

PUBLIC AFFAIRS OPERATIONS



Air Force Doctrine Document 2-5.3 **24 June 2005**

This document complements related discussion found in Joint Publication 3-61,
Doctrine for Public Affairs in Joint Operations

SUMMARY OF REVISIONS

This document is substantially revised and must be completely reviewed. The entire document has been changed to reflect a more operational focus for public affairs (PA) operations. Several vignettes have been replaced throughout to reinforce the concepts of PA operations with current examples. The more substantive revisions include adding the relationship of PA operations to information operations (page 2) and adding a separate chapter on public affairs in information operations activities (Chapter 3, page 19). Chapter One includes a definition of PA (page 1), the commander's responsibility for PA operations (page 1), and a discussion on effects-based information operations (pages 2-3). This revision also borrows heavily from the principles found in Air Force Doctrine Document 2-9, *Intelligence, Surveillance, and Reconnaissance Operations*. It adds the principles of PA operations (page 7) to what was formerly described as public affairs fundamentals. Public affairs functions have been changed to tasks (page 15). In addition, a discussion of strategic communications planning has been added to the tasks (page 17). Chapter Four, Operational Engagement, includes an examination of assessment (page 31). Chapter Five, Public Affairs Readiness, adds a section on resources (page 33).

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FOREWORD

America's national security rests on a strategy of full spectrum dominance supported by effects-based planning and operations. To support this full spectrum dominance, public affairs (PA) operations must be planned and conducted within an effects-based framework. PA operations integrate activities from different information and media disciplines to support commanders across the full range of military operations. PA operations span the spectrum of the information environment and battlespace, and are an important part of information operations (IO). As such, PA operations must be comprehensively planned and prioritized. The coordination and deconfliction of PA operations and IO are essential to Air Force credibility, and must be part of the overall planning effort.

America's strategies are predicated on developing and maintaining a highly trained force, leveraging decisive information, and achieving dominant effects. PA operations inform the public to gain and maintain the trust and support required to recruit, train, equip, and sustain such a dominant force. PA operations provide global influence in the international public information environment by highlighting and publicizing the professionalism and readiness of those forces sustaining the peace and deterring aggression.

PA operations leverage information in support of national security objectives. As such, PA operations are, and will remain, an important operational military capability and one of increasing importance in the 21st century national security environment. Simply put, PA operations are, and must be, an integral part of both air and space planning and operations. The end result is that effective and efficiently planned and conducted PA operations enable commanders to achieve information dominance across the battlespace and across the spectrum of conflict.

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INTRODUCTION

The informational instrument of national power has a diffuse and complex set of components with no single center of control. In the American culture, information is freely exchanged with minimal government controls.... Information readily available from multiple sources influences domestic and foreign audiences including citizens, adversaries, and governments. It is important for the official agencies of government, including the Armed Forces, to recognize the fundamental role of the media as a conduit of information. The Armed Forces must assure media access consistent with classification requirements, operations security, legal restrictions, and individual privacy. The Armed Forces must also provide timely and accurate information to the public.

—**Joint Publication 1**
Joint Warfare of the Armed Forces of the United States

PURPOSE

This document articulates fundamental Air Force principles for conducting public affairs (PA) operations and provides commanders with operational-level guidance for employing and integrating those capabilities across the range of air, space, and information operations.

APPLICATION

This Air Force doctrine document (AFDD) applies to all active duty, Air Force Reserve, Air National Guard, and civilian Air Force personnel.

The doctrine in this document is authoritative, but not directive. Therefore, commanders need to consider the contents of this AFDD and the particular situation when accomplishing their missions. Airmen should read it, discuss it, and practice it.

SCOPE

This AFDD discusses fundamentals of planning and employment of PA capabilities for tasks across the range of military operations, or typically assigned to the commander, Air Force forces, or the joint force air and space component commander.

COMAFFOR / JFACC / CFACC

A note on terminology

One of the cornerstones of Air Force doctrine is “the US Air Force prefers—and in fact, plans and trains—to employ through a COMAFFOR who is also dual-hatted as a JFACC.” (AFDD 1)

To simplify the use of nomenclature, Air Force doctrine documents will assume the above case unless specifically stated otherwise. The term “commander, Air Force forces” (COMAFFOR) refers to the Title 10 Service responsibilities while the term “joint force air and space component commander” (JFACC) refers to the joint operational responsibilities.

While both joint and Air Force doctrine state that one individual will normally be dual-hatted as COMAFFOR and JFACC, the two responsibilities are different, and are typically executed through different staffs.

Normally, the COMAFFOR function executes operational control/administrative control of Air Force forces through a Service A-staff while the JFACC function executes tactical control of all joint air and space component forces through an air and space operations center (AOC).

When multinational operations are involved the JFACC becomes a combined forces air and space component commander (CFACC). Likewise, though commonly referred to as an AOC, in joint or combined operations the correct title is JAOC or CAOC.

FOUNDATIONAL DOCTRINE STATEMENTS

Foundational doctrine statements are the basic principles and beliefs upon which Air Force doctrine documents (AFDDs) are built. Other information in the AFDDs expands on or supports these statements.

- ★ The Air Force conducts public affairs operations to communicate timely, accurate, and useful information about Air Force activities to Air Force, domestic, and international audiences. (page 1)
- ★ Truth is the foundation of all public affairs operations. (page 1)
- ★ Public affairs operations give commanders awareness of the international public information environment and the means to use information to take offensive and preemptive defensive actions as part of Air Force air, space, and information operations. (page 1)
- ★ Public affairs operations are a force multiplier by analyzing and influencing the information environment's effect on military operations. (page 2)
- ★ Involved and sustained public engagement establishes Air Force information dominance, making the Air Force a preferred source of information to internal and external audiences. (page 2)
- ★ Public affairs operations are an important and necessary military capability of influence operations. (page 2)
- ★ The global information environment is so pervasive that every Airman is considered by the general public as a reliable source of information, and whose views, whether personal or professional, are sought by the media, posted to web sites, or relayed by family and friends as Air Force statements. (page 5)
- ★ Timely, accurate, and useful information provided during peacetime builds credibility with news media representatives and the public, translating into relationships vital to the warfighter. (page 5)
- ★ Public affairs contribute to global influence and deterrence by making foreign leaders and audiences aware of US capabilities and resolve. (page 14)
- ★ Public affairs serve as the Air Force lead for the counterpropaganda mission in the public information environment by countering adversary propaganda and maintaining public support and trust for US military operations. (page 20)
- ★ Public affairs personnel are members of the commander's personal staff, but should be fully integrated into the activities of the air and space operations center, and should coordinate and synchronize with the activities of the information warfare flight. (page 25)

- ✦ The synergy between public affairs operations, which use open-source information, and operations that primarily use classified information, is crucial to gaining and maintaining information dominance. (page 28)
- ✦ Positive and/or balanced media coverage at the outset of military action can rapidly influence public opinion and affect strategic decision making. (page 30)
- ✦ Education in public affairs operations equips Airmen to represent the Air Force to the public and achieve desired information effects. (page 34)

CHAPTER ONE

THE CHARACTER OF PUBLIC AFFAIRS

Public sentiment is everything. With public sentiment, nothing can fail; without it, nothing can succeed.

—Abraham Lincoln

PUBLIC AFFAIRS DEFINED

Public Affairs (PA) is defined as “Those public information, command information, and community relations activities directed toward both the external and internal publics with interest in the Department of Defense.” (Joint Publication [JP] 1-02). **The Air Force conducts PA operations to communicate timely, truthful, and useful information about Air Force activities to Air Force, domestic, and international audiences.** PA operations assist commanders to achieve effects such as deterring conflict, fostering public trust and support for operations, countering adversary propaganda or misinformation that may affect unit morale or readiness, driving a crisis back to peace, or waging war. By disseminating information concerning air and space capabilities, preparations, and results, PA operations enhance Airman morale and readiness to accomplish the mission, gain and maintain public support for military operations, and communicate United States resolve in a manner that provides global influence and deterrence. **Truth is the foundation of all public affairs operations**, both in terms of credibility and capability. Timely and agile dissemination is essential to help achieve desired information effects.

COMMANDER’S RESPONSIBILITY

PA operations are a commander’s responsibility because of the asymmetrical effects associated with, and achieved by, PA operations. Even those PA operations conducted at the operational and tactical level may generate strategic effects. Commanders are ultimately responsible for successful integration of PA capabilities into operations. Commanders require a clear understanding of PA’s role in operations to help achieve their desired effects.

Commanders employ PA forces to assess the information environment in coordination with international affairs specialists (formerly called foreign area officers), country teams, and intelligence personnel. PA personnel must maintain awareness of, and advise the commander and planners regarding, public opinion and political, social, and cultural shifts affecting air, space, and information operations. **Public affairs operations give commanders awareness of the international public information environment and the means to use information to take offensive and preemptive defensive actions as part of Air Force air, space, and information operations.** Commanders face the challenge of balancing the task of informing the public with the need to maintain operational security, a traditional cornerstone of successful military planning and execution. PA operations are an important military capability of information

operations (IO), providing public information to defend against adversary propaganda and misinformation directed at domestic and international audiences. **PA operations are a force multiplier by analyzing and influencing the information environment's effect on military operations** and delivering increased battlespace awareness to the commander through analysis of the information environment. PA capabilities are most effective when planned and executed as an integral part of an overall operation.

PA operations deliver open and honest two-way communication within the Air Force and to the public. Commanders instill trust and enhance morale by personally communicating within their commands. As spokespersons for the Air Force, the Department of Defense (DOD), and the US Government, commanders and their representatives play a vital role in building public support for military operations and communicating US resolve to international audiences.

Providing the maximum disclosure of timely and accurate information as rapidly as possible enables the commander to seize the information initiative. **Involved and sustained public engagement establishes Air Force information dominance, making the Air Force a preferred source of information to internal and external audiences.**

DEPARTMENT OF DEFENSE GUIDANCE ON PUBLIC AFFAIRS

It is DOD policy to make available timely and accurate information so the public, the Congress, and the news media may assess and understand the facts about national security and defense strategy. DOD Directive (DODD) 5122.5, *Principles of Information*, enclosure 2, delineates principles of information that apply in supporting the DOD policy. Refer to the appendix of this document for the complete listing of those principles.

