Strategic Communication

Joint Integrating Concept

Version 1.0

07 October 2009

JROCM 166-09
7 October 2009

JOINT REQUIREMENTS
OVERSIGHT COUNCIL

MEMORANDUM FOR: Commander, US Strategic Command

Subject: Strategic Communication Joint Integrating Concept and Capabilities Based Assessment Study Plan

The Joint Requirements Oversight Council reviewed and approves the Strategic Communications (SC) Joint Integrating Concept (JIC) and the SC JIC Capabilities Based Assessment Study Plan.

JAMES E. CARTWRIGHT
General, United States Marine Corps
Vice Chairman
of the Joint Chiefs of Staff

Copy to:
Under Secretary of Defense for Policy
Under Secretary of Defense for Acquisition, Technology, and Logistics
Under Secretary of Defense for Intelligence
Chairman, Building Partnership Functional Capabilities Board
Director, Joint Information Operations Warfare Center

This page is intentionally left blank

Table of Contents

EXECUTIVE SUMMARY

The Strategic Communication Joint Integrating Concept proposes how a joint force commander circa 2016-2028 might plan and execute joint operations to achieve strategic communication objectives within the context of a broader national effort. Strategic communication is focused United States Government efforts to understand and engage key audiences to create, strengthen, or preserve conditions favorable for the advancement of United States Government interests, policies, and objectives through the use of coordinated programs, plans, themes, messages, and products synchronized with the actions of all instruments of national power. A clear strategic-level policy and a desired endstate, originating with the Executive Branch with Congressional approval, and supported by U.S. Government departments and agencies, are central to success. Strategic communication is the alignment of multiple lines of operation (e.g., policy implementation, public affairs, force movement, information operations etc) that together generate effects to support national objectives. Strategic communication essentially means sharing meaning (i.e., communicating) in support of national objectives (i.e., strategically). This involves listening as much as transmitting and applies not only to information, but also physical communication—action that conveys meaning.

The concept deals with the challenge of influence—convincing others to think and act in ways compatible with our objectives, whether this means causing others to adopt a specific course of action or simply understand us better and accept us more. The future joint force commander must be able to plan and execute joint operations to affect the actions or behaviors of selected populations, governments or other decision-making groups to accomplish the mission and promote broader national interests in a socially complex and globally interconnected information environment. A key dimension of this challenge is integrating all the various actions of the joint force with each other and with other operational capabilities to maximize their combined effect and likewise to coordinate these actions with those of any partners. Based on the situation, joint force partners may include various U.S. Government departments and agencies, multinational governments to include a host-nation, non-state organizations, academia and commercial industry.

Strategic communication is a continuous function that occurs across the full range of military operations. The joint force communicates strategically with friends, adversaries and others alike. The joint force communicates strategically with general populaces, governments, and other organizations. The joint force communicates strategically in the context of conflict, competition and cooperation. Strategic communication includes efforts to communicate with domestic audiences within statutory restrictions, through public affairs channels.

Influence can cover a wide range of activities including simple informing, educating, persuading, inducing and coercing through words and actions. The term *influence* sometimes carries negative connotations because the term is often associated with deceptive manipulation or exploitation. *Influence* will not have that connotation in this concept. *Influence is a pervasive and fundamental form of any social interaction, as essential to cooperation as it is to competition or conflict.*

One mechanism for exerting influence is communication. Communication has always been a complex phenomenon; in the future, it will only get more complex as digital communication networks increasingly interconnect the globe. The joint force will have four basic strategic communication goals:

- Improve U.S. credibility and legitimacy
- Weaken an adversary's credibility and legitimacy
- Convince selected audiences to take specific actions that support U.S. or international objectives
- Cause a competitor or adversary to take (or refrain from taking) specific actions

The central idea describing how a joint force commander could plan and execute joint operations to achieve strategic communication objectives is this: In the context of a broader national strategy and in conjunction with other agencies and organizations as appropriate, the joint force commander of 2016-2028 will employ the full range of informational and other capabilities available to the force in an integrated and timely way to:

(1) identify, segment, study and listen to potential audiences;
(2) conceive, produce and coordinate signals through both information and actions designed to affect the perceptions, attitudes, beliefs and thus the behaviors of selected audiences in ways that support the accomplishment of the mission and promote broader national and international interests;
(3) monitor, measure and assess the effects of these signals; and
(4) iteratively modify actions and information products based on feedback on the effects of the signals.

This concept posits that strategic communication will not be an adjunct activity, but will be inherent in the planning and conduct of all operations. It should be proactive, not just reactive. The concept elaborates the central idea above with 11 supporting ideas:

- Integrate joint force actions to maximize the desired effect on selected audiences.

- Coordinate joint strategic communication efforts with the efforts of other agencies and organizations within guidance provided by higher authority.
- Conduct a continuous engagement program within the joint operations area with respect to selected key audiences, as the foundation for all other communication efforts.
- Conceive every action based on its potential cognitive impact, consequences and effects on various audiences in the joint operations area and beyond.
- Actively engage in the debate over joint actions.
- Anticipate, monitor, understand and quickly counter or exploit the influence efforts of adversaries and competitors.
- Develop deep knowledge of selected audiences to the point that courses of action start to become intuitive.
- Formulate and produce tailored, resonant and culturally attuned signals that reach intended audiences through the surrounding noise.
- Focus on the opinion leaders and moderates.
- Adapt continuously and iteratively based on feedback about the effects of our signals.
- Decentralize strategic communication at each level within broad parameters established by higher authority.

The document derives 11 future capabilities required to fully implement strategic communication according to this concept:

SC-001C. The ability to integrate all joint force actions to maximize desired effects on selected audiences.

SC-002C. The ability to coordinate joint force actions with the efforts of other agencies and partners within the context of a broader national strategy.

SC-003C. The ability to access, produce and maintain information and knowledge on the perceptions, attitudes and beliefs of potential audiences.

SC-004C. The ability to access, produce and maintain information and knowledge on complex social communication systems, to include the characteristics of various media channels and the intentions, capabilities and efforts of other influencers within and having an effect on the joint operations area.

SC-005C. The ability to detect, monitor, translate and assess the effects of the strategic communication efforts of others—to include friendly governments, non-state groups, neutrals, competitors and adversaries—as the basis for responding to those effects.

SC-006C. The ability to estimate the direct and indirect effects of potential actions and signals on the perceptions, attitudes,

beliefs and actions of selected audiences, both intended and unintended.

SC-007C. The ability to conceive and formulate timely and culturally attuned messages.

SC-008C. The ability to quickly produce and deliver information designed to influence selected audiences as desired.

SC-009C. The ability to conceive and coordinate physical actions or maintain physical capabilities designed to influence selected audiences as desired.

SC-010C. The ability to document, through various means, joint force actions, down to small-unit levels, and to disseminate this information in real or near-real time as required.

SC-011C. The ability to coordinate, monitor, measure and assess the effects of friendly signals with other partners on intended and unintended audiences in relation to expected effects.

This concept further identifies an extensive list of potential institutional risks and implications associated with its implementation on pages 22-29.

In summary, this concept proposes one possible approach to the conduct of strategic communication by joint forces. It defines strategic communication essentially as sharing meaning with others in support of national interest. It suggests that the fundamental challenge of strategic communication is to influence and that an important aspect of this challenge is effectively integrating all available means. It proposes that strategic communication should be an adaptive, decentralized process of trying to understand selected audiences thoroughly, hypothesizing physical or informational signals that will have the desired cognitive effect on those audiences, testing those hypotheses through action, monitoring the actual result through feedback, and disseminating the best solutions quickly through the force. There will be multiple strategies in play that need to be coordinated and balanced—from long-term country strategies to short-term operational and tactical strategies. Strategic communication is a process that supports strategies, all of which involve attaining effects and objectives through the actions of people.

Synopsis of the Concept

Operational Environment

The operational environment will be characterized by:

- Increased volume and speed of information
- Increased number of competing information sources
- A globally interconnected information environment
- Increased transparency
- Multilateral action in the form of dynamic coalitions and partnerships

Military Problem

How could a future joint force commander plan and execute joint operations to affect the behaviors of selected populations, governments or other decision-making groups to accomplish the mission and promote broader national interests in a socially complex and globally interconnected information environment?

Central Idea

In the context of a broader national strategy and in conjunction with other agencies and organizations as appropriate, employ the full range of informational and other capabilities available to the force in an integrated and timely way to:

(1) identify, segment, study and listen to potential audiences;
(2) conceive, produce and coordinate signals through both information and actions designed to affect the perceptions, attitudes, beliefs and thus the behaviors of selected audiences in ways that support the accomplishment of the mission and promote broader national and international interests;
(3) monitor, measure and assess the effects of these signals; and
(4) iteratively modify actions and information products based on feedback on the effects of the signals.

Success Mechanism

Affect behaviors by influencing underlying perceptions, attitudes and beliefs through a combination of informing, educating, persuading, urging, inducing or even coercing as appropriate.

Supporting Ideas

- Integrate joint force actions to maximize the desired effect on selected audiences.
- Coordinate joint strategic communication efforts with the efforts of other agencies and organizations within guidance provided by higher authority.
- Conduct a continuous engagement program within the joint operations area with respect to selected key audiences, as the foundation for all other communication efforts.
- Conceive every action based on its potential cognitive impact, consequences and effects on various audiences in the joint operations area and beyond.
- Actively engage in the debate over joint actions.
- Anticipate, monitor, understand and quickly counter or exploit the influence efforts of adversaries and competitors.
- Develop deep knowledge of selected audiences to the point that courses of action start to become intuitive.
- Formulate and produce tailored, resonant and culturally attuned signals that reach intended audiences through the surrounding noise.
- Focus on the opinion leaders and moderates.
- Adapt continuously and iteratively based on feedback about the effects of our signals.
- Decentralize strategic communication at each level within broad parameters established by higher authority.

Synopsis of the Concept (Continued)

Required Capabilities

SC-001C. The ability to integrate all joint force actions to maximize desired effects on selected audiences.

SC-002C. The ability to coordinate joint force actions with the efforts of other agencies and partners within the context of a broader national strategy.

SC-003C. The ability to access, produce and maintain information and knowledge on the perceptions, attitudes and beliefs of potential audiences.

SC-004C. The ability to access, produce and maintain information and knowledge on complex social communication systems, to include the characteristics of various media channels and the intentions, capabilities and efforts of other influencers within and having an effect on the joint operations area.

SC-005C. The ability to detect, monitor, translate and assess the effects of the strategic communication efforts of others—to include friendly governments, non-state groups, neutrals, competitors and adversaries—as the basis for responding to those effects.

SC-006C. The ability to estimate the direct and indirect effects of potential actions and signals on the perceptions, attitudes, beliefs and actions of selected audiences, both intended and unintended.

SC-007C. The ability to conceive and formulate timely and culturally attuned messages.

SC-008C. The ability to quickly produce and deliver information designed to influence selected audiences as desired.

SC-009C. The ability to conceive and coordinate physical actions or maintain physical capabilities designed to influence selected audiences as desired.

SC-010C. The ability to document, through various means, joint force actions, down to small-unit levels, and to disseminate this information in real or near-real time as required.

SC-011C. The ability to coordinate, monitor, measure and assess the effects of friendly signals with other partners on intended and unintended audiences in relation to expected effects.

1. INTRODUCTION

The Strategic Communication (SC) Joint Integrating Concept (JIC) describes how a joint force commander (JFC) circa 2016-2028 might plan and execute joint operations to achieve strategic communication objectives within the context of a broader national effort. The joint force is an instrument of national power. It exists to create or maintain conditions that support U.S. national interests—although it is certainly not the only instrument that does this and can rarely succeed alone. The most obvious and extreme way that joint forces do this is through direct physical compulsion in the form of combat operations that seek to impose the desired conditions upon an adversary by force. There will be many situations, however, in which compulsion is neither desirable nor feasible. Joint forces must therefore also be able to indirectly affect the choices that other political actors or groups make—although, again, joint forces can rarely do this alone. To do this, joint forces must be able to plan and execute operations to achieve strategic communication objectives, the subject of this concept.

2. PURPOSE

This concept comprises three objectives:

- First, to inform operational decision-making in current and future joint operations. While the concept's primary aim is to influence force planning, it also provides ideas that could help operational commanders plan and execute joint operations to achieve strategic communication objectives more effectively with current capabilities.
- Second, to provide a common intellectual framework for all subsequent force planning with respect to strategic communication, including (1) experimentation into future strategic communication methods and capabilities, (2) identification and implementation of required institutional changes, and (3) programmatic, budgetary, organizational and other force planning decisions.
- Third, to provide the conceptual basis for performing a capability-based assessment (CBA) within the Joint Capabilities Integration and Development System (JCIDS). The concept will do this by identifying an initial set of required strategic communication capabilities, with associated tasks and measures, and providing the logical basis for these capabilities.

3. SCOPE

This concept describes how a joint force commander might plan and execute joint operations to achieve strategic communication objectives in 2016-2028 within the context of a larger, national or coalition effort. Strategic communication is defined as "Focused United States Government efforts to understand and engage key audiences to create, strengthen, or preserve conditions favorable for the advancement of United States Government interests, policies, and objectives through the use of coordinated programs, plans, themes, messages, and products synchronized with the actions of all instruments of national power."[1] Strategic communication essentially means sharing meaning (i.e., communicating) in support of national objectives (i.e., strategically). This involves listening as much as transmitting. It applies not only to information, but also to physical communication—that is, action that conveys meaning. While strategic communication is a national effort involving much more than military actions, this concept will concentrate on the joint force's contribution to this broader effort.

The applicability of this concept is very broad. Strategic communication occurs across the full range of military operations. It is a continuous function that applies to greater or lesser extent to all joint operating concepts and operational (vice functional) joint integrating concepts and to all phases of a campaign.[2] Joint forces communicate strategically with friends, adversaries and others alike. Joint forces communicate strategically with general populaces, governments, and other organizations. Joint forces communicate strategically in the context of conflict, competition and cooperation. Strategic

---

[1] Department of Defense Dictionary of Military and Associated Terms, Joint Pub 1-02, 30 May 2008 revision.

[2] In particular, strategic communication plays an important role in the following concepts:

- *Military Support to Stabilization, Security, Transition, and Reconstruction Operations (SSTRO)* JOC (v2.0, Dec06)
- *Deterrence Operations* JOC (v2.0, Dec06)
- *Irregular Warfare (IW)* JOC (v1.0, Sep07)
- *Military Contribution to Cooperative Security (CS)* JOC (pending SECDEF approval)
- *Joint Urban Operations (JUO)* JIC (v1.0, 23Jul07).

The SSTRO JOC lists "conduct strategic communication" as one of six "major mission elements." Deterrence operations can be thought of as a highly specialized form of strategic communication that has the purpose of convincing others not to threaten vital U.S. interests. The *IW* JOC defines irregular warfare as a "violent struggle among state and non-state actors for legitimacy and influence over the relevant population(s)." The *CS* JOC describes strategic communication as an important tool of cooperative security. The *JUO* JIC has as one of its main supporting ideas "persuad[ing] municipal governments, groups and population segments to cooperate with joint force operations."

communication includes efforts to communicate with domestic audiences within statutory restrictions, mostly through public affairs.[3]

For scoping purposes, this concept discusses strategic communication in universal terms that integrate and synchronize specific disciplines or organizations. It will not prescribe the individual execution of public affairs (PA), psychological operations (PSYOP), defense support to public diplomacy (DSPD), or other activities that contribute to strategic communication. Appendix D provides a comprehensive vignette that illustrates strategic communication efforts in a futuristic scenario.

4. THE MILITARY PROBLEM: INFLUENCING OTHER REGIONAL AND GLOBAL ACTORS

This strategic communication concept deals with the challenge of convincing others to think and act in ways compatible with our objectives, whether this means causing them to adopt a specific course of action or to simply understand us better and accept us more. The future joint force commander must be able to plan and execute joint operations to affect the behaviors of selected populations, governments or other decision-making groups to accomplish the mission and promote broader national interests in a socially complex and globally interconnected information environment. A key dimension of this challenge is integrating all the various communication activities of the joint force with each other and with other operational capabilities to maximize their combined effect and likewise to coordinate these actions with those of any partners.

The joint force is primarily an instrument of compulsion, which is the act of imposing a desired effect upon an adversary, regardless of his interests or efforts. Additionally, the joint force commander must also be able to exert influence, which is the act of affecting another's attitudes, opinions or behaviors—

> **The Military Problem**
>
> How could a future joint force commander plan and execute joint operations to affect the behaviors of selected populations, governments or other decision-making groups to accomplish the mission and promote broader national interests in a socially complex and globally interconnected information environment?

causing the other to support or not frustrate joint force actions. Influence thus requires *volition* on the part of the other. The desired

---

[3] By definition, psychological operations target only foreign audiences. The U.S. Information and Educational Exchange Act of 1948 (Public Law 80-402) prohibits domestic dissemination of information intended for foreign audiences.

effect can be an observable behavior or an unobservable emotion, opinion, belief or attitude. Examples of desired influence effects on particular audiences include assuring existing allies and supporters, attracting new allies and supporters, deterring potential enemies, and discrediting adversaries.

The term *influence* sometimes carries negative connotations because the term is often associated with deceptive manipulation or exploitation. Influence will not have that connotation in this concept.[4] Many influence attempts are open, straightforward and even virtuous. Education can be very influential. Many forms of influence can be mutually beneficial. Any form of cooperation, for example, is a form of mutual influence. *Influence is a pervasive and fundamental form of any social interaction, as essential to cooperation as it is to competition or conflict.*

Affecting the behaviors of people who retain freedom of action is a very challenging undertaking, especially if these people are initially disposed against us. In most circumstances, there are very definite limits to one actor's ability to cause another to think or do what he otherwise would not. In the future, the challenge of influence will be critical because success in the globally interconnected information environment will frequently be less a matter of imposing one's will and more a matter of ideas and example.

The requirement to influence through strategic communication is pervasive. The joint force commander will be required to engage adversaries, friends, and others alike. He will be required to engage general populations, governments and a variety of other state and non-state bodies. He will be required to communicate in cooperative, competitive and conflict situations. He will be required to communicate proactively in support of established objectives, in anticipation of uncontrollable events, and in reaction to unforeseen events. He will be required to coordinate a variety of joint capabilities in support of strategic communication goals. He will be required to do any of these things deliberatively or rapidly, depending on circumstances.

Efforts to influence others range from gentle and indirect to forceful and direct. See Figure 1, The Influence Spectrum. On the gentle/indirect end of the spectrum is simple informing—providing objective information in an unbiased way, in the belief that the facts will indirectly lead to the expected response. On the forceful/direct end is straightforward pressure, which pushes directly for a specific outcome—either inducement by promises of rewards for compliance or coercion by

---

[4] This does not mean that the joint force will not take measures to deceive an adversary. Military deception can be thought of as a form of persuasion based on intentionally misleading information. See Appendix B for the definitions for *deception* and *military deception.*

threats of punishment for defiance. In between are education, open advocacy, urging and other forms of persuasion that attempt to change the considerations that affect attitudes and decisions.

Gentle/Indirect			Forceful/Direct
Inform	Educate	Urge/Advocate	Induce Coerce

Figure 1. The Influence Spectrum

Communication as the Mechanism of Influence
 Influence is exerted through *communication*, specifically through *reception, comprehension* and *acceptance* of a message. The ability to influence is only as strong as the ability to communicate preferences. Influencing effectively means communicating effectively. In fact, *the fundamental purpose of all purposeful communication is to influence*—to cause some intended effect, which might be an observable behavior or an unobservable attitude.[5]
 Communication is the act of sharing meaning by sending and receiving messages. Anything that can be interpreted as a symbol— actions as well as words and images—can be used to communicate. This includes physical communication, in which actions rather than data convey the intended message. Importantly, the act of transmitting a message does not constitute communication. Communication occurs only when the signal is received and interpreted, so it is not sufficient merely to "get our message out."
 Communication works this way: A source puts out a signal intended to convey a meaning.[6] The receiver recognizes and selects the signal, if he chooses, from among the various signals available to him; he interprets the signal based on his own frame of reference and interests to create meaning.[7] While the source may have an intended meaning in

---

 [5] David K. Berlo, *The Process of Communication: An Introduction to Theory and Practice* (New York: Holt, Rinehart and Winston, 1960), p. 11-12. "Our basic purpose in communication is to become an affecting agent, to affect others, our physical environment, and ourselves, to become a determining agent, to have a vote in how things are. *In short, we communicate to influence—to affect with intent.*" [Italics in original.] Likewise, according to noted psychologist Carl Hovland, communication is "the process by which an individual (the communicator) transmits stimuli (usually verbal symbols) to modify the behavior of other individuals (communicates)." Quoted in Dick Lee, "Developing Effective Communications," *University of Missouri Extension*, http://extension.missouri.edu/explore/comm/cm0109.htm [accessed 11Apr04].
 [6] For simplicity, we use the singular. A communication node could be a group or organization with a collective attitude, belief, or mind.
 [7] There is no guarantee that an intended receiver will even recognize or choose to accept and interpret a signal.

mind, it is the receiver who actually provides the ultimate meaning, which may or may not be the meaning the source intended. The challenge in effective communication is to anticipate what signal will trigger the desired interpretation.

Complexity in Communication

No social communication system is as simple as a source and receiver with an exclusive channel between them. Instead, social communication systems tend to be complex networks in which numerous nodes act simultaneously as sources, receivers and relayers. A relayer is an entity or node that passes a message between a sender and a receiver. Any source and receiver can have numerous direct or indirect channels connecting them, some of which they may not even know about and each of which imposes different levels of distortion on the signal such that the same source output will reach the receiver as different signals. A source will often send multiple signals to the same receiver, intentionally or not, and while some of these signals may be mutually compatible, others may be contradictory. Any receiver will receive signals from multiple sources. Sources must compete for the attention of their intended audiences, who will tend to select and decode those signals that appear to suit their purposes and conform to their existing frames of reference. Any given signal is likely to reach more than one receiver, intentionally or not, and may be interpreted differently by each when it does. As a network becomes increasingly interconnected, it will be increasingly difficult to ensure that signals reach intended audiences only. Any node receiving and interpreting a signal can relay that signal to others, invariably changing it in the process, sometimes significantly and sometimes intentionally, and exacerbating the problem of controlling which audiences receive what signals.

The result of all this is that it is usually very difficult, if not impossible, to isolate the effect of any individual signal on any individual audience. Assessing the cognitive impact of a signal is much more difficult, for example, than assessing the physical impact of an air strike on a target. While it is possible to observe the actions of a given audience after receiving a certain signal, it might not be possible to observe directly audience perceptions and attitudes, nor definitely link perceptions and attitudes to specific signals. Finally, evaluating the effectiveness of any communication must consider not only the effect on the intended audience, but also the effect on the broader system. It is possible to have the desired effect on the intended audience, but have undesirable effects on other audiences that completely undermine the ultimate value of the communication.

Communication in the Information Age

Social communication has always been a complex phenomenon; in

the future, it will only get more complex as the globe becomes increasingly interconnected by digital communication networks. Information will travel farther and faster than ever before, reaching more people than ever. Even in so-called remote areas of the world, many people will be electronically connected to world events in near real-time. Information that appeals to a critical mass of interests will spread around the globe near instantaneously. In this interconnected environment, it will be difficult to control information flow. It will be practically impossible to control the distribution of signals to only one audience; information will bleed over to multiple audiences, either through direct transmission or relay by intermediate nodes. Information will be less geographically restrained; information originating in one region of the world can have a significant, or even greater, effect in another. This flood of digital information will supplement rather than replace more traditional forms of communication. Information will still spread through local communities by word of mouth and other traditional media, such as print.

This future world will be characterized by increased visibility and transparency. The future joint force commander will have to assume that every action of the force will be observed and reported to a variety of audiences. Every action will therefore send a signal, whether intentional or not, that can be received and interpreted differently by a variety of audiences.

Where once political information was monopolized by a relatively small number of governments and media giants, in the future there will be vastly greater numbers of information sources—such as weblogs or podcasts or whatever will evolve after them—catering to niche audiences. Not only will more people than ever before have access to more information, but each will also become a potential information source, contributing images and text, facts and opinion to the global network. People will have far more choices when it comes to their information sources and will be able to select sources that more closely reflect and reinforce their own perspectives, making it harder for sources with differing perspectives to be heard.

Any deliberate USG communication effort could be hampered by the natural diversity of other American signals. The signals that America transmits to the world are not uniform or consistent. American signals are transmitted not only by official government agencies acting deliberately, but also by other "representatives" such as businessmen, students, tourists, advertisers, entertainers and members of the news media. While the USG may be able to control and coordinate the signals its various agencies put out, it will not be able to control the signals of these other sources.

Four Basic Goals for Strategic Communication

In the complex environment described above, the joint force (and

the United States more broadly) will have four basic goals for strategic communication:

- *Improve U.S. credibility and legitimacy.* Credibility and legitimacy refer to joint force actions and messages as well as the generic perception of the U.S. by selected audiences. Credibility equates to capacity for belief while legitimacy is to show or affirm to be justified. There is a continuous requirement to try to improve the U.S. brand image with various audiences around the world. The premise is that increased credibility and legitimacy will eventually result in favorable attitudes and behaviors toward the U.S. This goal applies to both general populations and governments or other policy-making bodies. This case involves effectively communicating shared values and interests. It involves consistently and clearly communicating U.S. policies and objectives as well as encouraging credible third parties (e.g., foreign leaders, media, and key influencers) to convey our message. It also involves demonstrating goodwill and the willingness to cooperate with other global and regional actors. It will depend at least as much on actions as on statements. Examples include international exercises, defense support to public diplomacy, and aid and training packages.

