

DEPARTMENT OF DEFENSE
WASHINGTON, D.C. 20318
4 March 2005

ANNEX H TO THE NATIONAL MILITARY STRATEGIC PLAN FOR THE WAR ON
TERRORISM (U)

STRATEGIC COMMUNICATION (U)

1. (U) DoD GWOT Strategic Communication (SC) Objectives. Strategic communication objectives in the GWOT are to align Coalition and partner nations against violent extremism, provide support for moderate Islamic voices, dissuade enablers and supporters of extremists, deter and disrupt terrorist acts, and counter ideological support for terrorism. Achieving these objectives requires a sustained, proactive strategic communication effort. Combatant Commanders should harness all strategic communication capabilities, including public affairs, public diplomacy (military support to public diplomacy and military diplomacy) and information operations, and work with the interagency to implement a synergistic strategic communication effort. A successful strategic communication strategy will insure maximum beneficial impact on the perceptions of target audiences, capitalize on truthful information, and exploit enemy exorbitance.

2. (U) Situation.

a. (U) General.

(1) (U) National Strategy. U.S. national strategy in the GWOT is to help create and lead a broad international effort to deny terrorists the resources they need to operate and survive. The decisive element of this strategy is focused on the enemy's strategic center of gravity -- extremist ideology.

(2) (U) DoD Support. DoD plays a crucial role in supporting United States Government (USG) strategic communication for the GWOT. The Base Plan states it is a military priority in the GWOT to improve DoD's contribution to USG strategic communication in order to improve coordination of USG themes, messages, and actions to counter ideological support for terrorism.

b. (U) Enemy.

(1) (U) Extremists are using the Internet and some mass media as a safe haven for organizational support, intelligence gathering and offensive operations. The organizational uses of the Internet include command and

control, training, dissemination of information and ideology, perception management and propaganda as well as intelligence gathering.

(2) (U) Mass media and other influence networks are used to deliver disinformation and propaganda to further extremist objectives. Extremists have been resourceful and adaptive in using information operations in support of their own strategic communication strategy to gain and maintain ideological support and influence key audiences. Because they are not constrained to be truthful or accurate, they can exploit the information domain with considerable effect.

(3) (U) At the operational and tactical level of extremist networks, various centers of gravity exist, including key leaders, popular support, organizational support (state sponsors and non-state supporters) and key operational elements of the organization.

3. (U) Mission. The U.S. military, in coordination with interagency and Coalition partners, will support a U.S. Government strategic communication strategy for the Global War on Terrorism. This strategy will guide PA, IO, military support to public diplomacy (MSPD), and military diplomacy (MD) toward GWOT strategic goals.

4. (U) Execution.

a. (U) Concept of Operations. The CJCS and Combatant Commanders will implement aggressive PA, IO, MSPD, and MD plans to support a comprehensive strategic communication process for the war on terrorism. The U.S. military will consider how *actions* can affect the debate between extremists and their opponents.

b. (U) Targeting ideological support includes: exposing extremist ideological leaders; supporting efforts to provide alternatives to extremist education systems (e.g., madrassas); amplifying the voices of those who promote and emphasize tolerance and moderation; and promoting freedom and democracy.

c. (U) Coordinating Instructions.

(1) (U) The intent is to ensure all areas of communication are fully coordinated and synchronized, while not subordinating one area to another. The lead for coordination will depend on the individual commander's mission. Effective planning and execution of strategic communication is critical to accomplishing the commander's mission. The success depends on sound leadership, guidance and organizational rigor.

(2) (U) The U.S. military will participate, as appropriate, at the strategic level (within DoD, with the Interagency, and among coalition partners) to provide coordinated support for U.S. Government efforts to achieve strategic communication objectives for the GWOT.

(3) (U) Combatant Commanders will develop internal processes and, where appropriate, organizations for integrating strategic communication within major war plans and operations. Combatant Commanders must understand and develop appropriate DoD, interagency, and coalition coordination mechanisms.

(4) (U) Combatant Commanders will develop a theater strategic communication plan for the GWOT that is appropriately incorporated into their security cooperation plan and operational plans (OPLANS).

