

**Joint Pub 3-61**



# **Doctrine for Public Affairs in Joint Operations**



**14 May 1997**



# PREFACE

## 1. Scope

This publication provides principles and doctrine for US military support to the media in conjunction with military operations. It also provides guidance for command information support when communicating with internal audiences. This publication will aid combatant commands in both planning and training for joint operations. It will serve to focus the training of commanders, their staffs, and public affairs personnel and provide guidance for organizing, training, and equipping public affairs forces.

## 2. Purpose

This publication has been prepared under the direction of the Chairman of the Joint Chiefs of Staff. It sets forth doctrine to govern the joint activities and performance of the Armed Forces of the United States in joint operations and provides the doctrinal basis for US military involvement in multinational and interagency operations. It provides military guidance for the exercise of authority by combatant commanders and other joint force commanders and prescribes doctrine for joint operations and training. It provides military guidance for use by the Armed Forces in preparing their appropriate plans. It is not the intent of this publication to restrict the authority of the joint force commander (JFC) from organizing the force and executing the mission in a manner the JFC deems most appropriate to ensure unity

of effort in the accomplishment of the overall mission.

## 3. Application

a. Doctrine and guidance established in this publication apply to the commanders of combatant commands, subunified commands, joint task forces, and subordinate components of these commands. These principles and guidance also may apply when significant forces of one Service are attached to forces of another Service or when significant forces of one Service support forces of another Service.

b. The guidance in this publication is authoritative; as such, this doctrine (or JTTP) will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. If conflicts arise between the contents of this publication and the contents of Service publications, this publication will take precedence for the activities of joint forces unless the Chairman of the Joint Chiefs of Staff, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance. Commanders of forces operating as part of a multinational (alliance or coalition) military command should follow multinational doctrine and procedures ratified by the United States. For doctrine and procedures not ratified by the United States, commanders should evaluate and follow the multinational command's doctrine and procedures, where applicable.

For the Chairman of the Joint Chiefs of Staff:



DENNIS C. BLAIR  
Vice Admiral, US Navy  
Director, Joint Staff

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## EXECUTIVE SUMMARY

### COMMANDER'S OVERVIEW

- Establishes Doctrine for US Military Support to US and International Media About Military Operations
  - Discusses Joint Public Affairs Responsibilities During Joint Operations
  - Provides Insight on the Fundamentals and Management of Joint Public Affairs
  - Addresses Public Affairs Planning Considerations and Operations
  - Considers Resource Requirements of Joint and Multinational Public Affairs Activities
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### Joint Public Affairs Mission and Doctrine

*Joint public affairs has the critical task of advancing consistent and credible information about US joint forces to the American public and our allies via the news media and military journalists covering the operation.*

The mission of joint public affairs (PA) is to **expedite the flow of accurate and timely information** about the activities of US joint forces to the public and internal audiences. News media representatives and military journalists will conduct first-hand and after-the-fact reporting of joint operations, and the information they are given must be **consistent** with national and operations security. PA doctrine was developed based on the need to accommodate the mission of the Armed Forces of the United States with that of the news media. Both institutions must communicate with the public; however, the military must observe operations security to protect national security and the lives of forces. Today, the **speed of military operations and advances in communications technology** complicate the challenges of supporting news media efforts to keep the internal and external public informed. It is the combatant commander's responsibility to provide command information to Service members, Department of Defense (DOD) civilian employees and family members that creates an awareness of the military goals during an operation.

### Joint Public Affairs Responsibilities

*It is the responsibility of the military to work with the news media on a regular basis to ensure the dissemination of accurate and timely information to the general public, military personnel, civilian employees, and family members.*

The military is **accountable and responsible** to the public for performing its mission of national defense. The news media are the principal means of communicating information about the military to the general public, and military journalists are the principal source of communication with military personnel, civilian employees, and family members. It is important that commanders recognize this fact. Successful relations between the military and the news media are best established by **regular interaction**, and are based upon **credibility and trust**. This aids in the dissemination of accurate and timely information and helps military personnel more clearly understand their roles and responsibilities in accomplishing their overall missions.

### Public Affairs Responsibilities

*It is the commander's responsibility to ensure that all planning for military activities and operations support the public affairs (PA) goals set by the Department of Defense (DOD).*

The Department of Defense has **several principles** for PA that apply across the full range of military operations. Some of them include: that information be timely and accurate; that requests for information be answered in a timely manner; that information be made fully available unless it is under security classification or endangers the lives of Service members; and that information cannot be classified to protect the government from criticism or embarrassment.

The **Assistant Secretary of Defense (Public Affairs) (ASD[PA])** is responsible for: developing and consistently implementing DOD information policy; determining who serves as the initial source of release of information; approving and disseminating PA guidance, plans, and annexes; conducting periodic news briefings; providing guidance for Armed Forces Radio and Television Service resources and equipment; and coordinating PA policy with the Chairman of the Joint Chiefs of Staff (CJCS), the Military Departments, and the combatant commands.

The **Military Departments** are responsible for close coordination with combatant commanders to resource joint information bureaus (JIBs), provide training at Service schools, encourage programs that improve military-news media understanding and cooperation, and conduct Service-unique PA programs, including command information and community relations programs.

The **Chairman of the Joint Chiefs of Staff's** responsibilities include promulgating joint public affairs doctrine and ensuring

that all plans comply with it, and establishing a CJCS PA Response Cell within the National Military Command Center.

In the early stages of any operation, **combatant commanders** are charged with developing detailed PA annexes to operation plans and providing support to news media representatives and military journalists. They also develop operational guidance for approval by the ASD(PA), conduct a full range of PA activities, plan for employment of combat camera assets, and establish and operate JIBs. Commanders prepare plans to conduct command information programs, train PA organizations in all force packages and support the PA requirements and organic PA capabilities of Reserve component units of mobilized and deployed individuals.

### Public Affairs Support of Joint Operations

*Since it is essential to adequately plan for PA to avoid endangering the news media and the operation, the Department of Defense has established guidelines for coverage of combat operations.*

The ability of the news media to transmit **instantaneous** and often **live reports** must be considered when planning an operation. Failure to adequately plan will not stop the media from reporting, and can create a situation that **endangers news media representatives and the operation** itself. Furthermore, the number of journalists accompanying operations is rising dramatically. Therefore, commanders must be prepared to support news media coverage of almost every aspect of their operation.

### Public Affairs Fundamentals and Management

*Public affairs fundamentals were designed to assist commanders in performing the PA mission in joint operations.*

Most issues, plans, and events contain elements which may be of interest to the general public, the media, and the committed forces and their families. This interest should be part of the normal planning process. Complete integration of PA personnel in all staff planning is essential to ensure an effective PA operation. Effective joint PA operations should be **consistent with security concerns** of protecting classified information and controlling the essential elements of friendly information. **Accuracy and timeliness of information** made available to the public is essential in establishing and maintaining **credibility**. A responsive, efficient and successful joint PA program provides the best opportunity for public understanding of joint operations.

PA responsibilities include media and community relations, internal or command information, and PA planning. The joint force public affairs officer has the critical task of ensuring that the proper mix of resources is available to conduct PA operations. **Information bureaus** may be set up as single



points of interface between the military and news media representatives, allowing them to obtain information quickly and efficiently on a wide variety of complex activities. Examples are JIBs, combined information bureaus and allied press information centers.

### Planning and Operations

*Public affairs guidance ensures that information and policy are in consonance when responding to the information demands of the media and the public.*

**PA planning** is essential to any operation. Every phase of PA planning should match the operation plan it supports. Therefore, the PA portion of the operation plan should be **developed simultaneously** with the operation plan so that transportation, communications, billeting, equipment, and personnel resources required to support the PA plan can be built into the total operational resources requirements. PA planning includes: a public affairs assessment; determination of strategic communication goals and objectives; message development; guidance to ensure unity of effort; and considerations such as news media access, security and command information. PA planning should occur across the range of military operations, to include war and military operations other than war.

### Civil-Military Operations

*Responsibility for civil-military operations in a joint operation is determined by the joint force commander.*

All military operations involving contact with civilians designed to influence, control, or develop civil organizations are classified as **civil-military operations (CMO)**. PA and CMO personnel **disseminate information to local populations**. Coordination is required to ensure that information required for release by one element does not conflict with the work of the other. US CMO elements will assist with dislocated civilians, public administration, public health, and public works. Public affairs disseminates information on procedures concerning displaced civilians in the US operational area and will keep military elements informed of the displaced civilian situation through the news media and command information channels.

## Resource Requirements

*Commanders must ensure that the PA assessment of anticipated transportation requirements and other resources are incorporated as early as possible in the crisis action planning process.*

Joint and multinational PA activities require **personnel, transportation, and communications and technical resources**. These assets are essential to the conduct of PA operations. The goal is to **anticipate and respond** to fluctuating coverage and to tailor resources to ensure no loss of efficiency. As part of this resource planning, facilities must be designated for the functioning of the public affairs infrastructure and for the news media. In addition, it is likely that the peacetime staffing of an organization's PA office will be inadequate to respond to the inevitable increase in news media and public interest, so **contingency planning** must address the need for rapid expansion of the PA staff. Public Affairs must have the most up-to-date equipment, because the news media will be outfitted with the most modern and efficient equipment.

## CONCLUSION

This publication was created to establish principles and doctrine for US military support to US and international media concerning military operations. It also provides guidelines for command information when communicating with internal audiences. The publication will assist in training public affairs personnel and provide guidance for organizing, training, and equipping public affairs forces.

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# CHAPTER I

## PUBLIC AFFAIRS MISSION AND DOCTRINE

*“ . . . we in the Armed Forces of the United States must account for our actions with the American people whom we serve, by dealing openly and well with the representatives of the nation's free press. We are also responsible for protecting classified or sensitive information related to the national security and will be challenged by the news media concerning such information. It is our duty as members of the Armed Forces to balance these demands in a responsible and intelligent fashion.”*

### **Joint Pub 1, Joint Warfare of the Armed Forces of the United States**

## **1. Mission**

The mission of joint public affairs (PA) is to **expedite the flow of accurate and timely information about the activities of US joint forces to the public and internal audience.** News media representatives and military journalists will conduct first-hand and after-the-fact reporting of joint operations. Information given to news media representatives must be **consistent with national and operations security (OPSEC)** and must respect the privacy of the members of the force. Public affairs personnel should communicate with Service members, civilian employees, and family members in order to create an awareness of organizational goals and inform them of significant developments affecting them and the organization.