RELATIONSHIP TO INFORMATION OPERATIONS

PA operations are an integral military capability of both informational flexible deterrent options (IFDO) and IO. A flexible deterrent option (FDO) is “a planning construct intended to facilitate early decision by laying out a wide range of interrelated response paths that begin with deterrent-oriented options carefully tailored to send the right signal. The flexible deterrent option is the means by which the various deterrent options available to a commander...are implemented into the planning process” (JP 1-02). Information operations are the integrated employment of the core capabilities of influence operations, electronic warfare operations, and network warfare operations, in concert with specified integrated control enablers, to influence, disrupt, corrupt or usurp adversarial human and automated decision making while protecting our own (AFDD 2-5, *Information Operations*). Influence operations are operations focused on affecting the perceptions and behaviors of leaders, groups, or entire populations by protecting operations, communicating military perspective, and projecting information to achieve desired effects across the cognitive domain. These effects should result in modified behavior or a change in an adversary's decision cycles that will align with the commander's objectives. **Public affairs operations are an important and necessary military capability of influence operations.**

PA operations can be a force multiplier by assessing and influencing the information environment's effect on military operations. PA operations in support of influence operations are predicated upon the ability to project accurate (truthful), timely, and useful information. Refer to Chapter 3 and AFDD 2-5 for further discussion on IO, and the PA relationship with IO.

RELATIONSHIP TO AGILE COMBAT SUPPORT

Agile combat support (ACS) is the Air Force's distinctive capability to create, protect, and sustain air and space forces. It is how the Air Force supports its forces, a force poised to respond to global taskings within hours that must also be able to support and protect that force with equal facility. ACS includes the integrated actions of public affairs operations to communicate timely, accurate, and useful information about Air Force activities to Air Force, domestic, and international audiences. For additional information, see AFDD 1, *Air Force Basic Doctrine*, and AFDD 2-4, *Combat Support*.

RELATIONSHIP TO EFFECTS-BASED OPERATIONS

Effects-based operations (EBO) are operations that are planned, executed, and assessed in order to create specific effects that contribute directly to desired military and political outcomes (AFDD 2, *Organization and Employment*). The basic methodology of EBO encompasses objectives, effects, and actions. Objectives are clearly defined, decisive, attainable, and measurable goals toward which every military operation should be directed. Effects are the full range of outcomes, events, or consequences that result from a particular action or set of actions. Actions are individual deeds or acts of will that can be either kinetic (physical, material) or non-kinetic (logical, behavioral).

Properly planned, executed, and assessed, PA operations are fundamentally effects-based operations in terms of creating an "effect" by disseminating timely, truthful, and accurate information to achieve a particular objective. However, the success of PA operations is contingent upon the desired effects of PA operations being related to appropriate objectives.

GLOBAL INFORMATION ENVIRONMENT

As used in this document, the global information environment (GIE) is defined as all individuals, organizations, or systems that collect, process, and distribute information. The collection, processing, and distribution of information in the GIE may directly affect military operations. The public information environment is a substantial subsystem of the GIE that includes all individuals, organizations, or systems that collect, process, and disseminate information for public consumption. The public information environment is comprised of many subsystems ranging from interpersonal communication to international public information, mass media, and the internet.

The public media and international organizations are a part of the dynamic GIE. Although they are not part of the US government or the armed Services, these public information elements can nevertheless directly affect the success or failure of military operations.

Global communication capabilities make news and information simultaneously available from the strategic to the tactical levels of military operations. Communication technologies and the expansion of international media alliances have affected the conduct of military operations in a degree unprecedented to operations before DESERT STORM. In addition, commanders and PA operators should be aware that information released for an internal audience can quickly enter the external media environment and act as a force multiplier for delivering information directly to the public via worldwide web sites, e-mail list servers or other means.

Audiences perceive information through the prism of their own national, cultural, political, and regional perspectives. This can substantially alter the reception of the message, especially when the information is of interest to populations of foreign countries.

Americans today live in a media renaissance: Consumers have a breathtaking array of news and entertainment choices; individuals can turn themselves into news outlets on the Internet; cable and satellite television, along with satellite radio, supplement traditional broadcasting networks; and newspapers from around the world are available online.

**—The Washington Post, editorial, “Who can own Media?”
May 31, 2003**

The modern information environment is characterized by 24-hour media reporting and real-time analysis of events, allowing audiences in the US and throughout the world to receive real-time information from national leaders and from the theater of operations. Domestic and international decision makers may be influenced simultaneously by the flow of information, accurate or inaccurate. The resulting effect may be political pressure on national leaders and military commanders to change strategic goals, policy, guidance, objectives, and procedures that affect military operations.

MEDIA ENVIRONMENT

Mass media outlets are key actors in the GIE. Their role has significant implications for modern warfare. Through technology and a complex web of formal and informal support and integration relationships, today's mass media outlets possess global reach with capabilities and tactics that mirror those of the modern US military. Most major national and international media outlets actively gather, synthesize, and distribute news and information around the clock at a very high tempo. Though all media outlets have their own editorial policy and define and cover news differently, most major national and international outlets focus heavily on military operations during times of international crisis and war. The operational reality for the US military is that the media are, and will continue to be, key actors during crises and conflicts.

Most media outlets cover military operations from multiple perspectives. They simultaneously pursue stories on all aspects of warfare—strategic, operational, tactical,

diplomatic, economic, and human interest. They leverage technology and a complex network of reporters and sources to provide audiences insight into as many dimensions of the news as possible. As with military operations, senior editors and producers at these outlets make important strategic decisions at a rapid pace, often with less than perfect situational awareness. In this modern, highly competitive industry, media place tremendous emphasis on seizing the initiative, and then providing agile, timely responses to world events.

Knowing that Iraqi military leaders were watching the same satellite feeds we were – from CNN as well as from Al Jazeera and other cable networks – Pentagon officials were in contact with Iraqi generals by radio, cell phone, even e-mail. The messages we were sending were simple and direct: Surrender your forces. Opposition is hopeless. If you don't believe us, just turn on your TV.

—**Lucian K. Truscott IV, International Herald Tribune,**
2003

The evolution of the global and public information environments increased the demand for information and the competition to discover and report unique stories. The 24-hour news cycle results in more analysis and editorial commentary that may or may not present an accurate account of military operations. Modern military operations are widely viewed events where at least one side's actions are watched in real time by the global audience: US public audiences, allies, and adversaries. Worldwide audiences, including US deployed forces and their adversaries, can receive a wide range of information from a growing number of sources. This information may be of dubious or unknown quality and could be part of an adversary's propaganda or misinformation campaign. The tremendous growth of internet use and its ubiquitous global access make it a popular medium to deliver such information.

The growing access to the internet, web logs, cell phones, and e-mail by deployed Airmen is difficult to control and may make Airmen "official" Air Force spokespersons in the public information environment whether or not they are aware of that status. **The global information environment is so pervasive that every Airman is considered by the general public as a reliable source of information, and whose views, whether personal or professional, are sought by the media, posted to web sites, or relayed by family and friends as Air Force statements.** Commanders and PA personnel need to actively engage Airmen to make them aware of their potential role in the information dominance campaign from a public affairs perspective as well as an operations security (OPSEC) perspective.

SOCIETY'S RELIANCE ON INFORMATION

Society's demonstrated reliance on and demand for current information concerning world events present commanders with a valuable opportunity to employ PA operations. **Timely, accurate, and useful information provided during peacetime builds credibility with news media representatives and the public, translating into relationships vital to the warfighter.**

Because the battles in a counterinsurgency are small scale and often clandestine, the story line is rarely obvious. It becomes a matter of perceptions, and victory is awarded to those who weave the most compelling narrative. Truly, in the world of postmodern, 21st century conflict, civilian and military public affairs officers must become war fighters by another name. They must control and anticipate a whole new storm system represented by a global media, which too often exposes embarrassing facts out of historical or philosophical context.

—Wall Street Journal, May 27, 2004

The relationship built between the military and the public in peacetime is vital to mission success in wartime or during contingencies since information coming from US/coalition forces will have a greater likelihood of being accepted as credible, truthful, and useful than would the adversary's information. The truth-based relationship strengthens PA operational capabilities to counter adversary propaganda and misinformation, to leverage credibility to shape global influence and deterrence, to build public trust and support, and to enhance Airman morale and readiness.

Although US adversaries have used and misled domestic and international media to communicate propaganda during many conflicts, PA operations conducted by the US are truth-based and will not intentionally mislead the US Congress, public, or media.

CHAPTER TWO

PRINCIPLES, CAPABILITIES AND TASKS

Three major facets of PA operations interlace to produce the best possible support to commanders. The principles of public information are foundational, time-proven guidelines to which commanders and PA operators should adhere regardless of situation, across the spectrum of conflict. Building upon the principles, core capabilities describe the areas in which PA operations directly provide capability to the commander. Finally, tasks are divided into five broad, continuing activities performed to provide PA operations capabilities.

PRINCIPLES

The purpose of Air Force PA operations is to communicate timely, accurate, and useful information about Air Force activities to DOD, Air Force, domestic, and international audiences. PA operators enhance their ability to meet commanders' information requirements by adhering to the following principles of public information:

- ★ Tell the truth.
- ★ Deliver time-critical information in time.
- ★ Engage the media.
- ★ Practice security at the source.
- ★ Coordinate and be consistent.
- ★ Strive for accuracy.
- ★ Integrate with other operations.
- ★ Be relevant.
- ★ Seek fusion of information.
- ★ Ensure unity of effort.
- ★ Be survivable, sustainable, and deployable.

Tell the truth

Truth is the foundation of all public affairs operations. Truth enables credibility; credibility allows US military personnel to be believed or heard over an adversary or competing message.

Commanders should use PA operations to provide accurate and useful information to the public in a timely manner. The long-term success of Air Force operations depends on maintaining the integrity and credibility of officially released information. Lying or attempting to deceive the public will destroy trust and support for the Air Force and PA operations.

Deliver time-critical information in time

Commanders should be prepared to release timely, coordinated, and approved information about military operations. Commanders should know the guidance for media engagement prior to initiating operations. Establishing media guidance requires aggressive coordination through the chain of command, and establishing the guidance prior to initiating operations will enable the commander to provide time-critical information. Difficult issues and events that are potentially unfavorable to the Air Force should be addressed openly, honestly, and as soon as possible; maximum disclosure permissible with minimum delay.

