MULTINATIONAL INFORMATION OPERATIONS EXPERIMENT

White Paper

Narrative Development in Coalition Operations

Version 1.0

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PREFACE

In 2003, Germany proposed Multinational Information Operations Experiment (MNIOE) as a national initiative to further develop Information Operations (Info Ops) in the context of enhancing future Coalition interoperability through collaboration in multinational Concept Development and Experimentation (CD&E).

During the last years, the multinational forum of MNIOE addressed several future Coalition Info Ops requirements, identified related interoperability issues, and delivered various conceptual approaches for the field of Info Ops.

Previous and on-going conflicts and crises have underlined the extraordinary relevance of the Information Environment for mission success. Splicing together words and deeds to ensure a consistent perception and understanding from an audience point of view must be the focal point the Info Ops function.

The urgent need for doing better created several different approaches and ideas over the last years, for example NATO Strategic Communications or the discussion on creating "Narratives". But what are Narratives and how to develop one? Right now we face a situation without a clear and common understanding on Narratives.

Therefore, this White Paper is a logical further development of the following documents:

- MNIOE Analytical Concept "Development of a multinational Information Strategy", Final Draft Version 1.0, dated 31 October 2008;

- MNE 6 Analytical Concept "Enhanced systemic understanding of the Information Environment in complex crisis management" 2nd Draft, Version 1.0 of August 2010; and

- MNE 6 Framework Concept "Integrated Communication in multinational coalition operations within a comprehensive approach", 3rd Draft, Version 1.0, dated 04 October 2010.

This White Paper introduces the Narrative construct and describes a step-by-step process for the development of such a Narrative which then can be used as the core element for a military Information Strategy.

As a White Paper, it will not go too much into details and will focus on the general idea and a pragmatic approach useful and adaptable for several nations and organizations.

Narrative Development Tool - Executive Summary

In all cultures, complex messages are communicated through stories and fairy tales which become a centrepiece for education and tradition. Such stories convey meaning in an effective way that naturally resonates with our understanding of the world. Stories connect complex topics with context and emotions in a culturally attuned manner using metaphors. Stories make information "stick"!

A Narrative is the structured expression of a thematic story about the rationale, intent and aims – the 'why' – of an organization. It reflects the vision and strategy of the organization, and, like a script or score, guides its mission conduct – the 'how' of its overall activity.

Narratives are more than simply 'stories'. Narratives describe the history, purpose and achievements of a collective entity, and they contribute in the process towards its unity and facilitate its continuous transformation. With that they are contributing an essential element to the coalition's efforts.

A coalition's Narrative must be "the compelling foundation of all its communication efforts. It is the common reference point that should guide the development of all of the coalition's kinetic and non-kinetic plans." It ultimately portrays the coalition identity and provides an important foundation for achieving a desired image.

To achieve sustained outcome, the short-term communication focus of targeted messaging has to be coherent with the long-term goals of an organization. *"Sustainable support for any institution or campaign is founded on both logic and instinct. The coalition therefore needs to ensure that, firstly, it has a core Narrative that resonates with its audiences, and, secondly, its operations and actions are consistent with that Narrative."*[1]

Narrative expresses and creates the essence of an institution or coalition for internal and external audiences.

Successful military operations depend on gaining the advantage in a highly complex and dynamic Information Environment. To meet this challenge, coalitions must communicate the rationale for their actions not only to the stakeholders in the deployment area but also to a large international community in order to maintain support and cohesion. A correctly constructed Narrative will overcome this challenge.

This concept will propose Narrative as an overarching umbrella for understanding the aim and scope of a coalition's engagement. It provides the tone and guides the planning, decision-making, communication, and actions of every single member of the organization across all levels. It connects the institutional desires of the organization to the actions of the individual. Every decision, action, activity, and communication should first be compared to the Narrative to ensure it is consistent with its overarching tone and intent.

The Strategic Communication Capability Implementation Process into NATO has identified the requirement for a tool that helps the political and strategic level in developing a Mission Narrative. (For more background see MCM-0076-2011 NATO StratCom CIP). The task to develop such a tool was given to the MNIOE community

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[1] Plowman/Chiu, l.c., p.5.

in 2011. Since then, a group of military and academic experts has been working on the process on *how* to develop a Narrative.

The Narrative development process consists basically of 4 steps:

The "Situational Context" template is given to a team of expert analysts, which guides the analysis of the Information Environment. (IE is comprised of the information itself, the individuals, organizations and systems that receive, process and convey the information, and the cognitive, virtual and physical space in which this occurs. (MC 422/4))

The information obtained by this analysis is then used to identify the various actors involved in the crisis and their individual desires. Here, a first attempt is made to identify an outcome of the crisis that might be acceptable to all or most stakeholders. This outcome will become the coalition's desire. The step ends with a stakeholder analysis that vets the stakeholders against the coalition's desire by their essentiality (more or less) and motivation (low or high).

Based on this analysis, it will then be possible to dedicate specific roles to each stakeholder, for example who will be the Action Agent, Supporter or Opponent, if there is one.

In the final step, a number of questions supports writing the Narrative.

Based on the analysis of the Information Environment, guided by these questions, and following the Narrative Arc model, it will then be possible to formulate a Narrative which is defined as *a "concise but comprehensive written statement of an organization's situation and purpose, which can stand on its own as the principle context to strategic planning directives or be used to support the creation of individual culturally attuned stories that will resonate with particular audiences and foster cohesion within the organization."* (Regularly the Narrative is written as concise body text, preferably one single paragraph of no more than 200 words.)

It is essential that Narratives are approved and endorsed at the highest level in order to achieve permanence either alone or as part of an Information Strategy.

This Narrative then becomes the core element of the coalition's Information Strategy.

1. Introduction

1.1 Purpose and Scope

This White Paper provides a conceptual idea of a Narrative to drive Information Strategies and planning for coalition operations. It serves as a guideline for StratCom and Info Ops practitioners as well as commanders and their wider staffs. It proposes a development framework for the construction of a written Narrative applicable to any environment.

In all cultures complex messages have been communicated through stories and fairy tales which become a centrepiece for education and tradition. Such stories convey meaning in an effective way resonating naturally with our understanding of the world. Stories connect complex topics with context and emotions in a culturally attuned manner using metaphors.

Successful military operations depend on gaining the advantage in a highly complex and dynamic Information Environment. To meet this challenge, coalitions must communicate the rationale for their actions to a large international community to maintain support and cohesion. A correctly constructed Narrative will overcome this challenge.

Whilst there is a significant amount of research on Narratives and narration, there is no pragmatic approach to their development for coalition military operations. This White Paper provides such an approach.

1.2 Structure of the Document

This paper takes the principles of understanding the Information Environment and the baseline assessment articulated in previous MNIOE and MNE 6 papers. Drawing upon this research, this document, consisting of 4 chapters, introduces the concept of Narratives and proposes a tool for their development. This paper focuses on the development and implementation of mission-specific Narratives.

1.3 Related Research and Projects

There are a number of completed and ongoing research projects relating to information strategies and the Information Environment that may be useful to practitioners using the process contained in this paper; a list of these can be found in Appendix "Related Studies".

1.4 Intended Users

This White Paper is designed to broaden coalition staffs' understanding of the power of Narratives, whilst giving guidance on their development. This is best done by an ad hoc team, which includes or has access to the following expertise:
Strategic Communication, Information Operations, Public Affairs, Psychological Operations, Intelligence, Political Adviser, Legal Adviser and Cultural Adviser.

Rather being limited to NATO or EU interpretation, it is intended for general use in multinational operations.

2. Baseline Assessment

This baseline assessment derives from a review of previous MNIOE and MNE[2] research as well as other publications.[3] Multinational coalitions face the following challenges within the Information Environment.

Lack of consistent strategic-political guidance

Coalitions tend to lack a written consistent political vision and guidance articulating the intended resolution of any crisis. Consequently, there is no clear common framework for coordinated political (and lower) level communication amongst coalition members and partners.

Lack of effective internal structures and processes

Coalitions are challenged by cultural differences and national/organizational caveats concerning internal and external communication. Traditional structures and rigid hierarchies, often prone to stove piping, do not provide the agility required for modern operations.

Lack of cultural understanding

Coalitions have failed to understand local culture and been unable to develop effective, culturally attuned communication strategies. The impact of culture upon our own coalition decision-making processes and its potential to affect our unified action is equally important.

Lack of shared identity

Coalition partners tend to lack shared ideals, values, interests, objectives and understanding of a crisis for the creation of an accepted coalition identity.

Lack of cohesion

Coalition partners lack the required cohesion and/or comprehension of the coalition as an entity, which is necessary for producing desired effects in the Information Environment to achieve common objectives.

Lack of common expression

Coalitions often lack a commonly expressed vision translating their basic consensus on commonly shared values and principles into unified action in the Information Environment.

