

NEW MEDIA AND STRATEGIC COMMUNICATION: MEETING CHALLENGES THROUGH CULTURAL CHANGE

MR. STEVEN B. LOVE, DA
COL HEINRICH K. RIEPING, JR., USAF



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The Industrial College of the Armed Forces
National Defense University
Fort McNair, Washington, D.C. 20319-5062

PURPOSE OF RESEARCH

The News Media Industry is undergoing significant transformation in the means, modes, technology, and philosophical constructs behind the collection, preparation, distribution, and consumption of information, or “news.” Historical precepts as to the nature of journalism, the cyclical nature of reporting and publication are being challenged by the emergence, evolution, and strengthening of the “new media,” an expanded definitional term for digital or next generation media, but which includes both past, present, and future technological developments in concepts, products, technologies, applications, and acceptance of digital “tools” supporting daily life.

The Department of Defense (DoD) is struggling to adapt its Public Affairs and Strategic Communication organizations and policies to this rapidly evolving environment. The emergence of “new media,” the speed of information generation, capture, and dissemination over a multitude of platforms and media outlets, and the absence of a comprehensive national communication strategy – and more importantly – the absence of continuity and consistency of a strategic national “message,” compounds DoD’s efforts. Although DoD has adapted its operational command and control mechanisms to this accelerated environment, its public diplomacy and strategic communication processes and practices lag the private sector. DoD has the opportunity, if it so chooses, to strengthen its participation in national public diplomacy and public affairs engagements. At the conclusion of the paper, we present recommendations in support of DoD public diplomacy and public affairs transformation. DoD must not act alone: The interagency community and affected stakeholders must craft a strategic path forward under the auspices of a common national communication strategy.

At the request of the Assistant Secretary of Defense for Public Affairs, Web Operations², this paper assesses the global information environment and the impacts of New Media and changing demographic demands for information. We will review the various extant and emerging platforms and modes of information and news dissemination that characterize the changing news media environment. Our goal is to provide an assessment of the cultural changes taking place based on value changes in news media consumer demand regarding timeliness and location-neutral viewership, while discussing emerging citizen journalism³ and the potential impacts of blogs and public commentary web sites. And finally, we will identify “gaps” between current DoD Public Affairs practice and the demands of this emerging volatile global information environment. To conclude, this paper will make recommendations for adjustments to current policy and organizational constructs to enable greater and more effective engagement of DoD assets in support of global, integrated, Interagency communication and public diplomacy program.

The assessments contained in this paper were developed and derived from document analysis, public, Executive Branch, and Departmental policy review, and interviews conducted both individually and with guest speakers engaged by the Industrial College of the Armed Forces (ICAF) News Media Industry Study Seminar. The recommendations presented involve doctrine, policy, and organizational structure changes; adjustments to senior leadership engagement in Interagency processes up to NSC Principal Coordinating Committee (PCC) level; and also poses a critical change management challenge for senior leadership. We also present areas for future research which were not performed within this research project.

¹ Lev Manovich, *The Language of New Media*, 2001, <http://www.manovich.net/LNM/index.html>

² ASD PA Tasking Document, *DRAFT*, 29 January 2008. “[The Industrial College of the Armed Forces] ICAF will investigate the relationship between next generation media (i.e. blogging, Second-life, cell phones) and its effect on the mainstream media industry. Specifically, what are the changes new media brings to the communication environment and what impact does this have on DoD’s ability to engage the public (foreign and domestic) effectively? This analysis will sensitize and educate senior DoD leaders to that relationship and the impact media plays on future activities and the nation’s public diplomacy efforts. It will conduct the investigation to determine how best DoD, its leadership, and the interagency can utilize these new media sources enabling an effective strategic communications and public diplomacy strategy. In particular, what is the relationship of these new media sources to traditional media and what tools and techniques are required for Western and Muslim cultures? Secondly, is the current DoD informational and organizational infrastructure adequate to address both? Finally, what strategy and policy is required to meet the challenges?”

³ Definition of citizen journalism: “citizens (as contrasted with media professionals such as journalists or broadcasters) who play an active role in the process of collecting, reporting, analyzing and disseminating information..” from the Digital Influence Group Glossary, <http://www.digitalinfluencegroup.com/site/index.php?page=glossary>

BACKGROUND AND PROBLEM STATEMENT

"Some problems are just too complicated for rational, logical solutions. They admit of insights, not answers."

--John L. Casti, "Complexification" ¹

Globalization of economics, financial markets, media, and communications continues to drive international interactions. Foreign policy, national security policy, strategic communication and public diplomacy are evolving, but at different rates. Within the United States Government (USG), the NSC PCC has been designated (through the 2006 National Strategy for Public Diplomacy and Strategic Communication²) as the USG lead agent on behalf of the Administration for the formulation and oversight of the nation's public diplomacy mission. However, there is not a comprehensive framework established that sets the "message" such that each subordinate executive agency, such as DoD, can frame its individual content and ensure continuity with the rest of the executive departments.³

It is evident that foreign views and opinions of the United States and its programs, policies, and practices have worsened since immediately after 9/11.⁴ It is critical, therefore, that the USG develop an improved and enhanced capability to inform the global audience--domestically and internationally--about our national security policy, foreign aid programs, and the benefits obtained from US engagement overseas. DoD is in a uniquely precarious position supporting the policies of successive administrations, and is therefore a visible and controversial national agent engaged overseas.

Furthermore, although not traditionally thought of at the forefront of public diplomacy, DoD is in many instances the first and only government agency conducting the public diplomacy effort. Indeed, there is a definable thread of policy that leads to the core elements of DoD public relations policies and programs, which frames the requirement for its transformation. The 2006 National Security Strategy stresses the development and enhancement of public diplomacy and communication capabilities:

"Strengthening our public diplomacy, so that we advocate the policies and values of the United States in a clear, accurate, and persuasive way to a watching and listening world. This includes actively engaging foreign audiences, expanding educational opportunities for Americans to learn about foreign languages and cultures and for foreign students and scholars to study in the United States; empowering the voices of our citizen ambassadors as well as those foreigners who share our commitment to a safer, more compassionate world; enlisting the support of the private sector; increasing our channels for dialogue with Muslim leaders and citizens; and confronting propaganda quickly, before myths and distortions have time to take root in the hearts and minds of people across the world."⁵

In response to that guidance, and following on the assessment within the 2006 Quadrennial Defense Review (QDR) that public diplomacy required specific emphasis, the 2006 QDR Strategic Communication (SC) Execution Roadmap assessed DoD's public diplomacy capability, stating unequivocally that:

"The U.S. military is not sufficiently organized, trained, or equipped to analyze, plan, coordinate and integrate the full spectrum of capabilities available to promote America's interests. Changes in the global information environment require the Department of Defense (DoD) in conjunction with other U.S. Government (USG) agencies, to implement more

deliberate and well-developed Strategic Communication processes."⁶

This assessment is based upon the precedent that DoD public affairs and news organizations have historically operated in a reactive mode, responding rather than preempting. The need is acknowledged -- both in QDR analyses⁷ and in public opinion⁸ -- that public affairs agencies must embrace a forward-looking, preemptive/proactive operational mode in today's media environment, and not be reactive. However, there is also considerable Congressional concern that the DoD effort to integrate Strategic Communication, Public Diplomacy, Public Affairs, and Information Operations [which includes Psychological Operations (PSYOPS) programs and other tactical battlefield capabilities used to disrupt threat operational decision-making] will result in public perception that the USG is engaging in military propaganda operations.⁹ DoD has performed well in the traditional media context, marshalling resources to address issues as they arise. A quick-response capability is a valuable trait:

"You focus on bad news in order to get cracking on the solution. As soon as you're aware of the problem, everybody in your organization has to be galvanized into action. You can evaluate a company by how quickly it engages all of its available intellect to deal with a serious problem."

--Bill Gates, "Business @ The Speed of Thought"¹⁰

The question -- and therefore the problem -- for DoD and its role in the interagency strategic communication arena, is whether there is recognition of the need for and therefore planning and resourcing to provide both the capability and capacity to become a preemptive agent in the global information environment. As will be discussed below, the international news and information environment is rapidly changing. To meet this change, DoD must galvanize its resources in concert with national security strategies to adapt to this new environment thereby enhancing the military's global image and its public perception.

In the process of analyzing the emerging environment, we have reviewed civilian and governmental approaches to the emerging global information environment and the "new media," have queried news media industry agents about adjustments to business models and engagement practices, and present alternatives - within the following general areas - for consideration:

- Are there synergies, lessons learned, or operational capabilities that can be leveraged between the intelligence (open source analysis), public affairs, and public diplomacy communities to enhance awareness of emerging opinion, news, and information?
- Is there a meaningful way that DoD can empower such engagement without risking a negative response regarding the implication of propaganda operations which, with instantaneous global communications, can run afoul of the Smith-Mundt Act of 1948 which prohibits domestic presentation of foreign information programs?¹¹
- What are the implications of the New Media environment and changing news and information consumption models that impact DoD news media engagement?
- Should DoD strengthen or relax new media engagement?

- Should DoD limit access (i.e. troops, commanders, staffs, etc.) to New Media platforms?
- Does DoD have an effective organizational construct between its public affairs, web operations, and information assessment organizations to be able to implement a persistent New Media presence, collaborating with NSC counterparts?
- Are there unique considerations regarding the Middle East and global Muslim/Islamic communities that DoD must engage to have a more effective communication capability regarding its role within the National Security framework?

**GLOBAL INFORMATION ENVIRONMENT DYNAMICS:
NATIONAL SECURITY AND DEPARTMENT OF
DEFENSE CONSIDERATIONS**

"...the truly significant issues with which [leaders] deal are far too risky – are generally too complex and their solutions too uncertain – for unilateral decision-making".

T. Owen Jacobs, "Strategic Leadership – A Frame Of Reference."¹²

The global information environment is changing significantly. News is no longer generated through historical mass media collection and distribution means. Content management is increasingly difficult given the multitude of means, modes, and platforms available for creators, distributors, and consumers. Intermediary "filters" are disappearing. In fact, there is no clear indication that they are still required. Censorship could become a means of content management, but could also become a serious detractor to the establishment of a viable interagency "message." Security, both passive and active, becomes a debatable issue, as demonstrated by the U.S. Air Force policy to limit or regulate access to blogs.¹³ Such policies are not universally applied within DoD, therefore the situation presents a dilemma: DoD allows unilateral implementation of conflicting policies by subordinate services and commands. Unfortunately, continuity of effort is lacking.

The news media industry is also in a state of flux, as the dynamics of consumer demand are shifting the industry from historical mass media methodologies to "point" distribution frameworks, both from the perspective of means of news collection and delivery as well as from the customer perspective of mobile platforms for receipt and consumption of news. It is evident that "information" is the primary product of the news media industry, not newspapers, magazines, or television broadcasts. It is important to assess key aspects of this environment to obtain a proper perspective of the adjustments DoD must make to optimize its engagement policies and practices. These areas are:

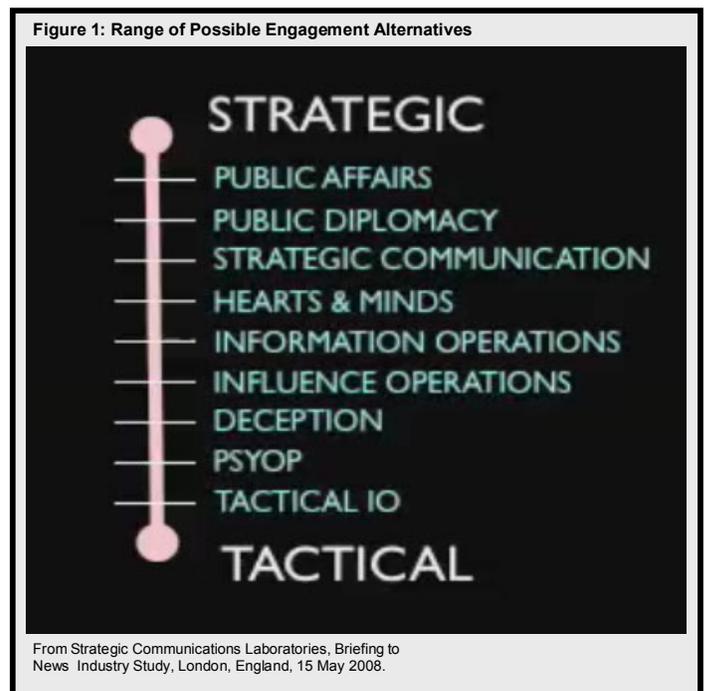
- 1) The National Security and global environment, which critically drives the need for a single, common message across the Administration and interagency¹⁴
- 2) The news media industry and its key sectors and platforms.
- 3) DoD-unique activities and considerations which drive the need for transformation of public diplomacy programs and policies.

