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FOREWORD

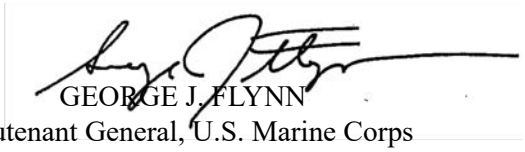
The three most important things the Marine Corps does for the Nation are make Marines, win battles, and return quality citizens. Public affairs (PA) is an integral part of warfighting and solidifies the existing, indispensable bond between the Marine Corps and the American public. Professional, sophisticated PA is just as important as tactics and weapons training. As a powerful, nonlethal capability with application across the range of military operations, PA builds understanding, credibility, trust, and relationships with domestic and foreign publics—publics that are critical to the Marine Corps' mission success and the Nation's larger strategic objectives.

Marine Corps Warfighting Publication (MCWP) 3-33.3, *Marine Corps Public Affairs*, describes Marine Corps doctrine on PA. It provides the requisite information needed by commanders and their staffs to understand PA. Although MCWP 3-33.3 is particularly relevant for Marine air-ground task force commanders and their staffs, it is important for every Marine to understand the

information contained herein. MCWP 3-33.3 addresses the information environment, the news media, policies and principles governing PA, and command responsibility for PA.

BY DIRECTION OF THE COMMANDANT OF THE MARINE CORPS

This publication will supersede MCWP 3-33.3, *Marine Corps Public Affairs*, dated 18 January 2000.



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Marine Corps Public Affairs

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Chapter 1
Public Affairs and the Information Environment

> *"The future success of the Marine Corps depends on two factors: first, an efficient performance of all duties to which its officers and men may be assigned; second, promptly bringing the efficiency to the attention of the proper officials of the Government, and the American people."*
>
> —Major General John A. Lejeune, USMC,
> 13th Commandant
> *The Marine Officer's Guide*

Information flow is the catalyst for accountability in our society. Public affairs (PA) is the function within the Marine Corps that keeps our key publics informed.

The ways in which battles are fought in the 21st century will continue to challenge our Corps. Peer and nonpeer competitors alike will seek to exploit our vulnerabilities. We will continue to be challenged in the informational environment as our enemies seek the dominance they may be unable to achieve conventionally. Within the context of these new challenges, PA is no longer merely a garrison-based supporting activity, but rather an operational asset. In peacetime, PA provides Marines and the general public with information that increases public understanding of the Marine Corps' roles and missions. Operationally, PA plays a central role in strategic planning and execution. The planning process should be considered incomplete and ill-considered if it does not address information and communication considerations. Public affairs and other

Marine Corps communication activities have impact in the area of operations (AO), and they can have decisive effects on the overall mission.

Public affairs must be a full and equal partner in the Marine Corps Planning Process (MCPP) in order to influence planning, whether in the deliberate or crisis planning team. The public affairs officer (PAO) must be informed and included throughout the planning process. The communication process—both internal and external—requires constant tuning and cannot be an afterthought.

MISSION

The Marine Corps PA's mission is to communicate and engage in order to build understanding, credibility, trust, and mutually beneficial relationships with domestic and foreign publics on whom the Marine Corp' success or failure depends. Marine Corps PA is a communication activity that provides timely, accurate information that informs and educates key publics about the missions, organization, capabilities, needs, activities, and performance of the Marine Corps as an instrument of national defense. United States Code, Title 10, *Armed Forces*, uniquely describes the Marine Corps as belonging to the American people and bearing the responsibility of keeping the American public informed, and freedom of the press is one of the many constitutional rights we have sworn to uphold. At peace or at war, the public and the news media are entitled to timely, accurate information. How we respond to this mandate reflects directly on our institution. Public affairs engages the public through activities such as public information, community engagement, and

command information, which are supported by planning, analysis, and assessment. Our public information policy is clear: honesty, openness, and accessibility to the maximum extent possible. Through community engagement, PA works collaboratively with and through groups of people affiliated by the geographic proximity or special interest to enhance the understanding and support for Marine Corps operations. Another important activity of PA is command information: providing pertinent information to Active and Reserve Component Marines, their families, retired Marines, and civilian employees. Timely, accurate command information—

- Displaces rumors that can be detrimental to morale.
- Enhances the quality of life.
- Provides career-related information.
- Increases personnel and unit readiness.

This information is provided through traditional informational outlets, including base newspapers, the Armed Forces Radio and Television Service, official internet and intranet Web sites, Marine Corps printed publications, and commercial media. Additional nontraditional outlets are many and varied (i.e., blogs, social networking sites, and text messaging are but a few new media information delivery methods) and should be used as deemed relevant to the situation at hand.

THE GLOBAL INFORMATION ENVIRONMENT

Public affairs operates in and contributes to a dynamic global information environment (GIE), an environment characterized by an increasing volume of information and delivery mechanisms

that near instantaneously permeate the globe, informing the understanding of friend and foe alike. The Marine Corps has many activities and operations that contribute to the GIE, such as civil-military operations (CMO) and information operations (IO). The range of military information activities spans the range of military operations—from garrison to combat. Web-based communication and emerging technologies are increasingly playing an integral role in the GIE as an effective and expeditious means to communicate globally. The connected nature of the Web-based information marketplace has blurred the lines between traditional military information activities, making communication planning and integration more important and complex.

PUBLIC AFFAIRS AS A NONLETHAL CAPABILITY

One of the most effective nonlethal instruments of power available to the commander is information. The employment of information through the medium of media communications can have a significant impact on its intended audiences. In some cases, effective communication allows the accomplishment of objectives without the use of lethal capabilities and in all other cases, a synchronized communication strategy provides synergistic effects not achieved with lethal elements alone. Public affairs is responsible for the public information aspects of the commander's communication strategy, which develops and delivers the commander's message to the desired audience to achieve an intended effect. During both planning and execution, PA contributes to the coordinated communication strategy that maximizes the informational component of military power, harmonizing the efforts of the range of military information activities to produce desired effects.

OTHER MILITARY INFORMATIONAL ACTIVITIES

Information Operations

Information operations and PA are related activities. Although they are separate functional areas, both PA and IO directly support military objectives; counter adversary propaganda, misinformation and disinformation; and deter adversary actions. They both require planning, message development, and media analysis, but may differ with respect to audience, scope, and intent. Public affairs and IO planners must coordinate in advance to achieve maximum effect and deconflict activities, consistent with Department of Defense (DOD) principles of information, policy or statutory limitation, and security. Commanders must ensure appropriate coordination between PA and IO activities occur to maintain PA public trust and credibility.

Psychological Operations

Psychological operations (PSYOP) are a discipline of IO. They are planned operations to convey selected information and indicators to foreign audiences to influence their attitudes, emotions, motives, objective reasoning, and ultimately, the behavior of foreign governments, organizations, groups, and individuals. The distinction between PSYOP and PA is often one of intent and means but their respective activities should not conflict and require early coordination. Psychological operations and PA should focus on deconflicting their activities to ensure they do not counter each other and mission objectives are accomplished. Although PA will not execute PSYOP activities, PA can use PSYOP products to educate the public about PSYOP missions, as appropriate. Public affairs activities that may affect

PSYOP missions include print and electronic productions, news releases, the organization of press availabilities, and media facilitation. Psychological operations and PA planners should coordinate within an IO working group or cell, or directly when there is no IO coordination capability established.

Operations Security

Operations security (OPSEC) measures identify, control, and protect generally unclassified information that is associated with sensitive operations and activities. Operations security is concerned with denying "critical information" about friendly forces to the adversary. Public affairs must ensure security at the source to protect classified and sensitive material from reaching the public. Public affairs officers should provide their assessment on the possible effects of media coverage of the joint operation and work closely with OPSEC planners to develop guidelines for use by military and media personnel to avoid inadvertent disclosure of sensitive information. Public affairs representatives should be involved in OPSEC planning, surveys, and security reviews to protect critical information from public release. Public affairs officers must consider OPSEC issues related to new and expanding media such as blogging, cell phones, social networking sites, portable media players, multimedia smart phones, and streaming media. Since information available to the media, at the tactical and operational levels, is perishable in terms of timeliness, commanders must understand their decisions for information release are critical. Recent lessons learned show PA should advise commanders to establish ground rules for the temporary delay of transmission of potentially sensitive information to address short-term security concerns. This helps

the media, supports OPSEC, and enables the release of information and imagery to achieve objectives.

Military Deception

Military deception includes those actions executed to deliberately mislead adversary military decisionmakers as to friendly military capabilities, intentions, and operations, thereby causing the adversary to take specific actions (or inactions) that will contribute to the accomplishment of the friendly mission (JP 1-02). The safeguarding of military deception-related information is of such high importance that it is often classified and compartmented. Public affairs should plan, coordinate, and deconflict with military deception operations consistent with policy, statutory limitations, and security. Coordination should safeguard essential elements of friendly information and maintain the integrity, reputation, and credibility of PA as a source for truthful information.

Computer Network Operations and Electronic Warfare

Operations utilizing computer network operations and electronic warfare capabilities can impact aspects of the PA mission. Public affairs officers should coordinate with computer network operations/electronic warfare activities in order to ensure PA operations are not inadvertently affected.

Civil Affairs

Civil affairs personnel conduct CMO that encompass the relationship between military forces, civil authorities, and people in a friendly or foreign country or area. These opeations may require US military forces to conduct activities and functions

normally under the responsibility of the local, regional, or national government. These operations may occur prior to, during, or subsequent to other military actions. They may also occur, if directed, in the absence of other military operations. Civil-military operations allow us to gain information dominance by interfacing with key publics and individuals in the GIE.

Civil-military operations involve contact with civilians and are designed to coordinate, influence, or develop civil organizations. In an expeditionary setting, relationships with local populations in each AO are a civil affairs function, not a PA function.

Public affairs is a special staff function with a powerful nonlethal reach. Coordination and staff interaction between civil affairs, PSYOP, and PA elements are required to ensure that the activities of one staff do not conflict with or complicate the work of another. In an expeditionary setting, both PA and CMO personnel may disseminate information to local populations. However, PA elements have the responsibility of working with media outlets; therefore, they will assist CMO elements in passing civil affairs information to the public through the appropriate media outlets.

Other Informational Processes and Activities

Other communication activities in the GIE, which are sometimes confused with PA, are strategic communication, marketing, public relations, and advertising.

Strategic communication is a collaborative process by which communication activities are coordinated and synchronized to achieve a desired end state. Although PA plays an important role in strategic communication efforts, strategic communication is not solely a PA function. In the Marine Corps, strategic communication is practiced in two different but similar manners: strategic

communication as it relates to the Marine Corps' Title 10 responsibilities and strategic communication as it relates to military operations. In the Title 10 environment, strategic communication integrates communication activities vertically between commands and horizontally across staff agencies. In the operational environment, strategic communication integrates in a similar way but has more means at its disposal, such as IO and civil affairs.

In informational activities that are separate and distinct from those of the Division of Public Affairs, Marine Corps Community Services conducts authorized operations in each of the following three areas:

- Marketing assumes that the key task of the organization is to determine the needs and wants of target markets. Marketers seek to adapt the organization to satisfy those wants and needs more effectively and efficiently than their competitors.
- Public relations has many definitions. It most often refers to communication activities designed to influence various audiences through media outlets by disseminating favorable news—building a positive image—to community outreach programs that facilitate public understanding and goodwill.
- Advertising is defined as any paid form of nonpersonal presentation of ideas, goods, or services by an identified sponsor.

> Note: Marine Corps Recruiting Command's Advertising Branch is authorized by Congress to conduct domestic advertising—but only as a personnel procurement function.