## **2. Background**

This doctrine was developed with a clear understanding of the **need to accommodate the mission of the Armed Forces of the United States with that of the news media.** Both institutions communicate with the same audience — the public. The mission of the military demands strict OPSEC to protect

national security and the lives of US and multinational forces. While most members of the media share these concerns, their job is to report in as great detail and as quickly as possible. These competing goals sometimes lead to conflict between the media and the military. This dichotomy was of grave concern to General Dwight D. Eisenhower in 1944 when he said:

*“The first essential in military operations is that no information of value shall be given to the enemy. The first essential in newspaper work and broadcasting is wide-open publicity. It is your job and mine to try to reconcile those sometimes diverse considerations.”*

General Eisenhower's success in dealing with the situation is evident in the vivid reports by the news media who accompanied US forces into combat during World War II and by a simple bronze plaque near the beach at Normandy on which is inscribed:

*“In memory of General Dwight D. Eisenhower and the forces under his command, this sealed capsule containing news reports of the 6 June 1944, Normandy Landings is placed here by the newsmen who were there.”*



*Media representatives receive information from a joint public affairs officer for dissemination to their respective news agencies.*

### 3. Current Outlook

Today, the **speed of military operations** and **advances in communications technology** significantly **complicate the challenges** to both commanders and public affairs personnel **in supporting news media efforts** to keep the publics, both internal and external, informed. Today's news is formed by images which often move faster than journalists can provide explanation and context. Thus, **public affairs procedures and techniques practiced by joint forces**, and the

support they provide to the news media, **must mirror the sophistication of the news media with whom they interact**. To do otherwise simply places the military in a defensive, catch-up role and fails to achieve one of its own very important missions — keeping the public informed. Military journalists provide command information to **Service members, Department of Defense (DOD) civilian employees** and **family members** that creates an awareness of the **military goals** during an operation.

### **MEDIA IN DESERT SHIELD AND DESERT STORM**

As in all previous American conflicts, the rules for news coverage of Operations DESERT SHIELD and DESERT STORM were driven by the need to balance the requirements of operational security against the public's right to know about ongoing military operations. DOD policy calls for making available "timely and accurate information so the public, Congress, and the news media may assess and understand the facts about national security and defense strategy," withholding information "only when disclosure would adversely affect national security or threaten the safety or privacy of the men and women of the Armed Forces." The news media feel compelled to report as much information about current newsworthy events as possible.

The challenge to provide full news coverage of Operations DESERT SHIELD and DESERT STORM was complicated by several factors:

- The host nation, closed to western media before the operation began, was reluctant to permit reporters to enter the country and was concerned about reporting of cultural sensitivities.
- More than 1,600 news media representatives eventually massed in Saudi Arabia to report about the war.
- The combat actions of Operation DESERT STORM used high technology, involved long-range weapons, and occurred on and over a distant, vast, open desert and from ships operating in adjacent bodies of water.
- The combined armor and airmobile attacks and drives through Kuwait and Iraq were rapid.
- This was the first major American war to be covered by news media able to broadcast reports instantaneously to the world, including the enemy.

From the beginning of the crisis, the Department of Defense worked closely with Central Command (CENTCOM), the Joint Staff (JS), the Services, and news media organizations to balance the media's needs with the military's ability to support them and its responsibility to preserve US combat forces' operational security. The goal was to provide as much information as possible to the American people without endangering the lives or missions of US military personnel.

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

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## CHAPTER II

### JOINT PUBLIC AFFAIRS RESPONSIBILITIES

*"All they need do really is quietly let people know the truth. There is no need to bang the big drum. Official reports should stick to the absolute truth—once you start lying, the war's as good as lost. Information Division's outlook is all wrong. All this talk of guiding public opinion and maintaining the national morale is so much empty puff."*

**Admiral Isoroku Yamamoto, 1884-1943**

#### 1. Overview

a. The military is **accountable and responsible to the public** for performing its **mission of national defense**. By providing accurate information and clear explanations of its activities, the Armed Forces of the United States fulfill their responsibility to the nation and assist in providing an understanding of DOD programs and activities. The **news media** are the **principal means of communicating information about the military to the general public**, and commanders must recognize this fact. Likewise, **internal or command information** is the principal means of communicating with **military personnel, civilian employees, and family members**. Therefore, commanders must view military journalists as a critical means of reaching these audiences.

b. **Accurate and timely information is essential** to the public's understanding, morale, and resolve in times of crisis. Similarly, that same information, when conveyed to the military's internal audience, helps military personnel more clearly **understand their roles and responsibilities** in accomplishing their overall missions. Establishing the command information connection with joint forces, and especially their families, is difficult because of the limited opportunities available to commanders to exercise those forces. As with the civilian news media, every opportunity must be fully exploited in the command information arena to **train the way we intend to operate**.

c. Successful relationships between the military and the news media are based upon **credibility and trust**. Such relationships are built over time, not during a crisis or combat situation when the commander has a multitude of important issues vying for attention.

#### 2. DOD Principles of Information (DOD Directive 5122.5)

The principles described below chart the course for all DOD PA activities. They apply across the full range of military operations. It is the **commander's responsibility** to ensure that all planning for military activities and operations **efficiently and effectively address the goals set by these principles**. **Timely and accurate information will be made available** so that the public may assess and understand the facts about national security, defense strategy, and ongoing joint and multinational operations. **Requests for information from media organizations and private citizens will be answered in a timely manner**. In carrying out this policy, the following principles of information apply:

a. Information will be made **fully available**, consistent with statutory requirements, **unless its release is precluded by current and valid security classification**. The provisions of the Freedom of Information Act and the Privacy Act will be complied with in both letter and spirit.

b. 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 family members.**

c. **Information will not be classified** or otherwise withheld **to protect the government from criticism or embarrassment.**

d. Information will be **withheld only** when disclosure would **adversely affect national and operations security** or **threaten the safety or privacy of the men and women of the Armed Forces.**

e. The **DOD obligation** to provide the public with **information on its major programs and operations** may require detailed PA planning and coordination within the Department of Defense and with other government agencies. The sole purpose of such activity is to **expedite the flow of information to the public.** Propaganda or publicity designed to sway or direct public opinion will not be included in DOD PA programs.

### 3. DOD Responsibilities

The **Assistant Secretary of Defense (Public Affairs) (ASD[PA])**, in accordance with DOD Directive 5122.5, “Assistant Secretary of Defense (Public Affairs),” is responsible for the following:

a. Retains primary responsibility for the **development and consistent implementation of DOD information policy.**

b. Determines who should serve as the **initial source of release of information** about **joint, multinational, and single-Service operations**, and **delegates public affairs release authority** to the appropriate combatant commander as soon as practical.

c. **Approves and disseminates PA guidance (PAG), PA plans, and PA annexes** written under CJCSM 3122.03, “Joint

Operation Planning and Execution System, Vol II: (Planning Formats and Guidance).”

d. Establishes and exercises **procedures for the administrative management, activation, and direction of the DOD National Media Pool**; directs the deployment of the DOD National Media Pool, including a representative from the joint force commander or supported commander, and a representative from the Office of the Chairman of the Joint Chiefs of Staff public affairs office, when ordered by the Secretary of Defense.

e. Serves as lead agency for interagency coordination of public affairs information and activities.

f. Provides **policy guidance** for the **employment of joint combat camera teams** and the **distribution of their products**, as established in DOD Instruction 5040.4, “Joint Combat Camera Program.” The still and motion imagery and captions produced by combat camera teams will have security classification established and controlled at the source in accordance with DOD Directive 5200.1, “DOD Information Security Program,” and be cleared for public release in accordance with DOD Directive 5230.9, “Clearance of DOD Information for Public Release.”

g. Provides **representation to the Office of the Secretary of Defense Crisis Coordination Center** and establishes, as necessary, a crisis and/or wartime PA cell at the Pentagon to provide continuous PA planning, to gather and disseminate information, and to evaluate PA support of the operational mission.

h. **Conducts periodic news briefings** on issues and events related to ongoing joint, multinational and single-Service operations.

i. Provides **policy guidance** for the employment of **Armed Forces Radio and**

**Television Service (AFRTS) resources and equipment**, as established in DOD Directive 5120.20, “Armed Forces Radio and Television Services (AFRTS)” and 5120.20-R, “Management and Operation of Armed Forces Radio and Television Service”.

j. Supports **unified command plans** for the provision of **information, news, and entertainment to internal agencies**, to include the distribution of electronic and print products tailored for the area of responsibility and joint operations area. The responsible combatant commander shall determine when these services should begin.

k. Conducts **joint PA and visual information and maintenance training at the American Forces Information Service Defense Information Schools** for entry- and advanced-level military and civilian PA as well as visual information technical and maintenance personnel of all grades. (This training includes classroom and contingency exercises in joint operations environments.)

l. Coordinates **PA policy with the Chairman of the Joint Chiefs of Staff (CJCS), the Military Departments, and the combatant commands**; develops and disseminates PA policy; and conducts appropriate training on that policy.

#### 4. Military Department Responsibilities

**The Military Departments** have the following responsibilities:

a. In close coordination with the combatant commander, provides **resources** (personnel, standardized and/or compatible equipment) necessary to conduct successful PA activities in a joint environment. Ensure the **immediate readiness and prompt availability** of necessary Active and Reserve component PA

resources to support any assigned mission. Ensure that **all required capabilities** for PA support of short-notice deployments exist in the active force.

b. **Organize, train, equip, and provide Active and Reserve component PA personnel** and units to conduct PA activities in support of combatant commanders. Information from this publication and all follow-on guidance should be included in training at all levels. PA personnel and units necessary to support the earliest stages of any operation should be immediately available for deployment. Such responsiveness assists in addressing news media and command information requirements. Ensure that PA personnel are qualified and able to function in joint and multinational environments.

c. Conduct **Service-unique PA programs**, as required, in support of joint and multinational operations. These include **command information programs** that serve those who are deployed, those in support roles, and the military forces and families at home station as well as **community relations programs** designed to meet existing DOD policies and directives.

d. Work closely with exercise and operation planners to ensure **inclusion of PA annexes** in all plans.

e. Provide **PA training at Service schools** and encourage programs that **improve military-news media understanding and cooperation**.

f. Support planning and provide resources for **contingency and wartime operations of AFRTS**.

g. Train PA personnel, commanders, and key staff on how to deal with news media representatives covering joint operations.

### 5. Chairman of the Joint Chiefs of Staff Responsibilities

The Chairman of the Joint Chiefs of Staff is responsible for the following:

- a. Promulgates **joint public affairs doctrine**.
- b. Ensures that existing PA annexes to operation plans **comply with published joint PA doctrine and guidance**.
- c. Establishes a **CJCS PA Response Cell within the National Military Command Center during times of crisis and conflict** to provide Joint Staff input on PA activities to the ASD(PA).
- d. Supports the Department of Defense in **explaining mission aspects of joint operations** by providing senior officers with the expertise on matters of news media and public interest.
- e. Provides an OCJCS-PA representative for DOD National Media Pool deployment.

### 6. Combatant Commanders' Responsibilities

The commanders of the combatant commands are responsible for the following:

- a. Develop **detailed PA annexes to operation plans to ensure that adequate PA support** is available to meet command information and news media requirements. Special attention should be given to **providing priority air and ground transportation** for movement of news media representatives, military journalists and their products. PA resources should be in place prior to the beginning of operations. **Deployment plans** should assign a high priority for the movement of PA assets. **Communications assets** must be provided for

the deploying PA officer, as well as for use by the media if required.

