

Training and Evaluation Outline Report

Status: Approved

21 Apr 2023

Effective Date: 30 May 2025

Task Number: 71-JNT-5770

Task Title: Conduct Support to Civil Administration Operations

Distribution Restriction: Approved for public release; distribution is unlimited.

Destruction Notice: None

Foreign Disclosure: FD1 - This training product has been reviewed by the training developers in coordination with the Fort Leavenworth, KS, foreign disclosure officer. This training product can be used to instruct international military students from all approved countries without restrictions.

Supporting Reference(s):

Step Number	Reference ID	Reference Name	Required	Primary	Source Information
	(DO NOT USE SUPERSEDED) JP 3-07	Stability Operations	Yes	No	
	(DO NOT USE, CANCELLED) JP 3-07.2	Antiterrorism	Yes	No	
	(DO NOT USE, SUPERSEDED) JP 3-07.3	Peace Operations	Yes	No	
	(DO NOT USE, SUPERSEDED) JP 3-57	Civil-Military Operations	Yes	Yes	
	DISCS, Edition 38	The Management of Security Cooperation (Green Book)	Yes	No	
	DoD Directive 3025.18	Defense Support of Civil Authorities	Yes	No	
	JP 3-08	Interorganizational Cooperation (Validated 18 OCT 2017)	Yes	No	
	JP 3-20	Security Cooperation	Yes	No	
	UNIT SOP	Unit / Unit's Standard Operating Procedure SOP	Yes	No	

Conditions: The joint task force (JTF) [see Note 2 below] receives a prepare-to-deploy order (PTDO) or other order from higher headquarters that establishes it as a JTF headquarters (JTF HQ) that will conduct support to civil administration operations, or the joint force commander (JFC) determines the JTF must conduct support to civil administration operations as part of a larger operation. Hybrid threat(s) contest the joint forces objectives throughout the physical domains (land, maritime, air, and space), the information environment (IE) [which includes cyberspace], and the electromagnetic operational environment (EMOE). All eight operational variables of PMESII-PT are present and dynamic. The order from higher headquarters includes all applicable overlays and or graphics, area of operation (AO) boundaries, control measures and criteria for subsequent tactical actions. All necessary personnel from the JTF's approved joint manning document (JMD) and equipment from the approved joint mission essential equipment list (JMEEL) are available. The command has communications with subordinate units, adjacent units, and higher headquarters. The commander has organized the four components of the command and control (C2) system to support decision making, facilitate communication, and conduct operations.

Note 1: The conditions statement for this task reflects the training conditions required for the evaluated unit to receive a trained (T) rating. However, a unit can only receive a T rating if the task is executed under these conditions during an external evaluation.

Note 2: While this task uses "joint task force," it is intended for use by Army general officer-commanded headquarters designated to perform a number of roles, including combined joint task force (CJTF), multinational force (MNF), joint force land component command (JFLCC), combined joint force land component command (CJFLCC), combined task force (CTF), or similar missions involving joint and/or MNFs under the operational or tactical control of the command.

Note 3: References necessary for the JTF to conduct operations could include the following, based on the specific joint role the commander is fulfilling:

Combatant command (CCMD) campaign plan.
Department of State (DOS) country plans.
Host nation (HN) internal defense and development (IDAD) plans.
Country team plans for supporting the IDAD.
Guidance for the employment of force (GEF).
Theater strategy.
CCMD theater campaign plan.
CCMD theater security cooperation plan.

Combatant command policies, procedures, and orders.

Standing rules for the use of force (SRUF).

Rules of engagement (ROE) for this operation.

The combatant command component campaign support plans (e.g., the theater army campaign support plan).

Note 4: Conduct the task using Secret//Releasable (S//REL) classified mission partner network (MPN) to enable command and control, decision making, and shared understanding with mission partners (collaboration and the display and sharing of relevant information), which realistically portrays a mission partner environment (MPE). The Army will likely conduct operations on an MPN, within an MPE in a combined theater. Produce orders and other staff products on the MPN using secret internet protocol router (SIPR) NOFORN (not releasable to foreign nationals) by exception only.

