

# Public Affairs Operations

## Contents

	<b>PREFACE</b> . . . . .	5
	<b>INTRODUCTION</b> . . . . .	6
<b>Chapter 1</b>	<b>PUBLIC AFFAIRS ENVIRONMENT</b> . . . . .	9
	Information Environment . . . . .	10
	Information Operations . . . . .	10
	Commanders and Public Affairs . . . . .	13
<b>Chapter 2</b>	<b>PUBLIC AFFAIRS PRINCIPLES</b> . . . . .	15
	Principles of War . . . . .	15
	Public Affairs Principles . . . . .	17
<b>Chapter 3</b>	<b>PUBLIC AFFAIRS CORE PROCESSES</b> . . . . .	20
	Public Affairs Planning . . . . .	20
	Information Strategies . . . . .	22
	Media Facilitation . . . . .	24
	Public Affairs Training . . . . .	25
	Community Relations . . . . .	26
<b>Chapter 4</b>	<b>PUBLIC AFFAIRS AND ARMY OPERATIONS</b> . . . . .	29
	Levels of War . . . . .	29
	Tenets of Army Operations . . . . .	30
	Elements of Combat Power . . . . .	31
	Force Projection Cycle . . . . .	33
	Multinational Operations . . . . .	35
	Joint Operations . . . . .	36
	Sustaining Base Operations . . . . .	37

DISTRIBUTION RESTRICTION: Approved for public release; distribution is unlimited.

\* This publication supersedes FM 46-1, 23 July 1992.

**Chapter 5 STABILITY AND SUPPORT OPERATIONS . . . . . 40**  
    Support to Diplomacy ..... 41  
    Noncombatant Evacuations ..... 42  
    Domestic Support . . . . . 42

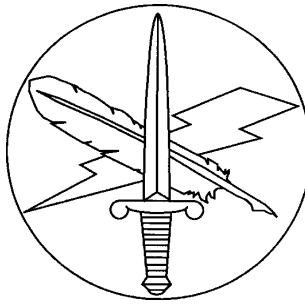
**Chapter 6 PERSONNEL AND ORGANIZATIONS .....45**  
    Personnel ..... 45  
    Organizations. . . . . 46

**Chapter 7 EMPLOYMENT AND SUPPORT OF PA FORCES ..... 56**  
    Employment of PA units..... 56  
    Required Support ..... 58

**REFERENCES . . . . . .61**

**APPENDIX A DoD PRINCIPLES OF INFORMATION .....62**  
**APPENDIX B COVERAGE OF DoD OPERATIONS.....63**  
**APPENDIX C PUBLIC AFFAIRS ANNEX.....64**  
**APPENDIX D PUBLIC AFFAIRS ESTIMATE.....66**  
**APPENDIX E MEDIA GROUND RULES.....69**

**GLOSSARY . . . . . .70**  
**INDEX . . . . . .74**



## **The PA Mission**

*Public Affairs fulfills the Army's obligation to keep the American people and the Army informed, and helps to establish the conditions that lead to confidence in America's Army and its readiness to conduct operations in peacetime, conflict and war.*

# Preface

**F**ield Manual 46-1 is the keystone doctrinal manual for U.S. Army Public Affairs operations. It focuses on how the Army thinks about public affairs and describes public affairs roles, missions, capabilities and organizations for the active Army, U.S. Army Reserve and Army National Guard. It also describes public affairs employment, command and control, and support across the operational continuum.

This manual is the basis for Public Affairs force design and materiel acquisition. It supports the doctrinal requirements of the Concept Based Requirements System and is the authoritative foundation for the in-

tegration of Public Affairs into Army doctrine, individual and unit training, leader development, force design and materiel acquisition initiatives. FM 46-1 is directly

linked to, and must be used in conjunction with FM 100-5, FM 100-6, TRADOC PAM 525-5 and Joint Publication 1-07.

FM 46-1 is the doctrinal guide for commanders, planners, and users of Army Public Affairs. It is also a guide for those who must consider the effects public affairs has on military operations. It describes the fundamental principles and concepts for providing information to a wide range of internal and external audiences—soldiers, family members, retirees, political leaders, the general public, allies and adversaries.

Public affairs personnel must use their professional

knowledge, skills and judgment in adapting the principles in this manual to their specific situations. Public Affairs commanders and trainers should use this manual and Army Training and Evaluation Programs (ARTEP) to plan and conduct their training.


Numerous terms, acronyms, and abbreviations are found in the manual. Users should refer to the glossary for their meanings or definitions.

This manual aligns public affairs operations with the command and control Battlefield Operating System (BOS) and is intended for Army-wide dissemination. This edition of FM 46-1 supersedes the 1992 ver-

*Our vision is to build a trained, readily deployable force of Public Affairs professionals, resourced, capable and organized to conduct operations in peace, conflict and war, and to maintain a timely flow of accurate, balanced information to the American people.*

sion of the manual.

The proponent for this manual is the Office of the Chief of Public Affairs. Send comments and recommendations on DA Form 2028 to Director, Public Affairs Proponent Activity, ATTN.: SAPA-PA-CFST, Fort Meade, MD 20755-5650.

Use of specific gender in this publication is for ease of reading. Whenever the masculine or feminine gender is used, either gender is intended. The term “PAO” refers to public affairs officers, NCOs and civilian and military specialists. 