- *Weaken an adversary's credibility and legitimacy.* This case involves degrading the audience's attitudes toward our competitors and foes—possibly in the context of a war of ideas. The audience here is any group that might be susceptible to the influence of one of our competitors or adversaries—adversary supporters, neutrals or even partners of ours. Like the previous case, this applies equally to general populations and specific policy-making entities. The ultimate aim is to decrease support for the adversary among selected audiences. Examples include discrediting competitor or adversary ideologies or policies, countering competitor or adversary propaganda, and exposing adversary misdeeds and lies.

- *Convince selected audiences to take specific actions that support U.S. or international objectives.* The audiences in this case are friends or neutrals that the joint force commander believes he can affect to take supportive actions. This case applies to more specific policy-making entities—such as governments, militaries, corporations or nongovernmental organizations—rather than to general populations, but not exclusively. Where the previous cases attempt to focus on general perceptions and attitudes, this case attempts to work more immediately on behaviors. Efforts could include convincing a military partner to undertake specific operations, inducing another nation to offer basing or access rights, convincing a nongovernmental organization to undertake

operations in an area, or convincing a population to reject an insurgent movement and support the government.

- *Cause a competitor or adversary to take (or refrain from taking) specific actions.* The audience in this case is the competitor or adversary himself. Since competitors and enemies will tend to be policy-making entities such as governments or insurgent movements, rather than general populations, this case will tend to apply more to the former than the latter. Examples include defense support to public diplomacy, deterrence operations and military deception.

5. THE OPERATIONAL SOLUTION: INFORMED AND ADAPTIVE LISTENING AND SIGNALING TO AFFECT PERCEPTIONS, ATTITUDES AND BELIEFS

The central idea describing how a joint force commander could plan and execute joint operations to achieve strategic communication objectives is this: In the context of a broader national strategy and in conjunction with other agencies and organizations as appropriate, the joint force commander of 2016-2028 will employ the full range of informational and other capabilities available to the force in an integrated and timely way to:

(1) identify, segment, study and listen to potential audiences;
(2) conceive, produce and coordinate signals through both information and actions designed to affect the perceptions attitudes, beliefs and thus the behaviors of selected audiences in ways that support the accomplishment of the mission and promote broader national interests;
(3) monitor, measure and assess the effects of these signals; and
(4) iteratively modify actions and information products based on feedback on the effects of the signals.

The two critical elements of this concept, upon which everything else depends, are *understanding potential audiences* and *assessing the effects of signals* on audiences. These can be expressed in terms of two hypotheses that are at the heart of this concept:

- If the joint force commander can better understand audience perceptions, attitudes and beliefs, then he will naturally produce signals that are better designed to affect the behaviors of selected populations, governments or other decision-making groups.
- If the joint force commander can better assess the effects of the joint force's and others' signals on various audiences, then he will be better able to adapt joint force signals to improve their effect.

This concept posits that strategic communication in 2016-2028 will not be an adjunct activity, but will be inherent in the planning and conduct of all operations.[8] All operations will be planned and executed with consideration not only of the physical results they achieve, but also of their influence on the attitudes and behaviors of various groups. Commanders and staffs at all levels will understand that others' attitudes are critical to U.S. success and will incorporate this understanding into all planning and execution. The supporting ideas, essential capabilities, and implications within this concept amplify how future joint forces can ensure their ability to envision, plan, train for, and execute operations to achieve strategic communication objectives.

Even as strategic communication becomes an inherent part of the overall operation planning and execution process, it will remain important to integrate the communication activities that are fed into that overall process. This concept envisions that the commander will maintain a senior staff advisor with direct access whose duty is to focus on issues of influence and advocate for the use of communication capabilities. Likewise, this concept envisions that some task-organized, cross-disciplinary body within a joint force will exist to recommend communication objectives and tasks, arbitrate disagreements, and deconflict actions through a single vetting process, the outputs of which feed into the overall planning and execution process. Another key role for this body would be to anticipate and advise on the possible unintended impact of other proposed activities on the attitudes of key groups, and anticipate and preempt adversarial actions to undermine our efforts among various audiences.

The following supporting ideas elaborate the central idea above:

- *Integrate joint force actions to maximize the desired effect on selected audiences.[9]* Because of the noise and competing signals in the information environment, successful strategic communication will rarely result from a single signal, but will require complementary signals from multiple sources. A critical element of success will be integrating the

---

[8] The Strategic Communication community of interest, led by the Principal Deputy Secretary of Defense for Public Affairs, produced Principles of Strategic Communication, August 2008, a guide with nine principles of Strategic Communication. These principles will help guide leaders in campaign design, planning, and execution of military operations in terms of SC-related actions and messages.

[9] Finding: "Create some type of entity that integrates the IO, PA, PSYOPS, Public Diplomacy, etc. to develop strategic communication operational objectives, identify and assign tactical tasks, arbitrate differences and deconflict action through a singular vetting process until strategic communication is an inherent part of operational planning." Draft PowerPoint presentation, Pirate's Dagger '08 LOE 2, slide 25, 28Apr-1May08.

various actions and information outputs of the force to ensure that signals reinforce or complement one another—and do not compete or contradict. It is essential that information and actions be aligned since few things will damage credibility and legitimacy more than a disconnect between what is said and what is done. The integration of physical actions and information outputs will occur within a single operation planning and execution process, as discussed above. The joint force will not necessarily "speak with one voice," but with harmonious voices—there is a difference—since the situation will rarely be universal across an area of operations.

The joint force commander will integrate actions and information efforts using time-tested methods developed for achieving integration in other disciplines. First, he will exercise command authority through the operational chain of command. Based on guidance from above (starting with guidance from political leaders), commanders at each echelon will establish guidance for their subordinate commanders, while still providing the subordinates the necessary latitude to adjust to local conditions. In this way, nested top-down guidance will provide unity of effort to all operations.

At the same time, the joint force commander will flexibly and quickly create task-organized, cross-disciplinary bodies as needed to provide functional integration and expertise to the planning and execution process. The composition of these bodies will depend on the situation, but for coordinating activities that support achieving SC objectives it would routinely include PA, PSYOP, visual information (VI), J2, J3, J39, and civil affairs/engineering with representatives as needed from the staff judge advocate, and coalition PA staffs and others as appropriate. In creating these entities in the future, the commander will routinely be able to identify, locate and access the necessary expertise, both internal and external to the force. Thanks to distributed collaboration capabilities, participation will be independent of geographic location. These entities will collaborate to build mutual understanding of the situation as it pertains to communication efforts. All elements of the joint force will have timely visibility into the commander's communication guidance, as well as into the communication capabilities and efforts of other units. Based on this, elements at all echelons will self-synchronize to a significant degree, coordinating their efforts laterally rather than requiring centralized orchestration from above. They will also have visibility into the results of others' influence efforts, and will be able to incorporate those lessons quickly into their own methods as appropriate. In this way, lessons will spread quickly through the force, increasing the adaptability of the overall effort.

- *Coordinate joint strategic communication efforts with the efforts of other agencies and organizations within guidance provided by higher*

authority. Joint strategic communication efforts must fit within the designs of the larger national effort. The joint force commander's first strategic communication responsibility is not to undermine existing national strategic communication efforts. Open communication channels with national leadership through which the joint force commander will receive explicit guidance as to broad national themes and overall intent with respect to various audiences are envisioned. As a representative of the USG with insight into a regional situation, the joint force commander will be prepared to provide input to the national guidance as required and will advise the national leadership on potential military contributions to exercising influence at the national level. Importantly, the joint force commander should also provide feedback on the results of joint strategic communication efforts including various partner efforts to the national leadership to better inform subsequent policy decisions. While the joint effort takes its direction from national guidance, national guidance should also be shaped from below.

Aligning joint efforts with efforts of the other actors with a role in strategic communication will require a significant level of cooperation. Future strategic communication at the interagency level will become a fundamentally collaborative process. The joint force will coordinate its communication efforts with a wide range of domestic and foreign government agencies and private, corporate, academic and other organizations. Any organization able to affect the strategic situation in the joint operations area is a potential partner; the list in the future will only grow. The joint force will participate in various inter-organizational bodies at different levels to collaborate in understanding potential audiences, establishing objectives, conceiving and delivering signals, coordinating and deconflicting those signals, and monitoring and assessing the effects of those signals. This will first require identifying appropriate partners in any given situation—which may be far from a trivial task—and then establishing an effective working relationship. Some partnerships may be habitual and well established, while others will be *ad hoc,* requiring considerable organizational flexibility on the part of the joint force. The specific working relationships and their organizational solutions will vary from situation to situation. In any event, given the wide range of potential partners, this supporting idea will require the building of effective cross-cultural collaboration based on significant information sharing.

Because the joint force may provide the most significant U.S. presence in a given region, the joint force commander will be prepared to support the objectives of other agencies and partners. Since information in the globally interconnected future will not recognize geographical boundaries, the joint force commander will routinely find it necessary to cooperate with partners outside the joint operations area whose actions can have a significant impact within that area.

- *Conduct a continuous engagement program within the joint operations area with respect to selected key audiences, as the foundation for all other communication efforts.* Regardless of the future joint force commander's specific goals and operations, he will undergird them with a continuous and significant program to actively build U.S. credibility and strengthen relationships within the joint operations area. The overall goal is to build the credibility of and international support for U.S. goals and initiatives. This general situation will provide the basis for exercising other, more specific influence when the time comes.

Communication will tend to take the form of two-way dialogue, although there will certainly be opportunities for unilateral communication (especially demonstrations of support). This will require demonstrating as much willingness to listen and be influenced as the desire to transmit and influence. A significant part of this effort will involve learning about the other actors in the region. Significantly, this engagement program will provide the basis for the deep situational understanding that is critical to this concept. By building habitual relationships, this program will also establish and strengthen communication channels, improving the quality of communication over time.

Sustaining a continuous engagement program is a challenge for the joint force commander. Potentially, a strategic communication challenge can occur during the transition between military controlling headquarters, say from a combatant command to a subordinate joint task force. A seam can evolve in continuity of SC-related actions. To mitigate or prevent such a harmful seam, the higher headquarters may retain its SC role for an extended timeframe or, over time, relinquish its control in terms of strategic communication activities to its subordinate command(s) when the subordinate command is prepared for the mission hand-off. Obviously, the appropriate course of action is situationally dependent.

Demonstrating through consistent actions at every echelon that the United States will be a cooperative and reliable member of the regional and global communities and will support common regional and global goals will be critical to this effort.

Examples of specific activities within such an engagement program could include: extensive public affairs efforts in a wide variety of media (to include new media, such as weblogs) to explain U.S. interests, objectives and values; military exchange programs; military and sports diplomacy; official and unofficial visits; multilateral exercises; training assistance; foreign internal defense; and logistical support. Importantly, the future joint force commander will routinely look for and quickly exploit opportunities to provide humanitarian assistance in cases of natural and manmade disasters.

- *Conceive every action based on its potential cognitive impact, consequences and effects on various audiences in the joint operations area and beyond.* The foundation of this concept is attitudinal: The concept is based first and foremost on all personnel taking the approach that every action of the joint force, at every echelon, can have a strategic impact. Every output of the joint force—from a theater-wide concept of operations, to an individual information product, or the conduct of a single traffic control point—sends a signal that will affect people's perceptions, attitudes and beliefs, and thereby their actions. This signal is not merely an unavoidable side effect of the action, but may be a fundamental reason for the action. Every one of these actions should be guided by an understanding of the desired perceived message.

This does not mean that actions with potentially negative impacts on people's perceptions or attitudes will not be taken. Actions to affect physical conditions will often be necessary, regardless of the potential negative psychological impact. Most operations, in fact, have the potential to affect some constituency negatively. Nevertheless, these decisions should be made with as full an appreciation as possible of potential negative effects, which might then be mitigated at best with preemptive informational efforts or at least with timely explanations.

- *Actively engage in the debate over joint actions.* Practically all actions in the future will be observed, captured and disseminated via multiple mediums and subjected to interpretation and debate. In this environment, it will not be enough merely to act intelligently, as discussed above. It will be just as important to engage in the debate over how to interpret those actions. Often it will be best to initiate the debate in advance on joint force terms. One cannot assume that good intentions and deeds will be interpreted as such by others. Rather, one must assume that opponents will intentionally and aggressively spin joint force actions in negative ways. In the words of John D. Rockefeller: "Next to doing the right thing, the most important thing is to let people know you are doing the right thing."[10] It will be important to explain actions and objectives to the various interested parties. It will be important to dispel misconceptions and disinformation about joint force and others' actions, preemptively when possible. Some actions will unavoidably have unexpected effects on some audiences; it will be important to reinforce or attempt to mitigate these effects with candid and timely (even preemptive) information products.

Because of the speed at which information will move in the future and because the first interpretation of an event will tend to set the frame of reference for the ensuing discussion, it will be important to get out in front of the discussion to set the agenda. The principle of seizing the

---

[10] Attributed.

initiative will apply as much to the cognitive domain as to the physical one.

- *Anticipate, monitor, understand and quickly counter or exploit the influence efforts of adversaries and competitors.* Adversaries and competitors will try to exert influence, in accordance with their interests. They will do this by promoting their own cause and by spreading disinformation about us. Especially in a war of ideas, it will be critical to continuously monitor and understand these attempts and counter them quickly. This requires exposing misinformation, contradictions and inconsistencies in adversary messages; identifying inconsistencies between adversary messages and actions; and undermining adversary messages by providing alternatives. Speed is an essential part of this idea because the longer a damaging idea is allowed to exist uncontested, the more difficult it will be to counter. It is not possible to counter every adversary message with respect to every audience, so it will be important to decide what messages to counter and with which audiences.

- *Develop deep knowledge of selected audiences to the point that courses of action start to become intuitive.*[11] This is a critical aspect of this concept. The premise is that if one can reach a meaningful understanding of the audience, then an appropriate message will appear naturally. Figuring out exactly how to formulate, package and transmit the message is important—and relates to three existing competencies—but the best packaging will not matter much if joint force leaders misunderstand the audience. This is a way of saying that the basis of effective strategic communication is good listening.

Traditional planning procedures portray decision-making as a rational process of generating multiple courses of action and comparing them in parallel to select the optimal solution. This approach is based on the classical, analytical model of decision-making, which initially dominated the field of decision research, but which has largely been invalidated in the last three decades.[12] Today, human decision-making is widely recognized to be a largely intuitive process based on the ability to size up a situation and mentally project how a course of action might turn out.[13] In complex operational situations, decision makers do not

---

[11] This section adapted from John F. Schmitt, "A Systemic Concept for Operational Design," (Quantico, VA: Marine Corps Combat Development Command, 28Aug06), p.8. www.mcwl.usmc.mil/file_download.cfm?filesource=c:%5CMCWL_Files%5CC_P%5CSchmitt_**Design**_v1_0_with_Bibliography[1].pdf [accessed 24Dec07].

[12] See Gary A. Klein, Judith Orasanu, Roberta Calderwood and Caroline E. Zsambok, eds., *Decision Making in Action: Models and Methods* (Norwood, NJ: Ablex Publishing, 1993).

[13] See Gary Klein, *Sources of Power: How People Make Decisions* (Cambridge, MA: MIT Press, 1998).

try to optimize, but instead satisfice—look for the first satisfactory solution. Research shows that experienced decision makers actually spend considerably more time assessing a situation, because they appreciate complexities that inexperienced decision makers do not. However, once experienced decision makers assess the situation they decide on a course of action much more quickly.[14] In other words, experienced decision makers focus their efforts on understanding the situation rather than generating courses of action.

- *Formulate and produce tailored, resonant and culturally attuned signals that reach intended audiences through the surrounding noise.* This is the actual conceiving and putting out of informational and physical signals. This supporting idea involves several critical judgments that are the natural outgrowth of understanding the intended audience and the broader communication system in play. The joint force commander and staff decide whom the intended audience is, and decide what attitudinal or behavioral response is desired as the result of the communication. Then they identify the key opinion leaders within the intended audience. It is not necessary—or even possible—to reach and sway an entire audience. Rather, it is important to reach the opinion leaders whom the rest of the audience will follow. Likewise, it is generally preferable to target undecided or moderate audiences—those who are more likely to be open to different arguments—rather than hard-line supporters or opponents, who are less likely to be swayed in any event.

The joint force staff then decides what source initiates the signal. In some cultures, the credibility of the source is more important than the logical or emotional appeal of the message itself. In many cases, this will necessarily mean using indigenous sources or sources not directly associated with the U.S. military or USG. Finally, decide what media or channels to employ. This depends on what channels are most useful in reaching the intended audience—through what media does the audience receive most of its information? In many cases, this will involve using a variety of media in combination—although in the future it will increasingly mean an emphasis on use of the internet and other interactive electronic media.

The joint force formulates and packages the actual signal, whether it is an informational output or an action. The signal must be appealing to the intended audience in some way. Even if the intent is to fundamentally change the audiences' thinking on some subject,

---

[14] See D.A. Kobus, S. Proctor, T.E. Bank and S.T. Holste, *Decision-Making in a Dynamic Environment: The Effects of Experience and Information Uncertainty*, Technical Report A154383 (San Diego, CA: Pacific Sciences and Engineering Group, Aug 2000).

something about the signal must be compatible with the audience's existing mental model to cause that audience to select it from all the other signals with which it is being bombarded. Because societies are fragmenting into ever-smaller identity groups and because any signal in an interconnected information environment is likely to escape its intended audience, our signals in the future will have to have specific appeal to the intended audience while maintaining general appeal to the broader audience it may reach. Ideally, the signal should be self-replicating or viral, meaning that the signal is passed naturally through the intended audience rather than our having to push it to every recipient.

None of these decisions are simple; all are ultimately a matter of operational art. All of these activities can benefit from incorporating some of the advanced public relations, marketing, advertising and political campaigning techniques currently in practice. Additionally, a system that seeks, experiments with, and develops new means and mediums to plan and execute joint operations to achieve strategic communication objectives is required. This in turn requires advanced training and education for future military leaders in areas such as modeling and simulation; social, cultural, and cognitive psychology; decision-making in complex situations; and polling.

- *Focus on the opinion leaders and moderates.* An audience or audience segment is not a unitary mass. Rather, any selected audience is a collection of nodes connected together in a network. It is not necessary to reach an entire intended audience directly to sway that audience. Some nodes are more influential than others in shaping the perceptions, attitudes, beliefs and behaviors of the broader audience. These nodes can be thought of as opinion leaders; they are considered "credible voices." In network terms, they are known as hubs—nodes with far more connections than most nodes.

Some nodes in an audience are more susceptible to being swayed than others. Some nodes will be *hard-liners*—entrenched in their beliefs—such that no argument is likely to sway them from their current positions, or even cause them to seriously reconsider those positions. Hard-liners can be for us or against us. Some nodes will be *soft-liners*—those whose positions are not entrenched and who are therefore susceptible to being swayed. They might be neutral or weakly for or against us; but in any case, they are subject to being swayed. They can be likened to swing voters in an election.

Our determinations for whom to focus our communication efforts should be based on the dual considerations of who is most influential within an audience and who is most susceptible to our message. Whom do the joint force leaders most want to influence and who are joint force leaders best able to influence?

While it is necessary to protect our base of support, joint force leaders should generally not spend a lot of energy on any hard-liners, who are not likely to be swayed one way or the other. To deal with hard-liners, the joint force and partners take concerted actions to isolate these hard-liners from their traditional support base whenever possible, thus threatening their levels of assumed power and authority. Instead, joint force leaders and partners should focus on those segments of an audience who are most open to being swayed. At the same time, in order to get the greatest effect for our efforts, joint force leaders and partners should focus on those nodes with the greatest ability to influence other nodes. Focusing on opinion leaders and soft-liners applies to both understanding them and signaling them.

- *Adapt continuously and iteratively based on feedback about the effects of our signals.* The premise of this supporting idea is that no strategic communication plan will ever be completely correct or account for every contingency. The complex and dynamic operational situations that joint force leaders will face will simply be unknowable. Despite their best efforts to understand the situation, joint force leaders will get things wrong. They will fail to anticipate certain consequences of their signals. Joint force leaders, at times, will fail to understand how the signal will mutate as it spreads though the social network. They will fail to identify unintended audiences affected by our messages. And once the joint force acts, the situation will change.

This concept applies a heuristic approach to strategic communication; it is essentially the scientific method applied to the challenge of influence.[15] Each decision is not viewed as a final answer, but amounts to a hypothesis about the situation: *If we do* X*, then we expect the result to be* Y. Each action becomes a test of that hypothesis. Every result then provides the basis for adapting our actions. Strategic communication will unfold as a continuous learning process. Joint force leaders will never reach an ideal solution because the situation will continue to evolve—in part, in response to our actions—but, if joint force leaders are adaptive enough, they can move iteratively toward a better solution.

Critical to making strategic communication an adaptive process will be establishing meaningful measures for assessing the effectiveness of our actions and recognizing the longer time frames (perhaps years) to observe these measures. It may be possible to develop a generic set of

---

[15] "heuristic: involving or serving as an aid to learning, discovery, or problem-solving by experimental and especially trial-and-error methods <*heuristic* techniques> <a *heuristic* assumption>; *also* **:** of or relating to exploratory problem-solving techniques that utilize self-educating techniques (as the evaluation of feedback) to improve performance." *Merriam-Webster Online Dictionary.* 2007. http://www.m-w.com/cgi-bin/dictionary?book=Dictionary&va=heuristic [accessed 24Dec07].

such measures, which could serve as a baseline, but these would have to be adapted for each situation. This could have important implications for doctrine, training and intelligence. As a principle, joint force leaders should take no action without having first identified the expected impact on attitudes or behaviors and then established quantitative or qualitative measures for assessing that impact. Establishing meaningful measures for strategic communication and having the patience to observe these measures will be a very difficult challenge, involving elements of both art and science, and likely will have significant institutional implications, especially in the areas of doctrine, training and education.

- *Decentralize strategic communication at each level within broad parameters established by higher authority.* Decentralization of the joint strategic communication effort is the only feasible way to generate the speed and adaptability required by the complex and real-time dynamics of the future information environment. This concept envisions that commanders at all levels, imbued with a solid understanding of higher intent and informed by a deep appreciation for the audience, will implement the necessary informational and physical actions without the need for detailed guidance from higher authority but in conformity with higher designs. This will require seniors at all levels to provide communication guidance that establishes necessary limits while still allowing wide latitude for the use of judgment in execution. It requires that lower echelons have release authority for various information products. The delegated authority to decentralize actions must include authorities to assess and report. Without decentralization of assessment and reporting, it might be impossible for any commander to monitor and interpret indicators across a vast range of issues, in many locations and at all levels.

Based on greater transparency facilitated by networked command and control, unity of effort will result more from horizontal self-synchronization and less from centralized synchronization imposed by higher authority. Different elements of the joint force will have greater visibility into the communication capabilities and efforts of others and will be able to align their efforts locally without reference to higher authority. This said, mistakes will occur in any decentralized system, and so there needs to be a command atmosphere that accepts reasonable mistakes, but is quick to address them.

Decentralization will naturally provide greater diversity of actions. This diversity can be exploited to increase adaptability, as the most successful techniques are disseminated quickly throughout the force and then modified, or even improved, by others in a process of continuous evolution.

How will strategic communication be different in 2016-2028 according to this concept?

At the fundamental level, the principles of strategic communication in 2016-2028 will not appear dramatically different than they are today, but the practical application of those principles needs to improve dramatically. Communication is communication. It is an inalterable social process. It will always involve formulating, sending, receiving and interpreting signals—although in the future this process will involve ever-increasing volumes of information, often spreading globally at greater speeds than ever before. Differences in future strategic communication will tend to be matters of degree than of fundamental nature, but these degree changes will cumulatively cause a qualitative improvement.

The most obvious difference will be that considerations of human perceptions will be central in all operational planning and execution to the degree that strategic communication will no longer even be recognized as a distinct process. Objectives, whether they involve the imposing of physical conditions or the influencing of perceptions, attitudes, beliefs, and behaviors, are still objectives.

Actions designed to influence rather than compel will comprise a greater proportion of joint operations. In many situations, communication will be the focus of effort, and actions to affect physical conditions will be supporting efforts—and this reversal of emphasis will be seen as unremarkable. Resources whose primary mission is to inform or persuade will generally constitute a greater proportion of the joint force.

Intelligence will change significantly to support the needs of strategic communication, emphasizing the collection and analysis of information on the perceptions, attitudes and beliefs of potential foreign audiences—not traditionally considered intelligence targets. The joint strategic communication effort will heavily leverage commercial, academic and other organizations that specialize in these areas.

Future strategic communication will tend to be more proactive than strategic communication today; the greater emphasis on understanding potential audiences attitudinally will allow commanders to better anticipate developments and have on-call communication plans in place.

Future strategic communication will be characterized by a greater emphasis on assessment. As a general rule, the joint force will not put out a purposeful signal without first having identified the expected result and established quantitative or qualitative measures for assessing the effectiveness of that signal in achieving that result. The future joint force will conduct robust assessments of signal effectiveness, and 2nd- and 3rd-order effects of those signals, as well as continuously update SC planning and execution activities.

The multiple signals put out by the joint force will be better integrated and will be better coordinated with the signals put out by partners. Coordination of information outputs and physical actions will improve; gaps between words and

deeds will shrink. Conflicting signals will decrease. Inadvertent signals will decrease because all leaders will have a better understanding of the nature of communication. Tone-deaf messages will decline because commanders will have better understanding of audience attitudes and values.