- b. Support **news media representatives and military journalists** from the **earliest predeployment stages of any operation**. The commanders shall ensure that news media representatives and military journalists are **granted all possible access to all unclassified activities** on a not-to-interfere basis, including combat operations when operationally feasible. The personal safety of news media representatives or military journalists is not a reason for excluding them from such operations. **The goal is to keep the public informed**. To accomplish this, every attempt should be made to treat the news media representatives and military journalists as noncombatants accompanying forces, allowing them to accompany the organizations during the conduct of their missions. News media representatives should be accorded the equivalent grade of major or lieutenant commander for the purpose of billeting, messing, and protocol.

- c. Develop operational PAG for approval by the ASD(PA) which **recommends the policy approach** (active or passive), **proposes news statements**, and **provides responses to anticipated news media questions** (in accordance with DOD Instruction 5405.3, "Development of Proposed Public Affairs Guidance [PPAG]").

- d. Prepare for and assist in the **deployment and operation of the DOD National Media Pool**. Designate personnel to support the DOD National Media Pool when activated.

- e. Conduct a **full range of PA activities** consistent with current PA guidance, PA release authority, and OPSEC requirements.

- f. **Establish and operate joint information bureaus (JIBs)** to serve as focal



*Combat Camera photographer allows a Somali woman to look through the view finder while documenting the delivery of food to the villagers during Operation RESTORE HOPE.*

points of interface between the joint forces and the news media, as appropriate. The **combatant command JIB** will provide direct PA support to subordinate joint task force commanders. The **Director of the JIB** will receive PA policy guidance and oversight from the combatant command in coordination with ASD(PA) and will be prepared to participate in **combined information bureaus (CIBs)** or **allied press information centers (APICs)**, established by the responsible combined commander and supported by the contributing nations.

g. Assist news media representatives and military journalists in **gaining access to military units and personnel** conducting joint and multinational operations. These include commanders and officer and enlisted personnel directly involved with combat and sustainment operations.

h. Support other information requirements identified by the ASD(PA). Provide **daily JIB, CIB, or APIC situation reports** to the ASD(PA) during current operations as circumstances require, apprising the ASD(PA) immediately of major operational developments, incidents, or other newsworthy events.

i. Prepare plans to **conduct command information programs**. Plan to employ the capabilities of the AFRTS and other internal news media products which convey information to deployed forces, those remaining at the home station, and all family members. Plan to resource a locally produced command information newspaper to disseminate information to those deployed in the operational area. The **ground rules for releasing information to civilian news media representatives** apply equally to military journalists assigned to command information tasks. Plan for the **employment of AFRTS** assets across the range of military operations and exercises as established in DOD Directive 5120.20, "Armed Forces Radio and Television Services," and 5120.20-R, "Management and Operation of Armed Forces Radio and Television Service."

j. **Include and train an appropriately sized PA organization in all force packages** developed to support combatant commanders' joint operations.

k. If tasked as a supporting commander, **provide PA resources** (personnel, equipment, transportation, and communications) **to the**

**supported combatant commander** as identified in approved plans. Be prepared to reinforce the supported combatant commander to meet unplanned resource requirements.

l. As established in DOD Directive 5040.4, “Joint Combat Camera Program,” **designate an officer as the combat camera (COMCAM) representative** to plan for and manage the employment of COMCAM assets. As a subset of COMCAM’s primary mission to support military operations, PA will ensure that plans identify COMCAM priorities and resources required to support imagery requirements. Plan for the **employment of combat camera assets** in crisis situations, planned operations, and exercises, as established in DOD Instruction 5040.4, “Joint Combat Camera Program.”

m. Provide the Joint Combat Camera Center with **operational imagery for use within the Department of Defense and for potential release** to military journalists through established channels and to news media representatives through the ASD(PA).

n. Provide forces to **support joint COMCAM operations**.

o. Ensure that PA personnel and units are **properly prepared** to support the assigned operational mission.

p. Support the PA **requirements and organic PA capabilities of Reserve component (RC) units and individuals** mobilized and deployed into a theater of operations. Unlike active forces which generally deploy from a major installation, RC units and individuals come from communities throughout the country. RC personnel leave civilian jobs behind and RC family members are generally not accustomed to long-term deployments. **Support from family members, community leaders, and former employers is vital** to unit morale and to recruiting and retention efforts following demobilization. Commanders must ensure that RC family members and hometown news media are provided a continuous flow of information to dispel rumors and anxieties, sustain public awareness, and increase understanding of RC missions in the theater of operations.

### **MEDIA ON THE BATTLEFIELD**

As early as October [1990], it appeared hostilities in the region could result in a large, fast-moving, and deadly battle. Accordingly, a joint public affairs team went to Saudi Arabia to evaluate the public affairs aspects of hostile action and help CENTCOM prepare for media coverage of any such eventuality. The team was convinced that, given the size and distances involved, the probable speed of advance of US forces, the potential for the enemy to use chemical weapons, and the sheer violence of a large scale armor battle would make open coverage of a ground combat operation impractical, at least during its initial phase. The team, therefore, recommended that pools of reporters be assigned to units to cover activity within those units. These reporters would stay with units to ensure they would be present with military forces at the beginning of any combat operations. Although the plan was initially rejected, the command ultimately implemented a similar plan calling for ground combat news media pools to be in place before hostilities.

When the ground offensive began, in addition to 27 reporters on ships and at air bases, CENTCOM had 132 reporters in place with the US ground forces to cover their activity. A reporter accompanied every combat division into battle.

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

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## CHAPTER III

### PUBLIC AFFAIRS SUPPORT OF JOINT OPERATIONS

*"The joint campaign is planned within the context of the modern theater environment, a complex setting where events, especially in a crisis, can move rapidly. This puts a premium on the ability of joint force commanders and their staffs and components to conduct campaign planning under severe time constraints and pressures. This ability in turn rests upon the quality of peacetime planning and analysis by joint force commanders concerning their strategic situations and likely scenarios and courses of action. Campaign planning is done in crisis or conflict (once the actual threat, national guidance, and available resources become evident), but the basis and framework for successful campaigns is laid by the peacetime analysis, planning, and exercises. These plans and exercises also provide invaluable training for commanders and staffs in the characteristics of the theater strategic environment and sharpen skills that are fundamental to successful planning in war."*

**Joint Pub 1, Joint Warfare of the Armed Forces of the United States**

#### 1. The Operational Environment

The environment of the modern battlefield has changed drastically and so has the **ability of the news media to transmit instantaneous and often live reports**. These realities **must be considered when planning** any type of operation. Just as the capabilities of military forces must be accounted for, so too must the capabilities and, therefore, the needs of the news media. **Failure to adequately plan** to accommodate news media representatives **will not stop them from reporting**; it will simply change the venue and perhaps create a situation that endangers news media representatives as well as the success of the operation they are trying to cover.

a. **World War II and Now.** Fewer than 30 reporters accompanied the entire invasion force into Normandy, France, on 6 June 1944. More than 500 journalists appeared within hours to cover combat operations in Grenada (1983) and Panama (1989). The **trend toward larger numbers continued** as more than 1600 news media and support personnel were present at the beginning of Operation

DESERT STORM (1991), and some 1500 reported on hurricane relief operations in Florida (1992). They bring with them the most **sophisticated technological support**. At one time, 31 satellite transmission television trucks were covering Hurricane Andrew recovery efforts, and reporters provided live television and radio coverage of the night amphibious landing that marked the beginning of Operation RESTORE HOPE in Somalia (1992), the end of that UN operation during Operation UNITED SHIELD (1995), and more than 1700 media representatives covered peacekeeping operations in the American sector of Bosnia (1996).

b. **Increased Competition.** The news business has become **increasingly competitive**, with reporters seeking to identify stories, themes and issues which will be attractive to their audiences. Reporters representing a range of general and specialty publications as well as broadcast operations will rush to the scene of any potential news story. **Few stories can compare with that of military forces in action**. Therefore, commanders must anticipate and be prepared to support news media coverage of almost every aspect of their operation.



2. Media Guidelines

Although Operation DESERT STORM was very successful, **many problems were experienced in providing news media coverage of combat activities.** Those problems are discussed in the Title V Report, “Conduct of the Persian Gulf War, Final Report to Congress.” After a detailed analysis of those problems, the Department of Defense issued the following **guidelines for coverage of DOD combat operations** (see Figure III-1):

a. **Open and independent reporting** will be the principal means of coverage of US

military operations. Commanders should **expect regular encounters with journalists** who will show up in their assigned areas of responsibility and joint operations areas. Some of these reporters will be registered by the joint force and will carry **identifying credentials** issued by the PA officer and, as appropriate, Geneva Convention cards. Others will merely appear and begin coverage. **Journalists not credentialed by the Department of Defense may not necessarily be given the same access as those who have credentials.** Uncredentialed journalists should be encouraged to register with the JIB. In many cases, the journalists may not be accompanied by trained PA personnel. Local



Figure III-1. Department of Defense Media Guidelines

commanders, with the assistance of PA personnel, should identify shortages of escorts and provide training for non-PA personnel who will serve as escorts. Commanders must develop unit plans tailored to local conditions to accommodate reporters operating under this provision and issue guidance about what information and support they will receive. Appendix A, “Guidelines for Discussions with the Media,” contains general guidance on support and information to be provided to news media representatives.

b. **Pools are not to serve as the standard means of covering US military operations.** 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** — within 24 to 36 hours when possible. The arrival of early-access pools will not cancel the principle of independent coverage for journalists already in the area.

c. Even under conditions of open coverage, **pools may be appropriate for specific events**, such as those at **extremely remote locations** or **where space is limited**. In such circumstances, PA plans should specify the number and types of media (including internal media) who will form the pool. The military will determine the size and composition of the pool. The media representatives should determine who will fill the spaces in the pool.

d. **Journalists in a combat zone will be credentialed** by the US military and will be **required to abide by a clear set of military security ground rules** that protect US forces and their operations. **Violation of the ground rules can result in suspension of credentials and expulsion** from the combat zone of the journalists involved. News organizations will make their best efforts to assign experienced journalists to combat operations and to make them familiar with US military operations. The

decision to suspend credentials or expel a reporter should only be made after clear and severe violations have been committed and only with the concurrence of the commander, joint task force, the combatant commander, and the ASD(PA). A public affairs infrastructure will include a JIB to serve as a logistical and information base for media relations operations. Journalists seeking credentials from the JIB will be asked to agree to ground rules tailored to the specific, ongoing joint operation. In return, news media representatives will receive **regular briefings** and other **information about military activities** and **access to the committed joint forces**. Central to this provision is the need for continuous dialogue between the joint force and the news media who are covering its activities.

e. Journalists will 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 unclassified forces which are participating in the joint operation, to include those based outside the joint operations area.

f. Military PA personnel should **act as liaisons** but **should not interfere** with the reporting process. The mission of individual PA personnel is to **expedite the flow of information** about the force and the operation through the civilian and military news media to both external and internal audiences, and to **help news media representatives understand the events and occurrences** so that coverage is accurate. The goal is to **gather resources** in order to produce a responsive public affairs infrastructure to support journalists’ information needs. PA responsibilities include arranging access for the news media, preparing commanders and their units to accept news media visits,

assisting in logistical support (i.e., communications, equipment, supplies, and transportation) for the media and providing timely information and explanations.

g. Under conditions of open coverage, field commanders should be instructed to **permit journalists to ride on military vehicles and aircraft** whenever feasible. **The military will be responsible for the transportation of pools.** To ensure the most complete possible coverage, commanders should provide dedicated transportation.

h. Consistent with capabilities, the commander will supply public affairs with facilities to enable **timely, secure, compatible transmission of pool material** and will make these facilities available whenever possible for filing independent coverage. In cases when government facilities are unavailable, journalists will, as always, 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.** As with transportation support, commanders employing media pools are **responsible for providing communications facilities** for the priority transmission of news products prepared by the pool. Similar assistance should be provided on a space-available basis for those reporters involved in independent coverage. Commanders should **understand the sophisticated communications capabilities** available to the news media and recognize that **early and regular discussions** with the news media will help ensure electromagnetic OPSEC.

i. These principles will apply as well to the operations of the standing **DOD National Media Pool system**. The support of the DOD National Media Pool is a **priority mission for the joint force commander (JFC)**.