National Security and Information Power: Key to a Successful Communication Strategy

The national security strategy framework is intertwined with globalization of economics, markets, financial systems, travel, media, and communications. As consumer technology expands, instantaneous global

access to news and information is increasingly ubiquitous. Understanding this fundamental change in information flow is critical to commercial economic market success, as indicated by key firms (Bloomberg, Thompson Reuters) integrating news and financial operations. Foreign policy management is likewise intimately affected by the plethora of information platforms (cell phone, text message, computers, etc.), as global events instantaneously have local, regional, and international reach. The news media industry provides, in conjunction with emerging "citizen journalism," the backbone of the identification, collection, processing, vetting, and distribution of news. An evolutionary national grand strategy must leverage the global information environment to be effective.

To this end, DoD has a wide array of communication alternatives. One such group focusing on this enterprise level approach is the Strategic Communications Laboratories, London England. They have proposed a menu of options, spanning strategic to tactical effects that best meet the policy intent of the executing agency (Figure 1.¹⁵) These alternatives, combined or stand-alone, integrated with associated message content and available resources, can enhance the effectiveness of communications programs.



The 2004 National Military Strategy provides an essential construct for development of strategic communication programs:

*"Effective deterrence requires a strategic communication plan that emphasizes the willingness of the United States to employ force in defense of its interests. The participation of combatant commanders is essential in developing a strategic communication plan that conveys US intent and objectives, and ensures the success of the plan by countering adversary disinformation and misinformation. Such strategic communication can help avoid conflict or deescalate tensions among adversaries."*¹⁶

All echelons of the Armed Forces and DoD Staff are increasingly engaged in interagency dialog. Open development of communications policies and procedures are key to success. The establishment of the Joint InterAgency Coordination Group (JIACG) at Combatant Commands is a critical enabler of this collaboration strategy and was to be complemented by implementation

of the Strategic Communication Integration Group (SCIG) within the DoD Secretariat in 2006.¹⁷

To maintain national security, the USG must fully demonstrate its ability to project its national power. The 2006 National Security Strategy (NSS) states that the U.S. must maintain a military without peer, promote economic prosperity, and grow vibrant democracies.¹⁸ To achieve success in these three focus areas, the following nine essential tasks are provided: 1) champion human dignity; 2) strengthen alliances to defeat global terrorism; 3) work to defuse regional conflicts; 4) prevent weapons of mass destruction (WMD) threats; 5) ignite global economic growth through free markets and free trade; 6) expand the spread of democracy; 7) develop cooperative action with other centers of global power; 8) transform national security institutions to meet future challenges; and 9) engage opportunities and confront challenges of globalization.¹⁹ All elements of national power must be applied in appropriate measure to achieve these goals. Public Diplomacy sets the stage for our long-term image and global perception; Public Affairs enables an effective response to daily events and Public Relations assists with community outreach. Unfortunately, although current policy mandates a holistic interagency strategic communication plan, institutionally it has not taken root.

The National Strategy for Public Diplomacy and Strategic Communication²⁰ directs leadership of the public diplomacy and strategic communication mission of the USG to the national Security Council, specifically to the Strategic Communication Principal Coordination Committee. There are several entities within the NSC and PCC construct where the DoD is – or could be – engaged in support of its public diplomacy and public relations requirements. **Figure 2** provides a layout of the NSC and highlights several committees where the DoD can engage to ensure continuity of communications programs.

Although not considered an instrument of national power, the news media industry, and its key corporations, plays a critical role in the economic and political stability of the United States through its roles as watch-dog, investigative reporter, and courier ensuring a socially and civically aware citizenry. Additionally, the industry facilitates transparent government operations, promotes defense of First Amendment freedoms, and visibility of national security and foreign policy decisions to the American people. As previously indicated, though, the development and fielding of mobile information devices is having a profound effect on the industry, forcing DoD to adjust its practices and policies.

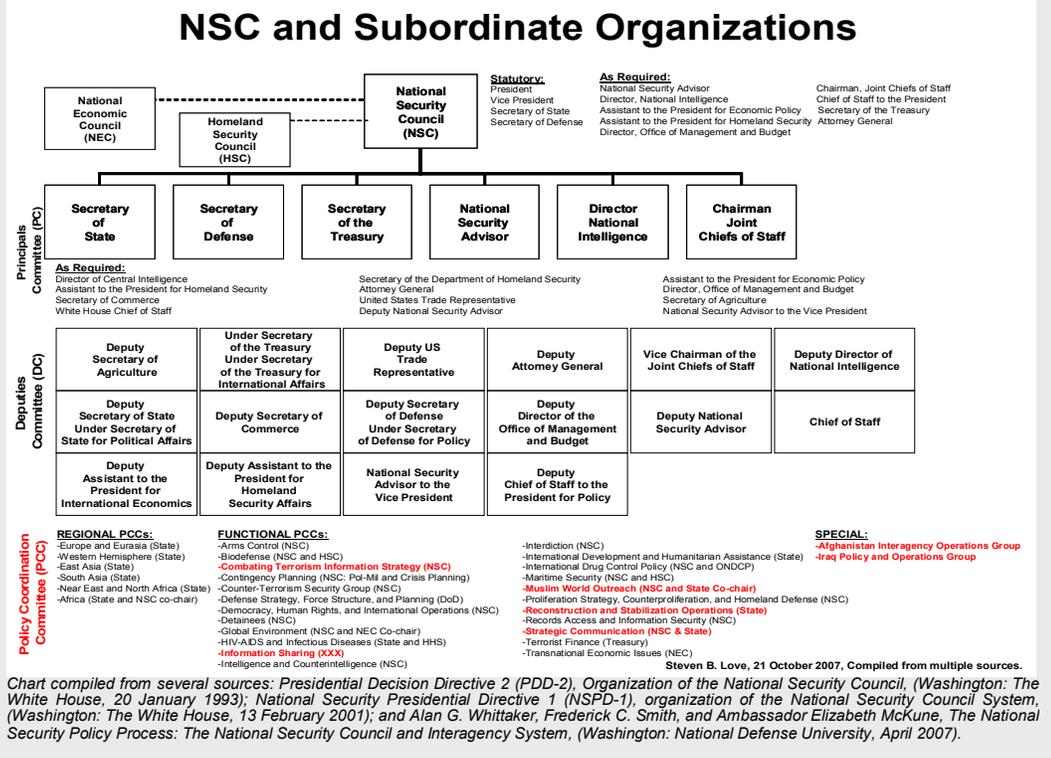
As the USG develops its communication and public diplomacy strategies, it is imperative that planners and policy makers take into consideration not such the historical mainstream media—newspapers and magazines, wire services, radio and broadcast television news—but also “New Media.” New Media is a convergence of venues, content, platforms, and consumption patterns that challenge traditional news and information models, and place traditional public diplomacy programs at risk. The bottom-line being, customer demand and consumption preferences are changing. News and information gathering and dissemination are no longer bound by traditional organization models. Indeed, new models are taking shape influenced by cultural changes, global consumption patterns increased commuting distances, and new employment models by the digital generation.²¹ These adjustments are not just domestic, but are also global. Most disturbing is that our enemies appear more attuned to this landscape than we are and exploit it for propaganda and disinformation purposes, in addition to operational planning.

“...al Qaeda has become the first guerrilla movement in history to migrate from physical space to cyberspace. With laptops and DVDs, in secret hideouts and at neighborhood Internet cafes, young code-writing jihadists have sought to replicate the training, communication, planning and preaching facilities they lost in Afghanistan with countless new locations on the Internet. Al Qaeda suicide bombers and ambush units in Iraq routinely depend on the Web for training and tactical support, relying on the Internet's anonymity and flexibility to operate with near impunity in cyberspace. In Qatar, Egypt and Europe, cells affiliated with al Qaeda that have recently carried out or seriously planned bombings have relied heavily on the Internet.”²²

It is critical that the USG fully develop its capability to operate across all elements of national power. At this point, the military element is the most robust, with Secretary of Defense Gates stating unequivocally that the U.S. must further develop its diplomatic capability and

FIGURE 2: Points of optimal engagement for DoD Public Affairs and Public Diplomacy Operations within the NSC Framework: Target PCC elements highlighted in red.

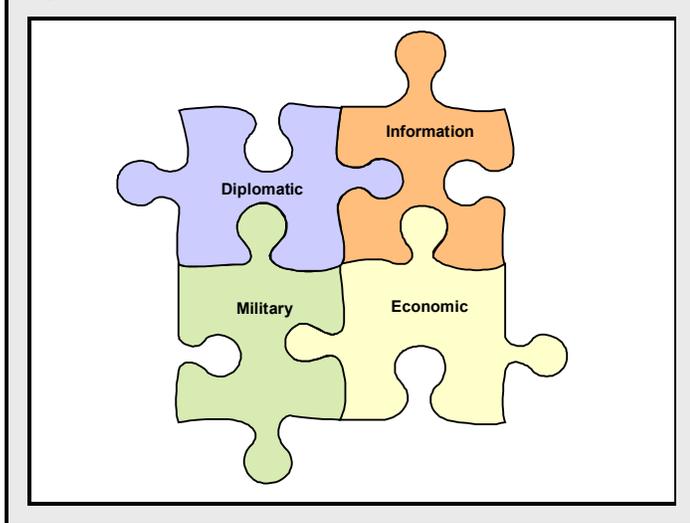
There is an existing superstructure within the NSC to enable the Department of Defense to enhance its engagement in news media and public diplomacy operations without conflicting with ongoing operations. It is necessary, however, for the Department to resource such an engagement in order to provide continuity of approach and consistency in information flows.



capacity to effectively wield “soft power”²³ in its own behalf.²⁴ However, the measured application of the elements of national power is difficult to achieve. With its large federal budget, DoD has over the years built a response capability lacking in other executive departments. This imbalance has often proven injurious to USG image abroad, as the work accomplished by the Department of State and other non-governmental agencies is dwarfed by a perceived overbearing US military presence abroad.

The United States Joint Forces Command Glossary defines four instruments of national power: Diplomatic, Information, Military, and Economic (also known as DIME).²⁵ The three focus areas and nine essential tasks identified above from the current NSS only account for the military, diplomatic, and economic elements of national power. Missing from the strategy is the informational element of power, which spans the other three elements. A possible reason the information element of power is overlooked is that it is often depicted (Figure 3) as a separate but interconnected part of national power similar to four connected puzzle pieces.

Figure 3. Information Shown Separate but Connected



The selection of an optimal instrument of national power to achieve stated national security goals and objectives is contingent on the desired outcome. Accordingly, planning at the strategic level, and establishment of national goals and objectives within a comprehensive, holistic national grand strategy, should drive the NSC to select a mix of instruments based on clear determination of the results desired. Figure 4 presents an alternative approach to national power application designed by the Strategic Communications Laboratories in London England, but in a framework optimized to British capabilities.