A B-1 Lancer flying an Operation ENDURING FREEDOM mission crashed into the Indian Ocean the night of December 12, 2001. Shortly afterward, Defense Department spokeswoman Victoria Clark addressed reporters at a Pentagon press conference explaining the situation and that all four crewmembers had been rescued. Media access to the crew was granted very quickly, including video of the Airmen aboard the Navy ship involved in the rescue. The very next day, because the military was proactively addressing the press with information, it became a non-story. When Defense Secretary Donald Rumsfeld and Chairman of the Joint Chiefs of Staff Gen Richard Myers held their regularly scheduled press conference, only one question was asked about the cause of the B-1 crash.

—Pentagon News Service Report, 2002

Information should be released quickly, even though it may be uncomplimentary for the Air Force. Attempting to deny unfavorable information or failing to acknowledge its existence leads to media speculation, creates the perception of a cover-up, and results in lost public trust in the Air Force while degrading the effects of other capabilities of PA operations. The delay in addressing unfavorable issues also provides adversaries with an uncontested opportunity to dominate the public information environment, twisting the facts to support their claims.

Engage the media

Reporters covering operations should be given access to units and Airmen and, whenever feasible, be included in the operation at the unit level. Integrating journalists into units gives the media a unique perspective, a chance to know the Airmen, and an opportunity to understand and experience the Air Force. The increased access and insight allow a reporter to more thoroughly and accurately tell the Air Force story, strengthening our global influence and deterrence, building public trust and support, and enhancing Airman morale.

Differences in philosophies, values, and perspectives may lead to misunderstandings between military professionals and the media. The media will be a constant factor in any military operation, and rather than considering the media as an adversary, commanders and planners need to actively engage them whenever practicable.

Providing accurate and timely information to the media educates the media about military operations, creates a bond of trust between the media and the military, and results in more accurate reporting.

All Airmen should be trained to have a basic ability to engage members of the news media with general Air Force and individual professional information. They may become spokespersons for the Service and, in some cases, may be considered by the media to be more credible sources than commanders or senior officials. By projecting confidence and commitment during interviews, or while talking to family and friends, Airmen help to promote public support for military operations, enhance Airman morale, and strengthen global influence and deterrence efforts. Telling the Air Force story contributes to mission accomplishment, can communicate restraint, indicates resolve, and serves as a deterrent.

Commanders and planners can promote more accurate reporting by educating the media on military activities to help overcome communication difficulties and improve the media's understanding of the military. Similar efforts should be directed towards civic leaders and domestic / international audiences to enhance their understanding of military operations, help generate public understanding and support at home and abroad for military operations, and help shape the information environment.

Practice security at the source

All Air Force personnel—military and civilian—are responsible for safeguarding sensitive information. As a source of information, every person should be aware of operational security issues, whether being interviewed by a reporter or sharing information with a spouse or a friend. The speed at which information passes through the GIE makes attempts to censor military operations impractical, if not impossible. As a result, Airmen should understand what information is approved or not approved for release. This is why it is important that information be approved for public dissemination before it is released.

PA personnel should work closely with operational security managers to ensure PA products are as thorough as possible without endangering operations security. Commanders should ensure security reviews are performed and release authority is granted at the lowest possible level to ensure the effectiveness of their PA operations. Unnecessarily lengthy security reviews of operational information may degrade operational effectiveness. The tone and message will be set by the first to enter the public information environment. The timely release of information is a force multiplier, while delays limit the effectiveness of PA operations and increase the opportunity for adversaries to get their story out first.

Coordinate and be consistent

Commanders should strive for the release of coordinated and consistent information at all levels of command. The GIE provides the public with information about military operations from a variety of military units. Sources in theater and at the Pentagon are often quoted in the same media reports. Conflicting statements or inconsistent information can cause skepticism, undermine public trust and support, damage Airmen's morale, and degrade the strength of global influence and deterrence efforts. Commanders should ensure the Air Force puts forth a consistent message through its many Airman "voices." Information should be appropriately coordinated and in compliance with official DOD, supported command, Service, and major command guidance before it is released to the public. Commanders should ensure PA operations are coordinated, integrated, and deconflicted with air, space, and information operations. Psychological operations (PSYOP) information and the information prepared for public release should be coordinated and deconflicted to ensure the messages to the respective audiences are not contradictory.

Strive for accuracy

One of the most demanding tasks for PA professionals during operations is the need to balance expediency with requirements for accuracy. At times it may be necessary to release as much accurate information as is available and provide updates as more information is obtained. Accuracy of all the information must always be the higher priority, but it should not unnecessarily delay release of accurate information available at the time.

In April 1999 Operation ALLIED FORCE F-16s mistakenly struck two civilian convoys in Kosovo. For almost a week, conflicting information came from NATO, EUCOM, and Washington. Images of the scene led evening newscasts. After a week of conflicting stories and negative media headlines, NATO approved the Aviano AB commander to brief the "ground truth" to the international media. His highly detailed explanation set the issue to rest that day. However, some officials came to believe that NATO's slow response to the incident could have cost NATO its credibility. Had NATO been given accurate information to immediately release – putting the incident into the proper context for the world audience – the Serbs would have been denied the enormous propaganda value the incident and its initial handling gave them.

—Opportunity Lost: Public Affairs, Information Operations, and the Air War Against Serbia

Every member of the Air Force can help provide accurate information to the public about the Air Force and its operations. Commanders should educate and encourage their military and civilian personnel to tell the Air Force story by providing them with timely, accurate information appropriate for public release.

Integrate with other operations

PA operations are most effective when their capabilities are integrated into strategic, operational, and tactical plans and employed by commanders at all levels to achieve desired effects. Failure to integrate PA operations in the strategy development and planning phases can result in a reduced ability to affect the public information environment and increased likelihood of conflicting with other objectives.

It is vital to overall operational success that PA is a part of the strategy development and planning phases. Similarly, as an essential element of operations, PA must be fully aware of operations goals and objectives and be fully integrated at all levels.

Be relevant

PA operations must be well-planned, executed, and assessed. This is necessary to ensure PA operations are relevant to commanders, the operations are fully integrated, and the operations meet desired objectives. PA products and resources must be developed and focused to achieve and complement the commander's intent and operational objectives. Likewise, these products and resources must be continually assessed to ensure they adequately address public interest.

Seek fusion of information

Information from many sources is combined, evaluated, and analyzed to produce predictive awareness of the public information environment and identify PA opportunities. This process is called fusion. Fusion helps defeat adversary propaganda and misinformation efforts by providing PA operators with information from multiple sources, building a more complete picture of the public and GIE. Care must be taken not to promote fusion at the expense of timeliness: significant information that accurately tells a part of the story should be released as soon as possible to help gain information dominance for the Air Force.

Ensure unity of effort

PA organizations at all levels should have clearly defined relationships that minimize duplication, enhance sharing of information throughout the public affairs structure, and are mutually supportive. PA at all levels must speak with one voice to address common issues. As part of unity of effort, PA operators must maintain a close relationship within the operations and support communities and other government agencies engaging in the public information environment.

Be survivable, sustainable, and deployable

PA resources and operations must be survivable to ensure their capabilities are available when needed. Important components of survivability include redundancy of critical information and protection against adversarial information operations and misinformation attempts. PA

systems and equipment must be built to be easily deployable. Deployable resources should be easy to transport and set up, and be capable of immediate connectivity into the host-unit communications architecture. Finally they must be easily sustainable by the host-unit communications personnel. This entails ensuring they can operate regardless of whether it is at an austere location with minimum support or an established location with robust support availability.

CAPABILITIES

PA operations deliver four capabilities to commanders. The following are the core capabilities of PA operations:

- ★ Providing trusted counsel to leaders.
- ★ Building and sustaining public trust and support.
- ★ Enhancing Airman morale and readiness.
- ★ Supporting global influence and deterrence.

These synergistic capabilities are core contributions of PA operations to the Air Force and are conducted across the full spectrum of military operations. PA operations are most effective when these capabilities are integrated into strategic, operational, and tactical plans and executed with direct support from commanders at all levels to achieve desired effects.

Trusted counsel to leaders

PA operations provide commanders and other Air Force leaders candid, timely, and accurate counsel and guidance concerning the effects of the public information environment on the Air Force's ability to meet operational objectives. This capability includes providing predictive awareness of the global public information environment through the observation, analysis, and interpretation of domestic and foreign media reporting, public opinion trends, lessons learned from the past, and preparing leaders to engage the media. This counsel helps commanders make well-informed decisions regarding the public information environment's effect on operations and to forecast possible results. PA support to commanders is integral to operational success as media and public interest increase during operations and can affect the outcome.

The reason the Pentagon pushed for embedding on such a large scale in Iraq was to counter the level of disinformation and misinformation that the Iraqi regime was famous for producing. They (Iraqis) have a long history of misinformation, and senior leaders knew we needed to have a first-hand, unbiased set of eyes to see what was happening on the battlefield to counter the Iraqi regime and dominate the information market with factual information.

—Pentagon project officer, 2004

Public trust and support

PA operations support a strong national defense—preparing the nation for conflict and war—by building and sustaining public trust and understanding of Air Force contributions to national security. These operations make Americans aware of the value of spending tax dollars on readiness, advanced weapons, training, personnel, and the associated costs of maintaining a premier air and space force. With public support, Air Force leaders are able to successfully recruit, train, and equip Airmen to meet Air Force operational requirements.

PA operations give commanders the means to gain and maintain support for the Air Force among diverse public audiences. These operations strengthen the bonds between the Air Force and the public through open, honest dialogue. Data and imagery, continuously available in near-real time in the GIE, can have an immediate effect on public support. Likewise, distorted information and imagery distributed by an adversary can have an adverse effect on national will and the support of Air Force operations. PA capabilities, integrated with other operational capabilities and employed effectively, can ensure the Air Force story is told while also preempting and degrading an enemy's effectiveness in misleading the public.

To fight and win in the information age, commanders should employ public affairs communications that foster ongoing public understanding and support of operational requirements. Commanders also can leverage public affairs capabilities like the Hometown News program, community outreach and civic leader tours, band performances, American Forces Radio and Television News Services (AFRTS), Image Express, the worldwide web, and other products that can transcend traditional media and audience boundaries. Use of the full range of capabilities expands the reach of PA operations messages to garner public trust and support for Air Force operations.

Airman morale and readiness

Airman morale and readiness directly translate into combat capability for the Air Force. PA operations enable Airmen to understand their roles in the mission, explaining how policies, programs, and operations affect them and their families.

