

# FM 3-57

## CIVIL AFFAIRS OPERATIONS



**MAY 2018**

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# Civil Affairs Operations

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## Preface

FM 3-57 provides Army commanders with the information necessary for the integration of Civil Affairs (CA) capabilities in support of unified land operations. It also provides the doctrinal basis for the conduct of Civil Affairs operations (CAO) in support of civil-military operations (CMO).

FM 3-57 clarifies the role of CA forces in the execution of CAO, and in support of CMO, with regard to the missions, employment, support requirements, capabilities, and limitations of these forces. CA forces execute CAO in support of unified land operations in all theaters across the range of military operations to achieve unified action. A force multiplier for every commander, CA forces are one of the primary resources a commander has to assist in dealing with the complex and ever-changing civil component of the operational environment (OE). CA forces are trained, organized, and equipped to plan, execute, and assess CAO in support of Army and joint operations. Their cultural orientation, regional expertise, linguistic capabilities, advisory ability, and civilian-acquired professional skills paralleling common government functions are essential elements to the successful completion of the commander's mission.

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 for the civilian leadership of the U.S. interagency organizations.

Although written primarily to assist the Army Service component command, Army corps, Army divisions, brigade combat teams, and maneuver enhancement brigades with the integration of CAO in planning, preparing for, executing, and assessing unified land operations, this FM is applicable for joint force operations as well.

Commanders, staffs, and subordinates ensure their decisions and actions comply with applicable U.S., international, and, in some cases, host nation (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 **boldfaced** in the text. 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, the Army National Guard/Army National Guard of the United States, and the United States Army Reserve (USAR) unless otherwise stated. Unless this publication states otherwise, masculine nouns and pronouns do not refer exclusively to men.

The proponent of FM 3-57 is the U.S. Army Special Operations Center of Excellence, USAJFKSWCS. Send comments and recommendations on a DA Form 2028 (Recommended Changes to Publications and Blank Forms) to Commander, U.S. Army Special Operations Center of Excellence, USAJFKSWCS, ATTN: AOJK-CAD, 3004 Ardennes Street, Stop A, Fort Bragg, NC 28310-9610; by email to [cadctrine@socom.mil](mailto:cadctrine@socom.mil); or by submitting an electronic DA Form 2028.

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# Introduction

FM 3-57 describes the history, authorities, role, core competencies, functions, characteristics, principles, and limitations of Army CA forces in support of unified land operations. The manual also clarifies the role of CA forces in support of the joint force commander's (JFC'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 (SOF) during all phases of operations. FM 3-57 contains four chapters.

**Chapter 1** provides the history of CA and broadly describes the authorities, role, core competencies, functions, characteristics, and principles of the CA branch.

**Chapter 2** describes CAO which establishes and enhances the military commander's shared understanding of the civil component of the OE. The discussion further details the core competencies and functions executed within CAO and the contribution in supporting the commander's concept and intent.

**Chapter 3** describes the CA contribution to both Army and joint planning. The discussion addresses the various CA planning products (running estimates, area studies, and assessments) that provide the evaluation of civil considerations to the supported commander. This chapter details the functions of the civil-military operations directorate of a joint staff (J-9) and the theater Civil Affairs planning team (T-CAPT) in support of joint CMO planning, the functions of the assistant chief of staff, Civil Affairs operations (G-9) and battalion or brigade Civil Affairs operations staff officer (S-9) in support of Army planning from the Special Forces battalion through the theater special operations command (TSOC) and the conventional forces brigade through theater Army. This chapter also provides a discussion on CA mission tasks and verbs.

**Chapter 4** describes the CAO contribution to unified land operations within the four tasks of decisive action: offense, defense, stability, and defense support of civil authorities (DSCA). This chapter also describes CA forces' interaction with other organizations and operations to include: CMO, information operations, public affairs and military information support operations (MISO).

FM 3-57 adds or revises the terms listed in Introductory Table 1.

**Introductory Table 1. New Terms**

Term	Acronym	Remarks
Civil Affairs activities	CAA	New Army term, definition and acronym
Civil Affairs supported activities	CASA	New Army term, definition and acronym
Civil engagement	CE	New Army term, definition and acronym
Civil-military engagement	CME	Revises the Army definition
Military government operations	MGO	New Army term, definition and acronym
Support to civil administration	SCA	Revises the Army definition

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## Chapter 1

# Civil Affairs Branch Overview

U.S. forces operate in the air, land, maritime, space, and cyberspace domains. The land domain is the most complex of the domains, because it addresses humanity—its cultures, ethnicities, religions, and politics. War begins and ends based upon how it affects the land domain (ADP 1). Army commanders use CA forces as a critical capability to engage the civil environment for the successful execution of military operations within the land domain. The CA branch has a rich history in the support of Army operations. This chapter provides a brief history of CA from before World War I to the present. It discusses the policy and directive authorities for CA. This chapter also identifies the new CA taxonomy laid out according to ADP 1-01, and it broadly describes the role, core competencies, functions, characteristics, and principles of the CA branch.

## HISTORY

1-1. The history of U.S. Army CA, known as Military Government prior to 1959, can best be described as one of continuous evolution. From its *ad hoc* origins in the immediate aftermath of World War I, the Army professionalized CA as a Reserve branch (1955) and a Regular Army branch (2006). This brief history provides a short overview of U.S. Army CA. While it highlights critical events, it is not comprehensive.

1-2. Since its creation in the early Republic, the U.S. Army conducted roles and functions similar to CA/Military Government. Examples include the Lewis and Clark Expedition (1804 to 1806), Major General Winfield Scott's occupation of Mexico City (1847 to 1848), post-Civil War Reconstruction in the American South (1865 to 1877), and the Philippine-American War (1899 to 1913). During the Civil War, the Army implemented General Orders No. 100 (1863), otherwise known as the Lieber Code. It provided the U.S. Army with guidelines that regulated the just treatment of civilians and property in the occupied South. Post-war, General Orders No. 100 served as the foundation for the development of laws dictating how the U.S. Army operated in occupied territory. The U.S. Army codified these laws in the Rules of Land Warfare (1914), later revised as FM 27-10. As important as the Lieber Code was, it was just another step toward developing formal CA/Military Government structure, doctrine, and training.

1-3. The true beginning of modern U.S. Army CA was the post-World War I occupation of the German Rhineland by the Third U.S. Army from December 1918 until 11 July 1923. The lessons from this experience led the Army to develop CA doctrine, provide professional education, and eventually create specialized CA/Military Government units. In the words of Major Truman Smith, the main author of the final report on the occupation, the Army's post-World War I actions "lacked both training and organization to guide the destinies of nearly 1,000,000 civilians whom the fortunes of war had placed under its temporary sovereignty." While it lasted, the U.S. Army occupation performed civil administration tasks and ensured that Germany would not resume hostilities. A new experience for the modern Army, it left such an impact that it led to the creation of a formal CA capability.

1-4. For CA, the most important development was the subsequent publication of *American Military Government of Occupied Germany, 1918–1920: Report of the Officer in Charge of Civil Affairs, Third Army and American Forces in Germany*. Known as the "Hunt Report" after its director, Colonel Irvin L. Hunt, it provided analyses of the Army's experience, highlighting the lack of formal CA training. This groundbreaking official study drove change.

1-5. The Hunt Report and similar, but less widely distributed, studies of Army involvement in the Philippines pointed to requirements for a standing CA staff section for incorporating CA in war planning. This led to the publication of an updated Rules of Land Warfare in 1934 that contained a section on military government and established the need for a CA/Military Government capability. Based on these sources, in 1940, the Army published its first doctrine that focused on these special skills. FM 27-5, *Military Government and Civil Affairs*, guided U.S. Army CA/Military Government efforts throughout World War II. Further study of the Hunt Report and the new doctrinal publications led to the creation of the first formal U.S. Army CA training program—the School of Military Government—at the University of Virginia in May 1942.

1-6. The school instructed officers in staff-level Military Government functions. However, because the School of Military Government could not meet the growing demand for trained CA personnel, the Army exported the program to other civilian universities throughout the United States. By 1945, the Army taught CA courses at Fort Custer, Michigan; the CA Staging Area at Fort Ord/Presidio of Monterey, California; or in overseas schools.

1-7. To manage its CA/Military Government efforts, the U.S. Army created the Military Government Division, established in July 1942 under the Office of the Provost Marshal General. Its small size and lack of influence, compounded by the sheer number of CA matters experienced by Lieutenant General Dwight D. Eisenhower after the invasion of North Africa on 8 November 1942, prompted the formation of the CA Division under the War Department in March 1943. Led by Major General John H. Hilldring, the CA Division formulated policy for CA/Military Government units. These units ranged in size from the European CA Division, with more than 8,200 personnel, to nine-man CA Detachments spread throughout combat units. These elements worked closely, near, or with combat forces, helping to address the concerns of civilian populations and stabilizing rear areas so that combat commanders could remain focused on the enemy. CA/Military Government elements had expanded roles in the final year of World War II and particularly in stabilizing post-war Germany, Austria, Italy, Japan, and Korea. However, the number of CA personnel declined considerably as the Army reduced force structure in the post-war drawdown. A standing CA capability appeared to be on its way out of the Army until another conflict guaranteed its survival as a permanent U.S. Army capability.

1-8. The Korean War not only resurrected U.S. Army CA but also served as a turning point for the employment of CA and led to a permanent establishment of the capability in the U.S. Army. With the brief exception of conducting Military Government in North Korea in late 1950, U.S. CA personnel worked in South Korea, a sovereign allied country with a functioning government. There, CA Soldiers, organized first under the United Nations Public Health and Welfare Detachment (1950), then the United Nations Civil Assistance Command (1951 to 1953), and later under the Korean Civil Assistance Command (1953 to 1955). CA Soldiers provided refugee assistance and medical care for the civilian population, while helping to rebuild destroyed public infrastructure. The large-scale effort provided the rationale for the U.S. Army to establish the CA/Military Government Branch in the USAR on 17 August 1955. On 2 October 1959, the Army eliminated the term Military Government and renamed it the CA Branch. This name change reflected recent operations and changes in doctrine describing how the U.S. Army would employ CA in future conflicts.

1-9. Similar to the Korean War, the U.S. Army CA effort in South Vietnam (1965 to 1971) was based on operating within a sovereign allied country. However, this time, as guided by FM 41-10: *Civil Affairs Operations* (1962), CA became associated with unconventional warfare (UW). The three active duty CA companies—the 41st, 2d, and 29th—assigned to South Vietnam helped integrate rural and war refugee populations into the national economic and political systems. The CA companies provided medical care and assisted with agricultural, educational, and infrastructure improvements, while giving credit to the government of South Vietnam for their efforts. That mission would be later reincarnated as village stability operations in Afghanistan in 2010 to 2014.

1-10. The experience in Vietnam brought lasting changes to CA. On 15 September 1971, the CA School, then administered under the Provost Marshal General's Office and based at Fort Gordon, Georgia, moved to Fort Bragg, North Carolina. There, it came under the direction of the U. S. Army Institute for Military Assistance, today's U.S. Army John F. Kennedy Special Warfare Center and School—USAJFKSWCS. Active duty CA units soon relocated to Fort Bragg and were placed under the 95th CA Group. However, in the post-Vietnam drawdown, the Army disbanded most active duty CA units. Only the 96th CA Battalion at Fort Bragg remained on active duty. Then, as now, the preponderance of CA units resided in the USAR.

1-11. During the next two decades, CA made incremental steps toward becoming a core element of U.S. Army Special Operations. On 1 October 1982, the Army established the 1st Special Operations Command (1st SOCOM) at Fort Bragg in which the 96th CA Battalion as a subordinate element. After the U.S. Army created the U.S. Army Special Operations Command (USASOC) at Fort Bragg on 1 December 1989, the 96th CA Battalion remained under 1st SOCOM. All Reserve CA units based in the contiguous United States were assigned to the USAR Special Operations Command (USARSOC), which became the U.S. Army CA and Psychological Operations Command (USACAPOC) on 27 November 1990. Subordinated under USASOC, this placed the command and control of all contiguous United States-based active duty (96th CA Battalion) and the USAR CA and Psychological Operations units under a single headquarters. On 3 March 1993, Secretary of Defense Leslie ‘Les’ Aspin formally designated active and reserve CA units in the contiguous United States as Army Special Operations Forces (ARSOF). The reserve formations based outside the contiguous United States, namely the 322d CA Brigade in Hawaii, was not designated as ARSOF.

1-12. These organizational changes coincided with the Army’s increased use of CA units following the breakup of the Soviet Union in 1991 and subsequent global instability. USASOC routinely deployed CA forces to assist in all phases of operations, to include supporting peacekeeping, disaster relief, counterinsurgency, combat, and stability efforts. Reserve CA units, namely the 352d Civil Affairs Command (CACOM), spearheaded the Kuwaiti Task Force and its efforts to stabilize Kuwait following the expulsion of the Iraqi invaders in February 1991. Other USAR CA units and the 96th CA Battalion provided CA support in Iraq for Operation DESERT SHIELD/STORM and for Operation PROVIDE COMFORT, the post-war humanitarian mission to assist the Kurds. Other notable deployments for CA units include peacekeeping and disaster relief efforts in Operation RESTORE HOPE in Somalia, Operation UPHOLD DEMOCRACY in Haiti, and Operation JOINT ENDEAVOR in the Balkans. However, the 11 September 2001 terrorist attack on the United States ushered CA into a new era.

1-13. Significant changes for CA took place during the Global War on Terror. To meet the growing needs of the conventional force, on 1 October 2006, the Army reassigned USACAPOC from USASOC to United States Army Reserve Command. USASOC retained the single active duty special operations CA unit, the 96th CA Battalion. Two weeks later, on 16 October 2006, the Army established CA as a branch in the Regular Army. Prior to that, it had been a functional area. Constant rotations to Afghanistan and Iraq accelerated the operational tempo of CA units and promoted growth in the active force. USASOC used 96th CA Battalion personnel as cadre to create four additional active special operations CA Battalions (91st, 92d, 97th, and 98th) under the newly organized 95th CA Brigade (2007). Currently, the 95th is assigned to the 1st Special Forces Command supporting ARSOF and USSOCOM commitments.

1-14. The demand to support continued Global War on Terror operations also resulted in the creation of the conventional 85th CA Brigade on 16 September 2011, with five subordinate battalions (80th, 81st, 82d, 83d, and 84th). Based at Fort Hood, Texas, this Regular Army unit was subordinated to U.S. Army Forces Command and provided CA support to conventional forces. However, following troop level drawdowns, the Army deactivated the 80th and 84th CA battalions on 15 September 2016. The 85th CA Brigade, along with its 81st and 82d Battalions were inactivated on 15 March 2018, leaving the 83d CA Battalion as the sole remaining active CA unit supporting the conventional force. If history is an indicator, more changes will come.

1-15. Army CA has evolved considerably since its origins in the post-World War I occupation of Germany. The Army has recognized the continuing need for formal CA instruction and planning and the requirement for a standing CA force. CA engages across the spectrum of conventional warfare and UW, ranging from the prevention of hostilities to assisting people in returning to daily life after hostilities or humanitarian crises end. The demand for CA is strong because it is a force multiplier and has a history of proven utility.

## AUTHORITIES

1-16. *Civil Affairs* are designated Active Component and Reserve Component forces and units organized, trained, and equipped specifically to conduct Civil Affairs operations and to support civil-military operations (JP 3-57). As defined, CA refers to the force structure—Soldiers, teams, staff personnel, and units. CA forces conduct CAO in order to support the commander’s concept and synchronize with the JFC’s CMO plan.

1-17. U.S. Army CA forces provide the overwhelming majority of this capability and are the Department of Defense’s (DOD’s) primary force specifically trained and educated to engage and influence the civil

component of the OE, conduct military government operations (MGO), and provide civil considerations expertise. CA forces interact with unified action partners, indigenous populations and institutions (IPI), other civil entities, and the interagency through the planning and execution of CAO to set the conditions for the mitigation or defeat of threats to civil society. These forces are the commander's primary asset to purposefully engage nonmilitary organizations and IPI. The following publications establish the basis for the functions and capabilities required of CA forces.

### **DEPARTMENT OF DEFENSE DIRECTIVE 5100.01**

1-18. DODD 5100.01 provides authority and guidance to the U.S. Army to develop concepts, doctrine, tactics, techniques, and procedures and to organize, train, equip, and provide forces with expeditionary and campaign qualities. DODD 5100.01 also specifically states the following requirements for the Army:

- Occupy territories abroad and provide for the initial establishment of a military government pending transfer of this responsibility to other authority.
- Conduct CAO.
- Organize, train, and equip forces to conduct support to civil authorities in the United States and abroad, to include support for disaster relief, consequence management, mass migration, disease eradication, law enforcement, counternarcotics, critical infrastructure protection, and response to terrorist attack, in coordination with the other Military Services, Combatant Commands, National Guard, and USG departments and agencies.

1-19. DODD 5100.01 specifies that USSOCOM, in coordination with the Military Service Chiefs, organize, train, equip, and provide SOF doctrine, procedures, and equipment for CAO.

### **DEPARTMENT OF DEFENSE DIRECTIVE 2000.13**

1-20. DODD 2000.13 states that CAO includes DOD actions that:

- Coordinate military activities with other U.S. Government (USG) departments and agencies, civilian agencies of other governments, HN military or paramilitary elements, and nongovernmental organizations.
- Support stability operations, including activities that establish civil security; provide support to governance; provide essential services; support economic development and infrastructure; and establish civil control for civilian populations in occupied or liberated areas until such control can be returned to civilian or non-U.S. military authority.
- Provide assistance outside the range of military operations, when directed, to meet the life-sustaining needs of the civilian population.
- Provide expertise in civilian sector functions that normally are the responsibility of civilian authorities. That expertise is applied to implement DOD policies to advise or assist in rehabilitating or restoring civilian sector functions.
- Establish and conduct military government until civilian authority or government can be restored.

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*Note:* DODD 2000.13 provides additional information on the DOD-directed requirements.

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### **TITLE 10, UNITED STATES CODE, ARMED FORCES**

1-21. Title 10, United States Code, directs Army forces to conduct prompt and sustained land combat, combined with the Army's operating concept, and unified land operations requirements. ADRP 3-0 has identified five characteristics that distinguish land operations from other types of military operations: scope, duration, terrain, permanence, and civilian presence. Acknowledging civilian presence underscores the criticality of—and the dynamic relationship between—friendly forces, enemy forces, and populations as competing global and regional influences; urbanization; failed, failing, or recovering governance apparatuses; nonstate actors; other state actors; degraded economic conditions; and a host of other factors contend to influence the OE on a daily basis. CA forces enable regionally focused insight and understanding for commanders at all levels toward the complex relationships and influences affecting civil societies,

institutions, and populations within the operating area. CA forces provide unique competencies to engage the civil component, assessing the situation and providing guidance that will directly contribute to consolidation of gains activities. Consolidation of gains are fundamental to the stability of the affected population and civil institutions and set conditions for transitioning an area of operations (AO) to a legitimate authority.

1-22. Civil considerations will continue to be a significant aspect of all operations. Commanders at all levels will be faced with complex OEs, such as global and regional influences, urbanization, failed or failing states, nonstate actors, political actors, corruption, economic conditions, and a host of other influences that can change the OE on a daily basis. Commanders must understand these complex influences and be prepared to successfully engage the civil component within their operational areas. CA forces provide unique competencies and functions that enhance the military mission and advance U.S. interests throughout the world. Properly employed CA forces assist in—

- Shaping the OE.
- Mitigating friction between military forces and the civil component.
- Setting the conditions for stability.

## ROLE

1-23. The role of CA is to engage and influence unified action partners and IPI, conduct MGO, enable CMO, and provide civil considerations expertise through the planning and execution of CAO. This role, founded in policy, directive, and joint doctrine, clearly depicts the reason why the CA branch was established and the unique contributions it provides to the Army and DOD.

1-24. CA forces are organized, trained, and equipped specifically to plan and execute CAO across the range of military operations, engaging the civil component (IPI, unified action partners, other civil entities, and interagency) to support the JFC's CMO concept. Senior-level CA planning and policy representation across Army and DOD agencies is required to ensure proper integration and early determination of requirements.

1-25. The intent of CAO is to enhance stability, set conditions for the mitigation or defeat of threats to civil society, and to assist in establishing local government capability or enhancing its capacity for deterring or defeating future civil threats. CA forces have three core competencies that focus on the civil component, and these core competencies are essential and enduring capabilities provided to Army operations.

## CORE COMPETENCIES AND FUNCTIONS

1-26. CA forces execute CA core competencies and functions. The CA branch provides three core competencies nested within CAO. CA functions are structured under each competency, organizing tasks and systems (people, organizations, information, and processes) into executable capabilities to achieve the desired effects. CA forces may execute competencies prior to, simultaneously with, or in the absence of other military operations across the range of military operations and all levels of war.

1-27. CA core competencies form the basis for training, organizing, equipping, and employing CA forces. The core competencies nest within the commander's overall responsibility for planning and executing CMO as identified in JP 3-57 and FM 3-0. Generally, the core competencies of CA are mutually supporting. The functions nested under the core competencies are capabilities executed to accomplish the designated role of the branch. The CA branch has the overall responsibility to perform these functions; however, not every organization within the branch has the capability or requirement to fully execute every function. The table of organization and equipment (TO&E) data on the force management system website provides additional information on the required capabilities of individual CA organizations. The following paragraphs briefly describe each competency and function.

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*Note:* Chapter 2 of this manual provides additional information on core competencies and functions.

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1-28. CAO consist of the following core competencies and their nested functions:

- **Civil Affairs activities (CAA).**
  - Civil reconnaissance (CR).
  - Civil engagement (CE).
  - Civil information management (CIM).
  - Civil-military operations center (CMOC).
  - CAO staff support.
- **Military government operations (MGO).**
  - Transitional military authority.
  - Support to civil administration (SCA).
- **Civil Affairs supported activities (CASA).**
  - Foreign assistance.
  - Foreign humanitarian assistance (FHA).
  - Populace and resources control (PRC).
  - Civil-military engagement (CME).

1-29. *Civil Affairs activities* are activities specifically planned, executed, and assessed by Civil Affairs forces, that support the commander in order to synchronize, coordinate, and integrate indigenous populations and institutions, unified action partners, and interagency. CAA provide unique capabilities to the commander. CAA consist of the following functions:

- **Civil Reconnaissance.** CR is a targeted, planned, and coordinated observation and evaluation of specific civil aspects of the environment for collecting civil information to enhance situational understanding and facilitate decision making. Potential sources of civil information include areas, structures, capabilities, organizations, people, and events (ASCOPE) assessments.
- **Civil Engagement.** *Civil engagement* is a deliberate or spontaneous activity or interaction between Civil Affairs forces and nonmilitary individuals or entities, designed to build relationships; reduce or eliminate civil interference and causes of instability; gather, confirm, or deny information; foster legitimacy, or promote cooperation and unified action. CE includes those planned and targeted interactions which promote the building of relationships between military forces, unified action partners, IPI, and the interagency to reduce civilian impacts to ongoing or planned military operations and mitigate the military impact on the civilian population. It may be in person or by other means of communication.
- **Civil Information Management.** *Civil information management* is the process whereby data relating to the civil component of the operational environment is gathered, collated, processed, analyzed, produced into information products, and disseminated (JP 3-57). The data is used as civil considerations input into possible courses of action to determine the impact of military operations on the civil component of the OE and to provide updates on the civil component to enhance the commander's common operational picture (COP).
- **Civil-Military Operations Center.** The CMOC is a primary capability for coordination of the activities of the Armed Forces of the United States with unified action partners, IPI, and interagency. The Army CMOC is established and primarily manned by CA personnel. The CMOC works best when augmented by other CMO-related capabilities (engineers, military police, medical, transportation, and so on) available to the commander. CMOC coordination synchronizes the capabilities and resources of military and nonmilitary entities to support the operation.
- **Civil Affairs Operations Staff Support.** *Civil Affairs operations staff support* is planning and execution of Civil Affairs activities, Civil Affairs supported activities, and military government operations that are accomplished to enhance the commander's understanding, decision making, and leadership in order to achieve unified action and to accomplish missions. CAO staff support are those activities conducted by CA Soldiers, elements, and units assigned to—or that have a command relationship with—Army, joint, or other Service headquarters to integrate CAO into the planning, execution, and assessment of all operations.

