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# **Civil Affairs Operations**

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**October 2011**

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**Headquarters, Department of the Army**

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## FM 3-57, C1

Change 1  
Field Manual  
No. 3-57 (FM 3-05.40)

Headquarters  
Department of the Army  
Washington, DC, 28 January 2014

# Civil Affairs Operations

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Glossary-1 through Glossary-10  
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Cover  
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*General, United States Army*  
*Chief of Staff*

Official:

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Field Manual  
No. 3-57 (FM 3-05.40)

Headquarters  
Department of the Army  
Washington, DC, 31 October 2011

# Civil Affairs Operations

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**\*This publication supersedes FM 3-05.40, 29 September 2006.**

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# Preface

Field Manual (FM) 3-57, *Civil Affairs Operations*, provides Army commanders with the information necessary for the integration of Civil Affairs (CA) capability in support of unified land operations. It provides the doctrinal basis for the conduct of operations in support of the joint force commander's (JFC's) civil-military operations (CMO) concept.

FM 3-57 clarifies the role of CA forces in support of CMO with regard to the missions, employment, support requirements, capabilities, and limitations of these forces. CA forces support missions in every theater, in peace and war, throughout unified land operations. CA forces are a combat multiplier for every commander. CA forces are one of the primary resources a commander has to assist him in dealing with the complex and ever-changing civil component of the operational environment. CA forces are trained, organized, and equipped to plan, execute, and assess the JFC's concept for CMO. They are essential elements in the support of the commander by virtue of their area and linguistic orientation, cultural awareness, training in military to host nation (HN) advisory activities, and civilian professional skills that parallel common government functions.

The principal audience for FM 3-57 is the leadership of the Army, officers and senior noncommissioned officers who command Army forces or serve on the staffs that support those commanders of operations at all levels of war. It is also an applicable reference to the civilian leadership of the United States (U.S.) interagency organizations.

Although written primarily to assist the Army Service component command (ASCC), Army corps, Army divisions, brigade combat teams (BCTs), and maneuver enhancement brigades (MEBs) with the integration of Civil Affairs operations (CAO) in planning, preparing for, executing, and assessing unified land operations, this FM is applicable for joint force operations as well. The commander must always consider the engagement of the civil component within the area of operations (AO).

Commanders, staffs, and subordinates ensure their decisions and actions comply with applicable U.S., international, and in some cases, HN laws and regulations. Commanders at all levels ensure their Soldiers operate in accordance with the law of war and the rules of engagement (See FM 27-10).

FM 3-57 uses joint terms, where applicable. Selected joint and Army terms and definitions appear in both the glossary and the text. Terms for which FM 3-57 is the proponent publication (the authority) are marked with an asterisk (\*) in the glossary. Definitions for which FM 3-57 is the proponent publication are boldface in the text. These terms and their definitions will be in the next revision of FM 1-02. For other definitions shown in the text, the term is italicized and the number of the proponent publication follows the definition.

FM 3-57 applies to the Active Army, Army National Guard/Army National Guard of the United States, and United States Army Reserve unless otherwise stated.

The proponent of FM 3-57 is the United States Army John F. Kennedy Special Warfare Center and School (USAJFKSWCS). Send comments and recommendations on Department of the Army (DA) Form 2028 (Recommended Changes to Publications and Blank Forms) to Commander, United States Army John F. Kennedy Special Warfare Center and School, ATTN: AOJK-CDI-CAD, 3004 Ardennes Street, Stop A, Fort Bragg, NC 28310-9610; by email to AOJK-DT-CA@soc.mil; or by submitting an electronic DA Form 2028.

Unless this publication states otherwise, masculine nouns and pronouns do not refer exclusively to men.



# Introduction

Army FM 3-57 (formerly FM 3-05.40), *Civil Affairs Operations*, describes the roles, functions, capabilities, and limitations of Army CA forces in support of unified land operations. The manual clarifies the role of CA forces in support of the joint force commander's concept for the conduct of CMO across the range of military operations at the strategic, operational and tactical levels of war.

FM 3-57 provides Army CA capstone doctrine as a foundation for employment of the force by both conventional and special operations forces across the range of military operations. FM 3-57 contains four chapters and two appendices as summarized in the following paragraphs.

**Chapter 1** provides an overview of CAO and broadly describes the mission, capabilities, and functions of the CA force and its supporting role to the Army's concept of unified land operations.

**Chapter 2** describes the organization of the CA force structure to include approved growth through fiscal year (FY) 15. The discussion includes the unique capabilities and the habitual support relationships of the various organizations of the Regular Army and U.S. Army Reserve formations supporting both conventional and special operations forces. The chapter also details the functions and capabilities of the CAO (G-9/S-9) staff sections from brigade level through theater Army.

**Chapter 3** describes the core tasks of CA that enable the relationship of military forces with the civil component of the operational environment. The discussion further details the mission sets executed by CA that directly correspond to the core tasks. The chapter introduces the civil-military engagement concept, which is a special operations unique mission set executed by CA forces assigned to U.S. Army Special Operations Command. The discussion also provides the types of support CA provides to various types of operations executed by Army and special operations forces.

**Chapter 4** describes the planning methodology used by CA forces supporting both Army and joint forces. The discussion details the various CA analysis products (running estimates, area studies, assessments, and surveys) that provide operational and mission variable analysis to the supported commander.

**Appendix A** provides detailed planning considerations for various transitions executed during the course of military operations.

**Appendix B** provides the format and details the procedures for the development and maintenance of the CAO running estimate.

FM 3-57 adds or modifies the terms listed in introductory tables 1 and 2.

**Introductory Table 1. New Army terms**

<i>Term</i>	<i>Remarks</i>
civil-military engagement	New term and definition.
civil-military support element	New term and definition.

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## Chapter 1

# Introduction to Civil Affairs Operations

The United States Army Civil Affairs forces are the Department of Defense's primary force specifically trained and educated to shape foreign political-military environments by working through and with host nations, regional partners, and indigenous populations. These forces, and the operations they conduct, are the commander's asset to purposefully engage nonmilitary organizations, institutions, and populations.

The U.S. military can expect escalating challenges from ever-increasing operations in complex civil-military environments. Commanders at all levels must pursue integrated whole-of-government approaches to successfully engage the civil dimension of the modern battlefield. As such, CA forces offer unique capabilities that not only enhance the military mission but also ultimately advance U.S. interests. Properly employed CA forces help shape the environment and set the conditions for transition operations. Appendix A provides additional information on transition operations.

CAO involve the interaction of CA forces with the civilian populace and institutions to facilitate military operations and consolidate operational objectives. A supportive civilian population can provide resources and information that facilitate friendly operations. It can provide a positive climate for the military and for the nation to pursue diplomatic activities that achieve foreign policy objectives. A hostile civilian population threatens the immediate operations of in-country friendly forces and often undermines public support and the policy objectives of the United States and its allies. Properly executed CAO reduces the friction between the civilian population and the military force, and accelerates the return of civil functions to indigenous control.

## MISSION

1-1. The mission of CA forces is to is to mitigate or defeat threats to civil society and conduct responsibilities normally performed by civil governments across the range of military operations by engaging and influencing the civil populace and authorities through the planning and conducting of CAO, or to enable CMO, to shape the civil environment and set the conditions for military operations. CA forces plan, prepare for, execute, assess, and transition CAO at all levels of war. Joint Publication (JP) 3-57, *Civil-Military Operations*, states Civil Affairs forces *are designated Active and Reserve Component forces and units organized, trained, and equipped specifically to conduct civil affairs operations and to support civil-military operations*. As defined, CA refers to the force structure—Soldiers, teams, staff personnel, and units. CA forces conduct CAO supported by other forces. CAO support the JFC's CMO intent and are synchronized with the supported commander's operational concept.

1-2. CA forces support unified land operations in every environment across the range of military operations. During unified land operations, CA forces conduct CAO that support and are nested within the overall mission and commander's intent. CAO are a cornerstone to the successful execution of stability tasks.

## TERMINOLOGY

1-3. JP 3-57 defines civil-military operations as *activities of a commander performed by designated civil affairs or other military forces that establish, maintain, influence, or exploit relations between military forces, indigenous populations, and institutions, by directly supporting the attainment of objectives relating to the reestablishment or maintenance of stability within a region or host nation.*

1-4. CMO are an inherent command responsibility. They encompass the activities JFCs take to establish and maintain relations with civil authorities, the general population, and other organizations. Within the capstone mission of unified action, JFCs are responsible for the organization and centralized direction of CMO in their operational areas to facilitate military operations in support of political and military objectives derived from national strategic objectives.

1-5. U.S. forces conduct CMO to coordinate civil and military instruments of national power, minimize civil military friction and threats from the civil component, maximize support for operations, and meet the commander's legal obligations and moral responsibilities to the civilian populations within the operational area. In support of decisive action during unified land operations, CA forces conduct operations that nest within the overall mission and commander's intent.

1-6. JP 3-57 defines Civil Affairs operations as *actions planned, executed, and assessed by civil affairs forces that enhance awareness of and manage the interaction with the civil component of the operational environment; identify and mitigate underlying causes of instability within civil society; or involve the application of functional specialty skills normally the responsibility of civil government.*

1-7. Figure 1-1, page 1-3, depicts the interrelationship of CAO, CMO, and decisive action.

1-8. The CAO staff (G-9/S-9) is the principal advisor to the commander and staff on CAO. The G-9/S-9 integrates CAO into operations and exercises. He advises on the capabilities, allocation, and employment of subordinate CA units and provides specific country information for training or deployment. The CAO staff develops Annex K (Civil Affairs Operations) to operation plans (OPLANs) and concept plans (CONPLANS). The G-9/S-9 coordinates with supporting CA forces and the civil-military operation center (CMOC) to conduct interagency collaborative planning/coordination and integration of nonmilitary stakeholders with the staff to synchronize operations. He ensures the timely update of the civil component of the common operational picture (COP) through the civil information management (CIM) process. The G-9/S-9 prepares and maintains the CAO running estimate (Appendix B) and advises the commander on the obligations incurred from the long- and short-term effects (economic, environmental, and health) of military operations on civilian populations.



**Figure 1-1. Interrelationship of Civil Affairs operations, civil-military operations, and decisive action**

## CIVIL AFFAIRS OPERATIONS OVERVIEW

1-9. CA forces are organized, trained, and equipped specifically to plan and execute all CAO across the range of military operations, engaging many different indigenous populations and institutions (IPI), intergovernmental organizations (IGOs), nongovernmental organizations (NGOs), HN organizations, and other government agencies (OGAs) to support the JFC's CMO concept, which, in turn, supports the attainment of national strategic objectives and achieves the JFC capstone mission of unified action. Senior-level CA planning and policy representation across Army and Department of Defense (DOD) agencies is required to ensure proper integration and early determination of requirements. These key pieces, coupled with properly routed support requests, ensure timely access to CA forces.

1-10. IPI are the civilian construct of an AO and include its population (legal citizens, legal and illegal immigrants, and all categories of dislocated civilians [DCs]) as well as governmental, tribal, commercial, and private organizations and entities. The intent of CAO is to enhance stability, to mitigate or defeat threats to civil society, and to assist in establishing local government capacity for deterring or defeating future civil threats.

## CIVIL AFFAIRS CORE TASKS

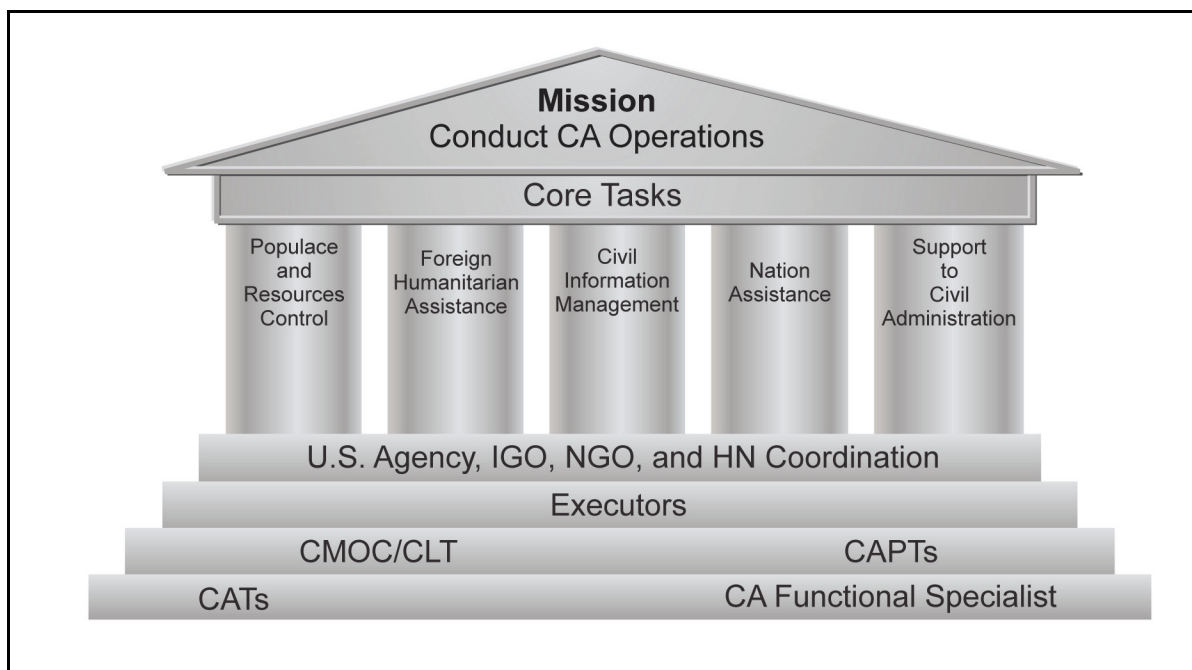
1-11. CAO consist of the following core tasks:

- Populace and resources control (PRC).
- Foreign humanitarian assistance (FHA).
- Civil information management (CIM).
- Nation assistance (NA).
- Support to civil administration (SCA).

1-12. CAO are conducted within the scope of five core tasks and may occur prior to, simultaneously, or sequentially with combat operations depending on the operational environment. Although these tasks are the focus for all CA force training, planning, execution, and assessment, these tasks are not solely the responsibilities of CA forces. As part of the larger category of CMO, these core tasks nest within the maneuver commander's overall responsibility for planning and executing stability tasks. The five core tasks of CAO are interrelated with one another. Each of these core tasks may support the overall CMO goals and objectives as outlined in the JFC's civil-military strategy, but rarely do they do so independently. Instead, the core tasks of CAO tie into and support one another. As such, CA forces are the maneuver commander's primary asset to plan, coordinate, support, and execute CAO across the range of military operations.

### CIVIL AFFAIRS OPERATIONS STAFF

1-13. Using the base of Figure 1-2 the CAO staff, augmented by Civil Affairs planning teams (CAPTs), develops plans that use U.S. military (including CA) and coalition forces and all available nonmilitary organizations or resources to optimize CMO. CMOs and civil liaison teams (CLTs) coordinate plans and operations with the civil component of the operational environment. Civil Affairs teams (CATs) and CA functional specialists develop and implement plans by conducting key-leader engagement, CAO project management, and civil reconnaissance (CR) that support the commander's COP.



**Figure 1-2. Civil Affairs operational support structure**

### Support to Unified Land Operations

1-14. Army Doctrine Publication (ADP) 3-0, *Unified Land Operations*, states *Army leaders plan, prepare, execute, and assess operations by analyzing the operational environment in terms of the operational variables and mission variables. The operational variables consist of political, military, economic, social, information, infrastructure, physical environment, time (known as PMESII-PT).* Formal training of CA Soldiers aids them in developing skills to analyze the operational environment by means of a political-military assessment of the operational variables.

1-15. During the military decisionmaking process (MDMP), CA Soldiers on the CAO staff (G-9/S-9) provide the commander with an analysis of the civil components that shape the operational environment. As a part of mission analysis, the mission variables (mission, enemy, terrain and weather, troops and support available—time available, and civil considerations [METT-TC]) are evaluated for those aspects of the operational environment that directly affect a mission. The CAO staff provides the commander detailed

civil considerations analysis focused on the factors (areas, structures, capabilities, organizations, people, and events [ASCOPE]) affecting the civil component of the AO. CAO planners further develop and implement their plans in conjunction with civilian officials from other United States Government (USG) agencies and other nonmilitary organizations in order to synchronize U.S. and multinational efforts.

1-16. Army forces execute a simultaneous and continuous combination of offensive, defensive, and stability tasks as part of integrated joint, interagency, and multinational teams during overseas campaigns. Army forces within the United States and its territories combine offensive, defensive, and defense support of civil authorities (DSCA) tasks to support homeland security concurrently with overseas campaigns. Strategically, the ability to conduct offensive, defensive, and stability tasks in overseas campaigns while supporting homeland security domestically is central to unified land operations. DSCA provide Army capabilities to support homeland security directly. Overseas campaigns contribute to homeland security by taking the fight to the enemy and stabilizing the international environment, thus removing potential strategic threats.

### Offense

1-17. Executing offensive tasks carry the fight to the enemy by closing with and destroying enemy forces, seizing territory and vital resources, and imposing the commander's will on the enemy. Offensive tasks focus on seizing, retaining, and exploiting the initiative. This active imposition of land power makes the offense the decisive type of military operation, whether undertaken against irregular forces or the armed forces of a nation-state. In addition, the physical presence of land forces and their credible ability to conduct offensive tasks enable the unimpeded conduct of stability tasks.

### Defense

1-18. Conducting defensive tasks counter enemy offensive operations. Defensive tasks defeat attacks, destroying as many attackers as necessary. Defensive tasks preserve control over land, protect key resources, and guard populations. Defensive tasks also buy time and economize forces to allow the conduct of offensive operations elsewhere. The execution of defensive tasks not only defeat attacks but also create the conditions necessary to regain the initiative and go on the offensive or execute stability tasks.

### Stability

1-19. Executing stability tasks sustain and exploit security and control over areas, populations, and resources. Conducting stability tasks employ military capabilities to reconstruct or establish services and support civilian agencies. Stability tasks involve both coercive and cooperative actions. Stability tasks may occur before, during, and after offensive and defensive tasks; however, they also occur separately. During the execution of stability tasks, there is a high demand placed on CA capabilities. This can lead to an environment in which (in cooperation with a legitimate government) the other instruments of national power predominate.

### Defense Support of Civil Authorities

1-20. DSCA address the consequences of man-made or natural disasters and incidents beyond the capabilities of state and local civilian authorities. Army forces do not conduct stability tasks within the United States and its territories because U.S. law holds the federal and state governments responsible for those tasks. Instead, Army forces conduct DSCA tasks, when requested, by providing Army expertise and capabilities to lead agencies (local, tribal, state, or federal government).

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*Note.* Chapter 3 provides a detailed discussion of CA support to unified land operations.

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### Support to Homeland Defense

1-21. Within the United States and its territories, Army forces support homeland security operations. Homeland security operations provide the nation strategic flexibility by protecting its citizens and infrastructure from conventional and unconventional threats. Homeland security has two components. The first component is homeland defense. If the United States comes under direct attack or hostile forces



threaten it, Army forces under joint command conduct offensive and defensive missions as part of homeland defense. The other component is DSCA.

## Support to Theater Security Cooperation Objectives

1-22. CAO typically support many elements of the geographic combatant commander's (GCC's) theater campaign plan (TCP). At the strategic and operational levels, especially during the implementation of the GCC's theater security cooperation strategy, the timely application of CAO (for example, FHA and NA) can mitigate the need to apply other military operations in response to a crisis. When a crisis is unavoidable, groundwork laid by CAO can facilitate rapid, decisive operations.

1-23. CAO planners contribute to the COP by assisting the supported commander and his staff to visualize the entire situation. CAO planners do this by analyzing the mission variables (METT-TC) concentrating on civil considerations. This includes—

- Determining the need to establish one or more CMOCs, a CIM architecture, and supporting networks as early as possible to facilitate communication and coordination with the nonmilitary agencies operating in the AO.
- Determining the need to employ a CLT to facilitate communication and coordination with nonmilitary agencies for operations at all echelons.
- Developing an analysis using ASCOPE to determine—
  - What, when, where, and why personnel might encounter civilians in the AO.
  - What activities civilians in the AO are engaging in that might affect the military operation (and vice versa).
  - What the commander must do to support or interact with civil actions.
  - What nonlethal targeting to conduct within the civilian component of the operational environment.
- Developing the measures of effectiveness (MOEs) and measures of performance (MOPs) that generate the definition and conditions for successful CAO and CMO contribution to the supported unit's mission. Planners must communicate and coordinate with the interagency in developing MOEs and MOPs that support mutual goals and objectives toward the overall national strategy.

## CIVIL AFFAIRS FUNCTIONS AND CAPABILITIES

1-24. The primary function of all Army CA units is to support the commander by engaging the civil component of the operational environment. CA forces interface with IPI, IGOs, NGOs, other civilian and government organizations, and military forces to assist the supported commander to accomplish the mission. To meet this broad requirement, Army CA units are organized to support conventional forces and special operations forces (SOF), the Services, USG agencies, allied forces, agencies of other countries, various IGOs, and their associated NGOs. Mission guidance and priorities—including prioritized regional engagement activities and language requirements—from respective combatant commanders (CCDRs) provide regional focus.

1-25. CA capability requirements shift to meet the transforming needs of the Army. CA capabilities now align to support Army modularity while maintaining SOF support and to execute CAO across the range of military operations. CA functions and capabilities consolidate to support the BCT, the division, the corps, and echelons above corps with a CA planning capability, a CAO and CMO coordinating capability, and a civil sector assessment and CAO project management capability.

1-26. The functional capability requirement for CAO and CMO reaches across the tactical, operational, and strategic levels of war. Table 1-1, page 1-7, demonstrates how CA forces provide CAO and CMO planning and coordinating capabilities, as well as functional CA specialty expertise, to supported commanders. The CA support concept is also compatible at all levels to fuse and manage civil information to provide commanders with increased situational awareness and understanding and achieve unified land dominance.



Table 1-1. Civil Affairs functions and capabilities

<i>Level of Support</i>	<i>Focus of Function</i>	<i>Focus of Capabilities</i>	<i>Operational Scope</i>	<i>Interagency Coordination</i>
Geographic Combatant Command—Strategic	<ul style="list-style-type: none"> <li>• Enable IPI and OGAs</li> <li>• Shape operations</li> <li>• Promote development</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and build capacity of IPI to provide locally sustainable solutions</li> </ul>	National to international	<ul style="list-style-type: none"> <li>• American Embassy</li> <li>• USAID/OGAs</li> <li>• International partners/donors</li> <li>• IGOs/NGOs</li> </ul>
Corps—Operational to Strategic	<ul style="list-style-type: none"> <li>• Short-term civil administration</li> <li>• Stabilization, reconstruction, and development</li> <li>• Planning, assessment, and implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Reconstruction and development</li> <li>• Enable civil administration</li> <li>• Plan/enable/shape/manage</li> <li>• Regionally focused</li> </ul>	Subnational to national	<ul style="list-style-type: none"> <li>• American Embassy</li> <li>• USAID</li> <li>• OGAs</li> <li>• IGOs/NGOs</li> </ul>
Division—Tactical to Operational	<ul style="list-style-type: none"> <li>• Short-term civil administration</li> <li>• Enable HN and OGAs</li> <li>• Stabilization and reconstruction</li> <li>• Planning and assessment</li> </ul>	<ul style="list-style-type: none"> <li>• Conduct stabilization and reconstruction</li> <li>• Enable civil administration</li> <li>• Plan, enable, shape, and manage (execution oriented)</li> </ul>	Province or large city to subnational	<ul style="list-style-type: none"> <li>• USAID</li> <li>• Reconstruction teams</li> <li>• OGAs</li> <li>• IGOs/NGOs</li> </ul>
BCT—Tactical	<ul style="list-style-type: none"> <li>• Plan, assess, and enable local stabilization activities</li> </ul>	<ul style="list-style-type: none"> <li>• Immediate HA to prevent crisis</li> <li>• Enable local civil administration</li> <li>• Plan, enable, shape, manage (execution oriented)</li> </ul>	Large city to province	<ul style="list-style-type: none"> <li>• Disaster assistance response team</li> <li>• OGA</li> <li>• IGOs/NGOs</li> </ul>
<b>Legend:</b> <b>HA</b> Humanitarian Assistance <b>USAID</b> United States Agency for International Development				

## CIVIL AFFAIRS SOLDIER COMMON SKILLS

1-27. CA Soldiers and functional specialists are capable of planning, coordinating, executing, assessing, and transitioning CAO and CMO at the joint, interagency, multinational, and coalition levels, while maintaining the responsiveness and adaptability to operate in ambiguous situations. To meet these challenges, CA Soldiers are well versed in the following common skill sets:

- **Warrior.** CA Soldiers perform, as part of a combat operation using individual and squad movement techniques (mounted and dismounted) and executing live-fire defensive protective measures with common weapon systems. CA Soldiers are skilled in basic combative techniques and protection measures.
- **Communications.** CA Soldiers perform routine short- and long-range (secured and unsecured) communications, including message formatting, encryption, and decryption.
- **Land navigation.** CA Soldiers accurately navigate to destinations—
  - In all environments.
  - Over short and long distances.

- In groups or individually.
- On mounted and dismounted operations.
- With advanced positioning devices, orienteering techniques, map and compass, and terrain association.
- **Medical.** CA Soldiers administer immediate first aid and may provide combat lifesaving measures to wounded or distressed individuals in preparation for emergency evacuation.
- **Language.** Select CA units and individuals communicate in the assigned foreign language but may have only limited ability to express themselves within the context of the customs, traditions, and mores of a specific culture or mix of cultures endemic to the area of responsibility (AOR).
- **Regional focus and cultural awareness.** CA Soldiers are knowledgeable of regional geography, political, social, and economic systems. CA Soldiers are familiar with IPI and their specific regional religious and ethnic differences, and are able to operate within the cultures indigenous to the AOR.
- **Negotiation and mediation.** CA Soldiers mediate, negotiate, and facilitate interaction across the civil-military spectrum.
- **CAO mission planning.** CA Soldiers plan, prepare for, execute, and continually assess CAO. CA Soldiers advise conventional forces and SOF units in CMO, conduct CA support mission planning, and prepare to transition CAO.
- **Inform and influence activities.** CA Soldiers synchronize CAO with inform and influence operational objectives, support the inform and influence plan, and integrate indigenous information systems and institutions.
- **CAO project management.** The six step process by which CA forces identify, validate, plan, coordinate, facilitate, and monitor both material and nonmaterial CAO projects to achieve a supported commander's objectives relating to the civil component of the operational environment.
- **International civilian response.** CA Soldiers are familiar with the international civilian organizations (for example, the United Nations [UN] and International Committee of the Red Cross [ICRC]) mandated with responding to the needs of civilian populations (for example, refugees, internally displaced persons, other vulnerable persons, and other categories of DCs).

## CIVIL AFFAIRS FUNCTIONAL SPECIALISTS

1-28. CA force structure contains expertise in six functional specialty areas—rule of law, economic stability, governance, public health and welfare, infrastructure, and public education and information. Within each functional specialty area, 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 that capability and understand the regional and local impact of culture on that capability. The allocation of functional specialty areas and functional specialists varies between unit levels as well as between units of the same level in the Regular Army and USAR. This was done by design to account for the operational need for these specialties at each level as well as for the ability of each component to maintain the high-level skills necessary for specialized CAO. Commanders may employ these functional specialists (especially at the operational and strategic levels) for general support of interagency operations in addition to direct support of military operations. 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 their OGA counterparts.

## CIVIL AFFAIRS APPLICATION OF THE PRINCIPLES OF WAR

1-29. The nine principles of war represent the most important nonphysical factors that affect the conduct of operations at the strategic, operational, and tactical levels. They are analysis tools. Although some principles of war may not apply in all situations, Soldiers should consider them in all operations. Soldiers use the principles to summarize the characteristics of successful operations.

**OBJECTIVE**

1-30. ***Direct every military operation toward a clearly defined, decisive, and attainable objective.*** A strategic military objective is subordinate to, and must fulfill, a political objective. Likewise, operational and tactical objectives must fulfill strategic military objectives and thus realize political objectives. Once planners specify strategic, operational, and tactical military objectives, CA assets support commanders by—

- Planning, coordinating, and executing CAO that supports the commander's tactical and operational objectives.
- Planning, coordinating, and supporting CMO that supports the commander's tactical and operational objectives.
- Developing and monitoring MOEs to ensure CAO are meeting civil component objectives, which include political, economic, and informational goals.
- Providing advice on the potential political, cultural, and economic impact of planned operations and the effect of those operations on overall objectives.
- Increasing the legitimacy of the HN government by consulting and coordinating with civilian agencies to execute operations and projects in accordance with local government work priorities.

**OFFENSIVE**

1-31. ***Seize, retain, and exploit the initiative.*** CA forces support offensive tasks by—

- Gaining, maintaining, influencing, and enhancing positive relationships with the IPI while promoting U.S. objectives.
- Proactively engaging key IGOs, NGOs, OGAs, civil leaders, and community members to set conditions for future success by synchronizing civilian support for and noninterference with military operations.
- Consulting and coordinating with civilian agencies to quickly begin posthostility operations and projects that accelerate the return to normalcy.
- Leveraging resources and encouraging friendly forces to minimize destruction of the civil infrastructure.

**MASS**

1-32. ***Concentrate the effects of combat power at the decisive place and time.*** The principle of mass requires the quick assembly of forces and resources at a particular place and time. CA units can recommend secure areas where population density, local support, logistics support, and transportation routes support the massing of friendly forces. CA units mass—

- Functional specialists to assist the supported commander in achieving the desired effects.
- CAO planners to support a commander's main effort in support of the JFC's CMO strategy.
- CATs during unified land operations to—
  - Shape the operational environment in time and space for follow-on operations.
  - Determine the immediate needs and existing capabilities of the populace.
  - Shape the AO for transition.

**ECONOMY OF FORCE**

1-33. ***Allocate minimum essential combat power to secondary efforts.*** CA forces employ all combat power available in the most effective way possible and allocate minimum-essential combat power to secondary efforts. CA forces lessen the need to divert combat-ready troops from essential duties by planning for and employing local resources. CA forces use local resources to maintain order and provide logistics support and services. In consultation and coordination with civilian agencies, CA forces deliver projects and programs that meet MOEs with the least expenditure of funds in order to achieve the greatest positive effects in the supported commander's AO.

## MANEUVER

1-34. ***Place the enemy in a disadvantageous position through the flexible application of combat power.*** Related to mass, maneuver incorporates flexibility, mobility, and maneuverability. The local populace can either help or hinder maneuver operations. CA forces support maneuverability by—

- Developing, coordinating, and executing plans that positively influence target populations to support the commander's objectives. CA forces can minimize the negative impact of military operations on civilian populations and the level of interference by civilians during combat operations.
- Recommending routes that minimize the impact on civil population centers.
- Developing a restricted target list (civilian supplement). Items on a restricted target list might include—
  - Cultural landmarks and humanitarian assets, such as hospitals, schools, and the offices of IGOs and NGOs.
  - Critical infrastructure, such as electrical generation and water supply systems.
  - Social infrastructure, such as churches, mosques, and museums.
- Developing and coordinating the commander's critical information requirement (CCIR) related to ASCOPE to assist the commander and staff to visualize the operational area.

## UNITY OF COMMAND

1-35. ***For every objective, ensure unity of effort under one responsible commander.*** CA forces achieve common purpose and direction through coordination, cooperation, and unity of command. Unity of effort is an integral part of CAO and CMO synchronization with whole-of-government efforts. It is essential that CAO planners and operators understand key interagency stakeholders' cultural differences, capabilities, and policy/legislative constraints.

## SECURITY

1-36. ***Never permit the enemy to acquire an unexpected advantage.*** Security includes the measures a military unit, an activity, or an installation takes for protection against acts that may impair its effectiveness. CA forces support security by—

- Providing cultural awareness, advice, and assistance to military forces that minimize cultural conflict with the civil population.
- Planning, managing, and providing oversight on projects according to existing principles and standards, as well as engaging civil leaders to gain support for U.S. national objectives.
- Separating potential adversaries from the support of the civilian populace by conducting projects that meet the supported commander's objectives while enhancing the legitimacy of the HN government and addressing the needs of the local population.
- Assessing the local AO, using ASCOPE, to develop situational awareness of current conditions and enable military forces to discern patterns and changes to the environment that impact the local security situation.

## SURPRISE

1-37. ***Strike the enemy at a time or place or in a manner for which he is unprepared.*** It is not essential to take enemy forces completely unaware; it is only necessary that they become aware too late to react effectively. CA forces may achieve surprise by taking unexpected action. Establishing strong relationships and enabling civilian populations with appropriate capabilities will help them resist enemy influences. Additionally, CA forces can enhance the effectiveness of surprise by coordinating necessary aspects of the plan with local authorities.

## SIMPLICITY

1-38. ***Prepare clear, uncomplicated plans and clear, concise orders to ensure thorough understanding.*** The CAO staff officer achieves simplicity by ensuring the CAO Annex to the operations order (OPORD) is simple and direct, and input to fragmentary orders (FRAGOs) are clear and concise. This requirement becomes amplified when operating with multinational partners, interagency, and NGOs due to differences in language, doctrine, and culture.

## ADDITIONAL PRINCIPLES OF JOINT OPERATIONS

1-39. JP 3-0, *Joint Operations*, adds three principles of operations—perseverance, legitimacy, and restraint—to consider. The nine principles of war and the three principles of operations make up the principles of joint operations.

## PERSEVERANCE

1-40. ***Ensure the commitment necessary to attain the national strategic end state.*** Some joint operations may require years to reach the transition or termination criteria set forth by the national strategic end state. CA forces provide detailed area assessments that focus on the identifying the underlying causes of instability. Once planners know these root causes, they can plan and execute unity of effort actions that address the needs of the population. These actions frequently involve the application of the other elements of national power (diplomatic, economic, and informational) to supplement military efforts.

## LEGITIMACY

1-41. ***Develop and maintain the will necessary to attain the national strategic end state.*** CA forces promote legitimacy by—

- Supporting stakeholders at local levels.
- Promoting the legitimacy and effectiveness of U.S. operations and the U.S. presence among the IPI.
- Minimizing friction between military and civilian organizations.
- Conducting operations to stabilize the environment by enhancing the legitimacy and the effectiveness of the HN government.

## RESTRAINT

1-42. ***Limit collateral damage and prevent the unnecessary use of force.*** CA forces provide the supported commander with a nonlethal capability when dealing with unarmed hostile elements of the operational environment. This capability helps commanders avoid raising the level of conflict unnecessarily. Support from the local population is essential in CAO, especially during stability. Commanders must apply lethal military capability more prudently in CAO because support from the local population is essential for mission success. CA forces provide cultural awareness advice that help commanders shape the rules of engagement (ROE). Each Soldier must understand the reasons and need for restraint because a single act could cause adverse political consequences.

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## **Chapter 2**

# **Civil Affairs Organization**

Army validated requirements and authorized the expansion of the CA force structure in both the Regular Army and the USAR. The U.S. Army organizes, equips, and trains CA units to accompany and support joint and multinational forces, SOF, conventional forces, and interagency organizations at the strategic, operational, and tactical levels. CA units and elements support the geographic combatant commands and subordinate Service component commands, the theater special operations command (TSOC), and maneuver force—corps, divisions, BCTs, and MEBs—in the conduct of unified land operations.

## **CIVIL AFFAIRS ORGANIZATIONS, FUNCTIONS, AND CAPABILITIES**

2-1. The primary function of all Army CA units is to provide the supported commander, from the GCC and below, with the capability to engage the civil component of the operational environment. To accomplish this broad function, the U.S. Army organizes CA units to support operations at all levels of war—strategic, operational, and tactical. Mission guidance and priorities from GCCs provide regional focus. This focus includes prioritizing regional engagement actions and identifying foreign language requirements.

## **COMMON CIVIL AFFAIRS ORGANIZATIONAL ELEMENTS**

2-2. CA companies, battalions, and brigades are force structured within the Regular Army and the USAR. Civil Affairs Commands (CACOMs) are authorized only in the USAR. Exceptions do exist within the organizational structures of like Regular Army and USAR units, but a number of CA-specific elements within the company, battalion, brigade, and CACOM organizations are common to both components. These common organizational elements include the following:

- CMOC.
- CAPT.
- CLT.
- CIM cell.
- CAT.

## **CIVIL-MILITARY OPERATIONS CENTER**

2-3. The CMOC is a standing capability formed by all CA units from the company level to the CACOM level. Army CA units are organized to provide the supported commander the manpower and equipment, to include a robust communications package, to form the nucleus of the CMOC. A CMOC is tailored to the specific tasks associated with the mission and normally augmented by assets (engineer, medical, transportation) available to the supported commander. The CMOC serves as the primary coordination interface for U.S. forces and IPI, humanitarian organizations, IGOs, NGOs, multinational forces, HN government agencies, and other civilian agencies of the USG. The CMOC facilitates continuous coordination among the key participants with regard to CAO from local levels to international levels within a given AO, and develops, manages, and analyzes the civil inputs to the COP. The CMOC is the operations and support element of the CA unit as well as a mechanism for the coordination of CAO.

## **CIVIL AFFAIRS PLANNING TEAM**

2-4. The CACOM is organized with five CAPTs; the brigade and battalion organizations have one CAPT. The teams develop complete CAO plans, policy, and programs that support the GCC's strategic CMO plans. CAPT members are well skilled in MDMP and the joint operation planning process (JOPP). As required, the CACOM CAPTs augment the staffs of the geographic combatant command, the Service component commands, or a joint force land component command (JFLCC). The CAPTs assist CMO and military planners with integrating the supported joint commander's military campaign plans into wider political-military or comprehensive civilian-military strategic plans.

2-5. The CA brigade and regionally aligned battalion CAPTs supporting SOF focus on strategic and operational CMO plans, policy, and programs that support the GCC's CMO strategy. These CAPTs habitually support the TSOC, joint special operation task force (JSOTF), special operations task force (SOTF), and Special Forces groups (SFGs). As required, these CAPTs augment the staffs of SOF organizations.

2-6. The CA brigade and battalion CAPTs supporting conventional forces focus on the operational and tactical CAO plans, policy, and programs that support the GCC's strategic CMO objectives. These CAPTs support corps and division organizations respectively or an equivalent joint task force (JTF) when directed. As required, these CAPTs augment the G-9 and plans staff section (G-5) (or J-9/J-5, as appropriate) of these organizations.

## **CIVIL LIAISON TEAM**

2-7. CLTs exist at the CACOM, CA brigade, and CA battalion 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 limited civil-military interface capability as a means for the exchange of information among IPI, IGOs, NGOs, and OGAs, 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.

## **CIVIL INFORMATION MANAGEMENT CELL**

2-8. The CIM cell is located within the CMOC from the CA battalion to the CACOM level. It collects civil information, enters it into a central database, and internally fuses civil information with the supported element, higher headquarters (HQ), other USG/DOD agencies, and other agencies/organizations as appropriate. Coordination among other elements will ensure the timely availability of information for analysis and the widest possible dissemination of raw and analyzed civil information to all levels throughout the AO.

## **CIVIL AFFAIRS TEAM**

2-9. The CAT is the basic CA tactical support element provided to a supported commander. The CAT executes CAO and is capable of conducting CR and assessments of the civil component of the AO. The success of the overarching CAO plan is predicated on the actions of the CAT at the lowest tactical levels. The CAT, due to its limited capabilities, relies on its ability to leverage other CA assets and capabilities through reachback to the CA company CMOC in order to shape operations.

## **REGULAR ARMY CIVIL AFFAIRS FORCES**

2-10. The U.S. Army authorized CA force structure additions in fiscal year (FY) 2010 through FY 2012 that affect the organizational structure of the United States Army Special Operations Command's (USASOC's) existing CA brigade. The brigade's structure will expand to a total of 5 CA battalions and 25 CA companies. Each regionally focused battalion supports one of the following five unified combatant commands:

- United States Pacific Command (USPACOM).
- United States European Command (USEUCOM).



- United States Central Command (USCENTCOM).
- United States Southern Command (USSOUTHCOM).
- United States Africa Command (USAFRICOM).

2-11. Authorized expansion of the Regular Army CA force structure more than doubles the capacity of the existing Regular Army CA force. Future force structure includes the activation of an additional CA brigade HQ, associated battalions, and companies to create a dedicated Regular Army capacity to support conventional forces. This enhanced capacity better supports Army force-generation deployment cycle goals. The U.S. Army scheduled the fielding of the brigade HQ and five CA battalions for completion in FY 2013. Each battalion will consist of a HQ company and six CA companies.

2-12. In July 2009, the Chief of Staff of the Army approved the redesign of the theater Army, corps, and division HQ staffs. These mission command organizations base their structure on the six warfighting functions—mission command, movement and maneuver, intelligence, fires, sustainment, and protection. CA representation on the staffs will significantly increase, providing the capability to integrate CAO and CMO throughout the operations process.

### CIVIL AFFAIRS BRIGADE (AIRBORNE) (SPECIAL OPERATIONS)

2-13. The USASOC CA brigade (Airborne [A]) (Figure 2-1) is composed of a headquarters and headquarters company (HHC) with robust maintenance and rigger sections, a CAPT, and a CMOC with a CLT and CIM cell. The USASOC CA brigade (A) does not have a CA functional specialty cell like the USAR CA brigade, but has limited organic public health and welfare, veterinary, and rule of law capability. Therefore, the CA brigade requires augmentation from the USAR CA brigade or CACOM for CA functional specialty skill sets.

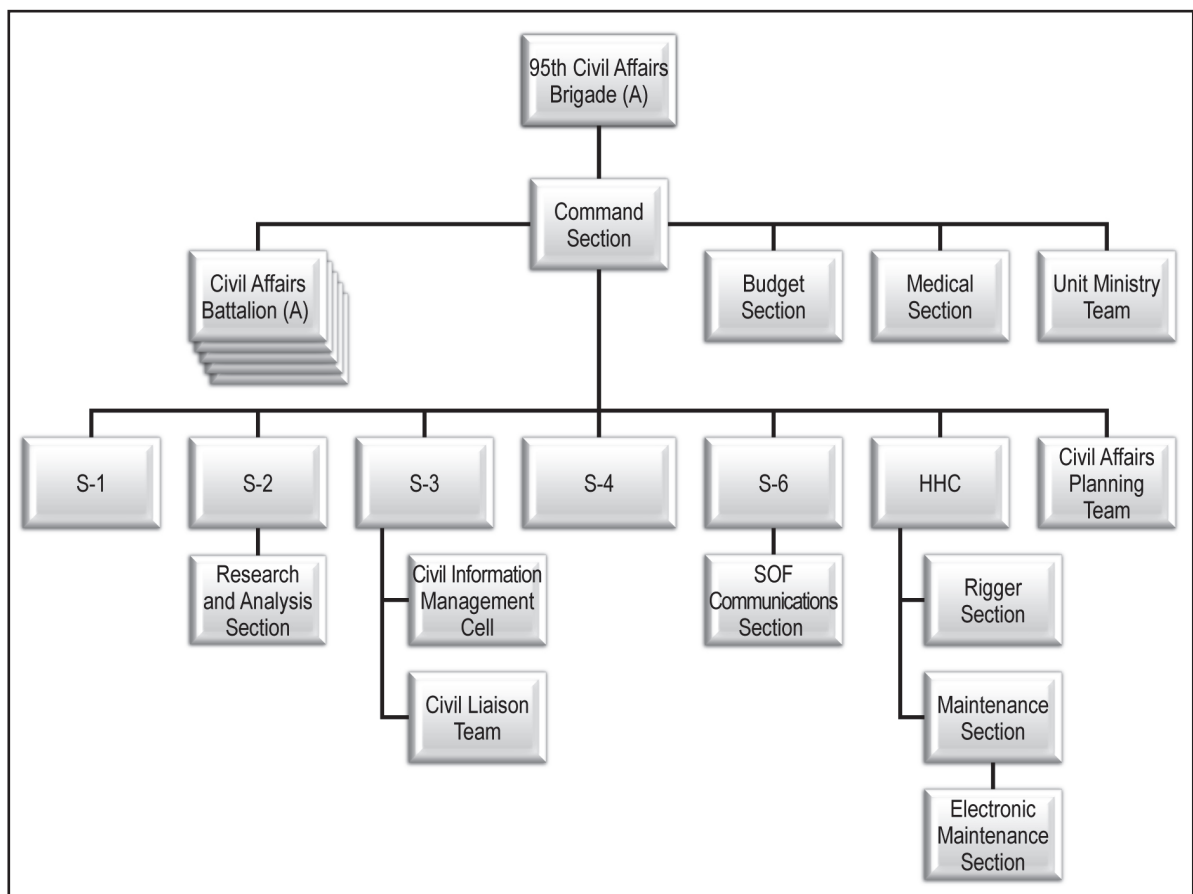


Figure 2-1. Civil Affairs brigade (airborne) (special operations)

2-14. The U.S. Army activated the 95th CA Brigade (A) in FY 2007. The brigade's mission is to rapidly deploy regionally focused, initial-entry CAPTs, CMOCs, CA battalions, and CA companies to plan, enable, shape, manage, and execute CAO in support of a geographic combatant command, JTF, TSOC, joint forces special operations component (JFSOC), interagency, corps, division, or BCT. The brigade can serve as the core of a joint civil-military operations task force (JCMOTF) and can provide mission command system capabilities for assigned forces.

2-15. The CA brigade HQ provides mission command and staff supervision of the operations of the brigade and assigned CA battalions or attached units. This HQ is rapidly deployable, providing USASOC with a responsive, flexible, and modular CA force package. While serving in an initial-entry role during contingency operations, the brigade is able to transition with the follow-on CA forces supporting conventional forces.

2-16. Although the brigade's primary mission focus is support of SOF, it maintains the capability to support conventional forces during contingency operations. As the additional Regular Army CA brigade activates and matures, planners anticipate the contingency initial-entry requirement to pass from the CA brigade (A) assigned to USASOC to the new brigade designed to support conventional forces.