Broadcast operations during contingencies are often the local commander's best internal information tool. In Operation IRAQI FREEDOM the insurgents were deploying a new type of improvised explosive device (IED). These new IEDs were being disguised in a completely new way and had proven to be effective and deadly. Command came to the broadcasters to help get the word to the troops as quickly as possible. American Forces Network-Iraq immediately wrote and broadcast a series of IED spots to make the coalition troops aware of the new threat. The spots played throughout Iraq and were credited in getting the troops smart on the new IEDs.

—Director, AFN Iraq, 2004

PA operations convey truthful, credible, and useful information to achieve Airman morale and readiness, and provide Air Force capability to counter misinformation and

propaganda directed at our forces. PA tools such as base newspapers, commanders' calls, Air Force News products, AFRTS, performances by Air Force bands, and official Air Force web sites are components of this capability. PA operations counter adversary propaganda efforts and help to minimize the loneliness, confusion, boredom, uncertainty, fear, rumors, and other factors that cause stress and undermine efficient operations.

PA operations also contribute to readiness by helping to increase the Airmen's understanding of the law of armed conflict (LOAC), rules of engagement (ROE) and respect for the protections provided to noncombatants and detainees through the presentation of such information in radio or TV broadcasts, base newspapers, base bulletins, base websites, etc.

Informed and knowledgeable Airmen have higher morale and can be relied upon to effectively deliver Air Force themes and messages as they explain their mission to media representatives, public groups, or individuals. With Airmen as credible, reliable spokespeople, PA operations can more effectively deliver global influence, deterrence, enhanced public trust and support as Airmen convey Air Force themes and messages in the public information environment.

Global influence and deterrence

Public affairs contribute to global influence and deterrence by making foreign leaders and audiences aware of US capabilities and resolve. Commanders should employ PA operations to develop and implement communication strategies to inform national and international audiences about how air and space power affects global events. Building the awareness of national and international audiences about US resolve to employ its strength can enhance support from friendly countries. The same information may deter potential adversaries, driving a crisis back to peace before the use of kinetic force becomes necessary.

Air Force Bands bring synergistic effects to bear that enhance the image of the Air Force and can open doors for relations, operations, and military-to-military contacts. In 2001, public support for unique Air Force training exercises was enhanced by United States Air Forces Europe band engagements in local areas around a former East German air base. The band also cultivated tremendous relationships in other former Communist areas deliberately chosen for public performances. For many of these important civilian and military leaders, seeing, hearing, and talking to Air Force band members formed their first personal impressions of the American military—impressions they passed on to others in their communities.

—Multiple Sources

Information and power projection demonstrating US or friendly force capabilities and resolve to adversary and international public audiences can be effective in causing adversary decision makers to seek other options short of conflict when they may otherwise not be deterred

from conflict. In addition to integrating PA operations during the strategy development and planning phases of an operation, commanders strengthen the effectiveness of PA capabilities when PA operations at all levels are unified with a common message and theme. Exclusion of PA in the early stages of strategy and operational planning limits the effectiveness of PA operations to seize the information initiative from the beginning of an operation and consequently degrades the commander's ability to gain information superiority.

PA operations should be planned for and integrated at multiple levels for employment of offensive PA strategies to help ensure operational success. PA operations also can employ defensive strategies to preempt adversary propaganda and misinformation attempts that otherwise could weaken Air Force global influence and deterrence, Airman morale and readiness, and public trust and support.

TASKS

PA operations begin at home, before the first Airman deploys, and continue long after the last Airman is redeployed. PA operations focus on five synergistic tasks to achieve the desired effects of its four capabilities. Despite the distinctions among the tasks, PA organizations should be organized for desired effects and not necessarily around these five tasks. For instance, there is no longer any real distinction between internal information and media operations—communications with these two audiences should be consistent.

The tasks in PA operations are:

- ★ Internal information.
- ★ Media operations.
- ★ Community relations.
- ★ Security review.
- ★ Strategic communication planning.

Internal information

Providing timely, accurate, and useful information to Air Force personnel results in informed support for the Air Force mission and degrades the effectiveness of adversary disinformation, propaganda, or deception campaigns. PA operations provide the tools to help commanders respond to concerns of Air Force members and their families, and to enhance Airman morale and readiness. Although joint task force (JTF) commanders may establish a command information operation within the JTF public affairs structure, Service-specific internal information remains the responsibility of the Service component commander.

PA operations inform Airmen, contractors, retirees, and all affiliated family members throughout the Air Force's active, National Guard, and Reserve components on Air Force operations and issues. This audience should be a high priority in any communication strategy to

ensure maximum combat effectiveness and readiness to deploy and support Air Force operations. Effective internal information also delivers the highest sustainable morale, productivity, and retention.

AFRTS and musical operations play important roles with internal information. Each employs unique delivery methods to inform and entertain audiences worldwide. These operations enhance Airman morale and can influence foreign decision makers and public audiences as they provide information that demonstrates Air Force readiness, operational capabilities, and resolve to use air and space power to achieve operational objectives.

Media operations

The biggest difference for the [Air Force] is host nation access. Most of the countries we're operating in have chosen not to grant media access to their bases. The challenge for us is finding ways—through real-time transmission of information and imagery, use of websites, interviews and everything else we can think of while respecting the conditions of our host nations—to create virtual access to our bases and people.

**—Brig Gen Ronald Rand
Air Force Director of Public Affairs
during Operation IRAQI FREEDOM**

PA operations interact with the mass media to provide a flow of information to the public. Wider public awareness occurs when this information reaches national opinion leaders since they may amplify the information in their varied public interactions. Effective media operations bring Air Force issues to the public agenda and help to gain and maintain public support for Air Force operations. Commanders may need to engage local, regional, national, or international media representatives, depending on the operation. Commanders who aggressively use PA operations to gain predictive awareness of the public information environment can often successfully preempt media issues and set the tone and message in the GIE. Conversely, failure to employ effective media operations can place commanders in a reactive stance, responding to the public debate established by an adversary or questions driving the news media agenda. A reactive posture allows for messages and tones in the national or international media to be set by others, and degrades the effectiveness of PA operations.

Modern technologies tend to blur the lines between internal information and media operations in the GIE. Commanders and PA operators should be aware that information released for internal audience consumption can quickly enter the external media environment.

Community relations

The flight test area R-2508 at Edwards AFB, home of the Air Force Flight Test Center (AFFTC), is 160 miles long by 60 miles wide and contains several communities that regularly complain about the noise from test aircraft. The US Air Force Band of the Golden West, working closely with the AFFTC public affairs office, created a series of concerts called "A Different Kind of Air Force Noise," targeting specific communities in the area. The band invited senior Air Force leaders from Edwards to serve as concert sponsors and explain AFFTC's mission and its importance to the Air Force. The communities targeted, once responsible for 70 percent of noise complaints received by the base, now comprise only 5 percent of complaints.

—Multiple Sources

Effective community relations build an informed public that is more inclined to be supportive of Air Force operations and initiatives and less susceptible to the effects of adversary misinformation attempts or inaccurate media reports. In many deployed environments, effective community relations are vital to the success of Air Force operations. Forward-area community relations in a contingency will usually fall within the scope of a civil affairs plan (see JP 3-57, *Joint Doctrine for Civil-Military Affairs Operations*). PA operators must be aware of the civil affairs efforts and, when possible, complement them in PA products and operations.

In peacetime, active community relations programs help to build greater acceptance for Air Force operations within US and international audiences. Greater public acceptance of the Air Force can be a key to future operational success since it may lead to basing or overflight rights, shortened community “no-fly” or quiet hours, and other operationally important community support efforts.

Security review

The security review program directly supports other Air Force information security activities by providing clearance and review of official information for security, accuracy, propriety, and adherence to policy. The intent is not to censor unclassified information—security review helps prevent the inadvertent release of classified material and information with essential elements of friendly information or technology transfer. Commanders should ensure PA operations are closely integrated with their staffs to minimize delay in providing security review of operational products like imagery, weapons and cockpit video, and other products that demonstrate Air Force capabilities. The security review also promotes consistency in the type of unclassified information released to the public.

Strategic communication planning

As used in this document, strategic communication encompasses the planning, execution, and assessment of integrated and coordinated US government themes and messages that advance US interests and policies through a synchronized interagency effort supported by public

diplomacy, public affairs, and military information operations in concert with political, economic, information, and military actions.

Strategic communication planning is necessary for all other PA capabilities and tasks. PA operators must gain awareness of the aspects of the total information environment affecting their location or operation. They should also have the means to evaluate and analyze aspects of the GIE. PA operators rely on portions of operation plans (OPLANS), lessons learned and an understanding of the information environment to build plans that help to achieve a commander's desired effects. It is essential to overall mission success that PA is a part of the strategy development and planning phases of an operation to ensure its capabilities are employed to their full effectiveness.

During Operation ALLIED FORCE in 1999, the 48th Fighter Wing at RAF Lakenheath deployed two fighter squadrons to Italy. Additionally, combat sorties were flown over Serbia from RAF Lakenheath by a third fighter squadron. This meant around-the-clock operations and night-flying for the base, operational security concerns regarding the base and US children of deployed parents in local British schools, and decreased numbers of American patrons at local businesses. The 48th Fighter Wing commander invited local community leaders to a briefing about RAF Lakenheath's role in the operation and the operation's importance to European stability. The interaction also was an opportunity for community leaders to ask questions and highlight concerns from their constituents. As a result, the community leaders offered their public support for the US and NATO mission and established a lasting relationship with base leaders to address potentially adverse public issues during the operation.

—Multiple Sources

PA operations can play an important role in the transition from combat operations to post-conflict stability. PA operations can help define public perception of ongoing nation building or other stability operations and are contingent upon the clear and proper articulation of allied objectives. Success will in large part be determined by the amount and quality of planning efforts for PA operations in preparation for transition between types of operations.

CHAPTER THREE

PUBLIC AFFAIRS RELATIONSHIP TO INFORMATION OPERATIONS

ROLES IN INFORMATION OPERATIONS

PA operations are an important component of IFDOs and build a commander's predictive awareness of the international public information environment and the means to use information to achieve effects across the spectrum of Air Force operations. PA operations are a key military capability of IO through the ability to achieve decisive effects in support of influence operations, and in support of the other military capabilities of influence operations, such as counterpropaganda operations. As an important military capability of information operations, **public affairs operations are a force multiplier by analyzing and influencing the information environment's effect on military operations.** PA operations have the opportunity to achieve the greatest effect before the onset of hostilities. The strategic effect PA operations can achieve highlights the importance in ensuring PA personnel are involved at the earliest planning stages as well as during the execution and assessment of operations. It also highlights the importance of ensuring PA operations are synchronized and deconflicted with IO.

