

NATO Military Public Affairs Policy

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(MC 0457/2, February 2011)

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Foreword



I am very pleased to introduce this newly revised Military Committee policy on NATO military Public Affairs. Since the first edition of this brochure in 2007, we have seen rapid changes in the information environment, specifically in communications technology, which enable a continuous 24 hour flow of information of all kinds, some accurate, some less so. How do people differentiate between the two? Who can they trust in seeking answers to their questions? There is no longer a monopoly of information. A vast web of social networks now reach out even to the most remote populations. Quantity and diversity of information, however, do not necessarily lead to truth. Today, a considerable amount of time is wasted in

verifying facts and sifting rumour from reality. In short, the "fog of war" sees an echo in the "confusion of mass information".

Our publics have the democratic right to know what the Alliance is doing on their behalf and why. NATO therefore has an obligation to inform about its policies and activities, and especially about its operations. At the same time, information is only credible if it is accurate and timely. Providing this information is the role of the NATO military Public Affairs Officer. It requires high professionalism, an analytical mind, and strong commitment. The Public Affairs Officer is a key advisor to the NATO Commander, and this policy is designed to assist him in his tasks. The challenge for NATO's Public Affairs practitioners is to explain to a wide and diverse audience. including the media, the complexities of the issues the military deals with in response to the security challenges of the 21st century, and how the military supports NATO's political decisionmakers. This is particularly critical during times of crisis, when NATO is urged to action. The public often pays little attention to the lead up to a crisis; they only see the crisis when it hits the news in the most shocking way. Context is lacking, and the media will frequently follow the rule "If it bleeds it leads". The gap between public perception, expectation and operational reality can only end in disbelief. It is critical therefore to provide the missing context. To educate and explain is to balance criticism and maintain credibility. Transparency may invite some criticism, but lack of transparency, whether intentional or otherwise, will surely invite condemnation.

The Alliance is evolving; both in its role and structure. NATO policies must reflect this evolution. I hope that this revised edition of the military Public Affairs policy will continue to usefully guide and direct military Public Affairs practitioners in promoting the Alliance's aims and objectives and in telling the ever-evolving NATO story.

Giampaolo di Paola

Introduction



This booklet reproduces Military Committee policy document 0457/2 NATO Military Public Affairs, with effect from December 2010, and supersedes its predecessor (MC457/1, September 2007).

The first edition of MC 0457, in 2001, was developed in response to an overwhelming media and public demand for information regarding NATO's military role, mission, forces and operations stemming from the Kosovo air campaign. MC 0457/1 substantially revised the policy, in line with experi-

ences and lessons learned from all of NATO's operations and missions, and more specifically in Afghanistan.

Ten years on, radical changes in the geo-political and security environment have led to a fundamental transformation of NATO and to a new Strategic Concept, refocusing Alliance objectives and initiatives. NATO is currently active on land and at sea in operations and missions as diverse as they are complex. Strategic Communications has emerged as increasingly important to the Alliance, recognising that all aspects of NATO activities have a critical information and communications component. This is why, in response to a growing need to establish a coherent, institutional approach, NATO approved an overarching political-military Strategic Communications Policy in September 2009.

NATO has to keep pace with fast-moving events that are unfolding under continuous media and public scrutiny. To demonstrate its credibility and relevance as a unique Alliance for security and peace, it must find a way to disseminate accurate information in a coherent and coordinated manner. Military Public Affairs plays a central role in NATO's Strategic Communications. The challenge lies in managing cohesion of effort, while still respecting the various information functions, their areas of expertise, and their policies. MC 0457/2 incorporates the new Strategic Communications Policy and updates military Public Affairs policy according to current media trends and best practices. It also clarifies relationships and situates military Public Affairs within the Strategic Communications process. Its intent is to help NATO commanders and Public Affairs Officers to manage Public Affairs activities in an effective and pragmatic manner, understanding that this is a specialist area that requires appropriately trained staff and resources. To work effectively, NATO spokespersons and Public Affairs practitioners must be sure of their authority, responsibilities and fundamental mission.

Finally, policy is not designed to be read and then forgotten, but to be understood and applied not only in letter, but in spirit.

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Public Affairs & StratCom Advisor International Military Staff

Summary of changes to MC 0457/1

Previous edition of NATO military policy on Public Affairs

- Introduces military Public Affairs (PA) as part of the wider NATO Strategic Communications (StratCom) efforts.
- Updates the definition of PA in accordance with the NATO StratCom Policy
- More accurate alignment of media relations and outreach activities under the heading
 of External Communications, with new text to articulate outreach activities has having
 a "force multiplier" effect.
- Explains the terminology "information activities" which are coordinated by Information Operations.
- Introduction of the line of political authority and responsibilities with regard to the implementation of the NATO StratCom Policy, and the designated directing bodies for NATO StratCom issues.
- Correction of the IMS/Public Affairs Advisor's title to IMS/Public Affairs & StratCom Advisor. It should be noted that in the absence of a StratCom Cell or body within the IMS, and on the understanding that NATO HQ does not conduct information operations, the IMS/PA&SCA is principal military point of contact at NATO HQ for StratCom issues, in coordination with PDD, and sits on the StratCom directing bodies in representation of the DGIMS.
- Introduction of the NATO Countries Public Affairs Community (NCPAC) as a tool for exchanging information between NATO HQ and military PA offices in NATO Capitals on PA issues, training opportunities and NATO-related issues.
- Reinforces the need for trained personnel and the requirement to monitor shortfalls both in quality and in quantity.
- Defines the PA relationship to StratCom, underlining the direct link of the Spokesperson or the CPAO to the commander, in accordance with the NATO StratCom Policy
- Updates the section on spokesmanship, attribution, background and non- attribution of information.
- Updates PA Strategies and Plans, linking to StratCom policy and the need for evaluation of effectiveness, and feedback.
- Updates the paragraph on imagery, specifically introducing the new NATO TV, encouraging nations to rapidly identify and declassify national imagery for shared use.
- Reinforces the responsible use of blogs for those acting in an official NATO capacity.
 Introduces the terminology "social media networks"
- Revises text on media integration with regard to war correspondents, and journalists working in areas of armed conflict (see also Lexicon)
- Updates of the Lexicon & PA Products at Annex A.