Besides the tasks outlined in these guidelines, commanders are responsible for **transporting the pool** into the area of responsibility and joint operations area and **providing sustained equipment, communications, in-theater transportation, messing, and medical support for pool members**. Each plan should anticipate and include these provisions.

### 3. Public Affairs Fundamentals

The following public affairs fundamentals (see Figure III-2) will assist commanders in performing the PA mission in joint operations:

a. Most issues, plans, and events contain elements which may be of **interest to the general public, the media, and the committed forces and their families**. This is particularly true of military operations, which often draw some public attention as personnel and equipment prepare for upcoming assignments. **Unit alerts, increased aircraft activity, and rail or ship loading** are highly visible and will almost inevitably lead to news media inquiries. Such activities may also cause concern among unit personnel and family members. Commanders and staffs at all levels should anticipate such interest as part of the normal planning process and be prepared to respond.

b. Complete **integration of PA personnel in all staff planning** is essential to ensure an effective PA operation. By being fully involved, the Public Affairs Officer (PAO) will be better prepared to advise commanders and to anticipate and respond to the news media while safeguarding security and sensitivity requirements. PA officers, therefore, must have **appropriate security clearances**. The PAO will be in a better position to advise the JFC about the public affairs environment, current news media interests, public opinion concerns, command information matters, and the PA implications of the evolving operation plans.

## PUBLIC AFFAIRS FUNDAMENTALS

Most issues, plans, and events contain elements which may be of interest to the general public, the media, and the committed forces and their families.

Complete integration of public affairs personnel in all staff planning is essential to ensure an effective public affairs operation.

News media relations, command information and community relations are complementary functions and should be addressed simultaneously in developing the public affairs program.

A responsive, efficient, and successful joint public affairs program provides the best opportunity for public understanding of joint operations.

Unity of effort is achieved through the development, approval, distribution, and use of Department of Defense-approved public affairs guidance.

Credibility is the standard for success.

Effective joint public affairs operations should be consistent with security concerns.

**Figure III-2. Public Affairs Fundamentals**

c. News media relations, command information and community relations are complementary functions and should be addressed simultaneously in developing the PA program. **News media relations operations** which accommodate local and military reporters as well as national and international news media will help ensure that the **commander communicates with all of the important audiences**. Initial plans should consider the **inclusion of local news media on deploying aircraft**, normally using established guidelines and appropriate waivers for requesting news media transportation. This ensures **early access for**

**journalists** who are conveniently available, familiar with the unit, and therefore able to serve a dual role of **reporting to the American people** and **helping the commander communicate with the unit's family members** through its local news media outlets in addition to the unit's command information program.

d. Effective joint PA operations should be **consistent with security concerns**.

- These concerns include both **protecting classified information** and **controlling the essential elements of**

**friendly information** associated with all operations. The first concern is addressed by security programs such as those established for **information security** and **personnel security**. The second concern is addressed by the application of the **OPSEC** process.

- Commanders and their PA, security, and operations officers must **balance the need for news media access to joint forces** with the imperative to **ensure security**.
- Achieving the necessary balance requires a **coordinated effort** to identify **what degree of access will be provided** to the media and **what activities they will be allowed to observe**. The guiding principle is **security at the source**. **Commanders will identify** to their PA personnel what information and activities must be protected. PA personnel should advise their commanders and all other personnel on **how best to address media inquiries** without revealing classified or sensitive information.

e. **Unity of effort** is achieved through the development, approval, distribution and use of DOD-approved PAG. With coordinated, DOD-approved PAG, talking points, statements, and answers to anticipated questions, commanders and their PAOs are able to provide the most accurate information to their own forces and to the American people. 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** with the news media, the Congress, the general public, our allies, and the operating forces. **“Speaking with one voice”** involves close coordination among all those involved, including agencies outside the Department of Defense.

f. **Accuracy, balance, fairness, and credibility** are the standards for success. Success does not mean that all news media stories will be positive or supportive.

g. A **responsive, efficient, and successful joint PA program** provides the best opportunity for **public understanding of joint operations**. DOD policy mandates open access consistent with OPSEC and the safety and individual privacy of the operating forces. Public affairs **planning** for any operation **should be tailored** to anticipate both large or small numbers of technologically sophisticated news media. The **successful joint PA operations** will be those which have **dedicated the necessary personnel, equipment, transportation, and communications resources** to meet the prevailing demands for information.

## 4. Public Affairs Organization

### a. Public Affairs Management

- **Public affairs activities are an operational function**. Each joint force commander's PA program includes the responsibilities to **conduct media relations, internal or command information, PA planning, and community relations as appropriate**. Each of these functions has a part to play in each joint operation, though their roles will vary with each mission. The commander, working through the PA staff, seeks to direct the PA program in a manner which **most efficiently contributes** to the overall success of joint operations. It is essential that the organization's PAO be in the best position to **manage the complexities** of the entire process. There will be times when the joint task force (JTF) PAO can also serve as the director of the JIB and the command spokesperson. However, the detailed preparation needed to interact with the news media may overburden

the responsible officer and detract from that individual's ability to manage other required PA functions and serve as the commander's advisor on all PA issues. Thus it is most useful for the commander to **maintain a distinct separation among the PA functions** and oversee their complementary operations through the organization's PAO. Figure III-3 depicts the generic structure of a JTF public affairs organization.

- The **joint force PAO** serves as the **PA advisor** on the full range of PA functions conducted in support of the joint operation. A critical task is to ensure that the **proper mix of resources** (outlined in Chapter IV, "Joint Public Affairs Resource Requirements") is available to conduct PA operations.

#### b. Public Affairs Functions

- **News Media Relations.** Contacts with journalists require **direct command attention**. News media relations activities are designed to **provide information through the commercial**

**news media to the external national and international public.** Commanders and their PA staffs should be prepared to respond to news media inquiries, issue statements, schedule interviews, conduct briefings, arrange for access to operational units, and provide appropriate equipment, transportation and communications support. As joint operations inevitably attract considerable news media attention, **plans should include specific provisions for each phase of the operation**, including the establishment of information bureaus at home stations and within the operational area and, as appropriate, the inclusion of news media on deploying aircraft and ships.

- **Internal or Command Information.** One of the most critical PA missions involves informing the various internal audiences about the participation of military forces in a joint operation. **Full coverage is particularly important** for the participating forces, those military personnel and civilian employees who remain behind, and all family members.



Figure III-3. Joint Task Force Public Affairs Organization

**Base and organizational publications** are traditional ways of reaching these groups. During a joint operation, commanders should consider all assets available to communicate details about the operation and the role of the joint force, national and international events, and information about DOD, Military, Service, and JTF policies and activities. **Information provided to internal media outlets must be consistent with that for external media outlets** to avoid any confusion, misunderstanding, or discrepancies between what the two audiences hear or see. Command information newspapers and AFRTS are DOD sources of information and news. A locally produced command information newspaper can help disseminate policies and activities of the JTF. The Military Departments may provide additional PA assets to assist the joint force commander.

- **Community Relations.** During joint operations, relationships with local populations in each combatant command's area of **responsibility will be the responsibility of civil affairs personnel** and other similar governmental agencies. Joint public affairs operations will support the joint force commander's civil-military operations (CMO) as required. However, the community relations function in communities around or near home stations that are affected by force deployments remains a unit or installation public affairs responsibility during joint operations. Concerns include **long-term relationships between the communities and those military personnel and families who remain behind.** This can also include the relationship of the military with the civilian employers of mobilized Reserve component personnel.

### c. Information Bureaus

- **General**

- An information bureau is a **single point of interface between the military and news media representatives** covering operations. It offers a venue for commanders and their PA staffs to discuss their units and their roles in the joint operation, while also helping journalists **obtain information quickly and efficiently** on a wide variety of complex activities. The **early establishment** of information bureaus is an important step in responsively and efficiently facilitating media operations.

- Information bureaus can be a **single-Service facility**, usually telling the story of a specific base or major Service component organization; a **JIB** communicating information about a particular joint force; or a **CIB** or **APIC** in which various allied or coalition nations join together to discuss the common effort and to present the roles of their individual nations.

- From time to time, commanders will find it necessary to establish and operate **subordinate joint information bureaus (sub-JIBs)** to accommodate media during a specific phase of an operation or to provide more responsive support in a particular operational area.

- While it may prove convenient to collocate all PA functions in a single facility or area, **commanders should ensure that the tasks associated with each are managed separately.** While internal information remains a command responsibility which may be most efficiently performed at the JIB location, it should never



become a JIB function and should not be assigned to the JIB director.

- **Joint Information Bureau Functions.** While the role of each information bureau is essentially the same, the **size and specific structure will vary** depending on the specific mission. The organizational structure of a JIB is shown in Figure III-4. The **functions listed below** are common to all information bureaus and require appropriate planning and resourcing to effectively support the media relations mission. In small JIBs, each assigned

staff member may be responsible for more than one function.

