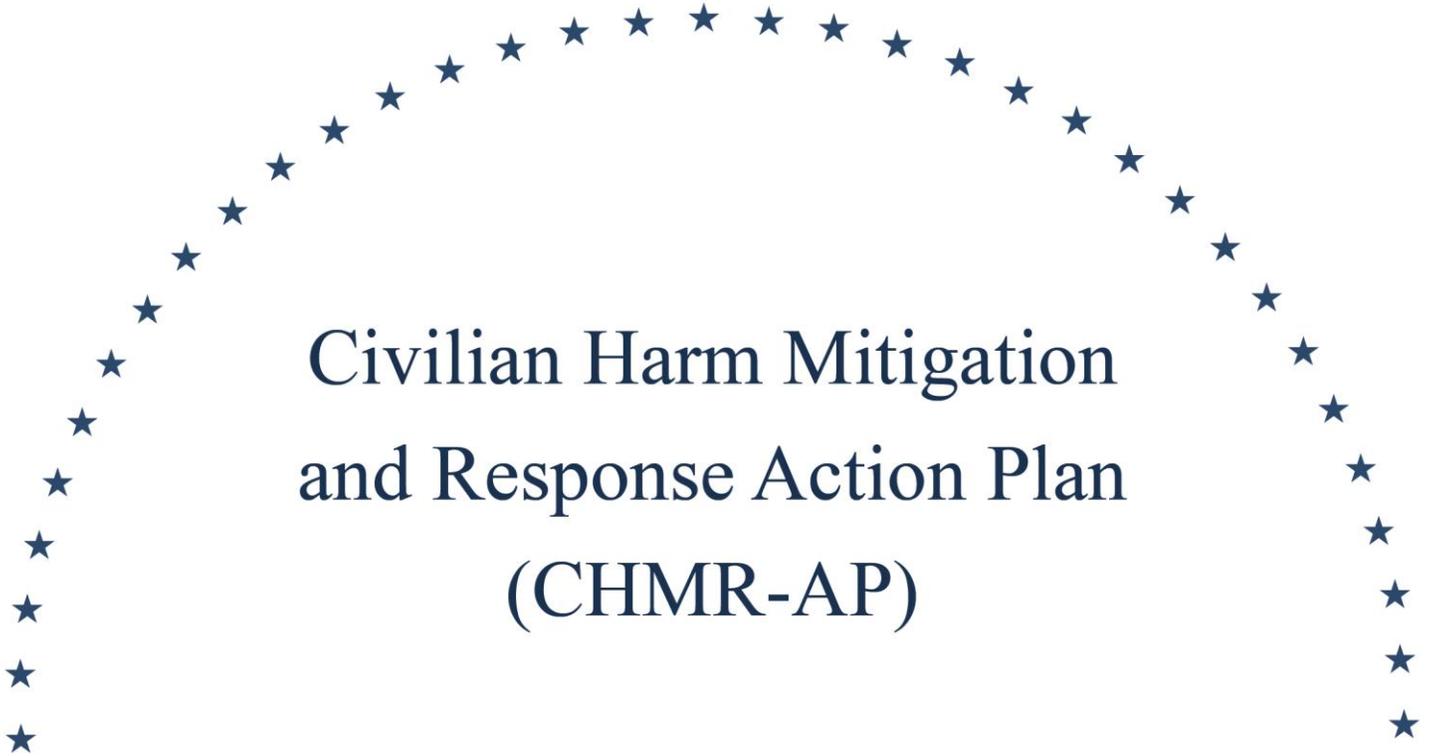




U.S. Department of Defense

A decorative arch of small blue stars framing the central text.

Civilian Harm Mitigation  
and Response Action Plan  
(CHMR-AP)

*August 25, 2022*

*This page left intentionally blank*



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

August 25, 2022

MEMORANDUM FOR SENIOR PENTAGON LEADERSHIP  
COMMANDERS OF THE COMBATANT COMMANDS  
DEFENSE AGENCY AND DOD FIELD ACTIVITY DIRECTORS

SUBJECT: Civilian Harm Mitigation and Response Action Plan

The protection of civilians is a strategic priority as well as a moral imperative. Our efforts to mitigate and respond to civilian harm directly reflect our values and also directly contribute to achieving mission success. The excellence and professionalism in operations essential to preventing, mitigating, and responding to civilian harm is also what makes us the world's most effective military force. It is therefore critical that we continue to improve our efforts to mitigate the harm that armed conflict visits upon civilians. We will ensure that we are well prepared to prevent, mitigate, and respond to civilian harm in current and future conflicts, including by integrating civilian protection into our mission objectives from the start; prioritizing the protection and restoration of the civilian environment as much as the situation allows; ensuring that operational commanders are well supported with institutional resources, tools, and capabilities that contribute to the protection of civilians; aligning our information collection priorities to best achieve mission success, including the discriminate use of force; assessing and learning relevant lessons from our operations; and appropriately responding to civilians harmed as a result of our operations.

On January 27, 2022, I issued a memorandum directing the development of a Civilian Harm Mitigation and Response Action Plan (CHMR-AP) to outline the steps the Department will take and the necessary resources to improve how the Department mitigates and responds to civilian harm. Accordingly, the Under Secretary of Defense for Policy convened a team of subject matter experts from across the Department to draft the action plan based on recommendations from recently-completed studies of civilian harm sponsored by DoD, recent DoD Office of the Inspector General evaluations, and independent reviews of civilian casualty incidents. Throughout the development of the CHMR-AP, the team consulted with relevant offices throughout DoD, other relevant U.S. Government departments and agencies, representatives of various civil society groups, and a range of other experts, and the resulting plan has undergone extensive review at the highest levels of DoD.

The CHMR-AP clearly identifies how DoD will systematically improve our approach to civilian harm mitigation and response. We will integrate CHMR considerations throughout our decision-making in a manner that informs how we plan and conduct operations. Importantly, this plan is scalable and relevant to both counterterrorism operations and large-scale conflicts against peer adversaries.

The action plan, which I approve through this memorandum, will provide for DoD to accomplish the following:

- Establish a CHMR Steering Committee for the purpose of providing executive-level direction, guidance, and oversight of DoD CHMR, including by driving effective implementation of the CHMR-AP and the forthcoming DoD Instruction on CHMR across the DoD.
- Establish a Civilian Protection Center of Excellence to expedite and institutionalize the advancement of knowledge, practices, and tools for preventing, mitigating, and responding to civilian harm.
- Incorporate guidance for addressing civilian harm across the full spectrum of operations into strategy, doctrine, plans, professional military education, training, and exercises, so that DoD is more effectively prepared to mitigate and respond to civilian harm, and to achieve strategic success in any operating environment.
- Improve knowledge of the civilian environment and civilian harm mitigation capabilities and processes throughout the joint targeting process so that DoD is more effectively prepared to mitigate and respond to civilian harm in any future crisis or conflict.
- Incorporate deliberate and systemic measures to mitigate the risks of target misidentification. This includes addressing cognitive biases, such as confirmation bias.
- Develop standardized civilian harm operational reporting and data management processes to improve how DoD collects, shares, and learns from data related to civilian harm, including from data integrated across disparate reviews, investigations, and events.
- Establish Department-wide procedures for assessing and investigating civilian harm resulting from operations, and expand the sources of information used in assessments and investigations.
- Review DoD guidance on responding to civilian harm, including through, but not limited to, condolences and the public acknowledgement of harm, and update guidance and implementation processes, as appropriate.
- Establish and resource civilian harm mitigation and response as a component of security cooperation programs, and, as appropriate, implement tailored conditionality to promote ally and partner efforts.
- Establish guidance, responsibilities, and processes for incorporating civilian harm mitigation and response during all phases of multinational operations and operations with non-state actors.
- Create dedicated positions for civilian harm mitigation and response efforts at OSD, Joint Staff, Combatant Commands, Military Departments, and other relevant DoD Components, including in support of policy, planning, training, capabilities, doctrine,

and operations, and ensure that Combatant Commands are postured to stand up civilian harm assessment cells for use during operations.

The actions contained in this plan are both ambitious and necessary – and I know that they will require continued leadership, guidance, and oversight during their implementation. I therefore direct Department leaders to personally focus on implementing the actions in this plan and to support the CHMR Steering Committee as it executes its responsibilities, including overseeing the plan’s implementation. I additionally have designated the Secretary of the Army as DoD’s joint proponent for CHMR.

I thank you for all that you do to protect and defend the Nation, our people, and civilian populations in areas where our forces operate. I look forward to your leadership and actions in our continued drive to prevent, mitigate, and appropriately respond to civilian harm. It is the right thing to do, and I have supreme confidence that we collectively are up to the task.

A handwritten signature in black ink, appearing to read "Stephen D. Austin". The signature is written in a cursive, slightly slanted style.

*This page left intentionally blank*

# CONTENTS

---

Introduction.....	1
CHMR-AP Objective 1.....	4
CHMR-AP Objective 2.....	6
CHMR-AP Objective 3.....	9
CHMR-AP Objective 4.....	12
CHMR-AP Objective 5.....	15
CHMR-AP Objective 6.....	17
CHMR-AP Objective 7.....	20
CHMR-AP Objective 8.....	24
CHMR-AP Objective 9.....	27
CHMR-AP Objective 10.....	30
CHMR-AP Objective 11.....	33

*This page left intentionally blank*

# INTRODUCTION

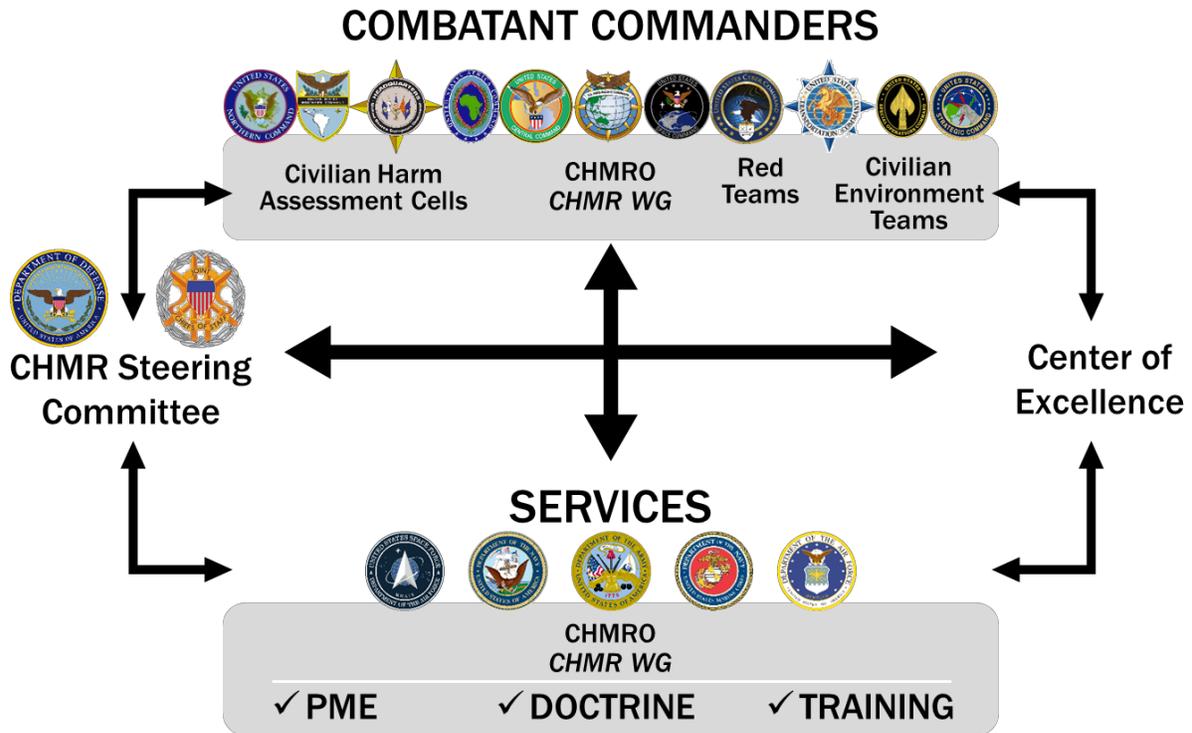
---

Protecting civilians from harm in connection with military operations is not only a moral imperative, it is also critical to achieving long-term success on the battlefield. Hard-earned tactical and operational successes may ultimately end in strategic failure if care is not taken to protect the civilian environment as much as the situation allows—including the civilian population and the personnel, organizations, resources, infrastructure, essential services, and systems on which civilian life depends.

