

## CHAPTER 11

## Dissemination, Impact Assessment, and Posttesting



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PSYOP units disseminate PSYOP products to selected target audiences using audiovisual, audio, and visual media. Programs of psychological actions conducted by SOF and GP forces can amplify and enhance the overall PSYOP program. To determine the effectiveness of the PSYOP program, PSYOP personnel must assess the Impact of PSYOP products on the target audience. They must determine whether specific behavior occurred because of the PSYOP products or because of other actions. Through posttesting, PSYOP personnel can discover why the target audience responded in a certain way.

### Techniques for Audiovisual Dissemination

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Selecting dissemination techniques is influenced by a combination of several factors, including political, military, and geographic considerations; countermeasure; weather; and availability of dissemination devices. By carefully considering the potential effects of these factors and using the unique delivery techniques of each medium to their full extent, PSYOP units can successfully disseminate PSYOP products to the target audience.

The audiovisual media used to disseminate PSYOP products fall into three categories face-to-face communication, television broadcasting (including videotape presentations), and movies. Audiovisual media have a great appeal because they add motion to the perceptions of sight and sound.

#### Face-to-Face Communication

Face-to-face communication plays a significant role in PSYOP. PSYOP personnel use it when preparing for other types of dissemination. The activities described in the following paragraphs provide excellent settings for face-to-face communication.

**Rallies and Demonstrations.** Rallies are large groups of people who gather to proclaim public support for an issue. Such activities may involve violent or nonviolent behavior. Demonstrations are similar to rallies, but their purpose is to

protest. People are induced by several psychological factors to attend rallies and demonstrations. Examples include—

- An honest desire to support or protest an issue.
- The opportunity to participate in what is viewed as a novel experience.
- Curiosity.
- The social attraction of the issue.
- The opportunity to interact with others.
- Antisocial motivation—for example, the desire to cause violence or civil disturbance.
- The belief that large numbers of people can obtain results.
- The feeling of righteousness.

A rally or demonstration can be a very useful means for disseminating PSYOP messages. However, due to the potential for civil disturbance, PSYOP personnel must exercise care when planning a rally or a demonstration.

Encouraging or instigating violent behavior at rallies or demonstrations is not U.S. policy. Violent rallies or demonstrations frequently fail because of the inherent law of control once violence has started. They may also cause counterproductive responses in which the target audience hardens its position, thus leading to polarization.

Some groups may exist within the HN that favor violence and the creation of civil disturbance. The goals of these groups may include desires to damage the government's image, to provoke a "newsworthy" overreaction by authorities, to demonstrate the government's inability to protect its citizens, and to imply widespread dissatisfaction with the government. These same groups may also use violence to recruit additional adherents.

The crowd is the basic ingredient of any rally, demonstration, or civil disturbance. Not all crowds are aggressive, and not all crowds will erupt into violence. Suggestibility is a crowd quality used by individuals or groups to transform a passive crowd into an aggressive crowd. For planning purposes, PSYOP personnel should understand the following classifications of crowds: casual, conventional, expressive, and mobilized.

The casual crowd is a temporary collection of people who happen to be present at a given location. An example is individuals in a village market square waiting for merchants to open for business.

A conventional crowd is a collection of people who assemble at a designated site for a planned occasion. An example is a sporting event.

An expressive crowd is a collection of people who congregate to express themselves by singing, dancing, or participating in other similar activities. Examples include church choirs, school plays, and festivals.

The mobilized crowd is a collection of people who gather because of hostile beliefs. Mobilized crowds may form spontaneously upon hearing of some real or

fabricated incident or through a planned rally or demonstration. Manipulating a mobilized crowd is a principal aim of individuals or groups advocating civil disturbance, including violence.

PSYOP personnel planning a rally or demonstration should review FM 19-15. They should also consider the—

- Program activity.
- Physical setting.
- Emotional setting.
- Appearance of spontaneity.
- Prevention of violence.

Program activity includes publicity and the purpose of the rally or demonstration. It also includes the nature and order of speakers, the sequence of events, and inclement weather options.

Physical setting includes site preparation, participant conveniences, transportation, routes of march, and physical security. It also includes coordination with legal authorities, selection of appropriate communications, arrangements for media coverage, and hostile group counteractions.

Emotional setting includes preparing and disseminating products before the rally or demonstration and selecting appropriate situational factors for exploitation. It also includes the use of the most effective “medium of expression” —for example, banners or placards, creating effective slogans, and using prepared “incidents” to maintain fervor.

PSYOP personnel must carefully plan, control, and organize rallies and demonstrations. However, to be really effective, they should appear to be spontaneous. “Piggybacking,” or scheduling a rally or demonstration in conjunction with an event already scheduled by a particular target audience, is a method of reducing the planning and organizational requirements of a rally or demonstration.

Though the prevention of violence in a planned rally or demonstration is primarily a responsibility of security forces, PSYOP personnel can be proactive in preventing violence. Subversive elements will be active before the planned rally or demonstration, and PSYOP personnel, through intelligence from HN sources, can help identify key personnel active in these movements. FM 19-15 provides specific guidance on information planning and threat analysis. Normally, an efficient civil disturbance plan enforced by well-trained security forces will contain violence.

**Rumors.** The primary means of disseminating rumors is face-to-face communication. Lack of information about matters important to a target audience creates a need for relief from ambiguity. The need for relief causes tension: the target audience looks for release from the tension. A rumor satisfies both needs by providing relief when the target audience accepts the

rumor and release when the target audience spreads the rumor. PSYOP personnel should not sell short the use of rumors. Rumors are very potent weapons, but they must be well-planned and controlled.