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MC 0457/21

NATO MILITARY POLICY ON PUBLIC AFFAIRS

GENERAL

- 1. The post-Cold War, post-9-11 era has been marked by NATO military operations of unprecedented scale, scope and complexity in locations far from the traditional Euro-Atlantic geographic area. In 1989, the Alliance counted 16 nations as members and none as partners; less than 20 years later, the number of member/partners had quadrupled to include almost one-third of the world's nations, with further expectations of growth. In that same period, we have been witness to a burgeoning market for news in an increasingly competitive media environment combined with new information technologies including the Internet. The result of these developments is that almost any aspect of NATO operations and issues can or will be reported to global audiences in near-real time. NATO adversaries also have similar access to all these technologies and use them to impart their own information and messages to try and sway publics and influence Alliance policy.
- 2. National and international security issues now figure prominently on the domestic political and media scenes in most NATO countries. Developments respecting military operations or military forces undergoing transformation often feature in coverage and can even define or shape the national and international political discourse. Public expectations for more open and transparent organisations including greater financial accountability and propriety of government spending, plus competition in the labour market with the private sector for the same skilled, fit, intelligent recruits are relatively new phenomena. There is also recognition and acknowledgement that informing our own internal audiences makes for a more productive workforce and empowers our most important outreach resource. All of these various factors regularly test the depth, breadth and flexibility of the military public affairs function in NATO HOs and member nations.
- 3. In recent years, the political dynamic has evolved and the operational environment has changed. Public expectations regarding the timeliness, accuracy and type of information that should be available, fuelled by a 24/7 global media industry, and the rapid growth of the use of the Internet and social media, have changed dramatically and NATO needs to respond appropriately. Effective public affairs sup-

¹ Corrigendum n°1, dated 15 Feb 2011 is integrated into the text.

port to field and permanent HQ commanders is an integral part of that response and requires that the function be properly resourced and fully integrated into the decision-making process for military operations, policy development, program design and service delivery. As such, a capacity to manage and deliver public affairs programming is expected at all NATO military HQs.

4. Military Public Affairs (PA) is part of the wider NATO Strategic Communications (StratCom) effort which aims to enhance coherence of all information and communication activities and capabilities, both civilian and military.²

AIM AND APPLICABILITY

5. This policy establishes direction respecting NATO military Public Affairs (PA) for all personnel working under NATO command. It also serves as guidance for all those in the NATO force structure or working in support of NATO military authorities.

MISSION

6. The mission of NATO military PA is to support commanders by communicating accurate information in a timely manner to audiences to improve public awareness and understanding of the military aspects of the Alliance's role, aims, operations, missions, activities and issues, thereby enhancing organisational credibility. Audiences can be allied, international, regional, local or internal, depending on the issue or activity.

² NATO Strategic Communications Policy defines NATO Strategic Communications as the coordinated and appropriate use of NATO communications activities and capabilities – Public Diplomacy, Public Affairs, Military Public Affairs, Info Ops and PsyOps – in support of Alliance policies, operations and activities, and in order to advance NATO's aims. (PO(2009)0141, 29 Sep 09)

DEFINITION, FUNCTIONS AND PRINCIPLES

- 7. **Definition.** NATO military PA is the function responsible to promote NATO's military aims and objectives to audiences in order to enhance awareness and understanding of military aspects of the Alliance. This includes planning and conducting external and internal communications, and community relations. Military PA at each level of command directly supports the commander and may not therefore be further delegated or subordinated to other staff functions.
- 8. **Functions.** The three basic functions of NATO military Public Affairs are:

a. External Communications

- (1) Media Relations activities are designed to provide information through all mass communication means to NATO audiences. Commanders and staffs, through their PAOs, should be prepared to, for example: respond to media inquiries; issue statements; conduct briefings and interviews; arrange for access to permanent and operational units; and distribute information including imagery, all as a means to develop relations with the purveyors and the consumers of news.
- (2) Outreach activities are aimed at fostering strategic relations with key external stakeholders, who have an interest in military issues and activities, such as think-tanks, academia, military-related associations, and other non-news media entities. They are often invited to comment as unbiased subject matter experts in the field of security and defence policy, and more specifically on NATO policy, decisions and actions, and can therefore provide a sustainable "force multiplier" effect.
- b. Internal Communications efforts facilitate communication with and among NATO military and civilian personnel and their families. Its purpose is to inform about the command or HQ, its people and its activities, and is distinct from administrative information or direction from the chain of command that is normally found in administrative or routine orders. Effective programs to keep internal audiences informed about significant developments that affect them and the work of their HQ creates an awareness of the organisation's goals and activities, improves work quality, and makes command personnel more effective representatives of the organisation.

- c. Community Relations programs are associated with the interaction between NATO military installations in NATO member states and their surrounding civilian communities. These programs can take the form of addressing issues of interest to and fostering relations with the general public, business, academia, military-related associations, and other non-news entities.
- 9. **Principles.** The principles of NATO military PA are:
 - a. Tell and show the NATO story. Military PA efforts support commanders and staff in the execution of their mission and are conducted in accordance with higher NATO political and military direction. Practitioners are first and foremost NATO military PA staff and they should develop and promulgate compelling narratives that support the Alliance's military operational objectives.



ISAF water pipes in Baglan

b. Provide accurate information in a timely manner. This is critical to functional and organisational credibility with publics, internal audiences, and media, and helps deter adversary propaganda in a 24/7 media environment. The public affairs impact of the activity is often directly proportional to the timeliness and accuracy of the PA effort or response: the same information delivered quickly by NATO representatives can have a qualitatively different effect than the same

information delivered a day later or even an hour later. Protecting NATO against criticism or embarrassment is not a reason to classify or withhold information.

- c. Ensure that information provided is consistent, complementary, and coordinated. One effect of the global information environment is that publics can receive information about military operations from all levels of command, including reports from theatre from multiple sources. Commanders should ensure that their PA operations put forth a consistent message through NATO's many voices, and that military information activities³ are well coordinated with PA according to the NATO StratCom Policy.
- d. Practise appropriate operational security. The provisions of operational security and propriety will be considered and adhered to before releasing information.
- e. Conduct work mindful of multinational sensitivities, and respectful of the local and regional cultural environment. NATO operations can be adversely affected by culturally inappropriate references or communications activities. Conversely, the effect and impact of communications is made stronger when it is informed by an understanding and appreciation of local custom, tradition and culture.