Note 5: The JTF may execute some iterations of this task with a multinational component to the force. Exercise planners should coordinate for a multinational partner to participate in the exercise as a component of the multinational task force or should resource training support to role play and replicate a multinational force in simulation. When the unit is executing this task in a scenario without a multinational component, evaluators should rate steps in this task that only apply to multinational operations scenarios as N/A.

Environment: Some iterations of this task should be performed with degraded C2 networks, degraded conditions in the electromagnetic spectrum, and/or with a degraded, denied, and disrupted space operations environment (D3SOE). This task should not be trained in MOPP 4.

Standards: The joint force conducts support to civil administration operations by assisting the governing body or civil structure of a foreign country in order to support the US instruments of national power abroad through executing tasks affiliated with cooperative security, security cooperation, and foreign internal defense as a function of stability activities. Conduct support to civil administration operations is accomplished in accordance with (IAW) JP 3-57, the Army Ethic, established timelines, the commander's intent, orders from higher headquarters, and standard operating procedures (SOP).

The Objective Task Evaluation Criteria Matrix (below) is the Army's standard evaluation criteria used by commanders to objectively assess their unit's collective task training conducted during collective training events. Task assessment is determined by the environment, percentages of leaders and Soldiers present at training, task performance, and external task evaluation. For example, in order to receive a fully trained (T) rating, a unit must perform this task incorporating the identified training environment; with 75% of unit leaders and 80% of Soldiers present for training; attaining 80% on performance measures, 100% on critical performance measures, and 85% on leader performance measures; and with an external evaluation. Failure to meet any one of these criteria will result in a lower than (T).

Note: Leader is defined as the joint force commander (JFC), deputy commander(s), chief of staff (COS), command senior enlisted leader (CSEL), J-1, J-2, J-3, J-4, J-5, J-6, J-9, chief of fires, chief of protection, information operations officer, civil affairs officer, staff judge advocate (SJA), political advisor, foreign disclosure officer (FDO), information management officer (IMO), engineer, command teams of subordinate commands, and other leaders on the joint manning document (JMD) that the JFC deems essential to conduct support to civil administration operations.

Live Fire: No

Objective Task Evaluation Criteria Matrix:

Plan and Prepare			Execute						Evaluate		
Operational Environment			Training Environment (LV/C)	% Leaders present at training/authorized	% Present at training/authorized	External evaluation	Performance measures	Critical performance measures	Leader performance measures	Evaluator's observed task proficiency rating	Commander's assessment
BDE & Above											
Dynamic and Complex (All OE Variables and Hybrid Threat)	Night		Live / Constructive	>=75%	>=80%	Yes	>=80% GO	All	>=85% GO	T	T
Dynamic and Complex (All OE Variables and Single Threat)	Day			60-74%	60-79%	No	65-79% GO	<All	75-84% GO	P	P
Dynamic and Complex (<All OE Variables and Single Threat)				<=59%	<=59%		<65% GO		<=74% GO	U	U

Remarks: For questions, concerns, or comments, please contact: usarmy.leavenworth.tradoc.list.mission-command-coe-dot-ted@army.mil

Notes: None

Safety Risk: Low

Task Statements

Cue: The JTF receives a PTDO or other order from higher headquarters that establishes it as a JTF HQ that will conduct support to civil administration operations.

DANGER

Leaders have an inherent responsibility to conduct risk management to ensure the safety of all Service Members and promote mission accomplishment.

WARNING

Risk management is the primary decision-making process to identify hazards, reduce risk, and prevent both accidental and tactical loss. All Service Members have the responsibility to learn and understand the risks associated with this task.

CAUTION

Identifying hazards and controlling risks across the full spectrum of functions, operations, and activities is the responsibility of all Service Members.

Performance Steps and Measures

NOTE: Assess task proficiency using the task evaluation criteria matrix.

NOTE: Asterisks (*) indicate leader steps; plus signs (+) indicate critical steps.

STEP/MEASURE	GO	NO-GO	N/A
Plan			
+* 1. The joint force commander (JFC) fulfills command responsibilities for conducting support to civil administration (SCA).			
* a. Provides commander's guidance and intent to the staff regarding SCA.			
Note: SCA guidance should include higher headquarters objectives and end states synchronized with United States government (USG) policy and guidance.			
* b. Directs the staff to begin planning through the six functional areas that are critical to support to civil administration:			
• Rule of law.			
• Economic stability.			
• Infrastructure.			
• Governance.			
• Public education and information.			
• Public health and welfare.			
* c. Establishes formal coordinating mechanisms to facilitate effective SCA by creating a civil-military operations (CMO) directorate, typically found as part of the J-9 of a joint staff.			
Note: If the coordinating requirements surpass the CMO directorate's capability to facilitate CMO at all echelons, the JFC may establish a CMO center (CMOC) or a joint civil-military operations task force (JCMOTF).			
d. The JFC synchronizes capabilities of the joint force and coordinates with the other instruments of national power to achieve the national strategic objectives of the mission.			
* e. The JFC avoids military activities likely to increase tensions in the occupied territory and conduct those likely to facilitate and accelerate a return to a civil administration.			
+ 2. The staff, led by the chief of staff (COS), plans on conducting SCA as part of the joint planning process (JPP).			
a. Conducts mission analysis, with a focus on:			
• Analyzing the higher HQ order, guidance, and intent to identify requirements.			
• Identifying the legal authorities of the military commander under international law.			
• Identifying security cooperation activities.			
• Identifying the presence of hostile or enemy forces.			
• Identifying the relationship that previously existed between the US and host nation governments.			
• Reviewing area studies, area assessments, intelligence estimates, joint intelligence preparation of the operational environment (JIPOE), and current reports in order to identify information concerning the status of civil administration in the operational environment (OE).			
• Identifying civil information requirements (IR) not answered by the current estimate, but necessary for planning support to include specified, implied, and essential tasks related to support for civil administration.			
• Defining the root causes of civil instability.			
+ b. Develops courses of action (COAs):			
• Tailored to the situation based on US law, HN law, international law (including the law of war), international treaties, agreements, and memoranda of understanding.			
• Maintaining an orderly government in the occupied territory.			
• Focused on the creation of a legitimate and effective civilian government.			
c. The J-9 develops SCA staff estimates and recommends JTF interorganizational cooperation.			
d. The J-3, supported by the J-9, publishes Annex G (Civil-Military Operations), and Annex V (Interagency Coordination) which describes SCA and larger CMO in the plan or operation order (OPORD).			
3. The staff, to include SCA planners, and the CMO center/directorate plans SCA across the conflict continuum ranging from peacetime to war and across the range of military operations.			

The diagram illustrates the relationship between the Conflict Continuum and the Range of Military Operations. The Conflict Continuum is a horizontal axis ranging from Peace to War. The Range of Military Operations is a vertical axis. A large rounded rectangle is positioned in the center, containing three levels of operations: Large-Scale Combat Operations at the top, Crisis Response and Limited Contingency Operations in the middle, and Military Engagement, Security Cooperation, and Deterrence at the bottom. The rectangle's color transitions from green on the left to red on the right.

