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SH/PD/J9/CPO/PM/22-011290

20 July 2022

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SUBJECT: **ACO CIVIL-MILITARY COOPERATION FUNCTIONAL PLANNING GUIDE**

REFERENCE: SH/OPI/J9/PB/17-315278, ACO Civil-Military Cooperation Functional Planning Guide, dated 7 February 2017.

1. As a result of changes to the ACO Comprehensive Operations Planning Directive, dated 28 January 2021, doctrine and integration of Civil-Military Cooperation (CIMIC) as a Joint Function changes had to be made to the CIMIC Functional Planning Guide (CFPG). A working group, with participation of SHAPE, Joint Forces Commands, Component Commands and the CIMIC Centre of Excellence CCOE, developed an updated version to the CFPG.

2. The current revision effort intended to capture CIMIC inputs and tasks to the operations and planning on the strategic, operational as well as the higher tactical level.

3. The enclosed CFPG supersedes the version of CFPG dated, 7 February 2017.

FOR THE SUPREME ALLIED COMMANDER, EUROPE:

Original Signed

Brice Houdet
Lieutenant General, FRA A
Vice Chief of Staff

ENCLOSURE:

1. NATO Civil-Military Cooperation (CIMIC) Functional Planning Guide (CFPG) - Final

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**NATO CIVIL-MILITARY COOPERATION (CIMIC)
FUNCTIONAL PLANNING GUIDE (CFPG)**

Final

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CHAPTER 1 - INTRODUCTION

1. **INTRODUCTION.** NATO's Civil-Military Coordination (CIMIC) Functional Planning Guide (CFPG) describes the process through which CIMIC contributes to the NATO Operations Planning Process (OPP) for all types of NATO operations. It includes CIMIC contribution to operations planning in the strategic and operational level. The CFPG is not a standalone guide and should therefore be read in conjunction with the references and incorporated into HQ Standing Operating Procedures (SOPs) and Standing Operating Instructions (SOIs). In particular, a J9 SOI will describe and detail the roles and the responsibilities of the Branch members within the operations planning process. The J9 SOI must also reflect the required decision making and information management process to support this planning.

2. **TERMINOLOGY.** The descriptions of CIMIC and Civil-Military Interaction (CMI) are within the policy document (Reference C); the Allied Joint Operational Doctrine Working Group have provisionally agreed on these new definitions as per below. ACO J9 have defined their own understanding of the Civil Environment.

a. **CIMIC.** A military joint function that supports the achievement of all NATO core tasks in baseline activities, current operations, crisis and conflict situations, by integrating the understanding of the civil factors of the operating environment, as well as enabling, facilitating and conducting civil-military interaction.

b. **CMI.** Activities between NATO military bodies and non-military actors to foster mutual understanding that enhance effectiveness and efficiency in crisis management and conflict prevention and resolution.

c. **Civil Environment.** Is the non-military part of the comprehensive operating environment.

3. FACILITATION

a. CIMIC staff will facilitate CMI between other staff functional areas and non-military actors. This helps ensure that potential effects within the civil environment, as a result of military actions, as well as potential effects of non-military actors' actions on military operations are considered during the planning of an operation. During execution, careful monitoring of both desired and unintended effects will determine what, if any, adjustments should be made to existing plans and identify follow-on efforts of the respective functional staffs.

b. As part of NATO's contribution to a Comprehensive Approach, and in accordance with Reference F, CIMIC should consider the objectives and plans of relevant non-military actors in the planning and execution of operations.

4. INTEGRATION

a. In line with NATO policy and the operations planning principles, military planners will integrate Civil-Military planners as well as liaisons from relevant NATO entities and non-NATO organisations into the appropriate steps of the OPP. NATO's Civil-Military planners are responsible to provide advice and support to their military counterparts during all phases of the OPP.

b. CIMIC planning does not imply neither military control of civil organisations or agencies, nor the reverse, but the following is recognised:

- (1) In general, NATO's military instrument of power will only be responsible for security related tasks.
- (2) In exceptional circumstances, when the appropriate civil body is not present, or is unable to carry out its mandate and when an otherwise unacceptable vacuum would arise, the NATO force when appropriately authorised/directed may be required to conduct tasks that are the responsibility of a civil authority, organisation or agency.
- (3) The NATO force when appropriately authorised/directed should be prepared to undertake, when requested by the legal or recognised civil authority and approved by the commander, such tasks as necessary to maintain momentum towards a lasting solution to the crisis until the mandated civil authority, organisation, or agency is able to assume them.
- (4) Responsibility for civil-related tasks will be handed over to the appropriate civil authority, organisation, or agency when practicable in an efficient and effective manner.
- (5) The NATO force may require access to local civil resources. In such circumstances every effort will be made to avoid adverse impact on local populations, economies, infrastructure or the work of civilian organisations.
- (6) Appropriate measures will be taken to avoid compromising civilian organisations' principles.

c. Close working level relationships (including planning activities) between the NATO force and appropriate non-military actors (e.g. civil organisations and agencies) will be required before and during a military deployment and subsequently during sustainment of military operations. These relationships will be conducted both within SACEUR's Area of Responsibility (AOR), the Joint Operations Area (JOA) and the broader theatre of operations and at any level of command when authorised by the higher authority. It must be recognised, that even when such relationships or planning mechanisms exist, it may not always be possible to conduct them on a formal basis. As a minimum, when parallel activities are conducted, an overview of civilian plans / activities needs to be maintained.

d. CIMIC planning¹ must therefore:

- (1) Contribute to mission planning/execution and conflict resolution by integrating civil environmental factors, effects/actions in order to understand civil environment picture and by using the CIMIC Estimate.
- (2) Adhere to the overall military mission, contributing to the achievement of the desired end-state, by identifying synergies and bringing them to effect, ideally through collaborative planning with non-military actors.

¹ AJP 3.19 Ed A Ver 1, dated Nov 2018.

- (3) Support the establishment and working relationships with all potential non-military actors. Appropriate liaison arrangements will be critical.
- (4) When appropriately authorised/directed ensure that any activities conducted in support of the civil environment are necessary, agreed with the appropriate non-military actor, can be resourced, and follow a strict line of operation. CIMIC activities in support of the civil environment should only be implemented when these preconditions are in place.
- (5) Exchange functional information at all levels of command during all phases of the OPP. This will be done through various J9 CIMIC related working groups. At the Strategic Level it is conducted through the Civil Environment Working Group and at the Operational level through the CMI Working Group.
- (6) CIMIC staff training requirements can be found at Annex E.

5. CIMIC ESTIMATE

- a. Term Used. The CIMIC Estimate is a continuous process the CIMIC staff undertakes to establish a repository of data and information which helps CIMIC staff contribution to HQ staff processes and products. The CIMIC Estimate directly supports the OPP.
- b. The CIMIC Estimate aims to assemble data (analysis and assessment) supported by ground reconnaissance and by information and data drawn from open and classified sources. The CIMIC staff must identify the relevant civil factors that will influence the accomplishment of the mission and provide the Commander with the CIMIC input that will be used for guidance to the staff. The Lines of CIMIC activities and CIMIC objectives are used within the CIMIC estimate² to help support the CIMIC staff and achieve the desired objectives.
- c. CIMIC staff will be required to coordinate across all staff branches, functional areas, across the proposed AOR. CIMIC staff have to:
 - (1) Adhere to the overall military mission.
 - (2) Support the establishment and maintenance of relations with non-military actors.
 - (3) Ensure activities conducted in support of the civil environment are necessary, agreed with the appropriate civil authorities, can be resourced, and follow strictly the defined lines of operation.
 - (4) Ensure there is an exchange of functional information across the CIMIC domain at all levels of command during the OPP.

² CIMIC is integral part of the staff and in this function contributing to the development of the CONOPS and OPLAN, including its Operational Actions (OA) and Operational Effects (OE). Execution of OAs and achievement of OEs according to the Operational Design is assessed being an all Joint Task Force Headquarters and Joint Task Force effort and not being parallel actions along "individual functional lines of operation and activities". Additionally the following has to be considered: The potentially force generated CIMIC assets (units) for an operation/mission, will not have the strength to executing actions on their own, as at least force protection is required.

CHAPTER 2 - OPERATIONS PLANNING PROCESS

6. CIMIC CONTRIBUTION TO THE PLANNING PROCESS

- a. CIMIC contribution to planning in the OPP is described in References C, E, F, G and I.
- b. The CIMIC contribution to the planning process can be seen below.

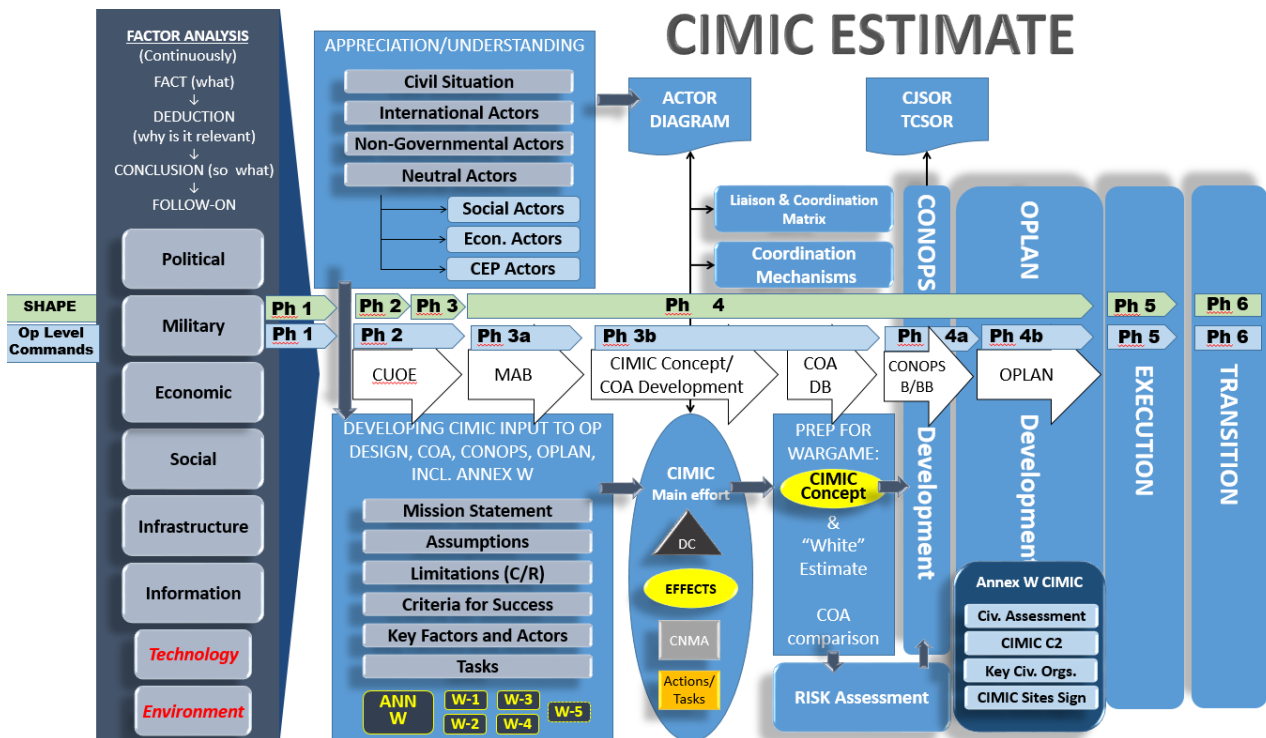


Figure 1: CIMIC contribution to planning.

7. **STRATEGIC LEVEL.** The phases at the strategic level are directly linked to the political level process and are named as follows:

- a. Phase 1 Initial Situational Awareness (SA) of a Potential/Actual Crisis
- b. Phase 2 Strategic Assessment
- c. Phase 3 Military Response Options Development
- d. Phase 4 Strategic Plan Development
 - (1) Phase 4a Strategic Concept of Operations Development
 - (2) Phase 4b Strategic Operations Plan Development and Force Generation
- e. Phase 5 Execution
- f. Phase 6 Transition

8. **OPERATIONAL LEVEL.** At the operational level, the process is comprised of six phases which are closely aligned with the political-military and military-strategic level

planning activities within the NATO Crisis Response Process. The phases at the operational level are as follows:

- a. Phase 1 Initial Situational Awareness of a Potential/Actual Crisis
- b. Phase 2 Operational Appreciation of the Strategic Environment
- c. Phase 3 Operational Estimate
 - (1) Phase 3a Mission Analysis
 - (2) Phase 3b Course of Action Development
- d. Phase 4 Operations Plan Development
 - (1) Phase 4a Operational CONOPS Development
 - (2) Phase 4b Operational OPLAN Development
- e. Phase 5 Execution
- f. Phase 6 Transition

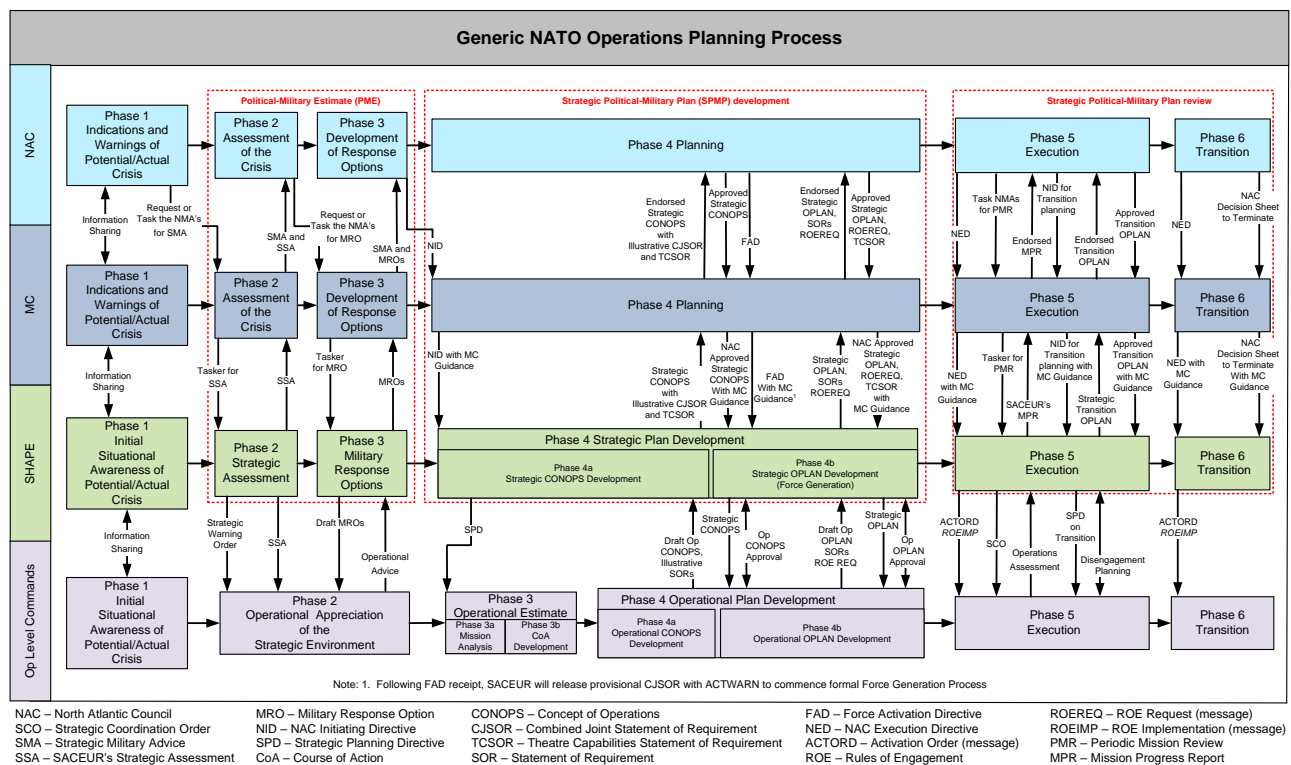


Figure 2: NATO Operations Planning Process.

g. For clarity to the CIMIC staff and to support the OPP, Chapter 3 will describe the activities and efforts at the Strategic Level and in Chapter 4 for the Operational Level. The CIMIC Tactical Planning Guide for the lower tactical level will be issued in a separate document.

CHAPTER 3 - STRATEGIC LEVEL

9. PHASE 1 - INITIAL SITUATIONAL AWARENESS OF A POTENTIAL/ACTUAL CRISIS

- a. Horizon scanning³ may be defined as “the continuous monitoring and analysis of the international environment to anticipate crises and, where appropriate take active steps to prevent them from becoming larger conflicts.” Horizon scanning may explore novel and unexpected issues, as well as persistent problems or trends and is an important part of NATO’s Indicators and Warnings. To prevent strategic surprise, both at NATO HQ and at SHAPE Comprehensive Crisis and Operations Management Centre (CCOMC), a system of horizon scanning is put in place through the NATO Indication and Warning System (NIWS) and Crisis Identification process, respectively.
- b. SHAPE J9 will contribute to the CCOMC Crisis Identification Group (CIG) which provides the focus for Crisis Identification. The CIG provides fused intelligence and information on potential and ongoing crises across SACEUR’s area of interest, including transnational hybrid threats to prevent strategic surprise and enable staff to act strategically. SHAPE J9 will provide the CCOMC Political and Security Analysis (PSA) Branch with early Civil-Military considerations. This will be fused with J2 and operations staff advice to SACEUR based on emerging intelligence indications and warnings, open source information and information from the Nations provided by the Resilience Committee.
- c. J2 will assess and report on new potential crises and changes to known potential crises. SHAPE J9 are part of the staff-wide effort to conduct horizon scanning and filter information and intelligence across all domains.
- d. CCOMC PSA provides a strategic research and analysis capability, focusing on the policy level, within specific regional and thematic domains. PSA’s mission includes developing and maintaining situational understanding of current and – through horizon scanning – potential crises relevant to NATO. PSA (a predominantly civilian unit) engage external civilian stakeholders on relevant issues. SHAPE J9 are able to compliment this research and analysis capability by focusing on Civil-Military Interaction through engagement with non-military actors and the impact/ potential impact from a Civil-Military perspective. SHAPE J9 will also engage with SHAPE NMR’s to establish early national POCs and information to help build a Civil Environment Picture.
- e. A member of SHAPE J9 will be part of the CIG to help fuse the data following the Political, Military, Economic, Social, Infrastructure, Information (PMESII) methodology and will present its “Initial Assessment of the Crisis” to SACEUR in a formal format and will subsequently receive direction and guidance.
- f. The Initial Assessment of the Crisis will then serve the CIMIC Staff as the baseline document for their consideration for planning as it frames the crisis. Annex B provides an Analysis guide to help explore the PMESII & Technology, Environment (TE) domains. This approach aims to create clarity on the risks that these threats might pose and to predict potential impacts on the Alliance.

³ COPD, Para 2.4, dated 15 January 2021.

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g. SHAPE J9 will intensify its interaction with NATO HQ Political Affairs and Security Policy Division (PASP) and the Euro Atlantic Disaster Relief Coordination Centre Response (EARDCC) through liaison officers. These liaison officers will enable a faster flow of information, coordination and dialogue across NATO HQ prior to formal staffing through SHAPE to NATO HQ. Early engagement with the Resilience Committee and EADRCC can help understand and develop the assessment.

h. Table 1 illustrates the activities and products of relevance for CIMIC during this phase.

Ser. No	Work strand	Entity	SHAPE J9 actions	NCS/NFS HQ Level Actions
1.	Country overview & Initial Assessment of the crisis	SHAPE CCOMC PSA/J2 (CIG)	Contribute to CIG. Support fusion of products in CIG. Engage with JFCs and inform on potential crisis identified.	Info / SA
2.	Engagement with NMRs at SHAPE	SHAPE J9	Acquisition/Dissemination	Info / SA
3.	Engagement with NATO HQ (PASP, Resilience Committee, EARDCC)	SHAPE J9	Acquisition/Dissemination	Info / SA
4.	Interaction with NIFC	SHAPE J2 (BICES)	Provide input to understanding the civil environment; Determine Info requirements with J2; Coordination CIMIC input NCS	Info / SA / Info acquisition
5.	NIWS	SHAPE J2/J9/CCOMC (BICES)	Engagement with NATO HQ PASP	Info / SA

Table 1: Activities in Phase 1.

10. PHASE 2 - STRATEGIC ASSESSMENT⁴

a. The aim of this phase is to provide a comprehensive analysis of the crisis in order to identify:

⁴ Depending on the urgency of the situation, the NAC might request to combine Phase 2 and 3 and deliver a combined product.

- (1) Root causes of the crisis;
- (2) Actors and Factors that could influence the crisis;
- (3) NATO's potential role in the crisis (NATO End-State);
- (4) The potential role of NATO's military instrument of power; and
- (5) Immediate measures to increase the Alliance responsiveness.

b. This Phase starts with formal tasking by the North Atlantic Council (NAC) to the Military Committee (MC) to provide a Strategic Military Assessment of the Crisis, resulting in the request to SACEUR to provide SACEUR's Strategic Assessment of the crisis.

c. Results of the CIG are given to the Cross-Functional Action Team (CAT)⁵, of which SHAPE J9 is an integral part. SHAPE J9 supports the CAT by forming a dedicated planning team with an integrated outreach capacity and contributes to information requirements as they arise.

d. SHAPE J9, through the facilitation of CMI, will increase the capability of the CAT by bringing in information, mind set or representatives from the International Community (IC), Regional (Security) Organisations and affected non-NATO nations with support from SHAPE PD and NATO HQ. This is to initiate and ensure 'NATO's contribution to a Comprehensive Approach' from the earliest stage of planning.

e. The J9 staff will support the development of Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis in all PMESII&TE domains. Possible questions to support analysis are listed in Annex B. Based on this analysis, the staff will develop/improve an understanding of a Comprehensive Approach and the capabilities that other actors will be able to bring to bear in this context.

f. J9 will ensure that Cross-Cutting Topics (CCTs), although a whole HQ responsibility, are duly considered during this phase, identifying and assessing all possible impacts the emerging crisis and its actors may have on CCTs.

g. The NATO Command Structure (NCS) will, through a Warning Order, be informed about the initial setting for the planning. The J9 staff will use the established command structure to initiate information exchange with the appointed NCS entities' CIMIC staff.

h. The J9 staff will facilitate the incorporation of J9 Liaison Officers from the operational level and the Theatre Component Commands (TCCs) into the Higher HQ (as required) to ensure collaborative planning.

i. The J9 Staff will exchange working products with the NCS to increase their SA and receive their input in a timely manner.

⁵ Cross-Functional Action Team CAT (Estimation and Options) as per SHAPE Directive 080-015, dated 28 Feb 2020, supports the SHAPE Comprehensive Crisis and Operations Management Decision Making Process handbook, dated 15 July 2015.

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j. SACEUR at this stage has provisional liaison authorities pre-approved. SHAPE J9 will draft a provisional Liaison and Coordination Matrix. Once approved, authorities will be delegated to JFC/HQ level to operationalise the Military Instrument of Power within a Comprehensive Approach. Details will be in the NAC Initiating Directive (NID) and incorporated in the Liaison and Coordination Matrix for the Mission/ Operation.

k. The J9 Staff will deliver all contributions to SACEUR's Strategic Assessment prior to submission to the MC. SACEUR's Strategic Assessment will form the basis of the NATO Military Authorities advice (SMA) for NAC consideration as part of the Political Military Estimate. In addition, the SSA will be distributed to the NCS.

l. Table 2 illustrates the activities and products of relevance for CIMIC during this phase.

Ser. No	Work strand	Entity	SHAPE J9 Actions	NCS/NFS HQ Level Actions
1.	CIMIC Estimate for the Theatre of Operation	SHAPE J9	Contribute/disseminate	Info/ SA/ Analyse
2.	Systems Analysis of the AOI, including an actor diagram, risks, strengths, weaknesses, opportunities and threats of the area.	SHAPE CCOMC/PSA J2/J9	Info acquisition/SU/ D&G	Contribute/ SU
3.	Strategic Warning Order	SACEUR	Dissemination	Analyse and contribute to the development of the Operational Warning Order
4.	SACEUR's Strategic Assessment	SACEUR	Contribute	Analyse/ Collaborate
5.	Crisis Response Measures	SACEUR	Advice	Implement
6.	J9 Working Group	SHAPE J9	Organise/conduct VTC	contributing
7.	Liaison and Coordination Matrix	SHAPE J9	Initial draft, submit for NAC approval	Implement/ Contribute
8.	Initial CIMIC Planning Guidance	SHAPE J9	Develop/disseminate	Implement

Table 2: Activities in Phase 2.

11. **PHASE 3 - MILITARY RESPONSE OPTIONS DEVELOPMENT⁶**

- a. The purpose of Phase 3 – MRO Development is to finalise the desired NATO end state and further develop the potential strategic, political and military response strategy for the Alliance to deal with the crisis at hand. This phase starts with a formal tasker by the NAC to the Military Committee to provide a set of Strategic Military Response Options to the Crisis.
- b. The CIMIC Staff will contribute to the CAT by liaising with non-military actors to identify the most likely responses of the civil environment on the NATO military forces presences and actions.
- c. Using the MRO's to help conduct analysis based off Annex B will help to identify further CIMIC considerations and likely engagement requirements.
- d. At this stage, the impact and possible contributions of organisations or strategic partners are important factors for framing boundaries within the MROs. These organisations or partners might have capabilities at hand that could be required to complement the options or even inherit preconditions for success. It is therefore important to establish a permanent, direct link for information exchange between them and NATO's planning team. The exchange of reciprocal Liaison Officers within these entities should be considered to integrate them into the planning teams, at all levels concerned.
- e. The NCS CIMIC Staff will be tasked to provide their functional advice on the MROs. The MROs will illustrate the Military Force requirements for each of them including a preliminary C2 structure. This should allow the nations to assess the availability of HQs and forces and allow a timely transfer of planning responsibilities from the NCS to the Joint Task Forces Structure that will be tasked to plan and conduct any operation.
- f. Based on SACEUR's priorities, the developed MROs will be assessed. SACEUR finally approves the MRO and submits the MROs through MC to the NAC in support of the Political-Military Estimate process.
- g. Early guidance is required to steer the thinking and planning process concerning the interaction with the civil environment. J9 will develop the CIMIC Planning Guidance to set priorities and to develop the framework for a constructive Comprehensive Approach. At the strategic level, the CIMIC Planning Guidance should include the overall CIMIC concept to cover the main responsibilities. It should reflect a focused CIMIC effort per phase for CIMIC activities that will take place in the Alliances' military strategic response.
- h. Table 3 illustrates the activities and products of relevance for CIMIC during this phase.

⁶ Depending on the urgency of the situation, the NAC might request to combine Phases 2 and 3 and deliver a combined product.

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Ser. No	Work strand	Entity	SHAPE J9 Actions	NCS/NFS HQ Level Actions
1.	CIMIC Estimate for the Theatre of Operation	SHAPE J9	Contribute/ Update / Disseminate	Info/ SA/ SU/ Analyse
2.	Strategic Military Advice & SSA	NATO HQ IMS	Analyse	Info
3.	MC Tasker for MROs	NATO HQ IMS	Analyse	Analyse/ Collaborate
4.	MROs	SACEUR	Contribute	Contribute/ Recommend
5.	Crisis Response Measures	SACEUR	Advice	Recommend/ Implement
6.	J9 Working Group	SHAPE J9	Organise/conduct VTC	contributing
7.	Liaison and Coordination Matrix	SHAPE J9 in lead	Refine draft	Implement/ Contribute
8.	CIMIC Planning Guidance	SHAPE J9	Develop & Disseminate	Implement
9.	Actor Diagram	SPG	Contribute	Contribute

Table 3: Activities in Phase 3.

12. PHASE 4 - STRATEGIC PLAN DEVELOPMENT

a. Phase 4 is broken down into two distinct parts: Phase 4a – the development of a Strategic Planning Directive (SPD) and a strategic Concept of Operations (CONOPS); and Phase 4b – the development of a strategic Operations Plan (OPLAN).

b. **Phase 4a** begins with the receipt of the NAC Initiating Directive (NID) and MC guidance following the submission of MROs to the NAC. Phase 4 covers the development of the strategic CONOPS, based on the selected MRO, including coordination of operational requirements with designated operational commands and political-military coordination with NATO HQ. Early in the process, the SPD will be issued to provide authoritative direction to the designated HQ(s) and ACO subordinate commands, enabling them the operational level to conduct Operational Estimate(s) and issue guidance. SHAPE and the designated HQ(s) collaborate effectively in the development of strategic and operational level CONOPS based on clear strategic direction and operational requirements. The strategic CONOPS is submitted to the MC / NAC, describing SACEUR's concept for the conduct of a NATO-led military operation, including essential operational requirements, support and C2.

c. The MROs provide the outline concept, which will be refined by developing a detailed scheme of how the operation should unfold. The CAT will commence and

run through a condensed Mission Analysis cycle to further understand the mission, and ensure that any changes made at the political level are reflected in the final version of the Strategic Planning Directive (SPD) that is to be released to the Joint Force Commander. SHAPE J9 will supplement this effort by providing a CIMIC Planning Directive – incorporated either in the SPD or as a standalone product – to ensure a coherent application of CIMIC for the operation.

d. Potentially, a Theatre of Operation might encompass more than one country. The application of CIMIC will vary per country and the Strategic Planning Directive and guidance will reflect this. These individual approaches will then have to be included in the Main Body of the Strategic CONOPS, specifying the Main Effort per phase.

e. Annex W (CIMIC) should include the required coordination authorities. This will give ACO a general understanding of the coordination authorities of non-military actors (EADRCC/International Military Staff/EU for example). SHAPE J9 is the main interlocutor to the Resilience Committee and its operational arm; the Euro-Atlantic Disaster Response Coordination Centre.

f. Reference F indicates focused areas for CIMIC input which can also be found in Allied Command Operations Comprehensive Planning Directive (COPD):

(1) 1.b (2) Strategic Environment – Friendly and cooperating actors

(2) 1.b (3) Strategic Environment – Neutral actors

(3) 3.a (3) SACEURs intent - Cooperation with non-military and non-NATO Efforts

Including SACEUR's Strategic Guidance – CMI and interagency coordination

(4) 4c (9) Civil-Military Cooperation

(5) 4c (10) Interagency Coordination⁷

g. In addition J9 staff will have to facilitate the consideration of CCTs into all stages and products of planning, ensuring CCTs are covered by all OAs and OEs. If required, dedicated Annexes for CCTs might be developed in exceptions.

h. The J9 staff will consider developing a dedicated Annex W to the strategic CONOPS / OPLAN to reflect in detail the different applications of CIMIC and CMI required to support SACEURs objectives and the CIMIC organisations to facilitate this.

i. NATO CIMIC planners need to have an understanding of the affected nations towards the deployment and cooperation with NATO forces as Annex W will reflect how NATO CIMIC units cooperate and coordinate with the nations and their domestic/national CIMIC capabilities and other relevant non-military actors.

⁷ Interagency coordination is COPD V3.0 terminology. In the context of this document it means “Interaction with non-military actors”. Interagency coordination will be replaced with Interaction with non-military actors in the next COPD review.”

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j. The applicable legal framework, and the specific constraints stemming from the domestic law of the affected nations can restrain the use of military force, and have to be understood.

k. Table 4 illustrates the activities and products of relevance for CIMIC during this phase.

Ser. No	Work strand	Entity	SHAPE J9 Actions	NCS/NFS HQ Level Actions
1.	CIMIC Estimate for the Theatre of Operation	SHAPE J9	Contribute / Disseminate	Info/ SA/ Analyse
2.	Crisis Response Measures	SACEUR	Advice	Recommend/ Implement
3.	J9 Working Group	SHAPE J9	Organise / Conduct VTC	contributing
4.	Liaison and Coordination Matrix	SHAPE J9 in lead	Enhanced draft	Implement/ Contribute
5.	Deployment of OLRT	SHAPE or JFC	Contribute	Contribute
6.	Actor Diagram	CAT	Contribute	Contribute
7.	SACEUR's Strategic Guidance	SHAPE	Contribute	Info
8.	Strategic Planning Directive	SHAPE	Develop / Contribute	Info
9.	Strategic CONOPS (Draft)	SACEUR	Develop / Contribute	Info
10.	CIMIC Planning DIRECTIVE	SHAPE J9	Develop & Disseminate	Implement
11.	External Liaison Mechanism	SHAPE CIVAD/J9	Coordinate & Control	Info
12.	Illustrative CJSOR	SACEUR	Develop / Contribute	Contribute
13.	Illustrative TCSOR	SACEUR	Contribute	Contribute
14.	Coordinate Workforce Requirements	SHAPE	Contribute	Contribute
15.	Coordinate Illustrative ROEREQ	SHAPE	Contribute	Info

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Ser. No	Work strand	Entity	SHAPE J9 Actions	NCS/NFS HQ Level Actions
16.	Consider Operations Assessment at the Strategic Level	SHAPE	Contribute	Info
17.	Develop Strategic Service Support Concept	SHAPE	Contribute	Info

Table 4: Activities in Phase 4a.

l. **Phase 4b** is to provide Strategic OPLAN Development and Force Generation, it should identify and activate the forces and capabilities required to implement the strategic CONOPS and accomplish the mission within acceptable risks. It specifies, for MC endorsement and NAC approval, the sequence of the strategic activities and operations, including the deployment, employment, sustainment and C2 of NATO-led forces, for the accomplishment of the agreed NATO military mission, as well as the possible necessary interaction required with cooperating non-NATO entities.

m. The CAT will analyse the MC guidance and review the coordination required with relevant non-military actors as well as reviewing the approved Strategic CONOPS. Planning activities to be considered by J9 at this phase include Synchronise Military and non-NATO activities within a Comprehensive Approach. J9 will have to coordinate supported/supporting relationships with other NATO and relevant international actors by issuing guidance on the authorised liaison, through the Liaison and coordination matrix.

n. The J9 Staff will make MC directed/request changes to the Strategic CONOPS, which will be included into the main body of the Strategic OPLAN to include Annex W with supplementing Appendices, as required.

o. J9 will need to contribute to StratCom, Targeting, C2, Operational Assessment and ROE. J9 should also continuously review requirements for Crisis Response Measures to enhance preparation and readiness. This will be inserted into the Strategic Guidance for the revision of the draft Operational OPLAN.

p. SHAPE will coordinate and align the JFCs in a multi JOA. For each JOA, the JFC and its subordinate commands and units are the main planning effort during this phase.

q. SHAPE J9 staff will analyse the Operational Level OPLAN and provide guidance for refinement.

r. SHAPE J9 will monitor the efforts and preparations of the strategic partners and nations in order to be aware of capability gaps within the civil environment as they arise.

s. During Force Sensing J9 should engage with Multi-National CIMIC Group to see what Forces are available outside of the NRF package and what niche capabilities could be offered to the JFCs.

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t. The phase ends once NAC has approved the strategic CONOPS and directs the development of the strategic OPLAN.

u. Table 5 illustrates the activities and products of relevance for CIMIC during this phase.

Ser. No	Work strand	Entity	SHAPE J9 Actions	NCS/NFS HQ Level Actions
1.	CIMIC Estimate for the Theatre of Operation	SHAPE J9	Contribute/ Disseminate	Info/ SA/ Analyse
2.	J9 Working Group	SHAPE J9	Organise/conduct VTC	contributing
3.	Develop strategic OPLAN	SHAPE	Contribute	Info
4.	Review Liaison and Coordination Matrix	SHAPE J9 in lead	Final draft	Implement/ Contribute
5.	Appreciate Approved Strategic CONOPS and approve Operational level CONOPS	SACEUR	Disseminate	Info
6.	Review Strategic Planning Guidance	SHAPE	Contribute	Info
7.	ROE	SACEUR	Review	Review
8.	Planning with Relevant non-NATO actors	SHAPE	Contribute	Info
9.	Crisis Response Measures	SHAPE	Review	Review
10.	Synchronise Military and non-Military Activities within a Comprehensive Approach	SHAPE	Contribute	Implement/Contribute
11.	Plan for Command and Control	SHAPE	Contribute	Implement
12.	Establish Arrangements for Coordination with Cooperating non-NATO Entities	SHAPE	Contribute	Implement
13.	Plan for Strategic Operations Assessment	SHAPE	Contribute	Info
14.	Plan Logistical Support to the Force in Theatre	SHAPE	Contribute	Info

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Ser. No	Work strand	Entity	SHAPE J9 Actions	NCS/NFS HQ Level Actions
15.	CIMIC DIRECTIVE for JF CONOPS revision	SHAPE J9	Develop + Disseminate	Implement
16.	CJSOR	SACEUR	Develop/Contribute	Contribute
17.	TCSOR	SACEUR	Contribute	Contribute
18.	Review draft Operational OPLAN	SACEUR	Approval	
19.	Coordinate Strategic OPLAN	SACEUR	Contribute	Info

Table 5: Activities in Phase 4b.

13. PHASE 5 - EXECUTION, ASSESSMENT AND OPERATIONS PLAN REVIEW

a. The purpose of Phase 5 – Execution is to facilitate, with strategic advice, direction and guidance, the commencement and conduct of a NATO military operation for the achievement of MSOs to contribute to the achievement of the NATO end state. This phase starts with a formal execution directive by the NAC, supplemented with guidance from the MC. This is translated by SACEUR into an Activation Order for the respective Joint Force OPLAN.

b. After receiving the Force Activation Order, the SHAPE J9 Staff will monitor the national responses concerning the CIMIC assets and will keep the JFC J9 informed on updates and changes.

c. SHAPE as a Strategic Warfighting Headquarters (HQ) has the ability to coordinate and align multi-domain and multi-JOA operations, which allows SHAPE to assess the military campaign. The execution of the operation within the JOA is now the responsibility of the Joint Force Commander overseen by SHAPE.

d. NAC will task SACEUR to provide the strategic operations assessment of progress towards achieving strategic objectives and their contribution to achievement of the desired end state. This assessment is called the Periodic Mission Review (PMR). SACEUR will monitor the conduct of the operation and will request periodic mission reviews and provide strategic level support as required based on NAC guidance. SHAPE will request JTFHQ inputs to the periodic mission reviews which are coordinated at the JTFHQ by the Joint Assessment Division. These PMR reviews will support adjustments in the ways, ends and means of the operation. In a multi-domain, multi-JOA operation. SHAPE J9 will contribute to SHAPE CCOMC PSA in providing assessments concerning the civil environment and the progress on the overall NATO campaign.

e. This phase ends with the NAC tasker to activate the OPLAN for transition (Phase 6) or the termination of the mission.

14. **PHASE 6 - TRANSITION**

- a. CIMIC will have a key role to play in Phase 6 – Transition as NATO prepares the transition or termination of its operation. This may involve the handover of responsibility to the proper authority (e.g. UN, other IOs (e.g. EU or indigenous actor)).
- b. Depending on the complexity of the NATO operation, a well-orchestrated disengagement plan for the NATO force needs to be developed. This plan for transition will be developed following a new NID and will follow all phases of the planning cycle. The NAC will retain political control of the development by issuing orders and approving the products of the phases.
- c. CIMIC staff will need to contribute to the transition planning, supporting the strategic assessment, MROs, and strategic transition CONOPS and / or OPLAN. CIMIC staff will continue to develop and coordinate collaboration between SHAPE and non-military actors.
- d. Early liaison and coordination between SHAPE and JFCs with civil authorities and agencies is essential to the success of the transition. This includes establishing, during the initiation of planning, effective means for coordination and liaison, initially at the strategic level, with non-military actors. CIMIC staff must ensure that the correct authorities / mechanisms are in place to engage all actors, guided by NAC.

CHAPTER 4 - OPERATIONAL LEVEL

15. **HORIZON SCANNING.** SACEUR's Strategic Directive for Area of Responsibility Management and Peacetime Vigilance articulates the requirement for J9 Staff to contribute through knowledge development to the Strategic level effort in maintaining awareness and understanding, including the civil environment, within the Joint Deterrence Areas and Geographic Bands as part of the Deliberate and Dynamic Deterrence cycle.

16. **PHASE 1 - INITIAL SITUATIONAL AWARENESS OF A POTENTIAL/ACTUAL CRISIS**

- a. Phase 1 is to assist with identification of potential or emerging crises that have relevance to NATO's security interests and support SACEUR / SHAPE staff in their strategic Phase 1 activities.
- b. CIMIC Knowledge Development (KD) staff focus on the civil conditions in the respective Area of Interest (AOI) as they might affect a military engagement. During this phase, specific attention should be paid to identify non-military actors and determine their role, especially Civil Emergency structures and organisations of potential HN(s) and IO/GO/NGOs. It is important that non-military actors have the will and capacity to influence further developments in the emerging crisis. Information forming the basis of this estimate should come from the widest range of sources. The analysis is to be structured in the PMESII&TE domains.
- c. The CIMIC staff have to determine what CIMIC-related factors will impact on possible engagement and provide initial deductions. If the information is incomplete, a Request for Information (RFI) should be initiated. Terminology should be kept simple and a use of common language with the community is desirable.

CIMIC staff will provide input to Comprehensive Understanding of the Environment (CUOE) utilising TOPFAS as the main tool. The most prominent findings will then be transferred into the CUOE. This contribution, after further refinement during the planning process, will form the basis of Appendix 1 of the Annex W. CIMIC staff should be aware that secrecy and confidentiality are natural restrictions with planning, if DIRLAUTH is granted, this does not lift any requirements on confidentiality.

d. CIMIC staff will continue to contribute to the development of the initial draft of strategic level Liaison and Coordination Matrix.

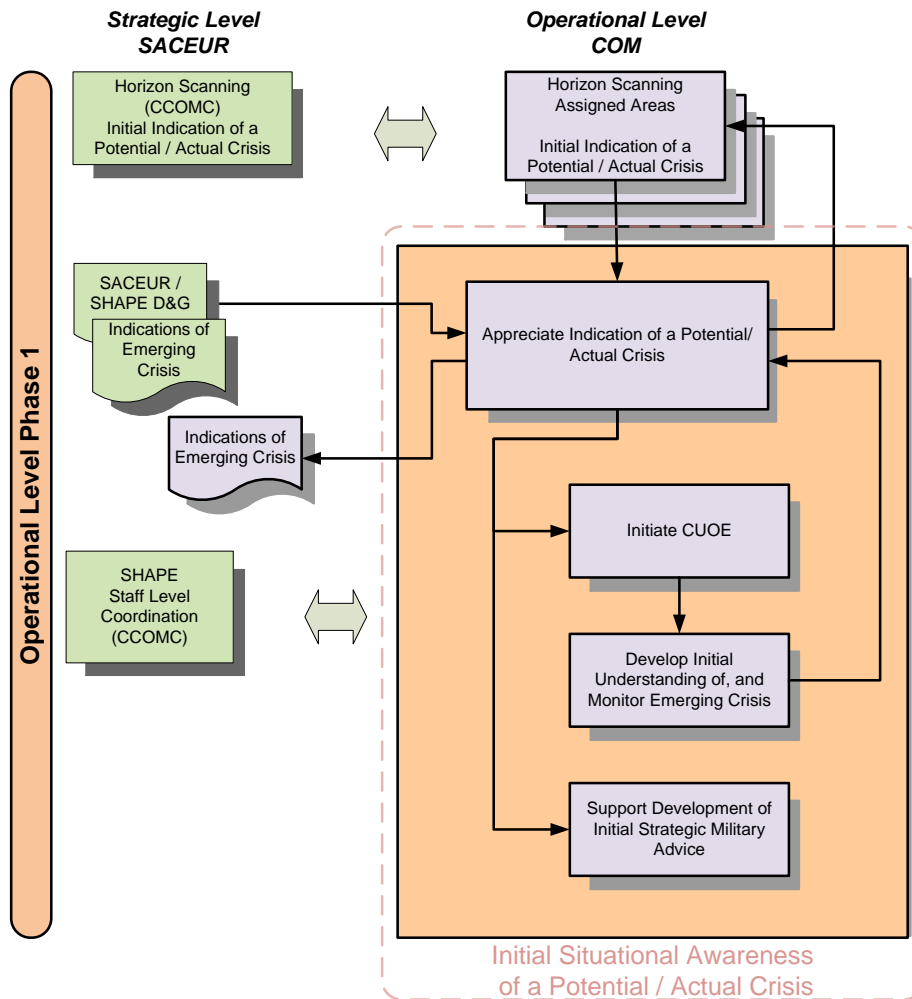


Figure 3: Phase 1 Initial Situational Awareness of a Potential / Actual Crisis Main Activities.

Ser. No	Work strand	Entity	JFC/HQ Action	JSEC/TCC X9 Action
1.	PSA Products	SHAPE J9	Contribute/Support Disseminate/Make sure info are disseminated top-down	Info/SA
2.	Any results from NATO HQ Engagement	SHAPE J9	Acquisition/Dissemination	Info/SA

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Ser. No	Work strand	Entity	JFC/HQ Action	JSEC/TCC X9 Action
3.	Intel Production and Assessments	All Level J2 (BICES)	Coordination J2/J9 all levels	Info/SA
4.	NATO Indication and Warning System (NIWS)	All Level J2/J9/CCOMC (BICES)	Coordination J2/J9 all levels	Info/SA
5.	National Intel Reporting	All Level J2	Coordination J2/J9 all levels	Info/SA
6.	Establish liaison/engagement with NFIUs (through NFS)	JFC/HQ J9	Info / SA	Direct/Acquisition/Dissemination
7.	TOPFAS SAT (Engagement Space)	JFC/HQ J2/J9	Info / SA	Info/SA/Acquisition/Dissemination
8.	Open Source information gathering (to be continued)	J9 All levels	Info / SA	Info/SA
9.	CIMIC Estimate	SHAPE J9, JFC/HQ J9	Info acquisition/D&G	Initiate/develop
10.	CIMIC Contribution to CUOE	JFC/HQ J9	Info acquisition/D&G	Compile/assess/Start contributing
11.	Systems Analysis of the AOI, including an actor diagram, risks and threats of the area	JFC/HQ J2	Info acquisition/D&G	Contribute
12.	Support Development of Initial Strategic Military Advice	JFC/HQ J9	Info	Contribute

Table 6: Activities in Phase 1.

17. PHASE 2 - OPERATIONAL APPRECIATION OF THE STRATEGIC ENVIRONMENT

a. The purpose of Phase 2 is to ensure there is an understanding of the strategic situation, the problem, NATO's end state, NATO's strategic objectives and to provide formal operational advice to SACEUR on the draft strategic MROs.

b. On receipt of the Strategic Warning Order, the Joint Operations Planning Group (JOPG) is activated. The JOPG is composed of three teams, which CIMIC Plans support (Green, Blue and Red). If workforce allows, a CIMIC planner will be attached to the Green Team (analysing neutral actors), the Blue (friendly forces and actors) and Red (opposing forces and actors). If the J5 Green Team Leader is not available, a CIMIC Planner must be prepared to step in and lead the Green Team.

c. J9 contribution to this phase will focus on potential military or non-military roles; potential operational tasks and guidance; actions stemming from declared CRMs and contribution to the activation of operational crisis response.

d. In Phase 2 the purpose at the operational level is to prepare and issue an Operational Warning Order. The main output is to provide the Operational Commander's advice. CIMIC staff during this phase will:

(1) Liaise with organisations and agencies, inside (OLRT if deployed) and outside the AoI, in order to encourage, facilitate and conduct the exchange of information, as far as is authorised. The request to be granted DIRLAUTH has to be initiated at the earliest possible stage. Liaison and exchange of information will be the basis for analysis and assessments, supporting the understanding of the civil environment and providing comprehensive and sound advice and contribution to the Commander and staff.

(2) Ensure a CIMIC SO, preferably with planning expertise, participates in the JFC Operational Planning and Liaison Element (OPLE) to SHAPE.

(3) Continuously review and update the Ph. 1 initiated actors' diagram, in terms of identifying and understanding further actors, as well as any changes of their assumed roles.

(4) Review the relevant actors' international commitments.

(5) Advise on actors to consult/collaborate with during the OPP.

(6) Define any additional CIMIC staff capabilities to support an OLRT, prepare, direct and guide them when deployed.

(7) Provide final contribution to the CUOE that will be briefed in the JOPG.

(8) Identify and understand the impact of key strategic factors (described in the SACEUR Strategic Assessment (SSA)) contributing to the crisis.

(9) Contribute to the development of the Operational Warning Order.

(10) As a part of the CIMIC contribution to the operational advice: Analyse draft MROs (to include Components advice on the MROs) with regard to the CIMIC, to include but not limited to: complementary non-military actions, Force Capability Requirements, Force Activation Requirements and related CRMs, Non-NATO Interaction Requirements, Strategic Risks, critical effects to the civil environment and vice versa.

e. J9 in preparation of the next phase will continue to develop the CIMIC Estimate and for example, start compiling data on the CIMIC Sites of Significance and list of relevant non-military actors in the crisis area.

f. The results of this phase are captured in the operational level products on SSA and MROs to be submitted to the strategic level. CIMIC Estimate is a process, resulting in a living database/documents containing data, information, analysis and assessments as indispensable basis for all CIMIC contributions to the planning.

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Ser. No	Work strand	Entity	JFC/HQ Action	JSEC/TCC X9 Action
1.	Establish liaison/engagement with NFIUs (through NFS)	JFC/HQ J9	Info / SA	Direct/ Acquisition/ Dissemination
2.	TOPFAS SAT (Engagement Space)	JFC/HQ J2/J9	Contribute / SA	Info/SA/ Acquisition/ Dissemination
3.	Open Source information gathering (to be continued)	J9 All levels	Contribute / SA	Info / SA
4.	CIMIC Estimate	JFC/HQ J9	Update/ acquisition/D&G	update
5.	CIMIC Contribution to CUOE	JFC/HQ J9	Contribute/ acquisition/D&G	Contribute
6.	Systems Analysis of the AOI, including an actor diagram, risks and threats of the area	JFC/HQ J2 & J9	Info acquisition/D&G	Contribute
7.	Strategic Warning Order	SHAPE J9	Dissemination	Analyse and contribute to the development of the operational Warning Order
8.	SSA	JFC/HQ J9	Contribute	Analyse
9.	SACEUR Military Response Options (MROs)	JFC/HQ J9	Dissemination Contribute to operational advice	Contribute to operational advice to SACEUR on MROs)
10.	OLRT - RFIs (to be continued until deployed)	JFC/HQ J9	Info/ SA/ SU	Direct/ Acquisition/ Dissemination
11.	J9 Working Group	SHAPE J9	Contribute	Contributing
12.	Liaison and Coordination Matrix	SHAPE J9 in lead J9 All level to contribute	Initial draft Include CMI requirements from across the JFC/HQ staff	Contribute/ coordinate tactical level input

Ser. No	Work strand	Entity	JFC/HQ Action	JSEC/TCC X9 Action
13.	CRMs	SHAPE J9 in lead JFCs J9 to contribute	Propose	Analyse/ execute
14.	Develop Warning Orders	JFC/HQ J9	Support	Contribute

Table 7: Activities in Phase 2.

18. **PHASE 3 - OPERATIONAL ESTIMATE**

a. The purpose of this phase is two-fold:

- (1) To understand the problem, the operating environment and the mission (looking for the 'what').
- (2) To develop a number of Courses of Action (CoA) from which one, or a combination will be selected (looking for the 'how').

b. **Phase 3a Mission Analysis.** This begins with the receipt of SACEUR's Strategic Planning Directive (SPD), following the release of a NAC Initiating Directive (NID) and any MC guidance, to initiate planning for a military operation as response to a crisis. In order to inform the whole staff, the CUOE briefing is conducted as already described in Phase 2. In addition to the briefing all knowledge developed thus far will be made available through access to TOPFAS.

c. Mission Analysis determines the operational problem that must be solved, the specific operational conditions to be created and the key operational factors. It includes a detailed analysis of the mission and operational factors, the development of an overall operational framework (draft operational design) and the formulation of the Commander's intent.

d. The Mission Analysis is supported by using the PMESII&TE domains as listed at Annex B. The mission analysis should answer the following questions:

- (1) What conditions must be established to achieve operational objectives?
- (2) What effects are required to establish these conditions?
- (3) What are the operational actions necessary to create these effects?
- (4) What are the operational implications of time, space, forces/ actors, and information?
- (5) What capabilities, support and preconditions for success are required?
- (6) What limitations have been or are likely to be imposed on the use of military force?

- (7) What are the (plausible) assumptions that have to be made in place of unknown facts to allow planning to proceed?
- (8) What are the outline requirements for cooperation with civilian organisations?
- (9) What operational risks and opportunities (i.e. risks to mission/ risk to force) can be identified at this stage?

e. Information drawn from the CIMIC Estimate will contribute to Phase 3a (Mission Analysis and a draft CIMIC concept). The CIMIC Estimate is a baseline document describing the main portions of the CIMIC Concept (which has to be provided in the later phases). A CIMIC concept depicts how CIMIC is going to be employed in the theatre. When the CIMIC contribution to the CUOE is completed, a Factor Analysis summary sheet should be developed as part of the CIMIC Estimate. The CIMIC involvement during this phase will be to:

- (1) Direct/guide CIMIC elements within the OLRT.
- (2) Establish direct liaison and coordination with relevant national and international actors as authorised by SACEUR.
- (3) Facilitate consultation with relevant civil organisations and non-military actors in order to advise the JOPG.
- (4) Review the Strategic Context (SPD) to check for changes and update the COM and JOPG.
- (5) Understand the Operating Environment and Main Actors. CIMIC will build on phases 1 and 2 and will develop a broader understanding and appreciation for the possible operational impact of the environment.
- (6) Contribute to the development of the factor analysis on the civil dimension and the Centre of Gravity-Analysis on main non-military actors. The key CIMIC related factor analysis is to be captured in the Summary sheet that is an integral part of the CIMIC Estimate.
- (7) Develop the Operational framework in which the CIMIC planner should consider which:
 - (a) Civil conditions need to be influenced.
 - (b) Civil requirements have to be supported/protected including but not limited to: Host Nation (HN) Civil Emergency Planning (CEP) structures, gaps in civil capacities/ capabilities, critical infrastructure, and cultural property/ property of national identity.
 - (c) Civil factors and other actors' objectives need attention in planning and how to best gain civil support from the HN and non-military actors. CIMIC Sites of Significance and key non-military actors in the JOA need to be determined. The data needs to be correlated with the HN if applicable. The compiled data will be used as a basis for the later Appendices to the Annex W to the OPLAN. They remain

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working documents until the OPLAN is approved by SACEUR in Phase 4b.

(8) Based on all of the above considerations, CIMIC staff will contribute to the development of the Operational Framework: Decisive Conditions (DC), Operational Effects (OE) and Operational Actions (OA).

(9) CIMIC contribution to the MAB will highlight the civil environment implication on the NATO commander's mission and explain required OA to be taken for achievement of desired OE and DC. See Annex C for a guide on MAB support.

(10) CIMIC conducts all the necessary analysis and assessments to inform all steps of mission analysis through its representation in JOPG and in collaboration with supporting and subordinate CIMIC staffs. Details of further contributions can be drawn from COPD Chapter 4, if required.

f. CCT aspects and requirements are to be considered during all phases of planning and linked to OA, as they are affecting OE and DC achievement and consequently have implications on the mission success.

g. After the MAB, the CIMIC planner has to contribute to the Operational Planning Guidance in order to guide the development of the Component Estimates.

Ser. No	Work strand	Entity	JFC/HQ Action	JSEC/TCC Action
1.	CIMIC Estimate	JFC/HQ J9	Info acquisition/D&G	Develop tactical level CIMIC Estimate
2.	Contribute to MAB <ul style="list-style-type: none"> - Frame Operational level problem - Analyse Mission - Develop Draft Initial Operational design - Estimate Initial Force/ Capability and C2 - Plan and conduct Mission Analysis Brief - Contribute to Operational Planning Guidance 	JFC/HQ J9	Develop CIMIC part of MAB/ Develop CCT part of MAB/ disseminate for info	Contribution to MAB/coordinate tactical level input
3.	Liaison and Coordination Matrix (to be continued.)	All levels to contribute	Initial draft JTF Liaison and Coordination Matrix	Contribute/coordinate tactical level input

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Ser. No	Work strand	Entity	JFC/HQ Action	JSEC/TCC Action
4.	J9 Working Group	JFC/HQs J9/CIMIC all level	VTC participate/D&G	Participate/contribute
5.	SPD	JFC/HQs J9	Dissemination/appreciation of CIMIC and CCT guidance	SU/Initiate Tactical level planning
6.	Contribution to JOPG lead OPG development	JFC/HQs J9/ Tactical level if applicable	Info/SA/SU	Contribute/coordinate tactical level input
7.	Draft CIMIC Planning Guidance	JFC/HQ J9	Develop	Contribute/coordinate tactical level input

Table 8: Activities in Phase 3a.

h. **Phase 3b CoA Development.** This final portion of the Operational Estimate is to determine how best to carry out operations that will accomplish the mission effectively and efficiently. It includes review of the Commander's planning guidance, developing Courses of Action (CoAs) and a Combined Joint Statement of Requirements (CJSOR). The own (Blue) CoAs will be tested against the opposing (Red) CoAs during the War-gaming in order to refine them.

i. The CIMIC staff contributes the JOPG to identify effects of relevant actors' actions, including NATO, on the operating environment.

j. The CoA development provides answers to questions as listed in para 89.

k. Using the CIMIC Estimate, the CIMIC involvement during this phase will be to:

- (1) Conduct functional area coordination.
- (2) Contribute to the development of tentative CoAs.
- (3) Analyse each CoA from a civil environment, non-military actors and CCT perspective identifying advantages and disadvantages for OE and mission achievement and protection of civilians.
- (4) Analyse the effects of complementary non-military actions.
- (5) Participate in the War-gaming in the Green team, portraying the actions of non-military actors and their impact on the environment and the implications of military (own and opposing) actions on the execution of their activities.
- (6) Review and update CIMIC Estimate throughout the process.

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(7) Continue contribution to the development of the strategic level Liaison and Coordination Matrix.

(8) Start drafting the Appendices 2 (CIMIC Structure) and 5 (Reports and Returns) to the Annex W of the OPLAN. Develop the Measures of Effectiveness (MOE) and Measures of Performances (MOP) deriving from the Ops Framework, assigned to CIMIC.

(9) Provide contribution to Operational Planning Directive that gives additional guidance to the subordinated commands for the development of the Component OPLAN.

I. At the end of this phase, the whole CIMIC staff must have a clear understanding of the OA CIMIC staff and personnel have to contribute to and the OEs to be achieved by the force and in collaboration with non-military actors to serve mission success.

Work strand	Entity	JFC/HQ Action	JSEC/TCC Action
Update CIMIC Estimate	JFC/HQ J9	Info acquisition/D&G	Further develop tactical level CIMIC Estimate
J9 Working Group	JFC/HQs J9/CIMIC all levels	VTC participate/D&G	Organise/ coordinate
CIMIC contribution to CoAs	JFC/HQs J9/Tactical level	Info/SA	Contribute with CIMIC relevant info/coordinate tactical level input
CIMIC contribution to MoE and MoP Development	JFC/HQs J9/Tactical level	Info/SA	Contribute/ coordinate tactical level input
Wargaming	JFC/HQs J9/Tactical level	Contribute	Info
Plan/conduct CoA Decision Brief	JFC/HQs J9/Tactical level	Contribute	Info
Refine Selected CoA	JFC/HQs J9/Tactical level	Contribute	Info
CIMIC contribution to CJSOR ⁸ and TCSOR	JFC/HQs J9/Tactical level	Info/SA	Contribute with CIMIC relevant info/coordinate tactical level input

⁸ CJSOR = Combined Joint Statement of Requirements.

Work strand	Entity	JFC/HQ Action	JSEC/TCC Action
ANNEX W (appendices 2 and 5)	JFC/HQs J9/Tactical level	Info/SA/D&G	Initial Development/ producing initial Draft
Spare Annexes (appendices as required)	JFC/HQ J9	draft	Contribute

Table 9: Activities in Phase 3b

19. **PHASE 4 - OPERATIONS PLAN DEVELOPMENT**

- a. The Operations Plan Development is split into two distinct parts:
 - (1) **Phase 4a.** Operational Concept of Operations (CONOPS) development.
 - (2) **Phase 4b.** Operational OPLAN development.
- b. **Phase 4a** – CONOPS development begins following the revision of the Commander’s selected CoA, operational design and provisional component mission, including objective, which concludes the operational estimate. A framework to support this can be found at Annex D.
- c. The development of an operations plan is to split into two distinct parts: Phase 4a – the development of a CONOPS; and Phase 4b – the development of an OPLAN. It is important to bring all information, on non-military actors and the overall civil environment, having a potential effect on the commander’s mission to the attention of the whole staff by including it in the CONOPS. The CIMIC planner must determine if a need already exists for an Annex W or certain Appendices to be included in the Operational CONOPS. The CIMIC involvement during this phase will be:
 - (1) To provide CIMIC contribution to CONOPS development, CIMIC staff is required to produce the following parts for inclusion into CONOPS:
 - (a) The paragraph on the Neutral Actors that may influence the JFC mission in the main body of the CONOPS.
 - (b) The paragraph on the Cooperation with Other Actors in the main body of the CONOPS;
 - (c) Developing the Civil-Military Coordination paragraph in the Coordinating instructions of the main body of the CONOPS.
 - (d) Developing the Inter-Agency Coordination paragraph in the Coordinating Instructions, capturing the mechanism of interaction with non-military actors, the Civil Emergency architecture.
 - (e) Ensure CIMIC considerations and proposed measures are included in the relevant paragraphs such as, but not limited to, Operational Mission, Commander’s Intent, Main Effort, Forces and Resources, Command and Signal, Operational CCIRs.

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(f) Contribute to the key Annexes to the CONOPS as well as to the illustrative CJSOR and TCSOR based on the components illustrative SORs.

(2) Contribute to the coordinating instructions.

(3) Develop Operational CONOPS Annex W.

(4) Develop Appendices if required to support Annex W.

(5) To facilitate consultation with relevant civil organisations in preparation for the development of the Appendices to Annex W (to include, but not limited to, Appendices 3 and 4 of Annex W).

(6) Develop Operational requirements.

d. Focus should be on ensuring CCT requirements are considered in operational actions and covered by the achievement of defined operational effects, if additional information is required the JOPG should evaluate the annexes/appendices that CIMIC staff will develop.

Work strand	Entity	JFC/HQ Action	JSEC/TCC Action
CIMIC contribution to CONOPS	JFC/HQs J9/Tactical level	Contribute/SA/D&G	Contribute development/coordinate tactical level input
Coordinating instructions	JFC/HQs J9/	Contribute	Info
ANNEX W and its appendixes (if required)	JFC/HQs J9	Continue drafting and refining	Feedback on tactical operationalisation
Consultation with relevant civil organisations	JFC/HQs J9/Tactical level	Engage	Contribute
Develop Operational requirements	JFC/HQs J9	Contribute	Info
J9 Working Group	JFC/HQs J9/CIMIC all levels	VTC	Organise/ coordinate

Table 10: Activities in Phase 4a.

e. **Phase 4b** – the Operational OPLAN development begins when the approved Strategic CONOPS is received, followed by the approval of the Operational CONOPS, and ends when the Operational OPLAN is approved by SACEUR and the Operational OPLAN is promulgated by the Commander and the components'

plans are approved by the Commander. A framework to support this can be found at Annex D.

f. The purpose of this phase is to develop the arrangements, further specify the required activities to implement the CONOPS and to determine the conduct of operations. It consists of an iterative, collaborative process that focuses on synchronisation and coordination of the deployment, employment, protection and support of the joint force during different phases of operation. The CIMIC involvement during this phase will be:

- (1) To contribute to the finalisation of the Main Body.
- (2) Finalise Annex W and any Appendices (if required).
- (3) Contribute to certain annexes of the OPLAN
 - (a) Annex A (Concept of Operations)
 - (b) Annex B (Task Organisation and Command Relationship)
 - (c) Annex R (Logistics)
 - (d) Annex II (Joint Targeting)
 - (e) Annex OO (Operations Assessment)
 - (f) Annex SS (Strategic Communications)
 - (g) Annex SS2 (Information Operations)
 - (h) SS4 (Psychological Operations).
- (4) To consult relevant non-military actors (as well as cooperating international and regional organisations in the theatre) in the context of a Comprehensive Approach.
- (5) To contribute to the approval process of the Components' CONOPS.

Work strand	Entity	JFC/HQ Action	JSEC/TCC Action
Review Guidance and Direction and check status of Strategic Planning	JFC/HQs J9	Review	Info
CIMIC Estimate Contribution to the OPLAN Main Body and Annexes. Focus on plan for cooperation with relevant National and	JFC/HQs J9/Tactical level	Contribute/SA/D&G	Contribute to development/coordinate across levels

International Actors.			
Finalised ANNEX W and its appendixes	JFC/HQs J9/Tactical level	Contribute/SA/D&G	Continue Develop Draft
J9 Working Group	JFC/HQs J9/CIMIC all level	VTC	Organise/ coordinate

Table 11: Activities in Phase 4b

20. PHASE 5 - EXECUTION/ ASSESSMENT/ OPERATIONS PLAN REVIEW

- a. This Phase starts after NAC's promulgation of the NAC Execution Directive (NED) and SACEUR issuance of the Activation Order (ACTORD). The purpose of this phase is to manage the execution of the approved Operations Plan (OPLAN). It requires integrated, coordinated and synchronised actions with non-military actors to conduct joint activities that creates desired effects. It requires continuous Operations Assessment in order to measure the current status and trends and provide feedback to the planning and decision-making process.
- b. CIMIC will contribute to this phase by providing the Commander with CIMIC Assessments, Reports and Briefs as determined by the Battle Rhythm. CIMIC staff will continue to contribute to development of Fragmentation Orders and Joint Coordination Orders and utilising approved SOI/SOPs and TTPs.
- c. CMI is required during the execution phase with other non-military means to conduct integrated, coordinated or synchronised actions that create desired effects. The strategic level will take the lead in the early definition of the parameters and levels of liaison and interdependent planning for its subordinates and it is within these guidelines that operational level must interact with civilian and multinational agencies and structures.
- d. The CIMIC Estimate covers the complete spectrum from short to long-term planning and supports the Battle Rhythm. It is important to balance short-term gains against long-term effects. The transition of responsibilities must always be considered.

21. PHASE 6 - TRANSITION

- a. This phase starts after receiving SACEUR's Strategic Planning Directive (SPD) for transition. The purpose of this phase is to develop and coordinate a tailored OPLAN or SUPPLAN for transition, including the handover of responsibility to the HN, the UN, other International Organisations, or a follow-on force. The planning for disengagement of NATO forces must be initiated in advance and may involve a large number of non-NATO actors. Continuous liaison and coordination between HQs on all levels, the HN, and non-military actors and agencies is essential.
- b. The CIMIC involvement during this phase will be:

- (1) To participate in the planning of the process and procedures for the handover of responsibilities.
 - (2) To facilitate the engagement with other international or national actors in developing a transition OPLAN or SUPPLAN.
- c. The OPLAN generally entails only a generic part on transition as it is difficult to predict how the disengagement of the Alliance in a theatre will evolve.

ANNEX A TO
ENCLOSURE 1 TO
SH/PD/J9/PM/22-011290
DATED 20 JUL 22

REFERENCES:

- A. PO(2010)0169, The Alliance's Strategic Concept, dated 19 November 2010.
- B. MC 400/4, NATO's Military Strategy Comprehensive Defense and Shared Response, dated 22 May 2019.
- C. MC 0411/2, NATO Military Policy on Civil-Military Cooperation and Civil-Military Interaction, dated 12 May 2014.
- D. MC 0133/5 NATO's Operations Planning, dated 11 September 2019.
- E. AJP 5 (A) Version 2 Allied Joint Doctrine for the Planning of Operations, dated 24 May 2019.
- F. AJP-3.19 (A), Allied Joint Doctrine for CIMIC, dated 09 November 2018.
- G. Allied Command Operations Comprehensive Operations Planning Directive Version 3.0 (COPD V 3.0), dated 15 January 2021.
- H. AJP 01, Allied Joint Doctrine, Edition F Version 1, dated 20 July 2020.
- I. AJP 3, Allied Joint Doctrine for the Conduct of Operations, Edition C Version 1, dated February 2019.
- J. SOP 305, Joint Task Force Headquarters SOP, CMI/CIMIC, dated May 2017.
- K. ACO Manual 86-1-1, ACO CIMIC Tactics, Techniques and Procedures.
- L. BC-SD 086-003, Civil-Military Cooperation (CIMIC) and Civil-Military Interaction, dated 09 Jan 2019.
- M. AJP 10 Allied Joint Doctrine For Strategic Communications, dated 30 November 2020.

CIMIC ANALYSIS GUIDE

1. This table is to help guide what analysis is needed to support prudent thinking and planning from a CIMIC perspective. The phases are characterised by the search for information to determine the requirement for a NATO involvement or action related to a crisis.
2. The key phases for CIMIC analysis is identified below. It does not cover the entire Strategic or Operational Level Planning phases.
3. To find this information, only a limited amount of information providers have to be contacted by the NATO officials.
4. The military staff will be able to access this information through NATO HQ or the National Military Representatives at SHAPE or through direct engagements within the context of the SHAPE Crisis and Operations Directive (SCOD).
5. The acquisition of detailed information about the civil situation on the ground can be attained from national or international crisis portals.
6. Civil contributions to crisis solution will be assessed by NATO HQ to allow NATO's contribution to a Comprehensive Approach.

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CIMIC Considerations to support Strategic Level Planning			CIMIC Considerations to support Operational Level Planning		
	Phase 1 – INITIAL SITUATIONAL AWARENESS	Phase 2 STRATEGIC ASSESSMENT	Phase 3 - MILITARY RESPONSE OPTIONS DEVELOPMENT	Phase 3a - MISSION ANALYSIS	Phase 3b – COURSE OF ACTION DEVELOPMENT
P	Does it have a. Political implications for NATO as an Alliance /NATO Nations? b. Political implications for UN/EU/AU?	Who are the a. Spoilers of a consolidation process/ solution finding process for the AOI? b. Supporters of a consolidation process/ solution finding process for the AOI?	Who are the a. NATO agreed spoilers that need to be targeted? b. NATO agreed actors that are to be supported?	What is a. The role of the NATO Commander/ Force in support of the NATO political objectives? b. The requirement for strategic support for this role?	How is a. The force required to act? b. The force perceived, based on their actions?
M	Is there a military threat to: a. NATO - Nations? b. NATO property/ missions?	Who are the a. Opposing forces to a positive settlement? b. Supporters of a positive settlement?	What is the a. Capability gap that needs to be covered and who will cover it over time and how?	What is the a. Capacity and capability they need to provide? b. Strategic support they require?	How will a. The military capability have to be brought to effect? b. It generate the required support for sustainability?
E	Does it have an impact on the: a. NATO Nations	Who are the a. Winners of instability in the AOI?	What will a. Be the impact of the mil engagement?	What will a. Be the impact of the military engagement?	How will it a. Generate a positive impact on the economic

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CIMIC Considerations to support Strategic Level Planning			CIMIC Considerations to support Operational Level Planning	
Phase 1 – INITIAL SITUATIONAL AWARENESS	Phase 2 STRATEGIC ASSESSMENT	Phase 3 - MILITARY RESPONSE OPTIONS DEVELOPMENT	Phase 3a - MISSION ANALYSIS	Phase 3b – COURSE OF ACTION DEVELOPMENT
b. Global economies? c. Financial stability?	b. What are the positive and negative effects within the AOI?	b. Be the required investment by the NATO nations?	b. Be the support they require to operate sustainability?	environment? b. Maximise the support for the force?
S Does it have an impact on a. Movements towards NATO Nations? b. Social life/ social systems in NATO Nations?	Who are the a. Powerbrokers in societies/ nations? b. Formal/ informal leaders or connectors?	What is to be done to a. Reinstall/ protect the society? b. Return to normality?	What will be a. The impact on the society? b. The contribution to a return to normality?	How will it a. Contribute to the stabilisation of the society? b. Facilitate a return to normality? c. Achieve required changes in power broking?
I Could it have an impact on a. NATO infrastructure/ installations? b. Key national infrastructure (energy, production, basic	Is vital infrastructure a. Endangered? b. Under multiple use/ overstretched in use?	What is to be done to a. Protect/ reconstruct vital infrastructure? b. Mitigate the effects of mil engagement/ foreign mil engagement/ use?	What is their role in a. Protecting/ reconstructing vital infrastructure? b. Mitigating the effects of mil engagement/ foreign mil engagement/ use?	How and to what extent will it a. Contribute/ Provide protection/ reconstruction for own vital infrastructure? b. Affect the opponent's capability to make use of its infrastructure/ support base?

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CIMIC Considerations to support Strategic Level Planning			CIMIC Considerations to support Operational Level Planning	
Phase 1 – INITIAL SITUATIONAL AWARENESS	Phase 2 STRATEGIC ASSESSMENT	Phase 3 - MILITARY RESPONSE OPTIONS DEVELOPMENT	Phase 3a - MISSION ANALYSIS	Phase 3b – COURSE OF ACTION DEVELOPMENT
needs)?				
I Does it impact the Information Superiority of NATO through a a. Cyber threat? b. Physical threat to C3?	Is the a. Governmental outreach to the population (still) effective? b. International response network challenged?	What are the a. Outreach requirements now? b. Required Strategic Assets for C3?	What is a. The role in information warfare/ the overall information strategy? b. What support do they require to achieve an effect?	How will the force a. Achieve required effects in the information domain? b. Complement/ Counter others actors' efforts?
T Does it challenge the balance of power through a. (New) WMD? b. Targeting a	Is/ are the a. WMD threat limited to the AOI? b. The nations in the AOI sufficiently	What is the a. Threat to the force/ effect on the population? b. Resilience/ civil	What is required? a. To bring military superior technology to bear? b. To fill a	How will it a. Take advantage of technological superiority? b. Maintain superiority?

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CIMIC Considerations to support Strategic Level Planning			CIMIC Considerations to support Operational Level Planning	
Phase 1 – INITIAL SITUATIONAL AWARENESS	Phase 2 STRATEGIC ASSESSMENT	Phase 3 - MILITARY RESPONSE OPTIONS DEVELOPMENT	Phase 3a - MISSION ANALYSIS	Phase 3b – COURSE OF ACTION DEVELOPMENT
gap in Civil Defence?	responsive to that threat?	preparedness/ CEP status?	technological gap in the civil environment?	
E Does it lead to a. Environmental damage beyond national borders? b. Use of environment as a weapon?	Is the problem affecting civil resource availability a. Machine-made? Or b. Caused by nature?	What is to be done to a. Impact/ prevent/ mitigate the natural environment change? b. Impact/ prevent/ mitigate Machine-made environment change?	What are a. The side-effects of the mil engagement to be avoided/ mitigated?	How will it a. Generate/ complement the required effects? b. Avoid/ mitigate undesired effects?

GRAPHIC AIDS TO THE OPERATIONAL CIMIC ESTIMATE

1. As mentioned in the main document (Para 10-14), the CIMIC Estimate is the process that CIMIC staff undertake and develop during the planning and includes the outset of each phase.
 2. To help support the CIMIC staff during the process the guide below provides a framework to assist the development of the CIMIC Estimate.
- CIMIC Staff will produce a number of slides as appropriate to depict the following:
- **Civil Situation**
 - **Actor diagram**
 - Non-military actors
 - Information related to **PMESII&TE** domain as applicable and as available

The slide deck will serve as data repository, the phases highlighted below are the areas where content should be added and then updated as appropriate during the planning.

Planning Phase	CIMIC Activity/Outcome
Phase 1	Situation awareness
Phase 2	CIMIC Contribution to CUOE SSA Appreciation Operational Advice on MROs
Phase 3a	CIMIC Contribution to Mission Analysis
Phase 3b	CIMIC Contribute to CoA
Phase 4a	CONOPS development
Phase 4b	OPLAN development ANNEX W - Appendices 1-5

- CIMIC staff will contribute to the Commander **MISSION STATEMENT** (usually one slide) by formulating the concerning Civ-Mil aspects. Content is useful in the below phases (upon the appropriate update).

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Planning Phase	CIMIC Activity/Outcome
Phase 2	SSA Appreciation Operational Advice on MROs
Phase 3a	CIMIC input to Mission Analysis Brief
Phase 4b	CIMIC contribution to OPLAN development ANNEX W - Main body

- CIMIC staff will formulate **CIMIC ASSUMPTIONS** (usually one/two slides).

The content are useful in the below phases (upon the appropriate update).

Planning Phase	CIMIC Activity/Outcome
Phase 3a	CIMIC input to Mission Analysis Brief
Phase 4b	CIMIC contribution to OPLAN development

- CIMIC staff will formulate **CIMIC CONSTRAINTS & RESTRAINTS** (usually one/two slides).

The content are useful in the below phases (upon the appropriate update).

Planning Phase	CIMIC Activity/Outcome
Phase 3a	CIMIC input to Mission Analysis Brief
Phase 4b	CIMIC contribution to OPLAN development

- CIMIC staff will formulate **CIMIC LIMITATIONS** (usually one/two slides).

The content are useful in the below phases (upon the appropriate update).

Planning Phase	CIMIC Activity/Outcome
Phase 3a	CIMIC input to Mission Analysis Brief
Phase 4b	CIMIC contribution to OPLAN development

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- CIMIC staff will provide **CIMIC FACTOR ANALYSIS** (the number of slides is based on need).

Factor	Fact	Deduction	Conclusion	Follow up
Code for Database following PMESII and ASCOPE	Fill in this column facts / Information	Use this column to determine the critical civil aspects that will influence the accomplishment of the mission	This column is to provide the Commander CIMIC input that will be used in the command guidance for the staff (initial CIMIC Estimate)	Drop down menu to select

Factor	Fact	Deduction	Conclusion
Humanitarian crisis	Country X inability to cope with the Humanitarian crisis	Need extensive humanitarian support from civil organisations	Liaison and assessment is needed to identify gaps in shortfalls in the service delivery
	Many IO/NGOs left country X due to country x invasion	IC humanitarian actors need support from xxx to operate	NATO and Frontex need to coordinate the security conditions to be established with the IC and HNs

The content are useful in the below phases (upon the appropriate update).

Planning Phase	CIMIC Activity/Outcome
Phase 3a	CIMIC input to Mission Analysis Brief
Phase 4b	CIMIC contribution to OPLAN development

- CIMIC staff will formulate **CIMIC Criteria for Success** (usually one slide).

The content are useful in the below phases (upon the appropriate update).

Planning Phase	CIMIC Activity/Outcome
Phase 3a	CIMIC input to Mission Analysis Brief
Phase 4b	CIMIC contribution to OPLAN development

- CIMIC Staff will formulate the **CIMIC Main Effort** by identifying the CIMIC Operational Actions, Effects and Decisive Conditions and will contribute to the **Operational Design** development.

The content are useful in the below phases (upon the appropriate update).

Planning Phase	CIMIC Activity/Outcome
Phase 3a	CIMIC input to Mission Analysis Brief
Phase 4b	CIMIC contribution to OPLAN development

- CIMIC staff at all levels will start to delineate the possible **liaison requirements** since the

PMESII&TE analysis; however while contributing to the MRO development, the liaison requirement could be better identified IOT be finalised, during the CoA development, in the **Liaison and Coordination Matrix** attached to the OPLAN.

The content are useful in the below phases (upon the appropriate update).

Planning Phase	CIMIC Activity/Outcome
Phase 3a	CoAs Development
Phase 4b	CIMIC contribution to OPLAN development ANNEX B Appendix 3 Liaison and Coordination Matrix

- **CIMIC C2**

Planning Phase	CIMIC Activity/Outcome
Phase 3b	CoAs Development
Phase 4b	CIMIC contribution to OPLAN development Annex W, Appendix 2



CIMIC TASKS

- Assigned Tasks
- Implied Tasks

Planning Phase	CIMIC Activity/Outcome
Phase 3b	CoAs Development
Phase 4b	OPLAN development Annex W



CIMIC FORCES

Planning Phase	CIMIC Activity/Outcome
Phase 3b	CoAs Development
Phase 4b	OPLAN development Annex W, Appendix 5



CIMIC Risks Analysis

Operational Level Risk Evaluation			
Source	Consequence for	Severity	Probability
Actions of the opponent(s). Actions of friendly forces. Operational environmental factors.	Overall mission. Line of operation. Decisive conditions. Desired operational effect.	<p>Extremely high - could result in failure to accomplish mission.</p> <p>High - could result in failure to achieve one or more objectives, or decisive conditions.</p> <p>Moderate - could result in failure to meet criteria for success or create operational effect, or exceed time, space, forces/actors limits.</p> <p>Low - minimal impact on mission accomplishment.</p>	High. Moderate. Low.
Risk Mitigation Can we neutralise the source, and if so how? Can we reduce our vulnerability to the source of the risk and if so how? Can we limit the consequence and/or severity of the occurrence and if so how? Can we reduce the probability of occurrence and if so how?			
Conclusion <p>Unacceptable - risk mitigation cannot reduce risk to an acceptable level.</p> <p>Conditionally acceptable - risk can be reduced to an acceptable level by taking actions to:</p> <ul style="list-style-type: none"> Modify force disposition/posture/composition. Adjust current operations. Prepare branch plan or sequel. <p>Acceptable - no risk mitigation actions required.</p>			

➤ **CIMIC Risks Analysis continued:**

Planning Phase	CIMIC Activity/Outcome
Phase 3b	CoAs Development
Phase 4b	OPLAN development

➤ **CIMIC STAFF RECOMMENDATIONS**

Planning Phase	CIMIC Activity/Outcome
Phase 1	Situation Awareness
Phase 2	Contribute to CUOE SSA Appreciation
Phase 3a	Contribute to Mission Analysis
Phase 3b	Contribute to CoA
Phase 4a	CONOPS development
Phase 4b	OPLAN development

➤ **CIMIC CoAs**

- Lines of CIMIC Activity
- Execution (CIMIC operational phasing)
- Responsibilities
- Coordinating Instructions

Planning Phase	CIMIC Activity/Outcome
Phase 3b	CoA Development
Phase 4b	OPLAN development <ul style="list-style-type: none"> • Main Body • Annex W

➤ **CIMIC in the OPLAN**

OPLAN PRODUCT		WHO	SECTION	REMARKS
Main Body				Main body of the CONOPS and OPLAN
Annex B Appendix 5	Liaison and Co-ordination Matrix			Annex to the CONOPS

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OPLAN PRODUCT		WHO	SECTION	REMARKS
Annex W	CIMIC			Overall responsibility
Appendix 1	Civil assessment			
Appendix 2	CIMIC C2 structure			
Appendix 3	Key Civil Organisations			Linked with the LCM
Appendix 4	Site of CIMIC major significance			
Appendix 5	CIMIC reporting			

CIMIC CONTRIBUTION TO OPERATIONAL CONCEPT OF OPERATIONS / OPERATIONS PLAN

1. INTRODUCTION

This annex offers guidance *(in blue text)* for CIMIC planners to contribute to the CONOPS/OPLAN of a NATO operation at the operational level.

CIMIC Staff in the JOPG contribute and provide CIMIC input to the respective CONOPS / OPLAN main body paragraphs according to the delineation of tasks, as factors related to the civil environment are likely to impact upon all aspects of operations. CIMIC staff must contribute to the development of operational plans in close cooperation with all staff branches / functions within the particular JOPG planning teams to ensure that civil-related factors are integrated.

The OPLAN main body will only contain the general and essential CIMIC information that decision makers and main staff members (COM, COS, other branches, component commanders, etc.) need to know. Many non-CIMIC personnel will not necessarily consult 'Annex W CIMIC', although it is recommended they do. Some of the inputs may only need to be referenced to Annex W.

'Annex W CIMIC' contains the information that all CIMIC personnel (and secondarily, CMI contributors) must know to contribute to the mission, especially in the subordinate echelons. Appendixes 1 to 5 to Annex W will contain more information to help keep Annex W succinct.

The proposed template may deviate pending the planning process or type of operation / exercise as they might demand more specific or detailed requirements (e.g. see para 1.b.(2)(c)).

2. CIMIC INPUTS IN THE MAIN BODY OF THE CONOPS/OPLAN

The main paragraphs on which CIMIC is conveyed in the main body of a CONOPS/OPLAN are highlighted in bold, while the guidance for their content is shown in italics and blue. The rest of the paragraphs not directly influenced by CIMIC are kept to maintain the flow of the document.

1. Situation. *CIMIC planners must ensure that the most important civil factors are incorporated into the general situation. If tasked by the JOPG leader, a sub paragraph describing the Civil Situation within the JOA in general must be developed. Further details can be displayed in App 1 to Annex W.*

- a. Political Environment.
- b. Strategic Environment.
- (1)** Opposing Actors

(2) Friendly and Cooperating Actors. *List and describe briefly only the most important. Their details are displayed in App. 3 to Annex W.*

(a) International Organisations (IOs). *E.g. UN, EU, OSCE, FRONTEX, etc.*

(b) Non-governmental Organizations (NGOs). *Phrase a short statement or summary of their main features, e.g. "Countries have a large number of registered NGOs mainly active in the areas of education, culture, regional and rural development."*

(c) Regional Entities. *Those that cannot be included in the previous paragraphs (e.g. The Visegrád Group, etc.).*

(3) Neutral Actors that influence mission. *E.g. International Committee of the Red Cross (ICRC), or a neutral State.*

- c. Information Environment.
- d. NATO End State and Strategic Objectives.
 - (1) NATO End State.
 - (2) NATO Strategic Objectives.
 - (a) Non-Military Strategic Objectives.
 - (b) Military Strategic Objectives.
- e. Strategic Centers of Gravity.
 - (1) NATO Strategic CoG.
 - (2) Friendly Actors' Strategic CoG.
 - (3) Opposing Actors' Strategic Centres of Gravity.
- f. Military Strategic Effects.
- g. Strategic Planning Assumptions and Limitations.
- h. Legal Aspects.
- i. Intelligence and Threat Assessment.

2. Operational Mission. *When appropriate, CIMIC should be included in the overall mission statement.*

3. Operational Direction.

- a. Commander's Intent.
- b. Main Effort.
- c. Operational Centers of Gravity.
 - (1) Own CoG.
 - (2) Opposing actors' CoG.
- d. Concept of Operations.
- e. **Operational Design.** *The details of the Operational Design is mainly covered in Annex A of the CONOPS/OPLAN. Some actions, effects, conditions, objectives or aspects of the End-State will be either owned or influenced by CIMIC, and will mainly shape the CIMIC concept.*
- f. **Forces and Resources.** *CIMIC assets for the operation.*
- g. **Cooperation with Others Actors.** *General description of how liaison with HN Governments, International Organizations and other civil stakeholders in general will be conducted. Liaison details to be developed by CIMIC in 'Appendix 5 – Liaison and Coordination Matrix' to 'Annex B Command and Control' for SHAPE approval.*
- h. Preconditions for Success.
- i. **Risk Management.** *CIMIC contribution with regard to the civil environment, when applicable.*

4. Execution: *Given that CIMIC considerations and tasks that are usually instrumental in the overall mission success, there will be visibility of CIMIC issues in the execution paragraph, usually under a separate CIMIC heading. CIMIC issues may be addressed as specified tasks.*

It is important at this stage that the CIMIC staff has a well-developed understanding of the most likely required military support to the civil environment so that it can be fully incorporated into the main concept of operations. It will ensure that the support to the civil environment is in line with the Commander's intent. If the scale of CIMIC activity cannot be adequately covered in the main body, an Annex W CIMIC is developed.

a. Subordinate Command Missions and Objectives. *To include CIMIC tasks to the subordinate commands if mission relevant. Otherwise, to be included in Annex W.*

- (1) LCC Mission.
- (2) MCC Mission.
- (3) [...].

(4) Joint Theatre Troops.

(a) CIMIC Theatre Element. *Phrase the Mission Statement of the CIMIC asset as the main conveyor of CIMIC Joint Function in the theatre of operations.*

b. Coordinating Instructions.

- (1) Operational Level CCIR.
- (2) Crisis Response Measures.
- (3) Rules of Engagement and the Use of Force.
- (4) Targeting.
- (5) Force Protection.
- (6) Military Police and Stability Policing.
- (7) StratCom and Information Strategy.
- (8) Public Affairs.
- (9) **Civil-Military Cooperation.** *Adapt the Strategic Planning Directive paragraph 'Civil-Military Cooperation' for the operational level, and phrase the CIMIC concept; including the HN's governments.*
- (10) **Inter-Agency Coordination.** *Adapt the Strategic Planning Directive paragraph 'Inter-Agency Coordination' for the operational level.*
- (11) **Partner Involvement.** *To be coordinated with the J9 MILPART planner, if not part of the JOPG.*
- (12) **Cross Cutting Topics (CTTs).** *Consider implementation of CCTs in the scope of civil-military cooperation, as most CCTs will typically have their own Annex to the CONOPS/OPLAN.*
- (13) Environmental Protection.
- (14) Operations Assessment.
- (15) Lessons Learned.
- (16) Exit Criteria.
- (17) Critical Timings.

5. Service Support.

- a. Logistic Support Concept.
- b. Logistic Standards and Requirements.

- c. Movement Concept.
- d. Host Nation Support Concept.
- e. Supply and Maintenance Concept.
- f. Contractor Support Concept.
- g. Military Engineering Concept.
- h. Medical Support Concept.
- i. Finance.
- j. Manpower.

6. Command and Signal.

- a. Command and Control.
 - (1) **Command Structure.** *The C2 structure of an operation with regard to CIMIC is reflected in the main body of the OPLAN (paragraph 6 Command and Signal), the Annex B Task Organisation and Command relationships, and more specifically in 'Annex W CIMIC', 'Appendix W-2 CIMIC structure'. CIMIC C2 and CIMIC assets should be properly reflected if relevant in this paragraph.*
 - (2) Command Authority.
 - (a) Transfer of Forces.
 - (b) Delegation of Command Authority.
- b. TOO and JOA.
- c. Liaison and Coordination. (COM KLE). *CIMIC contribution if relevant.*
- d. Communications and Information Concept.
- e. **Reporting.** *Linked to 'Appendix Q-6 Format Message Traffic' of 'Annex Q Communications and Information Systems'. This Annex reflects the general CIMIC contribution to Reports and Returns, and is further continued in detail in 'Appendix 4 CIMIC Reports and Returns' of Annex W. See Ref K for CIMIC messages.*

3. ANNEX W CIVIL-MILITARY COOPERATION

When the detail of CIMIC activities justifies an Annex W, the following format offers a non-prescriptive guideline.

The numbering used in the following paragraphs is the numbering used in an Annex W, consistent with the numbering and format of the whole CONOPS/OPLAN, and is not to be confused with the paragraphing of this document.

1. Situation. *The situation will include the essential information that CIMIC staffs and subordinate commands need to know with regard to CIMIC function and CIMIC staff function. It also extracts the Commander's planning elements and tasks that lead to the CIMIC Concept.*

- a. **General.** *While incorporating information from other annexes, the General Situation should reflect all civil aspects applicable, or potentially applicable to the force. Further details can be left to App 1.*
- b. **Assumptions.** *In coordination with the assumptions stated on the main body. They cover issues that commanders and their staffs have no control over and are used in place of unknown facts, but without which planning cannot proceed. Assumptions will apply throughout the development of the plan until verified as a fact or discarded. They must have the characteristics listed below and must be continually reassessed for validity. They must be:*

- *Logical.*
- *Realistic.*
- *Of such importance that planning cannot continue without them.*
- *Continuously reassessed.*
- *Consistent with superior commanders' assumptions.*

c. **Military contribution to an End-State.** *If the End-State requires a dedicated civil-military contribution, it will be implemented in the COM's overall objectives, and this paragraph will be a recollection of it.*

d. **CIMIC Objectives.** *CIMIC Objectives are identified to enable the achievement of the End-State, and are extracted from the main bodies or Annex A main list of objectives, for specific CIMIC purposes. Any CIMIC activity, or set of activities, is developed to achieve a specific CIMIC objective.*

e. **Restraints and Constraints.** *Restraints identify those activities that must not be undertaken. Constraints identify those activities that must be done. Any Restraint or Constraint impacting upon potential CIMIC activities should be identified.*

f. **Assigned Tasks.** *Assigned Tasks will have been detailed in the Initiating Directive from the superior commander.*

g. **Implied Tasks.** *Implied Tasks are not specifically assigned but must be performed to accomplish the mission. They are determined through application of the preceding analysis process, thus making them more specific and consistent with the overall operation.*

1. **CIMIC Concept.** *The CIMIC Concept provides a cohesive basis for the unification and synchronisation of all CIMIC activities in the force, at all levels and JOA-wide. It supports the overall mission accomplishment. Should not be so prescriptive as to impede effective reaction to what is likely to be a dynamic situation and should avoid mentioning specific tasks.*

a. **Lines of CIMIC Activity.** *Titles and description of the Lines of CIMIC activity for the operation.*

Further considerations regarding the selection of Lines of CIMIC activity can be found in Ref. K.

2. **Execution**

a. **Phasing.** *The phases of the CIMIC concept of an operation will usually follow those of the OPLAN's main body. For guideline purposes, the stages for a CIMIC concept have been designated as generic tasks that might include:*

1. *Pre-operational. Planning, Advice, Training, and Education*
2. *Operational.*
3. *Transitional.*
4. *Operational: Communication, Co-ordination, Information, Agreements,*

Assessments, and Operations.

5. *Transitional: Transfer Operations, Terminate Operations, and Ensure a smooth Transition.*

As CIMIC activities must be synchronized with the respective phases of the operation, many of the generic tasks listed above will appear in more than one phase.

Each CIMIC task must have its own Line of Activity or contribute towards one of them. This identifies why a task is to be carried out, the resources involved, how those resources are to be applied, quantifiable milestones towards completion of the task and, when appropriate, arrangements for transfer of responsibility of the task.

For each phase, Lines of Activity, comprising one or more tasks and having been grouped by function, should be in turn grouped under the following headings:

- (a) *Liaison.*
- (b) *Support to the Force.*
- (c) *Support to Civil Actors and their environment.*

- b. **Responsibilities.** *Description of the CIMIC-specific tasks to subordinate commands conducting CIMIC function and CIMIC staff function, as a continuation of the general tasks expressed for them in the main body.*

- 1 JTF HQ J9 CIMIC.
- 2 LCC.
- 3 MCC.
- 4 ACC/JFAC.
- 5 CIMIC Theatre Element.
- 6 JLSCG.
- 7 Other.

- c. **Coordinating instructions.** *Coordinating instructions not specified in the main body, or affecting only subordinate commands performing CIMIC function.*

3. **APPENDICES TO ANNEX W**

ANNEX W typically contains the following annexes (the list is not exhaustive, and may need additions pending on the operation):

- a. Appendix 1: Civil Assessment.
- b. Appendix 2: CIMIC C2 Structure.
- c. Appendix 3: Key Civil Organizations.
- d. Appendix 4: CIMIC Sites of Significance.
- e. Appendix 5: CIMIC Reports and Returns (R2).

For further guidance on the appendices, consult Ref. K.

CIMIC EDUCATION AND TRAINING REQUIREMENTS

1. In accordance with MCM-0141-2015, NATO CIMIC and CMI Strategic Training Plan and the BI-SC 075-002 Education and Training Directive the NATO CIMIC Education landscape is designed to prepare the CIMIC staff to contribute actively and efficiently. NATO CIMIC education complements national CIMIC education and training and provides the specific competencies for the position. These requirements are formalised in the job descriptions of the respective positions. As a minimum, the following courses are mandatory for all NATO CIMIC Staff members: NATO Staff Officer / NCO Orientation Course and NATO CIMIC Staff Worker Course. For CIMIC Staff at the Operational and Strategic Level, the participation in the NATO CIMIC Higher Command Course is mandatory.
2. For J9 Staff that are part of the outreach capability of the HQ, it is mandatory to participate in the NATO CIMIC Liaison Course. For CIMIC Planners, the participation in the NATO Operational Planning Course helps them contribute to the planning efforts of the HQ. For CIMIC Planners at the Strategic Level, the Strategic Operational Planning Course should be conducted.
3. This education will be supplemented by 'on-the-job' training within the CIMIC Staff. A dedicated training package should be held by the J9 Chain of Command for all staff members to develop individual competencies of the job. Special emphasis should be put on training for the collaboration tool TOPFAS. The collective training must be designed to practice the collaboration of the staff. Over time, the complexity of the problems the staff has to manage must be increased; however, interim assessments of the training and trainees have to be conducted to identify gaps in the personal skills. The training should culminate in exercises, where the staff must perform all/ selected activities under realistic circumstances.
4. On behalf of DCOS PD, ACOS J9 is the Requirement Authority for CIMIC and CMI and a Training Requirement Analysis (TRA) is developed in accordance with the Bi-SC Directive 75-002. SHAPE J9 with support from CCOE lead on the yearly review to ensure all training Objectives and education levels have been met. The TRA is followed by a Training Need Analysis executed by CCOE.
5. The training audience should be enabled to participate according to its regular functions and not be part of the exercise control or evaluation that external staff should conduct. This education and training can only be successful if all involved entities fulfil their respective roles:
 - a. The individual must be willing to learn.
 - b. The nations must provide the education in time.
 - c. The NATO Training Institutes must provide training according the requirements.

- d. Supervisors will generate plans/opportunities to track progress of individuals.
- e. The HQs must provide collective training opportunities on a regular basis. Only with a coordinated effort will it be manageable to provide well trained staff that is able to comprehensively find solutions for contemporary problems.