Rumors provide additional benefits to individuals or groups, such as justification and explanation for events. There are three elements of rumor dissemination:

- The source. The source must be appealing and, above all, credible to the audience.
- The rumor. Rumor content must also be credible.
- The receiver-repeater. The receiver of a rumor becomes a repeater when he passes the rumor.

PSYOP personnel must remember three transmission characteristics when disseminating a rumor. First, the story must be reduced to the memory capacity of the receiver-repeater (R2). The term for this characteristic is “leveling.” Leveling tailors rumors into accounts that are brief and progressively simple. The R2 reduces the elements of a story to the ones he can best retain or personally identify with.

The second characteristic is “sharpening.” Sharpening is the selective perception, retention, and repetition of a limited number of details from a larger story content. Information that is not leveled is sharpened and becomes important. What is sharpened by one group maybe leveled by another.

The third characteristic is “assimilation,” an involuntary mental act the R2 performs. The R2 adjusts a story to fit his viewpoint, based on his personality, habits, interests, and sentiments. Assimilation carries much of the R2’s emotion-based ethnocentrism, stereotyping, and prejudice. PSYOP personnel should not be intimidated by these facets of the R2’s emotions, as they are fairly easily identified. Identifying and understanding the R2’s emotions help in selecting the story.

Rumors have three common themes: hate, fear, and hope. Hate rumors exploit dislikes and prejudices. Fear rumors normally involve a threat and are based on the target audience’s fears about future events built on a natural tendency to believe the worst. Hope rumors are based on wishes for a favorable turn of events. People generally hope for the best while believing the worst. Hope rumors may cause a target audience to letdown its guard.

Another type of rumor, the “diving rumor,” depends on a subject. This rumor resurfaces each time similar events or circumstances occur. PSYOP personnel should uncover diving rumors to determine their usefulness and to be ready to counter them by recognizing the similar events or circumstances that spur them. For example, PSYOP personnel must aggressively seek superstitions of the target audience in hostile environments. Superstitions allow for effective use of rumors. Major General Edward Lansdale, USAF (Retired), relates in his book **In the Midst of Wars** the use of a fear rumor in the Philippines. The target audience was fearful of vampires. The rumor was planted that an area held by Hukballahap, or Huk, guerrillas was inhabited by a vampire. The rumor was given time to spread and given irrefutable credibility by planting the corpse of a Huk guerrilla which had

been drained of blood and displayed two small holes in the neck. The remaining Huk guerrillas left the area in question.

If face-to-face communication for rumor dissemination is not feasible, another medium must be selected. Regardless of the medium chosen, credibility must be one of its strong points. The information contained in the rumor must be of interest to the target audience and the source of the rumor must be believable. This credibility factor is indispensable. The rumor content must be reasonable and consistent with the prevailing mood of the selected target audience. A rumor operation should be reinforced by a related event. If an event is created to reinforce a rumor, it must be of sufficient substance to create a lasting impression.

The potential obviously exists for hostile rumors to surface. There are the techniques suitable for countering a rumor. The first technique is eliminating the motivating situation or interest in that situation. This technique may prove to be difficult in most cases. The second technique is publicizing the facts about the existing situation. PSYOP personnel should provide complete information to satisfy the target audience's lack of information. This technique should not be ignored even if the information proves to be painful. The third technique involves creating a rumor-conscious attitude in the target audience. The target audience must feel that its leaders will tell the truth about rumors. Honest effort on the part of the target audience's leaders to check the facts surrounding rumors against what the target audience is hearing reduces information distortion and rumor transmission.

**Key Communicators.** A key communicator is one who has access to, stature in, and credibility with, a target audience. When selecting a key communicator, PSYOP personnel should examine his degree of influence, his ability to disperse the PSYOP message, and the characteristics of his prestige.

**Civic Action Programs (CAPs).** The nature of PSYOP and CAPs requires face-to-face communication in many cases. Often, a target audience may have physical needs that require attention before a successful PSYOP appeal can be made. CAPs help meet these needs.

The intended target audience may require medical assistance—medical civic action programs (MEDCAPs) or dental civic action programs (DENTCAPs)—or some form of education. The CA liaison officer can provide valuable information in the form of an area analysis. PSYOP personnel should never undertake a CAP without CA support or advice. PSYOP and CA are mutually supporting, but each has its own specific goals.

Although PSYOP personnel should not attempt to accomplish CA missions, they may use CAPs as opportunities to disseminate PSYOP messages. Often, the CA liaison officer can provide assistance in planning a PSYOP program that will encompass actions similar to CA.

PSYOP personnel should begin using medical personnel to provide care to a target audience only after ensuring this care is consistent with the CA mission. This precaution will avoid potential trouble and excessive expense. Duplication of effort by separate organizations only diminishes intended goals.

Some segments of the target audience may be vulnerable to hostile propaganda purporting that U.S. involvement is only self-serving. For this reason, any CAP that brings improvement to any group within the target audience should be exploited for PSYOP purposes. PSYOP personnel should document the CAP for television play or ensure the United States gets recognition through other forms of media. In a FID situation, the HN will get the recognition.