Lack of consistency

Coalition actions – words, imagery, and deeds – are insufficiently integrated to produce desired effects in the Information Environment.

In summary, recent coalition operations have failed to properly consider or exploit the importance and potential of the Information Environment. Coalitions very often are unable to effectively communicate to the world who they are, what they stand for, or what their goals and aspirations are. Historically, effects in the Information Environment are not at the heart of the operations planning process.

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[2] MNE6 Objective 2.1 Framework Concept (2010) "Integrated Communication in multinational coalition operations within a comprehensive approach" and Objective 2.2 Analytical Concept (2010) "Enhanced systemic understanding of the Information Environment in complex crisis management".
[3] See Bibliography for additional references.

3. Narratives

3.1 Introduction and Background

This concept will propose a Narrative as the overarching umbrella for understanding the aim and scope of a coalition's engagement. It provides the tone and guides the planning, decision-making, communication, and actions of every single member of the organization across all levels. It connects the institutional desires of the organization to the actions of the individual. Any decision, action, activity, and communication should first be compared to the Narrative to ensure it is consistent with its overarching tone and intent.

A Narrative expresses and creates the essence of an institution or coalition for internal and external audiences. It is a simple, common sense articulation of what it is, what it stands for, and what it seeks to achieve through activities best communicated through the stories they produce. It must portray in a culturally attuned manner our honest conviction that a given course of action is the right thing to do in order to sustain long-term credibility and effectiveness. It is not simply a slogan or set of master messages. A Narrative has the capacity to express identity, values, moral basis, legitimacy and vision around which entities (organizations or activities) can unite.

A Narrative is a social construction that coherently inter-relates a sequence of historical and current events. It is an account of a community's collective experiences embodied in its belief system, and it represents the collective's symbolically constructed shared identity.[4]

In structural terms, the Narrative is a special organizational method that depends on certain characteristics and performs certain functions. A Narrative is an extremely powerful rhetorical tool because it activates much more than rational logic; it leverages an aesthetic dimension and a cultural dimension in order to construct a *Narrative logic* wherein decisions are made based on the Narrative validity (combination of internal coherence and external fidelity or familiarity), cultural relevance and emotional/aesthetic resonance.[5]

3.2 Characteristics of Narratives

3.2.1 Narrative Arc

There are many theories about the forms and structures of different types of Narratives but one that captures the common agreement of scholars from Aristotle to the present day is the idea of a Narrative arc. Narratives are born in conflict. This conflict may be between two participants, or it may be an internal conflict within one. Or the conflict could be a lack of something. These lead to a desire. The trajectory of the arc is constituted by the participants, actions and events (stories) that drive towards a satisfaction of the initiating desire. When a Narrative comes to an end (either through satisfaction of the desire or the failure to satisfy) it is *resolved.*

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4 Jerome S. Bruner, Acts of Meaning (Cambridge: Harvard University Press, 1990).
5 Narrative validity comes from communication scholar Walter Fisher (1989) Human Communication as Narration: Toward a Theory of Reason, Value and Action (Columbia: University of South Carolina Press)

For example, the Narrative that defined NATO from 1949-1991 had a perceived conflict with the USSR as its origin. The desire was for mutual defence to prevent invasion. The participants were the twelve founding Nations (later more) and the actions and events (including the signing of the North Atlantic Treaty and conducting interoperability exercises). The desired resolution providing the motivation to continue the actions/events was peace in Europe. After the dissolution of the USSR, this version of the NATO Narrative was resolved, and a new Narrative had to be developed.
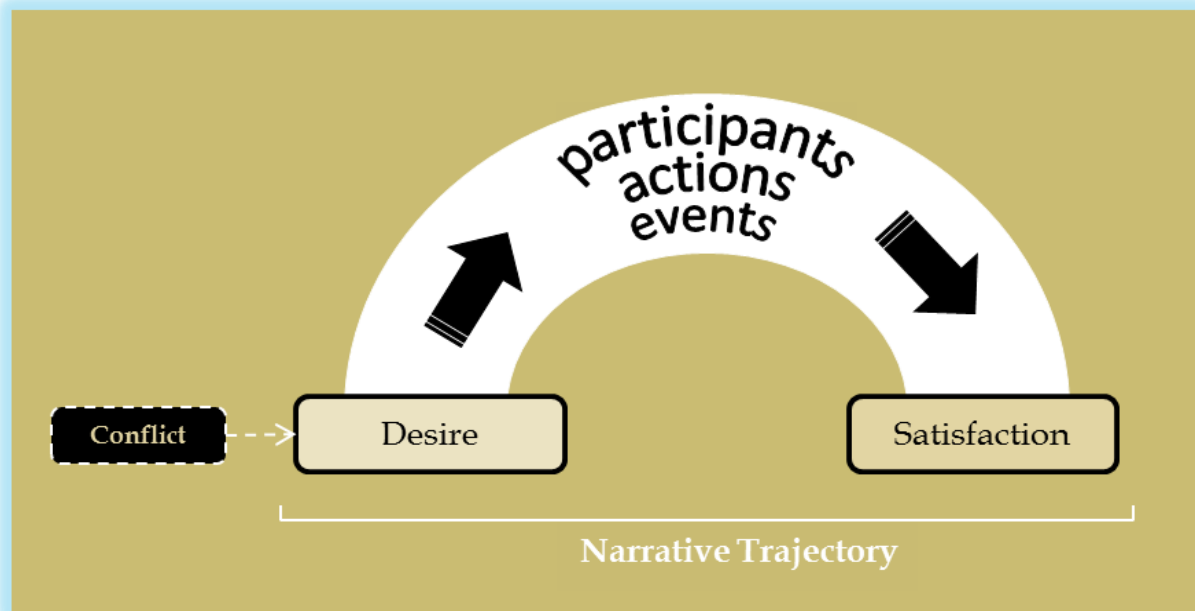
Figure 1: Narrative arc

3.2.2 Narrative Landscape

The Narrative landscape is a metaphor to describe the complex array of Narratives prevalent within a specific social, economical, political, and mediated environment. As such, the Narrative landscape is an integral part of the Information Environment. It incorporates the actors/audiences, the topics and stories (including myths, legends, characters and symbols of each), and their expression and communication through media (print, audio-visual, oral, electronic, etc.). As each Narrative is a system of stories the Narrative landscape describes the multitude of systems interacting in a region.

When two or more organizations operate in the same time and space continuum, their respective Narratives could be perceived as either competing or complementing. An example of this is the United Nations and NATO working in the same theatre of operations, both with own Narratives which, though not really opposing each other, may not necessarily be mutually supportive.

Just as the natural landscape, i.e. a multi-layered ecosystem consisting of topography, rivers, plant types, animal types and weather, the Narrative landscape consists of myths, religious stories, histories, popular fictions, contemporary news accounts, and many other elements. Audiences are part of the Narrative landscape, and the ways they inhabit that landscape affect their understanding of anything introduced into that landscape.

The development of stories which are appropriate for the respective stakeholders they are aimed at, should utilize an in depth analysis of the Narrative landscape (including interrelations of stakeholders, events, and environmental factors as well as analysis of story expectations shaped by the individual stakeholder groups' diverse perspectives). Stories and storytelling might need to be adjusted based upon constant monitoring of changes within the Information Environment.

3.2.3 Narratives as System of Stories

Narratives are communicated through storytelling. Historically, humans have used storytelling to capture and preserve traditions and heritage. We use storytelling to illustrate a point, teach a lesson, and illustrate complex ideas. Stories are a communication mechanism that helps people understand and retain information. Stories are word pictures, which connect information to emotion through individual experience. Stories appeal to both the cognitive and emotional domain.

Stories need to meet expectations and perceptions of the relevant stakeholder groups. The more a story takes into account cultural, personal, role-specific, religious and media-structural expectations, the more tangible and relevant and, thus, the more understood and accepted it becomes. So, story communication must be concise, consistent, credible, emotional, connectable, and tactful, much less a complete version of the Narrative.

If stories build strong ties, that strength of understanding will help to mitigate some disruptive 3rd party influence; i.e. stakeholders allow the Narrative's organization to frame their picture of the world more than they allow others. Managed properly, the stories become part of the stakeholder's own communication activities with other stakeholder groups and, therefore, add to spreading the Narrative's basic ideas in a culturally adapted way.

In the academic literature from anthropology, communication, literature and political science, there is frequent ambiguity in the terms 'Narrative' and 'story'. They are frequently used interchangeably. For the purposes of crafting and implementing an Information Strategy, it is important to distinguish between story and Narrative. A story is a sequence of events with a (implied) resolution; Narratives are constituted by stories.

A Narrative is a system of stories. Stories express the participants, actions and events, that constitute the Narrative arc, and collectively the whole system captures values and identity, executes ideological functions, and structures information. As a system, a Narrative as a whole is greater than the sum of its parts. The components (of this Narrative system) include the stories themselves, characters and archetypes, events, story forms (patterns facilitating understanding).