- The **JIB director** is responsible to the JTF PAO for **all activities conducted in support of the media relations mission**. This includes close coordination with the JTF operations staff to ensure that releasable information is accurate, timely and is issued with security sensitivities in mind. The JIB director must also ensure that host-nation sensitivities and media guidelines are considered. **The Deputy JIB Director performs these functions**

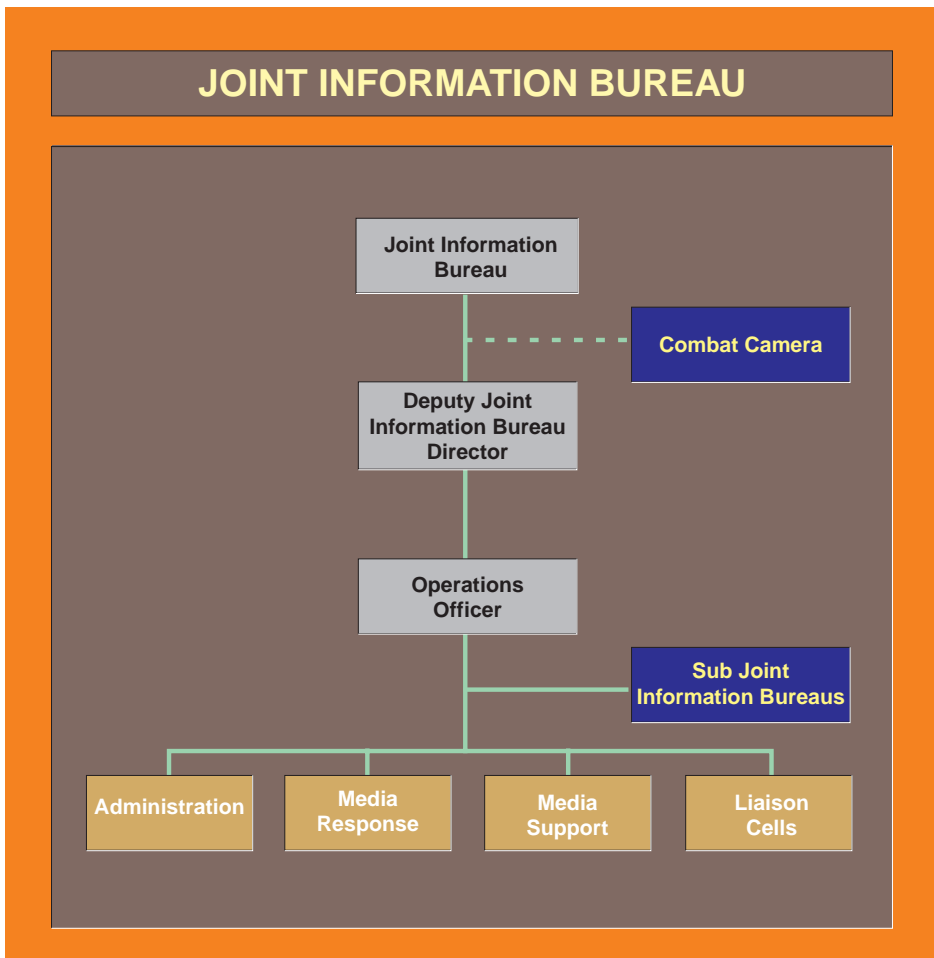


Figure III-4. Joint Information Bureau



**in the absence of the JIB Director** and assists in the management of the myriad tasks associated with support of the joint operation.

•• The **operations officer oversees the operation of the JIB** and assures the integration of the media relations functions. Responsibilities include the preparation of PA plans, oversight of military-news media communications, and assessment of available published media products. These tasks are **critical elements of the PA process** and must be performed to ensure success. The operations officer must also establish liaison with the operational staff to **ensure a continuous flow of timely information**.

•• The **administrative officer** provides broad administrative support for the JIB staff, with particular attention to **automation and information management requirements**.

•• The **Media Response Section** interacts directly with the news media and serves as the **primary point of information exchange**. Responsibilities include responding to news media inquiries, preparing and issuing news releases, arranging for interviews, and conducting briefings. Additional tasks involve coordination with the operations cell for news media analysis, arranging for and preparing JTF operational briefers, and assisting senior commanders in their encounters with the news media.

•• The **Media Support Section** is responsible for **helping the news media cover joint force activities**. Specific tasks include coordination of transportation, communications, logistical support, credentialing news media, and supporting media pools. In

those cases in which escorts are appropriate, this section will match the news media with knowledgeable persons to facilitate their movement around the joint operations area. Should security review be required, the media support section will ensure that it is done efficiently. In addition, the media support section may conduct short-notice media training for senior officers and other military spokespersons.

•• The composition of **liaison cells** will vary with the nature and requirements of the mission. Close liaison should be established between the JIB and key elements of the Joint Force Headquarters such as the Operations Officer (J-3), Intelligence Officer, and the joint special operations task force. The exact nature of this liaison will depend on the contingency scenario. A JIB will likely contain **personnel from each of the components of the command** who represent their Service or functional component command and who help explain the details of the operation. These personnel are **separate from the joint staffing of the basic JIB infrastructure** who are responsible for acting in support of the JTF. In a CIB or APIC, various coalition and allied PA personnel will be available to **represent their nation's interests** and should be **integrated into staff positions** to reflect the multinational character of the operation. To ensure responsiveness, it is often appropriate to **include representatives from non-DOD and nongovernmental agencies** which are directly involved with the operation. Depending on the mission, the Department of State, Federal Emergency Management Agency, appropriate host-nation agencies, and various international relief agencies may find it helpful to establish a presence at the information bureau.

•• **Sub-JIBs.** Because of the **size** of the joint operations area, the **dispersion** of the joint forces, the **diversity** of Service components, and the **variety** of concurrent missions, the joint task force commander may establish **sub-JIBs** to support the PA operation. Normally smaller in size than the main JTF JIB, a sub-JIB should function as **a complete unit** and **perform the same tasks** assigned to any information bureau. A sub-JIB may be set up temporarily to support a specific mission or at an established location to assist journalists covering a particular sector of the operational area. Sub-JIBs could also be established afloat to support maritime aspects of a joint operation.

•• **Escorts.** When covering any story, the news media will instinctively seek out a central source of information. In a joint operation, this will normally be the JIB. However, journalists are also interested in **visiting organizations** participating in the mission to get a more complete view of events. Ideally, reporters will use the JTF media relations system consisting of a JIB, sub-JIBs, and component information bureaus to obtain their initial orientation to the operational environment. It is mutually beneficial

to both the JTF commander and the news media to have **escorts available to assist the reporters** as they subsequently move about the operational area. These escorts **need not be trained PA personnel**, but should be knowledgeable members of the visited organizations who **have received training in media relations**. The principles established in paragraph 2f of this chapter apply to all escorts. These individuals support the joint force by serving as **facilitators** to assist the news media. They should neither interfere with the process of reporting nor attempt to inhibit military personnel from talking about their jobs or missions consistent with security and operational restrictions. The JIB director should ensure proper training for escorts.

- **Joint Information Bureau Activities.** In coordination with the JTF PAO, the JIB director should develop an **appropriate mix of activities** in order to communicate to the news media essential information about the conduct of the joint operation and the forces executing the mission. Within the context of prevailing PAG, **various options** include information packets, news statements, orientations, background and operational briefings,

### JOINT INFORMATION BUREAU

To facilitate media coverage of US forces in Saudi Arabia, CENTCOM established a Joint Information Bureau (JIB) in Dhahran and, later, another in Riyadh. Saudi Ministry of Information representatives also were located with the JIB in Dhahran, which let visiting media register with the Saudi government and the JIB at one location. The JIB coordinated with reporters and worked to arrange visits to units the reporters desired to cover. The Saudi government required that a US official escort reporters visiting Saudi bases. The CENTCOM Public Affairs Office (PAO) assumed this responsibility and provided escorts to facilitate coverage on Saudi bases and to US units on the ground and at sea and throughout the theater.

SOURCE: DOD Final Report to Congress  
Conduct of the Persian Gulf War, April 1992

interviews with senior commanders, and visits to participating units. In appropriate cases, media pools may also be considered as an effective means of ensuring news media coverage. The JIB should also provide materials to the Services' hometown news centers and Services' PA offices.

### 5. Public Affairs Planning and Operations

**Every phase of PA planning should match the operation plan it supports, to include coordination with the host nation and country team. Therefore, the PA portion of the operation plan should be developed simultaneously with the operation plan** so that transportation, communications, billeting, equipment, and personnel resources required to support the PA plan can be built into the total operational resources requirements.

a. **Public Affairs Guidance.** Unity of effort is central to the PA mission. The development and timely dissemination of DOD-approved PAG ensures that all information and policy are in consonance when responding to the information demands of joint operations.

- The first step in achieving public understanding is **establishing a clear set of facts and tenets** specific to the mission which are easily understandable to the general public. This information is further developed, coordinated and disseminated in the form of public affairs guidance. PAG conforms to **operations security** and the **privacy requirements** of the members of the force. The continuous flow of updated PAG among all participating organizations is critical in order to keep abreast of current developments.
- Commanders and their PA personnel at the tactical and operational levels

are most likely to find themselves **confronting detailed questions** about the joint forces involved, their capabilities, and their immediate objectives. Officials and spokespersons 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 in responding to news media representatives and military journalists at all levels.**

- Ideally, **the development of PAG begins with the JTF commander's public affairs staff.** However, if the situation does not allow, PAG development will be assumed by the next higher headquarters. The JTF 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. PAG is approved by the ASD(PA). Public affairs offices should coordinate all proposed PAG with their legal advisors.
- **PA, civil affairs (CA), and psychological operations (PSYOP), messages must be coordinated early during the planning process.** A continual exchange of information must exist during execution. Although PA, CA, and PSYOP messages may be different, **they must not contradict one another** or the credibility of all three will be lost. Although each has specific audiences, information will often overlap between audiences. This overlap makes message deconfliction crucial. Under no circumstances will public affairs personnel engage in PSYOP activities, or vice versa. The JTF commander will establish separate

agencies and facilities for PA and PSYOP activities. At no time will PSYOP personnel address the media, unless related to coverage of the PSYOP function.

### b. Public Affairs Planning Considerations

See Figure III-5.

- **News Media Access.** Military public affairs and journalism are not limited to activities conducted at the JIB. It is essential that commanders understand that **reporters will desire to move as far forward as possible** in order to gain a complete understanding of the joint operation and to expand on background information available from the JIB. Similarly, **effective PA planning assists public understanding** by ensuring that journalists move beyond news briefing abstractions by having the opportunity

to personally observe operations and to meet the personnel actively conducting those operations. The **communications challenge** is complicated by resource restrictions, which will always limit the number of trained PA personnel at the point of maximum news media interest. Therefore, **planning must include detailed provisions for accommodating and supporting the news media** when deployed with the joint force and escorted by those not formally trained in public affairs. The **commander's security concerns** must also be addressed in determining what areas the media will be allowed to visit. Commanders must determine the degree of media access to areas where sensitive or clandestine activities are being conducted.