## **Functions**

2-17. The functions of the USASOC CA brigade (A) are to—

- Rapidly deploy as an initial-entry CA capability in support of the JFSOC, corps/ASCC, JTF, geographic combatant command, or TSOC.
- Serve as the initial-entry ground commander's senior CA advisor (brigade commander) in contingency operations.
- Provide the initial-entry, operational-level CMOC with mission command system capabilities within immature operational environments in support of joint, interagency, multinational, and coalition operations by various means. The CA brigade operates in remote environments and under austere conditions.
- Serve as the core of a JCMOTF.
- Provide cross-cultural communications and elementary linguistic capability to the supported command, advising the commander on cultural influences in the AOR.
- Provide the ability to assess, develop, obtain resourcing for, and manage an operational-level CMO spending implementation strategy.
- Conduct mission command system management of select operational-level CMO functions and capabilities (forces).
- Provide provincial- to national-level CLT capability.
- Train, equip, and deploy assigned or attached CA battalions and companies.
- Train, equip, and deploy civil-military support elements (CMSEs) in support of TSOC civil-military engagement (CME) strategies.
- Assess, plan, coordinate, and enable operational-level stability tasks focused on regional to national civil institutions.
- Provide mission command and information management for CA battalions, companies, and other operational-level CMO capabilities.
- Provide unit-level administration for the brigade.
- Provide in-depth, operational- and strategic-level research and analysis of civil information and the civil vulnerabilities of indigenous populations by means of an organic research and analysis team.

## **Capabilities**

2-18. The USASOC CA brigade (A) has the ability to deploy classified and unclassified communications links that provide communications capability with supported SOF, conventional forces, IPI, IGOs, OGAs,

and NGOs. This capability includes local area network, wide area network, satellite communications, high frequency, and global commercial phones. In addition, the brigade has the following capabilities:

- Provides a CAPT at the operational level with CA planning and regionally aligned, rapidly deployable, staff augmentation capabilities that support the GCC, Service command, JSOTF, or a JTF HQ with the ability to reinforce planning capability to the TSOCs if required.
- Provides a CMOC at the operational level that manages, coordinates, and synchronizes key CMO within the supported commander's AO. The CMOC is able to operate over the horizon, away from the supported unit, as a standing capability by—
  - Forming the core of the theater-level JCMOTF and possessing mission command system capability.
  - Serving as the mechanism for civil-military coordination, collaboration, and communication.
  - Providing initial-entry and rapid deployment.
  - Communicating and exchanging information with CMOCs and CA elements within a supported commander's joint operational area (JOA)/AO while leveraging reachback capability.
- Provides a CLT at the provincial to national level with interface/liaise capabilities between military, IPI, IGOs, OGAs, and NGOs within the JOA/AO. The CLT serves as the initial point of contact for the CA brigade CMOC where the military meet with the civil populace, the HN, and the humanitarian community.
- Provides a CIM cell as the focal point for the operational-level collation, processing, and dissemination of civil information; develops operational-level civil inputs to the COP in conjunction with the brigade CMOC while linking civil information to the appropriate military and civil (OGA, IGO, NGO, and IPI) systems via geospatially-referenced data.

### **CIVIL AFFAIRS BATTALION (AIRBORNE) (SPECIAL OPERATIONS)**

2-19. The organization of the CA battalion (A) (Figure 2-2, page 2-6) includes an HHC with a maintenance section, a CAPT, a CMOC capable of providing a CLT and CIM cell, and five CA line companies (FY 2011). The CA battalion (A) HQ does not have a CA functional specialty cell like the USAR CA battalion, but has limited organic public health and welfare, veterinary, and rule of law capability. The battalion may request augmentation from USAR CA forces when CA functional specialty skill sets are required.

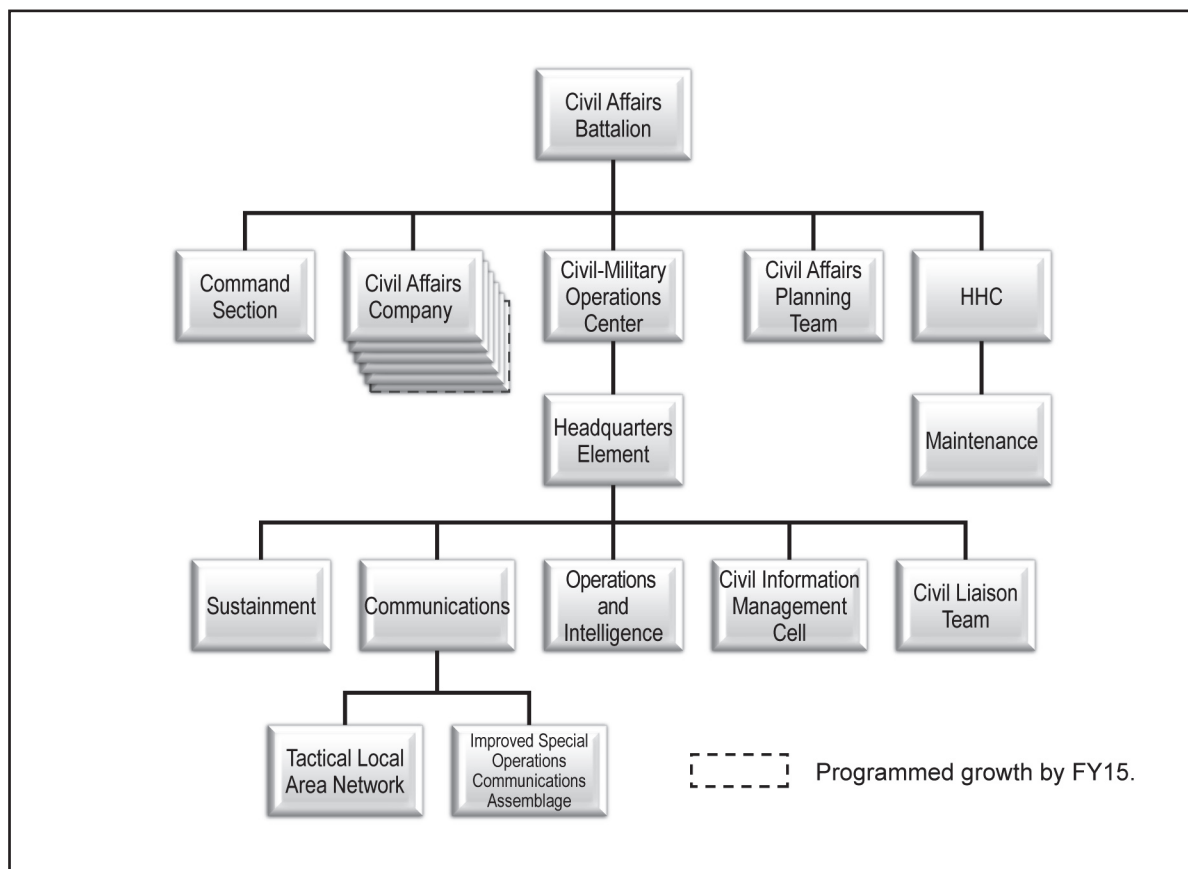
2-20. The CA battalions (A), subordinate to the USASOC CA brigade, function as the tactical-level CA capability that supports the JSOTF or SOTF. The battalions are regionally focused and primarily support SOF. Although the battalions' primary mission focus is support of SOF, they maintain the capability to support conventional forces as the initial-entry CA force during contingency operations. As the additional Regular Army CA brigade activates and matures, planners anticipate that the contingency initial-entry requirement to pass from the CA brigade (A) assigned to USASOC to the new brigade.

### **Functions**

2-21. The rapidly deployable CA battalion (A)—

- Plans, coordinates, and enables tactical-level CAO in support of stability tasks focused on the supported commander's AO.
- Provides a CMOC with mission command system capabilities to the JSOTF, TSOC, or division commander.
- Provides mission command system management of CA companies and other CMO capabilities.
- Prepares to serve as the core of a CMO task force.
- Provides CMOCs, CLTs, CAPTs, and CATs for tactical support.
- Plans, supports, and coordinates FHA, PRC, SCA, and NA.
- Synchronizes CAO with CMO, inform and influence plans. The CA battalion receives, analyzes, and collates civil information from CATs, CLTs, and CA companies into tactical- to operational-level civil inputs to the supported commander's COP using classified and unclassified communications links.

- Operates in remote and austere environments in support of SOF and conventional commanders as required.
- Provides cross-cultural communications and elementary linguistic capabilities to the supported maneuver commander.
- Trains, equips, and deploys assigned or attached CA companies and elements.
- Trains, equips, and deploys CMSEs in support of CME.
- Provides unit-level administration for the companies.



**Figure 2-2. Civil Affairs battalion (airborne) (special operations)**

### Capabilities

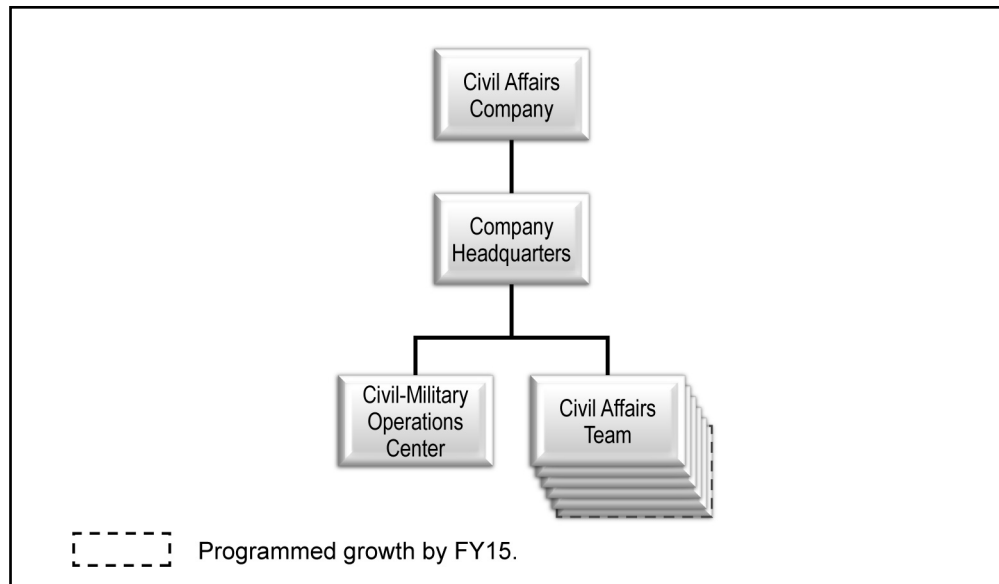
2-22. As organized, the CA battalion (A) is capable of providing—

- A CAPT with regionally aligned, rapidly deployable CA planning capabilities that support the JSOTF, TSOC, or the division HQ.
- A CMOC with tactical- and operational-level capabilities to manage, coordinate, and synchronize key CMO within the supported commander's AO. The CMOC operates over the horizon, away from the supported unit, as a standing capability by providing—
  - Mission-command-system capable support to the JSOTF, TSOC, or the division HQ.
  - A mechanism for civil-military coordination, collaboration, and communication.
  - An initial-entry, rapid-deployment capability.
  - Network capability to all CMOCs and CA elements within the supported commander's environment via technical lines of communication while leveraging the reachback capability.
- A CLT with local- to provincial-level interface and liaise capability between civil-military, HN, and humanitarian elements within the AO.

- A CIM cell with the tactical-level collation, processing, and dissemination of civil information. The CA battalion develops tactical- and operational-level civil inputs to the COP and provides civil information input to the appropriate military and civil systems via geospatially-referenced data.
- CMSEs at the operational level with regionally aligned CAO planning, preparing, executing, and assessing capabilities that support the TSOC and U.S. country teams.

### CIVIL AFFAIRS COMPANY (AIRBORNE) (SPECIAL OPERATIONS)

2-23. Figure 2-3 provides a graphic of the organizational structure of the CA company.



**Figure 2-3. Civil Affairs company (airborne) (special operations)**

2-24. The CA company (A) provides mission command to the assigned CA teams and provides CAO planning, coordination, and assessment at the tactical level. The organization of the company includes a HQ section, a CMOC that provides the supported command with a CAO planning capability, and five CATs.

### Functions

2-25. The functions of the CA company (A) are to—

- Rapidly deploy.
- Conduct CR and plan, coordinate, and enable CAO and project management.
- Conduct assessments of the civil component of the supported command's AO.
- Provide mission command system management through the company CMOC to the CATs.
- Provide a standing CMOC and CAO planning capability to the supported unit.
- Provide five CATs to execute CAO in support of SOF, conventional forces, or CME.
- Facilitate integration of civil input into the supported command's COP.
- Provide cross-cultural communications and elementary linguistic capabilities to the supported maneuver commander.

### Capabilities

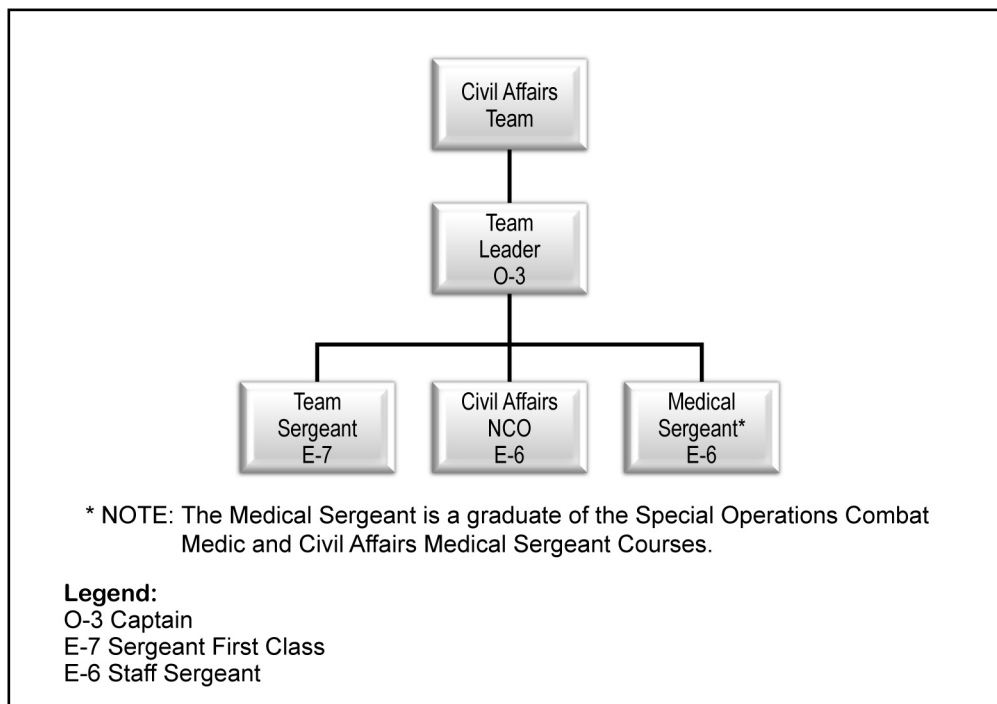
2-26. The CA company (A) is capable of providing—

- Tactical-level CR by the CATs.
- The ability to plan, execute, and transition CAO in all environments.
- Communications capability that links directly into the supported unit's communications architecture.

- Tactical-level planning, management, coordination, and synchronization by the CMOC of key CAO within the supported commander's AO. The CA company operates over the horizon, away from the supported unit, as a standing capability by providing—
  - CMOC support to the supported command.
  - A mechanism for civil-military coordination, collaboration, and communication.
  - An initial-entry and rapid deployment capability.
  - An initial assessment of the civil component of the operational environment. The CA company assesses the mission-planning requirements and develops and coordinates the resources to meet immediate requirements to mitigate civil threats to the supported commander's mission.
  - Collation, processing, and dissemination of civil information for input to the supported command's COP.
- Limited medical/public health planning and support to supported units and deployed teams.

### CIVIL AFFAIRS TEAM (SPECIAL OPERATIONS)

2-27. Figure 2-4 provides a graphic of the organizational structure of a CA team.



**Figure 2-4. Civil Affairs team (special operations)**

2-28. The CAT conducts CAO and provides tactical-level CMO planning and assessment support to supported commanders.

### Functions

2-29. The functions of the CAT are to—

- Conduct CR.
- Conduct key-leader engagement within the CAT's AO.
- Plan, coordinate, and enable CAO and project management.

- Provide civil information to the supported unit and CMOC for inclusion of civil inputs to the supported commander's COP.
- Provide cross-cultural communications and elementary linguistic capabilities to the support maneuver commander.

## Capabilities

2-30. CATs maintain a number of capabilities; specifically, CATs—

- Remain rapidly deployable.
- Provide CAO staff augmentation and CA planning and assessment support to tactical maneuver commanders.
- Maintain direct data and voice communications with conventional forces, SOF, IPI, IGOs, NGOs, and interagency elements with classified and unclassified connectivity.
- Support CMO conducted by military forces.
- Conduct liaison with civilian authorities and key leaders.
- Minimize interference between civil and military operations.
- Conduct area studies and area assessments.
- Assist the intelligence staff section (G-2/S-2) and other staff members with civil considerations analysis supporting preparation of the operational environment as required.
- Execute CAO in support of CME objectives.
- Maintain the ability to operate independently in remote and austere environments.

## CIVIL AFFAIRS BRIGADE (REGULAR ARMY)

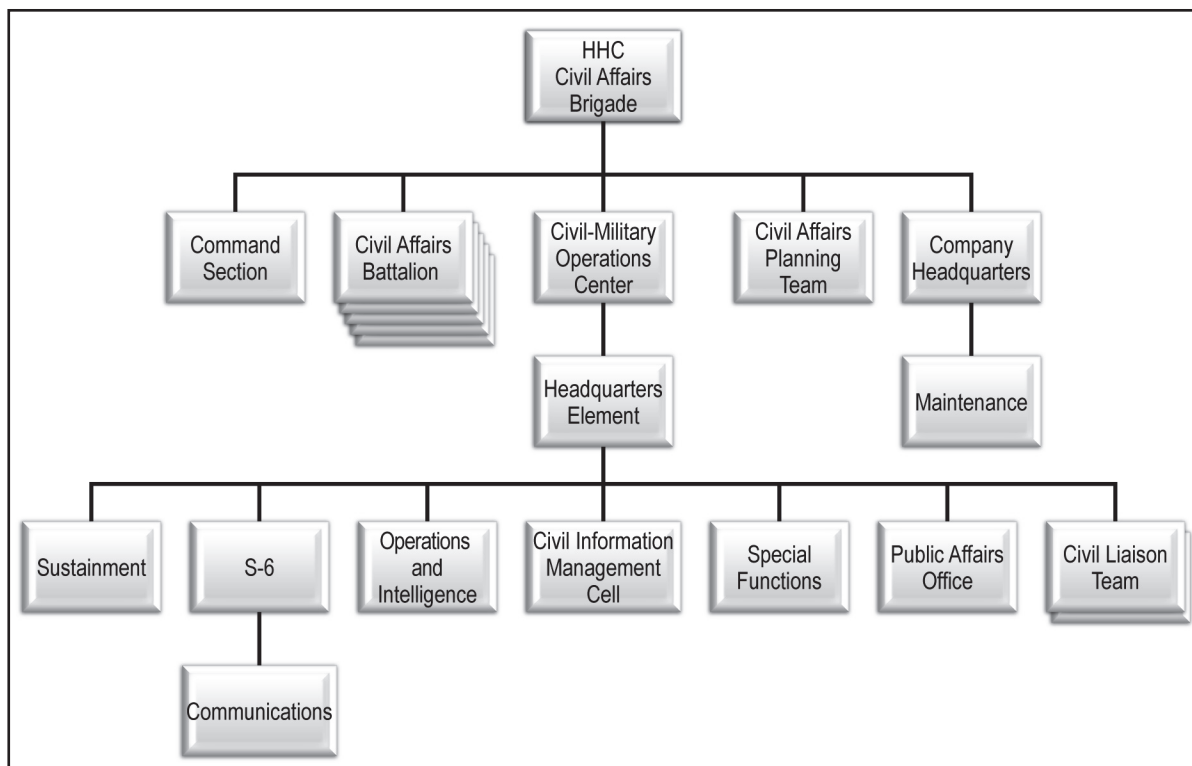
2-31. Figure 2-5, page 2-10, provides a graphic of the CA brigade HHC structure. Activation of an additional CA brigade HQ and its associated battalions and companies within the Regular Army force structure is programmed for FY 2011 through FY 2013.

2-32. The CA brigade functions as an operating force unit designated as theater available in the *global forces pool* assigned to the United States Army Forces Command (FORSCOM). The CA brigade is designed as an expeditionary, operational-level CA capability that supports the Army corps or an equivalent JTF HQ. The CA brigade possesses a special functions cell and a public affairs (PA) staff capability. Its mission focus is development, reconstruction, and stabilization. The CA brigade enables support to civil administration and possesses the operational mission command system structure to form a JCMOTF. The brigade HQ provides mission command and staff supervision of the operations of the CA brigade and assigned CA battalions or attached units. Mission command focuses on tactical and operational employment of CA forces and attached CMO forces. The CA brigade plans, enables, shapes, and manages CAO with and through IPI, IGOs, NGOs, and OGAs by means of its CLTs and CMOC.

## Functions

2-33. The FORSCOM assigned CA brigade has a number of functions; specifically, the brigade—

- Provides mission command for assigned or attached CA battalions and companies and other select operational-level CMO functions and forces.
- Provides modular CA support to the corps, ASCC, or three-star command JTF.
- Serves as a senior CA advisor (brigade commander) to the corps, ASCC, or JTF commander.
- Trains, equips, and deploys assigned and attached CA battalions and companies, and other CMO forces.
- Provides operational-level management, coordination, and synchronization of CAO and CMO within the supported commander's area of operations.
- Plans, coordinates, and enables operational-level stability tasks in coordination with HN, IGOs, NGOs, and OGAs focused on the regional to national levels of civil governments.
- Provides unit-level administration for the brigade.
- Provides limited sustainment for assigned vehicles and communications assets.



**Figure 2-5. Headquarters and headquarters company, Civil Affairs brigade (Regular Army)**

## Capabilities

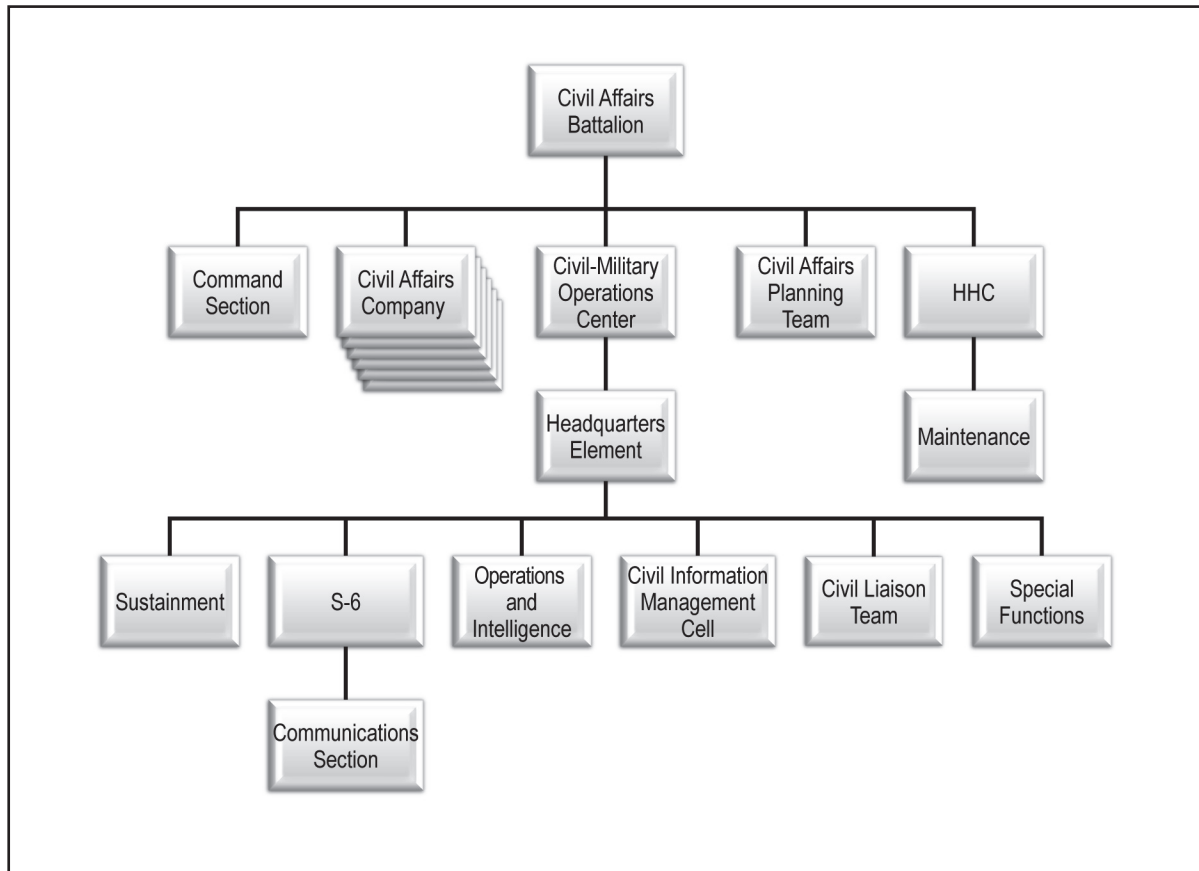
2-34. The FORSCOM assigned CA brigade is organized to provide the—

- Operational-level CMOC that is mission-command-system capable to support joint, interagency, multinational, and coalition operations. The CMOC manages, coordinates, and synchronizes CAO within the supported commander's AO.
- Operational-level CAPT with regionally focused CA planning capability to augment the staffs of the corps, ASCC, or three-star command JTF.
- CIM cell as the focal point for operational-level collation, processing, and dissemination of civil information that develops operational-level civil inputs to the COP, in conjunction with the brigade CMOC, while linking civil information to the appropriate military and civil systems via geospatially-referenced data.
- Mechanism for civil-military coordination to produce focused civil inputs to the supported commander's COP.
- CLTs with a regional to national interface capability between the military and the HN, interagency, IGOs and NGOs in the JOA/AO.
- Special functions cell with a limited capability for intermediate-level assessment of threats to the civil component of the environment at the regional to national level. The organization also allows it to assess mission-planning requirements and develop, coordinate, and synchronize resources for the conduct of stability tasks.
- Ability to assess, develop, resource, and manage operational-level HA and CAO spending implementation strategy.
- Core of the theater-level JCMOTF.



## CIVIL AFFAIRS BATTALION (REGULAR ARMY)

2-35. Figure 2-6 provides a graphic of the CA battalion structure.



**Figure 2-6. Civil Affairs battalion (Regular Army)**

2-36. The activation of five CA battalions is currently scheduled for completion in FY 2013. The activation of each battalion includes the activation of its six subordinate CA companies. The battalions will provide regionally focused CA support to the theater Army commands as well as conventional forces through the Army force generation process.

2-37. The CA battalion focus is on the supported commander's ready capability to plan, enable, shape, and manage CAO; provide dedicated support to stability tasks; and enable, enhance, and support CMO missions assigned to the theater Army command by the TCP. The battalion provides tactical-level CA support to a division command or an equivalent-level Army command/JTF during stability.

## Functions

2-38. The CA battalion has a number of functions; specifically, the battalion—

- Plans and coordinates tactical-level stabilization and reconstruction focused on the provincial-level and below civil institutions in coordination with HN, IGOs, NGOs, and OGAs focused on the provincial to local levels of civil governments.
- Assesses the civil component of the supported command's AO facilitating integration of civil considerations input into the supported command's COP.
- Serves as a senior CA advisor (battalion commander) to the supported command.
- Provides a CMOC with mission command system capability to the supported commander.
- Provides mission command of assigned or attached CA companies and other CMO capabilities.
- Trains, equips, and deploys assigned or attached CA companies and teams.

- Provides unit-level administration for the HQ and assigned companies.
- Provides limited sustainment capability for assigned vehicles and communications assets.

## Capabilities

2-39. The organization of the CA battalion provides—

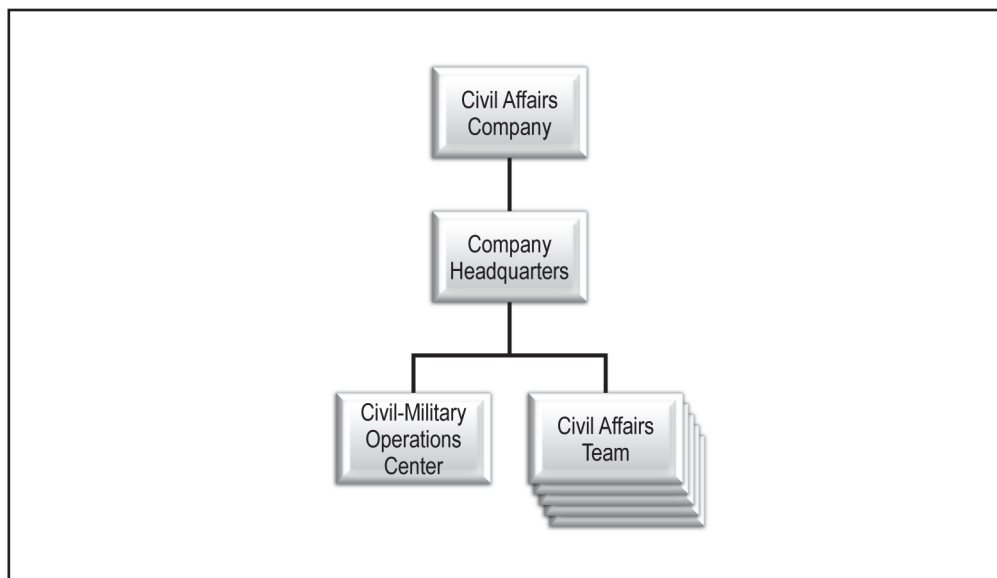
- A tactical-level CAPT with regionally focused CA planning capability to augment the staff of the supported command.
- A mission-command-system capable, tactical-level CMOC capable of management, coordination, and synchronization of CAO and CMO within the supported commander's AO.
- A provincial- to local-level CLT as interface/liaison between the military and the HN, interagency, IGOs and NGOs within the AO.
- A CIM cell with tactical-level collation, processing, and dissemination of civil information capability. The battalion's CMOC develops tactical-level civil inputs to the COP and provides civil information input to the appropriate military and civil systems via geospatially referenced data.
- A special function team with limited capability for intermediate-level assessment of threats to the civil component of the environment at the provincial to local level. The organization also allows it to assess mission-planning requirements and develop, coordinate, and synchronize resources for the conduct of stability tasks.

## CIVIL AFFAIRS COMPANY (REGULAR ARMY)

2-40. The CA company (Figure 2-7) consists of a HQ section, a CMOC that provides the supported command with a CAO planning capability, and five CATs.

2-41. The programmed activation of 30 CA companies by FY 2013 completes the directed growth of the Regular Army CA force structure. The regional focus of these companies provides tactical-level CA capability for missions involving theater security cooperation and support conventional forces through the Army force generation process.

2-42. The CA company provides mission command to the assigned CA teams and provides CAO planning, coordination, and assessment at the tactical level. The company provides support to the BCT, MEB, and their subordinate elements. The company may also support deployed elements of the interagency, such as the provincial reconstruction team (PRT) or field advanced civilian team.



**Figure 2-7. Civil Affairs company (Regular Army)**

## Functions

2-43. The CA company has a number of functions; specifically, the company—

- Conducts CR and plans, coordinates, and enables CAO and project management.
- Assesses the civil component of the supported command's AO.
- Provides mission command system management through the company CMOC to the CATs.
- Provides a standing CMOC and CAO planning capability to the supported unit.
- Provides five CATs to execute CAO in support of conventional forces or deployed interagency organizations.
- Trains, equips, and deploys assigned or attached CMOC and CATs.
- Conducts mission command of assigned or attached CMOC and CATs.

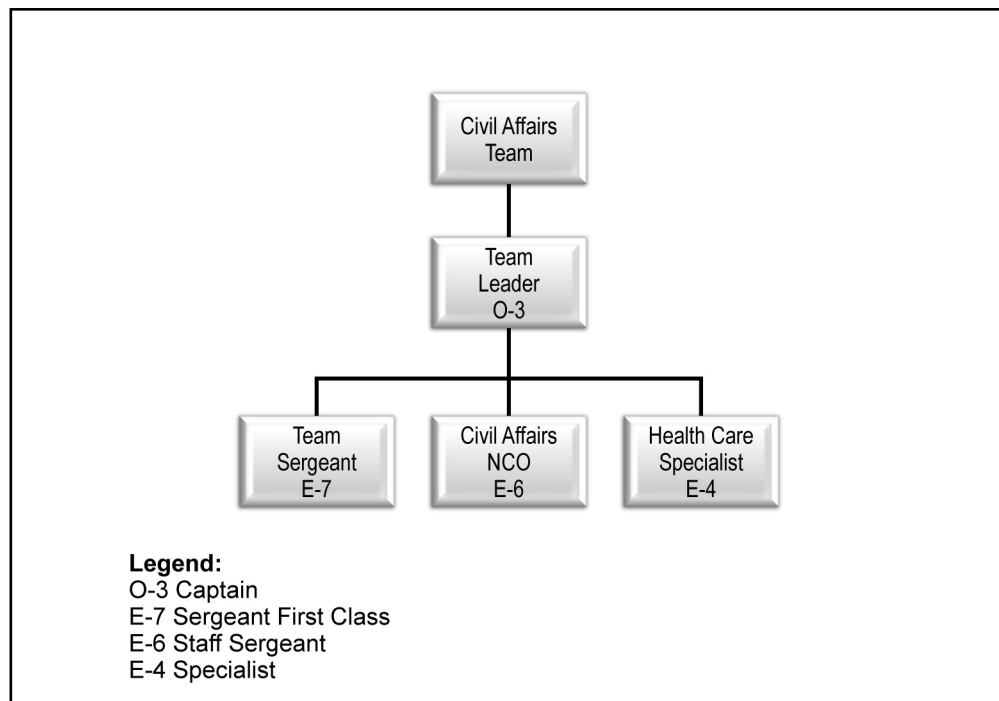
## Capabilities

2-44. The CA company is organized to—

- Provide a CMOC with tactical-level planning, management, coordination, and synchronization of CAO capability within the supported commander's AO.
- Provide communications capability that links directly into the supported unit's communications architecture.
- Provide CATs in support of elements of the supported command capable on conducting CR and executing tactical level CAO.
- Facilitate integration of civil component input into the supported command's COP.
- Collate, analyze, and fuse civil information for input to the supported command's COP.

## CIVIL AFFAIRS TEAM (REGULAR ARMY SUPPORT TO CONVENTIONAL FORCES)

2-45. The CAT (Figure 2-8) conducts CAO and provides tactical-level planning and assessment support of CMO to supported tactical-level commanders or deployed elements of the interagency.



**Figure 2-8. Civil Affairs team (Regular Army)**

**Functions**

2-46. The CAT has a number of functions; specifically, the CAT—

- Conducts CR.
- Conducts key-leader engagement within the CAT's AO.
- Plans, coordinates, and enables CAO and project management.
- Provides civil information to the supported unit and CMOC for inclusion of civil inputs to the supported commander's COP.

**Capabilities**

2-47. The CAT is organized to—

- Provide CAO staff augmentation and CA planning and assessment support to tactical maneuver commanders.
- Maintain direct data and voice communications with conventional forces, IPI, IGOs, NGOs, and interagency elements with classified and unclassified connectivity.
- Provide cross-cultural communications and elementary proficiency linguistic support to supported commanders.
- Support CMO conducted by military forces.
- Conduct liaison with civilian authorities and key-leader engagement.
- Minimize interference between civil and military operations, and synchronize CAO to enhance mission effectiveness.
- Conduct area studies and area assessments.
- Assist the S-2 and other staff members with civil considerations analysis supporting intelligence preparation of the battlefield (IPB) as required.
- Execute CAO in support of interagency deployed elements as directed.

**UNITED STATES ARMY RESERVE CIVIL AFFAIRS FORCES**

2-48. The organizational structure of USAR CA forces consists of CACOMs, CA brigades, battalions, and companies. Authorized CA force structure additions in FY 2010 through FY 2013 affect the organizational structure of the USAR CA force. United States Army Civil Affairs and Psychological Operations Command (A) (USACAPOC [A]) provides mission command of continental United States (CONUS)-based USAR CA units. USACAPOC (A) realizes the addition of 4 CA battalions and 16 companies headquartered in various locations within CONUS as a result of the force structure increase.

2-49. USAR CA force structure additions to 7th Civil Support Command, Europe (formerly 7th Army Reserve Command, Europe) include one CA brigade HQ, one battalion, and four companies based in Europe. The mission command of this brigade (like the one USAR CA brigade HQ based in Hawaii and assigned to USPACOM) ultimately falls under the responsibility of USEUCOM.

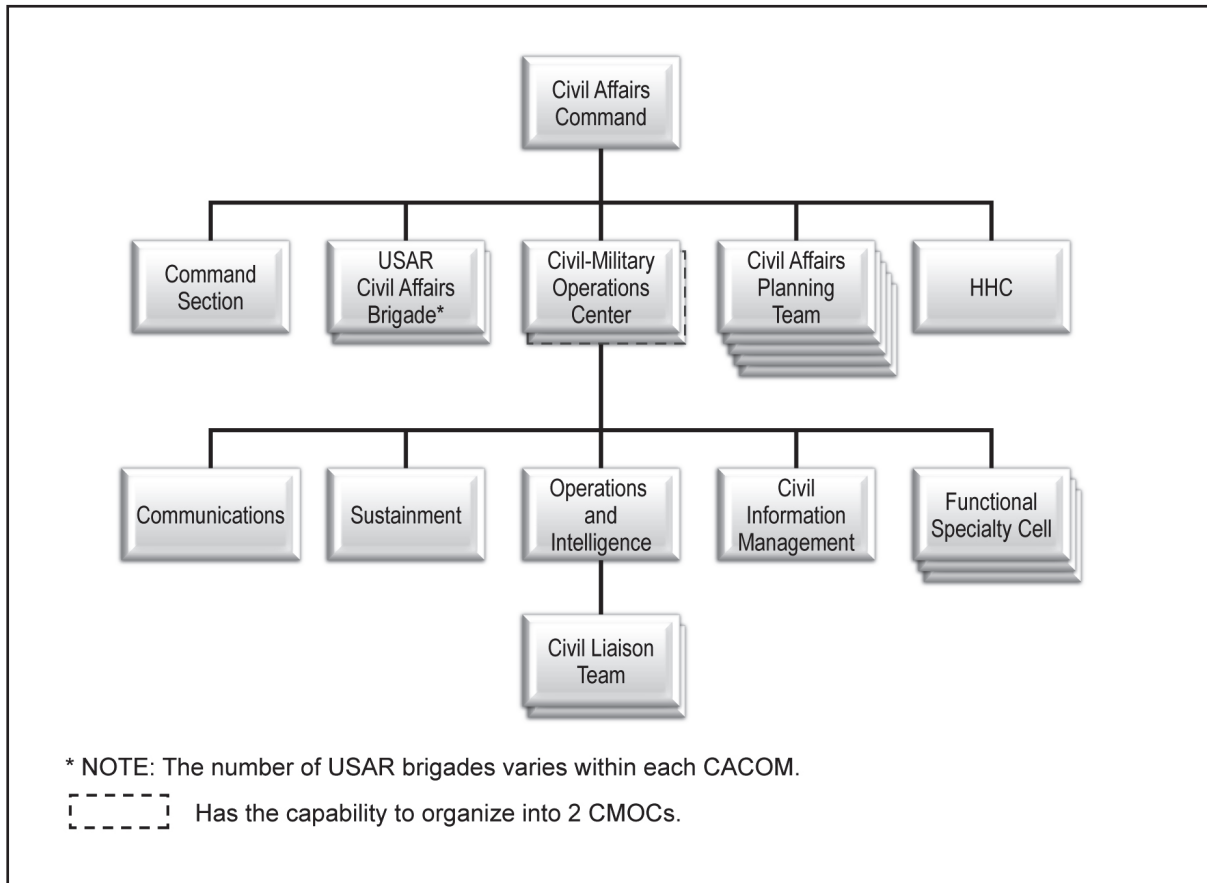
**CIVIL AFFAIRS COMMAND**

2-50. A CACOM (Figure 2-9, page 2-15) is comprised of an HHC, five CAPTs, and a CMOC capable of split operations (forward and rear) with three functional specialty cells, two CLTs and a CIM cell.

2-51. The USAR force structure has four CACOMs. The CACOM functions as the CA capability for five geographic combatant commands—USPACOM, USEUCOM, USCENTCOM, USAFRICOM, and USSOUTHCOM. The CACOMs regionally align with the geographic combatant commands; however, one CACOM bears responsibility for both USEUCOM and USAFRICOM. The CACOM develops plans, policy, and programs through planning teams, fusion of CIM, regional engagement, and civil component analysis at the strategic and theater level.

2-52. The CACOM's primary mission is to provide theater-level CAO planning, coordination, policies, and programs in support of the GCC's regional CMO strategy and stabilization, reconstruction, and development efforts. The CACOM may deploy a theater-level CMOC to coordinate, analyze, and enable

policies, programs, and CMO capabilities in support of the GCC or JFLCC, and to develop and manage the strategic-level civil inputs to the COP.



**Figure 2-9. Civil Affairs command**

## Functions

2-53. The CACOM has a number of functions; specifically, the CACOM—

- Serves as the geographic combatant command's senior CA advisor (CACOM commander).
- Serves as the theater-level focal point for civil-military coordination, collaboration, and consensus by providing subject-matter experts (SMEs) to advise strategic-level military planners in synchronizing their planning into a comprehensive civil-military strategy.
- Provides theater-level staff augmentation to the geographic combatant command, subunified, and Service component commands.
- Formulates CAO OPLANs to support the theater policy for PRC, FHA, CIM, NA, and SCA operations.
- Assists in establishing plans and policies for CMO support of all CONPLANs and OPLANs for the geographic combatant command and Service components.
- Programs (assists) and manages theater-level spending implementation plans and policies to resource CMO projects by using resources, such as Overseas Humanitarian Disaster and Civic Aid (OHDACA), commander's emergency response program (CERP), and commander's quick impact.
- Plans and helps to set the conditions for the transition of stabilization, reconstruction, and development to civil authority.
- Conducts short-term support to civil administration, enables HN government functions, and routinely supports IGOs and interagency core capabilities in indigenous government capacity building and delivery of government services.

- Provides theater-level analysis of specified civil information in coordination with the joint interagency coordination group; develops strategic-level civil inputs to the supported commander's COP.
- Conducts mission command systems management of CAO and select theater-level CMO functions and capabilities (forces).
- Prepares to establish theater-level core of JCMOTF and/or combined joint civil-military operations task force.
- Liaises with supported military, interagency, IGOs, NGOs, and IPI in theater.
- Trains, equips, mobilizes, and deploys assigned or attached CA forces.
- Employs modular packages of technical expertise in the six CA functional areas to plan, coordinate, assess, or manage CAO based on mission requirements.
- Provides predeployment mission command of assigned and attached CA brigades, battalions, and companies.
- Provides cross-cultural communications but may have only limited linguistics ability to communicate in the target language within the AOR.

## Capabilities

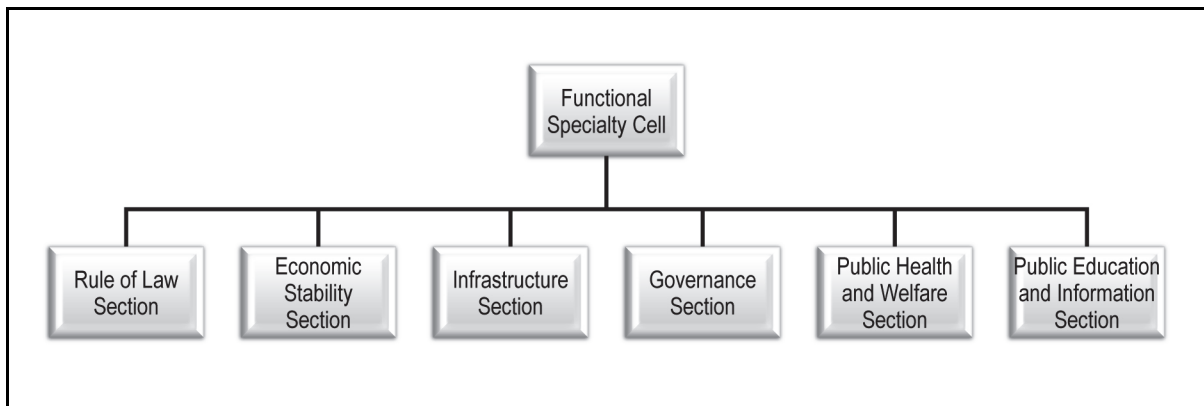
2-54. The CACOM is organized to provide—

- The CAPTs at the theater level with CA planning and regionally aligned capabilities that support the geographic combatant command, JFLCC, and theater Service component commands.
- The geographic combatant command's CMO staff with durational theater-level management of plans, policies, and programs that enable the geographic combatant command's civil-military objectives (TCP, interagency) by—
  - Forming the core of the operational-level JCMOTF and providing mission command system capability.
  - Serving as a mechanism for theater-level civil-military coordination, collaboration, and communication.
  - Networking to deployed CMOCs and CA elements within the theater of operations via computer and communications systems.
  - Serving as the reachback capability for all CMOCs and CA elements within the theater of operations.
  - Conducting split operations—forward and rear—in support of the geographic combatant command's HQ elements.
- The CLTs with national- to international-level interface and liaison capabilities between civil-military, HN, and humanitarian elements within and outside the theater of operations. Serve as the initial point of contact (POC) for the CACOM CMOC, where the military meet with the civil populace, the HN, and the humanitarian community.
- The supported commander the CIM cell capability to manage the flow of civil information, and develop the strategic-level civil components to the COP. Provide open access of data and analysis to other elements of the supported unit HQ and subordinate units. Provide releasable data and updates to IGOs, NGOs, and appropriate civilian entities.
- The functional specialty cells with functional experts that plan and enable HN government operations across the following six CA functional areas:
  - **Rule of law** pertains to the fair, competent, and efficient development, application, and effective enforcement of the civil and criminal laws of a society through impartial legal institutions and competent corrections systems. This functional area includes judge advocates trained in international and comparative law as well as CA specialists in related subjects.
  - **Economic stability** pertains to the efficient management (for example, production, distribution, trade, and consumption) of resources, goods, and services to ensure the viability of a society's economic system. This discipline includes CA specialists in economic development, civilian supply, and food and agriculture.