3.2.4 Dual Logic of Narratives

A Narrative has a dual logic. It is both a way of making sense of information and a mode of communicating information.

Making sense of information

We, as humans, absorb information and structure it in a Narrative format, sequencing the information into cause and effect to understand why or how events happened. Thus, it is a cognitive process of understanding. Recognizing this characteristic is important for all communication efforts and Information Activities because it

emphasizes that all events (whether speeches by heads of state, combat actions, humanitarian activities, PSYOPS-produced messages, or CIMIC outreach activities) will be understood by audiences and stakeholders within a Narrative framework (i.e., how these events relate to others they know, and how they imply consequences).

Mode of communicating information

Information can be expressed in Narrative form to become a tangible thing (a pamphlet, a video, a TV-show, a movie). By crafting a message with a Narrative structure, a message can leverage this powerful rhetorical form. Many television advertisements, for example, are structured in Narrative form.

A Narrative includes topics, characters and events, and combines those elements into a story-like structure:

- "The King died, and then the Queen died of grief." This is a very basic story, it includes a sequence of events, a resolution and a (implied) consequence. Characters are the King and the Queen, the plot events are their deaths, and grief is a characteristic of the Queen.

- "Grief-stricken, the Queen died after the King died." This story includes exactly same participants, the same sequence of actions, and the same characteristic of the Queen. However, this story has been structured slightly different, and, in that new structure, the meaning of the story has altered slightly. With the words of the story having been re-ordered, there is now greater emphasis on the Queen. The story becomes more about the Queen's reaction to the King's death rather than the consequences of the King's death. A subtle distinction, but an important one. When analysing the Information Environment, the structure of prevailing Narratives is as important as the topics they cover.

- An important side note about both of these stories: Making sense out of them requires an understanding of kings and queens, and grief. One reader might think that love is the driving element of the queen's grief, while another reader might think that patriotism and loyalty drive her grief. This illustrates that Narratives are always understood in a context of pre-existing cultural knowledge, cultural mores, and beliefs.

3.2.5 Definition

The development tool proposed by this document seeks to construct a "Narrative" as

a concise but comprehensive written statement of an organization`s situation and purpose, which can stand on its own as the principle context to strategic planning directives or be used to support the creation of individual culturally attuned stories that will resonate with particular audiences and foster cohesion within the organization.

3.2.6 Translation of the Narrative

A Narrative provides the context to foster understanding of the decisions and actions taken by the organization that may otherwise be open to interpretation. It is necessary to contextualize actions, words, deeds and behaviours in order to shape the way in which the organization is perceived.

In order to be understood correctly, Narratives need to be translated into a format that resonates with the relevant audience. Rather than being predefined, audiences are a result of specific situations and circumstances which organize individuals into stakeholder groups. Stakeholders are defined as (potentially) influencing or being influenced by an organization, either positively or negatively. Individuals can by nature at the same time belong to multiple stakeholder groups, thus making stakeholder management even more complex. Stakeholder groups might need to be prioritized due to their relevance for the achievement of organizational goals.

Narratives utilize unique symbols, pictures, words, etc. which represent the organization itself and should be automatically understood by its members. These symbols, pictures, words, etc. need to be translated into the symbols, pictures, words, etc. which are easily understood by other stakeholders. This also applies to multinational organizations with different cultural backgrounds and perspectives, which add to the complexity of the all over translation process.

Every group of stakeholders needs a specific and attuned translation of the Narrative fitting their group. As stakeholders themselves can be part of different groups, it is important that these translations do not contradict themselves within the different groups. This can only be achieved when the Narrative, as well as its projection (words and deeds), is built upon thorough research and analysis of the Information Environment.
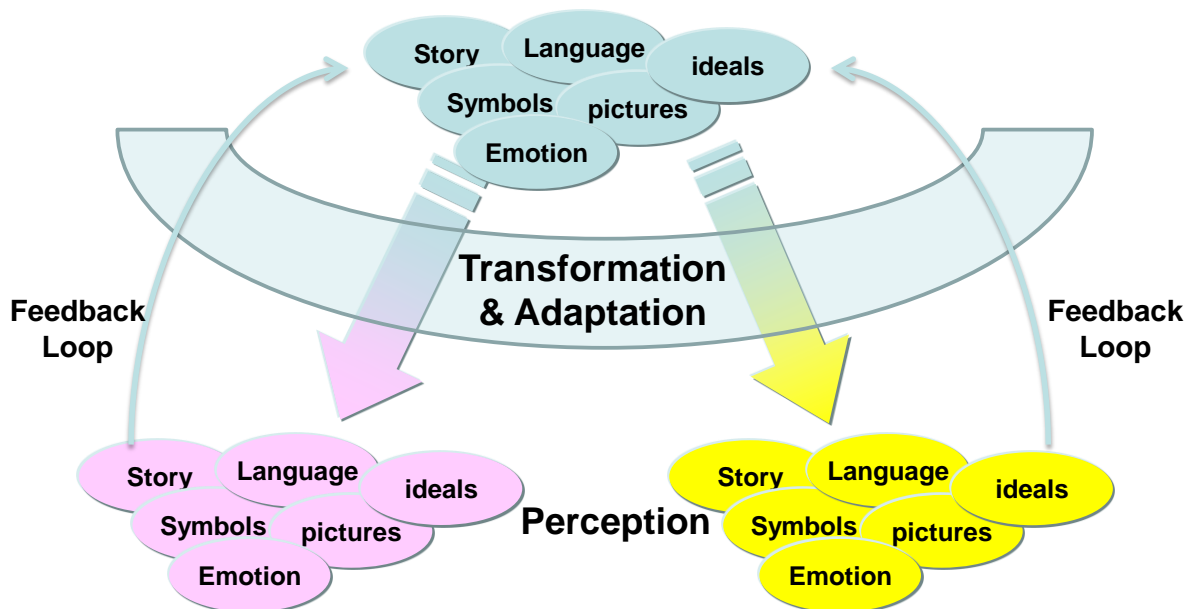
Figure 2: Translation of the Narrative

3.3 Hierarchy of Narratives

Every organization has a Narrative, be it actively developed, adhered to and imposed, or passively acquired in the Information Environment. While a Narrative is enduring, it may evolve over time according to changes in the organization and the environment in which it operates.

For the purpose of this document, we are concerned with two types of Narratives:

- – Institutional Narrative, which is an overarching Narrative relating to the organization as an entity.

- Mission-specific Narrative, which relates to how the organization envisions the progression of the operation through planning, execution and conclusion.

Both have to resonate with the organization's "grand strategy". The mission-specific Narrative, in particular, must either reflect or drive (or both) the mission statement.

For example, an organization like NATO requires an overarching institutional Narrative for the Alliance, however because missions most often include the participation of also non-Alliance partner nations and other related organizations (comprehensive approach), a mission-specific Narrative must be crafted to meet the expectations of the entire coalition as well as the host nation. Additionally, it unifies the planning and execution to ensure unity of effort, a shared understanding of mission intent, and the desired end state.

A coalition mission Narrative will be based on existing institutional Narratives of involved organizations and nations. They should only be developed for those major activities with an existing mission strategy.

Approaching Narratives from a holistic point of view allows for the recognition and operationalization of particular aspects of the Narrative. First, Narratives can be present and operating at various micro and macro levels of action. Also, two (or more) Narratives may share some of the same stories. Holistic thinking allows for simultaneous consideration of the big picture as well as smaller, interrelated systems; it also reminds practitioners that changes in one aspect of a system can have impacts on other elements of the system.
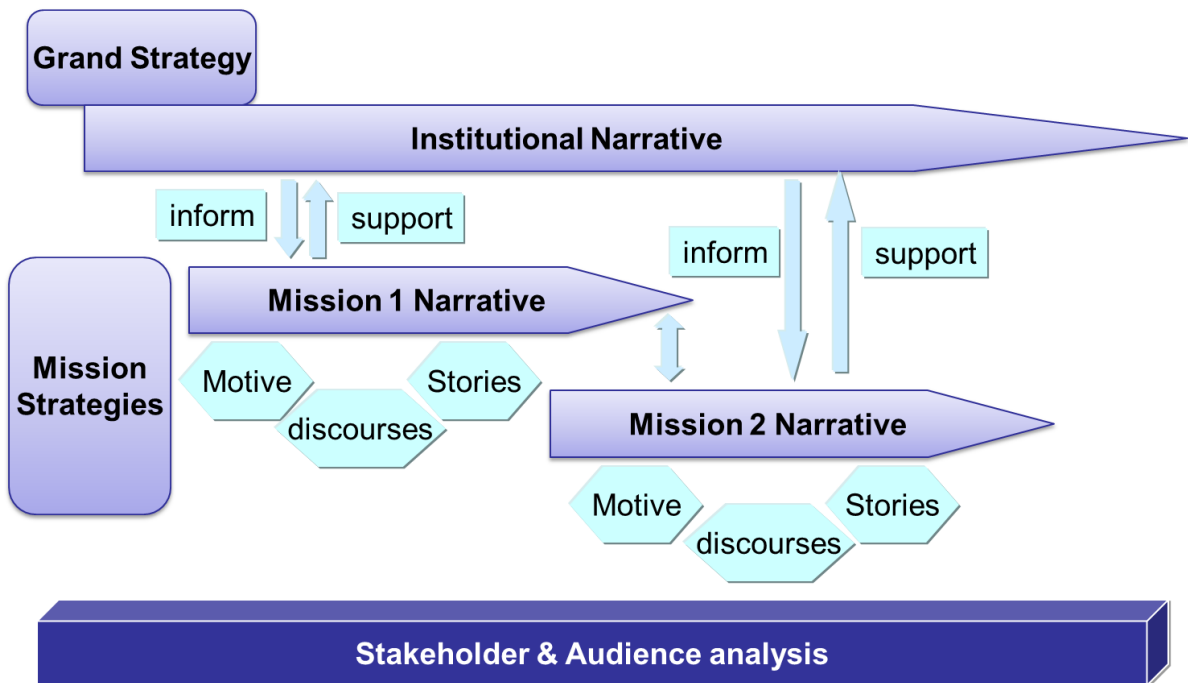
Figure 3: Hierarchy of Narratives