- **Security.** As noted earlier, security issues are fundamental to all PA planning. Inclusion of the JTF PAO in the planning process will help to ensure that **information is properly categorized by its sensitivity**. Commanders must understand that the **information most available to the news media** at the tactical and operational levels **is also the most perishable in terms of timeliness**. Decisions about information release must reflect that understanding. Ground rules allowing for the **temporary delay** of transmission of potentially sensitive information have proven to be acceptable to the news media and effective in addressing security concerns and media coverage requirements. All PA plans should consider such provisions. Once again, while security review of media products may occasionally be necessary, the practice of **security at the source** (see Appendix A, "Guidelines for Discussions with the Media,") is the primary protector of security and always governs discussions with news media representatives. A commander

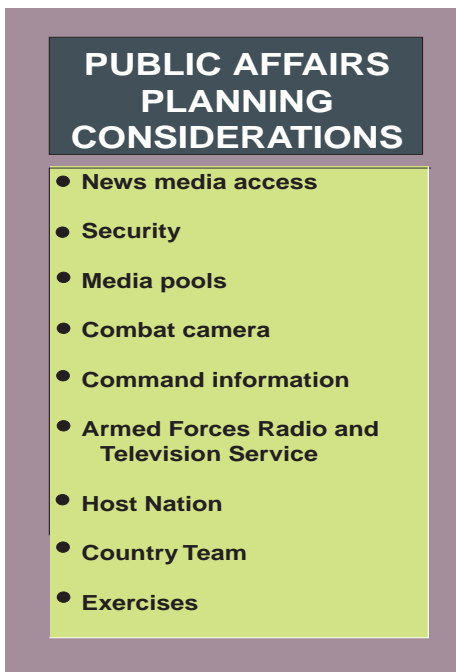


Figure III-5. Public Affairs Planning Considerations

exercising the principle of security at the source could exclude news media representatives from covering an ongoing operation, if media presence is determined by the commander to jeopardize the mission or threaten the lives of military members in the operation.

- **Media Pools.** Contingency planning should include provision of equipment, transportation, and communications assets necessary to help the media gather information and file stories about the joint force. The **formation of pools is an option** for commanders as they prepare their PA plans. However, the **use of pools should be limited to the earliest stages of an operation** or to situations in which the presence of **only a few journalists** is practical. Commanders should realize that the formation of a pool places additional news media support requirements on the organization. In those cases in which commanders decide that news media pools are necessary, **PA planning should include provisions for transportation** which may or may not include reimbursement from the news media depending on location and availability of commercial transportation. Other news media representatives who are not members of, or associated with, the deployed media pool may be encountered. Plans must address measures for handling those reporters who are not members of the pool, but who appear in the joint operations area. **DOD National Media Pool Support issues** include the items listed in Figure III-6.
- **Combat Camera.** The deployment of joint combat camera teams offers the JFC a sophisticated capability to **enhance both operational and PA missions**. The

**still and video images** obtained provide a balance of **useful operational information** and, once cleared for OPSEC, products for distribution to news media representatives and military journalists. This is particularly helpful for the joint force PAO, as COMCAM teams often have **access to events and areas unavailable to news media representatives and military journalists**. Further, they bring with them a **technological capability** allowing for the timely transmission of images from fast-moving operational environments. Since deployed COMCAM teams are operationally controlled by the J-3 and support the entire spectrum of an operation, it is essential that PA imagery requirements be identified and prioritized throughout the planning cycle. Additionally, planning should delegate in-theater declassification and release authority of COMCAM products to the JIB Director in order to meet time-sensitive media requirements. COMCAM teams may be asked to assist in short-notice media training for military spokespersons.

- **Command Information.** The DOD command information program **helps commanders in their leadership communications functions**. It provides timely and accurate information about environment, pay, housing, personnel policies, and other issues that affect the morale, welfare, health, and safety of DOD personnel and their families. Command information **helps inform the internal audience** about defense matters, promote personal dedication to duty and pride in country, identify potential adversaries, and explain the military capabilities of allied nations. The internal audience includes active duty, reserve and guard members, civilian employees, cadets, retired personnel, and their families.

## DEPARTMENT OF DEFENSE NATIONAL MEDIA POOL SUPPORT

- Frequent, comprehensive, unclassified operational briefings for pool personnel.
- Access to areas of ongoing combat or exercise operations. 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, allowing them to accompany the organizations in the conduct of their missions.
- Reasonable access to key command and staff personnel.
- An officer from the supported command in the grade of O-5 or O-6 to coordinate news media pool requirements.
- Itinerary planning that will enable news media pool members to disperse throughout the operational area.
- Cooperation from all forces participating in the operation or exercise on a not-to-interfere basis.
- Supported command planning for logistical support for pool and escort personnel out of existing contingency or exercise funds. Required support may include, but may not be limited to:
  - Existing operation or exercise airlift from the continental United States to the area of the operation or exercise.
  - Theater ground, sea, and air transportation to allow pool coverage of operations.
  - Messing and billeting on a reimbursable basis.
  - Issuance of equipment considered appropriate to the situation (helmets, canteens, flak vests, cold weather clothing).
  - Access to communications facilities to file stories on a priority basis. Where possible, access to long-distance calls through credit cards should be obtained or procedures established for billing long-distance calls as appropriate for the given location.

Figure III-6. Department of Defense National Media Pool Support



- **AFRTS.** The AFRTS supports the DOD command information program by providing a **broad range of information and entertainment programming** through the radio and television media. The deployment of AFRTS assets offers the JFC a unique means to **communicate directly to DOD personnel and family members overseas**. Further, AFRTS assists in maintaining and enhancing unit **morale, readiness, and well-being**. AFRTS outlets may not be used for any type of political or PSYOP, and may not produce or broadcast programming to serve interests other than the DOD internal audience. Deployment of AFRTS assets into a joint operations area usually requires special approvals for frequencies, real estate, and facilities which must normally be coordinated by the JIB. The senior AFRTS officer commands the AFRTS station and serves as a member of the JIB.

- **Exercises.** All exercises should include **full PA participation**. Failure to include the PA staff and infrastructure in all aspects of an exercise could result in **serious deficiencies in PA support** of an actual operation. All PA personnel should be trained in basic operational skills and in the tasks involved with joint PA activities. **Prior identification and training of personnel in exercises is essential** before their participation in contingency operations. Exercise activities should move beyond the basic administrative requirements of hosting journalists at a few prescheduled events. Exercise problems should be especially designed to stress the JFC and his staff. All aspects of the PA process should be exercised with particular attention paid to **coordination with the operational staff, the resourcing of all PA functions,**

and **identifying and addressing OPSEC concerns**. Exercise “play” should not be limited to or dependent on the development of a separate public affairs situation or events list. Since operational plans and events are central to any exercise, PA activities depend on the operational scenario.

- c. **Range of Military Operations.** Commanders should ensure that **PA activities are tailored to support joint missions** across the entire range of military operations. While reporters will inevitably be interested in the essential facts of any situation, that information is incomplete without an understanding of the **background, underlying rationale, and other fundamental elements** of the operation. Experience shows that media interest in humanitarian, disaster relief, peacekeeping, and similar operations peaks early then diminishes gradually. Planning should reflect that curve. **Specific missions, described below, involve unique issues** which should be addressed as part of the PA planning and communication processes.

- **War and Military Operations Other Than War.** US military forces must be prepared to respond to the public affairs aspects of a **wide variety of situations** in which the application of military power may be necessary to achieve national security objectives. 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. Explaining the details of such areas **reinforces news media and public awareness** of the functioning of the military within the context of the stated political goals.

- **Foreign Humanitarian Assistance and Disaster Relief.** These missions

involve a **delicate balance of political and military objectives**, and will include operational and information coordination with **nongovernmental relief organizations** and often the representatives of other nations contributing to the effort. In such an environment, **commanders and their PA staffs must exercise care** so that, in their attempts to demonstrate 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.** A number of factors are unique to counterdrug operations, such as a **high degree of interagency and international coordination**. Most significantly, there are **legal and law enforcement aspects** of counterdrug operations that are extremely sensitive and generate additional concerns in the release of information to the public. The **inappropriate release of information could threaten the personal safety** of military personnel, civilian law enforcement officials, other participants, the success of follow-on operations, pending judicial cases, and the security of intelligence systems and sources.
- **Combatting Terrorism.** Because terrorists generally seek maximum publicity, **it may be impossible to prevent coverage** that could reveal tactics, techniques and procedures used in combatting terrorism organizations. That means that PA planners will have to **anticipate and make accommodations for the probability of live and near-live direct media coverage activity** and strive to provide as much information to the public about DOD activities as possible, consistent with operations security, technology

security, and information security. In making information available to the news media, PA personnel must **delicately balance the legitimate information requirements** of their DOD and civilian audiences **against the intelligence requirements of the terrorists**.

- **Peace Operations.** While similar in their objectives to ensure stability in a particular region or country, peacekeeping and peace enforcement involve **different public affairs challenges**. A primary concern during peacekeeping operations is that the **major participants are not and must not be perceived as taking sides** in the conflict.
- **Crisis Management.** In times of crisis, there will be **considerable public and news media interest** in the events, decision process, and the political, economic, and military responses to the situation. Public affairs will require **considerable interagency cooperation** to ensure that information plans are **accurate and consistent** in communicating the political and military aspects of the crisis. It will be particularly important that military PA personnel **understand and respect the different responsibilities of the military and political leadership** and focus only on the military aspects of the situation.

## 6. Evaluating Feedback

There are several ways to **evaluate the success and credibility** of the public affairs effort. One is to **assess the general tone of the news media** in their questions and dealings with the PAOs and the command in general. A second is a **continuous assessment** of available news media products and public opinion polls. Another is to **estimate the impact of command information on the internal audience** from



the feedback of other functional areas (morale, welfare, recreation and services, chaplain, inspector general). Public affairs personnel should also **monitor the impact of news coverage on the mission and host-nation concerns**. These reviews assist in evaluating the accuracy of media reporting and help to gauge the editorial tone communicated to the public. PAOs should look to all feedback sources to assist in determining what additional information, explanation and programs are necessary to improve the efficiency of the PA process.

### 7. Public Diplomacy and Psychological Operations

Joint Pub 1, “Joint Warfare of the Armed Forces of the United States” identifies PA, PSYOP and public diplomacy as “aspects of the informational instrument of national security strategy.” Each is a separate function with a unique mission. **Public diplomacy** is an interagency governmental effort to communicate prepared messages and themes to international audiences. Similarly, **PSYOP** use specific techniques to influence favorable behavior or beliefs of non-US audiences. In contrast, **joint PA operations should not focus on directing or manipulating public actions or opinion**. They provide a timely flow of accurate information to both external and internal publics. While they reinforce each other and involve close cooperation and coordination, by law **PA and PSYOP must be separate and distinct**. Each function requires distinct efforts to plan, resource and execute as part of the commander’s larger operation plan. It is critically important that PA, public diplomacy, and PSYOP **coordinate among each other** in order to **maintain credibility** with their respective audiences. Therefore, PSYOP representatives should coordinate with the JIB to deconflict operational activities while strictly maintaining their separate functions.