It is suggested that the information element should be consistently depicted as spanning all elements as shown in Figure 5 rather than being adjacent – and therefore as a severable activity. The information element of national power is not a separate stovepipe but rather an integral part of the military, economic, and diplomatic elements of power. Taken together, the areas of national power can oftentimes be leveraged in effects-based operations against an adversary's vulnerabilities in order to hamper his will and capability to conduct war.²⁶ Because the information element of national power is unique but tightly coupled with the other elements of power, it is important that we develop a common definition of information power

– and its components – to get a better understanding of

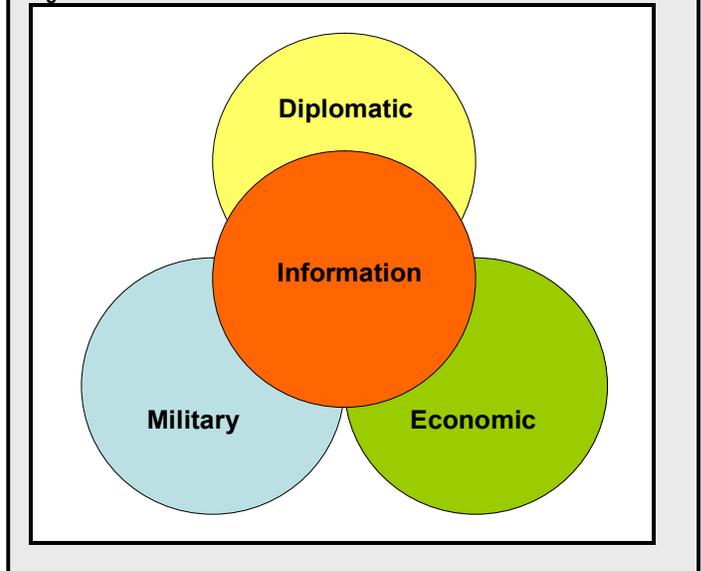
Figure 4: Selection of Alternative Instruments is Based on Desired Outcomes and Target Organizations

PRIMARY AGENCY		
INSTRUMENT	TARGET	OBJECTIVE
DIPLOMACY	NATION'S LEADERSHIP	LEADERSHIP ACTION
MILITARY	PHYSICAL ENTITIES	PHYSICAL
TREASURY	ECONOMIC SYSTEM	INFLUENCE ECONOMY
PUBLIC DIPLOMACY	NATION'S PUBLIC	INFLUENCE BEHAVIOUR

From Strategic Communications Laboratories, Briefing to News Media Industry Study, London, England, 15 May 2008.

what DoD must accomplish over the next decade to frame a successful strategic communication plan to achieve assigned military missions in support of a comprehensive national security strategy. The next section will define information power and expand on its use across the spectrum of national power.

Figure 5. Information Shown Interconnected



Informational Element of National Power

The information element of national power has evolved over the past twenty-five years, and is currently defined as:

“The relative ability to operate in and exploit the information environment — the aggregated and synergistic combination of CONNECTIVITY, CONTENT, & COGNITION, operating within a complex human, political and technological context to generate strategic advantage. It is an indispensable underpinning for all other forms of power, yet it is unique in its own right. It is employed across all other forms of human activity—economics, war, diplomacy—and across all levels of conflict, from peace to war. Its elements can be

*described, and its impact measured, albeit not necessarily to the exactness as other components of power.*²⁷

An understanding of the components of information power is necessary to effectively apply resources to support a comprehensive and effective national military strategy, with a strategic communication plan integrated in the Interagency and international environment. The three crucial components are connectivity, content, and cognition.

Connectivity. Merriam-Webster on-line defines “connectivity” as the quality, state, or capability of being connective or connected and is especially relevant to the ability to connect to or communicate with another computer or computer system. With this broad definition, connectivity can best be described as the physical layer by which information is transmitted or carried. Connectivity can range from highly sophisticated networks and infrastructures to simple human conversation, depending on the situation. In highly-evolved societies, members are more likely to be connected via electronic means whereas in lesser developed countries, connectivity is achieved via more basic means such as human messengers or carrier pigeons. This broad range of connectivity options poses many challenges to the strategic communicator as to how to best deliver public diplomacy, public affairs, and strategic messages to the broadest populations.

Content. The second component, “content,” is defined as something presented by or contained within a written work or the principal substance offered by a World Wide Web site. In today’s diverse communications environment, content can be anything from words to images to databases and most importantly nonverbal communications. The key to successful use of the wide range of content options is credibility on both sides: the originator and the receiver. In other words, the originator must generate a credible, believable message and the receiver must interpret the message as being credible before they will act upon it. Another important aspect of content that an information strategist must account for is from the old adage, “Actions speak louder than words.” It is vital that policy and operational tasks match the rhetoric as cultural differences and ham fisted implementation can quickly derail even the best intentioned efforts.

Cognition. The third component, “cognition”, is defined as the act of becoming acquainted with and knowing key information as a result of thinking, reasoning, or remembering. Of the three component elements of information power, cognition is the most important and the most difficult to achieve with certainty and repeatability. This is because cognition relies on the potential audience’s ability to understand and assimilate the information they have received based on their own experiences and biases. The challenge is to understand these biases and tailor the message accordingly. The point being that winning the cognition battle is as important as winning the kinetic battle due to the difficult nature of any hearts and minds campaign.

For the U.S. to be successful in attaining its national security objectives, information power must be developed such that it is at the same level of effectiveness as, if not greater than, the other elements of national power. The best approach to achieving this enhanced level of information power would be to focus our attention on the three basic elements of information power – connectivity, content, and cognition – and see how they can be leveraged in today’s ever-changing global information

environment. As the information element of national power is infused into policy and planning beyond the Department of State, it is especially critical that DoD leadership understand the evolving global information environment, the tools and platforms that are becoming available, and the ubiquitous environment emerging driven by next generation New Media capabilities and customer demands. An assessment of the environment is necessary to provide a baseline for future communication planning.

News Media Industry and the Evolving Global Information Environment

There is considerable turmoil in the global information environment – specifically within traditional Mainstream Media and the evolving New Media. These evolutionary forces are changing the environment almost daily, and will drive DoD information and communication policy. DoD must apply its talent and resources to shape the global information environment, and not be shaped by it.

Mainstream Media versus New Media: A 360° Scan of the Information Environment

Mainstream Media is defined as the more traditional means of public communications that existed prior to the advent of the digital Internet world, and includes printed newspapers and magazines, radio and broadcast, cable, and satellite television. On the opposite end of the spectrum, New Media can best be defined as the more modern, state-of-the-art means of public communications to include the Internet and its websites, blogs and wikis, social networks such as MySpace and FaceBook, virtual reality sites such as Second Life, and mobile cellular telephones with text and video capabilities in addition to voice. The next section of this paper will analyze the Mainstream Media environment, and then the New Media environment and offer insight into the very different worlds of public communications.

Mainstream Media Environment: Changing Consumer Demands and Trends

Printed matter: Newspapers and Magazines. Hard copy news in the form of newspapers and magazines are experiencing reductions in both advertising revenue and circulation. This has led to market fluctuations, business model adjustments, and broadening of provided services in an attempt to enable print media to remain viable business entities.²⁸ However, newspapers are not “dead” as a means of disseminating information. As a result of decreases in revenue, news organizations have been reducing both their foreign and domestic staffs as well as coverage of news-worthy events in order to cut costs.^{29,30} However, the general public is still expecting relevant, timely, accurate, and interesting news coverage consisting of a mix of fact-based reporting and investigative journalism.³¹ To meet public expectations and capture the growing online audience, news agencies require their reporters to write their stories for multiple media platforms,³² forcing newspapers to improve their web sites to support a 24/7 cycle of breaking news.³³ In addition, journalists are expected to conduct online discussions with their readers in a blog-type environment.³⁴ Because of their ability to adapt to a news environment shifting from print to online, total readership of all the products produced by news agencies remains healthy.³⁵

Magazines have not escaped the down-turn in print media revenue. Over the past several years, content changes include less coverage of national government news, fewer book reviews, and reduced analysis of news

events all to defray costs.³⁶ As a result, magazines are evolving toward “niche” audience desires, with less broad appeal.

Broadcast News: Radio. News broadcasts are still a crucial part of radio programming, providing listeners with important information at regular intervals. However, with the proliferation of audio choices such as satellite, High-Definition Radio (HD), Internet, MP3 digital audio players, podcasting of both audio and video, and cell phones, the radio audience is expanding to several different types of new listening platforms. Research has shown the following trends are taking place in the listening community:

- 1) The wealthy and educated groups are migrating to satellite radio.
- 2) Younger audiences are showing the most interest in podcasting.
- 3) Commuters still prefer the AM/FM radio stations while in their cars.
- 4) At work, employees have a tendency to listen to radio over the internet.
- 5) Listeners of all ages use MP3 players and/or iPods;
- 6) Cell phones are emerging as a non-traditional platform for radio and satellite broadcast receipt.³⁷

Such consumer demand fragmentation forces news organizations to distribute their products across many different platforms to ensure adequate market coverage in order to increase revenue.

Television: Broadcast and Cable. We close this section by examining the video segment used to disseminate information. Television can be broken into two distinct categories: broadcast television (national and local programming) and cable television, including satellite television. At the local level, television broadcast producers are feeling the impact of new technology as well as customer lifestyle changes. As a result, viewership of local programming is declining because people are either not home or are deciding to not watch television during the early evening dinner hour.³⁸ At the national level, network news viewership has declined in audience size despite providing younger anchors. The biggest appeal of national network news is that viewers believe, by and large, the stories broadcast are accurate, edited for content, carefully scripted, and thoroughly vetted by producers and correspondents. An additional challenge for news operations is the compression of news cycles, resulting in news delivery near-real-time over mobile platforms, further segregating the market.

At the national level, broadcast news devotes more time covering domestic issues at the expense of government coverage but still features the “most traditional hard-news oriented agenda on commercial television.”³⁹ Despite these attributes, over the past 25 years the national news audience has steadily decreased by 1 million viewers per year leaving the big three commercial nightly news programs to figure how to attract new and younger viewers. With nightly news broadcasts covering a wide range of topics, cable news has moved towards providing commentary.⁴⁰ In prime time slots, cable news provides political and controversial talk shows focused on crime-related stories and celebrity news. Two distinct parts of the cable news day are daytime programming focused on crime and disaster reporting, and nighttime broadcasts focused on more controversial issues. Both feature live, extemporaneous journalism.⁴¹

New Media Environment: Defining Characteristics

New Media is challenging traditional news industry business processes, as well as traditional definitions of consumers and dynamics of demand. Trends are being observed in the industry that are driving radical adjustments to advertising models, services, journalist responsibilities and news cycles. Arenas such as the internet, blogs and wikis, social networking, virtual reality programs and close are changing news and information consumption patterns, which impact the news awareness and level of involvement of global communities in political and governance processes.

Internet and websites. For over a decade, the internet has been part of everyday life for a majority of Americans who use it for both business and personal life. It is a means of communication, how they receive news and political information, as well as a way to distribute their own content from photos and videos to music.⁴² The internet’s most significant appeal is instant access to an unlimited amount of information. Research reports show that the internet is the most important single source of information and entertainment for a majority of users.⁴³ Due to the sheer number of people flocking to the internet for news, the news industry is rapidly embracing new technology rather than fighting it.⁴⁴ On the local level, nearly all broadcast television stations simulcast on the internet and reformat their news, weather, sports, and traffic content for their web audience.⁴⁵ At the national level, the three national broadcast network news producers (NBC, ABC, and CBS) turned to media companies in an attempt to attract the younger viewing audience to their websites through use of aggressive video campaigns, unique online newscasts, and expanding anchor and reporter blogs.⁴⁶

In order to maintain market share and viability, cable news channels MSNBC, CNN, and Fox also host well-developed web sites with a strong emphasis on user-provided video that oftentimes capture the early moments of a newsworthy event before a traditional news crew could even arrive on-scene as well as news blogs.⁴⁷ Whereas traditional mainstream media was used to inform people, the internet not only informs but also empowers individuals with the ability to post their own content which has seen a steady rise over the past year.⁴⁸ As a result of more individual content being generated on the internet and containing both opinions and facts, people are becoming more cautious about trusting information they are finding on web sites.⁴⁹