3.4 Pragmatic Approach to the 'Top-Down Dilemma'

The security environment of the 21st century is very complex. International response to crisis situations involves a variety of actors, like multinational organizations (e.g. NATO, EU), nations and additional partners. Even when forming a common approach in terms of a coalition, all these actors will still follow national agendas and

own interests. Although the necessity seems to be clear there is no established process for the development of a strategic Narrative for ad hoc coalitions.

Over the last years, various conceptual approaches have emerged. A common assumption of these conceptual approaches is that political guidance for common coalition communication efforts will be provided in form of a strategic Narrative. However, reality shows that such strategic guidance will not be explicitly formulated by the political masters. Nevertheless, the necessity of such guidance is vital for consistent coalition action.

As a consequence of this dilemma, a pragmatic approach is required which does not assume such explicitly formulated strategic guidance provided strictly in a top-down manner. As a solution to this dilemma, the tool proposed by this paper describes a pragmatic, bottom-up approach to the development of mission-specific coalition Narratives.

The core idea is to capitalize on relevant official resolutions, mandates, and statements related to the coalition engagement. Such international declarations and statements by (potential) coalition members and partners implicitly reflect political strategic guidance. Following an iterative development process, specialized staff elements at highest possible level collect, analyse, and synthesize these inputs into a draft Narrative.

The pragmatic idea is to conduct this process at the highest level possible. Nevertheless, an interagency planning body will often be absent at political-strategic level. Thus, in many cases of coalition engagements, the highest level providing a respective planning staff may be the (military) operational level. In doing so, the military footprint in this process may be substantial, although the product 'Narrative' to be developed is meant to be used by all coalition members, i.e. both civil and military. Therefore, this process not only must be open to civilian experts, but should ideally be driven by them. In locating the authority for approval of the Narrative framework at the highest level, the balance between civil and military views and requirements will be ensured.

Once approved, this Narrative has to be implemented at all levels of coalition engagement.

The next chapter outlines this pragmatic approach in terms of a process model for the development of mission-specific coalition Narratives.

4. Development of Narratives

4.1 Introduction and Guideline

As guidance to the coalition mission, the Narrative forms a centrepiece for further military planning and operational design ('Narrative-led operations').[6] It forms the starting point and central input for the development and implementation of a common coalition communication plan: the Information Strategy.

The Narrative framework is a structural guideline for describing and analysing the problem area of a (potential) coalition engagement. It should be used at the earliest stage of the political coalition-building process. As such, it serves as an instrument for initial strategic planning in support of political level decision-making and action.

It consists of three building blocks:

- – Situational context;
- – Narrative landscape;
- – Narrative script.

4.2 Narrative Development Process within the Narrative Framework

Each of the three building blocks can be broken down into a series of steps comprising analysis, testing, and refinement activities within a continuous and iterative process:

- – Purpose (Why to be done?);
- – Input (What information is to be used and/or considered?);
- – Procedure (What activities are required?);
- – Involvement (Who needs to contribute?);
- – Output (What products shall be delivered?);
- – Tools & templates (What instruments shall be used?).

This process can be tailored to the respective situation. The individual steps are therefore to be considered only a guideline and do not necessarily have to be dogmatically followed or sequenced through.

4.2.1 Situational Context

4.2.1.1 Purpose

The situational context analyses the background and context of a (potential) coalition engagement. It initially anticipates and later outlines purpose, aim and scope of the coalition mission as well as the coalition "desire"[7] for the crisis region. It aims to provide an understanding of the overall crisis situation and its root causes. This understanding must combine the coalition's point of view and other actors' perspectives, including the motives and desires driving their behaviour (which will be

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[6] Thomas Elkjer Nissen: Narrative Led Operations, Militært Tidsskrift, Volume 141, Number 4, pages 67-77, January 2013.

further analysed in the Narrative landscape). A key output from the context analysis is the identification of the actors and stakeholders that are most relevant to the coalition engagement.

The analysis of the situational context is an overarching, not a Narrative-specific effort. However, Narrative developers will contribute to the overall analysis of the situational context from their specific expertise.

4.2.1.2 Input

- Available political and military guidance, including strategic goals and desired end state;
- Assumed and/or formulated ambition of mandate and coalition engagement;
- Strategic assessments of nations and organizations;
- Agendas and interests of mandating organization(s) and coalition members;
- (Relevant/official) statements of involved organizations and coalition member states, as well as of other stakeholders;
- Discussion within, and agreements of coalition building process;
- Core and common values/principles of coalition members and partners (common denominator);
- (Assumed or stated) caveats, constraints and restraints;
- Results from (continuous) analysis and assessment of the Information Environment.

4.2.1.3 Procedures

- Define and structure the problem;
- Analyse context and aim of (potential) coalition engagement;
- Derive and refine coalition long-term "desire" for the crisis region;
- Identify actors and stakeholders relevant to the crisis development and their motivation;
- Indicate overarching, regional, and global impact of the crisis development;

4.2.1.4 Involvement

- (Strategic) analysts;
- Special staff, including StratCom, POLAD, LEGAD, CULAD and other relevant experts and/or advisors as necessary/required as well as respective civil counterparts ideally from all relevant ministries/organizations.

4.2.1.5 Output

- Completed Situational Context template;
- Establishment of subject matter expert network (e.g., cultural and linguistic expertise on crisis region);
- Identified information requirements (guidance for analysis of IE, INTEL etc.).

4.2.1.6 Tools & Templates

The template below shows how consideration of the above steps of the situational context leads to the statement of the coalition's desire as the first building block of the Narrative framework.

1. **Background & Context**	*PMESII*
2. **Purpose**	*Why?*
3. **Aim**	*What?*
4. **Scope**	*How & How not?*
5. **Interest & Benefit**	
a. Individual coalition contributors	
b. Regional & local groups	
c. Others	
6. **General & Overarching Potential Impacts**	*Of crisis continuance*
a. Positive	
b. Negative	
c. Others	
7. **General & Overarching Potential Impacts**	*Of coalition actions*
a. Positive	
b. Negative	
c. Others	
8. **Coalition Desire**	

Figure 4: Situational Context template

4.2.2 Narrative Landscape

4.2.2.1 Purpose

The Narrative landscape outlines results of the analysis of the Information Environment with a specific focus on the Narratives of relevant actors and stakeholders, such as coalition members, conflicting parties and local populace. It addresses the assumed desire and motivation of the considered actors, and their individual satisfactory outcome. Since Narratives are considered systems of stories, they are analysed in respect of existing myths, legends, characters, symbols, and stories. The analysis also compares objective facts on the (past, present, and future) situation development and the subjective reality perceived by the considered actors and stakeholders (considering tone and language of own and local media). In doing so, it shows which Narratives are dominant in a particular situation.

In order to prepare the development of a sustainable coalition Narrative, it is important to understand the cultural and situational frame for the <u>interpretation</u> of history and the development of the current situation and events. This addresses the question why and how the interpretation of specific actors leads to respective conclusions, emotions, decisions, and actions, and ultimately, their behaviour. A key output of this analysis is the identification of commonalities and differences among various effective Narratives and their interpretation in terms of events, activities, and any type of communication.

Findings from the analysis shape the definition of an overall outcome assumed to be acceptable to the analysed actors and stakeholders (most relevant to the crisis solution) from their perspectives. Understood as a common denominator, this overall outcome could indicate the most sustainable crisis resolution strategy since it focuses upon unifying commonalities, rather than separating cultural differences.

