

Chapter 8

Intelligence

8-1. Intelligence must drive operations in a counterinsurgency. Commanders and staffs must understand the area of operations in a counterinsurgency. The insurgency in Peru demonstrates that intelligence capabilities can be integrated with information operations and integrated monetary shaping operations to successfully undermine an insurgency. The Peruvian government was eventually successful in using economic development and an information campaign to weaken the Shining Path insurgency. With the gradual development of an effective military, Peru was able to continue its success. Intelligence, resulting in the capture of the Shining Path's leader, changed the nature of the insurgency and significantly reduced the threat of the Shining Path to Peru.

Intelligence and the Shining Path

Peru suffered an unprecedented economic downturn in the 1970s and 1980s. The Peruvian government, though democratic, was characteristically ineffective and unable to stem the worsening crisis. This opened the door for an insurgent organization, the Sendero Luminoso (Shining Path), and its establishment of alternative governance structures in the economically devastated Peruvian highlands. Sendero Luminoso leaders purged local officials and established their own authority in the villages, beating back control efforts by the Peruvian police.

In the first few years of the insurgency, the government did not take the threat seriously. Opposition to the insurgents (such as it was) was organized by local police, and the government made no effort to improve the desperate socioeconomic conditions in the highlands or to define a clear mission for regional security forces. With its superior organization and a lack of effective response by the government, Sendero Luminoso made significant progress. Its operations and propaganda were coordinated to create the perception that the group was a "winner" and was meeting its Maoist strategic goals, in sharp contrast to the largely ineffective government.

Still plagued by a lack of internal unity both in the government and in the military, the state moved forward with two competing counterinsurgency strategies: one focused on development and the other focused on ideology and military force. First proposed in 1984, the developmental approach finally got its turn in 1985. The state recognized that the highlands were particularly hard hit by the economic crisis and were the heartland of the insurgency, so its goal was to increase development and job opportunities in these regions. Public investment in Ayacucho (a region in the southern highlands) quadrupled between 1985 and 1986. Unfortunately, the insurgents actively resisted this development, or co-opted it, forcing government teachers to include Sendero Luminoso materials in their curricula. The government did not provide the security necessary for development to have any effect. Subsequent to 1986, development funding fell off, and embezzlement became common. As a result, this initial push of development and investment fell far short of meeting the needs of the economically disadvantaged population in the highlands.

The election of Alberto Fujimori in June 1990 raised new hopes of resolving the conflicts within the government and making greater headway against the insurgents. Fujimori promised a better human rights record and a new commitment to development. In addition to renewed government legitimacy, the Fujimori administration also brought two significant improvements to Peru's approach to counterinsurgency: first, the use of the police and the national intelligence service to track the movements of Sendero Luminoso sympathizers and attempt to infiltrate the group and, second, the arming of rondas, peasant civil-defense militias. These

rondas were possible only because the insurgents' treatment of villagers in its areas of operation had become so harsh that the locals were finally pushed to stand up for themselves. Improved intelligence and an end to internal divisions within the military allowed effective engagement of insurgent forces and effective (and rapid) support to threatened rondas. For the first time in the conflict, the government, police, and military made effective use of what would now be called strategic communication, with a greater emphasis on government credibility, consistency between actions and messages, and significant efforts to woo the population in the highlands away from the insurgents (efforts of which the rondas were an integral part).

In 1992 good intelligence led to Abimael Guzmán's (the leader of Sendero Luminoso) capture. The capture of Guzman changed the ongoing insurgency and significantly undermined insurgent efforts. At the time of his capture, the police seized Guzmán's computer, in which they found a very detailed roster of his armed forces and the weapons each formation had in each region of the country. His authoritarian management of Sendero Luminoso had proven very effective when he was at large, but when he was captured, it provided a wealth of information. This information was used for further operations.