STRATEGIC EFFECTS

PA operations can achieve effects at the strategic level. One crucial PA operation is the execution of IFDOs listed in the Joint Chiefs of Staff (JCS) joint strategic capabilities plan (JSCP). Along with diplomatic, military, and economic means, the JCS recognizes information as an instrument of national power. IFDOs are options available to commanders as alternative, non-kinetic courses of action to accomplish operational missions other than "bombs on target." IFDOs heighten public awareness; promote national and coalition policies, aims, and objectives for an operation; seek to build public support for operations; and counter adversary propaganda and disinformation in the public information environment.

Air Force PA operations are among the commander's IFDO options that enable a commander to address issues surrounding a crisis or conflict through the use of public information. These options include:

- ✦ Maintaining an open dialog through the media with domestic and international audiences.
- ✦ Articulating US (and/or coalition) policies, aims, and objectives.
- ✦ Gaining and maintaining public support for the operation.
- ✦ Heightening adversary awareness of the potential for conflict.
- ✦ Combating adversary deception efforts.
- ✦ Countering adversary propaganda efforts.

The news media and other information networks in the public information environment have a significant impact on military operations, national will, political direction, and national security objectives. **Public affairs contribute to global influence and deterrence by making foreign leaders and populations aware of US capabilities and resolve.** PA operations comprise a powerful capability that can be used to achieve far-reaching effects on an adversary, while defending friendly forces from an adversary's efforts to manipulate the public information environment. **Public affairs serve as the Air Force lead for the counterpropaganda mission in the public information environment by countering adversary propaganda and maintaining public support and trust for US military operations.**

Maintaining an open dialogue with the news media communicates the leadership's concern with the issues and allows the correct information to be placed in the public information environment and helps to satisfy the media's near-constant desire for current information. PA operations provide truthful, timely, and accurate information, helping to stem media speculation and prevent the possibility of the media presenting only one side of the story—the adversary's. This flow of information heightens public awareness and helps gain and maintain public support. The increased media attention may also place enormous pressures on foreign leaders and governments, affecting their decision-making processes.

Heightening adversary awareness of the potential for conflict by maintaining issue prominence in the public information environment helps focus national and international pressure on our opponents or would-be adversaries. Consistent interest is sometimes difficult to achieve because news media outlets must use their resources to gather stories of interest to readers and viewers. A lull in operations may result in disinterested media. To lessen the likelihood of disinterested media, PA operations should include news media in unit deployment preparations, expand the number of regional and hometown media involved, offer high-level spokespersons, provide strong visuals and offer opportunities to do and see things they otherwise would not—like embedding reporters with operational units. These efforts take careful planning and a clear understanding of the effect desired by keeping issues in the news.

PA operations also deliver a virtual force projection IFDO. While a common approach is to withhold information to prevent any possible degradation of planned or actual military operations, commanders should consider the possible advantages of releasing certain information—time-critical and truthful information—after proper security review to demonstrate US resolve, intent, or preparations. Rather than providing an advantage to an adversary, the carefully coordinated release of operational information in some situations can intimidate a rival government or adversary, deter conflict, and counter adversary propaganda while also maintaining or building support for military operations.

As tensions grew in the days before the US launched Operation IRAQI FREEDOM in 2003, the US publicly highlighted the devastating capabilities of its newest weapon—the Massive Ordnance Air Blast, or MOAB. International media used the video images and information provided to tell the story of one of the tools now in the US arsenal for use against Iraq and other possible adversaries. The media called the weapon the “monster bomb” and the “Mother of All Bombs,” sending a clear message of extraordinary capability to the US population—and a strong, visual warning to would-be aggressors. The images and information did not result in a peaceful solution to the problems in Iraq but are an important piece of information thousands of Iraqi soldiers may have used in their decisions to surrender.

—Multiple Sources

Operations security protects friendly forces by denying an adversary critical information about US or coalition operations. A critical information list of sensitive information and indicators is developed prior to a contingency to help ensure that deploying military personnel and embedded media are aware of information considered non-releasable. While dealing openly with the media and providing accurate information, Air Force personnel must ensure the release of information does not adversely affect national security or threaten the safety of US and coalition forces. Commanders should emphasize this approach, which protects sensitive information and enables PA operations to deliver their full potential. Embedded media may encounter classified information and should sign a nondisclosure agreement as part of their ground rules for being embedded. This method allows the reporter to truly become part of the unit, building understanding and knowledge which improves their work. Nondisclosure agreements also help to ensure the reporter does not deliberately disclose classified information.

COUNTERPROPAGANDA

Counterpropaganda operations involve those efforts to negate, neutralize, diminish the effects of, or gain an advantage from foreign psychological operations or propaganda efforts. Numerous organizations and activities (e.g., intelligence, surveillance, and reconnaissance [ISR] operations; PA; or other military units and commanders) can identify adversary propaganda operations attempting to influence friendly populations and military forces. Commanders at all levels should integrate activities designed to disseminate truthful information; mitigate adversary messages; and disrupt, degrade, and disable adversary psychological operations. Such efforts might range from specific PA operations to convey accurate information to the targeted audiences and mitigate the intended effects of adversary psychological operations, to efforts to physically destroy adversary psychological operations resources and assets.

Public affairs serves as the Air Force lead for the counterpropaganda mission in the public information environment by countering adversary propaganda and maintaining public support and trust for US military operations. Gaining and maintaining the information initiative in a conflict can be a powerful weapon to defeat propaganda. Integrated use of PA operations and other IO capabilities to respond to collateral damage charges also represents a valuable tool

for the commander. The commander must strive to gain and maintain the information initiative by rapidly providing truthful and accurate information to the public first. The first out with information often sets the context, frames the public debate, and often drives others into a reactionary stance in order to refute the information. It is extremely important to get complete, truthful information out first—especially information about friendly forces’ mistakes so that it is friendly forces that expose the errors and put them into accurate context. This helps to disarm adversary propaganda and defeat attempts by an adversary to exploit these mistakes for their propaganda value. Use of PA capabilities, such as AFRTS, to fully inform friendly forces about international, national, and internal events can help insulate friendly forces from the effects of adversary propaganda operations.

Adversaries of the US have used propaganda during many conflicts, and most propaganda activities play out through the domestic and international news media. While we may anticipate an adversary will twist information to suit their propaganda purposes against the US, our PA operations are truth-based, and will not intentionally misinform the US Congress, public, or media.

PSYCHOLOGICAL OPERATIONS (PSYOP)

PSYOP is 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.” (JP 1-02). Air Force PSYOP contribute to counterpropaganda missions by amplifying key themes and messages among foreign audiences, reaching populations in media markets inaccessible by PA operations, identifying adversary propaganda themes and methods, and providing psychosocial data on prospective target audiences. PA operations disseminate a continuous flow of trusted, reliable, timely, and accurate information to military and civilian Air Force people, their families, the media, and the public. This capability allows PA operations to help defeat adversary efforts to diminish national will, degrade morale, and turn world opinion against Air Force operations. Countering such messages from adversaries can be vital to successful operations and accomplishing mission objectives.

US policy prohibits PSYOP targeted at or intended to mislead or influence any US citizens whether within or outside the US. Under US law it is a crime to knowingly and willfully deceive Congress or any other US department or agency. Although PA operations may provide truth-based information that assists in countering adversary PSYOP, PA personnel do not engage in PSYOP.

Commanders should ensure PA operations are deconflicted with PSYOP. For example, PSYOP are designed to convey selected truthful information and indicators to foreign leaders and audiences with the goal of influencing their emotions, motives, reasoning, and behavior in a manner favorable to friendly objectives. PA operations communicate US resolve and commitment to international audiences in a manner that can shape the GIE and inform decision makers. PSYOP information and information prepared for public release must be coordinated to ensure the messages to the respective audiences are not contradictory. Public trust in and

support for the Air Force could be undermined or lost if the perception develops that a spokesperson attempted to deceive or lie to the public directly or through the media. Lying, or the perception of it, immediately degrades the effectiveness of military operations and destroys domestic and friendly-nation support. Not only is using false information in PA operations contrary to DOD policy and practice, but if false information were ever intentionally used in PA operations, the public trust and support for the Air Force could be undermined and the capabilities provided by PA operations would be degraded.

Commanders also should be aware that, in the GIE, the media and the US public could receive information related to military deception plans or efforts. Public affairs and military deception operations should be coordinated to ensure that credibility of US operations and communications is retained. Close coordination also can prevent the inadvertent compromise of a deception plan. PA operations can document displays of force but must not simulate force projection by using false information.

In late 1990, before the start of Operation DESERT STORM, US amphibious training was conducted in the Persian Gulf. The training demonstrated the US force's amphibious capability, as well as US and Coalition resolve concerning the crisis. Inevitably, journalists asked if an amphibious invasion was planned. In keeping with operational guidelines for discussing information with the media, military officials wouldn't comment on future operations. Even though an amphibious landing ultimately was not conducted during Operation DESERT STORM, Iraqi perception of the US and Coalition capability and resolve may have caused them to conclude that an amphibious invasion was likely. As a result of their perception, Iraqi forces may have focused additional attention and resources that could have been employed elsewhere to defend against an amphibious invasion that never materialized.

**—DOD Final Report to Congress,
Conduct of the Persian Gulf War, April 1992**

ANALYSIS AND DISSEMINATION

PA operations' analytical and dissemination capabilities make them integral to enhancing air, space, and information operations. The collection, analysis, and release of information about ongoing Air Force operations are part of the daily workload of activities such as public affairs, broadcasting, visual information, combat camera, and recruiting. PA personnel have keen awareness of the public information environment as a result of communications with the chain of command and analyzing media products from varied sources. Commanders can leverage this situational awareness to adjust their PA operations to increase public awareness of Air Force operations, capabilities, and resolve. The information analyzed and disseminated can help provide predictive awareness of the public information environment to warfighters, allowing them to preempt some effects of a crisis, frame the public debate, and make well-informed decisions.

Assessing the GIE and the effects from PA operations gives the commander a more comprehensive view. Multiple aspects of the GIE require analysis to enable effective operations. The international news media, international web sites, internet discussions, and coalition PA operations are just a few elements forming and impacting the GIE. PA personnel must understand the priorities and perspectives of key domestic and international audiences to effectively assess the GIE and the effects of PA operations.