Strategic communication activities will in general be more interactive and outputs will be more tailored to increasingly varied audiences. While there will always be a need for instrumental communication, the tendency will be toward less one-way transmission and more two-way discourse. Likewise, although some signals will be focused on broad audiences, the tendency will be to tailor signals for more specific audiences based on more refined segmentation of those audiences. Communication efforts will be aimed more at a wide variety of interest groups and population segments and less at government decision makers only.

Joint strategic communication will be a much more decentralized and self-synchronized activity in the future. Senior commanders will issue guidance that will instruct subordinates in their influence efforts, but will provide those subordinates the necessary latitude to adapt to local circumstances. Within this permissive guidance, commanders at all levels will develop communication plans uniquely suited to local conditions. Execution will be radically decentralized—even down to the individual blogger, for example—actively engaging audiences by all available media, traditional and emerging, although with a growing emphasis on the internet. Networking capabilities will turn strategic communication into a more collaborative process. Greater visibility into others' communication capabilities, efforts and results will facilitate lateral coordination. The overall strategic communication effort will be based more on lateral self-synchronization than on centralized orchestration. Local successes will be disseminated quickly throughout the networked force, adopted more broadly and continuously modified. The result will be greater and faster adaptation to complex and changing situations.

In short, when this concept is fully realized, joint strategic communication will be noticeably more discriminate, more cohesive, more adaptive, faster and more decentralized.

6. REQUIRED CAPABILITIES

These are the key capabilities required to implement this concept, whether applied by the joint force unilaterally or in conjunction with partners. Appendix C decomposes these capabilities into constituent tasks and assigns possible measures for assessing their performance.

SC-001C. The ability to integrate all joint force actions to maximize desired effects on selected audiences.

SC-002C. The ability to coordinate joint force actions with the efforts of other agencies and partners within the context of a broader national strategy.

SC-003C. The ability to access, produce and maintain information and knowledge on the perceptions, attitudes and beliefs of potential audiences.[16],[17]

SC-004C. The ability to access, produce and maintain information and knowledge on complex social communication systems, to include the characteristics of various media channels and the intentions, capabilities and efforts of other influencers within and having an effect on the joint operations area. [16]

SC-005C. The ability to detect, monitor, translate and assess the effects of the strategic communication efforts of others—to include friendly governments, non-state groups, neutrals, competitors and adversaries—as the basis for responding to those effects.

SC-006C. The ability to estimate the direct and indirect effects of potential actions and signals on the perceptions, attitudes, beliefs and actions of selected audiences, both intended and unintended. [16]

SC-007C. The ability to conceive and formulate timely and culturally attuned messages.

SC-008C. The ability to quickly produce and deliver information designed to influence selected audiences as desired.

SC-009C. The ability to conceive and coordinate physical actions or maintain physical capabilities designed to influence selected audiences as desired.

SC-010C. The ability to document, through various means, joint force actions, down to small-unit levels, and to disseminate this information in real or near-real time as required.

SC-011C. The ability to coordinate, monitor, measure and assess the effects of friendly signals with other partners on intended and unintended audiences in relation to expected effects.[16]

7. POTENTIAL RISKS OF ADOPTING THIS CONCEPT

Adopting this concept for joint strategic communication carries with it certain potential risks. These include:

- This concept establishes understanding of potential audiences and social communication networks as the necessary basis for effective

---

[16] This might or might not involve intelligence activities. Where it does, these activities will not be targeted at domestic targets.

[17] Finding: "In addition to describing the cyber environment, the intelligence analysis process should address the information environment to include media target audiences and the environment's characteristics favoring the adversary and friendly forces." Draft PowerPoint presentation, Pirate's Dagger '08 LOE 2, slide, 27, 28Apr-1May08.

communication. The type and level of understanding required may prove unattainable. The only mitigation to this risk is, primarily through doctrine, training and education, to facilitate building the best situational awareness possible with respect to audience perceptions, attitudes and beliefs.

- This concept identifies assessment of, and feedback on, the effects of friendly signals on the perceptions, attitudes, beliefs and behaviors of selected audiences within a key supporting idea. This may prove infeasible. There is no simple mitigation to this risk other than to ensure that reliable capabilities are developed for measuring results.

- This concept advocates decentralization as the means for achieving tempo and adaptability in strategic communication. These might be achieved at the expense of unity of effort, resulting in inconsistent or contradictory signals that are ultimately counterproductive. The mitigation to this risk is to provide doctrinal techniques, education and training that facilitate commanders providing necessary unifying guidance in a way that does not unduly restrict their subordinates.

- The concept's assertion that the joint force will increasingly be engaged in strategic communication and will require significant capabilities to do this could lead to the misconception that the joint force can routinely conduct effective strategic communication alone or that the military is trying to usurp the rightful roles and authorities of other government agencies. The mitigation to this risk is to reiterate continuously, both inside and outside the DOD, that the joint force is only one contributor to a larger strategic communication effort and is rarely the best option for leading that effort. Additionally, clear and concise strategic-level guidance to involved USG departments and agencies mitigates this risk to a large degree.

- This concept provides significant discussion about cause and effect, and especially about identifying what signals will have the desired effect on an audience. This might lead to unrealistic expectations about the ability to control others' actions and attitudes in precise and deterministic ways. The mitigation of this risk is to promote rigorous application of mission-oriented orders. Further mitigation to this risk is, through education and training, to ensure that leaders appreciate the unpredictable complexity of the social systems they are trying to influence, that they understand that influence is not remotely a deterministic process, and that they recognize that free will plays a significant role in any type of social interaction.

- This concept relies heavily on attempts to influence other people. Though the connotation of influence is benign, some audiences will see it otherwise, and attribute malign intent to the US. The mitigation to this risk is to emphasize to selected audiences the benign intent of the word influence. The intent is to introduce information or actions into the selected audiences' frames of reference so that these audiences make

decisions that are compatible with our interests, or better yet, compatible with our mutual interests.

8. POTENTIAL IMPLICATIONS OF ADOPTING THIS CONCEPT

Developing the capabilities to implement this concept carries a variety of institutional implications, the full range of which will only be learned through experience and experimentation. Realizing the vision contained in this concept will require a significant commitment of resources, particularly in the areas of policy, doctrine, leader development, personnel and intelligence. The following is an initial list of possibilities that will require further analysis.

Policy. Potential policy implications of this concept include:

- Decentralizing release authority of information as an important way to generate tempo in joint strategic communication.
- Supporting the development of a national concept for strategic communication because of the importance of a unified national approach to strategic communication.
- Committing the DOD to establishing extensive information-sharing policies among its geographic and functional combatant commands and subordinate joint task forces as well as with other agencies and organizations to support the collaborative approach described in this concept.
- Committing the Services to provide forces and guidance that will facilitate communication consistent with national and joint objectives as well as Service interests.
- Committing joint forces to extensive and extended cooperative security engagement, including building partnership capacity.
- Maintaining a robust Commander's Emergency Response Program (CERP) with wide latitude for application.
- Increasing DOD authorities to finance and conduct strategic communication activities in cooperation with public and private institutions and individuals.
- Implementing extensive information-sharing policies within the DOD and with other USG departments and agencies in order to achieve the level of understanding of potential foreign audiences and integration of actions envisioned by this concept.

Doctrine.[18] Potential doctrinal implications of this concept include:

- Developing staff procedures for incorporating strategic communication into all headquarters staff operational planning and targeting processes, regardless of whether at a geographic or functional combatant command or subordinate joint task force headquarters.
- Establishing collaborative processes for integrating strategic communication activities with nonmilitary partners and subject-matter experts.
- Possibly compiling a statistical database of culturally specific planning information, identifying the likely effects of various physical and informational signals on audience attitudes and behaviors.
- Developing standard terminology and symbology for operationally communicating and representing communication concepts—for example, graphically representing social or media networks.
- Including strategic communication instructions as an integral part of the main body of an operation order or plan rather than as a separate function captured in Annex Y of an operations order or plan. Detailed instructions for specific disciplines whose primary function supports strategic communication, such as psychological operations or public affairs, could remain in current annexes and appendices.
- Developing procedures for ensuring timely release authority and dissemination of information products.
- Developing a baseline set of metrics for assessing the effects of communication efforts, which could be adapted for each situation.

Organization. The organizational implications of this concept are potentially significant. Possibilities include:

- Creating public affairs operating units that produce a variety of public information products for designated audiences—while retaining the staff public affairs function.
- Likewise increasing the capacity for PSYOP, another primary strategic communication capability, and computer network operations capabilities and capacity to deliver PSYOP messages.
- Increasing the capacity for DSPD and military diplomacy.

---

[18] Doctrine here refers not only to "fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives" [JP 1-02, http://www.dtic.mil/doctrine/jel/doddict/data/d/01753.html, accessed 22 Dec 06], but also to authoritative tactics, techniques and procedures.

- In addition to being essential to supporting the force, some combat service support functions, such as supply, general engineering or medical services, can be important means for influencing the attitudes of indigenous populations and governments during times of need. It may be necessary to create sufficient capacity in these functions to be able to perform both roles routinely.
- Maintaining a senior staff position to advise on strategic communication issues. While this concept argues that joint strategic communication should be inherent in all operational planning and execution, it is important to have a senior advisor with direct access to the commander with special expertise in and a focus on considerations of influence.
- The likely need for significant outsourcing, since the joint force will not have the access to or credibility with some audiences to perform some essential strategic communication functions itself— opinion polling, for example. This will have implications for budgeting and contracting.
- Increased combat camera capacity to ensure that imagery is available to support requirements.

Training. Training implications of this concept include:

- Routinely incorporating strategic communication into training exercises. This may require considerable creativity in exercise design, since the time scales for influencing attitudes, beliefs and behaviors are generally much longer than the duration of a typical exercise.
- Ensuring that all personnel appreciate that any act can affect attitudes and perceptions of people around them.
- Designing exercises that have influence as a primary training objective. Again, such exercises will likely require creative designs that include participation by geographic combatant commands, functional combatant commands, and other USG departments and agencies.
- Training staffs in the new doctrinal techniques and procedures discussed above.
- Familiarizing and educating military personnel in PA, IO, DSPD and VI to build a more comprehensive understanding of each discipline's capabilities and limitations.
- Providing increased individual training in foreign languages and cultural awareness for direct communication, as well as training in the use of technological language aids.
- Providing training in the development of meaningful measures for assessing the influence effects of friendly actions.

Materiel. Potential materiel implications of this concept include:

- Developing visual technologies to represent dynamic social networks.
- Developing technologies to help track and visually represent the propagation and mutation of signals through a social communication system.
- Providing reachback to necessary communication or cultural expertise.
- Developing modeling and simulation to approximate the likely effects of signals on the attitudes and behaviors of various audiences.
- Providing portable language-translation technology to forces that must interact with foreign populations to augment their existing language skills.
- Providing translation technologies to recognize, capture and translate large volumes of audio and textual information and alert analysts to specific passages of potential interest.
- Developing interoperable, scalable and tailorable information infrastructures to support flexible information sharing across organizations and cultures.
- Developing distributed collaboration technologies to support the collaborative approach to integrating strategic communication efforts across organizations and cultures.
- Providing automated documentation of joint force actions and storage and management of that information.
- Providing rapid imagery acquisition and transmission capability throughout the force.
- Adding resource requirements for disaster relief since this can be an important way to improve attitudes about the U.S.
- Develop technologies that support the analysis and assessment of joint force communication activities during planning.

Leader development. The greatest implications of this concept may be in the area of leader development. In general, this concept will not be fully realized until considerations of influence are second nature to all commanders. Specific implications include:

- An understanding of the importance and application of influence as a primary military function should be institutionalized throughout the DOD.
- Incorporating the tenets or principles of strategic communication into the core curricula of professional military schools, with varying levels of emphasis depending on the level of the school.

- Developing leaders who have the knowledge, skills and willingness to make real-time strategic communication decisions in a decentralized environment.
- Leader education in cultural anthropology; social, cultural, and cognitive psychology; public relations; and related fields—with increased opportunities for specialized education for some officers in these areas.
- Fellowship programs in communication fields in government, business and academia.
- Increased foreign exchange tours.

Personnel. Personnel implications of this concept include:

- Increased numbers of linguists and foreign area officers.
- Longer in-country tours for foreign area officers to build the necessary understanding of potential audiences.
- Significant use of nonmilitary personnel in the form of advisors, contractors, etc. in order to gain the necessary expertise in some communication areas—with implications for hiring, contracting and budgeting.
- Career incentives that reward language and foreign-area skills and specialties.
- Increased number of personnel who constitute the primary SC supporting capabilities (PA, PSYOP, VI, and DSPD).

Facilities. The Defense Information School (DINFOS), DOD's institution for mass communication training, is currently inadequately capable of delivering the full range of training and education required for 21st Century communication. If properly resourced, however, it is a logical place to locate both an increased capacity to train and educate personnel in a wide range of specialties on the words and images aspect of SC and a capability to train and educate those personnel on the nexus of the words, images and actions of SC. To add the capacity and capability of DINFOS, additional facility space should be considered, whether physically at DINFOS or in other locations.

Another interesting possibility is the creation of an "influence range," a strategic communication training facility along the lines of the Information Operations Range currently under development by U.S. Joint Forces Command, but focusing on non-technical applications.

Intelligence. The implications for intelligence support to joint force commanders are significant and cut across the force development areas listed above. This concept implies a major reorientation of military intelligence capabilities and capacities to provide operationally useful knowledge on the perceptions, attitudes, beliefs and potential behaviors

of various potential foreign audiences. This will likely impact doctrinal procedures and techniques and the types of intelligence products produced. It will impact the training and education of intelligence specialists, and could involve the creation of new subspecialties on communication environment measurement and assessment for intelligence and non-intelligence personnel, particularly those in PA and information warfare. It will certainly impact the kinds of information collected and could impact the development of collection platforms. It will require the development of analysis techniques and metrics for assessing the impact of communication efforts on selected audiences. It will require advocacy and improved coordination within the military and broader intelligence communities. Even though a crisis is occurring in one geographic combatant command's AOR, sharing of intelligence among other functional and geographic commands will be essential. Based on this shared intelligence, these other commands will have SC-related tasks of their own that address the USG crisis response occurring possibly thousands of miles away.

9. CONCLUSION

This concept proposes one possible approach to the conduct of strategic communication by joint forces. It defines strategic communication as sharing meaning in support of national interest. It suggests that the fundamental challenge of strategic communication is to influence and that an important aspect of this challenge is effectively integrating all available means. It establishes the wide range of forms that influence may take, from getting others to adopt specific courses of action to simply getting them to understand us better and accept us more. It proposes that strategic communication should be an adaptive, decentralized process of trying to understand selected audiences thoroughly, hypothesizing physical or informational signals that will have the desired cognitive effect on those audiences, testing those hypotheses through action, monitoring the actual result through feedback, and disseminating the best solutions quickly through the force. Nine emerging strategic communication principles reinforce this concept. Likewise, this concept undergirds the emerging principles. They include leadership-driven, understanding, pervasive, dialogue, unity of effort, results-based, continuous, credible, and responsive.

This concept does not claim to provide the conclusive answer to this difficult challenge. Rather, this concept attempts to stimulate informed discussion and experimentation to discover a set of future joint capabilities.

APPENDIX A: REFERENCES

Advisory Group on Public Diplomacy for the Arab and Muslim World, *Changing Minds, Winning Peace: A New Strategic Direction for U.S. Public Diplomacy in the Arab & Muslim World.* Washington, 2003.

Aukofer, Frank & William P. Lawrence. *America's Team: The Odd Couple—A Report on the Relationship Between the Media and the Military.* The Freedom Forum First Amendment Center. Nashville, TN, 1995.

Bell, David V.J. *Power, Influence, and Authority: An Essay in Political Linguistics.* Oxford University Press. New York, 1975.

Berlo, David K. *The Process of Communication: An Introduction to Theory and Practice.* Holt, Rinehart and Winston. New York, 1960.

Bloom, Howard. *The Lucifer Principle: A Scientific Expedition into the Forces of History.* W.W. Norton. New York, 1995.

Bordens, Kenneth S. & Irwin A. Horowitz. *Social Psychology.* 2nd edition. Lawrence Erlbaum Associates. Mahwah, NJ, 2002.

Boyd, John R. *A Discourse on Winning and Losing.* Unpublished briefing slides. 1988.

----------. "The Essence of Winning and Losing." Unpublished briefing slides. 1995.

Brodie, Richard. *Virus of the Mind: The New Science of the Meme.* Integral Press. Seattle, 1996.

Carnegie, Dale. *How to Win Friends and Influence People.* Revised edition. Simon & Schuster. New York, 1981.

Casebeer, William B. & James D. Russell. "Storytelling and Terrorism: Towards a Comprehensive 'Counter-Narrative Strategy,'" *Strategic Insights*, Volume IV, Issue 3 (March 2005), http://www.ccc.nps.navy.mil/si/2005/Mar/casebeerMar05.asp [accessed 12Mar07].

Chairman of the Joint Chiefs of Staff. *Joint Operation Planning.* Joint Pub 5-0. Washington, 26Dec06.

----------. Memorandum for the Deputy Secretary of Defense, Subject: Strategic Communication, CM-0087-07, 14Dec07.

Cialdini, Robert B. *Influence: The Psychology of Persuasion.* Revised edition. HarperCollins. New York, 2007.

Coloughrifasi, Sheila. "Everything's Coming up ROSIES," *Public Relations Tactics*, Vol. 7, Issue 9, Sep00.

Corman, Steven R. & Jill S. Schiefelbein. "Communication and Media Strategy in the Jihadi War of Ideas." Consortium for Strategic Communication Report #0601. 20Apr07. http://www.asu.edu/clas/communication/about/csc/publications/jihad_comm_media.pdf [accessed 31May07].

Corman, Steven R., Angela Trethewey & Bud Goodall. "A 21st Century Model for Communication in the Global War of Ideas: From Simplistic Influence to Pragmatic Complexity." Consortium for Strategic Communication Report #0701. 3Apr07. http://comops.org/publications/CSC_report_0701-pragmatic_complexity.pdf [accessed 31May07].

Cragin, Kim & Scott Gerwehr. *Dissuading Terror: Strategic Influence and the Struggle Against Terrorism.* RAND Corporation. Santa Monica, CA, 2005.

Cutlip, Scott M., Allen H. Center & Glen M. Broom. *Effective Public Relations.* 7th edition. Prentice-Hall. Englewood Cliffs, NJ, 1994.

Dahl, Robert. "The Concept of Power," *Behavioral Science*, Vol. 2 (July 1957), pp. 201-215.

Darley, William M. "The Missing Component of U.S. Strategic Communications," *Joint Forces Quarterly*, Issue 47, 4th qtr 07, pp. 109-113.

Defense Adaptive Red Team, *A Practical Guide for Developing and Writing Military Concepts.* Hicks & Associates. Arlington, VA, DEc02.

Defense Science Board. *Final Report of the Defense Science Board Task Force on Strategic Communication.* Washington, Jan08.

Defense Science Board. *Report of the Defense Science Board Task Force on Strategic Communication.* Washington, 2004.

----------. *Report of the Defense Science Board Task Force on Managed Information Dissemination.* Washington, 2001.

Department of Defense. *Dictionary of Military and Associated Terms.* Joint Pub 1-02. Washington, 12Apr01 (as amended 17Oct07).

----------. *Information Operations Roadmap.* Washington, 30Oct03.

----------. *Information Sharing Strategy.* Prepared by DOD Information Sharing Executive Office of the Chief Information Officer, 4May07.

----------. *ODNI US Intelligence Community Information Sharing Strategy,* 22Feb08.

Department of Defense, *Joint Operation Planning.* JP 5-0. Washington, 25Dec06

Department of Defense Information Sharing Executive, Office of the Chief Information Officer. *Department of Defense Information Sharing Strategy.* Washington, 4May07.

Deputy Secretary of Defense. *QDR Execution Roadmap for Strategic Communication.* Washington, 25Sep06.

Echevarria, LTC Antulio J. II. "Globalization and the Nature of War." Strategic Studies Institute, U.S. Army War College, Carlisle, PA. March 2003.

Eder, Brigadier General Mari K. "Toward Strategic Communication," *Military Review*, Jul-Aug07, pp. 61-70.

Gallagher, Paul. *Strategic Communications for the War on Terrorism: Countering Middle-Eastern Anti-American Bias.* U.S. Army War College monograph. Carlisle Barracks, PA, 18Mar05.

Gompert, David C. *Heads We Win: The Cognitive Side of Counterinsurgency (COIN).* RAND. Santa Monica, CA, 2007.

Goodall, Bud, Angela Trethewey & Kelly McDonald. "Strategic Ambiguity, Communication, and Public Diplomacy in an Uncertain World: Principles and Practices." Consortium for Strategic Communication Report #0604. June 21, 2006. http://www.asu.edu/clas/communication/about/csc/publications/documents/StrategicAmbiguity-Communication.pdf [accessed 31May07].

Gough, Susan. *The Evolution of Strategic Influence.* U.S. Army War College monograph. Carlisle Barracks, PA, 07Apr03.

Gregory, Bruce. "Public Diplomacy and Strategic Communication: Cultures, Firewalls, and Imported Norms." Prepared for presentation at the American Political Science Association Conference on International Communication and Conflict, George Washington University and Georgetown University, Washington, DC, 31Aug05.

Halloran, Richard. "Strategic Communication," *Parameters*, Autumn07, pp. 4-14.

Heath, Chip & Dan Heath. *Made to Stick: Why Some Ideas Survive and Others Die.* Random House. New York, 2007.

Headquarters, Department of the Army. *Information Operations: Doctrine, Tactics, Techniques, and Procedures.* FM 3-13. Washington, Nov03.

----------. *Psychological* Operations. FM 3-05.30. Washington, Apr05.

Helmus, Todd C., Christopher Paul & Russell W. Glenn. *Enlisting Madison Avenue: The Marketing Approach to Earning Popular Support in Theaters of Operation.* RAND Report, 2007.

Heinrichs, Jay. *Thank You for Arguing: What Aristotle, Lincoln and Homer Simpson Can Teach Us About the Art of Persuasion.* Three Rivers Press. New York, 2007.

Heylighen, Francis. "Memetics," *Principia Cybernetica Web.* http://pespmc1.vub.ac.be/MEMES.html [accessed 12Mar07].

Hogan, Patrick Colm. *The Mind and Its Stories: Narrative Universals and Human Emotion.* Cambridge University Press. Cambridge, England, 2003.

Josten, Richard J. "Strategic Communication: Key Enabler for Elements of National Power," *IOSPHERE*, Summer06. Joint Information Operations Center. http://www.au.af.mil/info-ops/iosphere/iosphere_summer06_josten.pdf [accessed 28Aug07].

Kimmage, Daniel & Kathleen Ridolfo. *Iraqi Insurgent Media: The War of Images and Ideas: How Sunni Insurgents in Iraq and the*

Supporters Worldwide are Using the Media. Radio Free Europe/Radio Liberty. Washington, 2007.

Lippmann, Walter. 1922. *Public Opinion.* New York: Macmillan, 1922, Free Press Paperbacks, 1997.

Luhmann, Niklas. *Social Systems.* Trans. by John Bednarz, Jr. with Dirk Baecker. Stanford University Press. Stanford, CA, 1995.

Murphy, Dennis M. "The Trouble with Strategic Communication(s)." Center for Strategic Leadership Issue Paper. U.S. Army War College. Vol. 2-08, Jan08.

Nagel, Jack. *The Descriptive Analysis of Power.* Yale University Press. New Haven, CT, 1975.

Office of the Director of National Intelligence. *United States Intelligence Community Information Sharing Strategy.* 22Feb08.

Osinga, Frans. *Science, Strategy and War: The Strategic Theory of John Boyd.* Routledge. London, 2006.

Peirce, Charles Sanders. "Logic as Semiotic: The Theory of Signs," *Philosophical Writings of Peirce.* Ed. by Justus Buchler. Dover Publications. New York, 1955.

Perkins, Stephen P. & Gary T. Scott. "Enabling Strategic Communication at the Combatant Commands," *IOSPHERE*, Spring 2006. Joint Information Operations Center. http://www.au.af.mil/info-ops/iosphere/iosphere_spring06_perkins.pdf [accessed 28Aug07].

Peters, Ralph. "The Plague of Ideas." *Parameters.* Winter 2000-2001, pp. 4-20.

Principal Deputy Secretary of Defense for Public Affairs, DRAFT Principles of Strategic Communication, 2008, pp. 1-3

Ronfeldt, David & John Arquilla. "The Promise of Noöpolitik," *First Monday*, http://www.firstmonday.org/issues/issue12_8/ronfeldt/index.html [accessed 27Aug07].

Schaub, Gary, Jr. "Power & Influence." PowerPoint presentation. Air War College. Feb07.

Schramm, Wilbur. "How Communication Works," *The Process and Effects of Communication,* ed. by Wilbur Schramm, pp. 3-26. University of Illinois Press. Urbana, IL, 1954.

Simon, Herbert A. *Models of Man.* John Wiley. New York, 1957.

Stavridis, James G. "Strategic Communication and National Security," *Joint Forces Quarterly*, Issue 46, 3rd quarter 2007. http://www.ndu.edu/inss/Press/jfq_pages/editions/i46/2.pdf [accessed 30Aug07].