On January 27, 2022, the Secretary of Defense issued a memorandum directing the creation of a Civilian Harm Mitigation and Response Action Plan (CHMR-AP) to improve how the Department of Defense (DoD) mitigates and responds to civilian harm resulting from military operations. This plan addresses a range of thematic categories, including executive leadership; organization and personnel; doctrine, strategy, and training; operational capabilities and processes; data management; assessments of civilian harm; acknowledgements and responses to civilian harm; and working with allies and partners. The plan incorporates and builds on previous studies of DoD policies and practices for mitigating and responding to incidents of civilian harm, as well as investigations and reviews of specific incidents.

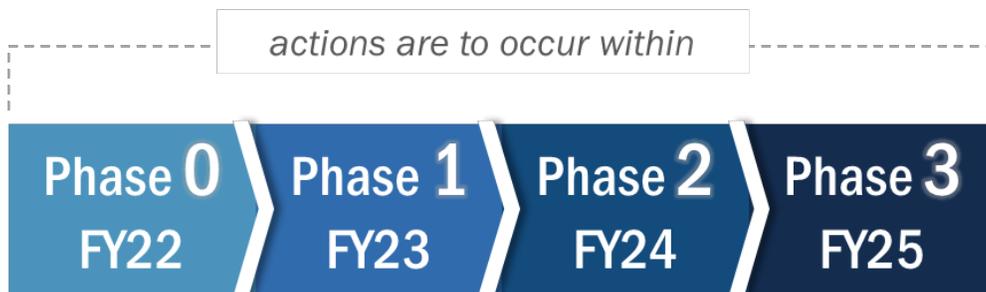
The CHMR-AP is a flexible plan that advances the ability of DoD to mitigate civilian harm and achieve strategic success across the full spectrum of conflict. The CHMR-AP's inherent scalability means the action plan is relevant to counterterrorism operations as well as high intensity conflict. It is also relevant to both kinetic and non-kinetic activity. The aims of the CHMR-AP will be accomplished by, among other things, prioritizing the protection and restoration of the civilian environment as a critical factor in the planning and conduct of military operations. In addition, the actions set forth in the CHMR-AP will facilitate continued learning throughout DoD so that DoD continues to improve its civilian harm mitigation and response (CHMR) approach. This will include learning how CHMR practices can be tailored to different types of conflicts, operations, and operational theatres. Promoting a positive culture of institutional self-examination and improvement is critical for identifying and implementing new, additional measures that will reduce the risk of civilian harm in military operations. Finally, the CHMR-AP will enhance DoD's ability to identify instances where institutional or individual accountability may be appropriate for violations of DoD CHMR policies and applicable law.

The CHMR-AP creates an institutional architecture and supporting processes to optimize the efficacy of military operations and preserve decision space for commanders while mitigating civilian harm. The Civilian Protection Center of Excellence (CP CoE) will serve as a hub and facilitator of DoD-wide analysis, learning, and training related to CHMR, and will directly support the efforts of the combatant commands and the military services. In addition, DoD will establish a range of organizational elements throughout the Department to more effectively mitigate and respond to civilian harm. For example, the creation of Civilian Environment Teams will help illuminate critical aspects of the civilian environment for military commanders; Civilian Harm Assessment Cells (CHACs) will more effectively assess civilian harm resulting from operations; red teaming will support planning and operations to avoid mistaken target identifications; and Civilian Harm Mitigation and Response Officers (CHMROs) at combatant commands and elsewhere across the joint force will convene CHMR Working Groups (CHMR WGs) to ensure CHMR activities are appropriately integrated into their commands' efforts. This mutually reinforcing framework, combined with other actions set forth in the CHMR-AP, will advance DoD's ability to mitigate and respond to civilian harm while concurrently enhancing other vital capabilities.



Moreover, continuing to improve DoD’s CHMR approach requires coordination across the entire Department and sustained senior-level emphasis and engagement. Therefore, the Secretary, through the CHMR-AP, has created the Civilian Harm Mitigation and Response Steering Committee (CHMR SC) to provide executive leadership and oversight for CHMR, including for the implementation and execution of the CHMR-AP. The CHMR SC will also work with offices within DoD tasked by the CHMR-AP with implementing changes to ensure appropriate analysis is conducted so that potential effects stemming from those changes are fully understood and considered prior to implementation.

Actions outlined in the CHMR-AP are sequenced by phases, which align with the relevant fiscal year (FY):



Certain actions set forth in the CHMR-AP can be taken immediately, while others will require additional time to implement, including some actions that are contingent on one another. It is possible that certain actions may be initiated sooner if resources become available or if circumstances otherwise permit more immediate implementation. Likewise, some actions (such as the updating of relevant policies and doctrine) may begin in one phase, but continue into other phases of implementation.

Importantly, DoD is not waiting for the complete implementation of the CHMR-AP to take steps to improve how we mitigate and review civilian harm. Senior leaders have already elevated the issue as a priority for the entire Department, and DoD components have been directed to ensure existing civilian harm policies and procedures are met in all cases and to strongly consider additional investigative steps during reviews of civilian harm incidents. The CHMR-AP, however, represents the next phase of DoD's enduring commitment to improvement. Through the execution of this action plan, under the leadership and oversight of the CHMR SC, DoD will continue to improve its approach to mitigating and responding to civilian harm, protecting U.S. national security, and confronting the complex challenges of the modern security environment.<sup>1</sup>

---

<sup>1</sup> Nothing in this plan is intended to suggest that existing DoD policies or practices are legally deficient or that the actions to be implemented pursuant to this plan are legally required, including under the law of war. The U.S. military routinely implements heightened policy standards and processes that are more protective of civilians than, and supplementary to, law of war requirements, without such standards and processes modifying or creating new legal requirements.

# CHMR-AP OBJECTIVE 1

---

*Establish a CHMR Steering Committee for the purpose of providing executive-level direction, guidance, and oversight of DoD CHMR, including by driving effective implementation of the CHMR-AP and the forthcoming DoD Instruction on CHMR across the DoD.*

**BACKGROUND:** The implementation of the CHMR-AP and continued improvement of the DoD approach to CHMR requires coordination across the entire Department and sustained senior-level emphasis and engagement. The CHMR Steering Committee (CHMR SC) will provide executive leadership and oversight during implementation and execution of the CHMR-AP. In addition, the CHMR SC will facilitate the Secretary's oversight of the effective implementation of the forthcoming DoD Instruction (DoDI) on CHMR. The CHMR SC will ensure expeditious implementation of the CHMR-AP and the forthcoming DoDI on CHMR, their alignment with the Secretary's intent, and their consistency with applicable law and policy. The CHMR SC will work with offices in DoD tasked by the CHMR-AP with implementing changes to ensure analysis is conducted so that the potential effects of such changes are fully understood and considered prior to implementation. In addition, the CHMR SC may adjust the sequencing of actions based upon the availability of resources or other relevant factors, while reporting any adjustments to the Secretary to ensure implementation remains consistent with his intent.

The co-chairs of the CHMR SC are the Under Secretary of Defense for Policy (USD(P)), the Under Secretary of Defense for Comptroller (USD(C)), and the Vice Chairman of the Joint Chiefs of Staff (VCJCS). Representatives on the CHMR SC are DoD senior leaders from the Office of the Secretary of Defense and DoD components, including the combatant commands and military departments at the General Officer (GO) / Flag Officer (FO) / Senior Executive Service (SES) level.

## Phase 0 Actions (FY22)

**Action 1.a.:** USD(P), USD(C), and the VCJCS are designated as the co-chairs of the CHMR SC, with participation on the CHMR SC by senior-level representatives of other DoD and OSD components. OUSD(P) is designated as the executive secretariat for the CHMR SC.

**Action 1.b.:** The CHMR SC meets periodically to review and support the implementation of the CHMR-AP and the forthcoming DoDI on CHMR.

**Action 1.c.:** The co-chairs approve business rules, host meetings, and provide specific guidance on expected outputs and information requirements from relevant offices in DoD, including the Joint Staff, combatant commands, military departments.

## Phases 1-3 Action (FY23-25)

**Action 1.d.:** DoD and OSD components report to the CHMR SC progress on and challenges to their implementation of the CHMR-AP and the forthcoming DoDI on CHMR. The CHMR SC receives this information and, as necessary and as required by certain actions within this plan, makes decisions and provides direction to reduce challenges, support effective coordination between DoD and OSD components, and reduce implementation latency.

## Anticipated Resource Requirements

- Immediate need for 2 full time equivalents (FTE) in OUSD(P) beginning in FY23 to support the implementation of the responsibilities associated with OUSD(P) being designated the executive secretariat for the CHMR SC. Anticipate a long-term need for 2 FTE in OUSD(P), as validated by the CHMR manpower study. See Objective 11 for the associated resourcing plan.
- Immediate need for 3 FTE in OUSD(P) beginning in FY23 to support enduring CHMR responsibilities. Anticipate a long-term need for 3 FTE in OUSD(P) to support enduring CHMR responsibilities, as validated by the CHMR manpower study. See Objective 11 for the associated resourcing plan.

## CHMR-AP OBJECTIVE 2

---

*Establish a Civilian Protection Center of Excellence to expedite and institutionalize the advancement of knowledge, practices, and tools for preventing, mitigating, and responding to civilian harm.*

**BACKGROUND:** The Civilian Protection Center of Excellence (CP CoE) will guide DoD's understanding of the capabilities and practices that support civilian harm mitigation and response. In so doing, the CP CoE will enhance the efficacy of DoD operations so that DoD is positioned to achieve strategic success in a changing and dynamic threat landscape. The CP CoE will be the hub and facilitator of Department-wide analysis, learning, and strategic approaches and will help institutionalize good practices for civilian harm mitigation and response during operations. The CP CoE will provide:

- **Direct Support to Operational Commands:** Through reach-back and deployable expertise, and working closely with CHMROs assigned to operational commands, the CP CoE will support efforts of operational commands to mitigate and respond to civilian harm in preparation for, during, and following their operations. Such potential support will include, but not be limited to, supporting the development and maintenance of command policies, guidance, standard operating procedures (SOPs), and tools; supporting the commands' operational and contingency planning; providing support to exercises; helping the commands identify capability requirements; and helping commands analyze, document, and disseminate lessons learned and best practices. Such support may also be accomplished by deployable standby personnel within each of the military departments, for example, who have been certified by the CP CoE and who could respond to requests for support.
- **Support Policy, Doctrine, and Force Development:** The CP CoE will be available to: (1) advise relevant offices throughout DoD on the development and maintenance of relevant policies, regulations, standards, and doctrine; (2) develop CHMR training for integration into professional military education (PME), including to establish professional tracks and certification for key personnel and functions; (3) integrate CHMR approaches in preparation for future conflicts as well as competition outside the context of armed conflict; and (4) identify and promote the development and use of capabilities and tactics that support effective CHMR.
- **Research and Analysis:** The CP CoE will track and conduct cutting-edge analyses of civilian harm data and advise DoD leaders of critical trends; manage an analytic agenda based upon operational priorities; serve as a repository of data archives, lessons learned, and good practices; document and disseminate relevant findings, including exportable training packages; and convene internal-DoD working groups to advance knowledge, share lessons, and identify areas for further development. The CP CoE will conduct analyses to inform determinations of the capabilities and processes needed to support CHMR across warfighting domains (*i.e.*, land, air, sea, space, and cyberspace) in future warfighting scenarios, including by incorporating modeling and simulation. The CP CoE will regularly review whether past recommendations and lessons learned are still in effect and whether they are still having their intended effects. The CP CoE will also foster interoperability with allies and partners, which in turn enhances the U.S. Government's integrated deterrence posture and provides a strategic advantage in potential future conflicts.

