



CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

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CJCSI 3110.05C
18 July 2003

JOINT PSYCHOLOGICAL OPERATIONS SUPPLEMENT TO
THE JOINT STRATEGIC CAPABILITIES PLAN FY 2002 (CJCSI 3110.01
SERIES)

References: See Enclosure E.

1. Purpose. This instruction establishes CJCS policy and requirements for planning and conducting joint psychological operations (PSYOP) across the entire range of military operations as specified in the base JSCP FY02.
2. Cancellation. CJCSI 3110.05B, 15 June 1999, is cancelled.
3. Applicability. This instruction applies to the Joint Staff, Military Services, combatant commands, and other DOD activities and agencies.
4. Policy. This instruction provides strategic planning direction for the PSYOP portion of deliberate plans. DOD PSYOP policy is found in reference a.
5. Definitions. See references c and d.
6. Responsibilities. Combatant commanders and Service Chiefs are responsible for incorporating PSYOP into their planning as outlined in references a and b, and as tasked in the base JSCP FY 02.
7. Summary of Changes. This revision incorporates updated terminology and expands the list of approved PSYOP Programs in order to support a wider range of contingency operations. Additionally, the classified section of the previous document has been removed and placed into a classified supplement, leaving this document unclassified.

8. Releasability

a. This instruction is approved for public release; distribution is unlimited. DOD components (to include combatant commands), other Federal agencies, and the public may obtain copies of this instruction through the Internet from the CJCS Directives Home Page at http://www.dtic.mil/cjcs_directives. Copies are also available through the Government Printing Office on the Joint Electronic Library CD-ROM.

b. A separate classified supplement to this instruction outlining the PSYOP force apportionment tables is maintained as CJCSI 3110.05C-1, "Classified Supplement to the Joint Psychological Operations Supplement to the Joint Strategic Capabilities Plan FY 2002."

9. Effective Date. This instruction is effective upon receipt.



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Enclosures:

- A--PSYOP Policy and Planning Guidance
- B--PSYOP Program, Plan, and Product Approval Process and Authority
- C--Command and Control of PSYOP Forces
- D--Pre-approved PSYOP Programs
- E--References

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ENCLOSURE A

PSYOP POLICY AND PLANNING GUIDANCE

1. General. This instruction supplements DOD PSYOP policy and planning guidance as outlined in the base JSCP FY 02, the CJCS National Military Strategy, and Secretary of Defense Contingency Planning Guidance. PSYOP policy and planning guidance provided in this document complies with DOD PSYOP policy as outlined in reference a.

2. Definition and Employment

a. Definitions. PSYOP are planned operations to convey selected information and indicators to foreign audiences to influence their emotions, motives, objective reasoning, and ultimately, the behavior of foreign governments, organizations, groups, and individuals. The purpose of PSYOP is to induce or reinforce foreign attitudes and behavior favorable to the originator's objectives (Joint Pub 1-02, Joint Pub 3-53). PSYOP programs are "stand-alone" PSYOP efforts that are coordinated with, but not incorporated into a Theater Security Cooperation Plan (TSCP) or an operation plan (OPLAN). A PSYOP plan is the PSYOP section (or TAB) of a TSCP or OPLAN.

b. Employment. PSYOP forces provide the President, Secretary of Defense, combatant commanders, JFCs, and when directed, chiefs of US diplomatic missions with a unique tool to support peacetime activities, contingency operations, and declared war.

(1) Peacetime. PSYOP supports the full range of peacetime activities conducted by the combatant commanders. Examples of peacetime PSYOP include support to humanitarian mine action, humanitarian relief and assistance, disaster relief, counterdrug, and medical operations. PSYOP during peacetime allows the combatant commanders to shape the operational environment and assists them in achieving US objectives in their respective Areas of Responsibility (AOR). Peacetime PSYOP activities should be planned in conjunction with, fully integrated into, and submitted as part of the regional Theater Security Cooperation Plan (TSCP).

(2) Contingencies (lesser and complex)

(a) PSYOP forces are often critical to success in both lesser and complex contingency operations. Activities range from providing tailored, combined, and joint PSYOP Task Forces (JPOTFs) capable of producing the full range of PSYOP products and recommending appropriate messages and actions to a combatant commander or JFC, to providing tactical PSYOP detachments and companies to Joint Force components.