RESPONSIBILITIES

- 10. NATO military PA is a command responsibility at all levels. Practitioners are directly responsible to their respective commanders for the conduct of PA activities, and responsive to guidance from the PA function at higher HQs.
- 11. Public affairs must be well coordinated within the Alliance's military arm vertically through all levels of command and horizontally with national armed forces and other organisations working in parallel with NATO. Effective PA support to commanders including organisational spokesmanship requires that military PA be fully integrated into the operational planning process at all NATO HQs, at the earliest possible stage.
- 12. **Political Level.** The North Atlantic Council provides overall guidance and direction for Strategic Communications which include NATO public diplomacy efforts,

³ Information activities are actions designed to affect information and/or information systems, performed by any actor and include protective measures. (AJP 3.10)

military Public Affairs, as well as mission-specific strategic and political guidance for NATO military information activities⁴. According to the NATO StratCom Policy, the Assistant Secretary General for Public Diplomacy (ASG/PDD) is responsible for the coordination of StratCom activities across all NATO civilian and military bodies and commands, and also directs all public diplomacy activities except press and media. Detailed day-to-day media relations and messaging guidance to NATO military PA through the chain of command, either to SHAPE for operational matters or to ACT for transformation issues, are directed by the NATO Spokesperson on behalf of the Secretary General. The NATO StratCom Policy Board (SCPB), chaired by ASG/PDD, is the designated directing body for NATO StratCom issues. The StratCom Standing Working Group (SCSWG) is a permanent working group undertaking tasks directed by the SCPB. It is forward-looking in its approach, providing focus of effort and the development of specific StratCom direction and guidance outside the SCPB meeting cycle. It covers emerging issues, all NATO's operations, missions and exercises, as well as specific StratCom activities.

- 13. **NATO Military Committee.** The Military Committee establishes overall policy for NATO military PA. The Chairman of the Military Committee is the principal military spokesperson for the Alliance on all military issues. The International Military Staff's Public Affairs and StratCom Advisor (IMS PA&SCA) supports that organisation's PA requirements, is the MC's spokesperson, and facilitates interaction and coordination between the two Strategic Commands, the Military Committee and the Public Diplomacy Division on military PA matters. The IMS PA&SCA is also the principal contact within the IMS for StratCom issues, and as such represents the Director General, IMS at all StratCom meetings and specifically on the SCPB and the SCSWG.
- 14. **Strategic Commands.** The Strategic Commanders provide overall guidance and direction on military PA within their respective areas of responsibility. Supreme Allied Commander Europe is the principal military spokesperson for NATO operations. Supreme Allied Commander Transformation is the principal military spokesperson for NATO transformation.
- 15. The Chief Public Affairs Officer (CPAO) SHAPE directs, plans, and executes strategic level military PA for ACO in support of NATO operations or other activities under SACEUR's direction and responsibility. The CPAO for ACT directs plans and executes strategic level military public affairs in support of NATO transformation ac-

⁴ While information operations focusing on preserving and protecting Alliance freedom of manoeuvre in the information environment should take place at all times, information operations activities focused on influence and counter command.....may only take place as part of an OPLAN and thus with NAC approval, including definition by the NAC of adversaries and potential adversaries. (NAC Decision reflected in cover page to MC 422/3(Final), 08 Jul 08)

tivities under SACT's direction and responsibility. The CPAO ACT is also responsible for NATO-related training and doctrinal aspects of NATO military PA, consulting with the IMS PA&SCA and the CPAO SHAPE to determine priorities and scope.

- 16. **Subordinate Commands.** CPAOs for operational and tactical-level Commands and organisations subordinate to ACO and ACT are responsible to their respective commanders for all public affairs programming and activities of their HO.
- 17. Elements of the Force Structure and Subordinate Agencies, Bodies, and Committees. The NATO Force Structure consists of forces placed at the Alliance's disposal by the member nations, temporarily or permanently, including the associated command and control elements. These can be part of NATO's multinational forces or be additional national contributions to NATO. Both NATO and elements of the Force Structure benefit from being publicly affiliated with each other. As such, when an issue or activity could become public and affect each other's reputation, liaison between PA offices should occur ahead of time.
- 18. Other organisations, committees and sub-committees that are the responsibility of the Military Committee (such as the NATO Defence College), SACEUR (such as the high readiness land and maritime forces) and SACT (such as the Training Centres and the NATO Undersea Research Centre) are responsible for delivering their own PA programming. They will seek functional PA guidance from the IMS PA&SCA, SHAPE CPAO, or ACT CPAO respectively.
- 19. **Nations.** Member nations have primary responsibility to inform public opinion within their own country about decisions taken in the framework of their Alliance membership, including participation in Alliance operation and activities. Nations provide trained and qualified PAOs for national requirements and to fill positions in NATO's permanent headquarters, operations and other activities.
- 20. The NATO Countries Public Affairs Community (NCPAC) is established as a direct information link between the military PA offices in NATO Capitals and NATO HQ. The NCPAC serves as a two-way tool for exchanging valuable information on PA issues, training opportunities and other NATO-related issues.
- 21. **NATO Military PA.** NATO military PA works on behalf of all member nations to promote public awareness of the Alliance, as well as to inform internal NATO audiences. NATO also promotes joint PA education and training, and develops joint PA doctrine and lessons learned.

- 22. **Resourcing.** All NATO HQs are required to have a PA function, but personnel and financial requirements will vary. The PA function needs to be sufficiently staffed with trained and experienced personnel and resourced to meet the operational and policy issue tempo of the headquarters and its activities. The minimum capability requirement includes PA plans and policies, media operations, media monitoring and analysis, and production (writing, imagery, and web services).
- 23. Operating successfully in today's complex operational and media environment requires that military PA personnel be trained and skilled in all aspects of PA work at the strategic, operational, and tactical levels. Allied nations are encouraged therefore to develop national military PA capability and to recruit, educate, train, employ and promote within the profession in order to build the experienced capability required for this specialised discipline. Training should recognise the high potential for employment in operations in a joint, multinational environment. At the same time, shortfalls should be constantly monitored in NATO HQs and in operational theatres, both in quality and quantity.
- 24. The NATO Military StratCom Concept⁵ identifies required military capabilities essential to delivering effective NATO StratCom initiatives. It gives a clear outline on the way ahead for the development of the military StratCom process and of its supporting military communication and coordinating capabilities.