PA personnel should be able to evaluate public communication in a way that enables them to assess PA effectiveness in achieving commander's objectives. Well-written objectives and targeted data collection are necessary to analyze the effect and impact of PA activities. There are two general types of research: formative and evaluative research. Formative research provides the analysis necessary to plan PA activities. Evaluative research provides analysis of the effectiveness and efficiency of these activities. PA personnel should look to all feedback sources to assist in evaluating what additional information, messages, and programs are necessary to improve the effectiveness and efficiency of the PA activities. In some cases, this information will be readily available through the internet, print media, television, radio, or existing opinion research. In other cases, PA personnel may need to plan to fund media clip services, media translation, or commissioned focus groups or polls in order to obtain the required information.

PA operations also process information from past Air Force operations for use in current or projected operations. Lessons learned, after-action reports, historical records, and museum programs are the primary resources for analyzing and preparing information for dissemination about the historical activities of the Air Force. The integrated efforts of these activities often result in dissemination of historical information to assist commanders in achieving desired effects in the public information environment.

Air Force broadcasters, combat camera teams, and visual information centers make a significant contribution to this operations area by visual storytelling and documenting current operations and events. The combined efforts and resulting increased public awareness contribute to public trust and support, global influence and deterrence, and help enhance Airman morale/readiness. PA requires quality information products from various sources to execute PA operations (for example, weapon systems video, combat camera, visual information imagery, subject-matter experts for media interviews, etc.). The synergy possible from effectively assessing the GIE and deploying quality information in a timely manner through PA operations may have potent effects on the overall effort.

The products and programs from these analytical and dissemination efforts can provide unique avenues to help commanders foster public understanding and support for air and space operations. They also can be sources of information to help warfighters apply lessons from the past to current operations.

CHAPTER FOUR

OPERATIONAL ENGAGEMENT

PA operations are continuously conducted across the entire range of military operations and conflict. The continuous planning, execution, and assessment of the broad range of PA operations enhance a commander's ability to shape the information environment, achieve desired effects, and meet operational objectives. The basic principles, capabilities, and tasks of PA operations remain the same whether units are at home station or deployed—only the specific focus of the operations change. PA operations are most effective in war or contingencies when integrated with other information operations capabilities and are part of strategy development, planning, and execution phases of operations.

With the important advice and assistance PA provides to senior leaders and commanders, they are assigned as part of the joint force air and space component commander's (JFACC's) or commander, Air Force forces' (COMAFFOR's) personal staff while deployed. Because PA operations can achieve asymmetric effects **PA personnel are members of the commander's personal staff, but should be fully integrated into the activities of the air and space operations center (AOC) and should coordinate and synchronize with the activities of the information warfare flight (IWF).** PA personnel in the AOC and working with the IWF develop communication strategy and plans, and monitor current operations for time sensitive communication events (TSCE). TSCE are real-time events with the potential to impact the overall operation in a positive or negative fashion (e.g., collateral damage event, successful strike using a first-ever employed platform, fratricide incidents, etc.). PA expertise is essential to interpret events in the information environment and enhances the operational courses of action (COAs) available to commanders, particularly when fully integrated into the campaign plan.

COMMAND RELATIONSHIPS WHILE DEPLOYED

Air Force PA personnel at all levels are organized as part of the commander's personal staff. One unique aspect of PA personnel and Air Force units assigned or attached to a unified or joint command is that they are subject to PA guidance from the Office of the Assistant Secretary of Defense for Public Affairs (OASD-PA) as well as from unified command guidance. As such, they must coordinate efforts through the PA staff of the joint force commander (JFC). In overseas theaters, each US embassy has a country team that oversees PA operations to ensure they support established country plan objectives. Many information operations are strategic in nature and require PA personnel, in coordination with OASD-PA, to work closely with the country teams throughout planning and execution phases. This close coordination of effort ensures operational key themes and messages and PA and IO objectives support US objectives and diplomatic efforts within affected foreign nations and prevent conflicting communication efforts or other unintended consequences.

PA operations are most effective when backed by the authority and credibility of the COMAFFOR or JFACC. Subordinating PA operations to a lower command echelon is contrary

to DOD and CJCS policy, reduces access to critical information, hampers reaction time and may degrade PA credibility with various public audiences and media organizations. Maintaining the direct relationship between the commanders and PA staff provides the best opportunities for success when employing PA operations.

During joint operations, the supported command has operational control of assigned forces and specified operational/tactical control of attached forces. An overall PA operations communication plan should be developed by the joint community and reflected in the PA annex to the OPLAN or contingency plan. Separate but mutually supporting plans also should be developed for each component.

Air component PA planners normally will prepare the PA annex to the OPLAN and determine the communications requirements, associated costs and equipment, and total number of PA personnel required in theater. Air component PA planners are responsible for ensuring PA plans support the JFC's intent and objectives. They also are responsible for ensuring the integration of public affairs forces into the AOC and IWF. PA personnel who deploy to forward locations in support of air expeditionary wings, groups, or other Air Force units will usually report through their chain of command to receive functional support and guidance from the COMAFFOR PA or air component PA.

The JFC will normally establish a joint information bureau (JIB) or coalition press information center (CPIC) to provide guidance and supervision for media operations to all supporting components. AFRTS is also usually established as a part of the JFC's PA operations. AFRTS requirements must be identified to the joint PA planner as a part of the joint PA capability requirement (See JP 3-61, *Doctrine for Public Affairs in Joint Operations*).

Unless the JIB or CPIC also establishes a command information function, unit internal information initiatives will normally be coordinated with the COMAFFOR PA staff and provide support for Air Force units in the forward area and at home.

INTEGRATION WITH AIR AND SPACE OPERATIONS

The JFACC/PA and the JFACC/PA plans officer provide the direct operational PA connection to the JFACC and joint air and space operations center (JAOC). The senior public affairs officer (PAO—also referred to as the PA Director) is responsible for planning and executing PA operations to support and achieve the desired effects necessary to accomplish the commander's operational objectives. The senior PAO is part of the commander's personal staff, serving as the PA representative to the air component commander.

PA liaisons may be aligned in the IWF or the strategy, combat plans, or combat operations divisions of the AOC. These liaisons in the AOC and IWF serve in a planning/deconflicting capacity. Liaisons to AOC divisions/teams coordinate plans with the senior PAO. PA operations are executed by the PA operations cell.

A subordinate PAO serves as the operations officer and oversees PA operations. This individual also serves as a liaison within the JAOC IO team. The operations officer and

subordinate PA personnel conduct media operations, community relations, and internal information programs. These PA personnel are a key link in ensuring PA operations and other operations are at a minimum deconflicted and where possible, integrated or synchronized to achieve effects-based results.

The PA plans officer is responsible to coordinate with the PAO and the JFACC/PA operations officer to work with the strategy division, IWF, and other specialty teams to coordinate, integrate, and synchronize effects-based PA planning to operational objectives, phase transitions, etc. The PA plans officer integrates PA capabilities into operational plans and communication tasking orders to achieve the commander's objectives.

The COMAFFOR/PA plans officer is responsible for planning, managing, and sustaining deployed PA personnel within the AOR to ensure the right PA capabilities are leveraged to meet the commander's intent. Multiple air expeditionary wings, groups, and other Air Force units may exist subordinate to the COMAFFOR. Air Force PA personnel assigned to these units will receive functional support and guidance from the COMAFFOR/PA and PA plans officer.

Additional PA officers are appointed as necessary to the combined staffs to manage joint information bureaus, media support cells, or command information operations.

Air Force public affairs Airmen were integrated into the CENTAF (Central Air Forces) AOC at a level never seen before in Operation IRAQI FREEDOM. A PA officer served as full-time liaison to the AOC Strategy and Combat Plans cells for two weeks prior to the initiation of combat. During combat, two PA Airmen served on the AOC floor at all times. These PA officers maintained a constant situational awareness of planned actions and ongoing combat ops and shared that information with Air Force and joint PA Airmen across the theater. This enabled CFACC (combined forces air and space component commander) to anticipate, preempt and effectively mitigate much of the enemy propaganda intended to constrain air operations. PA integration in the AOC also increased accuracy and reduced cycle times for responses to media queries and enhanced PA integration with other elements of information operations.

—CFACC/PA during Operation IRAQI FREEDOM, 2003

IO teams help integrate IO activities into joint air and space operations plans (see AFDD 2-5, *Information Operations*, and JP 3-13, *Joint Doctrine for Information Operations*, for detailed discussion of IO specialty team responsibilities). IO specialty teams plan and develop IO COAs that support air and space operations. They also ensure the JFC's IO effects and objectives are fully integrated in the joint air operations plan.

The success of a campaign plan may depend on the information superiority achieved by coordinating and integrating all IO capabilities into a seamless effort. The composition of IO specialty teams may vary based on the overall mission of the force, the role of IO in accomplishing the JFC's objectives, and the adversary's IO capability.

While PA operations should be closely coordinated with the IO specialty team, the timely flow of information for release in the public information environment should not be impeded if it will have a detrimental effect. PA professionals directly advise the commander and deliver truthful time critical information to meet commanders' desired effects.

During every phase of contingency operations, PA specialists should be represented in the AOC and IWF. The training and experience of PA professionals in dealing with the public and news media make them a key to achieving the commander's objectives related to the public information environment. The PA role in coordinating and deconflicting information is vital because PA personnel are the agents for releasing official information to the public and keeping Air Force audiences informed.

The characteristics of the GIE demand synergy between PA operations and the ISR division. The ISR division is the organization within the AOC primarily responsible for battlespace awareness. Battlespace awareness is the result of continuous information gathering and analysis, using a variety of functions. **The synergy between PA operations, which uses open-source information, and operations, which primarily uses classified information, is crucial to gaining and maintaining information dominance.** Close coordination to promptly sanitize and release sensitive information without compromising sources or operations can be highly valuable for countering adversary propaganda, illuminating adversary deception or denial tactics and to highlight US precision, discrimination, and discretion.

During IRAQI FREEDOM, PA planners in the AOC worked with PSYOP planners to develop news releases about Commando Solo broadcasts and leaflet drops. The PA operations cell released information about PSYOP efforts to US and international news media as PSYOP missions were executed, keeping the public informed of PSYOP as they occurred. This approach preempted the enemy's attempts to counter the PSYOP missions, as well as keeping the US and international audiences informed of coalition communication efforts directed at enemy forces.