CAPs also provide the opportunity to assemble a large group of people for exposure to a PSYOP message, allowing for effective use of loudspeaker, dissemination of printed material, or face-to-face communication. PSYOP personnel should follow the steps listed below in preparing for a CAP:

- Identify the CAP to be used.
- Ensure the CAP meets a legitimate need.
- Seek the CA liaison officer's assistance in planning and in ensuring consistency with any ongoing CA operations.
- Pretest the CAP.
- Involve members of the target audience in the CAP as much as possible when it will serve to reinforce or establish pride in benefits derived from CA.
- Ensure the CAP is documented.
- Disseminate any PSYOP message intended for the target audience during the CAP.
- Posttest the CAP.
- Consider, when selecting CAPs and MEDCAPs, that the recipients must be able to maintain the completed projector that there will be aftercare and medications for the patients.

By providing live commentary on policies or programs or by documenting assistance to a group of people for later dissemination, PSYOP personnel who use CAPs are more likely to gain the target audience's acceptance of U.S. and HN goals.

Face-to-face communication obviously is of great value in the conduct of PSYOP. Probably the most overlooked due to its complexity, face-to-face communication is affected by culture, language, and events.

PSYOP personnel should take every opportunity to enhance their ability to conduct effective face-to-face communication. PSYOP personnel can hone their face-to-face communication skills through civilian education, a study of interpersonal communication references from libraries or seminars, improvement of language skills, and contact with members of the target audience.

Understanding the culture of the target audiences is preeminent in planning PSYOP-oriented face-to-face communication. To prevent tainting of PSYOP efforts, all U.S. Army personnel should be aware of the basic culture of the HN. PSYOP units should be proactive in this effort and help the supported commander develop awareness programs.

### **Television Broadcasting**

Television is a vital asset in PSYOP dissemination, since it is a proven means of persuasion worldwide. Television appeals to a number of senses, making it the closest medium to face-to-face communication.

**Considerations.** One less obvious advantage of television for PSYOP purposes is its ability to create media events. It can be used to significantly heighten the importance of a specific event that may otherwise be relatively insignificant.

The creation of captive audiences occurs when the same or similar line of persuasion is broadcast over all available networks. One example is a nationally broadcast speech of the head of state.

Relatively minor appeals to a target audience should be broadcast as commercial breaks during or immediately before and after news broadcasts. An example of this type of appeal is encouraging the reporting of subversive group members or drug traffickers.

To take full advantage of television as a medium, PSYOP personnel must realize that television has always been primarily a means of entertainment. Even news programs and documentaries contain an element of entertainment. Television is often called the “entertainment medium.” However, the vast majority of viewers accept events seen on television as fact. The implied actions of the characters we see on the television screen manipulate our understanding of what we see. This impact is what sets television apart from all other media forms.

Manipulation is not limited to recorded broadcasts. Television gives its viewers only as much visual information as its cameras obtain, and the cameras are directed by individuals who know exactly what they want to portray.

Television has been responsible for swaying the opinions of entire nations. A thoroughly prepared PSYOP television product can be extremely effective if PSYOP planners fully understand the unique properties of television and do not limit their imagination in its use.

**Systems of Broadcasting.** Before selecting television as a PSYOP medium, PSYOP personnel must determine the degree of credibility television holds for the target audience and its degree of access. The credibility factor of government-owned or government-operated television is affected by the target audience’s faith in that government. The target audience’s accessibility to television may be limited. In remote areas, videotape may be the proper alternative to television.

An analysis of television in the area of intended PSYOP provides valuable information about its specific regional characteristics. Popular programs provide models for PSYOP television products and help to keep the message subtle.

Throughout the world, three systems of television broadcasting can be found. A country’s broadcast system reflects its basic philosophy about the relationship between the government and its citizens. The U.S. citizen’s desire for a wide range of ideas and entertainment is reflected in the U.S. broadcast system. The U.S. broadcast system is a government-licensed free enterprise system with commercial stations supported by advertising fees.

The most common broadcast system in the world is the government-owned and government-operated system. The broadcast facilities are state-owned, and their

employees implement government policy. Systems owned and operated by the government are the result of a belief that the government is best suited to broadcast and control content.

A broadcast system unique to Great Britain is a government-chartered monopoly consisting of the British Broadcasting Corporation (BBC) and the Independent Broadcasting Authority (IBA). The BBC is a public body serving a 10-year term operating radio and television broadcasting in Great Britain. It does not broadcast commercials; it is funded by a tax on the receivers.

As a supplement to the BBC, the IBA leases transmission facilities to private companies seeking specific blocks of time on specific transmitters. These private companies obtain revenue from advertisers. However, unlike the U.S. system where advertise heavily influence programming, the British system seeks to restrict advertiser influence.

The government-chartered monopoly is an in-between broadcast system. Though not free enterprise in concept, it allows more latitude in programming than the system owned and operated by the government.

Some regions of the world now have a combination of broadcast systems, but this situation is changing as each nation chooses one of the traditional systems. Nations are becoming more nationalistic in policies and tend to restrict or limit foreign influence in broadcasting.

PSYOP personnel must consider the type of broadcasting system used in the AO when planning PSYOP products for television.

Information about a nation's popular television programs provides answers to what is credible there. In universities and libraries, PSYOP personnel can find a great deal of information about literacy, viewing habits, opinions, attitudes, behavior patterns, distribution of television sets, preferences, and political views. U.S. agencies such as the Voice of America and the USIS conduct audience research. This information is of great value and can be augmented with information from military and civilian intelligence agencies that interview tourists, EPWs, refugees, dissidents, and informers. PSYOP personnel should not overlook basic background data covering politics, sociology, economics, the military, and foreign relations. Area studies produced by universities are valuable as is information from religious organizations with missionaries in the host or target nation.