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(b) PSYOP can multiply and magnify the effects of political activities, conventional military operations, economic sanctions, show-of-force operations, force protection, as well as the other core capabilities of information operations and public affairs activities. In order to maximize the effectiveness of PSYOP messages and actions, they must be carefully integrated, coordinated, and synchronized with the actions and messages of other US government (USG) departments and agencies, coalition partners, and international organizations.

(c) PSYOP can provide key support to post-conflict humanitarian and reconstruction operations when effectively integrated into civil-military operations and other JFC and US diplomatic missions. The ability to bolster host-nation and US embassy programs and legitimize foreign institutions are key areas in which PSYOP aids military planners in developing sound exit strategies.

(3) Declared War. PSYOP is a proven force multiplier that enhances the effectiveness of other combat capabilities to accomplish strategic through tactical missions and objectives. Simultaneously, PSYOP can save lives (enemy, friendly, and civilian) on the battlefield by offering combatants the opportunity to cease hostilities and by informing noncombatants of various dangers. PSYOP can support the full range of strategic through tactical offensive and defensive operations.

(4) Interagency Support

(a) PSYOP can make significant contributions when appropriately requested and employed at the strategic and operational level in support of other USG agencies' plans and operations. PSYOP personnel often are involved in developing classified strategic-level concept plans and projects requiring President/Secretary of Defense review and approval. These efforts can provide the President and Secretary of Defense with a framework for follow-on interagency planning and operations.

(b) PSYOP representatives from the Joint Staff and OASD(SO/LIC) attend interagency meetings, where they can introduce PSYOP input from the CJCS, OSD, and combatant commanders. In addition, PSYOP representatives will provide information from interagency meetings back to the Joint Staff and to PSYOP representatives at the combatant commands to ensure coherence of PSYOP objectives and themes from the strategic down to the tactical levels.

3. Implementing Instructions

a. PSYOP plans and programs support combatant commander's campaign or operation plans (OPLANs) or theater peacetime activities including the TSCP. They address specific target audiences and include theater- and

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national-level objectives and themes. PSYOP plans and programs describe concepts for employment, types of actions and messages to be disseminated, specific requirements for radio and television broadcasting, digital transmission, requirements for loudspeaker teams, printing capabilities, and other media, as well as identify administrative and logistic requirements necessary to support JPOTF operations or other forward deployed PSYOP elements (such as inexpensive radios or televisions for distribution to indigenous populations to “hear” the combatant commander’s PSYOP message). They should not; however, be limited to the internal capabilities of the JPOTF or PSYOP Support Element (PSE). PSYOP plans and programs may also include psychologically important actions by all components of the joint force as well as those recommended for interagency or international players and contributors. Recommendations for psychologically important actions beyond the purview of the combatant commander are forwarded through the combatant command staff to the Joint Staff for insertion into the interagency process.

b. In order to maximize PSYOP support and ensure timeliness of application, PSYOP must be centrally controlled and approved by the combatant commander or JFC and executed at the most appropriate levels. The requirement to centrally control PSYOP actions and messages has led to the designation of the JPOTF as a separate functional component (not subordinate to a staff agency) under the combatant command or JFC responsible for planning and conducting all aspects of an operation.

c. When combatant commanders require PSYOP forces to conduct operations, they must submit a request for a deployment order (RDO) or a request for forces (RFF) through the Joint Staff.

(1) Peacetime RDOs should be submitted to the Joint Staff as early as possible, but not later than 45 days before the anticipated requirement to allow for sufficient coordination and approval. For personnel to assist in conducting PSYOP assessments or planning efforts, or for support to exercises, combatant commanders will submit requests directly to USSOCOM. The Joint Staff will be kept informed of these requests. Any request for PSYOP assistance should address detailed requirements including number of personnel, deployment duration, command and control, and funding sources such as combatant commander initiative funds, USSOCOM MFP-11, counterdrug, humanitarian mine action, or emerging operation funds.