Blogs and wikis. With the interactive nature of the internet, users can now express their opinions and share their knowledge with the rest of the world through the use of blogs and wikis.⁵⁰ All of this is possible due to the advent of Web 2.0, or second generation Web, which allows consumer interaction to occur. Web 2.0 activities range from posting videos on a web site to writing a blog, reviewing products, or even social networking.⁵¹ In a Spring 2007 survey, blogging, the most recognized Web 2.0 activity to date, appeared to grow rapidly with the number of blogs doubling every 320 days and at the time, more than 70 million blogs had been produced worldwide. In the U.S., approximately 12 million Americans, 4 percent of the overall population of the country, have taken advantage of this technology and maintain a blog or interactive site.⁵² Despite the proliferation of blogs, however, most Americans are still not turning to blogs to get their news, but rather are choosing to stay with other more “traditional” means to get their news.⁵³

If there is a downside to blogging, it is the potential for bloggers to manipulate opinions and misrepresent facts by blurring the truth to persuade readers to agree with stated positions, which could then emerge into mainstream media. There is a widely held belief that the blogosphere is self-correcting with false information when posted replaced by the truth, but this remains unvalidated. Taken as a whole though, bloggers have been able to make positive contributions to the news media during unexpected natural and man-made disasters.⁵⁴

Another Web 2.0 phenomenon, Wikipedia, is a free, user-written online encyclopedia whose content is created, edited, and maintained by over 1000 volunteers.⁵⁵ Relying on "wiki" technology, which is a set of software tools that allow groups of individuals to collaboratively create and edit documents, any user of the Wikipedia web site is able to modify any page they desire allowing others to consume their user-generated content.⁵⁶ However, this ability to easily modify posted information has made many internet users skeptical about the validity and accuracy of the information contained in Wikipedia and they are beginning to return to more trusted sources such as the established or the government to determine ground truth.⁵⁷

Social networks and virtual reality. Among some of the significant successes since the Web 2.0 launch have been the social networking sites: FaceBook and MySpace, LinkedIn, and the video sharing web site, YouTube.⁵⁸ MySpace and Facebook are extremely popular among millions of young people as these sites offer virtual meeting places to exchange ideas and discuss issues of the day. The main reason for the sites popularity is the time, energy, and personal commitment required to participate online is significantly less than required in the real world.⁵⁹ Unlike MySpace and Facebook, Second Life, run by Linden Labs, is a complex 3-dimensional virtual world populated with highly detailed subscriber-created avatars.⁶⁰ The popularity of Second life has not gone unnoticed by traditional media either. In fact, Reuters has established a news bureau in Second Life and has assigned a full-time reporter to cover the virtual events.⁶¹

Mobile cell phones. Today, cell phones are no longer just for two-way communication but rather they are capable of sending and receiving messages and pictures as well as download information from the internet. Because of these inherent capabilities, mobile phones are quickly surpassing the computer as the most important communications device.⁶² For example, in Europe, Third Generation networks are up and running supporting delivery of full-motion video as well as voice and text messaging capabilities. As a result, producers of television shows are generating video content specifically formatted to work on cell phones. However, the most dramatic impact of cell phones can be found in developing countries where they are bringing phone service to villages for the first time and connecting them to the outside world. In the U.S., local TV stations are generating content specifically for cell phone users to include weather, news, and traffic information. For most cell phone users around the world, sending and receiving data and video is equally if not more important than simply talking on a mobile phone.⁶³

New Media Environment Summary. The most critical aspects of the New Media Environment presented above are its portability, appeal to emerging generations and populations who have no ties to traditional media outlets, and the instantaneous nature and vitality of information availability. As news agencies struggle with the transition

from mainstream media print and broadcast capabilities, so must government agencies also transform their philosophical approach to information flow to accommodate the significant migration of consumers to new platforms. As we will present next, the USG, and specifically DoD, have neither understood nor embraced the transformation of the global information environment in the development of policy or plans encompassing public diplomacy, public affairs, or strategic communication efforts.

Department of Defense Engagement in Public Diplomacy and Strategic Communication

The DoD has been quite active in its quest for an effective and comprehensive approach to an innovative, Interagency, and international public affairs and public diplomacy engagement policy. This proactive approach, however, has not yet been embraced by all DoD agencies and elements, does not yet have consistent backing by Congress, and has not been fully resourced either within DoD budgets or by Congress.

In contrast, however, DoD has received praise from the General Accountability Office (GAO) in its use of program-specific research in order to better focus foreign information programs⁶⁴, which has enhanced communications with global audiences. DoD currently conducts foreign media monitoring, but has not formally engaged in media environment analysis, as has been conducted by the Department of State and the Intelligence Community's Open Source Center (OSC). In addition, DoD has not yet synchronized its media monitoring activities with Interagency counterparts.⁶⁵ This synchronization effort is lacking across the Interagency, and is not DoD-unique. The emergence of global communication capabilities places an additional layer of review and assessment to ensure compliance with statutory criteria, specifically the Smith-Mundt Act of 1948 and the intelligence community's engagement in foreign intelligence gathering with respect to Foreign Intelligence Surveillance Act (FISA) provisions. Therefore, instantaneous global information availability poses benefits and risks which must be addressed.

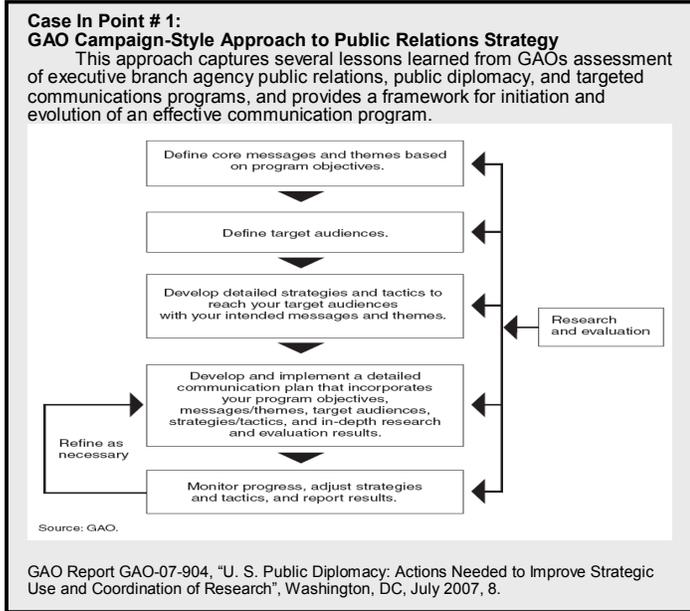
The GAO has identified the absence of a comprehensive national communication strategy as a hindrance to effective Interagency coordination.⁶⁶ A separate report assessed Interagency approaches to researching the effectiveness of public diplomacy programs,⁶⁷ and identified three primary categories of strategic communication as critical areas of effort: Daily Communications, Thematic Outreach Programs, and Long-Term Relationship Building. DoD is credited in this assessment for having a successful research program, but is also identified as not effectively engaged in media environment analysis, hindering its ability to identify the most effective means and modes of communicating critical DoD and national messages. **Case In Point # 1** illustrates core activities of a "Campaign-Style" approach to a public relations strategy. This approach is conceptually analogous to the military planning process exercised by military staffs, and therefore could be of use to public diplomacy program managers within DoD.

processes for incorporation into policy, doctrine, strategy development, planning, operations and communication initiatives.”⁷⁰

The Administration has defined “transformation” as more of a continuous process than as a set of activities with a clearly defined end-point.⁷¹ DoD has adopted this “continuous process” construct – while acknowledging informed risk assessment and mitigation (**Case In Point # 2**⁷²). As Defense Transformation evolves beyond warfighting to embrace business process transformation, these tenets must be applied to DoD’s public affairs, public diplomacy, and strategic communication efforts.

Military operations planners, in conjunction with their Interagency counterparts, have embraced the need for comprehensive information, communication, public relations, public diplomacy, and integrated information operations as key elements of tactical and strategic plans. Two specific examples are provided for consideration:

- First, in support of operations in Iraq, Major General Peter W. Chiarelli (USA) and Major Patrick R. Michaelis (USA) documented an initiative in their area of operations in Iraq, in which they defined a detailed information operations campaign as being critical to the overall success of their military operation. (**Case In Point # 3**).⁷³ This initiative incorporated “soft power” as a critical enabler to the reduction of kinetic operations. As information and public diplomacy efforts gain traction, it was demonstrated that the need for kinetic force decreases.



The 2006 National Strategy for Public Diplomacy and Strategic Communication (NSPD&SC),⁶⁸ addresses several of the shortcomings in the GAO reports. The strategy requires specific actions by executive branch agencies, under the auspices of the NSC Principle Coordination Committee for Strategic Communication. These include outreach through foreign media, enhancement and expansion of exchange programs, and a presence in new media fora:

“All agencies and embassies must also increase use of new technologies, including creative use of the Internet, web chats, blogs and video story-telling opportunities on the Internet to highlight American Policies and programs.”⁶⁹

The DoD has recognized the critical requirement for strategic engagement in communication, establishing the Strategic Communication Integration Group (SCIG) to:

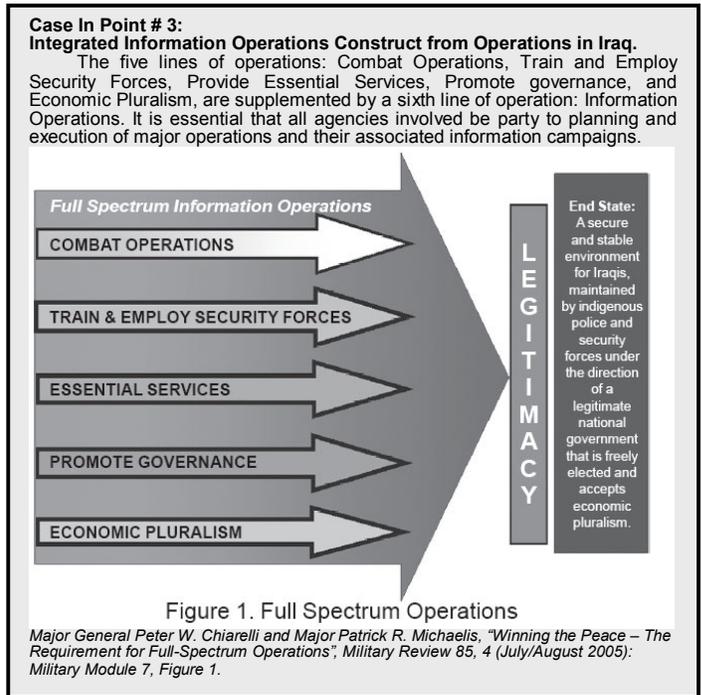
- *“Provide recommendations as appropriate across DoD on issues and proposed policies what have significant communication implications;*
- *Integrate proposals and recommend guidance to support developing and approved Combatant Command OPLANS [Operation Plans] and CONPLANS [Contingency Plans];*
- *Identify, coordinate, and de-conflict Strategic Communication objectives arising from interagency decisions affecting DoD; and*
- *Recommend appropriate Strategic Communication*

**Case In Point # 2:
Defense Transformation – The Need for Innovative Use of Information Technology**

Transformed Culture and Processes: The strategy for achieving transformation in the Department of Defense must begin with an effort **to transform the overall culture into one where innovation and informed risk taking are encouraged and rewarded – a culture that is characterized by the information age.** This must be done through leadership development and education, an increased emphasis on concept development and experimentation, and changes in the personnel system and incentive structure. Senior leadership must set the example by fostering innovation and adopting information age technologies and concepts.

In addition to transforming the culture, the Department’s overall strategy for implementing transformation includes the transformation of key management processes including: a joint capabilities-identification process to better identify and assess specific options for mitigating future risks; a transformed strategic analytic capability to support the recently established capabilities-based planning process, and a more adaptive and flexible acquisition process to replace the Cold War era acquisition system that functioned well when the principal adversary was well known and predictable.

“Elements of Defense Transformation,” October 2004, p. 6. (Bold italics by author)
http://www.ofi.osd.mil/library/library_files/document_383_ElementsOfTransformation_LR.pdf



- The second example of an operational approach to communication and public diplomacy engagement for the DoD is the Afghanistan Strategic Communication Execution Matrix, developed for use in support of operations, but fully engaging Interagency counterparts and local national agencies in the management of communication activities to ensure the local population is adequately informed of the purpose, intent, and critical aspects of ongoing joint and combined U.S. and North Atlantic Treaty Organization (NATO) operations in Afghanistan (**Case In Point # 4**).⁷⁴ Although a DoD-originated matrix, this

plan demonstrates the value of collaborative efforts across the Interagency and international environment, and is an innovative approach to communication programs, spanning Department of State, U.S. Agency for International Development (USAID), foreign government, NATO, USG (e.g. Broadcasting Board of Governors), and DoD public affairs, policy, and combatant command organizations.