**Dissemination.** Television broadcasts can be disseminated from a fixed station or a mobile van, and videotapes can be released to news agencies. Additional dissemination platforms for television are COMMANDO SOLO, an airborne television broadcasting system contained in specially equipped EC-130E aircraft operated by the 193d Special Operations Group from the Pennsylvania Air National Guard. This aircraft may also broadcast amplitude modulated (AM) and frequency modulated (FM) radio programs, collect hostile broadcasts, and perform EW tasks. The Army operates the Psychological Operations Airmobile Dissemination System (PAMDIS). It can use PAMDIS for AM and FM radio and



television dissemination on the ground or from the air. Appendix H lists the other characteristics and capabilities of PAMDIS.

Television is a PSYOP medium that offers great potential. The future of television dissemination keeps expanding with the development of new technology.

### **Movies**

Movies, or motion pictures, have the advantage of great popularity with their audiences. They can reproduce an event or scene with lifelike fidelity, explaining a process or action through the simultaneous use of words, pictures, and movement. They are ordinarily shown to groups and, therefore, have the power to arouse crowd reactions and to stimulate discussion. They lend themselves almost exclusively to friendly PSYOP. Movies as PSYOP tools are most effective during consolidation, FID, and UW operations. Movies combine many aspects of television and face-to-face communication by creating a visual and aural impact on the target audience. Most children and a high percentage of adults accept, without question, the presumably factual information presented in films.

## **Techniques for Audio Dissemination**

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The audio media used to disseminate PSYOP products fall into two categories: radio broadcasting and loudspeaker operations. Radio broadcasts reach local and worldwide target audiences quickly and simultaneously by providing broad coverage and the speed to capitalize on opportunities. Radio reaches beyond borders and into denied areas to help shape the attitudes, opinions, beliefs, and behavior of the target audience.

### **Radio Broadcasting**

Whenever possible, PSYOP personnel should broadcast on HN radio equipment in a FID situation. In hostile situations, they should use captured radio facilities. The PSYOP staff officer assigned to the supported unit must ensure maneuver commanders are informed about the need to limit or prevent damage to radio facilities in their AO.

PSYOP personnel do have an organic means of radio dissemination in PAMDIS, as well as in the AN/TRT-22 transportable radio transmitter and the AN/TRR-18 transportable radio receiver. Appendix K provides more information about the capabilities of this radio equipment. Also, most communications jamming equipment that the services use (AN/MLQ-34, TACJAM, AN/TLQ-17, QUICK FIX) can transmit prerecorded messages as part of their jamming mission, especially if the enemy threat to emitters is low.

### **Loudspeaker Operations**

Loudspeaker effectively transmit PSYOP messages over short distances. Carried by troops or mounted on wheeled vehicles, aircraft, and watercraft, loudspeakers allow a great deal of versatility for PSYOP audiovisual (AV) teams. Chapter 10 describes the different loudspeaker systems. By evaluating the reaction of the target audience to its loudspeaker messages, the PSYOP AV team can judge message effectiveness immediately.

A loudspeaker script, regardless of how well-written and carefully tailored to a specific situation, needs proper delivery to produce optimum results. Appendix I provides more information on the techniques and procedure of patrolling with loudspeakers to deliver the PSYOP message. Proper delivery of the broadcast also depends on the personality of the announcer and the proper use of the sound source—in this case, the microphone or tape player.

**Announcer Qualifications.** Several qualities are recognized as virtually indispensable for good loudspeaker announcers. They should possess a clear and commanding voice, preferably of higher-than-average pitch, and be capable of varying inflections to convey many emotions.

Loudspeaker announcers should also have a good command of the language of the target audience. They must be able to speak vigorously without displaying hatred of the target audience and without bringing, by manner of expression or choice of words, some stereotype hatred to the surface in the mind of the typical target individual.

Announcers must know the customs, folklore, and manner of speech of the target audience and be able to adapt the script and presentation to conform to their concepts and idiosyncrasies. In most cases, they will have studied exhaustively or spent many years in the target area. If an otherwise qualified announcer lacks this background, opponent nationals or EPWs of unquestionable trustworthiness may be used. Cooperative EPWs are frequently used, regardless of the qualifications of the announcer, since they have been in close touch with the current topics of discussion, slang expressions, and grievances of the opposing force soldier. If doubts exist concerning the reliability of an opponent national who is used as an announcer, the message should be tape-recorded and carefully checked to determine if irony or sarcasm in the announcer's expression has distorted the intended meaning of the message.

Announcers should have flexible and alert minds. How a particular target audience will react to the themes in loudspeaker messages and whether the results of a loudspeaker broadcast will be worth the effort are hard to predict. Therefore, loudspeaker teams need a discerning announcer who can alter his script to meet unexpected developments. In the early stages of a conflict, all loudspeaker operations are experimental, so the teams need scriptwriters or announcers capable of observing the target audience's reaction to various themes and techniques to determine what to use later. They must not permit themselves to duel with hostile propagandists. They must keep their focus on their true audience.

Announcers should have a perceptive understanding of the many varying military situations in which they must operate, particularly in regard to their implications for the opponent. Otherwise, they will be unable to make optimum use of the military intelligence and background information they may possess.

**Techniques of Message Recording.** To achieve the maximum effect in the broadcast, well-qualified announcers observe certain rules governing speech delivery for recording. Briefly summarized, these rules are as follows:

- Speak loudly, but do not shout.
- Take time for message delivery. Speak deliberately.
- Maintain a constant voice volume with an even rate of delivery.