(2) Transfer of OPCON of PSYOP forces from Commander, USSOCOM, to the supported combatant commander will occur in all cases where the intended use of PSYOP forces is to conduct psychological operations in accordance with an approved PSYOP program focused on allied or adversarial personnel in support of US national or theater objectives. Transfer of OPCON

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between combatant commanders requires Secretary of Defense approval and CJCS released message.

(3) All peacetime PSYOP programs not submitted as part of a TSCP will be forwarded to the Joint Staff for coordination with OSD as a stand-alone PSYOP program and approved in accordance with reference a; all other PSYOP activities will be approved by USDP or the Secretary of Defense through approval of a specific TSCP, OPLAN, deployment order, or execute order. The Joint Staff or Regional combatant commander will coordinate PSYOP programs with trans-regional implications with USSTRATCOM.

ENCLOSURE B

PSYOP PROGRAM, PLAN, AND PRODUCT APPROVAL PROCESS AND
AUTHORITY

1. PSYOP Program and Plan Approval. Prior to conducting PSYOP in peacetime, contingencies, or declared war, combatant commanders must have their PSYOP program or plan approved. PSYOP programs and plans are submitted to the Joint Staff as stand-alone programs or as part of a TSCP or OPLAN. In accordance with DOD Directive S-3321.1, programs and plans are then coordinated with the OSD staff and interagency and forwarded for USDP review and approval. Programs and plans contain, at a minimum, objectives, themes to stress, themes to avoid, target audiences, dissemination means and conduits, concept of operations, and funding source.

a. Peacetime. If not submitted as part of a TSCP, peacetime PSYOP programs must be thoroughly integrated with the overall Theater Security Cooperation Plan (TSCP) to maximize the PSYOP value of other activities and eliminate potential conflicting messages. They should be based on the National Security Strategy, National Military Strategy, and Defense Planning Guidance, Prioritized Regional Objectives, and must be tailored to enhance achievement of objectives identified in specific regional/theater strategies and country plans. The Joint Staff will forward the PSYOP programs to OASD(SO/LIC) for review, interagency coordination, and USDP approval. Once the USDP approves the PSYOP program, the Chairman of the Joint Chiefs of Staff will forward that approval to the appropriate geographic combatant commander for execution. Approval of a PSYOP program does not constitute automatic authority to deploy PSYOP forces or begin PSYOP execution. Combatant commanders must submit separate RDOs or RFFs through the Joint Staff for Secretary of Defense approval and may be required to request a separate execute order.

b. Contingencies and Declared War. Combatant commanders may submit their PSYOP programs as part of their overall operations plan (OPLAN). If the combatant commander perceives a need to begin PSYOP activities prior to approval and execution of the OPLAN, he can submit a PSYOP program in accordance with peacetime procedures outlined in paragraph 1a above. The Joint Staff reviews all OPLANs and forwards them to OSD for appropriate review, interagency coordination, and execution authority. OASD(SO/LIC) conducts the required OSD review and interagency staffing for the PSYOP portions of OPLANs, and the PSYOP plan is normally approved by the Secretary of Defense as part of the combatant commander's OPLAN. Approval of the plan or program, execution and product approval authority, and any other PSYOP guidance is issued to the combatant commander in the execute order.

2. PSYOP Product Approval Authority

a. Peacetime. When PSYOP forces are deployed to perform peacetime PSYOP activities (activities conducted without a CJCS execute order), approval authority for PSYOP activities and products will be designated in the Deployment Order. Normally, product approval authority will rest with the combatant commander, component commander, US Ambassador or Chief of Mission (and may be delegated to an appropriate Country Team official by the US Ambassador).

b. Contingencies and Declared War

(1) The Secretary of Defense normally delegates execution and approval authority for operational and tactical-level PSYOP products and actions to the supported combatant commander in the execute order. The combatant commander is authorized to sub-delegate that authority to a subordinate component or Joint Force Commander (JFC). Approval authority may not be sub-delegated below the component or JFC-level without Secretary of Defense approval. The USPD retains approval authority for strategic-level products and products with significant political implications unless otherwise stated in the execute order.