—Multiple Sources

PA operators at any level must be prepared to work in any security environment. PA planners must have the clearances and unescorted access (where permitted) to all elements of the AOC, including intelligence, special access programs (SAP) or special access requirements (SAR) facilities. PA forces cannot provide trusted counsel to commanders on PA operations without clearances and access to the full operational picture. PA personnel must understand Air Force warfighting organization, concepts, and terminology as well as basic principles of

classifying information and foreign disclosure procedures. Not only does this enable PA operators to properly communicate Air Force information and capabilities, but it increases their usefulness and credibility with the public, commanders, and other Air Force disciplines and functions.

PLANNING, DEPLOYMENT, EXECUTION, AND ASSESSMENT

Effective PA operations planning must be fully coordinated with and integrated into the strategy development and planning processes from the outset to achieve synergy with other plans. The PA plan is an important annex within the air operations plan. PA personnel, particularly those at air component commands, must also work closely with the IO team to develop IO courses of action and plans that are fully integrated and deconflicted throughout the planning, deployment, execution, and assessment phases of a campaign.

We need to tell the factual story—good and bad—before others seed the media with disinformation and distortions, as they most certainly will continue to do. Our people in the field need to tell our story. Only commanders can ensure the media get to the story alongside the troops. We must organize for and facilitate access of national and international media to our forces, including those forces engaged in ground operations.... To accomplish this, we will embed media with our units. These embedded media will live, work, and travel as part of the units ... to facilitate maximum, in-depth coverage.

**—Memo from Secretary of Defense Rumsfeld,
2003**

PA operations use a communication tasking order (CTO) to synchronize its units and personnel efforts and deliver PA capabilities. The CTO is developed by the JFACC/PA in coordination with the PA plans officer in the strategy division to communicate the themes, messages, and the desired effects to PA operators and Airmen. It states operational and tactical PA effects to be achieved, and may assign specific PA tasks to specific PA operations assets. The CTO is built and adjusted following the EBO model. Employing PA operations within the construct of EBO provides flexibility to adjust PA efforts, as effects and effectiveness are measured and operational situations change. PA staff executing a CTO report progress and status through situational reports (SITREPs). Specific information provided in these SITREPs allows the COMAFFOR/PA, JFACC/PA and PA plans officer to monitor current progress in meeting PA operational and tactical objectives, sustain current CTOs, or draft a new order for release.

Planning

Air Force PA operations, through direct-liaison authority, support informational objectives of the US national leadership, the DOD, federal agencies, state and civil authorities, combatant commands, joint task forces, major commands, and subordinate units. Planning for PA operations is driven by the DOD and must be conducted at all levels of command and for operations across the spectrum of conflict. OASD-PA and the JFC's plans for PA operations

guide efforts at lower echelons of command. Planning by subordinate units should be based on the assessed information needs and opportunities of their commands and should be consistent with the plans and objectives of higher commands. Responsibility for coordination and deconfliction of planning and operations rests with the subordinate command PA staff.

Planning for PA operations is reflected in two types of documents: communications plans and OPLANS. Commanders oversee the development of communication plans, which should use all activities available to carry out PA operations. These plans focus on strategic and tactical communication. Strategic plans provide direction for long-range communication efforts concerning the organizational mission and objectives, while tactical plans direct communication on specific operations, events, or issues. In OPLANS, commanders should identify the tasks and resources required to achieve their informational and strategic communication objectives in a PA annex. PA planners should review OPLANS and consider all PA tasks (internal information, media operations, community relations, security review, and strategic communication planning) to achieve desired effects in the information battlespace. This consideration should include all products and resources available – internal print, web products, Hometown News, radio and television broadcasting (internal and AFRTS), visual information services, civic groups and community relations, combat camera documentation, and musical programs. PA issues and requirements should be included in all aspects of peacetime, wartime, and contingency planning. Particular attention should be paid to the role PA plays during transition into and out of wartime operations, as public opinion and support are especially important during these times.

Deployment

Personnel engaged in PA operations should be among the first people sent into a theater (situation permitting) when engaged in deployed operations. **Positive and/or balanced media coverage at the outset of military action can rapidly influence public and political opinion and affect strategic decision making.** Therefore, commanders should consider deploying PA personnel, visual information technicians, combat camera teams, and broadcast experts with the first units. They should deploy with the equipment needed to accomplish their missions to ensure timely, accurate reporting and documentation of the operation. PA operations should be closely coordinated to obtain a synergy of effect and avoid duplication of effort. These PA assets also can help the commander interpret the public information environment from the strategy development and planning phases to the start of an operation, propose public affairs courses of action appropriate for the situation, and adjust decision making accordingly.

Execution

Commanders ensure PA operations are able to support the range of contingencies, from bare-base operations to establishing a JIB or CPIC (the focal point for interface between military forces and the media in theater). The primary goal is to expedite the flow of accurate and timely information about the activities of US and coalition forces.

Effective PA operations at the joint task force or unified command level may require close coordination between the US military, the Department of State (DOS), and other US government agencies. Normally, an executive order defines agency responsibilities, functions, and interagency relationships. Either the senior DOS representative or the JFC will be assigned

overall responsibility for US activities in the area. PA operations can also, and often do, work in concert with agencies outside the Air Force, including other Services, coalition partners, government agencies, and private organizations.

In foreign countries, the President normally acts through an ambassador or chief of mission, who relies on a country team comprised of representatives from various agencies assigned to the US embassy or mission. The country team is concerned with matters involving PA operations and other activities that may affect the attitudes of the host-nation population. Therefore, commanders should require coordination of major PA initiatives with the appropriate country team to ensure release of consistent information supporting US national interests and command objectives.

Assessment

Assessment of PA operations is fundamental to the EBO plan/execute/assess cycle. PA measures of effectiveness must be developed and integrated as a subset of commanders' information measures of effectiveness used to gauge success in gaining information superiority. PA professionals should use classified and unclassified information sources to measure the effectiveness of their efforts in the public information environment and accordingly adjust their communication strategies to achieve the commander's desired effects. The JFACC/PA staff should consider these factors when building the CTO operational and tactical PA objectives. Objectives should be clear, concise, and attainable—and therefore measurable. As with all assessment, there should be both near-term and long-range evaluation of success. This assessment folds back into the planning effort to ensure mid-course updates to the plan are properly executed.

CHAPTER FIVE

PUBLIC AFFAIRS READINESS

GENERAL

Training and education play an important role in preparing commanders and PA personnel for PA operations and in integrating PA capabilities with air, space, and information operations. Leaders should, at a minimum, have a broad understanding of the principles, capabilities, and tasks used during PA operations and related activities. In addition, commanders must know how PA operations contribute to information superiority through IO planning. Commanders should integrate PA operations in all major exercises and wargames to build awareness of the role all Airmen have in PA operations. PA operators must be trained and educated about how PA operations integrate, complement, and enhance air, space, and information operations, and have a keen understanding of effects-based operations. To be effective, PA operators must have the appropriate security clearances to allow them access to operational information and IO collaborative tools. PA operators must be trained and proficient in strategy development and planning processes.

TRAINING

PA operators should be trained in their specialty areas to ensure they are ready and capable to perform PA tasks. They should be trained in IO planning and employment to ensure PA capabilities are appropriately and fully incorporated by the warfighter.

Commanders may also require specific PA training. As the leader of PA operations, the commander is responsible for communicating the unit's vision, mission, and objectives to its people and the public. The commander requires a thorough understanding of the information environment as well as the capabilities, functions and fundamentals of PA operations. The commander's PA staff is responsible for providing the commander with needed PA training, although there are also several Air University courses for commanders that provide additional PA training. Commanders also may require media training so they understand guidelines on the release of information and develop interview strategies and skills needed to excel in media engagements. Media training is available through major command PA staffs and the Secretary of the Air Force Office of Public Affairs. In addition, commanders may benefit from just-in-time training provided by their PA staff prior to meeting the media. This training prepares them with themes, strategies, and techniques for the interview environment. It also readies them to effectively articulate their responses and capitalize on questions, even those of a sensitive nature.

Finally, PA operations and media issues should be added to exercises at all levels, where possible. Incorporating PA operations and media issues into exercises provides commanders, staffs, planners, and PA personnel the opportunity to exercise conducting PA operations and addressing PA or media issues that are likely to occur during military operations.

EDUCATION

The Air Force incorporates relevant aspects of PA into developmental education programs and products because each Air Force person has a role to play in PA operations.

Education in PA operations prepares Airmen to represent the Air Force to the public and achieve desired information effects. Military operations often receive intense media attention, and PA awareness and media engagement training help Airmen fully understand that the decisions they make, what they say, and what they do can have immediate and lasting implications on the mission.

Developmental education pursued at the appropriate time by officers, enlisted members and civilians provide a broader understanding of the role of PA in Air Force operations. Developmental education courses teach the effects of public information on military operations and the importance of integrating PA operations into strategy development and plans. These lessons are effectively applied and learned when PA operations are integrated into exercises and wargames. Courses that offer this education are taught through Air University; the College of Aerospace Doctrine, Research and Education (CADRE); and the CADRE Air Force Wargaming Institute.

Every Airman should understand that PA operations are integral to air, space, and information operations. Additionally, all PA personnel should have a solid understanding of Air Force operational concepts, organizational structure, and terminology to enable accurate communication of the Air Force story and establish credibility with the public, commanders, and other operational personnel.

RESOURCES

PA operations must be resourced to succeed in the modern GIE. Its equipment must be of the highest possible quality and functionality to quickly project the Air Force story from any deployed location. PA operators must also be equipped to synchronize and interact with other Air Force functions in the classified voice and data environments to ensure PA capabilities are quickly and effectively leveraged to achieve the commander's desired effects.

PA planners should avoid duplicating available work done by other government agencies or the private sector in assessing the public information environment. However, accurate assessment of the public information environment may require the further commitment of additional resources to collect, translate, and analyze media content or to research public awareness, attitudes, and behaviors through focus groups or surveys.

Modern global communications technology has ushered in a new era, shifting values about warfare across the geopolitical landscape. Effects-based operations fundamentally transform Air Force PA operations to capitalize on these changes and develop flexible capabilities to achieve desired national security effects. The DOD depends on the Air Force to

deliver information superiority for the US, making PA an integral and crucial part of air, space, and information operations.