### 8. Community Relations and Civil-Military Operations

a. All military operations involving **contact with civilians designed to influence, control, or develop civil organizations** are classified as CMO. Responsibility for CMO in a joint operation is determined by the JFC. However, CA and PA personnel will be conducting operations throughout the combatants commander’s area of responsibility, so coordination is essential between all PA and CMO elements at all levels of command.

b. PA and CMO personnel are to **disseminate information to local populations**. Public affairs elements have the responsibility to deal with local media outlets and will assist CMO elements in passing civil affairs information to the appropriate audiences through those media outlets. **Coordination is required** to ensure that the information required for release by one staff element **does not conflict with or complicate the work of the other**. CMO with PSYOP forces may also use non-PA means of information such as mobile loud speakers or leaflets.

c. US CMO elements will assist with **dislocated civilians, public administration, public health, and public works** in concert with local authorities. By their nature, their missions and their normally positive results are of interest to the local populace and their news media representatives.

d. PA elements also have the responsibility, through command information outlets, to **keep military elements informed of the displaced civilian situation**, methods and procedures for their orderly withdrawal from the operational area, and any other information on this issue deemed appropriate by the JFC.

**e. Tasks in support of CMO might include the following:**

- Coordinate releases to the media with all appropriate agencies to ensure consistency of information to the local population.
- Develop and disseminate media releases about CMO efforts to local, national, and international media as well as to command information outlets.
- Assist news media in covering known CMO activities.
- In cooperation with CMO elements, ensure the publication and broadcasting of information to protect displaced civilians.

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# CHAPTER IV

## JOINT PUBLIC AFFAIRS RESOURCE REQUIREMENTS

*"Without supplies neither a general nor a soldier is good for anything."*

Clearchus of Sparta, 401 BC

### 1. General

a. Joint and multinational PA activities require **personnel, transportation, and communications and technical resources**. These assets are essential to the conduct of PA. (See Figure IV-1.) Commanders must ensure that the PA assessment of anticipated transportation requirements is **incorporated as early as possible in the crisis action planning process**. These requirements may exceed available resources, and they need to be addressed early in the planning process. Plans must provide for specific measures to reinforce personnel and procure, lease, or assign other necessary resources. This effort will generally require assistance from the supporting combatant commands and the Military Departments.

b. All materials and transportation resources should be **deployable and provided on a dedicated basis** so that the responsible commander can sustain PA operations at necessary levels. Each phase of an operation will have **unique PA requirements** which require the attention of the commander, the staff, and the PA officer. News media interest will vary, and military support packages must be able to accommodate surges in news media activities. The goal is to **anticipate and respond to fluctuating coverage** and to **tailor resources** to ensure no loss of efficiency.

### 2. Facilities

**Facilities must be designated for the functioning of the public affairs infrastructure** and for the **work of the news media** covering any joint or multinational operation. This

requirement may include the establishment and operation of a **JIB**. Should a CIB or APIC be appropriate, similar facilities would also be necessary. Specific requirements include **staff and news media work areas, equipment storage and photo lab spaces, vehicle parking**

#### JOINT PUBLIC AFFAIRS RESOURCE REQUIREMENTS

##### FACILITIES

Designated for the functioning of the public affairs infrastructure and the news media

##### PERSONNEL

Rapid expansion of the public affairs staff is necessary especially in the earliest stages of deployment. This may be accomplished through use of Active Duty, National Guard, and Reserve public affairs units or individual public affairs personnel

##### EQUIPMENT

Public affairs offices must be outfitted with the most modern and efficient equipment in order to interface with the news media covering joint operations

Figure IV-1. Joint Public Affairs Resource Requirements

areas, and **helicopter landing sites**. Additionally, work areas are necessary for those personnel conducting the community relations and command information missions. This includes AFRTS broadcast and transmission facilities. Billeting and messing for personnel working at the information centers must be provided. This is also true for news media if such support is not available locally. Billeting, when provided to non-DOD civilians, should be comparable to the accommodations occupied by officers.

### 3. Personnel

Once an operation begins, the **peacetime staffing** of an organization's PA office **will likely be inadequate** to respond to the inevitable increase in news media and public interest. Contingency planning must address the need for **rapid expansion of the PA staff** to meet this challenge, especially in the earliest stages of the deployment. While the organization's PA personnel will form the core of the effort, their reinforcement must be a high priority. This can be accomplished in the following ways:

a. **By Active Duty, National Guard, and Reserve PA Units.** In developing operation plans, combatant commanders will coordinate with the Military Departments and the supporting combatant commanders to **identify those organizations with specific PA skills and capabilities to assist in the PA effort**. Operational orders must reflect the requirement for Reserve and National Guard assets, if such assets are required. Their deployment at the earliest stages of the operation is **crucial to the overall success of the joint or multinational mission**. On arrival, such units would be subordinate to the appropriate component or the joint force PAO. Members of these organizations should train regularly in various exercise scenarios and should be provided with sufficient dedicated equipment, transportation, and communications support to accomplish their missions of news media relations, community relations, and command information.

b. **By Individuals.** It will also be necessary to deploy **individual PA personnel from supporting combatant commands and the**

#### MEDIA CONCERNS

One of the concerns of news organizations in the Pentagon press corps [during DESERT STORM] was that they did not have enough staff in the Persian Gulf to cover hostilities. Since they did not know how the Saudi government would respond to their requests for more visas, and since they couldn't predict what restrictions might be imposed on commercial air traffic in the event of a war, they asked the Pentagon to provide a military plane to take in a group of reporters to act as journalistic reinforcements. Notwithstanding the most intensive airlift since the Berlin blockade ongoing, a USAF C-141 cargo plane left Andrews Air Force Base, MD on the morning after the bombing began with 126 news media personnel on board. The fact that senior military commanders dedicated one cargo airplane to the job of transporting another

126 journalists to Saudi Arabia demonstrated the military's commitment to take reporters to the scene of the action so they could get the story out to the American people.

SOURCE: DOD Final Report to Congress  
Conduct of the Persian Gulf War, April 1992

**Military Departments.** Positions should be identified in advance and individuals matched to specific requirements in support of each operation plan. Once again, exercising such a reinforcement scheme is important in order to refine operational procedures and to help the designated personnel to understand the complexities of the missions and the backgrounds of the combatant commands they are supporting.

### 4. Equipment

The news media who cover any joint operation will be outfitted with the most **modern and efficient equipment**. Commanders must ensure that the PA infrastructure that is in place to support the joint mission is, to the extent possible, comparable. Standardized equipment, software, and communications packages will ensure interoperability and minimize training requirements in a contingency environment. **Most of the items must be provided by the Service components of the supported combatant commander**, especially that which supports the DOD National Media Pool, the command's primary JIB, and other PA offices supporting the

operation in its earliest stages. Subsequent resource needs should be met by balanced support provided by the responsible combatant commander, the supporting combatant commanders, and the Military Departments. **The planning process should precisely identify the PA infrastructure requirements for each contingency and then identify who will provide them.** Maintenance and service are essential to ensure sustainability of the resource packages. Rental contracts may be appropriate in some cases to ensure current technology and maintenance support. The early introduction into the operational area of the following assets is crucial to meeting the PA objectives of the larger operational mission:

- a. **Material** in direct support of the PA staff and JIB operations is listed in Figure IV-2.
- b. While **communications requirements** will vary in each situation, an appropriate mix of the following capabilities will be needed to support public affairs:
  - Telephone lines (specify number) with international access



*In remote areas, information about US joint forces may be dispatched real time, via portable satellite communications systems.*

## PUBLIC AFFAIRS MATERIAL

- ✓ Personal computers, to include laptop systems
- ✓ Portable television satellite antennas
- ✓ Printers
- ✓ Modems
- ✓ Photocopier machine(s) and access to offset printing capabilities
- ✓ Furniture to support multiple work areas (as required)
- ✓ Visual information, audiovisual, and sound reinforcement equipment
- ✓ Professional quality multi-system still and video cameras, video recorders, and playback systems (film, developing equipment, digital electronic imaging equipment)
- ✓ 35mm slide and overhead projectors
- ✓ Appropriate directional and/or informational signs
- ✓ Tape recorders and battery chargers
- ✓ Blank audio and video tapes
- ✓ Office supplies
- ✓ Maps
- ✓ Position locators and/or navigational equipment
- ✓ Power generators
- ✓ News sources:
  - Televisions and radio receivers  
(preferably portable and battery-operated)
  - Wire services
  - Newspapers
  - Magazines
  - Electronic bulletin boards, newsbanks, data bases
- ✓ Power converters
- ✓ Armed Forces Satellite Transmitted Radio Service A-10 portable  
International Maritime Satellite receiver
- ✓ Supply of different types of batteries

Figure IV-2. Public Affairs Material

- Secure communications
- Mobile radios
- Portable phones
- Answering machines
- Facsimile machines
- Satellite communications with uplink and downlink facilities
- Tactical communications devices (secure and nonsecure)
- Vehicles to support PA administrative and logistics activities (with drivers and communications)
- Vehicles to support the movement of news media (with drivers and communications)
- Aircraft to support the movement of news media
- Surface and air transportation to assist in the movement and filing of media products
- Fuel

c. **The mobility of the PA effort must match that of the operational forces** in order to ensure the necessary level of news media coverage. A package of dedicated transportation assets, in a combination appropriate to the assigned operation, will include the following capabilities:

**NOTE:** Maintenance and service should be secured to ensure sustainability of the resources packages. Rental contracts may be appropriate in some cases to ensure current technology and maintenance support.



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## APPENDIX A

### GUIDELINES FOR DISCUSSIONS WITH THE MEDIA

1. 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 public affairs guidance and operations security. Commanders, briefers, and public affairs personnel should be aware of the basic facts of any operation and sensitive to the various consequences of communicating them to the public.

2. “Security at the source” serves as the basis for ensuring that no information is released which jeopardizes operations security or the safety and privacy of joint military forces. Under this concept, 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.

3. Each operational situation will require a deliberate public affairs assessment in order to identify specific information to be released. The following categories of information are usually releasable, though individual situations may require modifications:

a. The arrival of US units in the commander’s area of responsibility once officially announced by the Department of Defense or by other commands in accordance with release authority granted by the Office of the ASD(PA). Information could include mode of travel, sea or air, date of departure and home station or port.

b. Approximate friendly force strength and equipment figures.

c. Approximate friendly casualty and prisoner of war figures by Service. Approximate figures of enemy personnel detained during each action or operation.

d. Nonsensitive, unclassified information regarding US air, ground, sea, space, and special operations, past and present.

e. In general terms, identification and location of military targets and objectives previously attacked and the types of ordnance expended.

f. Date, time, or location of previous conventional military missions and actions as well as mission results.

g. 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.”

h. Weather and climate conditions.

i. If appropriate, allied participation by type (ground units, ships, aircraft).

j. Conventional operations’ unclassified code names.

k. Names and hometowns of US military personnel.

l. Names of installations and assigned units.

m. Size of friendly force participating in an action or operation using general terms such as “multi-battalion,” or “naval task force.”

n. Types of forces involved (e.g., aircraft, ships, carrier battle groups, tank and infantry units).