(2) The approval chain for PSYOP products must be as short and streamlined as possible to facilitate timely review, revision, approval, production, and dissemination. Although coordination of PSYOP with other staff elements and organizations is absolutely critical in maximizing PSYOP effectiveness, the coordination process should not be so cumbersome as to adversely impact dissemination necessary to achieve the intended effect. Further, the JPOTF commander requires routine access to the combatant commander or Joint Force Commander to consult on PSYOP activities and seek approval of PSYOP products.

c. PSYOP in Support of Combined or Multinational Operations. A Combined Joint PSYOP Task Force (CJPOTF) may deploy to support combined or multinational military operations, as well as operations involving international and regional organizations such as the UN and the NATO. If US PSYOP forces remain OPCON to a US commander, the Secretary of Defense will normally delegate PSYOP approval authority to the supported combatant commander in the execute order. The combatant commander may sub-delegate PSYOP approval authority to a US military officer who is serving as the commander of the combined or multinational operation. If US PSYOP forces are under the OPCON of a non-US commander for the purposes of developing multinational products only, PSYOP approval authority could remain with the combatant commander, be sub-delegated to the senior US military officer or diplomatic official involved in the operation, or be sub-delegated to the non-US commander, with Secretary of Defense approval.

d. Regardless of the particular situation and the delegation of approval authority, all PSYOP actions, products and messages must comply with, complement, and stay within the bounds of the approved PSYOP objectives and themes as stated in the execute order. Changes to the original approved objectives, themes, or target audiences must be forwarded through the Joint Staff to the USPD for approval, similar to a stand alone PSYOP program as outlined in enclosure B, para 1.a. In all cases, PSYOP objectives and themes must support US policies concerning the operation as promulgated by the President and Secretary of Defense.

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ENCLOSURE C

COMMAND AND CONTROL OF PSYOP FORCES

1. Organization. All US PSYOP forces are assigned to USSOCOM. USSOCOM is responsible for organizing, training, equipping, and validating the readiness of these forces and, when ordered, is responsible for deploying PSYOP forces to the combatant commanders for employment. USSOCOM PSYOP responsibilities include advising the Chairman on PSYOP policy; reviewing service PSYOP doctrine for consistency with joint doctrine; ensuring that joint and service PSYOP training supports national objectives; supporting PSYOP forces assigned to other combatant commanders; training, organizing, and equipping assigned PSYOP forces and providing those forces as directed; serving as the executive agent and proponent for the coordination and synchronization of all joint PSYOP equipment acquisition, equipment issues, and methods of dissemination of PSYOP products; providing visibility of PSYOP issues, activities, missions, and capabilities to the CJCS, Service Chiefs, and combatant commanders; acting as lead agent for joint PSYOP doctrine; integrating PSYOP into combatant commanders' plans and training; and validating and developing priorities for PSYOP training, intelligence, and requirements.

2. PSYOP Staff Planning. PSYOP staff planners must clearly articulate PSYOP requirements. This will allow USSOCOM and the Military Services to properly determine how to provide the required PSYOP capabilities. Planners should provide enough information to describe the requirement without detailing how to provide the support and perform the mission. The following is an example statement that identifies a requirement for PSYOP support: "A regionally-oriented PSYOP Task Force with the capability to support the full range of PSYOP activities; develop, produce, and disseminate printed products, conduct radio and television broadcasts from XXX locations, and provide tactical PSYOP forces to support XXX separate corps/divisions/brigades."

3. Peacetime PSYOP. When the Secretary of Defense approves the deployment of PSYOP personnel to perform peacetime activities, OPCON of these forces is transferred to the supported combatant commander through the RDO process. The combatant commander normally transfers OPCON of these forces to another component commander or to the theater Special Operations Command commander. The combatant commander may also decide to retain OPCON of PSYOP forces as a functional element working directly for the combatant commander. PSYOP personnel assigned to support State Department activities normally perform their mission under the supervision of the US Ambassador, Chief of Mission, or his/her designated Country Team official.

