

PSYCHOLOGICAL OPERATIONS EXPLOITATION OF FOREIGN  
INTERNAL DEFENSE IN ORDER TO DEVELOP  
ENDURING STRATEGIC PARTNERSHIPS

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MASTER OF MILITARY ART AND SCIENCE  
General Studies

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## ABSTRACT

PSYCHOLOGICAL OPERATIONS EXPLOITATION OF FOREIGN INTERNAL DEFENSE IN ORDER TO DEVELOP ENDURING STRATEGIC PARTNERSHIPS, by Major S. Santucci, 122 pages.

There exists a gap within the Psychological Operations (PSYOP) Regiment's ability to implement consistent engagement of Foreign Internal Defense (FID) initiatives in order to identify long-term strategic partnerships, establishment of global inform and influence networks, and enhancement of Security Cooperation (SC). A consistent model of FID operations would assist United States Special Operations Command (USSOCOM) with continuity of overt PSYOP conducted during peacetime, contingencies, or other approved programs, while also mapping the human domain in support of the Functional Concept 7th Warfighting Function (WFF) termed "Engagement." This thesis explored the idea of creating an enduring FID rotational relationship between PSYOP and partner nation forces in order to create long-term affiliations. The lack of prolonged relationship building over the past decade has limited Special Operations Forces ability to build and maintain liaisons with Partner Nation (PN) forces, and Operational Preparation of the Environment (OPE) for operations beyond Phase zero (shaping).

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### **Persuade, Change, and Influence**

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## ACRONYMS

CGSC	Command and General Staff College
DOD	Department of Defense
FID	Foreign Internal Defense
GCC	Geographic Combatant Commands
GWOT	Global War on Terror
IJCET	Inter-service Joint Combined Exercise Training
JCET	Joint Combined Exchange Training
MISO	Military Information Support Operations
MIST	Military Information Support Team
MOE	Measure of Effect
ODA	Operational Detachment Alpha
OPE	Operational Preparation of the Environment
PN	Partner Nation
POB	Psychological Operations Battalion
PSYOP	Psychological Operations
RAF	Regionally Aligned Forces
SC	Security Cooperation
SFA	Security Force Assistance
SFODA	Special Forces Operational Detachment Alpha
SOF	Special Operation Forces
TPD	Tactical PSYOP Detachment
TSOC	Theater Special Operations Command
USAFSC	United States Army Special Forces Command

USSOCOM	United States Special Operations Command
USSOF	United States Special Operations Forces
WFF	Warfighting Functions

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## CHAPTER 1

### INTRODUCTION

Psychological Operations (PSYOP) are some of the oldest and most important weapons in the arsenal of man. The Greeks under Alexander would leave behind giant-sized suits of armor in their campsites to frighten the opposition from following and attacking them when they were in a weakened state. Other techniques, like Vlad Sepech (Dracula), would impale hundreds of bodies on poles along thoroughfares to strike fear in the opposition. The Taliban methods include intimidation against civilians, spectacular explosions, and suicide bombings to alter behavior.<sup>1</sup> The employment of influence and persuasion techniques has been pivotal in nearly every conflict since the beginning of man. Today United States Special Operations Forces (USSOF) possesses a significant capability in the world and is regarded on many levels as the cornerstone for joint operations. The United States must capitalize on experience and alliances through the employment Foreign Internal Defense (FID) engagements as a means to identifying strategic partners for future operations.

The Army Special Operations Command issued strategic guidance for the future operations environment through the Army Special Operations Force 2022 Commander's Vision. The commander's guidance clearly articulated that PSYOP operators are to become the center of gravity for all Department of Defense (DOD) global

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<sup>1</sup> Tim Downs, *Head Game* (Nashville, TN: West Bow Press, 2006), 38.

Synchronization of Information Related Capabilities.<sup>2</sup> In addition, the United States Army Training and Doctrine Command have proposed the addition of a 7th Warfighting Function (WFF) “Engagement.” The 7th WFF seeks to enhance interdependence between USSOF, conventional forces, and unified action partners in order to fully incorporate the tenants of the emerging idea of the “human domain” through persistence global influence engagements.<sup>3</sup> The National Intelligence Council also published the Global Trends 2030, which attempts to forecast the geopolitical changes and global trajectories during the next 15 to 20 years. The National Intelligence Council states that United States Government and DOD must begin laying the framework for global influence and strategic partnership.<sup>4</sup> Lastly, the Army published the 2013 Strategic Planning Guidance, which articulated the necessity to remain engaged in global stabilization presence, through sustainable presence operations, bilateral training, and Security Cooperation (SC) initiatives abroad. The 2013 Strategic Planning Guidance states, “These activities reinforce preventive measures, help build the capacity and competence of U.S. allied and

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<sup>2</sup> Joyce E. Morrow, Administrative Assistant to the Secretary of the Army, *ARSOF 2022 U.S. Army Special Operations Command*, 2013, accessed 20 March 2014, [http://www.specialoperations.org/ARSOF2022\\_vFINAL%5B1%5D.pdf](http://www.specialoperations.org/ARSOF2022_vFINAL%5B1%5D.pdf), 31.

<sup>3</sup> Department of the Army, TRADOC Pam 525-8-7, *The United States Army, Functional Concept for the Seventh Warfighting Function*, v 0.8 (Ft Eustis, VA: Government Printing Office, 2013), iii.

<sup>4</sup> National Intelligence Council, *Global Trends 2030: Alternative Worlds*, December 2012, accessed April 6, 2014, [http://www.dni.gov/files/documents/GlobalTrends\\_2030.pdf](http://www.dni.gov/files/documents/GlobalTrends_2030.pdf).

partner forces for internal and external defense, strengthen the cohesion of alliances and increase U.S. influence.”<sup>5</sup>

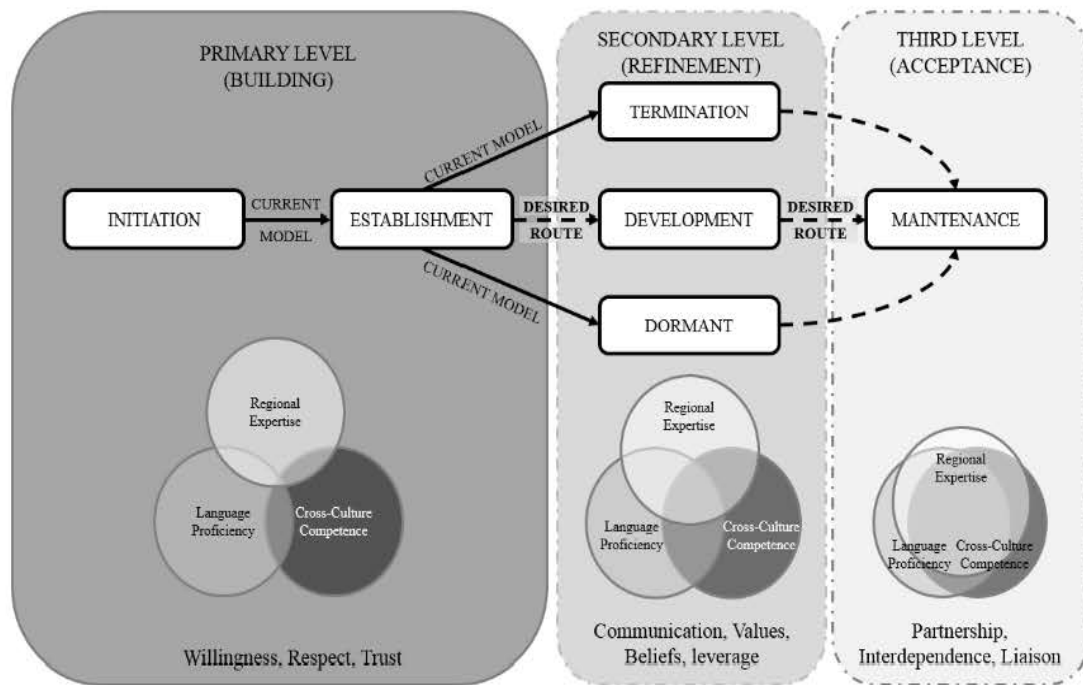


Figure 1. Levels of Strategic Partnership Building

Source: Adopted from Mei-mei Lau and G. Batonda, “Adoption of Strategic Networks: Interpersonal Relationship Sales Process Framework,” *Journal of Business and Industrial Marketing* 23, no. 5 (1986): 1, accessed November 10, 2014, <http://www.emeraldinsight.com/doi/full/10.1108/08858620810881610>.

All of the defense guidance and future environment projections, suggests that major emphasis be placed upon foreign partnerships and influence operations. In order to effectively build these capabilities and enhance U.S. global influence, USSOF must

<sup>5</sup> Raymond T. Odierno and John M. McHugh, *Army Strategic Planning Guidance*, 2013, accessed April 6, 2014, [http://usarmy.vo.llnwd.net/e2/rv5\\_downloads/info/references/army\\_strategic\\_planning\\_guidance.pdf](http://usarmy.vo.llnwd.net/e2/rv5_downloads/info/references/army_strategic_planning_guidance.pdf).

employ enduring FID, Internal Defense and Development, and SC initiatives.

Furthermore, USSOF FID engagements today fail to preserve consistency with deployed personnel and become restricted to the primary building level of strategic partnership building (figure 1). The failure to enforce consistency results in the limitation of USSOF regional expertise, language capability, and cross-culture competences. In order to enable U.S. partners to protect themselves, synchronize our global messaging, develop long-term partnerships, and assess the region in order to shape security conditions favorable to U.S. and allied interests.

Special Operations leaders always have known that ‘you can’t surge trust,’ trust ‘is developed over years by personal one-on-one interaction.’ SOCOM troops’ ability to build such trust, along with language and cultural expertise and the ‘ability to think through ambiguity,’ increases both the command’s credibility and the demand for its capability.<sup>6</sup>

#### Research Question

The primary research question this thesis will answer is which areas of Foreign Internal Defense can Psychological Operations (PSYOP) exploit in order to develop enduring strategic partnerships? To answer the primary question, four secondary questions must be answered: Which areas of FID can PSYOP exploit in order to develop international strategic partnerships? What is the Measure of Effect (MOE) for FID in terms of the partner preparedness while building PSYOP relationships? How does an U.S. Army Operational Detachment Alpha (ODA) conduct FID operations? How will PSYOP FID support the Functional Concept 7th WFF (Engagement)?

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<sup>6</sup> Admiral William H. McRaven, “24th Annual SO/LIC Symposium and Exhibition: ‘Persistent Engagement in the New Strategic Environment’” (Lecture, Marriott, Wardman Park, WA, January 28, 2013 to January 30, 2013).



### Assumptions

The following assumptions are believed to remain true, and add relevance to the research project. That the PSYOP branch will be able to meet retention goals insuring that deploying units will be able to remain intact with continuity. Continuity is essential to maintaining long-term FID partnership. Theater Special Operations Command (TSOC) planners will work to identify enduring FID opportunities and implement a comprehensive after actions review of Joint Combined Exchange Training (JCET) personalities, leadership, friendly capabilities, and environment to include facilities which can be utilized for future partner building opportunities and solidify relationships. In addition, Senior PSYOP leadership will see the value in investing in a small unit stability and regional consistency opposed to the legacy regional experienced concept that limits expertise while also failing to capitalize on pre-established relationships.

The PSYOP branch will be the prepotency and subject matter experts for the 7th (WFF) "Engagement." Through oversight of the 7th WFF, PSYOP branch will receive an increased recruiting and financial support from DOD in order to train, assess, and equip the newly found Regionally Aligned Forces (RAF) with the capability to conduct FID. Furthermore, PO specialists are the supported commander's primary communication instrument in communicating with foreign audiences, key leaders, and adversaries.<sup>7</sup>

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<sup>7</sup> Department of the Army, Field Manual (FM) 3.05-302, *Tactical Psychological Operations Tactics, Techniques, and Procedures* (Washington, DC: Government Printing Office, 2005).

### Limitations

This thesis is written as an unclassified manuscript using public information that has been made available through various open source internet databases that are generally available to the public. Although the research consists of open source concepts, many of the underlying purposes for this thesis result in what may be considered For Official Use Only (FOUO) or of higher classification.

### Delimitations

The surveyed population was restricted to CGSOC USSOF students who share many of the same experiences, timelines, and job positions within a timeframe of heightened operation tempo. Prior to the Global War on Terror (GWOT), JCET operations were the primary focus for the United States Special Operations Command (USSOCOM) and have become secondary to the major combat operations in support of the GWOT. Prior to the GWOT the concept of persistent engagement model was pursued by Special Force ODAs, but the priority of effort shifted in order to surge forces to support Direct Action (DA) operations.<sup>8</sup>

### Definitions

Engagement (Functional Concept 7th Warfighting Function (WFF)): Is defined as a combination of both lethal and non-lethal engagements in order to assess, shape, deter and influence foreign security environments. Through engaging Partner Nation (PN)

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<sup>8</sup> Andrew D. Lohman, “Special Operations Forces Advanced Studies” (S401 Lecture, Inter-Service Joint Combined Exchange Training concept in support of Foreign Internal Defense, Command and General Staff Officer College, Fort Leavenworth, July 28, 2014).

forces early in Phase-0 operations, Soldiers and leaders are able to advise and assist security forces, influence key actors, develop capacity in governance and rule of law and, when necessary, fight alongside indigenous forces across the range of military operations. In order to consolidate gains and successfully transition responsibility to sustainable governments, forces must achieve a unity of effort with unified action partners based on a common understanding of security forces, governments, trust, and partnership.<sup>9</sup>

Foreign Internal Defense (FID): Is the process and actions taken by U.S. Government to support a foreign government with training and/or equipment in order to enable them to protect themselves from subversion, lawlessness, insurgency, terrorism, and other threats to its security.<sup>10</sup>

Internal Defense and Development: Is the implementation of a program that incorporates security force and civilian actions into a coherent, comprehensive effort in order to build viable political, economic, military, and social institutions that respond to the needs of the partnered nation's society.<sup>11</sup>

Joint Combined Exchange Training (JCET): Is a law that is carried out under the provisions in 10 USC 2014 which allows regional commanders and the commander of the U.S. Special Operations Command to pay for deploying and training USSOF teams as

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<sup>9</sup> Bennet S. Sacolick and Wayne W. Grigsby, Jr., "Special Operations/Conventional Forces Interdependence: A Critical Role in Prevent, Shape, Win," *Army Magazine* 62, no. 6 (June 2012): 39-40.

<sup>10</sup> Joint Chiefs of Staff, Joint Publication 1-02, *Department of Defense Dictionary of Military and Associated Terms* (Washington, DC: Government Printing Office, 2014); Department of the Army, Field Manual (FM) 3-05.2, *Foreign Internal Defense* (Washington, DC: Government Printing Office, 2011).

<sup>11</sup> Joint Chiefs of Staff, Joint Publication 3-22, *Foreign Internal Defense (FID)* (Washington, DC: Government Printing Office, 2010).

long as the primary purpose of the activity is to train the U.S. Special Operations Forces.”<sup>12</sup> One of the primary Unconventional Warfare—FID missions of USSOF is to train partner nation militaries, and at the same time exchange the sharing of skills between U.S. forces and host nation counterparts.<sup>13</sup>

Long-term Partnerships: The definition for this thesis is sustainable partnerships that are both enduring and personal. These partnerships are a framework built on lasting relationships with a partner nation, which are consistently developed and designed to continue into the future. In addition, strategic partnerships are intended to provide long-term political and practical support, as well as develop a path towards an efficient, sustainable and mutually beneficial relationship.<sup>14</sup>

Measure of Effect (MOE): Is the non-kinetic equivalent of battle damage assessment for kinetic weapons. Joint Publication 1-02, *DOD Dictionary of Military and Associated Terms*, emphasizes the general importance of measures of effectiveness as a prerequisite to the performance of combat assessment.<sup>15</sup>

Phases of War: The U.S. military utilizes a six-phased model to achieve assigned objectives. Although these phases often overlap and at times are not consecutive they are a guide as to how U.S. forces conduct unified operations. The six phases are: (Phase 0)

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<sup>12</sup> Joint Chiefs of Staff, Joint Publication 3-05, *Special Operations* (Washington, DC: Government Printing Office, 2014).

<sup>13</sup> Ibid.

<sup>14</sup> Petrina Rossner and Deanne Commings, “Defining ‘enduring partnerships’,” Queensland College of Teachers, accessed April 28, 2014, <http://www.qct.edu.au/PDF/DefiningEnduringPartnerships.pdf>.

<sup>15</sup> Joint Chiefs of Staff, Joint Publication 1-02, *Department of Defense Dictionary of Military and Associated Terms*.

shape, (Phase I) deter, (Phase II) seize the initiative, (Phase III) dominate, (Phase IV) stabilize, and (Phase V) enable civil authority.<sup>16</sup>

Psychological Operations (PSYOP): Previously known as Military Information Support Operations (MISO). PSYOP are defined as “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 psychological operations is to induce or reinforce foreign attitudes and behavior favorable to the originator’s objectives.”<sup>17</sup> Employment may be done through various media outlets (i.e., Audio, visual, audio/visual, face to face, and electronic warfare or network attack) for the purpose of providing the supported commander with the ability to communicate directly with the human element on the battlefield.<sup>18</sup>

Security Cooperation (SC): Are activities that are undertaken by the DOD to encourage and enable global partnerships in order to achieve strategic objectives. It includes all DOD interactions with foreign defense and security establishments (i.e. Foreign Internal Defense, Security Force Assistance, etc.) that build defense and security relationships; that promote specific U.S. security interests in an effort to develop allied

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<sup>16</sup> Joint Chiefs of Staff, Joint Publication 3-0, *Joint Operations* (Washington, DC: Government Printing Office, 2011).

<sup>17</sup> Department of the Army, Field Manual (FM) 3-05-301, *Psychological Operations Process Tactics, Techniques, and Procedures* (Washington, DC: Government Printing Office, 2007).

<sup>18</sup> PSYOP and Military Links, “Employment of Psychological Operations,” accessed July 23, 2014, <http://www.psywarrior.com/employ.html>.

and friendly military capabilities for self-defense and multinational operations; and provide U.S. forces with peacetime and contingency access to host nations.<sup>19</sup>

Security Force Assistance (SFA): Is defined as unified action that includes activities conducted by USSOF to generate and sustain local, host nation or regional security forces in order to support a legitimate authority. SFA and FID are both subsets of SC, but neither SFA nor FID are subsets of one another, because SFA activities serve other purposes beyond internal defense operations.<sup>20</sup>

State Partnership Program: Is an enduring relationship program between U.S. and designated global PNs through the National Guard for the purpose of building relationships and partnership capacity to directly support the Combatant Command and Chiefs of Mission's country and regional engagement plan objectives in order to achieve Strategic Partnership Framework objectives.<sup>21</sup>

Steady-state: The status and conditions that enable phase-0 operations, which include FID partner capacity building, peacetime military engagements, and irregular operations, in order to build and maintain the capability to conduct and win conventional campaigns to prevail in the war on terror.<sup>22</sup>

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<sup>19</sup> Department of Defense, Department of Defense Directive 5132.03, *DOD Policy and Responsibilities Relating to Security Cooperation* (Washington, DC: Government Printing Office, 2008).

<sup>20</sup> Joint Chiefs of Staff, Joint Doctrine Note 1-13, *Security Force Assistance* (Washington, DC: Government Printing Office, 2013).

<sup>21</sup> Department of the Air Force, *Global Partnership Strategy*, 2011, accessed October 6, 2014, <http://www.safia.hq.af.mil/shared/media/document/AFD-111228-013.pdf>, 1.

<sup>22</sup> Department of the Army, *2009 U.S. Army Posture Statement*, accessed May 7, 2014, [http://www.army.mil/aps/09/addenda/addenda\\_e.html](http://www.army.mil/aps/09/addenda/addenda_e.html).

Strategic Partnerships: Strategic partnership is a long term commitment of the partners with shared goals pursued through pooled investments, competences, technologies and resources. The importance of strategic partnerships are enhanced through persistent engagements, trust, and rapport.<sup>23</sup>

Synchronization of Information Related Capabilities: Formally known as Inform and Influence Activities: is defined as information capabilities that are utilized to synchronize themes, messages, and actions with operations to both inform U.S. and Global audiences, whereas influence targets foreign audiences and affect adversary and enemy decision-making.

### Summary

Foreign Internal Defense is not a new concept for PSYOP soldiers. Over the past decade PSYOP, soldiers have been executing Subject Matter Expert Exchanges' and JCET with partnered nation militaries, which are components of FID. The major limitation with capturing these opportunities is the lack of U.S. PSYOP unit continuity and continued pursuance of FID scheduling with partner nations.<sup>24</sup> By limiting or failing to capitalize on a continued FID relationship, USSOF limit the ability to develop a global influence capability and build lasting partnerships.

In order to adhere to strategic guidance and forecasting for the future operating environment, the PSYOP Regiment must become gainfully employed in consistent global engagements through FID operations. TSOCs must actively seek to identify the areas of

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<sup>23</sup> Department of the Air Force, *Global Partnership Strategy*, 1.

<sup>24</sup> Rossner and Commins.

FID where PSYOP can exploit in order to develop stronger international strategic partnerships. Through examination the JCET models utilized by the Special Forces Operational Detachment Alpha (SFODA) and the enduring PSYOP small unit within the combat zone.

In order to answer this question, I will address the following literature in the subsequent chapter; Joint Publication and Field Manual for FID, Strategic Planning Guidance, 2030 Global Trends, Army Special Operations Forces 2022, and the draft 7th WFF.<sup>25</sup>

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<sup>25</sup> Joint Chiefs of Staff, Joint Publication 3-22, *Foreign Internal Defense*.



## CHAPTER 2

### LITERATURE REVIEW

Foreign Internal Defense is not a new concept for Special Operations Forces. Whether in the form of Subject Matter Expert Exchanges', JCET, or multinational exercises, USSOF seeks to strengthen global relationships in order to build and maintain a global network. Consistency, however, remains a major limitation within the PSYOP career field, due to the lack of capitalization of enduring FID missions and long-term partnerships.

