



Civil Affairs General Concepts

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AUTHORITIES

DODD 5100.01

DODD 5100.01 provides authority and guidance to the U.S. Army to develop concepts, doctrine, tactics, techniques, and procedures in order to organize, train, equip, and provide forces with expeditionary and campaign qualities. DODD 5100.01 also specifically states the following requirements for the Army:

- Occupy territories abroad and provide for the initial establishment of a military government pending transfer of the responsibility to other authority.
- Conduct CAO.
- Organize, train, and equip forces to support civil authorities in the United States and abroad, to include support for disaster relief, consequence management, mass migration, disease eradication, law enforcement, counter narcotics, critical infrastructure protection, and response to terrorist attacks, in coordination with other Military Services, Combatant Commands, National Guard, and USG departments and agencies. DODD 5100.01 also specifies that USSOCOM, in coordination with the Military Service Chiefs, will organize, train, equip, and provide SOF doctrine, procedures, and equipment for CAO.

DODD 2000.13

DODD 2000.13 states that CAO includes DOD actions that:

- Coordinate military activities with other USG departments and agencies, civilian agencies of other governments, host nation military or paramilitary elements, and NGOs.
- Support stability operations to include activities that establish civil security, provide support to governance, provide essential services, support economic development and infrastructure, and establish civil control for civilian populations in occupied or liberated areas until such control can be returned to civilian or non-U.S. military authority.
- Provide assistance outside the range of military operations, when directed, to meet the life-sustaining needs of the civilian population.

AUTHORITIES

- Provide expertise in civilian sector functions that normally are the responsibility of civilian authorities. That expertise is applied to implement DOD policies to advise or assist in rehabilitating or restoring civilian sector functions.
- Establish and conduct military government until civilian authority or government can be restored.

TITLE 10, UNITED STATES CODE, ARMED FORCES

Title 10 USC directs Army forces to conduct prompt and sustained land combat, combined with the Army's operating concept and unified land operations requirements. Land operations, particularly large-scale combat operations, focus on destroying or dislocating enemy forces or securing key land objectives that reduce the enemy's ability to conduct operations. Five characteristics distinguish land operations: scope, duration, terrain, permanence, and civilian presence. Acknowledging civilian presence underscores the criticality of and the dynamic relationship between friendly forces, enemy forces, and populations as competing global and regional influences; urbanization; failed, failing, or recovering governance apparatuses; nonstate actors; other state actors; degraded economic conditions; and a host of other factors contend to influence the OE on a daily basis. CA forces enable regionally focused insight and understanding for commanders at all levels toward the complex relationships and influences affecting civil societies, institutions, and populations within the operating area. CA forces provide unique competencies to engage the civil component to effect consolidation activities that are fundamental to the stability of the affected population and civil institutions.

CONCEPT OF EMPLOYMENT

AO staffs at every level review and update plans and orders. The CA task organization is validated by the supported geographic combatant commander and included in the request for forces. The forces are sourced once the Joint Staff validates the request and assigns a force provider (USSOCOM for Army SOF CA and FORSCOM for conventional forces CA). CA forces can be tasked to deploy in support of an operational area or directly to the supported unit. A majority of CA forces are located in the Army Reserve, and requests for reserve mobilization are initiated through the Joint Staff and DOD. When authorized, reserve CA elements are mobilized and deployed.

CA personnel obtain, analyze, evaluate, and record information in advance of the need. The basic evaluation of an area is the CA area study that establishes baseline information relating to the civil components of the area in question. The CA area study is a pre-mission study prepared regionally by country or to a specific subnational area within a country as the baseline research document for CA forces. The CA area study presents a description, analysis, and evaluation of the geography, historical setting, and the social, political, military, economic, health, legal, education, governance, infrastructure, and national security systems and institutions of a country using a combination of open- and restricted-source materials. CA personnel update the information detailed in the CA area study periodically, as required, prior to the receipt of a mission. CA requires the ability to retrieve accurate and current data on demand. This requirement necessitates a system to capture, store, collate, and produce this data in the form of a report, which is comprised from all available collected data at any given time. This report provides the baseline for the area study.

CA personnel prepare area studies, conduct assessments, and create and maintain running estimates to assist in the planning and updating of mission plans across the range of military operations. CA area studies, assessments, and running estimates should include geo-references. These geo-references allow for future geospatial application of these products into operations and mission planning sequences. These products develop and update the understanding of the civil component for the commander's COP. The information and material contained within these products are critical for the commander and

CONCEPT OF EMPLOYMENT

staff's situational understanding and the formation of the commander's vision for the OE, including:

- Impacts of the populace on military operations.
- Impacts of military operations on the populace.
- Development of courses of action.
- Development of branches and sequels.
- Completion of objectives, goals, and milestones.
- Facilitation of the Army operations transition.
- Identification and reinforcement of efforts to consolidate gains.
- Information requirements that drive and focus the civil information collection plan.

Once deployed, initial and deliberate assessments and surveys, in the form of CR and CE, refine the area study and continually update the running estimate and civil information collection plan. These assessments also identify civil vulnerabilities based on the CA functional areas and specialties. Functional specialists can be accessed through reachback or called forward as required.

RULES OF ALLOCATION

The CAO staff officer (G-9/S-9) is responsible for providing recommendations to the commander on the allocation of CA forces to the appropriate headquarters. He advises on the capabilities, allocation, and employment of subordinate CA units attached to the command. CA forces are allocated to Army forces or their equivalent in the following manner:

- CACOMs are allocated to the geographic combatant commands or theater Army.
- CA brigades are allocated to Army corps or theater Army.
- CA battalions are allocated to Army divisions.
- CA companies are allocated to BCT's.

A CA company is the lowest-level unit allocated by rules of allocation. CATs are not assigned to Army forces through rules of allocation, but

based on the mission requirements, can be attached from the company down to subordinate elements of the BCT.

CA forces assigned to ARSOF follow the combatant commander directed operational requirements rules of allocation. This is not as rigid as the conventional force rules of allocation. ARSOF assigned CA forces are generally allocated to ARSOF elements in the following manner:

- ARSOF CA brigade is assigned to 1st Special Forces Command.
- ARSOF CA battalions are allocated to the TSOC and the JSOTF.
- ARSOF CA companies are allocated to a RCMSE or SF battalion.

The nature of the mission may require more CA assets; for example, advising on or conducting the responsibilities normally performed by a civil government will likely require CA augmentation to succeed. The workload rule of allocation shown in Figure 1 was designed to account for these variables.