INTELLIGENCE FUNDAMENTALS

8-2. *Intelligence* is the product resulting from the collection, processing, integration, evaluation, analysis, and interpretation of available information concerning foreign nations, hostile or potentially hostile forces or elements, or areas of actual or potential operations (JP 2-0). Intelligence can be broken down into seven disciplines, and it is an enabler of any counterinsurgency effort. Each discipline provides a means for the counterinsurgent to gain a higher level of situational understanding. These disciplines include counterintelligence, human intelligence, geospatial intelligence, measurement and signature intelligence, open-source intelligence, signals intelligence, and technical intelligence. The intelligence disciplines are integrated to ensure a multi-disciplined approach to intelligence analysis. Ultimately all-source intelligence facilitates situational understanding and supports decisionmaking. All intelligence disciplines are important in counterinsurgency. However, this chapter will focus on elements of intelligence that have unique considerations in counterinsurgency. (See ADRP 2-0 for more information on intelligence.)

8-3. An essential part of understanding the operational environment is the process of intelligence preparation of the battlefield/*battlespace*. *Intelligence preparation of the battlefield/battlespace* is a systematic process of analyzing and visualizing the portions of the mission variables of threat/*adversary*, terrain, weather, and civil considerations in a specific area of interest and for a specific mission. By applying intelligence preparation of the battlefield/*battlespace*, commanders gain the information necessary to selectively apply and maximize operational effectiveness at critical points in time and space (FM 2-01.3/MCRP 2-3A). (See FM 2-01.3/MCRP 2-3A for more information on intelligence preparation of the battlefield/*battlespace*.) In a counterinsurgency environment, intelligence preparation of the battlefield/*battlespace* must take into account operational environment considerations. (See chapter 2 for considerations about the operational environment and chapter 4 for considerations on analyzing an insurgency.)

8-4. Culture is an element of the operational environment and, like the physical terrain, creates both opportunities and challenges for Soldiers and Marines. A nation's culture is a set of complex, ever-changing, and interconnected social, historical, political, and environmental factors that shape the perceptions, motives, and behaviors of its population. Cultural intelligence is the analysis and understanding of groups of people and the reasons they do certain things. Cultural intelligence includes gaining an understanding of the mindset of a local population to support the commander's decisionmaking and help drive operations. (See chapter 3 for more information on culture.)

8-5. The counterinsurgency force must understand the cultural foundations of the operational environment in order to transform seemingly random and irrational activity into describable and semipredictable acts. Commanders and staffs must devote as much effort to understand the local population being supported as they do to understand the insurgents. Cultural intelligence requires historical perspective as well as collection and analysis of current information, because cultures and cultural factors are

consistently shifting. Periods of warfare, instability, and natural disasters increase the rate of cultural change within a society.

8-6. Also, cyberspace is an essential domain for the gathering of intelligence in a counterinsurgency. *Cyberspace* is a global domain within the information environment consisting of the interdependent network of information technology infrastructures and resident data, including the Internet, telecommunications networks, computer systems, and embedded processors and controllers (JP 1-02). The commander and senior intelligence officer must be highly aware of the intelligence oversight implications of collecting against United States (U.S.) persons, as the distinction of citizenship is difficult to assess in cyberspace. The distinction is required because intelligence collection is enabled by and must comply with all applicable U.S. laws and policy. However, cyberspace is used by insurgents and cannot be ignored by counterinsurgents. Cyberspace and the technologies that enable it allow people of every nationality, race, faith, and point of view to communicate, cooperate, and prosper like never before. Some adversaries clearly understand the power of cyberspace. Terrorists employ the Internet for recruiting, training, motivating, and synchronizing their followers. Adversaries frequently operate in cyberspace unrestrained, and they exploit its potential. To be effective in defeating an insurgency, commanders and staffs must gather intelligence on how an insurgency is using cyberspace.

ALL-SOURCE INTELLIGENCE

8-7. The Army defines all-source intelligence as the integration of intelligence and information from all relevant sources to analyze situations or conditions that impact operations. (See ADRP 2-0.) The joint force defines *all-source intelligence* as intelligence products and/or organizations and activities that incorporate all sources of information in the production of finished intelligence (JP 2-0). All-source intelligence is used to develop the intelligence products necessary to aid situational understanding, support the development of plans and orders, and answer information requirements. Although all-source intelligence normally takes longer to produce, it is more reliable and less susceptible to deception than single-source intelligence. Intelligence organizations fuse data and information into all-source intelligence products to support counterinsurgency operations. Analysis for counterinsurgency operations is challenging, due in part to the—

- Need to understand perceptions and culture.
- Need to track hundreds or thousands of personalities.
- Local nature of insurgencies.
- Tendency of insurgencies to change over relatively short periods of time.