- This CAO staff support capability is provided at various levels by a—
  - Civil-military operations directorate of a joint staff (J-9).
  - Assistant chief of staff, Civil Affairs operations (G-9).
  - Battalion or brigade Civil Affairs operations staff officer (S-9).
  - Civil Affairs planning team (CAPT).
  - T-CAPT.
  - In lieu of support.
  - Security force assistance (SFA) brigade CAO staff section.

1-30. ***Military government operations*** are operations executed by Civil Affairs to provide expertise in the civil sector functions in order to establish transitional military authority or conduct support to civil administration. While the Department of State (DOS) has the lead for stabilization and reconstruction, the DOD has a requirement to support that effort (see National Security Presidential Directive-44). DODD 5100.01 directs the Army to establish military government when occupying enemy territory, and DODD 2000.13 identifies military government as a directed requirement under CAO. Although CA forces enable military government by conducting MGO, there is currently no overarching concept or doctrine within DOD or the Army for how to establish a transitional military authority. CA forces provide expertise in civilian sector functions that normally are the responsibility of civilian authorities in order to establish local government capability or to enhance its capacity. This core competency is normally executed in support of DOS operations or when directed in the absence of other United States Government (USG) capabilities. MGO include the following functions:

- **Transitional Military Authority.** Transitional military authority exercises the functions of civil administration in the absence of a legitimate civil authority. CA forces conduct transitional military authority by applying civilian sector expertise. CA Soldiers are trained, educated, and organized to support or execute the functions of civil administration during transitional military authority.
- **Support to Civil Administration.** *Support to civil administration* is assistance given by U.S. armed forces to stabilize or enhance the operations of the governing body of a foreign country, by assisting an established or interim government.

1-31. ***Civil Affairs supported activities*** are activities in which Civil Affairs plays a key planning, coordinating or synchronizing role, but for which they are not the proponent or primary executor. CASA are comprised of the following functions:

- **Foreign Assistance.** Foreign assistance is civil or military assistance rendered to foreign nations ranging from the sale of military equipment and support for foreign internal defense (FID) to donations of food and medical supplies to aid survivors of natural and man-made disasters. This support may be provided through foreign assistance programs, to include—
  - Development assistance.
  - Humanitarian and civic assistance.
  - Security assistance.
- **Foreign Humanitarian Assistance.** FHA is conducted outside the United States and its territories to relieve or reduce the results of natural or man-made disasters or other conditions, such as human pain, disease, hunger, or needs that might present a serious threat to life or that can result in great damage to or loss of property. Subsets of FHA include—
  - Foreign disaster relief (FDR).
  - Dislocated civilian (DC) support.
  - Security missions.
  - Technical assistance and support functions.
- **Populace and Resources Control.** *Populace and resources control* is defined as 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. PRC consists of two

distinct, yet linked, components: populace control and resources control. These controls are normally the responsibility of indigenous civil governments. CA can assist in the planning and advise on the execution of these control measures. Subsets of PRC include—

- Populace control, which includes the special category of DC operations.
- Resources control.
- **Civil-Military Engagement.** *Civil-military engagement* is a formal USSOCOM program of record that facilitates the interagency, host nation authorities, intergovernmental and nongovernmental partners, and the private sector to establish, sustain, or enhance civil capabilities and capacities that mitigate or eliminate civil vulnerabilities to local and regional populations.

## BRANCH CHARACTERISTICS

1-32. CA brings unique capabilities to the commander to assist in the accomplishment of his objectives. Certain characteristics are nested with the core competencies and functions of CA and apply to the branch as a whole; individual units may have additional specific characteristics due to mission requirements. The CA Branch is—

- **Civil Component Oriented.** CA is the commander's primary tool for civil considerations during military operations. They focus on personal interaction and the management of civil information to develop the commander's situational understanding of the civil component.
- **Culturally Attuned.** CA is aware of cultural nuances, divergent world views, biases, prejudices, and stereotypes that affect both the civil component and military operations.
- **Engagement Focused.** CA engages IPI and unified action partners to establish and maintain relationships and communication channels in order to enhance and influence the relationship between military forces and the civil component.
- **Civil Information Management Focused.** CA formations collect, collate, process, analyze, and evaluate civil data in order to produce valuable and timely information for dissemination.
- **Military Government Focused.** CA supports or executes the functions of civil administration during transitional military authority or SCA missions.
- **Skilled Integrators and Coordinators.** CA integrates and coordinates with IPI and unified action partners to facilitate information flow, synchronize efforts, and promote mission legitimacy. CA understands that relationships and coordination between affected parties enhance or enable successful mission accomplishment.
- **Diplomatically Astute.** CA understands the sensitive political aspects of military operations. They establish relationships with formal and informal leaders of influence and carefully manage those relationships to achieve positive outcomes during diplomatically sensitive interactions.
- **Skilled as Negotiators and Mediators.** CA negotiates and mediates with and between IPI and unified action partners to further U.S. objectives and resolve conflict.
- **Stability Oriented.** The CA core competencies provide required and reinforcing effects to the decisive action tasks of offense and defense, but they are most directly aligned in support of stability tasks.
- **Language Capable.** CA employs language skills and interpreters in order to enhance the execution of the core competencies of the branch.
- **Critical and Adaptive Thinkers.** CA forces are self-directed, self-disciplined, self-monitored, and self-correcting in their ability to apply the elements of thought to the topics, situations, problems, and opportunities they encounter. When confronted by unanticipated circumstances during the execution of a planned military operation or event, they are able to make adjustments within the context of the plan to either exploit the advantage or minimize the impact, thereby assuring a more successful outcome.

## BRANCH PRINCIPLES

1-33. CA is designed to engage the civil component of the OE. This is the critical capability that the commander uses to influence, synchronize, and deconflict military operations with regards to the IPI, unified action partners, and the interagency. CA principles provide comprehensive and fundamental rules or assumptions of central importance that guide how CA approaches and thinks about the conduct of operations and captures the broad and enduring guidelines for the employment of CA forces. The principles include the following:

- **CA only executes missions that support the commander's objectives.** All actions planned, programmed, or undertaken by CA must be tied to the commander's objectives and directly support unified land operations. Operating outside this context reduces the effectiveness of U.S. operations and misuses finite resources.
- **Stability is the framework for CAO.** CAO play an important role in supporting all Army operations—offense, defense, stability, and defense support of civil authorities. Although the CA core competencies provide capabilities across the range of military operations, they are most directly aligned in support of the six primary stability tasks:
  - Establish civil security.
  - Establish civil control.
  - Restore essential services.
  - Support to governance.
  - Support the economic and infrastructure development.
  - Conduct security cooperation.
- **The civil component is a critical factor in all military operations.** Military operations always have a degree of involvement (assistance, interference, or influence) with the civil component. CA plays a vital role in preparing, planning, and integrating courses of action that involve the civil component, reducing the friction between U.S. forces and the local populations and mitigating their impact on military operations.
- **CA is civil component oriented.** The CA core competencies revolve around the identification of civil strengths and vulnerabilities with the goal of mitigating causes of instability. These CA competencies enable U.S. forces to engage unified action partners, the IPI, the threats, and the causes and conditions that give rise to the threats.
- **CA must not be tasked as active collectors of threat information.** CA missions are dependent upon engaging and developing relationships with the civil component of the OE. Through the course of these interactions, information is gathered that supports the development of civil considerations. A clear distinction must be made between civil and threat information. However, as every Soldier is a sensor, CA forces will report information that they perceive as a threat or potential threat through normal channels. It is inappropriate and detrimental to the CA mission to task CA forces to actively collect threat information. If the civil component perceives that CA is acting on behalf of intelligence organizations (rather than a resolver of civil component issues), CA forces lose the credibility and access required to establish and maintain these critical relationships. This could have major negative impacts on the commander's mission, creating additional protection risks for the CA branch overall.
- **Military analysts, in conjunction with CA personnel, conduct civil considerations analysis and evaluation for CA formations.** The evaluation of civil information that leads to the identification of civil strength and vulnerabilities is a multifaceted problem that requires inter-branch coordination and cooperation. CA personnel collect, collate, and process civil information as part of the CIM process. Trained military intelligence analysts within CA formations, in conjunction with CA personnel, then conduct in-depth analysis of this civil information to deduce, distinguish, and categorize relationships and networks from this information. That analysis is then evaluated and interpreted by CA personnel in order to assess, predict, validate, and determine the impact of ongoing CAO and CMO and to the commander's overall mission. Leaders then use this evaluation to create adaptive plans and innovative solutions to the commander's mission challenges.
- **CAO are an information-related capability.** CAO involve direct interaction with IPI and institutions and unified action partners for the collection, collation, and dissemination of civil

information. They are a tool employed in the information environment that can be used to create effects and operationally desirable conditions.

- **A comprehensive, interrelated knowledgebase is an invaluable asset.** CA gathers civil data for analysis, evaluation, and transformation into actionable civil information within the operational area. This information is collated and maintained within a central repository. This base of knowledge is available for dissemination and sharing, and it is critical for understanding civil component trends and predicting civil impacts on military missions or military impacts on the IPI.
- **Regional and cultural competencies are essential to successful CAO.** CA rely on engagements, relationships, and an understanding of the civil component to effectively plan and execute CAO in support of the commander's mission. Regional and cultural competencies are not only the skills needed to interact with people of different cultures but also the knowledge and understanding of how local cultures interact with one another and how the overall region functions.
- **CAO are population centric.** CAO require direct interaction with indigenous populations in order to open up communications and foster trust, legitimacy, and cooperation.
- **CA must analyze programs and projects for sustainability.** CA forces must ensure program and project sustainability. Equipment, facilities, and services should be to the standard of, transitioned to, and sustainable by the IPI. Unsustainable programs and projects can create false expectations and lead to unintended effects, such as loss of credibility and popular support.
- **CAO mitigate civilian interference with military operations and the impact of military operations on the civil populace.** CA identifies and addresses friction points between military operations and the civil population. A hostile civilian population threatens the operations of friendly forces and can undermine mission legitimacy. A supportive civilian population can provide freedom of maneuver, resources, and information that facilitate friendly operations.
- **CAO are nested with the joint construct of CMO.** CAO enhance the JFC's planning, execution, and assessment of CMO through assessments, identification of civil considerations and population centric operational variables, integration of CAO and CMO plans into campaigns and operations.

## Chapter 2

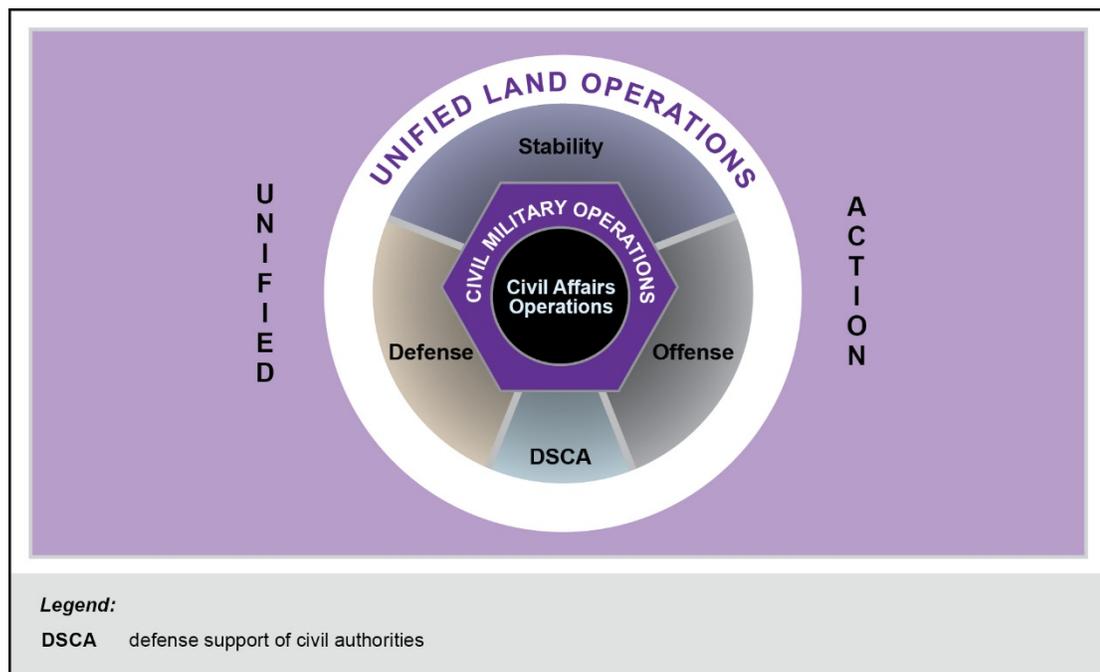
# Civil Affairs Operations

This chapter provides a detailed breakdown on the core competencies and functions nested within CAO to give commanders a better understanding of the capabilities CA forces provide during operations.

2-1. *Civil Affairs operations* are the 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 (JP 3-57).

*Civil-military operations (CMO)* are the activities of a commander performed by designated Civil Affairs or other military forces that establish, maintain, influence, or exploit relationships between military forces and indigenous populations and institutions (IPI), by directly supporting the attainment of objectives relating to the reestablishment or maintenance of stability within a region or host nation (HN). At the strategic, operational, and tactical levels of war, and during all military operations, CMO are essential to the military instrument to coordinate the integration of military and nonmilitary instruments of national power, particularly in support of stability, counterinsurgency, and other operations dealing with asymmetric and irregular threats (JP 3-57).

2-2. Figure 2-1 depicts that CAO are the CA contribution to the commander's CMO responsibility that is present in all elements of decisive action.



**Figure 2-1. Civil Affairs operations' contribution to unified action**

2-3. The simultaneous execution of these elements of decisive action to seize, retain, and exploit the initiative and consolidate gains to prevent conflict, shape the OE, and win our Nation’s wars equals unified land operations, which is the Army’s contribution to unified action. CAO are applicable throughout all six phases of operations. When applied properly, CAO have a direct impact upon offensive and defensive tasks and purposes and are a major contributor within stability. When required, CAO can also support DSCA as directed. A more detailed discussion of the CAO contribution to unified land operations is discussed in Chapter 4.

## CORE COMPETENCIES AND FUNCTIONS

2-4. The three CA core competencies nested within CAO describe the overarching capabilities that the CA branch provides. CA functions are aligned under the core competencies, organizing tasks and systems (people, organizations, information, and processes) into executable capabilities. These functions may be executed prior to, simultaneously with, or in the absence of other military operations, across the range of military operations and all levels of war.

2-5. Figure 2-2 shows how the three core competencies of CA are mutually supporting and form the basis for training, organizing, equipping, and employing CA forces.

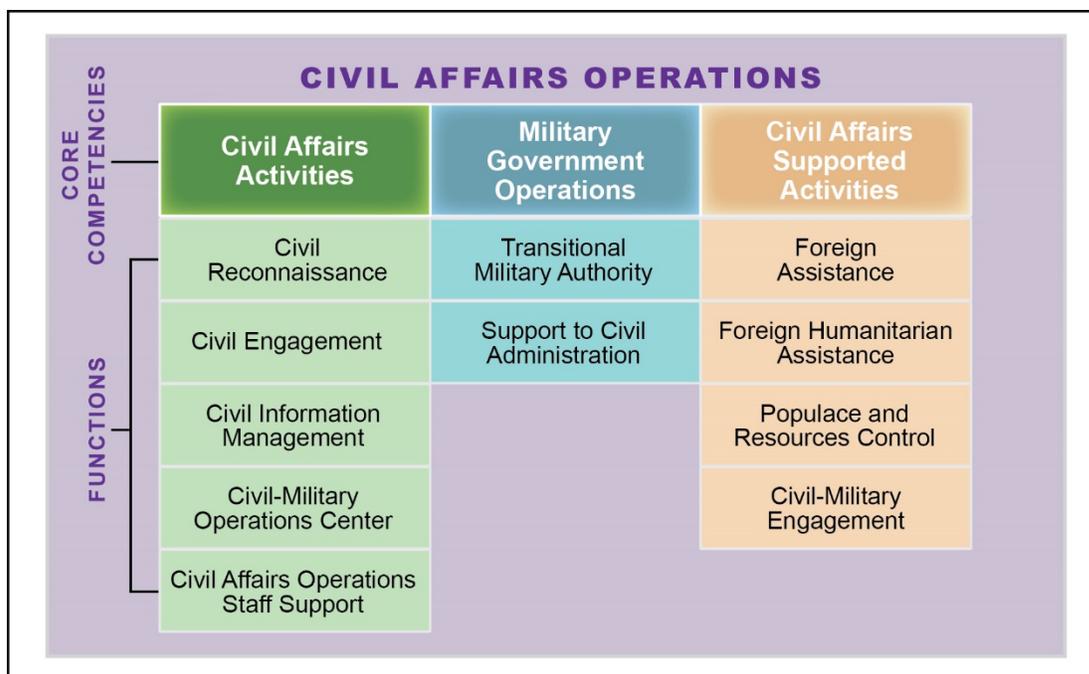


Figure 2-2. Civil Affairs core competencies and nested functions

2-6. CA forces, from the Civil Affairs team (CAT) to the CACOM, possess capabilities within their formations that support or execute CAO. Each CA organization has the ability to reachback to a regionally aligned higher CA headquarters, as well as other entities that possess more robust capabilities and resources that can be applied to assist in the execution of missions.

## CIVIL AFFAIRS ACTIVITIES

2-7. The term CAA was originally used prior to World War II. The terminology continued to be used through the February 2000 publication of FM 41-10, *Civil Affairs Operations*, to mean the activities performed or supported by CA forces that—

- Embrace the relationship between military forces and civil authorities in areas where military forces are present.
- Involve the application of CA functional specialty skills, in areas normally the responsibility of civil government, to enhance the conduct of CMO.

2-8. In the 2006 publication of FM 3-05.40, *Civil Affairs Operations*, this term was replaced by CA operations. Historically, the use of an overarching term to describe everything performed or supported by CA (without the ability to identify specifically what is performed versus what is supported) has caused confusion throughout the Army and the DOD, as well as within the CA branch.

2-9. In the new CA branch taxonomy construct aligned with ADP 1-01, CAA is a core competency under the umbrella term of CAO. CAA are those activities specifically planned, executed, and assessed by CA forces, which provide unique capabilities to the commander. They are enduring capabilities that increase the commander's understanding of, deliberate interaction with, and planning for the civil component, to include the means to synchronize, coordinate, and integrate unified action partners during unified land operations. This includes CR, CE, CIM, CMOC, and CAO staff support. These functions are critical to the successful integration of IPI, unified action partners, and the interagency into unified land operations and the understanding of civil considerations in support of the commander's mission.

## CIVIL RECONNAISSANCE

2-10. CR is a function as well as a tactical mission task of CA. CR is a targeted, planned, and coordinated observation and evaluation of specific civil aspects of the environment. The civil information collection plan drives CR for the purpose of understanding the impacts of the civil component on military operations, the impacts of military operations on the civil component, and the development of assessments and running estimates, enhancing situational understanding and facilitating decision making. The purpose of CR as a function is to—

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

2-11. CA forces conduct CR to gather civil information and assess or monitor effects of military operations on the civil component. CR is focused by the civil information collection plan, which synchronizes CA collection efforts with the commander's critical information requirements and specific requests for information through the operations process. The outcomes from CR flow into the information gathering process of CIM, which adds to the understanding of civil considerations and ultimately become inputs to the commander's COP.

## CIVIL ENGAGEMENT

2-12. CE is a function, as well as a tactical mission task, of CA. CE is the planned and targeted activities in which CA forces deliberately focus on the interaction with the IPI, unified action partners, and other civil entities. CA conducts CE to promote the relationship between military forces and the civil component. This enhances the commander's understanding of the civil component and legitimizes the U.S. mission. CE may be conducted in person or by other means of communication. The purpose of CE, as a function, is to—

- Gather information.
- Validate assumptions.
- Facilitate operations.
- Coordinate efforts.
- Collaborate with the civil component.
- Deconflict operations between the civil populace and military.
- Identify local influencers and other centers of gravity.
- Resolve conflict.
- Mitigate the impact of military operations on IPI.
- Influence actions by civil entities.
- Evaluate civil considerations.
- Identify key influencers.

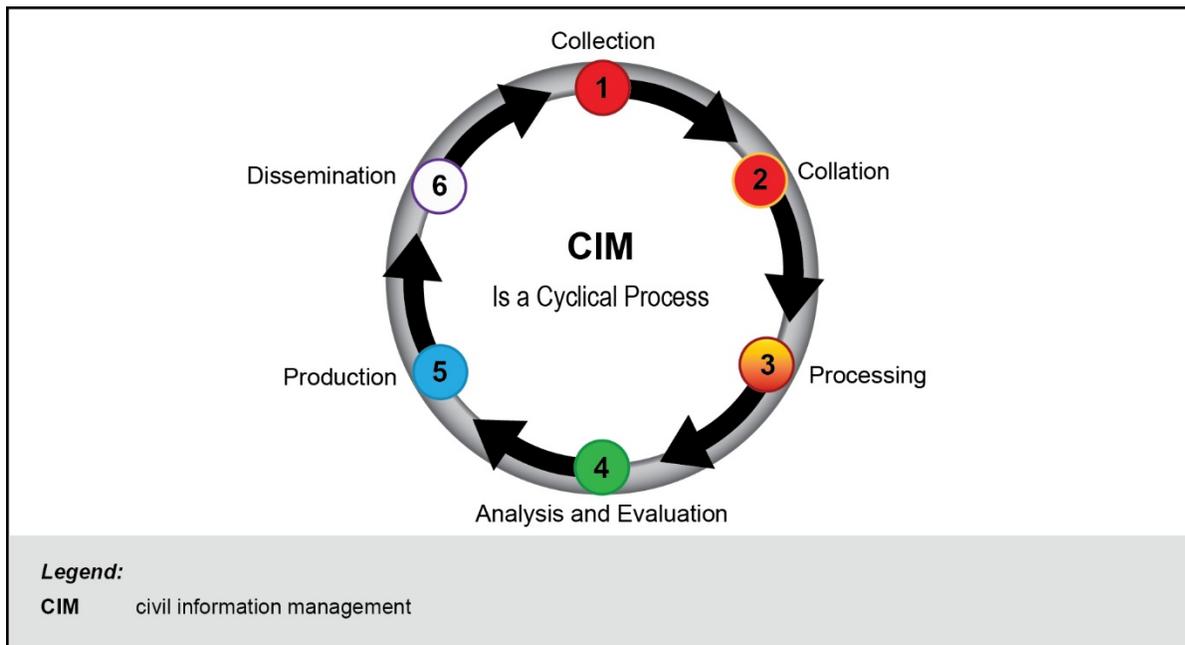
2-13. CA forces are trained in language, negotiations, and mediation techniques, as well as the ability to identify cultural nuances, divergent world views, motivations, biases, prejudices and stereotypes. These unique skills allow them to better establish and maintain relationships and communications channels with various civil entities, influence and leverage individuals and groups, facilitate coordination and integration, facilitate information flow, synchronize efforts, and promote mission legitimacy. CA forces understand that relationships and coordination between various civil entities can enhance or enable successful mission accomplishment. The outcomes from CE flow into the information gathering process of CIM, which adds to the understanding of civil considerations and ultimately become inputs to the commander’s COP.