JP 3-57, Figure I-1

Notional Operations Across the Conflict Continuum

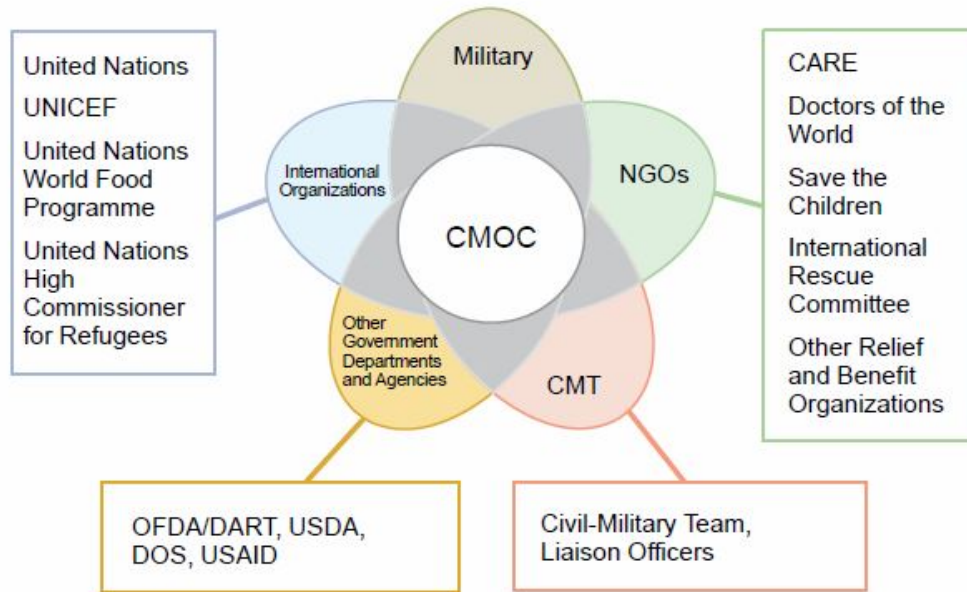
5. SCA planners, led by the J-9, incorporate relevant messages and themes through the commander's communication synchronization (CCS) process while SCA enablers and other forces disseminate these messages and themes to local leaders and the HN population.

+ 6. The COS, supported by the staff, develops a list of prioritized tasks for SCA, authorized by higher HQ guidance and complying with international legal requirements.

- a. Preparing for support to governance, as required, to include:
 - Governmental institutions.
 - Executive, legislative, and judicial bodies.
 - Civil participation in governance as required.
 - Environmental management and protection of natural resources.
 - Restoring public safety (emergency services) functions.
 - b. Preparing for support to rule of law, as required, to include:
 - Establishing civil security with a focus on civil affairs operations (CAO).
 - Establishing civil control with a focus on CAO.
 - Protecting persons, property, and human rights.
 - Ensuring police departments and correctional systems are complying with cultural, ethnic, and international human rights standards.
 - c. Preparing for support to the public health and welfare, as required, to include.
 - Public health services.
 - Unemployment mitigation.
 - HN social welfare programs including:
 - o Retirement benefits.
 - o Disabled citizens benefits.
 - o Unemployment benefits.
 - d. Preparing for transitioning authority to the HN / foreign government.
7. The CMO directorate prepares to conduct SCA:
- a. Serves as staff SCA proponent for the organization.
 - b. Integrates attached civil affairs as required.
 - c. Provides liaison as needed to interagency partners, non-government organizations (NGOs), international organizations, and other joint task forces (JTFs).
 - d. Provides staff oversight and direction to the CMOC, if established by the JFC.
 - e. Coordinates with the comptroller and staff judge advocate (SJA) to obtain advice on proposed expenditures of allocated funds dedicated to SCA.
 - f. Supports transition operations (terminated, transferred to follow-on forces, or transitioned to US departments and agencies, IPI, or international organizations) as required.
 - g. Provides expertise and support to the joint interagency coordination group (JIACG) or joint interagency task force if either is part of the joint staff.
 - h. Organize a civil information management (CIM) coordination capability to manage execution of the joint-CIM process in the supported commanders' operation area (OA).
8. The CMOC (if established), prepares to conduct SCA.