- **Infrastructure** pertains to designing, building, and maintaining the organizations, systems, and architecture required to support transportation, water, communications, and power. This discipline includes CA specialists in public transportation, public works and utilities, and public communication.
- **Governance** pertains to creating, resourcing, managing, and sustaining the institutions and processes that govern, protect, and bring prosperity to a society. This discipline includes CA specialists in public administration, environmental management, and public safety areas.
- **Public health and welfare** pertains to the systems, institutions, programs, and practices that promote the physical, mental, and social well-being of a society. This discipline includes CA specialists in public health and cultural relations.
- **Public education and information** pertains to designing, resourcing, and implementing public education and public information programs and systems through media and formal education institutions. This discipline includes CA specialists in public education and civil information.

### CIVIL AFFAIRS FUNCTIONAL SPECIALTY CELL

2-55. Figure 2-10 is a graphic of the CA functional specialty cell with the six functional specialty areas.

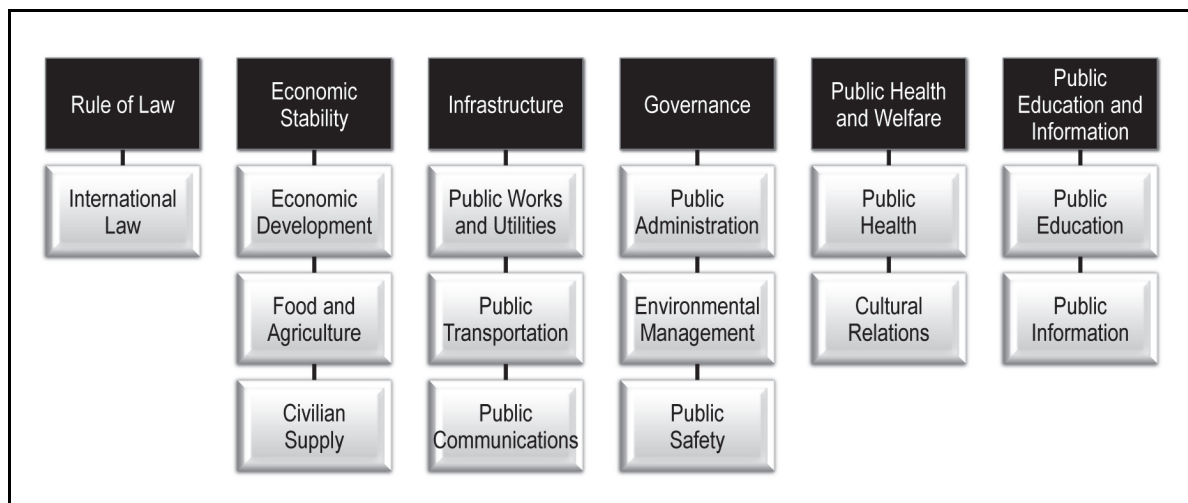


**Figure 2-10. Civil Affairs command functional specialty cell**

2-56. The CACOM provides three CA functional specialty cells containing specialists in all six of the CA functional specialty areas. These cells are composed of Soldiers, both officer and enlisted, with technical expertise (normally acquired by civilian education and career experience) in those civilian sectors most likely to affect CMO. Each operation that a cell supports may require a different emphasis on skills and team composition. For example, during a transition from combat operations to postconflict stability tasks or advise and assist missions, CA force requirements place greater emphasis on infrastructure, economic stability, and governance expertise. FHA operations, on the other hand, may demand governance, rule of law, and public health and welfare emphasis.

2-57. The brigade and battalion organizations have one functional specialty cell with limited capabilities in four (rule of law, infrastructure, governance, and public health and welfare) of the six functional areas. The roles of these cells are the same as those of the CACOM and the modular design allows for augmentation across the operational spectrum. Depending on mission requirements, augmentation by specific technical CA functional specialists from anywhere within the deployed CA assets may be necessary for mission accomplishment.

2-58. CA functional specialists fall into 14 functional specialties within the six CA functional specialty areas (Figure 2-11, page 2-18). Specialists in public health and environmental management are formally trained Army Medical Department personnel, international law specialists are staff judge advocate (SJA) personnel, and chaplains trained in world religions may act as cultural relations specialists.



**Figure 2-11. Six Civil Affairs functional specialty areas with 14 functional specialties**

### **RULE OF LAW FUNCTIONAL SPECIALTY AREA**

2-59. The purpose of rule of law operations is to create security and stability for the civilian population by restoring and enhancing the effective and fair administration and enforcement of justice. Rule of law operations are of great importance in stability. Rule of law operations are particularly significant in the immediate aftermath of major ground combat operations, when it is imperative to restore order to the civilian population in the vacuum that almost inevitably results when combat disrupts the routine administration of the society. Close coordination is critical between the rule of law section and the governance section for synchronization and synergy between efforts to restore, reform, and assist the court and legal system and efforts to restore, reform, and assist the public safety system. A judicial system is powerless without an effective public safety system, whereas a public safety system is not legitimate without a fair and efficient judicial system.

2-60. Rule of law operations include measures to—

- Provide for the restoration of order in the immediate aftermath of military operations.
- Restore and enhance the operation of the court system, to include vetting and training judges, prosecutors, defense counsel, legal advisors and administrators, and restoring and equipping court and administrative facilities.
- Restore and reform the HN civil and criminal legal system, to include reviewing and revising statutes, codes, decrees, and other laws to ensure compliance with international legal standards, as well as adopting interim measures for the immediate administration of justice.
- Provide for an effective corrections system that complies with international standards, to include selecting, vetting, and training corrections officials, and constructing or renovating appropriate facilities.

2-61. Rule of law operations are seldom exclusively a military or even a USG activity. Rule of law operations must be a collaborative effort involving—

- U.S. military assets, including military police, engineers, combat forces, logistics elements, legal personnel, and CA personnel.
- Other agencies of the federal government, to include Department of State (DOS), Department of Justice, and USAID.
- IGOs.
- Coalition and other national elements, including military and civilian agencies.
- NGOs engaged in judicial and legal reform.
- HN legal professionals, including judges, prosecutors, defense counsels, legal advisors, legal administrators, and legal educators.



- HN law enforcement personnel, including administrators, police, investigators, and trainers.
- Other HN government officials.

2-62. In CA organizations and task-organized forces based on CA organizations, attached judge advocate personnel, CA public safety specialists with law enforcement backgrounds, and others with backgrounds in judicial administration, corrections, and other relevant areas carry out rule of law operations. Commanders may detail rule of law section personnel to work with an HN interagency, international, or other group carrying out rule of law operations. The judge advocates in the rule of law section must have extensive training in international law, comparative law, and human rights law. FM 1-04, *Legal Support to the Operational Army*, contains additional doctrine relating to legal support for rule of law operations.

## Functions

2-63. By statute, the Judge Advocate General (TJAG) is the legal advisor of the Secretary of the Army and of all officers and agencies of the Department of the Army (Section 3037, Title 10, United States Code [10 USC 3037]). TJAG carries out this statutory mission through the military attorneys of TJAG corps and the civilian attorneys who work under TJAG's qualifying authority. These attorneys are responsible to the TJAG under statute, Army regulations, and codes of professional conduct that govern licensed attorneys and are the only personnel the U.S. Army authorizes to practice law.

2-64. Many activities conducted in rule of law operations involve the practice of law, and therefore, TJAG or other attorneys under TJAG's supervision must perform those activities. These activities include—

- Evaluating and assisting in developing transitional decrees, codes, ordinances and other measures intended to bring immediate order to areas in which the HN legal system is impaired or nonfunctioning.
- Evaluating the reform of HN laws to ensure compliance with international legal standards and providing appropriate assistance to the drafting and review process when necessary.
- Evaluating legal training given to HN judges, prosecutors, defense counsels, and legal advisors, and providing appropriate training when necessary.
- Evaluating the legal training given police and corrections officials to ensure compliance with international human rights standards.
- Serving as judges, magistrates, prosecutors, defense counsels, and legal advisors for transitional courts.
- Evaluating legal and administrative procedures to ensure compliance with international law, the law of the power administering the territory, and the law of the supported country.
- Determining which HN offices and functions have the legal authority to evaluate, reform, and implement the law.
- Advising U.S. military commanders and U.S., international, and HN authorities on the status of the HN legal system and its compliance with international standards, and providing recommended reforms.
- Advising U.S. military commanders and others on the application of international law, U.S. domestic law, and HN law to the process of restoring and enhancing rule of law in the HN.

2-65. Normally, a senior judge advocate (typically a lieutenant colonel or colonel) is assigned to act as the SJA and senior rule of law officer for the brigade, CACOM, JCMOTF, or other organization conducting CAO. The SJA/senior rule of law officer has two functions: as the SJA, he is the legal advisor to the commander and is on the commander's personal staff. As the senior rule of law officer, he is the chief of the rule of law section. The SJA/senior rule of law officer provides staff supervision of rule of law operations and other legal activities of the judge advocates in the organization. The SJA/senior rule of law officer is under the technical supervision of the SJA of the higher-level command or task force.

**Capabilities**

2-66. The rule of law section is organized to—

- Determine the capabilities and effectiveness of the HN legal systems and the impact of those on joint force CMO strategy.
- Evaluate the HN legal system, to include reviewing statutes, codes, decrees, regulations, procedures, and legal traditions for compliance with international standards, and advising and assisting the HN and other rule of law participants in the process of developing transitional codes and procedures and long-term legal reform.
- Evaluate the personnel, judicial infrastructure, and equipment of the HN court system to determine requirements for training, repair, construction, and acquisition.
- Provide support to transitional justice, to include acting as judges, magistrates, prosecutors, defense counsels, legal advisors, and court administrators when required.
- Coordinate rule of law efforts involving U.S. and coalition military, other U.S. agencies, IGOs, NGOs, and HN authorities.
- Assist the SJA in educating and training U.S. personnel in the indigenous legal system, obligations, and consequences.
- Advise and assist the SJA in international and HN legal issues as required.
- Assist the SJA with regard to status-of-forces agreement and status-of-mission agreement issues.
- Advise and assist in establishing the technical requirements for government public safety systems to support penal systems' administration.

**ECONOMIC STABILITY FUNCTIONAL SPECIALTY AREA**

2-67. The economic stability section consists of functional specialists in economic fields and business administration. It provides technical expertise, staff advice, and planning assistance to the supported command. The section assesses government, corporate, and private resources and systems. Using these assessments, based on the civilian skills of its members, the team determines how to assist in the efficient management of resources, goods, and services to enhance the viability of the society's economic system. The economic stability section provides recommendations and, when appropriate, directions to maintain, sustain, and improve economic systems and services. Skills found in this section include economists, bankers, civilian supply and distribution technicians, business administrators, entrepreneurs, agriculturalists and farmers, food specialists and technicians, marketing and distribution specialists, and other officer and enlisted personnel whose civilian skills make them suitable for improving a nation's economic system.

**Functions**

2-68. The economic stability section has a number of functions; specifically, this section—

- Develops plans, policies, and procedures and provides operational oversight and supervision in rehabilitating or establishing food and agricultural systems, and agencies for producing, processing, storing, transporting, distributing, and marketing.
- Coordinates the use of indigenous government and commercial food and agricultural resources for military use, for CMO, and in support of government administration.
- Assists in coordinating IPI, IGOs, NGOs, and U.S. assistance and resources to support food and agricultural systems as part of CMO (crop and livestock improvement, agricultural training, and education).
- Develops plans, policies, and procedures and provides operational oversight and supervision in rehabilitating or establishing economic and commercial systems, agencies, and resources.
- Develops and implements plans to reduce or mitigate black-market activities.
- Conducts liaison and coordinates with local government administration agencies and commercial enterprises in support of CAO.
- In coordination with the SJA, ensures compliance with international laws and conventions regarding use of labor and when acquiring and using local resources (supplies, equipment, and facilities).

- Develops plans and provides operational oversight and supervision in rehabilitating or establishing government and commercial supply systems and facilities.
- Facilitates the coordination of government, commercial, and private property, facilities, supplies, equipment, and other resources for military use, CAO, and government administration.
- In coordination with the SJA, establishes policies and procedures on custody and administration of public and private property.

## Capabilities

2-69. The economic stability section is organized to—

- Provide technical expertise, advice, and assistance in identifying and assessing food and agriculture systems, agencies, services, personnel, resources, and facilities.
- Determine the capabilities and effectiveness of food and agricultural systems and the impact of those systems on CAO.
- Advise and assist in establishing the technical requirements for food and agricultural resources (livestock, poultry, grain, vegetables, fruit, fish, fiber, and forestry) management to support government administration.
- Advise and assist in rehabilitating, establishing, delivering, and maintaining food and agricultural systems and agencies.
- Assist in coordinating IPI, IGOs, NGOs, and U.S. assistance and resources to support food and agricultural systems as part of CAO (crop and livestock improvement, agricultural training, and education).
- Provide technical expertise, advice, and assistance in monitoring and assessing the indigenous economy, economic systems, commercial activities, agencies, services, personnel, and resources.
- Determine the capabilities and effectiveness of economic systems and the impact of those systems on CAO.
- Advise and assist with budgetary systems, monetary and fiscal policies, revenue-producing systems, and treasury operations.
- Advise and assist in restoring, establishing, organizing, and operating economic and commerce systems, agencies, and organizations.
- Advise and assist in the technical administrative requirements of employing economic controls (price controls, rationing programs, prevention of black-market activities, monetary and fiscal policies, and labor).
- Advise and assist in employing local commercial resources, including labor, to support government administration, CMO, and military use.
- Assist in coordinating IPI, IGOs, NGOs, and U.S. assistance and resources to support local economic development as part of CMO.
- Advise and assist the SJA and contracting officials concerning indigenous peoples' cultural intricacies.
- Provide technical expertise, advice, and assistance in identifying and assessing public and commercial supply systems, agencies, services, personnel, resources, and facilities.
- Determine the capabilities and effectiveness of civilian supply systems and the impact of those systems on CAO.
- Determine the availability of local supplies.
- Identify private and public property available for military use.
- Advise and assist in rehabilitating, establishing, and maintaining government and commercial supply systems and agencies.
- Advise and assist in the technical administrative requirements for government and commercial supply resources to support government administration (transportation, storage, distribution [including rationing], and the use of captured and salvaged items).

**INFRASTRUCTURE FUNCTIONAL SPECIALTY AREA**

2-70. The infrastructure section consists of functional specialists in public works, transportation, utilities, and communications. It provides technical expertise, staff advice, and planning assistance to the supported command. The section assesses the indigenous public infrastructure and systems. Using these assessments and the civilian skills of its members, the team, in coordination with United States Army corps of Engineers, USAID, HN officials, and vetted contractors, determines methods to design, build, and maintain the organizations, the architecture, and the systems required to support transportation, water, sanitation, communications, and power. The infrastructure section provides recommendations and, when appropriate, directions to maintain, sustain, and improve the indigenous public systems and services, such as transportation, utilities, and postal systems. Some skills required in this section include engineers (civil, mechanical, electrical, and environmental); water and sanitation specialists; electrical distribution specialists and administrators; road construction, telephone, radio, and television specialists; and other officers and enlisted personnel whose civilian skills make them suitable for improving a nation's basic infrastructure.

**Functions**

2-71. The infrastructure section has a number of functions; specifically, this section—

- Develops plans and provides operational oversight and supervision in rehabilitating or establishing transportation equipment, facilities, and systems.
- Facilitates the coordination of government and commercial transportation resources for military use, for CAO, and in support of government administration.
- Develops plans and provides operational oversight and supervision in rehabilitating or establishing public works and utilities equipment, facilities, and systems.
- Facilitates the coordination of government and commercial public works and utilities equipment, facilities, and systems for military use, for CAO, and in support of government administration.
- Develops plans and provides operational oversight and supervision in rehabilitating or establishing communication equipment, facilities, and systems.
- Facilitates the coordination of government, commercial, and private communication equipment, facilities, and systems for military use, for CAO, and in support of government administration.

**Capabilities**

2-72. The infrastructure section is organized to—

- Provide technical expertise, advice, and assistance in identifying and assessing foreign nation (FN) or HN public and commercial transportation systems, agencies, services, personnel, and resources.
- Determine capabilities and effectiveness of transportation systems and the impact of those systems on CAO.
- Advise and assist in establishing the technical requirements for government and commercial transportation resources to support government administration (motor vehicles and roads, trains and railways, boats and waterways, aircraft and airports, and pipelines).
- Advise and assist in rehabilitating, establishing, and maintaining government transportation systems and agencies.
- Provide technical expertise, advice, and assistance in identifying and assessing FN or HN public and commercial works and utilities systems, agencies, services, and facilities.
- Determine capabilities and effectiveness of public works and utilities systems and the impact of those systems on CAO.
- Advise and assist in establishing the technical requirements for government and commercial works and utilities resources to support government administration (electric power; natural gas; water production and distribution; sewage collection, treatment, and disposal; sanitation; and public facilities).
- Advise and assist in rehabilitating, establishing, operating, and maintaining government works and utilities systems and agencies.

- Assist in employing (coordinating) public works and utilities resources to support government administration and CAO.
- Provide technical expertise, advice, and assistance in identifying and assessing government and commercial communication systems, agencies, services, personnel, resources, and facilities.
- Determine the capabilities and effectiveness of communication systems and the impact of those systems on CAO.
- Advise and assist in establishing the technical requirements for government and commercial communications resources to support government administration (postal services, telephone, radio, television, computer systems, and print media).
- Advise and assist in rehabilitating, establishing, and maintaining government communications systems and agencies.

## GOVERNANCE FUNCTIONAL SPECIALTY AREA

2-73. The governance section consists of functional specialists in public administration and services (excluding public health and welfare, cultural relations, and education). It provides technical expertise, staff advice, and planning assistance to the supported command in creating, resourcing, managing, and sustaining the institutions and processes that govern, protect, and bring prosperity to a society. Some skills required in this section include public administrators, public safety administrators and managers, environmental administrators and managers, and other administrators whose civilian duties include upper-level management of any public institutions at various levels (for example, city, county, local, state, federal).

### Functions

2-74. The governance section has a number of functions; specifically, this section—

- Develops plans and provides operational oversight and supervision in rehabilitating or establishing public administration systems, agencies, and resources.
- Develops plans and provides operational oversight and supervision in rehabilitating or establishing public safety systems, equipment, and facilities.
- Assists in employing public safety resources to support government administration, CAO, and military use.
- Coordinates with HN government administrators and agencies in support of CAO.
- Develops plans and provides operational oversight and supervision in rehabilitating or establishing environmental resource management systems, agencies, equipment, and facilities.
- Coordinates HN government and private environmental management resources for—
  - Military use.
  - CAO.
  - Support of the government administration to mitigate, prepare, respond to, and recover from environmental activities.

### Capabilities

2-75. The governance section is organized to—

- Provide technical expertise, advice, and assistance in identifying and assessing FN or HN public administration systems, agencies, services, personnel, and resources.
- Determine the capabilities and effectiveness of public administration systems and the impact of those systems on CMO.
- Provide technical expertise, advice, and assistance in identifying and assessing indigenous public safety systems, agencies, services, personnel, and resources.
- Determine the capabilities and effectiveness of public safety systems and the impact of those systems on the GCC's or other supported commander's mission.
- Advise and assist in establishing the technical requirements for government public safety systems to support government administration (police and law enforcement administration, fire protection, and emergency rescue).

- Advise and assist in rehabilitating, establishing, and maintaining government public safety systems and agencies.
- Advise and assist in restoring, establishing, organizing, and operating public government systems and agencies.
- Advise and assist in developing technical administrative requirements, policies, and procedures for providing government services to the local population.
- Provide technical expertise, advice, and assistance in identifying and assessing FN environmental and pollution control systems, agencies, services, personnel, resources, and facilities.
- Determine the capabilities and effectiveness of environmental and pollution control systems and the impact of those systems on CMO.
- Advise and assist in establishing the technical requirements for environmental management services and resources to support government administration (plans, policies, and procedures to protect natural resources and provide pollution control).
- Advise and assist in rehabilitating, establishing, delivering, and maintaining government environmental management systems and agencies.
- Advise, assist, and support the coordination of IPI, IGOs, NGOs, and U.S. assistance and resources to support local government environmental management as part of CMO.

## **PUBLIC HEALTH AND WELFARE FUNCTIONAL SPECIALTY AREA**

2-76. The public health and welfare section consists of functional specialists qualified in public health and medical services. It provides technical expertise, staff advice, and planning assistance to the supported command in creating, resourcing, managing, and sustaining the institutions and processes through which a society maintains the physical, mental, and social health of its people. Some professions required in this section include doctors, dentists, hospital administrators, nurses, veterinarians, public health specialists, environmental scientists and specialists, museum curators, archivists, and others whose civilian duties include health and welfare management in addition to arts, monuments, and archives.

### **Functions**

- 2-77. The public health and welfare section has a number of functions; specifically, this section—
- Develops plans and provides operational oversight and supervision in rehabilitating or establishing public health systems, agencies, equipment, and facilities.
  - Coordinates the use of IPI government and private sector health resources for use in CMO and in support of HN government administration.
  - Assists in coordinating IPI, IGOs, NGOs, and U.S. assistance and resources to support local government public health systems as part of CMO.
  - Develops plans and provides operational oversight and supervision in rehabilitating or establishing public welfare systems, agencies, equipment, and facilities.
  - Assists in familiarizing, educating, and training U.S. personnel in the FN or HN social, cultural, religious, ethnic characteristics, codes of behavior, and language.
  - Develops plans and provides operational oversight and supervision in protecting, preserving, and restoring significant cultural property and facilities (religious buildings, shrines and consecrated places, museums, monuments, art, archives, and libraries).
  - Assists in locating, identifying, and safeguarding cultural property and in determining ownership.

### **Capabilities**

- 2-78. The public health and welfare section is organized to—
- Provide technical expertise, advice, and assistance in identifying and assessing IPI public and private health systems, animal husbandry systems, sanitation systems, agencies, services, personnel, resources, and facilities.

- Determine the capabilities and effectiveness of health and sanitation systems and the impact of those systems on CAO.
- Advise and assist in establishing the technical requirements for public health services and resources to support government administration (clinics, hospitals, pharmacies, food preparation and storage, ambulance transportation, skilled personnel, and education).
- Advise and assist in rehabilitating, establishing, delivering, and maintaining government public health systems and agencies.
- Advise and assist IPI, IGOs, NGOs, and U.S. agencies in preventing, controlling, and treating diseases among both human and animal populations (education, immunization, and sanitation).
- Determine the capabilities and effectiveness of public welfare systems regarding the most vulnerable portion of the population (mentally handicapped, aged, infirmed, women, and children) and the impact of those systems on CAO.
- Advise and assist in rehabilitating, establishing, delivering, and maintaining government public welfare systems and agencies.
- Advise and assist in establishing the technical requirements for public welfare services and resources to support government administration.
- Provide technical expertise, advice, and assistance on HN social and cultural matters and determine the impact of those matters on social well-being of the society and the possible effects on CAO.
- Advise and assist in locating, identifying, preserving, and protecting significant cultural property.
- Advise and assist in establishing the technical requirements for government, community, and private systems and agencies to protect, preserve, and restore cultural property.
- Advise and assist in rehabilitating, establishing, operating, and maintaining cultural property systems and agencies.

## **PUBLIC EDUCATION AND INFORMATION FUNCTIONAL SPECIALTY AREA**

2-79. The public education and information section consists of functional specialists in education and information services. It provides technical expertise, staff advice, and planning assistance to the supported command in designing, resourcing, and implementing public education and information programs and systems through media and formal education institutions. Some skills required in this section include educators at all levels, education specialists, school administrators, public relations personnel, media and marketing specialists, and others whose civilian duties include education and information management.

### **Functions**

- 2-80. The public education and information section has a number of functions; specifically, this section—
- Develops plans and provides operational oversight and supervision in rehabilitating or establishing public education systems, agencies, facilities, and resources.
  - Develops plans and provides operational oversight and supervision in the use of HN mass communication in support of CAO and the supported commander's inform and influence objectives.
  - Recommends information control and civil censorship policies in occupied territory.

### **Capabilities**

- 2-81. The public education and information section is organized to—
- Provide technical expertise, advice, and assistance in identifying and assessing HN public, parochial, and private education systems, agencies, services, personnel, and resources.
  - Determine the capabilities and effectiveness of education systems and the impact of those systems on CAO.
  - Advise and assist in establishing the technical requirements for the public education system to support government administration (primary, secondary, postsecondary, and technical educational systems).

- Advise and assist in rehabilitating, establishing, and maintaining public education systems and agencies.
- Determine the capabilities and effectiveness of government, commercial, and private mass communication systems and determine the impact of those systems on the populace and the possible effects on CAO.
- Provide technical expertise, advice, and assistance in identifying and assessing mass communication themes and the impact on inform and influence objectives.
- Advise and assist HN institutions in developing and coordinating public relations activities to support government administration and the “single voice” message.

### **CIVIL AFFAIRS BRIGADE (UNITED STATES ARMY RESERVE)**

2-82. The CA brigade (USAR) (Figure 2-12, page 2-27) consists of a command section, an HHC, one CAPT, a CMOC with two CLTs, one functional specialty cell, an operations and intelligence cell, a communications cell, a sustainment cell, and one or more CA battalions.

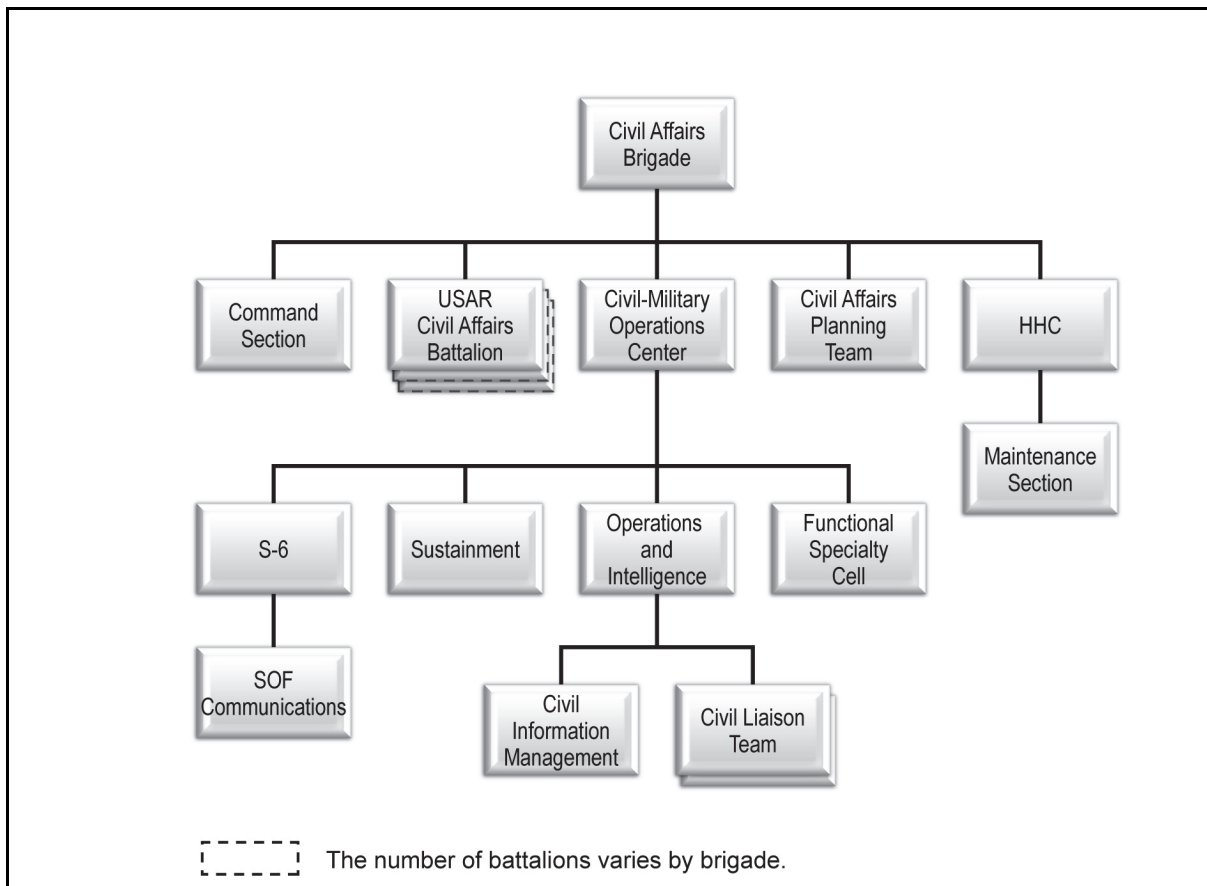
2-83. The CA brigade functions as the regionally focused, expeditionary, operational-level CA capability that supports the Army corps and the JTF HQ. The USAR CA brigade supports the corps and possesses a CA functional specialist cell not present within the Regular Army CA brigades. The CA brigade focus is development, reconstruction, and stabilization. The CA brigade enables SCA and is the operational mission command system structure to form a JCMOTF. The brigade HQ provides mission command and staff supervision of the operations of the CA brigade and assigned CA battalions or attached units. Its focus is on tactical and operational employment of CA forces and attached CMO forces. The CA brigade plans, enables, shapes, and manages CAO by and with IPI, IGOs, NGOs, and OGAs through its CLT. The brigade has a functional specialty cell with limited capabilities in four of the six functional specialty areas (rule of law, governance, public health and welfare, and infrastructure). The brigade provides operational-level support to the corps or an equivalent level Army command/JTF during stability tasks.

### **Functions**

2-84. The CA brigade (USAR) has a number of functions; specifically, the brigade—

- Provides the CA capability to support a corps/ASCC or three-star JTF.
- Serves as the corps/JTF commander’s senior CA advisor (brigade commander).
- Establishes an operational-level CMOC that is mission-command-system-capable to support joint, interagency, multinational, and coalition operations by various means.
- Serves as a mechanism for civil-military coordination to produce focused civil inputs to the COP.
- Plans, coordinates, and enables operational-level stability tasks in coordination with HN, IGOs, NGOs, and OGAs focused on the regional to national levels of civil governments.
- Provides mission command, as well as other CMO capabilities, for CA battalions and companies.
- Provides cross-cultural communications capability to the supported command, advising the commander on cultural influences in the AO.
- Provides the capability to establish core of JCMOTF.
- Provides the ability to assess, develop, resource, and manage operational-level HA and CAO spending implementation strategy.
- Conducts mission command of select operational-level CMO functions and capabilities (forces).
- Provides regional- to national-level CLT capability.
- Trains, equips, and deploys assigned or attached CA battalions and companies and other CAO capabilities.
- Provides unit-level administration for the brigade.
- Provides limited sustainment capability for assigned vehicles/communications assets.





**Figure 2-12. Civil Affairs brigade (United States Army Reserve)**

### Capabilities

2-85. The CA brigade (USAR) is organized to provide the—

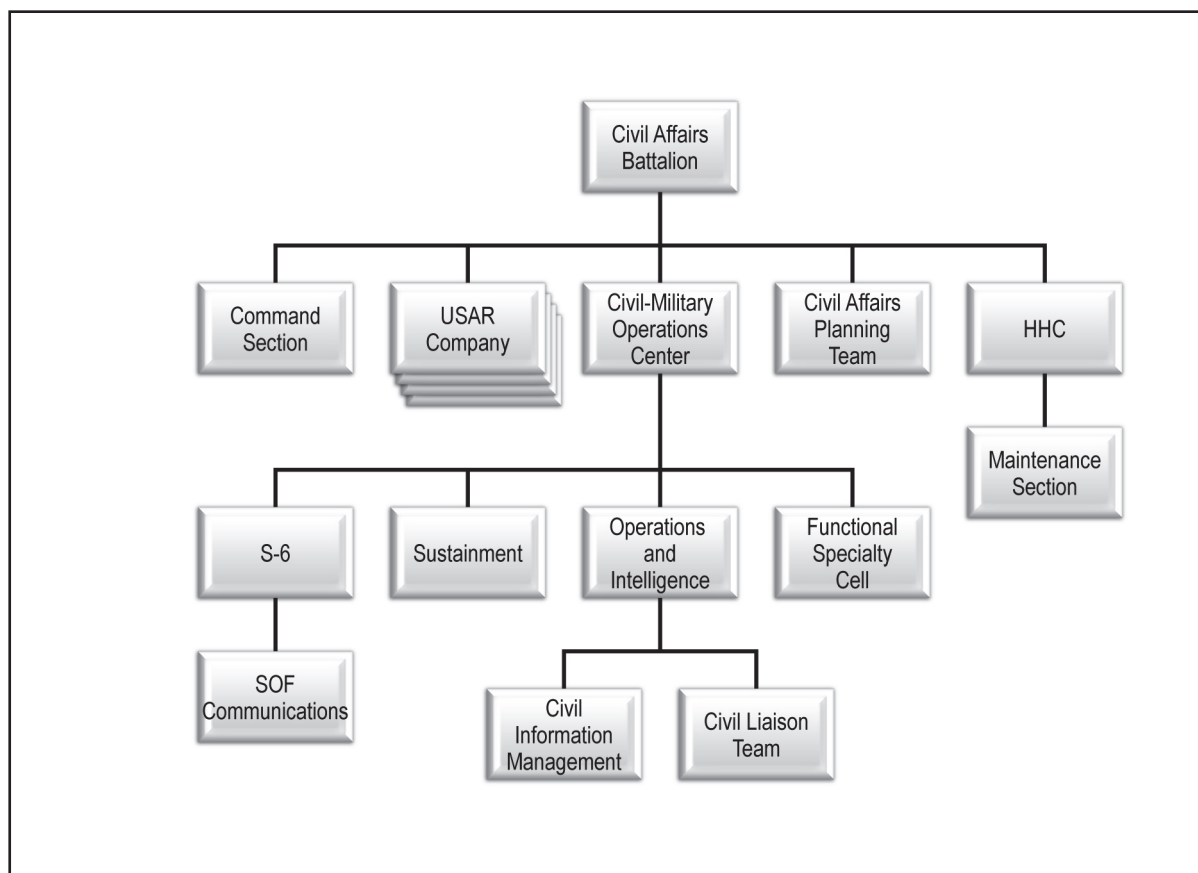
- Operational-level CAPTs with regionally focused, rapidly deployable CA planning to augment the staffs of the corps/ASCC or three-star JTF.
- CMOC with operational-level management, coordination, and synchronization of CAO within the supported commander's AO. The CMOC operates over the horizon, away from the supported unit, as a standing capability by—
  - Forming the core of the JCMOTF and maintaining mission command system capability.
  - Serving as the focal point for civil-military coordination for the supported command.
- CLTs with a regional and national interface capability that includes civil military, HN, and humanitarian elements in the JOA/AO. The CLT serves as the initial POC for the CA brigade CMOC, where the military meets with the civilian, HN, and humanitarian community.
- CIM cell as the focal point for operational-level collation, processing, and dissemination of civil information; develop operational-level civil inputs to the COP in conjunction with the brigade CMOC while linking civil information to the appropriate military and civil systems via geospatially referenced data.
- Functional specialty cell with a modular package of functional specialty capability for intermediate-level assessment of threats to a civil component of the environment at the regional to national level. The organization also allows it to assess mission-planning requirements and

develop, coordinate, and synchronize resources to meet the immediate need in four of the six functional areas (rule of law, governance, public health and welfare, and infrastructure).

- CA augmentation to the interagency integration planning cell or advance civilian team, as required, during stability.

### CIVIL AFFAIRS BATTALION (UNITED STATES ARMY RESERVE)

2-86. The CA battalion (USAR) (Figure 2-13) consists of a command section, an HHC, one CAPT, a CMOC with one CLT, one functional specialty cell, an operations and intelligence cell, a communications cell, a sustainment cell, and four CA companies.



**Figure 2-13. Civil Affairs battalion (United States Army Reserve)**

2-87. The CA battalion focus is on the division commander's ready capability to plan, enable, shape, and manage CAO; provide dedicated support to stability operations; and enable, reestablish, and support governmental civil administration at the provincial level. The USAR CA battalions possess limited organic CA functional specialty support. The battalion provides tactical CA support to the division command or an equivalent-level Army command/JTF during stability.

### Functions

2-88. The CA battalion (USAR) has a number of functions; specifically, the battalion—

- Plans, coordinates, and enables tactical-level stabilization and reconstruction focused on provincial-level and below civil institutions.
- Provides CMOC with mission command system capability to division commander.
- Provides CMOC, CAPT, CLT, CIM, functional specialty cells, and CATs for supported unit.
- Plans, supports, and coordinates FHA, PRC, CIM, SCA, and NA.

- Synchronizes CAO with CMO, IGOs, and Military Information Support operations (MISO) plans. The CA battalion receives and collates civil information from CAT, CLT, and CA companies into tactical- to operational-level civil components for the supported commander's COP using classified and unclassified communications links.
- Provides mission command of CA companies and other CAO capabilities.
- Trains, equips, and deploys assigned or attached CA companies.
- Provides unit-level administration for the companies.
- Provides cross-cultural communications capability to the supported command, advising the commander on cultural influences but may have only limited linguistics capability to communicate in the target language within the AO.

## Capabilities

2-89. The organization of the CA battalion (USAR) provides—

- The CAPT at the tactical level with regionally focused, rapidly deployable CA planning. It also provides plug-and-play capabilities to support the division HQ.
- The CMOC with tactical-level management, coordination, and synchronization of key CMO within the supported commander's AO. The CMOC operates over the horizon, away from the supported unit, as a standing capability by—
  - Supporting division HQ and providing mission command system capability.
  - Serving as the focal point for civil-military coordination, collaboration, and communication for the supported unit HQ.
  - Communicating and exchanging information with CMOCs and CA elements within the supported commander's JOA/AO while leveraging reachback capability.
- The CLT with local- to provincial-level interface/liase capabilities between civil-military, HN, and humanitarian elements within the AO. Serves as the initial POC for the CA battalion CMOC where the military meets with the civil populace, the HN, and the humanitarian community.
- The CIM cell with tactical-level collation and analysis of civil information. Develops tactical-level civil inputs to the COP. Provides civil information input to the appropriate military and civil systems via geospatially-referenced data.
- A functional specialty cell of functional experts that plan, coordinate, enable, and manage CAO and projects, and shape the commander's civil environment. The CA battalion provides limited functional specialty capability for intermediate level assessment of threats to civil components of the environment. It also assesses mission-planning requirements and develops, coordinates, and synchronizes the initial stability plan to meet immediate needs, mitigating threats to those areas of special concern to division commanders in four of the six functional areas (rule of law, governance, public health and welfare, and infrastructure).

## CIVIL AFFAIRS COMPANY (UNITED STATES ARMY RESERVE)

2-90. The CA company (Figure 2-14, page 2-30) consists of a HQ section, a CMOC that provides the supported command with a CAO planning capability, and five CATs.

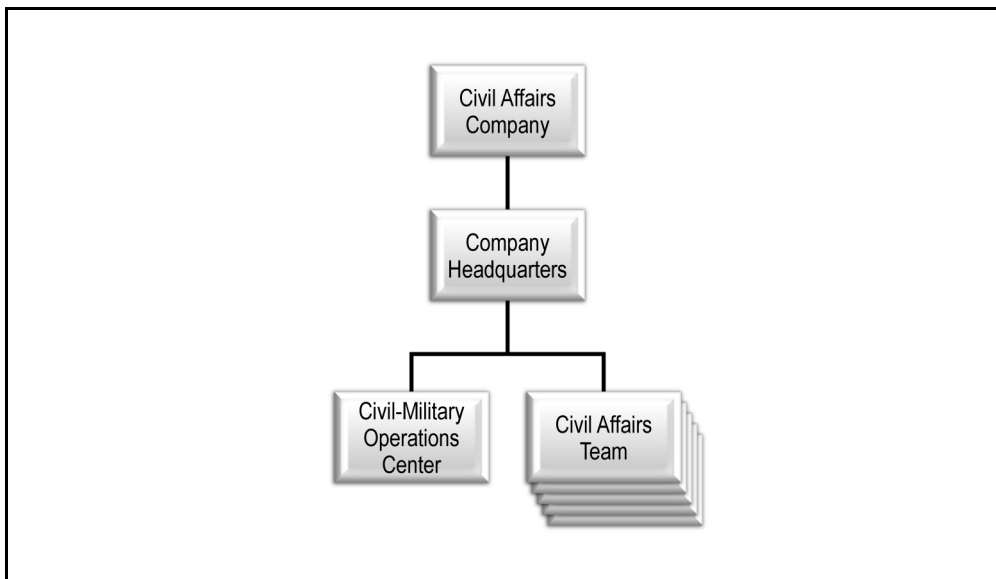
2-91. The CA company provides mission command to the assigned CA teams and provides CAO planning, coordination, and assessment at the tactical level. The company provides support to the BCT, MEB, and their subordinate elements. The company may also support deployed elements of the interagency, such as the PRT or field advanced civilian team.

## Functions

2-92. The CA company (USAR) has a number of functions; specifically, the company—

- Conducts CR and plans, coordinates, and enables CAO and project management.
- Assesses the civil component of the supported command's AO.
- Provides mission command system management through the company CMOC to the CATs.

- Provides a standing CMOC and CAO planning capability to the supported unit.
- Provides five CATs to execute CAO in support of conventional forces or deployed interagency organizations.
- Facilitates integration of civil input into the supported command's COP.
- Provides cross-cultural communications capability to the supported command, advising the commander on cultural influences in the AO.



**Figure 2-14. Civil Affairs company (United States Army Reserve)**

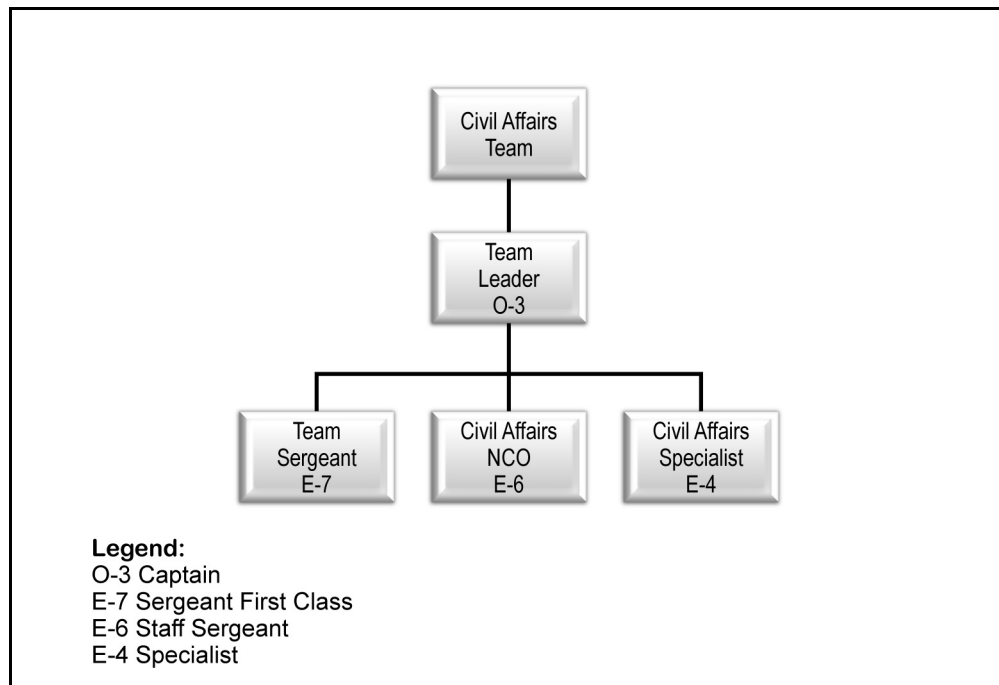
## Capabilities

2-93. The CA company (USAR) is organized to—

- Provide the CATs with tactical-level CR. In addition, it is able to plan, execute, and transition CAO in the supported command's operational environment.
- Provide communications capability that links directly into the supported unit's communications architecture.
- Provide the CMOC with tactical-level planning, management, coordination, and synchronization of key CAO within the supported commander's AO. The CA company operates over the horizon, away from the supported unit, as a standing capability by providing—
  - CMOC support to the supported command.
  - A mechanism for civil-military coordination, collaboration, and communication.
  - Assessment of the civil component of the operational environment. The CA company assesses the mission-planning requirements. The company develops and coordinates the resources to meet immediate requirements that mitigate civil threats to the mission.
- Provide limited CA functional specialty capability within the CMOC in the areas of public safety and public facilities/utilities.
- Collate, analyze, and fuse civil information for input to the supported command's COP.

## CIVIL AFFAIRS TEAM (UNITED STATES ARMY RESERVE)

2-94. The CAT (Figure 2-15, page 2-31) conducts CAO and provides tactical-level planning and assessment support of CMO to supported tactical-level commanders or deployed elements of the interagency.



**Figure 2-15. Civil Affairs team (United States Army Reserve)**

## Functions

2-95. The CAT has a number of functions; specifically, the CAT—

- Conducts CR.
- Conducts key-leader engagement within the CAT's AO.
- Plans, coordinates, and enables CAO and CAO project management.
- Provides civil information to the supported unit and CMOC for inclusion of civil inputs to the supported commander's COP.
- Provides cross-cultural communications capability to the supported command, advising the commander on cultural influences but may have only limited linguistics capability to communicate in the target language within the AO.

## Capabilities

2-96. The CAT is organized to—

- Provide CAO staff augmentation and CA planning and assessment support to tactical maneuver commanders.
- Maintain direct data and voice communications with conventional forces, IPI, IGOs, NGOs, and interagency elements with classified and unclassified connectivity.
- Plan and support CMO conducted by military forces.
- Conduct liaison with civilian authorities and key-leader engagement.
- Minimize interference between civil and military operations, and synchronize CMO to enhance mission effectiveness.
- Conduct area studies and area assessments.
- Assist the S-2/G-2 and other staff members with civil considerations analysis supporting preparation of the operational environment as required.
- Execute CAO in support of interagency deployed elements as directed.