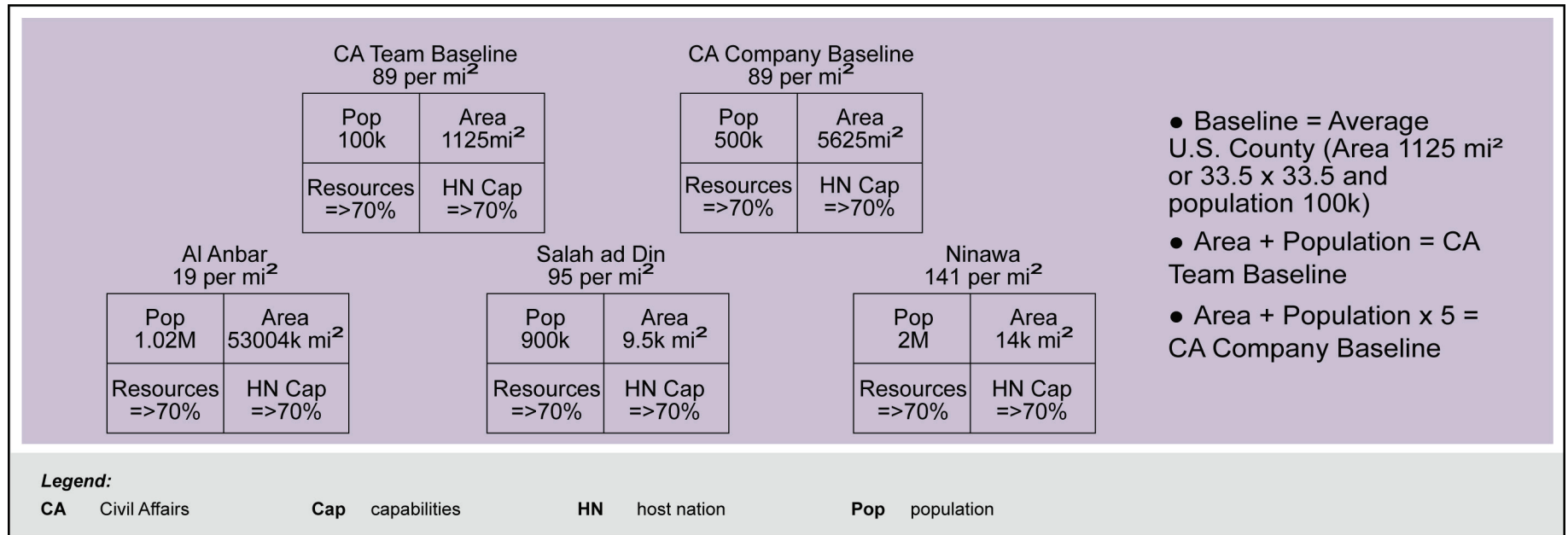


Figure 1. Civil Affairs workload rules of allocation

CONCEPT OF EMPLOYMENT

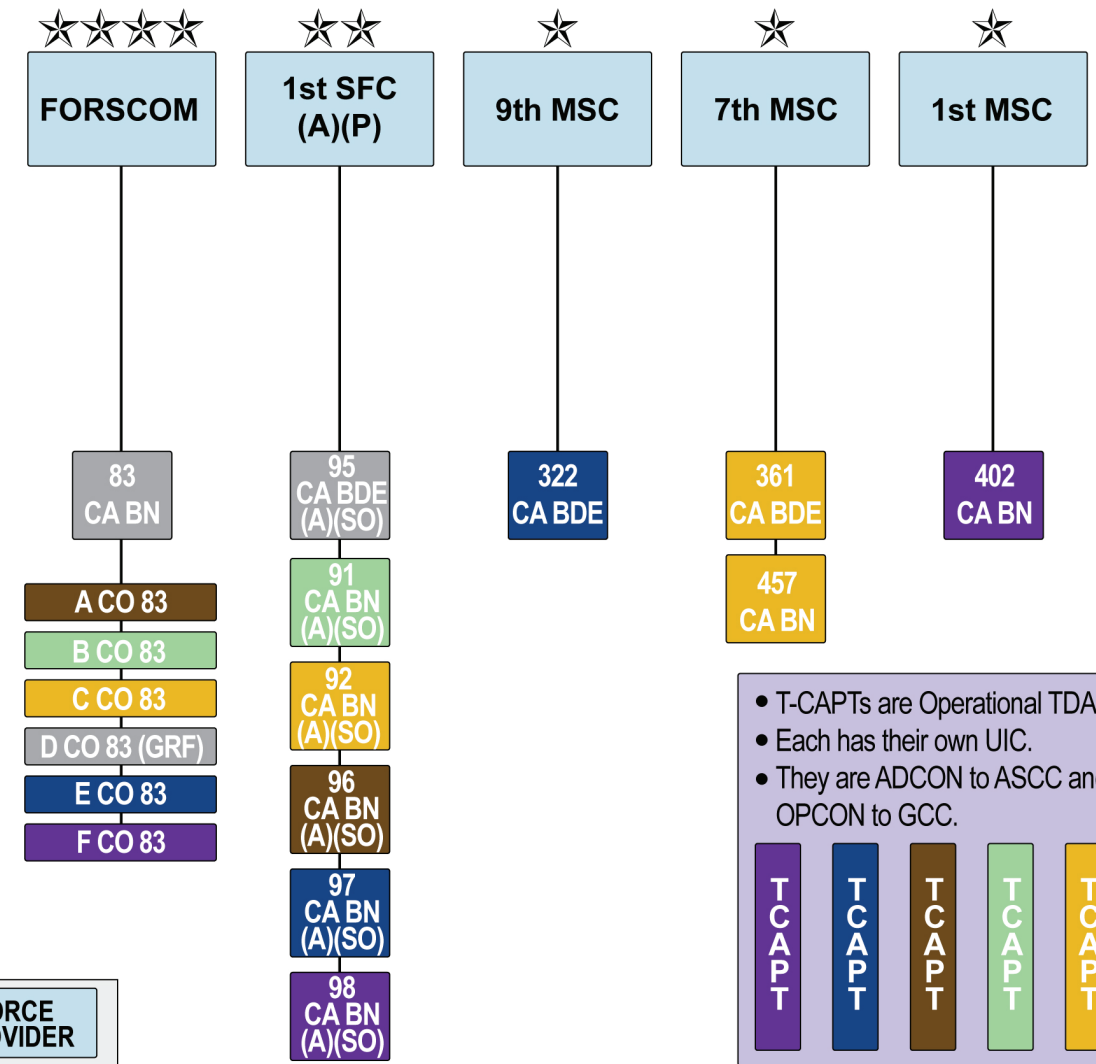
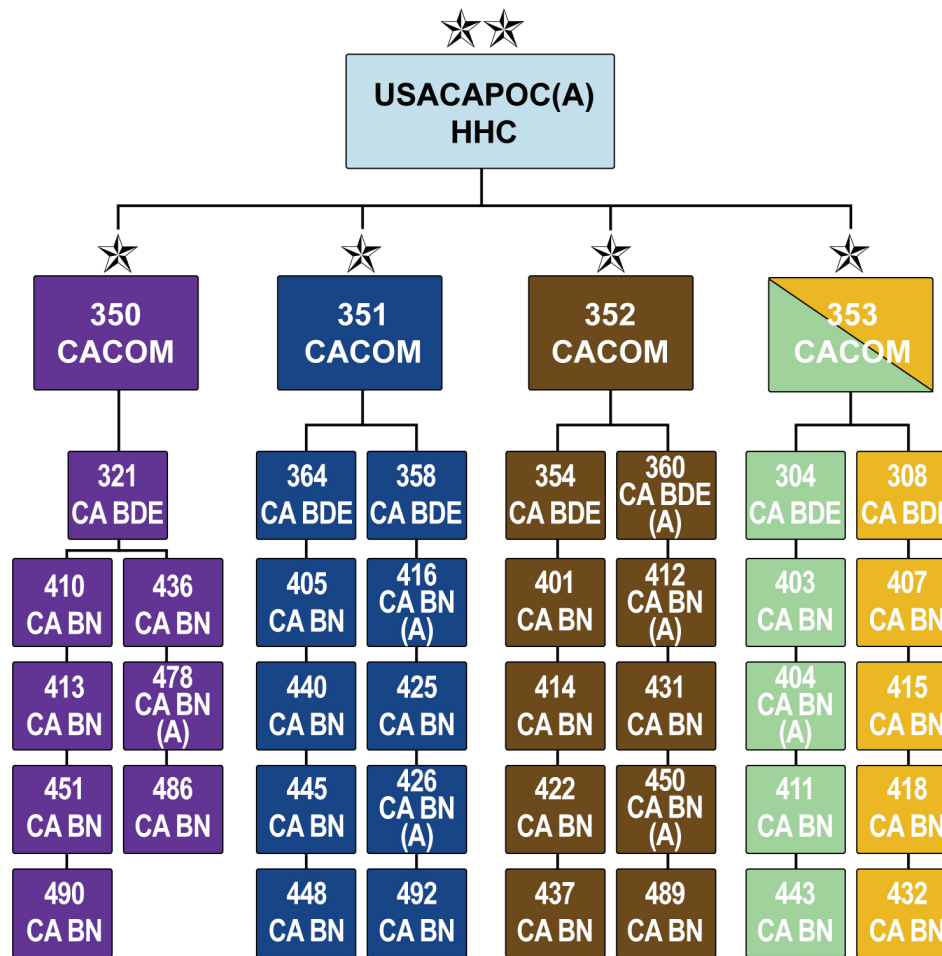
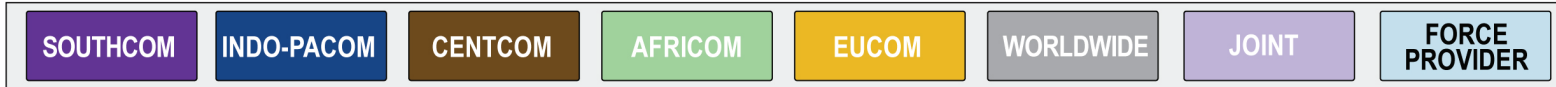
CACOM develops plans, policy, and programs through planning teams, fusion of CIM, regional engagement, and civil component analysis at the strategic and theater levels. Figure 2 shows how CA organizations are regionally aligned. CA forces at all echelons provide a dedicated capability to plan, enable, shape, integrate, manage, and execute CAO that engage and influence IPI and develop civil considerations analysis for the supported commander. A CA brigade provides this capability at the operational level. A CA battalion provides this capability at the operational to tactical levels and a CA company provides this capability at the tactical level.