#### Foreign Internal Defense

“Before long, we begin to knit together the global problems that we are seeing,” he said. “And we are passing information that is the beginning of enhancing this global [special operations force] network.”<sup>26</sup>

Foreign Internal Defense is an important relationship-building concept that enables U.S. forces to train within international partners in order to enable them to protect themselves from subversion, lawlessness, insurgency, terrorism, and other threats to its security. Admiral William H. McRaven, in a January 2013 speech, mentioned that USSOF international engagements and persistent presence were critical to the success of building relationships and trust which is necessary to form a cohesive network.<sup>27</sup> This

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<sup>26</sup> Admiral William H. McRaven, “2013 Special Operations Forces Industry Conference: ‘Strengthening the SOF Bond’” (Lecture, Tampa Convention Center, Tampa, FL, May 14, 2013 to May 15, 2013).

<sup>27</sup> Robert Kagan, *American Power in the 21st Century*, “Power and Weakness” (Cambridge: Polity Press, 2004), 134.

necessity for trust is further captured in the USSOCOM 2020 Command Vision, “You can surge forces; you can surge capabilities, but you cannot surge trust.”<sup>28</sup> Lieutenant-General Beare goes on to state during the February 2013 USSOF Symposium, that the Role of the global Special Operation Forces (SOF) network in a resource constrained environment; that “needs to be there before the bang—in fact, to prevent the bang!” USSOF needs to “be out there before the crisis.”<sup>29</sup> This demonstrates that all USSOF and conventional forces, must persistently engage in the pre-crisis phase of war (Phase-0) in order to promote strategic interests and build partnerships prior to any act of war.<sup>30</sup> COL Brian S. Petit published an article in 2014 on “Peace, Art and Special Operations,” during which he stated that military to military engagements performed correctly are both transactional and relational—“delivering mutually beneficial exchanges (finite) while deepening the trust and partnership required for true strategic relationships (infinite).”<sup>31</sup> CSM David Betz, the Senior Enlisted Leader of the Joint Special Operations University in Tampa published in February 2013 that FID not only enhances strategic partnerships, it also increases the global network and “thickens relationships.”<sup>32</sup> The preponderance of

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<sup>28</sup> Michael Howard, *War and the Liberal Conscience* (New Jersey: Rutgers University Press, 1978), 32.

<sup>29</sup> Chuck Ricks, *The Role of the Global SOF* (MacDill AFB, FL: Joint Special Operations University, 2013), 74.

<sup>30</sup> Brian S. Petit, “Peace, Art and ... Special Operations,” *Small Wars Journal*, accessed April 14, 2014, <http://smallwarsjournal.com/jrnl/art/peace-art-and-%E2%80%A6-special-operations>.

<sup>31</sup> Ibid.

<sup>32</sup> Ricks, *The Role of the Global SOF*, 39.

subject matter experts said that USSOF must engage in relationship building with foreign militaries in order to shape the global environment and build strategic partnerships.

In recent years, the once Western concepts of FID and JCET exercises have become more relevant with U.S. near-peer competitors. In 2010, China conducted the first bilateral military exercise in Turkey, the first such exercise conducted with a NATO member, which has led to an unlikely strategic partnership.<sup>33</sup> This normalized engagement provides China with an opportunity to conduct a joint military exercise with NATO's second largest army and show off its air force capabilities to the international community, at the expense of the U.S., who was no longer invited.<sup>34</sup> Furthermore, this demonstrates that China and U.S. competitors are aiming to diversify their bilateral defense ties through the Western model of JCET with Global Partners.

As the Global environment continues to mature and nations are able to solidify their placement as superpowers, it is imperative that the U.S. not only maintain close relationships with our allies, but also focus on strengthening ties with new partners globally in order to develop enduring strategic partnerships.

#### Psychological Operations within Military Information Support Operations

The real the mind of the enemy command, not the bodies of his troops. If we operate against his troops it is fundamentally for the effect that action will produce on the mind and will of the commander; indeed, the trend of warfare and

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<sup>33</sup> Karen Kaya, *Turkey and China: Unlikely Strategic Partners* (Fort Leavenworth, KS: Foreign Military Studies Office, 2013), 2.

<sup>34</sup> *Ibid.*, 3.

development of new weapons-aircraft and tanks-promise to give us increased and more direct opportunities of striking at this psychological target.<sup>35</sup>

In 2010, the DOD dictated that the Vietnam-era operational term PSYOP be changed to MISO. U.S. Special Operations Command representative Ken McGraw said, “One of the catalysts for the transition is foreign and domestic sensitivities to the term “Psychological Operations” that often lead to a misunderstanding of the mission.”<sup>36</sup> This term change only applies to the operational output or execution of influence activities; the branch and members of the Regiment remain PSYOP. The PSYOP Regiment is the premier inform and influence headquarters in the DOD. The PSYOP groups and Psychological Operations Battalion (POB) are organized, manned, and equipped to achieve psychological effects and behavioral changes within foreign target audiences in support of U.S. objectives.<sup>37</sup> PSYOP and MISO remain indistinguishable in use and are oftentimes interchangeable.

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<sup>35</sup> Captain Michael O. Wheeler, “The Employment of Tactical Air Power: A Study in the Theory of Strategy of Sir Basil H. Liddell Hart,” *Air University Review* (September-October 1973), accessed November 10, 2014, <http://www.airpower.maxwell.af.mil/airchronicles/aureview/1975>.

<sup>36</sup> Kevin Maurer, “Psychological Operations” Are Now “Military Information Support Operations,” Public Intelligence, accessed April 14, 2014, <http://publicintelligence.net/psychological-operations-are-now-military-information-support-operations/>.

<sup>37</sup> U.S. Special Operations Command, “Psychological Operations Command (Airborne),” January 22, 2012, accessed April 14, 2014, <http://www.soc.mil/PSYOPC/PSYOP%20fact%20sheet.pdf>.

Operational Detachment Alpha Foreign  
Internal Defense Construct

“Regionally oriented SOF units must become the subject matter experts on regional and trans-national terrorist threats by consistently interacting with counterterrorism experts from partner nations within their areas of responsibility.”<sup>38</sup>

The mission of Special Forces is to plan, prepare, and when directed, deploy to conduct FID in addition to a number of other missions in order to support U.S. national policy objectives. FID is a core mission set of the Special Forces regiment and has been the centerpiece for building trust and relationships since the establishment of the unit. The post-Iraq and Afghanistan U.S. national security environment is predictably yearning for a renewed era of engagement through FID. Engagement is described as “the active participation of the United States in relations beyond our borders,” It is the centerpiece of the current (2010) U.S. National Security Strategy.”<sup>39</sup> Colonel Petit’s 2014 publication in *Small Wars Journal* that “Strategic partnerships are built in peacetime often to be leveraged in wartime.” Furthermore DOD must understand that FID engagements do not achieve rapid or tactical victories, but employ strategically empathetic use of U.S. power projection abroad.<sup>40</sup> Subsequently, COL Petit states that special operations FID engagements help “guide policy decisions about expanding, contracting, or retracting

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<sup>38</sup> Otto K. Liller, MAJ, “Special Operations Forces and Foreign Internal Defense” (Paper, Naval War College, 2005), 10, accessed November 10, 2014, DTIC Online.

<sup>39</sup> White House, *National Security Strategy of the United States of America* (Washington DC: The White House, May 2010), accessed November 2, 2014, [http://www.whitehouse.gov/sites/default/rss\\_viewer/\\_national\\_security\\_strategy.pdf](http://www.whitehouse.gov/sites/default/rss_viewer/_national_security_strategy.pdf).

<sup>40</sup> Petit, “Peace, Art and ... Special Operations.”

relations with putative partners.”<sup>41</sup> The Congressional Research services published the USSOF: Background and Issues for Congress in September 2013, which states that the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict, in coordination with the Commander of the USSOCOM, will engage in multilateral engagement activities.<sup>42</sup>

In 1993 the National Guard implemented a program called the State Partnership Program, which promotes military-to-military engagements and activities that promote defense and security-related cooperation with strategic global partners.<sup>43</sup> The State Partnership Program has close ties with the active component’s Security Assistance Training Management Organization stated in 1974 which falls under the U.S. Army John F. Kennedy Special Warfare Center and School for operational oversight. Both of these programs employ personnel either on short repetitious deployments with PN forces abroad, or through a Permanent Change of Station under the U.S. Embassy Military Advisory Group worldwide. The mission of these organizations are advises and recommends Security Assistance related training solutions to U.S. Diplomatic Missions in order to build partner nation security sector capacity, support Geographic Combatant Command Theater Security Cooperation programs and strengthen U.S. Global

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<sup>41</sup> Ibid.

<sup>42</sup> Andrew Feickert, *U.S. Special Operations Forces (SOF)* (Washington, DC: Congressional Research Services, 2013).

<sup>43</sup> National Guard, “National Guard State Partnership Program,” accessed October 2, 2014, <http://states.ng.mil>.

partnerships.<sup>44</sup> Although these organizations do not typically employ USSOF personnel they model their deploying units after the SFODA (i.e. 1x Commander, 1x Warrant Officer, 1x Intel, 2x Infantry, 2x Communications, 2x Engineers, 2x Medic personnel) and are capable of maintaining a higher degree of continuity due to their assignment under the U.S. Diplomatic Mission abroad.

Each Geographic Combatant Commander has a TSOC which ensures Special Forces are engaged in FID missions, typically in the form of bilateral exercises or JECT, with partner nations in an effort to build self-reliant capacity and enable those partners to defeat terrorism.<sup>45</sup> According to Majors Richard S. Woolshlager and Fredrick J. Wright, the two primary mechanisms for USSOF within theater campaigns and steady-state environments are enduring engagement and distributed operations.<sup>46</sup> Traditionally, USSOF has executed events such enduring engagements through the employment of FID in the form of JCET, Partnership Development Programs, Bi-Lateral Training activities that support the Geographic Combatant Commands (GCC's) Theater Security Cooperation programs.<sup>47</sup> The preponderance of subject matter experts have stated that Special Forces cultural orientation and language capability make them functional experts

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<sup>44</sup> U.S. Army Security Assistance Command, "U.S. Army Security Assistance Training Management Organization," accessed October 2, 2014, <http://www.usasac.army.mil/usasatmo.aspx>.

<sup>45</sup> Department of Defense, *U.S. Special Operations Forces Handbook*, 3rd ed. (Washington, DC: International Business Publications, 2007).

<sup>46</sup> Major Richard S. Woolshlager and Major Fredrick J. Wright, "Force of Choice: Optimizing Theater Special Operations Commands to Achieve Synchronized Effects" (Master's thesis, Naval Postgraduate School, Monterey, CA, 2012), 21.

<sup>47</sup> Ibid.

for the employment of FID. These characteristics are consistent with all members of the U.S. Army Special Operations command, but are employed best by the SFODA, which model the UK-US-French Jedburgh teams of WWII, who trained and lead paramilitaries within occupied Europe.

Canadian Special Operation Forces celebrated their twentieth year of service this year and excelled at kinetic operations through support of Global War on Terrorism operations. As the kinetic wars have begun to wind down, Canadian Special Operation Forces have refocused their skill sets to match the regional alignment of SOF found in the United States and Great Britain. These language and cultural skills have begun to assist the Canadian Special Operation Forces in rapid acclimation with regional partners thus enabling them to employ their personnel easily in order to conduct FID operations.<sup>48</sup> The Canadian Special Operation Forces participation in JCETs and military assistance programs have enhanced international stature while providing a viable and attractive option for those nations that might not seek assistance from the British or Americans.<sup>49</sup> This employment of strategic partnerships has allowed Canada to assist friends and allies while leveraging their assistance to further the foreign policy agenda of their respective governments. For the SOF personnel involved in these initiatives, such training programs

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<sup>48</sup> Bernd Horn, J. Paul de B. Taillon, and David Last, eds., *Force of Choice: Perspectives on Special Operations* (Kingston, Ontario: Queen's University Press, 2004), 9.

<sup>49</sup> Doctor J. Paul de B. Taillon, "Canadian Special Operations Forces: Transforming Paradigms," *Canadian Military Journal* 6, no. 4 (April 2006), accessed August 11, 2014, <http://www.journal.forces.gc.ca/vo6/no4/operatio-eng.asp#n10>.



improve their spectrum of competencies while also developing personal contacts and increasing their network.<sup>50</sup>

### Foreign Internal Defense Psychological Operations Missions

During the February 2013 USSOF Symposium, Lieutenant General Beare stated that FID missions are the central platforms for shaping the environment.<sup>51</sup> Additionally working with host nation USSOF, conventional forces, and other government institutions allows USSOF to “get closer to the problems” and develop “recommendations for future engagements” in coordination with regional objectives.<sup>52</sup> According to Chairman of the Joint Chiefs Of Staff Instruction 3110.05e: Psychological Operations, 2011 “PSYOP Supports the full range of military operations including military engagement, security cooperation and deterrence; crisis response and limited contingency operations; major operations and campaigns; Security Cooperation; and as an integrated information activity within the DOD’s overall contribution to United States Government communication strategies.”<sup>53</sup> The preponderance of subject matter experts and DOD policies all state that PSYOP is authorized to conduct FID and in many cases these documents outline “engagement” as a core competency of the branch. However, the employment remains limited and inconsistent.

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<sup>50</sup> Ibid.

<sup>51</sup> Ricks, *The Role of the Global SOF*, 74.

<sup>52</sup> Ibid.

<sup>53</sup> Joint Chiefs of Staff, Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3110.05E, *Military information Support Operations Supplement to the Joint Strategic Capabilities Plan* (Washington, DC: Joint Chiefs of Staff, 2011).

During the surge in Iraq, the RAND Corporation published an objective analysis of the challenges facing the U.S. Army. The publication references contemporary anticipatory shaping efforts consisting mainly of FID and those efforts “doing well.”<sup>54</sup> Both of which form strong military-to-military relationships based on the number of U.S. visits and the quality of interaction between partners. These relationships are crucial in part because young military officers with U.S. contacts often advance in rank to ultimately hold positions as key influencers.<sup>55</sup> Consistent and rotational efforts not only demonstrate that partnered nation forces are affected by visits, but also indigenous population perceptions of U.S. Forces. Persistence engagement enables USSOF to engage with the populace and local leadership through Civil Military Operations projects (i.e. schools, wells, and medical care). These Military to civilian engagements and projects leave a lasting impression on the local populace which could potentially enable further access into denied regions or sway local opinion of U.S. Forces.

“After a CA sponsored project to remove garbage from the streets of the Kenyan town of Mokowe during a JCET, news reports quoted a local observing, “We’re used to only hearing about the American soldiers fighting. . . . They are friendly. We appreciate it. We like them to come here.”<sup>56</sup>

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<sup>54</sup> Todd C. Helmus, Christopher Paul, and Russell W. Glenn, *Enlisting Madison Avenue: The Marketing Approach to Earning Popular Support in Theaters of Operation* (Santa Monica, CA: RAND Corporation, 2007), 1, accessed July 17, 2014, <http://catalog.hathitrust.org/api/volumes/oclc/156785004.html>.

<sup>55</sup> M. A. Thomas, Area Analyst, 4th Psychological Operations Group, interview with Todd C. Helmus and Christopher Paul, Ft. Bragg, NC, December 14, 2005.

<sup>56</sup> Ibid.

This integration of military JCET exercises and local populace engagements aids in the larger picture of Operational Preparation of the Environment. This in turn provides USSOF an opportunity to engage locals on critical information gaps and perceptions within the region. For example, is word of mouth or radio broadcasting the best method to disseminate messaging within your community? Alternatively, who are the key leaders in the Southern Region? At the lowest common denominator it is an opportunity to identify leaders, partners, or liaisons that will build these global networks.

#### Measure of Effect of Foreign Internal Defense

“There are but two powers in the world, the sword and the mind. In the long run, the sword is always beaten by the mind.”<sup>57</sup>

Colonel Grant M. Martin published a 2013 article in the *Small Wars Journal* on “The Paradox of the 7th Warfighting Function,” in which he wrote that our commanders are convinced that we can measure everything to the extent that superiors require Measures of Effect or Measures of Performance for every mission as if “effectiveness” is something one can always measure.<sup>58</sup> Additionally Martin states that the true MOE is that countries that have developed long-term relationships through engagements with the U.S. will become stronger and able to handle their own internal problems without the need for large numbers of U.S. troops which arguably get in the way of long-term progress

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<sup>57</sup> Napoleon Bonaparte, “Emperor Napoleon Bonaparte Quotes,” Military Quotes, Circa 1801, accessed November 13, 2014, <http://www.military-quotes.com/Napoleon.htm>.

<sup>58</sup> Grant M. Martin, “The Sublime: The Paradox of the 7th Warfighting Function,” *Small Wars Journal* 11 (2013): 2.

anyway.<sup>59</sup> According to Joint Publication 3-13.2 PSYOP impact indications are highlighted in the PSYOP Planning process in which collaborative linkages of “anecdotal” evidence are tied to impact indicators which are then linked to PSYOP objectives in order to gauge effectiveness.<sup>60</sup> In addition, Joint Publication 3-13.2 states that impact indicators are observable events that identify behavioral change representative of the effect of a preplanned activity on the intended foreign target audience at a particular point in time.<sup>61</sup>

The Military uses software such as the Theater Security Cooperation Management Information System (known as TSCMIS) and Army Global Outlook System (known as ARGOS) to MOE of FID initiatives.<sup>62</sup> These tools have the capability to facilitate assessments of FID—JECT operations and aid in the determination of progress toward COCOM campaign plan objectives (table 1). MOE assessments are conducted on a continual cycle that precede, guide, and conclude operations and activities.<sup>63</sup>

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<sup>59</sup> Ibid.

<sup>60</sup> Joint Chiefs of Staff, Joint Publication 3-13.2, *Doctrine for Military Information Support Operations* (Washington, DC: Government Printing Office, 2011), GL-4.

<sup>61</sup> Ibid., I-7.

<sup>62</sup> Department of the Army, Field Manual (FM) 3-22, *Army Support to Security Cooperation* (Washington, DC: Government Printing Office, 2013).

<sup>63</sup> Department of the Army, Army Regulation (AR) 11-31, *Army Security Cooperation Policy* (Washington, DC: Government Printing Office, 2013).

Table 1. Example of Security Cooperation—Psychological Operations and Civil Affairs Measures of Effectiveness

<b>PSYOP/CA SUPPORT TO SECURITY COOPERATION MOE</b>	
<b>FOCUS AREAS</b>	<b>MEASURE OF EFFECTIVENESS</b>
Operational capacity and capability building	Increased in units certified for a particular mission
Human capacity and human capital development	Increased number of training opportunities for desired skills
Institutional capacity and security sector Reform	Decreased reports of corruption
Support to institutional capacity and civil-sector capacity building	Increased ability of local agencies to prepare for and respond to local crises.
Multinational operations capacity, interoperability, and standardization	Increased usage of multinational forces in operations, exercises, or other activities
Operational access and global freedom of action	Reduced restrictions for access as identified in the status of forces agreement
Intelligence and information sharing	Increased shared intelligence reports
Assurance and regional confidence building	Increased maneuver notifications
International armaments cooperation	Increased acquisition of foreign technologies and cost-sharing
International suasion and collaboration	Increased positive media reporting of security cooperation events

*Source:* Adapted from Department of the Army, Field Manual (FM) 3-22, *Army Support to Security Cooperation* (Washington, DC: Government Printing Office, 2013).

The PSYOP MOE is the non-kinetic equivalent of battle damage assessment for kinetic weapons.<sup>64</sup> Joint Publication 3-53 states that, “a PSYOP Measure Of

<sup>64</sup> David Sammons, “PSYOP and the Problem of Moe for the Combatant Commander” (Paper, Naval War College, 2004), 14.

Effectiveness (MOE) provides a systematic means of assessing and reporting the impact a PSYOP program (series of PSYOP products and actions) has on specific foreign TAs (target audiences).”<sup>65</sup> This process requires the planning individual to identify specially selected impact indicators that allow for a measurement or alteration of the program in order to ascertain if (1) if the intended message was received, and (2) if the desired effect on emotions, motives, attitudes, objective reasoning and behaviors was achieved on the targeted audience.<sup>66</sup> This process is extremely challenging to gauge and relies heavily on the linkage of “anecdotal” evidence to determine the effectiveness of the program.

By determining the measures in the planning process, PSYOP planners ensure that organic assets and PSYOP enablers, such as intelligence, are identified to assist in evaluating MOEs for the execution of psychological operations. Evaluating the effectiveness may take weeks or longer given the inherent difficulties and complexity of determining cause and effect relationships with respect to human behavior.<sup>67</sup>

The preponderance of subject matter experts and DOD doctrine state that processes for collection of impact indications for success must be identified prior to the entrance into a Status of Forces Agreement and implemented into a FID mission with a partnered nation. These impact indicators provide input into pre-established MOEs which assist in the data necessary to determine a successful FID mission.

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<sup>65</sup> Joint Chiefs of Staff, Joint Publication 3-53, *Doctrine for Joint Psychological Operations* (Washington, DC: Government Printing Office, 2003), I-6.

<sup>66</sup> Sammons, 15.

<sup>67</sup> Joint Chiefs of Staff, Joint Publication 3-53, *Doctrine for Joint Psychological Operations*, I-6.

PSYOP FID in Support of the Functional  
Concept 7th WFF (Engagement)

Due to the complexities of understanding cultures within the context of military operations the Army has proposed the addition of the 7th Warfighting Function– Engagement. In order to further maximize combat power the functional concept seeks to complement the other six WFF and nest them within both the Army Capstone Concept (TP 525-3-0) which projects the future operational environment and the Army Operating Concept ((AOC) TP 525-3-1) which projects how the Army will conduct operations to deter future conflicts. The primary components of the concept are partnership activities and special warfare activities.<sup>68</sup>

Partnership activities include operations that support, train, advise, equip, and encourage learning exchanges from partnered security forces in an effort to support security cooperation initiatives (FID, SFA, etc.) as a means of protecting common security interests.