## **MISSION COMMAND**

2-97. CA mission capabilities support broad and specific U.S. national policy objectives. Because the conduct of CAO and CMO entails joint and interagency coordination, commanders and senior staff must understand the U.S. organization for national security and the prevailing concepts of joint and multinational military operations. Therefore, CA forces require a centralized, responsive, and unambiguous mission command structure. Unnecessary layering of HQ decreases responsiveness and available mission planning time and creates an opportunity for a security compromise.

2-98. Normally, CA forces are attached to supported commanders with minimal layering of subordinate levels of command. This command organization may require an operational HQ (for example, CA brigade) to interact directly with joint forces. Frequent involvement in joint and interagency operations requires an understanding of the USG interagency management system and the various deployable elements within the DOS Office of the Coordinator of Reconstruction and Stabilization.

2-99. When deployed, CA forces must be attached to the mission command HQ responsible for the terrain management of an AO to efficiently conduct CAO. On occasion, CA forces supporting two different commands may operate in the same AO (for example, a CAT supporting a maneuver commander is operating in proximity to a PRT). During these situations, the CAO/CMO effort must be coordinated to avoid redundancy and establish a unity of effort.

## **UNITY OF EFFORT**

2-100. Unity of effort requires coordination among government departments and agencies within the executive branch, between the executive and legislative branches, among information organizations and NGOs, and among nations in any alliance or coalition.

2-101. The United States maintains diplomatic relations with more than 250 foreign countries through embassies, consulates, and other diplomatic missions. The U.S. Ambassador to a country is responsible to the President for directing, coordinating, and supervising official USG activities and personnel in that country. These personnel include all U.S. military personnel not assigned to the unified CCDR or other designated U.S. military area commanders. Protection and security of U.S. military personnel are a matter of significant interest. Often specific agreements between the U.S. Ambassador (also known as the chief of mission [COM]) and the GCC are required. CA forces deployed to a particular country for various operational missions remain under the combatant command (assigned forces) or under operational control (OPCON) (attached forces) of the geographic combatant command through a subordinate HQ. CA forces on exercises or support missions (versus operational deployments) remain under OPCON of their chain of command. Under no circumstances will CA forces operate in a GCC's AOR or in the Ambassador's country of assignment without prior notification and approval.

2-102. Requests for CA forces may originate with the Ambassador, defense attaché, or security assistance (SA) organization chief, who passes the requests through the appropriate geographic combatant command to the Chairman of the Joint Chiefs of Staff (CJCS). The CJCS ensures proper interagency coordination. If the forces are available in theater from theater-assigned forces and there are no restrictions on their employment, the GCC can approve and support the request. If insufficient CA forces are available in theater, the GCC requests additional forces through the Joint Chiefs of Staff to either the United States Special Operations Command (USSOCOM) to validate requirements in support of SOF or to the Service components to validate requirements in support of conventional missions.

## **ARMY HEADQUARTERS CIVIL AFFAIRS OPERATIONS STAFF ELEMENTS**

2-103. The G-9/S-9 is the principal and coordinating staff officer for synchronizing CAO and integrating CMO. The G-9/S-9 conducts the initial assessment during mission analysis that determines CA force-augmentation requirements. The CAPTs augment supported G-9 staffs at division and higher levels to assist in this process. The G-9/S-9 staff provides direction and staff oversight of the supporting CA unit during mission execution.

2-104. The G-9 and his staff ensure each course of action (COA) effectively integrates civil considerations (the “C” of METT-TC). The G-9/S-9 and his staff consider not only tactical issues, but also logistics support issues. Care of DCs is of particular concern. The G-9 analysis considers the impact of operations on public order and safety, the potential for disaster relief requirements, noncombatant evacuation operations (NEO), SCA, and protection of culturally significant sites. If the unit does not have an assigned G-9/S-9, the commander may assign these responsibilities to another staff member.

2-105. The G-9/S-9 enhances the relationship between military forces and civilian authorities and personnel in the AO to ensure mission success. The G-9/S-9 has staff planning and oversight responsibility for—

- Managing assigned and attached CA forces.
- Coordinating all aspects of the relationship between the military force and the civil component in the operational environment of the supported commander.
- Advising the commander on the effect of military operations on the civilian populations.
- Minimizing civilian interference with operations. This includes DC operations, curfews, and movement restrictions, or deconflicting civilian and military activities with due regard for the safety and rights of refugees and internally displaced persons (IDPs).
- Advising the commander on the long- and short-term effects (economic, environmental, and health) of military operations on civilian populations.
- Coordinating, synchronizing, and integrating civil-military plans, programs, and policies with national and combatant command strategic objectives.
- Advising on the prioritization and monitoring of expenditures of allocated OHDACA, CERP, payroll, and other funds dedicated to CAO objectives. The G-9 ensures subordinate units understand the movement, security, and control of funds. The G-9 coordinates with the fund-controlling authority/financial manager to meet the commander’s objectives.
- Coordinating and integrating contingency planning for CAO-related products.
- Managing additional personnel assigned to the CAO staff.
- Coordinating and integrating area assessments and area studies in support of CAO.
- Supporting emergency management and civic action projects.
- Supporting protection of culturally significant sites.
- Supporting FHA.
- Supporting emergency distribution of food, shelter, clothing, and fuel for local civilians.
- Supporting PRC operations.
- Staff coordination for the integration of civil information from supporting CA units into the COP.

2-106. The G-9/S-9 and his staff ensure the effective integration of the civil considerations mission analysis into the planning cycle. Like operations and intelligence officers, the G-9/S-9 and his staff focus on the operational area; however, as with personnel and logistics officers, they must also focus on logistics issues, particularly those regarding FHA and the care of DCs.

2-107. To plan and orchestrate unit operations, in peace or in war, the supported unit’s operations officer must rely heavily upon items from the intelligence officer and the CAO officer (G-9/S-9), such as—

- Civil inputs to the COP.
- Threat assessments that account for potential enemy actions and reactions to planned CAO.
- Analysis of civil information that identifies concerns of population groups within the projected JOA/AO and potential flash points that can result in civil strife and violence.
- Cultural awareness briefings.
- Situational and planning maps.
- Overlays (in this instance, overlays of DC movement routes, critical infrastructure, and significant social, religious, and cultural shrines, monuments, and facilities).

2-108. The unit’s operations officer plans and integrates the overall operations effort. The unit G-9/S-9 plans, coordinates, and provides staff oversight of CAO and civilian component issues through direct coordination with the operations officer. Throughout this process, the G-9/S-9 staff continuously ensures

the fusion of the civil inputs received from subordinate CA elements, maneuver elements, OGAs, NGOs, IGOs, and HN sources to the unit commander's COP.

2-109. The G-9/S-9, like other primary staff officers, is authorized personnel on a modified table of organization and equipment. Regular Army and USAR CA units regularly augment the G-9/S-9 staff. This augmentation provides the unit an enhanced CAO/CMO-planning and assessment capability and the G-9/S-9 the flexibility to sustain a staff presence at the various boards, working groups, and unit command posts or operations centers (depending on the supported commander's priority of efforts and the unit's standing operating procedures [SOPs]).

## **CIVIL AFFAIRS OPERATIONS STAFF ORGANIZATION FOR ARMY SERVICE COMPONENT COMMAND (THEATER ARMY)**

2-110. The transition of the operational Army to a modular force necessitated the refinement of the staff designs of the division, corps, and theater Army HQ. U.S. Army senior leadership, through the execution of the Army Campaign Plan, managed the process. The staff refinement process addressed directed changes in the operational concept of the theater Army HQ that relieved the organization from its warfighting operational mission command requirements.

2-111. The new Army strategy for global mission command of forces relies on the modular corps HQ, instead of theater armies, to provide mission command of major operations. Under the revised operational concept, theater armies no longer require large, operational command posts to serve as the base organization for the formation of JTF or JFLCC/Army force HQ for major operations. The theater Army retains responsibility for AOR-wide contingency planning and coordination, including developing and maintaining OPLANS and CONPLANS, updated intelligence estimates, and service support plans to the geographic combatant command's theater campaign plan.

2-112. The theater Army is a regionally focused, globally networked administrative Service HQ and remains the senior Army HQ for the AOR. It is normally composed of a tailored main command post, a standard contingency command post and a supporting headquarters and headquarters battalion. The revised operational concept recognizes that every geographic combatant command has legitimate requirements for an immediately available, deployable mission command capability for small-scale contingency operations and provides every theater Army with a standard contingency command post.

2-113. The contingency command post provides the theater Army with the capability to direct mission command limited types of small-scale contingency operations in both permissive and hostile environments where it does not anticipate major combat operations. These types of operations range from NEO, FHA, and disaster relief to limited intervention operations, such as peace enforcement (which may involve some combat, but is limited in scale, scope, and complexity, as well as expected intensity and duration).

2-114. The theater Army commander exercises administrative control of all assigned and attached Army forces and OPCON of those forces not under the OPCON of another commander. The theater Army commander has Title 10, United States Code (10 USC), Service responsibilities for the administration and support of all Army forces assigned or attached to the geographic combatant command, including Army special operations forces (ARSOF). These responsibilities include organization, control of resources and equipment, human-resources support, logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other matters not included in the operational missions of the joint force. Thus, the theater Army commander must organize, train, equip, and maintain all Army forces in the theater, including ARSOF.

2-115. CA representation on the theater Army staff is integrated with the plans division (G-5) and security cooperation division of the movement and maneuver cell, the G-9 CAO division of the mission command cell of the main command post, and the G-9 CAO division of the mission command cell of the contingency command post. When not deployed, the contingency command post G-9 division integrates with the main command post G-9 for the execution of assigned tasks.



## Functions

2-116. The functions of the theater Army CA staff are to—

- Coordinate, collate, and fuse civil information provided by attached/OPCON CA units to update the commander's COP with current civil situation.
- Coordinate and integrate CA area studies and area assessments in support of CAO and CMO.
- Develop and maintain the CAO running estimate.
- Review OPLANs and CONPLANs of higher HQ.
- Conduct, coordinate, and integrate contingency or crisis action planning (CAP) for CAO and CMO with the theater Army's staff in support of theater Army operations.
- Develop Annex K (Civil Affairs Operations) and assist the G-3 in the development of Annex V (Interagency Coordination) to theater Army OPLANs and OPORDs or Annex G (Civil-Military Operations) to JTF/JFLCC OPLANs/OPORDs within the Adaptive Planning and Execution (APEX) system.
- Conduct interagency collaborative planning and coordination accessible to both USG and non-USG agencies (IGOs, NGOs, and IPI).
- Integrate interagency representation to the theater Army with the staff.
- Support combined transition operations through planning and coordination with IGOs, NGOs, and interagency partners.
- Develop and recommend CMO portion of the TCP.
- Incorporate area assessments, HA training, humanitarian civic assistance (HCA) projects, and military civic action (MCA) projects into the GCC's TCP.
- Analyze civil issues and establish CAO priorities to provide input to the CCIRs and priority intelligence requirements (PIRs).
- Plan, coordinate, and synchronize CR mission orders in support of intelligence, surveillance, and reconnaissance.
- Participate in commissions, committees, or counsels concerning national-level governmental efforts and emergency-relief activities.
- Assist programming and manage theater-level spending implementation plans and policies to resource CAO projects by using various resources (OHDACA, CERP, and commander's quick-impact statement).
- Recommend CA augmentation required to support and sustain CAO/CMO within the GCC's AOR.
- Request CA functional specialist augmentation, as required, to plan unified land operations CAO in the GCC's AOR.
- Coordinate and synchronize operational CAO/CMO with the geographic combatant command's efforts in support of the commander's desired effects.
- Provide cultural SME considerations to support the current operations integration cell (COIC), future operations cell, or other staff elements and working groups, as required.
- Serve as principal advisor to the commander on CAO/CMO.
- Manage civil-military plans, programs, and policies (TCP through transition).
- Review national military strategy and strategic planning guidance to advise, make policy, or provide recommendations on CAO/CMO matters.
- Ensure CAO/CMO plans, programs, and policies synchronize with national and combatant command strategic objectives.
- Provide direction and ensure integration of CAO/CMO plans, programs, and policy in other operational functions (COIC, other staff cells, boards, and working groups).

## **Capabilities**

2-117. The theater Army CA staff is organized to—

- Provide operational-level and strategic-level planning, management, coordination, and synchronization of key CAO/CMO within the GCC's AOR.
- Provide a mechanism for civil-military coordination, collaboration, and communication within the GCC's AOR with the interagency, IGOs, NGOs, multinational agencies, and IPI.
- Provide analysis of civil information that identifies concerns of population groups within the projected JOA/AO and potential flash points that can result in civil strife and violence.
- Analyze civilian impact on military operations and the impact of military operations on civilians in the JOA/AO (effects analysis).
- Assist the G-4 with identifying and coordinating facilities, supplies, and other material resources available from the local civil sector to support operations.
- Provide staff oversight and advise the theater Army commander on the allocation and employment of CA units attached/OPCON to the theater Army.

## **CIVIL AFFAIRS OPERATIONS STAFF ORGANIZATION FOR ARMY CORPS AND DIVISIONS**

2-118. The Army Campaign Plan refined the staff designs of the Army's corps and divisions. As with the design of the theater armies, CA representation on the corps and division staff integrates with the G-5 of the movement and maneuver cell and the G-9 CAO division of the mission command cell of the main command post. In both the corps and division staff designs, the G-9 CAO division organization contains a branch dedicated to providing CA functional support the COIC.

2-119. Both organizations, with augmentation, may form the core of the mission command HQ of a JTF. In this case, the G-9 acts as the J-9 during joint operations or the CJ-9 during coalition operations.

## **Functions**

2-120. The functions of the G-9 (J-9/CJ-9) staff cell of the corps or division are to—

- Serve as staff proponent for the organization, use, and integration of attached CA forces.
- Develop plans, policies, and programs to further the relationship between the division or corps and the civil component in the corps or division AO or JOA.
- Serve as the primary advisor to the corps or division commander on the effect of civilian populations on division or corps operations.
- Assist in the development of plans, policies, procedures, and programs to deconflict civilian activities with military operations within the corps or division AO or JOA. This includes DC operations, curfews, and movement restrictions.
- Advise the corps or division commander on legal and moral obligations incurred from the long- and short-term effects (economic, environmental, and health) of division or corps operations on civilian populations.
- Develop Annex K (Civil Affairs Operations) and assist the G-3 in the development of Annex V (Interagency Coordination) to corps or division OPLANs and OPORDs, or Annex G (Civil-Military Operations) to JTF/JFLCC OPLANs/OPORDs within the APEX system.
- Coordinate, synchronize, and integrate civil-military plans, programs, and policies with strategic objectives and OGA efforts.
- Advise on prioritizing and monitoring expenditures of allocated OHDACA, CERP, payroll, and other funds dedicated to CMO; facilitate movement, security, and control of funds to subordinate units; and coordinate with the funds controlling authority/financial manager to meet the commander's objectives.
- Conduct, coordinate, and integrate contingency planning for CAO in support of corps or division operations.
- Coordinate and integrate area assessments and area studies in support of CAO.
- Advise the corps or division commander and staff on protection of culturally significant sites.

- Coordinate, collate, and fuse civil information provided by attached/OPCON CA units to update the commander's COP with current civil situation.
- Advise the corps or division commander on using military units and assets that can support joint CMO missions.

### Capabilities

- 2-121. The G-9 (J-9/CJ-9) staff of the corps or division is organized to—
- Provide tactical- and operational-level planning, management, coordination, and synchronization of key CAO/CMO within the division or corps commander's AO.
  - Provide a mechanism for civil-military coordination, collaboration, and communication within the modular Army corps or modular Army division AO.
  - Assist the G-4 with the identification and coordination of facilities, supplies, and other material resources from the local civil sector to support modular Army corps or division operations.

### CIVIL AFFAIRS OPERATIONS STAFF ORGANIZATION FOR BRIGADE COMBAT TEAM OR MANEUVER ENHANCEMENT BRIGADE

- 2-122. The S-9 CAO staff normally consists of a CA major and a CA sergeant first class for the BCT and the MEB. S-9 CAO staff sections also exist in SFGs and the Ranger Regiment.

### Functions

- 2-123. The functions of the BCT/MEB S-9 are to—
- Serve as staff proponent for the organization, employment, and integration of attached CA forces.
  - Develop Annex K (Civil Affairs Operations) and assist the S-3 in the development of Annex V (Interagency Coordination) to BCT/MEB OPLANs and OPORDs.
  - Develop plans, policies, and programs to further the relationship between the BCT/MEB and the civil component in the assigned AO.
  - Serve as the primary advisor to the BCT/MEB commander on the effect of civilian populations on operations.
  - Assist in the development of plans, policies, and programs to deconflict civilian activities with military operations within the BCT/MEB AO. This includes DC operations, curfews, and movement restrictions.
  - Advise the BCT/MEB commander on legal and moral obligations incurred from the long- and short-term effects (economic, environmental, and health) of operations on civilian populations.
  - Synchronize, and integrate CAO plans, programs, and policies with operational objectives.
  - Advise on prioritizing and monitoring expenditures of allocated OHDACA, CERP, payroll, and other funds dedicated to CAO; facilitate movement, security, and control of funds to subordinate units; and coordinate with the funds controlling authority/financial manager to meet the commander's objectives.
  - Conduct, coordinate, and integrate contingency planning for CAO in support of operations.
  - Coordinate and integrate area assessments and area studies in support of CAO.
  - Advise the BCT/MEB commander and staff on protection of culturally significant sites.
  - Coordinate, collate, and fuse civil information provided by attached/OPCON CA units to update the commander's COP with current civil situation.
  - Advise the commander on the employment of military units and assets that can support CAO missions.

### Capabilities

- 2-124. The S-9 CAO staff cell of the BCT/MEB is organized to—
- Provide tactical-level planning, management, coordination, and synchronization of key CAO within the BCT/MEB commander's AO.

- Provide a mechanism for civil-military coordination, collaboration, and communication within the BCT/MEB AO.
- Assist the logistics staff officer (S-4) with identifying and coordinating for facilities, supplies, and other material resources available from the local civil sector to support BCT operations.

### **COMBATANT COMMAND ORGANIZATION**

2-125. Combatant commands have assigned forces of two or more Services and broad, continuing missions. CA support is oriented toward the commanders of those geographic combatant commands with specified geographic responsibilities. The GCCs report through the CJCS to the President and/or the Secretary of Defense (SecDef). The mission requires the GCC to initiate, maintain, or improve peacetime relations between the nations in his AOR and the United States. The mission also requires the GCC to plan for and address conflicts that may threaten U.S. interests in the region. CA forces provide support across unified land operations and, therefore, are familiar with the GCC's concerns across the range of military operations. The Army defines its specific actions in these areas of concern as offensive, defensive, and stability (or DSCA) tasks. Army commanders at all echelons combine offense, defense, and stability (or DSCA) tasks simultaneously or sequentially to accomplish assigned missions.

2-126. Combatant command (COCOM) is the command authority that statutory law vests in GCCs. The GCCs exercise command authority over all military assets placed under their OPCON unless otherwise directed by the President or SecDef. In the exercise of OPCON, the GCC can—

- Determine CA force requirements and operational priorities.
- Prescribe the chain of command for CA forces operating within his AOR.
- Establish and maintain appropriate liaison with USG agencies and IPI.

2-127. CA personnel may perform liaison work with the USG and civilian agencies, such as the USAID and the Department of Justice, as well as IGOs and supporting NGOs, to provide advice and assistance in any or all of the six functional specialty areas. CCDRs determine mission command requirements of CA personnel and forces supporting allied or multinational commanders within the policy constraints issued by the President and/or SecDef.

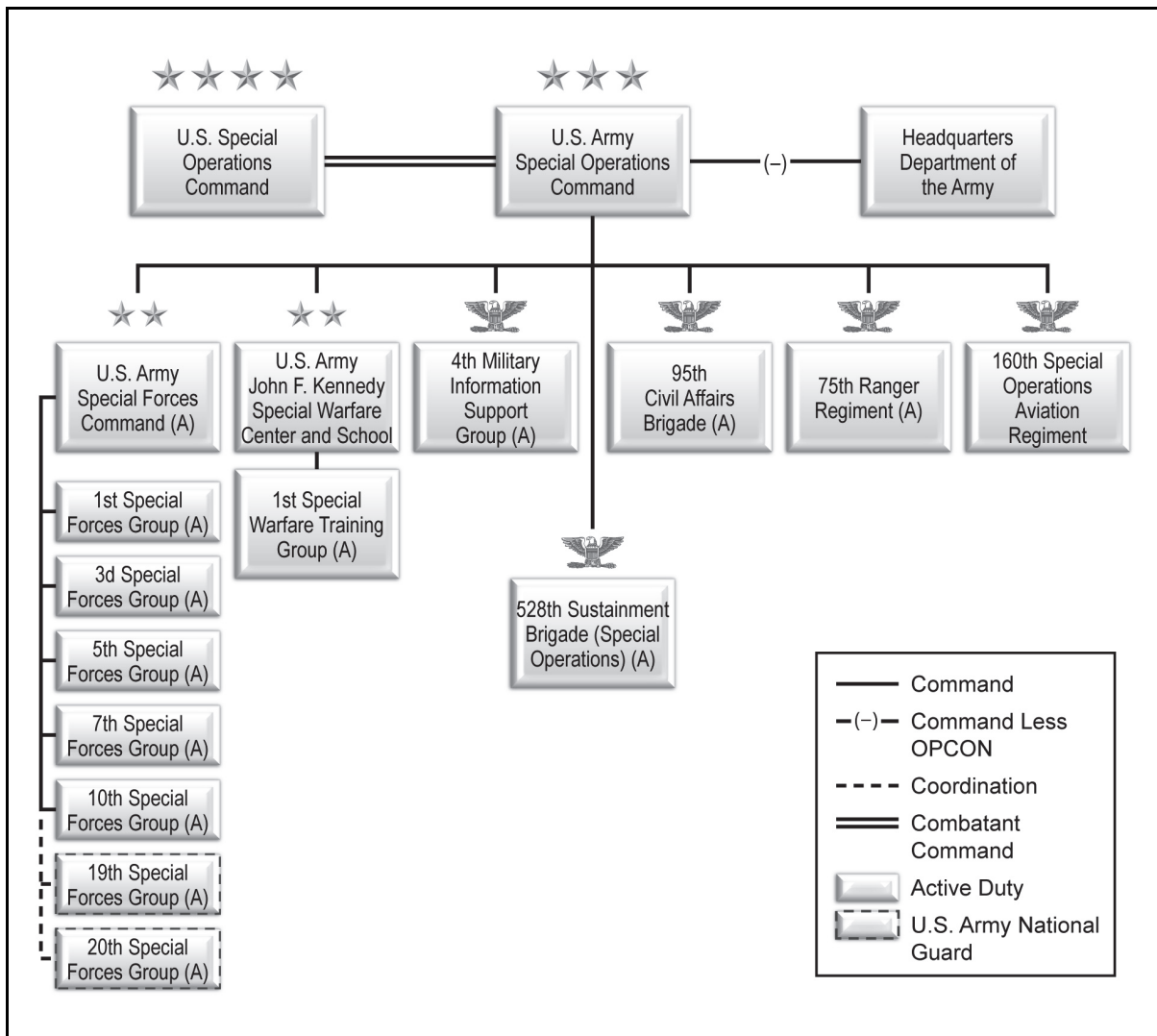
### **UNITED STATES SPECIAL OPERATIONS COMMAND**

2-128. USSOCOM is the combatant command for SOF. The USSOCOM commander assigns forces to conduct special operations (SO) as required. All CONUS-based SOF are assigned to USSOCOM. USSOCOM has no geographic AOR; instead, it maintains global responsibilities. USSOCOM may act as a supporting command by providing mission-ready SOF to the GCCs or as the supported commander for the conduct of SO. CA units assigned to USASOC are under the combatant command of USSOCOM until a change of OPCON occurs to one of the geographic combatant commands. USSOCOM coordinates with the geographic combatant commands to validate all requests for USASOC-assigned CA units and individuals during peace and war.

### **UNITED STATES ARMY SPECIAL OPERATIONS COMMAND**

2-129. USASOC (Figure 2-16, page 2-39) is the ASCC assigned to USSOCOM. Its mission is to command, support, and ensure the combat-readiness of assigned and attached ARSOF. As the Army's senior-level command of the 95th CA Brigade (A), USASOC has the responsibility, in conjunction with USSOCOM, to recruit, organize, train, equip, mobilize, and sustain the Regular Army's only CA brigade assigned to ARSOF. As an ASCC, USASOC's primary missions are to—

- Develop policy.
- Conduct long-range planning.
- Perform programming and budgeting.
- Manage and distribute resources.
- Review and evaluate program performance.



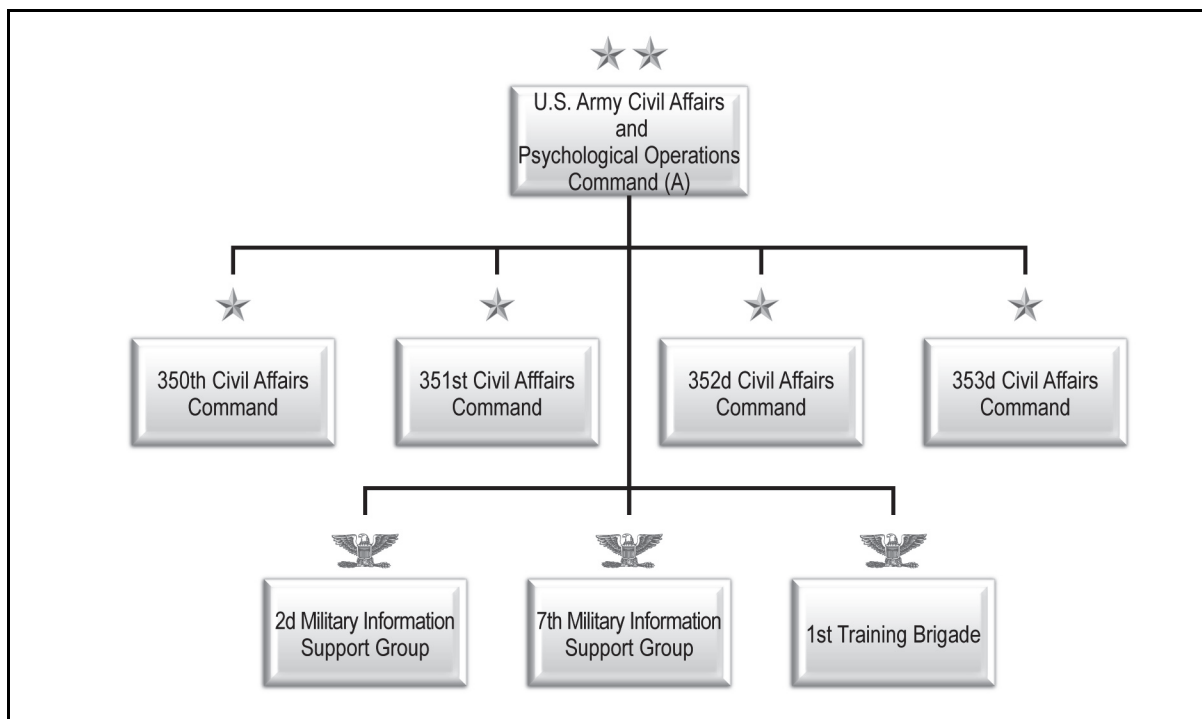
**Figure 2-16. United States Army Special Operations Command organization**

### UNITED STATES ARMY FORCES COMMAND

2-130. FORSCOM trains, mobilizes, deploys, sustains, transforms, and reconstitutes assigned conventional forces. In its role as the Army conventional force provider, FORSCOM commands and controls CONUS-based conventional forces of the Regular Army, mobilized conventional forces of the USAR, and federally mobilized ARNG conventional forces. FORSCOM mission command includes mobilized USAR CA units and personnel and the activating Regular Army CA brigade supporting conventional forces. Prior to mobilization, U.S. Army Reserve Command provides overall mission command of CONUS-based CA units. U.S. Army Reserve Command exercises mission command of USAR CA units through USACAPOC (A).

### UNITED STATES ARMY CIVIL AFFAIRS AND PSYCHOLOGICAL OPERATIONS COMMAND (A)

2-131. USACAPOC (A) (Figure 2-17, page 2-40) is a table of distribution and allowance nondeploying HQ with the mission to organize, train, equip, monitor readiness of, validate, and prepare assigned USAR CA and MISO forces for deployment. These forces conduct worldwide CAO in support of CMO and tactical MISO during unified land operations in support of the geographic combatant commands, Service components, U.S. Ambassadors, and the interagency.



**Figure 2-17. U.S. Army Civil Affairs and Psychological Operations Command (airborne)**

## THEATER ORGANIZATION

2-132. When the President or SecDef authorizes military operations, the GCC organizes his theater to orchestrate his joint operations with multinational and interagency activities. An integral part of this organization is the CMO staff element on the theater staff.

2-133. The CMO staff cell of the TSOC provides contingency planning and CAP, maintenance of existing plans, assessments, and support to the geographic combatant command's TCP. The CACOM supporting each geographic combatant command serves as its senior CA advisor (CACOM commander) and as the focal point for CMO coordination, collaboration, and consensus. The CACOM provides theater-level staff augmentation to the geographic combatant command and to subordinate subunified and Service component commands.

2-134. CCDRs with geographic responsibilities conduct operations within an AOR (theater) assigned by the Unified Command Plan. When warranted, geographic combatant commands designate theaters of war, theaters of operations, combat zones, and communications zones. JFCs at all levels may establish subordinate operational areas. Joint doctrine discusses the assignment and responsibilities associated with theater operational areas. The Joint Chiefs of Staff provide guidance and directives to the theater commander. All combatant commands have CMO staffs to advise and assist the GCC in the execution of CMO. They also participate in contingency planning and CAP and, when required, deploy as a member of the deployable JTF augmentation cell. CAPTs from respective theater-aligned CACOMs augment the geographic combatant command, theater Army commander, and JFLCC staffs. CA contributions to the TCP can include—

- **Liaison and coordination.** In coordination with the GCC's staff and American Embassy country team, CA personnel conduct liaison with multinational forces, indigenous security forces, U.S. forces, government agencies, IGOs, and NGOs.
- **Education and training.** CA forces are uniquely qualified to train and prepare others for conducting TCP activities due to their area and linguistic orientation, cross-cultural communications, and experiences in military to civil and HN advisory and assistance activities.



- **Area assessments.** TCP activities provide an ideal opportunity for CA to collect current open-source information obtained in the course of their normal duties to update assessments prior to a crisis in the GCC's AOR.

## THEATER SPECIAL OPERATIONS COMMAND

2-135. Normally, the SOF chain of command should execute mission command of SOF. The identification of a mission command organizational structure for SOF depends upon specific objectives, security requirements, and the operational environment.

2-136. The TSOC is the joint SO command through which the geographic combatant command normally exercises OPCON of SOF within the AOR. The exceptions are the USCENTCOM and USEUCOM AORs, where the TSOC exercises OPCON of CA forces. The commander of the TSOC is also the permanent theater joint forces special operations component commander. He commands the TSOC and is the principal SO advisor to the GCC. The TSOC is a subordinate command of a combatant command or a functional component command of another permanent joint command.

2-137. To provide the necessary unity of command, each GCC (except for United States Northern Command [USNORTHCOM]) has established a TSOC as a subunified command within the geographic combatant command. The TSOC is the primary theater SOF organization capable of performing broad continuous missions uniquely suited to SOF capabilities. The TSOC commander has three principal roles:

- **Joint Force Commander.** As the commander of a subunified command, the TSOC commander is a JFC. As such, he has the authority to plan and conduct joint operations as directed by the geographic combatant command. The JFC exercises OPCON of assigned commands and forces and, normally, over attached forces as well. The TSOC commander may establish a JTF that reports directly to him, such as a JSOTF, JCMOTF, or joint military information support task force, to plan and execute these missions.
- **Theater SO Advisor.** The TSOC commander advises the GCC and the other component commanders on the proper employment of SOF. The TSOC commander may develop specific recommendations for the assignment of SOF in-theater and opportunities for SOF to support the overall theater campaign plan. The role of theater SO advisor is best accomplished when the GCC establishes the TSOC commander as a special staff officer on the theater staff (in addition to his duties as a commander—that is, “dual-hatted”). In this case, the TSOC commander may appoint a deputy as his representative to the theater staff for routine day-to-day staff matters.
- **Joint Force Special Operations Component Commander.** When designated by the GCC, the TSOC commander will function as a JFSOC commander. This will normally be the case when the GCC establishes functional component commanders for operations, absent the establishment of a JTF. The GCC can also designate the TSOC commander as the JFSOC commander within a JTF if the scope of the operations conducted by the JTF warrants it.

## JOINT AND MULTINATIONAL ORGANIZATION

2-138. During joint and multinational operations, CA forces bridge the gap between U.S. military, HN military, and civilian authorities supporting an operation. CAPTs from the CACOM or CA brigade provide CMO staff augmentation for joint or multinational HQ conducting CMO. U.S. military staff planning and coordination, as well as interagency activities, are the most likely mission support activities CA units undertake in a joint or multinational environment. Participating nations normally develop directives covering a multinational command's political-military objectives. These include objectives and policies for the conduct of CMO. Therefore, senior-level CA officers and noncommissioned officers are best suited to augment the CMO staffs of JFCs and multinational commanders as they develop applicable plans, policies, and programs.

2-139. CA forces assist the multinational force commander to achieve a greater degree of unity of effort by informing him of the mandates, activities, and capabilities of IGOs and NGOs. CMO planners factor these into the commander's assessment of conditions and resources and integrate them into the selected concept of operations (CONOPS). CMO planners on multinational force staffs also ensure the CMO annex

(Annex G) to the OPLAN provides guidance to the multinational force commander regarding relationships with and support to NGOs, IGOs and the private sector operating within the operational area. JP 3-16, *Multinational Operations*, provides additional guidance.

## **JOINT TASK FORCE**

2-140. The GCC may designate a corps and/or a division as a JTF. A JTF plans, conducts, and supports military operations on a mission or area basis. It accomplishes a specific mission or campaign of limited duration, but it can exist on a more permanent basis. During a war or prolonged conflict, the JTF may control operations in a specific portion of the GCC's AOR. The JTF may appear as a new organization, but the GCC often forms the JTF by augmenting an existing Service HQ with elements from other Services. CA units support JTFs by providing task-organized elements from a CA brigade or CA battalion to augment the JTF CMO staff. JP 3-57 provides further guidance on CA support to joint operations.

## **JOINT CIVIL-MILITARY OPERATIONS TASK FORCE**

2-141. Although not strictly a CA organization, the JCMOTF will most likely have CA units at its core or as subordinate elements. A CA officer may command the JCMOTF. It is a special-purpose task force made up of units from two or more Services. It is flexible in size and composition. The JCMOTF plans, prepares, executes, and continually assesses CMO in a theater of operations or JOA. All CA brigades are task-organized to form the core of a JCMOTF. The expertise of CA personnel in dealing with government organizations, IGOs, NGOs, and IPI greatly enhances the opportunity for success. However, higher elements may assign or attach conventional and SO forces to the JCMOTF to support the conduct of specific missions. JP 3-57 provides additional information on joint CMO. If the JFC properly charters and establishes the JCMOTF, it must meet the criteria that JP 3-33, *Joint Task Force Headquarters*, establishes.

2-142. The JFC may establish a JCMOTF to—

- Accomplish a specific contingency mission, such as FHA or SCA.
- Provide CMO support to U.S. or coalition military forces conducting military operations concurrent with or subsequent to geographic or general conflict.
- Perform other operations as directed by the commander, joint task force.

2-143. A JCMOTF could—

- Be a stand-alone JTF or a subordinate unit in a JTF.
- Assist other JTF unit commanders when the commander's organic ability cannot meet the CMO needs of his JOA.
- Provide—as part of a larger JTF—the commander, joint task force, through a CMOC with linkage between the JTF and nonmilitary agencies operating in the JOA.

2-144. A JCMOTF should not—

- Be the CMO staff augmentation for a JTF.
- Have, when subordinate to a JTF, the primary responsible force for accomplishing all CMO in the JOA.
- Eliminate the need for all units to train for CMO.
- Eliminate the need for all commanders in the JOA to plan and conduct CMO.

2-145. Service component and other task force commanders are responsible for accomplishing the CMO that is within their ability in their AOs. When their need exceeds their capability, a JCMOTF can assist in meeting the shortfall.

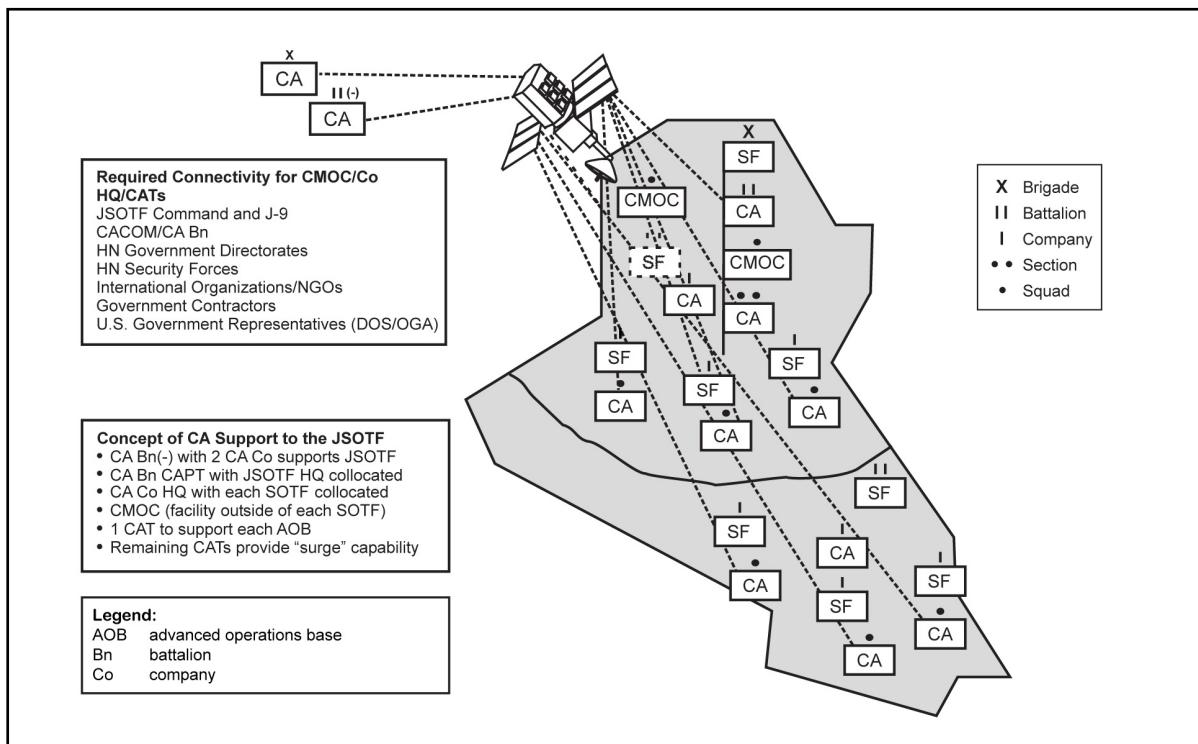
## **JOINT SPECIAL OPERATIONS TASK FORCE**

2-146. The structure of CA forces is to support SOF across the range of military operations and throughout major combat operations, ongoing operations, and worldwide deterrence operations. Worldwide deterrence missions require CA companies and their CATs to conduct shaping operations that promote regional stability by deterring aggression. Elements can draw on CA forces to support ongoing operations and to act as the TSOC's CR element throughout the AOR.



2-147. The USASOC-assigned CA brigade (A), CAPT, and CMOC provide direct support to the TSOC and the TSOC forward, as required, to support SOF. The TSOC uses the CA brigade (A) CMOC to manage CMO. A CA battalion is apportioned to each JSOTF, and one CA company is apportioned to support Ranger regimental operations, as well as other SOF operations.

2-148. USASOC-assigned CA forces are structured to support JSOTF operations at the strategic, operational, and tactical levels while maintaining regional focus. CA support to the JSOTF stands on the concept that a CA battalion HQ with two CA companies supports the JSOTF (Figure 2-18), and the CA battalion CAPT is collocated with the JSOTF HQ to assist in CMO planning within the joint special operations area (JSOA). A CA company HQ collocates with each SOTF and provides a CMOC, as directed. A CAT supports each Special Forces (SF) advanced operational base, as directed. The remaining CATs provide a surge capability for the special operations task force commander.



**Figure 2-18. Example of Civil Affairs support to joint special operations task force operations**

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## Chapter 3

# Civil Affairs Operations

*The relationship between CMO and Civil Affairs operations (CAO) is best considered within the broad context of unified action that involves the synchronization, coordination, or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort.*

JP 3-57, *Civil-Military Operations*  
8 July 2008

CAO are actions CA Soldiers plan, prepare, execute, and continuously assess. These actions support the achievement of the JFC's CMO operational and theater strategic objectives.

## CIVIL AFFAIRS CORE TASKS

3-1. The essence of CAO is the conduct of CA core tasks synchronized and integrated with the supported commander's intent and operational concept. They enable the relationship of military forces with the civil component of the operational environment, including IGOs, NGOs, the interagency, IPI, and the private sector in areas where military forces are present. CA core tasks are primary tasks that CA forces are capable of planning, supporting, executing, or transitioning through and with outside actors to mitigate or defeat threats and vulnerabilities to civil society.

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**Note.** The North Atlantic Treaty Organization (NATO) and the UN modified the U.S. CMO concept. These organizations refer to it as civil-military cooperation.

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3-2. CA core tasks involve the application of CA functional specialty skills in areas normally the responsibility of civil government to enhance conduct of CMO. The five CA core tasks are as follows:

- Populace and resources control (PRC).
- Foreign humanitarian assistance (FHA).
- Civil information management (CIM).
- Nation assistance (NA).
- Support to civil administration (SCA).

3-3. CA functional specialists are task-organized to meet the various strategic, operational, and tactical requirements of CAO. Elements may employ these functional specialists, especially at the operational and strategic levels, in general support of interagency operations, in addition to direct support of CAO. When called upon to perform specialized CAO tasks in the absence of CA functional specialists, CA generalists seek clarification, support, and guidance in their missions from CA functional specialists via reachback.

3-4. CA core tasks supporting the GCC's missions include operations that—

- Promote U.S. policy objectives before, during, and after combat operations by influencing the civil component of the operational area.
- Reduce demands on the Army supply system by facilitating the coordination of indigenous resources and supplies, where appropriate.
- Fulfill responsibilities of the military under U.S. domestic and international laws relevant to civilian populations (United Nations Universal Declaration of Human Rights and United Nations Geneva Protocols).

- Minimize civilian interference with military operations and the impact of military operations on the civilian populace.
- Coordinate military operations with the interagency, IGOs, NGOs, and IPI.
- Exercise civil administration in occupied or liberated areas until control returns to civilian or non-U.S. military authority.
- Support efforts to provide assistance to meet the life-sustaining needs of the civilian population. Provide direct assistance in areas where HN or humanitarian agencies are not present in accordance with internationally accepted standards and principles.
- Provide expertise in civil-sector functions, normally the responsibility of civilian authorities, applied to implement U.S. policy and advise or assist in rehabilitating or restoring civil-sector functions.

## **POPULACE AND RESOURCES CONTROL**

3-5. Soldiers do not conduct military operations in a vacuum free of civilian presence or influence. The following can disrupt military operations:

- Uncontrolled and uncoordinated movement of dislocated civilians in the environment.
- Uncontrolled and uncoordinated movement of civilians conducting legitimate activities.
- Illegal or illegitimate activities, such as insurgent operations or black-market activities.

3-6. The PRC operation consists of two distinct, yet linked, components: populace control and resources control. These controls are normally the responsibility of indigenous civil governments. CCDRs define and enforce these controls during times of civil or military emergency. For practical and security reasons, military forces use PRC measures across the range of military operations. PRC operations are executed in conjunction with and as an integral part of all military operations.

3-7. Military forces base the extent of PRC measures on their current operational environment. When forces deploy in support of a HN, U.S. PRC policy upholds and strengthens the sovereignty of the legitimate government to govern the people and resources within its borders. In the absence of a sovereign government, implementation of PRC policy begins through the establishment of an interim governing plan, whether its execution is through martial law or a transitional government. PRC measures implemented at the operational and tactical levels result from policy developed at national strategic and theater strategic levels.

## **POPULACE CONTROL**

3-8. 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 may include—

- Establishing border security, including customs procedures to prevent trafficking of persons, to regulate immigration and emigration, and to establish control over major points of entry.
- Establishing identification procedures, including securing documents relating to personal identification, property ownership, court records, voter registries, birth certificates, and driver's licenses.
- Establishing and disseminating rules relevant to movement, including curfews, movement restrictions, and travel permits.
- Instituting policies regarding the regulation of air and overland movement.
- Relocating the population as necessitated by military operations.
- Establishing transitional political authority and interim civil administration.

3-9. DC operations and NEO are two special categories of populace control that require extensive planning and coordination among various military and nonmilitary organizations.

## **Dislocated Civilian Operations**

3-10. DC operations (also commonly referred to as resettlement operations) are actions required to move 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, or man-made, such as combat operations, social or political strife, or a technological hazard. The requirement to conduct DC operations may occur across the range of military operations.

3-11. DC operations include the planning and management of DC routes, collection points, assembly areas, and camps, normally in support of the HN and IGO efforts. They also include FHA support to the affected populace. The military police corps is a key component to the successful planning and execution of DC operations. Commander should seek their involvement early in the planning process.

3-12. FM 3-05.401, *Civil Affairs Tactics, Techniques, and Procedures*; FM 3-39, *Military Police Operations*; and FM 3-39.40, *Military Police Internment/Resettlement Operations*, provide additional information on DC operations.

3-13. In DC operations, controlling agencies (for example, United Nations High Commissioner for Refugees [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.

### Categories of Civilians

3-14. During military operations, U.S. forces must consider two distinct categories of civilians—those remaining at their homes or places of habitual residence and those dislocating. U.S. policy dictates the placement of people in one of these categories. The U.S. category may conflict with how IGOs, NGOs, and the HN refer to the people. Therefore, CA Soldiers and CAO planners must be careful in how they describe categories of civilians. The first category includes civilians who are indigenous and other local populace, including civilians from other countries. Civilians within this category may or may not need help. If they can care for themselves, they should remain in place.