CA forces are a force multiplier. CAO are conducted by CATs at tactical levels; CAPTs and CLTs at tactical and operational levels; T-CAPTs, CAPTs, and CMSEs at operational and theater strategic levels; and CMOCs with CIM capabilities at all levels. Individual CA members can augment a headquarters, while units can be attached to or support formations. CATs are designed to provide the maneuver commander direct interaction with the civilian population.

4 CACOMs
10 Brigades
39 Battalions
168 Companies
840 CA Teams

Note: CACOMs align with the geographic combatant commands less USNORTHCOM; One CACOM supports both USEUCOM and USAFRICOM.

Legend:



- T-CAPTs are Operational TDAs.
- Each has their own UIC.
- They are ADCON to ASCC and OPCON to GCC.

Figure 2. Concept of employment

ROLE, CORE COMPETENCIES, AND FUNCTIONS

The terms role, core competency, and function describe organizations and branches. A **role** defines the broad and enduring purpose for which an organization or branch is established. **Core competencies** define the overall capabilities of an organization or branch to the Army. A **function** describes a set of subordinate tasks and systems needed to accomplish the branches role.

The role of CA is to engage and influence unified action partners and IPI, conduct MGO, enable CMO, and provide civil considerations expertise through the planning and execution of CAO. This role, founded in policy, directive, and joint doctrine, clearly depicts the reason why the CA branch was established and the unique contributions it provides to the Army and DOD.

CA forces are organized, trained, and equipped specifically to plan and execute CAO across the range of military operations, engaging the civil component (IPI, unified action partners, other civil entities, and interagency) to support the JFC's CMO concept.

The intent of CAO is to engage and leverage the civil component (people, organizations, and capabilities) to enhance situational understanding, mitigate threats to civil society, and consolidate gains in support of the strategic objective of establishing a secure and stable OE that is consistent with U.S. interests. CA forces have three core competencies, nested under the umbrella of CAO, that focus on the civil component and are essential and enduring capabilities provided to Army operations.

CA core competencies form the basis for training, organizing, equipping, and employing CA forces.

The core competencies nest within the commander's overall responsibility for planning and executing CMO as identified in JP 3-57 and FM 3-0. Each of these core competencies support the overall CMO goals and objectives outlined in the JFC's CMO strategy. Generally, the core competencies of CA are mutually supporting.

CA functions are structured under each competency, organizing tasks and systems (people, organizations, information, and processes) into executable capabilities to achieve the desired effects. CA forces may execute competencies prior to, simultaneously with, or in the absence of other military operations across the range of military operations and all levels of war. The functions nested under the core competencies are

capabilities executed to accomplish the designated role of the branch. The CA branch has the overall responsibility to perform these functions; however, not every organization within the branch has the capability or requirement to execute every function. Figure 3 shows the relationship of the core competencies and their nested functions under the umbrella of CAO.

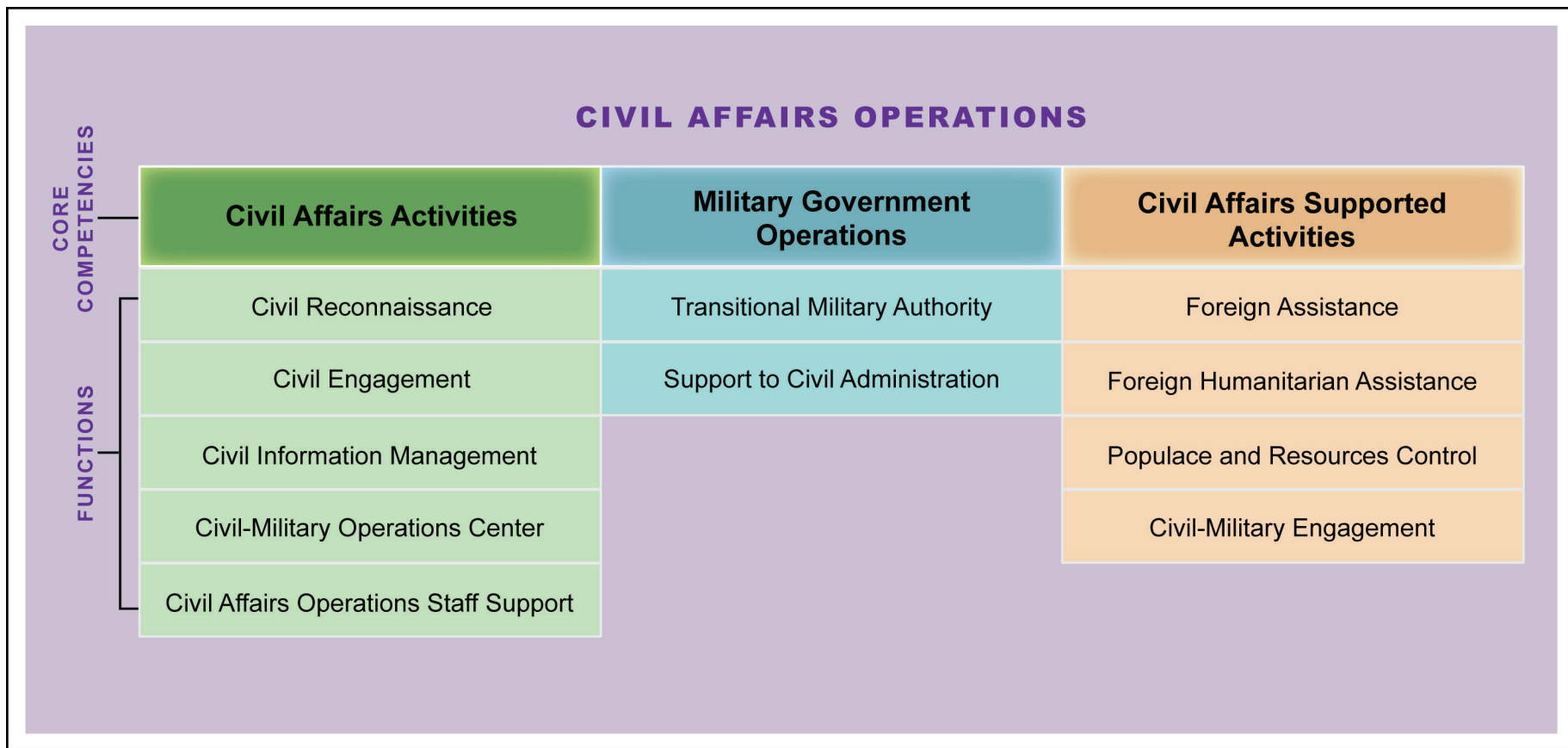


Figure 3. Civil Affairs core competencies and nested functions

CIVIL AFFAIRS ACTIVITIES

Civil Affairs activities as a category is the first core competency of CA. CA activities are specifically **planned, executed, and assessed by CA forces** and provide unique capabilities to the commander. CAA consist of the following five functions:

CIVIL RECONNAISSANCE

CR is a function as well as a tactical mission task of CA. CR is a targeted, planned, and coordinated observation and evaluation of specific civil aspects of the environment. The civil information collection plan drives CR for the purpose of understanding the impacts of the civil component on military operations, the impacts of military operations on the civil component, the development of assessments and running estimates, the enhancement of situational understanding, the facilitation of decisionmaking.