- Never slur over or drop words.
- Avoid a singsong delivery.
- Sound each syllable of each word.
- Sound the final consonant of each word.
- Think of each word as it is spoken.
- Speak into the microphone.

## Techniques for Visual Media Dissemination

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Visual media exist in many forms. Examples of visual media include leaflets, banners, posters, signs, magazines, newspapers, pamphlets, books, graffiti, and bumper stickers. Novelties, trinkets, and gifts with a message printed on them are also considered visual media. Visual media can transmit messages of any length or complexity. For a well-reasoned analysis of a topic, the best forms of visual media are books, magazines, pamphlets, or newspapers. Most visual media can be passed from person to person without distortion.

Leaflets are written or pictorial messages directed at the individual soldier or civilian within the target audience. The leaflet may have a message printed on one or both sides of a single sheet of paper. It has no standard size, shape, weight, or format. When preparing for leaflet/poster dissemination, PSYOP personnel should examine the following items for their effect on the mission:

- Political or military denial to target audience.
- Opponent countermeasure capabilities.
- Seriousness of punishment inflicted upon target audience members caught in possession of the product.
- Target audience population density and population patterns.
- Geographical denial.
- Number and size of printed material.
- Availability of dissemination devices.
- Availability of air sorties.
- Weather.
- Multiple dissemination.
- Production time.
- Mixed media requirements.
- Product priority.

*NOTE: Many of these items overlap with different priorities, depending on the program.*

### Surface Delivery

Leaflets are disseminated in many ways. Surface delivery uses personnel, artillery, or waterproof containers.

**Personnel.** A ground patrol can disseminate leaflets, such as safe conduct passes, as part of patrolling if security requirements allow. However, leaflet dissemination would never be the sole purpose of a patrol. Leaflet dissemination should present no problem to patrols conducting reconnaissance or combat missions.

Infiltrators, line crossers, partisans, and other personnel involved in operations across borders can disseminate leaflets. They should receive specific instructions for covert dissemination or be capable of deriving their own methods.

In military operations short of war, all agencies of the supported government can disseminate visual media. Additional outlets or distribution points include civilian public service organizations, as well as those within the religious community.

**Artillery.** The leaflet artillery round (LAR) is one means of delivering PSYOP leaflets to an opposing force on the battlefield. This means is accurate, timely, and of low risk to friendly forces. The LAR has been used successfully in many conflicts, including World War II and the Korean conflict.

Advantages of using the LAR are the precision accuracy of the field artillery and the low risk associated with its proper application. The user is not as exposed to hostile fire as with other methods of leaflet distribution.

Hostile forces are the targets of the LAR since some risk of casualties from downrange debris does exist. LARs are an excellent means of dissemination to soldiers in a defensive posture. While targeting soldiers in an offensive operation may be difficult, soldiers engaged in patrols provide good targets of opportunity for PSYOP.

LARs should be fired at a time and location that will expose a maximum number of soldiers to the leaflets. They should never be fired into areas where civilians are located.

PSYOP units preparing to use LARs coordinate with an artillery unit for preparation of the required number of rounds. Qualified personnel within the PSYOP unit roll the leaflets and load the LARs for delivery to the artillery unit. When the artillery unit fires the LAR, the ejection of the base of the round in flight and the effect of an air-burst time fuze combine to disperse the leaflets effectively.

PSYOP units may use either of two types of LARs—the 155-mm LAR (XM951) or the 105-mm LAR. The 155-mm LAR is preferred for PSYOP use because it is specifically designed to deliver leaflets, whereas the 105-mm LAR is a modified smoke round. Appendix G provides more specific information on the use of both types of LARs.

**Waterproof Containers.** Waterborne dissemination techniques are simple and inexpensive. Accurate hydrographic data are required for waterborne dissemination over large bodies of water, such as oceans, seas, or large lakes. Waterborne operations over small bodies of water or down rivers are best suited for times when other means of dissemination prove unsuccessful.

The most reasonable use of waterborne dissemination is offshore delivery of large amounts of visual media to agents on shore. Any container that is waterproof and will float is acceptable for waterborne dissemination.

When planning for waterborne dissemination, PSYOP personnel should gather information about currents and tide changes. Waterborne items will float to shore with the incoming tide. Wind moves a waterborne object over still bodies of water.

Plastic bags, such as freezer bags or sandwich bags, are suitable for dissemination of visual media to a target audience expected along a coastline or down river.

### **Air-to-Ground Delivery**

PSYOP personnel use several methods of air-to-ground delivery. These methods include air-drop-by-hand, leaflet bundles or boxes, leaflet bombs, and balloons.

**Air-Drop-By-Hand.** This method involves dropping leaflets through doors or chutes of an aircraft passing over the target area at low altitude. Relatively small quantities of leaflets are dropped at very close intervals with prevailing winds affecting the even distribution of leaflets carried to the target area.

Rotary-wing aircraft are capable of flying at a slower speed and much lower over the target area than fixed-wing aircraft. Because air-drop-by-hand is done at such a low altitude, it should be limited to areas with little or no air defense threat.

PSYOP personnel may place leaflets in pillowcases or similar sacks and, allowing for the effects of wind, shake the contents out of the sacks when appropriate. This particular means is most efficient for a large number of leaflets.

**Leaflet Bundles or Boxes.** Leaflet bundles or boxes are another means of air-drop dissemination. They are assembled to be opened by a static line attached to an aircraft. Any number of boxes can be assembled and pushed out of aircraft rapidly. Appendix G describes how to construct a static-line box.