[illegible]

Notional Civil-Military Operations Center



Legend

CARE	Cooperative for Assistance and Relief Everywhere	OFDA	Office of United States Foreign Disaster Assistance
CMOC	civil-military operations center	UNICEF	United Nations Children's Fund
CMT	civil-military team	USAID	United States Agency for International Development
DART	disaster assistance response team	USDA	United States Department of Agriculture
DOS	Department of State		
NGO	nongovernmental organization		

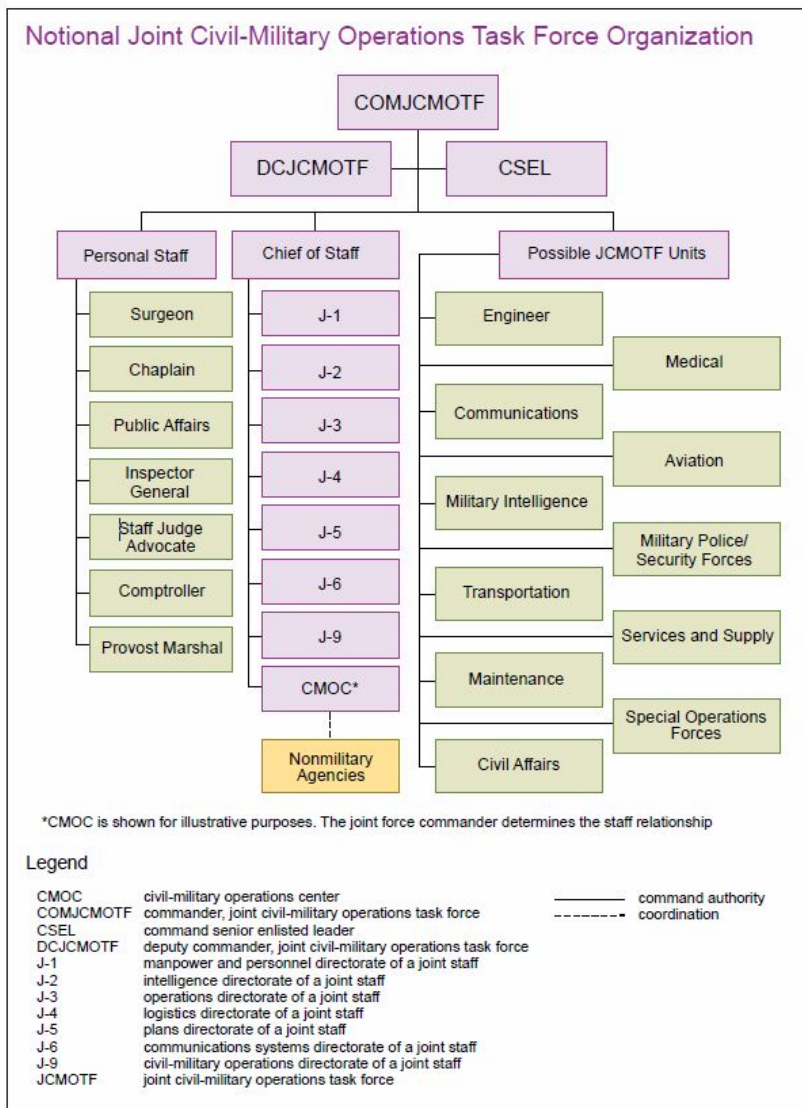
Notional Civil-Military Operations Center
JP 3-57 Figure II- 2

- Executes JFC's SCA guidance.
- Leads JFC's CIM.
- Provides liaison with other departments, agencies, and organizations.
- Provides a forum for organizations that want to discuss SCA issues and raise concerns, yet maintain their neutrality.

Note: Many of these organizations consider the CMOC as a venue for stakeholder discussions but not a stakeholder decision-making forum.

- Receives, validates, and coordinates requests for support from NGOs, international organizations, and the private sector. The CMOC then forwards these requests to the joint force for action.

- The JCMOTF (if established), prepares to conduct SCA.