8-8. Commanders and staffs need data to analyze and synthesize insurgent activities and personalities. Intelligence staffs should create a common searchable combatant command database of insurgent actions and personnel, and another database(s) that provides discoverable, accessible, and retrievable data on insurgent actions and personnel, and provide similar access to all intelligence reporting. This data should be accessible by analysts both in and out of the theater as well as conventional, special operations forces, and multinational units.

8-9. Because all echelons collect and use intelligence, all staffs are heavily involved in analysis. Units are simultaneously intelligence producers and consumers. Intelligence capabilities are normally greater at higher echelons of command. For example, battalion staffs have fewer personnel than brigade staffs to collect patrol debriefs, analyze incoming information from multiple sources, produce finished intelligence products, and disseminate products to appropriate consumers. In many cases, brigade intelligence sections may be inadequately staffed to handle the vast amounts of information necessary to conduct operations in a counterinsurgency environment.

8-10. Counterinsurgency requirements may require pushing analysts to battalion and brigade staffs to give those echelons the required analytical support. Often analysts can be beneficial at the company level. In these cases, developing company intelligence support teams may be useful. Many maneuver company commanders organize small intelligence support teams from within their units to provide tailored intelligence products to the company leadership. They may receive augmentation from the brigade military intelligence company or other intelligence Soldiers and Marines to form the nucleus of a company intelligence support team. The company intelligence support team combines information gained from

company operations with intelligence received from adjacent and higher units. The team analyzes and reports information collected by the company while receiving, parsing, and reporting intelligence collected by other organizations. The battalion intelligence cell is responsible for integrating the various company reports into intelligence products. This is particularly useful when a maneuver company must collect large amounts of information on the local population and insurgents. A company intelligence support team can help focus collection, process information collected, and develop a common operational picture of an area of operations. Pushing analysts to brigades and lower echelons places analysts closer to collectors, improves the common operational picture, and helps higher echelon staffs receive answers to the commander's priority intelligence requirements. Commanders may need to be creative in developing analytical capabilities within their units. Though it is not ideal, commanders can assign non-intelligence personnel to work in the intelligence section. (See TC 2-19.63 for more information on company intelligence support teams).

8-11. In a counterinsurgency, a bottom-up flow of intelligence is important. Battalions and brigades develop intelligence for their area of operations. Higher echelons fuse it into intelligence of the insurgency throughout the combatant command. Higher echelons can also integrate the human intelligence that battalions and brigades receive with the other intelligence disciplines. Comprehensive insurgency analysis focuses on the people in the area of operations. It develops information about relationships among them and the ideas and beliefs driving their actions. Comprehensive insurgency analysis brings together all other forms of analysis.

FUSION CENTERS

8-12. A fusion center is an ad hoc collaborative effort between several units, organizations, or agencies that provides resources, expertise, information, and intelligence to a center with the goal of supporting the rapid execution of operations by contributing members. Fusion centers are primarily designed to focus collection and promote information sharing across multiple participants within a specific geographic area or mission type. These centers are not operations centers. Commanders at various echelons create fusion centers to manage the flow of information and intelligence, focus information collection to satisfy information requirements, and to process, exploit, analyze, and disseminate the resulting collection. Fusion centers are most effective if they have participation from all the key elements in an area of operations and representatives from all the warfighting functions. When possible, fusion centers include unified action partners. The intelligence portion of a fusion center typically comprises intelligence representatives from different tactical echelons, interagency partners, multinational organizations, host-nation organizations, and nongovernmental organizations (NGOs) operating in the area of operations. (See ADRP 2-0 for more information on fusion centers.)

8-13. In a counterinsurgency, commanders and staffs must create shared situational understanding. Fusion cells are important in creating this understanding. The mixture of personnel and expertise allows for the integration of information and analysis. This is an effective means of understanding the operational environment from multiple perspectives. Fusion cells aid in understanding intelligence and informing operations to avoid unintended consequences.