⁵ MCM-0085-2010 (Rev), 11 Aug 10, NATO's Military Concept for Strategic Communications (approved by NAC 18 Aug 10).

PLANNING AND EXECUTING PUBLIC AFFAIRS

ORGANISATION

- 25. **Reporting Relationships.** All NATO military headquarters and command elements will establish a PA capability within the Command Group. Public Affairs at each level of command directly supports the commander and may therefore not be further delegated or subordinated to other staff functions. The CPAO, as the principal advisor on PA matters and official spokesperson for that HQ, reports directly to the commander. All supporting PA activities should be organised under the PAO.
- 26. **PA Relationship to StratCom.** The CPAO supports the commander's Strat-Com process by ensuring that PA actions, plans and objectives are coordinated as part of the broader StratCom effort. The commander's StratCom structure will not affect the direct link of the Spokesperson or the CPAO to the commander, nor modify the inter-relationships between the different information disciplines, as stated in the NATO StratCom Policy and the respective MC policies governing PA, Info Ops and PsyOps.
- 27. PA Relationship to Information Operations. PA and Info Ops are separate, but related functions. They directly support military objectives, counter adversary disinformation and deter adversary actions. They both require planning, message development and media analysis, though the efforts differ with respect to audience, scope and intent. All military information activities must be closely coordinated with PA in order to ensure consistency in the messages to external audiences and to promote overall effectiveness and credibility of the campaign. Info Ops is a military function to provide advice and coordination of military information activities in order to create desired effects on the will, understanding and capability of adversaries, potential adversaries and other NAC-approved parties in support of Alliance mission objectives. PA is not an Info Ops discipline. While coordination is essential, the lines of authority will remain separate, the PA reporting relationship being direct to the commander. In addition, organisational arrangements must take account of the damage that can be done to NATO's credibility if there is a perception that, through PA activities, NATO is attempting to unduly manipulate audiences or the media. Beyond coordination of efforts, messages and being informed of these activities therefore, PA will have no role in planning or executing Info Ops, PsyOps, or deception operations.

METHODOLOGIES

- 27. **PA Approaches.** NATO policy is to release accurate information with the minimum of delay that is consistent with operational security and propriety. The PA approach for each activity or situation needs to be assessed on a case-by-case basis, being attentive to the public and external/internal audience interest, and is informed by PA considerations of good issue management and security.
- 28. A PA approach provides a guide respecting the level of ambition or expectations of the desired profile for an activity, event or issue. Given that everything NATO does or does not do is subject to public scrutiny, this characterization of "intent of effort" helps prioritise work and assign resources. Remaining flexible in the face of changing circumstances is important, as the facts that informed the original assessment can change in very short order and may necessitate a different approach than first thought. The choice, therefore, will indicate initial intent but will always be subject to review and direction from higher HQ. The PA approach with respect to external and internal audiences is not necessarily identical for the same issue. Guided by its PA principles, NATO defines three military PA approaches:
 - a. Very Active. Significant and deliberate effort will be invested to promote awareness, visibility and to "push out" information. This approach is called for where real public interest is anticipated or desired and may be supported by a wide range of PA products and activities.
 - b. Active. Routine effort will be invested to promote public awareness; the range and scope of information products or support activities are generally limited. This approach may be used when the activity is expected to have some audience interest, or where the public affairs return on investment given the time and resources expended is expected to be modest.
 - c. Reactive. Efforts are not made to promote wide awareness, but a PA plan and media lines should be developed in anticipation of media or public queries. As such, being reactive still means being responsive to queries: not answering the phone or saying "no comment" are not options. A reactive approach could be used when little to no public interest is anticipated; where operational security, policy, privacy, propriety, or higher guidance indicates that an active or proactive approach is not appropriate; or when full disclosure is not yet possible.
- 29. **Spokesmanship.** Since the commander is likely to be seen as the most credible spokesperson for his/her mission or headquarters, he/she will often speak publicly, and should therefore seek and receive the advice and support of his CPAO,

specifically in preparation for media interviews or public engagements. However, any uniformed member of NATO regardless of rank or position, who responds to media or speaks publicly about an issue, will be perceived as "a NATO military spokesperson," regardless of whether that is technically the case or not. This reality calls for a clear and advance understanding as to who is authorised to speak to media or the general public on behalf of the organisation and its commander, and a basic level of media awareness training for all NATO personnel.

- 30. Identifying spokespersons is a command responsibility and all NATO military HQs will identify someone, be it an individual or through appointment, as the public face of the organisation. Military spokespersons will "stay in their lane", limiting their comments to matters respecting the military operation or function within their area of responsibility. There are two categories of military spokespersons:
 - a. Official. Official spokespersons are those persons who by virtue of their position or appointment are expected and authorised to speak to the media, the public, or internally about NATO military affairs. This includes the Chairman of the Military Committee, the Strategic Commanders, Force and Operational Commanders, and the CPAOs of all those organisations.
 - b. Designated. Refers to those persons who by virtue of their job description or responsibility are authorised to communicate externally or internally about NATO military affairs. This includes NATO Media Information Centre and NATO Media Operations Centre spokespersons, and subject matter experts who have been tasked to communicate externally or internally about a specific issue or topic. Where possible and practical, they should be prepared ahead of time for the engagement by a PAO.
- 31. Information provided by NATO military spokespersons should normally be directly attributable to them by name. Being "on the record" serves several purposes: it provides an identifiable source for the information and thus adds to the organisational credibility of the information, it identifies when official NATO military spokespersons have addressed an issue, and it promotes transparency both of the media and the organisation. In the circumstances where the person providing the information cannot be identified by name for operational or personal security reasons, this must be specified as non attributable, and agreed ahead of time between the spokesperson, and/or the PAO and the journalist. As a general rule, PAOs should encourage the use of attributable information.
- 32. "On background" is supporting information given to media representatives to facilitate greater understanding of an issue. It will be stated at the time whether that

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information may be used, and if it is, it should appear to come from the journalist's own knowledge, and not directly attributed to the NATO military spokesperson(s).

33. Organisations that belong to the NATO Force Structure are not in the NATO Command Structure. Unless involved in a NATO operation, personnel belonging to the NATO Force Structure should not be identified as NATO spokespersons. Rather, they speak only for their own organisation, although they are welcome to explain the nature of the affiliation with NATO.