In executing these lines of effort, the CP CoE will: (1) work closely with the Office of the Under Secretary of Defense for Policy (OUSD(P)), Joint Staff, combatant commands, and the military departments; (2) support the CHMR SC in its efforts; and (3) cultivate and maintain relationships with relevant research institutions, subject matter experts, counterparts within allies and partners, non-governmental organizations, and civil society organizations.

### Phase 0 Actions (FY22)

**Action 2.a.:** Designate an appropriate DoD component as the joint proponent for CHMR, and designate the USD(P) as the principal staff assistant within the Office of the Secretary of Defense (OSD) to oversee the activities of the joint proponent on behalf of the Secretary of Defense.

**Action 2.b.:** USD(P), in coordination with the joint proponent for CHMR, submits to the USD(C) an FY23 unfunded requirement (UFR) request for initial staffing, facilities, and operating costs that would be required to establish the CP CoE. The UFR request will provide detailed justification for resourcing required in order to compete favorably among other DoD priorities. The UFR request will be presented to Congress in early FY23.

**Action 2.c.:** USD(P), in coordination with the joint proponent for CHMR, USD(C), the DoD General Counsel (DoD GC), and the Assistant Secretary of Defense for Legislative Affairs (ASD(LA)), develops any necessary legislative proposals for consideration within the DoD Legislative Program.

**Action 2.d.:** USD(P) presents the staffed DoDI on CHMR to the Secretary for approval, which further establishes DoD and OSD components' responsibilities related to civilian harm mitigation and response, including the responsibilities related to the CP CoE. The CP CoE responsibilities, at a minimum, will include providing direct support to operational commands; supporting policy, doctrine, and force development; and conducting research and analysis. These responsibilities will inform the requirements to be considered in the Department-wide CHMR manpower study.

### Phase 1 Actions (FY23)

**Action 2.e.:** The joint proponent for CHMR establishes the CP CoE with 30 FTE as initial core staff, including a GO/FO/SES director, and resources and facilities to cover anticipated operating costs and requirements.

**Action 2.f.:** USD(P), in coordination with the joint proponent for CHMR, submits an issue paper for the FY24-FY28 Program and Budget Review for resources across the CHMR enterprise for FY24-FY28, while additional steps, including a Department-wide manpower study, are conducted to refine resource requirements.

**Action 2.g.:** The joint proponent for CHMR leads and is responsible for consolidating findings of a Department-wide CHMR manpower study, conducted jointly by the Department of the Army, the Department of the Navy, and the Department of the Air Force, to determine the manpower needs for the entire CHMR enterprise at all echelons across the force. This study will include manpower requirements related to CHMR functions at the CP CoE, OSD, Joint Staff, combatant commands, military departments, Defense Intelligence Enterprise, Defense Security Cooperation Agency, and other relevant DoD components. This study will be sponsored by USD(P), and conducted in consultation with USD(P&R). The results of this study will be presented to the CHMR SC.

## Phase 2 Actions (FY24)

**Action 2.h.:** The joint proponent for CHMR submits a FY25 Issue Paper for enduring CHMR requirements in FY25 and beyond, based upon the findings of the CHMR manpower study and any other resourcing requirements that are identified. If needed, the joint proponent for CHMR, in coordination with USD(C), DoD GC, and ASD(LA), develops any necessary legislative proposals for consideration within the DoD Legislative Program.

**Action 2.i.:** Upon appropriation of funds based on the FY24 budget, relevant DoD and OSD components resource their CHMR efforts.

## Phase 3 Actions (FY25)

**Action 2.j.:** Upon appropriation of funds based on the FY25 budget, relevant DoD and OSD components resource any additional CHMR efforts.

**Action 2.k.:** CP CoE achieves full operational capability.

## Anticipated Resource Requirements

- Immediate need for 4 FTE at the joint proponent for CHMR beginning in FY23 to support responsibilities associated with joint proponent. Anticipate a long-term need for 4 FTE at the joint proponent for CHMR, as validated by the CHMR manpower study. See Objective 11 for the associated resourcing plan.
- Immediate need for 1 FTE in OUSD(P) beginning in FY23 to support the responsibilities associated with overseeing the activities of the joint proponent. Anticipate a long-term need for 1 FTE in OUSD(P), as validated by the CHMR manpower study. See Objective 11 for the associated resourcing plan.
- Immediate need for approximately 30 FTE at the joint proponent for CHMR as initial core staff of the CP CoE. Anticipate a long-term need for 50-70 FTE, as validated by the CHMR manpower study. See Objective 11 for the associated resourcing plan.
- Facilities and operating costs for the CP CoE.
- Expenses associated with the Department-wide CHMR manpower study (*e.g.*, travel).

# CHMR-AP OBJECTIVE 3

---

*Incorporate guidance for addressing civilian harm across the full spectrum of operations into strategy, doctrine, plans, PME, training, and exercises, so that DoD is more effectively prepared to mitigate and respond to civilian harm, and to achieve strategic success in any operating environment.*

**BACKGROUND:** Elements of civilian harm mitigation exist throughout joint doctrine, but DoD doctrine generally has not sought to define the “civilian environment” as such and to describe how it can be affected by military operations. A robust understanding of the civilian environment – including the civilian population and the personnel, organizations, resources, infrastructure, essential services, and systems on which civilian life depends – can improve the commander’s ability to distinguish non-adversarial aspects of the operational environment and to provide guidance to the forces under his or her command. Operational plans should: (1) include an assessment of the civilian environment as part of the operational environment (including, *e.g.*, an assessment of potential risks to civilians); (2) include a clear articulation of objectives with respect to the civilian environment as part of overall mission objectives; (3) anticipate the impact of operations on the civilian environment; and (4) provide for the protection and restoration of the civilian environment to the extent practicable. The actions below, therefore, seek to describe the importance of the civilian environment and address its significance as a component of the operational environment and its relationship to DoD components’ need to achieve mission objectives. This concept is foundational to the improvement of DoD’s ability to mitigate and respond to civilian harm. In carrying out the actions of this objective, offices in DoD tasked with implementing changes will conduct appropriate analysis to ensure potential effects of the change are fully understood and considered prior to implementation.

## Phase 0 Actions (FY22)

**Action 3.a.:** The Joint Staff, combatant commands, and the military departments begin identifying and incorporating CHMR lessons learned and approved recommendations into doctrine, plans, operational processes, and tactics to mitigate and respond to civilian harm in military operations.

**Action 3.b.:** USD(P) presents to the Secretary for approval the staffed DoDI on CHMR, which will contain a definition of civilian harm and will further establish DoD-wide policies and DoD and OSD components’ respective responsibilities related to the strategic importance of mitigating and responding to civilian harm and to protecting civilians and civilian objects during the conduct of operations to the extent practicable. Once the definition of the term “civilian environment” has been tested, defined, and incorporated in joint doctrine (see Action 3.e), USD(P) will update the DoDI on CHMR to reflect the civilian environment.

## Phase 1 Actions (FY23)

**Action 3.c.:** USD(P), USD(I&S), Joint Staff, combatant commands, and military departments establish CHMROs to lead coordination and integration of CHMR within their respective organizations/commands, including in the development and maintenance of policies, doctrine, and plans, as well as in training, including exercises, and the development and fielding of capabilities, as appropriate.

**Action 3.d.:** Upon approval of the DoDI on CHMR, the Joint Staff develops and issues a Chairman’s Instruction on CHMR to further provide guidance on CHMR efforts across the joint force.

**Action 3.e.:** Joint Staff updates Joint Publication (JP) 5-0, *Joint Planning*, to include: (1) defining the civilian environment alongside other aspects of the operational environment, similar to how doctrine

defines the information environment with respect to the operational environment; and (2) incorporating the goal of protection and restoration of the civilian environment as much as practicable across all steps of the joint planning process. The definition of the civilian environment should reflect the civilian population and the personnel, organizations, resources, infrastructure, essential services, and systems on which civilian life depends and should be appropriately tested through exercises and wargames prior to finalization.

**Action 3.f.:** Joint Staff updates Chairman of the Joint Chiefs of Staff Manual (CJCSM) 3130.03, *Planning and Execution Planning Formats and Guidance*, to include requirements addressing CHMR considerations, actions, and instructions in the campaign and contingency plans formats. At a minimum, plans should: (1) include an assessment of the civilian environment as part of the operational environment (including, *e.g.*, an assessment of potential risks to civilians); (2) include a clear articulation of objectives with respect to the civilian environment as part of overall mission objectives; (3) anticipate the impact of operations on the civilian environment; and (4) provide for the protection and restoration of the civilian environment to the extent practicable.

**Action 3.g.:** Joint Staff updates JP 2-0, *Joint Intelligence*, to ensure the Joint Intelligence Preparation of the Operational Environment (JIPOE) process includes a holistic analysis of the civilian environment. This includes establishing responsibilities and procedures for identifying and describing the civilian environment, including population density, patterns of life, cultural norms, and the interconnected relationships between the civilian population, natural resources, infrastructure, and essential services. This effort includes producing relevant intelligence estimates and products with detailed analysis of the civilian environment.

**Action 3.h.:** Joint Staff integrates throughout JP 3-0, *Joint Operations* a clear description of the civilian environment as an integral part of the operational environment and the importance of understanding and mitigating the impact of operations on the civilian environment. Joint Staff updates JP 3-0, *Joint Operations*, and JP 3-33, *Joint Task Force Headquarters*, to include the functions and responsibilities of the CHMRO and CHMR WGs to integrate CHMR considerations across combatant command functions and to ensure that combatant commands standing up JTFs consider CHMR staffing requirements, including requirements for CHACs as described in the forthcoming DoDI on CHMR.

**Action 3.i.:** Joint Staff updates JP 3-16, *Multinational Operations*, to guide the employment of U.S. military forces on establishing a common operating picture of the civilian environment in multinational operations and on other appropriate ways to share information with respect to the civilian environment with allies and partners.

**Action 3.j.:** Joint Staff updates JP 3-20, *Security Cooperation*, to integrate CHMR as a component of security cooperation.

**Action 3.k.:** Combatant Commands assess their theaters' command relationships to validate authorities and responsibilities among coalition partners, conventional forces, and special operations forces to enable timely and accurate civilian casualty reporting and to address civilian harm mitigation and response issues.

## Phase 2 Actions (FY24)

**Action 3.l.:** Military departments update service-level concepts and doctrine to incorporate CHMR into policy and doctrine, including considerations with respect to the civilian environment, consistent with DoD-wide policies and joint doctrine.

**Action 3.m.:** Combatant commands incorporate into their existing operational and contingency plans and theater campaign plans a description of the civilian environment, a clear articulation of objectives with respect to the civilian environment as part of overall mission objectives, an estimated assessment of the

impact of operations on the civilian environment, plans for responding to civilian harm that may result, plans for the protection and restoration of the civilian environment, in accordance with CPG prioritization, and clear delineation of command authorities and relationships. Combatant commands will also ensure that these considerations are included in the development of their future plans.

**Action 3.n.:** Combatant commands and military departments integrate CHMR considerations into exercise objectives, where appropriate, including by incorporating clear articulations of end-state objectives with respect to the civilian environment as part of overall mission objectives, and by incorporating processes and procedures such as those related to the joint targeting process and humanitarian notification/deconfliction systems that can be important for understanding and mitigating adverse impacts on significant aspects of the civilian environment.

**Action 3.o:** Joint Staff, military departments, and the National Defense University (NDU) include CHMR learning objectives in PME, consistent with joint and service doctrine on CHMR and in the forthcoming DoDI on CHMR.

**Action 3.p.:** Joint Staff and military departments develop and integrate CHMR learning objectives in appropriate training courses, consistent with joint and service doctrine on CHMR and in the forthcoming DoDI on CHMR.

**Action 3.q.:** USD(P), in coordination with combatant commands and Joint Staff, evaluates the potential incorporation of CHMR considerations into planning guidance. As part of this review, USD(P) will consider potential ways to articulate civilian environment assessments and objectives in plans. USD(P) will present these findings and a proposed way forward to the CHMR Steering Committee.