To maintain credibility and articulate policy, PA must remain—consistently and unambiguously, at war and at peace, at home and abroad—a form of communication designed to inform and educate. Accordingly, PA does not include marketing, public relations, or advertising.

Chapter 2
The News Media

"The Press is not the enemy and to treat it as such is self-defeating."

–Secretary of Defense
Robert M. Gates May 25, 2007, United Sates
Naval Academy Commencement (Annapolis, MD)

We live in an age of exploding information technology: Marines can near instantly transmit and receive pictures, videos, and stories to and from friends and families anywhere in the world. Marine Corps combat correspondent print and video products are posted on official and civilian Web sites. Civilian media is capable of producing and disseminating live coverage of events from every corner of the world. These factors provide both opportunities and challenges for Marine Corps communication. Coverage of the Corps must be anticipated, planned for, and supported at all levels. We must be prepared to meet, brief, transport, escort, and live with media personnel to provide an atmosphere conducive to accurate and timely coverage. The relationship between the Marine Corps and news media should be professional and collaborative. Individual Marines are our best spokespersons and must be prepared for opportunities to tell our story. To do this, Marines must understand their mission, the role of the media, how they function, and what drives news coverage.

THE CHANGING WORLD OF THE NEWS MEDIA

During World War II, only a handful of correspondents covered Marines in the Pacific campaign. Correspondents used portable typewriters and filed their stories by mail and action films (some

documentaries) shot by combat camera crews were shown in movie theaters. Their stories had to pass the scrutiny of censors. Weeks would pass before the information and imagery reached the public. This was the first time the public saw the wars bloodshed up close. Rules on military censorship were not in place during the early days of the Korean War until General MacArthur intervened by imposing a code of conduct and censorship. During the Vietnam War, the public witnessed firefights and the frustrations of that conflict in their living rooms within days. Americans watched the evening news on television and saw young Americans coming home in body bags. That shocking realization of the true nature of war drew tremendous public attention to the handling of every facet of the war effort. Unfortunately, the response of many military personnel to what they viewed as unwarranted news media intrusiveness was defensive. This attitude did not sit well with the American public and led to a damaging distrust of the military.

One of the legacies of the Vietnam War was a perception by military leaders that an unencumbered news media inflamed civilian opinion and contributed to the antiwar—perceived as antimilitary—movement. In the book, *America's Team, the Odd Couple: A Report on the Relationship Between the Media and the Military,* Frank Aukofer and William P. Lawrence stated that, "64% of the military officers surveyed in the opinion poll believe strongly, or at least somewhat, that news media coverage of the events in Vietnam harmed the war effort."

When the Allies landed in France during the Normandy Invasion of 1944, fewer than 30 reporters were with them. In 1991, more than 1,600 members of the news media gathered in the Persian Gulf to cover Operation Desert Storm. By then, typewriters had given way to laptops and coverage was live. The advent of the

24-hour news networks brought a need for reports to fill broadcasts and led to increased competition for stories.

Today's reality is that the media will often be with Marines on deployments; nearly 800 media were embedded with military units at the onset of Operation Iraqi Freedom. Information will get out immediately, unless restricted, because live coverage is the norm. As we learned in Somalia in 1993, reporters and news crews will sometimes be on the scene even before Marines land. Because of the forward presence of the news media and accessibility of the internet to the individual Marine (specifically with regard to an individual's ability to transmit or post images and information), what used to be tactical or operational level events have potential to quickly reach the strategic level and influence the decisions of senior leadership.

The relationship between the military and media will not wane. There will continue to be imperfections on both sides. Nonetheless, withholding information, without valid rationale, is not an option. The Marine Corps leadership must understand and expect that the media will tell the story with or without our input. We exist today because America wants a Marine Corps—that is, the spirit, values, and capabilities the Marine Corps represents; however, the public does not blindly give its support, but expects and deserves to know who we are, what we do, and how we do it.

NEWS MEDIA CONCERNS

Because of intense competition, the desire of the media to cover our operations will continue to be high. Combat always attracts a large number of media. Not only is there a constant ratings race between news media agencies, coverage of military operations is

also a fertile environment for news media personnel to build their reputations and is considered by some journalists to be the formative experience of their careers.

An active, free press is necessary to the maintenance of our democracy. However, a requirement of any commercial news media agency is to make a profit; they do this by producing compelling coverage of significant, newsworthy events. It is not for the military to define what is of news value, but rather to accept the business model and leverage it to our own ends. The news media's professional reputation is only as good as its last news piece, yet it must often produce against tight deadlines and contend with editors/producers who cannot assimilate the context and relevance of the story, which sometimes results in the piece never being released. Furthermore, when the news media is at odds with a military system, (a military system that is compelled to be precise, correct, and operationally secure) the news media may feel obligated to file a report in order to remain competitive. The news media may go to any source for their information, which can create tension between the military and news media personnel. It is in the best interest of the military PAO to get information to the media as quickly as possible to establish an accurate story and prevent the enemy or others from painting an inaccurate picture of the situation. Once a story is wrong, it is very difficult to correct it, even with facts.

Like Marines, reporters learn to adapt and overcome obstacles. When a news agency sends a reporter forward it expects newsworthy reporting. Commanders and PAOs who anticipate what news and information might be of interest to a particular news agency's market are more likely to achieve a successful media engagement—one that tells the Marine Corps' story, while appealing to a reporter's target market.

What makes news? What makes information newsworthy is how it relates to an audience. The most relevant elements are–

- Conflict. Readers have an interest in disagreements, arguments, fights, and rivalries. If an event has conflict attached to it, many readers will be interested on that basis alone. Combat operations are an obvious example of conflict; however, CMO are often punctuated with frustration between military and civic leadership, particularly when anticipated projects are delayed for any number of reasons. Such conflict often draws public and media interest.
- Proximity. Proximity has to do with location of the story as it relates to the news agency's market. For example, the activities of a Reserve unit deployed overseas would be of great interest to the audience of the unit's hometown.
- Prominence. Prominence has to do with how well known or important the subject of the news report is to the agency's audience.
- Timeliness. If something is happening now, it has more impact than something that happened yesterday or last week.
- Oddity. If something is unusual, the oddity alone can make it newsworthy.
- Consequence. If the impact of an event on the news agency's audience is major, they want to know about it. For example, if a significant number of Marine Corps units are scheduled to deploy for an extended period of time, their deployment could have a dramatic effect on the local community's businesses, which would become a newsworthy event.
- Human interest. If a situation makes you angry, sad, happy, or overjoyed, it contains the news element of human interest. Some stories are newsworthy on this basis alone.

The media believes the real story lies beyond any interference or guidance from the establishment. They expect to be granted access to go where they want and talk to whomever they see fit. Media representatives prefer not to be managed or controlled and do not expect censorship. Yet, at the same time, fewer and fewer reporters or other media personnel have military experience. As a result, unless they have covered the military on a full-time or near-full-time basis, they may have little knowledge of the military and its professional responsibilities. Media personnel who lack experience with the military may not be familiar with warfighting tenets, weapons systems, doctrine, and terminology. They may have outdated or anecdotal perceptions—some positive, some negative—about military personnel, culture, and objectives. Few have any idea what a Marine air-ground task force (MAGTF) is, or how we measure success.

The news medias desire to be unfettered while performing its mission can conflict with the objectives of military leaders. The PAOs that understand and appreciate the challenges facing the modern news media will be better able to advise and provide counsel to commanders. A successful PAO understands how the news media works and the differences among and within various news organizations. Getting the truth out accurately requires knowing who is asking and their expectations. The more frequently the publication or show is produced, the shorter the deadlines; therefore, in an operational environment, PAOs must be dynamic and forward leaning.

GUIDELINES

In response to many problems experienced in providing news coverage during Operation Desert Storm, a detailed analysis was

conducted by DOD. This analysis resulted in guidelines for coverage of DOD combat operations and is discussed in the following paragraphs.

Commanders should expect regular encounters with journalists who will show up in their assigned operational areas. Some of these reporters will be registered by the joint force and will carry identifying credentials issued by the PAO. Others will merely appear and begin coverage. Journalists not credentialed by DOD may not necessarily be given the same access as those who have credentials. In most cases, the media will not be accompanied by trained PA personnel.

Journalists in a combat zone who receive credentials from the US military will be required to abide by a clear set of military security rules that protect US forces and their operations. Violation of these rules can result in suspension of a journalist's credentials and expulsion from the combat zone. The decision to suspend credentials and/or expel a reporter should only be made after clear and severe violations have been committed and only with the concurrence of the combatant commander/joint task force commander. The subject of military security rules is a very important policy decision that should involve commanders and higher headquarters staffs.

Reporters generally tell the most accurate story of a particular unit when they are with that unit. Journalists should be provided access to all major military units. Special operations restrictions may limit access in some cases. To ensure complete coverage of joint operations, commanders should plan to assist journalists in gaining access to all conventional forces participating in the operation, to include those based outside the operational area.

Public affairs personnel should act as liaisons and facilitators, but should not interfere with the reporting. Often, this includes

helping civilian media understand the context of events and activities so that coverage is accurate.

Military units will receive better media coverage and successfully inject their story into the continuous news cycle when their commanders choose to actively participate in the dynamic information environment. There are many examples in which units received excellent coverage from journalists who traveled with them. Commanders that chose not to participate in the information environment or to embed the news media into their operations received very little coverage or sometimes negative press coverage. When military operations allow for open press coverage, field commanders should embed journalists with their units and permit journalists to ride on military vehicles and aircraft whenever feasible.

Commanders should make every effort to assist the media in filing their story as soon as possible. If the media has access but the story is never distributed, it is as if it never happened. Consistent with capabilities, the commander will supply PA with facilities to enable timely, secure, and compatible transmission of civilian and military media material and will make these facilities available whenever possible. Remember, if US Government facilities are unavailable, the media will file by any other means available. The commander will not ban communications systems operated by news organizations, but electromagnetic OPSEC in battlefield situations may require restrictions on the use of such systems.

The media recognizes that there are times when a remote location and/or operational considerations will limit access, but we owe them an explanation as to why they are being given limited access. Media pools are one means to deal with these limitations. A media pool requires reporters to combine their coverage and

make their stories available to all. Ideally, pools should represent the entire news media spectrum. Furthermore, the deployment of a pool does not guarantee that no other journalists will be encountered. Even under conditions of open coverage, pools may be appropriate for specific events, such as those at extremely remote locations or where physical space is limited. Pools are not to serve as the standard means of covering US military operations; however, pools may sometimes provide the only feasible means of early access to a military operation. Pools should be as large as possible and be disbanded at the earliest opportunity. The arrival of early-access pools will not cancel the principle of independent coverage for journalists already in the area.

Since the news media is competitive by nature, and pools minimize competition, the news media do not like pools. The news media must publish, post, or perish, and the publication of an exclusive story today is an insurance policy against being scooped by a competitor tomorrow. Pools should stay together only as long as there is something for the news media to gain. When there is less to gain from being in a pool than there is from operating independently, members of the news media will desert the pool en masse. Although the commander, through the PAO, determines how many news media members go and how they get there, the news media actually decide who goes and how distribution of the pool product is handled. See appendix A for more information on national media pool support.

THE MEDIA EMBEDDED IN MARINE CORPS UNITS

The most effective PA effort is predicated on taking the news media to the story or action. Let reporters see it, smell it, touch it, and talk to Marines on the ground. This helps the media develop a

better appreciation for Marines and their mission. The Marine Corps' best messengers are Marines talking about the Marines they lead and the jobs they do. Commanders should speak with the media and encourage their Marines to tell their story whenever and wherever possible. Marines can tell the Marine Corps' story better than any chart, graph, or press release.