HUMAN INTELLIGENCE

8-14. *Human intelligence* is the collection by a trained human intelligence collector of foreign information from people and multimedia to identify elements, intentions, composition, strength, dispositions, tactics, equipment, and capabilities (FM 2-22.3). For the joint force, *human intelligence* is defined as a category of intelligence derived from information collected and provided by human sources (JP 2-0). Because insurgency and counterinsurgency are struggles for legitimacy, human intelligence plays a vital role in determining legitimacy. Human intelligence uses human sources for information collection and uses a variety of collection methods, both passive and active, to collect information to meet intelligence requirements and inform other intelligence disciplines. Interrogation is one of the human intelligence tasks, along with screening, debriefing, liaison, and conducting controlled source operations in support of Army operations. During counterinsurgency operations, a great deal of intelligence is based on information gathered from people. However, military source intelligence operations are only conducted by human intelligence collectors. A human intelligence collector is a person who is trained to collect information

from individuals for the purpose of answering requirements. (See FM 2-22.3 for more information on human intelligence.)

8-15. Operational reporting may have information of intelligence value that originates from a local population. People may approach Soldiers and Marines during the course of their day-to-day operations and offer information. Soldiers and Marines record information and report it to the intelligence section. This allows for verification of information and establishes a means for human intelligence collectors to contact individuals offering information of value.

8-16. People offering information on insurgents are often in danger as insurgents continuously try to defeat collection operations. Commanders ensure that the appropriate personnel are trained in handling human sources in accordance with Army, Marine Corps, and Department of Defense (DOD) standards and policies. Human intelligence collectors are trained in procedures that limit risks to sources and handlers. Counterinsurgents should not expect people to willingly provide information if insurgents have the ability to violently intimidate sources. Human intelligence reporting increases if counterinsurgents protect the population from insurgents and people begin to believe the insurgency is defeated.

8-17. People often provide inaccurate and conflicting information to counterinsurgents. They may spread rumors or provide inaccurate information for their own reasons. For example, people may give inaccurate information to settle tribal, ethnic, or business disputes. The accuracy of information obtained by Soldiers and Marines is verified before using it to support operations. This means that information reported to patrols should be verified with all-source intelligence. Improved accuracy will come from collecting intelligence from the whole population. Information must be seen as part of a whole picture and parts or segments of information cannot override the whole picture. An important part of gaining access from the whole population is gaining access to restricted populations. These populations often include women, but they can include any element that the counterinsurgent cannot access because of cultural considerations. Restricted access teams may be helpful in ensuring that information is attained from the whole population, including women.

COUNTERINTELLIGENCE

8-18. Counterintelligence also uses human sources to assist in collection of information on foreign intelligence, international terrorist, or insider threat activities that may threaten the counterinsurgency. Counterintelligence efforts may be directed toward assisting commanders in detecting and neutralizing the insider threat by ensuring that counterinsurgency operations are not compromised by adversaries operating inside a base. Counterintelligence operations, including the use of humans as sources, must be accomplished by trained counterintelligence special agents.

INFORMATION COLLECTION AND INTELLIGENCE, SURVEILLANCE, AND RECONNAISSANCE

8-19. Information collection is an activity that synchronizes and integrates the planning and employment of sensors and assets as well as the processing, exploitation, and dissemination of systems in direct support of current and future operations. The deputy chief of staff, (G-2 [S-2]) and assistant chief of staff, operations (G-3 [S-3]) staffs collaborate to collect, process, and analyze information the commander requires concerning threats, terrain and weather, and civil considerations that affect operations. The information collection tasks are—

- Plan requirements and assess collection.
- Task and direct collection.
- Execute collection.

(See FM 3-55 for more information on information collection and planning requirements and assessing collection.)

8-20. Intelligence, surveillance, and reconnaissance provides commanders with detailed and timely intelligence. This intelligence helps commanders gain situational understanding of a threat and an operational environment. This is accomplished by answering requirements focused in time and space and identifying any threats to mission accomplishment. The intelligence staff provides commanders with predictive assessments of threats, terrain and weather, and civil considerations. These assessments also

provide commanders with a running estimate regarding the degree of confidence the staff places in each analytic assessment. A *running estimate* is the continuous assessment of the current situation used to determine if the current operation is proceeding according to the commander's intent and if planned future operations are supportable (ADP 5-0).

INTELLIGENCE-RELATED CAPABILITIES

8-21. Commanders and staffs consider several capabilities for intelligence in a counterinsurgency. They include—

- Biometrics and biometric-enabled intelligence.
- Forensics and forensic-enabled intelligence.
- Site exploitation.