## Anticipated Resource Requirements

- Immediate need for 1 FTE as CHMROs beginning in early FY23 at each of the following organizations/components: OUSD(P), OUSD(I&S), Joint Staff, USEUCOM, USAREUR, USAFE, NAVEUR, MARFOREUR, SOCEUR, USAFRICOM, USARAF, AFAF, NAVAF, MARFORAF, SOCAF, USCENTCOM, AFCENT, ARCENT, NAVCENT, MARCENT, SOCCENT, CJTF-OIR, USINDOPACOM, USFK, PACAF, USARPAC, USPACFLT, MARFORPAC, SOCPAC, USSOUTHCOM, USNORTHCOM, USSOCOM, JSOC, USSTRATCOM, USCYBERCOM, USSPACECOM, USTRANSCOM, U.S. Army, U.S. Air Force, U.S. Navy, U.S. Marine Corps, U.S. Space Force, and Defense Security Cooperation Agency. Anticipate a long-term need for 1 FTE at each of the following organizations/commands: OUSD(P), OUSD(I&S), Joint Staff, combatant commands, combatant command component commands, joint task forces, military services, and Defense Security Cooperation Agency, as validated by the CHMR manpower study. See Objective 11 for the associated resourcing plan.

# CHMR-AP OBJECTIVE 4

---

*Improve knowledge of the civilian environment and civilian harm mitigation capabilities and processes throughout the joint targeting process so that DoD is more effectively prepared to mitigate and respond to civilian harm in any future crisis or conflict.*

**BACKGROUND:** Historically, joint targeting processes have largely focused on analyses of effects on adversaries, with fewer resources dedicated to understanding the effects on collateral objects and the civilian environment. Enhancing the resources and capabilities for analyzing and describing the civilian environment within the operational environment will improve the ability of commanders to identify how best to achieve mission objectives by helping distinguish with greater clarity the non-adversarial aspects of the operational environment, especially in complex battlespaces.

The actions below will enhance tools, techniques, and expertise to more effectively achieve strategic objectives. The actions establish Civilian Environment Teams at operational commands – composed of intelligence professionals; experts in human terrain, civilian infrastructure, and urban systems; and civil engineers – to assist commanders in understanding the effects of friendly and adversary actions on the civilian environment. The actions further enhance federated CHMR support necessary to support the joint force in campaigns and crises. OSD, Joint Staff, and military departments will develop the training, personnel, and equipment that provide combatant commands the capabilities necessary to improve the joint force’s ability to preserve the civilian environment throughout operations as much as practicable. The actions below also promote the improvement and development of weapons systems and battlespace awareness capabilities that enhance DoD’s ability to mitigate civilian harm.

## Phase 0 Actions (FY22)

**Action 4.a.:** Combatant commands identify and incorporate CHMR lessons learned and recommendations into current joint targeting processes to reduce the risk of civilian harm in future operations, and periodically report on such efforts to the CHMR SC.

**Action 4.b.:** USD(P) presents to the Secretary for approval the staffed DoDI on CHMR. The DoDI further establishes DoD-wide policies and DoD and OSD components’ respective responsibilities related to incorporating CHMR practices and information about civilians and civilian objects across the joint targeting process – including information about civilian pattern-of-life, civilian population density, and infrastructure on which civilians depend for their health and safety. Once the term “civilian environment” has been tested, defined, and incorporated in joint doctrine (see Action 3.e), USD(P) will update the DoDI on CHMR to reflect the civilian environment.

## Phase 1 Actions (FY23)

**Action 4.c.:** Relevant DoD and OSD components, including the Joint Staff, develop federated and reach-back support throughout the Defense Intelligence Enterprise to provide CHMR-related information and expertise, including robust characterizations of the civilian environment in operational areas, to inform joint targeting.

**Action 4.d.:** Under Secretary of Defense for Intelligence and Security (USD(I&S)) conducts a review of existing organizations, capabilities, and processes across the Defense Intelligence Enterprise that contribute to collecting, disseminating, and archiving information about the civilian environment, identifying where gaps exist and resources are needed. This review may include elements of the Intelligence Community that contribute to DoD’s mission, as appropriate. USD(I&S) will present the results of this review to the CHMR

SC, along with a proposed way forward, including anticipated resource requirements, for improving DoD's ability to characterize the civilian environment.

**Action 4.e.:** USD(I&S), in coordination with the Office of the Director of National Intelligence, designates a responsible producer for civilian environmental analysis within the Defense Intelligence Enterprise through the Defense Intelligence Analysis Program. This includes comprehensive, tactical to operational foundational products that characterize the civilian population and the personnel, organizations, resources, infrastructure, essential services, and systems on which civilian life in a given area depend. The designated responsible producer develops a steady-state baseline for analytical production, and a standard framework for civilian environmental analytical production. Combatant command intelligence production requirements will continue to be coordinated and prioritized through USD(I&S).

**Action 4.f.:** Combatant commands establish Civilian Environment Teams to leverage existing analytical production related to the civilian environment, conduct analyses, and create products that provide comprehensive perspectives on the civilian environment, including potential second- and third-order effects in the operational environment during planning and the joint targeting process. Civilian Environment Teams will consider information from a variety of sources, including, but not limited to, the intelligence community, open-source, civil society, and foreign governments.

**Action 4.g.:** Joint Staff updates JP 3-60, *Joint Targeting*, to incorporate the new organizational elements defined in this document, responsibilities, and best practices. This includes, but is not limited to, incorporating Civilian Environment Teams into current joint targeting processes and applying information and analyses from CHACs in the joint targeting process during operations.

**Action 4.h.:** Joint Staff, military departments, and defense intelligence organizations develop the career tracks and skill identifiers to support the training and personnel requirements of the joint force to incorporate understanding, visualization, and description of the civilian environment, including during joint targeting.

**Action 4.i.:** USD(I&S) ensures integration of information about the civilian environment into national authoritative intelligence databases such as the Modernized Integrated Database (MIDB) and Machine-assisted Analytic Rapid-repository System (MARS). For example, sources for the database should include information about the civilian environment from Oak Ridge National Laboratories, information about the location and movements of humanitarian organizations, and information from other sources as appropriate.

**Action 4.j.:** Joint Staff, in coordination with USD(I&S), USD(A&S), and military departments, ensures information about the civilian environment from relevant databases is integrated into Mission Command Systems to achieve unified situational awareness, and that Mission Command Systems are able to capture the digital footprint of operations to the data management platform developed in Objective 6 of this action plan in order to support future reviews, inquiries, and investigations.

**Action 4.k.:** Under Secretary of Defense for Acquisition and Sustainment (USD(A&S)), in coordination with Under Secretary of Defense for Research and Engineer (USD(R&E)), updates MIL-STD 882E *Department of Defense Standard Practice System Safety* to incorporate features into system safety reviews for future weapon systems that support civilian harm mitigation objectives, such as render safe, pre-planned post-launch abort, and scalable yields.

**Action 4.l.:** USD(A&S), in coordination with USD(I&S), develops guidance related to the development and fielding of intelligence sensors and other battlespace awareness capabilities to enable enhanced understanding of the civilian environment during the joint targeting process.

**Action 4.m.:** USD(A&S), in coordination with military departments and combatant commands with acquisition authorities, reviews existing weapon systems and inventories, identifies potential options for

increasing weapon systems safety in support of civilian harm mitigation objectives, and presents recommendations to the CHMR SC.

**Action 4.n.:** USD(R&E), in coordination with Joint Staff, combatant commands, military departments, and the Office of the DoD Chief Digital & Artificial Intelligence Officer, provides a report to the CHMR SC identifying weapons systems, battlespace awareness capabilities, and Mission Command Systems that can be incorporated across the joint force to enhance DoD's ability to mitigate civilian harm. This should include existing technologies and emerging technologies such as artificial intelligence/machine learning and augmented reality.

## Anticipated Resource Requirements

- Immediate need for 2 FTE each at USEUCOM, USAFRICOM, USCENTCOM, and USINDOPACOM, USSOUTHCOM, USSOCOM, USCYBERCOM, USSTRATCOM, and USSPACECOM beginning in FY23 to support the establishment of Civilian Environment Teams. Anticipate a long-term need for 4 FTE at each combatant command (*e.g.*, an intelligence analyst, a human terrain analyst, a civil engineer, and an urban planner) and long-term needs at subordinate operational commands, as validated by the CHMR manpower study. See Objective 11 for the associated resourcing plan.
- Immediate need for 2 FTE at OUSD(I&S), 15 FTE at Defense Intelligence Agency (DIA) and 2 FTE at National Geospatial Intelligence Agency (NGA) to support CHMR. Anticipate a long-term need for additional staffing at OUSD(I&S), DIA, NGA, the Joint Intelligence Operations Centers (JIOCs), and the service intelligence centers to satisfy intelligence production requirements and related functions across the Defense Intelligence Enterprise consistent with the CHMR-AP, as validated by the CHMR manpower study. See Objective 11 for the associated resourcing plan.
- The following actions will be conducted with existing resources but may indicate future funding requirements, to be approved by the CHMR SC and incorporated into future CHMR resourcing efforts:
  - ▶ Action 4.d
  - ▶ Action 4.m
  - ▶ Action 4.n

# CHMR-AP OBJECTIVE 5

---

*Incorporate deliberate and systemic measures to mitigate the risks of target misidentification. This includes addressing cognitive biases, such as confirmation bias.*

**BACKGROUND:** Misidentification, including misinterpretation and mischaracterization, can be a frequent cause of civilian harm. Misidentification can result from cognitive biases. Different techniques can be employed to help mitigate cognitive biases and otherwise reduce their adverse effects. These include training and education, red teaming procedures, specific positive identification (PID) policies for targeting, use of structured analytic techniques, and other analytic tradecraft practices. The actions below promote training and education as well as improved policies to help recognize and mitigate cognitive biases and to otherwise reduce their adverse effects on decision-making during the joint targeting process. These actions are deliberately crafted to provide flexibility to commanders to adapt processes in a way that is scalable to mission requirements.

## Phase 1 Actions (FY23)

**Action 5.a.:** Combatant commands develop red teaming policies and procedures appropriate to relevant operational environments with a focus on combating cognitive biases throughout joint targeting processes. Red teaming is an independent function that is conducted, at times, as a deliberate step during the joint targeting cycle, but is continuous in nature.

**Action 5.b.:** Combatant commands include cognitive bias mitigation training in theater-specific exercise and training requirements and ensure cognitive bias mitigation training prior to deployment and during theater Joint Reception, Staging, and Onward Integration.

**Action 5.c.:** Combatant commands ensure a PID policy is published that incorporates approaches for mitigating cognitive bias, including by addressing sources of identification and appropriate levels of certainty of geo-location and functional characterization.

**Action 5.d.:** Joint Staff reviews applicable doctrine, including, at a minimum, JP 2-0, *Joint Intelligence*, JP 3-0, *Joint Operations*, JP 5-0, *Joint Planning*, and JP 3-60, *Joint Targeting*, to incorporate approaches to mitigating cognitive bias.

**Action 5.e:** Joint Staff standardizes the terminology used to communicate levels of certainty across joint operations and intelligence doctrine.

**Action 5.f.:** Joint Staff adopts the following definition for Red Team in JP 2-0, *Joint Intelligence*: “An organizational element comprised of trained and educated members that provide an independent capability to fully explore alternatives in plans and operations in the context of the operational environment and from the perspective of adversaries, the civilian environment, and other actors. The red team is a specially trained, decision-support staff organization that can be employed throughout the joint force. The red team can complement all staff problem solving and analytical efforts by serving as a ‘devil’s advocate’ and generalized contrarian but is normally focused on supporting plans, operations, and intelligence. This element may be an ad-hoc element at tactical organizations (below combatant command and JTF) as needed.”

**Action 5.g.:** Combatant commands review guidance for targeting, target engagement authorities, and subordinate operational commanders, and ensure guidance reflects: (1) the importance of using available sources of information to understand and mitigate potential civilian harm; (2) information about relevant

organizations, staffing, and capabilities, and the need for interconnectivity and shared awareness between all elements, nodes, and cells responsible for the joint targeting process; and (3) the nature and complexity of the hostilities in which targeting is conducted.

**Action 5.h.:** Joint Staff and military departments incorporate cognitive bias mitigation into education, training, and exercises. This includes, but is not limited to PME, training for operations center personnel, and unit certification exercises.