Strategic Communication and Public Diplomacy Policy Coordination Committee (PCC). *U.S. National Strategy for Public Diplomacy and Strategic Communication.* Draft. Washington, 18Oct06.

U.S. Advisory Commission on Public Diplomacy. *The New Diplomacy: Utilizing Innovative Communication Concepts That Recognize*

Resource Constraints. Jul03,
http://www.state.gov/r/adcompd/rls/22818.htm [accessed
12Mar07].

U.S. Government Accountability Office. *U.S. Public Diplomacy: State
Department Efforts to Engage Muslim Audiences Lack Certain
Communication Elements and Face Significant Challenges.* Report
to the Chairman, Subcommittee on Science, the Departments of
States, Justice, and Commerce, and Related Agencies, Committee
on Appropriations, House of Representatives, Human Rights, and
Oversight, House Committee on Foreign Affairs. GAO-06-535.
Washington, DC, 26May06.
http://www.gao.gov/new.items/d06535.pdf [accessed 28Aug07].

U.S. Joint Staff. *Doctrine for Joint Psychological Operations.* Joint Pub 3-
53. Washington, 2003.

----------. *Public Affairs.* Joint Pub 3-61. Washington, 9May05.

Waller, J. Michael. *Fighting the War of Ideas like a Real War: Messages
to Defeat Terrorists.* Institute of World Politics Press. Washington,
2007.

Ward, Brad M. *Strategic Influence Operations: The Information
Connection.* U.S. Army War College monograph. Carlisle Barracks,
PA, 07Apr03.

Wolsey, Simon P. *Winning the "War of Ideas" in the Global War on
Terrorism.* U.S. Army War College monograph. Carlisle Barracks,
PA. 18Mar05.

APPENDIX B: GLOSSARY and ACRONYMS

Glossary

Unless otherwise stated, all definitions are taken from the *Department of Defense Dictionary of Military and Associated Terms*, Joint Pub 1-02 online version, http://www.dtic.mil/doctrine/jel/doddict/, as amended through 17 October 2007.

adversary—A party acknowledged as potentially hostile to a friendly party and against which the use of force may be envisaged.

assessment—1. A continuous process that measures the overall effectiveness of employing joint force capabilities during military operations. 2. Determination of the progress toward accomplishing a task, creating an effect, or achieving an objective. 3. Analysis of the security, effectiveness, and potential of an existing or planned intelligence activity. 4. Judgment of the motives, qualifications, and characteristics of present or prospective employees or "agents."

brand image—The perception of a brand of merchandise by the consumer. [*Encarta Dictionary*, encarta.msn.com. accessed 5Jun08.]

building partnership capacity—Targeted efforts to improve the collective capabilities and performance of the Department of Defense and its partners. Also called BPC. (Quadrennial Defense Review Building Partnership Capacity Execution Roadmap)

capability—1. The ability to execute a specified course of action. (A capability may or may not be accompanied by an intention.)

civil affairs—Designated Active and Reserve component forces and units organized, trained, and equipped specifically to conduct civil affairs activities and to support civil-military operations. Also called CA. See also civil affairs activities; civil-military operations.

civil engineering—Those combat support and combat service support activities that identify, design, construct, lease, or provide facilities, and which operate, maintain, and perform war damage repair and other engineering functions in support of military operations.

civil-military operations—The activities of a commander that establish, maintain, influence, or exploit relations between military forces, governmental and nongovernmental civilian organizations and

authorities, and the civilian populace in a friendly, neutral, or hostile operational area in order to facilitate military operations, to consolidate and achieve operational U.S. objectives. Civil-military operations may include performance by military forces of activities and functions normally the responsibility of the local, regional, or national government. These activities may occur prior to, during, or subsequent to other military actions. They may also occur, if directed, in the absence of other military operations. Civil-military operations may be performed by designated civil affairs, by other military forces, or by a combination of civil affairs and other forces. Also called CMO. See also civil affairs.

coalition—An ad hoc arrangement between two or more nations for common action. See also alliance; multinational.

coercion—An attempt to influence the behavior of another by using force, or the threat of force, to reduce the scope of an adversary's options and/or affect its assessment of the costs and benefits of its options—in particular, the options that do not accord with the coercer's wishes. (Gary Schaub, "Deterrence, Compellence, and Prospect Theory," Political Psychology, Volume 25, Number 3, June 2004 , pp. 389-411)

cognitive psychology—A school of thought in psychology that examines internal mental processes such as problem solving, memory, and language. Major research areas include perception, categorization, memory, knowledge representation, numerical representation, and language. [*Wikipedia: The Free Encyclopedia*, www.wikipedia.org, accessed 5Jun08.]

collateral damage—Unintentional or incidental injury or damage to persons or objects that would not be lawful military targets in the circumstances ruling at the time. Such damage is not unlawful so long as it is not excessive in light of the overall military advantage anticipated from the attack.

collection—In intelligence usage, the acquisition of information and the provision of this information to processing elements. See also intelligence process.

combatant command—A unified or specified command with a broad continuing mission under a single commander established and so designated by the President, through the Secretary of Defense and with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Combatant commands typically have geographic or functional responsibilities.

combatant commander—A commander of one of the unified or specified combatant commands established by the President. Also called CCDR. See also combatant command.

commander's emergency response program—A Department of Defense (DOD) program designed to enable local commanders in Iraq and Afghanistan to respond to urgent humanitarian relief and reconstruction requirements within their areas of responsibility by carrying out programs that will immediately assist the indigenous population. Also called CERP. (DOD Financial Management Regulation 7000.14-R, Vol 12, Chapter 27, Jun 2008)

communicate—To use any means or method to convey information of any kind from one person or place to another.

component—1. One of the subordinate organizations that constitute a joint force. Normally a joint force is organized with a combination of Service and functional components. 2. In logistics, a part or combination of parts having a specific function, which can be installed or replaced only as an entity. Also called COMP.

cooperative security—The set of continuous, long-term integrated, comprehensive actions among a broad spectrum of U.S. and international governmental and nongovernmental partners that maintains or enhances stability, prevents or mitigates crises, and enables other operations when crises occur. Note - this term and its definition reflect an expanded view of actions that are described in the CCJO and current joint doctrine as shaping. (Military Contribution to Cooperative Security JOC proposed definition)

coordinating authority—A commander or individual assigned responsibility for coordinating specific functions or activities involving forces of two or more Military Departments, two or more joint force components, or two or more forces of the same Service. The commander or individual has the authority to require consultation between the agencies involved, but does not have the authority to compel agreement. In the event that essential agreement cannot be obtained, the matter shall be referred to the appointing authority. Coordinating authority is a consultation relationship, not an authority through which command may be exercised. Coordinating authority is more applicable to planning and similar activities than to operations.

counterinsurgency—Those military, paramilitary, political, economic, psychological, and civic actions taken by a government to defeat insurgency. Also called COIN.

counterpropaganda operations—Those psychological operations activities that identify adversary propaganda, contribute to situational awareness, and serve to expose adversary attempts to influence friendly populations and military forces.

country team—The senior, in-country, US coordinating and supervising body, headed by the chief of the US diplomatic mission, and composed of the senior member of each represented US department or agency, as desired by the chief of the US diplomatic mission.

cultural psychology—A field of psychology which assumes the idea that culture and mind are inseparable, thus there are no universal laws for how the mind works and that psychological theories grounded in one culture are likely to be limited in applicability when applied to a different culture. [*Wikipedia: The Free Encyclopedia*, www.wikipedia.org, accessed 5Jun08.]

deception—Those measures designed to mislead the enemy by manipulation, distortion, or falsification of evidence to induce the enemy to react in a manner prejudicial to the enemy's interests. See also military deception.

defense support to public diplomacy—Those activities and measures taken by the Department of Defense components to support and facilitate public diplomacy efforts of the United States Government. Also called DSPD.

deterrence—The prevention from action by fear of the consequences. Deterrence is a state of mind brought about by the existence of a credible threat of unacceptable counteraction.

disinformation—Misinformation that is deliberately disseminated in order to influence or confuse rivals. [*OneLook Dictionary Search*, www.onelook.com, accessed 27Feb08.]

doctrine—Fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application.

effect—The physical or behavioral state of a system that results from an action, a set of actions, or another effect. 2. The result, outcome, or consequence of an action. 3. A change to a condition, behavior, or degree of freedom.

facility—A real property entity consisting of one or more of the following: a building, a structure, a utility system, pavement, and underlying land.

force—1. An aggregation of military personnel, weapon systems, equipment, and necessary support, or combination thereof. 2. A major subdivision of a fleet.

foreign assistance—Assistance to foreign nations ranging from the sale of military equipment to donations of food and medical supplies to aid survivors of natural and manmade disasters. US assistance takes three forms — development assistance, humanitarian assistance, and security assistance.

foreign internal defense—Participation by civilian and military agencies of a government in any of the action programs taken by another government or other designated organization to free and protect its society from subversion, lawlessness, and insurgency. Also called FID.

influence—The action or process of producing effects on the actions, behavior, opinions, attitudes, etc. of another or others. [Adapted from *Dictionary.com Unabridged (v1.1)*, http://dictionary.reference.com, accessed 10Jun08.]

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

information environment—The aggregate of individuals, organizations, and systems that collect, process, disseminate, or act on information.

information operations—The integrated employment of the core capabilities of electronic warfare, computer network operations, psychological operations, military deception, and operations security, in concert with specified supporting and related capabilities, to influence, disrupt, corrupt or usurp adversarial human and automated decision making while protecting our own. Also called IO.

infrastructure—The underlying foundation or basic framework (as of a system or organization). [*Merriam-Webster's OnLine Dictionary*, http://www.m-w.com, accessed 28Feb08].

insurgency—An organized movement aimed at the overthrow of a constituted government through use of subversion and armed conflict.

intelligence—The product resulting from the collection, processing, integration, evaluation, analysis, and interpretation of available information concerning foreign nations, hostile or potentially hostile forces or elements, or areas of actual or potential operations. The term is

also applied to the activity which results in the product and to the organizations engaged in such activity.

interagency—United States Government agencies and departments, including the Department of Defense.

joint civil-military operations task force—A joint task force composed of civil-military operations units from more than one Service. It provides support to the joint force commander in humanitarian or nation assistance operations, theater campaigns, or civil-military operations concurrent with or subsequent to regional conflict. It can organize military interaction among many governmental and nongovernmental humanitarian agencies within the theater. Also called JCMOTF. See also civil-military operations; joint task force.

joint doctrine—Fundamental principles that guide the employment of US military forces in coordinated action toward a common objective. Joint doctrine contained in joint publications also includes terms, tactics, techniques, and procedures. It is authoritative but requires judgment in application.

joint force—A general term applied to a force composed of significant elements, assigned or attached, of two or more Military Departments operating under a single joint force commander. See also joint force commander.

joint force commander—A general term applied to a combatant commander, subunified commander, or joint task force commander authorized to exercise combatant command (command authority) or operational control over a joint force. Also called JFC. See also joint force.

joint operations—A general term to describe military actions conducted by joint forces, or by Service forces in relationships (e.g., support, coordinating authority), which, of themselves, do not establish joint forces.

joint task force—A joint force that is constituted and so designated by the Secretary of Defense, a combatant commander, a subunified commander, or an existing joint task force commander. Also called JTF.

knowledge—The psychological result of perception and learning and reasoning. [*OneLook Dictionary Search*, www.onelook.com, accessed 27Feb08.]

liaison—That contact or intercommunication maintained between elements of military forces or other agencies to ensure mutual understanding and unity of purpose and action.

materiel—All items (including ships, tanks, self-propelled weapons, aircraft, etc., and related spares, repair parts, and support equipment, but excluding real property, installations, and utilities) necessary to equip, operate, maintain, and support military activities without distinction as to its application for administrative or combat purposes.

measure—Provides the basis for describing varying levels of task performance. (CJCSI 3010.01B)

measure of effectiveness—A criterion used to assess changes in system behavior, capability, or operational environment that is tied to measuring the attainment of an end state, achievement of an objective, or creation of an effect. Also called MOE.

measure of performance—A criterion used to assess friendly actions that is tied to measuring task accomplishment. Also called MOP.

message—The substance of a communication transmitted by words, signals, or other means from one person, station, or group to another; the point or points conveyed. [Adapted from *The American Heritage Dictionary of the English Language*, www.bartleby.com/61, accessed 27Feb08].

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

misinformation—Information that is incorrect. [*OneLook Dictionary Search*, www.onelook.com, accessed 12 Apr 07.]

monitoring—1. The act of listening, carrying out surveillance on, and/or recording the emissions of one's own or allied forces for the purposes of maintaining and improving procedural standards and security, or for reference, as applicable. 2. The act of listening, carrying out surveillance on, and/or recording of enemy emissions for intelligence purposes. 3. The act of detecting the presence of radiation and the measurement thereof with radiation measuring instruments.

multinational—Between two or more forces or agencies of two or more nations or coalition partners. See also alliance; coalition.

nongovernmental organization—A private, self-governing, not-for-profit organization dedicated to alleviating human suffering; and/or promoting education, health care, economic development, environmental protection, human rights, and conflict resolution; and/or encouraging the establishment of democratic institutions and civil society. Also called NGO.

objective—1. The clearly defined, decisive, and attainable goal toward which every operation is directed. 2. The specific target of the action taken (for example, a definite terrain feature, the seizure or holding of which is essential to the commander's plan, or an enemy force or capability without regard to terrain features). See also target.

operation—1. A military action or the carrying out of a strategic, operational, tactical, service, training, or administrative military mission. 2. The process of carrying on combat, including movement, supply, attack, defense, and maneuvers needed to gain the objectives of any battle or campaign.

operational design—The conception and construction of the framework that underpins a campaign or major operation plan and its subsequent execution. See also campaign.

propaganda—Any form of communication in support of national objectives designed to influence the opinions, emotions, attitudes, or behavior of any group in order to benefit the sponsor, either directly or indirectly. See also black propaganda; grey propaganda; white propaganda.

psychological operations—Planned operations to convey selected information and indicators to foreign audiences to influence their emotions, motives, objective reasoning, and ultimately the behavior of foreign governments, organizations, groups, and individuals. The purpose of psychological operations is to induce or reinforce foreign attitudes and behavior favorable to the originator's objectives. Also called PSYOP.

public affairs—Those public information, command information, and community relations activities directed toward both the external and internal publics with interest in the Department of Defense. Also called PA.

public diplomacy—1. Those overt international public information activities of the United States Government designed to promote United States foreign policy objectives by seeking to understand, inform, and

influence foreign audiences and opinion makers, and by broadening the dialogue between American citizens and institutions and their counterparts abroad. 2. In peace building, civilian agency efforts to promote an understanding of the reconstruction efforts, rule of law, and civic responsibility through public affairs and international public diplomacy operations. Its objective is to promote and sustain consent for peace building both within the host nation and externally in the region and in the larger international community.

public information—Information of a military nature, the dissemination of which through public news media is not inconsistent with security, and the release of which is considered desirable or nonobjectionable to the responsible releasing agency.

reachback—The process of obtaining products, services, and applications, or forces, or equipment, or material from organizations that are not forward deployed.

satisfice—To decide on and pursue a course of action satisfying the minimum requirements to achieve a goal. [OneLook Dictionary Search, www.onelook.com, accessed 5Jun08.]

security cooperation—All Department of Defense interactions with foreign defense establishments to build defense relationships that promote specific U.S. security interests, develop allied and friendly military capabilities for self-defense and multinational operations, and provide U.S. forces with peacetime and contingency access to a host nation.

signal—Any communication that encodes a message. [OneLook Dictionary Search, www.onelook.com, accessed 27Feb08.]

social psychology—The study of how social conditions affect human beings; the scientific study of individual beliefs, attitudes, and behaviors in settings where other people are present whether or not they interact with each other in real or imagined ways. Although the focus of social psychology is the individual within the group, the group behavior is a necessary element of the analysis. [*Wikipedia: The Free Encyclopedia*, www.wikipedia.org, accessed 5Jun08.]

special operations forces—Those Active and Reserve Component forces of the Military Services designated by the Secretary of Defense and specifically organized, trained, and equipped to conduct and support special operations. Also called SOF.

specified command—A command that has a broad, continuing mission, normally functional, and is established and so designated by the President through the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff. It normally is composed of forces from a single Military Department.

spin—A distinctive interpretation (especially as used by politicians to sway public opinion). [OneLook Dictionary Search, www.onelook.com,accessed 5Jun08.]

status-of-forces agreement—An agreement that defines the legal position of a visiting military force deployed in the territory of a friendly state. Agreements delineating the status of visiting military forces may be bilateral or multilateral. Provisions pertaining to the status of visiting forces may be set forth in a separate agreement, or they may form a part of a more comprehensive agreement. These provisions describe how the authorities of a visiting force may control members of that force and the amenability of the force or its members to the local law or to the authority of local officials. Also called SOFA. See also civil affairs agreement.

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

symbol—Something that stands for or suggests something else by reason of relationship, association, convention, or accidental resemblance; *especially* **:** a visible sign of something invisible. [*Merriam-Webster's Online Dictionary*, http://www.m-w.com, accessed 27Feb08.]

systemic—Of or relating to a system. [*Merriam-Webster's Online Dictionary,* http://www.m-w.com, accessed 22 Dec 06. Compared to: systematic—Characterized by order and planning.]

target—1. An entity or object considered for possible engagement or other action. 2. In intelligence usage, a country, area, installation, agency, or person against which intelligence operations are directed. 3. An area designated and numbered for future firing. 4. In gunfire support usage, an impact burst that hits the target.

terrorism—The calculated use of unlawful violence or threat of unlawful violence to inculcate fear; intended to coerce or to intimidate

governments or societies in the pursuit of goals that are generally political, religious, or ideological.

unified command—A command with a broad continuing mission under a single commander and composed of significant assigned components of two or more Military Departments that is established and so designated by the President, through the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Also called unified combatant command. See also combatant command.

visual information—Use of one or more of the various visual media with or without sound. Generally, visual information includes still photography, motion picture photography, video or audio recording, graphic arts, visual aids, models, display, visual presentation services, and the support processes. Also called VI.

Acronyms

AOR	Area of Responsibility
BPC	Building Partnership Capacity
CA	Civil Affairs
CBA	Capability-Based Assessment
CCDR	Combatant Commander
CD&E	Concept Development and Experimentation
CERP	Commander's Emergency Response Program
COA	Course of Action
COIN	Counterinsurgency
COMP	Component
CS	Cooperative Security; *Military Contribution to Cooperative Security* JOC
CSB	Communication Strategy Board
DARPA	Defense Advanced Research Projects Agency
DIME	Diplomatic, Information, Military and Economic
DINFOS	Defense Information School
DOD	Department of Defense
DOS	Department of State
DOTMLPF	Doctrine, Organization, Training, Materiel, Leadership and Education, People and Facilities
DSPD	Defense Support to Public Diplomacy
FID	Foreign Internal Defense
GCC	Geographic Combatant Command
HUMINT	Human Intelligence
IED	Improvised Explosive Device
IO	Information Operations
ISR	Intelligence, Surveillance and Reconnaissance
IW	Irregular Warfare; *Irregular Warfare* JOC

JCIDS	Joint Capabilities Integration and Development System
JCMOTF	Joint Civil-Military Operation Task Force
JFC	Joint Force Commander, Joint Functional Concept
JIC	Joint Integrating Concept
JOA	Joint Operations Area
JOC	Joint Operating Concept
JSF-M	Joint Support Force-Mesonesia
JTF	Joint Task Force
JUO	Joint Urban Operations
LOE	Limited Objective Experiment
MCO	Major combat operations; *Major Combat Operations* JOC
MIAWG	Mesonesia Interagency Working Group
MNE	Multinational Experiment
MOE	Measure of Effectiveness
MOP	Measure of Performance
M&S	Modeling and Simulation
NGO	Nongovernmental Organization
NSC	National Security Council
PA	Public Affairs
PSYOP	Psychological Operations
QDR	Quadrennial Defense Review
ROE	Rules of Engagement
SC	Strategic Communication
SECDEF	Secretary of Defense
SOF	Special Operations Forces
SOFA	Status-of-Forces Agreement
SSTRO	Stabilization, Security, Transition and Reconstruction Operations; *Military Support to Stabilization, Security, Transition, and Reconstruction Operations* JOC
UQ	Unified Quest
USAFE	U.S. Air Forces Europe
USAFRICOM	U.S. Africa Command
USAID	U.S. Agency for International Development
USCENTCOM	U.S. Central Command
USEUCOM	U.S. European Command
USG	United States Government
USIA	U.S. Information Agency
USJFCOM	U.S. Joint Forces Command
USPACOM	U.S. Pacific Command
VI	Visual Information

1 **APPENDIX C: TABLE OF CAPABILITIES, TASKS & MEASURES**

2

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
SC-001C The ability to integrate all joint force actions to maximize desired effects on selected audiences.	**SC-001.1T** Plan, coordinate and conduct strategic communication as an inherent part of operations rather than as a separate function.	**SC-001.1.1M** Yes/No- Mechanism exists to incorporate strategic communication during the joint planning process. **SC-001.1.2M** Yes/No- Commanders' intent clearly explains the underlying purpose of communication efforts as the basis for operational planning. **SC-001.1.3M** Percentage of operations planned that are based on strategic communication guidance. **SC-001.1.4M** Time required to synchronize strategic communication messages, actions and signals as part of the joint force operations plan or order. **SC-001.1.5M** Yes/No- Procedures exist to coordinate and de-conflict the conception and delivery of physical actions and informational products designed to influence selected audiences. **SC-001.1.6M** Percentage of physical actions and information products designed to influence selected audiences that result in confusion or "information	**MCO 2.0 - 006C:** Establish a secure, broadly accessible, tailorable, and user-friendly common relevant operational picture (CROP). **MCO 2.0-009C:** Link and visually display all strategic-level information and influence objectives to the overall campaign plan. **MCO 2.0-043C:** Extend the strategic to tactical collaborative environment, including interagency and multinational partners, to enable persistent situational awareness and shared understanding. **SSTRO 2.0 Capability:** The ability to conduct integrated, parallel, and distributed planning within DOD,

---

[19] Associated JOC Effect or JOC/JFC Capability naming convention varies among JOCs/JFCs. Refer to individual JOC/JFC for its individual numbering and naming convention.

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		fratricide."	across the U.S. interagency community, with coalition partners, and with other multinational organizations.
	SC-001.2T Establish guidance similar to rules of engagement (ROE) that delineate the circumstances and limitations under which forces may communicate with audiences.	**SC-001.2.1M** Time required to establish and disseminate informational engagement guidance. **SC-001.2.2M** Yes/No- Mechanism exists to incorporate information ROE in the joint force operations plan or order.	**IW 1.0 - 0.7-004C:** The ability to synchronize joint IW campaign plans and subordinate IW operations. **IW 1.0 - 0.7-007C:** The ability to integrate IA activities and operations.
	SC001.3T Establish broad themes and messages to guide the influence efforts of subordinates.	**SC-001.3.1M** Yes/No- Mechanisms exist for subordinates to acquire, understand, and question commander's strategic communication guidance. **SC-001.3.2M** Yes/No- Strategic communication themes and messages are available during the planning process. **SC-001.3.3M** Percentage of influence products that incorporate the broad themes and messages provided by higher authorities.	**IW 1.0 - 0.7-008C:** The ability to integrate joint/multinational activities and operations. **CS 1.0-020C:** The ability to develop and disseminate rules of engagement (ROE) that are adequate for the assigned tasks. This capability includes the empowerment of commands and staffs to recommend changes or modifications to ROE.
	SC-001.4T Build shared situational awareness within the joint force with respect to strategic communication.	**SC-001.4.1M** Time required to build shared situational awareness within the joint force with respect to strategic communication. **SC-001.4.2M** Yes/No- Tools and procedures exist to build shared situational awareness within the joint force with respect to strategic communication. **SC-001.4.3M** Percent of attempts to build shared situational awareness within the joint force with respect to	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		strategic communication are effective and useful.	
	SC-001.5T Disseminate within the force the relevant communication capabilities, tasks and activities of all joint force elements.	**SC-001.5.1M** Yes/No- Procedures exist to disseminate within the force the relevant communication capabilities, tasks and activities of all joint force elements. **SC-001.5.2M** Percentage of relevant communication capabilities, tasks and activities of all joint force elements disseminated. **SC-001.5.3M** Time to disseminate within the force the relevant communication capabilities, tasks and activities of all joint force elements. **SC-001.5.4M** Percentage of joint force elements that leverage other element's communication capabilities, tasks and activities.	
SC-002C The ability to coordinate joint force actions with the efforts of other agencies and partners within the context of a broader national strategy.	**SC-002.1T** Identify agencies and potential mission partners with influence efforts in the joint operations area.	**SC-002.1.1M** Time required to identify agencies and potential mission partners with influence efforts in the joint operations area. **SC-002.1.2M** Yes/No- Mechanisms exist to identify agencies and potential mission partners with influence efforts in the joint operations area. **SC-002.1.3M** Yes/No- Agencies and potential partners are identified who regularly assist in supporting influence operations. **SC-002.1.4M** Yes/No- Common participation guidelines exist to identify agencies and potential mission partners. **SC-002.1.5M** Yes/No- Participation guideline criteria are	**MCO 2.0 - 006C:** Establish a secure, broadly accessible, tailorable, and user-friendly common relevant operational picture (CROP). **MCO 2.0-009C:** Link and visually display all strategic-level information and influence objectives to the overall campaign plan. **MCO 2.0-043C:** Extend the strategic to tactical collaborative environment, including interagency and multinational partners, to

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		regularly reviewed for continuing relevance and actions are taken to bolster partners' continuing participation.	enable persistent situational awareness and shared understanding.
	SC-002.2T Establish robust liaison, support and working agreements, to include structures, processes and permissions for sharing information with partners.	**SC-002.2.1M** Yes/No– Required liaison, support and working agreements are identified, and with whom. **SC-002.2.2M** Number of robust liaison, support and working agreements required prior to commencing planning and operations. **SC-002.2.3M** Yes/No- Mechanisms exist to establish robust liaisons, support and working agreements required prior to commencing planning and operations. **SC-002.2.4M** Percent of support and working agreements, which meet all joint forces' information needs. **SC-002.2.5M** Yes/No- The information strategy clearly details the types of information needed by the partners and with whom the information is shared. **SC-002.2.6M** Yes/No- The information strategy addresses roles and responsibilities of the partners.	**SSTRO JOC 2.0 Capability:** Engage key local and foreign audiences in order to create, strengthen, or preserve conditions favorable to achievement of overall SSTR goals and objectives. **SSTRO JOC 2.0 Effect:** Maintain credibility and trust with friends and foes alike, including the American domestic audiences and coalition partners. **SSTRO JOC 2.0 Effect:** Focus on keeping the American public accurately informed prior to and during the course of the SSTR operation.
	SC-002.3T Receive and use strategic communication guidance from higher authority to guide operational planning.	**SC-002.3.1M** Yes/No- Mechanisms and communication paths are in place to receive strategic communication guidance from higher authority. **SC-002.3.2M** Time required to receive and clarify strategic communication guidance from higher authority. **SC-002.3.3M** Percent of strategic communication guidance received in time to provide direction to joint	**DO 2.0 Capability:** Support and participate in USG strategic communication activities to understand, inform, and influence all foreign audiences whose perceptions may influence our deterrent success.