Tactical Mission Task	Purposes
Civil Reconnaissance	Identify Observe Assess (Initial) Verify Refute Locate Assess (Deliberate) Survey Monitor Detect Inspect Investigate

Figure 4. Civil reconnaissance tactical mission task and purposes

The purpose of CR as a function is to—

- Verify or refute information.
- Assess the operational environment.
- Locate, identify, survey, and observe areas, structures, capabilities, organizations, people, and events.
- Detect and monitor changes in the civil component.

CIVIL AFFAIRS ACTIVITIES

CA forces conduct CR to gather civil information, and assess/monitor effects of military operations on the civil component. CR is focused by the civil information collection plan, which synchronizes CA collection efforts with the CCIR and specific requests for information through the operations process. The outcomes from CR flow into the information gathering process of CIM, which adds to the understanding of civil considerations and ultimately becomes input to the commander's COP. CR as a tactical mission task is used to standardize desired end state language when tasking CA forces. Figure 4 shows the purposes of the CR tactical mission task.

CIVIL ENGAGEMENT

CE is a function as well as a tactical mission task of CA. CE is the planned and targeted activities in which CA forces deliberately focus on the interaction with the IPI, unified action partners, and other civil entities. It includes those planned and targeted interactions that promote the building of relationships between military forces, unified action partners, IPI, and the interagency to reduce civilian impacts to ongoing or planned military operations and mitigate the military impact on the civilian population. It may be in person or by other means of communication. Figure 5 shows the purposes of the CE tactical mission task.

Tactical Mission Task	Purposes	
Civil Engagement	Inform	Develop
	Deliver	Supervise
	Coordinate	Conduct
	Facilitate	Investigate
	Distribute	Negotiate
	Evaluate	Mediate
	Deconflict	Stabilize
	Mitigate	Verify
	Influence	Identify
	Promote	Refute
	Resolve	

Figure 5. Civil engagement tactical mission task and purposes

CIVIL AFFAIRS ACTIVITIES

CA conducts CE to promote the relationship between military forces and the civil component. This enhances the commander's understanding of the civil component and legitimizes the U.S. mission. The purpose of CE, as a function, is to—

- Inform or seek information.
- Facilitate operations.
- Coordinate efforts.
- Collaborate with the civil component.
- Deconflict operations between the civil populace and military.
- Resolve conflict.
- Mitigate the impact of military operations on IPI.
- Influence actions by civil entities.
- Develop civil considerations.

CA forces are trained in language, negotiations, and mediation techniques, as well as the ability to identify cultural nuances, divergent world views, biases, prejudices, and stereotypes. These unique skills allow them to better establish and maintain relationships and communication channels with various civil entities, facilitate coordination and integration, facilitate information flow, synchronize efforts, and promote mission legitimacy. CA forces understand that relationships and coordination between various civil entities can enhance or enable successful mission accomplishment. The outcomes from CE flow into the information gathering process of CIM, which adds to the understanding of civil considerations, and ultimately becomes input to the commander's COP.

CIVIL INFORMATION MANAGEMENT

CA forces provide the commander with expertise on the civil component of the OE. The CIM process is continuous, occurs across the range of military operations, and develops timely and accurate civil component information which is critical to the commander's understanding and planning for both accessible and denied environments. Figure 6 shows how the CIM process is cyclical. CIM is the process whereby civil information is collected, analyzed and evaluated, and disseminated to the supported element, higher headquarters, and other USG and DOD agencies, international organizations, and NGOs.

The data collected provides current civil component information for dissemination through the CIM process. Civil considerations are developed from data with relation to areas, structures, capabilities, organizations, people, and events within the civil component of the commander's OE. The management of civil information is the fusion of analyzed data into the COP to benefit the supported commander, DOD, interagency, international organizations, NGO, and IPI situational dominance.

CIM is not solely a task of a CA unit's CIM cell. Every CA element has a role within CIM. CA forces should also actively incorporate the supported unit's information requirements into the civil information collection plan to enhance the COP and the intelligence preparation of the battlefield process. CIM enhances situational awareness and facilitates understanding for all elements in the OE, allowing those elements to achieve decision superiority. Every CA Soldier has the ability to conduct basic analysis and evaluation of civil information, while CMOCs, CIM sections, and higher CA headquarters analysts conduct in depth analysis and evaluation of that civil information as part of the process that enhances the situational understanding of the supported commander and unified action partners.

**See FM 3-57 and ATP 3-57.50 for additional information on CIM.*

CIVIL AFFAIRS ACTIVITIES

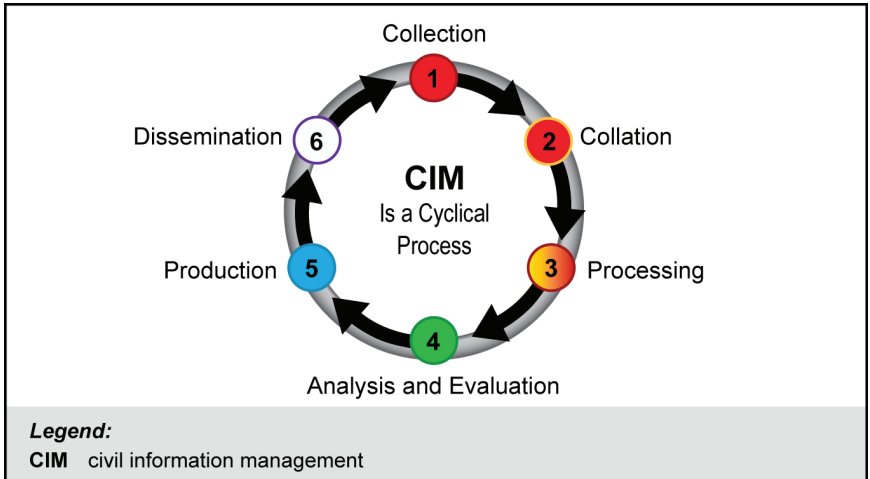


Figure 6. Civil information management cyclical process

CIVIL-MILITARY OPERATIONS CENTER

The CMOC is a functional organization that is performed by all Army CA units from the company level through the CACOM level. With the exception of the 95th CA Brigade headquarters and its subordinate battalion headquarters, CA units are organized by the MTOE to provide the supported commander the manpower and equipment to form the nucleus of the CMOC. CMOCs require over-the-horizon and nontraditional communications capabilities to most effectively conduct interagency collaborative planning and coordination, integrate nonmilitary stakeholders to synchronize operations, and coordinate plans and operations with the civil component of the OE.

The CMOC serves as one of the primary coordination interfaces for U.S. forces with IPI, unified action partners, and the interagency. A CMOC is tailored to the specific tasks associated with the mission and augmented by assets (for example, engineer, medical, transportation) available to the supported commander and unified action partners. The CMOC facilitates continuous coordination among the key participants with regard to CAO and in support of the commander's CMO plan in order to manage civil information, analyze civil considerations, and develop

CIVIL AFFAIRS ACTIVITIES

civil inputs to the COP. This occurs from tactical levels to strategic levels within a given AO depending on the level of the CMOC.

CLTs exist at the CACOM, CA brigade, and CA battalion (with the exception of the battalions in the 95th CA Brigade) levels. The CLTs are organic components of the CMOCs they support. The CLT extends the outreach of its parent CMOC into multiple areas. It provides a limited civil-military interface capability as a means for the exchange of information among IPI, international organizations, NGOs, and other governmental departments and agencies, and has limited capability to link resources to prioritized requirements. The CLT is a standalone team for the CMOC that acts in the same role as a CAT does for a battalion. The CLT provides the supported CMOC with an engagement capability for CAO and CMO coordination without interfering with the regular staff functions.