Notional Joint Civil-Military Operations Task Force Organization
JP 3-57, Figure II- 5

- a. Advises the JFC on policy; funding; multinational, foreign, or host nation sensitivities; and their effect on theater strategy and/or campaign and operational missions.
- b. Provides command and control or direction of military host nation advisory, assessment, planning, and other assistance activities by joint US forces.
- c. Assists in establishing US or multinational and military-to-civil links for greater efficiency of cooperative assistance arrangements.
- d. Performs essential coordination or liaison with host nation agencies, country team, United Nations (UN) agencies, and deployed US multinational, host-nation military forces, and supporting logistic organizations.
- e. Assists in the planning and conduct of civil information programs to publicize positive results and objectives of military assistance projects, to build civil acceptance and support of US operations, and to promote indigenous capabilities contributing to recovery and economic-social development.
- f. Plans and conducts joint and combined civil-military operations training exercises.
- g. Advises and assists in strengthening or stabilizing civil infrastructures and services and otherwise facilitating transition to peacekeeping or consolidation operations and associated hand-off to other government agencies, international organizations, or host nation responsibility.
- h. Assesses or identifies host-nation support or relief capabilities and funding requirements to the CJTF for transmission to supporting commanders, Services, or other responsible United States Government departments or agencies.

Execute

10. The JTF, led by the JFC, executes SCA based on the host nations government's requirements, situation, US law, HN law, international law (including the law of war), international treaties, agreements, and memoranda of understanding.

--	--	--

- + 11. The J-3, supported by the J-staff, synchronizes activities by:
 - Submitting requests for additional policy direction.
 - Providing operational capabilities in support of:
 - Security cooperation activities.
 - Stability efforts of interagency partners.
 - Diplomacy efforts of interagency partners.
 - Establishing legal and administrative agreements with interagency partners required before executing operations.
 - Establishing requirements for resources, people, and authorities to improve interagency effectiveness.
 - Resolving interoperability issues.
 - Determining:
 - Desired end states.
 - Procedures for transitioning between phases.
 - Termination criteria.

--	--	--

Assess

- +* 12. The JFC and staff assess operations to determine progress and adjusts operations by executing assessment activities.

Note: There is no single way to conduct an assessment. Every mission and operational environment (OE) has its own challenges, and every commander assimilates information differently, making every assessment plan unique. The following steps can help develop an assessment plan.

- * a. Monitor indicators to observe conditions relevant to the current operation.
- * b. Evaluate indicators to judge progress toward desired conditions.
- c. Staff and subordinate commanders identify variances and recommend corrective actions specific to assigned tasks.
- * 13. The JFC and staff adapt the 6-step assessment process to the current operation to answer six general questions:
 - How has the OE changed?
 - Where are we?
 - Why do we think the change happened?
 - Is the current plan still suitable to achieve the objectives?
 - Do changes in the OE impose additional risk or provide additional opportunities?
 - What do we need to do?
- a. Step 1: Develop the assessment approach during planning by identifying specific information needed to monitor and analyze conditions associated with attaining the operation's end state, achieving objectives, and accomplishing tasks.
- b. Step 2: Develop the assessment plan to monitor and collect necessary information and intelligence to inform decision making.
- c. Step 3: Collect relevant information through routine procedures and reporting, such as maintaining running estimates, through directed information collection, and through recognition of exceptional information.
- d. Step 4: Analyze information and intelligence to identify positive or negative movement toward achieving objectives or attaining end state conditions, identify the causes for the changes, and to generate recommendations.
- e. Step 5: Communicate feedback and recommendations to the commander.
- * f. Step 6: The JFC directs changes to operations according to visualization and recommendations to improve operations or take advantage of opportunities.
- 14. The staff, led by the COS, implements changes directed by the JFC by issuing orders and coordinating with all unified action partners (UAPs).