**CIVIL INFORMATION MANAGEMENT**

2-14. CA forces provide the commander with expertise on the civil component of the OE. The CIM process is continuous, occurs across the range of military operations, and develops timely and accurate civil component information, which is critical to the commander’s understanding and planning for both accessible and denied environments.

2-15. CIM is the process whereby civil information is collected, analyzed and evaluated, and disseminated to the supported element, higher headquarters, and other USG and DOD agencies, international organizations, and nongovernmental organizations (NGOs). This process ensures the timely availability of raw and analyzed civil information to military forces throughout the AO in order to enhance the COP and the intelligence preparation of the battlefield/battlespace process.

2-16. CIM is conducted in six steps that generate situational understanding through collection, collation, processing, and analysis and evaluation of information, leading to the production and dissemination of civil information products that are fused with supported units and can be shared with unified action partners. The six steps are depicted in Figure 2-3.



**Figure 2-3. Civil information management process**

2-17. The data collected provides current civil component information for dissemination through the CIM process. Civil considerations are developed from data with relation to ASCOPE within the civil component of the commander’s OE. The management of civil information is the fusion of analyzed data into the COP to enhance the supported commander, DOD, interagency, international organizations, NGOs, and IPI situational dominance.

2-18. CIM is not solely a task of a CA unit's CIM cell. Every CA element has a role within CIM. CA forces should also actively incorporate the supported unit's information requirements into the civil information collection plan to enhance the COP and the intelligence preparation of the battlefield/battlespace process. CIM enhances situational awareness and facilitates understanding for all elements in the OE, allowing those elements to achieve decision superiority. Every CA Soldier has the ability to conduct basic analysis and evaluation of civil information, while CMOCs, CIM sections, and higher CA headquarters analysts conduct in depth analysis and evaluation of that civil information as part of the process that enhances the situational understanding of the supported commander and unified action partners.

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*Note:* ATP 3-57.50 provides additional information on CIM.

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## CIVIL-MILITARY OPERATIONS CENTER

2-19. The CMOC is both a function and the organizational title on the TO&E. The function is required to be performed by all Army CA units (usually by means of the TO&E organization) from the company level through the CACOM level. The absence of the physical CMOC does not eliminate the requirement to provide the required capabilities. Physical resources used to establish and maintain this capability were first codified on the G Series TO&E from the CA company to the CACOM as a result of Force Design Update 05-01. With the exception of the 95th CA Brigade Headquarters and its subordinate battalion headquarters, CA units are still organized by the modified TO&E to provide the supported commander the manpower and equipment to form the nucleus of the CMOC. The CMOC function requires over-the-horizon and nontraditional communications capabilities to most effectively conduct interagency collaborative planning and coordination, integrate nonmilitary stakeholders to synchronize operations, and coordinate plans and operations with the civil component of the OE.

2-20. The CMOC serves as one of the primary coordination interfaces for U.S. forces with IPI, unified action partners, and the interagency. A CMOC is tailored to the specific tasks associated with the mission and augmented by assets (for example: engineer, medical, transportation) available to the supported commander and unified action partners. The CMOC facilitates continuous coordination among the key participants with regard to CAO and in support of the commander's CMO plan in order to manage civil information, analyze civil considerations, and develop civil inputs to the COP. This occurs from tactical levels to strategic levels within a given AO depending on the level of the CMOC.

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*Note:* ATP 3-57.70 provides additional information on CMOC.

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2-21. Civil liaison teams (CLTs) exist at the CACOM, CA brigade, and CA battalion (with the exception of the battalions in the 95th CA Brigade) levels. The CLTs are organic components of the CMOCs they support. The CLT extends the outreach of its parent CMOC into multiple areas. A ***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 CLT is a stand-alone team for the CMOC that acts in the same role as a CAT does for a supported battalion. The CLT provides the supported CMOC with a CR and CE capability for CAO and CMO coordination without interfering with the regular staff functions.

## CIVIL AFFAIRS OPERATIONS STAFF SUPPORT

2-22. CA staff support provides a dedicated planning, integration, and assessment capability to Army and joint staffs from brigade to combatant command and Special Forces battalion to TSOC. CA staff support during the military decisionmaking process (MDMP) and the joint planning process synchronizes, integrates, and coordinates the civil component with the commander's CMO responsibilities and operational plans. CAO staff, in coordination with the CMOC, integrate and synchronize CR efforts to inform mission analysis, develop and update the COP, and update the civil information collection plan.

2-23. CA staff support is provided in the following ways:

- **J-9 Civil-Military Operations Directorate.** The J-9 coordinates with military and civilian organizations that influence operations or campaigns. The J-9 provides a conduit for information sharing, coordinating support requests and activities, compiling and analyzing relevant information, and performing analysis in support of the commander's assessment. The J-9 normally leads the civil-military staff element and is an important asset in planning and coordinating CMO within the joint planning process. JFCs can establish a J-9 to plan, coordinate, conduct, and assess CMO within the joint planning process.

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*Note:* JP 3-57 provides additional information on the J-9 CMO directorate organization, staff functions, and responsibilities.

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- **Assistant Chief of Staff, G-9 (S-9), Civil Affairs Operations.** The G-9/S-9 is the principle staff officer responsible for the planning, integrating, evaluating, and assessment of civil considerations into the MDMP and Army design methodologies. The planning encompasses both current and future operations. Courses of action are developed through the MDMP that support the end states and desired outcomes of the commander. The key to successful G-9/S-9 staff support is ensuring the civil component within the OE is factored into planning and is subsequently captured in branches and sequels based on the anticipated or realized outcomes of current operations. The G-9/S-9 is designated to provide the commander with actionable civil information that will increase the commander's awareness and understanding of the civil component, ensure efficient use of finite resources, and synchronize the efforts of unified action partners, IPI, and the interagency within the OE. A detailed discussion of the requirements of the G-9/S-9 staff are discussed in Chapter 3.

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*Note:* FM 6-0 provides additional information on the Army-directed responsibilities of the G-9/S-9.

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- **Theater Civil Affairs Planning Team.** The T-CAPT are permanent, five-person, regionally aligned planning teams with their own unit identification codes. They are assigned to theater armies with duty at their respective geographic combatant commands. The T-CAPT performs CAO and CMO planning, coordination, and integration at the theater level to enhance the geographic combatant commander's (GCC's) strategic plans, campaigns, or operations and theater security cooperation plans and programs. A detailed discussion of T-CAPT roles and responsibilities is provided in Chapter 4.
- **Civil Affairs Planning Team.** The CAPT is a planning augmentation element that can be requested to supplement J-9/G-9 staffs to facilitate and manage CAO in support of the commander's CMO plan. The CAPT can assist the J-9/G-9 in developing theater campaign plans, campaign support plans, operational plans, and contingency plans depending on the level of support. A detailed discussion of CAPT roles and responsibilities is provided in Chapter 4.
- **In Lieu of Support.** CA companies are templated by rules of allocation against a brigade combat team that, by the modified TO&E, has a dedicated S-9. In a brigade combat team (or Special Forces group) without an assigned S-9 or at battalion level where there is not a dedicated S-9 position, the CA company commander (at brigade combat team level) or a team leader (at battalion level) might be required to perform the duties of the CAO staff officer. It is critical that CA officers and noncommissioned officers understand the Army MDMP and design methodologies and can incorporate civil data and information into all Army planning processes.
- **Security Force Assistance Brigade Civil Affairs Operations Staff Section.** The SFA brigade CAO staff section is responsible for training or advising foreign security force counterpart staff elements to enable them to engage and build rapport with civilian unified action partners, IPI, and independent foreign agencies within the OE. This section promotes foreign security forces' capabilities to assess interests, functions, capabilities, and vulnerabilities of civilian unified action partners, IPI, and independent foreign agencies in the operational area; reduces interference of noncombatant civilians with combat operations; and plans, coordinates, and conducts FHA projects that reduce civilian vulnerabilities to security and environmental threats.

2-24. Preplanned host-nation support requirements are normally managed through international agreements (discussed in Chapter 4 of this manual) and captured in Annex P (Host-Nation Support) (discussed in Chapter 3 of this manual). When host-nation support requirements exist outside of the preplanned agreements, CA forces play a critical role in the identification of and coordination for required HN resources. This occurs through all echelons of CA support and can be in support of numerous staff entities and organizations. The primary coordination node within the staff is the G-9/S-9 with CATs being the primary collectors and CMOCs the primary synthesizers of the required civil information. The following paragraphs identify just a few of the possibilities.

2-25. The CA staff assists the assistant chief of staff, logistics (G-4) or the battalion or brigade logistics staff officer (S-4) in obtaining HN materiel resources and services. This is especially important when sustainment operations depend on HN resources to accomplish critical sustainment tasks. This can occur in any force supported by CA. Through the CIM process within the CMOC, the CA staff continually provides updated information on the civil component of the OE. This data can identify current capabilities and resources of the IPI that can support operations. These identified capabilities and resources can assist the support planning officer in planning near-term sustainment operations.

2-26. The regional support group is the Army's deployable headquarters for management of base camps with a 6,000 or greater population when the OE dictates or allows establishment of a base camp for an extended period of time, requiring services beyond basic life support. Initially assigned to theater army, the regional support group can be further assigned or attached to a general officer level command. A regional support group is not currently allocated an S-9; therefore, an attached or supporting CA company or element can coordinate and synchronize with the regional support group S-4 for emerging host-nation support requirements. CA will conduct CR, CE, and CIM to cultivate host-nation support or facilitate provision of IPI resources and capabilities.

2-27. The host-nation support capability can also extend to the assistant chief of staff, personnel or the battalion or brigade personnel staff officer for identification of required local labor, though vetting of the local labor force is not a CA function. Two critical responsibilities of CA forces while supporting host-nation support functions are to protect the command and to ensure that certain second and third order effects are taken into account to preclude a detrimental impact on the IPI.

2-28. CA forces must—

- Review, understand, and follow (in coordination with the assistant chief of staff, personnel or the battalion or brigade personnel staff officer, G-4/S-4, judge advocate general, or other applicable parties) all existing international agreements with the HN and the USG.
- Ensure that proposed prices or wages to be paid out for support are comparable to local market prices in the HN and the specific area where the support is required to ensure the local economy is not artificially inflated or that the local infrastructure is not degraded (for example, the surgeon from the local hospital quits his job to come do menial labor because the wages far exceed that of his pay as a surgeon).
- Determine if obtaining support from a particular group or entity would—
  - Be reasonably interpreted as an unfair practice causing undue grievances.
  - Be overly disruptive to the local balance of power and stability.
  - Undermine the overarching goals and end states of the military mission.
- Understand the economic impacts to the entities and regions that will provide the support. This includes short-term positive impacts while U.S. forces are present, as well as potential negative impacts when U.S. forces leave.
- Understand negative impacts that the usage of host-nation support resources would create for the IPI, both from the local communities where the services or capabilities are being provided and for the region as a whole.

## MILITARY GOVERNMENT OPERATIONS

2-29. The U.S. Army has historically established military government in the aftermath of various conflicts throughout its history. Army officers and supporting personnel have conducted military government functions

during regional pacification efforts in the United States, after combat operations in Mexico, California, and the Southern states, Cuba, Puerto Rico, Panama, China, the Philippines, Germany, and Japan. Post-Civil War Reconstruction which included military government was ended with the Compromise of 1877, which manifested into the Posse Comitatus Act. This ended the concept of military government on U.S. soil but not as it pertained to foreign wars. The United States performed military government in various locations following the Spanish American War but once again found itself unprepared for the task following World War I. Colonel Erwin Hunt wrote a scathing exposé citing how ill-prepared the Army was to conduct military government in postconflict Europe in 1919. General George Marshall understood the postconflict occupation was going to be equally as challenging as World War II itself. He created military government and CA units to manage the occupation and military government in Germany, Japan, and in friendly territory as well. The occupation of Europe could be considered the gold standard in terms of executing military government.

2-30. Since World War II, the United States has embarked on a series of limited wars in which occupation and reconstruction have not been necessary, as opposed to total war scenarios. During the wars in Iraq and Afghanistan, U.S. policy was one of liberation versus occupation. However, the Army has supported the DOS in both Iraq and Afghanistan in their interagency led effort to reestablish indigenous governments where they had been overthrown by the U.S. forces. *Military government* is the supreme authority the military exercises by force or agreement over the lands, property, and indigenous populations and institutions of domestic, allied, neutral, or enemy territory therefore substituting sovereign authority under rule of law for the previously established government (JP 3-57). It requires a long-term commitment and the application of resources that would support the newly established government long after combat forces were withdrawn from the region. CA finds its historical roots embedded within this rich, yet conflicting history of MGO dating back to the Mexican American War in 1846. CA forces' unique civilian-acquired skills and deep understanding of the civil component within the OE combine to provide the Army with a capability to establish military government now and into the future.

2-31. According to DODD 2000.13, CAO includes activities that—

- Establish civil security, provide support to governance, provide essential services, support economic development and infrastructure, and establish civil control for civilian populations in occupied or liberated areas until such control can be returned to civilian or non-U.S. military authority.
- Provide expertise in civilian sector functions that normally are the responsibility of civilian authorities. That expertise is applied to implement DOD policies to advise or assist in rehabilitating or restoring civilian sector functions.
- Establish and conduct military government until civilian authority or government can be restored.

2-32. MGO are executed when, through the course of military operations, replacement or sustainment of civil authority is required to maintain stability and governance. MGO support the U.S. diplomatic, informational, and military and economic instruments of national power abroad through executing governance tasks mandated by U.S. policy and international law.

2-33. MGO are a core competency of CA forces within CAO. CA Soldiers are trained, educated, and organized to support or execute the functions of a civil administration during transitional military authority or SCA. These operations are supported by CA generalists through assessments and initial identification of civil vulnerabilities and executed by military government experts through the provision of expertise in civilian sector functions that normally are the responsibility of civilian authorities. MGO are designed to enhance, rehabilitate, restore, or establish civilian sector functions and are executed by providing SCA to an established civil authority or asserting transitional military authority until a civilian authority or government can be established.

2-34. When force is necessary and a territory is occupied by an army, military authority is imposed in accordance with the law of land warfare and international requirements. Military authority is asserted through the imposition of military government. The objective of military government is to establish civil control and stability in support of the USG stabilization and reconstruction efforts. The end state of which is a reconstructed indigenous government that emulates governing policies that are consistent with U.S. interests. Once an interim civilian government is established, military authority is exerted to support civil administration, whether that civil administration is imposed by the occupying power or is inherently indigenous.

## TRANSITIONAL MILITARY AUTHORITY

2-35. *Transitional military authority* is defined as a temporary military government exercising the functions of civil administration in the absence of a legitimate civil authority (FM 3-07). A variety of CA forces can support transitional military authority through the execution of CAA and CASA, while others are specifically trained and educated to conduct transitional military authority by applying civilian sector expertise to conduct government operations that are normally the responsibility of civilian authorities. Support to governance is one of five primary Army stability tasks. CA provides transitional military authority assistance throughout the range of military operations and sometimes outside of the range of military operations, in order to meet life-sustaining needs of the population.

2-36. 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 transitional military authority, 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.

2-37. Support to governance is a stability task required for obtaining a stable population-centric OE. Transitional military authority enables commanders to achieve civil control and stability and enable civil security. The DOS has the lead on foreign policy and controls the majority of the resources which can be used under Title 22, United States Code, and the Foreign Assistance Act. These resources are typically tied to achieving U.S. interests. Once an interim civilian government is established, military resources are exerted to support civil administration.

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*Note:* FM 3-07 provides additional information on transitional military authority.

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## SUPPORT TO CIVIL ADMINISTRATION

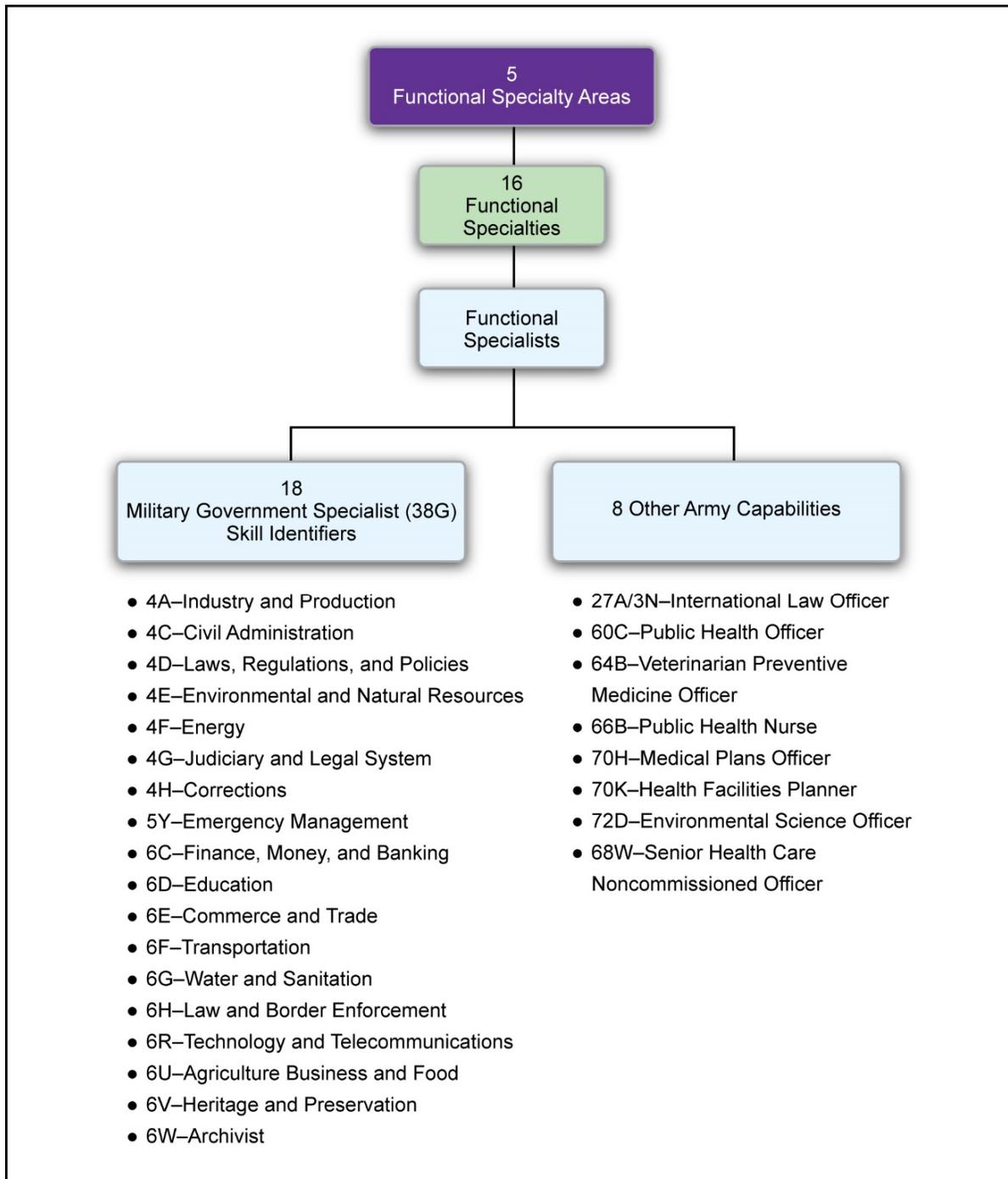
2-38. SCA is assistance given to a governing body or civil structure of a foreign country, whether by assisting an established government or interim civilian authority or supporting a reconstructed government. SCA occurs when military forces support DOS in the implementation of interim civil authority or U.S. foreign policy in support of HN internal defense and development. SCA supports the U.S. diplomatic, informational, military and economic instruments of national power abroad through executing tasks affiliated with cooperative security, theater security cooperation, and FID as a function of stability operations and irregular warfare.

2-39. The CA responsibilities during SCA missions are designed to support the commander's operational and support functions with respect to the continuity of government in a foreign nation or HN. Generally, these include the following:

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

**CIVIL AFFAIRS MILITARY GOVERNMENT CAPABILITY**

2-40. There are 18 military government specialist capabilities and 8 other Army capabilities nested within 16 functional specialties that are aligned within the 5 functional specialty area framework. This provides the foundation of the Army’s required military government capability as directed in DODD 5100.01 and DODD 2000.13. Figure 2-4 shows the hierarchal structure of the functional areas down to the functional specialists.



**Figure 2-4. Functional specialist hierarchy**

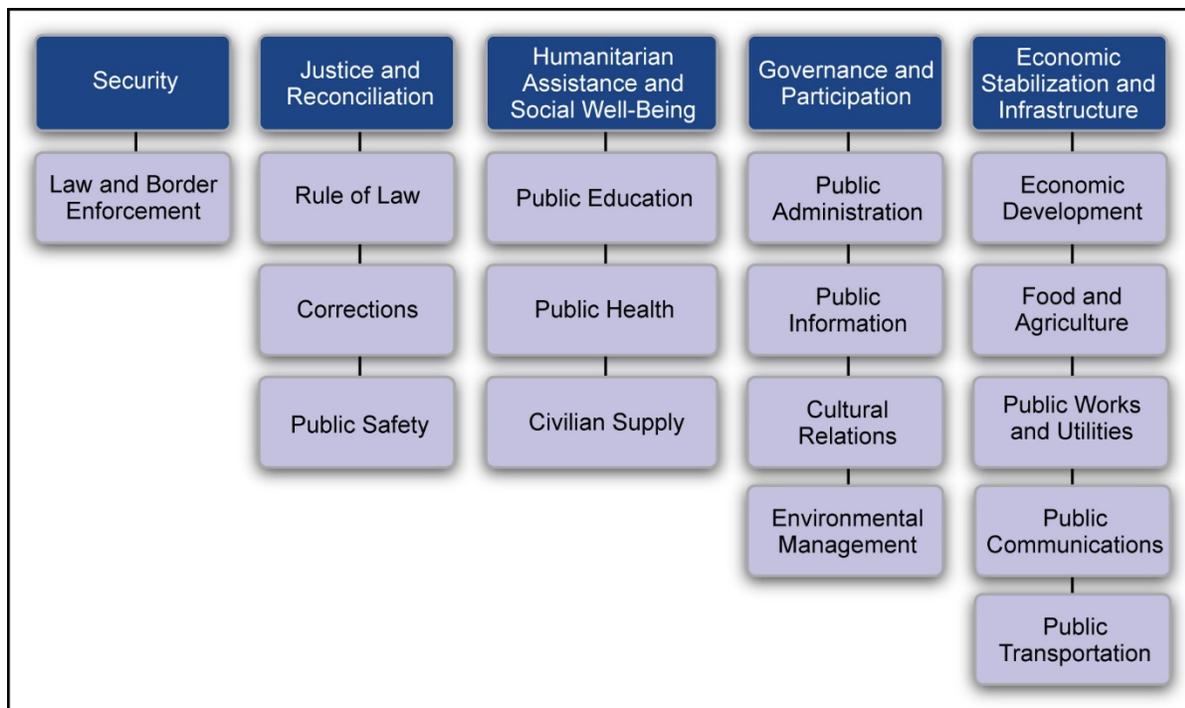
## Functional Specialty Areas

2-41. The CA military government capability is organized around five functional specialty areas based off the USG stability sectors. These functional specialty areas are:

- **Security.** The CA security functional specialty area is concerned with civil security and public order that generates the foundational conditions for stability within the OE. This relates to the development and administration of policies, planning mechanisms, and training of partner nation public officials to respond to threats and hazards (man-made, natural, internal and external) across all levels of government. When required, the capabilities within this functional specialty area can assist in the establishment and maintenance of a transitional military authority.
- **Justice and Reconciliation.** The CA justice and reconciliation functional specialty area is concerned with the administration of legal systems and institutions for the application of civil and criminal laws within the civil component of the OE. When required, the capabilities within this functional specialty area can assist in the establishment and maintenance of a transitional military authority.
- **Humanitarian Assistance and Social Well-Being.** The humanitarian assistance and social well-being functional specialty area is concerned with activities designed for the provision of basic needs and services (water, food, shelter, sanitation, and health services), as well as those that facilitate the restoration of a social fabric and community life, the systems and institutions for the provision of primary and secondary education, and the return or voluntary resettlement of those displaced. When required, the capabilities within this functional specialty area can assist in the establishment and maintenance of a transitional military authority.
- **Governance and Participation.** The governance and participation functional specialty area is concerned with public administration, cultural relations, public information, and environmental management. Collectively, these programs, policies, systems and institutions enable a state's ability to serve the citizenry, articulate interests, manage resources, and exercise bestowed power in a society. These same programs, policies, systems, and institutions confer participation and the individual and collective citizenry's ability to share, access, or compete for power through nonviolent political processes, and to enjoy the collective benefits and services of the nation. When required, the capabilities within this functional specialty area can assist in the establishment and maintenance of a transitional military authority.
- **Economic Stabilization and Infrastructure.** The economic stabilization and infrastructure functional area is concerned with foundational commerce, monetary, fiscal labor issues, agriculture, utilities and public works, communications systems, and transportation fields. Collectively, these programs, policies, systems, and institutions constitute an economic system. The economic system is the intersection of government institutions and activities, corporate and private enterprises, populations, and the mobilization of resources for the production and distribution of goods and services, which are integral to the stability of a region or society. When required, the capabilities within this functional specialty area can assist in the establishment and maintenance of a transitional military authority.