CS 1.0-020C: The ability to

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		forces.	develop and disseminate rules of engagement (ROE) that are adequate for the assigned tasks. This capability includes the empowerment of commands and staffs to recommend changes or modifications to ROE.
	SC-002.4T Coordinate with other agencies and mission partners in assessing the perceptions, attitudes and beliefs of potential audiences.	**SC-002.4.1M** Yes/No- Mechanisms exist to allow coordination in assessing the perceptions, attitudes and beliefs of potential audiences with other agencies and mission partners.

SC-002.4.2M Number of agencies and mission partners who have the capability to contribute techniques used to assess the perceptions, attitudes and beliefs of potential audiences.

SC-002.4.3M Percent of agencies and mission partners with adequate coordination mechanisms. | **CS 1.0-032C:** The ability (technical and authorities) to share information with a range of potential partners (both allies and potential ad hoc) having varying levels of technical sophistication.

CS 1.0-035C: The ability to establish, strengthen and exercise relationships to allow rapid response within the supporting functions of intelligence, communications, logistics, transportation, and medical support. |
| | **SC-002.5T** Collaborate with other agencies and mission partners for establishing objectives, determining courses of action, estimating effects and delivering messages, actions and signals. | **SC-002.5.1M** Time required to establish objectives for messages, actions and signals in collaboration with other agencies and mission partners.

SC-002.5.2M Time required to determine courses for action for messages, actions and signals in collaboration with other agencies and mission partners.

SC-002.5.3M Time required to estimate effects of messages, actions and signals in collaboration with other agencies and mission partners.

SC-002.5.4M Time required to deliver messages, actions and signals in collaboration with other agencies and mission partners.

SC-002.5.5M Yes/No- Other agencies and mission partners can contribute or improve techniques used to | |

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		collaborate.	
	SC-002.6T Collaborate with other agencies and mission partners in detecting, monitoring, translating and assessing the effects of our and others' influence efforts.	**SC-002.6.1M** Yes/No- Mechanisms exist to collaborate with other agencies and mission partners in detecting, monitoring, translating and assessing the effects of our and others' influence efforts. **SC-002.6.2M** Time required to collaborate with other agencies and mission partners in detecting, monitoring, translating and assessing the effects of our and others' influence efforts. **SC-002.6.3M** Percent of agencies and mission partners with adequate collaboration mechanisms. **SC-002.6.4M** Percent of effects that were detected, monitored, translated and assessed by other agencies and mission partners.	
SC-003C The ability to access, produce and maintain information and knowledge on the perceptions, attitudes and beliefs of potential	**SC-003.1T** Identify and segment potential audiences.	**SC-003.1.1M** Yes/No- Adversary forces, neutrals, and noncombatants correctly identified. **SC-003.1.2M** Adversary forces, neutrals, and noncombatant segments correctly identified. **SC-003.1.3M** Time required to identify and segment potential audiences.	**SSTRO 2.0 Capability:** The ability to conduct seamless knowledge sharing among DOD elements, U.S. Government agencies, and multinational partners prior to, during, and after the completion of SSTR operations.
	SC-003.2T Access, collect, produce, and maintain existing intelligence or other knowledge databases on	**SC-003.2.1M** Number of critical organizational structures, processes and functions for which information was accessed and collected. **SC-003.2.2M** Time to identify threats to installation and community critical infrastructure through joint military	**SSTRO 2.0 Capability:** The ability to develop intelligence requirements, coordinate, and position the appropriate collection assets, from the national to the

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
audiences.	the perceptions, attitudes and beliefs of the foreign audience.	and civilian partnership vulnerability assessments. **SC-003.2.3M** Number of days needed to gather information to determine degree of population support for operations. **SC-003.2.4M** Time required to access and collect information on perceptions, attitudes and beliefs of selected audiences that allow analysis of sufficient quality to produce answers that satisfy commander's information needs; the shorter the better. **SC-003.2.5M** Time to provide comprehensive analysis of physical, climatic, economic, political, social, cultural and military characteristics in commander's area of interest with acceptable levels of quality, the shorter the time required, the better. **SC-003.2.6M** Number of accessible databases that exist concerning selected audience perceptions, attitudes and beliefs. **SC-003.2.7M** Number of interoperable databases cross-connected to provide the most comprehensive information. **SC-003.2.8M** Percentage of databases providing an acceptable degree of information accessible to the joint force.	tactical level. **SSTRO 2.0 Capability:** The ability to understand the cultural context in which operations take place, including the culture of coalition partners, civilian organizations and agencies. **IW 1.0 - 0.7-013C:** The ability to execute HUMINT network operations in advance of and throughout the IW campaign. **IW 1.0 - 0.7-014C:** The ability to collect and exploit information on the situation. Obtain significant information on enemy and friendly forces and the nature and characteristics of the area of interest and its resident populations. **CS 1.0-012C:** The ability to assess the results of communication efforts, providing short- and long-term feedback to policy makers and

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
	SC-003.3T Develop information requirements; prepare a collection plan; and allocate intelligence resources for information requirements with respect to the perceptions, attitudes and beliefs of selected potential foreign audiences.	**SC-003.3.1M** Percent of friendly, neutral, hostile, potentially hostile or subverted elements perceptions, attitudes and beliefs with current information known. **SC-003.3.2M** Yes/No- Commander's priorities and requirements for information on audience perceptions attitudes and beliefs are embedded in the intelligence collection plan. **SC-003.3.3M** Degree to which standard collection plans include requirement to gather information on foreign audience attitudes, beliefs and perceptions. **SC-003.3.4M** Time to assess current situation and formulate plan of action. **SC-003.3.5M** Number of key audience leaders or officials identified. **SC-003.3.6M** Time to assess HN government, including economic conditions and attitudes of civilians. **SC-003.3.7M** Time required to incorporate new intelligence data and products into ongoing threat evaluations. **SC-003.3.8M** Time to update or create threat, friendly and neutral models or templates. **SC-003.3.9M** Percentage of time that collection requests for perception, attitudes and beliefs of selected audiences are tasked. **SC-003.3.10M** Percent of planned intelligence activities	public diplomacy program leaders. **CS 1.0-013C:** The ability to leverage interagency teamwork to draw on universities, NGOs, the media production industry and other commercial experience to further the strategic communication effort. **CS 1.0-031C:** The ability to acquire, analyze, produce and disseminate (both across the joint force as well as with interagency partners) all-source intelligence on the current situation in a particular area.

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		with insufficient financial, personnel or logistical support which prevents effective intelligence support to communication an information operations.	
	SC-003.4T Disseminate intelligence on the perceptions, attitudes and beliefs of selected foreign audiences.	**SC-003.4.1M** Time to update assessments of perceptions, attitudes, and beliefs of selected audience. **SC-003.4.2M** Time to disseminate critical information to all users. **SC-003.4.3M** Yes/No- Publishing and dissemination schedules for recurring products are met. **SC-003.4.4M** Time to provide comprehensive analysis of political, military, economic, social, information, and infrastructure in the joint operations area.	
	SC-003.5T Update intelligence on the perceptions, attitudes and beliefs of selected foreign audiences.	**SC-003.5.1M** Time to analyze and provide new or revised intelligence and knowledge for the current assessment. **SC-003.5.2M** Yes/No- Intelligence update cycle is sufficient to produce information on foreign audience perceptions, attitudes and beliefs that is of value to commander, within the time limits established by commander. **SC-003.5.3M** Yes/No- Intelligence updates meet the commander's critical information requirements. **SC-003.5.4M** Time between submission of requirements	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		to inclusion in collection plan.	
	SC-003.6T Assess how selected audiences acquire and process information.	**SC-003.6.2M** Number of critical urban organizational structures, processes and functions for which information has been collected.	
		SC-003.6.3M Time to update assessments of perceptions, attitudes, and beliefs of selected audience.	
		SC-003.6.4M Time to disseminate critical information to planners or decision makers.	
		SC-003.6.5M Yes/No- Data on selected audiences exist and can be acquired and analyzed.	
		SC-003.6.6M Yes/No- Data on selected audiences does not exist but collection assets can be tasked to acquire data.	
		SC-003.6.7M Yes/No- Assessment can be performed and information provided within the time limits established by the commander.	
	SC-003.7T Conduct social network analyses of selected audiences.	**SC-003.7.1M** Yes/No- Social network analysis tools and techniques exist.	
		SC-003.7.2M Yes/No- Social analysts are available and well trained.	
		SC-003.7.3M Yes/No- Information on selected audiences is available for analysis.	
		SC-003.7.4M Time required to collect social network information that is not available in a database.	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		SC-003.7.5M Time to conduct and provide a comprehensive analysis of political, military, economic, social, information and infrastructure in the area of interest.	
	SC-003.8T Purchase market research information on the perceptions, attitudes and beliefs of selected audiences from external organizations or hire external organizations to perform such research.	**SC-003.8.1M** Number of firms judged to be able to provide market research capabilities. **SC-003.8.2M** Yes/No- Contracting mechanisms needed to purchase information or hire research firms are adequate.	
SC-004C The ability to access, produce and maintain information and knowledge on complex social communication systems, to include the characteristics of various media	**SC-004.1T** Identify the relevant communication channels, sources and other influence agents affecting the joint operations area.	**SC-004.1.1M** Number of critical organizational structures, processes and functions for which information is collected. **SC-004.1.2M** Yes/No- Mechanisms and systems exist to identify the relevant communication channels, sources and other influence agents affecting the joint operations area. **SC-004.1.3M** Yes/No- Feedback and assessment indicate that identification of relevant communication channels, sources and other influence agents is accurate.	**MCO 2.0-012C:** Deploy, employ and sustain a persistent, long-endurance, appropriately stealthy, and dynamically tailored ISR system. **MCO 2.0-043C:** Extend the strategic to tactical collaborative environment, including interagency and multinational partners, to enable persistent situational awareness and shared understanding. **SSTRO 2.0 Capability:** The ability to conduct seamless knowledge
	SC-004.2T Access, collect, produce and maintain existing intelligence or other knowledge of the	**SC-004.2.1M** Number of critical organizational structures, processes and functions for which information was collected. **SC-004.2.2M** Percent of attempts to access mechanisms	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
channels and the intentions, capabilities and efforts of other influencers within and having an effect on the joint operations area.	capabilities, intentions and other efforts of others exerting influence in the joint operations area.	and systems to gain existing intelligence or other knowledge that are successfully satisfied. **SC-004.2.3M** Yes/No- Mechanisms and systems exist to collect, produce and maintain information through various methods on the capabilities, intentions and influence efforts of other agents and on the broader social communication system affecting the joint operations area. **SC-004.2.4M** Percentage of information collected that is useable. **SC-004.2.5M** Number of existing and accessible databases concerning the capabilities, intentions and influence efforts of other agents and the broader social communication system affecting the joint operations area. **SC-004.2.6M** Degree to which databases are cross-connected to provide the most comprehensive information. **SC-004.2.7M** Percentage of databases accessible and provide an acceptable degree of information.	sharing among DOD elements, U.S. Government agencies, and multinational partners prior to, during, and after the completion of SSTR operations. **SSTRO 2.0 Capability:** The ability to develop intelligence requirements, coordinate, and position the appropriate collection assets, from the national to the tactical level. **SSTRO 2.0 Capability:** The ability to understand the cultural context in which operations take place, including the culture of coalition partners, civilian organizations and agencies. **IW 1.0 - 0.7-013C:** The ability to execute HUMINT network operations in advance of and throughout the IW campaign.
	SC-004.3T Prepare and allocate resources to a collection plan that includes collection of information on the capabilities, intentions and influence efforts of other influence agents and the broader social	**SC-004.3.1M** Yes/No- Mechanisms and systems exist to prepare a collection plan that includes collection of information on the capabilities, intentions and influence efforts of other influence agents and the broader social communication system affecting the joint operations area. **SC-004.3.2M** Percent of information on the capabilities, intentions and influence efforts of other agents and the broader social communication system judged	**IW 1.0 - 0.7-014C:** The ability to collect and exploit information on the situation. Obtain significant information on enemy and friendly forces and the nature and characteristics of the area of

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
	communication system affecting the joint operations area.	comprehensive and actionable. **SC-004.3.3M** Percent of intelligence resources judged to be adequate to support all knowledge requirements.	interest and its resident populations. **CS 1.0-031C:** The ability to acquire, analyze, produce and disseminate (both across the joint force as well as with interagency partners) all-source intelligence on the current situation in a particular area.
	SC-004.4T Disseminate intelligence on the capabilities, intentions and influence efforts of other influence agents and the broader social communication system affecting the joint operations area.	**SC-004.4.1M** Yes/No- Mechanisms and systems exist to disseminate intelligence on the capabilities, intentions and influence efforts of other influence agents and on the broader social communication system affecting the joint operations area. **SC-004.4.2M** Percent of feedback that indicates that intelligence disseminated or published on these topics is adequate to support needs. **SC-004.4.3M** Time to disseminate critical information to planners or decision makers.	
	SC-004.5T Analyze the flow and mutation of information through any given social communication system.	**SC-004.5.1M** Yes/No- System exists to analyze the flow and mutation of information through any given social communication system. **SC-004.5.2M** Percent of analysis on information flow and mutation assessed as adequate. **SC-004.5.3M** Percentage and frequency of messages mutated. **SC-004.5.4M** Time to provide comprehensive analysis of political, military, economic, social, information, and infrastructure in the joint operations area.	
SC-005C	**SC-005.1T** Detect and monitor messages,	**SC-005.1.1M** Yes/No-Organic assets can detect, identify and characterize signals of others that have of influence	**MCO 2.0-011C:** Achieve anticipatory and shared

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
The ability to detect, monitor, translate, and assess the effects of the strategic communication efforts of others—to include friendly governments, non-state groups, neutrals, competitors and adversaries—as the basis for responding to those effects.	actions or signals of others that have influence within the joint operational area.	within the JOA. **SC-005.1.2M** Yes/No-Coalition assets can detect, identify and characterize signals of influence within the JOA and will provide these to the JFC. **SC-005.1.3M** Yes/No-Relationships with groups exist that will provide information to help detect, identify and monitor messages, actions and signals of influence within the JOA. **SC-005.1.4M** Time to detect, identify and characterize signals of influence within the JOA. **SC-005.1.5M** Number of messages, actions and signals the joint force can reasonably monitor inside and outside the JOA. **SC-005.1.6M** Yes/No- Capability exists to analyze how influence efforts of other influence agents affect the accomplishment of the mission. **SC-005.1.7M** Yes/No- Analysis efforts of other influence agents used as a basis for responding to those effects.	understanding among joint, interagency, and multinational partners in order to know the full dimensions of the operational environment, our adversaries, others, and ourselves. **MCO 2.0-013C:** Perform effects-assessment in the physical, information, and cognitive domains to include second and higher order effects. **MCO 2.0-014C:** Gain and maintain a holistic understanding and visualization of all parties with equity or influence in the conflict. **MCO 2.0-030C:** Maintain persistent force projection, employment, and sustainment situational awareness, and achieve shared understanding at multiple echelons. **MCO 2.0-043C:** Extend the strategic to tactical collaborative environment, including interagency and multinational partners, to enable persistent situational awareness and shared
	SC-005.2T Translate and interpret any signals that influence perceptions within the joint operations area.	**SC-005.2.1M** Yes/No- Signal translation capability exists to estimate amount of influence that signals are having within the JOA. **SC-005.2.2M** Time to accurately translate signals.	
	SC-005.3T Assess the effects of others'	**SC-005.3.1M** Yes/No- Capability exists to understand and assess the effects of others' messages, actions and	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
	messages, actions and signals on various audiences within the joint operations area.	signals on various audiences within the joint operations area. **SC-005.3.2M** Time to provide assessments to commander within acceptable levels of quality. **SC-005.3.3M** Yes/No- Capability exists to assess importance of translation and provide information to friendly decision makers for action.	understanding. **MCO 2.0-051C:** Develop and test tools, processes, and knowledge federations to holistically understand and visualize all parties with equity or influence in the conflict (adversaries, neutrals, and multinational). **IW 1.0 - 0.7-002C:** The ability to assess operational situation. **IW 1.0 - 0.7-032C:** The ability to develop appropriate analytical models to support the analysis of IW campaigns and operations.
SC-006C The ability to estimate the direct and indirect effects of potential actions and signals on the perceptions, attitudes, beliefs and actions of selected	**SC-006.1T** Estimate the potential impact of any course of action on the perceptions, attitudes and beliefs of intended and unintended audiences.	**SC-006.1.1M** Yes/No- Capability exists to estimate the potential impact of any course of action on the perceptions, attitudes and beliefs of intended and unintended audiences. **SC-006.1.2M** Time required to provide estimates of the potential impact of any course of action on the perceptions, attitudes and beliefs of intended and unintended audiences.	**MCO 2.0-011C:** Achieve anticipatory and shared understanding among joint, interagency, and multinational partners in order to know the full dimensions of the operational environment, our adversaries, others, and ourselves. **CS 1.0-025C**: The ability to access modeling and simulation support related to societal dynamics, stability and influences.
	SC-006.2T Conduct modeling and simulation of the effects of potential actions and signals on	**SC-006.2.1M** Yes/No- Capability exists to conduct modeling and simulation of the effects of potential actions and signals on selected audiences. **SC-006.2.2M** Time to provide modeling and simulation of	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
audiences, both intended and unintended.	selected audiences.	the effects of potential actions and signals on selected audiences in order to meet user needs.	
	SC-006.3T Conduct polling or other pre-testing into the potential effects of various potential actions and signals.	**SC-006.3.1M** Yes/No- Capability exists to poll desired audiences or pre-test to gain insight into the potential effects of sending various signals. **SC-006.3.2M** Percent of polls viewed as useful by commanders and other users. **SC-006.3.3M** Time to analyze polling or other pre-testing data in order to determine the potential effects of signals.	
	SC-006.4T Hire external organizations to conduct opinion-polling or other research into the potential direct and indirect effects of various potential actions and signals.	**SC-006.4.1M** Yes/No- Mechanisms are in place to allow hiring of external organizations to conduct opinion-polling or other research into the potential direct and indirect effects of various potential actions and signals. **SC-006.4.2M** Percent of polls conducted by external organizations viewed as useful and timely by commanders and other users.	
	SC-006.5T Develop and maintain culturally differentiated databases on the likely effects of various actions and signals on selected audiences.	**SC-006.5.1M** Yes/No- Mechanism exists to develop and maintain culturally differentiated databases on the likely effects of various actions and signals on selected audiences. **SC-006.5.2M** Number of culturally differentiated databases on the likely effects of various actions and signals on selected audiences. **SC-006.5.3M** Percent of culturally differentiated databases on the likely effects of various actions and	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability [19]
		signals on selected audiences that provide an effective means of mission analysis, planning, execution and assessment.	
SC-007C The ability to conceive and formulate timely, resonant and culturally attuned messages.	**SC-007.1T** Identify the intended and unintended audiences of any messages, actions and signals, to include key influencers.	**SC-007.1.1M** Time required to identify the intended and unintended audiences. **SC-007.1.2M** Time required to identify the key influencers within an audience. **SC-007.1.3M** Percent of intended and unintended audiences that are identified with sufficient accuracy and timeliness to be of value to the commander. **SC-007.1.4M** Percent of key influencers that are identified with sufficient accuracy and timeliness to be of value to the commander. **SC-007.1.5M** Percent of key influencers that may be affected by the messages, actions and signals under consideration.	**MCO 2.0-002C:** Define desired effects to focus planning, communicate desired end states and effects to the lowest required level. **MCO 2.0-004C:** Facilitate centralized and decentralized decision-making. **MCO 2.0-019C:** Fully integrate joint, interagency, and multinational capabilities. **MCO 2.0-020C:** Conduct rehearsed flexible and responsive operations at every useful level, to include IO and maneuver and precision engagement operations that are supported by enhanced integrated combined fires and compressed sensor-to-shooter-to-impact engagement capabilities. **SSTRO 2.0 Capability:** The ability to conduct integrated, parallel, and distributed planning within DOD, across the U.S. interagency
	SC-007.2T Determine the desired effects of any messages, actions and signals on the perceptions, attitudes, beliefs or behaviors of intended and unintended audiences to include key influencers.	**SC-007.2.1M** Time required to determine the desired effects on intended and unintended audiences. **SC-007.2.2M** Time required to determine the desired effects on the key influencers within an audience. **SC-007.2.3M** Percent of desired effects that are established with sufficient accuracy and timeliness to be of value to the commander. **SC-007.2.4M** Percent of messages, actions and signals developed during the planning stage that achieve the	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		desired effects.	community, with coalition partners, and with other multinational organizations.
	SC-007.3T Determine the appropriate medium and method for communicating messages, actions and signals.	**SC-007.3.1M** Time to determine the appropriate medium and method for communicating messages, actions and signals. **SC-007.3.2M** Percent of messages, actions and signals communicated via the most appropriate medium and method. **SC-007.3.3M** Yes/No- A catalog/database exists for determining the appropriate medium and method for communicating any message, action and signal with respect to any given audience.	**DO 2.0 Capability:** Support and participate in USG strategic communication activities to understand, inform, and influence all foreign audiences whose perceptions may influence our deterrent success. **DO 2.0 Capability:** Ability to inform adversaries explicitly of US national interests and intentions, show US resolve, communicate our confidence in our ability to limit damage to ourselves and our allies, reveal their vulnerability to US attack through a wide range of capabilities, provide terms and conditions for adversary compliance, and affect other elites or centers of power to influence adversary decision-makers in a variety of ways.
	SC-007.4T Determine the appropriate timing, frequency, content and packaging for any message, action and signal.	**SC-007.4.1M** Time to determine the timing and frequency for any message, action and signal. **SC-007.4.2M** Time to determine the content and packaging for any message, action and signal. **SC-007.4.3M** Percent of content and packaging performed within the time limits specified by the requester. **SC-007.4.4M** Percent of messages, actions and signals for which content and packaging were accurately identified. **SC-007.4.5M** Yes/No- Signal timing and repetition frequency are assessed to be proper based on results of sampling and assessment data.	
	SC-007.5T Anticipate potential mutation of any friendly messages, actions	**SC-007.5.1M** Yes/No- Predictive analysis methods are available, established and operating.	**DO 2.0 Capability:** Ability to efficiently and effectively communicate in the adversary's native language as well as in a

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
	and signals as they are relayed through a social communication system.	**SC-007.5.2M** Time to determine potential mutation of any friendly messages, actions and signals. **SC-007.5.3M** Percent of predictive analysis that accurately identified signal mutation during relay within the social communications system.	format they will receive, accept and understand. **CS 1.0-053C:** The ability to implement a communication plan.
SC-008C The ability to quickly produce and deliver information products designed to influence selected audiences as desired.	**SC-008.1T** Identify available information and imagery acquisition, production and dissemination resources.	**SC-008.1.1M** Time required to identify available information production and dissemination resources. **SC-008.1.2M** Yes/No- Mechanisms exist to identify available information production and dissemination resources. **SC-008.1.3M** Percent of identified production and dissemination mechanisms that are useful and yield accurate information.	**MCO 2.0-025C:** Conduct proactive communication activities and information operations to counter adversary propaganda, disrupt or destroy their information networks, and influence, degrade, or control adversary decision making. **SSTRO 2.0 Capability:** The ability to design and disseminate information in various forms to influence the views of adversary, neutral, and supportive audiences.
	SC-008.2T Maintain sufficient information and imagery acquisition, production and dissemination resources with access to the joint operations area.	**SC-008.2.1M** Time required to produce and disseminate information products. **SC-008.2.2M** Percent of information products and dissemination requests tasked within time to be of value to the commander. **SC-008.2.3M** Percent of information products and dissemination requests satisfied. **SC-008.2.4M** Percent of information production and dissemination resources with access to the joint operations area that are reliable.	**IW 1.0 - 0.7-010C:** The ability to conduct psychological operations in support of IW campaign objectives. **IW 1.0 - 0.7-011C:** The ability to conduct counter-psychological operations. **DO 2.0 Capability:** Support and