This identified overall acceptable outcome should be endorsed by the senior political (or military) leadership prior to the development of the Narrative script.

4.2.2.2 Input

- Results from the situational context analysis;
- Stakeholder analysis including target audience analysis;
- Lessons identified & lessons learned from previous experience.

4.2.2.3 Procedures

- Analysis of history, culture, religion etc..
- Define most relevant actors and stakeholders related to the crisis.
- Identify and summarize main existing Narrative(s) and dominant Narrative.
- Assess relevance of existing Narratives in terms of coherence, effects on international, regional and local audiences, short and long-term consequences etc..
- Identify and analyse myths, legends, characters, symbols, and slogans.
- Analyse existing institutional Narratives of involved organizations and partners.
- Propaganda and counter-Narrative analysis.
- Review lessons identified & lessons learned from similar previous crisis situations.
- Conduct media analysis.
- Identify satisfactory outcome for each relevant actor.
- Analyse and asses relevant actors and stakeholders; determine their relative significance in achieving the overall acceptable outcome and their willingness to be part of the process in relation to the achievement of the organization's desired end state.
- Derive overall acceptable outcome for all relevant actors.

4.2.2.4 Involvement

- Analysts, including cultural and language experts, ethnologists, historians, media specialists, and other subject matter experts, as appropriate;
- Experts from offices of ambassadors, diplomats, attachés, etc.;
- Experts from the communication disciplines;
- Military INTEL analysts.

4.2.2.5 Output

- Completed Narrative Landscape template;
- Stakeholder analysis schematic;
- Endorsed overall acceptable outcome;
- Further expansion of subject matter expert network;
- Identified information requirements (guidance for analysis of IE, INTEL etc.).

4.2.2.6 Tools & Templates

4.2.2.6.1. Narrative Landscape Template

The Narrative landscape is captured in the matrix below. It will be a highly detailed document, as analysts are encouraged to describe content within the above steps for **all** relevant actors without necessarily allocating them a role in the eventual Narrative. This information will be distilled in the production of the Narrative Script.

Conflict Description							
Groups	Desire & Motivation	Individual Satisfactory Outcome	Myths, Legends, Characters, Symbols Stories	Reality and/or Other Facts	Tone & Language of Own Media	Tone & Language of Local Media	Overall Acceptable Outcome
Coalition Partners							
Conflicting Parties							
Local Populace							
Other Stakeholders							

Figure 5: Narrative Landscape template

4.2.2.6.2. Stakeholder Analysis Schematic

In the Stakeholder Analysis schematic, each of the relevant actors and stakeholders are placed according their essentiality for achieving the organization's desire as well as how motivated they are in supporting the coalition to achieve its desire. In the next step, development of the Narrative script, this schematic will help assigning roles to the individual stakeholders. The schematic helps decide if one or several actors need to be considered opponents.
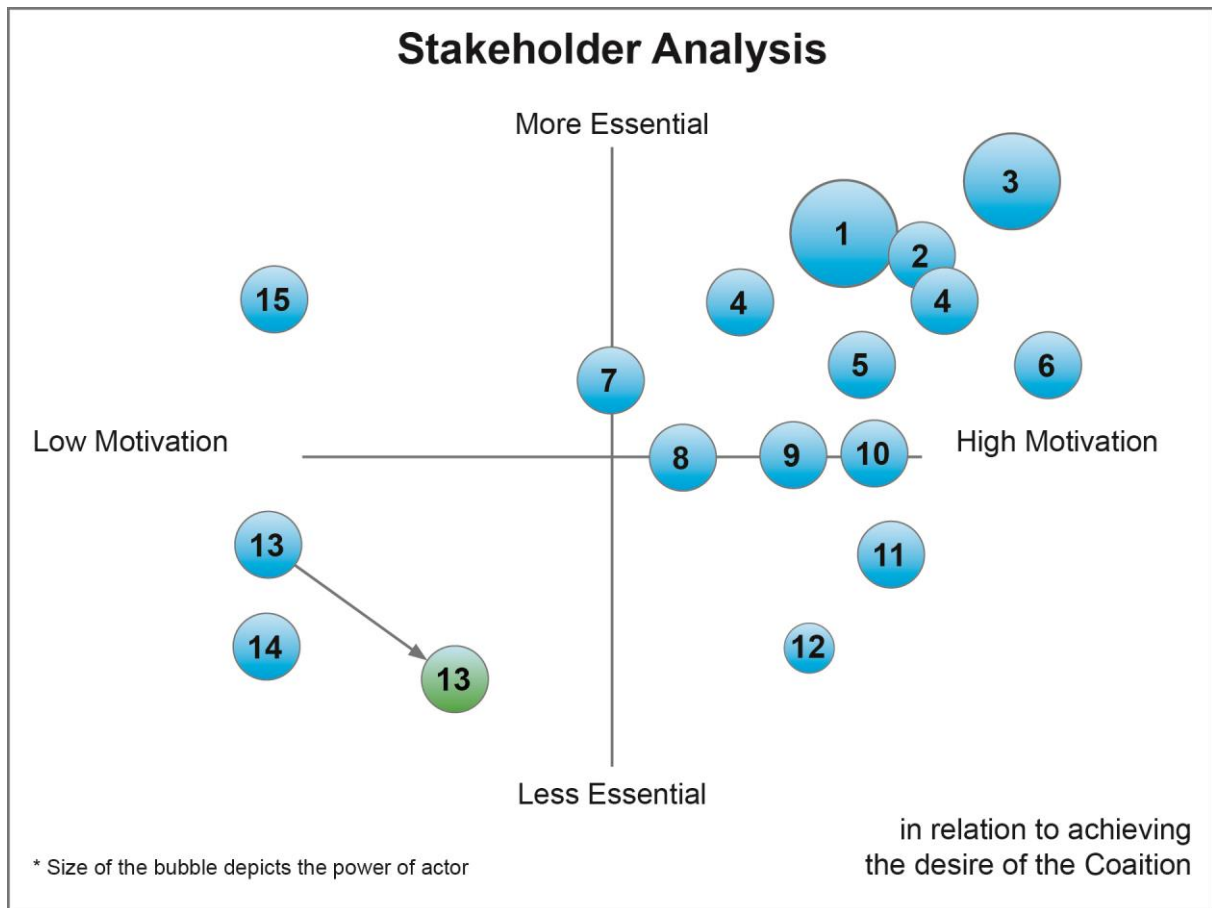
Figure 6: Stakeholder Analysis schematic

4.2.3 Narrative Script

4.2.3.1 Purpose

The Narrative landscape is a collective description of different actors, their backgrounds and their place in the overall acceptable outcome. The Narrative script allocates the roles that the coalition wishes each actor to perform and the behaviour it wants them to show in the achievement of this outcome. This definition of roles is comparable to the description of characters in a script such as for a movie, TV-series, stage play, or novel.

In addition to reflecting the coalition's idea of any actor's roles, the Narrative script further defines how their related responsibilities and action patterns should be fulfilled. In other words, the defined roles are accompanied by actors' objectives and activities.

The Narrative script serves as plot or blue print for storytelling. By taking the most relevant findings from the Narrative landscape it connects conflict and desire to collective satisfaction (endorsed overall acceptable outcome) across the Narrative arc in a format which can then be used to craft a written Narrative.

4.2.3.2 Input

− Results from analysis of situational context and Narrative landscape, including endorsed overall acceptable outcome;

− Political and military guidance, level of ambition, and accepted level of engagement;
− Strategic assessments of nations and organizations;
− Agendas and interests of mandating organization(s) and coalition members;
− Relevant and official statements of involved organizations and coalition member states, as well as of other stakeholders;
− Core and common values and principles of coalition members and partners (common denominator);
− Assumed and stated caveats, constraints and restraints;
− Input from subject matter experts;
− Results from continuous analysis and assessment of the Information Environment.

4.2.3.3 Procedures

− Define most relevant actors;
− Along the idea of Narrative arc, identify options (courses of action) to get from the conflict and desire to the solution/satisfaction;
− Test and assess options in the light of political guidance (supported by appropriate methods, see chapter 4.4);
− Assign roles to relevant actors in accordance with most favourable options, including role of "opponent" (if applicable);
− Challenge the Narrative script from opponent perspective;
− Prepare most favourable option.

4.2.3.4 Involvement

− Subject matter experts (see 5.2.2.4);
− Civil and military planning experts;
− Political decision-makers or representatives from political decision-making bodies;
− Professional story, screen and play writers.

4.2.3.5 Output

− Completed Narrative Script template;
− Description of most favourable option within the Narrative Script template.

4.2.3.6 Tools & Templates

The Narrative Script template defines the different roles of key actors, distilling information where relevant from the Narrative landscape.