Historically, the Marine Corps has endorsed and benefited from the practice of embedding the media. This alternative to pooling fosters mutual trust and understanding. Some reporters eager to learn more about the military see embedding as an unparalleled opportunity. They realize that reporters who are truly part of an operational unit may garner the ultimate front row seat. Embedding raises the reporter's awareness level and reduces errors in reporting. Informed reporters are less likely to violate security guidelines. Because the reporters themselves are in harm's way, along with the Marine Corps unit to which they are assigned, they have a vested interest in complying with security restrictions. Embedding the news media is never a sure thing. Commanders must realize that risk is involved. Overall, embedding has been a positive experience for the Marine Corps.

Accurate media coverage shapes perception of the event; it is the first version of history. The news media will get there, with or without the Marine Corps' assistance, in many cases, before the Marines' arrive. Forward-thinking commanders use innovative and creative ways to educate and assist the news media in theater. Public affairs officers should accurately apprise staffs to anticipate media presence and assist the commander in determining the best way to tell their unit's and the Marine Corps' story.

Chapter 3
Policies and Principles

> *"We are at an important stage in this war and in both our nation's future and the future of Iraq. Many things will come to pass during our tenure here. We must have the courage and the confidence to share our success and our setbacks with the American people and the global audience via the media."*
>
> —Major General John F. Kelly (USMC)
> Strategic Communication Campaign Plan

Public affairs is a discipline of communication that informs and educates the public about the performance, capabilities, needs, and activities of the Marine Corps during peacetime and times of conflict. Ideally, PA accomplishes this mission by—

- Maximizing disclosure of accurate information with minimum delay so that the public may assess the facts, whether it helps or hurts us in any way, thus ensuring our continued credibility.
- Ensuring the disclosure of accurate information in accordance with security, accuracy, policy, and propriety (SAPP).
- Taking PA into account throughout all phases of wartime, peacetime, and execution to ensure appropriate access to accurate, unclassified, and releasable information.
- Ensuring and maintaining OPSEC.
- Initiating and supporting activities that foster public awareness of the Marine Corps.
- Supporting and conducting aggressive PA programs to inform both internal and external audiences.
- Issuing and implementing public affairs guidance (PAG).

- Supporting DOD and/or joint PA operations and organizations.
- Providing PA and media relations training for Marines, their family members, and civilian employees.

THE FORMAL BASIS FOR PUBLIC AFFAIRS

Per the 1st Amendment of the US Constitution, "Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the Government for a redress of grievances." The 1st Amendment of the US Constitution prohibits unlawfully restricting the free flow of information. Thomas Jefferson believed this free flow of information was imperative to the democratic process and that governments derived their power from the consent of the governed. Few circumstances warrant withholding or delaying information. Three such circumstances are OPSEC, the physical protection of people, and the legally established privacy of individuals.

The Freedom of Information Act, passed in 1966, guarantees the publics right to obtain information from the US Government that is not classified or otherwise exempted from release. In most cases, the Freedom of Information Act makes disclosure the general rule, not the exception; affords all individuals equal rights of access; places the burden to justify the withholding of a document on the US Government, not on the person who requests it; and affords individuals improperly denied access to documents the legal right to pursue the matter in the courts. However, the Privacy Act limits the US Governments ability to publicly release personal information.

RANGE OF MILITARY OPERATIONS

At all levels of war, PA operations are critical to the ability of the Marine Corps to accomplish the mission. This is especially true because the GIE spans the strategic, operational, and tactical levels of war. Media coverage can instantly span the three levels, and incidents at the tactical level may have immediate consequences at the strategic level. Marine Corps Doctrine Publication 1-2, *Campaigning*, points out, The news media, because of its global reach and ability to influence popular opinion, can have operational effects—that is, it can often elevate even minor tactical acts to political importance. The actions of a single Marine at the tactical level can be elevated by instantaneous media coverage of those actions.

At the strategic level, PA helps establish the foundation and framework for conducting Marine Corps operations in support of national security. Strategic PA efforts inform audiences about our organization, training, and capabilities. They help demonstrate our readiness to react promptly, decisively, and appropriately. They are planned to clarify the linkage between national strategic goals and how the Marine Corps will contribute to the overall success of the strategy.

At the operational level, PA supports the commander by providing an assessment of a critical aspect of the information environment in which his/her force will conduct operations. It identifies PA issues for the commander's consideration; assists the commander in evaluating the PA implications of current and future campaigns, operations, and plans; and ensures that the higher headquarters' and commander's PA guidance is integrated into the planning process. Public affairs also plays a critical role

in facilitating media efforts to cover the operation and/or exercise and in supporting the commander's requirement to meet the internal information needs and expectations of the force.

At the tactical level, PA is conducted to achieve a balanced flow of accurate and timely information that communicates the Marine Corps perspective but does not violate OPSEC. It assists commanders in implementing a program that fulfills the internal information needs and expectations of the force. It provides an interface between Marines, the media representatives in the AO, and the public at large.

IMPLEMENTATION POLICIES

Marine Corps PA actions are guided by DOD directives, DOD instructions, joint doctrine, and the Secretary of the Navy Instruction 5720.44B, *Department of the Navy Public Affairs Policy and Regulations*, which emphasize a free flow of information via appropriate forums and within national security constraints and statutory mandates in order to provide information to the American and global public. Joint Publication 3-61, *Public Affairs*, provides overarching guidance.

Department of Defense

It is the commander's responsibility to ensure that all planning for military activities and operations efficiently and effectively addresses the goals set by these principles. A commander's familiarity with the principles of information will add perspective to the information environment in which PA operates. The DOD

Directive 5122.05, *Assistant Secretary of Defense for Public Affairs (ASD [PA])*, enclosure 2, *Principles of Information*, directs the following:

- Information will be made fully and readily available, consistent with the statutory requirements, unless its release is precluded by current and valid security classification. The provisions of the Freedom of Information Act will be supported in both letter and spirit.
- A free flow of general and military information will be made available, without censorship or propaganda, to the men and women of the Armed Forces and their dependents.
- Information will not be classified or otherwise withheld to protect the Government from criticism or embarrassment.
- Information will be withheld only when disclosure would adversely affect national security, threaten the safety or privacy of the men and women of the Armed Forces, or if otherwise authorized by statute or regulation.
- The DOD's obligation to provide the public with information on its major programs may require detailed PA planning and coordination within the DOD and with other US Government agencies. The sole purpose of such activity is to expedite the flow of information to the public; propaganda has no place in DOD PA programs.

United States Marine Corps

The Headquarters, Marine Corps Director of Public Affairs is responsible for top-level communication and policy guidance throughout the Marine Corps.

The Marine Corps' best spokesmen are individual Marines demonstrating their capabilities and speaking for and about their Corps. Our goal is to provide an informed perspective concerning Marine Corps capabilities, programs, and intentions in order to develop a foundation of public understanding and support for our requirements.

Marine Corps Strategic Communication Council

The 34th Commandant, General James T. Conway, stated in *Green Letter 01-07*, "By the nature of its mission, Public Affairs has an important role in Strategic Communication, but it is not solely a Public Affairs function. Strategic Communication is a commanders responsibility . . . Command attention and oversight is required to make certain our communication efforts are fully coordinated and synchronized . . . "

Strategic communication is the process by which we integrate activities across all information functions and engage key audiences to achieve effects consistent with US Government and Marine Corps interests, policies, and objectives.

The Headquarters, Marine Corps Strategic Communication Council has the lead for coordinating and planning Marine Corps strategic communication efforts; however, every subordinate command should have a communication strategy nested within the commanders intent for all operations to ensure an integration of efforts between all stakeholders in the process (i.e., IO, public diplomacy, PA, the Office of Legislative Affairs, Marine Corps Recruiting Command, and all general officers). This ensures the Marine Corps communicates with consistency—using coordinated and synchronized narratives concerning our actions, capabilities, and objectives—into the GIE.

PUBLIC AFFAIRS ACTIVITIES

Public affairs activities, public information, community engagement, and command information are inherent in all military activities spanning the range of military operations and campaigns. Through these activities, the Marine Corps communicates with publics that place its operational actions into context, facilitate the development of informed perceptions about the Marine Corps, and contribute to the achievement of national, strategic, and operational objectives.

Public Information

Public information activities (sometimes called media relations) provide a method of communication with the public through the media. Working with the media requires the highest level of professional competence and sophistication. The public information responsibility is focused primarily on the accurate and timely dissemination of information to local and national news media about the people, actions, and activities of the Marine Corps. This function involves daily contact with representatives of the civilian print and electronic news media. Although timely reporting is vital to a successful relationship with the civilian media, credibility is equally essential to a professional and enduring relationship. Requests for information in response to media queries must be responded to quickly, accurately, and candidly.

Globally, more than one billion people are online; therefore, the news media plays an integral role in public information by being an effective way to communicate with key publics. Web-based sites and products, blogs, and other social networking instruments are fundamentally no different from any other form of media or

public engagement. Posting a video to a video sharing Internet site is essentially no different than speaking to the Rotary Club. The same standards of conduct and the same expectations apply when representing the Marine Corps in any of these public forums. Although the Marine Corps cannot dictate which stories receive coverage in the civilian media, efforts to tell the story from a Marine Corps perspective must be pursued.

Community Engagement

Community engagement extends beyond issuing information. Community engagement encompasses those PA programs that address issues of interest to the general public, businesses, academia, veterans, Service organizations, military-related associations, and other non-news media entities; furthermore, in an operational setting, all community engagement activities should support the overall CMO plan. Community engagement involves fostering relations with the neighboring community, including Marine Corps Reserve Components, in a direct community and military interface. Well-conducted community engagement enhances readiness by fostering hometown support. A good neighbor policy is established through involvement with the local communities and extends support to families of deployed Marines. It also helps reinforce the idea that the Marine Corps is a meaningful and rewarding career choice for America's youth. Close relations with neighboring communities inspire patriotism and that patriotism translates into recruitment and retention opportunities. Every reasonable effort will be made to develop and maintain sound community relationships.

Command Information

The objective of a command information program is to ensure all segments of the Marine Corps community (Marines, their family

members, civilian employees, and retirees) are fully and continually informed regarding Marine Corps programs, policies, operations, and events. Internal information is a key enabler for commanders, whose decisions affect cohesion, morale, quality of life, and retention. Providing pertinent information to Marines, families, dependents, and civilian employees boosts morale; relieves anxiety; and reduces uncertainty, rumor, and misinformation.

PUBLIC AFFAIRS ROLES

Public affairs roles (including information research and assessment, communication counselor, and communication strategist) support the commander's ability to build understanding, credibility, trust, and mutually beneficial relationships with domestic and foreign publics in a complex information environment. The GIE is continuously changing. The GIE requires plans and operational decisions based on knowledge and the results of constant monitoring, assessment, and analysis. External and internal audiences are no longer distinct but blurred because of the impact of communication technology. Public affairs personnel must understand that the unrestricted flow of unclassified information applies to every form of communication, even information intended for an internal audience.

Serve as a Communication Counselor

Public affairs personnel serve as trusted advisors to commanders, providing objective counsel regarding proposed courses of action (COAs) and policy decisions and their impact on key publics. Using research, information assessment, and analysis to build shared situational awareness, PA personnel

inform commanders and staffs regarding emerging issues and public sentiment. Public affairs personnel prepare commanders to communicate with audiences through media and other methods of communication, as well as analyzing and interpreting the information environment, monitoring domestic and foreign public understanding, and providing lessons learned from the past.

Foster Public Trust and Support

Public affairs proactively engages American and foreign publics in both the domestic and operational environments by communicating as a social process of dialogue and interaction *among people* versus a technical process of monologue and message delivery *to a target audience*. Public affairs uses research and communication theory to identify and segment publics; develops creative communication strategies and outreach programs tailored for those publics; and evaluates and adapts strategies as needed. Engagement focuses on the internal Marine Corps audience, as well as external audiences such as the American public; host nation publics; foreign publics; traditional news media; social media (i.e., bloggers); DOD, coalition, and interagency partners; government leaders; community stakeholders; think tanks; academia; industry; and veterans-service organizations.