Biometric-Enabled Intelligence

8-22. Understanding biometrics-enabled intelligence requires knowledge of biometrics and its contribution to Army and Marine Corps missions. The term biometric describes both a characteristic (biometric) and a process (biometrics):

- A biometric is a measurable physical characteristic or personal behavior trait used to recognize the identity or verify the claimed identity of an individual.
- *Biometrics* is the process of recognizing an individual based on measurable anatomical, physiological, and behavioral characteristics (JP 2-0).

8-23. The Army and Marine Corps employ automated biometric systems to deny threat forces any freedom of movement within the population and to positively identify known threats, threat forces, friendly populations, local nationals, and third-country nationals throughout their areas of operation to separate insurgents and foreign fighters from the general population. Biometric systems collect biometric data, such as iris images, fingerprints, and facial images, and combine them with contextual and biographic data to produce an electronic dossier on an individual. Automated biometric systems may support the following tasks:

- Positively identify high-value targets.
- Screen and badge personnel.
- Manage the population.
- Perform force protection (local access).
- Conduct detention operations.

8-24. Biometrics are important assets in any counterinsurgency operation. These tools allow the counterinsurgent to gain both civil security and control. Through positive identification, biometrics allow the counterinsurgent to effectively execute offensive operations against the insurgency while at the same time protecting the civilian population by not detaining innocent civilians. If used correctly, biometrics allow the counterinsurgent to effectively execute offensive operations against the insurgency and protect the population. Moreover, the host nation can be enabled with these capabilities. Biometric abilities can be essential in building legitimacy among the population. (For more information on biometrics, see FM 2-22.3, ATTP 2-91.6, TC 2-33.4, and TC 2-22.82.)

Forensic-Enabled Intelligence

8-25. Although not an intelligence discipline, police intelligence operations can support the overall intelligence effort through the analysis, production, and dissemination of information collected from police activities. Information gathered from military police operations may contribute to a commander's critical information requirement and focusing police forces on maintaining order. Criminal acts such as robberies, kidnappings, terrorism, and extortion may be linked to insurgent psychological or money-gathering activities. Police information, police intelligence, and criminal intelligence are subtasks of police intelligence operations. (See ATTP 3-39.20 for additional information on law enforcement.)

8-26. Forensics involves methodically gathering and analyzing evidence to establish facts that can be presented in a legal proceeding. It applies multidisciplinary scientific processes to establish facts. Forensics operations, to include site and document exploitation, further aid the positive identification efforts of a counterinsurgent and help to separate insurgents from the general population, thus contributing to overall situational understanding. Commanders and staffs should make every effort to operate within status of forces agreements and combatant command requirements. (See ATTP 2-91.6 for more information on forensics.)

8-27. For example, latent fingerprints discovered on pieces of improvised explosive devices provide critical information that analysts need to link individuals, insurgent organizations, their capabilities, and their activities. Forensics that includes site exploitation and forensic documents is of great benefit to substantiating information if detainees are insurgents. The methods of forensics allow the counterinsurgent to work towards situational understanding.

Site Exploitation

8-28. *Site exploitation* is a series of activities to recognize, collect, process, preserve, and analyze information, personnel, and/or materiel found during the conduct of operations (JP 3-31). When countering an insurgency, site exploitation of an insurgent location is essential. Computers, cell phones, and other means of communication and storing information are vital to understanding the insurgent structure.

8-29. Site exploitation uses the full range of resources at the commander's disposal, starting with the Soldier's basic cognitive skills to sophisticated analytical processes conducted by joint, interagency, and intergovernmental organizations. Exploitation operations provide answers to the commander's information requirements regardless of whether the information was gained by a squad on patrol or through external sensor platform outputs.

8-30. Site exploitation may require additional technical expertise not resident within the theater to process the collected information, material, and personnel to maintain their unique physical or forensic attributes. Detailed technical exploitation of collected items can divulge actionable information or intelligence that can be used to positively identify any unique threat characteristics or threat networks for follow-on actions.

8-31. Knowledge management enables the effective dissemination of actionable information and intelligence to units for their integration into the intelligence, targeting, and operations processes. This facilitates follow-on operations and enhances commanders' and staffs' understanding.