4. Classified aspects of equipment, procedures, and operations must be protected from disclosure to the media. 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 methods and sources. While these guidelines serve to guide military personnel who talk with the media, they may also be used as ground rules for media coverage. The list is not necessarily complete and should be adapted to each operational situation.

a. For US (or allied) units, specific numerical information on troop strength, aircraft, weapons systems, on-hand equipment, or supplies available for support of combat units. General terms should be used to describe units, equipment and/or supplies.

b. Any information that reveals details of future plans, operations, or strikes, including postponed or canceled operations.

c. 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.

d. Rules of engagement.

e. Information on intelligence activities, including sources and methods, lists of targets and battle damage assessments.

f. During an operation, specific information on friendly force troop movement or size, tactical deployments, and dispositions that would jeopardize operations security or lives. This would include unit designations and names of operations until released by the JFC.

g. Identification of mission aircraft points of origin, other than as land or carrier-based.

h. Information on the effectiveness or ineffectiveness of weapon systems and tactics (to include, but not limited to enemy camouflage, cover, deception, targeting, direct and indirect fire, intelligence collection, or security measures).

i. Specific identifying information on missing or downed aircraft or ships while search and rescue operations are planned or underway.

j. Special operations forces' unique methods, equipment, or tactics which, if disclosed, would cause serious harm to the ability of these forces to accomplish their mission.

k. Information on operational or support vulnerabilities that could be used against US or allied units until that information no longer provides tactical advantage to the enemy and is therefore released by the joint commander. Damage and casualties may be described as "light," "moderate," or "heavy."

l. Specific operating methods and tactics (e.g., offensive and defensive tactics or speed and formations). General terms such as "low" or "fast" may be used.

## APPENDIX B

### REFERENCES

The development of Joint Pub 3-61 is based upon the following primary references:

1. Joint Pub 1, “Joint Warfare of the Armed Forces of the United States.”
2. Joint Pub 1-02, “Department of Defense Dictionary of Military and Associated Terms.”
3. Joint Pub 3-0, “Doctrine for Joint Operations.”
4. Joint Pub 3-07, “Joint Doctrine for Military Operations Other than War.”
5. Joint Pub 3-54, “Joint Doctrine for Operations Security.”
6. CJCSI 3212.01, May 28, 1993, “Joint Operations Security.”
7. CJCSM 3122.03, June 1, 1996, “Joint Operation Planning and Execution System, Vol II: (Planning Formats and Guidance).”
8. CJCS message, 182305Z May 90, “DOD National Media Pool Planning Requirements.”
9. DOD Instruction 5040.4, “Joint Combat Camera Program,” March 5, 1990.
10. DOD Directive 5120.20, “Armed Forces Radio and Television Services (AFRTS),” December 17, 1991.
11. DOD Regulation 5120.20-R, “Management and Operation of Armed Forces Radio and Television Service (AFRTS),” February 1988.
12. DOD Directive 5122.5, “Assistant Secretary of Defense (Public Affairs),” March 29, 1996.
13. DOD Directive 5122.10, “American Forces Information Service,” March 13, 1989.
14. DOD Directive 5122.11, “Stars and Stripes Newspapers and Business Operations.”
15. DOD Directive 5200.1, “DOD Information Security Program,” June 7, 1982.
16. DOD Directive 5230.9, “Clearance of DOD Information for Public Release,” April 2, 1982.
17. DOD Directive 5400.13, “Joint Public Affairs Operations,” (Note: Joint Pub 3-61 reflects comments submitted in staffing of draft DOD Directive 5400.13).
18. DOD Instruction 5400.14, “Procedures for Joint Public Affairs Operations,” (Note: Joint Pub 3-61 reflects comments submitted in staffing of draft DOD Instruction 5400.14).

## Appendix B

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19. DOD Instruction 5405.3, "Development of Proposed Public Affairs Guidance (PPAG)," April 5, 1991.
20. DOD Directive 5410.18, "Community Relations," July 3, 1974.
21. DOD Instruction 5410.19, "Armed Forces Community Relations," July 19, 1979.
22. Public Affairs Handbook, Defense Information School, 1991.

# APPENDIX C

## ADMINISTRATIVE INSTRUCTIONS

### 1. User Comments

Users in the field are highly encouraged to submit comments on this publication to the Joint Warfighting Center, Attn: Doctrine Division, Fenwick Road, Bldg 96, Fort Monroe, VA 23651-5000. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

### 2. Authorship

The lead agent for this publication is the Special Assistant to the Chairman for Public Affairs, OJCJS. The Joint Staff doctrine sponsor for this publication is the Director for Operational Plans and Interoperability, (J-7).

### 3. Change Recommendations

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TO: JOINT STAFF WASHINGTON DC//J7/JDD//OCJCS-PA//  
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Routine changes should be submitted to the Director for Operational Plans and Interoperability (J-7), JDD, 7000 Joint Staff Pentagon, Washington, D.C. 20318-7000.

- b. When a Joint Staff directorate submits a proposal to the Chairman of the Joint Chiefs of Staff that would change source document information reflected in this publication, that directorate will include a proposed change to this publication as an enclosure to its proposal. The Military Services and other organizations are requested to notify the Director, J-7, Joint Staff, when changes to source documents reflected in this publication are initiated.

- c. Record of Changes:

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- Marine Corps: Marine Corps Logistics Base  
Albany, GA 31704-5000
- Coast Guard: Coast Guard Headquarters, COMDT (G-OPD)  
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# GLOSSARY

## PART I—ACRONYMS AND ABBREVIATIONS

AFRTS	Armed Forces Radio and Television Service
APIC	allied press information center
ASD(PA)	Assistant Secretary of Defense (Public Affairs)
CA	civil affairs
CIB	combined information bureau
CJCS	Chairman of the Joint Chiefs of Staff
CMO	civil-military operations
COMCAM	combat camera
DOD	Department of Defense
J-3	Operations Officer
JFC	joint force commander
JIB	joint information bureau
JTF	joint task force
OCJCS-PA	Office of the Chairman of the Joint Chiefs of Staff-Public Affairs
OPSEC	operations security
PA	public affairs
PAG	public affairs guidance
PAO	public affairs officer; Public Affairs Office
PSYOP	psychological operations
RC	Reserve component
sub-JIB	subordinate joint information bureau



## PART II—TERMS AND DEFINITIONS

**active public affairs policy.** Open dissemination of information to inform the news media and public about an issue or activity. An active approach is characterized by announcing the event or addressing the issue through news media advisories, news releases, personal contacts, news conferences, or other forms of public presentation. Such a policy encourages and supports news media coverage. (Approved for inclusion in the next edition of Joint Pub 1-02.)

**Armed Forces Radio and Television Service.** A worldwide radio and television broadcasting organization that provides US military commanders overseas and at sea with sufficient electronic media resources to effectively communicate theater, local, DOD, and Service-unique command information to their personnel. (Approved for inclusion in the next edition of Joint Pub 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 organization's goals, informs them of significant 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. (Approved for inclusion in the next edition of Joint Pub 1-02.)

**community relations.** 1. The relationship between military and civilian communities. 2. Those public affairs programs which address issues of interest to the general public, business, academia, veterans and 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 a wartime or contingency theater will be handled by civil-military operation (CMO) with public affairs support as required. (Approved for inclusion in the next edition of Joint Pub 1-02.)

**Combat Camera.** Visual information documentation covering air, sea, and ground actions of the Armed Forces of the United States in combat or combat support operations and in related peacetime training activities such as exercises, war games, and operations. Also called COMCAM. (Approved for inclusion in the next edition of Joint Pub 1-02.)

**joint information bureau.** Facilities established by the joint force commander to serve as the focal point for the interface between the military and the media during the conduct of joint operations. When operated in support of multinational operations, a joint information bureau is called a combined information bureau or an allied press information center. Also called JIB. (Approved for inclusion in the next edition of Joint Pub 1-02.)

**media pool.** A limited number of news media who represent a larger number of news media organizations for news gathering and sharing of material during a specified activity. Pooling is typically used when news media support resources cannot accommodate a large number of journalists. The DOD National Media Pool is available for coverage of the earliest stages of a contingency. Additionally, the combatant commanders may also find it necessary to

form limited local pools to report on specific missions. (Approved for inclusion in the next edition of Joint Pub 1-02.)

**military journalist.** A US Service member or DOD civilian employee providing photographic, print, radio, or television command information for military internal audiences. (Approved for inclusion in the next edition of Joint Pub 1-02.)

**news media representative.** An individual employed by a civilian radio or television station, newspaper, newsmagazine, periodical, or news agency to gather and report on a newsworthy event. (Approved for inclusion in the next edition of Joint Pub 1-02.)

**passive or responsive public affairs policy.** A responsive posture by which no direct effort is made to initiate, or participate in, the public discussion about an issue or activity. When a passive policy is in effect, authorities must be prepared to respond to news media inquiries about the issue or activity — to make brief statements to avoid confusion, speculation, misunderstanding or false information that may prevail if news media queries go unanswered. (Approved for inclusion in the next edition of Joint Pub 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. (Approved for inclusion in the next edition of Joint Pub 1-02.)

**public affairs assessment.** An analysis of the news media and public environments to evaluate the degree of understanding about strategic and operational objectives and military activities and to identify levels

of public support. Includes judgments about the public affairs impact of pending decisions and recommendations about the structure of public affairs support for the assigned mission. (Approved for inclusion in the next edition of Joint Pub 1-02.)

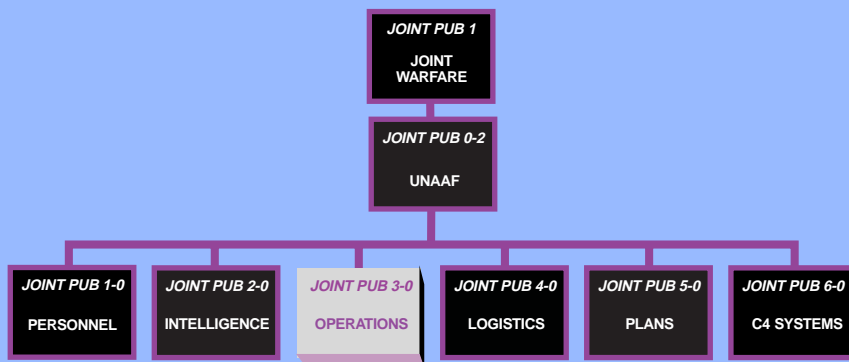
**public affairs ground rules.** Conditions established by a military command to govern the conduct of news gathering and the release and/or use of specified information during an operation or during a specific period of time. (Approved for inclusion in the next edition of Joint Pub 1-02.)

**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, news 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. (Approved for inclusion in the next edition of Joint Pub 1-02.)

**security review.** The process of reviewing news media products at some point, usually before transmission, to ensure that no oral, written, or visual information is filed for publication or broadcast that would divulge national security information or would jeopardize ongoing or future operations or that would threaten the safety of the members of the force. (Approved for inclusion in the next edition of Joint Pub 1-02.)

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# JOINT DOCTRINE PUBLICATIONS HIERARCHY



All joint doctrine and tactics, techniques, and procedures are organized into a comprehensive hierarchy as shown in the chart above. **Joint Pub 3-61** is in the **Operations** series of joint doctrine publications. The diagram below illustrates an overview of the development process:

