



**THE SECRETARY OF DEFENSE  
1000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1000**

JAN 25 2011

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS  
CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
UNDER SECRETARIES OF DEFENSE  
COMMANDERS OF THE COMBATANT COMMANDS  
ASSISTANT SECRETARIES OF DEFENSE  
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE  
DIRECTOR, OPERATIONAL TEST AND EVALUATION  
DIRECTOR, COST ASSESSMENT AND PROGRAM EVALUATION  
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE  
ASSISTANTS TO THE SECRETARY OF DEFENSE  
DIRECTOR, ADMINISTRATION AND MANAGEMENT  
DIRECTOR, NET ASSESSMENT  
DIRECTORS OF THE DEFENSE AGENCIES  
DIRECTORS OF THE DOD FIELD ACTIVITIES

SUBJECT: Strategic Communication and Information Operations in the DoD

The United States finds itself in the midst of a rapidly changing strategic environment. The erosion of traditional boundaries between foreign and domestic, civilian and combatant, state and non-state actors, and war and peace is but one indication of this change. Today, geographic borders have diminished in importance as non-state actors have increased their role in globally-diffuse terrorist networks and transnational activity. In response, the President has heightened U.S. Government strategic emphasis on countering violent extremism through effective strategic communication (SC) and information operations (IO).

Across the U.S. Government, all departments and agencies are struggling to adapt anachronistic programs and policies to acclimate to the evolving environment. Within DoD, combatant commanders have consistently communicated to me the importance of maintaining adequate resources and funding levels to conduct critically important information programs, especially within the context of increased congressional scrutiny and reporting requirements in these areas. Given all of these external and internal demand signals, I ordered a SC and IO Front-End Assessment (FEA) in 2010 addressing questions relating to role and mission, definitions, management, resources, training and education of these two areas. The SC/IO FEA resulted in several decisions outlined below.

On October 1, 2010, the Principal Staff Advisor function and responsibility for IO oversight and management moved from the Under Secretary of Defense for Intelligence to the Under Secretary of Defense for Policy (USD(P)). The USD(P) will revise DoD Directive 3600.01 and DoD Directive 5111.1 accordingly. This realignment of responsibility provides a single entry point for all components of the Department and our interagency partners. This realignment also assigns a single point of fiscal and program accountability; establishes a clear linkage among policies, capabilities, and programs; and provides for better integration with traditional strategy and planning functions.



At the Joint Force level, the Chairman of the Joint Chiefs of Staff (CJCS) will reorganize joint force IO development and management by assigning proponentcy for joint IO to the Joint Staff. Individual capability responsibilities shall be assigned to the appropriate Combatant Commands: in the cases of Military Information Support Operations (MISO) (U.S. Special Operations Command); Computer Network Operations and Electronic Warfare (U.S. Strategic Command (USSTRATCOM)); and for Military Deception and Operational Security (Joint Staff). This will create a single proponent for joint IO integration with designated, clear capability proponents. These assignments improve DoD's ability to meet Combatant Command requirements, improve development of information-related capabilities, and ensure operational integration and coherence across Combatant Commands and the interagency.

The Chairman of the Joint Chiefs of Staff will develop and execute a detailed implementation plan that reorganizes elements of the Joint Information Operations Warfare Center (JIOWC). The JIOWC, which is located in San Antonio, Texas, is currently assigned to USSTRATCOM. The JIOWC's Joint Electronic Warfare Division will remain assigned to USSTRATCOM, and the remaining elements of the JIOWC will be aligned with the Joint Staff.

The USD(P) and the CJCS will revise the relevant policy and doctrine documents to reflect a new definition of information operations that focuses on the integrating nature of IO. The new definition will be "the integrated employment, during military operations, of information-related capabilities in concert with other lines of operation to influence, disrupt, corrupt, or usurp the decision-making of adversaries and potential adversaries while protecting our own." The current definition lacks reference to the information environment and places too much emphasis on the core capabilities. This has led to excessive focus on the capabilities and confuses the distinction between them and IO as an integrating staff function. Successful IO requires the identification of information-related capabilities most likely to achieve desired effects and not simply the employment of a capability. Modifying the definition also will effect a needed change to the existing notion that the core capabilities must be overseen by one entity. Capability integration does not necessitate ownership.

The USD(P) and the Assistant Secretary of Defense for Public Affairs (ASD(PA)) are formally designated as SC co-leads, and the USD(P) will publish a new DoD Directive and Instruction that will clarify the definition of SC, and address the execution of SC at the DoD and joint force levels. The roles of both organizations and the method by which the Combatant Commands and Services participate in the SC process will also be clarified. By designating co-leads, I expect that policy-making and communications planning will be better integrated, with each improved by being informed by expert advice from the other. The Global Engagement Strategy Coordination Committee, which is co-chaired by ASD(PA) and USD(P), will be formalized in the new DoD Directive and will serve as the Department's central coordinating body for SC.

The term "Psychological Operations" will be replaced with the term "Military Information Support Operations," for reasons stated in my memorandum dated December 3, 2010, Subject: Changing the Term Psychological Operations to Military Information Support Operations.

The USD(P), the Director, Cost Analysis and Program Evaluation (CAPE), and the Under Secretary of Defense (Comptroller) will continue to work to develop standardized budgeting methodologies for SC and IO-related capabilities and activities. Presently, no documented business rules exist for identifying IO-related costs across the Department. This has led to significant confusion not only within DoD, but also with Congress, and unnecessarily places critical funding at risk. Additionally, the Comptroller will require all resource managers to capture costs for MISO in response to particular congressional scrutiny thereof.

The CJCS will evaluate joint SC and IO training and education to ensure Combatant Commander requirements are met satisfactorily within the joint education and training system, and will also take into consideration the SC training and education needs identified by the SC Capabilities-Based Assessment. In their communications with me, Combatant Commanders continue to stress the lack of adequately-trained IO personnel. It is imperative to recruit, train, educate, and properly track these individuals in order to provide the best possible resources to the warfighter. In this information-centric environment, IO training and education are particularly important.

I am confident these decisions will better prepare DoD for today's rapidly evolving strategic environment. DoD must operate effectively in the information environment to defend the nation and to prevent, prepare for, and prevail in conflicts. These changes will advance IO and integrate the lessons we have learned into our organization and processes.

A handwritten signature in black ink, appearing to read "Robert M. Gates". The signature is written in a cursive style with a large initial "R" and a long, sweeping tail.