Support Strategic Communication

Public affairs Marines—officer and enlisted—participate in operational planning, with other activities (other informational and operational capabilities, with higher, adjacent and subordinate military units, and with interagency and coalition partners), to include strategic communication considerations to help shape the commander's initial planning guidance and intent. Public affairs

informs staff planning, to include development of constraints and restraints; identification of potential intended and unintended consequences of planned actions within the AO, area of interest, and area of influence; and develops an appreciation for the nature of information flow in varying cultural contexts. Strategic communication plans identify the communication problem or opportunity, identify and segment key publics, define communication goals, develop measurable objectives to achieve these goals, and develop communication strategies based on communication theory.

Issue Management and Crisis Communication

Public affairs Marines deal with issue management and crisis communication as part of their daily duties. Rather than merely responding to problems as they arise, PA Marines proactively conduct environmental scanning to identify emerging issues with potential impact to the Marine Corps and its mission. Public affairs Marines recommend policies and actions to solve or mitigate critical issues, implement action and communication programs, and evaluate program effectiveness. Public affairs will prevent issues from becoming crises or problems that are more complex and that often results in saved lives and increased public trust and credibility. When crises do occur, PA Marines determine the type (immediate, emerging, sustained) and plan, respond, and organize resources accordingly.

Support Product Development and Dissemination

Combat correspondents leverage current and new technologies and more rapidly develop and disseminate communication products that support the commander's objectives. Products include the written word, photographs, video, widgets, and multimedia productions optimized for intended audience, distribution channel

(particularly mobile), and ease of sharing by audiences to their networks. In the operational environment, combat correspondents attach to units at the lowest level, providing commanders with the ability to capture, document, and rapidly disseminate unit actions to prevent and counter adversary misinformation and disinformation. Public affairs exploits imagery and video captured by aircraft or other Marines to provide the "first truth" on the battlefield. Archived imagery captured by combat correspondents benefits the Marine Corps historical initiatives.

FUNDAMENTAL TENETS OF MARINE CORPS PUBLIC AFFAIRS

Since all Marines are potential spokespersons, they should all be aware of the fundamental tenets that support PA strategies and guide planning and execution of PA operations—in wartime and peacetime. Knowledge of these tenets can assist anyone who may be in a position to represent the Marine Corps to news media outlets. These tenets form the foundation for conducting operations in the GIE.

Honesty Builds Credibility

Trust and confidence in the Marine Corps results when external and internal audiences understand the Marine Corps and the reasons for its actions, decisions, and policies. Because every Marine, civilian, and family member is perceived as a credible spokesperson, telling the Marine Corps story is a responsibility. Once lost, credibility cannot be easily regained. The quickest way to destroy credibility is to misrepresent the truth. Communicating different messages to different audiences jeopardizes credibility.

Bad News Doesn't Get Better With Age

In the GIE, information flow about the Marine Corps and its operations will be both pervasive and quick. Marines cannot control media coverage, nor should they try to do so. The DOD policy is that information will not be classified or otherwise withheld to protect the US Government from criticism or embarrassment. Information can be withheld only when its disclosure would adversely affect security, threaten safety, or invade the privacy of members of the military community. Withholding or appearing to withhold negative information creates the perception of cover-ups, leads to speculation, and damages the credibility of the Marine Corps.

If News is Out, It's Out

As public and media interest increases, the ability to limit or restrict information flow decreases. Leaders must recognize this, consider the impact that information availability will have on missions, and prepare to address issues openly, honestly, and in a timely manner. Waiting for others to shape the battlespace is inconsistent with our warfighting doctrine and cedes the information environment to the adversary. By addressing questions as rapidly as possible, we can retain our credibility and initiative. Denying information about or refusing to comment on operations, activities, policies, positions, or procedures that are clearly in the public domain undermines confidence in the Marine Corps.

Telling Our Story is Good for the Marine Corps

Providing accurate and timely information about the force and its operation will contribute to mission accomplishment. Such information can communicate perseverance, progress, and restraint,

and serve as a deterrent to our enemies. It can clarify the nature of the operational mandate and the Marine Corps' efforts to operate within stated guidelines. The active release of complete and accurate information influences the perception of events, clarifies public understanding, and frames the public debate. It preempts attempts to misrepresent situations through intentional misinformation or disinformation efforts by adversaries and is the most effective tool for countering the effect of enemy IO.

The Marine Corps Family is Important

Internal audiences include Marines, civilian employees, retirees, and all affiliated family members throughout the Marine Corps. This audience must be well informed to ensure maximum effectiveness and the highest sustainable morale. Additionally, because this group consists of potential spokespersons, effectively managed internal information programs contribute to their ability to accurately represent the Marine Corps.

The Media is Not the Enemy

The vast majority of journalists and the organizations they represent are committed to the ideals of providing responsible, accurate, and balanced coverage. Good reporters will thoroughly investigate issues and ask tough, challenging questions. They will seek information, interpretation, and perspective. However, many reporters today have not served in the military, and their inexperience and uncertainty may create communication gaps. The PAOs and Marines may need to educate them on military operations and help them understand the significance of the events on which they are reporting. A proven way to give reporters a chance to know Marines, understand the operation,

and experience the Marine Corps is to embed them with Marine units. This provides journalists with a unique perspective and usually results in the most objective coverage.

Practice and Provide Security at the Source

All individuals must be responsible for protecting sensitive information. Censorship, even if it were desirable, is impractical as well as nearly impossible. Whether being interviewed by a reporter or sharing news with a spouse or a friend, communicators must be aware of OPSEC—any information disclosed may become public. The standard must be to practice security at the source by not sharing information that is inappropriate for release.

Security Review Protocols

Security review protocols associated with the release of news and information must be established. Commanders and PAOs should establish a timely and appropriate news release process. The review process should be proportionate to the nature of information to be released.

RELEASE OF INFORMATION

Although the Marine Corps has a legal and moral responsibility to provide the public with as much unclassified information as possible, it has an equal responsibility to withhold classified information. The fact that it has a dual responsibility to release some information while withholding other information may require PAOs to release information selectively. The selective

release of information may lead to a variety of unintended but often predictable effects. Media personnel may not understand why some information is releasable and other information is not, especially once it becomes evident that the military withheld information. The PAOs should explain as clearly as possible the reasons behind a particular selective release. In the past, American and allied media personnel have had a very good record of maintaining information confidentiality when required and have taken civilian reporters into their confidence on the battlefield; however, such decisions must be tempered with judgment lest it border on recklessness.

A LESSON LEARNED

One lesson learned recently is that PA personnel must be deployed early and incorporated into the planning process in order to support the commander. News media interest will be intense at the outset of operations, especially during the initial deployment of forces. A Marine Corps commander's first contact with a news reporter is often during a wartime operation. Journalists may be present in the AO before Marine Corps forces arrive, will often be well established, and will sometimes know and understand the AO.

The media will closely cover the deployment of American forces, their arrival in the theater, and their initial operations. Because national and international media will be present from the moment forces arrive, PA personnel need to be deployed in the first hours of an operation to support the commander and the force in their interactions with the media. The PAO can significantly reduce the distractions created by the demands of the media, thereby allowing the commander to focus on his/her mission and his/her

Marine's welfare. Once operations have been initiated and equilibrium begins to return, media attention will diminish until a significant event occurs or there is a notable change in the situation. Typically, media interest will resurface as the force completes its mission and begins to redeploy.

Chapter 4
Command Responsibility

> *"Our courage, our commitment, our mettle will sustain the Nation's will and the global community's willingness to continue to fight. But, we must keep telling our story to the media. Our enemy has already demonstrated great skill in this capacity. We will do better. We must communicate to the American people. By our action, we have to sustain their will to continue the fight one year, one month, one day longer than this enemy."*
>
> —Major General John F. Kelly (USMC)
> *Strategic Communication Campaign Plan*

The impact that emerging technologies and the evolving GIE will have on all aspects of future military operations is difficult to fully anticipate. One thing is certain: the pressures and influences of the diverse, cluttered, and rapidly evolving GIE on the commander's AO will be substantial. Commanders will be forced to consider how the story will be told, who will tell it to whom, how the Marine's actions will be perceived, and what effect those perceptions will have on future operations. The public will see more real-time reporting, which means the commander must prepare for the reporter who will land in the middle of an operation and be capable of sending live reports back to an awaiting audience. The unavoidable effect of evolving communication technology is that an event will be occurring at the same time that the commander is being asked by the news media to respond. This dynamic environment will challenge commanders and their PA personnel to plan accordingly.

The commander can prepare the information environment most directly through a credible relationship with the news media. This

relationship centers upon building and maintaining professional standards, mutual trust, and credibility. The commander can provide the story—and access to it—or risk having reporters finding their own stories. Reporting the first draft of history is more accurate, balanced, and factual when commanders are proactive rather than reactive. Interacting with the media is both art and science. The commander must understand how communication considerations affect the continuum of military operations. Although a coordinated communication plan and specifically working with the news media introduce challenges, the art of PA can be a force multiplier by accurately providing a common operational picture.

Public affairs operations are a fundamental tool of competent leadership, a critical element of effective battlefield command, and an essential element of mission accomplishment. Effective leaders employ a coordinated PA strategy to help reduce distractions, rumors, misinformation, uncertainty, fear, confusion, and any other factors that cause stress and undermine efficient operations. They integrate the PA program into their effort to build unit cohesion and enhance confidence. They conduct PA operations to increase understanding, dedication, discipline, and the will to win. A commander's PA goals should include—

- Creating an informed public.
- Maximizing opportunities for interaction among Marines and their surrounding community through innovative and aggressive community engagement efforts.
- Supporting a command information program that keeps Marines, their family members, and civilian employees well informed.

The commander sets the tone for PA operations. The commander is the unit's primary spokesperson.

COMMAND CONSIDERATIONS

Commanders should ensure that PA activities are tailored to support the mission. Commanders and their PA personnel should be prepared to discuss, among other topics, organizational structure, strategy, objectives, tactics, training, logistics, intelligence, and troop support issues.

Most military issues, plans, and events contain elements of interest to Marines, their families and friends, and the general public. Commanders and their staffs should anticipate inquiries from the news media and the public. A proactive communication plan will anticipate many of these issues and alleviate some of the associated stress.

Integration of PA personnel in staff planning is essential to ensure an effective communication plan. By being fully involved, the PAO will be in a better position to advise the commander. The PAO will also be better prepared to anticipate and respond to inquiries following the guidelines of SAPP. To adequately accomplish the mission, PA personnel must have appropriate security clearances.

Public information, command information, and community engagement are complementary functions and should be addressed in concert with one another when developing the communication plan. Public information activities should accommodate local, regional, national, and international news media to the greatest extent possible to facilitate communication

with the widest audience possible. During initial planning, commanders should consider including media on deploying aircraft, sea, and ground transport (in conjunction with established ground rules and appropriate waivers). This ensures early access for the media and allows the commander to establish the context for the operation from the start.

Unity of effort is achieved by developing, approving, distributing, and using DOD-approved PAG. Public affairs guidance addresses command posture and provides talking points, a proposed statement, responses to anticipated inquiries, and other coordinating material. It is used to support the public discussion of defense issues and operations in balance with SAPP guidelines. Armed with a coordinated, approved PAG, commanders and their PAOs are able to provide the most accurate information.