Joint Vision 2020 discusses the concept of precision engagement activities, which are effects-based in-depth analysis of critical targets or strategic partnerships. Precision engagement actions assist Phase-0 operations with defusing of volatile situations, overcoming misinformation campaigns, building partnerships, and Operationally Prepare the Environment. The capability to consistently engage targets or PN forces precisely

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<sup>68</sup> Department of the Army, TRADOC PAM 525-8-5, *Functional Concept for Engagement* (Ft Eustis, VA: Government Printing Office, 2014).

allows commanders to shape the operating environment in order to achieve the desired effects.<sup>69</sup>

Special Warfare activities include activities (Unconventional Warfare, Counterinsurgency, Civil Affairs Operations (CA), and PSYOP) that involve combinations of both lethal and nonlethal actions executed by specially trained and educated forces who have a deep understanding of cultures and foreign languages, and the ability to build and fight alongside indigenous combat formations in a permissive, uncertain, or hostile environment.<sup>70</sup>

The PSYOP forces will provide USSOCOM and the Army with a means to develop consistent relationships that are based on trust and continuity by expanding interaction with unified action partners through both public and social media forums in order to influence the behavior of key groups in ways that directly affect mission accomplishment.<sup>71</sup> According to Training and Doctrine Command Pamphlet 525-8-5 commanders will capitalize on PSYOP regional expertise, language, and understanding of both the human terrain and culture in order to establish global partnerships that contribute to a unified action network that shares information, enhances interoperability, and provides collaborative capabilities to resolve mutually beneficial security problems.<sup>72</sup>

Employing these skills will require PSYOP soldiers to establish a network of partners

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<sup>69</sup> General Henry H. Shelton, *Joint Vision 2020* (Washington, DC: Government Printing Office, 2010), 22, accessed October 6, 2014, [http://www.fas.fed.us/fire/doctrine/genesis\\_and\\_evolution/source\\_materials/joint\\_vision\\_2020.pdf](http://www.fas.fed.us/fire/doctrine/genesis_and_evolution/source_materials/joint_vision_2020.pdf).

<sup>70</sup> Department of the Army, TRADOC PAM 525-8-5.

<sup>71</sup> *Ibid.*, 15.

<sup>72</sup> *Ibid.*, 16.



that enhances situational understanding, extends U.S. operational reach and influence across the globe, and enables Operational Preparation of the Environment (OPE).

These concepts, combined with PSYOP forces seek to develop security cooperation activities among our global network of international partners in order to achieve a degree of security cooperation that provide U.S. forces with peacetime and contingency access to partnered nations that benefit local populations, governments, and U.S. interests by improving overall security environment. The creation and implementation of the Engagement WFF leverages the SOF wartime experiences in order to ensure that the future Army is well-suited to develop sustaining global partnerships and perform its roles in preventing and shaping the operational environment.

### Summary

These experts all agree that USSOF needs to be actively involved in enduring engagements through the employment of partnerships in the development of FID operations. Persistent engagement is an activity in which all elements of Special Operations have experience, but some USSOF organizations conduct it better than others. The specialized language and cultural training enables the various SOF to successfully build relationships and conduct cohesive bi-lateral operations while also forging an enduring opportunity with global partners. All of the experts agree that SFODA is the premier organization for these types of engagements and FID is a doctrinal core mission of the Special Forces Regiment. Although all USSOF are trained and have some level of expertise in FID, the only branch to capitalize on enduring presence and persistent engagement are the SFODA.

## CHAPTER 3

### RESEARCH METHODOLOGY

The DOD and nearly every expert agree that engagement is the key to long term partnerships and an intricate tool necessary to mitigate full-scale war. Although DOD guidance and focus has been placed upon military-to-military engagements, a major problem exists within building relationships through consistent engagements within PSYOP. The SFODA has historically maintained the relationship building model for these types of persistent engagements, through the implementation of rotational JCET operations. These consistent rotations classically capitalize on specialized knowledge and personal interactions of partner nation counterparts in order to develop strategic relationships. However, the last decades involvement in war has diminished this capability and focus within USSOF, which is why strategic guidance has begun to refocus efforts on reestablishing global relationships and networks.

The PSYOP Regiment possess specialized soldiers who are required to operate at both the strategic and operational levels, are regionally trained, and are aligned in regions with their specific language capabilities. The PSYOP soldier's characteristics and occupational skills make them ideal candidates for persistent FID rotations that capitalize on relationship building. Both the short and long term gains from these types of reoccurring rotations will potentially not only keep USSOF specialized skills sharp, but also develop strategic partnerships that can be leveraged in the future if needed.

### Research Questions

1. The primary research question is: Which areas of Foreign Internal Defense can Psychological Operations (PSYOP) exploit in order to develop enduring strategic partnerships? It is answered through the following four sub questions:
2. Which areas of FID can PSYOP exploit in order to develop international strategic partnerships?
3. What is the Measure of Effect (MOE) for FID in terms of the partner preparedness while building PSYOP relationships?
4. How does an U.S. Army Operational Detachment Alpha (ODA) conduct FID operations?
5. How will PSYOP FID support the provisional 7th WFF of engagement?

### Research Methodology

In order to determine the probability of this enduring strategic partner concept, I will use a mixed methodology of quantitative and qualitative data to analyze the problem. The broad interpretation of the term mixed methodology refers to the inclusion of issues and strategies surrounding methods of data collection (e.g., questionnaires, observations), methods of research (e.g., experiments, ethnography), and related philosophical issues (e.g., ontology, epistemology, axiology).<sup>73</sup>

Using different sources and methods at various points in the evaluation process, the evaluation team can build on the strength of each type of data collection and minimize the weaknesses of any single approach. A multimethod approach to evaluation can increase both the validity and the reliability of evaluation data.

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<sup>73</sup> Burke Johnson, Anthony Onwuegbuzie, and Lisa Turner, "Toward a Definition of Mixed Methods Research," *Journal of Mixed Methods Research* 1, no. 2 (2007): 118.

This approach—called triangulation—is most often mentioned as the main advantage of the mixed-methods approaches.<sup>74</sup>

This mixture of Doctrine, Organizations, Training, Materiel, Leadership and Education, Personnel, and Facilities manuals, Subject matter expertise, and direct-data survey will contribute to the collection and analysis (figure 2). The aim of this study is to obtain pertinent data in order to defend and recommend a process in which PSYOP soldiers can rotate into enduring FID missions and build long-term strategic relationships.

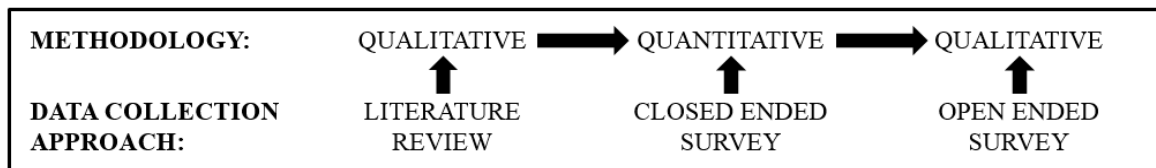


Figure 2. Thesis Mixed Methodology Design

*Source:* Adopted from Burke Johnson, Anthony Onwuegbuzie, and Lisa Turner, “Toward a Definition of Mixed Methods Research,” *Journal of Mixed Methods Research* 1, no. 2 (2007): 118.

A mixed methodology was selected for the research. The first phase of the study will include the information collection from Training and Doctrine Command resources regarding FID, SC, and the functional concept “Engagement” to answer these research questions. Also, this thesis will collect data from the Training and Doctrine Command family of Doctrine, Organizations, Training, Materiel, Leadership and Education,

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<sup>74</sup> Joy Frechtling and Laure Sharp Westat, *User-Friendly Handbook for Mixed Method Evaluations* (Division of Research, Evaluation and Communication National Science Foundation, 1997).

Personnel, and Facilities manuals. The second phase comprises a quantitative online survey methodology.

This target population includes the Special Operations Force within the three primary tribes (PSYOP Officers, Civil Affairs and Special Forces Officers) from within the Command and General Staff College (CGSC) attending the 2014-02 and 2015 classes. These officers are primarily majors with 10 to 14 years of experience most of which were during the GWOT.

The survey will include Likert scale question and open-ended opportunities to provide additional information. The demographics will include 100 USSOF officers attending CGSC, who have at least 10 years of service, and more than one USSOF deployment as a detachment or small unit commander. The survey will be built in the CGSC online survey system through the Quality Assurance Office. The CGSC Human Protections Administrator reviewed the survey and determined it to be exempt from requiring a human subject's review by the CGSC Institutional Review Board. The survey was developed specifically for this research and includes questions based on the information found during the first phase of the research. A peer review was conducted in order to determine the internal validity of each question. The survey is provided in Appendix A.

Survey Definition: Steady-state: is the status and conditions that enable Phase-0 operations which include FID, partner capacity building, peacetime military engagements, irregular operations, and Joint Combined Exchange training (JCET) in order to build and maintain the capability to conduct and win conventional campaigns to prevail in the war on terror.

Thesis methodology Diagram (figure 3): Visual depiction of the current and proposed models for persistent engagement. The Current model depicts problems preventing the PSYOP regiment from effectively implementing a persistent engagement model. The proposed model weighs heavily on the functional concept of engagement 7th WFF as a tool to implement the proposed engagement model.

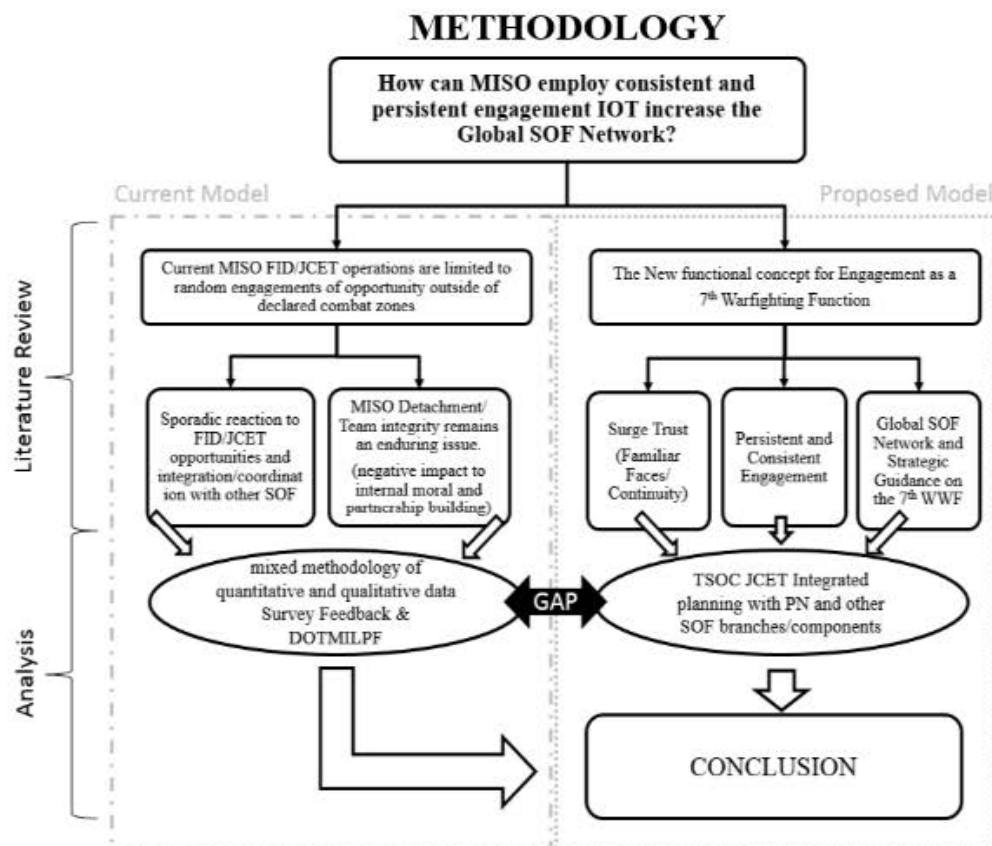


Figure 3. Thesis Methodology Diagram

Source: Created by author.

The following demographic information will be utilized to gauge experience level apart from the FID and JCET models employed within USSOF.

## 1. Demographics:

- a. Select the description that best describes your career field Special Forces.
  - i. 18A Special Forces
  - ii. 37A Psychological Operations
  - iii. 38A Civil Affairs
  - iv. Other Army SOF
  - v. Other Service SOF
  - vi. Other [ ]
- b. How many Foreign Internal Defense (FID)/ Joint Combined Exchange Training (JCET) exercises have you conducted as a SOF Operator?
  - i. 0
  - ii. 1-2
  - iii. 3-4
  - iv. 5 or more
- c. Which Geographic Region have you conducted FID/JCET rotations within? (choose all that apply)
  - i. SOCSOUTH (7SFG, 1POB, 98CABN)
  - ii. SOCPAC (1SFG, 5POB, 97CABN)
  - iii. SOCEUR (10SFG, 6POB, 92CABN)
  - iv. SOCCENT 5SFG, 8POB, 96CABN)
  - v. SOCAFRICA (3SFG, 7POB, 91CABN)
  - vi. SOCNORTH (7SFG, 1POB, 98CABN)
  - vii. Other [ ]
- d. What was your Role during these FID/JCET rotations?
  - i. Major multinational exercise (PANAMAX, EAGER LION, RIMPAC, FOAL EAGLE, ETC.)
  - ii. Bilateral exercise
  - iii. Relations and interoperability improvement
  - iv. Operational Preparation of the Environment
  - v. GWOT (OEF/OIF) FID
  - vi. Other [ ]

DA PAM 525-8-5, *Functional Concept for Engagement* (February 2014) defines persistent and consistent engagements as relationships that are built on trust and continuity, through the expansion of enduring interactions (FID/JCET) with unified action partners and key groups in a manner that directly affect mission accomplishment.

Table 2. Survey

<b>Please select your level of agreement or disagreement with the following statements:</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Undecided</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
SOF Conducts FID/JCET in a manner that builds strategic partnerships					
PSYOP/CA are capable of replicating the JCET model employed by Special Forces					
Maintaining internal detachment/team integrity is a factor in success					
Implementing the 7th Warfighting Function (Engagement) will aid SOF to Operationally Prepare the Environment (OPE)					
Maintaining internal Operational detachment (ODA, TPD/MIST, CAT) integrity is a factor in success					
Continuity is an important aspect of relationship building within SOF					
SOF are the premier Department of Defense force choice for FID/JCET					
Partnered Nation (PN) forces appreciate consistency in SOF teams with whom they are paired					
Developing enduring relationships with PN forces increases the Global SOF networks					
Consistent FID/JCET rotations between familiar PN security forces and U.S. SOF increases strategic partnerships					
Consistent FID/JCET support between the same USSOF and PN force elements is feasible					
Failing to fully capitalize on a continued FID relationship limits SOF ability to build lasting partnerships					



Employing consistent U.S. SOF detachments to build relations with JCET partners is necessary for trust between host nations					
Theater Special Operations Commands (TSOC) must actively seek to identify the reoccurring FID/JCET Partners					
Theater Special Operations Commands (TSOC) must actively seek to employ consistent U.S. SOF teams					
Consistent U.S. SOF teams are necessary to build positive relations in steady-state missions					
OPEN ENDED QUESTIONS					
Which areas of FID can SOF exploit in order to develop international strategic partnerships?					
What is the impact on trust when different personnel are deployed on steady-state missions?					
What are your thoughts on U.S. SOF detachment continuity as it relates to trust building with Partnered Nation (PN) forces?					
How will FID/JCET support the Functional Concept 7th WFF (Engagement)?					
What is the Measurement of Effect (MOE) for FID in terms of the partner preparedness and building relationships?					
What is necessary to build trusting relationships with Partner Nation forces that are enduring?					
This space is for you to provide additional comments and/or suggestions regarding FID/JCET operations					

### Analysis

The online survey system provides the data percentiles reliability and the demographics that will be analyzed in order to determine differences, while providing suggestive feedback for chapter 4.

### Summary

Chapter 3 explained the research methodology and rationale, the target population, the survey development and administration, and the data analysis plan. Chapter 4 provides the survey results and initial recommendations.

## CHAPTER 4

### ANALYSIS

In light of vital U.S. national security objectives and mounting fiscal constraints, the United States must prudently invest time and resources to build our global partners' capacity to counter enemy networks abroad before they become a threat to the U.S. homeland.

— Bryan Dailey, Ian Davis, and Julius Managuelod,  
*Optimizing Foreign Internal Defense to Counter Dark Networks*

#### Introduction

A major problem exists within building strategic relationships through consistent engagements specifically within the PSYOP career field, but also within the Civil Affairs and Special Forces over the past decade. In order to collect and thoroughly analyze the data required to provide recommendations for this thesis, a mixed methodology was selected for the research. The first phase of the study explored not only traditional Training and Doctrine Command resources regarding FID, SC, and the functional concept “Engagement,” but also looked at civilian business models, as well as coalition and competitor strategic engagements in recent years. The second phase of research was focused on qualitative and quantitative online survey methodology.

Table 3. Survey Results

<b>Please select your level of agreement or disagreement with the following statements:</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Undecided</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
SOF Conducts FID/JCET in a manner that builds strategic partnerships	50.0%	36.7%	10.0%	3.3%	0.0%
PSYOP/CA are capable of replicating the JCET model employed by Special Forces	26.7%	33.3%	26.7%	13.3%	0.0%
Maintaining internal detachment/team integrity is a factor in success	50.0%	36.7%	6.7%	3.3%	3.3%
Implementing the 7th Warfighting Function (Engagement) will aid SOF to Operationally Prepare the Environment (OPE)	66.7%	13.3%	3.3%	16.7%	0.0%
Maintaining internal Operational detachment (ODA, TPD/MIST, CAT) integrity is a factor in success	36.7%	43.3%	10.0%	6.7%	3.3%
Continuity is an important aspect of relationship building within SOF	83.3%	16.7%	0.0%	0.0%	0.0%
SOF are the premier Department of Defense force choice for FID/JCET	76.7%	20.0%	3.3%	0.0%	0.0%
Partnered Nation (PN) forces appreciate consistency in SOF teams with whom they are paired	70.0%	26.7%	3.3%	0.0%	0.0%
Developing enduring relationships with PN forces increases the Global SOF networks	83.3%	16.7%	0.0%	0.0%	0.0%
Consistent FID/JCET rotations between familiar PN security forces and U.S. SOF increases strategic partnerships	86.7%	13.3%	0.0%	0.0%	0.0%
Consistent FID/JCET support between the same USSOF and PN force elements is feasible	36.7%	43.3%	6.7%	13.3%	0.0%
Failing to fully capitalize on a continued FID relationship limits SOF ability to build lasting partnerships	66.7%	23.3%	6.7%	3.3%	0.0%

Employing consistent U.S. SOF detachments to build relations with JCET partners is necessary for trust between host nations	43.3%	33.3%	10.0%	10.0%	3.3%
Theater Special Operations Commands (TSOC) must actively seek to identify the reoccurring FID/JCET Partners	70.0%	26.7%	3.3%	0.0%	0.0%
Theater Special Operations Commands (TSOC) must actively seek to employ consistent U.S. SOF teams	66.7%	20.0%	3.3%	6.7%	3.3%
Consistent U.S. SOF teams are necessary to build positive relations in steady-state missions	46.7%	30.0%	10.0%	10.0%	3.3%
OPEN ENDED QUESTIONS					
Which areas of FID can SOF exploit in order to develop international strategic partnerships?					
What is the impact on trust when different personnel are deployed on steady-state missions?					
What are your thoughts on U.S. SOF detachment continuity as it relates to trust building with Partnered Nation (PN) forces?					
How will FID/JCET support the Functional Concept 7th WFF (Engagement)?					
What is the Measurement of Effect (MOE) for FID in terms of the partner preparedness and building relationships?					
What is necessary to build trusting relationships with Partner Nation forces that are enduring?					
This space is for you to provide additional comments and/or suggestions regarding FID/JCET operations					

*Source:* Created by author.

### Current Psychological Operations Foreign Internal Defense Employment

In 2006 the active PSYOP functional area career field divorced itself from the U.S. Army Civil Affairs and PSYOP Command, realigned under U.S. Special Operations Command (USSOCOM), and was redesigned an official Operations Career Management Field. This realignment and emphasis on the branch influence capabilities as they are related to special operations and have placed major constraints on the small psychological

operations regiment.<sup>75</sup> As a result the active PO component has been consistently employed around the world in over 40 countries which has required the standard inter-period deployment dwell time to be waived in order to support the abundance of global responsibilities. In recent years the regiment has grown into two active groups, an extra battalion, and a number of specialized capability cells which as of this year are assigned under the United States Army Special Forces Command (USASFC). This newest realignment has been tailored to provide the TSOC, Joint Force Commanders, Ambassadors, and other government agencies with fully integrated, trained, and synchronized Army Special Operations Forces Special Warfare elements capable of executing sensitive operations in ambiguous environments.<sup>76</sup>

Until now PO planners at the Theater and Joint commands have historically planned sporadic iterations of FID engagements such as JCET exercises/outside of the kinetic theaters of operation and have lacked the proper integration into the U.S. Embassy country plan. Although the current process allows PO and all USASFC forces an opportunity to interact with our global partners, the fact that neither the deploying elements nor the deployment locations have been consistent over the years and has potentially brought about a fracture in personal relationships which is a core element in building and maintaining trust.

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<sup>75</sup> Dr. Alfred H. Paddock, Jr, “The 2006 divorce of U.S. Army Reserve and Active Component Psychological Operations Units,” Psywarrior, 2012, accessed August 11, 2014, <http://www.psywarrior.com/2006DivorceOfUSArmyReserve.html>.