The requirement for substantive linkage between communications capabilities and military operations is further substantiated in the Beyond Goldwater-Nichols Phase 4 Report, which cites the need for definition and refinement of warfighting capabilities currently beyond the scope of the Joint Capabilities Integration and Development (JCIDS) process:

"Greater investment in and speedier development of tools that can assess non-kinetic aspects of modern warfare, including intelligence, surveillance and reconnaissance, strategic communications, and post-conflict tasks".⁷⁵

difficult, if not impossible. This concern is present not only within the DoD, but is also present across the Interagency⁷⁸, and points out areas for further research, such as the need for a comprehensive operations and communications security policy, based on detailed assessment of the threat environment, balanced with the need for full and open communications and engagement.

Given the success of such integrated and synchronized programs, it is disquieting that the Strategic Communications Integration Group (SCIG) charter has been allowed to lapse. *Inside the Pentagon* reported on 6 March 2008 that:

"The Pentagon's Strategic Communication Integration Group (SCIG) ceased to exist this month, opening a new chapter in the department's efforts to communicate with the world. Deputy Defense Secretary Gordon England decided not to renew the group's charter, so it expired March 1, officials familiar with the decision told Inside the Pentagon. The termination of the group was not announced publicly. ..."

**Case in Point # 4:
Afghanistan Strategic Communication Execution Matrix (Extract)**

This matrix shows the integration and synchronization necessary in the interagency arena to frame a successful strategic communication plan. What is not indicated, and the emerging news media environment will require, is simultaneous engagement both organizationally and virtually, using the web and other mobile means of dissemination to impact desired target audiences. Several additional charts detail engagements with specific target audiences, and identify responsible agencies external to the DoD for execution and management.

AUDIENCE: All Audiences

Desired Effects	Constraints	Methods	Tasks	Lead	Partners	Measures of Effectiveness
<ul style="list-style-type: none"> • Accurate understanding of international community's efforts in Afghanistan • Comprehensive understanding of progress country-wide • Comprehensive understanding of the long-term challenges • Recognition of the strategic importance of Afghanistan to international security 	<ul style="list-style-type: none"> • Multiple actors means multiple voices • NATO is a consensus-driven body made up of sovereign governments • Media attention tends to be drawn to kinetic operations • Enemy exploits any perceived dissonance among Allies • Difficult to develop a consensus strategic response to crisis events in such a fast-paced media environment • Extremely complex modern media environment 	<ul style="list-style-type: none"> • Message coordination within USG, with NATO, ISAF, Government of Afghanistan 	<ul style="list-style-type: none"> • Create and update quarterly a Master Narrative, synchronized with NATO's Master Narrative and Government of Afghanistan messages, to provide high-level messaging to all levels of command. 	<ul style="list-style-type: none"> • PA • USD(P) 	<ul style="list-style-type: none"> • CENTCOM • EUCOM • JS • State • NATO MOC • Government of Afghanistan 	<ul style="list-style-type: none"> • Greater clarity on OEF and ISAF missions • Greater understanding of progress, and increased appreciation of Afghanistan's strategic importance to international security
			<ul style="list-style-type: none"> • Develop, coordinate, disseminate, and regularly update talking points and supporting materials/fact sheets on key issues related to Afghanistan 	<ul style="list-style-type: none"> • PA • SPD 	<ul style="list-style-type: none"> • USD(P) • State • CENTCOM • SOCOM • NATO MOC • Govt of Afghanistan 	
			<ul style="list-style-type: none"> • Quarterly update of Audience Analyses to reflect current attitudes, prioritized list of methods by which audience receives messaging (e.g. TV, traditional communication, etc.), and assessment of shifts in attitudes. 	<ul style="list-style-type: none"> • JIOWC 	<ul style="list-style-type: none"> • PA • USD(P) • USD(I) • JS • State • Intel Community 	
			<ul style="list-style-type: none"> • Regular operational coordination to deconflict and synchronize messages and activities 	<ul style="list-style-type: none"> • CENTCOM 	<ul style="list-style-type: none"> • SOCOM • State • USD(P) • PA 	

* Cells with a gray background represent non-DoD leads.

Chart extracted from Strategic Communication Integration Group (SCIG) presentation to the ICAF News Media Industry Study Seminar, 14 March 2008.

With respect to the policy directive in the NSPD&SC to optimize use of new technologies (*"including creative use of the internet, web chats, blogs and video story-telling opportunities on the Internet"*⁷⁶) it is interesting to note developments over the past few months as the Air Force issued guidance – on security grounds – banning access to selected blogs. (**Case In Point # 5**)⁷⁷ This identifies an issue of considerable import as potential transformation of DoD public diplomacy and public affairs policy is contemplated: There is a definable lack of continuity between overarching and subordinate organization policy and guidance, which makes establishment of a consistent approach to the emerging information environment

*Chairman of the Joint Chiefs of Staff Adm. Michael Mullen complained that officials are too fixated on the word "strategic" when in reality the lines between strategic, operational and tactical issues are blurred almost beyond distinction, particularly in the realm of communications (ITP, Jan. 10, p1). In a memo to England, Mullen argued that U.S. deeds -- not Pentagon Web sites or communications plans -- are the best way to impart the country's intentions on the world stage. The Pentagon should focus less on promoting its own story globally and more on listening to Muslims worldwide and understanding the subtleties of that community, the admiral wrote. ..."*⁷⁹

This position, however, has been seemingly reversed, as DoD appears to be reestablishing a planning capability within its Public Affairs office. Although a seemingly positive action, it is impossible to assess the viability or

effectiveness of this decision as it was reported on 10 April 2008, and it is not yet fully implemented.⁸⁰

**Case In Point # 5:
"Air Force Bans Blogs"**

The Air Force, which needs all the help it can get on the public relations front, has [banned access to blogs](#):

The Air Force is tightening restrictions on which blogs its troops can read, cutting off access to just about any independent site with the word "blog" in its web address. It's the latest move in a larger struggle within the military over the value -- and hazards -- of the sites. At least one senior Air Force official calls the squeeze so "utterly stupid, it makes me want to scream."

Until recently, each major command of the Air Force had some control over what sites their troops could visit, the Air Force Times reports. Then the Air Force Network Operations Center, under the service's new "Cyber Command," took over.

Cyber Command, which is a bureaucratic construct of questionable necessity built around the need for effective network defense, has now expanded its mission from network defense to regulating internet usage within the Air Force's Major Commands. It seems reasonable, then, to ask whether time spent policing the internet habits of those in the service will, by diverting scarce resources, undermine the command's ability to defend against legitimate cyberattacks, and to return fire.

Also problematic is the fact that USAF bloggers have been among the most credible advocates for force-modernization plans, offering their strong support for the acquisition of the full fleet of 380 F-22s in particular. The Air Force has in one fell swoop discarded a valuable media asset, forcing the public to rely on cumbersome--and typically boring--USAF press releases instead.

Because Air Force public relations isn't so much an effective media campaign as it is a crawl from one PR disaster to another, the service needs bloggers now more than ever. Which makes this a strange and almost certainly counterproductive move.

John Noonan, Posted February 27, 2008 06:32 PM,
<http://blog.wired.com/defense/2008/02/air-force-banni.html>

The critical take-away from these examples of DoD engagement in public diplomacy and strategic communication echo the results of several GAO reports and public assessments: although there are sound practices and valuable individual efforts, there remains a lack of a comprehensive national or DoD communication engagement strategy; assignment of core missions has been sporadic and in some cases short-lived; and the absence of continuity is inherently damaging effective engagement in the global information environment. As a result, DoD will remain at odds with Congress for adequate funding for strategic communication programs, will be constrained in its engagement within the Interagency and NSC framework, and will struggle to meet the challenges of the current threat environment where the enemy is more adept at strategic communications than is the DoD. In March 2006, then-Lieutenant General Victor Renuart (USAF) stated "This is the first time we've incorporated in a national strategy document the importance of strategic communication...For the first time, we have a real effort at orchestrating the strategic communication across the U.S. government."⁸¹ Two years later, unfortunately, the challenge remains: DoD is still trying to define and resolve its role in an ill-defined national strategic communication framework.

RECOMMENDATIONS

Critical to all subordinate activities, the next administration must adopt a strategy of full and open cultural engagement emphasizing diplomatic, informational, and economic elements of national power, to influence and inform the international community regarding U.S. policy and practices. This effort will support the overarching national security policy tenets to spread democracy, encourage economic development, and combat violent extremism. However, this strategy requires significant changes in alignment and resource prioritization to support these efforts. Additionally, the strategy requires a philosophy of enduring engagement -- and national will -- to address cultural differences and the

application of "hard and soft power" in global information environments. This has historically been problematic for the U.S. to undertake and sustain. The upside is that this public diplomacy framework -- a culturally-focused, non-kinetic national communication policy -- creates an effective burden-sharing environment with allies and competitors alike. However, such an innovative and evolutionary policy program must be coupled with specific legislative remedies designed to combat national threats.

As a result of the analyses, there are several critical recommendations DoD leadership consider to better align and prepare for engagement in the volatile global information environment. These recommendations are captured in four main categories: **Strategy Development; Policy and Doctrine; Organization and Resourcing; and Interagency Collaboration.** In addition, we have identified follow-on research topics that will support the transformation of DoD public diplomacy, public affairs, and news operations.

Strategy Development

Foremost, an overarching change management plan is necessary that captures firstly the key elements of the 2006 NSPD&SC, secondly the principles within the 2006 QDR Strategic Communication (SC) Execution Roadmap, thirdly embraces the emerging New Media environment, and, finally, provides for a DoD enterprise approach. **Case In Point # 6** provides a characterization of DoD's difficulties with enterprise-level change management and

**Case In Point # 6:
Beyond Goldwater-Nichols Phase 4 Report: "Invigorating Defense Governance"**

This report provides a detailed discussion of the leadership, change management and implementation challenges for in-depth transformation within the DoD:

"Senior leaders in any organization are generally predisposed toward reforms that are simple to understand and implement, inexpensive, reduce personnel, do not require new organizations or layers, and do not require new authorities or legislative action. Wherever possible, the BG-N study team sought to achieve its objectives in line with leaders' predispositions in order to strengthen the chances for implementation and eventual institutionalization. Yet, some of the most successful reforms, such as the 1986 Goldwater-Nichols Act, defy leaders' predispositions. Where more radical change is needed, reformers must understand and accept that true organizational adaptation requires strong executive or legislative leadership, or both, as well as changes in underlying organizational incentives..."(xii)

"Changes in behavior require changes in underlying incentives and organizational culture. Organizations are highly unlikely to change their behavior simply because they have been directed to do so. Generally, they and the people who populate them are at some level utilitarian: their performance and culture directly reflect the incentive structure within which they operate. The 1986 Goldwater-Nichols Act's requirement that all general and flag officers have prior joint duty service is a model for the power of incentives in behavior modification..."(xiii-xiv)

"The department's inchoate processes for setting a strategic agenda and decision support also make enterprise-wide governance difficult. This is true for even the best-intentioned secretary, but the situation is even more problematic in the too frequent instances where the secretary of defense fails to directly invest himself in agenda setting. Since 2005, the deputy secretary of defense has largely governed the Department of Defense. Although the deputy secretary should be applauded for ensuring that DOD at least has a governance system, by virtue of his division of labor with the secretary of defense, his view of the governance problem set is decidedly more management focused than might be provided by combatant commanders, service chiefs, and the secretary himself. As one study team member remarked, "It shouldn't be surprising that a second-tier governance process gives you second-tier governance results..." (5)

Kathleen H. Hicks, *Beyond Goldwater-Nichols Phase 4 Report, "Invigorating Defense Governance"*, Center for Strategic and International Studies (CSIS), Washington, DC, March 2008, p. 3. <http://www.csis.org/media/csis/pubs/080311-hicks-invigoratingdef4web.pdf>, accessed 14 April 2008.

implementation, thus the need for a complete restructuring and commitment to implement the policy and approach recommended. To achieve this end state, it is recommended that DoD reinstitute the Strategic Communication Integration Group (SCIG), and institutionalize its operations through formal issuance of DoD policy. The SCIG would serve as an integrating

agent, and would also provide oversight of service and component programs, to ensure continuity of policy and precedent, and to avoid the issuance of conflicting guidance such as the selective bans on access to blogs and social networking sites.