Accuracy, balance, fairness, and timeliness are the standards for successfully dealing with the news media. Success does not necessarily guarantee that all news media stories will be positive or supportive. From the earliest planning stages of an operation, accuracy and timeliness of the information made available to the public are essential in establishing and maintaining credibility. Commanders must realize that the information they control at the tactical level is the most perishable and, therefore, must be released while still newsworthy and capable of telling the story.

CREDIBILITY

The cornerstone of an effective PA program is credibility—the PAO's, the commander's, the staff's, and the media's. Credibility and professional working relations with the media and the public

in general begins with regular interaction. The PAO's credibility is predicated on the trust, confidence, and access they have to the commander, staff, and subordinates. To conduct an effective communication plan, the PAO must have virtually unlimited access to all levels of the staff and be included at all levels of staff planning. This requires the commanders active support. The PAOs are most effective if they have direct access to commanders. They should not be subordinated under any staff section. Direct and timely access to the commander enhances the PAO's credibility with the rest of the staff, subordinate commanders, and the media.

The PAO is more than a mere collector and conduit of command information. The PAO must be able to articulate complex policy decisions and the commander's intent to a civilian audience. Public affairs officers are special staff officers trained to provide commanders with a continuous assessment of the nature of the information environment and the likely effects of public information on command operations and various relevant audiences. Marine Corps PAOs must understand the information environment, recognize the best means to communicate with their audiences, and be able to communicate that to the commander. Most PAOs have attended the Defense Information School, and some have advanced degrees in this career field.

An effective PAO gets to know the members of the media with whom the PAO deals. This requires spending time together to build mutual credibility and trust. A professional relationship with the media may allow a commander to provide added background information to better tell the story or even prevent an inaccurate story from being told.

PLANNING CONSIDERATIONS

Public affairs must participate in the MCPP to ensure its requirements are fully considered in the COA process and then integrated into the operation order. Throughout the planning process, the PA planner develops, uses, and updates the PA estimate, guidance provided in the PAG (if developed already), and annex F to the operation order. Public affairs must be considered at each step of MCPP—

- *Mission analysis* supplies PA planners with insights into the raw inputs and the subsequent analysis that ultimately shapes the mission statement. This information assists the planner in determining how PA might aid the commander in accomplishing his/her mission while, at the same time, effectively communicating with the public. This phase also provides an opportunity for the PA planner to inject issues into the analysis and the specified and mission-essential tasks. A refined PA estimate is the result of mission analysis. See appendix B for more information about PA estimates.
- *COA development* provides PA planners the ability to identify PA issues that should be considered in each COA. The PA planner gains insights into the concerns of all other staff sections as well as possible actions the commander may choose.
- *COA wargaming* identifies strengths and weaknesses, associated risks, and asset shortfalls for each friendly COA, as well as the PA planner's predictions of how that operation will be perceived by the public. Short of executing the COA, wargaming provides the most reliable basis for understanding

and improving each COA. It gives the PA planner valuable information that can be used to prepare annex F to the operation order. See appendix C for more information on annex F.

- *COA comparison and decision* allows the PAO to learn the relative strengths and weaknesses of the selected COA and to develop an effective communication plan.
- *Orders development* allows PA planners to understand the finalized annex F to the operation order as it is developed during this phase. See appendix C for additional information on annex F.
- *Transition* provides those who will execute the order with the situational awareness and rationale for key decisions necessary to ensure that there is a coherent shift from planning to execution. Because a PA planner was involved in the entire process, the commander can be confident that PA issues will be fully integrated into the execution phase.

In addition to the MCPP, commanders and their staffs need to consider the following issues when planning for PA.

News Media Access

Commanders must understand that reporters will desire to move as close to the action as possible to gain a complete understanding of the operation and to expand on background information. Media can be easily embedded with units with minimal operational distraction. Within OPSEC constraints, this close-in reporting will provide the public with insight that captures the preparation, professionalism, and capabilities of the Marine Corps.

Planning should include provision of equipment, transportation, and communications assets necessary to help the news media gather information and file stories about the Marine Corps. Commanders should realize embedded media and media events/ pools may require additional support requirements for transmitting products and broadcasting/filing stories. Plans must address measures for handling independent/unilateral and local media who will inevitably appear in the AO.

Security

Security issues are fundamental to all PA planning. Inclusion of the PAO in the planning process will help to ensure information release is properly balanced with security concerns. Security at the source is the principle that governs discussions with the media.

The presence of the news media during military operations and the immediate interconnected nature of communication technology available to local civilians and Marines complicate OPSEC. All commanders and their Marines are concerned that the accurate and speedy release of information does not aid and abet adversaries who are monitoring media coverage of operations. The news media's portrayal of military activities before hostilities can have specific and far reaching effects on the battlefield. It may deter or encourage actual hostilities and impact the local civilian and world perception of military action.

The OPSEC planners must keep these considerations in mind when determining which aspects of a military operation must be denied to the adversary. Public affairs personnel must work closely with OPSEC planners to develop guidelines for the release of information. Military and media personnel must adhere to the guidelines to avoid inadvertent disclosure of critical

information that could ultimately increase the risk to the mission and the lives of US and multinational military personnel and embedded media.

Public affairs must walk a fine line between the public's right to know and friendly forces' security requirements. Public affairs releases information freely as long as it does not compromise national security, SAPP, and OPSEC.

Integration with Operation Plan

The development of the communication plan and operation plan must be synchronized, to include coordination with the host nation and country team. Transportation, communications, billeting, equipment, and personnel resources required to support PA must be built into the total operational resource requirements. Equally as important, the effects of PA operations on the overall mission can be better understood, managed, and supported.

PRESENTING THE MISSION AND OBJECTIVE

Unity of effort is central to the PA mission. The development and timely dissemination of PAG ensures that the commanders policies and the type and amount of information released are consistent and understood by the entire command. See appendix D for more information on PAG.

The first step in achieving public understanding is translating the mission and objectives into a form that can be easily understood by the general public. This information is further developed, coordinated, and disseminated in the form of PAG. Public affairs guidance conforms to OPSEC and the privacy requirements of

the members of the force (SAPP). The continuous flow of updated PAG among all participating organizations is critical to maintain the situational awareness of the entire command with respect to the information environment.

Commanders and their PA personnel at the tactical and operational levels are most likely to find themselves confronting detailed questions about the forces involved, their capabilities, and their immediate objectives. Officials and spokespeople at the strategic level will most often concern themselves with matters of general policy and political considerations. The approved PAG serves as a source document for responding to news media and other inquiries at all levels.

Ideally, the development of PAG begins with the commander's PA staff. However, if the situation does not allow, PAG development will be assumed by the next higher headquarters. The operational staff and the PAO, working together, are in the best position to recommend PA policy, draft appropriate statements, and identify the issues and responses most likely to be of interest to both external and internal audiences.

Public affairs, civil affairs, and PSYOP messages must be coordinated during the planning process and throughout an operation as the situation develops to ensure unity of voice and prevent contradictions. The messages of all three may be in different formats and delivered via different means, sometimes to different audiences. However, the modern information environment guarantees that information, as well as audiences, will cross over. If messages contradict, the credibility of all three will be lost. Under no circumstances will PA personnel engage in PSYOP activities, or vice versa. At no time will PSYOP personnel address the news media, unless such an address is related to coverage of the PSYOP function.

Experience shows that media interest in humanitarian assistance, disaster relief, peacekeeping, and other similar operations peaks early then diminishes as the operation becomes routine; PA planning should reflect that curve. Public affairs personnel and resources may be focused on news media operations during early stages of an operation. As the story becomes "old," the means by which PA informs the public may shift to local news media, special interest publications, and internal and internet-based methods.

The missions discussed in the following subparagraphs involve unique issues that should be addressed when determining how to present the mission and objectives.

Foreign Humanitarian Assistance and Disaster Relief

These missions involve a delicate balance of political and military objectives. They include operational and information coordination with nongovernmental relief organizations and often the representatives of other nations contributing to the effort. Commanders and their PA staffs must exercise care so that, in communicating their responsiveness, concern, and assistance, they do not preempt the authority of the political leadership or appear to be taking credit for success at the expense of other contributing parties.

Counterdrug Operations

There is also a high degree of interagency and international coordination involved in counterdrug operations. More significantly, the legal and law enforcement aspects of counterdrug operations are extremely sensitive and generate additional concerns about the release of information to the public.

The inappropriate release of information could threaten the personal safety of military personnel, civilian law enforcement officials, and other participants, as well as the success of follow-on operations, pending judicial cases, and the security of intelligence systems and sources.

Combating Terrorism/Counterinsurgency Operations

Because terrorists generally seek maximum publicity, preventing coverage that could reveal tactics, techniques, and procedures used in combating terrorism organizations may be impossible. Public affairs planners should anticipate and make accommodations for the probability of live and near-live direct news media coverage activity and strive to provide as much information as possible to the public about DOD activities, consistent with the operational, technological, and information security. Commanders must balance the legitimate information requirements of their DOD and civilian audiences against the revelation of useful information to terrorists.

Peace Operations

The goal of peacekeeping/peace enforcement operations is to ensure stability in a region or country. Consequently, intermediating forces must maintain a level of neutrality commensurate with US Government policies. Coordinating with the host nation, Department of State, and international and nongovernmental organizations is critical in order to clearly communicate the situation, the operational and diplomatic goals, and the neutrality of the intermediating forces.

Crisis Management

In times of crisis, public and news media interest in developing situations will be heightened and pervasive. To ensure that information plans are accurate and consistent in communicating the military aspects of the crisis, PA planning will require considerable interagency coordination. Military PA personnel must understand and respect the different responsibilities of the military and political leadership and focus on the military aspects of the situation.

THE PUBLIC AFFAIRS STAFF

The PAO is the commander's special staff authority on communicating with the public. Although Marines and their missions make the news, PAOs help get it reported. When directed by the commander, the PAO is also the chief command spokesperson. The PAO communicates with internal and external audiences. Public affairs officers are supported by professional staffs that vary in size. In addition to news media escorts and editors, a PA office staff will probably include the following key members (the following are intentionally not broken out by rank or chain of command):

- Combat correspondents are print journalists and broadcasters.
- The deputy PAO is similar to the executive officer and focuses on day-to-day operations.
- A PA chief advises the PAO concerning personnel and equipment matters, organizational issues, and news media coordination as appropriate.

- The media relations officer has primary responsibility in directing the interaction with news media. Other functions include preparing and distributing news releases to the military and area news media and preparing and distributing electronic news and feature releases to media outlets.
- The PA plans officer has primary responsibility for coordinating with staff sections and subordinate units to ensure full integration of PA considerations into the planning process for exercises, contingencies, or operation plans.
- Community relations representatives participate and coordinate with community groups and serve as the principal asset of the PAO for all matters pertaining to a civilian-military community relations council, maintain a speakers roster of potential speaking engagements and base personnel who are qualified to accommodate, respond to community inquiries, and coordinate unit information officer meetings. In an operational setting, community relations personnel ensure all community engagement activities support the overall CMO plan.

Although PA is the commander's concern, it is the PAO's job to understand the information environment, coordinate with the staff, and design and carry out a communication plan. To do this effectively, the commander must ensure that PA personnel are integrated into the planning and operations process.

The best place to incorporate PA planning considerations and staff work into an organization is during exercises—especially command post exercises. All exercises should include full PA staff participation. Failure to include the PA staff and infrastructure in all aspects of an exercise could result in serious deficiencies in PA support during an actual operation. All aspects of the PA process should be exercised while paying particular attention to

coordinating with the operational staff, the resourcing of all PA functions, and identifying and addressing OPSEC concerns.

Commanders at echelons of command that do not have a dedicated PAO must still address PA issues. These commanders may request PA personnel augmentation to their unit, whether they have PA assets or not, and should coordinate with higher echelon PAOs.