(5) (U) Combatant Commanders, when appropriate, may identify a strategic communication director. The principal responsibility of this position is to communicate and plan communications. Therefore, the individual assigned should possess extensive professional communication skills and experience, to coordinate and oversee strategic communication activities.

(6) (U) The DoD elements of strategic communication are PA, PD, and IO, as shown below in figure H-1. The U.S. military specific disciplines are also shown; military PA, MSPD, MD, and military IO. The chart shows the need for integration and informed interaction among the four disciplines. While some actions occur in isolation of the others, it remains key that coordination and synchronization take place within and among the four military strategic communication disciplines. It is important for commanders to consider that maximum effectiveness for all aspects of strategic communication may rest upon a successful public affairs program. Roles and responsibilities in the strategic communication discipline should be assigned with this in mind.


DoD Strategic Communication Elements				
Function	PA	Diplomacy		IO
Audience	Military PA	MSPD	Military Diplomacy	Military IO
	US & Foreign Audiences	Foreign Audiences	Foreign Defense Officials	Adversaries & Associated Foreign Audiences
Example	Media Affairs	Web Initiatives	Coalition Building	Leaflets Commando Solo
Lead	PA	PA	J5	J3
				

Figure H-1. Notional Guide for Seamless Strategic Elements

(7) (U) DoD components will coordinate closely with the Department of State and other Federal agencies assigned primary responsibility for strategic communication, to ensure unity of effort. Success relies heavily on the close cooperation among U.S. Government agencies, Coalition, and partner nations to integrate all instruments of U.S. and partner national power -- diplomatic, information, military, economic, financial, intelligence, and law enforcement (DIMEFIL).

5. (U) Functions.

a. (U) Overview. Per the Joint Strategic Capabilities Plan (CJCSI 3110.01E CH-1), strategic communication is the transmission of integrated and coordinated U.S. Government themes and messages that advance U.S. interests and policies through a synchronized interagency effort supported by PD, PA, and military IO, in concert with other political, economic, information and military actions.

(1) (U) Joint Pub 1, "Joint Warfare of the Armed Forces of the United States" identifies PA, PSYOP and PD as "aspects of the informational instrument of national security strategy." DoD PA, MSPD, and IO are distinct functions within DoD that have defined missions that can support strategic communication. Synchronization of SC-related PA, IO, and MSPD activities is essential for effective strategic communication. Joint PA is designed to provide a timely flow of accurate information to both external and internal publics.

(2) (U) Joint Staff Strategic Communication Steering Group. This group was instituted to coordinate communication activities, develop major long-term messages to support important policies, and assist the Chairman of the Joint Chiefs of Staff and the Combatant Commanders with strategic communication issues. The overall lead for strategic communication on the Joint Staff is the Director of Strategic Communication.

- b. (U) Public Affairs. See Annex F.
- c. (U) Information Operations. See Appendix 3 to Annex C.
- d. (U) Military Support to Public Diplomacy (MSPD) and Military Diplomacy (MD). See Appendix 1 to Annex H.
- e. (U) Policy on Public Affairs Relationship to Information Operations. See Appendix 2 to Annex H.

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APPENDIX 1 TO ANNEX H TO THE NATIONAL MILITARY STRATEGIC PLAN
FOR THE WAR ON TERRORISM (U)

MILITARY SUPPORT TO PUBLIC DIPLOMACY (U)

1. (U) Purpose. Military Support to Public Diplomacy (MSPD) is those activities and measures taken by DoD components to support or facilitate public diplomacy efforts of the DoS. Military diplomacy (MD) is the activities and measures U.S. military leaders take to engage military, defense and government officials of another country to communicate U.S. Government policies and messages and build defense and coalition relationships. The purpose of MSPD and MD in support of the war on terrorism is to collaboratively shape the operational environment through activities that may include, but are not limited to, countering ideological support for terrorism, providing support for moderate Islamic voices, dissuading enablers and supporters of extremists, and deterring and disrupting terrorist acts. MSPD and MD activities will not mislead audiences regarding the content or intent of U.S. foreign policy.