## Functional Specialties

2-42. Each functional specialty area has one or more functional specialties nested within it. Figure 2-5, page 2-12, shows the nesting of functional specialties under each of the five functional specialty areas.



**Figure 2-5. Functional specialty areas and functional specialties**

2-43. CA force structure contains civil sector expertise within each of the 16 functional specialties. Technically qualified and experienced individuals, known as CA functional specialists, advise and assist the commander and can assist or direct their civilian counterparts. Within their area of specialization, they possess the critical skills necessary to establish, support or reestablish capability and capacity, as well as understand the regional and local impact of culture on that capability. The 16 CA functional specialties are:

- **Law and Border Enforcement.** The law and border enforcement functional specialty is concerned with indigenous ministerial and subministerial responses required to enforce laws and secure national borders. Application of this functional specialty team's technical expertise delivers assessments, analysis, and evaluation, allowing the provision of advice, guidance, and access to additional resources. This augmentation to indigenous institutions enhances their capability to implement and conduct assessments and oversight, provide and regulate policies and programs, and operate institutional systems and agencies from national to local levels. The enhanced capability provides for the structuring, resourcing, organizing, rehabilitation, and implementation of the curriculum, facilities, technology, processes, and personnel development required to implement and sustain the activities for the maintenance of public order. These activities ensure the enforcement of the rule of law through authenticity, safe-guarding, preserving documentation, cataloging and accounting, accessibility, and transparency of the actions and interactions required of public law and border enforcement agents. Law and border enforcement efforts inherently have cross-cutting effects upon, and requirements of, the other functional areas. This functional specialty team is prepared to assume administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE.
- **Rule of Law.** The rule of law functional specialty provides emphasis on the national and subnational governments' judiciary systems that incorporate customary indigenous methods with internationally acceptable standards. Application of this functional specialty team's technical expertise delivers assessments, analysis, and evaluation, allowing the provision of advice, guidance, and access to additional resources. This augmentation to the indigenous institutions enhances their capability to implement and conduct assessments and oversight, provide policies and programs, and operate institutional systems and agencies from national to local levels. This enhanced capability provides development for the structuring, resourcing, organizing, rehabilitation, and implementation of the requisite curriculum, facilities, processes, and personnel

development required to implement and sustain the rule of law. This functional specialty team is prepared to assume administrative and supervisory roles of the national and subnational institutions as required by conditions of the operating environment. Additional advice and expertise is also resident with this team to support War Crime Courts and Tribunals, as well as the establishment and administration of Truth Commissions.

- **Corrections.** The corrections functional specialty provides emphasis on the national and subnational governments' role in fulfilling the punitive phase of the rule of law through a transparent correctional system that conveys safe and humane detention, incarceration, rehabilitation, and reintegration of qualified prisoners. Application of this functional specialty team's technical expertise delivers assessments, analysis, and evaluation, allowing the provision of advice, guidance, and access to additional resources. This augmentation to indigenous institutions enhances their capability to conduct assessments, implement oversight, provide policies and programs, and operate institutional systems and agencies at national to local levels. This enhanced capability provides for the structuring, resourcing, organizing, rehabilitation, and implementation of the curriculum, facilities, processes, and personnel development required to implement and sustain a correctional system. This functional specialty team is prepared to assume administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE.
- **Public Safety.** The public safety functional specialty advises and assists in, or re-establishes, the evaluation, assessment, planning, and implementation of systems and programs that establish civil security sector assistance or emergency management administration and planning assistance. They promote community resilience through application of the prevention and resolution framework and planning for the mitigation of effects of man-made or natural disasters for the maintenance of public order. This section consists of teams educated and experienced in emergency management, policing, and community relations.
- **Public Education.** The public education functional specialty team is concerned with the structure and conduct of the indigenous institutions' formal education system, any competing system, and collectively, their impacts upon stability across the OE. Application of this functional specialty team's technical expertise delivers assessments, analysis, and evaluation that permits this team to provide advice and guidance access to additional resources. This augmentation to indigenous institutions enhances their capability to conduct assessments, implement oversight, provide policies and programs, and operate institutional systems and agencies at national to local levels. This enhanced capability provides for the structuring, resourcing, organizing, rehabilitation, and implementation of the curriculum, facilities, processes, and personnel development required to implement and sustain inclusive public education. With consideration toward equitable accessibility by individuals, institutions, and the private sector, these activities will position communities for reestablishment of stability. These efforts inherently have cross-cutting effects upon, and requirements of, the other functional areas. This functional specialty team is prepared to assume the administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE.
- **Public Health.** The public health functional specialty advises and assists commanders, interagency, and HN representatives in matters pertaining to the vulnerabilities and strengths of indigenous health care institutions through the data collection, analysis, evaluation, legislation, regulation, and/or policy guidance and, if necessary, reestablishes the administration of health care institutions and programs at the national, regional, and provincial levels. With consideration toward equitable accessibility by individuals, institutions, and the private sector, these activities will position communities for reestablishment of stability. These efforts inherently have cross-cutting effects upon, and requirements of, the other functional areas. This functional specialty team is prepared to assume the administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE.
- **Civilian Supply.** The civilian supply functional specialty is concerned with indigenous institutions' response mechanisms in reaction to a crisis through surveying, assessing, and conducting a resources analysis and evaluation of the local area. Results are used to determine the status of the essential needs of the indigenous population, to include the type and amount of resources available, as well as the location and application of solution sets. Civilian needs that

cannot be met with reallocated indigenous resources would then be assessed and requested to integrate NGO or international organizations' donor sourced resources or U.S. military resources, to include Class X supplies. Development of civil authorities available to collect and distribute supplies or provide statistical analysis and operational oversight as a response to refugees and displaced persons is also a competency of this team. This functional specialty team is prepared to assume the administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE. In doing so, the team will identify supplies and resources that can be diverted for U.S. military use and identify any associated negative impacts upon the civil component of the OE.

- **Public Administration.** The public administration functional specialty is concerned with the structure and conduct of the indigenous government from national to local levels. Through assessments, analysis, and evaluation, this functional specialty team provides advice and guidance access to additional resources to augment the indigenous civil authorities' nationwide network to promote oversight and assessing, advising, improving, or establishing legislative and executive institutions from national to local levels and the processes of these institutions in the administration of governance. Included are such considerations as political parties, eligibility for franchise, elections, tenure, civil servant service, policy and programming, and all other aspects of the development and operation of the apparatus of government. These activities enable the interconnectivity of individuals, civil society, and institutions to produce coordinated, integrated, and synchronized efforts toward stability. These efforts inherently have cross-cutting effects upon, and requirements of, the other functional areas. This functional specialty team is prepared to assume the administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE.
- **Public Information.** The public information functional specialty provides emphasis on the indigenous government's ability to be transparent, accountable, informative, and effective in communicating to the citizenry. Application of this functional specialty team's technical expertise delivers assessments, analysis, and evaluation that permits this team to provide advice and guidance access to additional resources. This augmentation to the indigenous institutions enhances their capability to conduct assessments, implement oversight, provide policies and programs, and operate public information systems and agencies from national to local levels. The enhanced capability provides for the structuring, resourcing, organizing, rehabilitation, and implementation of the curriculum, facilities, processes, and personnel required to develop and coordinate public relations and information dissemination activities. These activities would include support to the political and electoral processes, emergency management actions, societal participation in issues, respect of dissenting views, independence of private and international media, communication of policy and development objectives, and the provision of equitable accessibility by individuals, institutions and the private sector. Public information efforts inherently have cross-cutting effects upon, and requirements of, the other functional areas. This functional specialty team is prepared to assume the administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE.
- **Cultural Relations.** The cultural relations functional specialty provides emphasis on the stewardship of the state's social and cultural resources along with official public records and archives, educated expertise, and the focused understanding of traditional culture, customs, and arts of an area of a nation, nation, or region. Application of this functional specialty team's technical expertise delivers assessments and analysis, allowing the provision of advice, guidance, and access to additional resources. This augmentation to the indigenous institutions enhances their capability to conduct assessments, implement oversight, provide and regulate policies and programs, and operate institutional systems and agencies at national to local levels. The enhanced capability provides for the structuring, resourcing, organizing, rehabilitation, and implementation of the curriculum, facilities, processes, and personnel development required to implement and sustain the activities for the administration of public records, archives, and cultural assets. These activities ensure the authenticity, safe-guarding, preserving and restoring, cataloging and accounting, accessibility, and transparency of public documents, heritage, and properties. With consideration toward equitable accessibility by individuals, institutions, and the private sector, these activities will position communities for reestablishment of stability. These efforts inherently

have cross-cutting effects upon, and requirements of, the other functional areas. This functional specialty team is prepared to assume administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE.

- **Environmental Management.** The environmental management functional specialty provides emphasis on the principles of protection and conservation of the state's natural resources and mitigation of hazards or pollution, while fostering supportable access, development, and utilization. Through the application of technical skills, functional specialists advise and assist in rehabilitating, establishing, delivering, and maintaining government environmental management agencies and systems, to include the requisite plans, policies, and procedures while supporting the integration of the coordinated efforts of individuals, civil society organizations, NGOs, international organizations, and other U.S. assistance and resources. With consideration toward equitable accessibility by individuals, institutions, and the private sector, these activities will position communities for reestablishment or preservation of stability. These efforts inherently have cross-cutting effects upon, and requirements of, the other functional areas. This functional specialty team is prepared to assume the administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE.
- **Economic Development.** The economic development functional specialty provides emphasis on the existing national to localized economic network, any competing system, and collectively their impacts upon stability within the OE. Through assessments, analysis, and evaluation, this functional specialty team provides advice and guidance access to additional resources to augment the national network to develop, implement, regulate, and enforce interstate and international policies and programs focused upon macroeconomics, market(s) development, and microeconomics. These activities enable the interconnectivity of individuals, civil society, and institutions to produce coordinated, integrated, and synchronized efforts, which inherently have cross-cutting affects upon, and requirements of, the other functional areas. This functional specialty team is prepared to assume the administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE.
- **Food and Agriculture.** The food and agriculture functional specialty provides emphasis on the indigenous national through local agriculture systems, agencies, services, personnel, methods, resources, institutions, and facilities. These would include any competing system and collectively their impacts upon conditions of the OE and the effect on stability. Application of this functional specialty team's technical expertise delivers assessments, analysis, and evaluation, allowing the provision of advice, guidance, and access to additional resources. This augmentation to the indigenous institutions enhances their capability to conduct assessments and implement oversight, provide and regulate policies and programs, and operate systems and agencies at the national to local levels. The enhanced capability provides for the structuring, resourcing, organizing, rehabilitation, and implementation of the curriculum and education, facilities, technology, processes, and personnel development required to implement and sustain food and agriculture activities. These activities would include the production, processing, storage, product safety, marketing, and distribution of foodstuffs, food by-products, and fiber and wood products. With consideration toward equitable access by individuals, institutions, and the private sector, these activities will position communities for continuation of or the establishment of stability. These efforts inherently have cross-cutting effects upon and requirements of the other functional specialties. This functional specialty team is prepared to assume the administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE.
- **Public Works and Utilities.** The public works and utilities functional specialty provides emphasis on the national to localized public facilities and utilities network as it exists within the OE. Through assessments, analysis, and evaluation, this functional specialty team provides advice and guidance access to additional resources aimed to enhance these networks. This would include the ability and capabilities to develop, implement, regulate, and enforce policies and programming for essential services. With consideration toward equitable accessibility by individuals, institutions, and the private sector, these activities will position communities for continuation of or the establishment of stability. These efforts inherently have cross-cutting effects upon and requirements of the other functional areas. This functional specialty team is prepared to assume

the administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE.

- **Public Communications.** The public communications functional specialty provides emphasis on the national communications network as it exists within the OE. Through assessments, analysis, and evaluation, this functional specialty team provides advice and guidance access to additional resources aimed to enhance the national network to develop, implement, regulate, and enforce interstate and international policies for communications by radio, television, wire, wireless, satellite, cable, and postal. These activities enable the interconnectivity of individuals, civil society, and institutions to produce coordinated, integrated, and synchronized efforts, which inherently have cross-cutting effects upon, and requirements of, the other functional specialty areas. This functional specialty team is prepared to assume the administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE.
- **Public Transportation.** The public transportation functional specialty provides emphasis on the national transportation network as it exists within the OE. Through assessments, analysis, and evaluation, this functional specialty team provides advice and guidance access to additional resources aimed to enhance the national network to develop, implement, regulate, and enforce interstate and international policies for the physical movement of commerce and people across ground, water, and air conveyances. These activities enable the interconnectivity of individuals, civil society and associated organizations, institutions, and private sector. These efforts inherently have cross-cutting effects upon and requirements of the other functional specialties. This functional specialty team is prepared to assume the administrative and supervisory roles of the national and subnational institutions as required by conditions of the OE.

### Functional Specialists

2-44. The foundation of the functional specialist capability is comprised of military government specialists (38G) with 18 skill identifiers and 8 other Army capabilities, as indicated in figure 2-4, page 2-10, of this manual. The preponderance of this capability is maintained within the USAR force, while a minimal capability comprised of the other Army functional specialist capabilities resides within the Active Component CA formations. When civilian expertise normally provided by USG agencies is not available, CA functional specialists may be required to fill key planning, operational, or liaison roles until replaced by other governmental departments and agencies or counterparts. Paragraphs 2-43 through 2-69 capture the specific capabilities provided by these functional specialists.

#### *38G/4A - Industry & Production*

2-45. The 38G/4A industry and production specialist advises and assists on, or reestablishes and directs, the analysis, assessment, planning, and implementation of productive processes in industry, as well as policies needed to enhance the development of private sector manufacturing and industrial capabilities in the OE. These specialists provide technical expertise for monitoring and assessing the indigenous economy, economic systems, and their potential for commercial activities that may require specific regulatory agencies, services, labor, resources, and industrial organizations and chambers. They also determine the capabilities and effectiveness of economic systems and the impact of those systems on stability.

#### *38G/4C - Civil Administration*

2-46. The 38G/4C civil administration specialist advises and assists a civil administration on, or reestablishes and directs, the analysis, assessment, planning and implementation of policies and programs for developing and managing public sector human resources, in organizing and setting rules and standards for the civil service, in creating assessment and evaluation processes for public sector performance, and in improving management processes for delivery of public services. They recommend or reestablish processes, methods, and techniques for promoting accountability and transparency of public endeavors and in enhancing citizen access to, participation in, and information about local essential services (water treatment, such as drinking water and waste water), solid waste, police, schools, transportation, and health care. They provide technical expertise on the management of human resources, organization, policy analysis and statistics, budgeting, internal oversight, and ethics of conduct with an emphasis on the conduct and behavior of officials and personnel to govern with transparency and an understanding of human rights, while ensuring public

awareness of and accountability to civil processes and programs, including local council meetings, elections, security, and transition of authority.

### ***38G/4D – Laws, Regulations, and Policies***

2-47. The 38G/4D laws, regulations, and policies specialist advises and assists on, or reestablishes and directs, the analysis, assessment, planning, and implementation of political systems and legal frameworks. This includes establishing, strengthening, or reforming constitutional, legislative, and political structures (both formal and traditional) to support stable and inclusive governance, nonviolent conflict management, and population and resources controls through either transitional military authority or political processes in the OE. They deliver technical expertise in the establishment of public-private systems of regulations and incentives, to include designing and/or operationalizing administrative, licensing, and regulatory systems. These systems include ordinances, codes, and other measures to establish standardized regulatory and oversight systems, consistent with human rights, indigenous and/or international standards.

2-48. The 38G/4D laws, regulations, and policies specialist provides guidance on construction of governing and political system(s), to include the development of legislative bodies capable of developing laws and conducting oversight and the coaching and mentorship of elected, unelected, and appointed public officials, particularly in legislative bodies in drafting legislation, conferencing, and supporting a full range of legislative processes. In addition, they support and facilitate legitimate political mobilization or participation based on an understanding of alternative political voting and representational systems. They are also familiar with traditional and formal systems of conflict management and governance at multiple levels (local, regional, national and global).

### ***38G/4E – Environment and Natural Resources***

2-49. The 38G/4E environment and natural resources specialist advises and assists on, or reestablishes and directs, the management of environmental protection and resource management measures relating to land use for the protection of human health, natural resources, and native ecosystems. They emphasize balancing the preservation, access, and utilization of resources for development of economic opportunities at local communities through national interests. They also provide technical expertise to national and provincial officials on plans, policies, and laws related to the utilization of indigenous resources to benefit effective governance and economic stability, ensuring the safety of the ecosystem for the benefit of the entire population.

### ***38G/4F – Energy***

2-50. The 38G/4F energy specialist advises and assists on, or reestablishes and directs, the analysis, assessment, planning, and implementation of systems for the production and/or distribution of energy resources to meet the necessary interests of a society based upon a comprehensive understanding of the production and/or distribution of electric, petroleum, natural gas, coal, nuclear, and renewable energy resources. They also provide technical expertise to evaluate, establish, maintain, or rehabilitate systems for the production and/or distribution of energy resources to meet the necessary interests of a society.

### ***38G/4G – Judiciary and Legal System***

2-51. The 38G/4G judiciary and legal system specialist advises and assists on, or reestablishes and directs, the analysis, assessment, planning, and implementation of systems for interpreting and enforcing laws. They provide technical expertise in comparative law systems comprising elements of civil law, common law, and so on, and of informal or traditional justice systems. This would include developing public officials at the national level on systems and processes of justice and accountability based on national and/or international legal standards. They also provide technical expertise to establish transitional justice institutions based on indigenous national and/or international laws and the associated systems for interpreting and enforcing those laws.

### ***38G/4H – Corrections***

2-52. The 38G/4H corrections specialist advises and assists on, or reestablishes and directs, the analysis, evaluation, assessment, planning, and implementation of systems for corrections that provides for the safe and humane detention or incarceration of prisoners for the maintenance of public order and implementation

of population controls. They also provide technical expertise at the national ministerial level to oversee the planning and operation of corrections or prisons systems, inmate rehabilitation and reintegration, and correctional training based on indigenous national and/or international standards. In addition, they are capable of establishing corrections administration policies with an emphasis on the management of corrections operations and detention operations, implementing criminal justice legislation and codes applicable to the administration of programs, and formulating strategies and policies for corrections activities as part of a comprehensive rule of law approach.

### ***38G/5Y – Emergency Management***

2-53. The 38G/5Y emergency management specialist advises and assists on, or reestablishes and directs, the development of indigenous emergency service assets in the preparation for the response to day-to-day emergency services. They provide advice and analysis and evaluation concerning protection of populations from natural and man-made environmental disasters. They also provide technical expertise to build, sustain, and improve indigenous capabilities to prepare for, protect against, respond to, recover from, and mitigate the effects of man-made or natural disasters.

### ***38G/6C – Finance, Money, and Banking***

2-54. The 38G/6C finance, money, and banking specialist advises and assists on, or reestablishes and directs, the analysis, assessment, planning and implementation of economic, banking, financial, and macro stabilization programs. They promote monetary, fiscal, banking and financial sector reform programs and policies to reestablish or enhance the development of indigenous economic stability and growth. They provide technical expertise, advice, and assistance at the national and provincial levels in monitoring, assessing, analyzing, and evaluating the indigenous economic systems and metrics related to banking and financial activities, agencies, services, personnel, and resources, to include the impact those systems and activities have on the cross-cutting functions of governance of budgetary systems, monetary and fiscal policies, revenue-producing systems, and treasury operations. They also assist in the development of financial sector programs and policies that stabilize and enhance the overall economic development and stability of the OE.

### ***38G/6D – Education***

2-55. The 38G/6D education specialist advises and assists on, or reestablishes and directs, the administration of education systems and institutions at the national, regional, and provincial levels. They provide technical expertise at the national and provincial levels for the development, implementation, and administration of an educational system and required institutions for the conduct of system sustainability, comprehensive evaluations of educational systems, and identification of critical links and nodes. They also analyze and evaluate metrics in order to test the performance and effectiveness of internal system policies and procedures and to ascertain the cross-cutting impact of education and training on the development of professional and vocational skills for promoting a functioning economy.

### ***38G/6E – Commerce and Trade***

2-56. The 38G/6E commerce and trade specialist advises and assists on, or reestablishes and directs, the analysis, assessment, planning, and implementation of economic, industrial, financial, and business programs and policies to enhance the development of economic stability in the OE. They provide technical expertise at the national and provincial levels for the administrative requirements of employing resources controls related to commerce and trade (price controls for import and export activities, import and export incentives and procedures, prevention of illicit commercial activities, monetary and fiscal policy implications for trade and commerce, and specific economic sector issues, such as the tourism, agriculture, and manufacturing industries). They also strengthen economic, industrial, financial, and business programs and policies by promoting economic stability and growth.

### ***38G/6F – Transportation***

2-57. The 38G/6F transportation specialist advises and assists on, or reestablishes and directs the analysis, assessment, evaluation, planning, and implementation of transportation systems and infrastructure to meet

the necessary requirements of a society. They provide technical expertise on developing and implementing safe, efficient, and accessible transportation, measuring the impact upon economic production and stability, and specifying methodologies for the oversight and management for rehabilitating, establishing, and maintaining transportation systems and agencies, to include infrastructure for waterways, ports, railroads, and airports.

### ***38G/6G – Public Water and Sanitation***

2-58. The 38G/6G public water and sanitation specialist advises and assists on, or reestablishes and directs, the analysis, assessment, evaluation, planning, and implementation of systems from the national level down for the access to water resources and the impact on public health, agri-business, general industry, and stability. They provide technical expertise focused on the control, rehabilitation, or establishment and maintenance of water and sanitation systems and agencies for the sustainable collection and distribution of water for human consumption, agricultural irrigation, and utilization by industry. They also provide technical expertise for reinforcing the collection and treatment of solid waste and waste water and for maintaining flood control and drainage systems.

### ***38G/6H – Law and Border Enforcement***

2-59. The 38G/6H law and border enforcement specialist advises and assists on, or reestablishes and directs, the analysis, assessment, evaluation, planning, and implementation of systems to enforce laws, to control and secure the populace, to exercise a legitimate monopoly through deterrence and prevention or the discovery and apprehension of threats to life, private property, and public assets, and for the maintenance of public order. They provide technical expertise at the national and subnational levels to develop and manage institutions designed to implement populace and resources controls, provide civil security, investigate crimes, and impose rule of law. In addition, they are capable of conducting ministerial level law and border administration with an emphasis on organizing and reestablishing a system for enforcement based upon national or international standards of policing, immigration, and importation enforcement policy.