COMMANDER'S APPROACH

Successful PA programs are led by the commander. Public affairs organizations can make a valuable contribution to a unit and the Marine Corps if the commander understands PA and supports the PAO. Executed properly, PA operations can garner public support, build unit morale, and by informing the informational environment serve as a force multiplier.

An honest, straightforward presentation of the facts is the approach that, over time, will best serve the Marine Corps. Dealing with the media is a two-way street. Commanders benefit by seizing the initiative to get out in front of a story, therefore setting the agenda. A timely, candid approach, especially in the case of a potentially negative story, can set a positive tone for everything that follows. Unfortunately bad news is sometimes unavoidable, and it does not get better with age. The best tactic is to present all the facts and minimize the amount of time the story remains in the news cycle.

Public affairs operates in a rapidly evolving GIE, which is characterized by near-instantaneous communications, 24-hour live news

coverage, and dynamic security environments that span the range of military operations. Therefore, PA is becoming more critical to institutional survival and credibility. Public affairs must ensure that both the internal and external public is informed via the most expeditious means.

Public affairs is guided by principles to ensure that accurate, relevant information is disseminated to the appropriate audiences. Although there is no single template for successful PA operations, these fundamentals provide a standard for success and assist PA personnel in daily operations. Additionally, because every Marine is a potential spokesperson, PAG permits all Marines to understand and participate in activities that highlight our Corps. The commander establishes the importance and tone of communication with the public, and the media in particular. However, the commander is not always the best person with whom the media should talk. For example, the best spokesperson about a light armored vehicle or a tank is the Marine who crews one. The media is the messenger and Marines are the message. Commanders should encourage their Marines to talk to the public and media when and as appropriate. To ensure that Marines understand the role of the news media, commanders should include realistic communication and media training in all exercises and training opportunities. To the extent possible, all the Marines in the command should be aware of differences among and within the various news media organizations, be familiar with various formats for coverage, and possible lines of questioning. See appendix E for further discussion on the news media.

As a special staff officer working directly for the commander, the PAO must establish a close working relationship with the commander and the staff. The commander must ensure that PA is thoroughly integrated in the organization so that PA planning becomes intrinsic to the planning and decisionmaking process.

Although the military often accuses the media of not reporting in context, the military has been guilty of not giving the media the context they need. The world has come to expect access to the person in charge—the one making the decisions, not a spokesperson. Commanders must seek opportunities to use the media to explain their mission. The commander who chooses not to speak cedes the information environment to the enemy or to pundits who will fill the void.

Commanders should, with the assistance of the PAO, seek to understand the news media presence in detail. The commander must be briefed before meeting the press. This briefing may include a practice interview. It should also include a list of possible questions and answers. Commanders should know who is coming and who is already there. Television news organizations will ask different types of questions than the entertainment news media or the print press. Although the PAO should know how to conduct briefings, the officer closest to the operation should conduct it to provide more thorough and credible answers.

The Marine Corps commander has always had to operate in a complex environment. Friction, uncertainty, fluidity, disorder, and danger are fundamental properties of human conflict. Dealing with the news media engenders an atmosphere with similar characteristics—but the news media is not the enemy.

NEWS MEDIA CENTERS

The PAO should establish a news media center where news media representatives can have ready access to, but not interfere with, ongoing operations. This center need not be elaborate, but it must

be easily identifiable. Depending on Marine Corps responsibilities within the joint task force, the Marine Corps PAO may have the responsibility of setting up and/or running this joint bureau. If the operation involves allies or coalition partners, a combined or multinational information bureau is established.

Logistical support of these news media centers is a command responsibility. Specific equipment requirements will depend on geography and the mission. Regardless of the operational environment, the basic expectation of media access to the internet and/or telephone in order to transmit news products must be planned for and provided. Most media arrives equipped to capture, edit, and file their news products; however, PAOs must be prepared to provide required support in order to assist media otherwise unable to file their products in a timely manner.

Appendix A
Department of Defense
National Media Pool Support

Guidelines for news media pool support include—

- Frequent, comprehensive, unclassified operational briefings for media pool personnel.
- Ongoing combat or exercise operations accessibility. (The personal safety of the news media is not a reason for excluding them. The goal is to treat the news media as noncombatants accompanying forces and allow them to accompany the organizations in the conduct of their missions.)
- Reasonable access to key command and staff personnel.
- An O5 or O6 officer from the supported command to coordinate news media pool requirements with DOD PA escorts.
- Itinerary planning that will provide news media pool members access to points within the operational area that enable pool coverage on behalf of American media.
- Not-to-interfere basis of cooperation from all forces participating in the operation or exercise.
- Supported command planning for logistical support for pool and escort personnel from existing contingency or exercise funds. Required support may include, but may not be limited to—
  - Existing airlift (operation or exercise) from the continental United States to the AO or exercise.
  - Theater ground, sea, and air transportation to allow pool coverage of operations.

- Reimbursable messing and billeting.
- Equipment issuance considered appropriate to the situation (e.g., helmets, canteens, flak vests, cold weather clothing).
- Communications facilities access to file stories on a priority basis with standard internet access preferred. (Where possible, access to long distance calls through credit cards should be obtained or procedures for billing long distance calls should be established as appropriate for the given location.)
- Establishment of austere but secure filing locations that have power and permit use of broadband global area networks, international maritime satellites, and other satellite-based communications.

Appendix B
Sample Public Affairs Estimate

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Copy no. _____ of _____ copies
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Message reference number

PUBLIC AFFAIRS OPERATIONS ESTIMATE NO.

( ) REFERENCES: Maps, charts, or other documents, including all current public affairs (PA) guidance from Office of the Assistant Secretary of Defense for Public Affairs (OASD[PA])

( ) TIME ZONE USED THROUGHOUT THE ESTIMATE:

1. ( ) Mission. The command restates its mission from a PA perspective.

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2. ( ) Situation and Considerations. This paragraph describes the strategic and operational media environment in which the operation is being conducted and identifies the critical factors that might affect the command's mission—the action and reaction within global media organizations. It identifies the media environment across the operational continuum, from austere (for low media interest and capability in a limited area of operations [AO] communications infrastructure) to dynamic (for high media interest and capability in a high-tech AO infrastructure). At a minimum, this paragraph must include the assessments described in the following paragraphs.

a. ( ) Information Environment. This is an assessment of the characteristics of the operation and information environment in the AO. It identifies any activities or issues that affect the overall mission and the command's PA objectives.

b. ( ) Media Presence. This is an assessment of the media presence in the theater of operations before deployment and the likely presence of additional media during the conduct of operations. It also includes an assessment of the authority under which the media is operating and its degree of access to the AO.

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c. ( ) Media Capabilities. This is an assessment of the media's information collection and communications technology; it specifically identifies the extent of visual information acquisition and satellite communications capabilities. It includes an analysis of logistic support, transportation assets, and the host nation communications infrastructure available to the media.

d. ( ) Media Content. This is an assessment of the global media organization's presentation of information and their agendas and an analysis and prioritization of the potential strategic and operational issues confronting the command in the media. This media content analysis evaluates the quantity of coverage and the nature of that coverage.

e. ( ) Public Opinion. This is an assessment of the national and international attitudes about the operation and the command, as well as about the leaders and the Marines conducting it. This paragraph should include the perceptions held by key audience groups and the relative solidity or strength of those attitudes. A public

opinion analysis should include, at a minimum, an analysis of the—

- American public.
- Civilian political leaders.
- Coalition and allied forces.
- Coalition and allied public.
- International audience.
- Internal command audience.
- Home station public.

f. ( ) Information Channel Availability. This is an assessment of the information channels available for the communication of information in and out of the AO. It identifies the means available to the commander for receipt, transmission, and dissemination of informational products. It describes command, coalition, local, and national facilities and equipment available. This includes an analysis of available audio and video channels, the prevalence of private communications devices (e.g., Marine- and civilian-owned cellular telephones, computers, portable radiosand televisions, still and video cameras), and the possible nature and flow of the information through these channels.

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g. ( ) Information Needs. This is an assessment of the information needs of the previously identified key audiences. It analyzes key internal and external audiences and assesses their information expectations. It identifies the types of information that will be made available to these key audiences.

h. ( ) Personnel Situation. This describes the present dispositions of PA personnel and units that affect the PA mission as well as the needed and available assets.

i. ( ) Public Affairs Situation. This summarizes current PA objectives and specific courses of action (COAs) for each objective. This paragraph provides detailed summary of information to high levels of command and has a reference to an annex in the estimate. Subparagraphs include all current PA guidance from OASD(PA).

j. ( ) Assumptions. Assumptions may be needed for initiating planning or preparing the estimate until specific planning guidance from the commander becomes available. These assumptions will be modified as factual data becomes available.

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3. ( ) Analysis and Comparison of Courses of Action. Analysis of each COA is based on the PA objectives in paragraph 2.i., *Public Affairs Situation*. This includes problems/deficiencies and advantages/disadvantages of each COA. At a minimum, subparagraphs should include media facilitation and support, information strategies, and force training and support.

4. ( ) Conclusions. The conclusion should contain the following information:

- The ability to support the command mission (restated in paragraph 1) from the PA viewpoint.
- The COA that can be best supported.
- Major PA deficiencies that the commander must consider, including specific recommendations concerning the methods of eliminating or reducing the effects of these deficiencies.

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ACKNOWLEDGE RECEIPT

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ANNEXES:

A–Talking Points

B–Questions and Answers

Talking points are short statements that serve to explain the operation and support core messages, which would be used as often as possible during the course of interviews with core media personnel. The questions and answers annex, likewise, prepares potential interviewees to respond positively and quickly to questions, both easy and hard, that core media personnel are likely to ask. Talking points and questions and answers should be developed concurrently with the PA estimate and updated and expanded continually throughout the planning process.

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Appendix C
Preparation of Annex F (Public Affairs)

A PA plan is required when preparing for exercises, operations, or routinely planned events. Public affairs planning will be carried out concurrently with operational planning. With minor modifications, the elements used to construct annex F to the operation order can also be used by the command to formulate the PA plan for garrison use.

Normally, to support annex F, PA assets—both personnel and equipment—must be deployed early. In many situations, media representatives will be present in the AO before the arrival of military forces. Public affairs personnel who are deployed early can provide maximum support to the commander and the force because they are prepared to interact with media representatives on the ground.

> Note: Joint Publication 3-61, *Public Affairs*, contains information on development of Annex F (Public Affairs) of the operation plan as directed by Chairman of the Joint Chiefs of Staff Manual 3122.03A, *Joint Operation Planning and Execution System Vol II (Planning Formats and Guidance)*.

Under most circumstances, operation-oriented PA plans will contain the elements described in the following paragraphs.

STATEMENT OF MISSION AND GOALS

The initial statement of a PA plan should reflect the broad PA mission during the particular operation or event, not the overall military mission. Communication goals should be clearly stated in appropriate detail. For a PA plan that supports combat operations, a determination should be made whether the enemy will mount a propaganda operation; if so, one communication goal must be to thwart this effort with factual, objective coverage.

ASSUMPTIONS ON WHICH THE PUBLIC AFFAIRS PLAN IS BASED

Assumptions should be clearly and honestly stated and should include a communication appraisal of the media interest anticipated as a result of the operation or event.

RELEASE AUTHORITY NAMED

Public information release authority will be stated in the PA plan.

BASIC COORDINATING INSTRUCTIONS

This section should include all necessary details in direct support of media relations (such as media pool procedures), embarkation schedules, any restrictions because of weight or equipment, the PA plan for aerial support of the media, the PA plan for ground support of the media, story material shipment plans, or other details.