3-15. DCs are civilians who have left their homes. Their movement and presence can hinder military operations. They will likely require some degree of aid, such as medicine, food, shelter, clothing, and similar items. DCs may not be indigenous to the area or to the country in which they reside. DC is a generic term that further subdivides into eight categories. Legal and political considerations define these categories as follows:

- **Displaced Person.** A civilian who is involuntarily outside the national boundaries of his or her country (JP 3-29, *Foreign Humanitarian Assistance*).
- **Refugee.** A person who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his or her nationality and is unable or, owing to such fear, is unwilling to avail himself or herself of the protection of that country (JP 3-29).
- **Evacuee.** A civilian removed from his place of residence by military direction for reasons of personal security or the requirements of the military situation (JP 3-57).
- **Stateless Person.** Civilian who has been denationalized, whose country of origin cannot be determined, or who cannot establish a right to the nationality claimed (JP 3-29).
- **War Victim.** A classification created during the Vietnam era to describe civilians suffering injuries, loss of a family member, or damage to or destruction of their homes because of war. War victims may be eligible for a claim against the United States under the Foreign Claims Act.
- **Internally Displaced Persons.** Any person who has been forced or obliged to flee or to leave their home or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized state border (JP 3-29).
- **Returnee.** A displaced person who has returned voluntarily to his or her former place of residence (JP 3-29).
- **Resettler.** Subset of a refugee or an internally displaced person—a civilian wishing to return somewhere other than previously owned home or land within the country or area of original displacement.

### Civil Affairs Mission in Dislocated Civilian Operations

3-16. The CA supporting tasks in DC operations support the commander's operational function and the administration of DC control measures. Generally, 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 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) for their care.
- Assisting in arbitration of problems arising from implementation of DC control measures.

### Noncombatant Evacuation Operations

3-17. The term NEO refers to the authorized and orderly departure of noncombatants from a specific area by the DOS, DOD, or other appropriate authority. Although the United States usually considers NEO in connection with combat operations, it may also conduct a NEO in anticipation of or response to any natural or man-made disaster in a foreign country. Civil unrest in a country may warrant evacuation to the United States or other safe haven. CA forces will normally assist the CCDR or the Ambassador in the planning and management of a NEO through their CAPTs; however, the geographic combatant command or U.S. country team needs to include these teams early in the planning process for CA forces to provide effective support.

3-18. DOD defines two categories of noncombatant evacuees:

- U.S. citizens that competent authority can order to evacuate, include—
  - Civilian employees of all agencies of the USG and their dependents.
  - Military personnel of the U.S. Armed Forces specifically designated for evacuation as noncombatants.
  - Dependents of members of the U.S. Armed Forces.
- U.S. (and non-U.S.) citizens that competent authority may authorize or assist (but not necessarily order) to evacuate, include—
  - Civilian employees of USG agencies and their dependents who are residents in the country but are willing to evacuate.
  - Private U.S. citizens and their dependents.
  - Military personnel and their dependents, short of an ordered evacuation.
  - Designated aliens, including dependents of civilian employees of the USG and military personnel of the U.S. Armed Forces, as prescribed by the DOS.

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*Note.* JP 3-68, *Noncombatant Evacuation Operations*, and FM 3-05.131, *Army Special Operations Forces Noncombatant Evacuation Operations*, provide additional information on NEO.

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3-19. NEO remove threatened civilians from locations in a FN or a HN to safe havens or to the United States. The DOS directs the conduct of such operations. The United States uses military assets in an evacuation only when civilian resources are inadequate. The DOS may request DOD assistance in conducting evacuations to—

- Protect U.S. citizens abroad.
- Minimize the number of U.S. citizens at risk.
- Minimize the number of U.S. citizens in combat areas to avoid impairing the combat effectiveness of military forces.

## Types of Environments

3-20. The DOS may order NEO in any of the following environments:

- **Permissive.** In permissive environments, forces conduct NEO with the full help and cooperation of the affected nation. Evacuation of noncombatants is mutually beneficial to friends and allies. The political stability of nations granting authority to evacuate noncombatants is secure. An example of a permissive NEO is the evacuation of Subic Bay and Clark Air Base in the Philippines after the eruption of the Mount Pinatubo Volcano in 1991.
- **Uncertain.** In uncertain environments, forces conduct NEO in which overt or covert opposition to the evacuation exist. The opposition may come from the host government, opposition forces, outside forces, or from any combination of the three. Usually, a military show of force is sufficient to maintain control of the situation.
- **Hostile.** In hostile environments, operations to prevent or destroy the NEO are occurring or U.S. forces can expect them to occur. To secure evacuees, military forces may need to enter the AO by force or engage in combat operations. A good example of a hostile evacuation is the American Embassy in Saigon, Republic of Vietnam, in 1975.

3-21. The DOS is the lead agency for planning and conducting NEO. The COM, normally the U.S. Ambassador or other principal DOS officer-in-charge, has primary responsibility for conducting evacuation operations. Every American Embassy must maintain an emergency action plan. One section of this plan must cover the U.S. military NEO plan. The DOS in Washington, DC, maintains copies of these plans. The Washington Liaison Group coordinates evacuation planning among DOS, DOD, and other affected agencies for transportation options. Executive Order 12656 delegates responsibility for the protection and evacuation of U.S. citizens to the DOS and directs the SecDef to advise and assist the Secretary of State in preparing and implementing plans.

3-22. NEO are a political last step because they send a signal to the world that the United States has lost faith in the ability of the foreign government to protect U.S. personnel. The U.S. military plays only a supporting role in the implementation of a NEO. Military commanders have primary responsibility for military involvement in NEO. This involvement may include support during all phases of a NEO. Military planners must consider the terrain, weather, hydrography, designation and number of evacuees, and other factors of the area, including dissidents.

## Civil Affairs Mission in Noncombatant Evacuation Operations

3-23. The CA supporting tasks in a NEO are to support the commander's operational function and administer certain aspects of the NEO. Generally, CA Soldier tasks include—

- Advising the commander of the CA aspects and implications of current and proposed NEO plans, including assisting in writing the CMO annex in-theater and respective subordinate plans.
- Supporting the operation of evacuation sites, holding areas for non-U.S. nationals denied evacuation, and reception or processing stations.
- Assisting in the identification of U.S. citizens and other evacuees.
- Assisting in the screening and briefing of evacuees.
- Performing liaison with the embassy, to include acting as a communications link with U.S. forces in the operational area.
- Recommending actions to the commander to minimize population interference with current and proposed military operations.
- Assisting in safe haven activities, as required.

## **RESOURCES CONTROL**

3-24. Resources controls regulate the movement or consumption of material resources, mobilize materiel resources, and deny materiel to the enemy. Resources controls target specific sectors of a nation's material wealth and economy, including natural resources, food and agriculture, immoveable property, finances, and cultural and critical infrastructure. Resources 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.
- 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, such as government buildings and archives, museums, religious sites, courthouses, and communications facilities.

## **CIVIL AFFAIRS MISSION IN POPULACE AND RESOURCES CONTROL**

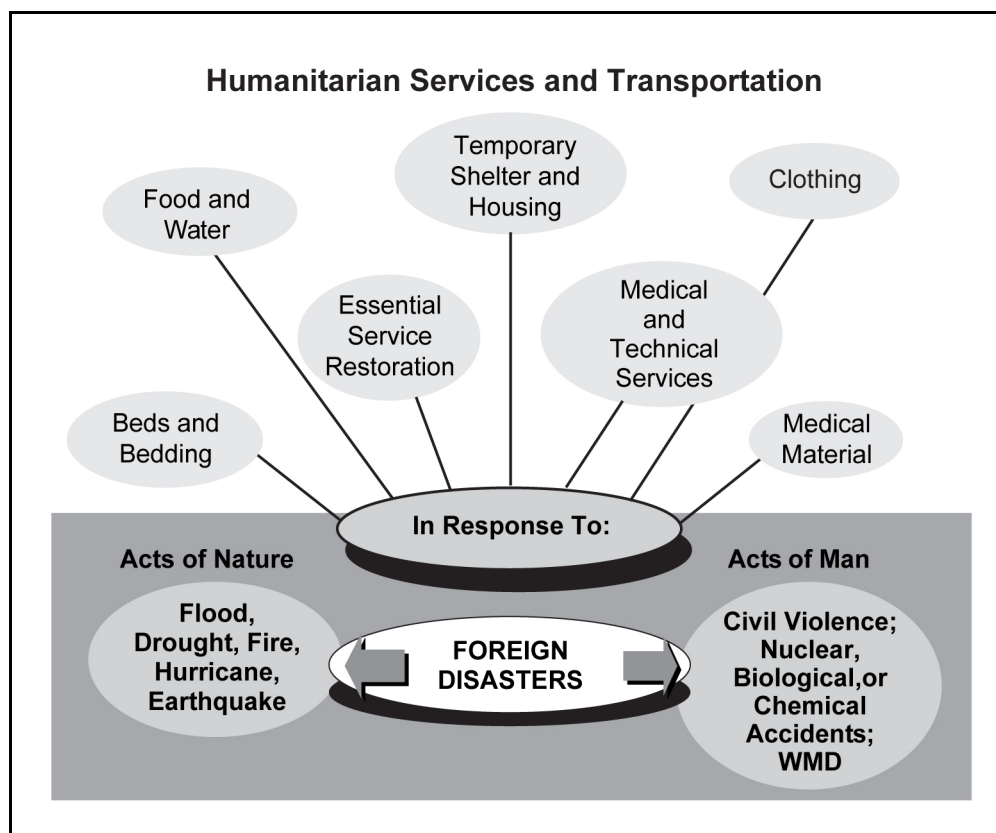
3-25. CA supporting tasks in PRC support the commander's operations function. Generally, CA Soldier tasks include—

- Identifying or evaluating existing HN PRC measures.
- Advising on PRC measures that would effectively support the commander's objectives.
- Recommending command guidance on how to implement PRC measures.
- Publicizing control measures among IPI.
- Identifying and assessing MOEs and MOPs.
- Participating in the execution of selected PRC operations, as needed or directed.
- Assisting in the arbitration of problems arising from the implementation of PRC measures.
- Initiating or refining geospatial products that depict affected populations and civil vulnerabilities.

## **FOREIGN HUMANITARIAN ASSISTANCE**

3-26. FHA are programs conducted to relieve or reduce the results of natural or man-made disasters or other endemic conditions, such as human pain, disease, hunger, or need that might present a serious threat to life or that can result in great damage to or loss of property. Normally, FHA includes humanitarian services and transportation; the provision of food, clothing, medicine, beds and bedding; temporary shelter and housing; the furnishing of medical materiel and medical and technical personnel; and making repairs to essential services. FHA provided by U.S. forces is limited in scope and duration. The United States provides foreign assistance to supplement or complement the efforts of the HN civil authorities and IGOs that possess the primary responsibility for providing FHA. FHA operations are those that U.S. forces conduct outside the United States, its territories, and possessions. Examples of disasters include hurricanes, earthquakes, floods, oil spills, famine, disease, civil conflicts, terrorist incidents, and incidents involving weapons of mass destruction (WMD) (Figure 3-1, page 3-7). JP 3-29 provides additional information on FHA.





**Figure 3-1. Foreign humanitarian assistance**

3-27. With the exception of an immediate response to prevent the loss of life, normally military forces conduct FHA only upon the request of the DOS and in coordination with the COM and USAID. The military normally plays a supporting role in FHA. Typical supporting roles include providing prompt aid to alleviate the suffering of foreign disaster victims; making available, preparing, and transporting nonlethal excess property to foreign countries; transferring on-hand DOD stocks to respond to unforeseen emergencies; providing funded and space-available transportation of humanitarian and relief supplies; conducting some DOD humanitarian demining assistance activities; and conducting foreign consequence management.

3-28. The Office of U.S. Foreign Disaster Assistance (OFDA) is the office within USAID responsible for facilitating and coordinating U.S. Government emergency assistance overseas. OFDA publishes the *Field Operations Guide (FOG) for Disaster Assistance and Response* with an overview of USG roles during a disaster. As the lead U.S. agency during a FHA response, OFDA provides guidance for the USG response. U.S. military participation in FHA operations can include—

- Providing security, which allows civilian agencies to operate safely and uninhibited.
- Conducting assessments.
- Conducting specific military capabilities applied in direct disaster relief roles, such as—
  - Providing food and medical care.
  - Constructing basic sanitation facilities.
  - Repairing public facilities.
  - Constructing shelters and temporary camps.
  - Providing helicopter and fixed-wing transport for supplies, commodities, and passengers, as demonstrated by the Indian Ocean Tsunami response in 2004 and 2005.

3-29. FHA operations are inherently complex. They require a significant amount of interagency coordination. The United States directs FHA at the strategic level, coordinates and manages it at the operational level, and conducts it at a tactical level. FHA operations require centralized coordination and control. To help achieve FHA objectives, CAO planners ensure the nominated programs are—

- Beneficial to a wide spectrum of the country in which the activity occurs.
- Self-sustaining or supportable by HN civilian or military forces.
- Consistent with internationally accepted standards and principles (for example, the Sphere Project: Humanitarian Charter and Minimum Standards in Disaster Relief).

Planners must closely coordinate FHA program development and implementation with the humanitarian community, which includes IGOs, NGOs, and HN assistance agencies.

## **RELIEF MISSIONS**

3-30. U.S. forces conduct relief missions supporting tasks across the range of military operations, from domestic disasters that occur naturally to the aftermath of foreign conflicts. FHA missions in the area of disaster relief include conducting technical assessments, transporting goods and supplies, securing humanitarian infrastructure, and when deemed appropriate by civilian officials, directing efforts to mitigate the results of natural or man-made disasters. Examples of disasters include hurricanes, earthquakes, floods, oil spills, famine, and civil conflicts. Potential roles for U.S. forces include providing food and medical care; constructing basic sanitation facilities; repairing public facilities; constructing shelters; and responding quickly to relieve suffering, prevent loss of life, and protect property.

3-31. Normally, DOD is in a supporting role during relief missions. OFDA provides foreign disaster assistance and coordinates the USG's response to disasters abroad. OFDA's mandate is to save lives, alleviate suffering, and reduce the economic impact of disasters. If a foreign disaster is large enough in scope for the United States to commit forces, OFDA is likely to have a team or teams on the ground in the affected area as well. Disaster assistance response teams can vary in size and scope, but it is essential that U.S. forces operating in the same disaster area coordinate with these teams. OFDA has a military liaison unit, which can assign a liaison officer to a military unit for the relief missions; it is advisable for military commanders supporting relief missions to assign liaison officers to OFDA. In any case, if no liaison officers are available, it is critical that U.S. forces operating in a declared disaster area work closely with any OFDA disaster assistance response team on the ground.

### **The Tsunami Disaster-Relief Effort in the Indian Ocean Region**

The Indian Ocean tsunami disaster-relief effort at the end of 2004 is a good example of interagency cooperation, collaboration, and communication. As both DOD and OFDA rapidly responded to the disaster areas, both realized the need for close cooperation and coordination. OFDA dispatched liaison officers at the tactical level to CMOCs operating in Sri Lanka, Indonesia, and Thailand, as well as at USPACOM. The DOD similarly embedded liaison officers at OFDA's response management team in Washington, DC. These steps greatly simplified the request for assistance process from IGOs and NGOs and increased the ability of both organizations to respond effectively and quickly to those affected by the disaster.

Office of U.S. Foreign Disaster Assistance  
USAID

## **TECHNICAL ASSISTANCE AND SUPPORT FUNCTIONS**

3-32. Technical assistance and support functions are generally short-term tasks, such as restoration of communications; management of relief supplies; and provision of emergency medical care, humanitarian demining activities, and high-priority relief supply delivery. Based upon Presidential and/or SecDef and GCC's guidance, the FHA force commander should establish policy regarding technical advice and assistance to the affected country, IGOs, and NGOs as soon as possible.

3-33. Technical assistance and support functions include—

- Restoring the communications system.
- Military relief supply management (to include high-priority relief supply delivery). The U.S. military may also facilitate OGAs, IGOs, and NGOs with their relief supply efforts.
- Providing emergency medical care.
- Supporting humanitarian mine action (demining) operations by assisting in training the National Mine Action Authority and conducting liaison activities with the HN infrastructure, IGOs or NGOs.
- Assisting the National Mine Action Authority to establish mission command and to communicate effectively with subordinate organizations, as well as HN government officials.
- Assisting the National Mine Action Authority with its integration into the HN and international communities.

## FOREIGN CONSEQUENCE MANAGEMENT

3-34. Foreign consequence management is DOD assistance provided by the USG to the HN to mitigate the effects of a deliberate or inadvertent release of WMD or chemical, biological, radiological, nuclear, and high-yield explosives and to restore essential government services. These operations involve those services and activities necessary to manage and mitigate problems resulting from disasters and catastrophes. They involve measures to alleviate the damage, loss, hardship, or suffering caused by emergencies abroad.

3-35. Foreign consequence management operations include—

- Assisting with the restoration of essential HN government services.
- Assisting with the protection of HN public health and safety.
- Assisting with the provision of emergency relief to HN government, businesses, and individuals.
- Identifying and assessing the threat posed by hazardous materials.
- Providing consultation to HN decision makers.

3-36. FM 3-11.21, *Multiservice Tactics, Techniques, and Procedures for Nuclear, Biological, and Chemical Aspects of Consequence Management*, and CJCSI 3214.01C, *Military Support to Foreign Consequence Management Operations for Chemical, Biological, Radiological, and Nuclear Incidents*, provide additional information on foreign consequence management.

## CIVIL AFFAIRS MISSION IN FOREIGN HUMANITARIAN ASSISTANCE

3-37. The CA supporting tasks in FHA support the commander's operational function and administer certain aspects of FHA. Generally, CA Soldier tasks include—

- Participating in the preparation and review of contingency plans that address assisting USG agencies, IGOs, HN agencies, and NGOs to support FHA.
- Monitoring all FHA operations for compliance with applicable laws, agreements, treaties, and contracts.
- Reviewing guidance from the GCC regarding FHA operations in TSCPs, FHA and disaster relief plans, and foreign consequence management plans.
- Incorporating FHA assessment and FHA training into TSCPs.
- Assessing the environment in which U.S. forces will conduct FHA operations, including the—
  - Political situation.
  - Physical boundaries of the area.
  - Potential threat to forces.
  - Global visibility of the situation.
  - Media interest climate for FHA operations.
- Confirming and validating the HN's ability to manage HA in the AO.
- Establishing a CMOC to coordinate and synchronize CAO and CMO efforts with interagency and multinational HA efforts in the AO.

- Identifying shortfalls in HN HA plans and resources.
- Identifying HA resources, including various government agencies, military units, NGOs, and IPI in the theater of operations, and establishing contact and working relationships as appropriate.
- Assessing, monitoring, and reporting the impact of FHA operations on the populace and the populace on the operations.
- Developing plans and strategies for long-range mitigation of political, economic, legal, social, and military issues associated with FHA operations.
- Understanding that, even in a permissive environment, elements may use nonthreatening means, such as demonstrations, to impair the credibility or reduce the effectiveness of U.S. military operations.
- Initiating or refining CIM process with geospatial products that depict affected populations and civil vulnerabilities.

### **RULES OF ENGAGEMENT DURING FOREIGN HUMANITARIAN ASSISTANCE OPERATIONS**

3-38. The development of ROE for the forces participating in FHA operations is essential to the success of the mission. Restraint characterizes ROE for FHA operations. Planners must evaluate and address the levels of force, tactics, and weaponry.

3-39. The sensitive political and international nature of FHA operations means that the GCC must coordinate the details of FHA ROE with the JFC. The details may change as the operation evolves. Under normal circumstances, Joint Chiefs of Staff peacetime ROE apply to all military operations. The GCC, in coordination with the JFC, must request supplemental measures to deal with specifics of the mission. Actual ROE established for each FHA mission depend on the individual situation and operational environment.

3-40. For multinational operations, all participating military forces should establish common FHA ROE to provide consistency within the force. Individual nations using separate national ROE respond differently to the same situation. The following precepts are essential to U.S. ROE:

- The right of self-defense will never be prohibited.
- A unit commander will defend against a hostile act or hostile intent.

3-41. The two elements of self-defense are necessity and proportionality. In necessity, a hostile act must occur or a hostile intent must be apparent. In proportionality, the use of force must be reasonable in intensity, duration, and magnitude to ensure the safety of forces.

### **CIVIL INFORMATION MANAGEMENT**

3-42. CIM is the process whereby civil information is collected, entered into a central database, and internally fused with the supported element, higher HQ, and other USG and DOD agencies, IGOs, and NGOs. This process ensures the timely availability of information for analysis and the widest possible dissemination of the raw and analyzed civil information to military and nonmilitary partners throughout the AO. CA, through the proper execution of CIM, enhances operations by preventing the duplication of information gathering efforts by follow-on forces. During episodic engagements, the capturing of key civil data, results of key-leader engagements, and CR provide current civil domain information for dissemination through the CIM process. Accessibility to current civil data by both military forces and civilian stakeholders through a future single repository will positively impact the planning and conduct of operations globally.

3-43. Civil information is information developed from data with relation to civil areas, structures, capabilities, organizations, people, and events within the civil component of the commander's operational environment. The management of civil information is the fusion of the CIM process into the COP to benefit the supported commander, DOD, interagency, IGO, NGO, and IPI situational awareness, situational understanding or situational dominance.

3-44. CIM is not solely a task of the CA unit's CIM cell. It is an essential task for all components of a CA unit. CA commanders, in coordination with the G-9/S-9, should actively incorporate the supported unit's

intelligence and maneuver elements into the civil information collection requirements to enhance the COP and the IPB process. CIM enhances situational awareness and facilitates understanding for all elements in the operational environment, allowing those elements to achieve decision superiority.

## **CIVIL INFORMATION MANAGEMENT PROCESS**

3-45. The CIM process generates civil information through the following six steps. The six steps are discussed in the following paragraphs.

### **Collection (Step One)**

3-46. Collection is the first step of the CIM process and refers to the literal gathering of relevant data. Driven by CCIR and integrated with the ISR plan, civil information collection occurs at all levels through CR, data mining and collaboration with IPI, IGOs, NGOs, and OGAs. At first there is little, if any, quality screening of the data collection, everything related is relevant.

3-47. About 90 percent of intelligence starts as open-source information. The security classification typically associated with intelligence products is due to the source and methods of collection. The intent of CIM is to keep most of this information unclassified and easily shared with non-USG partners.

3-48. The heart of collection is the daily interaction between U.S. forces and the myriad of civilians in the supported commander's AO, and the capture of these contacts and data points. Every Soldier who encounters the civilian elements of an AO is a potential sensor of civil information. Civil information collection focuses on the following:

- CR.
- Data mining.
- Collaboration.

### ***Civil Reconnaissance***

3-49. CR is a targeted, planned, and coordinated observation and evaluation of specific civil aspects of the environment. CR focuses on the civil component, the elements of which are best represented by the acronym ASCOPE: area, structures, capabilities, organizations, people, and events. Priority information requirements focus on CR for the purpose of collecting civil information to enhance situational understanding and facilitate decisionmaking. CAO and CMO planners (G-9/S-9 and supporting CAPTs) in coordination with the CMOC integrate CR into the overall supported commander's OPLAN, enhancing the deployment of the COP.

3-50. Potential sources of civil information that a coordinated CR plan considers include—

- Ongoing ASCOPE assessments of the AO that identify MOE trends.
- Identified unknowns in civil information:
  - Gaps identified during collation and analysis.
  - Gaps remaining in the area study and area assessment.
- CA interaction with IPI, including but not limited to—
  - HN government officials.
  - Religious leaders.
  - Tribal or clan leaders.
  - DC camp leadership.
  - DCs on the move.
  - Infrastructure managers and workers.
  - Local industry personnel.
  - Medical and educational personnel.

***Data Mining***

3-51. Data mining is the process of extracting patterns from raw data. Conducted by all CA Soldiers, data mining is a collection activity that uses a combination of open- and restricted-source materials for routine and continuous study and research. Data mining is focused by CCIR and the civil information collection requirements and provides corroboration of other collected civil data. Data mining is focused on—

- Priority intelligence requirements.
- Requests for information.
- Running estimates.
- Gaps remaining in the area study and area assessment.

***Collaboration***

3-52. Collaboration is a coordinated effort focused on sharing data. Collaboration increases overall operational efficiency by eliminating redundant collection efforts. Collaborative tools are information systems that include online capabilities that enhance team development and facilitate collaboration. Examples of collaborative tools include the following:

- Information operations working groups.
- Civil-military operations working groups (CMOWGs).
- IGOs, NGOs, and IPI.
- The MDMP.
- Multinational forces.
- Chat rooms, white-boarding, professional forums, and communities of interest.
- Battle update briefs, commanders update briefs, and targeting boards.
- Maneuver force observations.
- Debriefings of Soldiers involved in daily operations.
- International relief Web sites.
- Geographic information system cell working groups.
- Coordination with academic and research institutions.

***Collation (Step Two)***

3-53. Collation is the ordering of the data into groupings. The tools and methods for this step vary, and most are still developing. Available computer-based software programs can accomplish this step. Additional Web tools to catalog vast amounts of data continue to emerge. Collation focuses on data management.

***Processing (Step Three)***

3-54. Processing is the physical and cognitive manipulation of the separate pieces of data into information. Processing structures the collated data into a usable form for the analyst. The data collector often collates and processes the data into information. CA Soldiers often gather articles of data into a processed form, such as a book, article, Web site, film, or previously compiled database on the subject. The analyst should provide feedback to the civil information collection manager to improve the effectiveness of the collection.

***Analysis (Step Four)***

3-55. Analysis is the process by which collected information is evaluated and integrated with existing information to produce intelligence that describes the current, and predicts the future, impact of the threat and/or environment on operations. The analysts and civil information manager mold the civil information into a knowledge product. The most difficult analysis performed uncovers the “unknown unknowns.” Unknown unknowns are indicators of future events previously obscured in the background data. The CIM supervisor must direct the analytical efforts to those gaps in the COP rather than exhaustively refining

known data. Analysis of civil information is similar to the normal *red team–blue team* analysis in process, but instead focuses on—

- Identifying mission variables.
- Identifying operational variables.
- Identifying centers of gravity (COGs).
- Identifying trends.
- Conducting predictive analysis.
- Identifying civil vulnerabilities.

### **Production (Step Five)**

3-56. Production is the packaging of civil information into easily disseminated forms and structures. The production phase of the CIM process ensures CIM products and services are relevant, accurate, timely, and useable by commanders and decision makers. Products of civil information analysis are—

- Layered geospatial information.
- Civil information for the COP.
- COGs.
- Civil considerations products.
- Answers to requests for information.
- Reported PIRs.
- Updates to ongoing CAO assessments, area studies, and running estimates.

### **Dissemination (Step Six)**

3-57. Dissemination is actively pushing knowledge products to consumers. The consumers may not realize what they need; therefore, CA forces must anticipate the information needs of the supported unit or agency. Requests for information should not initiate the production of an estimate or assessment; production should be an ongoing task. Sharing is the cornerstone of CIM and is the hallmark of interagency cooperation. Thorough dissemination of civil information reduces redundancy and ensures that the maximum effects are achieved by using limited resources to their fullest potential. Mechanisms for dissemination may vary by situation and echelon but the process and goal remain constant. The G-9/S-9 should always be a key manager in the dissemination of civil information being pushed out from the CMOC. Examples of dissemination include—

- Integration with the COP.
- Civil information repositories.
- Reports.
- Update briefs.
- Online databases.

## **NATION ASSISTANCE**

3-58. NA is civil or military assistance (other than FHA) rendered to a nation by U.S. forces within that nation's territory during peacetime, crises or emergencies, or war based on agreements mutually concluded between the United States and that nation. NA operations support a HN by promoting sustainable development and growth of responsive institutions. The goal is to promote long-term regional stability. NA programs often include, but are not limited to, SA, foreign internal defense (FID), 10 USC (DOD) programs, and activities performed on a reimbursable basis by Federal agencies or IGOs. All NA operations are usually coordinated with the U.S. Ambassador through the country team.

### **SECURITY ASSISTANCE**

3-59. SA consists of groups of programs that the Foreign Assistance Act of 1961 (as amended), the Arms Export Control Act of 1976 (as amended), and other related statutes authorized. The United States provides

defense articles, military training, and other defense-related services by grant, loan, credit, or cash sales in furtherance of national policies and objectives.

3-60. SA is a broad program aimed at enhancing regional security in areas of the world facing internal or external threats. SA is under the supervision and general direction of the DOS. The DOD administers military portions of the program under the direction of the Assistant Secretary of Defense (International Security Affairs). GCCs have the responsibility for planning FID operations for their AOR; however, they interface directly with the SA process through the SA organization, which is located in the HN. This action is coordinated with the U.S. COM (or Ambassador). GCCs are active in the SA process by advising the SA organization and by coordinating and monitoring ongoing SA efforts in their AORs. SA support areas include equipment and training. CA support to SA can include training foreign military forces in CMO and civil-military relations.

### **FOREIGN INTERNAL DEFENSE**

*The use of force plays a role, yet military efforts to capture or kill terrorists are likely to be subordinate to measures to promote local participation in government and economic programs to spur development, as well as efforts to understand and address the grievances that often lie at the heart of insurgencies. For these reasons, arguably, the most important military component of the struggle against violent extremists is not the fighting we do ourselves, but how well we help prepare our partners to defend and govern themselves.*

Secretary of Defense Robert Gates  
31 July 2008, *Washington Post*

3-61. FID is that participation by civilian or military agencies of a government in any of the action programs taken by another government to free and protect its society from subversion, lawlessness, and insurgency. FID is an umbrella concept that covers a broad range of activities. Its primary intent is always to assist the legitimate host government in addressing internal threats and their underlying causes. Commensurate with U.S. policy goals, the focus of all U.S. FID efforts is support of the HN program of internal defense and development (IDAD). FID is not restricted to times of conflict. It also can take place in the form of training exercises and other activities that show U.S. resolve to and for the region.

### **TITLE 10 UNITED STATES CODE (DEPARTMENT OF DEFENSE) PROGRAMS**

3-62. Sources of funding are always important in military operations, to include those conducted in support of the GCC's CMO strategy. Congress appropriates funds for various purposes, to include military operations. Fiscal law requires that the USG spend funds for the purpose they were appropriated, in no more than the amount appropriated, and within the time constraints imposed on the appropriation. Failure to comply with the restrictions of fiscal law can result in criminal sanctions.

3-63. Congress appropriates funds to assist the GCC in accomplishing NA objectives using the following four sections of Title 10 USC:

- Section 401, *Humanitarian and Civic Assistance Provided in Conjunction With Military Operations.*
- Section 407, *Humanitarian Demining Assistance: Authority Limitations.*
- Section 166a, *Combatant Commands Funding Through the Chairman of the Joint Chiefs of Staff.*
- Section 168, *Military-to-Military Contacts and Comparable Activities.*

### **HUMANITARIAN AND CIVIC ASSISTANCE PROVIDED IN CONJUNCTION WITH MILITARY OPERATIONS, SECTION 401, TITLE 10, UNITED STATES CODE**

3-64. Section 401, Title 10, United States Code (10 USC 401) authorizes the U.S. military to conduct HCA activities. A special condition of HCA operations is that they must fulfill valid unit training requirements. Although all HCA operations should strive to meet desired MOEs, benefit to the local populace is



secondary to meeting the training requirements prescribed under law for any such operation. HCA activities are defined in the statute as the following:

- Medical, dental, and veterinary care provided in rural or underserved areas of a country.
- Construction of rudimentary surface transportation systems.
- Well drilling and construction of basic sanitation facilities.
- Rudimentary construction and repair of public facilities.

3-65. Initiation of HCA projects begins with embassy country teams and the Service components of the geographic combatant commands providing lists of projects for their respective countries to the GCC responsible for that country. HCA funding comes directly from the Services to the GCCs. The Services restrict funds within Service operations and maintenance accounts specifically for HCA. Each Service is responsible for funding a particular combatant command (for example, the Department of the Army provides funding for USSOUTHCOM and USEUCOM).

3-66. Congress imposed certain restrictions on the conduct of HCA. The DOS must approve all HCA projects. HCA must promote the security interests of the United States and the receiving nation. The mission must serve the basic economic and social needs of the people involved. HCA must complement but not duplicate any other form of social or economic assistance. No individual, group, or organization engaged in military or paramilitary activity can receive the aid. Personnel must conduct HCA in conjunction with an authorized military operation, such as an exercise or a training deployment. The HCA activity must promote specific operational readiness skills of the individual Soldier.

3-67. HCA funds pay for expenses incurred as a direct result of HCA activities. These expenses include the following:

- Consumable materials.
- Equipment leasing.
- Supplies.
- Necessary services.

3-68. These expenses do not include costs associated with the military operations that the USG would incur regardless of the HCA activity, such as transportation; military personnel; USG equipment repair; and petroleum, oils, and lubricants. DOD must report HCA expenditures each year to Congress by country, type, and amount.

3-69. Opportunities often arise during the course of an exercise or operation in a foreign country to perform minor HCA. For example, during the conduct of a combined exercise, a young boy near the exercise site may require minor medical attention to treat a broken arm. Title 10, USC 401(c)(2) authorizes the military commander to permit the treatment of the child by the unit's assigned doctor or medic. The costs associated with this treatment would likely be minimal, and the unit's operations and maintenance funds would pay for it. DOD refers to this kind of activity as "minimal cost" HCA. Commanders can only provide HCA amounting to "minimal expenditures." Department of Defense Instruction (DODI) 2205.02, *Humanitarian and Civic Assistance (HCA) Activities*, provides guidance for commanders in determining what "minimal" means. Minimal cost HCA activities must fall into one of the four activities statutorily allowed as an HCA activity. In addition, all of the restrictions for the conduct of HCA mentioned above apply to minimal cost HCA.

## **HUMANITARIAN DEMINING ASSISTANCE: AUTHORITY LIMITATIONS, SECTION 407, TITLE 10, UNITED STATES CODE**

3-70. Prior to October 2006, 10 USC 401 authorized humanitarian demining assistance. Public Law 109-364 revised Section 401, removing references to humanitarian demining assistance and adding Section 407 to Title 10 USC.

3-71. Like Section 401, Congress imposed certain restrictions on the conduct of humanitarian demining assistance. The specific constraints are as follows:

- Humanitarian demining assistance activities must promote the security interests of both the United States and the country in which forces will carry out the activities OR promote the

specific operational readiness skills of the members of the Armed Forces who participate in the activities.

- Humanitarian demining assistance activities must complement but not duplicate any other form of social or economic assistance.
- While providing humanitarian demining assistance, no member of the Armed Forces may—
  - Engage in the physical detection, lifting, or destroying of landmines or other explosive remnants of war (unless the member does so for the concurrent purpose of supporting a U.S. military operation).
  - Provide such assistance as part of a military operation that does not involve the Armed Forces.
- The DOS must approve all humanitarian demining assistance projects.

3-72. The intent of Section 407 is to provide a HN the education, training, and technical assistance necessary to detect and clear landmines and other explosive remnants of war.

### **COMBATANT COMMANDS FUNDING THROUGH THE CHAIRMAN OF THE JOINT CHIEF OF STAFF, SECTION 166A, TITLE 10, UNITED STATES CODE**

3-73. Section 166a, Title 10, United States Code (10 USC 166a) provides the CCDRs with a great deal of legal flexibility to conduct NA and humanitarian operations and activities. The statute specifically lists HCA as an authorized activity. Under certain conditions, personnel use this authority to fund MCA projects.

3-74. MCA involves operations intended to win support of the local population for the HN and its military. MCA uses predominantly indigenous or paramilitary forces as labor. MCA plans consist of a series of short-term projects with the long-term goal of fostering national development. Properly planned, executed, and promulgated in close cooperation with local authorities, military, and community leaders, MCA projects can be useful in reaching desired objectives and goals. In MCA programs, U.S. personnel are limited to training and advising the HN military on planning and executing projects useful to the local population, such as building schools and clinics, digging wells, and developing roads. The intent of MCA is to enhance the image of the HN military and increase its acceptance and the supported government's acceptance with the local population.

3-75. MCA must comply with U.S. fiscal laws. Expenses for consumable materials, equipment leasing, supplies, and necessary services incurred as a direct result of MCA projects may not be paid out of USG funds unless authorized under a foreign aid or SA program for which funds are appropriated under 22 USC or which have other authority and funding. These projects occur at all levels in such fields as education, training, public works, agriculture, transportation, communications, health, sanitation, and others that contribute to economic and social development of the area.

3-76. MCA projects are divided into two general categories—mitigating MCA projects and developmental MCA projects. Mitigating MCA projects are immediate-response, short-term projects to provide emergency assistance to a populace in the wake of a disaster and to reduce further damage or suffering as in HA. Disasters in this category could be from natural causes—such as earthquake, hurricane, famine, or flood—or from man-made causes—such as civil disturbance, accident, terrorism, or war. Some examples of mitigating MCA projects are—

- Operating an emergency medical clinic.
- Distributing food.
- Building temporary shelter and sanitation facilities.
- Conducting damage clean-up operations, including decontamination of hazardous materials spills or release of WMD.

3-77. Developmental MCA projects are long-term projects designed to enhance the infrastructure of a local area. They are often preventive in nature and include any activities that actually eliminate or reduce the probability of occurrence of a disaster. Developmental MCA projects require interagency cooperation,

especially with USAID and the COM, and continuous support from HN government sources to be effective. Some examples of developmental MCA projects are—

- Building or redesigning facilities to reflect better land-use management.
- Building or reinforcing structures to withstand the destructive elements predominant to the area.
- Building or rehabilitating water sources and sanitation facilities to eliminate or prevent the spread of disease.
- Operating a long-term public health campaign to educate the populace on preventive health measures (a medical readiness training exercise).
- Conducting some humanitarian demining operations.

## **MILITARY-TO-MILITARY CONTACTS AND COMPARABLE ACTIVITIES, SECTION 168, TITLE 10, UNITED STATES CODE**

3-78. The SecDef is the program authority for the conduct of military-to-military contacts and comparable activities. Generally, the CCDR conducts military-to-military contacts to promote a democratic orientation of the defense establishment and military forces of partner nations—hopefully, developing a military-to-military relationship with these organizations and the HN. Military-to-military contacts will usually be Service to Service, whereas comparable activities will always be of a combined nature conducted by CCDRs. 10 USC 168 provides CCDRs with flexibility to conduct humanitarian operations and activities and NA. The statute specifically lists HCA as an authorized activity. Under certain conditions, this authority is also used to fund MCA projects.

3-79. Military-to-military contact, although not defined in Army or joint doctrine, basically means contact between members of the U.S. Armed Forces and members of foreign armed forces through activities, such as the following:

- Military liaison teams.
- An exchange of civilian or military personnel between the DOD and defense ministries of foreign governments.
- Seminars and conferences held primarily in a theater of operations.
- An exchange of military personnel between units of the Armed Forces and units of foreign armed forces.
- The distribution of publications primarily in a theater of operations.

## **CIVIL AFFAIRS MISSION**

3-80. The CA supporting tasks in NA support the commander's operational function. Generally, CA Soldier tasks include—

- Reviewing U.S. SA program goals and HN IDAD goals, and planning CAO/CMO to support the HN program.
- Identifying, validating, or evaluating NA project nominations.
- Synchronizing NA projects with other programs, military and civilian.
- Training HN military to plan, train for, and execute PRC and other CAO appropriate to the IDAD plan of its country.
- Tracking costs associated with execution of NA projects.
- Performing quality control assessments of NA operations and costs.
- Assisting in the arbitration of problems arising from the execution of NA operations.
- Initiating or refine CIM process with geospatial products that depict affected populations and civil vulnerabilities.

## **SUPPORT TO CIVIL ADMINISTRATION**

3-81. SCA are military operations that help to stabilize or to continue the operations of the governing body or civil structure of a foreign country, whether by assisting an established government or by establishing military authority over an occupied population.

3-82. SCA occurs most often in stability. Some SCA manifests in the other CAO areas of PRC, FHA, and NA. SCA operations consist of the following two distinct mission activities:

- ***Civil administration in friendly territory:*** The geographic combatant command's support to governments of friendly territories during peacetime, disasters, or war. Examples of support include advising friendly authorities and performing specific functions within limits of the authority and liability established by international treaties and agreements.
- ***Civil administration in occupied territory:*** The establishment of a temporary government, as directed by the SecDef, to exercise executive, legislative, and judicial authority over the populace of a territory that U.S. forces have taken from an enemy by force of arms until an indigenous civil government can be established.

### CIVIL ADMINISTRATION TERMS

3-83. 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. During civil administration in occupied territory, the following terms apply:

- ***Military governor.*** A military governor is the military commander or other designated person who, in an occupied territory, exercises supreme authority over the civil population subject to the laws and usages of war and to any directive received from the commander's government or superior.
- ***Military government ordinance.*** A military government ordinance is an enactment on the authority of a military governor promulgating laws or rules regulating the occupied territory under such control.

### CIVIL AFFAIRS MISSION

3-84. The CA supporting tasks in SCA vary between assistance to civil administration in friendly territory, and civil administration in occupied territory. In either case, however, the CA mission is one of support to the commander's operational and support function with respect to the continuity of government in an FN/HN. Generally, CA Soldier tasks include—

- Identifying, validating, or evaluating FN/HN essential service infrastructure.
- Assessing the needs of the IPI in terms of the six CA functional areas.
- Monitoring and anticipating future requirements of the IPI in terms of the six 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 CIM process with geospatial projects that depict affected populations and civil vulnerabilities.

### CIVIL AFFAIRS OPERATIONS SUPPORT TO UNIFIED LAND OPERATIONS

3-85. CAO occur throughout unified land operations (offensive, defensive, stability, or DSCA operations). CA forces and CAO planners support unified land operations at the strategic, operational, and tactical levels of war. Commanders at all levels will encounter civilians during most military operations and must plan CAO accordingly to support the JFC's CMO objectives. Within the operational environment,

indigenous supplies, facilities, services, and labor resources exist that U.S. commanders use to support military operations. Combat operations can be disrupted by—

- Uncontrolled and uncoordinated movement of civilians in the environment.
- Hostile actions by factions within the populace.
- Failure to coordinate unity of effort.

## OFFENSIVE TASKS

3-86. Offensive tasks seek to seize, retain, and exploit the initiative to defeat the enemy decisively. Army forces attack simultaneously throughout the AO to throw enemies off balance, overwhelm their capabilities, disrupt their defenses, and ensure their defeat or destruction. Army forces conclude a phase of an offensive tasks by consolidating gains, resuming the attack, or preparing for future operations. During the execution of offensive tasks, the main effort is military-to-military contacts; however, the secondary effort is military-to-civilian contacts. CAO support to offensive tasks includes—

- Identifying COGs within the AO based on civil component analysis.
- Identifying decisive points along lines of operation.
- Denying the enemy civil component resources.
- Gaining civil information through CR and CIM to develop the civil component of the supported commander's COP.
- Maneuvering CA forces and resources to advantageous positions before contact based on METT-TC analysis.
- Participating in the targeting process by nominating restricted-fire areas and no-fire areas to minimize unnecessary damage to the civil infrastructure and culturally sensitive sites.
- Tracking damage to infrastructure and other combat-related effects to the civil component.
- Planning and coordinating branches and sequels.

## DEFENSIVE TASKS

3-87. Defensive tasks defeat attack, gain time, economize forces, and develop conditions favorable for offensive or stability tasks. Conducting defensive tasks preserve control over land, resources, and populations. CAO support to defensive tasks includes—

- Advising on the presence of culturally, economically, and politically significant assets and resources within the AO.
- Identifying COGs within the AO based on civil component analysis.
- Identifying decisive points along lines of operation.
- Denying the enemy civil component resources.
- Advising on countermobility operations directed at economically significant roads, railways, bridges, and other infrastructure.
- Planning and executing PRC to evacuate endangered populations.
- Participating in the targeting process by nominating restricted fire areas and no fire areas to minimize unnecessary damage to the civil infrastructure and culturally sensitive sites.
- Gaining civil information through CR and CIM to develop the civil component of the supported commander's COP.
- Advising the commander regarding civilian movements during the planning for emplacement of minefields.
- Tracking damage to infrastructure and other combat-related effects to the civil component.
- Planning and coordinating branches and sequels.

## STABILITY TASKS

3-88. CA forces conduct CAO during the execution of offensive and defensive tasks to set the conditions for stability tasks. CA support to stability tasks depends on the condition of the affected IPI. The CAO staff

continually monitors the condition of the HN throughout the operation, applies available resources to affect the civilian component, and recommends functional skills required to support this critical phase. CAO support conventional forces, SOF, USG agencies, and the HN civil administration in transitioning power back to the local government.

3-89. Time considerations normally are substantially different in stability tasks. The goals of stability may not be achievable in the short term. Success often requires perseverance—a long-term commitment to solving the root causes of instability. The achievement of these goals may take years. Conversely, daily operations may require rapid responses to changing conditions based on unanticipated localized conflict among competing groups. Civil considerations analysis is especially critical in stability. The civil population, HN government, IGOs, and NGOs can greatly affect achieving stability.

3-90. Forces conduct stability tasks to support a HN government or a transitional civil or military authority when no legitimate, functioning HN government exists. Stability tasks do not necessarily aim to reduce the military presence quickly but to achieve broader national policy goals that extend beyond the objectives of military operations.

3-91. According to Army Doctrinal Reference Publication (ADRP) 3-07, *Stability*, stability consists of five primary tasks that correspond to the five stability sectors that the DOS adopted. The primary stability tasks are fundamental to unified land operations and personnel conduct them across the range of military operations, from stable peace to general war. Forces may execute the primary tasks before, during, or after conflict. The five primary tasks of stability are:

- Establish civil security.
- Establish civil control.
- Restore essential services.
- Support to governance.
- Support the economic and infrastructure development.

3-92. Unity of effort is fundamental to achieve national policy goals identified for the conduct of stability tasks. The end state for successful stability is best described by five broad conditions—a safe and secure environment, established rule of law, social well-being, stable governance, and a sustainable economy.