**See FM 3-57 and ATP 3-57.70 for additional information on the CMOC.*

CIVIL AFFAIRS OPERATIONS STAFF SUPPORT

CA staff support provides a dedicated planning, integration, and assessment capability to Army and joint staffs from brigade to combatant command and SF battalion to TSOC. CA staff support during the MDMP and the joint planning process synchronizes, integrates, and coordinates the civil component with the commander's CMO responsibilities and operational plans. CAO staff, in coordination with the CMOC, integrate and synchronize CR efforts to inform mission analysis, develop and update the COP, and update the civil information collection plan. CA staff support is provided in the following ways:

- **J-9 Civil-Military Operations Directorate.** The J-9 builds relations with military and civilian organizations that influence operations or campaigns. The J-9 normally leads the civil-military staff element and is an important asset in planning and coordinating CMO within the joint planning process. Joint force commanders can establish a J-9 to plan, coordinate, conduct, and assess CMO within the joint planning process.
- **Assistant Chief of Staff, G-9 (S-9), CAO.** The G-9/S-9 is the principal staff officer responsible for the planning, integrating,

CIVIL AFFAIRS ACTIVITIES

evaluating, and assessment of civil considerations into the MDMP. The planning encompasses both current and future operations. The G-9/S-9 staff ensures that the civil component within the OE is factored into planning and then captured in branches and sequels based on the anticipated or realized outcomes of current operations. The G-9/S-9 is designated to provide the commander with actionable civil information that will increase the commander's awareness and understanding of the civil component and synchronize the efforts of unified action partners, IPI, and the interagency within the OE.

- **Theater Civil Affairs Planning Team.** The T-CAPTs are permanent, five-person, regionally aligned planning teams with their own unit identification codes. They are assigned to theater armies with duty at their respective geographic combatant commands. The T-CAPT performs CAO and CMO planning, coordination, and integration at the theater level to enhance the GCC's strategic plans, campaigns, or operations and theater security cooperation plans and programs.
- **Civil Affairs Planning Team.** The CAPT is a planning augmentation element that can be requested to supplement J-9/G-9 staffs to facilitate and manage CAO in support of the commander's CMO plan. The CAPT can assist the J-9/G-9 in developing theater campaign plans, campaign support plans, operational plans, and contingency plans depending on the level of support.
- **In Lieu of Support.** CA BCT companies are templated by rules of allocation against a brigade combat team that, by the MTOE, has a dedicated S-9. In a BCT (or SF group) without an assigned S-9 or at battalion level where there is not a dedicated S-9 position, the CA company commander (at BCT level) or a team leader (at battalion level) might be required to perform the duties of the CAO staff officer.
- **Security Force Assistance Brigade Civil Affairs Staff Support.** The SFA brigade CA staff section is responsible for training or advising foreign security force counterpart staff elements to enable them to engage and build rapport with civilian unified action partners, IPI, and independent foreign agencies within the OE.

MILITARY GOVERNMENT OPERATIONS

According to DoDD 2000.13, CAO includes activities that establish civil security, provide support to governance, provide essential services, support economic development and infrastructure, and establish civil control for civilian populations in occupied or liberated areas until such control can be returned to civilian or non-U.S. military authority.

Military government operations as a category is the second core competency of CA. MGO are executed in foreign nations by CA, when directed, to establish transitional military authority or SCA. CA forces provide expertise in civilian sector functions that normally are the responsibility of civilian authorities in order to establish local government capability or to enhance its capacity. This core competency is normally executed in support of DOS operations or when directed in the absence of other USG capabilities.

CA Soldiers are trained, educated and organized to support or execute the functions of a civil administration during transitional military authority or SCA. These operations are supported by CA generalists through assessments and initial identification of civil vulnerabilities and executed by military government experts through the provision of expertise in civilian sector functions that normally are the responsibility of civilian authorities. MGO are designed to enhance, rehabilitate, restore, or establish civilian sector functions and are executed by providing SCA to an established civil authority or asserting transitional military authority until a civilian authority or government can be established.

MGO are executed when, through the course of military operations, replacement or sustainment of civil authority is required to maintain stability and governance. MGO supports the U.S. diplomatic, informational, military, and economic instruments of national power abroad through executing governance tasks mandated by U.S. policy and international law.

When force is necessary and a territory is occupied by an army, that army imposes military authority in accordance with the law of land warfare. Military authority is asserted through the imposition of military government. The objective of military government is to establish civil control and stability in support of the USG stabilization and reconstruction efforts. The end state is a reconstructed indigenous

MILITARY GOVERNMENT OPERATIONS

government that emulates governing policies that are consistent with U.S. interests. Once an interim civilian government is established, military authority is exerted to support civil administration, whether that civil administration is imposed by the occupying power or is inherently indigenous.

MGO include the following two functions:

- Transitional military authority.
- Support to civil administration.

TRANSITIONAL MILITARY AUTHORITY

Transitional military authority is defined as a temporary military government exercising the functions of civil administration in the absence of a legitimate civil authority (FM 3-07). A variety of CA forces can support transitional military authority through the execution of CAA and CASA; others are specifically trained and educated to conduct transitional military authority by applying civilian sector expertise to conduct government operations that are normally the responsibility of civilian authorities. Support to governance is one of six primary Army stability tasks. CA provides transitional military authority assistance throughout the range of military operations and sometimes outside of the range of military operations in order to meet life-sustaining needs of the population.

Within its capabilities, the occupying force must maintain an orderly government in the occupied territory and must have, as its ultimate goal, the creation of a legitimate and effective civilian government. Support to governance is a stability task required for obtaining a stable population-centric operational environment. Transitional military authority enables commanders to achieve civil control and stability and enable civil security. DOS has the lead on foreign policy and controls the majority of the resources that can be used under Title 22, USC and the Foreign Assistance Act. These resources are typically tied to achieving U.S. interests. Once an interim civilian government is established, military resources are exerted to SCA.

MILITARY GOVERNMENT OPERATIONS

SUPPORT TO CIVIL ADMINISTRATION

SCA is assistance given to a governing body or civil structure of a foreign country, whether by assisting an established government or interim civilian authority, or supporting a reconstructed government. SCA occurs when military forces support DOS in the implementation of interim civil authority or U.S. foreign policy in support of host nation internal defense and development. SCA supports the U.S. diplomatic, informational, military, and economic instruments of national power abroad through executing tasks affiliated with cooperative security, theater security cooperation, and foreign internal defense as a function of stability operations and irregular warfare.

The CA responsibilities during SCA missions are designed to support the commander's operational and support function with respect to the continuity of government in an FN/HN. Generally, these include—

- Identifying, validating, or evaluating FN/HN essential service infrastructure.
- Assessing the needs of the IPI in terms of the CA functional areas.
- Monitoring and anticipating future requirements of the IPI in terms of the CA functional areas.
- Performing liaison functions between military and civilian agencies.
- Coordinating and synchronizing collaborative interagency or multinational SCA operations.
- Participating in the execution of selected SCA operations as needed or directed.
- Performing quality control assessments of SCA operations and costs.
- Assisting in the arbitration of problems arising from the execution of SCA operations.
- Coordinating and synchronizing transition of SCA operations from military to indigenous government or international transitional government control.
- Initiating or refining the CIM process with geospatial projects that depict affected populations and civil vulnerabilities.

Civil Affairs Military Government Capability

There are 18 military government specialists and 8 other Army capabilities nested within 16 functional specialties that are aligned within the five functional specialty area framework. This provides the foundation of the Army's required military government capability as directed in DODDs 5100.01 and 2000.13.

Functional Specialty Areas

The CA military government capability is organized around five functional specialty areas based off of the USG stability sectors. These functional specialty areas are security, justice and reconciliation, humanitarian assistance and well-being, governance and participation, and economic stabilization and infrastructure.

Functional Specialties

Each functional specialty area has one or more functional specialty nested within it. Figure 7 shows the nesting of functional specialties under the functional specialty areas. CA force structures contain civil sector expertise within each of the 16 functional specialties. Technically qualified and experienced individuals, known as CA functional specialists, advise and assist the commander and can assist or direct their civilian counterparts. Within their area of specialization, they possess the critical skills necessary to establish, support or re-establish capability and capacity as well as understand the regional and local impact of culture on that capability.