SECURITY SAFEGUARDS

The security section should outline security concerns unique to the operation or event and include OPSEC measures in force, essential elements of friendly information, and a general guideline of releasable and nonreleasable information for the duration of the operation.

COMBAT DOCUMENTATION

Provisions for military combat documentation shall be included in the plan when visual information teams are involved in the operation. Included in this section are support provisions for combat camera teams, combat correspondents, coverage priorities, and other instructions.

SUPPORT REQUIREMENTS

Support requirements should provide instructions on messing, berthing, communication, equipment, and other means of support for the media. This section has taken a dramatic turn toward recognizing the unique needs of the media. Increased support for the media, within unit limitations, enhances the working relationship between the media and Marines and provides a better understanding of the operational requirements of the military unit.

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ANNEX F TO OPERATION PLAN ( )

PUBLIC AFFAIRS ( )

( ) REFERENCES: List documents providing general guidance applicable to the conduct of public affairs (PA) activities.

1. ( ) Situation

a. ( ) General. Assign responsibilities and guidance for military public PA actions (public information, command information, and community engagement).

b. ( ) Adversary. Identify expected actions of adversary forces and forces hostile to US interests.

c. ( ) Friendly. Identify friendly agencies not under Marine air-ground task force (MAGTF) control that will contribute to the PA effort. If appropriate, include Office of the Assistant Secretary of Defense for Public Affairs (OASD[PA]), Department of State, US ambassadors, and allied/coalition PA programs.

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d. ( ) Policy. Outline applicable PA policy pertaining to this plan.

e. ( ) Assumptions

(1) ( ) Describe host nation preferences and/or sensitivities to be considered in developing and executing PA programs.

(2) ( ) MAGTF commanders should be prepared to host the Department of Defense National Media Pool during all stages of operations (typically this occurs at the onset).

2. ( ) Mission. State clearly and concisely the essential PA tasks to be accomplished as they relate to the overall operation.

3. ( ) Execution

a. ( ) Concept of Operations. Outline PA efforts for the operation as part of the MAGTF mission and concept of the operation.

b. ( ) Tasks. Outline the PA tasks to be completed during the above listed phases.

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(1) ( ) Provide any additional information to the supported combatant commander/joint force commander and other supporting commands to include release authority and guidance on casualty and mortuary affairs, prisoner of war or missing in action, and enemy prisoner of war matters. Consider the establishment of a media operations center, if applicable and appropriate. Outline PA visual information and combat camera requirements.

(2) ( ) Provide detailed personnel and equipment support requirements to the force providing the commands. Address the following: access to the on-scene commander, supported combatant commander/ joint force commander, and the Department of State representative; access to the secure voice circuit that connects the media operations center; access to hard copy message facilities between the same points; intertheater and intratheater transportation for escorted media; access to secure and nonsecure Internet access that connects the media operations center to other PA activities; access to digital imagery receiver equipment (could be through an intranet source); access to equipment for review and release of battle damage assessment-type video footage (could bethrough combat camera).

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Coordinate this annex with logistic, communications, information operation (IO), and other planners to ensure required support is detailed.

(3) ( ) List supporting commands' support requirements.

c. ( ) Coordinating Instructions. Identify procedures for the following areas:

(1) ( ) Coordination of Release of Information. Provide detailed procedures for all supporting commands for handling or forwarding to the supported command queries, responses, and proposed news releases for clearance.

(2) ( ) Coordinate elements of PA with IO, as appropriate.

(3) ( ) Coordinate requests for interviews and news conferences with returned US personnel and enemy prisoner or war or detained personnel with the individuals unit and Service PA offices.

(4) ( ) Outline required PA coordination with other staff elements involved in release of information outside the command.

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(5) ( ) Establish procedures for keeping PA historical records.

d. ( ) Media Ground Rules

(1) ( ) Release of Cleared Information. Establish means for release of information to be cleared and made available to the press.

(2) ( ) Categories of Releasable Information. Provide precise guidance for release of specific categories of information to the media.

(3) ( ) Categories of Information Not Releasable. Provide guidance on specific categories of information not releasable to the media.

4. ( ) Administration and Logistics

a. ( ) Identify Administrative and Logistic Requirements for PA Support. Identify OPSEC procedures for PA personnel, include security review procedures. Identify procedures for providing PA, audiovisual, and visual information coverage of the operation, including combat camera requirements. Identify internal information requirements for subordinate and component commands.

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b. ( ) Identify Detailed Personnel and Equipment Support Requirements. Address the following:

(1) ( ) Secure voice and data connectivity between the media operations center and on-scene commander, supported commander, and the Department of State representative.

(2) ( ) Intertheater and intratheater transportation for escorted media.

(3) ( ) Secure and nonsecure Internet between the media operations center and other PA outlets.

(4) ( ) Digital imagery receiver equipment.

(5) ( ) Equipment for review and release of battle damage assessment video footage.

c. ( ) Media Operations Center Support (if/when applicable)

(1) ( ) Personnel. Identify required personnel.

(2) ( ) Equipment. Identify additional standard equipment required for the media operations center in the AO. Include tentage and individual field equipment on the same basis of issue as the accompanied unit.

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(3) ( ) Services. Include basic food and shelter, water, office space and materials, clothing, transportation, etc., including portable copying machines, communications, automated data processing support, Internet and Worldwide Web access, and facsimile machines.

d. ( ) Media/Media Pool Support. Identify details on supporting the media to include facilities, messing, billeting, force protection, immunizations, emergency medical treatment, transportation, and communications; access to unclassified operational information; simulated rank; media pools; and other support.

(1) ( ) Outline plans for support of the media pool.

(a) ( ) Daily, comprehensive, unclassified operational briefings.

(b) ( ) Access to areas of ongoing combat and exercise operations.

(c) ( ) Access to key command and staff personnel.

(d) ( ) Designated officer from the supported command assigned to coordinate media pool requirements.

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(e) ( ) Itinerary planning to enable the media pool to disperse throughout the combat area to provide coverage of operations and to regroup periodically to share information and file sorties.

(2) ( ) Required Logistic Support. Outline supported commander responsibilities for logistic support for media pool and escort personnel. Support should address:

(a) ( ) Existing airlift to/from the continental United States and the operational area.

(b) ( ) Theater ground, sea, and air transportation available to the media.

(c) ( ) Messing, billeting, and reimbursement requirements.

(d) ( ) Issuance of any equipment considered appropriate to the situation (e.g., helmets, canteens, protective vest, chemical protective gear).

(e) ( ) Access to communications facilities to file stories on an expedited basis.

(f) ( ) Medical support.

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e. ( ) Security of Operations and Personnel

(1) ( ) Operations

(a) ( ) Implementation of any PA plan presents a variety of problems in maintaining a balance between security and providing information to the public. This balance should include providing maximum assistance to news media representatives to support their coverage of the operation. Diplomatic and political considerations of all statements and news releases to news media representatives should be weighed carefully at all echelons of command.

(b) ( ) Guidelines to follow when correspondents are present in the operating areas.

(2) ( ) Personnel

(a) (U) Personal security.

(b) (U) Physical security.

5. ( ) Command and Control. Identify command relationships for PA including information operations cell participation (see appendix 3, *Information Operations*, to annex C, *Operations*).

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Appendices:

Appendix D
Public Affairs Guidance

Public affairs guidance is normally a packet of information or messages to support the public discussion of defense issues and operations. However, such guidance can range from a telephone response to a specific question to a comprehensive, written package. It could contain an approved PA policy, news statements, talking points, and answers to anticipated news media questions. The PAG also addresses the method(s), timing, location, and other details governing the release of information to the public. Commanders should submit their proposed PAG, via the joint chain of command, to DOD for those missions involving joint or combined forces.

A complete description of how to develop a proposed PAG can be found in DOD Instruction 5405.3, *Development of Proposed Public Affairs Guidance (PPAG)*. At a minimum, the PAG should include—

- Classification. Classification ensures that security is maintained. All PAGs should indicate a security classification.
- Background. Information that provides context to the issue at hand—to include a brief explanation of relevant policy references and/or previous news coverage.
- PA posture (response to query or active). An active approach involves actions taken to garner public or news media interest, such as distributing press releases and inviting media to cover an operation or exercise. A response to query, or passive posture is assumed in anticipation of queries related to an issue for which the Marine Corps holds limited equity (e.g., H1N1 flu [swine flu]) or that is believed to have limited

newsworthiness. Public affairs officers must be prepared to respond to query for issues that appear trivial, for a lack of preparation assumes the unnecessary risk of the Marine Corps' position/actions being inadequately represented if queried (e.g., Operation Iraqi Freedom ground equipment reset plan). The PA posture can also be phased; for example, the completion and public release of investigation results could serve as the transition point where an issue's PA posture goes from response to query to active. When applicable, this should be clearly articulated in the PAG's PA posture section.

- Public statement. A public statement explains the issue, event, or exercise. The statement should be for public release in an active PA approach or for response to a query in a passive PA approach.
- Talking points or messages. Talking points or messages are narrowly focused communication directed at a specific audience. They should be formed in a manner that facilitates easy recitation. Talking points or messages shouldn't be confused with themes, which provide an overarching concept or intention that is designed for broad application.
- Questions and answers. The PAG should contain a list of proposed and/or approved questions and answers to enable the user to respond to the majority of anticipated questions.
- Contingency statement. If the PAG is proposed for approval, it should contain a contingency statement to be used before releasing the finished PAG.
- Points of contact. The PAG should include the name of the originator of PAG and all points of contact.

Appendix E
Meeting the News Media

Preparation results in effective discussions with the news media. Central to the process is the effort to identify what information will be released based on prevailing PAG and OPSEC. Commanders, briefers, and PA personnel should be aware of the basic facts of any operation and be sensitive to the various consequences of communicating these facts to the public.

Security at the source serves as the basis for ensuring that no information is released that jeopardizes OPSEC or the safety and privacy of joint military forces. Individuals meeting with journalists are responsible for ensuring that no classified or sensitive information is revealed. This guidance also applies to photographers, who should be directed not to take pictures of classified areas or equipment or in any way to compromise sensitive information.

Each operational situation will require a deliberate PA assessment to identify specific information to be released. The following categories of information are usually releasable, although individual situations may require modifications.

- Arrival of US units in the combatant commander's area of responsibility once officially announced by the DOD or by other commands in accordance with release authority granted by the OASD(PA). (Information could include mode of travel [e.g., sea or air], date of departure, and home station or port.)
- Equipment figures and approximate friendly force strength.

- Prisoner of war and friendly casualty figures by Service; approximate figures of enemy personnel detained during each action or operation.
- Information (nonsensitive, unclassified) regarding US air, ground, sea, space, and special operations (past and present); in general terms, identification and location of military targets and objectives previously attacked and the types of ordnance expended.
- Date, time, or location of previous conventional military missions and actions as well as mission results.
- Number of combat air patrol or reconnaissance missions and/or sorties flown in the operational area; generic description of origin of air operations, such as land- or carrier-based.
- Weather and climate conditions.
- Allied participation by type (ground units, ships, aircraft), if appropriate.
- Operations' unclassified code names.
- Names and hometowns of US military personnel.
- Names of installations and assigned units.
- Size of the friendly force participating in an action or operation using general terms such as multibattalion or naval task force.
- Types of forces involved (e.g., aircraft, ships, carrier battle groups, tank infantry units).