# Introduction

The mission of the United States Army is to protect and defend the Constitution of the United States of America by deterring war, and when deterrence fails, by achieving quick, decisive victory – on and off the battlefield – anywhere in the world and under virtually any conditions. Army Public Affairs is an integral part of all military missions across the operational continuum. Everything that the Army does to accomplish its mission – both good and bad – occurs within today’s Global Information Environment. Army Public Affairs assists the commander in understanding and operating in this new environment. Whether in peace, conflict, or war, military operations are more effec-

The end of the Cold War, changing international alliances and dynamics, and ambiguous regional threats have led America’s Army to expand its war fighting doctrine. FM 100-5, *Operations*, describes a strategic force-projection Army prepared to fulfill its obligations across a continuum of military operations. It prescribes an Army able to alert, mobilize and deploy rapidly from CONUS and overseas theaters to conduct joint, multinational or interagency operations anywhere in the world. It presents concepts for warfighting and conducting stability and support operations, such as humanitarian, domestic and peace operations.

FM 100-5 also addresses the impact that emerging technologies and the evolving media environment are having on operations. It acknowledges the importance of communicating information to internal and external audiences and also recognizes that future operations will attract wide media attention. It


**"Every senior leader must personally set the example by taking a proactive rather than reactive approach to dealing with the media."**

**General Dennis J. Reimer  
U.S. Army Chief of Staff**

tive when they include public affairs support from the very beginning. They support the commander’s effort to meet the information needs and expectations of internal and external audiences without detriment to successful mission accomplishment.

reflects an understanding that coverage will influence the public and political leaders, and can affect the strategic direction, range and duration of operations. It implies that information communication technologies have an impact on the conduct of operations equal to that of emerging weapons technologies.

The requirement for the Army to conduct Public Affairs derives from Title 10, U.S. Code which states that the Secretary of the Army is responsible for public affairs and will establish the Office of Public Affairs. Implicit in a government of the people, by the people and for the people are the concepts that the people have a right to know about the activities of the government, and the government has an obligation to inform the people about its activities. These principles also apply to information about the activities of the military, which is established in the Constitution of the United States to “provide for the common defense and general welfare of the United States.” One of the most significant conduits through which information is passed to the people is the free press guaranteed by the Constitution. Since the nation’s founding, the Army has communicated information to the American people through the media.

Army Public Affairs is a fundamental tool of competent leadership, a critical element of effective battle command, and an essential part of successful mission accomplishment. When employed to maximum effect, Army Public Affairs helps the commander achieve information dominance and conduct coordinated information operations, and also contributes to the preservation of public support. Active and reserve component soldiers, whether deployed or not, their family members and other internal audiences are affected by the information, or lack of information, available to them. Effective leaders employ a coordinated public affairs strategy to help reduce distractions and to win the information war. Army Public Affairs contributes to ethical behavior, respect for the law of war and the rights of noncombatants. Army Public Affairs fights rumors, misinformation, boredom, enemy disinformation efforts, uncertainty, fear, loneliness, confusion and other factors that cause stress and undermine efficient operations. Army PAOs develop a synchronized public affairs program as a part of their commanders’ effort to build unit cohesion and enhance soldier confidence. Army Public Affairs helps increase understanding, dedication, discipline and the will to win. 

## Chapter 1

# Public Affairs Environment

**W**e live in a turbulent world of broad social and political changes. The end of the Cold War, changing international alliances and dynamics, and ambiguous regional threats have resulted in new challenges and altered priorities for the nation and the military. Army Public Affairs must be prepared to operate in a dramatically restructured military and in a rapidly changing media environment.

## America's Army

America's Army has undergone a significant transformation in recent years. It has become a strategic force-projection Army prepared to fulfill its obligations across a continuum of military operations. It is continuously evolving to maintain its capability in a changing environment.

America's Army is a smaller, more efficient force, and places a heavy reliance on the U.S. Army Reserve and Army National Guard. The Army has reduced its force structure and realigned programs and responsibilities to achieve operating efficiencies. It has developed new force design concepts such as modularity and split-based operations.

As a force-projection organization, it is able to alert, mobilize, and deploy rapidly anywhere in the world from CONUS and forward presence theaters. Force projection is a key element of power projection. It is a central element of our national security and military strategy and presupposes the ability to apply all or some of the elements of national power to act in a crisis, contribute to deterrence, and enhance regional stability.

America's Army will conduct joint, multinational or interagency operations, and does not operate alone. Units work in coordination with elements from the other services, as well as military forces from other nations, representatives from governmental organizations other than DoD, and representatives from private, non-governmental organizations. They contribute a full range of unique combat, combat support and combat service support functions.

To give soldiers an edge, America's Army exploits major technological opportunities. It pursues advancements which afford a significant increase in lethality, offers major improvements for force protection, exploits key vulnerabilities of potential adversaries and offers a capability that presents an adversary with multiple threats simultaneously. Microprocessing, miniaturization, automation, electronics, communications and space technologies are continually changing the way and pace at which operations are conducted.

America's Army, in addition to being prepared for war, will increasingly be called upon to conduct stability and support operations. Although the Army's prime focus is war fighting, it is often involved in a wide range of noncombat operations. The use of decisive force to win against an armed enemy and the execution of combat operations in the environment of war is the principal role for which the Army prepares. During peacetime, however, the Army helps keep the day-to-day tensions between nations below the threshold of conflict. When peacetime efforts are thwarted and adversaries seek to provoke a crisis or initiate hostilities, conflict occurs. In such an environment, the