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
	SC-008.3T Employ local media to transmit the friendly signal.	**SC-008.3.1M** Time required to employ local media to transmit the friendly signal. **SC-008.3.2M** Yes/No- A current database of local media is available for review. **SC-008.3.3M** Yes/No- Mechanisms exist to contact, contract with, or otherwise employ local media to transmit the friendly signal. **SC-008.3.4M** Percent of local media transmitting the friendly signal.	participate in USG strategic communication activities to understand, inform, and influence all foreign audiences whose perceptions may influence our deterrent success. **DO 2.0 Capability:** Ability to inform adversaries explicitly of US national interests and intentions, show US resolve, communicate our confidence in our ability to limit damage to ourselves and our allies, reveal their vulnerability to US attack through a wide range of capabilities, provide terms and conditions for adversary compliance, and affect other elites or centers of power to influence adversary decision-makers in a variety of ways. **DO 2.0 Capability:** Ability to efficiently and effectively communicate in the adversary's native language as well as in a format they will receive, accept and understand.
	SC-008.4T Employ credible external organizations to transmit the signal.	**SC-008.4.1M** Time required to employ credible external organizations to transmit the signal. **SC-008.4.2M** Yes/No- Current database of credible external organizations that can transmit the signal is available for review. **SC-008.4.3M** Yes/No- Mechanisms exist to acquire the services of credible external organizations to transmit the signal. **SC-008.4.4M** Percentage of signals transmitted by credible external organizations.	
	SC-008.5T Delegate message and information release authority to the lowest practical level.	**SC-008.5.1M** Yes/No- Rules are clearly established for delegating message release authority at lowest practical level. **SC-008.5.2M** Percent of messages released at the lowest practical level.	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		SC-008.5.3M Yes/No- Release authorities are set at the appropriate level, based on analyses that include signal effectiveness as a function of: time to release; review of potential signal mutation; review of potential signal misinterpretation by non-target audiences; and other factors.	
	SC-008.6T Produce, sponsor, and support credible and culturally attuned messages and distribute them through the appropriate range of information media (print, radio, television, internet, ect).	**SC-008.6.1M** Time required to produce, sponsor, and support credible and culturally attuned messages and distribute them through the appropriate range of information media (print, radio, television, internet, ect). **SC-008.6.2M** Yes/No- Mechanisms exist to produce, sponsor, and support credible and culturally attuned messages and distribute them through the appropriate range of information media (print, radio, television, internet, ect). **SC-008.6.3M** Percentage of culturally attuned messages distributed through the appropriate range of information media (print, radio, television, internet, ect).that advances the commander's objectives. **SC-008.6.4M** Percentage of messages that were credible and culturally attuned. **SC-008.6.5M** Yes/No- Sufficient personnel are trained or hired to produce, sponsor, and support credible and culturally attuned messages and distribute them through the appropriate range of information media (print, radio, television, internet, ect).	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
SC-009C The ability to conceive and coordinate physical actions or maintain physical capabilities designed to influence selected audiences as desired.	**SC-009.1T** Conceive and coordinate cooperative security (CS) activities. (Examples include: Humanitarian assistance, disaster-relief, peace enforcement, flexible deterrent options (FDOs), military exchange programs, multinational exercises, visible forward presence)	**SC-009.1.1M** Time required to conceive/identify and coordinate CS activities that will influence selected audiences positively. **SC-009.1.2M** Time required for US country team and combatant command to coordinate desired response of CS activities. **SC-009.1.3M** Time required to establish liaison with country team, HN, and other agencies, NGO/IO and coalition forces. **SC-009.1.4M** Percent of planned CS activities with insufficient financial, personnel, coalition, or logistical support that prevent the CS activities from being executed. **SC-009.1.5M** Percent of all CS activities conducted that were designed to influence selected audiences. **SC-009.1.6M** Percent of CS activities conceived and coordinated to affect physical actions or maintain physical conditions that influenced selected audiences positively. **SC-009.1.7M** Time required to assess intended and unintended audience responses to CS activities. **SC-009.1.8M** Percent of all activities designed to influence selected audiences that are CS-related. **SC-009.1.9M** Yes/No- Mechanisms exist to conceive and coordinate CS activities designed to influence selected audiences. **SC-009.1.10M** Percent of CS activities viewed favorably	**MCO 2.0-025C:** Conduct proactive communication activities and information operations to counter adversary propaganda, disrupt or destroy their information networks, and influence, degrade, or control adversary decision making. **SSTRO 2.0 Capability:** The ability to design and disseminate information in various forms to influence the views of adversary, neutral, and supportive audiences. **SSTRO JOC 2.0 Effect:** Collaboratively shape the operational environment in support of USG information activities through security cooperation efforts. **SSTRO 2.0 Capability:** The ability to conduct integrated, parallel, and distributed planning within DOD, across the U.S. interagency community, with coalition partners, and with other multinational organizations. **IW 1.0 - 0.7-010C:** The ability to conduct psychological operations in

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		and unfavorably by selected audiences.	support of IW campaign objectives.
		SC-009.1.11M Percent of CS activities conceived and coordinated to affect physical actions or maintain physical conditions correctly interpreted by the selected audiences.	**IW 1.0 - 0.7-011C:** The ability to conduct counter-psychological operations.
	SC-009.2T Conceive and coordinate communication and information operations (IO) activities. (Examples include: Public Affairs, CNO, OPSEC, EW, MILDEC, PSYOP, and Defense Support to Public Diplomacy)	**SC-009.2.1M** Time required to conceive/identify and coordinate communication and IO activities that will influence selected audiences positively. **SC-009.2.2M** Time required for US country team and combatant command to coordinate desired response of communication and IO activities. **SC-009.2.3M** Time required to establish liaison with country team, HN, and other agencies, NGO/IO and coalition forces. **SC-009.2.4M** Percent of planned communication and IO activities with insufficient financial, personnel, coalition, or logistical support that prevent the communication and IO activities from being executed. **SC-009.2.5M** Percent of all communication and IO activities conducted designed to influence selected audiences. **SC-009.2.6M** Percent of communication and IO activities conceived and coordinated to affect physical actions or maintain physical conditions that influenced selected audiences positively. **SC-009.2.7M** Time required to assess intended and	**DO 2.0 Capability:** Support and participate in USG strategic communication activities to understand, inform, and influence all foreign audiences whose perceptions may influence our deterrent success. **DO 2.0 Capability:** Ability to inform adversaries explicitly of US national interests and intentions, show US resolve, communicate our confidence in our ability to limit damage to ourselves and our allies, reveal their vulnerability to US attack through a wide range of capabilities, provide terms and conditions for adversary compliance, and affect other elites or centers of power to influence adversary decision-makers in a variety of ways. **CS 1.0-010C:** The ability to provide defense support to public diplomacy

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		unintended audience responses to communication and IO activities.	efforts.
		SC-009.2.8M Percent of all activities designed to influence selected audiences that are communication- and IO-related.	**CS 1.0-011C:** The ability to communicate security policy objectives, priorities and reasons for specific activities through unambiguous and consistent (across the USG) messages to a broad range of audiences.
		SC-009.2.9M Yes/No- Mechanisms exist to conceive and coordinate communication and IO activities designed to influence selected audiences.	
		SC-009.2.10M Percent of communication and IO activities viewed favorably and unfavorably by selected audiences.	**CS 1.0-014 C:** The ability to maintain the persistent, forward integrated presence of small units or in-country military groups working with the country team for purposes of stabilization.
		SC-009.2.11M Percent of communication and IO activities conceived and coordinated to affect physical actions or maintain physical conditions that were correctly interpreted by the selected audiences.	**CS 1.0-043C:** The ability to contribute to a comprehensive approach to security sector reform by helping design, sequence and implement programs to help host nations improve their security
		SC-009.2.12M Percent of identified/planned communication and IO activities that were not executed.	
	SC-009.3T Conceive and coordinate maneuver and engagement actions, including both lethal and nonlethal actions. (Examples include: Show of force/demonstration, strike operations, enforcing sanctions,	**SC-009.3.1M** Time required to conceive/identify and coordinate maneuver and engagement activities that will influence audiences.	institutions, laws, incentives, transparency and leadership.
		SC-009.3.2M Time required for US country team and combatant command to coordinate desired response for maneuver and engagement activities.	**CS 1.0-067C:** The ability to understand underlying conditions that lead to extremism including linking them to behavior (i.e., validation that assumed underlying
		SC-009.3.3M Time required to establish liaison with country team, HN, and other agencies, NGO/IO and	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
	embargos or blockades)	coalition forces.

SC-009.3.4M Percent of planned maneuver and engagement activities with insufficient financial, personnel, coalition, or logistical support that will prevent maneuver and engagement activities from being executed.

SC-009.3.5M Percent of all maneuver and engagement activities conducted that were designed to influence selected audiences.

SC-009.3.6M Percent of maneuver and engagement activities conceived and coordinated to affect physical actions or maintain physical conditions that influenced selected audiences positively.

SC-009.3.7M Time required to assess intended and unintended audience responses to maneuver and engagement activities.

SC-009.3.8M Percent of all activities designed to influence selected audiences that are maneuver- and engagement-related.

SC-009.3.9M Yes/No- Mechanisms exist to conceive and coordinate maneuver and engagement activities designed to influence selected audiences.

SC-009.3.10M Percent of maneuver and engagement activities viewed favorably and unfavorably by selected audiences.

SC-009.3.11M Percent of maneuver and engagement | conditions are actually causing the behavior).

SSTRO 2.0 Capability: The ability to coordinate and integrate with USG agencies and multinational organizations in order to support humanitarian assistance and disaster response efforts.

SSTRO 2.0 Capability: The ability to conduct immediate reconstruction of critical infrastructure and essential services.

SSTRO 2.0 Capability: The ability to assist the host nation in developing near-term reconstruction and longer-term economic development plans, e.g., reestablishing the central bank and government payment mechanisms, rationalizing revenues and expenditures.

SSTRO 2.0 Capability: The ability of the USG to deploy and sustain civilian specialists over an extended period to assist the host nation in developing the new governance |

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		activities conceived and coordinated to affect physical actions or maintain physical conditions that were correctly interpreted by the selected audiences.	system.
		SC-009.3.12M Percent of identified/planned maneuver and engagement activities that were not executed.	
		SC-009.3.13M Percent of maneuver and engagement actions coordinated with communication and information operations activities.	
	SC-009.4T Conceive and coordinate security activities. (Examples include: Security Assistance and Foreign Internal Defense, establishing Rule of Law)	**SC-009.4.1M** Time required to conceive and coordinate security activities that will influence audiences.	
		SC-009.4.2M Time required for US country team and combatant command to coordinate desired response for security activities.	
		SC-009.4.3M Time required to establish liaison with country team, HN, and other agencies, NGO/IO and coalition forces.	
		SC-009.4.4M Percent of planned security activities with insufficient financial, personnel, coalition, or logistical support that will prevent security activities from being executed.	
		SC-009.4.5M Percent of all security activities conducted that were designed to influence selected audiences.	
		SC-009.4.6M Percent of security activities conceived and coordinated to affect physical actions or maintain physical conditions that successfully influenced selected audiences	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		positively.	
		SC-009.4.7M Time required to assess intended and unintended audience response to security activities.	
		SC-009.4.8M Percent of all activities designed to influence selected audiences that are security-related.	
		SC-009.4.9M Yes/No- Mechanisms exist to conceive and coordinate security activities designed to influence selected audiences.	
		SC-009.4.10M Percent of security activities viewed favorably and unfavorably by selected audiences.	
		SC-009.4.11M Percent of security activities conceived and coordinated to affect physical actions or maintain physical conditions that were correctly interpreted by the selected audiences.	
		SC-009.4.12M Percent of identified/planned security activities that were not executed.	
	SC-009.5T Conceive and coordinate stabilization operations activities. (Examples include: Deliver humanitarian assistance, restore critical infrastructure, establish effective governance, medical civic action	**SC-009.5.1M** Time required to conceive/identify and coordinate stabilization activities that will influence selected audiences. **SC-009.5.2M** Time required for US country team and combatant command to coordinate desired response for stabilization activities. **SC-009.5.3M** Time required to establish liaison with country team, HN, and other agencies, NGO/IO and	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
	programs (MEDCAPs) and medical readiness training exercises (MEDRETEs), civil engineering)	coalition forces. **SC-009.5.4M** Percent of planned stabilization activities with insufficient financial, personnel, coalition, or logistical support that will prevent stabilization activities from being executed. **SC-009.5.5M** Percent of all stabilization activities conducted that were designed to influence selected audiences. **SC-009.5.6M** Percent of stabilization activities conceived and coordinated to affect physical actions or maintain physical conditions that influenced selected audiences positively. **SC-009.5.7M** Time required to assess intended and unintended audience responses to stabilization activities. **SC-009.5.8M** Percent of all activities designed to influence selected audiences that are stabilization-related. **SC-009.5.9M** Yes/No- Mechanisms exist to conceive and coordinate stabilization activities designed to influence selected audiences. **SC-009.5.10M** Percent of stabilization activities viewed favorably or unfavorably by selected audiences. **SC-009.5.11M** Percent of stabilization activities conceived and coordinated to affect physical actions or maintain physical conditions that were correctly interpreted by the selected audiences.	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		SC-009.5.12M Percent of identified/planned stabilization activities not executed.	
	SC-009.6T Conceive and coordinate transition operations activities. (Examples include: Security sector reform, building host nation capacity, reduce drivers of instability, support economic development, establish effective governance)	**SC-009.6.1M** Time required to conceive/identify and coordinate transition activities that will influence audiences. **SC-009.6.2M** Time required for US country team and combatant command to coordinate desired response for transition activities. **SC-009.6.3M** Time required to establish liaison with country team, HN, and other agencies, NGO/IO and coalition forces. **SC-009.6.4M** Percent of planned transition activities with insufficient financial, personnel, coalition, or logistical support that will prevent transition activities from being executed. **SC-009.6.5M** Percent of all transition activities conducted that were designed to influence selected audiences. **SC-009.6.6M** Percent of transition activities conceived and coordinated to affect physical actions or maintain physical conditions that influenced selected audiences positively. **SC-009.6.7M** Time required to assess intended and unintended audience responses to transition activities. **SC-009.6.8M** Percent of all activities designed to influence selected audiences that are transition-related.	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		SC-009.6.9M Yes/No- Mechanisms exist to conceive and coordinate transition activities designed to influence selected audiences. **SC-009.6.10M** Percent of transition activities viewed favorably and unfavorably by selected audiences. **SC-009.6.11M** Percent of transition activities conceived and coordinated to affect physical actions or maintain physical conditions that were correctly interpreted by the selected audiences. **SC-009.6.12M** Percent of identified/planned transition activities that were not executed.	
SC-010C The ability to document, through various means, joint force actions, down to small-unit levels, and to disseminate this information in real or near-real time as required.	**SC-010.1T** Provide support to embedded journalists and visiting media.	**SC-010.1.1M** Yes/No- Mechanisms exist to provide support to embedded journalists and visiting media. **SC-010.1.2M** Percent of requests for support from embedded media and journalists supported. **SC-010.1.3M** Percent of feedback indicating that having journalists embedded in their units benefits the overall communication and information posture.	
	SC-010.2T Acquire, store, process and distribute audio and video capture of joint force operations, down to the small-unit and platform levels.	**SC-010.2.1M** Yes/No- Sufficient Combat Camera and related assets are available to provide audio and video capture of joint force operations, down to the small-unit and platform levels. **SC-010.2.2M** Yes/No-Mechanisms exist to use troop-owned assets to capture audio and video of joint force operations, down to the small-unit and platform levels.	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
		SC-010.2.3M Percentage of requests for audio and video to support strategic communication fulfilled.	
		SC-010.2.4M Time to process and distribute documentation of joint force operations.	
		SC-010.2.5M Yes/No- Database for documented Joint Force actions can be readily recalled for use when needed.	
		SC-010.2.6M Yes/No- Mechanisms exist to disseminate documentation of joint force actions to selected audiences as appropriate in a timely manner.	
	SC-010.3T Edit documentation of joint force actions for reasons of operational security and personal privacy.	**SC-010.3.1M** Mechanisms exist to edit/recall documentation of joint force actions for reasons of operational security and personal privacy.	
		SC-010.3.2M Percentage of feedback that indicates the sufficiency of editing and recall mechanisms satisfies the intended purpose.	
SC-011C The ability to coordinate, monitor, measure and assess the effects of friendly signals with other partners on ~~intended and~~	**SC-011.1T** Monitor the effects of friendly messages, actions, and signals on intended and unintended audiences.	**SC-011.1.1M** Yes/No- Mechanisms exist to monitor the effects of friendly messages, actions, and signals on intended and unintended audiences.	**CS 1.0-025C:** The ability to access modeling and simulation support related to societal dynamics, stability and influences.
		SC-011.1.2M Percent of the effects of friendly messages, actions, and signals on intended and unintended audiences indicates that signals are being received and processed in the fashion intended by the commander or other decision maker.	**CS 1.0-065C:** The ability to collaboratively participate in planning activities involving Department of State CT and regional bureaus, country teams, the U.S. intelligence community,
		SC-011.1.3M Percent of signals mutated as they transit the audience's social network but within the parameters	

JIC Capability	Task	Measures	Associated JOC Effect or JOC/JFC Capability[19]
unintended audiences in relation to expected effects.		predicted by pre-mission modeling.	FBI and other elements of the USG.
	SC-011.2T Measure latencies of the effect of friendly signals on selected audiences.	**SC-011.2.1M** Yes/No- Establish quantitative and/or qualitative measures for the expected effects of friendly messages, actions, and signals. **SC-011.2.2M** Yes/No- Mechanisms exist to estimate latencies of the effect of friendly signals on selected audiences and incorporate these into operational planning. **SC-011.2.3M** Time it takes to observe quantitative or qualitative effects of messages, actions, and signals on audiences.	**CS 1.0-066C** The ability to responsively identify, understand and counter anti-U.S. narratives.
	SC-011.3T Assess the effects of friendly signals on intended and unintended audiences in relation to expectations.	**SC-011.3.1M** Yes/No- Mechanisms exist to assess the effects of friendly signals on intended and unintended audiences in relation to expectations. **SC-011.3.2M** Time it takes to assess quantitative or qualitative effects of messages, actions, and signals on audiences. **SC-011.3.3M** Percentage of operationally significant differences between expected and actual effects of messages, actions and signals identified. **SC-011.3.4M** Percent of signals mutated as they transit the audience's social network but within the parameters predicted by pre-mission modeling. SC-011.3.5 Percent of plans and actions modified based on assessments of the effects of our actions and signals.	

3

APPENDIX D: ILLUSTRATIVE VIGNETTE

STRATEGIC COMMUNICATION WITH MESONESIA, 2016-2028[20]

In 2016, the economically vibrant and politically dynamic southwest Pacific region is a focal point of U.S. foreign policy due to its significant oil production, strategic shipping location, and recent challenge to political stability. A key factor is the appearance of Mesonesia as an emerging "Pacific Tiger." Mesonesia is an archipelago nation of six major islands and dozens of lesser ones located in the south Pacific some 500 nautical miles east of Vietnam, 400 nautical miles west of the Philippines and 500 nautical miles north of Brunei. See Figure D-1. Its population is some 80 million. Mesonesians are primarily of Austronesian descent, but there are important Negrito, Melanesian, Chinese, Arab (largely from Kirmenia, a small Middle Eastern kingdom) and European minorities. In all, the Mesonesian population comprises over 200 distinct ethnicities. The official language is Mesonesian, although English is widely spoken, especially in the cities, and over 100 local dialects exist.
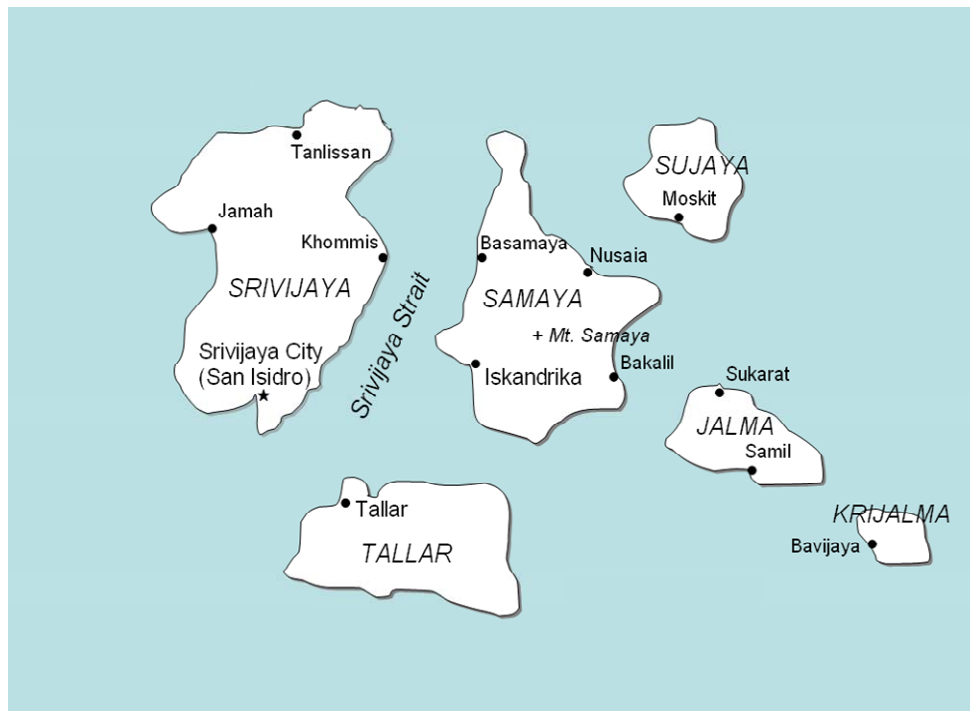

Figure D-1. The Republic of Mesonesia

---

[20] This is a work of fiction. Any resemblance to actual places, events or operations is entirely coincidental. It is intended only to illustrate various ideas contained in the concept paper and not meant to be authoritative or prescriptive.

Mesonesia was converted to Islam in the Fifteenth Century and then conquered by Spain and the Netherlands in the 1700s. Spain established its colonial capital at San Isidro (now Srivijaya City) and began the process of trying to convert the population to Roman Catholicism on the islands of Srivijaya and Tallar. The other islands resisted Dutch rule through a series of uprisings through the Nineteenth Century and maintained their Muslim identity. Mesonesia fell under Japanese control during the Second World War and gained its independence in 1946 after Japan's surrender.

Since the turn of the Twenty-first Century, reforms began to take hold. The national government embarked on a program of national industrialization. The country attracted significant business process outsourcing, putting it in competition with the Philippines and India. Offshore oil deposits were discovered, and by 2016 Mesonesia became the second-leading oil producer in the region, behind only Indonesia. The island of Jalma developed as a resort destination for wealthy Westerners and Asians. The Mesonesian army, navy and air forces are undergoing rapid modernization and growth.

In 2016, Srivijaya and Tallar are mixed Muslim-Catholic populations, while Samaya, Sujaya, Jalma, Krijalma and the lesser islands are overwhelmingly Muslim. Overall, Mesonesia has a majority Muslim population although it is not officially a Muslim state. Over 65 percent of Mesonesians claim Islam as their religion, although it is an Islam permeated with native influences and generally considered impure by much of the Muslim world. A movement to "restore" the purity of Mesonesian Islam is gaining in strength. The most significant Roman Catholic concentrations are in the cities of Srivijaya and Tallar, where the Spanish influence is strongest. These Catholics formed the civil-service class during Spanish rule, and remain disproportionately represented in government and the military—a fact that causes considerable friction with some segments of the population.

The three major cities are Srivijaya City, Iskandrika and Tallar. Srivijaya City is the capital and business hub, a quickly modernizing cosmopolitan center of some seven million. Fueled by the burgeoning oil industry and the arrival of numerous multinational corporations attracted by advantageous tax laws, growth is rapid. Iskandrika embodies Mesonesia's Muslim identity. Its population is some 3.5 million. Iskandrika has a thriving commercial center, but also has sprawling, haphazard slums, which make it a growing hotbed of unrest fueled by fundamentalists seeking to unseat the government of Mesonesia. This segment of the Mesonesian society has come to feel increasingly disenfranchised and susceptible to anti-government appeals by leaders of the fundamentalist movement. This is partly a manifestation of the tension between maintaining its Old World character and the realities imposed by the national policy of modernization. Tallar,

population 1.7 million, is a major port and now an oil town that exhibits some of the dynamics of both Srivijaya City and Iskandrika.

Mesonesian relations with Kirmenia remain close. Many Mesonesian Muslims claim Kirmenian descent in the widespread belief that Islam was first brought to the islands by Kirmenian explorers. Mesonesia relies on Kirmenian expertise in running its oil industry. Largely as a result of Kirmenian influence over the course of decades, most Mesonesians are distrustful of the United States.

Mesonesia has a significant diaspora, with ethnic Mesonesians distributed throughout Southeast Asia and significant concentrations in Spain, Mexico and Peru. The largest Mesonesian concentration in the United States is a community of about 30,000 in the greater San Diego area.