Note: When time permits following the operation, the JFC leads an after action review (AAR) to learn from the experience and improve future operations. Unit SOP should be updated as applicable.

Task Performance Summary Block										
Training Unit			ITERATION							
			1		2		3		4	
Date of Training per Iteration:										
Day or Night Training:			Day / Night		Day / Night		Day / Night		Day / Night	
			#	%	#	%	#	%	#	%
Total Leaders Authorized		% Leaders Present								
Total Soldiers Authorized		% Soldiers Present								
Total Number of Performance Measures		% Performance Measures 'GO'								
Total Number of Critical Performance Measures		% Critical Performance Measures 'GO'								
Live Fire, Total Number of Critical Performance Measures		% Critical Performance Measures 'GO'								
Total Number of Leader Performance Measures		% Leader Performance Measures 'GO'								
MOPP LEVEL										
Evaluated Rating per Iteration T, P, U										

Mission(s) supported: None

MOPP 4: Never

MOPP 4 Statement: None

NVG: Never

NVG Statement: None

Prerequisite Collective Task(s):

Step Number	Task Number	Title	Proponent	Status
	71-JNT-5100	Conduct Joint Operations Processes	71 - Mission Command (Collective)	Approved

Supporting Collective Task(s):

Step Number	Task Number	Title	Proponent	Status
1.	71-JNT-5440	Control Joint Operations	71 - Mission Command (Collective)	Approved
2.	71-JNT-5102	Conduct Joint Planning Process	71 - Mission Command (Collective)	Approved
12.	71-JNT-5129	Assess the Operational Situation	71 - Mission Command (Collective)	Approved
12.	71-JNT-5314	Conduct an Operation Assessment	71 - Mission Command (Collective)	Approved

OPFOR Task(s): None

Supporting Individual Task(s):

Step Number	Task Number	Title	Proponent	Status
	150-LDR-5004	Communicate the Commander's Intent	150 - Mission Command (Individual)	Approved
	150-LDR-5009	Issue Commander's Guidance	150 - Mission Command (Individual)	Approved
	150-LDR-5013	Organize the Staff for Operations	150 - Mission Command (Individual)	Approved
	150-LDR-5321	Establish Planning Guidance	150 - Mission Command (Individual)	Approved

Supporting Drill(s): None

Supported AUTL/UJTL Task(s):

Task ID	Title
OP 5.7.7	Conduct Civil Administration

TADSS

TADSS ID	Title	Product Type	Quantity
71-20	Common Hardware Platform (CHP)	DVC	1
20-101	Joint Land Component Constructive Training Capability - Multi-Resolution Federation - Standard Configuration	DVC	1

Equipment (LIN)

LIN	Nomenclature	Qty
No equipment specified		

Materiel Items (NSN)

NSN	LIN	Title	Qty
No materiel items specified			

Environment: Environmental protection is not just the law but the right thing to do. It is a continual process and starts with deliberate planning. Always be alert to ways to protect our environment during training and missions. In doing so, you will contribute to the sustainment of our training resources while protecting people and the environment from harmful effects. Refer to the current Environmental Considerations manual and the current GTA Environmental-related Risk Assessment card. Refer to GTA05-08-002 ENVIRONMENTAL-RELATED RISK ASSESSMENT.

Safety: In a training environment, leaders must perform a risk assessment in accordance with current Risk Management Doctrine. Leaders will complete the current Deliberate Risk Assessment Worksheet in accordance with the TRADOC Safety Officer during the planning and completion of each task and sub-task by assessing mission, enemy, terrain and weather, troops and support available-time available and civil considerations, (METT-TC). Note: During MOPP training, leaders must ensure personnel are monitored for potential heat injury. Local policies and procedures must be followed during times of increased heat category in order to avoid heat related injury. Consider the MOPP work/rest cycles and water replacement guidelines IAW current CBRN doctrine. Refer to GTA05-08-012 INDIVIDUAL SAFETY CARD.