### ***38G/6R – Technology and Telecommunications***

2-60. The 38G/6R technology and telecommunications specialist advises and assists on, or reestablishes and directs, the analysis, assessment, evaluation, planning, and implementation of technology and telecommunications systems, policies, and agencies. They provide technical expertise at the national and subnational levels to implement technological policies and programs to support economic growth, education, governance, and civil participation. They also develop technology and telecommunications solutions, including institutions and systems based on an indigenous society's capacity to absorb them.

### ***38G/6U – Agri-Business and Food***

2-61. The 38G/6U agri-business and food specialist advises and assists on, or re-establishes and directs, the analysis, assessment, evaluation, planning, and implementation of food and agriculture policies and administration. They provide technical expertise on systems and processes of resources controls and implementation of solutions for long-term sustainability, safety, and security of the agriculture system. They provide technical expertise on the effectiveness and vulnerabilities of the current indigenous production, processing, storage, and distribution of food, fiber, and wood products, and for the development and management of resources, agencies, services, personnel, and facilities essential to these activities. Categories of agricultural production include livestock, poultry, grain, vegetables, fruit, fish, fiber, and forestry products.

### ***38G/6V – Heritage and Preservation***

2-62. The 38G/6V heritage and preservation specialist advises and assists on, or re-establishes and directs, the administration and management of all activities regarding cultural heritage assets at the national, regional, and provincial levels. They provide technical expertise on the systems and processes for the analysis, assessment, planning, and implementation of systems and methods to preserve and safeguard cultural heritage for the benefit of IPI. They also conduct ethnographic research and engagement in order to promote preservation of culture and cultural heritage.

2-63. Cultural heritage includes, but is not limited to—

- Moveable and immovable cultural property, including historic and cultural monuments, sites, and architecture, whether religious or secular.
- Archaeological sites and artifacts.
- Works of art.
- Manuscripts, books and other objects of artistic, historical, or archaeological interest.
- Traditional cultural property.
- Scientific collections and important collections of books or archives and the buildings that house them, such as museums, libraries, archives, or other depositories.

#### ***27A/3N – International Law Officer***

2-64. The 27A/3N international law officer is concerned with a foreign nation’s administration and implementation of legal and judiciary systems at the national and subnational levels. Application of this specialty is intended to provide consultations on programs and activities designed to maintain or improve the legal and judiciary systems. This consultation can recommend guidance to legislative bodies toward applicable regulatory, policy, or programs to affect implementation of a fair and impartial judicial system that meets acceptable international standards. The international law officer affects liaison with federal, state, and local interagencies and other civilian organizations concerned with judiciary and legal system issues of the OE. During transitional military authority, these functional specialists are capable of assuming the supervisory role for the administration of a national and subnational judiciary institution as required. An international law officer can participate with or advise teams who support War Crime Courts and Tribunals.

#### ***60C – Public Health Officer***

2-65. The 60C public health officer advises and assists upon, or reestablishes and directs, the activities, campaigns, and programs that affect the accuracy, distribution, relevance, and implementation of public health information. Their technical expertise delivers assessments, analysis, and evaluation, allowing the provision of advice, guidance, and access to additional resources applicable to regulatory, policy, or program efforts. This is accomplished to affect measures at the local, provincial, and national levels that improve the knowledge of public health issues and countermeasures across the IPI. This officer liaisons with federal, state, and local interagencies and other civilian organizations concerned with public health issues of the OE.

#### ***64B – Veterinarian Preventive Medicine Officer***

2-66. The 64B veterinarian preventive medicine officer advises and assists on, or reestablishes and directs, the assessment, analysis and evaluation, planning, and implementation of veterinary public health program(s). These programs control animal and foodborne diseases that are of concern to the public health and economic viability of indigenous institutions and populations. These functional specialists provide technical consultation on matters involving zoonotic or wildlife diseases within the OE. This consultation can recommend guidance to legislative bodies toward applicable regulatory, policy, or programs to affect implementation of a sustainable veterinary platform. They afford technical expertise on the methodologies for the oversight and management, rehabilitation, establishment, and maintenance of the requisite systems, agencies, and processes for effective veterinarian activities. This officer liaisons with federal, state, and local interagencies and other civilian organizations concerned with veterinary issues of the OE.

#### ***66B – Public Health Nurse***

2-67. The 66B public health nurse advises and assists on, or reestablishes and directs, the assessment, analysis and evaluation, planning, and implementation of activities for commanders, interagency, and HN representations pertaining to vulnerabilities and strengths of indigenous health care intuitions. These functional specialists provide guidance in the identification and treatment of medical threat illnesses, humanitarian mission and other contingency operations in the surveying, reporting, and controlling of communicable diseases among HN populations. This consultation can recommend guidance to legislative bodies toward applicable regulatory, policy, or programs to affect the implementation of restoring the health of indigenous populations. This officer liaisons with federal, state, and local interagencies and other civilian organizations concerned with public health issues of the OE.

**70H – Medical Plans Officer**

2-68. The 70H medical plans officer advises and assists on, or reestablishes and directs, the assessment, analysis and evaluation, planning, and implementation of field medical operations at the local and provincial levels. These functional specialists provide technical consultation on all matters pertaining to health services plans, operations, intelligence, security, and training. This consultation can recommend guidance to legislative bodies toward applicable regulatory, policy, or programs to affect the implementation of public health plans and operations, to include disaster response planning. This officer liaisons with federal, state, and local interagencies and other civilian organizations concerned with public health issues of the OE.

**70K – Health Facilities Planner**

2-69. The 70K health facilities planner advises and assists on, or reestablishes and directs, the assessment, analysis and evaluation, planning, and implementation of public health facilities and support program(s). These facilities and programs establish processes for medical supplies, medical facilities, blood storage and distribution, optical fabrication and production and medical service operations, and other logistical support on the local, national, and provincial levels to address public health concerns of the indigenous populations. The functional specialist provides technical consultation on matters involving health institutions and agencies within the OE. This consultation can recommend guidance to legislative bodies toward applicable regulatory, policy, or programs to affect the implementation of a sustainable platform for public health facilities. Consultation extends to plans for the collection, reclamation, and final disposition of salvage, surplus, abandoned medical property, and unserviceable supplies and equipment. The health facilities planners provides technical expertise on the methodologies for the oversight and management, rehabilitation, establishment, and maintenance of the requisite systems, agencies, and processes toward the real property and logistical activities that support public health service. They liaison with federal, state, and local interagencies and other civilian organizations concerned with public health issues of the OE.

**72D – Environmental Science Officer**

2-70. The 72D environmental science officer advises and assists on, or reestablishes and directs, the assessment, analysis and evaluation, planning, and implementation of professional and scientific work in environmental health and industrial hygiene within the OE. These functional specialists provide technical guidance to the HN on the identification, evaluation, and formulation of recommendations for the control of potential health hazards; health hazard assessment of weapons, equipment, clothing, training, and material systems; development of environmental health and industrial hygiene criteria and standards; promotion of policies, programs, practices and operations directed toward the prevention of disease, illness, and injury. This officer affects liaison with federal, state, and local interagencies and other civilian organizations concerned with public health issues of the OE.

**68W – Senior Health Care Noncommissioned Officer**

2-71. The 68W senior health care noncommissioned officer advises and assists in establishing the technical requirements for government health systems within the HN. This specialist conducts liaison with federal, state, and local interagencies and other civilian organizations concerned with public health issues of the OE.

**CIVIL AFFAIRS SUPPORTED ACTIVITIES**

2-72. CASA are those functions in which CA plays a key role in the planning, coordinating, or synchronizing but for which they are not the proponent. These supported activities include foreign assistance, FHA, PRC, and CME. These missions are executed through a combination of capabilities provided by multiple branches across the Army, other services within the DOD, or other governmental departments and agencies within the USG.

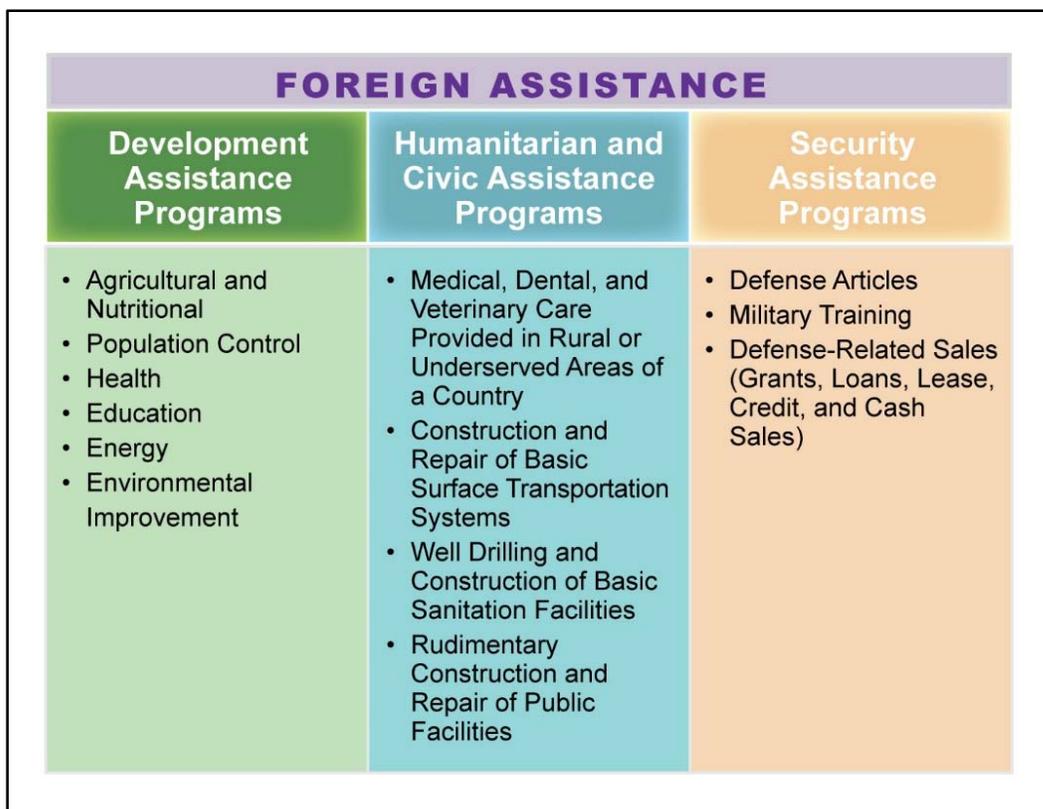
2-73. CA supports these operations through the planning, integration, execution, and transitioning of CAA and MGO. CA knowledge and expertise of the civil component provides commanders the necessary tools to execute military operations with minimal impact by or on the civilian populace. Army, other services, and the joint force conduct these missions that are population centric and require CA capabilities.

2-74. CA integrate resources to support the commander's mission. Unified action partners, IPI, and interagency provide unique expertise on humanitarian authorities to support the commander's mission. Legal authorizations

used to fund foreign assistance, FHA, and PRC are generally constrained by U.S. Congress for specific purposes. CA forces understand these authorities and should provide expert advice to the commander and staff. CAO in support of foreign assistance, FHA, PRC, and CME are discussed in the following paragraphs.

**FOREIGN ASSISTANCE**

2-75. Foreign assistance is civil or military assistance rendered to a foreign nation through development assistance, humanitarian and civic assistance, and security assistance. The United States provides foreign assistance through security cooperation in conjunction with a GCC’s theater security cooperation plan. Security cooperation is all DOD interactions with foreign defense establishments to build defense relationships that promote specific U.S. security interests, develop allied and friendly military capabilities for self-defense and multinational operations, and provide U.S. forces with peacetime and contingency access to a HN. Foreign assistance can also be provided when the United States is sponsoring a FID program or FHA in conjunction with other security cooperation efforts. Foreign assistance operations support a HN by promoting sustainable development and growth of responsive institutions. The goal is to promote long-term regional stability. Figure 2-6 provides a visual representation of the components of foreign assistance.



**Figure 2-6. Components of foreign assistance**

2-76. CA forces can plan, program, execute, and assess CAO in support of the commander’s plan. Regional and cultural competencies possessed by CA Soldiers are essential to mission success. CAO focuses on the civil component during foreign assistance to provide the commander with viable courses of action to assist in the stabilization of the focus area. CA forces are skilled integrators and coordinators of the populace and the resources within an operational area. These skills assist the commander in synchronizing efforts and capabilities in the most efficient manner possible. Ultimately, CA will reduce the redundancy of resources, maximize the usage of the current infrastructure, and assist in the coordination of unified action partners, IPI, and interagency groups supporting foreign assistance operations.

2-77. CA forces possess the capabilities to evaluate the civil component through the planning and execution of CAA in support of foreign assistance. The focus of foreign assistance programs is to legitimize and

enhance the stability of a HN's political, military, economic, social, informational, and infrastructure systems. CA forces can provide a sociocultural understanding of the OE that enhances the ability of the United States to achieve the desired end state. Support to foreign assistance can include technical expertise, advice, and assistance that can exponentially influence the success of other ongoing programs and initiatives. This assistance forms a better foundation on which a nation can build programs to meet the needs of the populace and promote its own sustainable development or growth. CA forces can assist in the development of these programs and provide assessments to the commander on their effectiveness.

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*Note:* ATP 3-57.30 provides additional information regarding security assistance, FID, and Title 10, United States Code, authorities that oversee these missions.

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### **Development Assistance Programs**

2-78. A principal objective of the foreign policy of the United States is the encouragement and sustained support to people of developing countries for improving the quality of their lives. Development assistance programs are programs executed by the DOS directly or indirectly, through the United States Agency for International Development (USAID), which finances numerous development assistance programs to address the following needs (which CA forces can support with the full range of CAA and SCA):

- Agriculture and nutrition.
- Population control.
- Health.
- Education.
- Energy.
- Environment improvement.

### **Humanitarian and Civic Assistance Programs**

2-79. Humanitarian and civic assistance programs are governed by Title 10, United States Code, Section 401. This assistance can only be provided in conjunction with military operations and exercises, and it must fulfill unit training requirements that incidentally create humanitarian benefit to the local populace. In contrast to emergency relief conducted under FHA operations, humanitarian and civic assistance programs generally encompass planned activities in the following categories:

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

2-80. CA units and personnel supporting humanitarian and civic assistance provide unique capabilities of CR, CE, and CIM, combined with planning, coordinating, and synchronizing of the civil component, with an understanding of the cultures within the HN.

### **Security Assistance Programs**

2-81. The security assistance programs are governed by Title 22, United States Code. *Security assistance* is a 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 (JP 3-22). Through these programs, the United States provides defense articles, military training, and other defense-related services to foreign nations. These programs are implemented by the DOD in accordance with policies established by the DOS, and the principal components of these programs include foreign military sales, foreign military financing, international military education and training, peace operations, and excess defense articles.

2-82. CA personnel in support of these security assistance programs are able to—

- Identify HN requirements.
- Develop or review the nomination list of programs or projects to support the mission objectives.
- Provide input to the feasibility of each program.
- Provide input to the prioritization of each program to meet the desired end states and goals.

## FOREIGN HUMANITARIAN ASSISTANCE

2-83. *Foreign humanitarian assistance* is Department of Defense activities conducted outside the United States and its territories to directly relieve or reduce human suffering, disease, hunger, or privation (JP 3-29). Most USG agencies, as well as United States Code and DOD directives utilize the terms humanitarian assistance and FDR. FHA operations are different from foreign assistance primarily because they have a direct humanitarian need. The DOD uses appropriated funds specifically for FHA in the form of overseas humanitarian disaster and civic aid. Foreign assistance is not funded by overseas humanitarian disaster and civic aid, and it is intended as deliberate assistance to promote long-term stability. FHA activities conducted by U.S. Armed Forces fall into two broad categories:

- **Steady-state FHA.** Steady-state FHA are activities normally planned and conducted as part of the GCC's theater campaign plan. The intent of steady-state FHA activities is to assess and increase the affected nation's capacity and capability to respond to disaster. Steady-state FHA is a security cooperation tool that can improve visibility, access and influence, as well as promote regional stability with foreign military and civilian counterparts and increase interoperability between that nation and U.S. forces in the event that U.S. forces have to respond in support of FDR. Some examples would include military exchanges, Overseas Humanitarian Disaster and Civic Aid projects, projects utilizing combatant commander's initiative funds, and various types of assessments.
- **Foreign Disaster Relief.** FDR is a limited duration contingency operation. The goal of FDR is to alleviate the suffering of foreign disaster victims, including victims of natural disasters and conflicts, internally displaced persons, refugees, stateless persons, and vulnerable migrants. Normally, FDR includes—
  - Provision of basic services and commodities, such as food, water, sanitation, health care, nonfood items (clothing, bedding, and so on), and emergency shelter.
  - Support to critical infrastructure and logistics necessary for the delivery of those essential services and commodities.
  - Medical equipment, medical and technical personnel, and making repairs to essential services.

2-84. DODD 5100.46 directs that DOD components shall provide disaster assistance in support of U.S. FDR efforts only at the direction of the President; when the Secretary of Defense or a designee approves, with the concurrence of the Secretary of State, a request for assistance from another Federal department or agency; or in emergency situations in order to save human lives where there is not sufficient time to seek the prior concurrence of the Secretary of State, in which case the Secretary of Defense shall advise and seek the concurrence of the Secretary of State as soon as practicable thereafter.

2-85. Nothing in DODD 5100.46 shall be construed as preventing a military commander with assigned forces at or near the immediate scene of a foreign disaster from taking prompt action to save human lives. In cases in which this authority is invoked, the commander should obtain the concurrence of the HN and U.S. Chief of Mission of the affected country before committing forces. Also, the combatant commander shall follow up as soon as possible, but no later than 72 hours after the start of relief operations, to secure Secretary of Defense or Deputy Secretary of Defense approval for continuing assistance. Combatant commanders must also obtain Secretary of Defense or Deputy Secretary of Defense approval in order to obtain reimbursement with Overseas Humanitarian, Disaster, and Civic Aid funds. Such assistance during the first 72 hours does not include the authority to provide military assistance that does not contribute to urgent life-saving efforts.

2-86. Although U.S. military forces are primarily designed and structured to defend and protect U.S. national interests, they may be readily adapted to FHA requirements. Military organization, structure, and readiness enable commanders to rapidly and effectively respond when time is of the essence. In addition to, or

sometimes in lieu of, HN humanitarian assistance efforts, hundreds of NGOs from around the world respond to disasters to provide humanitarian assistance in various forms and for varied durations. However, U.S. military forces are not the primary USG means of providing FHA. They normally supplement the activities of U.S. and foreign government authorities, NGOs, and international organizations. The USAID is the principal agency for U.S. bilateral development and humanitarian assistance to foreign countries. The USAID will normally serve as the lead Federal agent for the United States.

2-87. FHA missions conducted by U.S. military forces span the full range of military operations from crisis response and limited contingency operations to activities in various steady-state programs as part of the GCC's security cooperation program or to achieve specific theater campaign plan objectives.

2-88. DODD 5105.65 assigns the Defense Security Cooperation Agency the responsibility to direct, administer, and provide DOD-wide guidance for the execution of DOD security assistance and security cooperation. It further directs that the Defense Security Cooperation Agency provide oversight and exercise overall program management responsibility for DOD humanitarian assistance and demining activities funded by the Overseas Humanitarian Disaster and Civic Aid appropriation, in coordination with the Assistant Secretary of Defense for Special Operations and Low Intensity Conflict. The directive directs the Defense Security Cooperation Agency to produce Defense Security Cooperation Agency manual 5105.38-M. Chapter 12 of the manual provides policy and direction for humanitarian assistance.

2-89. The CA role in FHA is to assist the commander in planning, advising on the activities, and coordinating with unified action partners, IPI, and interagency to synchronize efforts. CA forces will also play a key role in conducting assessments. FHA operations are inherently complex and require a significant amount of interagency coordination. FHA is normally directed from the strategic level, coordinated and managed at the operational level, and conducted at the tactical level. On all levels in support of FHA activities, CA forces—

- Participate in interagency assessment, planning and synchronizing of FHA activities.
- Identify, validate, or evaluate HN and international resources available for FHA activities.
- Advise, assist, and plan displaced civilian movement and control.
- Participate in the execution of selected FHA activities as directed.
- Provide liaison with IPI.
- Assist in the coordination of local labor.
- Liaise with judge advocates to assist the commander to meet legal and moral obligations.
- Monitor and evaluate FHA.
- Assess requirements and support for the operation of a CMOC.
- Conduct and maintain an assessment of humanitarian issues in designated nations or regions.
- Identify shortfalls in HN humanitarian assistance programs and resources.

2-90. Although FHA operations may be executed simultaneously with other types of operations, each type has unique characteristics. For example, FHA operations may be simultaneously conducted with peace operations, but each has its own strategic end state. Military commanders must be cautious not to commit their forces to projects and tasks that go beyond the FHA mission. Military commanders conducting FHA simultaneously with other operations must develop end state, transition, and termination objectives, as well as measures of effectiveness and measures of performance complementary to simultaneous military operations.

2-91. One example of FHA is humanitarian mine action, which includes activities related to the furnishing of education, training, and technical assistance with respect to detection, clearance, physical security, and stockpile management of land mines and other explosive remnants of war. Explosive remnants of war include landmines, unexploded ordnance (mortar rounds, artillery shells, bomblets, rockets, submunitions, rocket motors and fuel, grenades, small arms ammunition, and so on), and abandoned ammunition storage and cache sites. The CA role in humanitarian mine action is normally in assisting with the request and approval process and assisting the HN with establishing a national demining office.

2-92. There are many operations that are related to FHA. These operations are diverse and CA forces will support these related operations as necessary. The related operations consist of—

- Stability operations.
- Foreign assistance, to include—
  - Humanitarian and civic assistance.
  - Security assistance.
  - Development assistance.
- Peace operations.
- Noncombatant evacuation operations.
- CMO.
- Mass atrocity response operations.
- International chemical, biological, radiological, and nuclear response.

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*Note:* ATP 3-57.20 provides additional information on FHA.

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## **POPULACE AND RESOURCES CONTROL**

2-93. Military operations are not conducted in a vacuum that is free of civilian presence or influence. No matter the OE, military operations can be disrupted by actions of the indigenous populace. Whether it is uncontrolled and uncoordinated movement of civilians within the OE, illegal activities, or any civil functions between these extremes, commanders must consider PRC measures in the planning and execution of operations. While PRC falls under the proponentry of the Military Police branch, CA forces are integral to the planning, execution, and assessment of military operations concerning PRC measures. CA forces are highly attuned to the impacts that military operations can have on the civil population, as well as those the civil component will have on military operations. They assist in the development of courses of action that will support the commander's goals, with minimum impact on civil-military relations and current and future operations.

2-94. PRC consists of two distinct, yet linked, components: populace control and resources control. Both components are normally the responsibility of indigenous civil governments. During times of civil or military emergency, proper authorities define, enact, and enforce PRC measures. For practical and security reasons, military forces employ PRC measures of some type and to varying degrees across the range of military operations. PRC operations are executed with, and as an integral part of, military operations. CA forces provide multiple capabilities to the commander that can assist in the development and execution of these measures. Every CA unit has the ability, through reachback, to facilitate the identification, requisition, and utilization of the full range of CA functional specialist capabilities, as required, in support of PRC efforts.

### **Populace Control**

2-95. Populace control measures are a key element in the execution of primary stability tasks in the areas of civil security and civil control. Populace control involves establishing public order and safety, securing borders, population centers, and individuals. International law requires the military force to focus on essential tasks that establish a safe, secure environment and address the immediate humanitarian needs of the local populace. Control measures require a capability to secure borders, protect the population, hold individuals accountable for criminal activities, control the activities of individuals or groups that pose a security risk, reestablish essential civil services, and set conditions in the OE that support stability through unity of effort.