**Action 5.i.:** Military departments and defense intelligence organizations review technical training for imagery analysts and intelligence professionals, and add such additional materials as may be appropriate to improve the accurate identification of civilians and collateral objects, and differentiation between combatants and civilians.

**Action 5.j.:** The Department of the Army, in collaboration with Joint Staff, establishes a school to serve as the DoD's primary red team training organization. This organization, in addition to training red team members, will develop red team best practices for operations in different domains in both low and high-intensity conflicts.

### Phase 3 Action (FY25)

**Action 5.k.:** CP CoE, in coordination with Joint Staff, military departments, and other relevant DoD and OSD components, conducts a review of current cognitive bias mitigation training, techniques, and procedures in intelligence, operations, and support career fields that participate in targeting processes to identify potential training improvements. This review includes both career field technical training and on-the-job training plans, and the use of structured analytic techniques and other intelligence analysis tradecraft practices. The CP CoE will present the results of this review to the CHMR SC, along with a proposed way forward to improve training.

### Anticipated Resource Requirements

- Immediate need for 2 FTE each at USEUCOM, USAFRICOM, USCENTCOM, USINDOPACOM, USSOCOM, USCYBERCOM, USSTRATCOM, and USSPACECOM beginning in FY23 to support red teaming. Anticipate a long-term need for 4 FTE at each combatant command and 4 FTE at each subordinate operational command responsible for joint fires, as validated by the CHMR manpower study. See Objective 11 for the associated resourcing plan.
- Red Team School: Cost estimates will be identified by the Department of the Army, including costs related to manpower, facilities, and operating costs, and will be refined over time.

# CHMR-AP OBJECTIVE 6

---

*Develop standardized civilian harm operational reporting and data management processes to improve how DoD collects, shares, and learns from data related to civilian harm, including from data integrated across disparate reviews, investigations, and events.*

**BACKGROUND:** The U.S. military has not maintained an enterprise-wide, comprehensive database for civilian harm operational reporting and data management. Maintaining reliable operational data and effective knowledge management on civilian harm incidents is critical to understanding the root causes of civilian harm, characterizing harm, and identifying measures to mitigate civilian harm in future operations while preserving mission-effectiveness and force protection. In addition, developing standardized reporting procedures for operational data to inform civilian harm assessments – and requiring relevant data from operational commands to be consolidated into a single data management platform – will improve DoD’s ability to mitigate and respond to civilian harm.

Improved civilian harm operational reporting and data management processes across the Department will enable DoD senior leaders to make better strategic and operational decisions and facilitate incorporation of lessons learned from past and current operations into ongoing and future military operations. Finally, having an enterprise-wide, comprehensive reporting and data management process will assist in collecting and maintaining accurate information, reporting publicly and to Congress, and building public trust.

The actions below lay out a plan for developing and resourcing this platform, including by refining the information requirements, identifying technical requirements, standardizing operational reporting and data management practices, and employing these processes across the Joint Force.

## Phase 0 Actions (FY22)

**Action 6.a.:** The joint proponent for CHMR is designated as lead for the development of a data management platform that will be employed uniformly across DoD for data related to civilian harm.

**Action 6.b.:** The joint proponent for CHMR, in coordination with DoD Chief Information Office (DoD CIO) and USD(A&S), provides an initial cost estimate associated with developing and fielding the data management platform to the CHMR SC for incorporation into budget requests.

**Action 6.c.:** USD(P), in coordination with the joint proponent for CHMR, submits to USD(C) an FY23 UFR that includes initial projected costs associated with the data management platform along with other initial costs required for the CP CoE and the CHMR enterprise. The UFR request will provide detailed justification for resourcing required in order to compete favorably among other DoD priorities. The UFR request will be presented to Congress in early FY23.

**Action 6.d.:** USD(P) presents to the Secretary for approval the staffed DoDI on CHMR, which further establishes DoD-wide policies and DoD and OSD components’ respective responsibilities relating to civilian harm mitigation and response, including the responsibilities for developing and ensuring data management solutions in support of CHMR.

## Phase 1 Actions (FY23)

**Action 6.e.:** USD(P), in coordination with the joint proponent for CHMR, submits an issue paper for the FY24-FY28 Program and Budget Review for resources across the CHMR enterprise for FY24-FY28, while additional steps, including a Department-wide manpower study, are conducted to refine resource

requirements. If needed, USD(P), in coordination with the joint proponent for CHMR, USD(C), DoD GC, and ASD(LA), also develops any necessary legislative proposals for consideration within the DoD Legislative Program.

**Action 6.f.:** The joint proponent for CHMR, in coordination with DoD CIO, USD(A&S), USD(P), Joint Staff, combatant commands, the CP CoE, and other relevant DoD and OSD components, and with consideration for interoperability with allies and partners, develops and refines more specific information requirements and data sources that will populate the data management platform. This platform will incorporate information regarding U.S. operations, multinational operations, and operations with non-state actors. It will include a mechanism for members of the public and other non-DoD entities to submit for consideration information regarding civilian harm. It will also support the collection, maintenance, and analysis of information including, but not limited to, the following areas:

- i. Information indicating that civilian harm may have occurred including, where appropriate, open-source and other publicly available information
- ii. Operational data, regardless of whether information currently exists about whether civilian harm may have occurred, required to inform civilian harm assessments, including data from Mission Command Systems as described in Objective 4
- iii. Civilian harm assessments and investigations
- iv. Data regarding the results of civilian harm assessments and investigations
- v. Data regarding responses offered and accepted in cases of civilian harm, including data on *ex gratia* condolence payments
- vi. Lessons learned, historical data, and reports

**Action 6.g.:** The joint proponent for CHMR, in coordination with USD(A&S), DoD CIO, and Joint Staff, develops and refines more specific technical requirements of the data management platform.

**Action 6.h.:** The joint proponent for CHMR, in coordination with DoD CIO, USD(A&S), USD(I&S), and Joint Staff, selects from existing programs, develops, or contracts for a data management platform that meets both technical and information requirements. The joint proponent for CHMR develops the required capability documents, including a DOTMLPF-P Change Recommendation (DCR), to be validated.

**Action 6.i:** The joint proponent for CHMR, in coordination with DoD CIO and USD(A&S), refines cost estimates associated with the data management platform over time and provides such estimates to CHMR SC for incorporation into budget requests.

**Action 6.j.:** Joint Staff and combatant commands establish standardized processes for reporting civilian harm. Specifically:

- i. Update and disseminate the Chairman's Critical Information Requirements Reporting Matrix to all military departments, combatant commands, and interagency partners; and
- ii. Establish combatant command reporting criteria.

## Phase 2 Actions (FY24)

**Action 6.k.:** The joint proponent for CHMR submits a FY25 Issue Paper for enduring CHMR requirements in FY25 and beyond, based upon the findings of the CHMR manpower study and any other resourcing requirements that are identified. If needed, the joint proponent for CHMR, in coordination with USD(C), DoD GC, and ASD(LA), also develops any necessary legislative proposals for consideration within the DoD Legislative Program.

**Action 6.l.:** The joint proponent for CHMR develops and distributes Standard Operating Procedures (SOP) for the data management system.

**Action 6.m.:** The joint proponent for CHMR coordinates with the platform developer and the CP CoE to develop and provide training across the joint force for relevant data managers and units.

### Phase 3 Action (FY25)

**Action 6.n.:** Combatant commands and other relevant DoD and OSD components employ the data management tool as the authoritative platform for the collection of CHMR reporting and data management.

### Anticipated Resource Requirements

- Immediate need for 4 FTE at the joint proponent for CHMR beginning in FY23 to support the establishment of the data management platform. Anticipate a long-term need for 4 FTE at the joint proponent for CHMR to support establishment and maintenance of the data management platform, as validated by the CHMR manpower study. See Objective 11 for the associated resourcing plan.
- Data management platform: Cost estimates will be identified by the joint proponent for CHMR, and will be refined over time.

# CHMR-AP OBJECTIVE 7

---

*Establish Department-wide procedures for assessing and investigating civilian harm resulting from operations, and expand the sources of information used in assessments and investigations.*

**BACKGROUND:** Although DoD components conduct assessments and command-directed investigations into civilian harm, these practices have been applied inconsistently across DoD, and more resources should be devoted to collecting and analyzing information consistently in these reviews. The actions below, using appropriate aspects of DoD’s mishap and safety investigation processes as a model, create a new DoD-wide civilian harm assessment framework that will be applied at a scale appropriate to the operational environment. The actions establish Civilian Harm Assessment and Investigation Coordinators at combatant commands, create CHACs, standardize Department-wide procedures for civilian harm assessments, and incorporate standardized procedures into applicable doctrine, training, and exercises. The actions below further require the military departments to collaboratively develop guidance to further standardize civilian harm investigation plans and procedures.

## Phase 0 Actions (FY22)

**Action 7.a.:** Combatant commands, and as appropriate other operational commands, designate a senior official to serve as the Civilian Harm Assessment and Investigation Coordinator in preparation for the onset of crisis or conflict.

- i. Civilian Harm Assessment and Investigation Coordinators will oversee assessment and investigation processes, and be responsible to the relevant commander for assessments conducted under their purview.
- ii. Investigations will be directed and approved by appropriate authorities in accordance with military department-specific regulations or instructions governing such investigations.
- iii. The Civilian Harm Assessment and Investigation Coordinator will monitor investigations and ensure that approved recommendations of investigations feed back into the command’s learning processes.
- iv. The Civilian Harm Assessment and Investigation Coordinator will ensure deadlines associated with assessments, investigations, and required reporting are met.

**Action 7.b.:** USD(P) presents to the Secretary of Defense for approval the staffed DoDI on CHMR, which further establishes DoD-wide policies and a standardized process for civilian harm assessments, adaptable and scalable to different types of operations, and the responsibilities of CHACs. The DoDI will, at a minimum, set forth the following:

- i. Functions of CHACs
- ii. Purposes of civilian harm assessments, including to:
  - a. assess whether civilian harm resulted;
  - b. enable learning from incidents that result in civilian harm, including by identifying and documenting the causes of civilian harm;
  - c. support information requirements of the chain of command, including for the purpose of fulfilling external reporting requirements. This may include publicly available reports regarding civilian harm resulting from operations and, when possible, qualitative and quantitative estimates of the extent of harm that resulted, including the number of civilians killed or wounded; and

- d. enable acknowledgements and, as appropriate, other responses to civilians harmed by operations.
- iii. Procedures for civilian harm assessments, including:
- a. criteria for initiating civilian harm assessments;
  - b. criteria for elevating in the chain of command the responsibility for conducting civilian harm assessments;
  - c. consideration of all reasonably available information in civilian harm assessments, including information from U.S. military sources, other U.S. government sources, and external sources;
  - d. guidance regarding the appropriate scale of civilian harm assessments, consistent with mission requirements, the availability of resources, and other operational factors;
  - e. guidance for applying the “more likely than not” standard when assessing civilian harm;
  - f. guidance for additional steps that may be taken when information available is insufficient to assess whether civilian harm occurred or other relevant facts;
  - g. a requirement that individuals or units tasked to lead a civilian harm assessment cannot have been directly involved in the event(s) being assessed, must be objective, and must have the ability to complete the assessment in accordance with mandated timelines or to seek an extension;
  - h. a requirement that, if, during the course of a civilian harm assessment, credible information indicates that a violation of the law of war may have occurred, the CHAC will promptly submit the incident for reporting in accordance with DoD Directive 2311.01;
  - i. a requirement to suspend civilian harm assessments, preserve evidence, and immediately notify the responsible Military Criminal Investigative Organization or other appropriate authority if evidence emerges that the civilian harm resulted from criminal activity; and
  - j. a requirement that, if, during the course of a civilian harm assessment, evidence demonstrates that any other crime may have occurred, the CHAC will ensure that information is included in the assessment and promptly reported to appropriate law enforcement authorities in accordance with existing reporting procedures.

### Phase 1 Actions (FY23)

**Action 7.c.:** Combatant commands provide guidance for commanders and their staffs that address the range of potential accountability measures and corrective actions that, where appropriate, can be taken to address matters related to civilian harm incidents.

**Action 7.d:** Combatant commands, and other operational commands, as appropriate, establish or maintain CHACs.

- i. CHAC functions will include:
  - a. Identify, receive, and compile information related to civilian harm, including information from combat assessments; investigations; other U.S. departments and agencies; partner nations; civil society organizations; open-source, including traditional and social media; and other sources, as appropriate;
  - b. Initiate, conduct, and coordinate civilian harm assessments;
  - c. Support the command in taking actions in response to civilian harm, such as through public or private acknowledgements of civilian harm and expressions of condolences;
  - d. Analyze civilian harm incidents, patterns, trends, and factors that have contributed to civilian harm and make these analyses available to command staff in order to inform current operations, and to the CP CoE to inform broader organizational learning;
  - e. Document, retain, archive, and disseminate information within the DoD related to civilian harm assessments, investigations, responses, and related analyses; and

- ii. CHACs will consist of personnel with expertise in intelligence, fires, civil-military relations, post-strike assessments, analyses, and/or language relevant to the area of operations. CHACs will have access to legal advice from command counsel. Combatant commands are responsible for ensuring CHACs' familiarization with relevant policies, doctrine, and processes. Once the CP CoE is established and has developed relevant training and certification, CHAC personnel will receive CP CoE training and certification.

**Action 7.e.:** Combatant commands incorporate CHAC functions into operational and contingency plans and assess their specific CHAC manpower requirements, in the context of expected future command structures, including to inform the CHMR manpower study and force generation requirements.

**Action 7.f.:** Joint Staff publishes a Chairman's Instruction to provide further guidance on joint force responsibilities assigned in the forthcoming DoDI on CHMR. This instruction will incorporate guidance specific to CHACs across the joint force, and will address minimum standards for conducting civilian harm assessments, such as a standard list of questions that should be answered, information sources that should be considered, and processes that promote organizational learning and information management. These standards may be further tailored to meet the information needs of operational commands.

**Action 7.g.:** Joint Staff updates relevant doctrine, including, at a minimum, JP 3-60, *Joint Targeting*, and CJCSI 3162.01, *Methodology for Combat Assessment*. Updates will incorporate how combat assessments, including battle damage assessments (BDA) and collateral damage assessments (CDA), inform and feed into civilian harm assessments, and ultimately aid in improving understanding of the civilian environment.

**Action 7.h.:** Combatant commands ensure combat assessment production, including BDA, CDA, and munitions effectiveness assessment (MEA) graphics and associated intelligence data, is databased into the authoritative system of record (e.g., MIDB), in accordance with CJCSI 3370.01, *Target Development Standards*, and CJCSI 3162.01, *Methodology for Combat Assessment*, to support effective civilian harm assessments, and related analyses and investigations.

**Action 7.i.:** Joint Staff updates appropriate doctrine and guidance, including JP 2.0, *Joint Intelligence*, to identify civilian harm assessments as a critical information source for updating assessments of the civilian environment during operations.

**Action 7.j.:** Combatant commands develop or update command-specific procedures for assessing civilian harm, consistent with the DoDI on CHMR and guidance provided by the Joint Staff. Command-specific procedures tailored for specific operational environments, when appropriate, will address methods and capabilities for conducting remote assessments, including in non-permissive environments.

**Action 7.k.:** The joint proponent for CHMR leads, in coordination with the other military departments, the publication of a multi-service issuance for conducting command-directed investigations into incidents of civilian harm. At a minimum, this issuance will include: (1) qualification requirements for investigating officers; (2) procedures for developing investigative plans; (3) procedures for conducting investigations - including methods and capabilities for conducting remote investigations, including in non-permissive environments; (4) templated, minimum-required investigation questions; (5) categories of information sources to be considered, including non-U.S. sources, open sources, information obtained from interviews, and information obtained from site visits; (6) records management processes; and (7) reporting processes in support of CHMR. Guidance may additionally include templates and example appointment orders. Once established, refinement and updates to the multi-service issuance will be carried out in coordination with the CP CoE.

## Phase 2 Actions (FY24)

**Action 7.l.:** The CP CoE develops training and certification standards for personnel assigned to CHACs and other personnel who will be tasked to lead civilian harm assessments. The CP CoE, in coordination with Joint Staff and military departments, further develops training for personnel appointed to conduct investigations into incidents of civilian harm.

**Action 7.m.:** Combatant commands and military departments exercise CHAC capabilities during U.S.-only, bilateral, and multinational exercises.

## Phase 3 Actions (FY25)

**Action 7.n.:** Combatant commands and military departments ensure that personnel assigned to CHACs at combatant commands and other operational commands, and personnel who will lead civilian harm assessments, receive CP CoE training and certification prior to assignment or starting CHAC duties.

**Action 7.o.:** The CP CoE conducts and publishes a lessons learned review of efforts to: (1) standardize and implement civilian harm assessment procedures; (2) develop tailored approaches, as appropriate, across combatant commands; (3) incorporate the results of assessments into joint planning and the joint targeting process; and (4) incorporate analyses of results of assessments into command decision-making.

## Anticipated Resource Requirements

- Immediate need for 4 FTE at USCENTCOM and USAFRICOM and 2 FTE at USSOCOM and USCYBERCOM beginning in FY23 to support CHACs. Anticipate a long-term need for combatant commands engaged in operations to have CHACs at the headquarters level and, as needed, consistent with the nature and scale of operations, subordinate operational commands, as validated by the CHMR manpower study. See Objective 11 for the associated resourcing plan.

# CHMR-AP OBJECTIVE 8

---

*Review DoD guidance on responding to civilian harm, including through, but not limited to, condolences and the public acknowledgement of harm, and update guidance and implementation processes, as appropriate.*

**BACKGROUND:** DoD responses to civilian harm can vary across conflicts and theaters, and often more can be done to acknowledge and respond to harm to civilians affected by U.S. military operations. As the Department takes steps to improve its ability to mitigate civilian harm, DoD will also improve its ability to consistently and appropriately acknowledge and respond to civilian harm when it occurs and to treat those who are harmed with dignity and respect.

The fundamental purposes of acknowledgements and responses include expressing condolences to civilians affected by U.S. operations and helping to address the direct impacts experienced. The actions below establish a holistic response framework through which DoD will ensure the availability of a diverse menu of response options to respond to individuals and communities affected by U.S. military operations — including public and private acknowledgements of harm, condolence payments, medical care, repairs to damaged structures and infrastructure, ordnance removal, and locally-held commemorative events or symbols. These options will allow commanders to craft tailored responses, based on consultations with affected individuals and communities, which are contextually and culturally appropriate, can be offered whenever circumstances permit, and are aligned with U.S. strategy and values, and applicable law. Through these actions, DoD will draw on existing authorities, pursue new DoD authorities, and as, as appropriate, coordinate with other U.S. departments and agencies to offer appropriate U.S. government responses.

## Phase 0 Actions (FY22)

**Action 8.a.:** USD(P) presents to the Secretary of Defense for approval the staffed DoDI on CHMR, which, at a minimum:

- i. Establishes an overarching institutional framework for how the Department, as a matter of policy, will respond to civilians harmed by operations, including through public and private acknowledgements and responses to civilian harm, at individual or community levels, and at different time horizons following instances of civilian harm;
- ii. Identifies that fundamental purposes of acknowledgements and responses include expressing condolences to civilians affected by U.S. operations and helping to address the direct impacts experienced; and
- iii. Provides standardized guidance for publicly releasing information relating to civilian harm, including the status and results of civilian harm assessments, including the publishing of such information on at least a quarterly basis.

**Action 8.b.:** USD(P), in coordination with USD(C), DoD GC, and ASD(LA), submits to the DoD Legislative Program a legislative proposal for consideration in the National Defense Authorization Act (NDAA) for FY24 to support necessary authorities required by the actions in this objective.

## Phase 1 Actions (FY23)

**Action 8.c.:** USD(P) updates the *Interim Regulations for Condolence or Sympathy Payments to Friendly Civilians for Injury or Loss That is Incident to Military Operations*, issued by the then-Acting Under

Secretary of Defense for Policy on June 22, 2022, consistent with Section 1213 of the NDAA for FY 2020, as amended, including to:

- i. Identify that fundamental purposes of acknowledgements and responses include expressing condolences to those harmed by U.S. operations and helping to address the direct impacts experienced. While condolence payments have been for the purpose of expressing condolences and not for the purpose of providing assistance, compensation, or relief, other authorities could be sought to achieve these ends;
- ii. Reflect the amendments that Section 1331 of the NDAA for FY22 made to Section 1213 of the NDAA for Fiscal Year 2020;
- iii. Establish additional procedures requiring commanders to determine whether, how, and when to respond to civilian harm through the authority provided in Section 1213 of the NDAA for FY 2020, as amended, and other relevant authorities;
- iv. Create procedures for consulting with and/or expressing condolences to those who have been harmed or their next of kin, or representatives who can speak to their interests, unless otherwise not feasible or appropriate;
- v. Provide a range of responses to be considered by commanders, under existing authorities, so that appropriate responses can be offered whenever circumstances permit;
- vi. Incorporate guidance that country-level or regional-level assessments conducted in consultation with the Department of State, consistent with Section 1213 of the NDAA for FY 2020, as amended, include:
  - a. options available for responding to civilian harm
  - b. country- or region-specific guidance on approval authorities for different response options
  - c. mechanisms for effectively and predictably engaging with civilians affected, for example, using internet-based mechanisms, assigning responsibilities to personnel based at local embassies, through interagency engagement, and/or in coordination with host-nation authorities.
- vii. Provide further guidance on written records for civilian harm responses, including establishing an expectation that in the future such information be recorded in the DoD-wide CHMR data management platform.

**Action 8.d.:** Combatant commands, in consultation with USD(P), DoD GC, and Joint Staff, identify all available authorities that can be used to respond to civilian harm and provide guidance to subordinate commanders on the use of these authorities as well as other ways of acknowledging harm, such as verbal or written acknowledgements and condolences.

**Action 8.e.:** Combatant commands integrate into their operational and contingency plans how subordinate commands will respond when civilian harm results from those operations. This should be supported by appropriate command-level guidance or procedures and include:

- i. Anticipated means of responding to harm;
- ii. Plans for establishing effective and predictable mechanisms to interact and consult with affected people and societies when and where appropriate and feasible, for example, via internet-based mechanisms; assigning responsibilities to DoD personnel based at local embassies; and possibly in coordination with host-nations;
- iii. Country-level or regional-level assessments conducted in consultation with the Department of State, consistent with Section 1213 of the NDAA for FY 2020, as amended; and
- iv. Resource implications and authorities required.

**Action 8.f.:** USD(P), in coordination with the Assistant to the Secretary of Defense for Public Affairs (ATSD(PA)), maintains a public-facing webpage where unclassified and releasable DoD policies, reports, and other information related to civilian harm can be readily accessed.

**Action 8.g.:** ATSD(PA), in coordination with USD(P), publishes enduring public affairs guidance to DoD and OSD components emphasizing the proactive release of information and tailorable public affairs approaches regarding civilian harm, which demonstrates 1) respect for civilians and communities harmed by U.S. operations; 2) transparency regarding DoD policies and processes for mitigating and responding to civilian harm; and 3) DoD’s efforts to mitigate and respond to civilian harm in particular circumstances.

### Phase 2 Action (FY24)

**Action 8.h.:** USD(P) replaces or supplements the *Interim Regulations for Condolence or Sympathy Payments to Friendly Civilians for Injury or Loss That is Incident to Military Operations* with comprehensive and enduring DoD policy regulations that address the full range of legally available options to acknowledge and respond to civilian harm.

### Phase 3 Action (FY25)

**Action 8.i.:** The CP CoE identifies lessons learned and best practices to aid operational commanders in affirmatively tailoring their responses to civilian harm in a manner appropriate to their operations and the contexts in which harm occurred.