MILITARY GOVERNMENT OPERATIONS

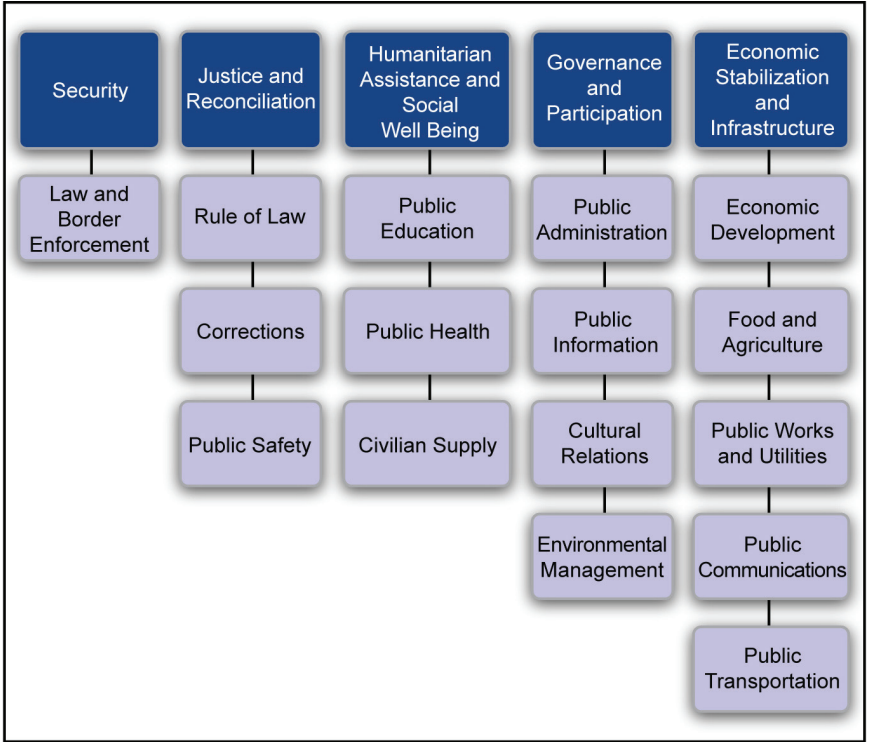


Figure 7. CA functional areas and functional specialties

Functional Specialists

The foundation of the functional specialist capability is composed of military government specialists (38G) with 18 skill identifiers and 8 other Army capabilities. When civilian expertise normally provided by USG agencies is not available, CA functional specialists may be required to fill key planning, operational, or liaison roles until replaced by other governmental departments and agencies or counterparts. Figure 8 shows the hierarchal structure of the functional areas down to the functional specialists.

MILITARY GOVERNMENT OPERATIONS

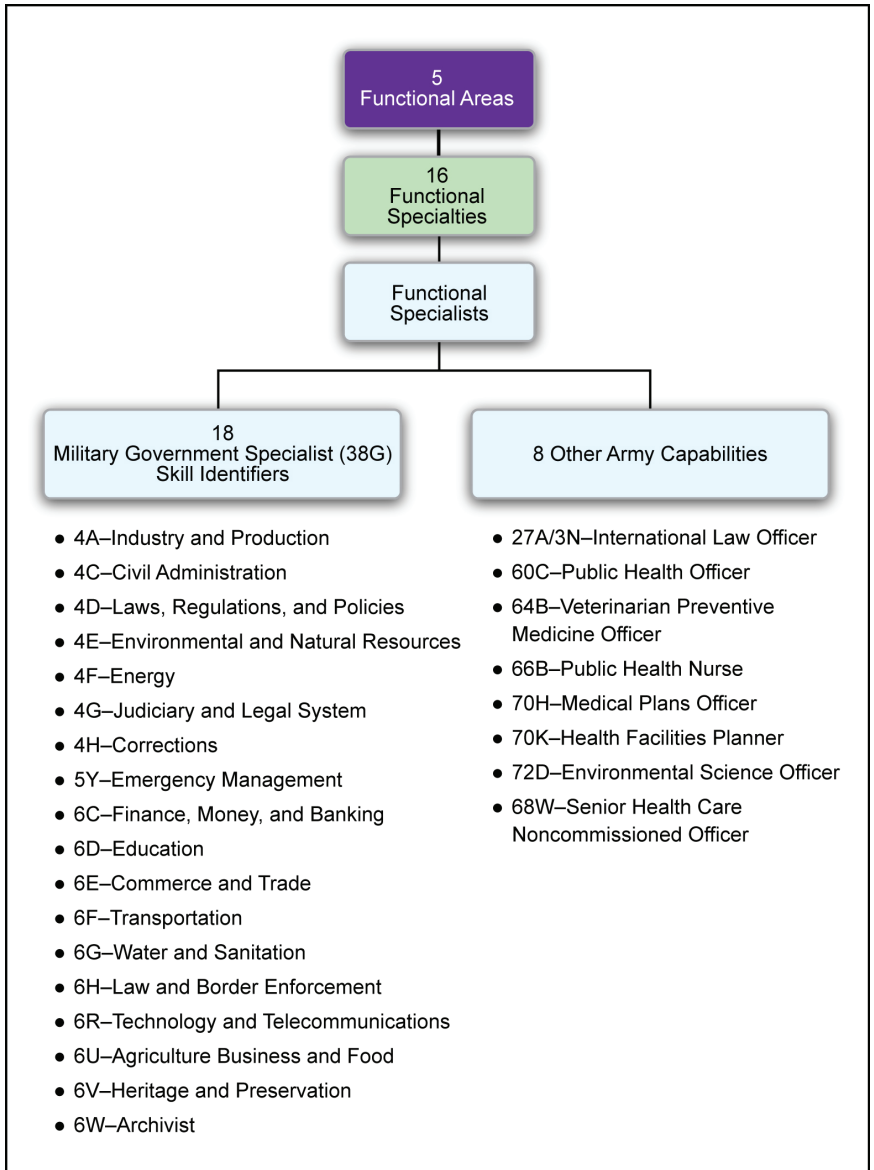


Figure 8. Functional specialist hierarchy

CIVIL AFFAIRS SUPPORTED ACTIVITIES

CASA as a category is the second core competency of CA. CASA are those missions in which CA plays a key planning, coordinating, or synchronizing role but for which they are not the proponent or primary executor. These supported activities include foreign assistance, FHA, PRC, and CME. These missions are executed through a combination of capabilities provided by multiple branches across the Army, or in many cases, by other services within the DOD.

CA supports these operations through the planning, integration, execution, and transitioning of CAO. CA knowledge and expertise of the civil component provides commanders the necessary tools to execute military operations with minimal impact by or on the civilian populace. Army, other Services, and the joint force conduct these missions that are population centric and require CA capabilities.

CA can enable the integration of populations and resources in support of the commander's mission and end states; help in the synchronization of unified action partners, IPI, and interagency groups within the mission requirements; and provide expertise concerning the authorities that oversee the conduct of these operations. Foreign assistance, FHA, and PRC are all heavily regulated depending on the type or subset of mission being conducted. CA forces are trained on authorities that pertain to these missions and can provide critical information to the commander and staff for their successful execution.

CIVIL AFFAIRS SUPPORTED ACTIVITIES

FOREIGN ASSISTANCE

Foreign assistance is civil or military assistance rendered to foreign nations ranging from the sale of military equipment and support for foreign internal defense to donations of food and medical supplies to aid survivors of natural and manmade disasters that may be provided through development assistance, SA, or humanitarian and civic assistance. Figure 9 provides a visual representation of the components of foreign assistance.

Development Assistance Programs	Humanitarian and Civic Assistance Programs	Security Assistance Programs
<ul style="list-style-type: none">• Agricultural and Nutritional• Population Control• Health• Education• Energy• Environmental Improvement	<ul style="list-style-type: none">• Medical, Dental, and Veterinary Care Provided in Rural or Underserved Areas of a Country• Construction and Repair of Basic Surface Transportation Systems• Well Drilling and Construction of Basic Sanitation Facilities• Rudimentary Construction and Repair of Public Facilities	<ul style="list-style-type: none">• Defense Articles• Military Training• Defense-Related Sales (Grants, Loans, Lease, Credit, and Cash Sales)

Figure 9. Foreign assistance

CIVIL AFFAIRS SUPPORTED ACTIVITIES

CA forces can plan, program, execute, and assess CAO in support of foreign assistance mission. CAO focuses on the civil component during foreign assistance to provide the commander with viable courses of action to assist in the stabilization of the focus area. Regional and cultural competencies possessed by CA Soldiers are essential to mission success. CA forces are skilled integrators and coordinators of the populace and the resources within an operational area. These skills allow for synchronizing efforts and capabilities in the most efficient manner possible. Ultimately, CA will reduce redundancy of resources, maximize usage of the current infrastructure, and assist in the coordination of unified action partners, IPI, and interagency groups supporting foreign assistance operations.