2-96. The authority and extent of populace control measures that a commander may impose varies greatly with the type of mission and the OE. The OE includes a wide variety of intangible factors, such as the culture, perceptions, beliefs, and values of adversary, enemy, neutral, or friendly political and social systems. These factors must be analyzed and continuously assessed throughout the operations process to develop a situational understanding of the environment. The characterization of the OE as permissive, uncertain, or hostile further impacts the planning for and the execution of populace control measures.

2-97. 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 the following:

- 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.

2-98. CA forces provide the commander and staff the capability to plan, synchronize, and assist in the execution of populace control. Once the populace control measures are in place, CA forces can assess these measures, provide feedback to the commander on the effectiveness of the measures, and provide recommendations on adjustment to the measures as necessary. DC operations are a special category of populace control that requires extensive planning and coordination among various military and nonmilitary organizations.

### *Dislocated Civilian Operations*

2-99. DC operations are actions required to move or keep civilians out of harm's way or to safeguard them in the aftermath of a disaster. The disaster may be natural (such as a flood or an earthquake), man-made (such as combat operations, social, or political strife), or a technological hazard (such as radiological disaster, network outage, intrusion, cyberspace attack, or a complete loss of electricity). The requirement to conduct DC operations may occur during any phase across the range of military operations. If the DC is within their nation's borders, USAID may be involved in providing assistance, whereas a refugee falls under the assistance of the DOS' population refugees and migration.

2-100. The CA supporting tasks in DC operations support the commander's freedom of movement while safeguarding the civilian population. CA Soldier tasks include—

- Identifying or evaluating existing HN and international community DC plans and operations.
- Advising on DC control measures that would effectively support the military operation.
- Advising on how to implement DC control measures.
- Publicizing control measures among the IPI.
- Assessing measures of effectiveness.
- Participating in the execution of selected DC operations as needed or directed and in coordination with the internationally mandated organizations (for example, United Nations High Commissioner for Refugees, Office for the Coordination of Humanitarian Affairs, and the International Committee of the Red Cross).
- Assisting in arbitration of problems arising from implementation of DC control measures.
- Identifying DC locations and composition.

2-101. In DC operations, controlling agencies (for example, United Nations High Commissioner for Refugees, Office for the Coordination of Humanitarian Affairs, International Committee of the Red Cross, 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.

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*Note:* FM 3-39, ATP 3-39.30, and ATP 3-57.10 provide additional information on DC operations.

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2-102. 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 international organizations, 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.

2-103. 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. The term *dislocated civilian* is unique to the DOD and not used by the DOS or NGOs. These organizations use the term *internally displaced persons* for civilians displaced within their country and the term *refugees* for people who flee their country of origin and cross an international border. The following distinctions exist among the various categories of DCs:

- *Displaced persons* is a broad term used to refer to internally and externally displaced persons collectively (JP 3-29). In addition—
  - Returnees are displaced persons who have returned voluntarily to their former place of residence.
  - Resettled persons are a subset of displaced persons—civilians who have been able to resettle in a third country, usually with the assistance of United Nations High Commissioner for Refugees and the government of their new country of residence, rather than returning to their previous home or land within the country or area of original displacement. Resettled persons are usually a very small subset of the original displaced population as opportunities for third-country resettlement are rare.
- Evacuees are civilians who are removed from their places of residence by military direction for reasons of personal security or the requirements of the military situation.

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**Note:** The term *evacuee* is unique to the DOD and not used by the DOS (except for noncombatant evacuation operations), NGOs, or international organizations.

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- Internally displaced persons are any persons who have been forced or obliged to flee or to leave their home or place 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 man-made disasters, and who have not crossed an internationally recognized state border.
- Migrants are persons who belong to a normally migratory culture who may cross national boundaries or have fled their native country for economic reasons rather than fear of political or ethnic persecution. Migrants travel to escape economic stagnation and poverty. This is in contrast to refugees, who travel to escape persecution, conflict, and perhaps death.
- Refugees are any persons 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, are outside the country of their nationality and are unable or, owing to such fear, are unwilling to avail themselves of the protection of that country.
- Stateless persons are civilians who either have been denationalized, whose country of origin cannot be determined, or who cannot establish their right to the nationality claimed.

2-104. While the following are not categories of DCs, they are categories of civilians with whom military members may come in contact in an operational area and should be part of this discussion for FHA:

- **Trafficking Victims.** Simply stated, trafficking in persons is modern-day slavery, involving victims who are forced, defrauded, or coerced into labor or sexual exploitation. Trafficking victims are persons subjected to sex trafficking, such as recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act, in which any of these apply:
  - A commercial sex act is induced by force, fraud, or coercion.
  - The person induced to perform such an act has not attained 18 years of age.

- The recruitment, harboring, transportation, provision, or obtaining of a person for labor or services through the use of force, fraud, or coercion is for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.
- **Vulnerable Persons.** Vulnerable persons are persons who may not have equal access to humanitarian assistance because of physical, cultural, or social barriers (for example, women, children, elderly, disabled, ethnic minorities, and people living with an incurable virus or disease). While this is not a legal distinction, it is important to describe this population, as it is the most vulnerable who often have the greatest needs.

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*Note:* JP 3-29 provides additional information on DCs.

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## Resources Control

2-105. Resources control provides security for the natural and man-made materiel resources of a nation-state, mobilizes economic resources, denies enemy access to resources, and detects and reduces the effectiveness of enemy agents and criminal entities. Resources control measures include, but are not limited to, licensing, regulations or guidelines, checkpoints, and border security, to include customs inspections, ration controls, amnesty programs, and inspection of facilities.

2-106. Resources control directly impacts the economic system of a HN or territory occupied and governed by U.S. forces. Resources control measures regulate public and private property and the production, movement, or consumption of materiel resources. Controlling a nation's resources is the responsibility of indigenous civil governments. During a civil or military emergency, proper authorities define, enact, and enforce resources control measures to maintain public order and enable the execution of primary stability tasks in the areas of civil security, civil control, restoration of essential services, and support to economic and infrastructure development tasks.

2-107. Enactment of resources control measures must conform to legal and regulatory policy and be enforced justly and firmly by the governing authority. U.S. forces will not execute these measures unless the requirements are clearly beyond the capabilities of the HN's security forces, the HN has requested assistance, and appropriate U.S. authorities (to include the U.S. Ambassador) have granted approval for such assistance. Resources control includes property control which is the control of movable and immovable private and public property. CA generalists support the HN's lead by facilitating coordination and security while CA military government and functional specialists support by providing advice, assistance, and training for HN forces executing these missions. Resource control measures may include—

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

2-108. Implementing effective resources control requires the HN government or transitional military authority to inform the populace of the measures to be imposed and the justification for the action. The message to the population must clearly convey that the control measures are necessary due to security and the populace. Enforcement of the restrictions must be consistent and impartial so the government establishes

and maintains legitimacy among the populace. A well-crafted PRC plan limits control measures to the least restrictive measures necessary to achieve the desired effect. Continuous assessment of the OE measures the effectiveness of the restrictions, the attitude of the population toward the government, and the impact the restrictions have on the OE. As the security situation improves, restrictions should be modified or rescinded.

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*Note:* ATP 3-57.10 provides additional information on resources control measures.

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## CIVIL-MILITARY ENGAGEMENT

2-109. CME is USSOCOM's contribution, and part of DOD's strategy, to building partner-nation capacity in a preventive, population centric, and indirect approach to enhance the capability, capacity, and legitimacy of partnered indigenous governments. It is persistent engagement conducted by, with, and through unified action partners to shape and influence the IPI within the OE in support of the GCC's campaign plans, the TSOC's campaign support plan, and in conjunction with U.S. Embassy strategies. The CME program increases the capability of USG supported IPI, reduces the influence of malign actors within targeted countries and regions, and leverages civil vulnerabilities and resiliencies within the OE.

2-110. CME identifies and addresses critical civil strengths and vulnerabilities in undergoverned and ungoverned areas or high-threat environments where HN authorities, the country team, or USAID cannot operate. These objectives are accomplished through the conduct of CAO during the execution of the following CME program key tasks:

- **Network Analysis.** Regional civil-military support elements (CMSEs) and theater CMSEs conduct network analysis to identify critical and relevant nodes, through CIM as part of CAO, for partnering with friendly networks and to engage neutral networks in order to counter threat networks. Network analysis is executed with the purpose of determining and analyzing links between these nodes as a means of gaining an understanding of a group, place, physical object, or system.
- **Network Engagement.** Regional CMSEs and CMSEs conduct network engagement, mainly executed through CE as part of CAO, to engage critical nodes within friendly and neutral networks in order to counter threat networks. Network engagement is conducted continuously and simultaneously at all levels of warfare to help achieve the commander's objectives within the OE.
- **Interorganizational Cooperation.** Interorganizational cooperation enables unity of effort, common objectives, and a common understanding by synchronizing actions. It facilitates cooperation in areas of mutual interest, promotes a COP, and enables the sharing of critical information and resources that contribute to economy of force in accomplishing TSOC objectives.
- **Capacity Building.** Capacity building develops the capability and capacity within friendly and neutral networks to counter malign actor influence and activities. Capacity building increases HN government and military capacity to mitigate the causes of instability to deny malign actor influence.

2-111. CME practitioners must understand the overall preparation of the environment plan and be ready to support by planning and executing targeted CAO to—

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

2-112. The CME program consists of four distinct capabilities based, task-organized units of action. These units of action include:

- **Civil-Military Support Element.** A *civil-military support element* is a **task-organized Civil Affairs force established to plan, facilitate, and execute Civil Affairs operations in support of civil-military engagement in a specified country, region, or theater.** The civil-military support element is primarily sourced by a SOF CAT. Through CAO, it conducts planned and

targeted CR and CE, engaging networks to affect the behavior and will of relevant actors, audiences, and adversaries in the OE in support of GCC campaign plans, the TSOC campaign support plan, and in conjunction with U.S. Embassy strategies.

- **Regional Civil-Military Support Element.** The regional civil-military support element conducts network engagement and analysis within a subordinate command architecture to the TSOC and is primarily sourced by a SOF CA Company. It conducts tactical to operational level human network analysis to comprehensively study and understand the relationships of networks to support preparation of the environment. The element is a task-organized unit of action based upon mission-specific requirements with the ability to conduct mission command of the CME elements in their assigned region to achieve desired effects.
- **Theater Civil-Military Support Element.** The theater civil-military support element is primarily sourced by elements from a SOF CA Battalion headquarters and is filled based upon specific mission requirements. It conducts and integrates network analysis into the joint planning process, joint intelligence preparation of the operational environment, and the joint targeting cycle. This element is collocated with a theater-level special operations mission command node. It also has the ability to conduct mission command of the CME elements in their theater to achieve desired effects.
- **Trans-Regional Civil-Military Engagement Element.** The trans-regional civil-military engagement element is sourced from SOF CA personnel assigned to USSOCOM with duty at interorganizational partners in USSOCOM-identified priority locations. This element is tasked with developing and maintaining long-term relationships through an enduring presence across the unified action partner network to enhance trans-regional synchronization and improve interorganizational cooperation.

2-113. Trans-regionally and persistently engaged CME elements conduct targeted CAO to increase the capability of USG-supported IPI, to reduce the influence of malign actors within targeted countries and regions, and to leverage civil vulnerabilities and resiliencies within the OE in support of the GCC's campaign plans, the TSOC campaign support plan, and in conjunction with U.S. Embassy strategies.

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*Note:* ATP 3-57.80 provides additional information concerning CME and CMSE.

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## Chapter 3

# Planning

CA Soldiers, elements, and units are assigned to, have a command relationship with, or provide support to Army, joint, or other Service headquarters at the tactical, operational, and strategic levels. As such, CA leaders and CAO or CMO planners must clearly understand both Army planning and orders production and the joint planning process. 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 concept of operations (CONOPS).

3-1. Although there are many similarities between Army and joint planning, joint planning is focused at the strategic-theater and operational levels within a GCC's area of responsibility or JFC's joint operations area. Army planning at division level or below focuses on the operational to tactical level within a commander's AO. This chapter describes the contribution of CA to, and participation in, both the Army and joint planning processes as outlined in ADP 5-0, ADRP 5-0, FM 3-0, FM 6-0, and JP 5-0.

3-2. Planning is the art and science of understanding a situation, envisioning a desired future, and laying out effective ways of bringing that future about. Well-considered and developed plans can lead to success. Planning a military operation is similar to planning other activities. Plans for military operations are based on an imperfect understanding and uncertainty of how the military situation evolves once the operation has started.

3-3. A plan does not guarantee mission success. Rather, a well-developed plan ensures adherence to the commander's mission and intent, and it provides for flexibility and adaptability by leaders and Soldiers during implementation. In the military, decisive actions demand a flexible approach to planning that adapts methods to each situation. An effective planning process structures the thinking of commanders and staffs while supporting their insight, creativity, and initiative. Following this type of planning process, whether for offensive, defensive, stability, or defense support of civil authorities, offers the best opportunity for mission success.

3-4. 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 operation plan in support of the commander's intent. Paragraph 3, Execution, of Annex K (Civil Affairs Operations) to the supported command's operation plan, addresses the CAO scheme of support, subordinate unit tasks, and coordinating instructions CA and other Army forces execute in support of the commander's intent. The execution paragraph outlines what the supported commander wants CAO to achieve in support of the mission.

3-5. 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 the MDMP and evaluation of METT-TC variables, the CAO planner recommends the allocation of CA forces in support of these operations to the supported commander.

## SUPPORT FOR ARMY OPERATIONS

3-6. Army operations aim to seize, retain, and exploit the initiative and achieve decisive results and the desired end state. Army leaders integrate Army operations within the larger concept of unified land operations. Through the mission command warfighting function, commanders, assisted by their staffs, integrate numerous processes and activities within the headquarters across the force. CAO staff support for Army operations focuses on the civil component through analysis and evaluation of civil considerations.

**DECISIVE OPERATIONS**

3-7. Decisive operations are those that directly accomplish the task assigned by the higher headquarters. Decisive operations conclusively determine the outcome of major operations, battles, and engagements. The decisive operation may include multiple actions conducted simultaneously throughout the AO. CAO, in support of the commander's CMO plan, support offensive or defensive decisive operations by enabling maneuver, through the planning of PRC and providing critical civil information to increase the commander's situational awareness and understanding. CAO in support to the commander's CMO plan during decisive operations in stability do not always have an immediate impact. CA supports decisive operations in stability and DSCA by planning for and assisting in stabilizing and establishing order in the joint operations area or AO. CA planners and forces support the warfighting commander's decisive operations by—

- Providing timely civil information for the development of the supported commander's COP.
- Identifying routine movement patterns of local civilians to establish procedures and processes to minimize their interference with military operations.
- Planning for possible population displacements and working with civilian organizations (IPI, unified action partners, and interagency) to minimize local populace interference with U.S. decisive operations.
- Coordinating military forces' use 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, unified action partners, and interagency.
- Estimating the availability of resources.
- Acting as the focal point for civil considerations.
- Providing liaison and coordinating CAO in support of CMO with local IPI, unified action partners, and interagency, as applicable.
- Acquiring and evaluating civil information on the political, economic, social, and cultural characteristics of the local populace to help shape courses of action and determine CAO and CMO requirements.
- Recommending theater policy for CASA and MGO.
- Planning for and providing support across the full range of CA functional specialties.
- Preparing area studies of the assigned area to support the mission, as required.
- Providing analysis and evaluation of civil information to United States and other agencies on the political, economic, social, and cultural characteristics of the local populace.

**SHAPING OPERATIONS**

3-8. 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 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 promote stability. CMO are shaping operations that gain favor with the IPI in order to positively influence attitudes, perceptions, and behaviors. CMO directly support the commander's ability to conduct shaping operations in his joint operations area or AO by facilitating the transfer of responsibilities to civilian control.

3-9. CA planners and forces support the warfighting commander's shaping operations by—

- Coordinating for military use 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, unified action partners, and interagency.
- Planning for possible population displacements and working with civilian organizations (IPI, unified action partners, and interagency) to minimize local populace interference with U.S. decisive operations.

- Providing liaison and coordinating CAO in support of CMO with local IPI, unified action partners, and interagency, as applicable, to maintain stability during military operations.
- Identifying routine movement patterns of local civilians to establish procedures and processes to minimize their interference with decisive operations.
- Preparing area studies of the assigned area to support the mission, as required.
- Providing analysis and evaluation of civil information to United States and other agencies on the political, economic, social, and cultural characteristics of the local populace.
- Recommending and implementing theater policy for FHA, civil assistance, and SCA operations. **Civil assistance is 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.**
- Acting as the focal point for cultural considerations.
- Planning for and providing support across the full range of CA functional specialties.
- Providing timely civil information for the development of the supported commander's COP.
- Assessing local governance, essential infrastructure, and rule of law.

## SUSTAINING OPERATIONS

3-10. 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, as well as their ability, in coordination with IPI and local authorities, to identify, protect, and coordinate for 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.
- Identifying and monitoring the impact of U.S. usage of local resources to ensure it does not negatively affect the local economy or the local government's ability to maintain its services and infrastructure.
- 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 IPI, unified action partners, and interagency.
- Minimizing the impact of U.S. military operations on civilians and the impact of civilians on military operations.
- Identifying movement patterns of local civilians to establish procedures and processes to minimize their interference with decisive operations.
- Facilitating the passage of civilian humanitarian assistance and providers.
- Advising the command on civil considerations.

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*Note:* ADP 3-0, ADRP 3-0, and FM 3-0 provide more information on Army operations.

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## CIVIL AFFAIRS OPERATIONS STAFF SUPPORT

3-11. CAO staff support is the planning of CA activities, military government operations, and CA supported activities to enhance the commander's understanding and decision making in order to accomplish missions and achieve unified action. The following CA elements provide direct input to, or augment, the planning process:

- Civil-military operations directorate of a joint staff (J-9).
- Assistant chief of staff, Civil Affairs operations (G-9).
- Battalion or brigade Civil Affairs operations staff officer (S-9).

- Theater Civil Affairs planning team.
- Civil Affairs planning team.
- In lieu of support.
- Security force assistance brigade CAO staff section.

### **CIVIL-MILITARY OPERATIONS DIRECTORATE OF A JOINT STAFF (J-9)**

3-12. The J-9 is the principal staff organization in a joint force command responsible for CMO planning. The J-9 organizes the directorate personnel and systems to establish civil-military relationships, to perform civil-military knowledge management, and to plan support for civil-military enabling operations. The J-9 coordinates with military and civilian organizations that influence operations or campaigns and seeks to promote stability and achieve unified action. Building civil-military relationships include those with the interagency, international organizations, NGOs, and IPI. The J-9 provides a conduit for sharing civil-military information, coordinating support requests and activities, compiling and analyzing relevant information, and performing analysis and evaluation that supports the commander's assessment. The J-9 plans the actions of various Service capabilities that enable the joint force to achieve CMO objectives. Responsibilities of the J-9 include—

- Serving as staff lead for the organization, employment, and integration of Service CA, military police, medical, engineer, and any other Service capabilities to conduct CMO.
- Establishing liaison, as needed, with interagency partners, international organizations, NGOs, and IPI.
- Providing staff oversight and direction to the CMOC, humanitarian assistance coordination center, joint interagency task force, or joint interagency coordination group, if established by the joint force command.
- Developing Annex G (Civil-Military Operations) and assisting in the development of Annex V (Interagency Coordination) to operation plans, concept plans, and operation orders.
- Providing civil considerations input and coordinating with the country team, operations directorate of a joint staff (J-3), staff judge advocate, Service component commands, HN, and IPI in the development of transitional public security.
- Coordinating with the comptroller and staff judge advocate to obtain advice on proposed expenditures of allocated funds dedicated to CMO.
- Facilitating the movement, security, and control of funds to subordinate units and coordinating with the funds controlling authority and financial manager to meet the commander's objectives.
- Planning and supporting transitions (terminated, transferred to follow-on forces, or transitioned to USG departments and agencies, IPI, or international organizations), as required.
- Providing expertise and support to the joint interagency coordination group or joint interagency task force, if either is part of the joint staff.
- Organizing a CIM coordination capability to manage execution of the CIM process and knowledge management in the supported commander's operational area.
- Coordinating with the intelligence directorate of a joint staff (J-2) for the integration of civil considerations into the joint intelligence preparation of the operational environment.
- Coordinating with the comptroller for the disposition of funding for CMO and foreign assistance.
- Coordinating with the logistics directorate of a joint staff (J-4) and IPI for host-nation support.
- Coordinating with the J-2 and plans directorate of a joint staff (J-5) supporting center of gravity analysis.
- Coordinating with the joint force command's political advisor to develop policy for the implementation of transitional military authority.
- Coordinating with the staff, country team, CMOC, joint interagency coordination group, joint interagency task force, humanitarian assistance coordination center, humanitarian operations center, and IPI to ensure planning and execution of foreign humanitarian assistance.
- Coordinating with the staff, country team, CMOC, joint interagency coordination group, joint interagency task force, and IPI to ensure planning and execution of foreign assistance.

- Coordinating with the staff, country team, CMOC, joint interagency coordination group, joint interagency task force, and IPI to ensure planning and execution of populace and resources control.
- Coordinating with the staff, country team, special operations component command, CMOC, joint interagency coordination group, joint interagency task force, and IPI to ensure planning and execution of CME.
- Coordinating with the country team, J-3, J-4, staff judge advocate, Service component commands, partner nation, and IPI for various permissions and agreements, to include—
  - Access.
  - Status of forces.
  - Overflight.
  - Frequency usage.
  - Land use.

### **ASSISTANT CHIEF OF STAFF, CIVIL AFFAIRS OPERATIONS (G-9)/CIVIL AFFAIRS OPERATIONS STAFF OFFICER (S-9)**

3-13. The G-9/S-9 is the dedicated principal staff officer position, from battalion through theater Army, responsible for all matters concerning CA. The G-9/S-9 evaluates civil considerations during mission analysis, recommends the establishment of the CMOC in conjunction with the supporting CA unit commander, and prepares the groundwork for transitioning the AO from military to civilian control. The G-9/S-9 advises the commander on the military's effect on civilians in the AO relative to the complex relationship of these people with the terrain and institutions over time. The G-9/S-9 is responsible for enhancing the relationship between Army forces and the civil authorities and people in the AO. A supportive civilian population can provide freedom of maneuver, resources, and information that facilitate friendly operations and preserve combat power and lethality, by mitigating the effects of the civil considerations on combat operations. The G-9/S-9 is required at all echelons from a brigade combat team through theater Army and in SOF formations at battalion and group. The G-9/S-9 prepares Annex K (Civil Affairs Operations) to the operation order or operation plan.

3-14. During the MDMP, the G-9/S-9 provides the commander with an analysis of the civil components that shape the OE. As a part of mission analysis, the METT-TC mission variables are evaluated for those aspects of the OE that directly affect a mission. The CAO staff provides the commander detailed civil considerations analysis focused on ASCOPE affecting the civil component of the AO. CAO planners further develop and implement their plans in conjunction with civilian officials from other USG agencies and other nonmilitary organizations in order to synchronize U.S. and multinational efforts. Responsibilities of the G-9/S-9 include—

- Providing staff oversight for the CMOC to maintain liaison with other (unified action partners, IPI, and interagency) U.S. government agencies, HN or host country civil and military authorities, and nongovernmental and international organizations in the AO.
- Coordinating with the chief of fires or fire support officer on the restricted target list, including cultural, religious, historical, and high-density civilian populace areas.
- Participating in the fires targeting board.
- Providing the assistant chief of staff, intelligence or the battalion or brigade intelligence staff officer information gained from civilians in the AO.
- Coordinating with the surgeon on the military use of civilian medical treatment facilities, materials, and supplies.
- Coordinating with the information operations officer to ensure planned activities are synchronized and disseminated and information is not contradictory.
- Coordinating with the public affairs officer on supervising public information media under civil control.
- Providing instruction to units, officials (host country or HN civil or military), and the population on identifying, planning, and implementing programs to support civilian populations and strengthen internal defense and development.
- Identifying and assisting the assistant chief of staff, signal or the battalion or brigade signal staff officer with coordinating military use of local information systems.