The Mesonesian information environment is as complex as Mesonesian society. The major cities, especially Srivijaya City, Tallar and Sukarat, are "connected" cities. Srivijaya City has significant communications infrastructure—broadband internet, satellite, cable and cell. Internet cafes and satellite dishes abound. There are more cell phones than people in the Srivijaya City market. The other major cities are only slightly less "connected." On the other extreme, communications infrastructure in many of the interior villages or the worst urban slums is very limited. Internet service exists, but is much less available. These local communities tend to rely on more traditional communication methods, including word of mouth. Radio stations are plentiful, with broadcast ranges reaching into even the most remote interior regions. There are a dozen television stations, available by broadcast, cable and satellite. There is a daily national newspaper, the *Mesonesia Times,* published in Srivijaya City. *The Daily Iskandrika* also has a national circulation and is the leading newspaper among the Muslim population. Numerous other metropolitan and local papers exist, including some dual-language papers catering to specific ethnic groups.

Cooperative Security, 2016-2020

U.S.-Mesonesian relations have never been close and diplomatic ties are virtually non-existent, but the U.S. administration decides that the conditions are right for engagement. The United States embarks on a conscious policy of improving relations with Mesonesia. Strategic objectives here are mainly general rather than proximate—they are to increase understanding and improve relations between the American and Mesonesian governments and peoples. This means improving the U.S. image in Mesonesia—as well as throughout the entire region—enhancing the credibility and legitimacy of U.S. interests and objectives in the eyes of the Mesonesian government and people. One proximate objective is to prevent the global Islamist insurgency from gaining influence in Mesonesia; as Islamist extremists continue to suffer setbacks throughout

the Middle East and Southwest Asia, the intelligence community estimates the Islamists are moving to establish support among the Muslim populations of Southeast Asia, with the disaffected Muslim population of Mesonesia considered an obvious target.

The President emphasized with every agency and level of federal government that strategic communication would play a key role in this strategy. The Department of State (DOS) will coordinate the national effort to ensure the U.S. conveys a single clear theme. The Department of Defense (DOD) will support as directed by the Secretary of Defense. DOD directs U.S. Pacific Command (USPACOM) to support this effort. All USPACOM theater security cooperation activities that support DOS strategic communication objectives will be coordinated under the auspices of the Mesonesia Interagency Working Group (MIAWG), a virtual collaborative community of interest under State Department leadership. The MIAWG includes USG departments and agencies, a team of Mesonesian-American cultural experts, nongovernmental organizations, and academic institutions with expertise in Mesonesia. Leading USPACOM's involvement in the MIAWG is a pair of career foreign-area officers with extensive regional expertise who eventually will be assigned to the country team.

Because opinion polling indicates strong distrust of the U.S. among most Mesonesians, the MIAWG focuses on restoring U.S. credibility. Through third party marketing research firms, the consultants segmented the population discovering that only 28 percent of the population comprised this negative sentiment, but held 63 percent of the religious and economic clout in the country. As a result, the remaining population follows the lead of the minority segment. With MIAWG approval, the consultants contract with Mesonesian companies to develop data using focus groups from each of the islands with the goal of determining what can best enhance U.S. foreign policy in the region.

Based on guidance from the President, the DOS establishes a broad theme with associated goals tied to several end-states such as improving regional security through cooperative security with Mesonesia and ensuring greater economic viability for the Mesonesian people. Other agencies, including the combatant commands, develop supporting messages based on their particular perspectives, requirements, and theater security cooperation plans. The messages are those words and actions that lead to achieving the desired end-states; all agencies are expected to incorporate the themes into their engagement programs unless they can make the case that the theme is counterproductive in their particular instance.

A central aspect of this effort in the entire Pacific region, in which USPACOM plays a key role, is developing cooperative security arrangements and building partnership capacity. Again, guidance originates with the national leadership, the State Department has the lead in coordinating the effort in the region, and USPACOM plays a

clearly supporting role. Actions in the region include providing security training, foreign assistance and engineering support and participating in international exercises, expanded exchange programs and regional security conferences. USPACOM has no direct interaction with Mesonesia, but the expectation is that the Mesonesian government will notice U.S. efforts in the region and respond favorably.

In 2017-2019, USPACOM forms a joint task force to participate in an international public health initiative in the region, which visits Mesonesia. This visit will be the first in a series of actions designed to build trust and credibility over time. The JTF includes a small deployable media production coordination element with virtual reachback to full print, radio, television, and internet production capabilities. The JTF also utilizes reachback to a full analysis center in PACOM that provides assessments of potential audiences and evaluates effects of messages and actions. The U.S. Army's 5th Psychological Operations Battalion provides various products to the coordination element in support of public diplomacy. With the consent of the Mesonesian government, the production coordination element distributes the media products to various entities and general populations in the region through local commercial sources. Additionally, elements of a Civil Affairs battalion deploy to various areas to conduct assessments and prepare for follow-on assistance missions.

In 2018, by an invitation from the Government of Mesonesia, the U.S. Government establishes the United States Liaison Office in Srivijaya City, which in 2020 is formally designated as the U.S. Embassy. After several years, the embassy is brought to full capacity.

Throughout this period, communication is largely discursive, the commander and other senior leaders from USPACOM, in conjunction with other U.S. agencies, are conducting military engagement to strengthen relations with various military and political leaders in the region. These efforts result in the establishment of several cooperative security arrangements, including agreements with Malaysia and East Timor. USPACOM participates in numerous regional security conferences, some of which also include Mesonesia. Again, initially there are no agreements with Mesonesia, but the theme of widespread U.S. cooperation in the region is clear and consistent.

A key part of the strategic communication effort is "strategic listening." "Sometimes we're too focused on getting our message out," the Commander, USPACOM, writes in one of his regular guidance messages to his commanders. "We've got to listen more and transmit less. More dialogue, less lecturing. Be open to their views and concerns and we'll be better able to affect them with ours."

A central part of the effort during this period is in-depth analysis of various elements within Mesonesian society. Using a form of social network analysis based on the maturing field of network science, key persons or organizations are identified to detect and track key issues,

attitudes and opinions. This helps amplify the "reception" in the region, creates a better understanding of the United States and identifies regional shortfalls. This effort also involves opinion polling using a variety of methods such as telephone, internet, and personal interviews. This allows the joint force to assess the regional response to coalition activities.

In order to better understand Mesonesian motivations, social science research methods used include tracking and analyzing internet activity. This effort also includes USG-sponsored academic and commercial research into the perceptions and attitudes of various audience groups and is coupled with content analysis—analyzing a wide variety of Mesonesian information products including books, magazines, news stories, editorials, advertisements, broadcasts, political announcements and sermons. The MIAWG established what it calls the "Mesonesia 100 Index" (Meso100), see Figure D-2, an index of 100 selected opinion leaders (both in Mesonesia and elsewhere) whose attitudes are tracked. Their activities and statements are tracked in relation to U.S. policy, programs and actions, including U.S. positions on various world events to better understand their perceptions and attitudes. Popular attitudinal analysis is increasingly recognized as a proper function of military intelligence.

Another key element of understanding the communication environment is "mapping" the different social communication systems at work. With respect to Mesonesia, this again is done under the auspices of the MIAWG. Having segmented the Mesonesian population, planners go on to posit and evaluate the various channels and media available for reaching those audiences. They make qualitative assessments of the distortion that any signal undergoes as it passes through these channels. They identify other actors attempting to influence those audiences—in this case, key nodes are Kirmenia, elements of the global Islamist movement, and other regional actors such as China, Malaysia, Indonesia and Australia. They posit the channels these other influencers are using and attribute interests to these actors. It is a constructive and conjectural design process rather than an engineering process, but over time, the MIAWG is able to posit rudimentary baseline models of the various social communication systems at play. From this, MIAWG planners are able to develop hypotheses about and anticipate how specific messages and actions might affect these systems.
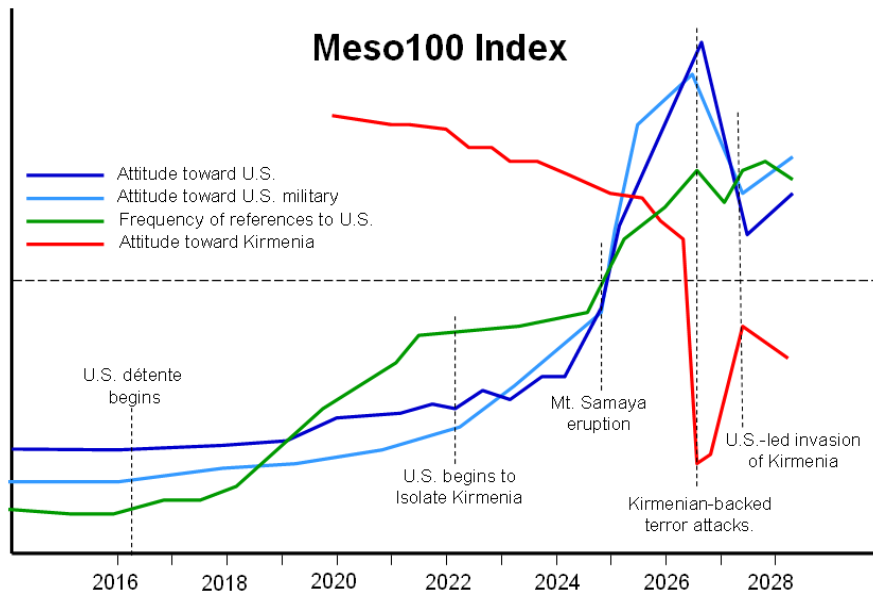
Figure D-2. The Mesonesian 100 Index, 2015-2028

This emphasis on listening, coupled with the significant amount of data collection and analysis which dwarfs what was possible just five years earlier, results in a dramatically deeper understanding of Mesonesian perceptions, attitudes, beliefs and interests which are both intuitive and backed up by extensive empirical evidence. Based on this understanding, MIAWG planners begin to understand which actions should be considered. Even so, they frequently pretest specific messages with Mesonesian focus groups to understand better the possible resultant effects. This, in turn, helps planners understand cultural idiosyncrasies and to anticipate second and third order effects.

Establishing meaningful metrics for evaluating the effects of strategic communication efforts continues to be very difficult. In 2012, the U.S. Army's School for Advanced Military Studies (SAMS) at Fort Leavenworth began instruction in operational metrics designed to measure information actions based on social network analysis. Within a few years, the other Services and the Joint Forces War College followed suit. This all becomes doctrine and is rapidly adopted by the operating forces. By 2020, feedback indicates that U.S. strategic communication efforts, including USG policy, programs and actions, in Mesonesia have made steady progress. Frequent opinion polls indicate a steady improvement in Mesonesian attitudes toward the United States. Engagement via the internet with various blog sites as well underscores improved perception of legitimacy. The Meso100 likewise shows steady improvement. See Figure D-2. Collected data indicate that the Meso100 tends to presage broader national attitudes by 2-6 months, depending on the circumstances. By 2020, strategic communication efforts have made relations with the United States a major topic within Mesonesia, as

indicated by the increase in the number of newspaper editorials, magazine articles and the significant amount of dialogue on the internet.

The following institutional initiatives in the Defense community support this effort. War colleges teach a systemic approach to operational design for a decade by now, and by 2018, the process evolves to include strategic communication. U.S. Joint Forces Command (USJFCOM) experimented with interactive software that will visually represent posited social communication systems as dynamic influence systems and will allow commanders to track and visualize the mutation of a signal as it moves through a hypothesized communication system. This effort eventually leads to a strategic communication type common operational picture that allows units to synchronize efforts. In 2019, U.S. Southern Command becomes the first operational headquarters to test this technology in the field, and Central Command and Pacific Command follow in 2021. At the same time, the Defense Advanced Research Projects Agency (DARPA) is funding research to assign quantitative values to message distortion, although operational applications are anticipated to be some years away. A joint USJFCOM-DARPA effort during this period is developing culturally attuned, agent-based simulations to model the effects of specific signals on intended audiences. War colleges increasingly offer social science electives in communication theory, cultural anthropology and cognitive and social psychology, and the Services increasingly offer career incentives to officers who pursue advanced degrees in these subjects.

Isolating Kirmenia, 2020-2024

By 2020, it has become clear to several national governments, including the United States, that international efforts to transform Kirmenia into a responsible member of the community of nations have failed. For a decade, Kirmenian actions have become increasingly belligerent and destabilizing to the Middle East. Kirmenian ambitions of regional dominance have become obvious. Kirmenian leadership has begun openly promoting Kirmenia to the Arab and Muslim worlds as the protector of Islam and the final bulwark against Western, and especially American, imperialism—a message that falls on fertile ground in some parts of the world. Kirmenia has become a primary base of operations for the global Islamist extremist insurgency and is widely recognized as a supporter of international terrorism.

The U.S. Government, among others, takes steps to isolate Kirmenia. Strategic communication will play a key role, and the DOS will take the national lead, developing broad themes and messages for the global audience (with input from various agencies and organizations, including the regional combatant commands). In the Pacific, this national effort will importantly involve engaging Mesonesia, Kirmenia's longtime ally and client. The MIAWG continues as the mechanism for interagency coordination.

General U.S. efforts of the past six years to improve relations with Mesonesia continue, but are combined with more specific efforts to undermine Mesonesian support for Kirmenia by highlighting Kirmenian misdeeds. The U.S. strategy for Mesonesia becomes a careful balancing act between improving the U.S. credibility and engaging in an ideological discussion about the legitimacy of Kirmenian objectives and ambitions. As with data collection and analysis, signals also become more specific. The MIAWG is careful not to merely develop stand-alone messages, but to ensure its messages work within the prevailing narrative of the Kirmenian colonization of Mesonesia. Planners are trained to understand that for any message to register and have an effect it must in some way appeal to the existing interests of their intended audiences.

By 2024, as repeatedly indicated by polling data, focus groups, media content analysis, and internet activity patterns, there is steadily increasing improvement in U.S.-Mesonesian relations and a slower but noticeable decrease in Kirmenian standing among Mesonesians. It is an unavoidably time-consuming process; there is no getting around the reality that gaining credibility and legitimacy to change long-held attitudes and even more fundamental beliefs takes considerable time and patience.

Humanitarian Assistance, 2024-2025

On 12-13 November 2024, Mount Samaya erupts, spewing lava, rock and ash, over the entire island in a series of massive explosions. The cataclysmic explosion is heard distinctly in Jakarta, Manila and Darwin. Iskandrika, Bakalil and Nusaia suffer significant structural damage. More than 150 villages in the interior of Samaya are destroyed. The initial death toll estimate is over 100,000, with hundreds of thousands left homeless, many of them pouring into the overburdened coastal cities. Significant seismic activity and volcano venting for several weeks prior to the eruption allowed USPACOM, as the focal point of the U.S. humanitarian effort, to plan a coordinated response with the Mesonesia Ministry of Defense. In anticipation of the eruption, USPACOM planners ensure adequate public affairs, psychological operations and civil affairs capabilities are available for any U.S. humanitarian operations. Joint Support Force Mesonesia (JSF-Mesonesia), a joint civil-military operations task force organized around III Marine Expeditionary Force, deploys immediately as the U.S. pledges support. Within 24 hours of the eruption, U.S. forces are converging on the disaster scene. JSF-Mesonesia includes a fly-out contingent of Mesonesian speakers from the civilian response corps.

Units tasked to support JSF-Mesonesia include: the U.S. Air Force's 561st Public Affairs Squadron, the Army's 5th Psychological Operations Battalion, the 322nd Civil Affairs Brigade (as part of a Reserve mobilization), and the Marine Corps' 2nd Information Battalion (minus), which combines public affairs, psychological operations and

combat camera functions. These units provide virtual and deployable capabilities to the JSF. Expeditionary public diplomacy teams from the State Department deploy with U.S forces. JSF-Mesonesia, in cooperation with the Government of Mesonesia, is able to support the surge of American and foreign media who flock to the region to cover the U.S. contribution to the relief effort. American and foreign journalists are widely embedded with U.S. forces. The JSF operates an aggressive public information effort to ensure that information and imagery are available for use by media outlets that do not send their own crews.

Given the circumstances, communication now tends to be more instrumental than discursive. American efforts include statements of sympathy and promises of assistance, but actions rather than words send the strongest message. Over the course of several weeks, American troops assist by delivering thousands of tons of relief supplies stamped with "From the American People" in English, Mesonesian and Juwoi, the predominant dialect of the Negrito peoples living in the interior of the island. The U.S. Navy's landing craft air-cushioned (LCAC) proves especially valuable in providing relief along the surge-damaged Samayan coastline. Likewise, V-22 tilt-rotor aircraft as well as Army and Air Force Joint Cargo Aircraft are ubiquitous for weeks in the skies over the island. These platforms become emblematic of the relief effort. The U.S. hospital ship, USNS *Comfort*, deploys immediately and arrives in two weeks, anchoring in view of Iskandrika harbor. It remains on station for three months providing medical services.

In an e-mail titled "Every Member of JSF-M is a Public Diplomat," the JSF commander issues guidance delineating the circumstances and limitations under which forces may interact with the local population. He writes, "We are a service organization and here to help the Mesonesian people. Every member of JSF-M who sets foot in Mesonesia is a touch point who affects Mesonesian satisfaction with our support. Every case of interaction between an American Servicemember and a Mesonesian either contributes to or detracts from accomplishment of the mission." The message identifies general themes shaped by local cultural and history that troops are encouraged to use in their work with the local population. Civilian commercial polling organizations conduct extensive surveys of Mesonesians immediately in trace of relief operations and then again later to measure the impact of their efforts. Military intelligence, public affairs and psychological operations units (rear) continue to use third party, remote polling and other collection methods to measure the impact of U.S. relief efforts and help refine further JSF actions. Collection now focuses again on attitudes toward the United States, although Mesonesian attitudes toward Kirmenia and other nations are also noted. The surveys show a dramatic improvement in the Mesonesian opinion of Americans in general, but they also provide valuable information for making improvements. Analysis and assessment efforts directly ties opinions to the established themes and

messages. This allows the interagency working group to modify themes and the JSF commander to adjust messages over time.

Listening and feedback are still key elements of the communication effort. The Government of Mesonesia authorizes limited, independent inspector teams within JSF-Mesonesia to meet with Mesonesian leaders and the general population. The idea here is to ensure that the Mesonesians know their concerns are heard and provide a mechanism for detecting and correcting JSF-M missteps, many of which are simply the result of cultural ignorance and can be readily fixed. JSF-Mesonesia, as well as, several other U.S. agencies, establish a web site and a telephone tip line on which Mesonesians can lodge complaints—or, for that matter, messages of gratitude.

The commander of JSF-Mesonesia weighs issues of force protection against the likely negative impact that images of U.S. troops carrying weapons will send to the Mesonesian people. Based on his guidance, his staff works out a plan to minimize the numbers of troops carrying weapons in proximity to the population. This tension between force protection and effect on local attitudes is a critical one that the JSF staff monitors carefully.

Military public affairs and visual information personnel supporting JSF-Mesonesia collect motion and still imagery from a variety of sources for rapid distribution to commanders and the public, as appropriate. This capability allows live broadcast and rapid distribution of imagery and enables US-provided images to be among the first to report conditions on the ground. It also provides rapid ability to counter opportunist misinformation.

American troops take thousands of photographs with personal digital cameras; this is encouraged. They upload their photographs to a central digital database for review and public release; trained personnel systemically screen a percentage of uploaded images, assisted by advanced visual pattern-recognition software that learns to identify objectionable visual patterns. Software automatically tracks which images are downloaded for use by media outlets. Troops who have undergone approved training programs, especially those with foreign-language skills, are encouraged to blog about their experiences. Some of these web sites are translated into foreign languages using automated translation technology. Several of these blogs build a following with Mesonesian, American and international audiences.

The response to the Mount Samaya eruption turns out to be a breakthrough in U.S.-Mesonesian relations. The reputation of the U.S. and coalition partners increases favorably among the Mesonesian public as the weeks pass. See Figure D-2. Although the State Department will continue to lead the interagency effort, the role of JSF-Mesonesia will remain in effect and becomes the public face of U.S. engagement with Mesonesia. U.S. humanitarian assistance will continue for months. In June 2025, for the first time since 1945, a U.S. warship makes a port

call at Srivijaya City. Commander USPACOM visits Mesonesian counterparts and political figures, beginning an expanded program of military engagement. Mesonesian commanders visit USPACOM in return. In the fall of 2025, the U.S. and Mesonesian navies conduct the first bilateral exercise, oriented on the growing problem of piracy in the Srivijaya Strait. U.S. special operations forces quietly assume a foreign internal defense mission, training Mesonesian army, naval and air forces in counterinsurgency operations to combat growing unrest within the Muslim community who believes conditions are not improving rapidly enough despite months of U.S. and international aid and assistance.

The Kirmenian government is not happy with the improvement in U.S.-Mesonesian relations and Kirmenia's resulting loss of influence. Kirmenia has long provided some covert support for Mesonesian dissidents, even when it was ostensibly Mesonesia's leading benefactor, but now it undertakes a concerted and extensive effort to foment insurrection in Mesonesia's large Muslim population, especially in the slums of Iskandrika.

Counterinsurgency, 2026-2028

Spurred by Kirmenian exertions and a noted influx of foreign insurgents identified with the global Islamist extremist movement, Mesonesian unrest grows into budding insurgency. Intelligence indicates that extremist elements are gaining footholds in the islands of Samaya and Sujaya. Organized insurgent elements are identified in Iskandrika, Basamaya, Moskit and Bavijaya. In late March, two separate bombings kill 40 European and Asian vacationers at exclusive resorts in Sukarat. Even in Tallar and Srivijaya City, terror attacks are on the rise. The situation transforms in the early summer of 2026 when the various local movements unite into the Federation for a Liberated Mesonesia (FLM) and subsequent insurgent and terror activities start to reflect greater coordination. The Mesonesian government asks for greater international assistance in defeating the growing insurgency. Australia, as a recognized and trusted regional leader, will head the international effort. As part of this effort, JSF-Mesonesia quietly increases its foreign internal defense efforts.

The critical influence effort here, which is central to the entire counterinsurgency effort, will be to undermine popular support for the insurgent cause through a combination of comprehensive programs and actions developed in concert with the Government of Mesonesia. Themes and images will help illustrate the programs goals and successes.

Meanwhile, the July 2026 Chicago and San Francisco terror attacks, traced back to Kirmenian origins, transform the global political landscape. Within a few weeks, the United States leads an international

coalition in a military campaign to topple the hostile regime.[21] While Mesonesian sympathy for the United States is high immediately after the attacks, Commander USPACOM immediately realizes that the U.S.-led invasion of Kirmenia will have an unavoidable, detrimental impact on Mesonesian attitudes toward the United States. See Figure D-2. Even as invasion preparations are underway in U.S. Central Command, USPACOM, in coordination with the MIAWG, is developing a theater communication strategy with a comprehensive and integrated program of military and humanitarian assistance efforts. The MIAWG does considerable pretesting of the theater communication strategy with Mesonesian focus groups. The MIAWG's digital outreach team continues its activities in the Mesonesian chat rooms and blogosphere, concentrating on moderate sites—the so-called "swing voters"—as opposed to the hard-line sites. One tack is to provide irrefutable factual evidence of long-standing Kirmenian efforts to undermine Mesonesian sovereignty. This theme tests well with focus groups.

The U.S. national leadership, in consultation with its Coalition partners and both U.S. Central Command and USPACOM, determines that the sudden appearance of significant American ground forces engaged in simultaneous combat operations in two Muslim nations may have a disastrous effect on world opinion. This exposes the United States to charges of imperialism and raising the specter of an "American Crusade" against the Muslim world.

Commander USPACOM recommends that the United States should continue its foreign internal defense and advisory activities but should not introduce ground combat forces into Mesonesia. Instead, the U.S. effort will focus on efforts to undermine Mesonesian support for the insurgency. The commander of JSF-Mesonesia now becomes the commander for all coalition operations. The joint support force is provided a wide variety of capabilities via reachback or deployable forces such as psychological operations, public affairs, civil affairs, military police, and general engineering, including public relations and polling elements from the U.S. civilian response corps.

The most important activity in the Coalition strategy is to provide security for the populace against insurgent terror attacks and intimidation. This is done mostly by a combination of Australian forces and Mesonesian army units (mostly trained by U.S. special operations forces). The desired effect is two-fold: to provide physical security, but also to build popular confidence in the government's ability to provide security so that people will feel it is safe to support the government. A

---

[21] This campaign is described in detail in Appendix B, "The Attack on Qabus, 2027" in the *Joint Urban Operations Joint Integrating Concept* (JUO JIC), v1.0, 23Jul07, pp. 50-64.

major element of the campaign involves elite Mesonesian army units, supported by U.S. special operation forces, which launch discriminate attacks against known insurgent sites. As always, the effect on popular attitudes is carefully tracked by a variety of means, many of them anonymous to protect people against insurgent reprisals. Documentation with motion and still imagery is a part of every operation, with the attitude that no operation is complete until visual imagery is obtained and quickly evaluated for its potential value for commanders or public release. Successful operations are widely publicized based on the philosophy, borrowed from the insurgents, that if the operation is not captured on video, it did not happen. Documentation is also used to preempt or refute insurgent claims of government atrocities. Where there are mistakes or collateral damage, public affairs units make an effort to get this information out quickly and candidly as well, both to maintain the trust of the populace and to ensure that the government's facts are heard first.