Conflict Description					
Actor	Role(s)	Desire & Motivation	Individual Satisfactory Outcome	Intended Behaviour	Overall Acceptable Outcome
	Owner/ Action Agent				
	Supporter				
	…				
	Opponent				
[Description of the most favourable option]					

Figure 7: Narrative Script template

4.3 Crafting the Written Narrative

4.3.1 Purpose

By completing the Narrative framework, it is now possible to construct a concise but comprehensive written Narrative, which can stand on its own as the principle context to strategic planning directives or be used with the Narrative script to support the creation of individual culturally attuned stories that will resonate with particular target audiences. Nations and coalitions will adopt different perspectives as they construct their Information Strategies. In all cases, it is essential that the writer puts himself/herself in the mind of the coalition commander in writing this Narrative, which should conform structurally to the Narrative arc.

4.3.2 Input

− Narrative framework

4.3.3 Procedures

− Answering the following questions (conforming to the Narrative arc), using the information provided by the Narrative framework:

What are we going to do?
- to whom
- with whom

Where we are

Where we must get to

What is the problem?
Why is this important for us?
What have we done about it until now?
What will happen if we do nothing?

Where does this take us?
What does „good" look like?
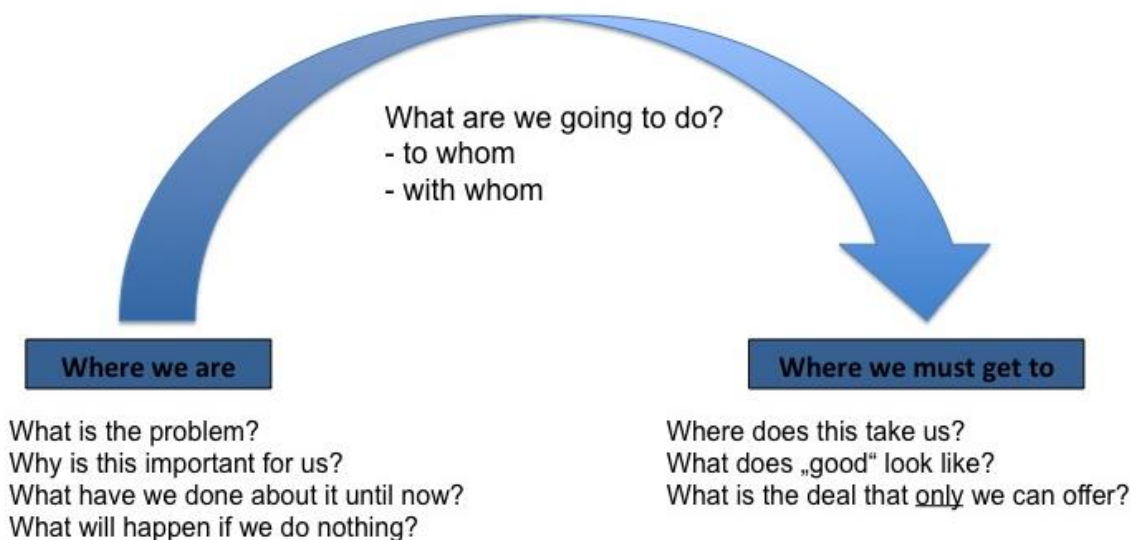What is the deal that only we can offer?

Figure 8: Narrative Script template

− "Red Team" the final Narrative

4.3.4 Involvement

− Military staff with creative writing skills;
− Professional writers with military experience;
− Cultural advisers;
− Translators.

4.3.5 Output

− Concise body text, preferably one single paragraph of no more than 200 words.

4.4 Testing

4.4.1 Purpose

- Testing assesses elements of the draft Narrative prior to approval and should be conducted by an external group.[8] It is an essential element of Narrative creation that ensures the Narrative will be understood and accepted by coalition members whilst resonating with appropriate audiences and stakeholders. As the situation evolves, testing ensures that the Narrative remains consistent with emerging political guidance.

4.4.2 Input

The inputs for testing include:

- Draft/completed Narrative landscape and script;
- INTEL;
- Additional political strategic guidance;
- Assumptions (are they valid).

4.4.3 Procedures

The testing process comprises

- Identifying, contacting, and gaining access to relevant red teaming/"war gaming"/role play expertise;
- Simulation;
- Expert panels;
- Pre-testing (focus groups, surveys, etc., if possible);
- Translation & re-translation;
- Marketing research (recall test, recognition test, etc.);
- Challenge the assumptions (are they still valid).

4.4.4 Involvement

- Strategic Communication experts (Public Diplomacy, Public Affairs, Info Ops, PSYOPS);
- LEGAD, POLAD etc.;
- INTEL, cultural experts, language experts, foreign area specialists, etc.;
- Selected representatives of relevant audiences;
- Research institutes;
- (High-level) political advisors.

4.4.5 Output

The output from testing is:
- A robust Narrative ready for approval;
- Future RFIs;
- Identified connotations;

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[8] An advisory body outside the standard staff structure such as a PRISM cell, commander's initiative group or red teaming group.

− Once approved the, Narrative provides input for the development of the Information Strategy.

4.5 Approval of Narratives

It is essential that Narratives are approved and endorsed at the highest level to achieve permanence, either alone or as part of an Information Strategy. Different nations and coalitions will inherently adopt different procedures to achieve this.

Appendix "Template Instructions/Explanation"

Situational Context

1. Background

Detailed Analysis of the Information Environment following the PMESII systematic

2. Purpose

(Close interaction with political process (resolution, mandating …) explanation).

- Tradition and legitimation of the Coalition
- Context/drivers/trigger for international engagement
- References to resolution, mandate and mission statement
- Description of development of crisis situation
- Historical context of coalition-building
- Coalition values
- Reason for involvement
- Reason for Engagement
- Non-Purpose

3. Aim of Coalition Engagement

(Close interaction with political process (resolution, mandating …) explanation).

Aim gives the details of the purpose and what the Coalition tries to achieve in order to fulfil the purpose

- Strategic objectives
- Decisive conditions

4. Scope of Coalition Engagement

- Phasing
- Constrains/restraints
- Spectrum of coalition action
- In accordance with type of mission, including against vs. in support of/together with …
- Risks

5. Interest & Benefit

a. Individual Coalition Contributors

  o Common credible, sustainable incentive for coalition members

      o Sound cost-benefit-consideration (incl. Ethic basis)

   b. Regional & Local Groups

      o See a. from regional & local groups' perspective

   c. Others

6. General & Overarching Potential Impacts of Crisis' Continuance

Detailed description of the consequences if crisis continues without any outside/international intervention

7. General & Overarching Potential Impacts of Coalition Actions

Detailed description of the consequences an outside / international involvement has for the region and for coalition nations

8. Coalition Desire

- End state

- Long-term perspective for the region

- Future context, aligned with history, culture, and regional political developments

Appendix "Refinement"

Purpose

- Throughout the operation, the Narrative will be continuously assessed to identify any requirement to refine it. This ensures the Narrative remains consistent with political guidance as the mission evolves.

Input

The inputs for refinement include:

- Approved Narrative landscape and script;
- The Information Strategy;
- Feedback from relevant stakeholders;
- INTEL;
- Recent political strategic guidance;
- Mission statement;
- Operational design.

Procedures

- Identify, contact, and gain access to relevant expertise;
- Gap analysis (through TAA, MOE, OA, CIMIC reports, media assessment etc.);
- Red teaming, "war gaming";
- Simulation;
- Expert panels;
- Focus groups, surveys, etc.;
- Marketing research (recall test, recognition test, etc.);
- Challenge assumptions (Are assumptions still valid?);
- Identify unintended consequences of the Narrative.

Involvement (Who)

- Campaign effect assessment staff (possibly as process leader);
- Strategic communication experts (Public Diplomacy, Public Affairs, Info Ops, PSYOPS)[9];
- CIMIC;
- LEGAD, POLAD etc.;
- INTEL, cultural experts, language experts, foreign area specialists, etc.;
- Selected representatives of relevant audiences;
- Research institutes;
- (High-level) political advisors;
- Tactical level experts, such as TPTs.

Output

- Reviewed, adjusted, and refined mission Narrative;
- Input for refinement of the Information Strategy;
- Additional information requirements (guidance for analysis of IE, INTEL etc.);
- Input into OPLAN refinement.

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[9] This should include personnel from previous rotations to provide corporate memory.

Appendix "Related Studies"

DEU CD&E project "Analysis and Assessment of the Information Environment"
NATO ACT "Social Media" experimentation series
NATO ACT StratCom Capability Development & Implementation
Multinational Capability Development Campaign (MCDC) Focus Area Strategic Communication
Multinational Interoperability Council (MIC) Coalition-Building Guide (CBG)

Definitions
Actor

Individuals (for example decision-makers and leaders; opinion leaders, opinion formers and spin doctors; journalists, editors, and media publishers).