4. PSYOP in Contingencies and Declared War

a. When a JPOTF is deployed to support such operations, it is normally designated a separate functional component of the combatant command or JFC. The JPOTF is responsible for providing PSYOP support to the overall joint or combined operation at the tactical and operational levels. It coordinates with each of the Service components, functional components, and staff elements to determine PSYOP support requirements. The JPOTF may also work closely with the US Country Team, other USG agencies/ departments, coalition officials, and international organizations. Finally, it would coordinate strategic-level PSYOP support with the combatant command, which in turn would coordinate with USSTRATCOM and the Joint Staff through the appropriate command/staff channels.

b. Mission requirements will dictate the organizational structure of the JPOTF and the functions it will perform. The JPOTF may include PSYOP forces from the Active and Reserve Components as well as individuals from the various Services. It may also be organized as a CJPOTF if coalition partners provide PSYOP staff personnel and forces to support the operation. The JPOTF commander exercises command and control of all assigned or attached PSYOP forces. The combatant commander or JFC may transfer OPCON of tactical PSYOP forces to the components based on overall mission requirements and particular ground component requirements. JPOTFs, as functional components, do not have the necessary logistical support to fully perform their mission. The Combatant Command or appropriate Service component staff must integrate PSYOP logistical considerations into their logistical planning efforts.

c. For lesser contingencies a smaller PSYOP Support Element (PSE) may be deployed in lieu of a larger JPOTF. Examples include tactical PSYOP support to a deployed ARG/MEU(SOC) conducting contingency operations (noncombatant evacuation, humanitarian relief, etc.). Functional and Service component commands request PSYOP support through the combatant command to the Joint Staff.

5. PSYOP in Support of Combined or Multinational Operations. The Secretary of Defense may provide US PSYOP forces for participation in combined or multinational military operations as discussed in the previous section concerning PSYOP approval authority. US PSYOP forces may remain under the OPCON of a US commander, or upon consideration and approval of the SECDEF, may be assigned through Transfer of Authority (TOA) procedures to a non-US commander. OPCON of PSYOP forces will generally be the same as other US forces participating in the operation. The Secretary of Defense will normally transfer OPCON of PSYOP forces to the supported combatant commander in the execute order and may authorize him to transfer OPCON or

TOA to the JFC, to the senior US military officer involved in the operation, or to a non-US commander.

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ENCLOSURE D

PRE-APPROVED PSYOP PROGRAMS

1. General. The following PSYOP Programs are approved for use by combatant commanders in approved (target or contingency) countries as well as regionally. Deployment orders and execute orders are still required prior to conducting PSYOP in accordance with these programs, but separate program approval is not required. Combatant commands should submit modifications to these programs, and additional programs as required to The Joint Staff for USPD approval.

2. Noncombatant Evacuation Operations

a. Objectives

- (1) Enhance the safety and security of US and coalition personnel.
- (2) Dissuade interference with US and coalition operations, minimize casualties, and protect the force.
- (3) Limit the effectiveness of hostile propaganda, disinformation, and other forms of political warfare against US and coalition forces.
- (4) Demonstrate resolve and capabilities of US and coalition forces to protect citizens and accomplish their mission.
- (5) Gain and maintain active support from neighboring states, regional organizations, and international organizations for US and coalition forces.
- (6) Gain and maintain support for overflight privileges.
- (7) Provide evacuation instructions for US and other evacuees.

b. Themes to Stress

- (1) Forces are in country only to withdraw selected noncombatants.
- (2) Forces will depart upon mission completion.
- (3) US and coalition forces will remain impartial.
- (4) US and coalition forces will maintain resolve to successfully complete designated operations.

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(5) US and coalition forces will defend themselves and personnel in their custody when threatened.

(6) There are benefits of non-interference with US and coalition operations.

(7) US and coalition forces provide accurate, credible information.

(8) US and coalition forces are operating under international law.

3. Humanitarian Operations

a. Objectives

(1) Assist with the transfer of affected personnel to their ultimate destination.

(2) Maintain order, safety, and health of the affected personnel while in the camp and during transit operations.

(3) Assist in the force protection of US security forces, including the Department of Defense, other USG agency personnel, and IO/NGO personnel.

(4) Assist with efforts to prepare and familiarize affected personnel for life at their ultimate destination.

b. Themes to Stress

(1) Relocation and repatriation are being taken in compliance with US and international law.

(2) Camp security forces and leadership are not empowered to make relocation or repatriation decisions.

(3) Attempts to escape or leave the camp will not result in a more favorable disposition of their case.

(4) Obeying all camp rules and regulations will make the stay in the camp safe, less stressful, and more enjoyable.

(5) Camp security forces and leadership provide timely, accurate, credible information.