PROCESS AND MECHANICS

- 34. **PA Guidance.** CPAOs may develop and promulgate Public Affairs Guidance (PAG) to address issues not described or forecast in existing operational plans or strategies. Usually, PAGs will recommend the approach, summarize the issue, identify the lead organisation(s), identify spokespersons, list messages and provide coordinating instructions.
- 35. **PA Strategies and Plans** should be developed in support of organisational objectives, consistent with the StratCom policy for the HQ, command or operation, and at the earliest possible stages. Plans should clearly identify key themes, messages, objectives, responsibilities and resources required. Before elaborating a strategy, the PAO should conduct a serious analysis of the PA environment from the perspective of both internal and external communication. Key messages developed by higher NATO political and military authorities will be included and used in subordinate PA strategies and plans. Furthermore, PA activities should be regularly evaluated for effectiveness, reporting status to the higher echelon and adjusted as required to meet evolving circumstances.
- 36. **Public Speaking and Writing.** Explaining NATO to interested audiences by members of the organisation is to be encouraged. Any person working for or on behalf of NATO military forces who speaks in an organised setting or fora to external audiences or intends on publishing his/her writing about a NATO-related topic in the public domain needs to seek advice from that organisation's PA staff, who will advise on whether prior approval from the member's chain of command should be sought. Academic works are exempted: these need to include a disclaimer on the cover page stating that, "the views expressed herein are those of the author and do not necessarily reflect the official views of NATO."
- 37. **Public and Media Queries.** Any and all media queries will be directed to a PAO within that HQ or unit so that interest in the activity or issue can be tracked, assessed and dealt with in an appropriate fashion. Queries from non-media members should be handled with common sense and discretion: a simple request received by telephone for general, generic information that is a matter of public record and/or within that person's specific knowledge, should normally be provided on a background/not-for-attribution basis. Personnel should not speculate or inadvertently participate in an interview any call received from the news media or the public, including interest groups, may be recorded by the caller. A good rule of thumb is, "if you aren't prepared to see it on the front page with your name attached to it, then don't say/write it".

- 38. **Media Interviews.** All interviews between external media outlets and personnel assigned to permanent and deployed NATO HQs requires that the organisation's PAO be made aware beforehand, and may require approval of the chain of command including the Commander if the subject is of a sensitive nature. The interview should be monitored by a PAO in attendance.
- 39. Media requests for interviews with personnel deployed in NATO-led operations and under NATO command should be coordinated with the responsible national or NATO PAO, as appropriate, who will evaluate the request and recommend a course of action.
- 40. Ground rules for all media interviews regardless of the setting will be agreed and explained in advance to the news media by the PAO, and unless otherwise agreed by a CPAO, all interviews will be on the record. Persons should speak only about those matters within their professional knowledge and responsibilities. They should avoid speculation about events, incidents, issues or future policy decisions; should not comment on political matters; and must "stay in their lane", avoiding comments on issues and activities that they or their unit are not involved in. Where, for good reason prior approval for an interview was not possible (for instance, a member is involved in an incident and a journalist comes on scene and obtains a quote from the member), the PA chain must be informed as soon as possible.
- 41. PA Products. There are many and varied PA products in different forms and formats to tell and show the NATO story, whether they be in anticipation or in reaction to an issue, or to promote a NATO event or activity. Appended to this policy is a lexicon of terms for products that form the core of NATO military PA efforts. NATO military PA products will adhere to the NATO Visual Identity Guidelines, as determined and issued by the Public Diplomacy Division.
- 42. **Imagery.** The increasing dominance of visual media, particularly in light of new technologies, means that NATO cannot effectively tell its story without making imagery available to external and internal audiences. This can take the form of NATO providing imagery itself (e.g. through the NATO Website Multimedia Library and from NATO TV products), or by facilitating me-



Canadian Combat Camera at work

dia access to NATO people and activities. All PA activities should therefore consider ways and means to collect, properly identify and distribute imagery (still and video, plus sound). Nations that do not already have a deployable military imagery gathering capability are encouraged to develop one. In addition to supporting national PA objectives, proactively sharing imagery with higher NATO headquarters will help leverage its overall impact with regional and international audiences, an effect that may be difficult for any one nation to obtain. NATO encourages nations to implement policies for the rapid identification and declassification of such imagery in order to make it available to support PA efforts.

- 43. **Internet.** The Internet is arguably one of the most powerful PA and information tools available to NATO military PA, and all HQs shall budget accordingly to remain competitive as quality information providers. Internet sites inform a wide range of audiences and therefore need to be current, easily navigable, visually appealing, interactive, and in accordance with NATO visual guidelines. PAOs are responsible for content management and the appearance of their respective NATO Internet websites. Local directives respecting PA involvement in Command/HQ Intranet sites may be issued.
- 44. **Blogs and other Internet Communications.** Those who post information, news, views or opinions to the Internet using a personal site (a "blog") can be as competitive and influential as the most established and recognized media organisations, sometimes even more so. Blogs and other internet-based fora may be engaged directly or indirectly (i.e. by posting a comment) but whichever route is taken, those acting in an official NATO capacity should make their position clear. Often, media organisations encourage their own staff to create and maintain blogs as a means to enhance and connect with their readership. "Citizen journalists" may not be accredited media, but they are engaged in the security debate, be they well informed or otherwise. They can exert influence over public perception and understanding of NATO operations and activities and should be considered and factored into PA plans.
- 45. The widespread availability and access to Internet even by personnel deployed in the most austere of locations results in considerable information describing experiences included on personal websites, social media networks, blogs, e-mails, and uploaded still and video imagery. This material is posted by NATO members deployed on operations or in garrison, by families and acquaintances of NATO members, embedded journalists or other media, and the general public. Such information or imagery may, either individually or in conjunction with other information, provide adversary analysts with insights into NATO current operations, equipment, capabilities, tactics and intentions, or may provide information that puts personnel in specialist roles or their families at risk.