Groups (population as a whole or parts thereof; for example by region, ethnicity, religion, activity; groups of the above individuals).

Organizations (government agencies and governmental organizations; international organizations, nongovernmental organizations, private volunteer organizations; regional and international enterprises; organizations of the above individuals and groups).

Actors need to be described by relevant characteristics, including the following:
Personalities (comprising factors such as: psychological profiles/traits and personal history; culture, motives, interests, values, beliefs, attitudes, and stances; risk aversion, and sensitivities).

Diverse roles – official and unofficial.

Perceptions, images, and opinions (How do actors see themselves and others? How do actors want to be seen? To what extent do actors trust the international community, coalition, coalition partners, other actors?).

Information flow and opinion-forming processes, main sources of information and trust in those.

Intent and capabilities for conducting information activities/protecting the information environment against activities.

Balance of power, including military, economic, socio-cultural, and religious aspects. In particular, control over media, communication/information processes and/or related means and infrastructure.

Security situation and its stability, robustness, and sustainability.
Supporters, and followers, and their respective subsistence levels; support networks; relationships towards other actors with regard to politics, security, economy, and psychology.

Possible political, strategic, operational, and tactical short-, mid-, and long-term objectives, as well as their hierarchical schemes and prioritization of objectives (What do the actors want to achieve? How will they act in the information environment?).

Interrelationships and interdependencies between and among actors.

Receptivity, addressing the psychological and technical/physical ability/capability of an actor to perceive/receive messages in any format (for example literacy, availability of electronic communication devices, use/ penetration of social media); this also includes aspects of external control, such as censorship.

Susceptibility, addressing those issues that attract the actors' attention, regardless of the effects that may possibly result from consumption; also: 'areas of concern' to the actors (e.g. things they would read in a newspaper or radio station programmes they would tune to); these are often related to attitudes and values.

Vulnerability, addressing those issues that directly affect cognition and emotion of the actors and can be exploited by own actions to create desired effects; assessment is based on results of present social research and refers to anxieties/fears and needs rather than to attitudes. (AJP 3.10)

Analysis

The study of a whole by examining its parts and their interactions.
Note: In the context of military forces, the hierarchical relationship in logical sequence is: assessment, analysis, evaluation, validation and certification. (AAP-6)

Assessment

Staff must continuously assess and evaluate the impact of activities to determine what effect (intended or unintended) has occurred in the "target audience". Prior to any intervention, staff require baseline data on what represents normal and current perceptions, attitudes and behaviours of the target audience. This evaluation will inform of any necessary adjustments to activities and be feed into the overall campaign assessment process.

Attention

The interest that is shown in someone or something; the regarding of someone or something as interesting or important.

Attitude

A settled way of thinking or feeling about something.

Audience

An individual or group that witnesses an event or information conveyed through social audio-visual or printed media. In communication terms these can be divided as follows:

a. Ultimate. Those targeted, directly, or indirectly, by a product or activity.

b. Intermediate. Those reached, but not directly addressed nor presumably targeted. Clearly used to assist in getting something tothe ultimate target audience.

c. Unintended audience. Those reached, but not addressed nor targeted by product or activity. Such audiences will not be apparent until after the action and subsequent MOE. (AJP 3.10.1 (B))

Belief

Something one accepts as true or real; a firmly held opinion.

Campaign

A set of military operations planned and conducted to achieve a strategic objective within a given time and geographical area, which normally involve maritime, land and air forces. (AAP-6)

Capability

Forces or resources giving a country the ability to undertake a particular kind of military action.

An actor's capacity for action is dependent upon his physical capabilities and their utility in a particular situation. Information activities will seek to affect those capabilities, such as command, control and communications infrastructure and propaganda facilities that enable actors to understand a situation and apply their will.

> a. Information activities seek to degrade, disrupt, deceive, destroy or deny those capabilities that allow adversary decision-makers to increase their understanding; bolster, impose, apply and sustain their will and to exercise effective command.
> b. Within a comprehensive approach, information activities also seek to attack the source of an adversaries' power base, splitting internal and external groupings and alliances. The aim is to influence their decision-making processes, thereby preventing them from taking the initiative.
> c. Information activities also aim to protect those capabilities. For example, friendly command, control and communication infrastructure that allow the JFC to exercise effective command, impose his will as well as seize and maintain the initiative. (AJP 3.10)

Chief Info Ops

The Chief Info Ops at each level is the commander's subject matter expert on Info Ops and advises the commander on issues relating to the Information Environment. He is responsible for the overall direction of Info Ops through the headquarters coordination and synchronization process and chairs the IACB on behalf of COS. Chief Info Ops leads the integration process, ensuring prioritization, de-confliction and unity of purpose for all information activities undertaken within the command. (AJP 3.10)

Command and control warfare

The integrated use of all military capabilities including operations security, deception, psychological operations, electronic warfare and physical destruction, supported by all-source intelligence and communication and information systems, to deny information to, influence, degrade or destroy an adversary's command and control capabilities while protecting friendly command and control capabilities against similar actions. (AAP-6)

Communication

The imparting or exchanging of information by speaking, writing, or using some other medium.

Communication denotes the exchange of information between individuals through a system of signs, symbols, or behaviour. Based on: [MNE6 FC 2010]

Communications

Means of sending or receiving information, such as telephone lines or computers.

Communication and information systems

A collective term for communication systems and information systems. (AAP-6)

Coordinating authority

The authority granted to a commander or individual assigned responsibility for coordinating specific functions or activities involving forces of two or more countries or commands, or two or more services or two or more forces of the same service. He has the authority to require consultation between the agencies involved or their representatives, but does not have the authority to compel agreement. In case of disagreement between the agencies involved, he should attempt to obtain essential agreement by discussion. In the event he is unable to obtain essential agreement he shall refer the matter to the appropriate authority.

Counter-propaganda

Counter-Propaganda is a multidiscipline effort led and coordinated by Info Ops to analyse an adversary's counter command and propaganda activities, to develop approaches and synchronize actions to counter these as appropriate. PSYOPS forces and assets, supported by other functions, take a lead role in the analysis of adversary's propaganda and support a variety of IA to counter it. (MC 422/4)

Credibility

The success of communication depends on their credibility from the target audience's perspective. The use of indisputable facts helps to ensure that given information survive the scrutiny of audiences. Conversely, the use of false information has the potential to undermine the credibility of subsequent PSYOPS (even if they are truthful), converting a possible short-term gain to long-term loss. Credibility will also depend on the Alliance's ability to deliver on its promises and meet any obligations made in PSYOPS products. (AJP 3.10.1)

Cyberspace

The imaginary place where electronic messages etc. exist while they are being sent between computers.

Cyber-war

The use of computer technology to disrupt the activities of a state or organization, especially the deliberate attacking of communication systems by another state or organization.

Effect

A change that somebody/something causes in somebody/something else; a result.

A change in the behavioural or physical state of a system (or system elements), that results from one or more actions, or other causes.

Influence

To cause a change in the character, thought, or action of a particular entity. (Selected projection or distortion of the truth to persuade the opposition to act in a manner detrimental to their mission accomplishment while benefiting accomplishment of friendly objectives.) (AJP 3.10)

Information

Unprocessed data of every description which may be used in the production of intelligence. (APP-6)

Information activities

Actions designed to affect information and/or information systems. They can be performed by any actor and include protection measures. (MC 422/4)

Information effects

A desired condition created in the information environment as a result of information activities. Information effects should be measurable in order to enable analysis, planning, execution and assessment of related actions and the effects them self.

Information environment

Is comprised of the information itself, the individuals, organizations and systems that receive, process and convey the information, and the cognitive, virtual and physical space in which this occurs. (MC 422/4)

Information factor

The actuality of information pervading societies, such that actors and audiences have become increasingly indistinguishable: 'to observe is to be part'. Every action sends a message, intended or not: 'one cannot not communicate'. In the military, information is meanwhile recognised as a decisive factor per se that will increasingly affect the operational factors force, space and time. (MNIOE)

Information management

The means through which an organization maximizes the efficiency with which it plans, collects, organizes, controls, disseminates, uses and disposes of its information, and through which it ensures that the actual value and the potential value of that information is identified and exploited to the fullest extent. (MNIOE)

Information operations

Info Ops is a staff function to analyse, plan, assess and integrate information activities to create desired effects on the will, understanding and capability of adversaries, potential adversaries and NAC approved audiences in support of Alliance mission objectives. (MC 422/4)

Information objective

List of Information Objectives that are to be achieved or contributed to by military means, derived from mission-specific strategic and political guidance on information activities and the strategic OPLAN, Annex O (if available). (AJP 3.10)

Information strategy

The information strategy forms the interagency and multinational approach to crisis/conflict prevention and resolution in the information environment. It constitutes mission-specific strategic and political guidance for information activities across all levers of power in support of mission objectives. Based on: [MNE6 FC 2010]