<sup>76</sup> BG Darsie Rogers, “Special Operations Forces Advanced Studies Lecture” (1st Special Forces Command (Airborne) (Provisional), Command and General Staff Officer College, Fort Leavenworth, August 6, 2014).

A second major issue plaguing the PSYOP command exists within the organizational continuity. In my research all three components of USASFC (PO, CA, SF) complained that USSOF small units continuity is disrupted somewhere between one and five years. This consistent moving of personnel limits the amount of relationship building that can happen with PN forces. Acknowledging that tactical level leaders eventually promote themselves out of their command positions the integrity of the detachments, teams, or small unit should remain as intact as possible in order to facilitate a familiarity with paired PN forces.

#### Delimitations

This research focused on polling experts with 93 percent FID—JCET experience, of which 70 percent had over three deployments or operational exercises with partnered nation's military forces. The participants are all of the same rank and similar experience bases and could be interpreted as nonrepresentational of U.S. Army SOF as a whole. In addition only 35 percent of the original CGSOC SOF survey sample responded. A random sampling did not take place due to the limited number of eligible participants.

#### Confidence Level

According to the sample size calculations of the respondents to the survey a 15 percent margin of error has been accepted in order to obtain a 90 percent confidence level in order to reflect the USASFC (PO, CA, SF) population of 15,924 current strength (table 4).

Table 4. Confidence Model for Survey Sample Size

ACCEPTABLE MARGIN OF ERROR	15%	The margin of error is the amount of error tolerated for this survey.
CONFIDENCE LEVEL	90%	The confidence level is the amount of uncertainty tolerated.
POPULATION SIZE	16,710	Number of soldiers (as of 15AUG2014) <u>Current Unit Strength (Assigned/Authorized):</u> USASFC(A) (12,175/11,745) - 103.66% MISOC (2,303/2,767) - 83.23% 95th CA (1,446/1,437) - 100.63% Total USASFC(15,924/15,949) - 100.01%
REQUIRED NUMBER OF RESPONDENTS	30	This is the minimum recommended size of respondents for the thesis survey. Although the overall sample size was 100 USSOF students from CGSOC, only 30 officers responded within the given time.

*Source:* Adopted from Raosoft, “Sample Size Calculator,” accessed 10 October 2014, <http://www.raosoft.com/samplesize.html>.

### Survey Results

Every advisor could take five steps forward over the course of a year, but when a new advisor arrives that relationship may take 3, 4, or five steps backwards as the trust is reestablished. Our counterparts initially expressed their impression that our forces were not committed, we were not ‘in it,’ for the long run and would be replaced in just a few months.<sup>77</sup>

In a comparison of survey respondents to the original scaled survey questions the Kruskal-Wallis non-parametric rank test was used to determine the results which are depicted in the graphs listed in chapter 4 of this thesis. The Kruskal-Wallis comparison by the experience demographics resulted in statistically significant differences for five of the Likert scale (Strongly Agree . . . Strongly Disagree). The probability is less than 1

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<sup>77</sup> Anonymous Special Operations Officer, “Exploitation of FID in order to develop enduring strategic partnerships,” Survey comments, August 22, 2014.

percent (0.01) that these five statistically significant results occurred by chance ( $\alpha = 0.05$ ). Experienced SOF respondents who have participated in various FID mission gave the most favorable responses in three cases, whereas Army SOF with zero FID/JCET experience respondents gave the least favorable responses in two cases. Comparing the responses to these questions using Friedman's two-way analysis of variance by ranks yielded a statistically significant aggregate ranking (most to least favorable) of 37A PSYOP, 18A Special Forces, and 38A Civil Affairs ( $\alpha = 0.05$ ). Use of the Kruskal-Wallis Multiple Comparison Procedure to try to determine statistical ties yielded ambiguous results (see table 5).<sup>78</sup>

Table 5. Survey Results Text and Paragraph Responses by Question Exploitation of FID in Order to Develop Enduring Strategic Partnerships

Question	Foreign Internal Defense (FID)/ Joint Combined Exchange Training (JCET) exercise experience	Strongly Agree %	Agree %	Undecided %	Disagree %	Strongly Disagree %
Consistent FID/JCET rotations between familiar PN security forces and U.S. SOF increases strategic partnerships	3-4 Deployments	100	0	0	0	0
	1-2 Deployments	83	17	0	0	0
	5 or More Deployments	71	29	0	0	0
	0	0	50	50	0	0

*Source:* Statistic Anomalies from Thesis Survey Results Text and Paragraph Responses by Question Exploitation of FID in Order to Develop Enduring Strategic Partnerships. Created by Dr. David Bitters, Command and General Staff Officer College statistician.

<sup>78</sup> Dr. David Bitter, "Statistical Analysis of CGSOC Survey Results," Command and General Staff Officer College, Fort Leavenworth, August 6, 2014.



Table 5 visually depicts an overwhelming agreement with the concept of consistency discussed within this thesis. In addition the graph depicts that the more experienced the SOF operator is with FID/JCET exercises the more agreeable they are with the idea that continuity is the key to building trust and relationships, vice those with limited experience are undecided as to how consistency factors into building strategic partnerships. Although there is a 29 percent decrease of USSOF who had completed five or more FID/JCET deployments from strongly agree to agree, this anomaly is tied to PO branch respondents who in most cases have not been able to maintain consistency with PN forces. According to the Kruskal-Wallis comparison model, as it relates to the Exploitation of FID in order to develop strategic partnership, survey (Appendix A), the statistical significance of each response is so irregular that focus must be on the lowest and highest mean ranks, for each question.

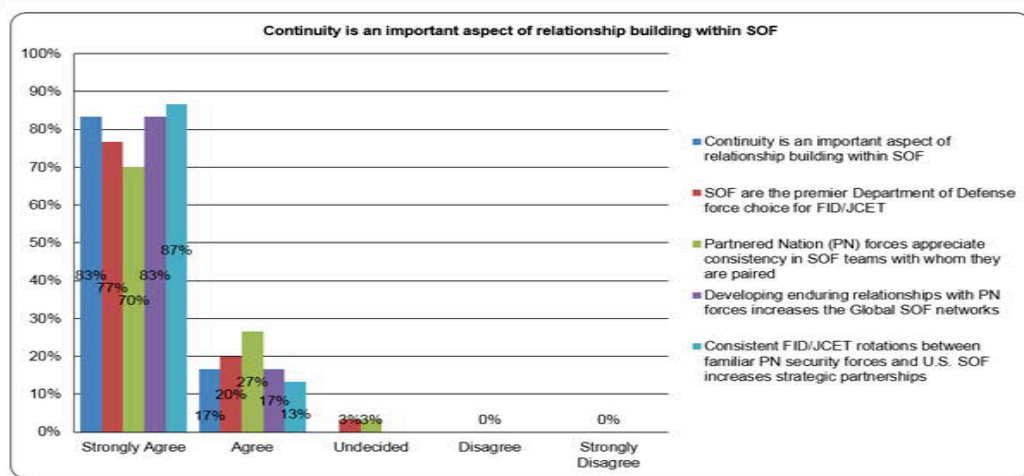


Figure 4. Survey Results Text and Paragraph Responses by Question Exploitation of FID in order to develop enduring strategic partnerships (part 1)

Source: Graph generated with data from CGSC Survey conducted August 8, 2014.

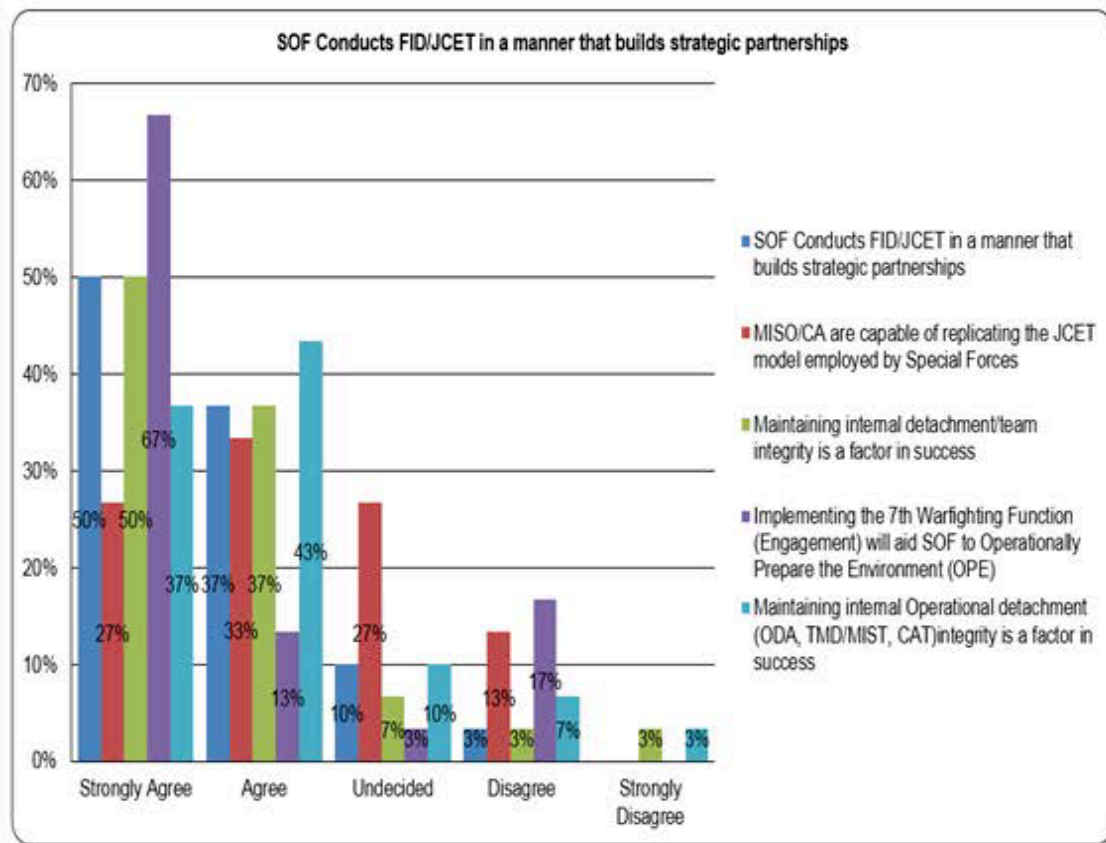


Figure 5. Survey Results Text and Paragraph Responses by Question Exploitation of FID in Order to Develop Enduring Strategic Partnerships (part 2)

*Source:* Graph generated with data from CGSC Survey conducted August 8, 2014.

Survey results depicted in figures 4 and 5 encompass closed ended questions represented in the “Exploitation of FID in order to develop enduring strategic partnerships” survey. These graphs portrayed an overwhelming agreement of the consistent engagement concept as it relates to strategic partnerships. Although only a quarter of the participants agreed that PSYOP and CA soldiers could reproduce the JCET model employed by SF, the majority (80 percent either strongly agreed or agreed) of the

participants agreed that detachments/teams/small units continuity was a key factor in the development of trust and relationship building (see figure 4).

According to multiple open ended responses (Appendix A) of the surveyed officers stated that the best method for developing international strategic partnerships and building sustainable partner capacity was through long term, persistent engagement with select partner nation units. They also added that the importance of enduring personal relationships contributes to intangible benefits (i.e. trust, cooperation, shaping operations, and partnership) and facilitate future cooperation.

The survey indicated that SOF organizational continuity, PN persistent engagement, and theater cooperation synchronization between Department of State, Geographical Combatant Commander and TSOC, were critical to proper engagements and bi-lateral relationships. This synchronization of efforts builds relations that facilitate bi-lateral associations and enables U.S. forces to work more effectively together. This research will explore the multitude of responses as they relate to the above mentioned three categories in order to identify common trends in surveyed responses (see appendix A for detailed comments).

With continuity posing a major concern amongst the majority of surveyed officers (65 percent) (Figure 4 Survey Results). Trust, cooperation, and partnerships were the primary topics that were identified to be the elements of enduring partnership that cannot be established without continuity of partnered U.S. SOF personnel. Trust, and respect for that matter are earned over a period of time through consistent action and demonstrated competence. When deployments are short and engagements are not persistent the trust building apparatus is hindered (see Appendix A for detailed comments).

The second shortcoming identified by the surveyed population stated that active and persistent engagements were key to both building and maintaining strategic global relationships/networks. Over 80 percent of those surveyed stated that USSOF must maintain persistent engagements with key nations in order to demonstrate our commitment and resolve on a global scale. If these engagements are not actively pursued or the PN feels as if they are not receiving adequate attention they may choose to partner with competing countries that do not align with our strategic objectives. Furthermore persistent and planned engagements build U.S. relationships, support overall interagency goals and national policies by strengthening global networks, partnerships, and potential Allies across all COCOMs (see Appendix A for detailed comments).

Finally, a synchronization of theater cooperation between the multitude of Department of State and DOD aligned commands would be necessary in order to coordinate objectives, goals, and plans necessary to enhance the strategic partnerships. Surprisingly a number of surveyed officers felt as if deployments needed to be longer and more continuous in order to establish the credibility within our own institutions United States DOD and Department of State agencies. A heightened level of interpersonal continuity at these levels would aid in harmonizing relationships, because people prefer to do business with people they like and know (see Appendix A for detailed comments).

The subsequent graphs and charts depict an overwhelming positive support for the consistent engagement concept which can be attributed to the polling and screening of SOF Subject Matter Experts (SME) within CGSC (see Appendix A for detailed comments).

Psychological Operations, Foreign Internal Defense,  
and Development of Strategic Partnerships

The survey quantitative results that apply to this question indicated an 87 percent (50 percent strongly agree + 37 percent Agree categories) agreement with the concept of PSYOP forces effect enduring strategic relationships through enduring FID/JCET operations (figure 4). One SOF participant stated that PO can employ multi-lateral and bilateral training programs that focus on sustaining partnerships will result in access to an area and culture. This access contributes to SOF's ability to Operationally Prepare the Environment (OPE) that further enables action when friction or instabilities arise. With established relationships within the region initial and early access to that area will allow for operators to exploit and affect stability in a positive direction (see Appendix A for detailed comments).

The PSYOP forces are by nature perceived by both United States Government and PN forces as a less threatening element of SOCOM.<sup>79</sup> PSYOP soldiers, "Diplomatic-Warriors," are best suited within permissive U.S. diplomatic posts based on their unique skill sets, professional attributes, technical competencies, funding resources and authorities.<sup>80</sup> This more passive perception of PO forces allows for a streamlining of placement, access, and trust. While also streamlining the relationship building at the PN

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<sup>79</sup> COL Gregory Barrack, "Security Cooperation (SC) in Panama," United States Embassy, Defense Attaché Office, Clayton, Panama, June 2, 2010.

<sup>80</sup> Kevin Smith, "PSYOP: Best Suited for U.S. Diplomatic Posts Overseas and NSDD-38 Inclusion from SOF," *Special Warfare Magazine* 27, no. 4 (October-December 2014): 20-21, accessed September 3, 2014, <http://www.soc.mil/swcs/swmag/archive.html>.

level where the employment and initiation of relationships is fostered (see appendix A for detailed comments).

Employing all of the elements of FID on consistent and rotational bases enables PO forces to develop strategic relationships which contribute to future placement, access, and assessment of PN capabilities.

### Measure of Effect of Foreign Internal Defense

Measuring effectiveness is equivalent to conducting a Battle Damage Assessment during combat, thus commanders depend on impact indications and MOEs in order to determine the overall effect of a given program. Thus determining the effect and assessment of human emotions, motives, objective reasoning, behaviors, and relationships of organizations, groups or individuals is simply no easy task.<sup>81</sup> Leaders have enough difficulty assessing the human behavior and motives of their own troops, much less that of foreign populations and partnered forces.

The majority of surveyed respondents felt that the most prevalent method for measuring the effect of FID during peacetime would be the simple re-invitation of USSOF to participate in future joint operations or exercises (Appendix A). Although these invitations would aid in the OPE and development of strategic relationships, the true measurement of success with regards to capability resides within interoperability of PN forces. According to a multitude of surveyed SOF Officers, by increasing interoperability and participation within multinational exercises, partner forces are able to

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<sup>81</sup> Sammons, 7.

sustain newly founded skill sets, and successfully respond to both internal and regional crises with the understanding of how to work with global partners such as the U.S.

Although the notion of interoperability implies that USSOF work themselves out of a job within a given country, the necessity to create enduring relationships that strengthen SOCOM's Global Network remains a key the objective and requirement necessary to maintain operations in Phase-0 (shaping). USSOF leaders felt that not only was the development of enduring partnerships and continuity imperative to FID, they echoed that these ingredients were necessary to execute Irregular Warfare (IW) activity and achieve global access (Appendix A). A majority of surveyed officers (72 percent) felt that if relationships or presence were not established early on, the networks required to ensure that operations remained in the shaping phase would not be emplaced, resulting in the use of conventional forces. A segue into post shaping operations would indicate a major failure of effect measurement and display the U.S. lack of commitment to global or regional partners who are effected by major combat operations.

The Headquarters Department of the Army uses software such as the Theater Security Cooperation Management Information System and Army Global Outlook System to measure of effect and measure of performance of SC initiatives such as FID.<sup>82</sup> These tools have the capability to facilitate assessments (table 1) of FID/JECT operations and aid in the determination of progress toward COCOM campaign plan objectives. MOE assessments are conducted on a continual cycle and consist of three actions; (1) Monitoring the situation to collect relevant information; (2) Evaluating progress toward

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<sup>82</sup> Department of the Army, FM 3-22, *Army Support to Security Cooperation*.

attaining end state conditions, achieving objectives, and performing tasks; (3)

Recommending or directing action for improvement.<sup>83</sup>

According to the survey respondents, in order for a true measurement of effect to be substantial, it must not only be long term, but also include a whole of government approach (U.S. Embassy, GCC, TSOC, PN Objectives, etc.) (Appendix A). By implementing attainable MOEs at the strategic level, USSOF, GCC, and Department of State entities can synchronize efforts into the Internal Defense And Development plan that meet strategic objectives. These MOEs can be assessed during persistent engagements by operators who are familiar on capability of PN forces that they have been working with over multiple years.

U.S. Army Special Forces Operational Detachment Alpha  
Foreign Internal Defense Model

A 60 percent (27 percent strongly agree + 33 percent Agree categories) agreement was reported from the surveyed personnel on PSYOP forces ability to replicate the SFODA model for FID. Of this percentage of 60 percent of the qualitative responses stated that USSOF detachments/teams/small units would be much more effective if their internal team continuity was not disrupted, which often times occurred on average every 2 years and restricts the amount of relationship building that can happen. Additionally respondents felt that small units should attempt to maximize continuity with PN forces, because consistency is key to partnership development, cultural trust, network development, and shaping operations.

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<sup>83</sup> Department of the Army, AR 11–31, *Army Security Cooperation Policy*.



Although this static is weighed favorably in line with the ability to simulate this capability, a number of respondents (25 percent) felt that the answer to continuity exist within human resourcing of SOF Permanent Change Of Station or lengthened deployments beyond six months. These options would enable SOF to support U.S. diplomatic posts overseas and provide National Security Decision Directive 38 inclusions. The National Security Decision Directive 38 is the directive that gives the Chief of Mission control of the size composition, and mandate of overseas full-time mission staffing for all U.S. Government agencies.<sup>84</sup> Because USSOF cycle through embassies so often they are perceived by both United States Government and PN as outsiders or Temporary Duty personnel, which decreases credibility, local support, and an inability to establish the relationships necessary to leverage in the event of a crisis. A third and less represented group (15 percent) felt that continuity was important, but not critical to the point where forces will not be able to achieve the same level of trust as the previous forces. If USSOF forces demonstrate a cultural congruence (i.e., multiple detachments/teams/small units act the same way, demonstrate the same behaviors, hold the same beliefs), then each small unit actually reinforces the work of the previous unit. This will lead to a sense of cultural trust; the PN forces will feel like they can trust the U.S. to act in a consistent way.

All of the qualitative and quantitative respondents conveyed a heightened level of agreement with the concepts of continuity and persistent engagement as they relate to both developing and maintaining strategic partnerships. Despite the variations of

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<sup>84</sup> U.S. Department of State, “National Security Decision Directive (NSDD) 38,” accessed August 26, 2014, <http://www.state.gov/m/pri/nsdd/>.

qualitative responses, all agreed that it is difficult to maintain trust and establish a unity of effort with the PN forces if continuity is not prioritize.

There need to be some primary personnel that attend planning conferences and that maintain higher level relationships that support the tactical relationships. Working across Strategic, Operational, and Tactical areas assists the U.S. in maintaining greater continuity of relationships (i.e. when the a team/detachment/small unit commander is promoted after interacting with a strategic partner on multiple rotations, he is assigned the next higher position within possibly a TSOC that focuses on the same PN force, anticipating that the PN leadership have also ascended to the next level, thus capitalizing on camaraderie and trust that has been built).

#### PSYOP FID in Support of the Functional Concept 7th WFF (Engagement)

“The concept of the human domain/engagement is the cognitive foundation of the 7th warfighting function’s lethal and nonlethal capabilities to assess, shape, deter and influence foreign security environments.”<sup>85</sup>

Engagement according to the 7th WFF is described as the active participation of the U.S. in relations beyond our borders, and occurs when the U.S. enters into dialogue with allies, partners, friends, and competitors.<sup>86</sup> Within USSOF, engagements typically occur during Phase-0, during which relationships are formed and the pursuit of U.S. strategic interests are shaped. The post-Iraq and Afghanistan U.S. national security

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<sup>85</sup> Sacolick, and Grigsby, 39-40.

<sup>86</sup> Petit, “Peace, Art and ... Special Operations.”

environment is focused on engagement in order to exert American influence and foreign policy.<sup>87</sup>

The notion that Psychological operators maintain a less threatening identity, opposed to the more kinetic branches of USSOCOM implies that these “Diplomatic-Warriors,” are better postured to engage with both DoS and PN forces abroad.<sup>88</sup> As such, the career field’s unique skill sets, professional attributes, technical competencies, funding resources and authorities position the branch to be the best suited prepotency for the engagement concept.