Changing the core tenets of DoD's communication, public diplomacy, information, and news strategies is not a short-duration – nor simplistic – effort. To be effective, such a significant change requires adjustment – most critically – to the philosophy the DoD takes toward framing our future endeavors in the new information environment as well as DoD's strategic communication, public diplomacy, and public affairs missions. These recommendations take advantage of the initiatives resulting from the 2006 QDR, specifically the Strategic Communication Study Group and the Strategic Communication Execution Roadmap.⁸² These new and emerging technologies provide a powerful means for worldwide engagement while allowing others to join the conversation. From a public diplomacy perspective, we must transition from a top-down, one-way advertising/propaganda communication model to a flat peer-to-peer model based on real dialogue and active listening.⁸³

Policy and Doctrine

Evolutionary communication programs within DoD must make use of New Media technology. As directed in the 2006 National Strategy for Public Diplomacy and Strategic Communication, a multifaceted, multiplatform, and multimodal approach is necessary to connect with both domestic and global communities. In our crucial national engagements, fighting violent extremism, championing human rights, promoting economic development, and countering the effects of destabilization (as presented in Thomas Barnett's *The Pentagon's New Map*⁸⁴) it is crucial to improve communication of our core national values as they are embodied in a holistic national grand strategy, and effectively illustrate and inform both domestic and international audiences about the role that DoD plays within that national strategy. Transparency of communications with global leaders and constituents is critical to achieve our national security goals and objectives, and must be reflected in revised strategic communication policy.

It is essential, therefore, that DoD further develop the capability to engage in national public diplomacy campaigns while simultaneously expanding its public affairs and news media operations. In addition, DoD must leverage its thematic information campaign capabilities to support the development of Interagency counterpart communication programs. As the Department of State is the primary agent for public diplomacy, it is paramount that the DoD align itself with the practices and programs initiated by the State Department, as has been demonstrated in the implementation of Provincial Reconstruction Teams (PRTs) operating in Afghanistan and Iraq. Unfortunately, the USG in general and DoD in particular

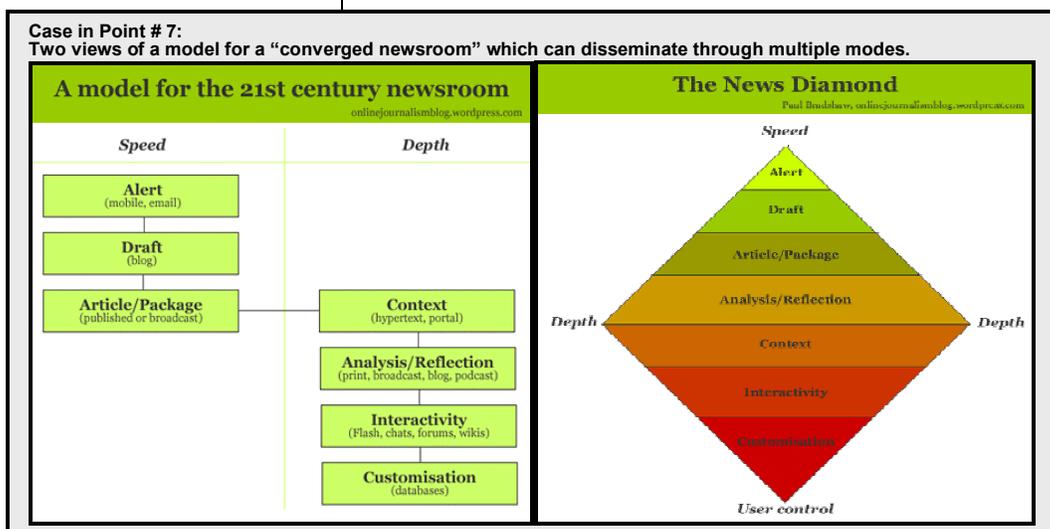
are not structured in this manner.

To ensure compliance and awareness of security threats and programs, it is recommended that DoD enhance and expand New Media environment-focused security training programs. This will overcome the reluctance to allow members of the military and DoD employees to access and interact using emerging social networking, blogging, and persistent gaming sites.

Organization and Structure

Organizationally, DoD must establish a “news organization” construct analogous to current industry standard of integrated web and mainstream media operations. It is critical, given the evolution of the technological platforms and means and modes of information “consumption”, that DoD have an equivalently robust capability to sense, gather, and disseminate news and information.. This is not to imply that DoD assume the duties and responsibilities of the civilian news media. Our solution is intended for DoD to move away from its historical public affairs operations to an organization that places the public affairs, news and information gathering, vetting, preparation, and dissemination under one roof and that this capability be integrated and synchronized across both the Interagency and the civilian sector. Our policy solutions below facilitate this and comply with the constructs presented in the 2007 United States National Strategy for Public Diplomacy and Strategic Communication⁸⁵:

- Firstly, establish the *capability and capacity to gather news and information* of import to DoD, the executive branch, the legislative branch, and the public similar to current field journalism and investigative journalism in the civilian sector (**Case In Point # 7**)⁸⁶;
- Secondly, expand and enhance the current web operations element of DoD public affairs to provide the *capability and capacity to screen public, private sector, and international information and news outlets*. This restructuring must include leveraging intelligence community open source analysis capability and lessons learned, across all modes and platforms consistent with the New Media and mobile information environments (internet, broadcast TV and radio, blogs, and other emerging dissemination methodologies). In addition, the mission of this element must include the identification of emerging news and information that



requires response, engagement, or mitigation by DoD consistent with comprehensive USG/NSC message, policy, and position content criteria. Enhanced visibility of ongoing citizen dialog and news reporting over the internet and through broadcast and print media is necessary to ensure an effective means to counter disinformation programs. The extent of such restructuring is left for future analysis;

- Thirdly, expand and enhance the *capability and capacity to disseminate the news and information* rapidly to appropriate individuals, groups, organizations, and/or outlets. This will include mainstream media or emerging web or broadcast outlets and platforms, predominantly through existing news outlets, and also includes interagency, international, and nongovernmental agency news distribution organizations.

Interagency Collaboration

Effective and coherent messaging requires all government agencies have a common theme to communication program content. To facilitate this, DoD must actively participate in the Public Diplomacy and Strategic Communication PCC⁸⁷, in the daily information and position briefs⁸⁸, and in the formulation and implementation of the NSC Interagency Management System (IMS)⁸⁹. While all of these endeavors contain information and communication frameworks, without a overarching strategy encompassing the interagency the “message” may be ineffective or worse, at complete odds with policy.⁹⁰

Additionally, we recommend the re-adoption of the value-added and innovative approach toward public diplomacy established by Ms. Karen Hughes during her tenure as Under Secretary of State for Public Diplomacy. This approach, termed “Waging Peace”, stipulated that the U.S. “compete for attention and credibility” and “(reach) out to the rest of the world in a spirit of respect and partnership.”⁹¹ To successfully engage the moderate Muslim community, and to be successful against Al Qaeda and other violent extremist non-state actors, DoD must globally synchronize its efforts with Interagency and international counterparts, and members of the Islamic community in U.S. foreign policy and economic development programs. A critical element must be compliance with the Smith-Mundt Act⁹², which requires clear distinction of message content intended for foreign and domestic audiences. This will likely require legislative adjustments by the Administration and Congress to reconcile current global communication networks with the intent of Smith-Mundt when it was initiated at the dawning of the Cold War. Conditions have changed significantly, warranting a review of this legislation.

Engage with the intelligence community to gather lessons learned, techniques, and tools to leverage capabilities for engagement in the open source environment for determination of current content critical to DoD and USG operations. The intelligence community has operational capability to “mine” this area, seeking specific information through collection operations, and then synthesizing/processing the results to determine the presence of desired/required information. The overarching intent of intelligence operations is to provide, to the optimal extent possible, the capability to proactively engage and prevent occurrence of events with negative consequences to national security. This is not intended to

cause intrusion into intelligence tradecraft, but is intended to introduce to public diplomacy some of the tools and capabilities extant within the intelligence community to screen open source data for elements of information which indicate the need for engagement and response.

Follow-on Study Topics

It is recommended that DoD charter a study group to assess extant DoD and subordinate agency policies and restraints on internet access and engagements in order to develop a comprehensive and consistent message and set of guidelines for internet engagement.

In addition, DoD should further develop research and feedback analysis programs with regard to news, information, and public diplomacy program impact in accordance with recommendations contained in GAO Report “U.S. Public Diplomacy: Actions Needed to Improve Strategic Use and Coordination of Research.”. Fundamental thematic communication and information programs must be assessed in accordance with the desired impact on the targeted audiences. DoD should work with the Department of State to enhance thematic communication programs, and apply those lessons learned and research capabilities across DoD. This capability, although centralized, must be staffed and developed as a “core” skill requirement to enable responsive assessment of ongoing programs, to enable effective adjustment to meet an ever-evolving international context. Such collaborative efforts are left for further study.

CONCLUSION

As Napoleon Bonaparte once said, “There are but two powers in the world, the sword and the mind. In the long run the sword is always beaten by the mind.” If “winning the hearts and minds”, “winning the war of ideas”, or “combating an ideology” is key to victory in modern-day conflict, then we must effectively integrate and employ the informational component of national power in the development and execution of national military and security strategy. The DoD, in conjunction with the Department of State, are the key agencies leading the Nation’s efforts to ensure our national security. **The need exists for a holistic and comprehensive national communication strategy, and for the identification – and resourcing – of clear roles and missions within the National Security Council construct.**

We must take full advantage of this non-kinetic, “soft” capability. Hopefully, we have provided effective responses to the questions framed at the outset of this research project and summarized below:

- There are capabilities that can be shared across the public diplomacy, intelligence, and public affairs communities. Intelligence operations in an “open source” environment can serve as a point of expansion of DoD situational awareness. However, this does not address issues regarding DoD public affairs and web operations organizational structure that will be necessary to enable such public affairs open source activities to take place.
- It will be a matter of discourse within the Interagency and with Congress to ensure that any transformed DoD strategic communication functionality – to include public affairs, public diplomacy, information operations, and PSYOPS operate in a cohesive but non-intrusive manner, and can quickly and clearly differentiate between battlefield and institutional operations. In addition,

attention will be necessary in establishment of collaborative operations with State to ensure that the “single message” of the USG is not intruding on Smith-Mundt prohibitions.

- It is crucial that DoD embrace the New Media environment and establish rules of engagement in concert with its development and capabilities. This is possible through the establishment of an integrated Public Affairs news and web operations capability, and use of media environment analysis – while leveraging existing DoD media impact research capabilities – to determine the impact and effectiveness of DoD media programs.
- DoD should strengthen its engagement in the New Media environment. Evidence indicates a massive cultural shift toward mobile communications platforms and capabilities, to include threat organizations. Formal engagement in this new environment is crucial to effective strategic communication programs.
- DoD should conduct a rigorous assessment of current (and sometimes conflicting) policy regarding internet accessibility and security restraints, training programs, and should also assess the results of media environmental assessments. The goal of such a review should be the expansion of access authorities to the greatest extent possible within the constraints of operational security measures, but should be guided by the tenets of the National Strategy for Public Diplomacy and Strategic Communication to engage in the new environment to the maximum extent possible, in both foreign and domestic realms.
- There are “gaps” between public affairs, web operations, and news gathering and dissemination organizations. The evolving commercial “integrated newsroom” model should be leveraged to expand and enhance DoD environmental awareness, news gathering, vetting, dissemination, web operations and internet presence, and Interagency collaboration operations. A follow-on study is recommended to develop the “business model” for such a follow-on restructured strategic communication capability, enabling a persistent and proactive presence in the global information environment.
- There are several opportunities available to address cultural gaps and communications avenues unique to the Middle East and Muslim/Islamic communities. DoD must team with DoS to leverage both domestic and foreign moderate Islamic entities, both individual and non-governmental. There are both pragmatic and potentially legislative hurdles (Access, travel, prohibited contacts, etc.) that must be overcome to enable a more comprehensive communication strategy to be effective.