Suggested Readings

AIR FORCE DOCTRINE PUBLICATIONS:

(NOTE: ALL AIR FORCE DOCTRINE DOCUMENTS ARE AVAILABLE ON THE AIR FORCE DOCTRINE CENTER WEB SITE: [HTTPS://DOCTRINE.AF.MIL](https://doctrine.af.mil))

AFDD 1, *Air Force Basic Doctrine*

AFDD 2, *Operations and Organization*

AFDD 2-4, *Combat Support*

AFDD 2-5, *Information Operations*

AFDD 2-9, *Intelligence, Surveillance, and Reconnaissance Operations*

JOINT PUBLICATIONS:

(NOTE: ALL JOINT DOCTRINE PUBLICATIONS ARE AVAILABLE ON THE JOINT ELECTRONIC LIBRARY SITE: [HTTP://WWW.DTIC.MIL/DOCTRINE](http://www.dtic.mil/doctrine))

JP 3-13, *Joint Doctrine for Information Operations*

JP 3-53, *Doctrine for Joint Psychological Operations*

JP 3-54, *Joint Doctrine for Operational Security*

JP 3-58, *Joint Doctrine for Military Deception*

JP 3-57, *Joint Doctrine for Civil-Military Affairs*

JP 3-61, *Doctrine for Public Affairs in Joint Operations*

OTHER PUBLICATIONS

DOD Directive 5122.5, *Principles of Information*

27 September 2004 CJCS Memo: "Policy on Public Affairs Relationship to Information Operations"

APPENDIX

DODD 5122.5, Assistant Secretary of Defense for Public Affairs (ASD(PA))
27 September 2000, Enclosure 2

E2. ENCLOSURE 2 PRINCIPLES OF INFORMATION

E2.1. INFORMATION

It is DOD policy to make available timely and accurate information so that the public, the Congress, and the news media may assess and understand the facts about national security and defense strategy. Requests for information from organizations and private citizens shall be answered quickly. In carrying out that DOD policy, the following principles of information shall apply:

E2.1.1. Information shall be made fully and readily available, consistent with statutory requirements, unless its release is precluded by national security constraints or valid statutory mandates or exceptions. The "Freedom of Information Act" will be supported in both letter and spirit.

E2.1.2. A free flow of general and military information shall be made available, without censorship or propaganda, to the men and women of the Armed Forces and their dependents.

E2.1.3. Information will not be classified or otherwise withheld to protect the Government from criticism or embarrassment.

E2.1.4. Information shall be withheld when disclosure would adversely affect national security, threaten the safety or privacy of US Government personnel or their families, violate the privacy of the citizens of the United States, or be contrary to law.

E2.1.5. The Department of Defense's obligation to provide the public with information on DOD major programs may require detailed Public Affairs (PA) planning and coordination in the Department of Defense and with the other Government Agencies. Such activity is to expedite the flow of information to the public; propaganda has no place in DOD public affairs programs.

DODD 5122.5, Sep. 27, 2000
ENCLOSURE 2

Glossary

ABBREVIATIONS AND ACRONYMS

AB	air base
ACS	agile combat support
AF	Air Force
AFDD	Air Force doctrine document
AFFTC	Air Force Flight Test Center
AFRTS	American Forces Radio and Television Service
AOC	air and space operations center
AOR	area of responsibility
CADRE	College of Aerospace Doctrine Research and Education
CFACC	combined force air component commander (JP 1-02); combined force air and space component commander (USAF)
CFACC/PA	combined force air component commander/public affairs (JP 1-02); combined force air and space component commander/public affairs (USAF)
CIA	Central Intelligence Agency
COA	course of action
COMAFFOR	commander, Air Force forces
CPIC	coalition press and information center
CTO	communication tasking order
DOD	Department of Defense
DODD	Department of Defense directive
DOS	Department of State
EBO	effects-based operations
FDS	foundational doctrine statement
GIE	global information environment
IFDOs	informational flexible deterrent options
IO	information operations
ISR	intelligence, surveillance and reconnaissance
IWF	information warfare flight
JAOC	joint air operations center (JP1-02), joint air and space operations center (USAF)
JCS	Joint Chiefs of Staff
JFACC	joint force air component commander (JP 1-02); joint force air and space component commander (USAF)
JFC	joint force commander

JIB	joint information bureau
JTF	joint task force (JP 1-02)
JSCP	joint strategic capabilities plan
LOAC	law of armed conflict
OPSEC	operations security
MOAB	massive ordnance air blast
NATO	North Atlantic Treaty Organization
OASD-PA	Office of the Assistant Secretary of Defense for Public Affairs
OPLAN	operations plan
PA	public affairs
PAO	public affairs officer
PSYOP	psychological operations
RAF	Royal Air Force
ROE	rules of engagement
SAP	special access program
SAR	special access requirement
SITREP	situation report
TSCE	time-sensitive communication event
US	United States
USAFE	United States Air Forces Europe

DEFINITIONS

battlespace The environment, factors, and conditions which must be understood to successfully apply combat power, protect the force, or complete the mission. This includes the air, land, sea, space, and the included enemy and friendly forces, facilities, weather, terrain, the electromagnetic spectrum; and information environment within the operational areas and areas of interest. (JP 1-02) *[The commander's conceptual view of the area and factors which he must understand to successfully apply combat power, protect the force, and complete the mission. It encompasses all applicable aspects of air, sea, space, and land operations that the commander must consider in planning and executing military operations. The battlespace dimensions can change over time as the mission expands or contracts, according to operational objectives and force composition. Battlespace provides the commander a mental forum for analyzing and selecting courses of action for employing military forces in relationship to time, tempo, and depth.] [Air*

Force Glossary] {Italicized definition in brackets applies only to the Air Force and is offered for clarity.}

effect A full range of outcomes, events, or consequences of a particular action or set of actions. The action can derive from any element of power—economic, political, military, diplomatic, or informational—and may occur at any point across the continuum from peace to global conflict. (AFDD 2-1.2)

effects based Actions, such as operations, targeting, or strategy, that are designed to produce distinctive and desired effects while avoiding unintended or undesired effects. (AFDD 2-1.2)

fusion In intelligence usage, the process of examining all sources of intelligence and information to derive a complete assessment of activity. (JP 1-02)

global information environment All individuals, organizations or systems that collect, process and distribute information. (AFDD 2-5.3)

influence operations Employment of capabilities to affect behaviors, protect operations, communicate commander's intent, and project accurate information to achieve desired effects across the cognitive domain. These effects should result in differing behavior or a change in the adversary decision cycle, which aligns with the commander's objectives. (AFDD 2-5)

information 1. Facts, data, or instructions in any medium or form. 2. The meaning that a human assigns to data by means of the known conventions used in their representation. (JP 1-02)

information operations. Actions taken to affect adversary information and information systems while defending one's own information and information systems. Also called **IO**. (JP 1-02) [*Information operations are the integrated employment of the core capabilities of influence operations, electronic warfare operations, network warfare operations, in concert with specified Integrated Control Enablers, to influence, disrupt, corrupt or usurp adversarial human and automated decision making while protecting our own.*] (AFDD 2-5) {Italicized definition in brackets applies only to the Air Force and is offered for clarity.}

information superiority That degree of dominance in the information domain which permits the conduct of operations without effective opposition. (JP 1-02). The Air Force prefers to cast 'superiority' as a state of relative advantage, not a capability, and views information superiority as: [*The degree of dominance in the information domain which allows friendly forces the ability to collect, control, exploit, and defend information without effective opposition.*] (AFDD 2-5) {Italicized definition in brackets applies only to the Air Force and is offered for clarity.}

joint force air component commander. The commander within a unified command, subordinate unified command, or joint task force responsible to the establishing commander for making recommendations on the proper employment of assigned, attached, and/or made available for tasking air forces; planning and coordinating air operations; or accomplishing such operational missions as may be assigned. The joint force air component commander is given the authority necessary to accomplish missions and tasks assigned by the establishing commander. Also called **JFACC**. (JP 1-02)

kinetic actions. Those actions taken through physical, material means like bombs, bullets, rockets and other munitions. (AFDD 2-1.9)

non-kinetic actions. Those logical or behavioral actions such as computer network attack on an enemy system or a psychological operation aimed at enemy troops. While non-kinetic actions have a physical component, the effects they impose are mainly indirect—functional, systemic or psychological. (AFDD 2-1.9)

operational level of war The level of war at which campaigns and major operations are planned, conducted, and sustained to accomplish strategic objectives within theaters or other operational areas. Activities at this level link tactics and strategy by establishing operational objectives needed to accomplish the strategic objectives, sequencing events to achieve the operational objectives, initiating actions, and applying resources to bring about and sustain these events. These activities imply a broader dimension of time or space than do tactics; they ensure the logistic and administrative support of tactical forces, and provide the means by which tactical successes are exploited to achieve strategic objectives. (JP 1-02)

propaganda Any form of communication in support of national objectives designed to influence the opinions, emotions, attitudes, or behavior of any group in order to benefit the sponsor, either directly or indirectly. (JP 1-02)

public affairs Those public information, command information, and community relations activities directed toward both the external and internal publics with interest in the Department of Defense. Also called **PA**. (JP 1-02)

public information environment All individuals, organizations or systems that collect, process and disseminate information for public consumption. (AFDD 2-5.3)

psychological operations 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. Also called **PSYOP**. (JP 1-02)

strategic communication The planning, execution, and assessment of integrated and coordinated US Government themes and messages that advance US interests and policies through a synchronized interagency effort supported by public diplomacy, public affairs, and military information operations in concert with other political, economic, information and military actions. (AFDD 2-5.3)

strategic level of war The level of war at which a nation, often as a member of a group of nations, determines national or multinational (alliance or coalition) security objectives and guidance, and develops and uses national resources to accomplish these objectives. Activities at this level establish national and multinational military objectives; sequence initiatives; define limits and assess risks for the use of military and other instruments of national power; develop global plans or theater war plans to achieve these objectives; and provide military forces and other capabilities in accordance with strategic plans. (JP 1-02)

tactical level of war The level of war at which battles and engagements are planned and executed to accomplish military objectives assigned to tactical units or task forces. Activities at this level focus on the ordered arrangement and maneuver of combat elements in relation to each other and to the enemy to achieve combat objectives. (JP 1-02)

Web log (weB LOG or BLOG) Web page that serves as a publicly accessible personal journal for an individual. Typically updated daily, blogs often reflect the personality of the author. (source: webopedia.com. <http://sbinfocanada.about.com/cs/blogarticles/f/blogdef.htm>)