### Anticipated Resource Requirements

- The following action will be conducted with existing resources but may indicate future funding requirements:
  - ▶ Action 8.b

# CHMR-AP OBJECTIVE 9

---

*Establish and resource civilian harm mitigation and response as a component of security cooperation programs, and, as appropriate, implement tailored conditionality to promote ally and partner efforts.*

**BACKGROUND:** Independent reports on U.S. CHMR processes indicate that the U.S. military does not always understand the civilian harm outcomes of partner forces and that civilian harm caused by U.S. partners undermines U.S. strategic success and can prolong conflict and damage the reputation of the United States.

Planners should incorporate civilian harm risk assessment and mitigation methods in DoD security cooperation programs that improve or enable partner kinetic capabilities to reduce the risk of civilian harm from their operations. U.S. policy and national security objectives are best advanced by facilitating arms transfers and building capabilities for trusted actors who will use such capabilities responsibly.

The actions below lay out a phased approach in which DoD establishes a CHMR office at DSCA to coordinate integration of CHMR into security cooperation programs; provides roles for an Ally and Partner Civilian Harm Mitigation and Response Officer (A&P CHMRO); develops CHMR Baselines of Allies and Partners (CBAP) to shape security cooperation program design; and leverages tailored conditionality, as appropriate, in order to set expectations with partners that security cooperation programs can be modified in response to partners' CHMR outcomes. These actions focus on those security cooperation programs conducted under the authority of the Secretary of Defense and with funds appropriated to DoD.

## Phase 0 Actions (FY22)

**Action 9.a.:** USD(P) presents to the Secretary of Defense for approval the staffed DoDI on CHMR, which incorporates as a matter of policy that DoD integrates into security cooperation programs and security assistance programs efforts to (1) encourage and support ally and partner forces in developing additional capabilities to reduce the risk of civilian harm, and (2) support their efforts to implement CHMR practices, and which, at a minimum, incorporates the following responsibilities:

- i. USD(P) to establish CHMR as a component of DoD security cooperation programs; establish required procedures to assess, monitor, and evaluate the ability, willingness, norms, and practices of allies and partners to implement appropriate CHMR practices, including developing an assessment framework for partner CHMR capabilities; and incorporate CHMR objectives into appropriate security cooperation programs;
- ii. USD(I&S) to support other DoD and OSD components and U.S. Government agencies, as appropriate, by ensuring the Defense Intelligence Enterprise's operational support to warfighters and decision-makers includes research and analyses of foreign forces' civilian harm mitigation and response practices in support of security cooperation efforts and multinational operations and operations with non-state actors;
- iii. DSCA to coordinate integration of CHMR into programs across the security cooperation enterprise; develop and implement security cooperation programming on CHMR; ensure processes are in place to assess, monitor, and evaluate the ability, willingness, norms, and practices of allies and partners to implement CHMR practices; and train the security cooperation workforce in CHMR; and
- iv. Combatant commands to incorporate CHMR objectives for security cooperation into combatant command campaign plans, theater security cooperation strategies, and country campaign plans, as appropriate.

## Phase 1 Actions (FY23)

**Action 9.b.:** DSCA establishes a CHMR office to coordinate integration of CHMR into programs and activities across the security cooperation enterprise, including those developed and implemented by DSCA, combatant commands, military departments, and other DoD and OSD components consistent with the authority provided to DSCA in 10 U.S.C. 382 (b). Responsibilities of this CHMR office include gathering training, education, and advising materials for partner engagement to be held in a central repository for use across the security cooperation enterprise; collecting best practices for integrating CHMR throughout security cooperation programs and activities; and developing additional materials.

**Action 9.c.:** USD(P), Joint Staff, combatant commands, and military departments establish A&P-CHMROs to facilitate CHMR integration into security cooperation policies, programs, and activities, multinational strategies and plans, such as combatant command campaign plans, theater security cooperation strategies, and as appropriate into country campaign plans. A&P-CHMROs have a leading role in implementing actions identified in Objectives 9 and 10 for their organizations.

**Action 9.d.:** USD(P) develops interim policy guidance identifying the roles, responsibilities, and procedures through which the Department takes action, as appropriate, in response to reports of civilian harm by ally or partner forces from USG and non-USG sources.

**Action 9.e.:** USD(P) develops minimum standards for conducting CBAPs, which will be applied when developing and implementing security cooperation programs and when planning and conducting multinational operations. USD(P), in coordination with combatant commands, identifies priority countries for initial CBAPs.

**Action 9.f.:** USD(I&S) directs the Defense Intelligence Enterprise to include analysis of partner capabilities into relevant standing product lines and mission sets (*e.g.*, DIA Military Capability Studies, Military Leadership Profiles) to inform CBAPs and monitoring of security cooperation programs.

**Action 9.g.:** DSCA develops initial CBAPs for priority countries and ensures assessments are available to the security cooperation enterprise, military departments, and relevant combatant commands, including their subordinate operational commands.

## Phase 2 Actions (FY24)

**Action 9.h.:** Combatant commands conduct CBAPs for any allies and partners in their area of responsibility and ensures CBAPs are available to relevant commands, including their subordinate operational commands, and DoD and OSD components with relevant security cooperation responsibilities.

**Action 9.i.:** USD(P) issues DoD policy guidance that addresses the comprehensive integration of CHMR across security cooperation programs, which, at a minimum, includes:

- i. Use of CBAPs in developing and tailoring security cooperation programs to improve ally and partner efforts to effectively and responsibly operate;
- ii. Policy compliance checks in security cooperation programs, such as during feasibility review, to ensure civilian harm concerns were adequately assessed and mitigated;
- iii. A definition of tailored conditionality that includes setting conditions for security cooperation relationships specific to a partner's CHMR capability and will, as well as the wider goals of the relationship;
- iv. Implementing tailored conditionality in security cooperation programs, to include identification of situations in which tailored conditionality should be applied and procedures for application;

- v. Additional requirements (e.g., CHMR monitoring) for security cooperation programs that build ally or partner kinetic and intelligence capabilities;
- vi. Responsibilities for gathering information on partner capabilities, to include information from other U.S. departments and agencies;
- vii. Incorporating into partner engagements and defense article and service transfer agreements an understanding that recipients of security cooperation will provide pre-transfer assurances that document willingness to apply appropriate civilian harm mitigation measures; and
- viii. Frequency and scope of evaluations of CHMR elements of security cooperation programs, policies, and the workforce.

**Action 9.j.:** USD(P) updates DoD Directive 5132.03, *DoD Policy and Responsibilities Relating to Security Cooperation*, and DoD Instruction 5000.68, *Security Force Assistance*, to reflect policy and responsibilities related to CHMR and security cooperation programs.

**Action 9.k.:** DSCA, in coordination with combatant commands and military departments, conducts an assessment of training, education, technology, and advising offerings currently available through security cooperation, including 1) what they offer on CHMR and in other areas that enable CHMR (such as improving targeting, intelligence/PID, other operational doctrine and processes, etc.); and 2) analysis of what gaps exist. DSCA presents the results of this review to the CHMR SC with a proposed way forward for improving DoD’s CHMR training, education, technology, and advising offers related to security cooperation.

### Phase 3 Action (FY25)

**Action 9.l.:** Joint Staff updates JP 3-20, *Security Cooperation*, to integrate CHMR as a component of security cooperation, to include, at a minimum, in planning sections to determine whether the partner has the capacity and will to perform responsibly and to include CHMR in assessment, monitoring, and evaluation.

### Anticipated Resource Requirements

- Immediate need for 3 FTE at DSCA beginning in FY23 for the CHMR office. Anticipated long-term need for at least 8 FTE at DSCA, to be validated by the CHMR manpower study. See Objective 11 for the associated resourcing plan.
- Immediate need for 1 FTE each as A&P-CHMROs beginning in FY23 at OUSD(P), Joint Staff, USEUCOM, USAFRICOM, USCENTCOM, USINDOPACOM, USSOUTHCOM, USSOCOM, Department of the Army, Department of the Air Force, and Department of the Navy. Anticipate a long-term need for an additional 1 FTE each at OUSD(P), Joint Staff, combatant commands, and military departments, as validated by the CHMR manpower study. See Objective 11 for the associated resourcing plan.
- The following actions will be conducted with existing resources but may indicate future funding requirements, to be approved by the CHMR SC:
  - ▶ Action 9.k.

# CHMR-AP OBJECTIVE 10

---

*Establish guidance, responsibilities, and processes for incorporating civilian harm mitigation and response during all phases of multinational operations and operations with non-state actors.*

**BACKGROUND:** Inadequate information sharing during multinational operations and operations with non-state actors reduces commanders' situational awareness and can lead to increased risk of harm to civilians. This plan integrates ally and partner considerations across objectives while also detailing specific considerations for multinational operations and operations with non-state actors within this objective.

Although command structures may differ when multiple forces are involved, CHMR should be integral to the planning and execution of operations. Through the actions below, DoD will apply CHMR policies and practices during all multinational operations and operations with non-state actors and will encourage and support allies and partners to do the same. DoD will explicitly consider CHMR when conducting operational and contingency planning involving allies and partners, enhance DoD's understanding of ally and partner capabilities with regards to CHMR, and improve DoD's capabilities to share relevant information with allies and partners, including through partner-information sharing networks.

## Phase 0 Action (FY22)

**Action 10.a.:** USD(P) presents to the Secretary for approval the staffed DoDI on CHMR which establishes as a matter of DoD policy that DoD will apply CHMR policies and practices in multinational operations and operations with non-state actors, and encourage and support U.S. allies and partners to implement CHMR practices, including through combined planning and processes.

## Phase 1 Actions (FY23)

**Action 10.b.:** USD(P), Joint Staff, combatant commands, and military departments establish A&P-CHMROs to facilitate CHMR integration into security cooperation policies, programs, and activities, multinational strategy and plans, such as combatant command campaign plans, theater security cooperation strategies, and as appropriate into country campaign plans. A&P-CHMROs have a leading role in implementing actions identified in Objectives 9 and 10 for their organizations.

**Action 10.c.:** Joint Staff updates JP 3-16, *Multinational Operations*, including Appendix A, to incorporate planning considerations and guidance for CHMR efforts, including with respect to:

- i. Establishing a command structure for the multinational force;
- ii. Conducting civil affairs operations that contribute to analyses of the civilian environment, the development of a common operating picture, and military engagements to more effectively assess civilian harm;
- iii. Establishing shared information capabilities and processes that support understanding of the civilian environment, including intelligence sharing, as appropriate; and
- iv. Assessing and responding to civilian harm.

**Action 10.d.:** USD(P) develops a framework for conducting CBAPs, which will be applied when developing and implementing security cooperation programs and activities and when planning and conducting multinational operations and operations with non-state actors. USD(P) in coordination with combatant commands, identifies priority countries for initial CBAPs.

**Action 10.e.:** DSCA develops initial CBAPs for priority countries and ensure assessments are available to the security cooperation enterprise, military departments, and relevant combatant commands, including their subordinate operational commands.

**Action 10.f.:** Combatant commands, when incorporating CHMR into operational and contingency plans and combatant command campaign plans, leverage information available in CBAPs and ensure that multinational and/or partnered aspects of the plans facilitate a shared understanding of the civilian environment and processes for assessing and responding to civilian harm.

**Action 10.g.:** Combatant commands and subordinate operational commands coordinate with allies and partners to incorporate into coalition campaign plans, and other similar planning documents, a clear articulation of desired outcomes with respect to the civilian environment as part of overall mission objectives. Combatant commands also ensure these plans account for information collection and sharing processes that facilitate shared awareness about the civilian environment; processes for developing a shared assessment of, and responsibilities for, responding to civilian harm; and clear delineation of command authorities and relationships.

**Action 10.h.:** Joint Staff leverages existing international mechanisms and processes (*e.g.*, the Multinational Strategy and Operations Group) to discuss CHMR in multinational operations, including, but not limited to, incorporation in planning and standup documents, articulation of desired outcomes with respect to the civilian environment as part of overall mission objectives, information collection and sharing processes that facilitate shared awareness about the civilian environment, and processes for developing a shared assessment of, and responsibilities for, responding to civilian harm.

**Action 10.i.:** The Joint Staff, in coordination with DoD CIO and Defense Information Systems Agency, the combatant commands, military departments, and intelligence agencies, identifies minimum requirements and standards for partner-information sharing networks that incorporate CHMR requirements for use in future planning and operations.