**Leaflet Bomb.** The leaflet bomb provides an efficient means for the USAF to deliver a large number of leaflets from its aircraft. Known as the M129 or M129E1 leaflet bomb body with a tail section known as the M148, the leaflet bomb can be obtained from USAF ordnance. PSYOP personnel will load the leaflet bomb with rolls of leaflets and affix a copy of the leaflet to the bomb. USAF personnel will fuze the bomb to open at the correct height above ground level. The USAF is responsible for delivering the bomb over the target area. Coordination for this effort is through the supported G3/J3. Appendix G includes the characteristics of the leaflet bomb as well as a list of the aircraft used to deliver the bomb and a description of methods of delivery.

Currently, the USAF has an extremely small number of M129 or M129E1 leaflet bombs available, so PSYOP personnel should be prepared to use an alternate dissemination means.

**Balloons.** Balloons have been used to disseminate leaflets and other PSYOP products at least since 1854. That year, a Russian exile named Vladimir Engelsson wrote to the French minister of war suggesting that balloons be used to disseminate messages inciting the Russian people against participation in the Crimean war. Further use continued during the American and French civil wars, World War I, World War II, and the Korean conflict.

The balloon has been slow in proving itself as an effective means of product dissemination because most products can be better disseminated in other ways. However, balloons can be used for leaflet dissemination to long- and short-range targets in denied areas. Appendix G contains more specific information about the use of balloon delivery systems in PSYOP. Balloon delivery systems are advantageous because they—

- Do not require high-technology techniques.
- Cost less than other delivery systems.
- Have fewer risks than other delivery systems.
- Have a potential for high yield.
- Are hard to detect.
- Have a longer range, depending on weather conditions, than other delivery systems such as artillery.

**Leaflet Density.** The basic objective of air-to-ground delivery is to place sufficient leaflets on the ground to ensure that each member of the target audience, during the course of his activities, chances upon a leaflet. Each member of the target audience may not have a personal copy of the leaflet, but each target member should have the opportunity to see one.

To determine the leaflet density required to ensure that target members chance upon the leaflets, consider the location and activities of the target audience. Target audience mobility has a great bearing on the number of leaflets to be used. A combat soldier well dug in has less mobility and less opportunity to chance upon a leaflet than a support soldier. This type of target audience obviously requires more leaflets than a rear area soldier who has greater mobility. In mountainous or jungle areas, drop more leaflets on roads, paths, and trails to increase the probability that the target audience will chance upon them. A target audience located in a city requires more leaflets than a population living in level, open terrain because many leaflets land on rooftops.

Depending on the individual target audience, leaflet density may range from 6 leaflets (for low-population density or low-building density) to as many as 30 leaflets (for high-population density or high-building density) per 1,000 square meters. It could range from 6 leaflets (for open, level terrain with low-troop density) to as much as 22 leaflets (for mountainous terrain with high-troop density) per 1,000 square meters, depending on the target audience. The definition of low-population density ranges from 0 to 2,000 people per square kilometer (0 to 5,180 people per square mile). High-population density ranges from 8,000 to 10,000 people per square kilometer (20,720 to 25,900 people per square mile). The low-density figure of 2,000 people per square kilometer (5,180 per square mile) warrants the use of no more than 6,000 leaflets per square kilometer (15,360 per square mile). Data indicates that 6,000 leaflets per square kilometer is more than enough to ensure widespread receipt of the PSYOP message.

In an insurgent situation, unless cities are specifically targeted, PSYOP personnel will generally target audiences that fall into the low-density category (6,000

leaflets per square kilometer). Operations in Southeast Asia indicated that the 6,000 leaflets per square kilometer density is effective against targets located in triple-canopy jungle and, therefore, can be considered an upper limit in the low-density category. A reduction in this leaflet density to about 3,000 leaflets per square kilometer would be justified based on terrain and the activity of the target audience. For example, when rice is being harvested or planted, many people are working in the paddies. This situation warrants a density of 4,000 to 5,000 leaflets per square kilometer. But when there is little activity in the rice paddies, a figure of about 3,000 would be adequate. Leaflet density in excess of 6,000 leaflets per square kilometer can be justified on occasion such as in warning a local population to evacuate prior to a flood or air strike.

Leaflet density also depends on the dispersal rate of a particular leaflet, which is, in turn, influenced by the leaflet's size and weight, the altitude of the drop, and wind conditions. Appendix G provides more detailed information on leaflet dispersal rates.

As a rule of thumb, PSYOP personnel should trade lower densities for greater area coverage. Drop leaflets not only in the village where the people live, but also in the fields and paddies where they work. Target suspected base camps, including trails in and out of the area.

In a wartime or insurgent situation, members of the target audience may not hold onto a leaflet long, but they will probably read it. After one person has read it, he may keep it, destroy it, discard it, or pass it on. Another target member may chance upon a discarded leaflet or even reconstruct a torn leaflet to read the message. Therefore, the durability of the leaflets is important. High quality paper retains its legibility for a long time, even under adverse weather conditions.

### **Dissemination of Other Visual Media**

Other forms of visual media require additional means of dissemination. Visual media forms such as newspapers, pamphlets, magazines, and books are unsuitable for leaflet dissemination methods. PSYOP personnel can disseminate these visual media by placing them in locations frequented by members of the target audience (such as storefronts and street corners) or by using door-to-door delivery or the mail.

Rallies or demonstrations are excellent opportunities to place visual media in the hands of the target audience. The distribution of material will often create discussion among members of the target audience. Members of the target audience should be selected for this manner of dissemination to reinforce "grass roots" development.