It is our vision that as DoD leadership recognizes the extent of changes in the global information environment, they will establish a comprehensive enterprise-level public diplomacy, public affairs, and communication program, and will enable appropriate management and oversight capability through a robust and resourced change management plan.

1 John L. Casti, *Complexification: explaining a paradoxical world through the science of surprise*, New York: HarperCollins Publishers, (1994), p. 1.

2 _____, *United States National Strategy for Public Diplomacy and Strategic Communication*, Strategic Communication and Public Diplomacy Policy Coordinating Committee, National Security Council, Washington, DC, Released June 2007. <http://www.state.gov/documents/organization/87427.pdf>

3 Lindsey J. Borg, “*Communicating With Intent: The Department of Defense and strategic Communication*,” Harvard University Center for Information Policy Research, Cambridge, MA, February 2008, p.1-3.

4 _____, “*U. S. Public Diplomacy: Actions Needed to Improve Strategic Use and Coordination of Research*”, GAO Report GAO-07-904, Washington, DC, July 2007.

5 _____, *2006 National Security Strategy*, The White House, Washington, DC, March 2006, p. 45: “Strengthening our public diplomacy, so that we advocate the policies and values of the United States in a clear, accurate, and persuasive way to a watching and listening world. This includes actively engaging foreign audiences, expanding educational opportunities for Americans to learn about foreign languages and cultures and for foreign students and scholars to study in the United States; empowering the voices of our citizen ambassadors as well as those foreigners who share our commitment to a safer, more compassionate world; enlisting the support of the private sector; increasing our channels for dialogue with Muslim leaders and citizens; and confronting propaganda quickly, before myths and distortions have time to take root in the hearts and minds of people across the world.”

6 _____, *2006 Quadrennial Defense Review (QDR) Strategic Communication (SC) Execution Roadmap*, Deputy Secretary of Defense, Washington, DC, 25 September 2006, p. 2.

7 _____, *2006 Quadrennial Defense Review (QDR) Strategic Communication (SC) Execution Roadmap*, Deputy Secretary of Defense, Washington, DC, 25 September 2006, p. 2.

8 Matt Armstrong, “RIP StratComm?”, MountainRunner.org. Discusses the issue of the announcement by Admiral Michael Mullen to disestablish the Strategic Communication Integration Group (SCIG). Also questions the principle behind SCIG, with a positive implication that this needs more review rather than cancellation of the program. http://mountainrunner.us/2008/04/rip_strategic_communications.html; also Sebastian Sprenger, “Congress Balks at DOD’s ‘strategic communication’ plans,” Federal Computer Week Online, 14 August 2007. <http://www.fcw.com/online/news/103494-1.html>, which identifies Congressional concern with funding DoD efforts to integrate strategic communication, public affairs, and information operations, as the intertwining of the three operations is seen as trending toward an international perception of military-promoted propaganda operations.

9 Sebastian Sprenger, “Congress Balks at DOD’s ‘strategic communication’ plans,” Federal Computer Week Online, 14 August 2007. <http://www.fcw.com/online/news/103494-1.html>.

10 Bill Gates with Collins Hemingway, *Business @ the Speed of Thought, Using a Digital Nervous System*, New York: Warner Books, 1999, 160.

11 _____, Smith-Mundt Act of 1948, the United States Information and Educational Exchange Programs, cites criteria for the dissemination of information abroad about the United States, and prohibits such overseas information programs from being presented within the domestic environment, <http://uscdoe.house.gov/uscdoe/cgi/fastweb.exe?getdoc+useview+t21t25+1617+2++%28%29%20%20AND%20%28%2822%29%20ADJ%20USC%29%3ACITE%20AND%20%28USC%20w%2F10%20%281461%29%29%3ACITE%20%20%20%20%20%20%20>

12 T. Owen Shachtman, “Strategic Leadership – A Frame Of Reference.” In *Strategic Leadership: The Competitive Edge*, Washington, D.C.: National Defense University, 2006, 2.

13 Noah Shachtman, “Air Force blocks access to many blogs (Blog)”, Wired.com, 28 February 2008, with references to the continued use of an “...established, reputable media outlet...” but not blogs.

14 News Media Industry Seminar Interview with Mr. David Foley, Deputy Director of Press & Public Affairs, Press Spokesman, Bureau of Near Eastern Affairs, U.S. Department of State, Washington, DC, 13 March 2008. After Action Review notes regarding continuity of message content includes: Press guidance is produced on a daily basis in accordance with leadership and administration priorities. Every morning a press tasker is sent to bureau PAOs with a specific list of questions on issues. The inquiries are farmed out within the responsible bureaus so that draft responses are generated and cleared. The clearance process is often contentious, as sensitive situations exist. The cleared and vetted material will become press guidance so everyone – from an Entry Level Officer to an Ambassador - can use it on the record. Every day there is an 11:30 phone call with interagency briefers led by an NSC staffer, which provides a forum where high-profile issues are raised. If an issue is particularly significant the NSC oversees the press guidance clearance process and issues the guidance as well; Other agency direct interaction with the NSC for position and message content establishment and vetting is inconsistent. In discussing the Middle East: Not too long ago Arab viewers had no access to independent television news. It was noted that these days they have a multitude of sources, and that they are segmented. DoS has to be sensitive to that segmentation when it coordinates its media strategy; There are efforts being made within the interagency community to coordinate press events so regional media picks it up. The logic is that the larger and the more comprehensive the event, the greater the possibilities of extensive coverage.

15 Strategic Communications Laboratories briefing to the News Media Industry Study, London, England, 15 May 2008.

16 _____, *2004 National Military Strategy of the United States of America*, The Pentagon, Washington, DC, 2004, p. 11.

17 CAPT Hal Pittman, “Strategic Communication and Countering ideological Support for Terrorism”, Statement before the House of Representatives Armed Services Committee, Subcommittee on Terrorism, Unconventional Threats and Capabilities, 15 November 2007, 8. http://armedservices.house.gov/pdfs/TUTC111507/Pittman_Testimony111507.pdf, accessed 18 April 2008.

18 _____, *2006 National Security Strategy of the United States of America*, The White House, Washington, DC, March 2006, ii.

19 _____, *2006 National Security Strategy of the United States of America*, The White House, Washington, DC, March 2006, i, 1.

20 _____, *United States National Strategy for Public Diplomacy and Strategic Communication*, Strategic Communication and Public Diplomacy Policy Coordinating Committee, National Security Council, The White House, Washington, DC, Released June 2007. <http://www.state.gov/documents/organization/87427.pdf>

21 Tom Rosenstiel, Project for Excellence in Journalism, “State of the News Media 2008: An Annual Report on American Journalism,” Newspapers, http://www.stateofthenewsmedia.com/2008/printable_newspapers_chapter.htm.

“There is wrinkle to this much-ballyhooded shift to the Web. Most news consumers, Pew research and other studies show, use a combination of three or four media formats. So in many instances, the audiences for a print newspaper and its Web site are the same people. As the years go by and multimedia and breaking news Web content improve, the electronic option gets a bigger share of time and attention from this shared audience.”

22 Steve Coll and Susan B. Glasser, “Terrorists Turn to the Web as Base of Operations”, *The Washington Post*, 7 August 2005, A5. Provides an analysis and assessment of new methods of operation employed by terrorist organizations. <http://www.washingtonpost.com/wp-dyn/content/article/2005/08/05/AR2005080501138.html>, accessed 19 April 2008.

23 Paul Kelly, “Soft option for hard heads,” *The Weekend Australian*, 8 June 2002. “The US’s best soft power analyst is Harvard’s Kennedy School dean Joseph Nye, who defines the concept as “co-opting people rather than coercing them.” For Nye the essence of soft power lies in values — “in our culture and in the way we handle ourselves internationally.” It’s about creating a sense of legitimacy for a nation’s international aims. Soft power is, of course, both easy and hard for the US. It is the model and anti-model, the focus of imitation and the target of hatred. Nye nominates Canada, the Netherlands and the Scandinavian countries as states whose political influence is greater than their hard power would permit. The explanation lies in their astute manipulation of soft power.” <http://www.wordspy.com/words/softpower.asp>.

24 Thom Shanker, “Defense Secretary Urges More Spending for U.S. Diplomacy”, *The New York Times*, 27 November 2007, Sec A, P. 6. <http://www.lexisnexis.com.ezproxy6.ndu.edu/us/lnacademic/auth/checkbrowser.do?ipcounter=1&cookieSite=0&rand=0.7282766012549556&bhcp=1>, accessed 15 April 2008. Quote from Secretary Gates within the article: “We are miserable at communicating to the rest of the world what we are about as a society and a culture, about freedom and democracy, about our policies and our goals,” he said. “It is just plain embarrassing that Al Qaeda is better at communicating its message on the Internet than America.” Mr. Gates expressed regret over decisions by previous administrations to cut the United States Agency for International Development and to abolish the United States Information Agency and divide its responsibilities among other offices.”

25 _____, *Joint Forces Command Glossary* (2007), Norfolk, VA, Retrieved November 30, 2007 from <http://www.jfcom.mil/about/glossary.htm>