- Coordinating with the provost marshal to control civilian traffic in the AO.
- Assisting the G-4/S-4 in coordinating facilities, supplies, and other materiel resources available from the civil sector to support operations.
- Analyzing and evaluating the effects of civilian populations on military operations.
- Analyzing and evaluating the effects of military operations on the HN and its populace.
- Proposing DC movement, routes, and assembly areas.
- Assessing the ability of the IPI to care for civilians.
- Assessing the IPI resources to support military operations.
- Identifying nongovernmental and other independent organizations operating in the AO.
- Identifying interagency organizations in the AO and their capabilities.
- Preparing the CAO annex and its attachments.
- Participating in boards, groups, centers, and cells to integrate the analysis of civil considerations.
- Planning for and determining the requirements and priority of the distribution of Class X across the civil component and coordinating with the G-4/S-4 or functional quartermaster organization for the storage and movement of Class X.

### **THEATER CIVIL AFFAIRS PLANNING TEAM**

3-15. The T-CAPTs are five regionally-assigned planning teams, consisting of five CA planners ranging in grades from E-9 through O-6 and assigned to a theater Army with duty at the respective geographic combatant command. The role of the T-CAPT is to provide a dedicated CMO planning capability. At geographic combatant commands that have an established J-9, the T-CAPT is a complementary capability and serve to strengthen the directorate's efforts. The J-9 and T-CAPT develop, integrate, synchronize and coordinate CMO plans, policies, programs, and operations in coordination with theater-aligned CA forces and interagency entities. These are integrated with and enhance the geographic combatant command's strategic plans, campaigns or operations, and theater security cooperation initiatives. Responsibilities of the T-CAPT include—

- Developing, integrating, synchronizing and coordinating strategic and operational-level CMO into theater campaign and contingency plans in all phases of operations.
- Developing, integrating, synchronizing and coordinating strategic and operational-level CAO into theater campaign and contingency plans in all phases of operations.
- Developing from civil information the strategic-level civil component factors that inform operational variables (political, military, economic, social, information, and infrastructure) and incorporate into the joint planning process.
- Advising and assisting combatant and Service component commanders to develop, implement, assess, and execute theater level, population centric policies, strategies, and plans for confronting challenges to U.S. national security interests across the range of military operations.
- Providing theater-level analysis and evaluation of civil strengths and vulnerabilities based on operational variables.
- Liaising across military and civilian organizations.
- Participating with and supporting the joint interagency coordination group or joint interagency task force if either is part of the joint staff.
- Assisting the combatant commander and staff to—
  - Integrate stability activities and considerations into their theater campaign plans, theater strategies, and applicable DOD-directed plans.
  - Incorporate stability activities and concepts into training, exercises, and experimentation.
  - Incorporate MGO into training, exercises, experimentation, and planning.

### **CIVIL AFFAIRS PLANNING TEAM**

3-16. CA forces from battalion through CACOM have resident CAPTs, consisting of four to six CA planners ranging in grades from E-5 through O-6 depending on echelon and component. These dedicated planning elements are designed to be attached directly to the supported commander's staff to develop and incorporate

CA plans, policy, and programs and assist with CMO planning, including planning for stability and military government. CAPTs support the JFC's CMO staff and other military planners throughout the joint planning process and are normally attached for operations. Responsibilities of the CAPT include—

- Integrating civil considerations into planning.
- Providing detailed civil considerations, derived from analysis focused on ASCOPE affecting the civil component of the AO.
- Developing from civil information the strategic-level civil component factors that inform operational variables (political, military, economic, social, information, infrastructure, physical environment, and time [PMESII-PT]) and incorporate into the MDMP or the joint planning process.
- Developing annexes in support of current operations and contingency plans.
- Developing, integrating, synchronizing and coordinating strategic and operational-level CAO into theater campaign and contingency plans in all phases of operations.
- Developing, integrating, synchronizing and coordinating strategic and operational-level CMO into theater campaign and contingency plans in all phases of operations.
- Advising and assisting combatant and service component commanders to develop, implement, execute, and assess theater-level and population-centric policies, strategies, and plans for confronting challenges to U.S. national security interests across the range of military operations.

### **IN LIEU OF SUPPORT**

3-17. In lieu of support would provide the same basic functions and capabilities as those under the G-9/S-9 section above.

### **SECURITY FORCE ASSISTANCE BRIGADE CIVIL AFFAIRS OPERATIONS STAFF SECTION**

3-18. The SFA brigade Civil Affairs operations staff section is responsible for—

- Training/advising foreign security force counterpart staff elements to enable them to engage and build rapport with IPI, civilian unified action partners, and independent foreign agencies.
- Enhance foreign security forces capabilities to assess interests, functions, capabilities, and vulnerabilities of IPI, civilian unified action partners, and independent foreign agencies.
- Training foreign security forces to minimize interference of noncombatant civilians with military operations.
- Training foreign security forces to plan, coordinate, and conduct foreign humanitarian assistance projects that reduce civilian vulnerabilities to security and environmental threats.
- Providing liaison between the SFA brigade and the country team.
- Establishing relationships with civil component entities in the SFA brigade's area of interest.
- Assisting in identifying and coordinating host-nation support resources for SFA brigade mission support.
- Identifying and monitoring civil considerations in the SFA brigade's area of interest and assessing their impact on the SFA brigade's mission.
- Promoting the legitimacy of the SFA brigade's and foreign security force's missions among the IPI.

### **CIVIL CONSIDERATIONS ANALYSIS AND EVALUATION**

3-19. Understanding the OE requires understanding civil considerations. Civil considerations reflect the influence of man-made infrastructure, civilian institutions, and attitudes and activities of the civilian leaders, populations, and organizations within an AO on the conduct of military operations. CAO planners organize data collection according to civil considerations (ASCOPE). The CAO planner and staff must understand the strengths and vulnerabilities of each civil consideration.

3-20. Army forces use operational variables to understand, analyze, and evaluate 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. Military planners describe the OE in terms of operational variables. Operational variables describe not only the military aspects of an OE but also the population's

influence on it. Joint doctrine identifies the operational variables as political, military, economic, social, information, infrastructure. U.S. Army doctrine adds two variables to the joint variables, physical environment, and time, to make PMESII-PT.

3-21. 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 measures of effectiveness, and provide the basis for troops-to-task analysis.

3-22. 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 OE. Operational variable analysis emphasizes a multidimensional approach toward situational understanding, distinguished by an analysis of the six interrelated characteristics of ASCOPE within each variable.

## **MISSION VARIABLES**

3-23. During the planning process, CA planners on the various echelon Army staffs provide the commander with analysis of the civil aspects that shape the environment at the tactical level using the evaluation tool known as ASCOPE. They apply the METT-TC mission variables, concentrating on the “C” as the civil considerations aspect of the AO during conduct of the MDMP. This is similar to how observation and fields of fire, avenues of approach, key terrain, obstacles, and cover and concealment evaluate the physical terrain of METT-TC. The six characteristics of ASCOPE are discussed in the following paragraphs.

### **Areas**

3-24. Areas are key localities or aspects of the terrain within a commander’s OE not normally thought of as militarily significant. Failing to consider key civil areas can adversely impact the outcome of many military missions. Answers to the following questions may influence course of action development. CAO planners analyze key civil areas from the following two perspectives:

- How do key areas in the OE impact the military mission?
- How do military operations in key areas impact civilians in the OE?

### **Structures**

3-25. Structures can be existing or nonexisting civil structures that can take on many significant roles. Some—such as bridges, communications towers, power plants, and dams—represent traditional high-payoff targets. Others—such as churches, mosques, national libraries, and hospitals—are cultural sites that international law or other agreements generally protect. Other structures are facilities with practical applications—such as jails, warehouses, schools, television stations, radio stations, and print plants—that may be useful for military purposes. Structures analysis involves determining the locations, functions, capabilities, and applications of structures in support of military operations. Structures analysis also involves weighing the consequences of removing the structures from civilian use.

### **Capabilities**

3-26. Civil capabilities (vulnerabilities and strengths) can be viewed from several perspectives. Local vendors, the HN, or other nations may provide these resources and services. In hostile territory, civil capabilities include resources that military forces may take and use consistent with international law. Analysis of the existing capabilities of the AO is normally conducted based on the CA functional specialties. The analysis also identifies the capabilities of partner countries and organizations involved in the operation, which allows CAO or CMO planners to consider how to address shortfalls and capitalize on strengths in capabilities.

## Organizations

3-27. Civil organizations are organized groups that may or may not be affiliated with government agencies. They can be church groups, fraternal organizations, patriotic or service organizations, or community watch groups. They may be international organizations, NGOs, or even organizations that work contrary to the HN. Organizations can assist or hinder the commander in keeping the populace informed of ongoing and future activities in an AO and influencing the actions of the populace. They can also form the nucleus of humanitarian assistance programs, interim governing bodies, civil defense efforts, and other activities.

## People

3-28. People, both individually and collectively, can have a positive, negative, or neutral impact on military operations. In the context of ASCOPE, the term *people* includes civilians or nonmilitary personnel encountered in an AO. The term may also extend to individuals outside the AO whose actions, opinions, or political influence can affect the military mission. 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 may consider historical, cultural, ethnic, political, economic, humanitarian, and other social factors. They also should identify the key communicators and their organizational ties or relationships that influence people in the AO. 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. Identifying people, their affiliations, and relationships in the AO will assist Soldiers in tracking both the formal and informal influencers and leaders.

## Events

3-29. There are many different types of civil events that may affect the military mission. This can include annual events such as religious holidays; seasonal harvests or migration periods; or more frequent events like council meetings, religious services, and special shopping days. There are also military events that will affect the lives of civilians in an AO, these could include combat operations, indirect fires, deployments, and redeployments. CAO and CMO planners determine what events are occurring and analyze the events for their political, economic, psychological, and environmental implications.

## OPERATIONAL VARIABLES—POLITICAL, MILITARY, ECONOMIC, SOCIAL, INFORMATION, INFRASTRUCTURE, PHYSICAL ENVIRONMENT, AND TIME

3-30. The conditions of an OE are described in terms of operational variables. Operational variables are those aspects of an OE, both military and nonmilitary, that may differ from one operational area to another and affect operations. Operational variables describe not only the military aspects of an OE but also the population's influence on it. Army planners analyze an OE in terms of eight interrelated operational variables: political, military, economic, social, information, infrastructure, physical environment, and time (PMESII-PT). Joint planners use only the initial six variables, not including physical environment and time. The operational variables provide the commander with a systems perspective of the OE. A systems perspective facilitates Army design methodology and provides the staff with a common frame of reference for collaboration with unified action partners that are beyond the commander's authority. Civil information for each of these variables informs the intelligence preparation of the battlefield/battlespace process and the COP.

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*Note:* JP 5-0, JP 3-24, JP 3-57, ADRP 5-0 and FM 3-24 provide additional information on operational variables.

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## Political

3-31. The political variable describes the distribution of responsibility and power at all levels of governance—formally constituted authorities, as well as informal or covert political powers. Adversaries seek to understand not only the formal political system, such as political parties and elected officials, but also the informal systems of political influence, such as ethnic groups and other centers of power. There is a connection between the political variable and the social variable. CA forces collect civil information as it applies to the political variable and identifies and engages key civil nodes.

**Military**

3-32. The military variable explores the military and paramilitary capabilities of all relevant actors (enemy, friendly, and neutral) in a given OE. The country's friendly and enemy military capabilities are analyzed and described. The interaction between the military and the political structure is important to understanding this variable's relationship with the political distribution of power in a society. The authorities to which the military respond or act are important. CA forces collect civil information as it applies to the military variable in order to build unified action and reduce impacts of military operations on the civil populace and vice versa. In addition, they identify and engage key civil nodes that have military relevancy.

**Economic**

3-33. The economic variable encompasses individual and group behaviors related to gaining access to, producing, distributing, and consuming resources. These behaviors determine incentives and disincentives that encourage or discourage economic decisions. The sum of these individual and group decisions may determine the production, distribution, and consumption of economic resources. Typically, an economy is conceptualized as currency, stocks, major commodities, banking, and trade controlled and monitored by the government. However, informal economies, trade, or economic exchange outside state-controlled or money-based transactions may be of equal or greater importance than formal economies in understanding an OE. CA forces collect civil information as it applies to the economic variable and identifies and engages key civil nodes. Economic stability enhances political and civil security.

**Social**

3-34. The social variable describes the cultural, religious, and ethnic makeup within an OE and the beliefs, values, customs, and behaviors of society. Understanding the society is foundational to understanding the social variable. Society is defined as a population whose members are subject to the same political authority, occupy a common territory, have a common culture, and share a sense of identity. However, no society is completely homogeneous. A society usually has a dominant culture, but it can have secondary cultures. Different societies may share similar cultures, as Canada and the United States do. Societies are not static but change over time. CA forces collect civil information as it applies to the social variable and identifies and engages key civil nodes. Social aspects impact on virtually all other variables.

**Information**

3-35. The information variable describes the nature, scope, characteristics, and effects of individuals, organizations, and systems that collect, process, disseminate, or act on information. The information environment is the aggregate of individuals, organizations, and systems that collect, process, disseminate, or act on information (JP 3-13). Understanding the communications systems is important because they influence international, national, regional, and local audiences. Understanding how people communicate and who influences them on a daily basis is essential. This is important at all levels. CA forces collect civil information as it applies to the information variable and identifies and engages key civil nodes. CA forces participating in an information operations working group enable the promulgation of themes and messages through CE. Through dissemination to the IPI, CA helps achieve unified action within the civil component of the OE.

**Infrastructure**

3-36. The infrastructure variable is composed of the facilities (buildings and equipment), personnel, and services needed for the functioning of a community or society. Societies have different infrastructure needs. For example, the expectation for hours of available electricity vary widely. Counterinsurgents try to assess infrastructure needs to meet the expectation of the user. Infrastructure is also interrelated with other variables in that each societal system possesses an infrastructure that sustains it. For example, the development of a highway system will affect the development of the economy or the way in which indigenous populations share information. CA forces collect civil information as it applies to the infrastructure variable and identifies and engages key civil nodes as they relate to the infrastructure of any particular variable. CA assessments, studies, and surveys help commanders understand what essential services or infrastructure that supports those services must be restored in order to promote stability.

## Physical Environment

3-37. The physical environment includes the geography and man-made structures, as well as the climate and weather, in an AO. The physical environment affects the tactics and operations of friendly and enemy forces. CA forces collect civil information as it applies to the physical environment variable and identifies and engages key civil nodes that may be tied to specific geographic areas. Geography shapes the demographic, economic, and political composition of the OE.

## Time

3-38. Time describes the timing and duration of activities, events, or conditions within an OE, as well as how various actors in an OE perceive the timing and duration. Time also has an interrelated connection with other variables. CA forces collect civil information as it applies to the time variable and how it affects key civil nodes. Civil information on the time variable facilitates synchronization of operations and CMO.

## SYNTHESIZING OPERATIONAL AND MISSION VARIABLES

3-39. A fully developed collaborative environment, comprised of individuals, organizations, knowledge management systems, infrastructure, and processes to create and share the data, information, and knowledge is ultimately desired in order to plan, prepare for, execute, and assess operations. Commanders must be able to make informed decisions faster than the enemy or adversary. Commanders and staffs also require the capability and capacity to facilitate the creation of a shared situational awareness so they can plan and operate with an enhanced unity of effort.

3-40. Included in the collaborative environment are the knowledge management techniques and procedures that are required in order to govern collaboration within the headquarters, the CMOC, interagency, and among subordinate forces. These techniques and procedures must encompass the processes and databases to integrate and synchronize the command and staff activity to generate orders, supporting information and CA products. Collaboration through the CIM process, automation, and decision-support capabilities all enhance the efficiency of the organization's battle rhythm and the commander's decision making. The collaborative environment must provide the right information to the right people at the right time in an understandable and actionable format or display.

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*Note:* ATP 3-57.60 provides detailed information on the integration of mission and operational variables with ASCOPE.

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## CIVIL AFFAIRS PRODUCTS

3-41. CA personnel prepare area studies, conduct assessments, and create and maintain running estimates to assist in the planning and updating of mission plans across the range of military operations. CA produced area studies, assessments, and running estimates include geo-references. These geo-references allow for future geospatial application of these products into operations and mission planning sequences. These products develop and update the understanding of the civil component for the commander's COP. The information and material contained within these products are critical for the commander's and staff's situational understanding and the formation of the commander's vision for the OE, including:

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

## AREA STUDIES

3-42. CA personnel obtain, analyze, and record information in advance of the need. The basic evaluation of an area is the CA area study that establishes baseline information relating to the civil components of the area in question. The CA area study is a 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. CA requires the ability to retrieve accurate and current data on demand. This requirement necessitates a system to capture, store, collate, and produce this data in the form of a report, which is comprised from all available collected data at any given time. This report provides the baseline for the area study.

3-43. 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.

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*Note:* ATP 3-57.60, Appendix A, provides additional information on area studies.

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## CIVIL AFFAIRS ASSESSMENTS

3-44. CA assessments provide a precise means to gather meaningful and significant information. CA Soldiers perform three basic types of assessments—the initial assessment, the 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. In addition, each type of assessment in the progression becomes more focused, specific, and detailed with an ultimate goal of identifying 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.

### Initial Assessments

3-45. While the area study is completed ahead of the need and reviewed and updated prior to deployment, 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 obtain 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 civil information collection plan. During continuous operations, the initial assessment requirement may not be necessary for follow-on CA forces because of 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.

### Deliberate Assessments

3-46. Deliberate assessments are conducted in a methodical manner in accordance with CAO priorities and the civil 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 observations, 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 area.

### Surveys

3-47. The survey is a detailed assessment in which the object of the assessment is examined carefully, as during an inspection or investigation. Surveys are conducted in a methodical manner in accordance with CAO priorities and the civil information collection plan on specific subjects identified as requiring in-depth

investigation during deliberate assessments. This investigation may include people, groups, locations, facilities, or capabilities within a location or part of a critical geopolitical, cultural, or ethnic system. 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 entity, location, or facility targeted for survey. Survey development should leverage operations or research analysis capabilities if available. The findings of a survey may lead to refined mission statements or reallocation of forces and resources.

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*Note:* ATP 3-57.60 provides more information on CA assessments.

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## CIVIL INFORMATION COLLECTION PLAN

3-48. An *information requirement* is any information element the commander and staff require to successfully conduct operations (ADRP 6-0). Commanders cannot successfully accomplish activities involved in the operations process without the necessary information to make informed decisions. CR, CE, and data mining (the collection of information from a combination of open- and restricted-source materials for routine and continuous study and research) should be synchronized into the civil information collection plan. For the purposes of the mission command warfighting function, validated civil information collection plan requirements are requirements that, when answered, will fill a gap in knowledge and understanding of the civil component through analysis of civil considerations within an AO and the area of interest. CR and CE fill identified gaps or requirements in the civil information collection plan and may be conducted concurrently with other operations. The commander's intent, priority intelligence requirements, and the commander's critical information requirements focus CAO and the civil information collection plan. In return, CA forces provide the operations process with a continual flow of essential civil information through the CAO running estimate during offensive, defensive, and stability tasks. This relationship tailors CAO to effectively identify and assess civil vulnerabilities, enabling U.S. military forces to achieve decisive results.

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*Note:* FM 3-55 provides the fundamentals of information collection, and ATP 3-57.50 provides additional information on the civil information collection plan.

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## RUNNING ESTIMATE

3-49. ADP 5-0 describes how running estimates provide information, conclusions, and recommendations from the perspective of each staff section. Running estimates help to refine the COP and supplement it with information not readily displayed. Staffs evaluate and synthesize information and provide it to commanders in the form of running estimates to help commanders build and maintain their situational understanding. 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 component as related to current operations as a basis to determine if they are proceeding according to the mission, commander's intent, and COP.

3-50. The CAO running estimate feeds directly into the MDMP, 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. Figure 3-1, page 3-14, shows the crosswalk of the MDMP steps with the information in the CAO running estimate.

Military Decisionmaking Process Step	CAO Running Estimate
Step 1. Receipt of Mission	Prepare and begin recording information.
Step 2. Mission Analysis	Paragraphs 1–2, Mission/Situations and Considerations: <ul style="list-style-type: none"> <li>• CAO concept of support.</li> <li>• Enemy forces.</li> <li>• Friendly forces.</li> <li>• Assumptions.</li> <li>• METT-TC/ASCOPE.</li> </ul>
Step 3. COA Development	Paragraph 3, COA Development.
Step 4. COA Analysis (War Game)	Paragraph 4, COA Analysis: <ul style="list-style-type: none"> <li>• CAO in COA 1. <ul style="list-style-type: none"> <li>▪ CAO concept of support.</li> <li>▪ CAO goals and objectives.</li> <li>▪ Analysis.</li> <li>▪ Risk analysis.</li> </ul> </li> <li>• CAO in COA 2, and so on.</li> </ul>
Step 5. COA Comparison	Paragraph 5, COA Comparison.
Step 6. COA Approval	Paragraph 6, Recommendation and Conclusions.
Step 7. Orders, Production, Dissemination, and Transition	Update running estimates to reflect approved COA information.
<p><b>Legend:</b></p> <p><b>ASCOPE</b> areas, structures, capabilities, organizations, people, and events</p> <p><b>CAO</b> Civil Affairs operations</p> <p><b>COA</b> course of action</p> <p><b>METT-TC</b> mission, enemy, terrain and weather, troops and support available–time available and civil considerations</p>	

**Figure 3-1. Military decisionmaking process—running estimate sync chart**

3-51. During course of action analysis, CA staff officers ensure each course of action 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 that commanders might have to undertake based on the capability of the force and that of the interagency, international organizations, and NGO partners. Ultimately, the CA staff officer recommends the best course of action from the CAO perspective even though it may not be the course of action the staff recommends to the commander.

3-52. 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.

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*Note:* ATP 3-57.60 provides additional information on the CAO running estimate.

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## ANNEXES

3-53. FM 6-0 describes how staffs support the commander in understanding, visualizing, and describing the OE; making and articulating decisions; and directing, leading, and assessing military operations. Staffs make recommendations and prepare plans and orders for the commander. Staffs use annexes as attachments to plans and orders to provide more detail and organize information. The CAO staff supports the commander in communicating the commander’s decisions and intent through these products. Key information recorded in the running estimate informs the orders process, particularly in the functional annexes. The CAO staff (G-9/S-9)

refines the CAO aspects of the plan and order by publishing Annex K (Civil Affairs Operations), further amplifying the commander's intent in terms of CAO. In addition to Annex K, the CAO staff is involved in the development of Annex V (Interagency Coordination), in conjunction with the assistant chief of staff, operations (G-3) or the battalion or brigade operations staff officer (S-3) and operations staff. In addition, the CAO staff must take great interest in Annex P (Host-Nation Support).

### **Annex K–Civil Affairs Operations (G-9/S-9)**

3-54. Commanders and staffs use Annex K (Civil Affairs Operations) to describe how CAO, in coordination with other military and civil organizations, support the CONOPS described in the base plan or order. This annex follows the five-paragraph attachment format. Annex K (Civil Affairs Operations) can have an unspecified number of Appendixes, but it typically has at least three:

- Appendix 1–Execution Matrix.
- Appendix 2–Populace and Resources Control Plan.
- Appendix 3–Civil Information Management Plan.