Senior SOF leadership have recognized that more emphasis must be placed on the less expensive, smaller-footprint Special Warfare persistent engagement concept, education, and training over the costly kinetic alternatives.<sup>89</sup> Inherently the force multiplier that is best suited to communicate within the Joint, Interagency, and foreign Audience dominions, is the PSYOP career field, which was established as a means to not only studies personalities and audiences, but also communicate a the strategic level on behalf of the DOD. When considering the training, critical and creative capabilities, and ability to reflect-in-action, Psychological Operators are naturally positioned to be the most effective within the social realm of the human domain or 7th WFF concept of engagement.<sup>90</sup> Furthermore, an overwhelming number of surveyed SOF operators either

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<sup>87</sup> Ibid.

<sup>88</sup> Smith, “PSYOP.”

<sup>89</sup> Sacolick and Grigsby, 39-40.

<sup>90</sup> Ibid.

strongly agreed or agreed (80 percent) that the implementation of the 7th WFF would aid USSOF with not only OPE but also enhance the SOCCOM Global SOF Network.

A large number of qualitative respondents stated that the 7th WFF's primary method for employment was through either FID or JCET operations (Appendix A). Nearly every strategic policy objective from the National Intelligence Council to each of the campaign plans of all six GCC and USSOCOM's Functional Combatant Command, state that major emphasis be placed on foreign partnerships and influence operations. Highlighting these strategic levels operational focuses not only enable USSOF access to enhance international legitimacy, gain access, and improvement multinational cooperation in support of defined military and national strategic objectives. Through FID/JCET engagements that support the concept of 7th WFF, facilitation of the conditions necessary to build trusting relationships with strategic partners, enables the U.S. a method of indirectly influencing PNs through meaningful engagements with political military leaders.

### Summary

This chapter answered the secondary questions displaying that persistent engagements are the foundation of nearly every current defense policy and the centerpiece of the U.S. National Security Strategy.

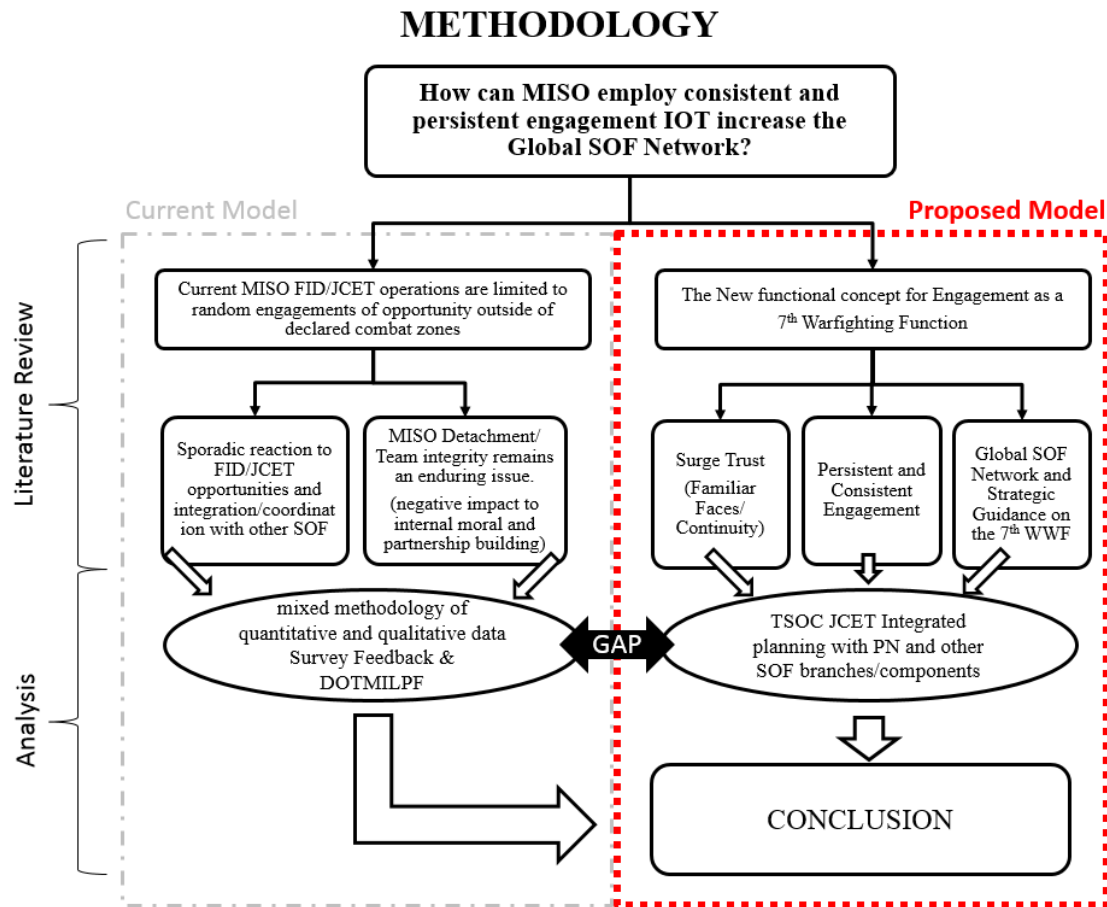


Figure 6. Thesis Methodology Diagram

Source: Created by author.

Current military doctrine, literature, and survey of SMEs coincided that persistent engagement through continuity, trust, and resiliency during Phase-0 FID operations were crucial to building strategic alliances, relationships, and OPE. The enduring results of persistent engagement support not only the SOCOM Global SOF Network, but also support the functional 7th WWF concept, and strategic objectives identified within our U.S. National Security Strategy. The proposed methodology model depicted in figure 6. Outlines the optimal COA in which; trust, continuity, persistence/consistent, and whole

of government approach to the 7th WFF support the exploitation of FID initiatives in order to develop strategic partnerships. This chapter sets the stage to answer the primary question in chapter 5.

## CHAPTER 5

### CONCLUSIONS AND RECOMMENDATIONS

You can't have Global Vigilance, Reach, and Power for America without Global Partnerships.

— General Henry H. Shelton, *Joint Vision 2020*

#### Conclusions

This study set out to determine how PSYOP could exploit FID in order to develop enduring strategic partnerships. Within the current environment and considerate of all strategic level guidance, it is imperative that a whole of government and unified action approach to Phase-0 operations are conducted, through persistent engagement (7th WFF) and both internal (USSOF entity) and external (PN Security Force) continuity. Through unified action, a synchronization of efforts between the Department of State, Inter-agency, Non-Governmental Organizations, Multinational Corporations, and DOD, PSYOP forces can employ a consistent and persistent engagement model that satisfies regional objectives, while also developing relationships necessary to expand the SOCOM Global Network and OPE.

Again and again, the theme from national command authority (NAC) remains focused on global partnership. One can argue that the military is great at maintaining these partnerships at the strategic level due to the political level and continuity at the higher levels, but fails at both the tactical and operational levels where continuity is absent (appendix A). However the most common USSOF interactions with PN security forces occur at the tactical and operational levels during Phase-0, where detachment level teams and small units develop trust and relationships in a manner that increases the

USSOF Global Network and enables enduring partnerships. Through the execution of FID initiatives such as JCET, Subject Matter Expert Exchange, or International Exercises, USSOF are not only able to provide training to foreign militaries; but also improve inter-operability of U.S. and friendly forces; peacefully and visibly demonstrate U.S. commitment and ability to defend U.S. interests; gain intelligence and familiarity with a locale; and position relevant, capable U.S. military assets such that they are likely to be available sooner rather than later in case an evolving security operation or contingency should call for them.<sup>91</sup>

Whether a single USSOF element, a joint force or task-organized as an interagency activity, conduct of FID through direct, indirect, or combat operations enables a partnership with PN forces that must be developed, maintained, and exploited in a manner that encourages dialog and networking. Similar to the International Military Education and Training Program that provides training and education to allied and friendly nations, the object is to further regional stability through effective, mutually beneficial military-to-military relations that culminate in increased understanding and defense cooperation between the U.S. and foreign countries.<sup>92</sup>

In today's environment and the foreseeable future, the key to success against the global insurgency will be through FID initiatives that enable PN to do exactly what the

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<sup>91</sup> N. Bradford Dismukes, CRM 93-192, *National Security Strategy and Forward Presence: Implications for Acquisition and Use of Forces* (Alexandria, VA: Center for Naval Analyses, 1994).

<sup>92</sup> Bureau of Political-Military Affairs, "International Military Education and Training (Imet)," U.S. Department of State, accessed October 22, 2014, <http://www.state.gov/t/pm/65533.htm>.



definition says: “Protect themselves from “subversion, lawlessness, and insurgency,”<sup>93</sup> while also fostering strategic alliances necessary to deny terrorists and their associates sanctuary, support, and freedom of movement.

Although the responsibility to develop these relationships rests on every soldier, leader, and diplomat according to the 7th WFF, PSYOP forces possess unique capabilities and extensive communication training that offer U.S. Ambassadors a non-kinetic USSOF alternative that is capable of speaking in a larger political context. In addition PSYOP forces have peacetime engagement objective responsibilities that require the sustainment of PN relations, enhancement of interoperability with key allies, and shaping of regional and local partnership capacity in support of GCCs’ Theater Security Cooperation Plans.<sup>94</sup> With these global responsibilities and the reduction of military forces, the PSYOP branch must continually look for operational relevancies that not only improve SOCOM’s global footprint and network, but support strategic initiatives, such as OPE.

### Recommendations

As the analysis shows in chapter 4, through continuity, persistence, and commitment PSYOP Operators are able to exploit FID initiatives that develop long-term strategic partnerships and operationally prepare the environment for future execution of

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<sup>93</sup> Department of the Army, FM 3-05.2, *Foreign Internal Defense*.

<sup>94</sup> Department of the Army, TRADOC Pamphlet 525-5-300, *The United States Army Full Spectrum Operations* (Ft Eustis, VA: Government Printing Office, 2008).

national power; “The really critical link in the international communications chain is the last three feet, which is best bridged by personal relationships.”<sup>95</sup>

First, PSYOP leadership must implement policy that seeks to maintain continuity of soldiers assigned within teams, detachments, or small units in a manner that not only support the thesis concept of exploitation of FID initiatives, but also enables leaders to build resilient, resourceful, and adaptable teams. Continuity at this level ensures that personnel are vested in each other, while also allowing leadership to identify weak areas that need to be addressed. At the current time, PSYOP small units on average maintain one operational or tactical deployment rotation before they are broken up and piecemealed into new small units (Appendix A). As Colonel Pettit’s published in his 2013 “Going Big by Going Small,” he suggests that doctrine on Phase-0 be modified to replace Center Of Gravity with the Right Partner, Place, Time (R3) model, and decisive points with decisive relationships.<sup>96</sup> Acknowledging that the R3 model is an imperative component and rule of SOF, the PO community must put more effort into ensuring that this factor is highly considered when implementing a model that focuses on continuity. Failing to maintain a level of unit integrity is not only a hardship on the direct level leaders, which prevents the development of cohesive teams, but also on initial mission accomplishment, which suffers due to unfamiliarity with internal Operating Procedures and individual strength and weaknesses.

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<sup>95</sup> Edward Murrow, “Was Murrow Right About the Last Three Feet?,” Public Diplomacy, Networks and Influence, September 3, 2012, accessed November 13, 2014, <http://pdnetworks.wordpress.com/2010/09/03/was-murrow-right-about-the-last-three-feet/>.

<sup>96</sup> Brian S. Petit, *Going Big by Getting Small: The Application of Operational Art by Special Operations in Phase* (Parker, CO: Outskirts Press, 2013), 22.



forces, PSYOP personnel are able to truly hone their cultural and language expertise while also building upon trust and friendships that have been developed over time. As Admiral McRaven stated in 2013, “you can’t surge trust”<sup>97</sup> which is developed over time and must be maintained in order to foster enduring relationships.

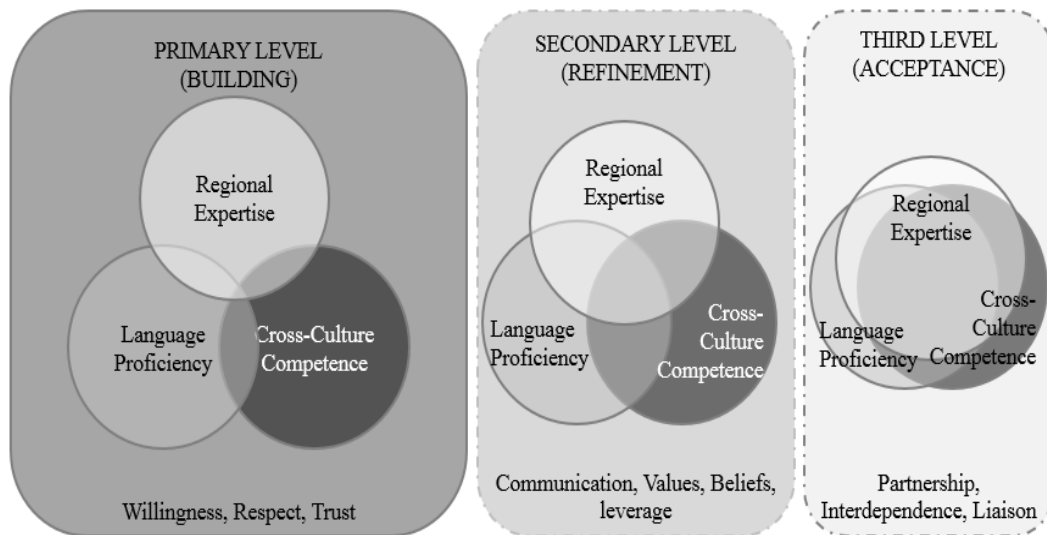


Figure 8. Benefit Model of Persistent and Consistent Partnership

*Source:* Adopted from Mei-mei Lau and G. Batonda, “Adoption of Strategic Networks: Interpersonal Relationship Sales Process Framework,” *Journal of Business and Industrial Marketing* 23, no. 5 (1986): 1, accessed November 10, 2014, <http://www.emeraldinsight.com/doi/full/10.1108/08858620810881610>.

In addition the Army Special Operations Forces benefits to operators maintaining consistency with PN security forces not only support the strategic partnership concept outlined in this thesis, but also increase regional expertise, language proficiency, and bridge cross-culture competence (figure 8). Since the majority of the defense guidance

<sup>97</sup> Howard, *War and the Liberal Conscience*, 32.

and future environment projections suggests that the primary emphasis be placed upon foreign partnerships and influence operations, PSYOP planners must aggressively seek new opportunities to provide a critical link with PN PSYOP forces, where strategic relationships can be fostered, OPE can be accomplished, and the development of Global Network can be refined. Another aspect that GCC and TSOCs can capitalize on, is the ability to create strategic messaging that PN PSYOP or Inform and Influence forces can distribute (synchronize global messaging) without the need of USSOF “boots on the ground,” enabling a relatively inexpensive capability, with PN credibility.

Third, an Inter-service Joint Combined Exercise Training (IJCET) concept that lumps all components of USSOCOM (i.e. USASOC, Naval Special Warfare (NSW), Marine Special Operations (MARSOC), and Air Force Special Operations (AFSOC)), as well as conventional RAF units into a capabilities package that fits the PN/customer’s needs. With the drawdown of combat units in support of Operation Enduring Freedom, resources and money are becoming available to re-focus efforts on FID engagements.

A broad range of direct and indirect interagency, coalition, special operations, and conventional military efforts to defeat global insurgency, subversion, and lawlessness by denying sanctuary, freedom of movement, external support mechanisms, mass popular support, access to weapons of mass destruction, psychological and propaganda effects, operational intelligence, and armed offensive capabilities.<sup>98</sup>

Through the implementation of an IJCET concept, DOD can consolidate, capitalize on relationships formed by other component partners, synchronize logistics and support functions, as well as conserve funding by deploying a multitude of military capabilities requested at one time opposed to multiple deployments by different

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<sup>98</sup> D. Jones, “Unconventional Warfare, Foreign Internal Defense, and Why Words Matter (Master’s thesis, Command and General Staff College, 2006).

organizations that all have similar GCC objectives. These rotations can become habitual and consistent in a manner that allows USSOF to effect a larger PN audience necessary to develop strategic relationships. In addition, IJCETs will incorporate all Special Operations Forces and potentially GCC, capabilities, and expertise in a manner that maximizes effects when assisting allies in defeating common threats.

With the implementation of the 1st Special Warfare Command (1st SWC), that compiles all Special Forces, PSYOP, and Civil Affairs under one command, in an effort to better support TSOC operations, the employment of the IJCET concept for U.S. Army SOF will be easier implemented. However, the integration of all service components into this concept will be necessary to add credibility and increase capability, while offering PN counterparts a larger menu of Capabilities that include kinetic and non-kinetic options, which increase interoperability.

During Pre-Mission Training, members of the IJCET team will learn what each member brings to the table, which will lead to increased understanding of overlapping between each Subject Matter Expert's (SME's) skills sets. The team will then be able to act as a whole and know how to leverage each other's specialties for overall gain of the IJCET mission. With integration and synchronization developed early in Pre-Mission Training, facilitation of unity of action in accomplishing U.S. objectives are likely to be enhanced.<sup>99</sup>

This training concept enables the PN forces to address the grievances of the populace (PSYOP), legitimize governmental institutions (CA), and increase military

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<sup>99</sup> Lohman, "Special Operations Forces Advanced Studies."

capabilities (SF, NSW, MARSOC, AFSOC), while also capitalizing on USSOF's ability to synchronize the core competencies of USSOCOM forces.

Fourth, is for PSYOP personnel to attain inclusion under National Security Decision Directive 38 and assignment within key U.S. Diplomatic posts overseas for up to 36 months. Based on their unique skill sets, professional attributes, technical competencies, funding resources and authorities, PSYOP personnel are the ideal USSOF Candidates to fill the USSOCOM Special Operations Liaison Element within U.S. Diplomatic missions abroad.<sup>100</sup> The more passive perception of PSYOP forces allows for a streamlining of placement, access, and trust. While also streamlining the relationship building at the PN level where the employment and initiation of relationships are fostered (see appendix A for detailed comments).

Benefits of PSYOP fulfilling permanent positions within U.S. Embassy's not only support USSOCOM and GCC Information related Objectives, but also Country Team's Mission Strategic Resource Plan and the overall Campaign Plan, concerning messaging. A enduring PSYOP presence within the U.S. Embassy is able to ensure that the by, with, and through concept of PN dissemination are taking place based on developed trust as well as an increase in the ability to assess impact indicators and measurements of effect of programs. This is significant as PSYOP MOEs are typically long term and require both placement and access to the TA in order to assess the effect of messaging efforts. Under the current PSYOP model, FID deployment in support of either the U.S. Embassy or

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<sup>100</sup> Kevin Smith, "PSYOP: Best Suited for U.S. Diplomatic Posts Overseas and NSDD-38 Inclusion from SOF," *Special Warfare Magazine* 27, no. 4 (October-December 2014): 20-21, accessed September 3, 2014, <http://www.soc.mil/swcs/swmag/archive.html>.

Tactical Mission last no longer than six months, which prevents relationship building and the ability to assess behavioral changes of a message.

Acknowledging the fact that U.S. Army Human Resources Command would have difficulty staffing these key positions with a complete Military Information Support Team or Tactical PSYOP Detachment, it is more suitable, acceptable, and feasible that a single PSYOP officer fill the Special Operations Liaison Element concept that USSOCOM has begun to fulfill (Appendix A).

The final factor in this request for NSDD-38 inclusion resides in the importance of networking within the U.S. Embassy. Because USSOF cycle through embassies so often they are perceived by both United States Government and PN as outsiders or Temporary Duty personnel, which decreases credibility, local support, and an inability to establish the relationships necessary to leverage in the event of a crisis.

Finally, FID needs to be added to the PSYOP core mission task list. With nearly every national level directive focused on relationships and strategic alliances, FID initiatives must be employed by PSYOP forces to set the conditions necessary for the execution of the other core tasks and strategic relationships. By making FID a stand-alone mission, specific doctrine (i.e. PAM 525-8-5 7th WFF Functional Concept for Engagement) can be published that will enable PSYOP forces to actively participate in engagement with PN PSYOP forces for the purpose of strategic enduring relations, the Global network, and Operational Preparation of the environment. Furthermore, inclusion into the task list will empower PSYOP planners and leaders to aggressively seek out reoccurring engagement opportunities.



### Areas for Further Research

During the research of this project, numerous other areas of research came to light that warrant further study.

First, as the U.S. Army embarks on its RAF effort, and USSOF continues to pursue Phase zero (shaping) activities with PN security forces as part of its FID/JCET programs, can PSYOP forces further enhance the value of both USSOF and Conventional force efforts in building partner capacity and helping to better ensure enduring strategic and military-to-military relationships? This question is significantly important in today's operating environment where interdependence, decreasing resources, and reduction of forces are required to react globally to threats and challenges to the United States and its interests abroad. Furthermore, the active PSYOP Regiment comprised of five regionally aligned battalions, one global tactical battalion, and a Dissemination Battalion is very small in nature, which limit the regiment's ability to fulfill every Request for Forces when already committed to supporting Global U.S. Embassy, TSOC, and GCC objectives.

Second, do current U.S. Army PSYOP activities (doctrine, organization, and missions) support and enhance the emerging joint and Army Security Force Assistance doctrine? The significance of this question is tied to the RAF as it relates Phase Zero (Shaping) in areas that have been habitually supported by USSOF. As such the RAF concept plans to execute enduring rotations with PNs and doctrine has yet to be written on how USSOF and conventional forces with deconflict or support one another. Since RAF and USSOF will both be conducting SFA/FID in Phase Zero, how will PSYOP

doctrine support both Geographic Combatant Command and Functional Combatant Commander (i.e. SOCOM) objectives?