- 46. The authorities and guidelines respecting public electronic communications are no different than those for other forms of external communication. Just as a letter to the editor by a NATO military representative is subject to an approval process, the mere fact that the technology exists to allow virtually anyone to broadcast to the world, does not give blanket authority for NATO personnel to do so. That said, the Internet provides the NATO soldier, sailor or airman/airwoman with excellent opportunities to distribute useful and compelling information about NATO activities to audiences.
- 47. NATO members are entitled to communicate with friends, family and colleagues, and may share experiences with the broader public, provided they adhere to the provisions of security and propriety. NATO personnel are therefore advised to consult with their chain of command before publishing NATO-related information and imagery to the Internet. The chain of command has expert advisors, such as public affairs and intelligence staffs, who will ensure that such published information is not ultimately prejudicial to NATO operations and personnel.
- 48. Exercises and Training. More than a hundred NATO exercises and training events both small and large are conducted every year, and are listed annually in an MC-approved program. This is in addition to nationally sponsored exercises to which NATO and partner nations are invited to participate, and these are the sole responsibility of the sponsor nation.
- 49. Both the NATO military HQ that is scheduling the NATO exercise and the office conducting the exercise need to give early consideration to the public affairs value and/or the necessity of informing publics about it. Often, media will be aware of the fact that an exercise is being planned well before any formal acknowledgement of it by NATO. Given the long lead time to prepare logistics support and in some cases a need to



Submarine rescue exercise BOLD MONARCH 2011

conduct community relations activities to sensitize populations to the fact that NATO forces will be exercising in the area, PA engagement and support from the outset is required.

- 50. The scope of PA support and whether an Initial Exercise News Release (IENR) is needed to publicly and formally announce the exercise needs to be assessed by a PA practitioner. Major exercises in particular are an important element of the organisation's overall information effort. In contrast, a small CPX or a training event on a highly technical subject is not usually likely to warrant a very active PA strategy.
- 51. The office conducting the exercise will recommend whether an IENR is advisable based on the exercise intent, size, scale, scope, and potential for becoming a news item. The exercise approach and IENR (if one is required) is subject to approval and issue by the office scheduling the exercise. Where there is a question about whether there are political considerations or implications with the exercise (geographic location, type of exercise, nations participating, etc.), the office scheduling the exercise will seek guidance from higher authority, up to and including the MC through the IMS PA&SCA if need be. The PA chain through to the IMS is to be informed and copied on the release ahead of its public distribution.
- 52. The Military Committee through the IMS PA&SCA can direct the responsible Strategic Command CPAO to provide an IENR for MC approval or guidance/approval by the NAC. In this case, the draft material should be staffed through the chain of command at least four weeks before the intended publishing date.
- 53. Classification of Information. Almost all NATO documents and information are by nature classified and thus PAOs face daily decisions and dilemmas respecting what can or cannot be released to the public. Obtaining formal authority from the originator to release classified information can be an unwieldy and lengthy process, even though all or part of the information may already be publicly available. The unduly restrictive classification of information can also limit the institution's ability to quickly but accurately respond to queries or to proactively engage audiences in the interests of managing issues and thus the organisation's reputation. As such, NATO military PAOs need to be thoroughly familiar with NATO policies respecting the classification and management of information so as to make informed and considered judgements respecting releasability. If in doubt, Command and higher functional PA guidance should be sought.

PUBLIC AFFAIRS ON OPERATIONS



No-Fly zone, Operation Unified Protector - Libya

- 54. Accreditation and Registration of Media. Accreditation of journalists and other media representatives is a national responsibility. The NATO Public Diplomacy Division is responsible to verify journalists accredited to NATO HQ. To manage access to NATO media information centres, facilities, properties and people, NATO military PA staff will register media and may issue a NATO photo-registration card. This card does not guarantee access and does not serve as a substitute for official identification documents, such as passports or national identification cards. Media representatives must also meet other requirements imposed by host nations, such as visas.
- 55. Registration of media provides an important opportunity for deployed NATO military PAOs to meet with journalists preparing to cover activities, including the chance to explain ground rules and regulations respecting safety, operational security, logistics, and to provide background and operational context. In addition to learning which media are active in their area, it provides the PAO with an occasion to begin developing a relationship with the journalist, and accountability of the media representative in the event of an emergency.
- 56. **Media Information Centres.** All NATO-led military operations or other activities involving a major deployment of forces will establish a facility in theatre, which will normally take the form of a NATO Media Information Centre (NMIC) in a location and facility as accessible to the news media as security conditions allow. Media

have a right to be in theatre and to cover NATO activities. NMICs should also be established for major training events. Media Information Centres (MICs) subordinate to the NMIC may be established.

- 57. The demand for news about a particular NATO activity is not necessarily directly related to the size of the deployed force. A small deployment can generate sustained international attention, whereas a large force that has been operating without incident may attract very little interest. The PA organisation should be sized for the task and manning reassessed during regular Peacetime Establishment (PE) and Crisis Establishment (CE) reviews.
- 58. **Media Integration.** NATO Allies should encourage access of the media to Alliance operations and other NATO activities, including hosting accredited media representatives at field headquarters or units. Media can be represented by accredited journalists (Article 79, Additional Protocol I, 1977), war correspondents (Article 4, Geneva Protocol III, 1949), or free-



Journalists in Afghanistan

lance journalists. As PA is a Command responsibility, the decision to host media in NATO HQs or units on operations is at the discretion of the affected HQ commander, in accordance with direction from theatre HQ and/or the policies established by the ACO HQ. Nations that individually establish media embedding programs are encouraged to see that media are offered the opportunity to meet with and be briefed by senior NATO officers or officials prior to being embedded. Ground rules respecting operational security and privacy are operation- or activity-specific and are the responsibility of ACO. Media representatives hosted by NATO will sign a waiver of liability exempting the nation and organisation from any claims that might arise as a result of any injuries, harm, or damage.

59. **Media Travel and Life Support.** Media representatives at all levels need to understand the challenges the military faces in working in fluid environments, and accept that blanket protection of media personnel will not be possible. Accordingly, journalists who expect to work in these types of environment should be trained in risk evaluation and the fundamentals of working alongside the military. The responsibility rests with the individual or the individual's employer to ensure that they are appropriately prepared and trained for the assignment.