Anytime members of the target audience gather in one place, more than one medium should be used. However, PSYOP products must contain the same or mutually supporting themes. A visual medium in the form of a pamphlet or newsletter will reinforce what is said during a speech at a rally.

Novelties, trinkets, or gifts should be items members of the target audience can use. Toothbrushes, soap, bandages, and notebooks or pencils for children are just a few useful items PSYOP personnel should disseminate when they enter an area. As visual media, these items must have a printed symbol or short theme on them. The

symbol used in conjunction with the PSYOP theme is the obvious choice and will require prior planning.

Planning for dissemination begins as soon as a decision to develop visual media is made. PSYOP personnel should recognize that limitations in dissemination methods may preclude the use of certain visual media. Likewise, visual media selection may also eliminate some dissemination methods. Dissemination methods available may influence the size or type of paper to be used.

Comparison of dissemination methods and possible visual media choices will enable PSYOP personnel to make a selection.

Planning for dissemination requires a determination of whether the target audience is a denied audience. A target audience may be denied geographically because it is land-locked, for example. A target audience may also be denied due to political constraints. Two bordering countries may have denied target audiences because of war. When determining if a target audience is denied, PSYOP personnel should define why it is denied.

After considering delivery means available, PSYOP personnel should choose both a primary and alternate method. This step will allow dissemination if one method should be canceled. Weather is the most common reason for cancellation of a dissemination operation. Bad weather can ground aircraft or blow artillery or air-released leaflets away from the intended target.

PSYOP personnel should be realistic when considering production capability. The complexity of visual media and the number required can adversely affect dissemination if not planned for well in advance. PSYOP personnel should consider problems that will slow production, such as paper shortages, poor quality ink, or mechanical breakdowns. Mission urgency may preclude the use of dissemination methods that take lengthy preparation. Static-line boxes can be assembled more quickly than leaflets can be rolled and packed in a leaflet bomb.

Graffiti is a unique visual medium for PSYOP purposes with its own dissemination methods. The most effective use of graffiti is in military operations other than war. Graffiti is suitable for only short themes, messages, or symbols and is most commonly used by individuals who lack other means to express themselves. It may proclaim support for existing policies, conditions, or pending events or express dissatisfaction with current events, policies, or perceived injustice. Graffiti is often used by opposing factions or adversaries to claim territory or control in specific areas. It is also used by groups opposed to established forces or agencies as a propaganda tool to emphasize popular support. Its advantage lies with the perception that it is an act of "the people." This perception can swing undecided members of the target audience to support U.S. or HN PSYOP goals. Another use of graffiti is to disseminate symbols associated with PSYOP themes in specific areas, implying support of or agreement with the theme. In selected areas, it can reinforce other visual media effectively. PSYOP personnel should avoid the use of graffiti where it is considered vandalism.



Obvious places to put graffiti include fences, sides of buildings, and opponent visual media. PSYOP personnel should discourage graffiti on historic, religious, or private structures, unless the private owner is not opposed to the idea.

Graffiti requires no planning beyond that of any other visual media. Some common ways to disseminate graffiti are with paint, large felt-tip markers, or any other permanent marking method. PSYOP personnel who support graffiti operations can easily provide the necessary items to indigenous personnel. They can also encourage these who disseminate graffiti that supports existing, ongoing PSYOP.

## **Programs of Psychological Actions**

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Psychological actions are operations, conducted by SOF and GP forces or other agents of action, to amplify and enhance the overall psychological objectives of the main PSYOP campaign. The PDC or PSYOP staff officer conceives and develops programs of psychological actions as a part of the overall psychological program. He submits the fully developed concept for psychological actions to the supported commander for approval and initiation. The supported command's operation section coordinates psychological actions separately, but the PSYOP staff officer works closely with the section to ensure the overall program capitalizes on them.

### **Types of Psychological Actions**

Only the limitations of the supported unit in planning and accomplishing the action (and the imagination of the psychological program planners) restrict the variety of operations in programs of psychological actions. Psychological actions include the following operations:

- Raids.
- Strikes.
- Shows of force.
- Demonstrations.
- MEDCAPs.
- Insurgency operations.
- CAPs.

Regardless of the type of action selected, the PSYOP staff officer must maintain close coordination with other services and agencies to ensure proper timing, coherence, and economy of force.

Units conducting programs of psychological actions provide an extra dimension to the overall psychological program. Psychological actions that are properly planned, coordinated, and included as a part of the main psychological program allow PSYOP personnel to capitalize on the success of the actions and use that success in the conditioning or behavior modification of the target audience.

### **Psychological Agents of Action**

Psychological agents of action are those persons, units, and agencies who perform programs of psychological actions that enhance and amplify the psychological

objectives of the overall psychological program. While these agents are not PSYOP personnel, the missions they perform, when properly planned and coordinated, may have a profound psychological impact on a target group or audience. These agents of action include, but are not limited to, the following types of units:

- Conventional combat units.
- SOF (excluding PSYOP units).
- Units of other DOD services.
- Other government agencies.

There are two types of agents of action—incidental and discretionary. Incidental agents are those whose activities have a psychological effect secondary to their operations. Discretionary agents conduct their activities primarily for their psychological effect and must be briefed by the PSYOP staff officer so they do not inadvertently release sensitive information.

Although these agents are not under the control of PSYOP personnel, the responsible commander should state their mission with specific psychological objectives in mind and direct their coordination to ensure timing and mission goals coincide with other psychological actions planned or in progress.