In this environment, metrics involve not only opinion tracking, but increasingly actions as well, including numbers of calls to telephone tip lines, numbers of improvised explosive devices (IEDs) reported, numbers of children in schools, numbers of businesses open, levels of street trade and internet patterns such as activity on various pro-government and pro-insurgent web sites. Surprisingly, feedback has consistently indicated that information exposing long-term Kirmenian support for Mesonesian dissidents has never resonated with the Mesonesian population—even though this theme tested well with focus groups and has been a centerpiece of the influence program for months. In the face of mounting evidence, planners contact Mesonesian cultural and political experts, who quickly provide a simple explanation: Mesonesian culture accepts, and even values, duplicity as a sign of cunning; and Mesonesians have long recognized and come to accept Kirmenian duplicity. DOS drops the theme and focuses on Kirmenian complicity in the unprovoked attacks against innocent civilians, which feedback indicates gets better traction with the intended audience.

Although many themes are developed by the MIAWG, there is still plenty of room for local initiative, and local successes are quickly exploited. In one case, a rifle platoon leader assigned to the slum sectors of Iskandrika, where digital communication infrastructure is very limited, suggests to the local government the idea of hiring local unemployed males—who might otherwise be tempted to earn a living in the local bomb-making network—to spread pro-government graffiti prominently around the city. Based on his knowledge of the billboard industry, he bases his rates on message location. By local standards he pays well— better than the men could earn as bomb emplacers, lookouts or triggermen in an IED network. The initiative takes off beyond expectations: digital images and video begin to appear on the internet with increasing frequency; pro-government graffiti increases, including

an unexpected spike in "unfunded" graffiti. The officer shares the technique with others, and the idea spreads. The "Free-Expression Initiative," as it comes to be called, goes "viral," and soon is adopted as a technique throughout the Coalition. It is a significant setback for the insurgents in the struggle for local influence.

In another case, a Reserve civil affairs officer working in Basamaya discovers that numerous families displaced by the Mt. Samaya eruption two years earlier were never reunited. He begins to suspect that this problem is more widespread than anybody realizes. The volcano displaced as many as 250,000 people and destroyed entire villages. Relief workers hastily moved refugees to the Samayan coastal cities or even to other islands without any records kept of their final destinations. Within two weeks, using census data and digital photographs that are routinely collected as a fundamental part of the counterinsurgency effort, civil affairs personnel work with Mesonesian government officials and nongovernmental organizations to develop an online database that allows displaced persons to locate missing family members. Efforts are made to ensure that the program is recognized as an official service of the Mesonesian government. In six months, the program reunites 15,000 families. The broadly publicized program gets wide coverage in all Mesonesian media across the political spectrum; *The Mesonesia Times* runs regular feature articles about reunited families. The "Family Reunification Project" becomes a huge popular success. Polling repeatedly indicates that this program is one of the most influential factors in favorable popular attitudes toward the government.

The Coalition's struggle to win the support of the Mesonesian people is a constant process of experimentation and adaptation. Over the course of two years, there are setbacks and mistakes. The insurgents adopt new and unexpected methods that force the Coalition to react. Thanks to the unprecedented appreciation for audience attitudes coupled to the ability to gather meaningful feedback, the Coalition is able to adapt to the changing situation more quickly and more consistently than the insurgents are. The Coalition is able to seize and maintain the initiative in the cognitive domain. By the end of 2028, there is dwindling support for the insurgency among the Mesonesian people. There are still small pockets of discontent and although these pockets may never be eliminated, they are at a level that the Mesonesian government can now manage successfully. The Mesonesian Insurrection of 2026-2028 goes down as a textbook case of how strategic communication is used to support an effective counterinsurgency campaign. From the U.S. perspective, it is merely the culmination of a 12-year engagement program supported by an adaptable and innovative strategic communication effort. At this point, strategic communication with Mesonesia does not stop, but transforms yet again, reverting to the steady-state process of maintaining and improving relations between the U.S. and Mesonesian governments and peoples.

APPENDIX E: COMMUNICATION THEORY

This appendix discusses the theory of communication that underlies this concept.

Influence is transferred from *A* to *B* through *communication* between the two, specifically through *B*'s *reception, comprehension* and *acceptance* of *A*'s message. *A*'s ability to influence *B* is only as strong as his ability to communicate his preferences to *B*. In fact, according to basic communication theory, *the fundamental purpose of all purposeful communication is to influence*—to cause some intended effect, which may be overt or covert.[22]

Communication can be categorized as *discursive* or *instrumental*.[23] Discursive communication is dialogue designed to achieve mutual understanding and agreement. The purpose of entering into a discourse is not only to influence, but to be influenced. Discursive communication is most appropriate to situations requiring the exchange of ideas. General influence tends to involve discourse. Persuasion tends to require discourse especially between and among opinion leaders possessing credible voices within a population or organization. Military engagement and military exchange programs, for example, are designed to facilitate discursive communication. Instrumental communication is more directly goal-oriented. It tends to be one-way communication in which the intent is not to exchange ideas but to influence by expressing preferences, intentions or expectations. Instrumental communication tends to be most associated with proximate influence. Coercion and inducement tend to involve instrumental communication. A show of force designed to deter a potential aggressor is an example of instrumental communication.

In the conventional view, communication is a simple transfer process: a source (*A*) generates a message and transfers it via a channel to a receiver (*B*), who takes possession of the message.[24] See message-

---

[22] David K. Berlo, *The Process of Communication: An Introduction to Theory and Practice* (New York: Holt, Rinehart and Winston, 1960), p. 12. This applies to both parties of a communication. We tend to think of the purpose of the initiator of communication, but the listener must also have a purpose in listening. That purpose is to be effected in some way by the information. If the target has no interest in paying attention, there can be no communication.

[23] Bruce Gregory, "Public Diplomacy and Strategic Communication: Cultures, Firewalls, and Imported Norms," paper prepared for presentation at the American Political Science Association Conference on International Communication and Conflict, George Washington University and Georgetown University, Washington, DC, 31 Aug 05, pp. 9-14.

[24] Corman *et al.* call this the *Message Influence Model*. Steven R. Corman, Angela Trethewey & Bud Goodall, "A 21st Century Model for Communication in the Global War

transfer model Figure E-1. The channel is seen as a direct and reliable link between *A* and *B*. A metaphor might be a letter delivered through the mail. By this model, the message has an objective value independent of *A* and *B*, although it may suffer some degradation as it moves through the channel. The emphasis in this model is on *A*'s crafting and transmitting of the right messages. If *A* produces the right message and the message is not significantly distorted as it passes through the channel, then *B* will understand the message and will be affected as desired. The expectation by this model is that any reasonably clear communication attempt will tend to have the desired effect.[25]
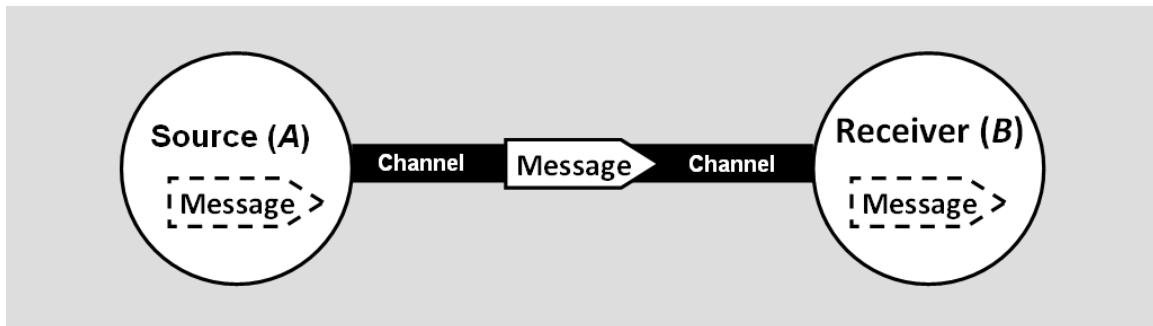

Figure E-1.
Communication as message-transfer model

The concept suggests that the message-transfer model seriously oversimplifies and mischaracterizes the communication process. The concept proposes an alternative model that sees communication instead as a process of interpretive meaning-making in which the meaning of a message is actually supplied by the receiver rather than the source.[26] See Figure E-2. Purposeful communication begins with an *intention*. One interpreter (*A*) has in mind an intended message that he wants another (*B*) to understand.[27] This intention cannot be conveyed directly since it exists only in *A*'s mind, so *A* must *encode* his intention into a *signal*, which is *A*'s attempt to translate his intention into a set of symbols that will be interpreted by *B* as desired by *A*. *A* transmits this

---

of Ideas: From Simplistic Influence to Pragmatic Complexity," Report #0701, Consortium for Strategic Communication, Arizona State University, April 4, 2007, pp. 3-6.

[25] Corman *et al.*, pp. 4-5.

[26] Charles Sanders Peirce described the "triadic nature" of communication as involving an object (source/intention), representamen (signal) and interpretant (receiver/perception). See "Logic as Semiotic: The Theory of Signs," *The Philosophical Writings of Peirce*, ed. By Justus Buchler (Mineola, NY: Dover Publications, 1955). See also Corman *et al.*, pp. 7 and 9.

[27] For simplicity we use the singular. Any communication node could be a group or organization, and the mind a collective mind.

signal. *B* must first *select* the signal, if he chooses to, from among the various signals available and then *decode* it to form a *perception* or perceived message. *B*'s selection of *A*'s signal is by no means guaranteed. *B* will tend to select those signals that fit his pre-existing frame of reference and appear to serve his purposes and interests—all of which may be at odds with "*A's*" intended message. He will tend to interpret those signals in ways that reinforce those models. There is no guarantee that *B* will interpret the signal as *A* desires.
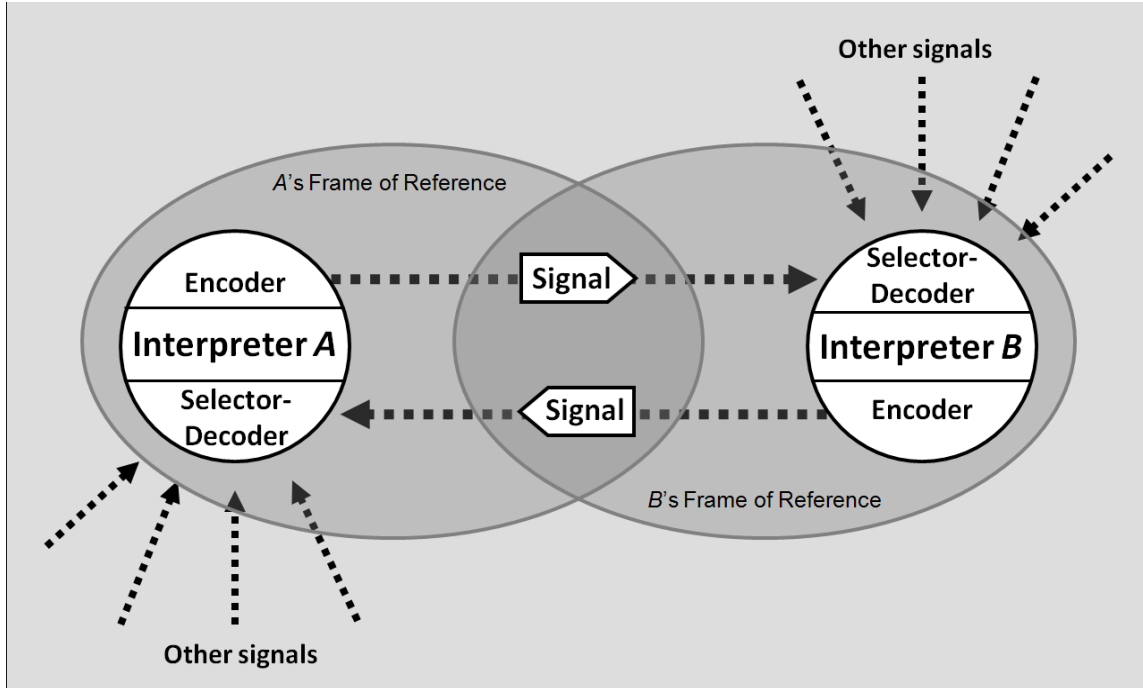

Figure E-2.
Communication as interpretive meaning-making.[28]

The most significant part of the communication process—the part that most dictates the outcome of the interaction—is selection-decoding, a part of the process that is beyond the control of the source. By this model, it is *B*, and not *A*, who actually creates the message *B* gets, which of course is the message that ultimately matters. The signal does not contain the message, like an envelope contains a letter, but instead triggers the creation of a perception in *B*'s mind according to *B*'s existing

---

[28] Adapted from Wilbur Schramm, "How Communication Works," in *The Process and Effects of Communication,* ed. Wilbur Schramm (Urbana: University of Illinois Press, 1954), pp. 3-26.

mental models.[29] These mental models are a product of *B*'s experiences, cultural background and genetic makeup.

We can thus think of communication as a form of stimulus (signal) and response (effect). As with other forms of stimulus-response, communication becomes habitual. People or groups become conditioned to respond to certain signals in certain ways, and repetition will tend to strengthen those patterns. Effective communication involves either exploiting an existing stimulus-response pattern or creating a new one. In the former, *A* triggers *B* to give his typical response as a politician does when playing to his base. In the latter, *A* causes *B* to change his behavior or thinking. Of the two, the latter is much more difficult because it requires first overcoming a self-reinforcing, existing stimulus-response pattern before replacing it with another.

This model shows that communication is rarely a one-way process, but is usually an iterative exchange: *A* initiates a signal; *B* interprets the signal and responds, returning a signal to *A*; *A* interprets and is affected by *B*'s response, modifying his subsequent signals; and the process continues.

The effectiveness of communication depends on a variety of factors, some of which the source can control, but many of which it cannot. In the meaning-making model of communication, the most significant part of the communication process—the part that most dictates the outcome of the interaction—is selection-decoding, a part of the process that is beyond the control of the source. The challenge for *A* is to anticipate what signal will trigger the desired response in *B* when *A* ultimately has little or no control over that response.

As Figure E-2 shows, effective communication is possible only to the extent that *A* and *B* have some overlap in their individual frames of reference that allow them to interpret a signal similarly. This requires some level of shared perceptions, attitudes, beliefs, interests and experiences. Communication can improve over time as *A* and *B* learn how to interpret each other's various signals. The reality is that effective communication will sometimes simply be impossible because of fundamental cognitive or cultural differences between source and receiver. If there is no common basis for interpreting communication signals, then no amount of repetition will improve communication effectiveness, but will instead tend to aggravate the situation. In other words, the meaning-making model of communication importantly suggests that there are limits to what can be accomplished through communication.

---

[29] A red light at a traffic intersection does not inherently carry the meaning *stop*. It is merely a red light. It is the motorists, through mutual agreement, who supply the meaning *stop*.

APPENDIX F: PLAN FOR ASSESSMENT

A. Activities Conducted in Support of Concept Development. The
following experiments informed the development of this SC concept:

- **Urban Resolve 2015 (Apr 05-Oct 06)** Examined the idea of a
  Communication Strategy Board (CSB) at the joint task force (JTF)
  level. The JTF established a CSB to influence friendly, enemy, and
  other centers of gravity in conjunction with interagency and
  multinational partners. The CSB was the mechanism that allowed
  the joint force commander to better integrate, synchronize, and
  harmonize SC-related efforts into coalition and joint operations.
  The results also contributed to the justification for all eleven
  essential SC JIC capabilities.

- **Expeditionary Warrior 07 (Jan 07)** Insights reinforced this
  concept's supporting ideas. Participants were tasked to design a
  campaign plan to (1) gain and maintain U.S. influence in the
  USPACOM AOR; (2) identify U.S. military posturing requirements
  that included integrating all instruments of national power; and (3)
  position the United States as a long-term strategic partner in the
  Asia-Pacific region. Discourse generated several insights with
  strategic communication implications that resonated throughout
  the wargame:

  - There should be a holistic approach to influence, to include all
    instruments of national power as well as the capabilities and
    capacities of others;
  - The value that the multinational contingent provides in any
    AOR;
  - That strategic communication is interwoven throughout any
    campaign;
  - The necessity to "understand" the problem (much in a manner
    of systemic approach) in order to set the right interim
    objectives and apply the right activities towards those
    objectives;
  - The need for a grand strategy when dealing in the area of
    influence;
  - The importance for the United States to be a "good neighbor"—
    in order to qualify as a "neighbor," you have to be there
    (presence); and
  - That the ability to "assess" is broken—we must not only know
    if we are doing things right, we must know we are doing the
    right things.

- **Military Contribution to Cooperative Security Joint Operating Concept (JOC) Limited Objective Experiments (LOEs) 1, 2, and 3 (Feb-Mar 07)** Examined influence, the various forms of access, and Building Partnership Capacity and Cooperation Capabilities as major elements requiring strategic communication efforts in conjunction with interagency (especially DOS and USAID) and multinational partners. These experimental venues highlighted the need for a future joint force commander to affect perceptions, attitudes, beliefs, and behaviors of selected audiences. LOE 1 influence insights included the need for: integrated Geographic Combatant Commander (GCC)/JFC staffs; DIME-savvy leaders; effective strategic communication messages; enduring relationships with numerous parties; and denial of adversary sanctuary (virtual, functional, or geographic). LOE 2 access insights included: achieving human, political, geographic, and operational access as well as the need for a beyond-whole-of-government approach—all with strategic communication implications. LOE 3 insights on building partnership capacity included strengthening U.S. posture in a region and the criticality of strategic communication. Essentially, SC helps the joint force commander to convey a positive message that supports his security cooperation plan as well as creating a favorable image of the joint force, the USG, and multinational partners. SC is a significant enabler that the joint force commander must harness. The findings support all eleven SC JIC essential capabilities.

- **Joint Urban Warrior 07 (May 07)** Examined the experimentation proposition that strategic communication is a key aspect of campaign design and planning. Conceiving, designing, planning, executing, and assessing SC-related activities require the application of both operational art and science. This experiment related to all SC JIC capabilities in varying degrees.

- **Strategic Communication Joint Integrating Concept Workshop Series (Aug, Oct, Dec 07)** U.S. Joint Forces Command conducted a series of three Strategic Communication Joint Integrating Concept workshops to stimulate critical discussion of the concept's operational solution. The workshops: updated the joint concept development community on the proposed SC JIC; established the concept scope; defined the military problem; developed the central idea for the problem solution; develop supporting ideas; identify required capabilities and associated tasks; and determine implications, risks and mitigation; and prepare the Program of Action and Milestones. Workshop panels included a wide field of

USG and nongovernmental subject matter experts, to include private sector experts, with strategic communication-related experience.

- **Unified Quest 2008 Building Partnership Capacity (BPC) and Theater Military Assistance Advisory Group (TMAAG) Seminar Wargame (Dec 07)** Examined strategic communication during Building Partnership Capacity efforts. An After Action Review (AAR) insight states BPC must include a comprehensive strategic communication plan. SC-related key points are: 1) SC is more than just public relations; 2) SC should be an integral part of all other USG efforts; 3) SC requires higher-level guidance that should be specific enough to identify designated audiences yet broad enough to support engagement strategies for the particular country and region; 4) SC is most effective when a consistent message exists at all levels; 5) the SC message must match actions; and 6) SC activity must be timely and flexible.

- **Red Team review (Mar 08)** An independent team composed of subject matter experts with senior military or government experience tasked to find "failure modes" in concepts, i.e., situations under which the concept could fail, if applied. The Red Team review strongly affirmed the operational problem, central idea, supporting ideas, and illustrative vignette. Modifications to the SC JIC were made based on many of the Red Team recommendations.

- **Joint Urban Warrior 08 (Apr 08)** Examined how to employ military capabilities in support of irregular warfare efforts focusing on transition. The JUW 08 experimental wargame problem posits that the application of a purely military approach to irregular warfare has not proved successful in the past. The solution requires a long-term, beyond-whole-of-government approach. The wargame objective was to explore joint capabilities and coalition and interagency relationships required for transition in an irregular warfare campaign. The wargame explored ways to improve the force in the areas of: campaign planning and force design; building partnership capacity; persuasion and influence operations; intelligence; and retention of full spectrum capabilities. In order to persuade and influence an audience, strategic communication capabilities are essential to the joint force commander. More specifically, SC-related capabilities are required to observe and orient more effectively on an audience. Strategic listening/sensing is extremely valuable as well at all command levels. Determining assessment measures of effectiveness (MOE)

and measures of performance (MOP) in terms of SC is a complex endeavor. For example, relying on a single MOE as an indicator was of little value to leaders, whereas analyzing multiple complementary MOE proved much more valuable to decision makers. Also, the innovative notion of a joint force SC order accompanied by an operations annex, rather than vice versa, was addressed. Potentially, future advances in social network analysis, social psychology, cultural psychology, cognitive psychology, semiotics, and reader response theory may allow significant progress in SC-related analyses and assessment techniques. These requirements relate directly to SC-003, SC-004, SC-005, and SC-006.

- **Unified Quest (UQ) 08 (Apr-May 08)** Examination included strategic communications training and education requirements for future joint leaders. Additionally, findings address the future capabilities to: assure, dissuade, and deter audiences; develop adaptive leaders; solve complex problems in order to improve campaigns executed in conjunction with interagency, intergovernmental, and multinational stakeholders; sustain foreign support; and measure effectiveness. This experiment affects all SC JIC capabilities indirectly.

- **Pirate's Dagger LOE 2 (Apr 08)** Examined how to integrate Information Operations (IO) and strategic communication-related themes and messages into the course of action (COA) development process. Advanced modeling and simulation (M&S) tools are essential and can assist decision–makers at various levels in terms of determining appropriate SC-related themes and messages. Experiment research questions relate directly to SC JIC capabilities.

B. Recommendations for Further Experimentation or Assessment.

Unified Action (ongoing) Examines whole-of-government planning processes within a conflict prevention scenario, e.g., pandemic in West Africa. Strategic communication activities support USAFRICOM efforts and missions in a variety of ways. For example, SC activities can assist in gaining partners, marshalling commitment of multinational resources, improving US image abroad, and eradicating or mitigating the effects of disease by informing and mobilizing the affected population. The efforts occur with USAID and DOS Regional Bureau participation. This experiment affects SC JIC essential capabilities SC-001 and SC-002 primarily, and others indirectly.

Multinational Experiment 5 (MNE 5) (ongoing) Led by USJFCOM, is a multinational Concept Development and Experimentation (CD&E) program to develop and validate new concepts that provide solutions for real-world operational challenges. One of the MNE 5 issues is central to SC: Designing and implementing strategic and political guidance for Coalition actions to affect information and information systems (information activities) are challenges; they apply to the whole scope of civil-military efforts from pre-crisis situations to post-conflict reconstruction, and spans all levels of involvement. MNE 5 participants examine the development and implementation of a comprehensive coalition information strategy that links inextricably to strategic communication and this SC concept. MNE 5 efforts relate directly to essential SC JIC capabilities SC-001 and SC-002.

Austere Challenge (AC) (Aug 08) A USEUCOM-directed, USAFE-led and USJFCOM / JWFC-supported major joint exercise. AC 08 is the USEUCOM number one priority exercise for JWFC support in FY 08. Both Information Operations and Strategic Communication play a prominent role in this event.

The following on-going joint or service experimentation venues should be considered to further refine the capability requirements of the SC JIC.

- **Joint Urban Warrior**
- **Expeditionary Warrior**
- **Unified Action**

Importantly, U.S. Joint Forces Command identified broad areas to be the focus of further joint strategic communication experimentation. These strategic communication challenge areas are:

- Exploration into educational programs and methods that can establish the level of leader experience as well as the required individual and collective expertise required by this concept.
- The early identification and sustained involvement and integration of military, nonmilitary, multinational, and host-nation mission partners, i.e., unified action. This contributes to joint force efforts when determining appropriate strategic communication activities and a family of measures of effectiveness (MOE) during campaign design and planning as well as in operations in the physical, virtual and human domains.
- Strategic communication implications of influencing non-state entities (such as tribes, multinational corporations, regional security organizations, etc).

- A comprehensive approach to sensing an audience's range of attitudes, perceptions, and beliefs. This approach embraces: 1) understanding the audience, i.e., developing a 'feel' for the audience; 2) listening attentively and continuously to the audience free from preconceived notions, prejudices, or harmful biases as much as possible; and 3) monitoring and assessing the changes in audience attitudes, perceptions, and beliefs as they occur over time.
- Improving the ability to understand potential audiences to the degree that appropriate themes and messages start to emerge naturally.
- Improving the ability to assess the effects of specific messages on specified audiences.
- Innovative ways and means for the future joint force commander to select and exploit strategic communication activities that help him: 1) gain and maintain foreign and international supporters and partners, 2) affect neutral entities so that they become supporters, and 3) influence competitors to take actions (or refrain from taking actions)—all to advance US national, host nation, coalition, and regional interests.

Capability-Based Assessment (CBA) The CBA will examine the capabilities in Appendix C. Through a detailed series of experiments and analyses, the CBA will identify doctrinal, organizational, training, materiel, leader development and education, personnel, facilities (DOTMLPF) and policy changes required to improve joint SC capabilities. Based on these efforts, the CBA will make necessary adjustments to the capabilities outlined in version 1.0 of this concept. The CBA will:

- Identify critical capabilities and associated attributes required for future joint strategic communication;
- Prioritize capability gaps;
- Identify potential DOTMLPF alternatives to mitigate or eliminate these gaps; and
- Make recommendations for future concepts and related experiments.

The CBA is generally a three-phased effort. Phases I and II identify and prioritize capability needs and gaps. Phase III identifies and recommends solution sets. Deliverables include: Joint Capabilities Documents; DOTMLPF and Policy Change Recommendations; and Initial Capabilities Documents.