## CIVIL AFFAIRS MISSION

3-93. ADRP 3-07 states that CA forces are essential to the conduct of successful stability tasks. The full capability of the CA force manifests in the conduct of stability tasks at the strategic, operational, and tactical levels. CAO support to stability includes the execution of all five CA core tasks, employment of CA functional specialists, and continuous analysis of the civil component of the operational environment in terms of both operational and mission variables by CAO staff elements.

3-94. Critical tasks executed by CA Soldiers supporting stability include the following:

- Conduct interagency collaborative planning and coordination accessible to both U.S. (the interagency) and non-U.S. (IGOs, NGOs, and IPI) partners.
- Assess the activities and capabilities of the interagency and IGOs, NGOs, and IPI in relation to achieving national policy goals.
- Coordinate, collate, and fuse civil information to the COP to continuously update the civil dimension situation.
- Provide CA functional specialist augmentation, as required, to support—
  - Advisory elements to HN ministerial, provincial, and local government agencies.
  - Deployed interagency civilian teams (PRT, advance civilian team, field advanced civilian team or COM, and U.S. country team).
  - International or military transitional authority.
- Program and manage spending implementation plans and policies to resource CAO projects and programs in support of stability.
- Provide dedicated liaison to the interagency and IGOs, NGOs, and IPI.
- Identify and assess MOPs and MOEs of supporting CAO.

- Establish CMOCs to facilitate communications and coordinate with civilian agencies and organizations.
- Conduct analysis of the civil dimension as it applies to COGs (both adversary and friendly) to identify root causes of instability.

## DEFENSE SUPPORT OF CIVIL AUTHORITIES

3-95. Army forces conduct DSCA within the United States and its territories. DSCA is a supporting CA task because DOD normally plays a supporting role under the National Response Framework (NRF). The NRF refers to DOD support of civil authorities.

3-96. The DOD established USNORTHCOM in 2002 to consolidate, under a single combatant command, existing missions that other military organizations previously executed. The mission of USNORTHCOM is homeland defense and DOD support of civil authority, which includes—

- Conducting operations to deter, prevent, and defeat threats and aggression against the United States, its territories, and its interests within the assigned AOR.
- Providing, as directed by the President or SecDef, military assistance to civil authorities including crisis management and consequence management (domestic incident management).

3-97. DSCA address the consequences of man-made or natural disasters and incidents beyond the capabilities of civilian authorities. Army forces do not conduct stability within the United States and its territories; under U.S. law, the federal and state governments are responsible for those tasks. Instead, U.S. Army forces conduct DSCA when requested, providing Army expertise and capabilities to lead agency authorities.

3-98. DSCA encompasses the combined emergency management authorities, policies, procedures, and resources of local, state, and national-level governments to mitigate, prepare for, respond to, and recover from disasters of all kinds. Although DOD may support all phases of the emergency management cycle (mitigation, preparation, response, and recovery), DOD usually only supports the response phase. DOD can deploy large organizations on short notice and employ them during the response phase of a disaster response operation. In the aftermath of a disaster, this effort includes incorporating voluntary disaster relief organizations, the private sector, and international sources into the National Incident Management System (NIMS) (Figure 3-2, page 3-22).

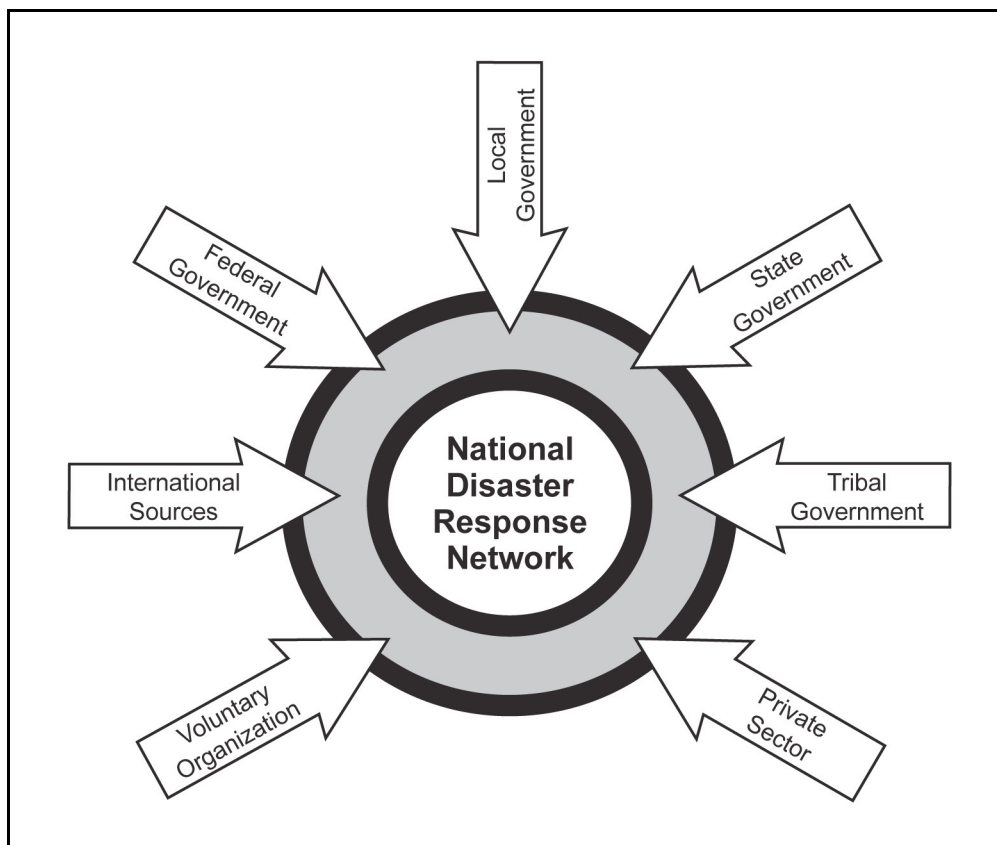
3-99. DSCA supplements the efforts and resources of state and local governments and organizations. A Presidential declaration of a major disaster or emergency usually precedes employment of Army forces. DSCA requires extensive coordination and liaison among many organizations—interagency, joint, Regular Army, and USAR—as well as with state and local governments. The NRF provides national-level architecture to coordinate the actions of all supporting federal agencies through the NIMS.

3-100. The NRF applies to major disasters or emergencies, as defined under the Stafford Act, which include—

- Natural catastrophes.
- Fires, floods, or explosions, regardless of cause.
- Any other occasion or instance in which the President deems that state and local efforts need supplemental federal assistance.

3-101. The NRF and federal assistance to emergencies cover the full range of complex and constantly changing requirements following a disaster. Emergency situation requirements might be—

- Saving lives, protecting property, and meeting basic human needs (response).
- Restoring the disaster area (recovery).
- Reducing vulnerability to future disasters (mitigation).



**Figure 3-2. National Incident Management System**

3-102. The government may implement the NRF in response to acts of terrorism, in accordance with the Homeland Security Act of 2002. The Homeland Security Presidential Directive–5, *Management of Domestic Incidents*, establishes clear objectives for a concerted national effort to—

- Prevent terrorist attacks within the United States.
- Reduce America’s vulnerability to terrorism, major disasters, and other emergencies.
- Minimize the damage of, and recover from, attacks, major disasters, and other emergencies.

3-103. Under the Stafford Act and Executive Orders 12148, *Federal Emergency Management*, and 12656, *Assignment of Emergency Preparedness Responsibilities*, the Department of Homeland Security primarily coordinates federal emergency preparedness, planning, management, and disaster assistance functions. The Department of Homeland Security also establishes federal disaster assistance policy. Under the law, state governors can request that the President declare a major disaster or emergency if an event is beyond the combined response capabilities of the affected state and local governments. On behalf of tribal government representative, state governors can request the same level of support for reservations and tribal sovereign territories. The affected government cannot receive federal assistance before a Presidential declaration of emergency or disaster.

3-104. The DOD maintains significant resources (personnel, equipment, and supplies) it may make available to support a federal response to a major disaster or emergency. The DOD will normally provide support only when other resources are unavailable and only if such support does not interfere with its primary mission or ability to respond to operational contingencies.



## CIVIL AFFAIRS ROLE

3-105. The CA supporting tasks in DSCA support the commander's operational function. Generally, CA Soldier tasks include—

- Assessing and assisting in the restoration of essential government services.
- Assisting in the protection of public health and safety (within the limits of Federal law and USC).
- Assisting in the provision of emergency relief to government, businesses, and individuals.
- Identifying and assessing the threat posed by hazardous materials (civil considerations analysis).
- Providing consultation through the defense coordinating officer (DCO) to decisionmakers.
- Participating in interagency assessment, planning, and synchronizing of DSCA tasks through the JTF and DCO.
- Participating in the execution of selected DSCA tasks, as needed or directed.

3-106. All six CA functional specialty areas may participate in DSCA based on METT-TC analysis. Department of Defense Directive (DODD) 3025.18, *Defense Support of Civil Authorities*; and JP 3-28, *Civil Support*, provide additional information on the role of U.S. forces in DSCA.

## CIVIL AFFAIRS SUPPORT OF ARMY OPERATIONS

3-107. The commander's intent links the mission, CONOPS, and tasks to subordinate units. CA staff officers integrate the capabilities of supporting CA forces into the OPLAN in support of the commander's intent. Paragraph 3, *Execution*, of Annex K (Civil Affairs Operations) to the supported command's OPLAN addresses the CAO scheme of support, subordinate unit tasks, and coordination instructions CA and other Army forces execute in support of the commander's intent. The *Execution* paragraph outlines what the support commander wants CAO to achieve to accomplish the mission.

## CONCEPT OF OPERATIONS

3-108. Commanders organize forces according to purposes by determining whether each unit's operation will be decisive, shaping, or sustaining. These decisions form the basis of the commander's CONOPS through the MDMP and METT-TC analysis. Through MDMP and METT-TC considerations, the CAO planner recommends the allocation of CA forces in support of these operations to the supported commander.

## DECISIVE OPERATIONS

3-109. Decisive operations are those that directly accomplish the task assigned by the higher HQ. Decisive operations conclusively determine the outcome of major operations, battles, and engagements. The decisive operation may include multiple actions conducted simultaneously throughout the AO. Normally, CAO and CMO support the offensive or defensive decisive operations by an enabling maneuver, mainly through planning PRC and providing critical civil information to increase the commander's situational awareness and understanding. CAO and CMO support to decisive operations in stability do not always have immediate impacts. In DSCA, all CA core tasks support decisive operations and normally prevent or mitigate the effects of natural or man-made disasters. CAO and CMO support decisive operations in stability and DSCA by planning and assisting in stabilizing and establishing order in the JOA or AO. CAO and CMO planners and CA forces support the warfighting commander's decisive operations by—

- Coordinating the use by military forces of local resources, facilities, and support, such as civilian labor, transportation, communications, maintenance or medical facilities, and miscellaneous services and supplies through and with IPI.
- Planning for possible population displacements and working with civilian organizations (IPI, UN, and so on) to minimize local populace interference with U.S. decisive operations.
- Coordinating with civilian organizations to identify the local resources, facilities, and support available for U.S. operations.
- Providing liaison and coordinating CAO and CMO with local IPI, OGAs, IGOs, and NGOs as applicable.

- Predicting movement of civilians and establishing procedures and processes to minimize their interference with decisive operations.
- Estimating the availability of resources.
- Preparing area studies of the assigned area to support the mission, as required.
- Providing civil information and analysis to U.S. and other agencies on the political, economic, social, and cultural characteristics of the local populace.
- Recommending theater policy for FHA, civil assistance, and civil administration operations.
- Acting as the focal point for cultural considerations.
- Providing technical expertise in all civil functions.
- Providing timely civil information for the development of the supported commander's COP.

### **SHAPING OPERATIONS**

3-110. Shaping operations at any echelon create and preserve conditions for the success of the decisive operation. During stability, shaping operations often convert temporary gains into long-term political success. Shaping operations can aim to keep newly gained stability from being undone. Shaping operations may focus on identifying and mitigating potential flashpoints that can occur after initial stabilization efforts. The main effort during shaping operations is military-to-civilian contact. The secondary effort is civilian-to-civilian contact by the interagency. CA forces conduct CAO, and CMO planners plan CMO to seek to deter a potential crisis, to reinforce or regain public support of the HN government and U.S. forces, and to mitigate conditions that lead toward insurgent safe havens. CMO are shaping operations that gain favor with the IPI and influence positive attitudes and perceptions. CMO directly support the commander's ability to conduct shaping operations in his JOA or AO by facilitating the transfer of responsibilities to civilian control.

### **SUSTAINING OPERATIONS**

3-111. Sustaining operations at any echelon can enable shaping and decisive operations by providing logistics support, operational area security, movement control, terrain management, and infrastructure development. CAO and CMO normally support sustaining operations through their planning abilities in movement control and infrastructure development. CAO and CMO support sustaining operations working with IPI and local authorities to protect local sources of essential supplies and services. CA forces support sustaining operations by—

- Providing liaison to local agencies and civilian authorities.
- Identifying the local resources, facilities, and support available for U.S. operations.
- Coordinating the use by military forces of local resources, facilities, and support, such as civilian labor, transportation, communications, medical facilities, and miscellaneous services and supplies.
- Facilitating military efforts to develop and implement plans for using local resources, as well as supporting civil information programs and coordinating these efforts with those of IGOs, NGOs, and IPI.
- Minimizing the impact of U.S. military operations on civilians through inform and influence activities and by planning for possible population displacements.
- Managing civilian access to areas of ongoing operations using military police and other designated units of the supported command.
- Facilitating the passage of civilian humanitarian assistance and providers when possible.
- Advising the command on cultural and moral considerations.

### **CIVIL AFFAIRS SUPPORT OF CIVIL MILITARY OPERATIONS**

3-112. Doctrinally, CMO are a joint operational construct and the inherent responsibility of all commanders. Within this construct, every contact between U.S. military forces and the civil component of the operational environment is a CMO engagement (JP 3-57). Commanders at all levels must realize that Soldier's actions when dealing with the indigenous populace, local government officials, the interagency, IGOs, and NGOs impact the overall CMO situation. Predeployment and sustainment training of all Soldiers

regarding the culture and customs of the factions of the indigenous populace they may encounter enhance the effectiveness of the overall CMO objectives.

3-113. Every U.S. military organization has some capability to support CMO. Certain types of organizations, typically CA and MISO units, form the nucleus of CMO planning, execution, and assessment efforts. Others—such as other SOF, engineers, medical support, transportation, military police, and security forces—act as enablers. However, for CMO to be successful all commanders must carry out their responsibilities regarding CMO. Personnel should not consider CMO something done only by CA and MISO forces.

3-114. CMO are inherently joint, interagency, and multinational. Always subordinate to policy, they are at the heart of unity of effort and unified action through their coordinating and information management functions. CMO may include performance by military forces of activities and functions normally the responsibility of local, regional, or national government. Interagency coordination, multinational partnerships, and coordination with IPI, IGOs, and NGOs formulate and manage CMO that integrate with strategic-, operational-, and tactical-level plans and operations.

3-115. CA forces are specifically organized, trained, and equipped to support CMO. All CAO support the JFC's CMO objectives in all phases of joint operations. CA elements support CMO by—

- Assigning CA personnel to the CMO staff elements of joint, coalition, and multinational HQ.
- Providing dedicated staff augmentation CMO planning capability to joint, coalition, and multinational HQ at the operational and strategic levels.
- Providing a dedicated liaison capability for the civil component of the operational environment.
- Providing CA functional specialists in six functional specialty areas that support planning and coordination of interagency or HN efforts and, in a general support role, to joint force components requiring such capabilities.

## INTERAGENCY COORDINATION

3-116. National Security Presidential Directive (NSPD) 44, *Management of Interagency Efforts Concerning Reconstruction and Stabilization*, directed the Secretary of State to coordinate and lead integrated USG efforts to prepare, plan for, and conduct reconstruction and stabilization activities. These activities depend on the conditions of the operational environment and may occur with or without U.S. military engagement. The directive requires the Secretaries of State and Defense to coordinate and synchronize civilian and military efforts to ensure integrated civilian and military planning. The DODI 3000.05, *Stability Operations*, complements NSPD 44.

3-117. The issuance of DODI 3000.05 rescinded DODD 3000.05, *Military Support for Stability, Security, Transition, and Reconstruction (SSTR) Operations*, updated DOD stability operations policy, and assigned responsibilities for the identification and development of DOD capabilities to support stability operations. This instruction reemphasized that stability operations are a core U.S. military mission equivalent to combat operations and that U.S. forces must be prepared to conduct these operations across the range of military operations.

3-118. DODI 3000.05 identifies stability operations tasks for which U.S. forces must prepare to act as the lead agency “until such time as it is feasible to transition lead responsibility to other U.S. Government agencies, foreign governments and security forces, or international governmental organizations.” These tasks include—

- Establishing civil security and civil control.
- Restoring or providing essential services.
- Repairing critical infrastructure.
- Providing humanitarian assistance.

3-119. The instruction further identifies stability operations tasks that U.S. forces must prepare to assist other USG agencies, foreign governments and security forces, and international governmental organizations in planning and executing reconstruction and stabilization efforts, to include—

- Disarming, demobilizing, and reintegrating former belligerents into civil society.
- Rehabilitating former belligerents and units into legitimate security forces.
- Strengthening governance and the rule of law.
- Fostering economic stability and development.

3-120. Interagency coordination is the cooperation and communication that occurs between agencies of the USG, including the DOD, to accomplish an objective. The accomplishment of strategic objectives identified in U.S. national security policy requires a whole-of-government approach that achieves unity of effort. Successful CMO require the integration of a number of diverse entities found within the commander's operational environment. CMO necessitate interaction among the—

- Interagency.
- Multinational and indigenous security forces.
- HN.
- Other foreign government organizations.
- IGOs.
- NGOs.

3-121. The challenge is to create an atmosphere of cooperation among extremely diverse groups with different and sometimes conflicting goals, policies, procedures, capabilities, and decision-making techniques. In fact, some IGOs' and NGOs' policies may diametrically oppose U.S. national policy goals and objectives.

3-122. CA forces enable interagency coordination through various means and organizational structures at the strategic, operational, and tactical levels including—

- CMOCs.
- CLTs.
- Direct support of PRTs and Civilian Response Corps elements of the Bureau of Conflict and Stabilization Operations (integration-planning cells, advance civilian teams, and field advanced civilian teams). ADRP 3-07 contains additional information regarding the Civilian Response Corps.
- CMSE.

3-123. The publication of DODD 3000.07, *Irregular Warfare (IW)*, identified the requirement to support "Integrated civilian-military teams for steady-state and surge activities, and lead them if civilians are unable." The directive defined civilian-military team as: "Temporary organizations of civilian and military personnel specifically task-organized to provide an optimal mix of capabilities and expertise to accomplish specific operational and planning tasks, or to achieve objectives at the strategic, operational, or tactical levels. Civilian-military teams may conduct both overt and clandestine operations." CA forces are currently supporting the civilian-military team construct globally.

## CIVIL-MILITARY ENGAGEMENT

3-124. CME is a formal program initiated by USSOCOM to address specific shaping operations that support global SOF contingency plans. CME is a supporting effort to USSOCOM for countering violent extremist organizations. CME requires continuous coordination with the GCCs and TSOCs to identify requirements and integrate actions into the TCP. As defined, CME is a formal program that facilitates the U.S. interagency, HN indigenous authorities interagency, select intergovernmental and nongovernmental partners, and the private sector to build, replace, repair, and sustain civil capabilities and capacities that eliminate, reduce, or mitigate civil vulnerabilities to local and regional populations. CME is a globally synchronized and regionally coordinated program of country-specific and regional actions executed through and with indigenous and U.S. interagency partners to eliminate the underlying conditions and core motivations for local and regional population support to violent extremist organizations and their networks.

3-125. The TSOC manages and coordinates CME operations at the theater level. CA planners coordinate CME operations with the GCC's contingency and theater campaign plans and synchronize them with the DOS Mission Strategic Plan of the American Embassy of the HN in which forces will conduct operations. Best described as NA, CME operations identify and address critical civil vulnerabilities in undergoverned and ungoverned areas or high-threat environments where indigenous authorities or the interagency (specifically the country team and especially USAID) cannot engage. In some situations, the inability to address these critical areas may be a function of indigenous and/or interagency lack of capacity.

3-126. CME is planned, prepared for, executed, and assessed by elements of USASOC assigned CA forces. When forces deploy to support CME, they become a CMSE. A CMSE is a task-organized CA force that conducts CME in a specified country or region. A CMSE is composed of a persistent-presence element of CA leaders/planners and a presence-for-purpose element composed of a CAT that may include enablers (for example, medical support, engineers, and so on) who are task organized for a specific time to execute a coordinated mission.

3-127. CME as a concept is USSOCOM's contribution, and part of DODs' strategy, to building partner capacity in a preventive, population-centric, and indirect approach to enhance the capability, capacity, and legitimacy of partnered indigenous governments. The successful execution of CME identifies the causes or drivers of instability or popular grievances of the indigenous population that violent extremist organizations can exploit by destabilizing the civil component of the operational environment.

3-128. USSOCOM designs and intends CME to be preventive. Whereas FID represents one of the primary operational activities associated with nation assistance, CME more directly supports a broader HN IDAD strategy through its support of the American Embassy, country team, and HN government's efforts to counter violent extremism and achieve self-sustainable stability.

3-129. CME's population-centric and indirect approach is manifested in three lines of effort:

- Enable partners to combat violent extremist organizations by—
  - Improving interagency and HN capacity and legitimacy.
  - Supporting key communicators and marginalizing spoilers.
  - Developing and fostering relationships between HN and the geographic combatant command, interagency, IGOs, and NGOs.
- Deter tacit and active support of violent extremist organizations by—
  - Facilitating the denial of resources, disruption, degradation over time, and ultimate defeat of violent extremist organizations and networks.
  - Setting the conditions and supporting other SOF elements to access the HN and target adversaries.
- Erode support for extremist ideologies by—
  - Facilitating proactive/persistent engagement with the HN and interagency.
  - Supporting American Embassy/SOF/HN information operations objectives.

3-130. The indirect approach focuses on both the adversary's vulnerabilities and the vulnerabilities of the indigenous civil society. Using targeted assessments and METT-TC analysis, actions are planned and executed in coordination with interagency and HN partners to address these vulnerabilities. Building HN capability and capacity to eliminate the causes and drivers of instability exploits adversary weaknesses and addresses threats to civil society. The objective of these actions is to eliminate, reduce, and/or mitigate civil vulnerabilities, ultimately deterring and eroding support for violent extremist organizations and their ideology.

## CIVIL-MILITARY SUPPORT ELEMENT

3-131. The CMSE is task organized from the CA regionally aligned battalions of the USASOC-assigned CA brigade. Each CMSE consists of a persistent-presence element and a presence-for-purpose element. Upon deployment, the CMSE falls under OPCON of the TSOC and provides direct support to the American Embassy of the country of employment. The CMSE may provide general support to other SOF organizations present in-country, such as a military liaison element (SF-centric), a military information support team (MISO-centric), or a JSOTF.

3-132. CA leaders/planners make up the persistent-presence element of the CMSE. These individuals may deploy for extended periods. This is the base element of CMSE tasked with—

- CONOPS development and implementation.
- Interagency and HN synchronization, coordination, and approval of the CONOPS.
- Limited CR and area assessment.

3-133. The presence-for-purpose element of the CMSE is comprised of a task-organized CAT based on a METT-TC analysis of the approved CONOPS. The task organization of the CAT may include additional enabler personnel identified by specific mission analysis. This element of the CMSE is tasked with—

- CR.
- Tactical-level CAO planning.
- CAO execution and assessment.

3-134. Essential tasks performed by the combined elements of the CMSE include the following:

- Determining country-specific civil vulnerabilities in coordination with the American Embassy, HN indigenous government authorities, and select IGO/NGO partners.
- Developing country-specific plans, policies, programs, and/or projects to address prioritized civil vulnerabilities.
- Facilitating the implementation of American Embassy (USAID) and indigenous authorities' country-specific policies, programs, and/or projects to address civil vulnerabilities and underlying conditions for support to violent extremist organizations.
- Collecting, analyzing, and fusing civil component information with American Embassy, SOF, and indigenous and multinational partners.
- Establishing priorities for CME operations, focusing nonlethal targeting, and developing action plans.
- Developing MOEs, evaluating the impacts of CME operations, and adjusting action plans, as required.
- Planning for and transitioning CME operations to the interagency, HN government, or other partners.
- Providing liaison to the American Embassy.
- Providing liaison to the HN.
- Conducting CR.

## **CIVIL AFFAIRS OPERATIONS AND INFORM AND INFLUENCE ACTIVITIES**

3-135. CAO are a primary enabler of inform and influence activities. CAO and CMO complement inform and influence activities and facilitate mission accomplishment by enhancing the relationship between the civilian populace and the overall force. CA forces must maintain their credibility with the civilian populace and avoid the perception that their operations directly relate to inform and influence activities. However, CAO and CMO can create conditions that contribute to information superiority.

3-136. Commanders and staffs at all levels encounter an expanding information domain termed the global information grid (GIG). The GIG contains information processes and systems that are beyond the direct influence of the military or the President and/or SecDef but may directly affect the success or failure of military operations. The media, IGOs, NGOs, and selected individuals represent a partial list of GIG participants.

3-137. All military operations occur within the GIG, which is interactive and pervasive in its presence and influence. Electronic technologies permit a global audience, in near real time and without the effects of filters, to be knowledgeable of any aspect of a military operation. With easy access to the global or national information network, the suppression, control, or censorship of the spread of information may be neither feasible nor desirable.

3-138. Adversaries and other non-DOD organizations—including many participants, agencies, and influences outside the traditional view of military conflict—intrude on the military information environment. Adversaries, perhaps supported by nonaligned nations, seek to gain an advantage in the GIG by using battlefield systems and organizations. In addition, the media, think tanks, academic institutions, IGOs, NGOs, and individuals with access to information are all potentially significant participants in the GIG. These entities can affect the strategic and operational direction of military operations before they begin. Independent of military control, their impact is always situation-dependent. Their activities may cause an unanticipated or unintentional effect on military operations. Such participants include—

- Government agencies, such as the DOS or the Federal Emergency Management Agency.
- IGOs (UN, ICRC, World Health Organization, International Organization for Migration) and NGOs.
- International agencies that provide a commercial service, such as the European Space Agency.
- Social and cultural elements, including religious movements and their leaders.
- Intelligence and military communications systems of allies, adversaries, and other Services.
- Individuals with the appropriate hardware and software to communicate with a worldwide audience.

3-139. Harnessing the information potential to transform how the commander operates is critical to success in the future. Technology alone, however, cannot give commanders and staffs automatic environment visualization, flawless situational awareness, easily expanded vision, or highly effective information management. A command's initiative to harness the potential of information can only support the application of a leader's judgment, wisdom, experience, and intuition to enhance his battle command.

3-140. Commanders currently synchronize CAO with inform and influence activities and PA to gain and maintain information dominance, as well as effective mission command. Successful operations require effective mission command to transform military capabilities into applied military power.

3-141. In many situations, GIG organizations are present in the AOR before conventional forces arrive. GIG organizations are often entrenched, with an established logistics framework and long-standing coordination and liaison arrangements. For example, media members may initially know the AOR better than military personnel do. As media members cover the buildup, they gain a thorough understanding of the situation, particularly in stability, and form their own perspectives. The projection of forces into the situation is of national interest, with national and international media watching from the moment forces arrive. CA personnel need to deploy early to support the commander and the force in their interactions with these organizations. CA operations not only reduce the potential distractions to a commander but also educate these organizations and facilitate their efforts to provide accurate, balanced, credible, and timely information to local officials and agencies, as well as external audiences. Some unique considerations apply to force projection and stability. In addition, CA forces and CAO planners need to leverage the commander's plan with an inform and influence activities effort to promote civilian legitimacy for IPI, not just to show what the United States is doing to help people.

3-142. Close integration of CAO with inform and influence activities provides an integral role of interfacing with critical actors and influences in the GIG. Whether in stability or in war, conducting military operations, consolidating combat power, and seeking information dominance are all efforts that improve when commanders leverage CA support. Although conditions differ across the range of military operations, CA forces support CMO by establishing, maintaining, influencing, or exploiting relations among military forces, civil authorities, and the civilian populace in an AO to facilitate military operations.

3-143. A CMOC can be established to interact with key participants and influences in the GIG, mainly through the CMOC CIM cell and the fusion it provides into the GIG, such as local authorities, IGOs, and NGOs. CATs support military operations by applying their skills and experience in public administration, economics, public facilities, linguistics, cultural affairs, and civil information and by providing information relevant to developing the commander's COP.

3-144. Commanders must include CAO in their planning guidance. CAO planners must consider all available support and information to ensure successful completion of the CAO mission. CA forces are well suited to plan, coordinate, support, and, if directed, supervise various operations to support U.S. objectives.



3-145. CAO, when interrelated with inform and influence activities and PA, support the commander's objective of achieving information dominance in any operational environment—combat or peacetime. CAO provide liaison and connectivity with essential participants and influences in the GIG and interact with specific elements of inform and influence forces.

3-146. The nature of CA operational support to CMO and the need for CA personnel to develop and maintain a close relationship with the civilian populace put them in a favorable position to gather information. CIM encompasses the complete spectrum of cultural, social, political, and economic issues within the present or potential AOs. In their daily operations, CA personnel work with people, equipment, and documents that are prime sources of information. Information gathered supports the COP and CCIRs and is often important to other agencies and to staff sections of other units.

3-147. CA units are included in the information collection plan of the supported unit. CA units report information that meets the criteria of the supported unit's collection plan. Prime sources of information available to CA units include but are not limited to—

- Civilians billeted with, catered to, or associated with enemy personnel.
- DCs and other personnel participating in movement control, relief, or other assistance (normally referred to appropriate intelligence personnel).
- Government documents, libraries, or archives.
- Files of newspapers or periodicals.
- Industrial and commercial records.
- Technical equipment, blueprints, plans, or information of interest related to transportation, signal, engineer, and medical fields.

3-148. The information collected can supplement the intelligence effort. U.S. forces need timely, accurate information and intelligence to plan missions, to secure the element of surprise, to identify and develop targets, and to protect U.S. interests across the range of military operations. CAO further provide timely information to the CCIR.

3-149. CA personnel are not, and must not have the appearance of being, intelligence agents. The mission of the supported unit drives the intelligence cycle. As operational planning begins, so does intelligence planning. Requirements for operational planning are normally for finished intelligence studies, estimates, or briefings. CAO planners prepare their estimates from basic intelligence documents not primarily written for CA use, such as an area study. Intelligence is the product resulting from the collection, evaluation, and processing of information.

## **CIVIL AFFAIRS OPERATIONS AND PUBLIC AFFAIRS**

3-150. As an official spokesperson, the PA officer can ensure through established PA guidance that the command speaks with one voice and observes operations security. CA, MISO, and PA elements use many of the same communications media with essentially the same messages but to different audiences. CA and MISO personnel address local populations and enemy forces, respectively. PA personnel address national and international news media and U.S. forces.

3-151. Popular U.S. public support contributes to the success of CMO. The U.S. Army gains this support by allowing the news media access to Soldiers and to unclassified information. PA personnel escort news media representatives whenever they are in the AO. Uncoordinated public support for CMO missions is usually inappropriate, expensive, logistically difficult, time-consuming, and often not useful in humanitarian relief operations. Financial contributions to favorite NGOs are much more desirable and helpful.

3-152. CA and MISO personnel provide news and information to the local populace on the effects of combat operations. PA personnel provide U.S. and international news media representatives information on Army operations. PA products are a valuable source of news and information to Soldiers in the AO. The importance of coordinating CA efforts with MISO and PA activities cannot be overstressed. Information released through one of these channels is available to, and has an effect upon, all audiences. If information released to the HN populace by CA and MISO personnel conflicts with information released to U.S. Soldiers through PA channels, the result may be a loss of credibility for all involved and a negation of any positive accomplishments.



## CIVIL AFFAIRS OPERATIONS SUPPORT TO ARMY SPECIAL OPERATIONS FORCES

3-153. ARSOF perform various missions and core activities. They are specifically organized, trained, and equipped to accomplish the following core activities:

- Unconventional warfare (UW).
- FID.
- Counterinsurgency (COIN).
- Security force assistance (SFA).
- Direct action.
- Special reconnaissance (SR).
- Counterterrorism.
- MISO.
- CAO.
- Counterproliferation of WMD.
- Information operations.

3-154. Successful CAO depend on the support of the populace. No matter the state of the environment or the military operation, CAO are capable of supporting ARSOF to achieve U.S. goals in the AO. Most U.S. military operations occur in a low-threat environment with the objective of winning popular support. Therefore, CA units must help other SOF to mobilize this support, keeping in mind the impact of the operation on the civilian populace. CA forces must remain politically attuned, regionally oriented, and linguistically capable of supporting SO.

### UNCONVENTIONAL WARFARE

3-155. The U.S. Army defines UW as activities conducted to enable a resistance movement or insurgency to coerce, disrupt, or overthrow a government or occupying power by operating through or with an underground, auxiliary and guerrilla force in a denied area. Forces can conduct UW operations across the range of military operations against regular and irregular forces that may or may not possess State sponsorship.

3-156. According to Training Circular (TC) 18-01, *Special Forces Unconventional Warfare*, CMO are inherent to UW. The UW environment contains military and civilian components that are scattered and intertwined within the JSOA. Although the Special Forces operational detachment (SFOD) generally focuses its efforts on the military aspect of an insurgency, it must also consider the nonmilitary aspects of the JSOA. Natural, routine, planned, or unpredictable indigenous activities may hinder or help the activities of the guerrilla force during all phases of a U.S.-sponsored insurgency.

3-157. CMO are the commander's activities that establish, maintain, influence, or exploit relations between military (including guerrilla or insurgent) forces, government, NGOs, and the IPI in the JSOA. CMO facilitate other military operations and consolidate and achieve U.S. objectives. In CMO, military forces may perform activities and functions that are normally the responsibility of local, regional, or national government. These activities will occur before, during, or after other military actions. They may also occur, if directed, in the absence of other military operations in an UW environment.

3-158. The intent of U.S. military UW operations is to exploit a hostile power's political, military, economic, and psychological vulnerability by developing and sustaining resistance forces to accomplish U.S. strategic objectives. CMO planners and CA forces are well equipped to assist SFODs in developing the internal and external factors that make-up the operational environment of UW operations and in achieving the support or neutrality of various segments of society within or influencing the JSOA.

3-159. Internal factors to which CA forces and CMO planners can contribute are as follows:

- Strengths, weaknesses, vulnerabilities, functions, and COG within and influencing the JSOA.
- Analysis of interrelationships the COGs and key members of the IPI within and influencing the JSOA, using the ASCOPE.

- Analysis of goals and motivating factors for key civil sector factors.
  - Relationships with USG, OGAs, IGOs, and NGOs within and influencing the JSOA.
- 3-160. External factors to which CA forces and CMO planners can contribute are as follows:
- Scope and limitations of each agency's influence and programs.
  - Legal and political restrictions and considerations on SF activities.
  - Civil sources and assistance available to SF to further ensure mission accomplishment.
  - Intent and goals of NGOs and other key civilian IPI in the JSOA.
  - Status of relationships of IPI, IGOs, and NGOs with representatives of the USG.
  - Intent and goals of IGOs (for example, UN, African Union, and NATO).
- 3-161. All CAO may support UW, although the most important role of CAO is facilitating the swift transition of power from the resistance forces to a legitimate government after the cessation of hostilities. CA forces may also assist SFODs in planning and executing UW operations by—
- Advising SFODs in cultural, political, and economic considerations within the JSOA.
  - Assessing impacts of proposed missions to the local populace.
  - Advising SFODs on development of resistance organizations and the expansion of the JSOA in gaining and maintaining popular support.
  - Assisting partisan forces to develop auxiliaries and to conduct PRC operations.
  - Assisting SFODs in integrating with OGAs (for example; DOS, and USAID).
  - Advising and assisting SFODs in planning, coordination, and establishment of DC camps (key recruitment source).
  - Advising and planning measures to gain support of the UW force's civilian populace.
  - Planning mobilization of popular support to UW campaign.
  - Analyzing impacts of resistance on IPI and COGs through CA inputs to IPB.
  - Providing supported commander with critical elements of civil information to improve situational awareness and understanding within the battlefield.
  - Assessing the knowledge, skills, abilities, and attitudes of individuals among the local populace and resistance organizations to identify potential, post-hostilities social, political, and economic leaders.
  - Advising SFOD and partisan forces on development of civil administration within JSOA as a legitimate government begins to operate.
- 3-162. CA forces are capable of providing support to all seven phases of a UW campaign: preparation, initial contact, infiltration, organization, buildup, combat employment, and transition (Figure 3-3, page 3-34). JP 3-05, *Doctrine for Joint Special Operations*, and TC 18-01 provide additional information on CA support to the seven phases of UW.

## FOREIGN INTERNAL DEFENSE

*The war on terrorism will be fought with increased support for democracy programs, judicial reform, conflict resolution, poverty alleviation, economic reform, and health and education. All of these together deny the reason for terrorists to exist or to find safe haven within borders.*

Secretary of State Colin Powell  
12 November 2001

- 3-163. FID is defined as participation by civilian and military agencies of a government in any of the action programs taken by another government or designated organization to free and protect its society from subversion, lawlessness, and insurgency.
- 3-164. Like UW, FID is an umbrella concept that covers a broad range of activities. Its primary intent is always to help the legitimate host government address internal threats and their underlying causes. Commensurate with U.S. policy goals, the focus of all U.S. FID efforts is to support the HN program of

IDAD. FID is not restricted to times of conflict. It also can take place in the form of training exercises and other activities that show U.S. resolve to and for the region.

3-165. The proper use of CA assets in FID is essential during all phases of an insurgency to counter a resistance movement. When used to its full potential, CMO can be crucial in preventing the escalation of an insurgency to higher phases. A national development program can solidify the position of the HN government and improve conditions for the people. CAO vary with the capabilities of the host government and with the level of insurgent activity. The economic, social, and political situations also are major influences.

3-166. CA units conduct various CAO that support the internal development of a HN. CA forces may support other military forces and nonmilitary agencies through direct or indirect support of FID, but they must coordinate with the HN, TSOC, and the GCC. These operations focus on the indigenous infrastructures and population in the operational areas.

3-167. CA forces provide expertise in PRC, FHA, NA (MCA is a subtask of NA), SCA, and CIM. They also provide support in limited medical and engineer advisory capabilities. Plans normally assign CA personnel supporting FID to the highest-level military elements supervising FID operations or to U.S. military advisory elements that train and aid FN or HN military units. CA elements supporting FID—

- Review U.S. SA program objectives and HN IDAD goals, and plan CMO to support the HN IDAD plan.
- Plan CMO based on the three phases of insurgency described in TC 18-01.
- Train HN military to plan, train for, and conduct NA, PRC, and other CAO appropriate to the IDAD of its country.
- Train HN security forces and civilian agencies on tactics, techniques, and procedures required to protect the HN from subversion, lawlessness, and insurgency.
- Train HN security forces and civilian agencies on developing indigenous individual, leader, and organizational skills to isolate insurgents from the civil population, and protect the civil population.
- Establish and maintain contact with nonmilitary agencies and local authorities.
- Identify specific CMO missions the HN military can and should conduct.

3-168. JP 3-22, *Foreign Internal Defense*, JP 3-05, and FM 3-05.2, *Foreign Internal Defense*, provide additional information on the roles of CA in FID.

## COUNTERINSURGENCY

3-169. COIN is defined as those military, paramilitary, political, economic, psychological, and civic actions taken by a government to defeat insurgency. Successful COIN operations are population-focused because of the importance of building support for the HN government and its programs. Likewise, the population is a COG for an insurgency, and is targeted as part of an integrated COIN effort. COIN draws heavily on a broad range of the joint force's capabilities and requires a different mix of offensive, defensive, and stability tasks from that expected in major combat operations. CA forces support both SOF and conventional forces during COIN operations by—

- Conducting CAO targeted to bolster or restore HN government legitimacy within the population.
- Providing coordination and liaison between HN agencies and the supported commander, interagency, IGOs, and NGOs to develop unity of effort.
- Collecting, analyzing, and sharing civil information.
- Conducting CR to satisfy civil information requirements.
- Providing CAO and CMO training to HN and partner security forces and civilian agencies.

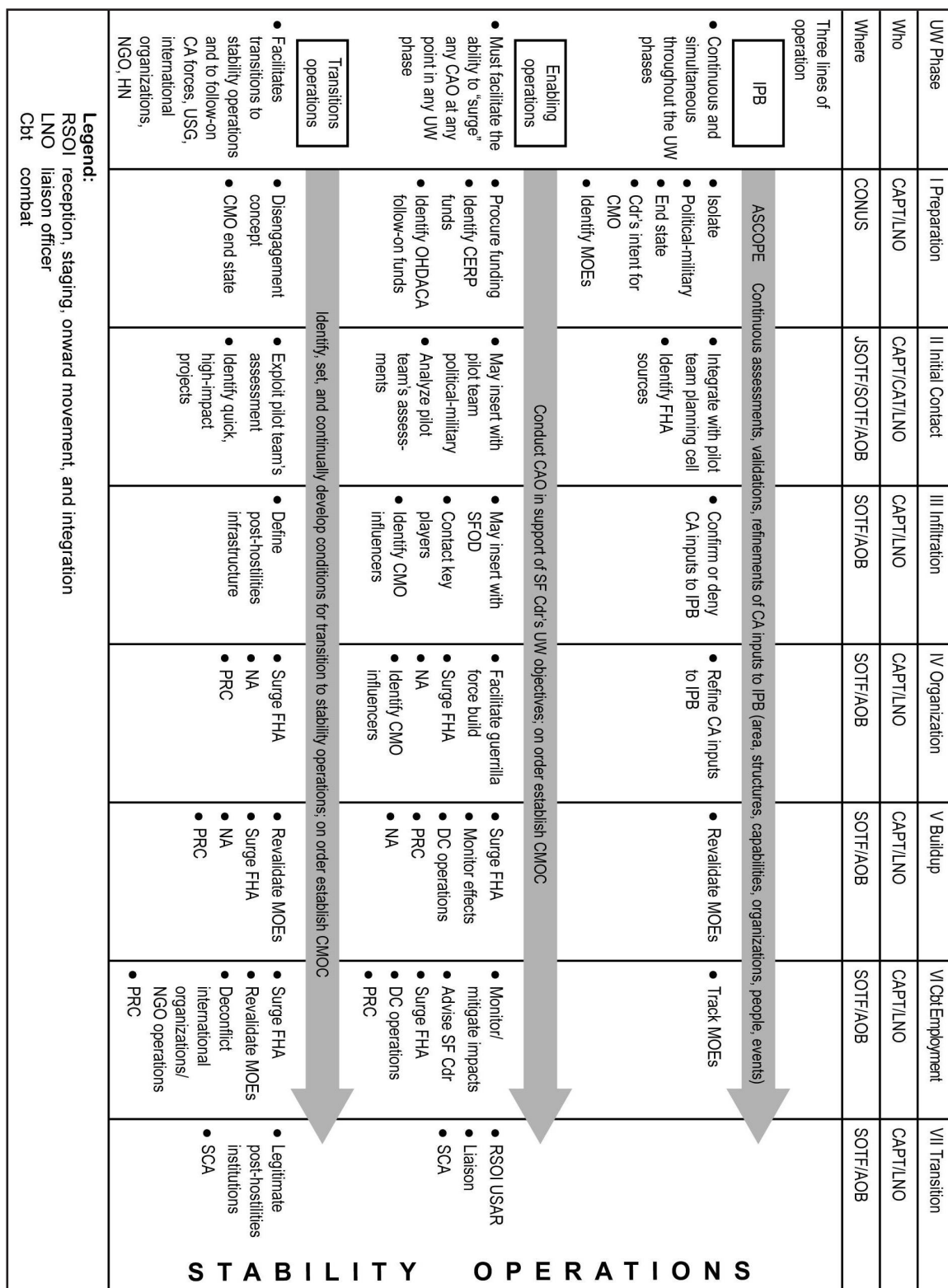


Figure 3-3. Civil-military lines of operation in support of unconventional warfare

## DIRECT ACTION

3-170. Direct action operations are short-duration strikes and other small-scale offensive actions that forces conduct as a special operation in hostile, denied, or politically sensitive environments and in which forces use specialized military capabilities to seize, destroy, capture, exploit, recover, or damage designated targets. Direct action differs from conventional offensive actions in the level of physical and political risk, operational techniques, and the degree of discriminate and precise use of force to achieve specific objectives. In the conduct of these operations, SOF may—

- Use raid, ambush, or direct assault tactics, including close quarters battle.
- Emplace mines and other munitions.
- Conduct standoff attacks by fire from air, ground, or maritime platforms.
- Provide terminal guidance for precision-guided munitions.
- Conduct independent sabotage.
- Conduct antiship operations.

3-171. JP 3-05 provides additional information on direct action. CA forces do not normally participate in direct action missions; however, CA forces provide planning support to address possible adverse effects and to mitigate those effects through METT-TC analysis.

## SPECIAL RECONNAISSANCE

3-172. SR is reconnaissance and surveillance actions that forces conduct as a special operation in hostile, denied, or politically sensitive environments to collect or verify information of strategic or operational significance and in which forces use military capabilities not normally found in conventional forces. These actions provide an additive capability for commanders and supplement other conventional reconnaissance and surveillance actions. SOF conduct SR operations to—

- Confirm, refute, or obtain by visual observation or other collection methods information on the capabilities, intentions, and activities of an actual or potential enemy.
- Secure data on the meteorological, hydrographic, or geographic characteristics of a particular area.

SR operations include target acquisition, area assessments, and poststrike reconnaissance.

3-173. Army Tactics, Techniques, and Procedures (ATTP) 3-18.04, *Special Forces Special Reconnaissance Tactics, Techniques, and Procedures*, provides additional SR information. CA forces do not normally participate in SR missions.

## COUNTERTERRORISM

3-174. Counterterrorism operations are those that include offensive measures taken to prevent, deter, preempt, and respond to terrorism. ARSOF possess the capability to conduct these operations in urban environments that political or threat conditions deny to conventional forces.