When properly coordinated and used, psychological agents of action provide additional manpower and force to support and accomplish psychological objectives. The best use of these forces depends greatly on the amount of mission planning and coordination between unit operations and the PSYOP staff officer.

## Impact Assessment and Posttesting

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One means of determining PSYOP effectiveness is to evaluate intelligence and other sources for indicators of behavior or attitudes relative to PSYOP objectives. Another means is to give a posttest of the products, using such methods as the survey sample, the panel of representatives, and the panel of experts.

### Factors in Message Effectiveness

Many factors influence the effect a PSYOP message has on the target audience. These factors include the following:

- Type and location of the target audience.
- Number and variety of communication channels open to the target audience.
- Degree of program saturation.
- Degree to which the PSYOP message conforms to group standards.

### Collection Techniques

The data collection techniques for pretesting are also useful in determining whether the product stimulated behavior and caused the restructuring of attitudes. Indicators of effectiveness may be direct or indirect. Impact assessment allows

PSYOP units to determine the effectiveness of a PSYOP program by studying these indicators. They may be any behavior, action, event, medium, or feedback that displays the behavior desired by the PSYOP objective or that appears to be the result of PSYOP.

**Direct Indicators.** Direct indicators are the most reliable determinants for assessing effectiveness. Here, the target audience displays the behavior desired by the PSYOP objective. The first direct indicator is responsive action. For example, if a specific action such as writing letters, refusing to obey orders, defecting, or voting is called for and actually takes place, then the PSYOP product was probably the direct cause of the action. However, PSYOP personnel must be able to demonstrate that the action was motivated by the message and not by some other factor. Often, the message serves as a catalyst for action, particularly when surrender appeals and safe conduct passes are disseminated in conjunction with military actions.

PSYOP personnel may also determine effectiveness through participant reports collected from survey sampling. These reports are highly subjective. Respondents may develop their responses based on their own opinions, values, attitudes, or desires. Well-constructed questionnaires and the development of key attitude indicators can provide insight into the effectiveness of the PSYOP product.

PSYOP personnel can gather observer commentaries from uninvolved but often interested foreign individuals who live in or near the target area. The accuracy of these reports depends on the expertise of the observer and the type of evidence gathered, such as letters, diaries, and official documents. PSYOP personnel must cautiously evaluate reports from these sources to eliminate bias. If a source's biases are known, they can be taken into account, and the reports can be evaluated with a reasonable assurance of accuracy.

**Indirect Indicators.** Indirect indicators involve the assessment of events in the target area that appear to be the result of PSYOP activities but cannot be conclusively tied to the product. Any independent external factors that may have influenced events in the target area must be identified and evaluated before any firm conclusions can be drawn. Indirect indicators may be developed from the following types of evidence:

- Physical actions barring reception of the PSYOP product by the target audience.
- Psychological conditioning of the target audience.
- Events occurring in the target area that are apparently related to the issues covered in the PSYOP products.

Once dissemination has begun, the opponent force may try to prevent PSYOP material from reaching the target audience. Some typical techniques used to stop reception include barring entry of printed material, organizing takeovers or attacks on television and radio stations, forbidding newspapers to be printed, banning social gatherings, and jamming radio broadcasts.

A hostile government or other power group can initiate nonphysical actions that cause the target audience to avoid PSYOP products. These actions are carried out

after the initial messages are transmitted. They include attempts to convince the target audience that the source of the material cannot be believed or that the message is untrue. The hostile government may penalize target audience personnel who possess PSYOP materials, listen to PSYOP radio transmissions, or watch PSYOP television broadcasts.

These related events occur when the target audience takes an action not specifically called for in the appeals. These events are usually beneficial to the PSYOP program and national objectives.

Sources of indirect indicators include radio communications, newspapers, and other publications. They also include captured documents, opponent propaganda, in-depth interviews, and other intelligence reports.

### **Posttesting**

Posttesting is a process that evaluates PSYOP products after the products have been disseminated. PSYOP personnel use the same posttesting methods as in pretesting. These methods include the survey sample, the panel of representatives, and the panel of experts. See Chapter 10 for an explanation of how these methods are used to assess the impact of PSYOP products.

Factors impeding the effectiveness of a PSYOP program include the complexity of language and the inaccurate assessment of the vulnerabilities, susceptibilities, and effectiveness of the target audience. Posttesting may be difficult to conduct because the target audience may not be easily accessible.

## **Summary**

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PSYOP personnel need not adhere strictly to this chapter alone when it comes to dissemination. Each target audience requires innovative means to influence its behavior. Common sense applies to all dissemination decisions, whether they involve PSYOP media or programs of psychological actions.

Army PSYOP personnel must become familiar with audio, visual, and audiovisual production and dissemination abilities of the USN, USAF, United States Marine Corps (USMC), and the HN. The limitations of airlift and sealift, as well as the importance of timeliness, demand that PSYOP personnel use available theater assets. Service and HN liaison personnel can help identify and fill requirements. One medium should reinforce another, allowing an overlap of PSYOP products. PSYOP dissemination planning may involve attaining support or cooperation of HN civilians, often at added expense. Face-to-face communication should be emphasized in all PSYOP. It is the most basic form of persuasion, and its use is essential in preparing for other types of dissemination.

Impact assessment and posttesting allow PSYOP units to determine the effectiveness of PSYOP products by using a deliberate and systematic evaluation process. Posttesting may uncover why the target audience responded in a certain way. For this reason, PSYOP units should posttest all PSYOP products after the products have been disseminated. The data collection techniques used for pretesting also apply to posttesting.