- 60. Journalists will be expected to equip themselves with their own personal protective equipment (body armour, helmet). However, accredited correspondents may be issued with appropriate specialist protective clothing as well as being provided any required training in its use. Media who are hosted by NATO should be afforded life support (including accommodation and food), and may have access to communications and transport as the local situation and conditions permit.
- 61. **Significant Incidents.** Significant incidents including casualties, accidents and damage to property or equipment involving NATO forces will quickly generate media and public interest and will be publicly acknowledged at the lowest appropriate level in the NATO chain of command. Such announcements will be made in close coordination with the nations and organisations involved. Nations, as well as organisations working closely with Alliance forces, retain the prerogative to release specific details about incidents involving their personnel, property or equipment, including the names of those killed or injured the details of damaged property or equipment, and the status of investigations or medical treatment.
- 62. **Casualties.** NATO PA offices in theatre will acknowledge deaths or serious injuries to military personnel under NATO command in accordance with the PA principles and notification regulations of nations. A number of considerations will inform when casualties are acknowledged, and each case or incident will be dealt with individually. Ideally, NATO military PA will inform media first, and thus be ahead of adversary efforts to shape and frame media coverage of the situation for their own purposes. This holds true in the case of single or multiple casualties from one or more nations.
- 63. Release of the name, nationality and personal details of a service member or service members who die/dies or is seriously injured is a national responsibility.
- 64. Where military casualties are incurred during an ongoing operation, relevant and verified information will be disseminated by NATO PA to the media in a timely fashion, while respecting the prerogative of troop contributing nations to confirm the nationality and detailed nature of casualties and the detailed circumstances of the event. This requires speedy and proactive coordination to ensure message consistency amongst NATO and national PA communications.
- 65. The NATO CPAO in theatre will ensure close coordination with respective senior in-theatre national military representatives. Coordinating with troop contributing nations' delegations and PA authorities in national capitals will normally be led by the Press and Media Section of the Public Diplomacy Division at NATO HQ. Coordinating procedures for announcing NATO civilian casualties will also be led by the Press and Media Section of the Public Diplomacy Division on behalf of the Secretary General.

Annex A to MC 0457/2

LEXICON OF TERMS

This lexicon groups together the most frequently used terms pertaining to public affairs work in NATO. Public affairs products are listed separately for ease of use. The terms used here are in the process of being submitted to the MC Terminology Committee to be considered for inclusion in AAP-6 NATO Glossary of Terms and Definitions.

ACCREDITATION

The formal recognition of a journalist or other media representative by an official national entity or international organisation; can also refer to the accreditation card or other document issued to the media representative. Accrediting organisations will physically verify the affiliation of an applicant with a specific news organisation.

AUDIENCE

A specified group or persons to whom NATO public affairs efforts are directed.

BLOG

First-person Internet-based journal of personal views and opinions. Some achieve mass appeal or commercial status and compete with established and recognised news organisations.

CHECK AGAINST DELIVERY

Used to inform media that a speech text released prior to it being given (usually provided under embargo) must be compared to the actual speech, which takes precedence and should be used when quoting therefrom.

CHIEF PUBLIC AFFAIRS OFFICER (CPAO)

The senior PAO in a NATO permanent or field headquarters. The CPAO is the Commander's public affairs advisor and official spokesperson, reporting directly to the Commander. Responsible to plan and implement the PA campaign.

CITIZEN JOURNALIST

A person who independently gathers and reports news, views or opinions using means other than through a media organisation, frequently through social media networks.

COMMUNITY RELATIONS (COMREL)

One of the three pillars of NATO military PA. Refers to the relationship between military and civilian communities in proximity to NATO installations in the Alliance's member nations, including the general public, business, service organisations, and other non-media entities.

EMBARGO

An agreement with one or more media representatives or organisations not to publish defined information before a specified date and time. This is usually applied to protect time-sensitive information.

FACILITIES

Transport, briefings, shelter, communications, power, etc., which enable media to gather (witness, hear) information, record (type, visual, audio) it, and transmit it via commercial or military means.

FREELANCE(R)

An independent journalist not employed continuously on a full-time basis with any one media organisation. They usually sell their work to one or more media organisation(s) on a piece by piece basis during temporary assignments.

GROUND RULES

Conditions mutually agreed in advance with a media representative that govern the terms of an interview or other activity and the use of that information.

INFORMATION ACTIVITIES

Actions designed to affect information and/or information systems. They can be performed by any actor and include protective measures. (see MC 422/3)

INFORMATION OPERATIONS (INFO OPS)

A military function to provide advice and coordination of military information activities in order to create desired effects on the will, understanding and capability of adversaries, potential adversaries and other NAC approved parties⁶ in support of Alliance mission objectives. (MC 422/3).

INITIAL EXERCISE NEWS RELEASE (IENR)

The initial news release formally announcing a NATO military exercise. The re-

6 NAC approved parties are those identified in top-level political guidance on Alliance information activities. These may include adversaries, potential adversaries, decision makers, cultural groups, elements of the international community and others who may be informed by Alliance information activities.

sponsibility and authority for this rests with the officer scheduling the exercise and is produced in consultation with higher HQ where there are public and/or political sensitivities.

INTERNAL INFORMATION

One of the three pillars of NATO PA. Organisational communication with NATO members, civilian employees and family members of those serving with or affiliated to NATO. It does not include activities of officers or managers for the purpose of informing their staffs of unit or section developments or communications that provide administrative direction. Also referred to as Command Information.

JOURNALIST

A person employed by a media organisation to gather and report news.

JOURNALISTS IN AREAS OF ARMED CONFLICT

Journalists engaged in dangerous professional missions in areas of armed conflict who do not meet the requirements for designation as war correspondents are recognized under Article 79, Additional Protocol 1, 1977 as "civilians". Journalists who have fallen into the power of the enemy are guaranteed the protections afforded that status under the various Conventions and Protocols.

MEDIA

Those organisations or persons who gather and disseminate news; also refers to the mediums by which news is transmitted (newspapers, TV, radio, Internet, etc).

MEDIA ESCORT

A person assigned to accompany journalists and other media representatives.

MEDIA INFORMATION CENTRE (MIC)

One or more centres subordinate to an NMIC that are operating in forward locations.

MEDIA OPERATIONS

All activities pertaining to managing the interaction with the news media; can refer to the function responsible for such activities, such as the "media operations section."

MEDIA POOL

News media who mutually agree to gather and share material with a larger group when access to an activity or event is limited, typically when news media support resources cannot accommodate a large number. Some ground rules may be agreed in advance to ensure that different types of media are granted access. In general, the PAO should indicate the availability of the breakdown of seats available and leave selection of who is in the pool to the media representatives.

MEDIA REPRESENTATIVE

All persons accredited as journalists, including those who directly support the gathering and reporting of news, such as producers, researchers and photographers, excluding drivers, interpreters, or others not directly involved in the news process.