**Action 10.j.:** Military departments and other DoD and OSD components that are responsible for existing partner-information sharing networks (*e.g.*, BICES, CENTRIX, and others) assess current capabilities, including testing during bilateral and multilateral engagements and exercises, and provide feedback to the Joint Staff to update the minimum requirements and standards created in Action 10.i. Re-assessments occur on a regular basis, roughly every two to three years thereafter.

## Phase 2 Actions (FY24)

**Action 10.k.:** Joint Staff, in coordination with combatant commands and military departments develops or updates a Capability Development Document based on minimum requirements and standards for partner-information sharing networks for use in future planning and operations as identified in Action 10.i. Joint Staff will present the findings to the CHMR SC, along with a proposed way forward to fill capability gaps.

**Action 10.l.:** Combatant commands conduct CBAPs for all allies and partners in their areas of responsibility and ensure CBAPs are available to relevant commands, including their subordinate operational commands, and DoD and OSD components with relevant responsibilities.

**Action 10.m.:** Combatant commands and military departments integrate CHMR considerations into multinational training and exercise objectives, where appropriate, including by incorporating clear articulations of end-state objectives with respect to the civilian environment as part of overall mission objectives, and by incorporating processes and procedures such as those related to the joint targeting process and humanitarian notification/deconfliction systems that are important for understanding and mitigating adverse impacts to significant aspects of the civilian environment.

## Phase 3 Action (FY25)

**Action 10.n.:** Combatant commands ensure CHACs have tailored procedures to process reports of civilian harm from U.S. military operations conducted with partners or allies, which allow for input from allies and partners regarding how civilian harm assessments and responses will be conducted during specific military operations.

### Anticipated Resource Requirements

- A&P-CHMROs, as identified in Objective 9. See Objective 11 for the associated resourcing plan.
- The following actions will be conducted with existing resources but may indicate future funding requirements, to be approved by the CHMR SC:
  - ▶ Action 10.k

# CHMR-AP OBJECTIVE 11

---

*Create dedicated positions for civilian harm mitigation and response efforts at OSD, Joint Staff, combatant commands, military departments, and other relevant DoD components, including in support of policy, planning, training, capabilities, doctrine, and operations, and ensure that combatant commands are postured to stand up CHACs for use during operations.*

**BACKGROUND:** DoD must be appropriately organized and staffed across the institution in support of CHMR objectives. Full allocation of personnel across the CHMR enterprise will rely upon the formalization of DoD-wide CHMR responsibilities, the completion of a Department-wide CHMR manpower study, and incorporation of resources into the budget across the FYDP. The actions outlined below support this endeavor, and serve to address urgent organization and staffing needs in the near-term while the other actions set forth in the CHMR-AP are implemented. To the extent practical, efforts should be made to fill staffing requirements with military personnel or government employees rather than contractors.

## Phase 0 Actions (FY22)

**Action 11.a.:** The Secretary designates an appropriate DoD component as the joint proponent for CHMR, and designates the USD(P) as the cognizant principal staff assistant within the Office of the Secretary of Defense to oversee the activities of the joint proponent on behalf of the Secretary of Defense.

**Action 11.b.:** The Joint Staff, combatant commands, military departments, and other DoD and OSD components as relevant stand up an internal CHMR WG. These CHMR WGs will help their respective organizations implement their CHMR responsibilities as established in the CHMR-AP and in the forthcoming DoDI. CHMR WGs will network with the CP CoE.

**Action 11.c.:** USD(P), in coordination with the joint proponent for CHMR, submits to USD(C) an FY23 UFR request that includes, at a minimum, the following initial staffing adjustments for FY23. The UFR request will provide detailed justification for resourcing required in order to compete favorably among other DoD priorities. The UFR request will be presented to Congress in early FY23. Relevant DoD and OSD components will staff new requirements as indicated below upon the receipt of resources.

- USCENTCOM: 16 FTE
  - ▶ 7 FTE assigned as CHMRO (1 FTE at CENTCOM HQ, 1 FTE at AFCENT, 1 FTE at ARCENT, 1 FTE at NAVCENT, 1 FTE at MARCENT, 1 FTE at SOCCENT, 1 FTE at CJTF-OIR)
  - ▶ 1 FTE assigned as A&P-CHMRO
  - ▶ 2 FTE to staff Civilian Environment Team
  - ▶ 2 FTE to staff Red Team
  - ▶ 4 FTE to staff CHAC
- USEUCOM: 11 FTE
  - ▶ 6 FTE assigned as CHMRO (1 FTE at EUCOM HQ, 1 FTE at USAREUR, 1 FTE at USAFE, 1 FTE at NAVEUR, 1 FTE at MARFOREUR, 1 FTE at SOCEUR)
  - ▶ 1 FTE assigned as A&P-CHMRO
  - ▶ 2 FTE to staff Civilian Environment Team
  - ▶ 2 FTE to staff Red Team

- USAFRICOM: 15 FTE
  - ▶ 6 FTE assigned as CHMRO (1 FTE at USAFRICOM HQ, 1 FTE at USARAF, 1 FTE at AFAF, 1 FTE at NAVAF, 1 FTE at MARFORAF, 1 FTE at SOCAF)
  - ▶ 1 FTE assigned as A&P-CHMRO
  - ▶ 2 FTE to staff Civilian Environment Team
  - ▶ 2 FTE to staff Red Team
  - ▶ 4 FTE to staff CHAC
  
- USINDOPACOM: 12 FTE
  - ▶ 7 FTE assigned as CHMRO (1 FTE at INDOPACOM HQ, 1 FTE at USFK, 1 FTE at USARPAC, 1 FTE at PACAF, 1 FTE at USPACFLT, 1 FTE at MARFORPAC, 1 FTE at SOCPAC)
  - ▶ 1 FTE assigned as A&P-CHMRO
  - ▶ 2 FTE to staff Civilian Environment Team
  - ▶ 2 FTE to staff Red Team
  
- USNORTHCOM: 1 FTE
  - ▶ 1 FTE assigned as CHMRO
  
- USSOUTHCOM: 4 FTE
  - ▶ 1 FTE assigned as CHMRO
  - ▶ 1 FTE assigned as A&P-CHMRO
  - ▶ 2 FTE to staff Civilian Environment Team
  
- USSOCOM: 9 FTE
  - ▶ 2 FTE assigned as CHMRO (1 FTE at SOCOM HQ, 1 FTE at JSOC)
  - ▶ 1 FTE assigned as A&P-CHMRO
  - ▶ 2 FTE to staff Civilian Environment Team
  - ▶ 2 FTE to staff Red Team
  - ▶ 2 FTE to staff CHAC
  
- USCYBERCOM: 7 FTE
  - ▶ 1 FTE assigned as CHMRO
  - ▶ 2 FTE to staff Civilian Environment Team
  - ▶ 2 FTE to staff Red Team
  - ▶ 2 FTE to staff CHAC
  
- USSTRATCOM: 5 FTE
  - ▶ 1 FTE assigned as CHMRO
  - ▶ 2 FTE to staff Civilian Environment Team
  - ▶ 2 FTE to staff Red Team
  
- USSPACECOM: 5 FTE
  - ▶ 1 FTE assigned as CHMRO
  - ▶ 2 FTE to staff Civilian Environment Team
  - ▶ 2 FTE to staff Red Team

- USTRANSCOM: 1 FTE
  - ▶ 1 FTE assigned as CHMRO
- Department of the Army: 2 FTE
  - ▶ 1 FTE assigned as CHMRO
  - ▶ 1 FTE assigned as A&P-CHMRO
- Department of the Air Force: 3 FTE
  - ▶ 2 FTE assigned as CHMRO (1 FTE at U.S. Air Force, 1 FTE at U.S. Space Force)
  - ▶ 1 FTE assigned as A&P-CHMRO
- Department of the Navy: 3 FTE
  - ▶ 2 FTE assigned as CHMRO (1 FTE at U.S. Navy, 1 FTE at U.S. Marine Corps)
  - ▶ 1 FTE assigned as A&P-CHMRO
- Joint Staff: 2 FTE
  - ▶ 1 FTE assigned as CHMRO
  - ▶ 1 FTE assigned as A&P-CHMRO
- OUSD(P): 12 FTE
  - ▶ 2 FTE assigned as CHMRO (1 FTE at OUSD(P), 1 FTE at Defense Security Cooperation Agency (DSCA))
  - ▶ 1 FTE assigned as A&P-CHMRO
  - ▶ 2 FTE to staff CHMR SC responsibilities
  - ▶ 1 FTE to staff principal staff assistant role associated with joint proponentcy
  - ▶ 3 FTE to staff enduring CHMR responsibilities
  - ▶ 3 FTE to staff DSCA CHMR office
- OUSD(I&S): 3 FTE
  - ▶ 1 FTE assigned as CHMRO
  - ▶ 2 FTE to support CHMR
- DIA: 15 FTE
  - ▶ 15 FTE to support CHMR
- NGA: 2 FTE
  - ▶ 2 FTE to support CHMR
- Joint Proponent for CHMR: 38 FTE
  - ▶ 4 FTE assigned for responsibilities associated with joint proponentcy
  - ▶ 4 FTE assigned to CHMR data management platform
  - ▶ 30 FTE as CoE staff (see Objective 2)

**Action 11.d.:** USD(P), in coordination with the joint proponent for CHMR, USD(C), DoD GC, and ASD(LA), develops any necessary legislative proposals for consideration within the DoD Legislative Program.

**Action 11.e.:** USD(P) presents to the Secretary for approval the staffed DoDI on CHMR, which further establishes DoD-wide policies and DoD and OSD components' respective responsibilities related to CHMR, including responsibilities related to the CP CoE. These responsibilities will inform the requirements to be considered in the Department-wide CHMR manpower study.

### Phase 1 Actions (FY23)

**Action 11.f.:** USD(P), in coordination with the joint proponent for CHMR, submits an issue paper for the FY24-FY28 Program and Budget Review for resources across the CHMR enterprise for FY24-FY28, while additional steps, including a Department-wide manpower study, are conducted to refine resource requirements.

**Action 11.g.:** The joint proponent for CHMR leads and is responsible for consolidating findings of a Department-wide CHMR manpower study, conducted jointly by the Department of the Army, the Department of the Navy, and the Department of the Air Force, to determine the manpower needs for the entire CHMR enterprise at all echelons across the force. This study will include manpower requirements related to CHMR functions at the CP CoE, OSD, Joint Staff, combatant commands, military departments, Defense Intelligence Enterprise, Defense Security Cooperation Agency, and other relevant DoD components. This study will be sponsored by USD(P), and conducted in consultation with USD(P&R). The results of this study will be presented to the CHMR SC.

**Action 11.h.:** Upon release of the forthcoming DoDI on CHMR, relevant DoD and OSD components identify to the CHMR SC anticipated resource shortfalls and request further reprogramming actions that may be required.

### Phase 2 Actions (FY24)

**Action 11.i.:** The joint proponent for CHMR submits a FY25 Issue Paper for enduring CHMR requirements in FY25 and beyond, based upon the findings of the CHMR manpower study and any other resourcing requirements that are identified. If needed, the joint proponent for CHMR, in coordination with USD(C), DoD GC, and OSD(LA), also develops any necessary legislative proposals for consideration within the DoD Legislative Program.

**Action 11.j.:** Upon appropriation of funds based on the FY24 budget, relevant DoD and OSD components resource their CHMR efforts.

**Action 11.k.:** Joint Staff incorporates language into JP 3-33, *Joint Task Force Headquarters*, and JP 1-0, *Joint Personnel Support*, to ensure that combatant commands standing up Joint Task Forces (JTF) consider CHMR staffing requirements, including for CHACs, as described in Objective 8.

### Phase 3 Action (FY25)

**Action 11.l.:** Upon appropriation of funds based on the FY25 budget, relevant DoD and OSD components resource their CHMR efforts.

### Anticipated Resource Requirements

- 166 FTE throughout Department in support of enterprise-wide initial CHMR staffing needs.
- Enduring CHMR staffing requirements to be determined by Department-wide CHMR manpower study.

*This page left intentionally blank*