3-175. ARSOF activities within counterterrorism include, but are not limited to, intelligence operations, attacks against terrorist networks and infrastructures, hostage rescue, recovery of sensitive material from terrorist organizations, and nonlethal activities aimed at the ideologies or motivations that spawn terrorism. CA forces best support counterterrorism operations through these nonlethal activities. Depending on the METT-TC, all CA core tasks can support counterterrorism operations. Most counterterrorism activities are classified. Further discussion of counterterrorism is beyond the scope of this publication.

## MILITARY INFORMATION SUPPORT OPERATIONS

3-176. MISO are planned operations to convey selected information and indicators to foreign audiences that influence their emotions, motives, objective reasoning, and behavior. The aim of MISO is to change the behavior of foreign governments, organizations, groups, and individuals. The purpose of MISO is to induce or reinforce attitudes and behaviors favorable to U.S. national goals in selected foreign target audiences.

3-177. FM 3-05.30, *Psychological Operations*; FM 3-05.301, *Psychological Operations Process Tactics, Techniques, and Procedures*; and JP 3-13.2, *Psychological Operations*, provide additional information on MISO.

3-178. CA forces integrate into the theater MISO plan by conducting public information activities and providing timely feedback on the effectiveness of the MISO plan. CA planners integrate CAO into operational plans and orders. CA forces provide accurate reporting of the operation and combat distorted or misrepresented information disseminated by the adversary. CA planners can—

- Represent CA concerns in MISO activities.
- Coordinate with the Military Information Support task force to ensure consistency of messages and operations security without compromising CA credibility.
- Prepare CAO running estimates, assessments, and the annex to the OPLAN or OPORD to identify and integrate CA support.
- Coordinate the use of local resources, facilities, and support—for example, civilian labor, transportation, communications, maintenance, or medical facilities and miscellaneous services and supplies.
- Provide liaison to local agencies and civilian authorities.
- Coordinate civic action projects in support of MISO plans.
- Advise on cultural and moral considerations.

3-179. Through civil inputs to the IPB process, CA forces can provide SOF elements with nominations for targeted areas of interest and named areas of interest within the target area that will provide additional information for the commander to analyze for current and follow-on operations planning.

## **COUNTERPROLIFERATION OF WEAPONS OF MASS DESTRUCTION**

3-180. Counterproliferation is actions taken to defeat the threat and/or use of weapons of mass destruction against the United States, our force, allies, and partners. Major objectives of counterproliferation policy are to—

- Prevent the acquisition of WMD and delivery systems.
- Roll back proliferation where it has occurred.
- Deter the use of WMD and their delivery systems.
- Adapt U.S. military forces and planning to operate against the threats WMD and their delivery systems pose.

3-181. Counterproliferation is a special mission, not applicable to most CA forces. Nevertheless, CA forces are capable of responding to consequence management requirements involving WMD, under the umbrella of FHA. CA forces are particularly well suited to address requirements that focus on regional, cultural, and language capabilities.

## Chapter 4

# Planning

Planning is the process by which commanders (and the staff, if available) translate the commander's visualization into a specific course of action (COA) for preparation and execution, focusing on the expected results.

CA Soldiers, elements, and units, are assigned to, have a command relationship with, or provide support to Army, joint, or other Service HQ at the strategic, operational, and tactical levels. As such, CA leaders and CAO/CMO planners must clearly understand both Army planning and orders production and joint operations planning (contingency, crisis action, and campaign planning). They must understand the mechanics that underlie both Army and joint planning, and the manner in which CAO integrate into the commander's intent, planning guidance, and CONOPS. Although there are many similarities between Army and joint planning, joint operations planning is focused at the strategic-theater and operational levels within a GCC's AOR or joint force commander's JOA. Army planning focuses on the tactical level within a commander's AO. This chapter provides doctrine for CA Soldiers participating in both Army and joint planning processes. ADP/ADRP 5-0, *The Operations Process*, provides detailed doctrine on Army planning. JP 5-0, *Joint Operation Planning*, provides doctrine on joint operations planning.

## CIVIL AFFAIRS METHODOLOGY

4-1. The focus of all CAO/CMO is to enable commanders to engage the civil component of their operational environment. CAO/CMO is integrated into the conduct (plan, prepare, execute, and assess) of all operations and includes those activities that establish, maintain, influence, or exploit relations between military forces, governmental and nongovernmental civilian organizations and authorities, and the civilian populace within an AOR, JOA, or AO. This effort focuses on assessing, monitoring, protecting, reinforcing, establishing, and transitioning political, economic, social, and cultural institutions. CA Soldiers assist commanders by conducting these operations and tasks both actively, through direct contact, and passively, through observation, research, and analysis.

4-2. The CA methodology describes how CA Soldiers, elements, and units approach all CAO and CMO. The methodology consists of the following six steps:

- Assess.
- Decide.
- Develop and detect.
- Deliver.
- Evaluate.
- Transition.

CA forces know the first five steps together as AD3E.

4-3. CA Soldiers apply the CA methodology equally at the strategic, operational, and tactical levels of war. At each level, it supports the commander's ability to visualize, describe, direct, and lead operations in his exercise of mission command.

**ASSESS**

4-4. Assess current conditions against a defined norm or established standards. This assessment begins at receipt of the mission and continues through the mission analysis process focusing on defining the civil components of the supported commander's AO. This step looks at the nonmilitary factors (ASCOPE) that shape the operational environment. CA personnel assess each of the 14 CA functional specialties, as well as the general aspects of the AO. The product of this step is an initial estimate and restated mission statement.

**DECIDE**

4-5. Decide who, what, when, where, why, and how to focus CA assets and actions that support the commander's intent, planning guidance, and CONOPS. This step encompasses integrating CAO into unit COAs, and analyzing and providing recommendations to the commander for COA decision from a CA perspective. Upon the commander's COA decision, CA leaders refine a concept of CAO/CMO and the CAO/CMO plan. The plan directs task-organized CA elements and non-CA forces to create or observe those conditions or events that would either mitigate or trigger a specific CAO/CMO response. It also addresses all CAO/CMO from initial response through transition to other military or civilian authorities. The products of this step include the commander's concept for CMO, CA priorities, and the CMO annex. In addition, this step identifies MOPs and MOEs for related objectives and tasks.

**DEVELOP AND DETECT**

4-6. Develop rapport and relationships with the nonmilitary participants of the operation (including the IPI) and detect those conditions or events that would call for a specific CAO/CMO response. CA forces accomplish this step through numerous actions and operations, such as facilitating the interagency process in the CMOC, hosting meetings, participation in selected DC operations, conducting CR in support of CIM, and monitoring public information programs and CAO/CMO-related reports from the field. The products of this step include continuous assessments, revised or updated plans, formalized CMOC terms of reference, and FRAGOs.

**DELIVER**

4-7. Engage the civil component with planned or on-call CAO (PRC, FHA, NA, SCA, and CIM)/CMO as appropriate. CA Soldiers, CA enablers, IGOs, NGOs, and HN assets execute this step according to synchronized plans. The product of this step is an executed mission.

**EVALUATE**

4-8. Evaluate the results of the executed mission. This step validates the CAO/CMO CONOPS and supports the management of MOPs and MOEs to assess task accomplishment and attainment of objectives. Evaluators analyze the effects of the operation (both desirable and undesirable) based on each of the 14 CA functional specialties, determine the sustainability of any projects or programs initiated during the execution phase, and recommend follow-on actions.

**TRANSITION**

4-9. Transition CAO or CMO to follow-on CA units, other military units, HN assets, UN organizations, IGOs, NGOs, and other civilian agencies as appropriate. This step is the direct contribution of CA to a sustainable solution and the commander's ability to meet the desired end state. Planners execute this step according to synchronized transition plans. The outcome of transition includes successful changeover of authority or relief-in-place and durable, sustainable programs that the follow-on force or organization can manage.

4-10. The developers of the CA methodology process embedded into the process elements of the common problem-solving and decisionmaking processes that other various levels of command use. Table 4-1, page 4-3, demonstrates the relationship between the CA methodology and these processes.



**Table 4-1. Comparison of the Civil Affairs methodology and the various problem-solving and decisionmaking processes**

<i><b>CA Methodology</b></i>	<i><b>Basic Problem-Solving Steps</b></i>	<i><b>SO Operational Planning Procedures</b></i>	<i><b>Joint Operations Planning Process</b></i>	<i><b>Crisis-Action Planning</b></i>	<i><b>MDMP</b></i>	<i><b>Troop-Leading Procedures</b></i>
<b>Assess</b>	Identify the Problem	Receive Mission	Initiation	Phase 1—Situation Development	Receive Mission	Receive Mission
	Identify Facts and Assumptions	Initiate the SOMPF	Mission Analysis	Phase 2—Crisis Assessment	Analyze Mission	Issue a Warning Order
		Conduct Mission Analysis				
<b>Decide</b>	Generate Alternatives	Send CONOPS to Mission-Tasking HQ	COA Development	Phase 3—COA Development	Develop COAs	Make a Tentative Plan
	Analyze the Alternatives	Attend Mission Conference/Orders Briefs and Conduct Predeployment Site Survey	COA Analysis	Phase 4—COA Selection	Analyze COAs	Start Necessary Movement
	Compare the Alternatives	Receive CONOPS Approval	COA Comparison		Compare COAs	Conduct a Preliminary or Initial Assessment
	Make a Decision	Refine Concept into OPLAN, CONPLAN, Supporting Plan, or OPOD	COA Approval		Approve COA	
		Conduct Briefback	Develop Plan or Order		Produce Orders	Issue the Complete Order
<b>Develop and Detect</b>	Execute the Decision	Deploy		Phase 5—Execution Planning	Prepare	Supervise
<b>Deliver</b>	Execute the Decision	Execute the Mission		Phase 6—Execution	Execute	
<b>Evaluate</b>	Assess the Results	Document Results of Mission				
<b>Transition</b>		Redeploy				
<b>Legend:</b> <b>SOMPF</b> Special Operations Mission-Planning Folder						

## CIVIL AFFAIRS AREA STUDIES, ASSESSMENTS, AND ESTIMATES

4-11. CA personnel analyze area studies, conduct assessments, and use and maintain running estimates. CA produced area studies assessments, and running estimates include georeferences. This allows for future geospatial application of these products. The following paragraphs describe these products in further detail.

## **CIVIL AFFAIRS AREA STUDIES**

4-12. CA personnel obtain, analyze, and record information in advance of 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 premission 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 and analysis 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. With the evolution of CIM, the requirement for the future is that all information captured by CA teams globally would reside in a single repository. When a CA force receives a mission to deploy, it should be able to request an area study from the CIM repository. The software mechanism should allow for the printing of a complete area study with the most current information.

4-13. This baseline information is used as the basis for the creation of the CAO running estimate during the planning process. If an area study does not already exist then the CA force must, time permitting, create one during mission preparation and planning, or it must conduct similar research and analysis required to directly produce the CAO running estimate.

## **CIVIL AFFAIRS OPERATIONS RUNNING ESTIMATE**

4-14. Upon receipt or in anticipation of a mission, each staff section begins updating its estimate based on information requirements related to the mission. CA forces record relevant information in running estimates. They maintain a continuous assessment of the civil domain as related to current operations as a basis to determine if they are proceeding according to the mission, commander's intent, and concept of operations.

4-15. The CAO running estimate feeds directly into the MDMP process, whether conducted unilaterally as part of CA-only operations or integrated into the supported unit's planning process and development of the COP. To focus the estimate process, planners first develop a restated mission statement that delineates those CAO tasks necessary to successfully support the commander's mission. The mission statement is a short sentence or paragraph describing the unit's CAO essential task (or tasks) and purpose that clearly indicate the action to be taken and the reason for doing so. It contains the elements of who, what, when, where, and why, as well as the reasons thereof, but seldom specifies how.

4-16. During COA development and war-gaming, CA staff officers ensure each COA effectively integrates civil considerations (the "C" of METT-TC) and present a summary of their running estimate to describe how their findings impact or are impacted by other staff functions. The CA staff officer must be able to articulate how operations affect civilians and estimate the requirements for essential stability tasks commanders might have to undertake based on the capability of the force and that of the interagency, IGO, and NGO partners; ultimately, recommending the best COA from the CAO perspective even though it may not be the COA the staff recommends to the commander.

4-17. CA planners and staff use the running estimate throughout the operations process to assess the current situation, determine if the current operation is proceeding according to the commander's intent, determine if future operations are supportable, and develop branches and sequels to current operations.

## **CIVIL AFFAIRS ASSESSMENTS**

4-18. CA assessments are techniques that provide a precise means to extract meaningful and significant information. CA Soldiers perform three basic types of assessments—the initial assessment, deliberate assessment, and the survey. Gathering information should not be a haphazard process. Each type of assessment is based upon the information and analysis of the previous type. Additionally, each type of assessment in the progression becomes more focused, specific, and detailed with an ultimate goal of identifying and mitigating civil vulnerabilities that pose a threat to the successful and timely completion of

the mission. As with all military missions, this task must have a well-formed, practical plan. The basic steps of this plan include the following:

- Determine what information to gather (in concert with operational planning staff).
- Determine the most likely source (such as a person, place, event, or reference) from which to obtain the information.
- Prepare a list of questions for the sources that supports the information requirements.
- Engage the source (for example, research reference, observe activities, assess locations or systems, and interview individuals).
- Compile the results.
- Report the results according to the CIM process and unit SOP.

4-19. Every assessment must contain well-defined, geographical boundaries and timeframes within which the assessment is valid. As mere “snapshots in time,” assessments and surveys must be updated as often as necessary to remain current. It is also crucially important to georeference what is reported.

### Initial Assessments

4-20. The initial assessment is conducted upon entry into the designated AO. The objective and focus of the initial assessment should be broad enough to allow CA forces to quickly get an updated baseline of the general conditions within the entire AO to validate or refute the information and assumptions used in planning as well as to update the CAO priorities and information collection plan. During continuous operations, the initial assessment requirement may not be necessary for follow-on CA forces due to the transfer of current and detailed operational data during transition. CA teams conducting initial assessments must be aware of the security situation at all times.

4-21. The objectives of the initial assessment are to—

- Obtain a rapid overview of the conditions in the AO.
- Validate or refute information used during planning.
- Validate or refute assumptions used during planning.
- Determine general areas of perceived civil vulnerabilities.
- Update the CAO running estimate.
- Finalize or modify operations planned before deployment.
- Update CAO priorities.
- Identify key areas for follow-on deliberate assessments.
- Update the CAO information collection plan to provide input to the PIR and CCIR.
- Update the area study.
- Identify patterns and indicators.
- Identify requirements for follow-on CA forces.
- Identify requirements for functional specialty support.

4-22. Products of the initial assessment include situations reports, spot reports, geospatial products, and requests for assistance. The findings of an initial assessment may lead to refined mission statements, updates to the CA area study, input to FRAGOs, and reallocation of forces and resources.

### Deliberate Assessments

4-23. Deliberate assessments are conducted in a methodical manner in accordance with CAO priorities and the CAO information collection plan on specific geographic areas or social, economic, governmental, or infrastructure systems of interest. They are a determination of current conditions, capabilities, or attitudes within these defined areas. Deliberate assessments are characterized by firsthand observation, key-leader engagements, interviews, and other tools to gather information used to make knowledgeable decisions and to determine locations and priorities for follow-on in-depth analysis. CA teams may use a wide variety of detailed checklists or formats during a deliberate assessment to ensure it has scrutinized all aspects of the assessment target. Deliberate assessments can be ongoing or direct.

4-24. The objectives of deliberate assessments are to—

- Update the area study.
- Collect civil information on specific geographic areas (region, city, or town).
- Collect civil information on social, economic, governmental, legal, health, educational or infrastructure systems.
- Determine specific areas of perceived civil vulnerabilities.
- Provide greater detail on priorities identified during the initial assessment.
- Update the CAO running estimate.
- Update the CAO information collection plan to provide input to PIR and CCIR.
- Identify key locations for follow-on surveys.
- Identify patterns and indicators.
- Identify key leaders for engagement.
- Update requirements for follow-on CA forces.
- Update requirements for functional specialty support.
- Validate/assess MOE and MOP.

## **SURVEYS**

4-25. Surveys are conducted in a methodical manner in accordance with CAO priorities and the CAO information collection plan on specific locations identified as requiring in-depth analysis during deliberate assessments. This may include specific people, groups, locations, facilities, or capabilities within a specific location or a specific piece within a system. CA forces conduct surveys as time and circumstances permit. The survey is a detailed assessment in which the object of the assessment is examined carefully, as during an inspection or investigation. During the survey, the CA team may use a variety of detailed checklists or formats within the CIM construct to ensure it has scrutinized all aspects of the specified group, location or facility targeted for survey. Survey development should leverage operations/research analysis capabilities if available. The findings of a survey may lead to refined mission statements or reallocation of forces and resources. Surveys can be ongoing or directed.

4-26. The objectives of a survey are to—

- Collect detailed civil information on specific location with a geographic area (forest, lake, valley, or neighborhood).
- Collect civil information on specific components of social, economic, governmental, legal, health, educational, or infrastructure systems (religious sect, water treatment plant, hospital, or prison).
- Identify capabilities and capacities, to include shortfalls, of surveyed items.
- Analyze specific areas of perceived civil vulnerabilities.
- Identify patterns and indicators.
- Identify possible project solutions to identified shortfalls and vulnerabilities when appropriate.
- Update requirements for follow-on CA forces.
- Update requirements for functional-specialty support.
- Validate/assess MOE and MOP.
- Identify/verify key leaders.

## **OPERATIONAL AND MISSION VARIABLE ANALYSIS**

4-27. The operational environment includes physical areas—the air, land, maritime, and space domains. It also includes the information that shapes the operational environment as well as enemy, adversary, friendly, and neutral systems relevant to that joint operation. The operational environment for each campaign or major operation is different, and it evolves as each campaign or operation progresses. Army forces use operational variables to understand and analyze the broad environment in which they are conducting operations. They use mission variables to focus analysis on specific elements of the environment that apply to their mission.

## OPERATIONAL VARIABLE ANALYSIS

4-28. The operational environment is described in terms of eight interrelated operational variables: political, military, economic, social, information, infrastructure, physical environment, and time known as PMESII-PT. Analysis of the operational variables integrates people and processes, using multiple information sources and collaborative analysis to build a common, shared, holistic knowledge base of the operational environment. Operational variable analysis emphasizes a multidimensional approach toward situational understanding. Detailed analysis of the operational variables normally occurs at joint level. Tactical commanders use analysis of the operational variables to improve their understanding of their environment.

4-29. The six CA functional specialty areas (rule of law, governance, infrastructure, economic stability, public education and information, and public health and welfare) coincide with the operational variables. Commanders may task individual CA functional specialists from supporting USAR CA units to provide detailed analysis products relating to the various operational variable elements.

4-30. Although not all inclusive, CAO analysis of the operational variables normally provides relevant information in many areas. The following paragraphs describe this information in detail.

### Political

4-31. CAO analysis provides relevant political information that identifies the—

- Overall strategic political situation in the AO.
- Political leadership and type of government within the AO.
- Key aspects of the commander's operational environment, such as political boundaries and centers of the FN government, including strengths, weaknesses, role in society, and so on.
- IGOs present in the AO.

### Military

4-32. CAO analysis provides relevant military information that identifies the—

- CAO capabilities of all U.S. and non-U.S. forces available in the AO.
- Potential influence of the military situation within the AO on the current mission requirement.
- Affect of the current military situation on stability, government security, and the populace.
- Role of the military and, as applicable, paramilitary security forces in the country.
- Degree to which indigenous security forces are resourced, accountable, and capable.
- Level of border security.
- Degree of trust and cooperation between elements of the indigenous security apparatus.

### Economic

4-33. CAO analysis provides relevant economic information that identifies the—

- Strengths and weaknesses of the economic systems along with the HN's plans for economic development.
- Economic goals and objectives affecting the military mission.
- Shortages affecting the operation or the commander's ability to use FN supplies, including the ability of the FN to supply enough food to meet the need of the civil populace.
- Agricultural calendar, including harvest, planting, and spraying seasons.
- Economy fiscal calendar.

**Social**

- 4-34. CAO analysis provides relevant social information that identifies the—
- Current social climate in the AO.
  - Key civilian communicators inside and outside the AO and their link to the population. The most important identifications are of various faction leaders in the population, including—
    - Figureheads.
    - Clerics.
    - SMEs associated with the operation of critical civil infrastructure (water production and treatment, communications, electrical generation, transportation, health services, and so on).
  - Role of religion in society and the various religious and fraternal groups.
  - Key events that can affect the commander's mission, such as elections, school events, fiscal schedules, and holidays (religious periods and traditional vacation time).

**Information**

- 4-35. CAO analysis provides relevant information that identifies the—
- Status and ability to transmit and receive information within the AO.
  - Legitimate government's ability to inform its population.
  - Locations and meeting cycles of key nonmilitary agencies and programs in the AO (IGOs, NGOs, UNHCR, World Food Program [UN], OFDA, governing bodies, health services, judicial and law enforcement, and community organizations).

**Infrastructure**

- 4-36. CAO analysis provides relevant infrastructure information that identifies the—
- Civil infrastructure in the AO. The analyst concentrates on how the state of the infrastructure assists or hinders the commander's mission.
  - Condition and location of key structures including—
    - Government facilities.
    - Medical treatment facilities.
    - Cultural sites, such as monuments, religious shrines, libraries, museums, and so on.
    - Facilities with practical applications, such as detention facilities and warehouses.
    - Power generation and transmission facilities.
    - Transportation grids and port, rail, and aerial facilities.
    - Water purification and sewage treatment plants.
    - Emergency management facilities, equipment, and response capabilities.
    - Radio and television production and transmission facilities.
  - Agricultural and mining regions and other significant geographic and economic features.

**Physical Environment**

- 4-37. CAO analysis provides relevant physical environment information that identifies—
- Man-made structures, particularly urban areas.
  - Climate, weather, and significant reoccurring weather events (for example, floods).
  - Topography.
  - Hydrology.
  - Environmental conditions and hazards.

## Time

4-38. CAO analysis provides relevant time information that identifies the implications of the duration of the operation on—

- Friendly forces.
- Adversary forces.
- Interagency timeline comparison.

4-39. Operational variable analysis and IPB are complementary processes that produce the awareness and understandings necessary to plan and execute CAO/CMO. Operational variable analysis is a valuable complement to the IPB as it integrates an expansive spectrum of information. In reality, perfect knowledge and understanding of the adversary and environment are impossible to attain, but by applying a broader approach to understanding both, commanders are better able to move beyond situational awareness to a more comprehensive situational understanding.

## Mission Variable Analysis

4-40. The mission variables are mission, enemy, terrain and weather, troops and support available—time available, and civil considerations (METT-TC). Tactical level commanders use the mission variables to synthesize operational variables and tactical-level information with local knowledge about conditions relevant to their mission. CAO/CMO planners apply the factors of METT-TC, concentrating on the civil considerations aspect of the AO during the conduct of MDMP. Planners analyze civil considerations using the six factors of the memory aid, ASCOPE.

4-41. **Areas** are key localities or aspects of the terrain within an operational environment that a commander would not normally think of as militarily significant. Failure to consider key civil areas, however, can seriously affect the success of any military mission.

4-42. CAO planners analyze key civil areas from the following two perspectives:

- How do these areas affect the military mission?
- How do military operations affect civilian activities in these areas?

At times, the answers to these questions dramatically influence major portions of the COAs a commander is considering.

4-43. **Structures** are existing civil structures that take on many significant roles. Some, such as bridges, communications towers, power plants, and dams, are traditional high-payoff targets. Others, such as churches, mosques, national libraries, and hospitals, are cultural sites that international law or other agreements generally protect. Still others are facilities with practical applications, such as jails, warehouses, schools, television stations, radio stations, and print plants, which may be useful for military purposes.

4-44. Structures analysis involves determining the location, functions, capabilities, and application in support of military operations. It also involves weighing the consequences of removing them from civilian use in terms of political, economic, religious, social, and informational implications; the reaction of the populace; and replacement costs.

4-45. CAO planners view civil **capabilities** from several perspectives. The term capabilities may refer to—

- Existing capabilities of the populace to sustain itself, such as public administration, public safety, emergency services, and food and agriculture systems.
- Capability shortfalls with which the populace needs assistance, such as public works and utilities, public health, public transportation, economics, and commerce.
- Resources and services that commanders can contract to support the military mission, such as interpreters, laundry services, construction materials, and equipment. Local vendors, the HN, or other nations may provide these resources and services. In hostile territory, civil capabilities include resources that military forces can take and use within the constraints of international law.

4-46. CA personnel normally conduct analysis of the existing capabilities of the AO based on the 14 CA functional specialties (Figure 2-11, page 2-18). The analysis also identifies the capabilities of partner

countries and organizations involved in the operation. In doing so, CAO/CMO planners consider how to address shortfalls, as well as how to capitalize on strengths in capabilities.

4-47. Civil **organizations** are organized groups that may or may not possess affiliation with government agencies. They can be church groups, fraternal organizations, patriotic or service organizations, and community watch groups. They might be IGOs or the NGO community.

4-48. Organizations can assist the commander in keeping the populace informed of ongoing and future operations in an AO and influencing the actions of the populace. They can also form the nucleus of HA programs, interim-governing bodies, civil defense efforts, and other activities.

4-49. **People**, both individually and collectively, can have a positive, negative, or no impact on military operations. In the context of ASCOPE, the term *people* includes civilians or nonmilitary personnel that Soldiers encounter in an AO. The term may also extend to those outside the AO whose actions, opinions, or political influence can affect the military operations. In all military operations, U.S. forces must be prepared to encounter and work closely with civilians of all types. When analyzing people, CA Soldiers consider historical, cultural, ethnic, political, economic, and humanitarian factors. They also identify the key communicators and the formal and informal processes used to influence the civilian populace.

4-50. Regardless of the nature of the operation, military forces will usually encounter various civilians living and operating in and around the supported unit's AO. To facilitate determining who they might be, it is useful to separate civilians into distinct categories. In foreign operations, these categories might include—

- Local nationals (town and city dwellers, farmers and other rural dwellers, and nomads).
- Local civil authorities (elected and traditional leaders at all levels of government).
- The DC population.
- Expatriates.
- Foreign employees of IGOs or NGOs.
- Interagency and third-nation government agency representatives.
- Contractors (U.S. citizens, local nationals, and third-nation citizens providing contract services).
- DOD civilian employees.
- The media (journalists from print, radio, and visual media).

4-51. The type of environment primarily dictates civilian activities. Personnel should consider each category of civilian separately because each will affect the mission differently in both positive and negative ways. Military operations affect civilian activities in various ways. Commanders should consider the political, economic, psychological, environmental, and legal impact of operations on the categories of civilians identified in the AO.

4-52. Just as there are different categories of civilians, there are different categories of civilian **events** that may affect military operations. Some examples are planting and harvest seasons, elections, riots, and evacuations (both voluntary and involuntary). Likewise, there are military events that affect the lives of civilians in an AO. Some examples are combat operations, including indirect fires, deployments, and redeployments. CAO/CMO planners determine what events are occurring, and analyze the events for their political, economic, psychological, environmental, and legal implications.

## **SYNTHESIZING OPERATIONAL AND MISSION VARIABLE INFORMATION**

4-53. Operational variable analysis defines how the physical and behavioral state of the operational environment's PMESII-PT considerations result from a military or nonmilitary action or set of actions. Analysis of the operational variable data gathered details the prevailing conditions within the AO.

4-54. The application of the elements of ASCOPE during civil considerations analysis identifies the key and decisive areas, structures, capabilities, organizations, people, and events of each operational variable. For example, personnel would apply ASCOPE to the entire concept of "economics." The staff would ask the questions: "Where are the key and decisive areas of economic activity? Where are the key and decisive structures (infrastructures) associated with economic activity? What are the key and decisive economic capabilities that forces must engage and restore (for example, banking)? What are the key and decisive economic organizations? Who are the key and decisive economic people? Finally, what are the key and



decisive economic events?” These questions would lead to effective CAO supporting plans to the commander’s CONOPS, identify MOEs, and provide the basis for troops-to-task analysis.

4-55. An operational and mission variable analysis approach integrates people and processes, using multiple information sources and collaborative analysis to build a common, shared, holistic knowledge base of the operational environment. Operational variable analysis emphasizes a multidimensional approach toward situational understanding, distinguished by an analysis of the six interrelated characteristics of ASCOPE within each variable.

4-56. A fully developed collaborative environment is an aggregation of individuals, organizations, knowledge management systems, infrastructure, and processes to create and share the data, information, and knowledge necessary to plan, execute, prepare for, and assess operations. It enables commanders to make informed decisions faster than the adversary. It offers commanders and staffs the capacity to facilitate the creation of a shared situational awareness so they can plan and operate with an enhanced unity of effort.

4-57. Included in the collaborative environment are the knowledge management techniques and procedures that govern collaboration within the HQ, the CMOC, and among subordinate forces. These techniques and procedures encompass the processes and databases to integrate and synchronize the command and staff activity to generate supporting information and directives such as FRAGOs and operational reports. Collaboration through the CIM process, automation, and decision-support capabilities all enhance the efficiency of the organization’s battle rhythm and the commander’s decisionmaking. The collaborative environment seeks to provide the right information to the right people at the right time in an understandable and actionable format or display.

## CIVIL AFFAIRS SUPPORT OF JOINT OPERATIONS PLANNING

4-58. According to JP 5-0, joint operations planning is the overarching process that guides JFCs in developing plans for the employment of military power within the context of national strategic objectives and national military strategy to shape events, meet contingencies, and respond to unforeseen crises. Joint operations planning prepares for the use of existing capabilities to achieve objectives defined in national military strategy. The resultant plans are a measurement of the ability of the nation to successfully prosecute the national military strategy within the constraints of available forces and resources.

## STRATEGIC PLANNING

4-59. The GCCs plan at the strategic level of war through participation in the development of national military strategy, the development of theater estimates, and theater strategies. The Joint Strategic Capabilities Plan (JSCP) and Contingency Planning Guidance, prepared by the CJCS, task the GCCs to develop plans for potential operational contingencies and deterrence. The JSCP is a single instruction that covers planning guidance, objectives, tasks, assumptions, and forces. The JSCP tasks the development of GCC-prepared OPLANs, selected CONPLANs, and functional supporting plans. The JSCP specifies which plans planners submit to the CJCS for approval. The GCC approves the remaining plans.

4-60. The APEX system formalizes the planning process and provides for orderly and coordinated problem solving and decisionmaking in two related but distinct categories—deliberate planning and CAP—which differ primarily in the amount of available planning time.

4-61. Within the context of the APEX system, a crisis is an incident or situation involving a threat to the United States, its territories, citizens, military forces, possessions, or vital interests. It typically develops rapidly and creates a condition of such diplomatic, economic, political, or military importance that the President or SecDef considers a commitment of U.S. military forces and resources to resolve the situation. It may occur with little or no warning and requires accelerated decisionmaking. The APEX system provides crisis action procedures for the time-sensitive development of OPORDs for the likely use of military forces in response to a crisis.

4-62. Deliberate planning relies heavily on assumptions regarding the circumstances that will exist when a crisis arises. There is not a seamless transition between deliberate plans and CAP since the products are different. To transition to CAP, CMO planners must examine deliberate planning assumptions and the

plans adjusted accordingly to account for any differences between the assumptions and the actual circumstances at the time of crisis.

4-63. Joint operation planning further encompasses campaign planning. Decision makers conduct campaign planning when contemplated military operations exceed the scope of a single major joint operation. A campaign is a series of related military operations aimed at accomplishing strategic and operational objectives within a given time and space. Personnel may begin campaign planning during deliberate planning but normally do not complete it until after selection of the COA during CAP.

4-64. CAPTs of the regionally aligned CACOMs support strategic CMO planning at the theater level. These teams develop complete CA plans, policy, and programs that support the GCC's strategic CMO plans. Each CACOM has the capability to employ five CAPTs that provide SME support at the GCC, JFLCC, and the Service component staffs. The CAPTs support the GCC's CMO staff and other military planners with integrating the supported commander's military campaign plans into comprehensive civil-military strategic supporting plans.

4-65. Individual CA functional specialists from the CACOM's organic CA functional specialty cells support the CAPTs. SMEs in the areas of governance, rule of law, infrastructure, economic stability, public health and welfare, and public education and information provide detailed analysis products relating to the various elements of the operational variables during joint operational planning.

4-66. Analytical CMO products developed at the theater-strategic level focus on the analysis of the civil component of a potential JOA. The various CMO estimates and annexes, when distributed, provide the basis necessary for the development of detailed products at the operational level that define the corps and JTF operational environment civil-military situation.

4-67. GCCs focus joint strategic planning on their specific AORs. They develop strategies that translate national direction and multinational guidance into concepts to meet strategic objectives. In response to direction in the DOD Security Cooperation Guidance, GCCs prepare security cooperation strategies in accordance with Security Cooperation Guidance objectives for CJCS review and SecDef approval. These strategies serve as the basis for security cooperation planning. Collaboration among the combatant commands, Services, and supporting DOD agencies is essential. Equally important is the close coordination with the interagency, and particularly with the U.S. COMs (Ambassadors) in the GCC's AOR.

## **OPERATIONAL PLANNING**

4-68. Planning at the operational level (corps and JTF) synchronizes the achievement of national operational objectives through the conduct of tactical operations. Operational-level planning concentrates on developing plans for campaigns, subordinate campaigns, and major operations. CCDRs develop theater campaign plans to accomplish multinational, national, and theater strategic objectives. Subordinate unified commands typically develop subordinate campaign plans or operation plans that accomplish theater strategic objectives. If the mission requires military operations of sufficient scope, size, complexity, and duration, JFCs may develop subordinate campaign plans. Land component commanders normally develop plans for major operations that support the campaign plan.

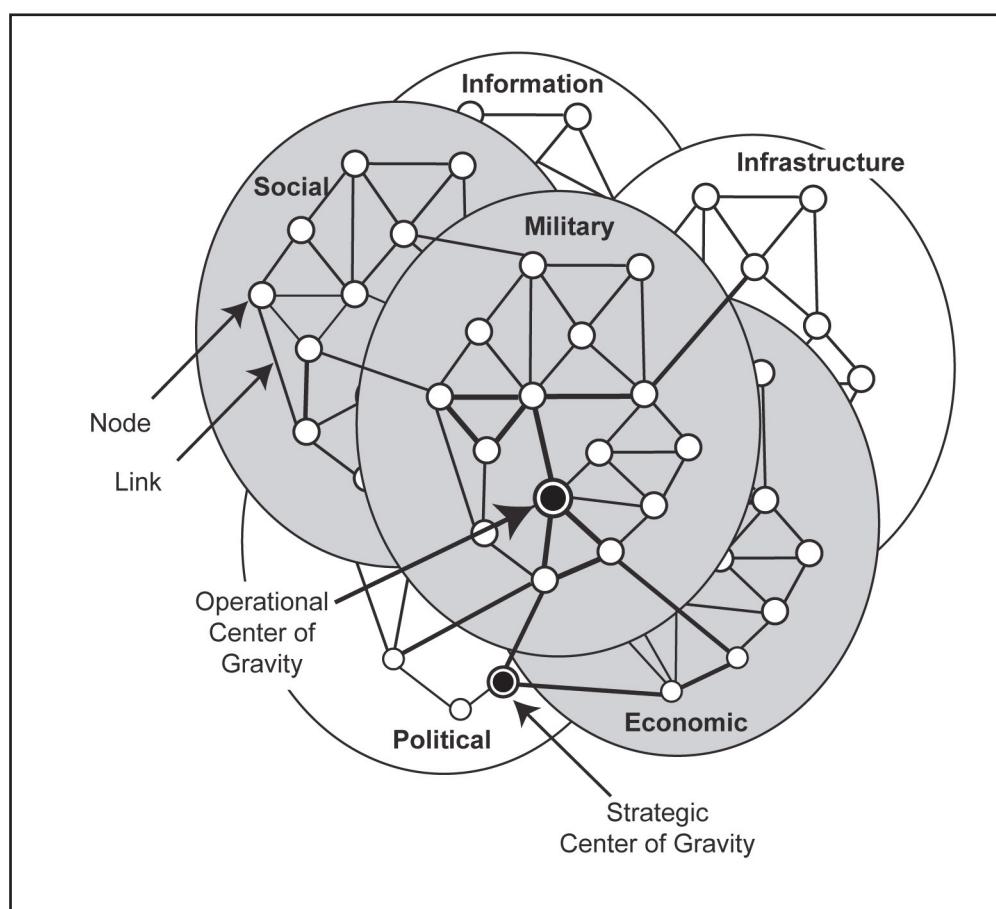
4-69. The Army's force modernization of the staffs of corps and divisions has created organizations that are joint-capable by design and need only joint manning augmentation to achieve JFLCC or JTF capability. The Army functionally organized the HQ along joint operational lines. Important capabilities of the HQ are an early entry command post and follow-on deployable mission command. The corps may serve as the Army forces HQ, exercising administrative control over Army forces, as well as planning and controlling support to other Services, interagency, and multinational forces with selected theater-wide support.

4-70. At the operational level, the CA brigade CAPT supports the G-9 staff and the CAO/CMO planning staff at the corps or the division HQ (acting as a JTF). Likewise, the CAPT from the USASOC assigned regionally aligned CA battalion (A) provides support to the TSOC. CAO and CMO operational planning concentrates on the civil components of the supported commander's AO at the regional and provincial level. Key to this support relationship is the modular organizational structure of the CAPT. National level CAO and CMO analysis data developed at the theater level is refined and validated as it pertains to the assigned corps AO or JOA. The G-9 (designated as the J-9 or CJ-9 during joint and coalition operations)

staff section has the primary responsibility for the planning and integration of CAO and CMO at the operational level.

4-71. When designated as a JTF, Army HQ follows joint doctrine and the JOPP in the development of plans and orders. Joint doctrine incorporates a systems-perspective approach in the analysis of an operational environment. System analysis defines how military and nonmilitary actions, or set of actions, affect the physical and behavioral state of an adversary's political, military, economic, social, informational, infrastructure, and other systems (the operational variables). Analysis of the gathered systems data details the prevailing conditions within the JOA.

4-72. JOPP mission analysis of the systems data in an operational environment assists operational design by identifying *nodes* (a person, place, or physical thing) that are a fundamental component of a system and *links* (the behavioral, physical, or functional relationship) between the nodes (Figure 4-1). The analysis includes an assessment of the important capabilities and vulnerabilities of the systems and nodes, which enables the subsequent identification of COGs and decisive points. JP 5-0 contains additional information on this subject.



**Figure 4-1. Relationship of system, node, link, and centers of gravity**

4-73. During initial mission analysis, the commander and staff ensure they understand the operational end state and associated objectives, and design the tactical end states and supporting objectives. JOPP uses “effects” as a way to clarify the relationship between objectives and tasks, which helps the JFC and staff determine the conditions for achieving objectives. Effects can be categorized as desired effects or undesired effects. Desired effects are conditions that support achieving an associated objective, while an undesired effect is a condition that can inhibit progress toward an objective. An effect is achievable, measurable, and can support more than one objective. Effects bridge the gap between objectives and tasks. Planners identify tasks that, when executed against specified key nodes, should achieve the desired effects.

4-74. The integration of CAO and CMO planning at the operational level requires the development of—

- The commander's CAO/CMO objectives supporting the attainment of strategic goals.
- Prioritized CAO tasks required to meet CAO/CMO objectives.
- MOPs that focus on task accomplishment.
- MOEs focused on effects attainment.

## **MEASURES OF EFFECTIVENESS AND MEASURES OF PERFORMANCE**

4-75. The primary purpose of continuous assessment is to identify progress toward the accomplishment of objectives at any point in time, which provides the basis for plan adjustment. Through the effective use of CR and the CIM processes, combat assessments are developed by using two primary criteria—MOPs and MOEs—to assess task accomplishment and effects attainment, respectively. Together, MOPs and MOEs support an overall assessment of objective accomplishment.

4-76. CAO and CMO planners identify MOEs for both desired and undesired effects. Measuring effects improves planning and assessment by emphasizing the following:

- The linking of operational objectives to tactical-level actions through a specified set of effects.
- The systemic situational awareness and understanding of the adversary and operational environment enabled by an operational variable analysis process.
- The command and staff interaction across multiple echelons enabled by significant collaboration capabilities through CIM support to the collaborative environment.
- The enhanced unity of effort between joint, multinational, and interagency organizations.
- A more accurate, rigorous assessment of the attainment of objectives focused on system behavior rather than discrete task accomplishment.

4-77. CAO/CMO planners develop specific MOEs to determine how well or poorly an operation is proceeding in achieving CMO objectives according to the commander's mission statement and intent. CMO MOEs identify effective strategies and tactics and determine points at which to shift resources, transition to different phases, or alter or terminate the mission.

4-78. CAO/CMO planners develop plans to observe and validate each MOE. These plans determine—

- Who will observe the MOE.
- When the MOE will be observed.
- How the MOE will be observed.
- Where the observations will be made.
- Who will approve and validate achievement of the MOE.
- What actions will be taken when the MOE is satisfactorily achieved.
- Who will take the actions achieved.

4-79. MOPs focus on task accomplishment by answering the following questions:

- Was the task or action performed as the commander intended?
- Did the force produce the fires, maneuver, or information required by the specified or implied tasks, regardless of effect?
- Have the expected results been accomplished after the completion of assigned tasks?
- Are assigned forces doing things right?

4-80. Measuring performance is normally a quantitative analysis that determines whether the responsible element or individual performed the task or action to a standard. Standards are either procedure-based (for example, an SOP) or time-sensitive.

4-81. The JFC's orders to subordinates specify the tasks, purpose, and associated effects for action. At tactical levels, the higher commander's intent statement identifies the desired effects. The intent statement is the concise expression of the purpose of the operation and the desired end state that serves as impetus for the subordinate unit planning effort.

## CIVIL-MILITARY OPERATIONS WORKING GROUP

4-82. Commanders establish a CMOWG. CMOWG brings all the stakeholders in CMO together to focus and synchronize their efforts in achieving the commander's CMO priorities. In addition to the CMOWG, CAO/CMO planners ensure that they are actively involved in the information operations working group, the intelligence fusion working group, the joint effects-coordination board, and the targeting board at their respective levels.

4-83. The composition of the CMOWG changes based on level of command but the S-9/G-9/J-9 should chair the group (lead CMO planner). Other members of the CMOWG may include the following:

- Director of the CMOC.
- Subordinate CA unit representative.
- Information operations representative (S/G-7).
- Medical representative.
- Engineer representative.
- Provost marshal representative.
- SJA representative with expertise in CMO, preferably the unit's senior rule of law officer.
- Political advisor, if applicable.
- PA officer.
- S/G/J-2 targeting officer representative.
- S/G/J-3 current operations representative.
- S/G/J-4 representative.
- Resource management representative.
- Subordinate liaison officer.

### Civil-Military Operations Working Groups in Operation ENDURING FREEDOM

During Operation ENDURING FREEDOM (May 2004 through March 2006), the combined joint special operations task force-Afghanistan recognized the need to secure the Shur Ghar Pass in southern Afghanistan. Close collaboration between CA, coalition forces, IPI, NGOs, IGOs, USAID, DOS, US Department of Agriculture, the UN, and others produced an excellent example of a CMOWG.

The Shur Ghar Pass is located in central Zabul Province in southern Afghanistan. The pass sits in a mountain range that splits the province. The surrounding mountains make approaches to the pass unobservable. In addition, the rock-strewn sand road makes it an ideal location for improvised explosive devices and ambushes. Several coalition soldiers lost their lives in the pass due to these threats.

Through numerous CMOWGs at Kandahar Air Base and Zabul Province, CA Soldiers from the 96th CA Battalion (A) and coalition forces prepared a concept to secure the Shur Ghar Pass. The concept included placing Afghan police in the pass, building a hardened police barracks compound, and instituting numerous police checkpoints. Personnel secured CERP funding to build the police barracks and checkpoints in the pass. CA Soldiers supporting the task force coordinated with the Commander of Joint Task Force 76 to use CERP funding provided by the PRT in Qalat, the capital of Zabul Province. CA forces eventually transferred the plan to the Commander of Joint Task Force 76, specifically 3d BCT, 25th Infantry Division, and the Qalat PRT. DOS contractors from DynCorp ran a police training program in Zabul, in conjunction with the 3d BCT, 25th Infantry Division, that produced trained police to staff the pass.  
(continued)

When the 3d BCT, 25th Infantry Division redeployed, the plan to secure the Shur Ghar Pass was transferred to the 173d (A) BCT. The 173d (A) BCT dedicated virtually all of its engineer assets to complete the initial road cut and base course. With approval from Commander, Joint Task Force 76, the Qalat PRT funded road construction equipment and a rock crusher and was able to provide training for Afghans to operate them. USAID agreed to fund an asphalt-finish topcoat using a private contractor to pave the road.

This collaborative effort took over a year from conception to completion. It involved CMOWGs at the strategic, operational, and tactical levels and was composed of elements from SOF and conventional forces, USAID, DOS, the government of Afghanistan, and others to make it successful. The net result produced secure access to southern Afghanistan for coalition and Afghan security forces. It stimulated the economy in Zabul Province and southern Afghanistan, and legitimized the local governments, the provincial government, and the government of Afghanistan.

## Appendix A

# Transition Considerations

*It is DOD policy that Civil Affairs activities shall be undertaken to achieve an orderly and prompt transition of civilian sector responsibilities from the DOD components to non-DOD authorities.*

DODD 2000.13, *Civil Affairs*

Termination or transition occurs when U.S. forces accomplish their mission or the President or SecDef direct that the mission be completed. Leaders may base the criteria for termination or transition on events, MOEs and success, availability of resources, or a specific date. A successful harvest and restoration of critical facilities in the crisis area are examples of events that might trigger termination of the mission. An acceptable drop in mortality rates, a certain percentage of DCs returned to their homes, or a given decrease in threat activity against the operation are examples of MOEs that may prompt the end of U.S. forces' involvement.

## OVERVIEW

A-1. Transitions may occur randomly, sequentially, or simultaneously across the AO or within a theater. Ideally, U.S. forces execute each type of transition according to synchronized transition plans. Depending on the situation, CAO and CMO in transition operations may be—

- Terminated.
- Transferred to follow-on forces.
- Transitioned to OGAs, IPI, or IGOs.