- 26 _____, Joint Forces Command Glossary (2007), Norfolk, VA, Retrieved November 30, 2007 from <http://www.jfcom.mil/about/glossary.htm>
- 27 Daniel Kuehl, "An Information Strategy for the Metacommunicated Age" Powerpoint presentation from IRMC 6207 elective, National Defense University, Washington, DC, 2007.
- 28 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Newspapers, Washington, DC, March 2008.
- 29 News Media Industry Seminar Interview with Mr. Andrew B. Davis, President and Executive Director, American Press Institute, Washington, DC, 4 February 2008.
- 30 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Newspapers, March 2008.
- 31 News Media Industry Seminar Interview with Mr. David Jones, Managing Editor for Print, Washington Times, and Staff, Washington, DC, 6 March 2008.
- 32 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html> p. vii
- 33 Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Newspapers, March 2008.)
- 34 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html> p. vii
- 35 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Newspapers, March 2008.
- 36 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Magazines, March 2008.
- 37 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Radio, March 2008.
- 38 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Local TV, March 2008.
- 39 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Network TV, March 2008.
- 40 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Network TV, March 2008.
- 41 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Cable TV, March 2008.
- 42 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html>, p. 3
- 43 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html>, p. 9
- 44 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Online, March 2008.
- 45 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Local TV, March 2008.
- 46 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Network TV, March 2008.
- 47 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Cable TV, March 2008.
- 48 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html>, p. 10
- 49 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html>, p. 9
- 50 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html>, p. 4
- 51 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Online, March 2008.
- 52 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html>, p. 24
- 53 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Online, March 2008. For example, ordinary individuals were able to report what they saw and experienced during the Asian tsunami in December 2005, Hurricane Katrina, the London subway bombing in July 2005, and most recently the events in Tibet more quickly to the world than traditional media.
- 54 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html>, p. 24-25
- 55 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Online, March 2008.
- 56 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html> p. 18
- 57 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html>, p. 25-26
- 58 Tom Rosenstiel, Project for Excellence in Journalism. "The State of the News Media: An Annual Report on American Journalism." Online, March 2008.
- 59 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html> Adler, p. 12-13
- 60 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html>, p. 20-21 In Second Life, avatars are able to buy virtual land in its virtual world on which they are able to conduct conversations, attend lecture, and build businesses.
- 61 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html>, p. 20-22. Additionally, subscribers can also generate other virtual objects such as clothing, jewelry, and art work which they can buy and sell using the virtual currency, Linden dollars (\$L). Since its inception in 2003, Second Life has attracted millions of "residents" from around the globe primarily due to subscribers having the freedom to create and control much of the content of Second Life with over 70 percent of it's participants are being content creators.
- 62 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html>, p. ix
- 63 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html>, p. 34-35
- 64 _____, "U. S. Public Diplomacy: Actions Needed to Improve Strategic Use and Coordination of Research", GAO Report GAO-07-904, Washington, DC, July 2007, 2.
- 65 _____, "U. S. Public Diplomacy: Actions Needed to Improve Strategic Use and Coordination of Research", GAO Report GAO-07-904, Washington, DC, July 2007, 6-7: "Several U.S. agencies monitor foreign media outlets, including print and broadcast media and the Internet. OSC conducts the bulk of U.S. government media monitoring activities, although DOD, State, USAID, and BBG all conduct media monitoring as well. OSC analysts both in the United States and in overseas bureaus provide a variety of media monitoring products, including translations, as well as summaries and analysis of media coverage. Additionally, multiple entities within DOD, including the combatant commands, conduct and contract for media monitoring. For instance, in 2006, DOD's Strategic Command awarded a contract for media monitoring focused on the Global War on Terror, which is worth up to \$67.8 million over multiple years. Within State, two offices conduct media monitoring in Washington, D.C., the Media Reaction Division of State's Office of Research, which focuses on editorial commentaries in print media; and the Rapid Response Unit, which monitors foreign media to inform U.S. responses to significant stories and issues overseas. Some State and USAID field staff also conduct media monitoring, often focused on topics of particular importance in their specific embassies or countries. Finally, one of BBG's grantees conducts some media monitoring in the countries in which it broadcasts."
- 66 _____, "U. S. Public Diplomacy: Interagency Coordination Efforts Hampered by the Lack of a national Communication Strategy," GAO Report GAO-05-323, April 2005, Summary, <http://www.gao.gov/new.items/d05323.pdf>.
- 67 _____, "U. S. Public Diplomacy: Actions Needed to Improve Strategic Use and Coordination of Research", GAO Report GAO-07-904, Washington, DC, July 2007, 7: "Agency research efforts support three categories of communication as defined by Joseph Nye—one of America's leading academics on strategic communication efforts used to advance U.S. business and national security interests. Nye divides U.S. strategic communication efforts into daily communications, outreach initiatives related to specific themes, and long-term relationship building efforts in support of broader U.S. strategic communication objectives. Daily communications involve explaining U.S. foreign and domestic policy decisions to the media, as well as preparing for public response to crises and countering misinformation. Thematic outreach initiatives focus on communicating simple themes, such as the shared values of the United States and the Muslim world. According to Nye, these themes can be developed using a campaign-style approach, with linked events and various communications planned over a period of time. The third category, building long-term relationships with key individuals over many years, generally consists of programs such as exchanges, scholarships, training, and conferences. These programs typically do not include a detailed audience research component beyond pre- and post-survey evaluations to gauge whether the attitudes and opinions of participants changed as a result of participation in the program. Examples of such programs include State's Fulbright Academic Exchange Program and International Visitor Leadership Program."
- 68 _____, "United States National Strategy for Public Diplomacy and Strategic Communication, Strategic Communication and Public Diplomacy Policy Coordinating Committee, National Security Council, Washington, DC, Released June 2007, various source pages, <http://www.state.gov/documents/organization/87427.pdf>
- 69 "United States National Strategy for Public Diplomacy and Strategic Communication, Strategic Communication and Public Diplomacy Policy Coordinating Committee, National Security Council, Washington, DC, Released June 2007, 6, <http://www.state.gov/documents/organization/87427.pdf>
- 70 _____, "2006 Quadrennial Defense Review (QDR) Strategic Communication (SC) Execution Roadmap, The Pentagon, Washington, DC, 25 September 2006, p. 4.
- 71 Ronald O'Rourke, "Defense Transformation: Background and Oversight Issues for Congress", Congressional Research Service Report for Congress, Updated 16 April 2007, p. 3, <http://www.fas.org/sgp/crs/natsec/RL32238.pdf>.
- 72 _____, "Elements of Defense Transformation" Director, Office of Force Transformation, Washington, DC, October 2004, p. 6, http://www.oft.osd.mil/library/files/document_383_ElementsOfTransformation_LR.pdf. Note that the Office of Force Transformation was disestablished 1 October 2006 and its functions were distributed to other DoD agencies.
- 73 Major General Peter W. Chiarelli and Major Patrick R. Michaelis, "Winning the Peace – The Requirement for Full-Spectrum Operations", *Military Review*, 85, 4 (July/August 2005): Military Module 7, Figure 1. Note that the five lines of operations: Combat Operations, Train and Employ Security Forces, Provide Essential Services, Promote governance, and Economic Pluralism, are supplemented by a sixth line of operation: Information Operations. It is essential, as described in this article, to enable all assets and agencies involved in operations to be party to the planning and execution efforts of major operations (to include coalition partners) and the information campaigns, integrating both operational and public diplomacy news and information flows, to ensure success.
- 74 _____, "Implementation of the DoD Strategic Communication Plan for Afghanistan", DoD Strategic Communication Integration Group, 12 September 2007; and COL Greg Julian briefing and interview with the ICAF News Media Industry Study Seminar, Washington, DC, 14 March 2008.
- 75 Kathleen H. Hicks, Beyond Goldwater-Nichols Phase 4 Report, "Invigorating Defense Governance", Center for Strategic and International Studies (CSIS), Washington, DC, March 2008, p. 3, <http://www.csis.org/media/csis/pubs/080311-hicks-invigoratingdef4web.pdf>, accessed 14 April 2008. "Greater investment in and speedier development of tools that can assess nonkinetic aspects of modern warfare, including intelligence, surveillance and reconnaissance, strategic communications, and post-conflict tasks." In addition, the report contains significant discussion of Departmental issues concerning internal governance obstacles, and difficulties in shaping and implementing innovative process and governance solutions (such as for strategic communication and public diplomacy issues which would require redefinition of roles and missions for public affairs organizations. SBL note).
- 76 _____, "United States National Strategy for Public Diplomacy and Strategic Communication," Strategic Communication and Public Diplomacy Policy Coordinating Committee, National Security Council, Washington, DC, Released June 2007, 6, <http://www.state.gov/documents/organization/87427.pdf>
- 77 Additional source: Noah Shactman, "Air Force blocks access to many blogs (Blog)", *Wired.com*, 28 February 2008, with references to the continued use of an "... established, reputable media outlet..." but not blogs.
- 78 Helle C. Dale, "U.S. Public Diplomacy: The Search for a National Strategy", Executive Memorandum No. 1029, The Heritage Foundation, Washington, DC, 11 February 2008, p. 1-2, <http://www.heritage.org/Research/NationalSecurity/em1029.cfm>, accessed 12 April 2008. Specific assessment is provided that: "the various U.S. government agencies engaged in public diplomacy are hampered by a lack of leadership, poor interagency coordination, and a lack of resources to engage foreign audiences. In today's rapidly expanding information universe, efforts to reach foreign audiences need to be more targeted, deliberate, and coordinated than ever before."
- 79 "Inside The Pentagon, as cited by Matt Armstrong, of MountainRunner.org, 7 March 2008, http://mountainrunner.us/2008/03/headlines_and_links.html.
- 80 _____, "DoD Public Affairs Restores planning Role to Steer Communication," *Inside the Pentagon*, 10 April 2008, http://www.defensenewsstand.com/cs_newsletters.asp?NLN=PENTAGON&ACTION=RECENT, accessed 20 April 2008.
- 81 Samantha L. Quigley, "Defeating undefined Enemy Requires Multilayered National Strategy", American Forces Press Service, Washington, DC, 16 March 2006, <http://www.defenselink.mil/news/newsarticle.aspx?id=15160>.
- 82 _____, "2006 Quadrennial Defense Review (QDR) Strategic Communication (SC) Execution Roadmap, Deputy Secretary of Defense, The Pentagon, Washington, DC, 25 September 2006.
- 83 Richard P. Adler, "Next-Generation Media: The Global Shift." A Report of the Forum on Communications and Society, Rapporteur, The Aspen Institute, Washington, DC, 2007, <http://www.asiaing.com/next-generation-media-the-global-shift.html>, p49
- 84 Barnett, Thomas P.M., *The Pentagon's New Map*, New York: The Penguin Group, 2004, various.
- 85 _____, "United States National Strategy for Public Diplomacy and Strategic Communication, Strategic Communication and Public Diplomacy Policy Coordinating Committee, National Security Council, Washington, DC, Released June 2007, <http://www.state.gov/documents/organization/87427.pdf>

86 Paul Bradshaw, "A model for the 21st century newsroom: pt1 – the news diamond", Online Journalism Blog, 17 September 2007, <http://onlinejournalismblog.com/2007/09/17/a-model-for-the-21st-century-newsroom-pt1-the-news-diamond/>, accessed 15 April 2007.

87 United States National Strategy for Public Diplomacy and Strategic Communication, Strategic Communication and Public Diplomacy Policy Coordinating Committee, National Security Council, Released June 2007. <http://www.state.gov/documents/organization/87427.pdf>

88 News Media Industry Seminar Interview with Mr. David Foley, Deputy Director of Press & Public Affairs, Press Spokesman, Bureau of Near Eastern Affairs, U.S. Department of State, Washington, DC, 13 March 2008.

89 John E. Herbst, "Stabilization and Reconstruction Operations: Learning from the Provincial Reconstruction Team (PRT) Experience", Statement before the House Armed Services Subcommittee on Oversight and Investigations, Washington, DC, 30 October 2007. <http://www.state.gov/s/crs/rls/rm/94379.htm>, (accessed 3 November 2007). This statement also includes detailed discussion of the agreement to implement the Interagency Management System under the auspices of the NSC Directors' Committee: "The U.S. Government has many capable entities that are responsible for various parts of foreign assistance and engagement; these all play important roles in responding to any crisis and must be integrated for maximum effect. We have reached interagency agreement for how the U.S. Government should organize itself to deal with a stabilization crisis. The new approach, called the Interagency Management System (IMS) for Reconstruction and Stabilization, consists of three inter-linked elements: *Country Reconstruction and Stabilization Group (CRSG)*: A Washington-based decision-making body at the Assistant Secretary level. All agencies involved in a particular R&S mission will have members in the CRSG.

90 Ambassador Stephen D. Mull, "Helping Our Friends and Allies Meet Their Security Needs", *eJournal USA*, October 2006, <http://usinfo.state.gov/pub/ejournalusa.html>, (accessed 3 November 2007). Article provides a consolidated view of emergent policy and statute in support of interagency operations. "Congress recently provided an additional tool to assist our partners in combating terrorism. Section 1206 of the FY 2006 National Defense Authorization Act authorized the use of DoD funds for projects approved by both the secretaries of state and defense to build the capacity of foreign countries' military forces to conduct counterterrorist operations, or to participate in or support military or stability operations in which U.S. armed forces are engaged. In FY 2006, this authority was used to fund projects totaling over \$100 million in nine countries, and we expect an expansion of this program in the current year...."

PM [Political-Military Affairs] serves as a bridge between the State Department and the Department of Defense, and manages a variety of programs that harmonize our diplomatic and military efforts. PM leads international negotiations on status of forces and base access agreements that establish the respective rights and responsibilities of the United States and its partners when American forces are present on the territory of another country. PM supports the development of innovative interagency concepts such as the new Africa Command, which will have a civilian deputy commander in charge of civil-military programs, and the new Interagency Counterinsurgency Initiative, which seeks to improve the ability of the U.S. government and its partners to counter insurgencies inimical to our interests"

91 A communications strategy must be established as characterized by Karen Hughes during her tenure as Under Secretary of State for Public Diplomacy as "Waging Peace": The U.S. must "compete for attention and credibility" and "(reach) out to the rest of the world in a spirit of respect and partnership." (Public Relations Society of America, 22 October 2007).

92 Popular name given to the United States Information and Educational Exchange Act of 1948, which gives the Secretary of State authority "to provide for the preparation, and dissemination abroad, of information about the United States, its people, and its policies, through press, publications, radio, motion pictures, and other information media, and through information centers and instructors abroad." 22 U.S.C. § 1461 et. seq.

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