Information system

An assembly of equipment, methods and procedures and, if necessary, personnel, organized to accomplish information processing functions. (MC 422/4)

Key leaders engagement

Key leader engagements are engagements between NATO military leaders and the key decision-makers of approved audiences that have defined goals (such as a change in policy or supporting the JFC's objectives). These engagements can be used to shape and influence local leaders within the operations area or may also be directed toward specific groups such as religious leaders, academic leaders and tribal leaders (for example, to solidify trust and confidence in NATO forces). Info Ops supports these engagements by identifying and maintaining a database of all key

actors within the joint operations area and their inter-relationships. Having detailed knowledge of key leaders' personalities, leadership styles, ambitions, motivations, objectives (short and long term), current stances, dependencies, psychological profiles and personal histories is essential to providing the context to plan appropriate information activities. A vital component in all plans will be to recognize the complex, adaptive relationships and dependencies that exist between actors. The Info Ops staff will coordinate the commander's key leaders engagement plan (KLEP). This contains information on the situational context (planning milestones), critical events, planned contacts of the command group and special staff (key leaders) with relevant actors, objectives, main themes or issues to be addressed, desired effects and measure of effectiveness. (AJP 3.10)

Knowledge development

Knowledge development (KD) is a continuous, adaptive and networked activity carried out at strategic, operational and tactical levels of command. It provides commanders and their staff with a comprehensive understanding of complex environments, including the relationships and interactions between systems and actors within the engagement space.

Measures of effectiveness

NATO Military Public Affairs 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 further delegated or subordinated to other staff functions. (MC 457/2) (AJP 3.10.1)

Measures of performance

Measure of performance (MOP) is a criterion used to assess task accomplishment. For example, 'the intended target audience picked up and read the leaflets (or the functionality of a particular weapon system)'; this can be summed up as did we do things right? (AJP 3.10)

Media

Personnel (for example, management, owners, financiers, stakeholders, publishers, editors, journalists, employees).

Assets (official and unofficial, open and covert; used or employed by actors for indirect communication, information, entertainment, and other related purposes, including traditional communication, new and emerging media). (AJP 3.10)

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." (MC 457/2)

Message

Any thought or idea expressed briefly in plain, coded, or secret language, prepared in a suitable form for transmission by any means of communication. (MC 422/4)

Objective

A clearly defined and attainable goal for a military operation, for example seizing a terrain feature, neutralizing an adversary's force or capability or achieving some other desired outcome that is essential to a commander's plan and towards which the operation is directed. (AAP-6)

Propaganda

Information, especially of a biased or misleading nature, used to promote a political cause or point of view. (AJP 3.10.1)

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. (MC 457/2)

Psychological Operations

The primary purpose of Psychological Operations (PSYOPS) is to influence the perceptions, attitudes and behaviour of selected individuals or groups in accordance with NAC approved PSYOPS objectives, to induce or reinforce behaviours favourable to overall Alliance objectives. PSYOPS plans and activities have to be in accordance with strategic guidance on information activities and Information Objectives determined in the Operation Plan (OPLAN) (See Annex 3B). Unlike Public Affairs (PA), PSYOPS retains direct control over contents, dissemination and audience. Effective PSYOPS requires timely provision of intelligence, resources such as linguistic support, graphics and print capability, broadcasting capability and other delivery mechanisms. Message presentation methods include print, radio, television, loudspeakers, face-to-face contact, the Internet, faxes, pagers and telephone. Besides the employment of own assets local media services may be contracted. Special support through reach-back can increase planning depth and production output. (AJP 3.10)

Military Public Affairs

Military PA and Info Ops are separate, but related functions. Both directly support military objectives, counter adversary disinformation and deter adversary actions; however, Military PA is the commander's interface with the media and the public in accordance with policy described in Reference E. Military Public Affairs is intended to

improve public awareness and understanding of the military aspects of the Alliance's role, aims, operations, missions, activities and issues, thereby enhancing organizational credibility. NATO StratCom guidance provides the means to effectively synchronize military PA with IA, through the appropriate staff mechanism, in support of the Commander's operational objectives.

a) Although Military PA and Info Ops require similar planning, message development and media analysis are both conducted within the same overarching StratCom framework, their activities differ in audience, scope and intent. Therefore all IA must be closely coordinated with Military PA in order ensure consistency in the messages to external audiences and to promote overall effectiveness and credibility of the campaign.

b) This coordination is initially achieved through NATO's StratCom guidance documents. At the operational and tactical level it is advanced through regularly scheduled coordination boards and working groups. The chairmanship for these bodies is stipulated by the Commander. While coordination is essential, the lines of authority will remain separate and there shall be no overlap of personnel during operations.

Public Affairs

Public Affairs (PA) is the commander's interface with the media and the public. PA at each level of command directly supports the commander and should not be further delegated or subordinated to other staff functions. The chief, Public Affairs Officer (PAO) directly reports to the commander. Info Ops officers will not be used in a PA role and, conversely, PA officers will not be used in an Info Ops role; there shall be no personnel overlaps during operations in staff designated for Info Ops on the one hand and PAOs on the other. The PAO is responsible to the commander for all media relations, internal communication and community relations plans and activity. He coordinates with Info Ops staff to ensure that PA and other military information activities are mutually consistent.

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).

Strategic Communication

Strategic Communications (StratCom) are the coordinated and appropriate use of NATO communications activities and capabilities – public diplomacy (PD), public affairs (PA), military public affairs (Military PA), information operations (Info Ops) and PSYOPS, as appropriate – in support of the Alliance policies, operations and activities, and in order to advance NATO's aims. Strategic communications provide direction and guidance, including the strategic Narrative for the implementation of all information activities. (AJP 3.10.1)

NATO StratCom is a Pol-Mil process to ensure that NATO communications and information activities and disciplines are coherent, mutually reinforcing, and advances NATO's aims. It closes the gap between Alliance actions and messages. IA have potential strategic level effects. For this reason IA, planned and conducted at all levels, must reinforce relevant StratCom objectives and the overall Narrative. Commanders at the operational and tactical level ensure through the Info Ops function that all military information activities are properly coordinated as well as integrated into the operational planning process and support the overall StratCom approach. (MC 422/4)

Target

The object of a particular action, for example a geographic area, a complex, an installation, a force, equipment, an individual, a group or a system, planned for capture, exploitation, neutralization or destruction by military forces.

Target Audience

An individual or group selected for influence or attack by means of psychological operations (see also audience). (AJP 3.10.1)

Theme

The unifying subject or idea of a message or set of messages. (MC 422/4)

Understanding

Understanding and empathy are key to PSYOPS; target audience analysis is the tool by which this is achieved. Effective analysis should provide a rich contextual understanding of the cultural, historic and social composition of the target audience, along with a deep awareness of emotive and credible themes and symbols, all of which can be used to affect short-term behavioural and long-term attitudinal change. Knowledge development (including all-source intelligence (ASINT)) is essential to effective understanding. PSYOPS should be empathetic to the target audience's existing behaviours and attitudes to recognise how they may be changed or reinforced. It is also likely to make us more aware of what may create a negative effect. (AJP 3.10.1)

Will

Mental powers manifested as wishing, choosing, desiring, or intending. 'Will' includes factors such as motivation, intent, attitude, beliefs and values.

Glossary

CD&E	Concept Development and Experimentation
CIMIC	Civil Military Cooperation
COA	Courses of Action
COG	Centres of Gravity
CONOPS	Concept of Operations
COPD	Comprehensive Operational Planning Directive
CPOE	Comprehensive Preparation of the Operational Environment
CRM	Crisis Response Measure
CULAD	Cultural Advisor
EW	Electronic Warfare
FRAGO	Fragmental Order
GENAD	Gender Advisor
IACB	Information Activities Coordination Board
Info Ops	Information Operations
INTEL	Intelligence
JCB	Joint Coordination Board
JCO	Joint Coordination Order
JCWG	Joint Coordination Working Group
JOPG	Joint Operational Planning Group
JSEB	Joint Synchronisation Execution Branch
JTB	Joint Targeting Board
KD	Knowledge Development
KLE	Key Leader engagement
LEGAD	Legal Advisor
LNO	Liaison Officer
LoE	Level of Engagement
LoO	Lines of Operation
MCDC	Multinational Capability Development Campaign
MEDAD	Medical Advisor
MIC	Multinational Interoperability Council
MNE	Multinational Experiment
MNIOE	Multinational Information Operations Experiment
MOE	Measurement of Effectiveness
OPLAN	Operational Plan
OPSEC	Operational Security
PA	Public Affairs
POLAD	Political Advisor
PSYOPS	Psychological Operations
RFI	Request for Information
ROE	Rules of Engagement
SitCen	Situation Center
SME	Subject Matter Expert
SOP	Standing Operating Procedures
SPD	Strategic Planning Directive
StratCom	Strategic Communications