A-2. NSPD 44 establishes that the Secretary of State coordinates and leads integrated USG efforts, involving all U.S. departments and agencies with relevant capabilities, to prepare, plan, and conduct stabilization and reconstruction activities. When the U.S. military is involved, the Secretary of State coordinates these efforts with the SecDef to ensure harmonization with any planned or ongoing U.S. military operations. NSPD 44 further requires that the Secretary of State and SecDef integrate stabilization and reconstruction contingency plans with military contingency plans and develop a general framework for fully coordinating stabilization and reconstruction activities and military operations at all levels where appropriate. The DOS Office of the Coordinator of Reconstruction and Stabilization is responsible for implementing the requirements of NSPD 44. Integrated planning and effective management of USG agency operations early in an operation provide an interagency framework at the national strategic level for follow-on theater- and operational-level planning and create unity of effort within an operation that is essential for mission success.

A-3. CAO and CMO planners play a major role in transition planning. Based upon their expertise, these planners may be the best individuals to perform this function. Planners must have a clearly identifiable end state and transition, transfer of authority, or termination criteria for the operation to accomplish the task of transition planning.

## PLANNING

A-4. Commanders must initiate transition planning during the initial phases of operation planning to ensure they give adequate attention to this critical area. They should plan for transition when they plan for intervention.

A-5. JP 3-57 states that *transition may occur between the U.S. force, another military force (for example, United States, multinational, and affected country), regional organization, the UN, or civilian organizations. A*

*detailed plan addressing the various functions and to whom they will transition will greatly reduce the turmoil typically associated with transition. A comprehensive transition plan includes specific requirements for all elements involved in the transition, summarizes capabilities and assets, and assigns specific responsibilities.*

A-6. The transition plan is vital for successful stability operations. The transition plan prioritizes and plans for the successful handover of missions to a civil agency or follow-on military force. Examples of follow-on organizations are peacekeeping entities under a UN mandate, IGOs, NGOs, or IPI. CA forces and CMO planners are uniquely qualified to advise supported commanders on activities that deconflict and stabilize situations until international relief organizations or IPI assume control.

A-7. Transition planning must begin with the desired end state in mind and include the engagement of the indigenous government or regional actors early in the postcrisis and postconflict planning phase. Involving the indigenous government creates an atmosphere of cooperation, collaboration, and enfranchisement for the recovering or reconstituting HN.

A-8. Transferring control of an operation from U.S. military to a nonmilitary organization or another military force requires detailed planning and execution. The mission analysis (analysis of mission statement); identifiable end state; USG strategic plan for reconstruction, stabilization, or conflict transformation; and U.S. national policy play an important roles in the transition process. Transferring control of an operation is situation-dependent, and each situation possesses different characteristics and requirements.

A-9. Areas that significantly affect the development of a transition plan are—

- Issues identified.
- Key events (past and present).
- Work required to accomplish the transition.
- Knowledge of the organization or force taking over control of the operation.

A-10. The following is a list of issues that may affect transition planning:

- Who determines when the transition begins or ends?
- Has the U.S. force accomplished the end state?
- Who funds the transition?
- What is the new mission?
- What U.S. forces, equipment, and supplies remain behind?
- What are the communications requirements for U.S. forces that remain behind?
- Who supports the U.S. forces that remain behind?
- Can the United States share intelligence with the incoming force or organization?
- Will the United States establish new ROE?
- Will ongoing operations (for example, engineering projects) cease or experience interruptions?
- Will the incoming force or organization expect the United States to provide communications capability?
- Will the incoming force or organization use the same HQ facility as the departing force?
- What is the policy for redeployment of the departing force?
- Will there be sufficient security available to provide protection? Who provides it?
- How will the United States and the incoming force or organization accomplish the turnover?
- Who will handle PA for the transition?
- Have redeployment airlift and sealift arrangements been approved and passed to the United States Transportation Command?

A-11. An unclassified transition plan written in easily understood terms is necessary when transitioning to nonmilitary organizations. Organizing the plan by specific functions (for example, provision of food, restoration of facilities, and health services) also eases the transition.

A-12. The staff should periodically review the transition plan with all participating organizations. This review helps verify that planning assumptions are still valid and determine if changes in the situation require changes in the transition plan.



A-13. Termination occurs upon either the accomplishment of the mission or the direction of the President or SecDef. Termination plans should cover transition to postdisaster or emergency activities and conditions, as well as disposition of military forces. Leaders should prepare orders and termination plans simultaneously and in conjunction with the deployment plan. The termination plan should serve as a supporting plan to an order. The following is a list of questions that should be addressed when termination planning:

- Has the U.S. force achieved the end state?
- Can the United States safely withdraw forces from the operational area?
- Have leaders considered when USAR forces will be released?
- Have leaders coordinated with the appropriate commands, agencies, and other organizations for redeployment of the force?
- Has the commander identified postconflict requirements?
- Have leaders accomplished transition planning if operations are transitioning to another military force or a regional, UN, or civilian organization?
- Has the U.S. force accomplished stated operational objectives?
- Have the underlying causes of the conflict been considered, and how do they influence termination planning?
- What additional support will be required for redeployment?
- What arrangements has the United States made with other organizations to accomplish postconflict activities? (For example, will there be humanitarian, governmental, and infrastructure assistance requirements?)
- What is the policy for evacuation of equipment used by the force?
- What is the policy for redeployment?
- How will postconflict requirements affect the timeline for redeployment of the force?

## ROLE OF CIVIL AFFAIRS IN TRANSITION OPERATIONS

A-14. CA will play an integral role in both planning and executing the transition process. In any major operation or lesser contingency, CA will significantly interface with and have an effect on the civilian populace and the local government. CA personnel must ensure that the gains they make in this area are not lost in the transition process. CA planners must ensure that the supported commander involves them in his transition planning from the beginning.

A-15. The CMOC is heavily involved in the transition process. During transition, the CMOC prepares to hand over its role as the facilitator between U.S. forces and IGOs, NGOs, other interagency organizations, and local government agencies. CMOC personnel prepare a transition plan that includes all ongoing projects and coordination POCs for all agencies working with the CMOC, possible resources, and any other information that may facilitate the transition process. The CMOC supports joint, combined, or single-Service operations from the strategic to the tactical level. In general, the CMOC is a structured coordination center in which transition planning is an essential activity.

A-16. All CAO and CMO assets involved in an operation must be ready to assist in the planning and execution of transition operations. The civil dimension may be the most complex portion of the transition process. It is imperative that all teams or sections develop historical files to aid in the transition process. CA forces play a major role in transition operations because of their functional expertise, regional focus, and ability to operate and facilitate activities with a variety of organizations.

## **SUMMARY**

A-17. Postconflict and postdisaster activities typically begin with significant military involvement and then move increasingly toward civilian dominance with the diminishment of the threat and the reestablishment of civil infrastructures. U.S. forces will frequently transition from one mission to another. The transitions may cause the engagement of U.S. military forces in several types of operations. Transitions at the conclusion of any major military operation require significant preparation, planning, and coordination between the interagency community, NGOs, IGOs, and the HN or FN government. At the conclusion of hostilities, U.S. military forces will support long-term U.S. interests and strategic objectives, including the establishment of security and stability in the region.

## Appendix B

# Civil Affairs Operations Running Estimate

The CAO running estimate is the foundation for all aspects of the planning process and therefore must be initiated, updated, and maintained as a written product. This appendix discusses the CAO running estimate. It addresses how the CAO planner develops and maintains the running estimate and how it relates to the tasks of the MDMP. This appendix shows which paragraphs of the running estimate contribute to the CAO annex of OPLANs and OPORDs. It includes an annotated CAO estimate format.

## ESTIMATE DEVELOPMENT

B-1. A running estimate is a staff section's continuous assessment of current and future operations to determine if the current operation is proceeding according to the commander's intent and if future operations are supportable.

B-2. The CAO running estimate supports decisionmaking throughout an operation. It is particularly helpful during the MDMP (Table B-1, pages B-1 and B-2). The CAO running estimate shows how CAO can best integrate with the overall operation and provides the means to describe actions supporting the JFC's CMO objectives. An effective CAO planner begins to compile the CAO running estimate immediately upon receipt of the higher command's warning order or sooner if possible.

**Table B-1. Civil Affairs operations running estimate contributions to the military decisionmaking process**

<i>MDMP Task</i>	<i>Running Estimate</i>
Receipt of Mission	Prepare and begin recording information
Mission Analysis	Paragraph 1—Mission Restated mission Paragraph 2—Situation and Considerations <ul style="list-style-type: none"><li>• ASCOPE analysis of the environment</li><li>• AO analysis<ul style="list-style-type: none"><li>▪ Weather</li><li>▪ Terrain</li><li>▪ Enemy forces CAO capability</li><li>▪ Friendly forces CAO capability (include interagency capability)</li></ul></li><li>• Assumptions (prioritized)</li></ul>
COAs	Paragraph 3—COAs <ul style="list-style-type: none"><li>• List war-gamed friendly COAs</li><li>• List templated enemy actions and COAs affecting CAO</li><li>• List approved evaluation criteria for use during analysis</li></ul>

**Table B-1. Civil Affairs operations running estimate contributions to the military decisionmaking process (continued)**

<i>MDMP Task</i>	<i>Running Estimate</i>
COA Analysis	Paragraph 4—Analysis COA 1 <ul style="list-style-type: none"> <li>• CAO concept of support</li> <li>• CAO objects in support of CMO</li> <li>• Analysis of COA 1</li> <li>• Risk analysis</li> </ul> COA 2 (and so on)
COA Comparison	Paragraph 5—Comparison <ul style="list-style-type: none"> <li>• Develop decision matrix</li> <li>• Rank order COAs by each criterion</li> </ul>
COA Approval	Paragraph 6—Recommendations and Conclusions <ul style="list-style-type: none"> <li>• Recommend most suitable COA from a CAO support perspective</li> <li>• Prioritize and list issues, deficiencies, and risks</li> <li>• Recommend mitigation strategies</li> </ul>
Orders Production	Update running estimate to reflect approved COA information

B-3. The running estimate format is an outline designed to organize information. Maintaining a CAO running estimate means that the CAO planner keeps current information on all civil aspects of the situation and is prepared to make recommendations on decisions the commander must make. The running estimate format lists aspects of the situation in a logical sequence. The CAO planner may use it as a briefing aid to ensure he addresses all aspects of a situation.

B-4. Normally, the CAO running estimate provides enough information to complete the first draft of the CAO annex and to write paragraph 1.f., Civil Considerations, of the base OPORD or OPLAN. The CAO running estimate's depiction of the future also contributes to the commander's visualization. The running estimate-derived initial CAO annex should be enough to begin an operation. The planner should ensure the CAO running estimate is as comprehensive as the time available allows.

B-5. CAO planners input paragraphs 1 and 2 of the CAO running estimate into the mission analysis briefing. They input paragraphs 3, 4, 5, and 6 into the COA decision briefing.

B-6. During peacetime, units maintain running estimates for potential contingencies. These form the basis of running estimates related to specific missions. During operations, they maintain running estimates. These estimates address decision points, branches, and sequels. If no CAO running estimate exists, the CAO planner begins developing one upon mission receipt and refines the estimate throughout the operations process. Staff officers from supporting CA elements and attached CAPTs provide input to the CAO running estimate.

B-7. The focus of running estimate development is on situation assessment rather than COA development. The purpose is not to develop a perfect plan, but to assemble information underlying a CAO concept of support that planners can modify to support the overall CONOPS and the JFC's CMO objectives. Running estimate development is continuous.

## MISSION ANALYSIS

B-8. During mission analysis, the CAO planner produces paragraphs 1 and 2 of the CAO running estimate. This is an integral part of any mission and cannot be ignored. These paragraphs guide all subsequent CAO planning—both for the current operation and for any branches and sequels. By the end of mission analysis, the CAO running estimate includes the following information:

- The restated CAO mission (paragraph 1, Figure B-1, page B-4 through B-6). The CAO planner determines the initial CAO mission during the analysis of the higher HQs' OPLAN or OPORD and the restated CAO mission during mission analysis. The commander approves the restated mission for the overall operation and the restated CAO mission at the same time.
- Characteristics of the AO and the civil-military environment that may influence friendly and adversary operations. The staff determine these characteristics during IPB (paragraphs 2.a. and 2.b., Figure B-1, page B-4 through B-6).
- Assets, resources, and associated capabilities that the commander can use in a CAO role. Planners determine this information during the review of available assets (paragraphs 2.b.[3] and 2.b.[4], Figure B-1, page B-4 through B-6).
- Critical CAO facts and assumptions. Planners place facts that concern them in the CAO running estimate subparagraph (usually 2.a. and 2.b.) and place assumptions in subparagraph 2.b.(6), (Figure B-1, page B-4 through B-6).
- CAO MOEs and MOPs for analyzing COAs (paragraph 4, Figure B-1, page B-4 through B-6).
- CAO MOEs and MOPs for comparing COAs (paragraph 5, Figure B-1, page B-4 through B-6).
- CAO-related high-payoff target recommendations.
- CAO information requirements.

B-9. At the end of mission analysis, paragraph 2 of the CAO running estimate is well formed. However, it is not complete. As part of a running estimate, planners update paragraph 2 as they receive new information. Normally, paragraph 2 of the CAO running estimate becomes the CAO input to the mission analysis briefing.

## COURSE OF ACTION COMPARISON

B-10. The CAO planner uses the information in the CAO running estimate to refine CAO objectives and to check the soundness of the CAO concept of support for each COA. The CAO planner assesses the CAO concept of support for each COA to ensure it can accomplish the CAO objectives with available resources. The CAO planner also assesses the general strengths and vulnerabilities of the CAO concept of support for the COA. Planners pay special attention to critical vulnerabilities that, if exploited by the adversary, could cause the overall joint force CMO strategy, objectives, or goals to fail. The CAO planner records the information they gather during COA development for use during COA analysis. The information the planner develops during COA comparison and analysis forms the basis for paragraph 3 of the CAO running estimate.

B-11. During COA analysis, the CAO planner confirms and refines the following CAO information:

- Concept of support and CAO objectives.
- Strengths and vulnerabilities.
- Resource requirements in terms of amount and effectiveness.
- Effectiveness of risk-control measures and resultant risk. (FM 5-19, *Composite Risk Management*, provides additional information.)

B-12. The assistant CAO planner assesses the CAO concept of support against the CAO MOEs and MOPs as each COA is war-gamed. The results of this assessment are the basis for the COA comparison that planners record in paragraph 5 of the CAO running estimate.

## RECOMMENDATIONS AND CONCLUSIONS

B-13. CAO staff planners analyze the war gaming of the CAO concepts of support and compare the results for each COA with the other staff sections. CAO staff planners accomplish this by participating in established staff forums, such as working groups and targeting meetings. They organize CAO concepts of

support, ranking them according to how well they meet the evaluation criteria. CAO staff planners usually show the comparison and ranking of the concepts of support on a COA decision matrix. They record the matrix and a narrative explanation in paragraph 5 of the CAO running estimate and brief this information during the COA decision brief.

B-14. After analyzing and comparing the CAO concepts of support, CAO staff planners recommend the COA that CAO can best support. The recommendation and a summary of conclusions become the final paragraph of the CAO running estimate.

B-15. Once the commander approves a COA, CAO planners prepare the CAO annex. This is not a total reevaluation; rather, the planner explains the analysis done during COA comparison based on the approved COA. The CAO planner prepares a CAO running estimate in the format shown in Figure B-1, pages B-4 through B-6.

<i>Running Estimate</i>	
	Issuing Headquarters
	Place of Issue
	Date/Time Group
CIVIL AFFAIRS OPERATIONS ESTIMATE NUMBER:	
REFERENCES: List maps, charts, CAO-related documents, and local command guidance.	
<p><b>1. MISSION.</b> Cite the restated CAO mission resulting from mission analysis—a short description of who (unit or organization), what (task), when (by time or event), where (AO, objective, grid location), and why (purpose, mission objective, end state).</p>	
<p><b>2. SITUATION AND CONSIDERATIONS.</b></p> <p>a. <b>Area of Interest.</b> Identify ASCOPE factors that affect CAO considerations.</p> <p>(1) <b>Areas.</b> Key civil localities or aspects of the terrain as follows:</p> <ul style="list-style-type: none"> <li>• Locations of government centers.</li> <li>• Areas defined by political boundaries (districts within a city or municipalities within a region).</li> <li>• Social, political, religious, or criminal enclaves.</li> <li>• Agricultural, industrial, and mining regions, and trade routes.</li> <li>• Possible sites for the temporary settlement of DCs or other civil functions.</li> <li>• Other significant geographic and economic features.</li> </ul> <p>(2) <b>Structures.</b> Structures analysis determines the location, functions, capabilities, and application in support of military operations. It also involves weighing the consequences of removing structures from civilian use in terms of political, economic, religious, social, and informational implications; the reaction of the populace; and the costs of replacement. Key structures are as follows:</p> <ul style="list-style-type: none"> <li>• Key infrastructure (ports, air terminals, transportation network, bridges, communications towers, power plants, dams, and so on).</li> <li>• Cultural and traditionally protected sites (churches, mosques, national libraries, shrines, and hospitals).</li> <li>• Governance and public safety sites (national, regional, and urban government facilities; record archives; judiciary buildings; police, fire, emergency medical services structures; jails, and prisons).</li> <li>• Facilities with practical military application (warehouses, schools, television and radio stations and transmission towers, water purification plants, and print plants).</li> <li>• Economic and environmental facilities (banking, stock and commodity exchanges, toxic industrial facilities, and pipelines).</li> </ul> <p>(3) <b>Capabilities.</b> Analysis of the existing capabilities of the AO based on the 14 CA functional specialties. Capabilities are as follows:</p> <ul style="list-style-type: none"> <li>• Existing capabilities of the populace to sustain itself, such as through public administration, public safety, emergency services, and food and agriculture systems.</li> </ul>	

**Figure B-1. Civil Affairs operations running estimate format**

<i>Running Estimate (continued)</i>	
	<ul style="list-style-type: none"> <li>• Capabilities with which the populace needs assistance, such as public works and utilities, public transportation, public health, economics, and commerce.</li> <li>• Resources and services that the United States can contract to support the military mission, such as interpreters, laundry services, construction materials, and equipment. In hostile territory, civil capabilities include resources that military forces could use consistent with international law.</li> </ul>
(4)	<p><b>Organizations.</b> Groups with or without affiliation to government agencies. Groups are as follows:</p> <ul style="list-style-type: none"> <li>• Church groups, fraternal organizations, patriotic or service organizations, and trade and labor unions.</li> <li>• Political organizations.</li> <li>• Organizations capable of forming the nucleus for HA programs, interim governing bodies, civil defense efforts, and other activities.</li> <li>• NGOs and IGOs.</li> </ul>
(5)	<p><b>People.</b> This factor includes civilians or nonmilitary personnel in an AO and extends to those outside the AO whose actions, opinions, or political influence can affect the population or mission. This factor includes the following:</p> <ul style="list-style-type: none"> <li>• Local nationals (town and city dwellers, farmers and other rural dwellers, and nomads).</li> <li>• Local civil authorities, including elected and traditional leaders at all levels of government.</li> <li>• Expatriates.</li> <li>• Tribal or clan figureheads and religious leaders.</li> <li>• USG and third-nation government agency representatives.</li> <li>• Foreign employees of IGOs or NGOs.</li> <li>• Contractors, including U.S. citizens, local nationals, and third-nation citizens that providing contract services.</li> <li>• The media, including journalists from print, radio, and visual media.</li> <li>• DCs, including refugees, displaced persons, internally displaced persons, evacuees, migrants, and stateless persons.</li> </ul>
(6)	<p><b>Events.</b> Determine what events, military and civilian, are occurring. Analyze the events for their political, economic, psychological, environmental, moral, and legal implications. This category includes the following:</p> <ul style="list-style-type: none"> <li>• Planting and harvesting seasons.</li> <li>• Local or national elections.</li> <li>• National holidays, school year, and religious periods.</li> <li>• Riots and demonstrations.</li> <li>• Civilian evacuations (both voluntary and involuntary).</li> <li>• Combat operations including indirect fires.</li> <li>• Terrorist incidents.</li> <li>• Natural or man-made disasters.</li> <li>• Military deployments or redeployments.</li> </ul>
b.	<p><b>Area of Operations.</b></p> <p>(1) <b>Weather.</b> State how weather affects CAO capabilities.</p> <p>(2) <b>Terrain.</b> State how terrain affects CAO capabilities.</p> <p>(3) <b>Enemy Forces.</b> Include key CAO factors from the intelligence estimate and CA area assessments. Address enemy capabilities by considering sabotage, espionage, subversion, terrorism, noncombatant movement, and noncombatant ability to influence or affect planned military operations and CAO.</p> <p>(4) <b>Friendly Forces.</b> List current CAO resources in terms of equipment, personnel, and systems. Identify additional resources located at higher, adjacent, or other units available to support CAO. Compare requirements to current capabilities, and recommend solutions for satisfying discrepancies:</p> <p>(a) Current capability and status of interagency resources within the AO.</p>

Figure B-1. Civil Affairs operations running estimate format (continued)

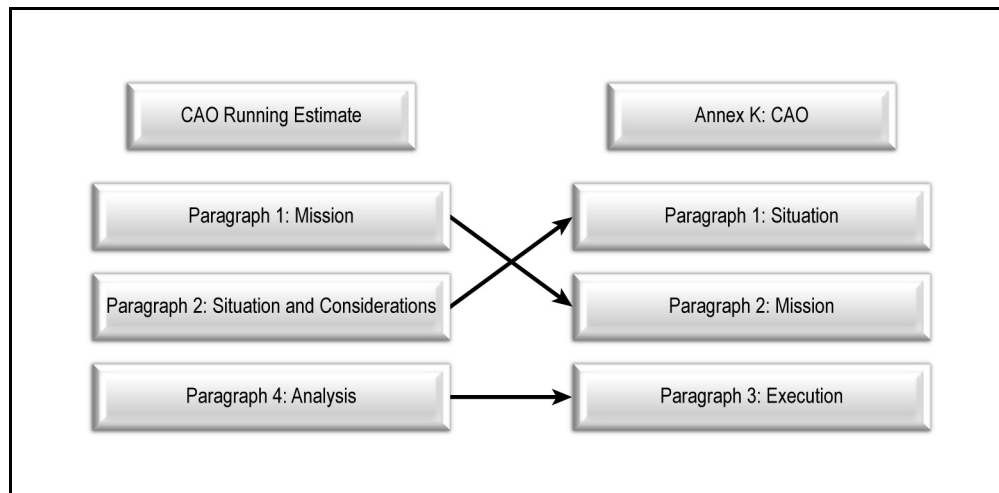
**Running Estimate (continued)**

- (b) Comparison of required CAO assets and resource requirements versus CAO capabilities available.
  - (c) Mitigation strategy to resolve equipment, personnel, and systems discrepancies.
  - (5) **Civilian Considerations.** Describe additional personnel, groups, or associations that cannot be categorized as either friendly or enemy. Discuss the possible impact these entities may have on CAO.
    - (a) Effects of the civilian population on the military operations.
    - (b) Effects of the military operations on the civilian population.
    - (c) Attitudes of the population (supportive, neutral, unsupportive).
    - (d) Availability of the population (supportive, neutral, unsupportive).
    - (e) Availability of indigenous material and labor to support military operations.
    - (f) Number, ethnicities, demographics, point of origin, direction of movement, and modes of transportation of prospective DCs
    - (g) Amount and type of war damage affecting the economy, particularly in transportation, public utilities, and communications infrastructure.
    - (h) Status and character of the civil government.
    - (i) Health status of the population.
    - (j) Ability of local law enforcement, judicial authorities, and penal institutions to maintain public order.
    - (k) Assessment of key indigenous organizations influencing the population (political, religious, economic, and private sector).
    - (l) Assessment of key NGOs operating in the AO. For example, determine the ability of the NGOs to support civil relief systems.
    - (m) Assessment of IGOs, especially UN agencies, operating in the AO.
    - (n) Develop a “no-strike list” and “restricted fire area” that includes cultural and traditionally protected sites and high-density civilian population centers.
  - (6) **Assumptions.** List all assumptions that affect CAO. It is best for planners to prioritize assumptions based on operational requirements or to divide assumptions (if many) into categories, such as friendly assumptions and enemy assumptions.
- 3. COURSES OF ACTION.**
- a. List friendly COAs that planners war-gamed.
  - b. List war-gamed enemy actions or COAs that affect CAO.
  - c. List the evaluation criteria that planners identified during COA analysis. All staff members use the same criteria.
- 4. ANALYSIS.** Analyze each COA using the evaluation criteria from COA analysis. Review enemy actions that affect CAO as they relate to COAs. Identify issues, risks, and deficiencies these enemy actions may create with respect to CAO.
- 5. COMPARISON.** Compare COAs. Rank order COAs for each key consideration. Use a decision matrix to aid the comparison process.
- 6. RECOMMENDATION AND CONCLUSIONS.**
- a. Recommend the most supportable COAs from the perspective of executing required CAO.
  - b. Prioritize and list issues, deficiencies, and risks, and make recommendations on how to mitigate them.

**Figure B-1. Civil Affairs operations running estimate format (continued)**

B-16. With the completion of the CAO running estimate, the CAO planner has most of the input necessary to complete Annex K (Civil Affairs Operations) of the OPLAN/OPORD (Figure B-2, page B-7).





**Figure B-2. Civil Affairs operations running estimate contributions to Annex K**

## RUNNING ESTIMATE BRIEFINGS

B-17. Planners may present the CAO running estimate as a briefing to provide civil considerations information to the commander and staff. The planner uses the briefing to elaborate on the key points he derived from preparing the running estimate, focusing principally on CAO strengths and vulnerabilities and what support CAO can provide to the COAs. The briefing is part of either the mission analysis briefing (paragraphs 1 and 2) or part of the commander's decision briefing (paragraphs 3 through 6). The briefing includes all the information in paragraph 1 and a summary of the information in paragraphs 2 through 6 of the CAO running estimate.

## SUMMARY

B-18. The CAO running estimate is both a process and a product. The process calls for a disciplined approach to collecting, processing, and analyzing information, as well as recording the results. Automated tools, such as databases and word processing programs, give the CAO planner the flexibility and responsiveness necessary to tailor the estimate to meet a variety of requirements. The CAO running estimate is a living document that the planner continuously refines as additional information becomes available. A current running estimate allows the CAO planner to quickly provide accurate information to meet planning requirements as they change.

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# Glossary

The Glossary lists acronyms and terms with Army, multi-Service, or joint definitions, and other selected terms. Terms for which FM 3-57 is the proponent manual (the authority) are marked with an asterisk (\*). The proponent manual for other terms is listed in parentheses after the definition.

## SECTION I – ACRONYMS AND ABBREVIATIONS

<b>A</b>	airborne
<b>ADP</b>	Army doctrine publication
<b>AO</b>	area of operations
<b>AOR</b>	area of responsibility
<b>APEX</b>	Adaptive Planning and Execution
<b>ARSOF</b>	Army special operations forces
<b>ASCC</b>	Army Service component command
<b>ASCOPE</b>	areas, structures, capabilities, organizations, people, and events
<b>BCT</b>	brigade combat team
<b>CA</b>	Civil Affairs
<b>CACOM</b>	Civil Affairs command
<b>CAO</b>	Civil Affairs operations
<b>CAP</b>	crisis action planning
<b>CAPT</b>	Civil Affairs planning team
<b>CAT</b>	Civil Affairs team
<b>CCDR</b>	combatant commander
<b>CCIR</b>	commander's critical information requirement
<b>CERP</b>	commander's emergency response program
<b>CIM</b>	civil information management
<b>CJ-9</b>	civil-military operations directorate of a combined joint staff
<b>CJCS</b>	Chairman of the Joint Chiefs of Staff
<b>CLT</b>	civil liaison team
<b>CME</b>	civil-military engagement
<b>CMO</b>	civil-military operations
<b>CMOC</b>	civil-military operations center
<b>CMOWG</b>	civil-military operations working group
<b>CMSE</b>	civil-military support element
<b>COA</b>	course of action
<b>COCOM</b>	combatant command
<b>COIC</b>	current operations integration cell
<b>COIN</b>	counterinsurgency
<b>COM</b>	chief of mission
<b>CONOPS</b>	concept of operations
<b>CONUS</b>	continental United States
<b>COP</b>	common operational picture

<b>CR</b>	civil reconnaissance
<b>DA</b>	Department of the Army
<b>DC</b>	dislocated civilian
<b>DOD</b>	Department of Defense
<b>DODD</b>	Department of Defense Directive
<b>DODI</b>	Department of Defense Instruction
<b>DOS</b>	Department of State
<b>DSCA</b>	defense support of civil authorities
<b>FHA</b>	foreign humanitarian assistance
<b>FID</b>	foreign internal defense
<b>FM</b>	field manual
<b>FN</b>	foreign nation
<b>FORSCOM</b>	United States Army Forces Command
<b>FY</b>	fiscal year
<b>G-2</b>	assistant chief of staff, intelligence
<b>G-3</b>	assistant chief of staff, operations
<b>G-4</b>	assistant chief of staff, logistics
<b>G-5</b>	assistant chief of staff, plans
<b>G-7</b>	assistant chief of staff, information engagement
<b>G-9</b>	assistant chief of staff, Civil Affairs operations
<b>GCC</b>	geographic combatant commander
<b>GIG</b>	global information grid
<b>HA</b>	humanitarian assistance
<b>HCA</b>	humanitarian civic assistance
<b>HHC</b>	headquarters and headquarters company
<b>HN</b>	host nation
<b>HQ</b>	headquarters
<b>ICRC</b>	International Committee of the Red Cross
<b>IDAD</b>	internal defense and development
<b>IGO</b>	intergovernmental organization
<b>IPB</b>	intelligence preparation of the battlefield
<b>IPI</b>	indigenous populations and institutions
<b>J-2</b>	intelligence directorate of a joint staff
<b>J-3</b>	operations directorate of a joint staff
<b>J-4</b>	logistics directorate of a joint staff
<b>J-5</b>	plans directorate of a joint staff
<b>J-9</b>	civil-military operations directorate of a joint staff
<b>JCMOTF</b>	joint civil-military operations task force
<b>JFC</b>	joint force commander
<b>JFLCC</b>	joint force land component commander
<b>JFSOC</b>	joint force special operations component

<b>JOA</b>	joint operational area
<b>JOPP</b>	joint operation planning process
<b>JP</b>	joint publication
<b>JSCP</b>	Joint Strategic Capabilities Plan
<b>JSOA</b>	joint special operations area
<b>JSOTF</b>	joint special operations task force
<b>JTF</b>	joint task force
<b>MCA</b>	military civic action
<b>MDMP</b>	military decisionmaking process
<b>MEB</b>	maneuver enhancement brigade
<b>METT-TC</b>	mission, enemy, terrain and weather, troops and support available—time available, and civil considerations
<b>MISO</b>	Military Information Support operations
<b>MOE</b>	measure of effectiveness
<b>MOP</b>	measure of performance
<b>NA</b>	nation assistance
<b>NATO</b>	North Atlantic Treaty Organization
<b>NEO</b>	noncombatant evacuation operations
<b>NGO</b>	nongovernmental organization
<b>NIMS</b>	National Incident Management System
<b>NRF</b>	National Response Framework
<b>NSPD</b>	national security Presidential directive
<b>OFDA</b>	Office of U.S. Foreign Disaster Assistance
<b>OGA</b>	other government agency
<b>OHDACA</b>	Overseas Humanitarian Disaster and Civic Aid
<b>OPCON</b>	operational control
<b>OPLAN</b>	operation plan
<b>OPORD</b>	operation order
<b>PA</b>	public affairs
<b>PIR</b>	priority intelligence requirement
<b>PMESII-PT</b>	political, military, economic, social, information, infrastructure, physical environment, time
<b>POC</b>	point of contact
<b>PRC</b>	populace and resources control
<b>PRT</b>	provincial reconstruction team
<b>ROE</b>	rules of engagement
<b>S-2</b>	intelligence staff officer
<b>S-3</b>	operations staff officer
<b>S-4</b>	logistics staff officer
<b>S-7</b>	information engagement staff officer
<b>S-9</b>	Civil Affairs operations staff officer
<b>SA</b>	security assistance

<b>SCA</b>	support to civil administration
<b>SecDef</b>	Secretary of Defense
<b>SF</b>	Special Forces
<b>SFA</b>	security force assistance
<b>SFOD</b>	Special Forces operational detachment
<b>SOTF</b>	special operations task force
<b>SJA</b>	staff judge advocate
<b>SME</b>	subject-matter expert
<b>SO</b>	special operations
<b>SOF</b>	special operations forces
<b>SOP</b>	standard operating procedure
<b>SR</b>	special reconnaissance
<b>TC</b>	training circular
<b>TCP</b>	theater campaign plan
<b>TJAG</b>	the judge advocate general
<b>TSOC</b>	theater special operations command
<b>UN</b>	United Nations
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>U.S.</b>	United States
<b>USACAPOC</b>	United States Army Civil Affairs and Psychological Operations Command
<b>USAFRICOM</b>	United States Africa Command
<b>USAID</b>	United States Agency for International Development
<b>USAJFKSWCS</b>	United States Army John F. Kennedy Special Warfare Center and School
<b>USAR</b>	United States Army Reserve
<b>USASOC</b>	United States Army Special Operations Command
<b>USC</b>	United States Code
<b>USCENTCOM</b>	United States Central Command
<b>USEUCOM</b>	United States European Command
<b>USG</b>	United States Government
<b>USNORTHCOM</b>	United States Northern Command
<b>USPACOM</b>	United States Pacific Command
<b>USSOCOM</b>	United States Special Operations Command
<b>USSOUTHCOM</b>	United States Southern Command
<b>UW</b>	unconventional warfare
<b>WMD</b>	weapons of mass destruction

## **SECTION II - TERMS**

### **center of gravity**

The source of power that provides moral or physical strength, freedom of action or will to act. Also called **COG**. (JP 5-0)

**civil administration**

An administration established by a foreign government in (1) friendly territory, under an agreement with the government of the area concerned, to exercise certain authority normally the function of the local government; or (2) hostile territory, occupied by United States forces, where a foreign government exercises executive, legislative, and judicial authority until an indigenous civil government can be established. (JP 3-05)

**Civil Affairs**

Designated Active and Reserve component forces and units organized, trained, and equipped specifically to conduct civil affairs operations and to support civil-military operations. Also called **CA**. (JP 3-57)

**Civil Affairs operations**

Actions planned, executed, and assessed by civil affairs forces that enhance awareness of and manage the interaction with the civil component of the operational environment; identify and mitigate underlying causes of instability within civil society; or involve the application of functional specialty skills normally the responsibility of civil government. Also called **CAO**. (JP 3-57)

**\*civil assistance**

Assistance, based on a commander's decision, in which life-sustaining services are provided, order is maintained, and/or goods and services are distributed within the commander's assigned area of operations. (FM 3-57)

**civil considerations**

The influence of man-made infrastructure, civilian institutions, and attitudes and activities of the civilian leaders, populations, and organizations within an area of operations on the conduct of military operations. (ADRP 5-0)

**civil information**

Relevant data relating to the civil areas, structures, capabilities, organizations, people, and events of the civil component of the operational environment used to create knowledge products supporting the situational awareness of the supported commander. (JP 3-57)

**civil information management**

Process whereby data relating to the civil component of the operational environment is collected, collated, processed, analyzed, produced into knowledge products, and disseminated. Also called **CIM**. (JP 3-57)

**\*civil liaison team**

Provides limited civil-military interface capability as a spoke for the exchange of information between indigenous populations and institutions, intergovernmental organizations, nongovernmental organizations, and other governmental agencies, and has limited capability to link resources to prioritized requirements. The civil liaison team is a stand-alone team for the civil-military operations center. It provides the supported level civil-military operations center with a storefront for Civil Affairs operations and civil-military operations coordination capability without interfering with the regular staff functions. Also called **CLT**. (FM 3-57)

**\*civil-military engagement**

A formal program that facilitates the U.S. interagency, host nation indigenous authorities, select intergovernmental and nongovernmental partners, and the private sector to build, replace, repair, and sustain civil capabilities and capacities that eliminate, reduce, or mitigate civil vulnerabilities to local and regional populations. Civil-military engagement is a globally synchronized and regionally coordinated program of country-specific and regional actions executed through and with indigenous and U.S. interagency partners to eliminate the underlying conditions and core motivations for local and regional population support to violent extremist organizations and their networks. Also called **CME**. (FM 3-57)

### **civil-military operations**

Activities of a commander performed by designated civil affairs or other military forces that establish, maintain, influence, or exploit relations between military forces, indigenous populations, and institutions by directly supporting the attainment of objectives relating to the reestablishment or maintenance of stability within a region or host nation. Also called **CMO**. (JP 3-57)

### **civil-military operations center**

An organization normally comprised of civil affairs established to plan and facilitate coordination of activities of the Armed Forces of the United States with indigenous populations and institutions, the private sector, intergovernmental organizations, nongovernmental organizations, multinational forces, and other governmental agencies in support of the joint force commander. Also called **CMOC**. (JP 3-57)

### **\*civil-military support element**

A task-organized Civil Affairs force that conducts civil-military engagement in a specified country or region. A civil-military support element is composed of a persistent-presence element of Civil Affairs leaders/planners, and a presence-for-purpose element composed of a Civil Affairs Team(s) that may include enablers (for example, health service support, engineer, etc.) who are task organized for a specific time to execute a coordinated mission. Also called **CMSE**. (FM 3-57)

### **civil reconnaissance**

A targeted, planned, and coordinated observation and evaluation of specific civil aspects of the environment such as areas, structures, capabilities, organizations, people, or events. Also called **CR**. (JP 3-57)

### **country team**

The senior, in-country U.S. coordinating and supervising body, headed by the chief of the U.S. diplomatic mission, and composed of the senior member of each represented U.S. department or agency as desired by the chief of the U.S. diplomatic mission. (JP 3-07.4)

### **defense support of civil authorities**

Support provided by U.S. Federal military forces, Department of Defense civilians, Department of Defense contract personnel, Department of Defense component assets, and National Guard forces (when the Secretary of Defense, in coordination with the governors of the affected states, elects and requests to use those forces in Title 32, United States Code, status) in response to requests for assistance from civil authorities for domestic emergencies, law enforcement support, and other domestic activities, or from qualifying entities for special events. Also called **DSCA**. (DODD 3025.18)

### **dislocated civilian**

A broad term primarily used by the Department of Defense that includes a displaced person, an evacuee, an internally displaced person, a migrant, a refugee, or a stateless person. Also called **DC**. (JP 3-29)

### **displaced person**

A broad term used to refer to internally and externally displaced persons collectively. (JP 3-29)

### **effect**

1. The physical or behavioral state of a system that results from an action, a set of actions, or another effect. 2. The result, outcome, or consequence of an action. 3. A change to a condition, behavior, or degree of freedom. (JP 3-0)

### **foreign humanitarian assistance**

Department of Defense activities, normally in support of the United States Agency for International Development or Department of State, conducted outside the United States, its territories, and possessions to relieve or reduce human suffering, disease, hunger, or privation. Also called **FHA**. (JP 3-29)



**foreign internal defense**

Participation by civilian and military agencies of a government in any of the action programs taken by another government or other designated organization to free and protect its society from subversion, lawlessness, insurgency, terrorism, and other threats to its security. Also called **FID**. (JP 3-22)

**host nation**

A nation that receives the forces and/or supplies of allied nations, and/or NATO organizations to be located on, to operate in, or to transit through its territory. Also called **HN**. (JP 3-57)

**host nation support**

Civil and/or military assistance rendered by a nation to foreign forces within its territory during peacetime, crises or emergencies, or war based on agreements mutually concluded between nations. Also called **HNS**. (JP 4-0)

**humanitarian and civic assistance**

Assistance to the local populace provided by predominantly United States forces in conjunction with military operations and exercises. This assistance is specifically authorized by 10 USC 401, and funded under separate authorities. Also called **HCA**. (JP 3-29)

**humanitarian assistance coordination center**

A temporary center established by a geographic combatant commander to assist with interagency coordination and planning. A humanitarian assistance coordination center operates during the early planning and coordination stages of foreign humanitarian assistance operations by providing the link between the geographic combatant commander and other United States Government agencies, nongovernmental organizations, and international and regional organizations at the strategic level. Also called **HACC**. (JP 3-29)

**indigenous populations and institutions**

The societal framework of an operational environment including citizens, legal and illegal immigrants, dislocated civilians, and governmental, tribal, ethnic, religious, commercial, and private organizations and entities. Also called **IPI**. (JP 3-57)

**information superiority**

The operational advantage derived from the ability to collect, process, and disseminate an uninterrupted flow of information while exploiting or denying an adversary's ability to do the same. Also called **IS**. (JP 3-13)

**insurgency**

The organized use of subversion and violence by a group or movement that seeks to overthrow or force change of a governing authority. Insurgency can also refer to the group itself. (JP 3-24)

**internal defense and development**

The full range of measures taken by a nation to promote its growth and to protect itself from subversion, lawlessness, insurgency, terrorism, and other threats to its security. Also called **IDAD**. (JP 3-22)

**internally displaced person**

Any person who has been forced or obliged to flee or to leave their home or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized state border. (JP 3-29)

**joint task force**

A joint force that is constituted and so designated by the Secretary of Defense, a combatant commander, a subunified commander, or an existing joint task force commander. Also called **JTF**. (JP 1)

**knowledge management**

The art of creating, organizing, applying, and transferring knowledge to facilitate situational understanding and decisionmaking. Also called **KM**. (ADRP 6-0)

### **link**

The behavioral, physical, or functional relationship between the nodes. (JP 3-0)

### **measure of effectiveness**

A criterion used to assess changes in system behavior, capability, or operational environment that is tied to measuring the attainment of an end state, achievement of an objective, or creation of an effect. Also called **MOE**. (JP 3-0)

### **measure of performance**

A criterion to assess friendly actions that is tied to measuring task accomplishment. Also called **MOP**. (JP 3-0)

### **military civic action**

The use of preponderantly indigenous military forces on projects useful to the local population at all levels in such fields as education, training, public works, agriculture, transportation, communications, health, sanitation, and others contributing to economic and social development, which would also serve to improve the standing of the military forces with the population. (U.S. forces may at times advise or engage in military civic actions in overseas areas.) (JP 3-57)

### **nation assistance**

Assistance rendered to a nation by foreign forces within that nation's territory based on agreements mutually concluded between nations. (JP 3-0)

### **operational environment**

A composite of the conditions, circumstances, and influences which affect the employment of capabilities and bear on the decisions of the commander. Also called **OE**. (JP 3-0)

### **permissive environment**

Operational environment in which host country military and law enforcement agencies have control as well as the intent and capability to assist operations that a unit intends to conduct. (JP 3-0)

### **\*populace and resources control**

Operations which provide security for the populace, deny personnel and materiel to the enemy, mobilize population and materiel resources, and detect and reduce the effectiveness of enemy agents. Populace control measures include curfews, movement restrictions, travel permits, registration cards, and resettlement of civilians. Resource control measures include licensing, regulations or guidelines, checkpoints (for example, road blocks), ration controls, amnesty programs, and inspection of facilities. Most military operations employ some type of PRC measures. Also called **PRC**. (FM 3-57)

### **priority intelligence requirement**

An intelligence requirement, stated as a priority for intelligence support, that the commander and staff need to understand the adversary or other aspects of the operational environment. Also called **PIR**. (JP 2-01)

### **reachback**

The process of obtaining products, services, and applications, or forces, or equipment, or material from organizations that are not forward deployed. (JP 3-30)

### **refugee**

A person who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his or her nationality and is unable or, owing to such fear, is unwilling to avail himself or herself of the protection of that country. (JP 3-29)

### **risk management**

The process of identifying, assessing, and controlling risks arising from operational factors and making decisions that balance risk cost with mission benefits. Also called **RM**. (JP 3-0)

### **security assistance**

Group of programs authorized by the Foreign Assistance Act of 1961, as amended, and the Arms Export Control Act of 1976, as amended, or other related statutes by which the United States provides

defense articles, military training, and other defense-related services by grant, loan, credit, or cash sales in furtherance of national policies and objectives. Security assistance is an element of security cooperation funded and authorized by Department of State to be administered by Department of Defense/Defense Security Cooperation Agency. Also called **SA**. (JP 3-22)

**special operations**

Operations requiring unique modes of employment, tactical techniques, equipment and training often conducted in hostile, denied, or politically sensitive environments and characterized by one or more of the following: time sensitive, clandestine, low visibility, conducted with and/or through indigenous forces, requiring regional expertise, and/or a high degree of risk. Also called **SO**. (JP 3-05)

**stability**

An overarching term encompassing various military missions, tasks, and activities conducted outside the United States in coordination with other instruments of national power to maintain or reestablish a safe and secure environment, provide essential government services, emergency infrastructure reconstruction, and humanitarian relief. (JP 3-0)

**\*support to civil administration**

Assistance given by U.S. armed forces to stabilize or to continue the operations of the governing body or civil structure of a foreign country, whether by assisting an established government or by establishing military authority over an occupied population. Also called **SCA**. (FM 3-57)

**terrorism**

The unlawful use of violence or threat of violence to instill fear and coerce governments or societies. Terrorism is often motivated by religious, political, or other ideological beliefs and committed in the pursuit of goals that are usually political. (JP 3-07.2)

**threat**

The ability of an enemy or potential enemy to limit, neutralize, or destroy the effectiveness of a current or projected mission, organization, or item of equipment. (TRADOC Reg 381-1)

**uncertain environment**

Operational environment in which host government forces, whether opposed to or receptive to operations that a unit intends to conduct, do not have totally effective control of the territory and population in the intended operational area. (JP 3-0)

**unconventional warfare**

Activities conducted to enable a resistance movement or insurgency to coerce, disrupt, or overthrow a government or occupying power by operating through or with an underground, auxiliary, and guerrilla force in a denied area. Also called **UW**. (FM 3-05)

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By Order of the Secretary of the Army:

**MARTIN E. DEMPSEY**  
*General, United States Army*  
*Chief of Staff*

Official:

A handwritten signature in black ink, reading "Joyce E. Morrow". The signature is fluid and cursive, with the first letters of each word being capitalized and prominent.

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