ	drop zone
EOC	emergency operations center
ETSS	extended training service specialists
EW	electronic warfare
FAA	Foreign Assistance Act
FAC	forward air controller
FID	foreign internal defense
FIS	Foreign Intelligence Services

FM	field manual, frequency modulation
FMLN	Frente Farabundo Marti de la Liberation National
FMS	foreign military sales
FNS	foreign nation support
FO	forward observer
FOB	forward operational base
FPF	final protective fires
FRAGO	fragmentary order
FTS	field training services
FTX	field training exercise
GP	general purpose
GWT	ground water table
HA	humanitarian assistance
HCA	humanitarian and civic assistance
HN	host nation
HQ	headquarters
HUMINT	human intelligence
IAA	initial assembly area
IAW	in accordance with
ID	identification
IDAD	internal defense and development
IMET	International Military Education and Training
IMINT	imagery intelligence
INTSUM	intelligence summary
IOCC	intelligence and operations command center
IPB	intelligence preparation of the battlefield
IR	information requirement
ITEP	Individual Training Evaluation Program
JCS	Joint Chiefs of Staff
JTF	joint task force
KIA	killed in action
LOC	line of communication
LP	listening post
LTD	laser target designator
LZ	landing zone
MAAG	military assistance advisory group
MASINT	measures and signatures intelligence
MCA	military civic action
MEDCAP	Medical Civic Action Program
MEDEVAC	medical evacuation

METL	mission-essential task list
METT-TC	mission, enemy, terrain, troops, time available, and civilians
MI	military intelligence
MILDEP	military department
MILGP	military group
MOC	mission operation cell
MOS	military occupational specialty
MOUT	military operations in urban terrain
MP	military police
MTP	mission training plan
MTT	mobile training team
NCA	National Command Authorities
NCO	noncommissioned officer
NEO	noncombatant evacuation operations
NGO	nongovernment organizations
NLT	not later than
O&M	operations and maintenance
OB	order of battle
OCOKA	observation and fields of fire, cover and concealment, obstacles, key terrain, and avenues of approach
OCONUS	outside continental United States
OJCS	Office of the Joint Chiefs of Staff
OP	observation post
OPCON	operational control
OPFOR	opposing forces
OPLAN	operation plan
OPORD	operations order
OPSEC	operations security
PFF	police field force
PIOC	provincial intelligence and operations center
PIR	priority intelligence requirement
POC	point of contact
POI	program of instruction
POL	petroleum, oil, and lubricants
POM	preparation for oversea movement
POR	preparation of replacements for oversea movement
PRC	populace and resources control
PSYOP	psychological operations
pub	publication
PVC	polyvinyl chloride

PVO	private volunteer organization
PW	prisoner of war
PZ	pickup zone
ROE	rules of engagement
RV	rendezvous
S1	adjutant
S2	intelligence officer
S3	operations and training officer
S4	supply officer
S5	civil-military operations officer
SA	security assistance
SALUTE	size, activity, location, uniform time, equipment
SAO	Security Assistance Organization
SAP	security assistance program
SAT	security assistance team
SATMO	Security Assistance Training Management Office
SDT	self-development test
SF	Special Forces
SFERP	Special Forces evasion and recovery plan
SFOB	Special Forces operational base
SFOD	Special Forces operational detachment
SIGINT	signals intelligence
S10	senior intelligence officer
SITMAP	situation map
SO	special operations
SOF	special operations forces
SOFA	Status of Forces Agreement
SOI	signal operation instructions
SOP	standing operating procedure
SR	special reconnaissance
SSB	single sideband
STX	situational training exercise
TAC	tactical operations center
TDY	temporary duty
TECHINT	technical intelligence
TEWT	tactical exercise without troops
TLA	travel and living allowance
TM	technical manual
TNT	trinitrotoluene
TOC	tactical operations center

trans	transportation
TRP	target reference point
UCMJ	Uniform Code of Military Justice
UHF	ultra high frequency
UMO	unit movement officer
U.S.	United States
USAID	United States Agency for International Development
USAJFKSWCS	U.S. Army John F. Kennedy Special Warfare Center and School
USC	United States Code
USIA	United States Information Agency
USIS	United States Information Service
UW	unconventional warfare
VHF	very high frequency
WO	warrant officer
XO	executive officer

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