NATO MEDIA INFORMATION CENTRE (NMIC)

A public affairs facility established to host and inform journalists and other media representatives in a NATO operations mission or exercise area. A NMIC will normally contain a briefing area, offices for public affairs staff, and should offer telephone, internet and other services to media representatives.

NATO MILITARY PUBLIC AFFAIRS (PA)

The function responsible to promote NATO's military aims and objectives to audiences in order to enhance awareness and understanding of military aspects of the Alliance. This includes planning and conducting media relations, internal communications, and community relations.

NEW MEDIA

A generic term for many different forms of electronic communication that are made possible through the use of computer-based technologies.

PROPAGANDA

Information, ideas, doctrines, or special appeals disseminated to influence the opinion, emotions, attitudes, or behaviour of any specified group in order to benefit the sponsor either directly or indirectly:

- Black: purports to originate from a source other than the true one.
- *Grey:* does not specifically identify any source.
- White: disseminated and acknowledged by the sponsor or by an accredited agency thereof.

PSYCHOLOGICAL OPERATIONS (PSYOPS)

Planned psychological activities using methods of communication and other means directed to approved audiences in order to influence perceptions, attitudes and behaviour, affecting the achievement of political and military objectives. See MC 402.

PUBLIC AFFAIRS APPROACH

The level of public profile to be adopted. It may change in time, space and phase of any operation. An approach can be very active, active or reactive, and be different for external and internal audiences.

PUBLIC AFFAIRS OFFICER (PAO)

A person trained and qualified to practice public affairs. In NATO, a person posted or hired into a position established as a PAO or a PA Advisor.

PUBLIC DIPLOMACY

The totality of measures and means to inform, communicate and cooperate with a broad range of target audiences world-wide, with the aim to raise the level of awareness and understanding about NATO, promoting its policies and activities, thereby fostering support for the Alliance and developing trust and confidence in it. See SG(2003)0876(INV).

PUBLIC DIPLOMACY DIVISION

The Division located at NATO HQ Brussels, and headed by an Assistant Secretary-General, responsible to explain the NATO organisation's policies and objectives to the public. See NATO Handbook, 2006.

REGISTRATION

The process of confirming the credentials of a journalist or other media representative. The media representative may be required to fill out a registration form and provide proof of identity and affiliation with a news organisation. NATO may issue a photo-registration card to facilitate access.

SECURITY AT THE SOURCE

The practice of protecting sensitive or classified information where it originates. In PA, this means ensuring that media representatives are not unintentionally exposed to sensitive or classified information and cannot intentionally or unintentionally report it.

SOCIAL MEDIA NETWORKS

Networks designed for the dissemination of information and messages through social interaction using Internet web-based technologies, often leading to conversational debate.

STRATEGIC COMMUNICATIONS

The coordinated and appropriate use of NATO communication activities and capabilities – Public Diplomacy, Public Affairs, Military Public Affairs, Info Ops and

PsyOps – in support of Alliance policies, operations and activities, and in order to advance NATO's aims (see PO(2009)0141).

WAR CORRESPONDENT

A "war correspondent" is a journalist who has been authorised by, and issued an identity card from, a national armed force to accompany that force. War correspondents that have fallen into the power of the enemy must be accorded the status of "prisoner of war" and are guaranteed the protections afforded that status under the various Conventions and Protocols.

PA PRODUCTS

BACKGROUNDERS

An explanation of an issue, activity or program, usually to provide context and perspective for the use of journalists. Can refer to a product, generally a written piece, or to a verbal briefing and/or presentation by a spokesperson.

FACT SHEET

An overview of data and information on a specific topic. Generally is a collection of factual information as reference material, and short on the effort to impart explanations.

IMAGERY

All materials that identify NATO personnel, equipment or activities through the use of visual images.

INTERNET POSTING

The process of loading a presentation or product onto a publicly accessible server, and creating the links required to make the item publicly "live."

MEDIA ADVISORY

An alert to inform media agencies of an upcoming newsworthy event or activity.

MEDIA LINES

Also called Talking Points and/or Messages. Organizationally approved responses to an issue for use by spokespersons when dealing with media.

MASTER MEDIA MESSAGES

Overarching, key 3-5 points developed by a higher political or military authority and incorporated into the products and activities of subordinate organisations. Ultimately, reduces even the most complex of issues into a manageable number of remarks of soundbite-length.

MEDIA OPPORTUNITY

Also called Press Point, Newser, Presser, Media Availability. A chance for media to meet with an organisational spokesperson, usually on camera and often before or after a notable meeting or activity. Is distinguished from a news conference in that the setting in a media opportunity is regarded as more impromptu and less formal, with quite limited time with the spokesperson and not necessarily with a view to imparting "new news."

NEWS RELEASE

Information designed to notify audiences, particularly media, of an event, issue or activity that is newsworthy, and generally, something that has just happened or is just about to happen. Usually provides an organizational position, view and/or statement.

NEWS CONFERENCE

A group of two or more media purposefully gathered to obtain information from an organisational spokesperson. Implies there is something new or newsworthy to impart; otherwise, use a media opportunity.

OPED

Originating in print journalism, op-ed is an abbreviation of "opposite the editorial page", (often mistakenly thought to mean opinion-editorial). It refers to an article that expresses the personal opinions of a named writer not normally on the editorial staff of the publisher. These are different from editorials which are often unsigned and written by editorial board members.

PUBLIC AFFAIRS GUIDANCE (PAG)

Addresses emerging public affairs issues or issues likely not covered by existing plans or guidance, and issued as required by CPAOs. At a minimum, PAG will summarize the issue, identify lead organisation(s), name spokespersons, list messages, and provide coordinating instructions.

PUBLIC AFFAIRS PLAN

Details relating to the planning and conduct of a PA-related activity; in effect the "execution" paragraph detailing what will be done, where, when, how and by whom. Can be an annex to an operations or contingency plan, or stand on its own.

PUBLIC AFFAIRS STRATEGY

A document that provides a broader public affairs approach that sets overall themes and goals for an organisation or initiative. Should include master messages. Action-oriented PA plans derive their guidance from PA strategies approved by higher authorities.

QUESTIONS AND ANSWERS

A document that provides spokespersons with organizationally approved lines to a series of questions expected from media.

STATEMENT

Remarks by the speaker at the event, usually to public audiences.



International Military Staff

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