Finally, should PSYOP forces be the preponency for the 7th WFF termed “engagement?” As coined by Major Kevin Smith PSYOP Soldiers are “Diplomatic-Warriors,” are uniquely trained, possess specialized communication skill sets and attributes, technically proficient in communication competencies, programs, funding sources resources and strategic authorities.<sup>101</sup> This importance of this question is tied to the National Strategic Guidance on global information superiority and the consistent engagement as laid out in nearly every strategic policy objective from the National Intelligence Council to each of the campaign plans of all six GCCs and USSOCOM’s Functional Combatant Command, state that major emphasis be placed on foreign partnerships and influence operations. Furthermore do PSYOP forces possess the ability to integrate and implement engagement opportunities in support of all elements of DOD? And, does PSYOP career management field possess the correct amount of personnel needed to support all DOD, DoS, and IA with 7th Warfighting Functional capabilities?

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<sup>101</sup> Smith, “PSYOP.”

## GLOSSARY

Conventional Forces. (1) Those forces capable of conducting operations using nonnuclear weapons. (2) Those forces other than designated special operations forces.<sup>102</sup>

Counterinsurgency. Those military, paramilitary, political, economic, psychological, and civic actions taken by a government to defeat insurgency. Also called COIN.<sup>103</sup>

Country Team. The senior, in-country, U.S. coordinating and supervising body, headed by the chief of the U.S. diplomatic mission, and composed of the senior member of each represented U.S. department or agency, as desired by the chief of the US diplomatic mission.<sup>104</sup>

Foreign Internal Defense. Participation by civilian and military agencies of a government in any of the action programs taken by another government or other designated organization to free and protect its society from subversion, lawlessness, and insurgency. Also called FID.<sup>105</sup>

Global Network. A functional concept implemented by USSOCOM that seeks to synchronize regional security coordination centers, organized and structured similarly to NATO SOF Headquarters in Mons, Belgium. The goal of the network is to more directly link deployed special operations forces (SOF)—which conduct operations under the command of the geographic commanders, not SOCOM—to one another to share information and intelligence. (JSOU: The Role of the Global SOF Network in a Resource Constrained Environment).

Host Nation. A nation that receives the forces and/or supplies of allied nations, coalition partners, and/or NATO organizations.

Indigenous. Native, originating in, or intrinsic to an area or region.<sup>106</sup>

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<sup>102</sup> Joint Chiefs of Staff, Joint Publication 1-02, *Department of Defense Dictionary of Military and Associated Terms*.

<sup>103</sup> Department of the Army, Field Manual (FM) 1-02, *Operational Terms and Graphics* (Washington, DC: Government Printing Office, 2004), 1-47.

<sup>104</sup> Joint Chiefs of Staff, Joint Publication 1-02, *Department of Defense Dictionary of Military and Associated Terms*.

<sup>105</sup> Ibid.

<sup>106</sup> Department of the Army, Field Manual (FM) 3-05.20, *Special Forces Operations* (Washington, DC: Government Printing Office, 2001).

Insurgency. An organized movement aimed at the overthrow of a constituted government through use of subversion and armed conflict.<sup>107</sup>

Interagency Coordination. Within the context of DOD involvement, the coordination that occurs between elements of DOD, and, engaged U.S. Government agencies, nongovernmental organizations, and regional and international organizations for the purpose of accomplishing an objective.<sup>108</sup>

Inter-service Joint Combined Exchange Training. The IJCET is a concept developed by the writer of this thesis for the purpose of proposing an organizational package that includes all service component special operations (i.e. Army, Marine, Navy, Air Force), Regionally Aligned Forces, Interagency, and Department of State for the purpose of consolidating efforts towards the achievement of a similar objective.

Internal Defense and Development. The full range of measures taken by a nation to promote its growth and to protect itself from subversion, lawlessness, and insurgency. It focuses on building viable institutions (political, economic, social, and military) that respond to the needs of society. Also called IDAD.<sup>109</sup>

Joint Combined Exchange Training. Is a Foreign Internal Defense exercise that is designed to provide training exercise for USSOF with PN security forces within countries that the forces may one day have to operate in, as well as providing training opportunities of the host countries.<sup>110</sup>

Joint Task Force. A joint force that is constituted and so designated by the Secretary of Defense, a combatant commander, a subordinate unified command commander, or an existing joint task force commander. Also called JTF.<sup>111</sup>

Military Assistance Advisory Group. A joint Service group, normally under the military command of a commander of a unified command and representing the Secretary of Defense, this primarily administers the U.S. military assistance.

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<sup>107</sup> Department of the Army, FM 3-05.20, *Special Forces Operations*.

<sup>108</sup> Joint Chiefs of Staff, Joint Publication 1-02, *Department of Defense Dictionary of Military and Associated Terms*.

<sup>109</sup> Ibid.

<sup>110</sup> Department of the Army, FM 3-05.2, *Foreign Internal Defense*.

<sup>111</sup> Joint Chiefs of Staff, Joint Publication 1-02, *Department of Defense Dictionary of Military and Associated Terms*.

Permissive Environment. Operational environment in which host country military and law enforcement agencies have control as well as the intent and capability to assist operations that a unit intends to conduct. (Upon approval of the JP 3-0 revision, this term and its definition will be included in JP 1-02.)

Phases of War. The U.S. military utilizes a six phased model to achieve assigned objectives. Although these phases often overlap and at times are not consecutive they are a guide as to how U.S. forces conduct unified operations. The six phases are: shape, deter, seize the initiative, dominate, stabilize, and enable civil authority (Joint Publication.<sup>112</sup>

Special Operations. Operations conducted by specially organized, trained, and equipped military and paramilitary forces to achieve military, political, economic, or informational objectives by unconventional military means in hostile, denied, or politically sensitive areas.<sup>113</sup>

Special Operations Forces. Those Active and Reserve Component forces of the Military Services designated by the Secretary of Defense and specifically organized, trained, and equipped to conduct and support special operations. Also called SOF or USSOF.<sup>114</sup>

Stability Operations. Operations that promote and protect U.S. national interests by influencing the threat, political, and information dimensions of the operational environment through a combination of peacetime development, cooperative activities and coercive actions in response to a crisis.<sup>115</sup> Military and civilian activities conducted across the spectrum from peace to conflict to establish or maintain order in States and regions.<sup>116</sup>

Unconventional Warfare. A broad spectrum of military and paramilitary operations, normally of long duration, predominantly conducted through, with, or by indigenous or surrogate forces who are organized, trained, equipped, supported,

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<sup>112</sup> Joint Chiefs of Staff, Joint Publication 3-0, *Joint Operations*.

<sup>113</sup> Department of the Army, FM 1-02, *Operational Terms and Graphics*, 1-173.

<sup>114</sup> Joint Chiefs of Staff, Joint Publication 1-02, *Department of Defense Dictionary of Military and Associated Terms*.

<sup>115</sup> Department of the Army, FM 1-02, *Operational Terms and Graphics*, 1-175.

<sup>116</sup> Department of Defense, Department of Defense Instruction 3000.05, *Stability Operations* (Washington, DC: Government Printing Office, 2009).

and directed in varying degrees by an external source. It includes, but is not limited to, guerrilla warfare, subversion, sabotage, intelligence activities, and unconventional assisted recovery. Also called UW.<sup>117</sup>

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<sup>117</sup> Joint Chiefs of Staff, Joint Publication 1-02, *Department of Defense Dictionary of Military and Associated Terms*.

## APPENDIX A

### TEXT AND PARAGRAPH RESPONSES BY QUESTION EXPLOITATION OF FID IN ORDER TO DEVELOP ENDURING STRATEGIC PARTERSHIPS

#### **1. QUESTION: WHICH AREAS OF FID CAN SOF EXPLOIT IN ORDER TO DEVELOP INTERNATIONAL STRATEGIC PARTERSHIPS?**

- a. I believe the relationships built are one of the strongest, both personal relationships and also the positive experiences that partner nations receive from the FID cause those partners to view the U.S. in a positive manner. It is the second and third order effects that truly allow SOF to exploit FID to develop international strategic partnerships.
- b. Any and all aspects of FID can be exploited by SOF in order to develop international strategic partnerships. OPE, COIN, INFO OPS, CMO/CAO, ASO.
- c. Development or enhancement of a viable security partner with common regional/international stability objectives.
- d. SOF needs to relinquish FID mission to conventional regionally aligned forces.
- e. Through multi-lateral and bilateral training, the partnerships created provide access to an area and culture.
- f. When friction or instability arises, it will be the initial and early access to that area which can be exploited to affect stability in a positive direction.
- g. Preparation for and participation in multinational exercises such as PANAMAX. In my limited experience conducting FID is usually supplemented by a country team's security cooperation plan through the procurement of weapons, and communications equipment increasing interoperability with U.S. forces.
- h. If bordering nations, whose security forces are benefiting from a U.S. security cooperation plan, SOF supported FID, and share a common threat then the opportunity to conduct or lead multinational training exists. Now you are brining two or more neighboring states, who share a common threat or concern, and benefit from a robust FID program to a training environment where they are able to discuss TTPs, share perspectives and insights, and become familiar with one another.
- i. By its nature, FID requires that USSOF partner with key partner nation SOF, law enforcement, or military units. Maintaining and improving those relationships during FID missions such as JCETs, CNTs, SMEEs, etc. is a critical component of what SOF does.
- j. The best method of developing international strategic partnerships and building sustainable partner capacity is through long term, persistent engagement with select partner nation units.
- k. Building PN capacity as a gate way to PE. the persistent presence thru SOCFWDs and JCETs provide the opportunity to build networks that i don't think we as SOF use as effectively as we should/could

- l. We should leverage all platform, areas of information, and populations. Science/tech, weapons, pharma, academia, medicine . . . these all aren't necessarily "FID" areas but can be established.
- m. Maintain host nation capabilities assessments to assist in future development of training plans and advise on employment of international SOF partners.
- n. Encourage SOF operator continuation of friendships with international partners.
- o. SOF can effectively utilize FID to build an enduring relationship with the HN military forces by placing a greater emphasis on their cultural orientation and language expertise. Gaining and maintaining proficiency in these areas will facilitate the procurement of HN resources and support the achievement of the HN's self-sufficiency. In other words, if SOF can decrease their reliance on interpreters, it would increase their communications and strengthen their relationship with the HN. Conduct training throughout various levels of the government as well as the military.
- p. I certainly think that all three areas--indirect support, direct support, and combat operations--have the potential to strengthen international strategic partnerships. Of course, it's not done in isolation and must be nested with DOS IDAD program. By providing value to a host country, in any form, we have the potential to strengthen the relationship. SOF can exploit FID to develop international strategic partnerships by building a capability within the partner force that is compatible to working with U.S. units. Additionally, the lasting personal relationships and demonstrated benefit of the engagements to the partner unit/country will have many enduring and intangible benefits to facilitate future cooperation.
- q. Integrating FID/JCETs into the overall country plan has been the most effective use that I have seen. Within SOCPAC, plans integrate across the board so that there are persistent engagements that build bi-lateral relationships as well as providing contingency Forces within the AO should a situation occur where the U.S. is asked to assist. The persistent engagement builds relations that facilitate bi-lateral relations and they allow us to work more effectively together in that both Nations have a greater understanding of what the U.S. can bring to the table and we understand what the HN brings to the table.
- r. The organization of long-term planning through Bi-lateral Defense Discussions and Multi-lateral Defense
- s. Discussions integrated SOF JCETs and GPF Exercises in a manner that built continuity through spacing exercises/locations/types of engagement. This allows for persistent engagement. In addition there were 'semi-permanent' personnel that came out for the planning events, thus creating stronger relationships and building greater trust with the HN. We build stronger relationships through maintaining some personnel that a HN can trust to be present over time---continually changing out the teams is not



always effective we lose continuity at times with continual movement. My experience within SOCPAC had some personnel that were constant for planning events and then present for the exercise, this increased the trust and the willingness for the HN to express their requirements more clearly for follow on exercises as a relationship was established and maintained.

- t. Fully integrating PSYOP/CA into USASOC IOT provide unity of command/unity of effort will enhance FID/JCET efforts and strengthen the global SOF network.
- u. Long term engagement, the success in Colombia against a 30 year insurgency was persistent engagement and influencing the key leaders because of an enduring presence.
- v. Select the units that are assessed to be the probable units around the world that will most likely action targets the U.S. deems as strategic and attempt to conduct FID with those units.
- w. Exploiting FID may help develop strategic partnerships and working relations with the host nation's economic, military, and diplomatic specialists in order to deter terroristic and other foreign threats.
- x. SOF can employ FID after limited or general war, post-UW, and post-COIN; however, FID can also be effectively prior to conflict during Phase zero (shaping). Through FID during Phase zero (shaping), CA, PO, and SF officers may influence the population and other key entities in a way that strengthens the regime and stabilizes the nation.
- y. Constant engagement with IMET students when they come to the US. Creating a formalized program of engagement with these students when they arrive on base so that for example, all IMET students arriving to Ft. Bragg are paired with officers/NCOs from the respective groups that have that AOR as their area of responsibility. Example: All IMET/international students going to Fort Carson from Europe and Africa should be paired with a USSF sponsor. Particularly if they are an SF officer in the U.S. on training or an assignment.
- z. With the ever changing environment in Europe SOF needs to be more involved in UW training and UW exercises due to increased activity by the Russians and their allies. Additionally, SOF needs to do a better job of explaining all ARSOF capabilities and assist partnered forces in developing those capabilities if they are desired. I know from my own experience many countries are interested in a SOF CA and PSYOP capability, but do not know how to get assistance in developing their own CA and PSYOP forces.
- aa. Increased use of CMO and PSYOP interactions with the host nation government. The gains from defense support of public diplomacy can be significant in building stronger partnerships toward the greater IDAD efforts.
- bb. FID gets SOF "in the door" within specific countries and within specific units. FID efforts allow SOF operators to interact closely with international SOF and potentially identify (spot and assess) soldiers that

are extremely influential, have sensitive political ties, vast potential for leadership, etc... For future development.

**2. QUESTION: WHAT IS THE IMPACT ON TRUST WHEN DIFFERENT PERSONNEL ARE DEPLOYED ON STEADY-STATE MISSIONS?**

- a. I think you risk your trust when you have a high turnover rate. You could have ten teams rotate over a five year period, and nine of those teams could have done everything right with the tenth team ruining everything if they violate the trust.
- b. Trust is built when different ODAs rotate in and out of a location, but the trust is built slower than if the same ODAs were sent to the same places over and over.
- c. Time is wasted reestablishing trust relationships instead of continuing capacity development or other ops.
- d. Trust is slightly impacted until common experiences and/or bonds are achieved with the new forces.
- e. The trust is not as optimal as could be.
- f. In most parts of the world, the relationship is more important than the outcome of the mission. Trust is integral to those relationships.
- g. As an advisor on a MiTT one of the first questions asked to me by numerous Iraqi Officers was “When are you going to leave?” Every advisor could take five steps forward over the course of a year, but when a new advisor arrives that relationship may take 3, 4, or 5 steps backwards as the trust is reestablished. Our counterparts initially expressed their impression that our forces were not committed, we were not “in it,” for the long run and would be replaced in just a few months.
- h. Low as long as those different personnel do not undermine and destroy the relationships that have been built.
- i. Impact is minimal but there is a noticeable increase in openness to training and operational discussion when someone on the team has worked with the unit before. Knowing someone is important and the relationships are personal.
- j. PN forces build rapport with one team and then they leave after 12 months and never see them again. Strong partnerships and trust are not built in 1-2 months. It requires multiple engagements with the same personnel.
- k. We can’t establish continuity, familiarity, relationships. Cultures we work with have long memories and when we have such short time on station and little time to prepare we cannot establish the rapport required to make an impact. A lot of what we do is longitudinal.
- l. International forces will trust that U.S. SOF are proficient, but we will never move beyond that to influencing other SOF operators. Influence is important as we encourage partner nation improvement in tactical areas that best augment U.S. capabilities in a coalition environment, but also in the future as foreign SOF operators (often children of important leaders in the host nation) move up their chains of command over their careers.

- m. When the same SOF personnel are deployed to one region, the level of trust increases between PN and SOF.
  - Trust levels vary every time personnel switch out.
- n. If the different personnel share consistent values, beliefs, behaviors, and norms (VBBNs), then the impact becomes multiplicative. If however, there is incongruence between one rotation and the next, it will prove deleterious.
- o. We as a nation are very good at maintaining global relationships at the strategic level where generals and Senior Executive Service civilians have continuity and focus on developing strat level objectives. However at both the tactical and operational levels our forces lack the continuity and resolve to focus on developing strategic partnerships.
- p. Trust, and respect for that matter, are earned over a period of time. Trust is earned through consistent action and demonstrated competence. When deployments are short and engagements are not persistent, the trust building apparatus is hindered. Trust under these circumstances can be earned but it is much more difficult.
- q. If USSOF were to fulfill the Special Operations Liaison Element (SOLE) positions within key U.S. Embassy's, the long term development of trust and partnership can be maintained at that level while also facilitating the handshake and introductions of incoming USSOF, which adds credibility to the JCET force.

### **3. QUESTION: WHAT IS THE IMPACT ON TRUST WHEN DIFFERENT PERSONNEL ARE DEPLOYED ON STEADY-STATE MISSIONS?**

- a. We lose the continuity and PN forces may not feel able to ask for what they need. In addition cultural expertise is built on with experience in the country/culture it's not something that can be considered complete after our schooling, so newly deployed personnel may make a rapid assessment and after spending more time in the HN realize they were completely wrong because they didn't grasp the complexity of the culture.
- b. The constant budget battle in Washington and disparate agendas between DoS and DOD present cancerous and systemic problems for global SOF engagement.
- c. Influence, if the host nation does not trust us we will not influence the leadership. Trust becomes more important when transitioning from JCETs to FID.
- d. A lack of continuity may bring about a fracture in personal relationships which in turn is a core element of building and maintaining trust.
- e. Continual, demonstrated trust over time builds strong PN relationships; however, a single breach of trust can damage a strong PN relationship and destroy an immature PN relationship. Therefore, it is imperative that U.S. SOF maintain trust at all times while building and maintaining rapport with PN counterparts.

- f. Unless there is a “handshake” of both sides knowing the next group of people coming in, trust is eroded.
- g. There isn’t any trust. You have to start from the ground up. I know due to professional development and promotions people will leave, but keeping some continuity on a team will help alleviate some of these problems.
- h. Within the PSYOP community this is a major issue. Detachments and Teams are typically and totally rearranged upon completion of a rotation. This becomes a hardship for leaders who are unable to mentor, develop, and identify weaknesses within their organizations who are rotated nearly every year.
- i. If the different personnel deployed are completely clueless about the last personnel’s activities the then impact is huge. The efforts have to be synced and nested together for real. Not this “the last guys were screwed up” mentality that is persistent. From personal experience, knowing what the last guys did and not disparaging them goes a long way with the PN.
- j. The impact on trust is detrimental when personnel are constantly switched out. Trust is a dynamic built on time and habitual relationships - there is a correlation between depth of trust and time invested between parties. Beyond trust, it is the nature of people and their response to familiarity; it is much harder to work with someone you’ve only known for two weeks versus someone you’ve known for two years.
- k. It is a natural human desire to create, build/develop, and sustain interpersonal relationships. Once different personnel are assigned to specific missions, especially where interpersonal connections have been developed and are important to mission success, it hinders the potential for mission success and moreover potential strategic advancement.
- l. The PN doesn’t feel that their mil to mil relationship is valued.

**4. QUESTION: WHAT ARE YOUR THOUGHTS ON U.S. SOF DETACHMENT CONTINUITY AS IT RELATES TO TRUST BUILDING WITH PARTNERED NATION (PN) FORCES?**

- a. I think continuity is important, and that NCOs should stay with the same team for a period of time. This can be a double edged sword because you could instill bad habits within a team if not monitored and led properly.
- b. That is where the officer comes in, to lead. The continuity in a detachment will help build the trust with PN forces.
- c. I think U.S. SOF detachments should attempt to maximize continuity with PN forces. Consistency matters both for individual development, PN development, network development, and shaping operations.
- d. Continuity is important, but not critical to the point where forces will not be able to achieve the same level of trust as the previous forces.
- e. It is needed to build relations that can be drawn upon in times of conflict.
- f. I believe it is an excellent idea, and one that is absolutely necessary if ARSOF are going to exercise sustained or persistent engagement the likely

argument to this is the potential impact on career progression, opportunity for going “native.”

- g. USSOF detachments are much more effective when their internal team continuity is not disrupted. I think that we have to look at personnel management b/c we change guys off teams every 3 years and CDRs every 2. That limits the amount of relationship building that can happen. The other issue is getting the PN to send complete units and not adhoc solutions to training with USSOF.
- h. We should have longer deployments - like FAO/USEMB personnel. People don't take us seriously and we can establish the relationships necessary to leverage in the event of a crisis or inclusion into National Security Decision Directive (NSDD) 38.
- i. USSOF Detachment continuity is a key component of trust building. A SOF detachment with a strong continuity, or permanence, increases the trust between PN forces.
- j. I believe that continuity is extremely important, since the majority of a deployment is spent building relationships.
- k. As mentioned on the last page, it's about congruence. If we demonstrate a cultural congruence (i.e., multiple detachments act the same way, demonstrate the same behaviors, hold the same beliefs), then each detachment actually reinforces the work of the previous unit. This will lead to a sense of cultural trust; the PN forces will feel like they can trust the U.S. to act in a consistent way.
- l. If there is cultural incongruence, then we will damage that trust, and the PN forces will be unable to predict a detachment's behavior.
- m. Cultural trust is far more important than personal trust. Personal trust, without cultural trust, is to be preferred to the cultural distrust that stems from incongruence. Personal trust is gained and built through repeated contact with the same individuals (i.e., the same detachment partners with the same unit repeatedly).
- n. Several teams should be dedicated to a specific unit or country for the purpose of providing a persistent engagement. This would facilitate predictability for both the U.S. and PN personnel and allow the building of personal relationships.
  - If several teams are dedicated to a unit or country they can build a progressive engagement program to allow each team to build on the success of the previous team and keep a sense of forward momentum. I have seen the opposite happen where teams have not communicated and the PN unit get taught marksmanship, land navigation and human rights training over and over again by each individual team.
- o. We can always improve, I think SOF traditionally plans in a manner to build continuity but it's something we need to consider as we look to our Partner Nations to play a greater role. Positions that we are building to maintain persistent engagement over a period of time are assisting. There

are some locations where the primary contacts for those HN have been engaging for SOF for more than three years, this is ideal as it provides a baseline continuity and gives our Partner Nation someone to fall back on and relate to in order to continue to build relations.

- p. Although a large force is not required, a persistent SOF presence enhances PN relationships and should be integrated into the USEMB country teams.
- q. Key nations must have persistent engagement to show we see them as partners, if not they will partner with other countries who do not align with our strategic objectives.
- r. USSOF should strive for continuity. But, as long as each element conducts itself professionally, PN will continue to trust USSOF.
- s. Continuity is a must IOT built trust with PNs. However, our personnel system is not currently prepared to support the continuous presence of an individual/unit beyond set rotation parameters.
- t. USSOF require significant time to build rapport and trust with PN forces; however, this time requirement must be balanced with USSOCOM, U.S. Army, and individual obligations. Consequently, USSOF may have only a couple of opportunities to engage PN forces. I recommend implementing and standardizing a rotational cycle where 1/3 to 1/2 of the USSOF team is rotating out of the joint training, thereby ensuring continuity with 1/2 or 2/3 of the U.S. team present at all times.
- u. It is nonexistent sue to ops tempo and revolving door of people.
- v. Continuity is an important benefit if it can be maintained. It's not the magical key to unlocking relationships but it certainly helps.
- w. SOF teams that have habitual relationships with the PN have an advantage in accomplishing collaborative training and tasks. There is a greater degree of commitment and trust from partners who have known the detachments and have worked with them in the past. Continuity allows the teams to establish unity of effort with the PN forces that cannot be achieved piecemeal. Each detachment has a "personality" – continuity avoids having to re-learn the personality one is dealing with for every iteration.
- x. It is a natural human desire to create, build/develop, and sustain interpersonal relationships. Once different personnel are assigned to specific missions, especially where interpersonal connections have been developed and are important to mission success, it hinders the potential for mission success and moreover potential strategic advancement.
- y. Trust is extremely important and only occurs through time in which opportunities are taken advantage of to develop trust. Moreover, trust can oftentimes be harder to gain in austere environments with the cultural considerations that are in play in most FID operations. Once trust has been established, it only benefits everyone and makes sense that we provide opportunities to sustain those efforts/relationships.
- z. Too often BCs make ad-hoc organization to support a requirement. Instead of focusing on developing the capabilities of all teams they hand pick

those with prior experience last minute. These ad-hoc organizations have to overcome teamwork challenges while supporting the PN requirements.

**5. QUESTION: HOW WILL FID/JCET SUPPORT THE FUNCTIONAL CONCEPT 7TH WFF (ENGAGEMENT)?**

- a. JCETs and CNTs provide another funding source which allows engagement to continue during peace and strained budgets.
- b. Because FID/JCET missions permit USSOF to engage with the PN forces, and sometimes with the PN civilians as well.
- c. Security cooperation, partner capacity development, relationship development, intel and information operations.
- d. Since Psychological Operators possess a lower and less threatening posture than many of the SOF components, as well as regional expertise makes the career management field the best suited branch for the prepotency of this WFF concept.
- e. Building the SOF network is the primary support to Engagement.
- f. Pursuing comprehensive engagement is a strategic approach identified in the national security strategy. The U.S. Army Functional Concept for Engagement states “Successful future Army engagements will depend on resilient Soldiers and cohesive teams of conventional and special operations forces training and working interdependently.” FID/JCET support builds relationships, familiarity, and readiness through engagement to prevent conflict and shape the operational environment in the US’ favor.
- g. FID requires engagement in order to be successful.
- h. FID/JCETs are the 7th WFF. They should be primary tools as well as the Army’s established schooling programs that bring PNs to U.S. for training. CENTCOM identified engagement and building relationships as a priority in the campaign plan as of 2013.
- i. These are operations that enable us access. They are underfunded, mismanaged, and poorly monitored.
- j. I am not necessarily behind the 7th WFF (Engagement). Unlike the other WFFs which are military truisms called into institutional “functions” to allow our organization, I do not believe that Engagement is something necessary to conduct all wars at all times and believe that non-SOF may not use Engagement if recalled to their traditional maneuver warfare roles.
- k. Continued engagements with similar personnel will help the 7th WFF.
- l. FID/JCETs will support the concept of 7th WFF by facilitating the building of trusting relationships and awareness in Partner Nations. It will give the United States a method of indirectly influencing Partner Nations through meaningful engagements with political military leaders.
- m. Persistent and planned engagement builds our relationships and supports our overall Interagency Goals and National Policies by strengthening our partnerships and potential Allies across COCOMs.

- n. Both SOF and RAF conducting FID ops and JCETs effectively meet the intent of engagement.
- o. FID/JCETs are engagements with PNs, but it needs to be joint since SOF is inherently joint.
- p. It will be a primary vehicle for engagement.
- q. It is an integral component and at times the only engagement by U.S. military in a country aside from the DAO.
- r. FID accomplishes the interaction between U.S. military personnel and HN civilian and military organizations.
- s. These efforts of engagement will include interface with organizations, leaders, populations, NGOs, and IGOs.
- t. FID is constant engagement, so it is exactly on par with the 7th WFF... Without seeing the exact definition of what DOD will call "Engagement", I can assume that we are talking about personal interaction and relationship building, which is critical during FID operations. It utilizes Economy of Force to maintain engagement with our PN.

**6. QUESTION: WHAT IS THE MEASUREMENT OF EFFECT (MOE) FOR FID IN TERMS OF THE PARTNER PREPAREDNESS AND BUILDING RELATIONSHIPS?**

- a. Good question. I think it will be hard to develop MOEs for building relationships.
- b. The MOE would be dependent upon the success of the PN element and their missions within their nation. Reduction of internal threat, supports CoM and GCC objectives, provides access and placement, and shapes the region to support national objectives Preparedness.
- c. This is difficult to measure. Without a crisis in which to respond, rehearsals and exercises are the only way to measure the level of proficiency.
- d. Relationships: One way to measure this would be willingness of the PN and key personnel to participate in joint operations and exercises.
- e. Continual invitations shows that the relationship is effective. Theater conflict support from PN.
- f. If we work ourselves out of a job in terms of PN capability and capacity, which is the desired effect and an indicator of effectiveness.
- g. Potential MOEs for FID success in building partner preparedness and relationships is increased interoperability with USSOF and CF, participation in multinational exercises, an increase in partner nation operational planning and achievements. Not only could FID build lethal and non-lethal capability at the tactical level, what if the capability takes on an operational focus as the natural course of progression.
- h. The ability of the partner force to sustain the skills received, their ability to execute their own internal training, their ability to serve as force multipliers by training other partner units (train the trainer), and their success on operational missions.



- i. Good question. It is a question that we grappled with but never really came to a conclusion. To me it is getting them to do things they would not normally do b/c you are able to leverage your mutual trust. That thing will vary from unit to unit and should be based off a solid assessment of what they are capable of prior to the engagements starting.
- j. Military status/preparedness, HA/DR readiness, facilitation, information, cooperation.
- k. MOE for FID is the trained unit meets its METL tasks with the partner nation IDAD plan, the DAO in the partner nation has met its promised training deliverable, USSOF and PN SOF understand challenges to interoperability and overcame them, USSOF has gained training on own METL tasks, and USSOF gain additional awareness of the Operational Environment to employ in the future.
- l. The MOE for FID includes a decrease in reports of insurgent activity in the area.
- m. The decrease in the initial time to build the relationship.
- n. I think that fundamentally what we're attempting to do is prepare security forces to deal with internal security issues. Therefore, the easiest MOEs would look something along the following lines:
  - Does the PN government maintain a monopoly on violence?
  - Are political grievances aired in non-violent ways?
  - Do security forces handle threats without violating human rights?
  - Have the security forces defeated guerilla forces?
- o. As far as building relationships go, since we're discussing security forces I think the MOE is far more limited:
  - Does the PN country support the U.S. on the global stage and is it willing to commit its security forces to help us in operations?
- p. A measure of effectiveness for FID is how successful a nation is at securing its populace from internal threats.
- q. In terms of preparedness and building relationships the benefits are far less tangible. How can one measure personal relationships and trust a PN has with a U.S. unit who has consistently demonstrated added value and professionalism?
- r. The MOE may be more dependent on the HN requirements, as it depends on where they are at. It needs to be long-term and at an operational level it needs to cross the lines between our interagency partners and their five year plan as well as PSYOP, CA, and SF. Our MOEs need to be longer term and attainable. For example after seven plus years of engagement our partner nation was able to locate and identify a wanted terrorist and capture/kill on National T.V. without injuring any local civilians or the local community----this happened after years of continued engagement and it was a combination of all interactions (not solely SOF, GPF, or DOS/USAID---combined efforts and plans). We need to be able to capture these concepts in our MOEs.
- s. PN independence at a level commensurate with NATO SOF standard.

- t. A shared understanding of why they are important to us and us them. Also true rapport is built thru training and culturally events.
- u. Are they willing to work with USSOF when real world mission occur.
- v. Increased influence by the SOF rep of promoting U.S. foreign policy objectives for that nation.
- w. For partner preparedness - Was the HN able to respond to crisis events? i.e., attacks against police stations or government centers.
- x. For building relationships - Did the HN agree allow the U.S. to expand training with more units throughout the region?
- y. In my opinion, the specific MOEs will be established as per your TSCP guidance when assigned the mission and refined upon mission analysis, but in generalities, the MOEs involve building and maintaining rapport with the partner unit as well as the numerous other entities with the host country to include U.S. partners (USEMB/OGA).
- z. It also includes the training aspect of the mission, assessing and improving their specific capabilities desired in the training agreement.
- aa. It is different for each country and must be measured from the internal defense strategy goals. For example, establishment of a PN school house to continue to develop identified skills/specialties. Success achieved by PN in a bilateral of multi-national exercise after receiving FID instruction.

**7. QUESTION: WHAT IS NECESSARY TO BUILD TRUSTING RELATIONSHIPS WITH PARTNER NATION FORCES THAT ARE ENDURING?**

- a. Lead by example, honesty and time. Shared hardships will also help.
- b. Rapport through mutual respect, shared burden/suffering, generosity, etc. This is easy to do, difficult to define.
- c. Treat others how you would like to be treated.
- d. Consistency, quality SOF, funding, PN gains.
- e. Credibility, consistent engagement, and perception of legitimacy.
- f. Trust, consistency.
- g. Aligned actions and words.
- h. Commitment of commanders, staffs, and Soldiers.
- i. Persistent, long-term engagement.
- j. Truthful interactions and a commitment to long term relationships. If we are just going to do random acts of touching then we should really re-think it. If the TSOC does not have a Regional Campaign plan that has a solid engagement strategy we fail if SOCOM does not look at how to integrate the seams between the GCCs and increase the cross talk for coordination on issue that are transnational we fail. EX turkey (SOCEUR) has an extreme influence on the Levant. But there is little cross talk at the SOC FWD level with SOCEUR or NATO.
- k. SOF to form a regional plan. Not saying that is an easy task but if we just started with a face to face I would call that a win.

- l. Funding, resources, manpower, continuity/longevity, knowledge, expertise, commitment, priorities, strategy, persistent engagement.
  - Demonstration of proficiency.
  - Interest in culture and the individual person.
  - Interest in helping the partner nation's priorities.
  - Personal rapport.
  - Continued or habitual contact.
- m. Language and cultural proficiency of SOF, PSYOP and CA forces equates to increased trust and strengthened relationships between U.S. and PN.
  - Deploying the same personnel.
  - Congruency and contact.
- n. A consistent message, demonstrating value added and meaningful relationships developed between individuals.
- o. Consistent and persistent engagement. The teams need to have some continuity even if they bounce between deployments, there need to be some primary personnel that attend planning conferences and that maintain higher level relationships that support the tactical relationships. Working across Strategic, Operational, and Tactical areas assists us in maintaining greater continuity of relationships (i.e. when the SOJ38...etc... maintain the position for three years and are based on personnel that have already had interactions within the PN as a team leader/JCET leader in the past...this continues to build and develop trust and long term relationships).
- p. Consistent and unified engagement in the PN AO. Requires constant funding stream and USEMB engagement.
- q. Provide hard, quality training and work every day to build a bridge of trust. Foreign countries are not ignorant to our goals, but every day you have to spend time building that trust.
- r. Consistent engagements.
- s. Consistency in standards first, then consistency among forces involved.
- t. Consistent personal interaction and shared experiences.
- u. Showing that you actually care about their improvement and forces. Broader even, showing that you care about their country. Showing interest in their country and learning about it goes a long way.
- v. The ability to present credible options to the HN for increasing capability and showing them that they are able to accomplish their security objectives with U.S. assistance.
- w. Establishing initial rapport and continuing to develop rapport are critical. While establishing and developing rapport, relationships develop and it is only natural that partner nation forces will become more "user friendly" with you. This in turn allows SOF operators to exercise specific skill sets within the scope of the JCET program to build enduring trusting relationships.
- x. Repeatedly send the same SOF operators to the same locations potentially working with the same partner nation forces only makes sense in

numerous ways. While an extreme challenge within SOF, any ability to exercise this concept will have vast impacts on the FID/JCET program and strengthen partner nation relationships worldwide.

- y. Consistent teams that hand over responsibilities to the new officer/NCO while conducting the JCET in that country.

**8. QUESTION: THIS SPACE IS FOR YOU TO PROVIDE ADDITIONAL COMMENTS AND/OR SUGGESTIONS REGARDING FID/JCET OPERATIONS**

- a. While conducting COIN, is FID a subset of COIN or COIN a subset of FID?
- b. FID is primarily developing the host nation capability and developing viable partners in PHO operations.
- c. JCET is primarily developing our own SOF capability to conduct FID and UW with a byproduct of developing viable partners in PHO operations.
- d. Localized or country specific threats have the potential for regional and global impacts. Unfortunately this is the case for most countries throughout the world, but persistent engagement through comprehensive FID and JCETs executed by SOF has the potential to neutralize or reduce threat levels to a manageable state while avoiding significant risk to SOF.
- e. FID and JCETs are a tool that the TSOC and SOCFWDs should use ICW the DOS to work on the IDAD program for the country but if that program is not tied into a regional program with the GCC we are just spinning our wheels. The whole of GOVT approach is required to really conduct FID effectively.
- f. SOF forces who have the ability to effectively communicate with the HN forces without the reliance on interpreters shows a high level of commitment to the HN.
- g. I think they're great and already captured under the existing six WFF. I'm not sold on Engagement. There is plenty of work to go around and so we ought not to be concerned about the RAF conducting similar operations.
- h. I believe there will be push back from teams who might be consistently going to less desirable locations.
- i. These less desirable engagement locations are all the more important, because these are the locations we do not want to collapse to a point where conventional forces must be employed. Success will also be hard to define. The only thing that would be clearly defined is a collapse, a failure.
- j. AFSOC has divested the majority of its FID capable mission sets and should seek to redevelop a long term solution to enhance the global SOF network and ensure access to future conflict areas. Divesting the Rotary Wing FID mission is short sighted and potentially budget driven given the higher priority/demand for kinetic and ISR assets in today's fight and misses the mark on shaping to prevent future conflicts.

- k. Permanently forward deploy more large SOF forces to the region they will be conducting FID/JCETs in to be closer to the area for monetary and cultural purposes.
- l. Aside from trust with HN and PN forces, FID avails SOF the opportunity to gain access to the HN personalities and shape the environment for future contingencies. The first time operators learn about a region should not be after things have already gone bad.

## APPENDIX B

### EXPLOITATION OF FID IN ORDER TO . . .

Select the description that best describes your career field

**Response Rate: 100% (N=30) Question Type: Choose one**

18A Special Forces	14	47%
37A Psychological Operations	7	23%
38A Civil Affairs	5	17%
Other Army SOF	1	3%
Other Service SOF	1	3%
Other	2	7%
<b>Total Responses</b>	<b>30</b>	

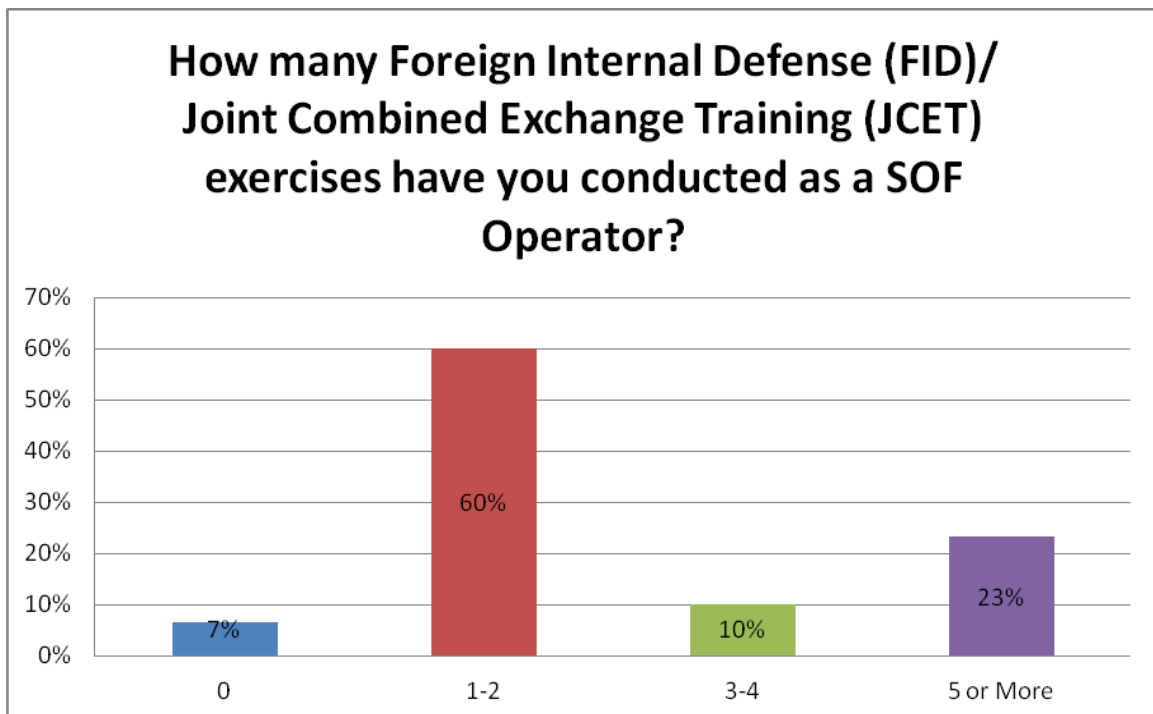
Other Responses

AFSOC	1
Army Log assigned to ARSOF	1
<b>Total Responses</b>	<b>2</b>

How many Foreign Internal Defense (FID)/ Joint Combined Exchange Training (JCET) exercises have you conducted as a SOF Operator?

**Response Rate: 100% (N=30) Question Type: Choose one**

0	2	7%
1-2	18	60%
3-4	3	10%
5 or More	7	23%
<b>Total Responses</b>		<b>30</b>

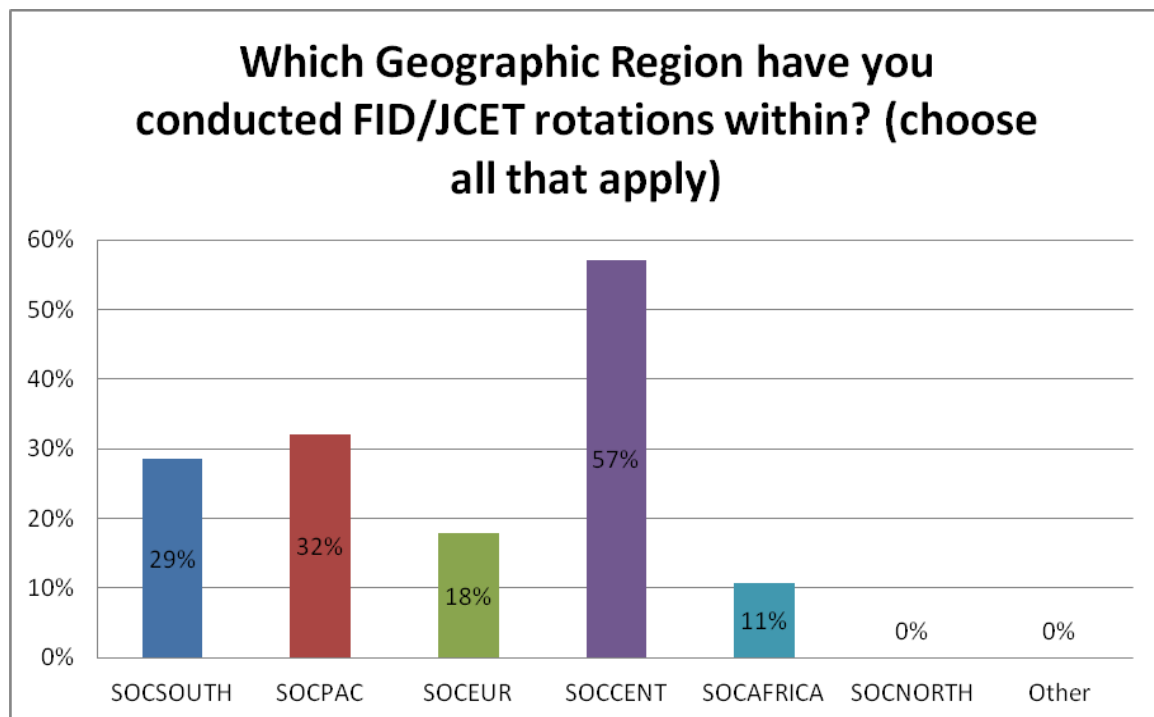


Which Geographic Region have you conducted FID/JCET rotations within?

(Choose all that apply)

**Response Rate: 93% (N=28) Question Type: Choose many**

SOC SOUTH	8	29%
SOC PAC	9	32%
SOC EUR	5	18%
SOC CENT	16	57%
SOC AFRICA	3	11%
SOC NORTH	0	0%
Other	0	0%
<b>Total Responses</b>	<b>41</b>	



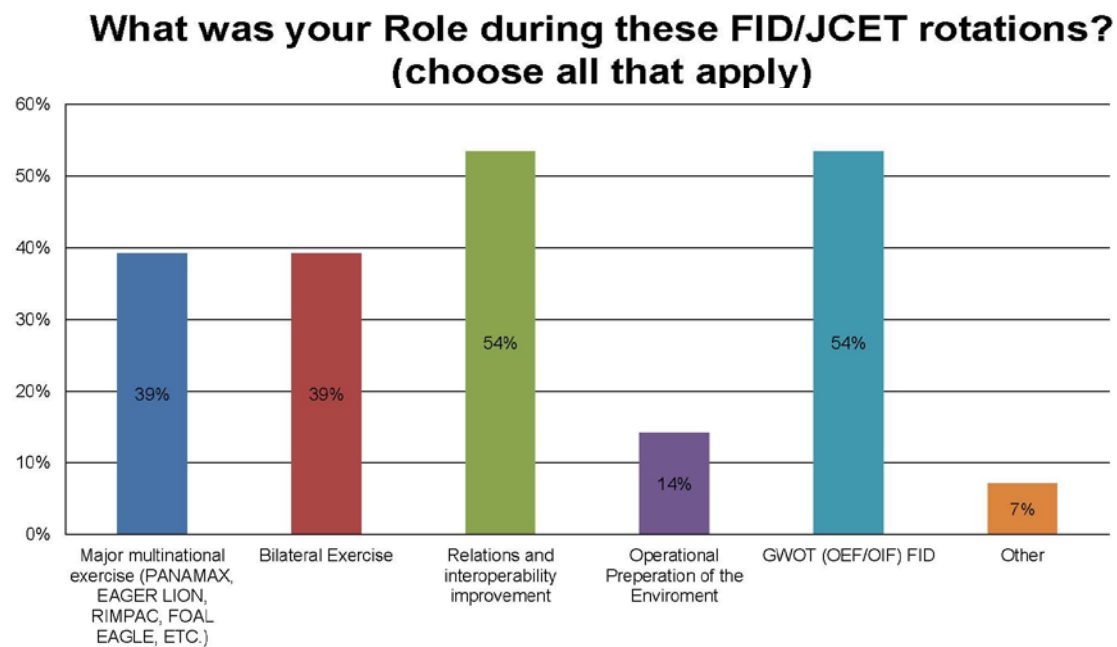


What was your Role during these FID/JCET rotations?

(Choose all that apply)

**Response Rate: 93% (N=28) Question Type: Choose many**

Major multinational exercise (PANAMAX, EAGER LION, RIMPAC, FOAL EAGLE, ETC.)	11	39%
Bilateral Exercise	11	39%
Relations and interoperability improvement	15	54%
Operational Preparation of the Environment	4	14%
GWOT (OEF/OIF) FID	15	54%
Other	2	7%
<b>Total Responses</b>	<b>58</b>	



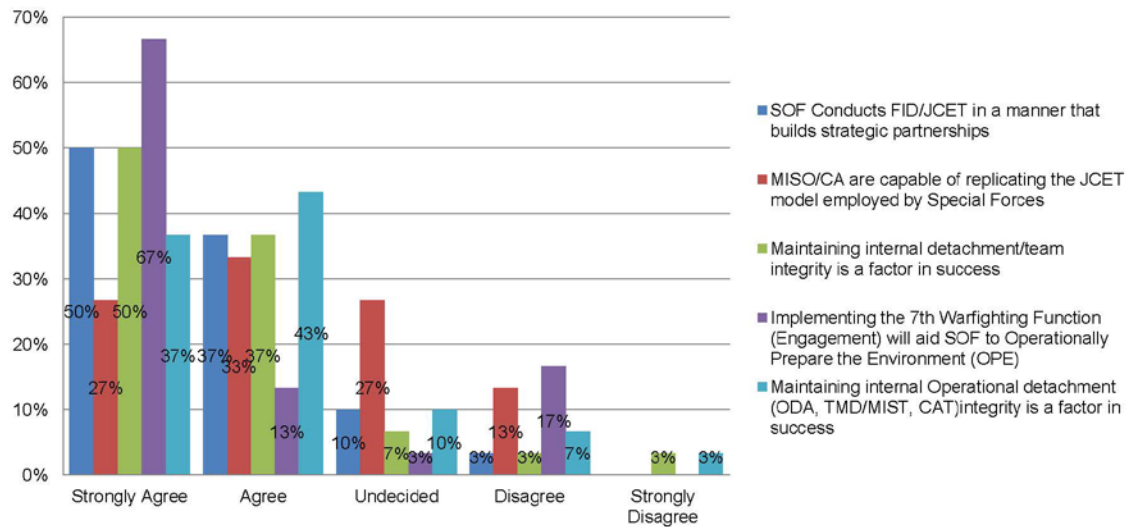
Please select your level of agreement or disagreement with the following statements:

SOF conducts FID in a manner that builds long term relationships?

**Question Type: Choose one**

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Total Responses
SOF Conducts FID/JCET in a manner that builds strategic partnerships	15 50%	11 37%	3 10%	1 3%	0 0%	<b>30</b>
PSYOP/CA are capable of replicating the JCET model employed by Special Forces	8 27%	10 33%	8 27%	4 13%	0 0%	<b>30</b>
Maintaining internal detachment/team integrity is a factor in success	15 50%	11 37%	2 7%	1 3%	1 3%	<b>30</b>
Implementing the 7th Warfighting Function (Engagement) will aid SOF to Operationally Prepare the Environment (OPE)	20 67%	4 13%	1 3%	5 17%	0 0%	<b>30</b>
Maintaining internal Operational detachment (ODA, TPD/MIST, CAT) integrity is a factor in success	11 37%	13 43%	3 10%	2 7%	1 3%	<b>30</b>
<b>Total Responses</b>	<b>69</b>	<b>49</b>	<b>17</b>	<b>13</b>	<b>2</b>	<b>150</b>

### SOF Conducts FID/JCET in a manner that builds strategic partnerships



Which areas of FID can SOF exploit in order to develop international strategic partnerships?

Response Rate: 87% (N=26) Question Type: Paragraph

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**Total Responses: 26**

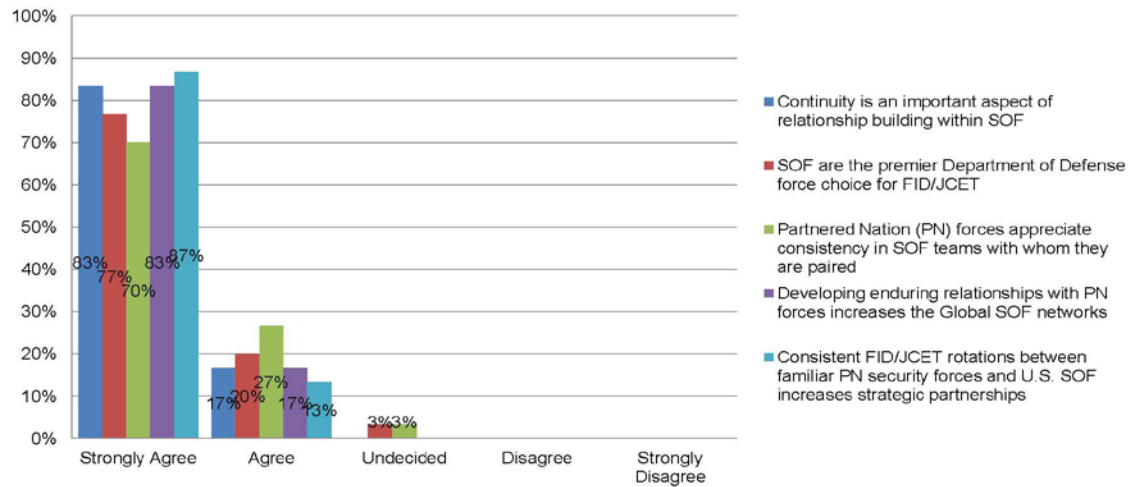
Please select your level of agreement or disagreement with the following statements:

SOF conducts FID in a manner that builds long term relationships?

**Question Type: Choose one**

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Total Responses
Continuity is an important aspect of relationship building within SOF	25 83%	5 17%	0 0%	0 0%	0 0%	<b>30</b>
SOF are the premier Department of Defense force choice for FID/JCET	23 77%	6 20%	1 3%	0 0%	0 0%	<b>30</b>
Partnered Nation (PN) forces appreciate consistency in SOF teams with whom they are paired	21 70%	8 27%	1 3%	0 0%	0 0%	<b>30</b>
Developing enduring relationships with PN forces increases the Global SOF networks	25 83%	5 17%	0 0%	0 0%	0 0%	<b>30</b>
Consistent FID/JCET rotations between familiar PN security forces and U.S. SOF increases strategic partnerships	26 87%	4 13%	0 0%	0 0%	0 0%	<b>30</b>
<b>Total Responses</b>	<b>120</b>	<b>28</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>150</b>

### Continuity is an important aspect of relationship building within SOF



What is the impact on trust when different personnel are deployed on steady-state missions?

**Response Rate: 93% (N=28) Question Type: Paragraph**

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**Total Responses: 28**

What are your thoughts on U.S. SOF detachment continuity as it relates to trust building with Partnered Nation (PN) forces?

**Response Rate: 90% (N=27) Question Type: Paragraph**

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**Total Responses: 27**

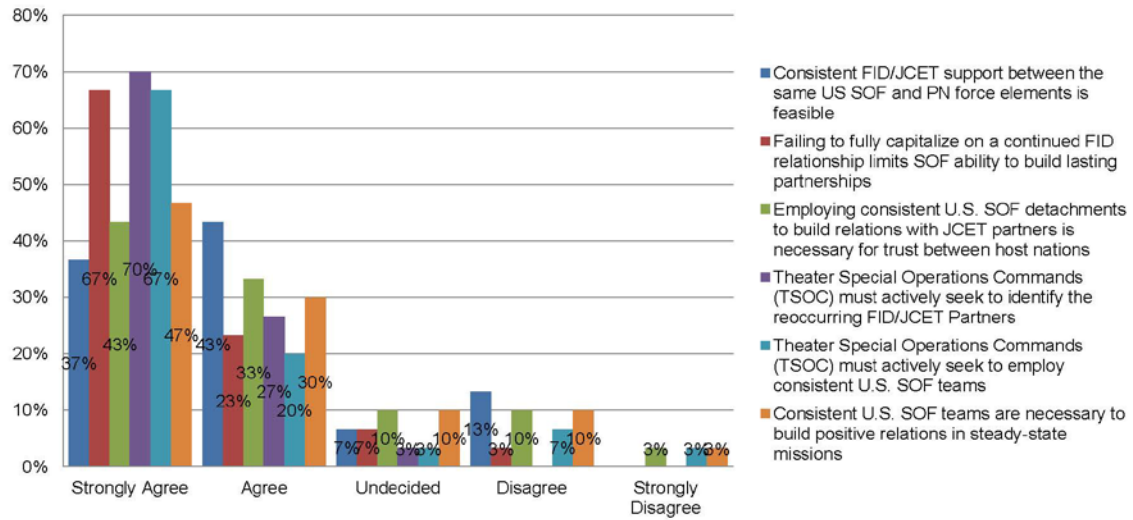
Please select your level of agreement or disagreement with the following statements:

SOF conducts FID in a manner that builds long term relationships?

**Question Type: Choose one**

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Total Responses
Consistent FID/JCET support between the same USSOF and PN force elements is feasible	11 37%	13 43%	2 7%	4 13%	0 0%	<b>30</b>
Failing to fully capitalize on a continued FID relationship limits SOF ability to build lasting partnerships	20 67%	7 23%	2 7%	1 3%	0 0%	<b>30</b>
Employing consistent U.S. SOF detachments to build relations with JCET partners is necessary for trust between host nations	13 43%	10 33%	3 10%	3 10%	1 3%	<b>30</b>
Theater Special Operations Commands (TSOC) must actively seek to identify the reoccurring FID/JCET Partners	21 70%	8 27%	1 3%	0 0%	0 0%	<b>30</b>
Theater Special Operations Commands (TSOC) must actively seek to employ consistent U.S. SOF teams	20 67%	6 20%	1 3%	2 7%	1 3%	<b>30</b>
Consistent U.S. SOF teams are necessary to build positive relations in steady-state missions	14 47%	9 30%	3 10%	3 10%	1 3%	<b>30</b>
<b>Total Responses</b>	<b>99</b>	<b>53</b>	<b>12</b>	<b>13</b>	<b>3</b>	<b>180</b>

## Consistent FID/JCET support between the same US SOF and PN force elements is feasible



## APPENDIX C

### STATISTICAL COMPARISONS

Career field	18A Special Forces	37A Psychological Operations	38A Civil Affairs	Other Army SOF	Other Service SOF	Other
Count	14	7	5	1	1	2
Percent	47	23	17	3	3	7

FID Exercises	0	1-2	3-4	5 or More
Count	2	18	3	7
Percent	7	60	10	23

Which Geographic Region have you conducted FID/JCET rotations within?	Metric	Yes	No
SOCSOUTH	Count	8	22
	Percent	27	73
SOCPAC	Count	9	21
	Percent	30	70
SOCEUR	Count	5	25
	Percent	17	83
SOCCENT	Count	16	14
	Percent	53	47
SOCAFRICA	Count	3	27
	Percent	10	90

What was your Role during these FID/JCET rotations?	Metric	Yes	No
Major multinational exercise (PANAMAX, EAGER LION, RIMPAC, FOAL EAGLE, ETC.)	Count	11	19
	Percent	37	63
Bilateral Exercise	Count	11	19
	Percent	37	63
Relations and interoperability improvement	Count	15	15
	Percent	50	50
Operational Preparation of the Environment	Count	4	26
	Percent	13	87
GWOT (OEF/OIF) FID	Count	15	15
	Percent	50	50
Other	Count	2	28
	Percent	7	93

Question	Metric	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
SOF Conducts FID/JCET in a manner that builds strategic partnerships	Count	15	11	3	1	0
	Percent	50	37	10	3	0
MISO/CA are capable of replicating the JCET model employed by Special Forces	Count	8	10	8	4	0
	Percent	27	33	27	13	0
Maintaining internal detachment/team integrity is a factor in success	Count	15	11	2	1	1
	Percent	50	37	7	3	3
Implementing the 7th Warfighting Function (Engagement) will aid SOF to Operationally Prepare the Environment (OPE)	Count	20	4	1	5	0
	Percent	67	13	3	17	0
Maintaining internal Operational detachment (ODA, TMD/MIST, CAT) integrity is a factor in success	Count	11	13	3	2	1
	Percent	37	43	10	7	3
Continuity is an important aspect of relationship building within SOF	Count	25	5	0	0	0
	Percent	83	17	0	0	0
SOF are the premier Department of Defense force choice for FID/JCET	Count	23	6	1	0	0
	Percent	77	20	3	0	0
Partnered Nation (PN) forces appreciate consistency in SOF teams with whom they are paired	Count	21	8	1	0	0
	Percent	70	27	3	0	0



Developing enduring relationships with PN forces increases the Global SOF networks	Count	25	5	0	0	0
	Percent	83	17	0	0	0
Consistent FID/JCET rotations between familiar PN security forces and U.S. SOF increases strategic partnerships	Count	26	4	0	0	0
	Percent	87	13	0	0	0
Consistent FID/JCET support between the same US SOF and PN force elements is feasible	Count	11	13	2	4	0
	Percent	37	43	7	13	0
Failing to fully capitalize on a continued FID relationship limits SOF ability to build lasting partnerships	Count	20	7	2	1	0
	Percent	67	23	7	3	0
Employing consistent U.S. SOF detachments to build relations with JCET partners is necessary for trust between host nations	Count	13	10	3	3	1
	Percent	43	33	10	10	3
Theater Special Operations Commands (TSOC) must actively seek to identify the reoccurring FID/JCET Partners	Count	21	8	1	0	0
	Percent	70	27	3	0	0
Theater Special Operations Commands (TSOC) must actively seek to employ consistent U.S. SOF teams	Count	20	6	1	2	1
	Percent	67	20	3	7	3
Consistent U.S. SOF teams are necessary to build positive relations in steady-state missions	Count	14	9	3	3	1
	Percent	47	30	10	10	3

## Comparisons

a. We compared the survey responses to the ordinal scale survey questions by the FID Exercises and Career Field demographics.

b. For these comparisons we used the Kruskal-Wallis non-parametric mean rank test to see if statistically significant differences existed in the responses. Statistically significant differences are those that would be difficult to explain by chance alone. In each case we used  $\alpha=.05$  as the significance level to determine if such differences existed.

c. We discuss only the cases in which we detected statistically significant differences. In the tables presented below the lower the mean rank response is for a given question, the more the result tends to be skewed toward the favorable responses (e.g. Strongly Agree, Agree). In each case the lowest mean rank response is statistically significantly lower than the highest mean rank response. But we can't necessarily make this claim for other pairs of values between these two numbers. Therefore, we focus attention primarily on the lowest and highest mean ranks. For each question the results are sorted by Mean Rank (lowest to highest).

d. The Kruskal-Wallis comparison by the FID Exercises demographic resulted in statistically significant differences for one of the Likert scale (Strongly Agree,..., Strongly Disagree). We do not discount the possibility that this one statistically significant results occurred by chance ( $\alpha = 0.05$ ). Those participating in three or four FID exercises gave the most favorable responses and those participating in zero FID exercises gave the least favorable responses.

Question	Foreign Internal Defense (FID)/ Joint Combined Exchange Training (JCET) exercises	N	Mean Rank	Strongly Agree %	Agree %	Undecided %	Disagree %	Strongly Disagree %
SOF are the premier Department of Defense force choice for FID/JCET	3-4	3	12.00	100	0	0	0	0
	1-2	18	14.42	83	17	0	0	0
	5 or More	7	16.14	71	29	0	0	0
	0	2	28.25	0	50	50	0	0

e. The Kruskal-Wallis comparison by the Career Field demographic resulted in statistically significant differences for five of the Likert scale (Strongly Agree,..., Strongly Disagree). The probability is less than 1% (0.01) that these five statistically significant results occurred by chance ( $\alpha = 0.05$ ). 38A Civil Affairs respondents gave the most favorable responses in three cases and Other Army SOF respondents gave the least favorable responses in three

cases. Comparing the responses to these questions using Friedman's two-way analysis of variance by ranks yielded a statistically significant aggregate ranking (most to least favorable) of 38A Civil Affairs, 18A Special Forces, 37A Psychological Operations, Other Service SOF, Other, Other Army SOF ( $\alpha = 0.05$ ). Use of the Kruskal-Wallis Multiple Comparison Procedure to try to determine statistical ties yielded ambiguous results.

Question	Career field	N	Mean Rank	Strongly Agree %	Agree %	Undecided %	Disagree %	Strongly Disagree %
Maintaining internal Operational detachment (ODA, TMD/MIST, CAT) integrity is a factor in success	38A Civil Affairs	5	6.00	100	0	0	0	0
	Other Service SOF	1	6.00	100	0	0	0	0
	37A Psychological Operations	7	17.21	29	43	14	14	0
	18A Special Forces	14	17.61	21	57	7	7	7
	Other	2	18.00	0	100	0	0	0
	Other Army SOF	1	26.00	0	0	100	0	0
Partnered Nation (PN) forces appreciate consistency in SOF teams with whom they are paired	38A Civil Affairs	5	11.00	100	0	0	0	0
	18A Special Forces	14	13.07	86	14	0	0	0
	Other	2	18.25	50	50	0	0	0
	37A Psychological Operations	7	19.93	43	43	14	0	0
	Other Army SOF	1	25.50	0	100	0	0	0
	Other Service SOF	1	25.50	0	100	0	0	0
Developing enduring relationships with PN forces increases the Global SOF networks	18A Special Forces	14	13.00	100	0	0	0	0
	38A Civil Affairs	5	13.00	100	0	0	0	0
	Other Service SOF	1	13.00	100	0	0	0	0
	37A Psychological Operations	7	19.43	57	43	0	0	0
	Other	2	20.50	50	50	0	0	0
	Other Army SOF	1	28.00	0	100	0	0	0
Consistent FID/JCET rotations between familiar PN security forces and U.S. SOF increases strategic partnerships	18A Special Forces	14	13.50	100	0	0	0	0
	38A Civil Affairs	5	13.50	100	0	0	0	0
	37A Psychological Operations	7	15.64	86	14	0	0	0
	Other	2	21.00	50	50	0	0	0
	Other Army SOF	1	28.50	0	100	0	0	0
	Other Service SOF	1	28.50	0	100	0	0	0

Theater Special Operations Commands (TSOC) must actively seek to employ consistent U.S. SOF teams	38A Civil Affairs	5	10.50	100	0	0	0	0
	18A Special Forces	14	13.64	79	14	0	7	0
	37A Psychological Operations	7	17.00	57	29	0	0	14
	Other	2	23.50	0	100	0	0	0
	Other Service SOF	1	27.00	0	0	100	0	0
	Other Army SOF	1	28.50	0	0	0	100	0

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