2. (U) Mission. The CJCS and the Combatant Commanders will plan and conduct MSPD and MD activities to implement DoD Security Cooperation Guidance, to support U.S. Embassies' strategic communication, including information programs, and must be coordinated with other agencies' public diplomacy and public affairs programs. Both MSPD and MD activities will be a key component of the Combatant Commander's GWOT theater strategic communication plan.

3. (U) Execution.

a. (U) Coordinating Instructions.

(1) (U) The CJCS, through the Office of the Secretary of Defense and in coordination with the Combatant Commanders, will engage the Department of State and other Federal agencies in the preparation of MSPD plans and programs in support of the war on terrorism. This coordination begins in the earliest stages of planning.

(2) (U) The CJCS, in coordination with the Office of the Secretary of Defense, continuously ensures the Combatant Commander's military plans for the war

on terrorism incorporate MSPD and MD activities and are in full support of State Department objectives.

(3) (U) The CJCS plans, coordinates and conducts strategic MD activities to engage military, defense and government officials of other countries to communicate U.S. Government policies and messages and build coalition relationships in support of the war on terrorism.

(4) (U) Combatant Commanders plan, coordinate and conduct theater MD activities to engage military, defense and government officials of other countries to communicate U.S. Government policies and messages and build coalition relationships in support of the war on terrorism.

(5) (U) Combatant Commanders develop initiatives to enhance regional information dissemination capability in areas such as use of printed publications and regional websites.

(6) (U) Combatant Commanders ensure MSPD and MD activities are supportive of the Chiefs of U.S. Diplomatic Missions and DoD Security Cooperation Guidance.

(7) (U) The Secretaries of the Military Departments will ensure that personnel who possess advanced cultural awareness and language fluency are available for deployment in sufficient numbers as per the January 2005 Defense Language Transformation Roadmap. This Roadmap ensures that foreign language capability and accompanying regional area expertise are developed and maintained within the Armed Forces to be employed as strategic assets in the Global War on Terrorism and in future military operations.

(8) (U) When approved, Military Information Support Team capabilities may be employed in support of MSPD as part of Security Cooperation initiatives or in support of U.S. Embassies public diplomacy programs.

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APPENDIX 2 TO ANNEX H TO THE NATIONAL MILITARY STRATEGIC PLAN
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POLICY ON PUBLIC AFFAIRS RELATIONSHIP TO
INFORMATION OPERATIONS (U)

1. (U) Excerpt from Chairman of the Joint Chiefs of Staff memorandum dated 27 September 2004:

a. (U) Effective planning and execution of PA operations and IO are critical to accomplishing the commander's mission. The success of both depends on sound leadership, guidance and organizational rigor. Successful PA operations, fulfilling the public's right to know, require institutional credibility to maintain public trust and confidence. Credible PA operations are necessary to support the commander's mission and maintain essential public liaisons throughout the spectrum of conflict.

b. (U) PA and IO objective audiences differ. PA's principal focus is to inform the American public and international audiences in support of combatant commander public information needs at all operational levels. IO, on the other hand, serves, in part, to influence foreign adversary audiences using psychological operations capabilities. While audiences and intent differ, both PA and IO ultimately support the dissemination of information, themes and messages adapted to the audience and operational level.

c. (U) PA and IO activities directly support military objectives, counter adversary disinformation and deter enemy actions. Although both PA and IO conduct planning, message development and media analysis, the efforts differ with respect to audience, scope and intent, and must remain separate. However, PA and IO entities must be aware of each other's activities for maximum effect and to achieve success in both operational areas. Absent this awareness, conflicting efforts could impede operational success.

d. (U) Inherent in effective coordination and collaboration with IO is the necessity for PA to maintain its institutional credibility. While organizations may be inclined to create physically integrated PA/IO offices, such organizational constructs have the potential to compromise the commander's credibility with the media and the public. It is important that we not let the organization's relationship diminish the command's PA capability or effectiveness. PA officers should work directly for the commander and

supporting PA personnel should be organized under the PAO. Commanders, in turn, must ensure appropriate coordination and synchronization between PA and IO efforts.

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