CA forces possess the capabilities to evaluate the civil component through the planning and execution of CAA in support of foreign assistance. The focus of foreign assistance is to legitimize and enhance the stability of a host nation's political, military, economic, social, informational, and infrastructure systems. CA forces can provide a sociocultural understanding of the operational environment that enhances the U.S. ability to achieve the desired end state. Support to foreign assistance can include technical expertise, advice, and assistance that can exponentially influence the success of other ongoing programs and initiatives. This assistance forms a foundation on which a nation can build programs to meet the needs of the populace and promote its own sustainable development or growth.

**See FM 3-57 and ATP 3-57.30 for additional information on foreign assistance.*

FOREIGN HUMANITARIAN ASSISTANCE

FHA, a term used by the DOD, consists of the DOD activities conducted outside the U.S. and its territories to directly relieve or reduce human suffering, disease, hunger, or privation. Most USG agencies, as well as USC and DOD directives, utilize the terms HA and FDR. FHA operations are different from foreign assistance primarily because they have a direct humanitarian need. FHA activities conducted by U.S. Armed Forces fall into two broad categories:

- **Steady-state FHA.** Steady-state FHA are activities normally planned and conducted as part of the GCC's theater campaign plan. The intent of steady-state FHA activities is to assess and increase the affected nation's capacity and capability to respond to disaster.
- **Foreign Disaster Relief.** FDR is a limited duration contingency operation. The goal of FDR is to alleviate the suffering of foreign disaster victims, including victims of natural disasters and conflicts, internally displaced persons, refugees, stateless persons, and vulnerable migrants.

The CA role in FHA is to assist the commander in planning, advising on the activities and coordinating with unified action partners, IPI, and interagency groups to synchronize efforts. CA forces will also play a key role in conducting assessments. FHA operations are inherently complex and require a significant amount of interagency coordination. FHA is normally directed from the strategic level, coordinated and managed at the operational level, and conducted at the tactical level. On all levels in support of FHA activities, CA forces—

- Participate in interagency assessment, planning, and synchronizing of FHA activities.
- Identify, validate, or evaluate host nation and international resources available for FHA activities.
- Advise, assist, and plan displaced civilian movement and control.
- Participate in the execution of selected FHA activities as directed.
- Provide liaison with IPI.
- Assist in the coordination of local labor.

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- Assist the commander to meet legal and moral obligations, in accordance with the judge advocate general.
- Assess requirements and support for the operation of a CMOC.
- Conduct and maintain an assessment of humanitarian issues in designated nations or regions.
- Identify shortfalls in host nation HA programs and resources.

Although FHA operations may be executed simultaneously with other types of operations, each type has unique characteristics. For example, FHA operations may be simultaneously conducted with PO, but each has its own strategic end state. There are many operations that are related to FHA. These operations are diverse, and CA forces will support these related operations as necessary. The related operations consist of—

- Stability operations.
- Foreign assistance.
- Peace operations.
- Noncombatant evacuation operations.
- Civil-military operations.
- Mass atrocity response operations.
- International chemical, biological, radiological, and nuclear response.

**See FM 3-57 and ATP 3-57.20 for additional information on foreign humanitarian assistance.*

POPULACE AND RESOURCES CONTROL

Military operations are not conducted in a vacuum that is free of civilian presence or influence. No matter the operational environment, military operations can be disrupted by actions of the indigenous populace. Whether it is uncontrolled and uncoordinated movement of civilians within the operational environment, illegal activities, or any civil functions between these extremes, commanders must consider PRC measures in the planning and execution of operations. While PRC falls under the responsibility of the Military Police branch, CA forces are integral to the planning, execution, and assessment of military operations concerning PRC measures. CA forces are highly attuned to the impacts that

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military operations can have on the civil population as well as those the civil component will have on military operations. They assist in the development of courses of action that will support the commander's goals, with minimum impact on civil military relations and current and future operations.

PRC consists of two distinct, yet linked, components: populace control and resources control. These controls are normally the responsibility of indigenous civil governments. During times of civil or military emergency, proper authorities define, enact, and enforce PRC measures. For practical and security reasons, military forces employ PRC measures of some type and to varying degrees across the range of military operations. CA forces provide multiple capabilities to the HN (when requested and approved) as well as to the military commander that can assist in the development and execution of these measures.

Populace Control

Populace control provides security for the populace, mobilizes human resources, denies enemy access to the population, and detects and reduces the effectiveness of enemy agents. Populace control measures are a key element in the execution of primary stability tasks in the areas of civil security and civil control. Populace control involves establishing public order and safety, securing borders, population centers, and individuals. International law requires the military force to focus on essential tasks that establish a safe, secure environment and address the immediate humanitarian needs of the local populace. Control measures require a capability to secure borders, protect the population, hold individuals accountable for criminal activities, control the activities of individuals or groups that pose a security risk, reestablish essential civil services, and set conditions in the OE that support stability through unity of effort.

The authority and extent of populace control measures that a commander may impose varies greatly with the type of mission and the OE. The OE includes a wide variety of intangible factors such as the culture, perceptions, beliefs, and values of adversary, neutral, or friendly political and social systems. These factors must be analyzed and continuously assessed throughout the operations process to develop situational understanding of the environment. The characterization of the

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OE as permissive, uncertain, or hostile, further impacts the planning for and the execution of populace control measures.

**See FM 3-57 and ATP 3-57.10 for additional information on populace control.*

Dislocated Civilian Operations

DC operations are actions required to move or keep civilians out of harm's way or to safeguard them in the aftermath of a disaster. The disaster may be natural (such as a flood or an earthquake), manmade (such as combat operations, social, or political strife), or technological (such as radiological disaster, cyber outage or attack, or a complete loss of electricity). The requirement to conduct DC operations may occur during any phase across the range of military operations.

DCs are civilians who have left their homes. Their movement and presence can hinder military operations, and they will likely require some degree of aid (such as medicine, food, shelter, clothing, or similar items). DCs may not be indigenous to the area or to the country in which they reside.

The term *dislocated civilian* is unique to the DOD and is not used by the DOS or NGOs. These organizations use the term *internally displaced persons* for civilians displaced within their country and the term *refugees* for people who flee their country of origin and cross an international border. The following distinctions exist among the various categories of DCs:

- Displaced persons.
 - Returnees.
 - Resettled persons.
- Evacuees.
- Internally displaced persons.
- Migrants.
- Refugees.

**See FM 3-57, JP 3-57 and JP 3-29 for additional information on the*

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categories of dislocated civilians.

In DC operations, controlling agencies (for example, UNHCR, Office for the Coordination of Humanitarian Affairs, ICRC, or HN) normally care for the basic needs of DCs, such as food, water, shelter, sanitation, and security. Controlling agencies must also be prepared to prevent or arrest the outbreak of communicable disease among DCs. This last point is important for the health of the populace and military forces.

The CA supporting tasks in DC operations support the commander's freedom of movement while safeguarding the civilian population. CA Soldier tasks include:

- Identifying or evaluating existing HN and international community DC plans and operations.
- Advising on DC control measures that would effectively support the military operation.
- Advising on how to implement DC control measures.
- Publicizing control measures among the IPI.
- Assessing MOEs.
- Participating in the execution of selected DC operations as needed or directed and in coordination with the internationally mandated organizations (for example, UNHCR, Office for the Coordination of Humanitarian Affairs, and the ICRC).
- Assisting in arbitration of problems arising from implementation of DC control measures.
- Conducting CIM in order to identify DC locations and composition.

Resources Control

Resources control provides security for the natural and manmade material resources of a nation state, mobilizes economic resources, denies enemy access to resources, and detects and reduces the effectiveness of enemy agents and criminal entities. Resources control measures include, but are not limited to: licensing, regulations or guidelines, checkpoints, border security, customs inspections, ration

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controls, amnesty programs, and inspection of facilities.