Classified aspects of equipment, procedures, and operations must be protected from disclosure. In more general terms, information in the following categories of information should not be revealed because of potential jeopardy to future operations, the risk to human life, possible violation of host nation and/or allied

sensitivities, or the possible disclosure of intelligence method and sources. Although these guidelines serve to guide military personnel who talk with the news media, they may also be used as ground rules for news media coverage. The following list is not necessarily complete and should be adapted to each operational situation:

- Specific numerical information on troop strength, aircraft, weapons systems, on-hand equipment, or supplies available for support of combat units for US or allied units; general terms should be used to describe units, equipment, and/or supplies.
- Any information that reveals details of future plans, operations, or strikes, including postponed or canceled operations.
- Any information and imagery that would reveal the specific location of military forces or show the level of security at military installations or encampments; for datelines, stories will state that the report originates from general regions unless a specific country has acknowledged its participation.
- Any rules of engagement (e.g., information on intelligence activities, including sources and methods, lists of targets, battle damage assessments).
- Specific information on friendly force troop movement or size, tactical deployments, and dispositions that would jeopardize OPSEC or lives, including unit designations and names of operations until released by the combatant commander/joint force commander during an operation.
- Any identification of mission aircraft points of origin, other than as land- or carrier-based.
- Any information on the effectiveness or ineffectiveness of weapons systems and tactics including, but not limited to,

enemy camouflage, cover, deception, targeting, direct and indirect fire, intelligence collection, or security measures.

- Specific information for identification of missing or downed aircraft or ships while search and rescue operations are planned or underway.
- Special operations forces' unique methods, equipment, or tactics that, if disclosed, would cause serious harm to the ability of these forces to accomplish their mission.
- Operational or support vulnerabilities information that could be used against US or allied units unless that information no longer provides tactical advantage to the enemy and is released by the combatant commander/joint force commander; damage and casualties may be described as light, moderate, or heavy.
- Specific operating methods and tactics (e.g., offensive and defensive tactics, speed, formations); general terms such as low or fast may be used.

NEWS MEDIA RELATIONS TIPS

During an assignment to a MAGTF/other duty, Marines will probably meet members of the news media. It is a good idea to know what to do and how to act. The following are some helpful tips:

- Treat reporters with the same respect and consideration that you expect from them but do not let them intimidate you—you are the expert and should be in control.
- Treat reporters equally; reports from local news media often appear in the national press and can be as effective as national news media for reaching your audience. This same principle

applies to indigenous local/regional media encountered in an operational environment with regard to informing a much broader audience.

- Return a reporter's phone call as quickly as possible or have your PAO do so.
- Be cooperative and empathetic; most reporters are working against a deadline that can make them seem impatient and demanding.
- Get to know your local reporters before a crisis happens.

INTERVIEWS

The following list describes types of interviews:

- Print—In-person or on the phone; usually more lengthy than a broadcast interview.
- Television—Office, one-on-one interview with a reporter and camera crew; as a rule, it is relaxed and informal.
- Panel—In a studio.
- Remote—The correspondent's subject is onscreen, but taped at another location; can be live from an operational environment, the scene of an incident or accident.
- Press conference—Individual delivers a statement to and fields questions from a group of reporters at a predetermined time and place.
- Ambush—Unexpected and impromptu encounter that usually is disconcerting and face to face.

- Television talk show—Host and/or guest may answer audience questions.
- Radio—Live phone, one-on-one conversation; phone interview, not live, and the resulting sound bites are used whole or in part.
- Radio show—Same as television but without cameras; may involve responding to phone calls from the audience.

BEFORE THE INTERVIEW

To prepare for an interview—

- Know the medium that you will be working with—television, radio, or print—and the specific requirements of each.
- Consult with your PAO; if warranted, conduct a mock interview with your PAO.
- Be familiar with your reporter; know his or her style and the types of questions usually asked.
- Be aware of any breaking news stories.
- Prepare two or three points that you would like to interject into the interview; use people-oriented examples to illustrate those points and practice working them into your answers.
- Be mindful of your appearance, both personal and uniform (this is applicable in operational and garrison settings).
- Ensure that the reporter indicates when you are being taped, especially for radio interviews by phone.

DURING THE INTERVIEW

During an interview—

- Relax; be yourself.
- Tell the truth, even if it is painful. You will maintain credibility by doing so.
- Explain as much as you can if you cannot discuss something (e.g., "to answer your question could compromise operational security" or "the matter remains under investigation"). "No comment" isn't an appropriate response when provided an opportunity to represent your unit or the Marine Corps.
- Tell the reporter if you do not know the answer to a question and offer to get back to the reporter later with the answer, if possible.
- Avoid military or technical jargon. Remember, your audience—foreign and domestic.
- Answer directly and give the bottom line upfront; you can amplify later.
- Correct the record. If a reporter makes an error or has wrong information, make the correction during the interview.
- Listen carefully to the reporter; ask for repetition or clarification, if necessary.
- Maintain eye contact; make sure the reporter knows you are interested and paying attention.
- Be expressive and try to be interesting.
- Be humorous, if appropriate. Humor can be one of the best forms of communication.

- Maintain a positive attitude.
- Talk "on the record" or not at all.
- Be prepared to answer the five "Ws" and the "H": who, what, where, when, why, and how.
- Assume that you are on the air, even if you are told that you are off; technical crews make mistakes.
- Be modest but confident. You are the expert, but do not be condescending.
- Use the studio monitor to check your appearance before air time, then maintain eye contact with the reporter and ignore the monitor.
- Do not lose your temper—even if provoked.
- Do not drum your fingers, twiddle your thumbs, tap your feet, or act nervous.
- Do not look around the room for the answer; it gives the impression of discomfort, bluffing, or desperation.
- Do not speculate or comment on matters beyond your cognizance or responsibility.

AFTER THE INTERVIEW

After the interview—

- Thank the reporter for the interview and the opportunity to communicate with the American public.
- Clarify any points that were unclear.
- Ensure that all information is correct.

Glossary

Section I. Acronyms and Abbreviations

AO	area of operations
CMO	civil-military operations
COA	course of action
DOD	Department of Defense
GIE	global information environment
IO	information operations
MAGTF	Marine air-ground task force
MCPP	Marine Corps Planning Process
MCWP	Marine Corps warfighting publication
OASD(PA)	Office of the Assistant Secretary of Defense for Public Affair
OPSEC	operations security
PA	public affairs
PAG	public affairs guidance
PAO	public affairs officer

PSYOP. . . . . .psychological operations

SAPP . . . . . .security, accuracy, policy, and propriety

US . . . . . .United States

Section II. Terms and Definitions

area of operations—An operational area defined by the joint force commander for land and maritime forces. Areas of operation do not typically encompass the entire operational area of the joint force commander, but should be large enough for component commanders to accomplish their missions and protect their forces. Also called **AO**. (JP 1-02)

area of responsibility—The geographical area associated with a combatant command within which a geographic combatant commander has authority to plan and conduct operations. (JP 1-02)

civil affairs—Designated Active and Reserve Component forces and units organized, trained, and equipped specifically to conduct civil affairs activities and to support civil-military operations. Also called **CA**. (JP 1-02)

civil-military operations—The activities of a commander that establish, maintain, influence, or exploit relations between military forces, governmental and nongovernmental civilian organizations and authorities, and the civilian populace in a friendly, neutral, or hostile operational area in order to facilitate military operations, to consolidate and achieve operational US objectives. Civil-military operations may include performance by military forces of activities and functions normally the responsibility of the local, regional, or national government. These activities may occur prior to, during, or subsequent to other military actions. They may also occur, if directed, in the absence of other military operations. Civil-military operations may be performed by designated civil affairs, by other military forces, or by a combination of civil affairs and other forces. Also called **CMO**. (JP 1-02)

command information—Communication by a military organization with Service members, civilian employees, retirees, and family members of the organization that creates an awareness of the organizations goals, informs them of specific developments affecting them and the organization, increases their effectiveness as ambassadors of the organization, and keeps them informed about what is going on in the organization. Also called **internal information**. See also **command; information; public affairs**. (JP 3-61)

communicate—To use any means or method to convey information of any kind from one person or place to another. (JP 1-02)

community relations—1. The relationship between military and civilian communities. 2. Those public affairs programs that address issues of interest to the general public, business, academia, veterans, Service organizations, military-related associations, and other non-news media entities. These programs are usually associated with the interaction between US military installations and their surrounding or nearby civilian communities. Interaction with overseas non-news media civilians in an operational area is handled by civil-military operations with public affairs support as required. See also **public affair**s. (JP 1-02)

computer network operations—Comprised of computer network attack, computer network defense, and related computer network exploitation enabling operations. Also called **CNO**. (JP 1-02)

electronic warfare—Military action involving the use of electromagnetic and directed energy to control the electromagnetic spectrum or to attack the enemy. Electronic warfare consists of three divisions: electronic attack, electronic protection, and electronic warfare support. Also called **EW**. (JP 1-02)

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 environment—The aggregate of individuals, organizations, and systems that collect, process, disseminate, or act on information. (JP 1-02)

military deception—Actions executed to deliberately mislead adversary military decision makers as to friendly military capabilities, intentions, and operations, thereby causing the adversary to take specific actions (or inactions) that will contribute to the accomplishment of the friendly mission. Also called **MILDEC**. (JP 1-02)

nonlethal capability—The ability to support the range of military operations, typically without force; furthermore, when synchronized as part of an overarching strategy can create or produce synergistic, desired effects infeasible by conventional means alone.

operation order—A directive issued by a commander to subordinate commanders for the purpose of effecting the coordinated execution of an operation. (JP 1-02)

operation plan—1. Any plan for the conduct of military operations prepared in response to actual and potential contingencies. 2. In the context of joint operation planning level 4 planning detail, a complete and detailed joint plan containing a full description of the concept of operations, all annexes applicable to the plan, and a time-phased force and deployment data. It identifies the specific forces, functional support, and resources required to execute the plan and provide closure estimates for their flow into the theater See also **operation order**. (JP 1-02)

operations security—A process of identifying critical information and subsequently analyzing friendly actions attendant to military operations and other activities to: a. identify those actions that can be observed by adversary intelligence systems; b. determine indicators that adversary intelligence systems might obtain that could be interpreted or pieced together to derive critical information in time to be useful to adversaries; and c. select and execute measures that eliminate or reduce to an acceptable level the vulnerabilities of friendly actions to adversary exploitation. Also called **OPSEC**. (JP 1-02)

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 originators objectives. Also called **PSYOP**. (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 affairs guidance—Normally, a package of information to support the public discussion of defense issues and operations. Such guidance can range from a telephonic response to a specific question to a more comprehensive package. Included could be an approved public affairs policy, contingency statements, answers to anticipated media questions, and community relations guidance. The public affairs guidance also addresses the method(s), timing, location, and other details governing the release of information to the public. Public affairs guidance is approved by the Assistant to the Secretary of Defense for Public Affairs. Also called **PAG**. (JP 1-02)

strategic communication—Focused United States Government efforts to understand and engage key audiences to create, strengthen, or preserve conditions favorable for the advancement of United States Government interests, policies, and objectives through the use of coordinated programs, plans, themes, messages, and products synchronized with the actions of all instruments of national power. (JP 1-02)

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United States Constitution

United States Code, Title 10, *Armed Forces*

Department of Defense

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5400.14	Procedures for Joint Public Affairs Operations
5405.3	Development of Proposed Public Affairs Guidance (PPAG)
5410.19	Public Affairs Community Relations Policy Implemen-tation

Department of Defense Directives (DODDs)

5122.05	Assistant Secretary of Defense for Public Affairs (ASD[PA])
5200.1-R	DOD Information Security Program
5230.09	Clearance of DOD Information for Public Release
5400.7-R	DOD Freedom of Information Act Program
5400.13	Joint Public Affairs Operations
5410.18	Public Affairs Community Relations Policy
S-3600.1	Information Operations

Chairman of the Joint Chiefs of Staff Manual (CJCSM)

3122.03A	Joint Operation Planning and Execution System Vol II (Planning Formats and Guidance)

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3-0	Joint Operations
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