4. Counterdrug

a. Objectives

(1) Increase respect for human rights and compliance with international humanitarian law (IHL).

(2) Enhance counter-terrorism strategy for participating nation.

(3) Reduce illicit crop cultivation.

(4) Decrease the flow of illicit drugs through/from participating nation.

(5) Increase support for participating nation counter-narcotics agencies and their efforts.

(6) Increase local population awareness on drug use.

(7) Increase support and participation in all development programs.

b. Themes to Stress

(1) Illegal drug production and trafficking violates local values.

(2) Illegal drug production and trafficking will lead to higher rates of local crime and addiction.

(3) Illegal drug production and trafficking hinders international investment.

(4) Illegal drug production and trafficking leads to increased corruption.

(5) Illegal drug production and trafficking could force the international community to impose sanctions on the host nation.

(6) Profits from the illegal drug trade will not increase the local standard of living.

(7) Cultivation of legal crops will assist in building a strong economic base for the future of your community and your nation.

(8) Illegal drug production and trafficking will cause additional loss of life locally through addiction, disease, and drug-related crimes.

(9) The United States is providing support at the request of the host nation.

(10) Do not interfere with counterdrug operations.

5. Humanitarian Mine Action

a. Objectives

(1) Enhance host nation mine awareness techniques and campaigns.

(2) Assist the host nation in developing an infrastructure that safeguards civilian populations from landmines and unexploded ordnance (UXO).

(3) Increase local populace awareness of mine and UXO threats.

(4) Increase local populace ability to recognize mines and UXOs.

(5) Increase local populace reporting of mines and UXOs.

(6) Integrate supporting mine awareness operations into humanitarian demining activities.

b. Themes to Stress

(1) The United States is providing support at the request of the host nation.

(2) Demining will lead to expanded economic benefits.

(3) Demining supports national post-conflict reconciliation efforts.

(4) Mines and UXO kill and maim indiscriminately.

(5) Report mines and UXO to proper authorities.

(6) Do not interfere with national and combined demining efforts.

6. Introduction of US Forces into an AOR/Force Protection

a. Objectives

(1) Enhance the safety and security of US and coalition personnel.

(2) Dissuade interference with US and coalition operations, minimize casualties, and protect the force.

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(3) Limit the effectiveness of hostile propaganda, disinformation, and other forms of political warfare against US and coalition forces.

(4) Demonstrate resolve and capabilities of US and coalition forces to accomplish their mission.

(5) Gain and maintain active support from neighboring states, regional organizations, and international organizations for US and coalition forces.

(6) Gain and maintain support for military operations.

b. Themes to Stress

(1) Do not interfere with US military operations.

(2) US forces will leave when their mission is complete.

(3) Inevitability of US success.

(4) Stay away from US/Combined cantonment areas and equipment.

(5) US forces will defend themselves.

(6) Do not take any action that may be interpreted as hostile to US forces.

(7) US forces will respond to provocation.

7. Maritime Interdiction Operations/Visit, Board, Search and Seizure (MIO/VBSS)

a. Objectives

(1) Enhance the safety and security of US and coalition personnel.

(2) Dissuade interference with US and coalition operations, minimize casualties, and protect the force.

(3) Demonstrate resolve and capabilities of US and coalition forces to accomplish their mission.

b. Themes to Stress

(1) Do not interfere with US or coalition military operations.

(2) US forces will leave when their mission is complete.

- (3) US forces will defend themselves.
- (4) Do not take any action that may be interpreted as hostile to US forces.
- (5) US forces will respond to provocation.

ENCLOSURE E

REFERENCES

- a. DOD Directive S-3321.1, 26 July 1984, "Overt Psychological Operations Conducted by the Military Services in Peacetime and in Contingencies Short of War"
- b. DOD Directive S-3600.1, 9 December 1996, "Information Operations"
- c. Joint Pub 1-02, "Department of Defense Dictionary of Military and Associated Terms"
- d. Joint Pub 3-53, 10 July 1996, "Doctrine for Joint Psychological Operations"
- e. Joint Pub 3-13, 9 October 1998, "Joint Doctrine for Information Operations"
- f. CJCSI 3210.01A, "Joint Information Operations Policy"

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