Resources control directly affects the economic system of an HN or territory occupied and governed by U.S. forces, while resource control measures regulate public and private property and the production, movement, or consumption of material resources. Controlling a nation's resources is the responsibility of the indigenous civil government. During a civil or military emergency, proper authorities define, enact, and enforce resources control measures to maintain public order and enable the execution of primary stability tasks in the areas of civil security, civil control, restoration of essential services, and support to economic and infrastructure development tasks.

Enactment of resources control measures must conform to legal and regulatory policy and be enforced justly and firmly by the HN. U.S. forces will not execute these measures unless the requirements are clearly beyond the capabilities of the HN's security forces, or the HN has requested assistance and appropriate U.S. authorities (to include the U.S. Ambassador) have granted approval for such assistance. Resources control includes property control, which is the control of movable and immovable private and public property. CA generalists support the HN's lead by facilitating coordination and security while CA military government and functional specialists support by providing advice, assistance, and training for HN forces executing these missions. Resource control measures may include—

- Establishing procedures to resolve property rights for land and subterranean resources.
- Implementing mechanisms to prevent unauthorized seizures of land or property.
- Securing existing harvest storage facilities to prevent spoilage and looting of harvested crops.
- Implementing rationing and distribution programs for key commodities (food and fuel).
- Establishing border security, including customs procedures to prevent arms smuggling and stop contraband, such as drugs and natural resources.
- Regulating and securing access to valuable natural resources.

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- Stopping illicit trade in natural resources and developing governance mechanisms and incentives to bring trade into the market.
- Initiating processes for addressing and resolving resource ownership and access issues.
- Freezing financial accounts of enemy combatants.
- Locking international access of overseas financial accounts to prevent money laundering.
- Protecting and securing strategically important institutions.

Implementing effective resources control requires the HN government or transitional military government to inform the populace of the measures to be imposed and the justification for the action. Enforcement of the restrictions must be consistent and impartial so the government establishes and maintains legitimacy among the populace. A well-crafted PRC plan limits control measures to the least restrictive measures necessary to achieve the desired effect. Continuous assessment of the operational environment measures the effectiveness of the restrictions, the attitude of the population toward the government, and the impact the restrictions have on the operational environment. As the security situation improves, restrictions should be modified or rescinded.

CIVIL-MILITARY ENGAGEMENT

CME is USSOCOM's contribution, and part of DOD's strategy, to building partner nation capacity in a preventive, population centric, and indirect approach to enhance the capability, capacity, and legitimacy of partnered indigenous governments. It is persistent engagement conducted by, with, and through unified action partners to shape and influence the IPI within the OE in support of Geographic Combatant Commands Campaign Plans, the TSOC's Campaign Support Plan, and in conjunction with USEMB strategies. The CME program increases the capability of USG supported IPI, reduces the influence of malign actors within targeted countries and regions, and leverages civil vulnerabilities and resiliencies within the OE.

CME identifies and addresses critical civil strengths and vulnerabilities in undergoverned and ungoverned areas or high-threat environments where HN authorities, the country team, or the United States Agency

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for International Development cannot operate. These objectives are accomplished through the conduct of CAO during the execution of the following CME program key tasks:

- Network analysis.
- Network engagement.
- Interorganizational cooperation.
- Capacity building.

CME practitioners must understand the overall preparation of the environment plan and be ready to support by planning and executing targeted CAO to:

- Observe and evaluate specific aspects of the civil environment that fulfill the civil information requirements of the mission variables, mission, enemy, terrain and weather, troops and support available-time available and civil considerations.
- Leverage unified action partners and IPI relationships and resources.
- Help shape the OE.
- Contribute to preparation of the environment efforts.

The CME program consists of four distinct capabilities-based, task-organized units of action. These units of action include:

- **Civil Military Support Element.** The civil military support element is primarily sourced by a SOF CAT that conducts planned and targeted CR and network engagement.
- **Regional Civil Military Support Element.** The regional civil military support element conducts network engagement and analysis within a subordinate command architecture to the TSOC and is primarily sourced by a SOF CA company.
- **Theater Civil Military Support Element.** The theater civil military support element is primarily sourced by elements from a SOF CA battalion headquarters and is filled based upon specific mission requirements.

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- **Transregional Civil Military Engagement Element.** Trans-regional civil military engagement element is sourced from SOF CA personnel assigned to USSOCOM with duty at an interorganizational partners in USSOCOM identified priority locations.

Transregionally and persistently engaged CME elements conduct targeted CAO to increase the capability of USG supported IPI, reduce the influence of malign actors within targeted countries and regions, and leverage civil vulnerabilities and resiliencies within the OE in support of GCC Campaign Plans, the TSOC Campaign Support Plan, and in conjunction with USEMB Strategies.

**See FM 3-57 and ATP 3-57.80 for additional information on civil-military engagement.*

RESOURCES AND REFERENCES

Doctrine Resources

CA doctrine (as well as other Joint and Army doctrine) can be accessed on the following official CAC-enabled and public websites:

Army Combined Arms Center Doctrine links page:

<http://usacac.army.mil/core-functions/doctrine/doctrine-links>

Army Publishing Directorate:

<https://armypubs.army.mil/>

Joint Electronic Library (Public):

<https://www.jcs.mil/Doctrine/>

Joint Electronic Library (CAC-enabled):

<https://jdeis.js.mil/jdeis/index.jsp>

Central Army Registry (Public/CAC-enabled):

<https://rdl.train.army.mil/catalog/dashboard>

Questions about CA doctrine can be addressed to:

CA doctrine static email:

cadctrine@socom.mil

References

JP 3-57, *Civil-Military Operations*

FM 3-57, *Civil Affairs Operations*

ATP 3-57.10, *Civil Affairs Support to Populace and Resources Control*

ATP 3-57.20, *Civil Affairs Support to Foreign Humanitarian Assistance*

ATP 3-57.30, *Civil Affairs Support to Nation Assistance*

ATP 3-57.50, *Civil Affairs Civil Information Management*

ATP 3-57.60, *Civil Affairs Planning*

ATP 3-57.70, *Civil-Military Operations Center*

ATP 3-57.80, *Civil-Military Engagement*

ACRONYMS

AO	area of operations
ARSOF	Army special operations forces
ATP	Army techniques publication
BCT	brigade combat team
CA	Civil Affairs
CAA	Civil Affairs activities
CAC	common access card
CACOM	Civil Affairs command
CAO	Civil Affairs operations
CAPT	Civil Affairs planning team
CASA	Civil Affairs supported activities
CAT	Civil Affairs team
CCIR	commander's critical information requirements
CE	civil engagement
CIM	civil information management
CLT	civil liaison team
CME	civil-military engagement
CMO	civil-military operations
CMOC	civil-military operations center
CMSE	civil-military support element
COP	common operational picture
CR	civil reconnaissance
DC	dislocated civilian
DOD	Department of Defense
DODD	Department of Defense directive
DOS	Department of State
FDR	foreign disaster relief
FHA	foreign humanitarian assistance
FM	field manual
FN	foreign nation
FORSCOM	U.S. Army Forces Command
G-5	assistance chief of staff, plans
G-9	assistance chief of staff, civil affairs operations
GCC	geographic combatant commander
HN	host nation
ICRC	International Committee of the Red Cross
IPI	indigenous populations and institutions
J-5	plans staff section

ACRONYMS

J-9	civil-military operations directorate
JFC	joint force commander
JP	joint publication
JSOTF	joint special operations task force
MDMP	military decisionmaking process
MGO	military government operations
NGO	nongovernmental organization
OE	operational environment
PRC	populace and resources control
RCMSE	regional civil-military support element
S-9	battalion or brigade civil affairs operations staff officer
SA	security assistance
SCA	support to civil administration
SF	Special Forces
SOF	special operations forces
T-CAPT	theater-Civil Affairs planning team
TSOC	theater special operations command
UNHCR	United Nations High Commission for Refugees
USC	United States Code
USEMB	United States Embassy
USG	United States Government
USSOCOM	United States Special Operations Command