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*Note:* The base format for Annex K is found in FM 6-0, but it is replicated in ATP 3-57.60 with additional details included to assist the CA planner in producing it.

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### **Annex V–Interagency Coordination (G-3/S-3 and G-9/S-9)**

3-55. Annex V follows the five-paragraph attachment format; however, some subparagraphs are modified to accommodate communication with the interagency. The G-3/S-3, in conjunction with the G-9/S-9, develops Annex V (Interagency Coordination) though the G-3/S-3 would likely lean heavily toward the G-9/S-9 to draft and/or publish it. Annex V (Interagency Coordination) provides military and interagency personnel with detailed information (mission, scheme, and tasks) to direct the necessary coordination and interaction between Army forces and interagency organizations. It describes how the commander intends to cooperate, provide support, and receive support from interagency partners throughout the operation. The G-9/S-9 is the primary staff entity for contact with the interagency as well as other entities within the civil component for civil-military matters.

3-56. Interagency partners may require the establishment of coordination mechanisms. These coordination mechanisms must be addressed in Annex V. They may include exchanges of liaisons and the establishment of a CMOG, humanitarian assistance coordination center, humanitarian operations center, joint interagency task force, joint interagency coordination group, or other interagency coordination entities.

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*Note:* The format for Annex V is found in FM 6-0. JP 3-08 provides additional information on interagency coordination.

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### **Annex P–Host-Nation Support (G-4/S-4)**

3-57. Annex P uses the five-paragraph attachment format. Commanders and staffs use Annex P (Host-Nation Support) to describe how sustainment operations support the CONOPS described in the base plan or order. The G-4/S-4 is the staff officer responsible for Annex P (Host-Nation Support). Host-nation support is the civil and military assistance provided by the HN to the forces located in or transiting through that HN's territory. Efficient use of available host-nation support can greatly aid forces and augment the deployed sustainment structure. Much of any host-nation support will be derived through a bilateral, multilateral, or other international agreement. International agreements are with the entirety of the HN population and thus have an impact on the IPI. These international agreements will often call for additional acquisition and cross support agreements. From these agreements, U.S. forces obtain local resources to support operations. The G-9/S-9 is usually in the best position to coordinate on behalf of the G-4/S-4 for utilization of local resources. Such resources may include water, energy, food, ports, roads, and other resources to sustain the force.

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*Note:* FM 6-0 provides an example of the format for Annex P.

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### Annex G—Civil-Military Operations (J-9)

3-58. Annex G promulgates CMO requirements in a formal plan or operation order. CMO require coordination among CA, maneuver, health support, military police, engineer, transportation, and SOF. CMO involve cross-cutting activities across staff sections and subordinate units. Annex G identifies, consolidates, and de-conflicts the activities of the various sections and units. Planning and coordination at lower echelons require significantly more details than discussed in Annex G.

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*Note:* CJCS Guide 3130 and JP 3-57 provide additional information on Annex G.

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## CIVIL AFFAIRS TACTICAL MISSION TASKS

3-59. The tactical mission tasks describe the results or effects the commander wants to achieve—the *what* and *why* of a mission statement. The *what* is an effect that is normally measurable. The *why* provides the purpose of the mission. These tasks have specific military definitions that are different from those found in a dictionary. They provide mission task statements that are aligned with current Army methodologies for issuing mission tasks to subordinate elements required to execute them. This provides commanders with an understanding of CA capabilities when developing courses of action for different missions.

3-60. The design of these mission tasks codify CA doctrinal taxonomy with mission statements that will assist in the standardization of language within the CA branch as a whole, while providing commanders with an understanding of CA capabilities when developing courses of action for different missions. The CA tactical mission tasks of CR and CE are described below.

### CIVIL RECONNAISSANCE

3-61. The tactical mission task of CR is nested under the core competency of CAA. CR begins with the commander's guidance and is driven by the commander's critical information requirement with collection being conducted at the tactical level. CR is a targeted, planned, and coordinated observation and evaluation of those specific civil aspects of the OE. CA forces use CR to gather information from the IPI, focusing on the factors that define the civil component—ASCOPE (areas, structures, capabilities, organizations, people, and events). CR concentrates on the civil information plan that synchronizes CA collection efforts with the commander's critical information requirements and specific requests for information during the operations process.

3-62. The commander normally employs this task when the mission requires information regarding the civil component of the OE. All CR is focused by the civil information collection plan, which synchronizes CA collection efforts with the unit commander's critical information requirements and any specific information requests. This task includes the identification, observation, confirmation, location, detection, and investigation of activities or individuals to answer civil information gaps. The commander may assign the force conducting CR specific guidance based on the current COP; however, specific mission details should be left to the discretion of the CA team unit executing the CR, as long as they are focused through the civil information collection plan and meet the commander's intent. CR, as a tactical mission task, is executed by CA forces to achieve specific purposes (Table 3-1, page 3-17).

**Table 3-1. Civil reconnaissance tactical mission task and purposes**

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

3-63. CR tasks include:

- Identification of the desired outcome or required information (purposes for the CR).
  - Identify.
  - Observe.
  - Assess (Initial).
  - Verify.
  - Refute.
  - Locate.
  - Assess (Deliberate).
  - Survey.
  - Monitor.
  - Detect.
  - Inspect.
  - Investigate.
- Identification of targeted areas, structures, capabilities, organizations, people, or events for the CR (to include any pre-existing information). Some examples (not all inclusive) are as follows:
  - Areas.
    - Location.
    - Size.
    - Use.
    - Status.
    - Ownership.
    - History.
  - Structures.
    - Name.
    - Location.
    - Size.
    - Use.
    - Status.
    - Capacity.
    - Ownership.
    - History.
  - Capabilities. (These requirements will vary according to the capability type.)

- Organizations.
  - Name.
  - Location (base and subelements).
  - Size.
  - Function.
  - Status.
  - Leadership or management.
  - History.
  - Affiliations.
- People (or person).
  - Name.
  - Location.
  - Description.
  - Title.
  - Social status.
  - Family structure.
  - Tribal, clan, or regional backgrounds and perspectives.
  - History.
  - Ethnicity or ethnicities.
  - Religion(s) or religious background(s).
  - Educational background(s).
  - Political affiliation(s).
  - Professional network.
  - Interests, agendas, or motivations.
  - Personal strengths.
  - Personal vulnerabilities.
  - Significance relative to the mission.
  - Potential for long-term influence.
- Events.
  - Location.
  - Size.
  - Sponsor.
  - Function.
  - Date.
  - Time.
  - History.
- Conduct mission planning.
  - Route planning.
  - Actions at the objective.
  - Communications.
  - Contingency plans.
  - Risk assessment.
  - Coordination with other elements.
  - Force protection if required.
  - Interpreter support if required.
- Conduct rehearsals.
  - Movement.
  - Objective.
  - Precombat inspections.
- Conduct the CR mission.
  - Locate, identify, and observe primary civil information required by the mission.
  - Constantly observe for secondary civil information throughout the mission.
  - Record all observations using digital or nondigital means.
  - Record notes about spontaneous engagements and conversations.
  - Consolidate and verify information among mission members for submission.

- Close out the mission.
  - Submit primary mission required civil information.
  - Catalog and submit any secondary civil information gathered.
  - Create and archive trip reports.
    - Identify critical information obtained.
    - Identify outstanding issues for follow-up meeting(s) or to generate any requests for information.
  - Report any commander’s critical information requirements or priority intelligence requirements in support of mission requirements.
  - Assist in updating any CA products.
    - Area study.
    - Staff running estimate.
    - Civil information collection plan.

**CIVIL ENGAGEMENT**

3-64. CE enhances the commander’s understanding of the civil component and legitimizes the U.S. mission. CE may be in person or by other means of communication. CE is nested under the core competency of CAA. CEs are the planned and targeted activities in which CA forces deliberately focus on the interaction with the IPI, unified action partners, and other civil entities. CA conducts CEs to promote the relationship between military forces and the civil component. A commander normally employs this task to obtain or disseminate information, mitigate civilian-military interference, foster legitimacy, gain civil cooperation, build partner capacity, and obtain unified action. CE, as a tactical mission task, is executed by CA forces to achieve specific purposes (Table 3-2).

**Table 3-2. Civil engagement tactical mission task and purposes**

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

3-65. The CE tactical mission task includes:

- Identify the desired outcome or required information (purposes of the CE).
  - Inform.
  - Deliver.
  - Coordinate.
  - Facilitate.
  - Distribute.
  - Evaluate.
  - De-conflict.
  - Mitigate.
  - Influence.

- Promote.
- Resolve.
- Develop.
- Supervise.
- Conduct.
- Investigate.
- Negotiate.
- Mediate.
- Stabilize.
- Verify.
- Identify.
- Refute.
- Identify the person(s) to be engaged (as applicable).
  - Name.
  - Location.
  - Description.
  - Title.
  - Social status.
  - Family structure.
  - Tribal, clan, or regional backgrounds and perspectives.
  - History.
  - Ethnicity or ethnicities.
  - Religion(s) or religious background(s).
  - Educational background(s).
  - Political affiliation(s).
  - Professional network.
  - Interests, agendas, or motivations.
  - Personal strengths.
  - Personal vulnerabilities.
  - Significance relative to the mission.
  - Potential for long-term influence.
- Conduct mission planning.
  - Route planning.
    - Time.
    - Location.
    - Primary and alternate route.
  - Actions at the objective.
    - Identify second and third order effects.
    - Identify preliminary conditions required to achieve the desired effects.
    - Develop the best alternative to a negotiated agreement.
  - Communications plan.
  - Identify required supplies and equipment.
  - Contingency plans.
  - Risk assessment.
  - Coordination with other elements.
    - Force protection, if required.
    - Interpreter support, if required.

- Conduct rehearsals.
  - Movement.
  - Engagement.
    - Roles and responsibilities.
    - Determine response to impasses.
    - Understand talking points, key themes, and messages.
    - Practice social nuances.
    - Ensure an understanding of what must be achieved through the engagement.
    - Anticipate possible topic changes.
    - Anticipate any cultural expectations—gift exchanges, and so on.
  - Prepare the interpreter (if used).
    - Discuss common terms and desired effects to be achieved.
    - Discuss the nature of duties.
      - Interpret.
      - Direct translation.
    - Discuss expected standards of conduct.
    - Discuss interview technique(s) to be used.
    - Discuss the target audience.
  - Precombat inspections.
- Conduct the CE.
  - Locate and identify entity to be engaged.
  - Perform introduction.
  - Follow local etiquette.
  - Achieve desired goals and effects.
  - Restate agreements and discussion points.
  - Schedule follow-up if necessary.
- Close out the mission.
  - Report and record outcome of engagement.
  - Report on primary mission objective.
  - Catalog and submit any secondary civil information gathered.
  - Create and archive trip reports.
    - Identify critical information obtained.
    - Identify outstanding issues for follow-up meeting(s) or to generate requests for information.
  - Report any commander’s critical information requirements or priority intelligence requirements in support of mission requirements.
  - Coordinate with other staff sections.
  - Assist in updating any CA products.
    - Area study.
    - Staff running estimate.
    - Civil information collection plan.

## CIVIL AFFAIRS METHODOLOGY

3-66. The CA methodology is not a planning process, nor is it directly aligned with any specific planning process. It is meant to be a guide for how CA Soldiers at all levels think about the conduct of CAO. It ensures that CA forces adequately identify and think through mission challenges and problems through a lens focused on civil considerations. CA planners at all levels must understand and integrate into Army and joint planning processes in order to provide the commander with viable recommendations. The CA methodology describes how CA Soldiers, elements, and units should approach all CAO and CMO. It consists of the following six phases.

## ASSESS

3-67. Assess current conditions against a defined norm or established standards. A continuous process that looks at the civil considerations that shape the OE. The analysis of civil considerations is conducted for each of the 16 functional specialties and the general aspects of the AO according to the requirements of each mission. For humanitarian requests, USAID and the United Nations publish numerous guides with international standards recommended by the international community. CA personnel should use these and other resources to identify norms or standards for assessing conditions.

## DECIDE

3-68. Decide who, what, when, where, why, and how to focus CA assets and activities toward an objective. This phase encompasses course of action analysis, course of action decision, and the CA or CMO input to the planning process. Direct task-organized CA elements to create or observe those conditions or events that would either mitigate a problem set or trigger a specific CA or CMO response. Address all CA or CMO activities in civil lines of operations from initial response through transition to other (military or civilian) authorities.

## DEVELOP AND DETECT

3-69. Develop rapport and relationships with the civilian participants of the operation (including the affected populace) and detect those conditions or outcomes created during the decide phase as they evolve that would require either mitigation or trigger a specific CA or CMO response. Provide input to the COP and help set up the common operational response. Typical tasks include—

- Facilitating the interagency process in the CMOC.
- Conducting deliberate assessments and local meetings.
- Supporting DC control points.
- Monitoring public information programs and CA or CMO-related reports from the field.
- Documenting significant contacts and relationships in CIM.

## DELIVER

3-70. Deliver planned CAO. This phase is executed according to plans synchronized with unified action partners and the IPI.

## EVALUATE

3-71. Evaluate the results of an executed mission. This phase looks at the effects of the operation to—

- Validate the CAO or CMO concept of operations.
- Determine the impact on each of the 16 functional specialties.
- Confirm execution of the measures of performance.
- Determine whether the civil-military objective and measures of effectiveness have been met.
- Determine the suitability and sustainability of CAO or CMO projects or programs.
- Produce recommendations for follow-on actions, branches, or sequels.

3-72. Products include trip reports, after action reports, new mission requirements, an effects matrix, and input to execution orders for transition plans.

## TRANSITION

3-73. Transition current CAO or CMO to follow-on CA units, other military units, HN assets, United Nations organizations, international organizations, NGOs, or other civilian agencies, as appropriate. This phase is CA's direct contribution to a sustainable solution and the commander's ability to secure the victory. The outcome of this step includes successful transition of operations and programs that are durable and sustainable by the follow-on force or organization.

3-74. Figure 3-2, pages 3-23 and 3-24, shows how the phases of CA methodology intersect when overlaid with the MDMP and its inputs and outputs.

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*Note:* ATP 3-57.60 provides additional information on CA methodology.

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Civil Affairs Methodology/Military Decisionmaking Process Crosswalk			
Purple text denotes CA requirements.			
CA Methodology	MDMP	Inputs	Outputs with Requirements
Assess	Step 1 Receipt of Mission	<ul style="list-style-type: none"> <li>Higher headquarters' plan or order a new mission anticipated by the commander</li> <li>Initial estimate</li> </ul>	<ul style="list-style-type: none"> <li>Commander's initial guidance</li> <li>Initial allocation of time</li> <li>Review area study</li> </ul>
	Step 2 Mission Analysis	<ul style="list-style-type: none"> <li>Higher headquarters' plan or order</li> <li>Higher headquarters' knowledge and intelligence products</li> <li>Knowledge products from other organizations</li> <li>Army design methodology products</li> <li>Civil considerations from Area Study</li> <li>CA input to restated mission statement</li> <li>Identification of mission and operational variables and potential COG(s)</li> <li>Trend identification</li> <li>Civil vulnerability identification</li> <li>Layered geospatial information</li> <li>Civil information for the COP</li> </ul>	<ul style="list-style-type: none"> <li>Problem statement</li> <li>Mission statement</li> <li>Initial assessment</li> <li>Initial commander's intent</li> <li>Initial planning guidance</li> <li>Initial CCIRs and critical information</li> <li>Updated IPB and running estimates</li> <li>Initial CAO running estimate</li> <li>Assumptions</li> <li>Restated mission statement</li> <li>Identification of civil information requirements</li> </ul>
Decide	Step 3 COA Development	<ul style="list-style-type: none"> <li>Mission statement</li> <li>Initial commander's intent, planning guidance, CCIRs, and critical information</li> <li>Updated IPB and running estimates</li> <li>Assumptions</li> <li>Initial CAO running estimate</li> <li>Continued and refined COG analysis</li> </ul>	<ul style="list-style-type: none"> <li>COA statements and sketches                             <ul style="list-style-type: none"> <li>Tentative task organization</li> <li>CA forces required</li> <li>Broad concept of operations</li> <li>CAO concept of support</li> </ul> </li> <li>Revised planning guidance</li> <li>Update CAO running estimate</li> <li>Updated assumptions</li> <li>Identification MOPs and MOEs</li> <li>COG identification</li> <li>Initial civil information collection plan</li> </ul>
	Step 4 COA Analysis	<ul style="list-style-type: none"> <li>Refined and updated COG analysis</li> <li>Updated running estimates</li> <li>Revised planning guidance</li> <li>COA statements and sketches</li> <li>Updated assumptions</li> <li>Updated CAO running estimate</li> <li>CA forces required</li> <li>CA collection requirements</li> </ul>	<ul style="list-style-type: none"> <li>Refined COAs</li> <li>Potential decision points</li> <li>Civil considerations for wargaming</li> <li>War game results</li> <li>Initial assessment measures</li> <li>Updated assumptions</li> <li>Refined civil information collection plan</li> </ul>
Develop and Detect	Step 5 COA Comparison	<ul style="list-style-type: none"> <li>COG analysis</li> <li>Updated running estimates</li> <li>Refined COAs</li> <li>Evaluation criteria</li> <li>War game results</li> <li>Updated assumptions</li> <li>Civil considerations from initial assessment</li> <li>CAO concept of support</li> </ul>	<ul style="list-style-type: none"> <li>Evaluated COAs</li> <li>Recommended COAs</li> <li>Updated running estimates</li> <li>Update CAO running estimate</li> <li>Updated assumptions</li> </ul>
	Step 6 COA Approval	<ul style="list-style-type: none"> <li>Updated running estimates</li> <li>Evaluated COAs</li> <li>Recommended COA</li> <li>Updated assumptions</li> </ul>	<ul style="list-style-type: none"> <li>Commander-selected COA and any modifications</li> <li>Refined commander's intent, CCIRs, and critical information</li> <li>Updated assumptions</li> </ul>

Figure 3-2. Civil Affairs methodology overlay with the military decisionmaking process inputs and outputs

Civil Affairs Methodology/Military Decisionmaking Process Crosswalk			
Purple text denotes CA requirements.			
CA Methodology	MDMP	Inputs	Outputs with Requirements
Develop and Detect (continued)	Step 7 Orders Production, Dissemination, and Transition	<ul style="list-style-type: none"> <li>Commander-selected COA with any modifications</li> <li>Refined commander's intent, CCIRs, and critical information</li> <li>Updated assumptions</li> <li>Refined CAO concept of support</li> <li>CA forces required</li> <li>Revised CA priorities</li> </ul>	<ul style="list-style-type: none"> <li>Approved OPLAN or OPORD                             <ul style="list-style-type: none"> <li>Produce Annex K</li> <li>Assist in production of Annex V</li> </ul> </li> <li>Subordinates understand plan or order</li> <li>Revised civil information collection plan</li> <li>Any CA-specific FRAGORDs</li> </ul>
Deliver	The product of delivery is an executed mission.		
Evaluate	Evaluate the results of the executed mission.		
Transition	This step is CA's direct contribution to a sustainable solution and the commander's ability to secure the victory.		
<b>Legend:</b>			
CA	Civil Affairs	IPB	intelligence preparation of the battlefield/battlespace
CAO	Civil Affairs operations	MOE	measure of effectiveness
CCIR	commander's critical information requirement	MOP	measure of performance
COA	course of action	OPLAN	operation plan
COG	center of gravity	OPORD	operation order
COP	common operational picture		
FRAGORD	fragmentary order		

Figure 3-2. Civil Affairs methodology overlay with the military decisionmaking process inputs and outputs (continued)

## JOINT PLANNING

3-75. Planners should incorporate CMO into the joint planning process. CMO planners must ensure their input supports the JFC's intent and operational concept. The J-9 normally leads the CMO staff element and is an important asset in planning and coordinating CMO. Planning should establish the objectives, measures of effectiveness, decisive points, and desired outcomes of the operation or campaign. CMO planning normally conforms to six lines of effort: governance, economic stability, infrastructure, public health and welfare, public education and information, and rule of law.

## CIVIL-MILITARY OPERATIONS DIRECTORATE CONSIDERATIONS

3-76. Normally, a joint task force will have a J-9, CMO directorate of a joint staff, to serve as the JFC's lead for planning CMO. While not all of the geographic combatant commands have this staff section organic to their joint manning document, CA has the capability to provide persistent or episodic planning elements to assist any level JFC with integrating CMO into plans.

3-77. Just as in the MDMP, CA Soldiers on the CMO staff (J-9) provide the commander with an analysis of the civil components that shape the OE during the joint planning process. Civil considerations are evaluated for those aspects of the OE that directly affect a mission. The CMO staff provides the commander with detailed civil considerations analysis focused on the civil component of the AO. CMO planners further develop and implement their plans in conjunction with civilian officials from other USG agencies and other nonmilitary organizations in order to synchronize U.S. and multinational efforts. The J-9 responsibilities include, but are not limited to—

- Determining if there is a requirement for a CMOC to maintain liaison with unified action partners, IPI, interagency, nongovernmental, and international organizations in the AO.
- Advising the JFC and staff on legal and moral considerations as they pertain to the civil component.
- Participating in the targeting process.

- Ensuring CMO is synchronized with information operations.
- Analyzing the effects of civilian populations on military operations.
- Analyzing the effects of military operations on the civil component.
- Assessing the HN resources to support military operations.
- Identifying nongovernmental and other independent organizations operating in the AO.
- Recommending CA force requirements.
- Participating in required boards, cells, and workgroups, as required.
- Maintaining the CMO staff estimate.
- Developing Annex G, CMO.
- Assisting the operations directorate with development of Annex V, Interagency Coordination.

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*Note:* JP 5-0 provides the doctrinal discussion, process, and formats for joint planning.

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### **CIVIL-MILITARY OPERATIONS PLANNING CONSIDERATIONS**

3-78. In order to plan successful CMO, CA planners must consider all aspects of the civil component, the national security policy and objectives, as well as national and theater military objectives. Although the following list is not intended to be all-inclusive, CA planners must consider—

- HN and regional legal institutions, customs, social relationships, economic organizations, and concepts of human and fundamental rights.
- Input to the development of transitional public security planning and execution.
- Public education.
- Cultural and religious leaders.
- Public health and sanitation.
- Labor, procurement, and contracting leaders.
- DC care and control, civilian supply, public safety, transportation, and humanitarian relief.
- International laws, customs, and practices governing the sovereign territory of each nation.
- The relationship to and use of water, air, and land as it relates to the indigenous populations.
- The ability to communicate with IPI.
- Criminal activities and the informal economy impacting the economic environment.
- Competing requirements and agendas of multiple stakeholders.
- Administrative, logistic, and communications support requirements of CMO forces.
- The need for early deployment and employment of CMO forces.
- The coordination of CMO requirements with other appropriate staff functions, the interagency, international organizations, NGOs, HN, and private sector.
- Additional lead time normally necessary for the availability of Reserve Component forces.
- CMO input to the targeting process will help reduce destruction of essential civilian capabilities needed in phases IV (Stabilize) and V (Enable Civil Authorities).
- The tactical, operational, and strategic objectives achievable via CMO.
- Recommending the formation of a joint CMO task force, as required.

### **CROSS-FUNCTIONAL ORGANIZATIONS AND STAFF INTEGRATION**

3-79. Effective operations require close coordination, synchronization, and information sharing across the staff directorates. The most common technique for promoting this cross-functional collaboration is the formation of an appropriate organizational structure to manage specific processes and accomplish tasks in support of the mission. Within command posts, commanders cross-functionally organize their staffs into command post cells and staff sections to assist them in the exercise of mission command. Commanders organize their command posts by functional and integrating cells.

3-80. The basic element of the joint force staff is the directorate. To enable cross-functional collaboration, appropriate organizational structures have been adopted to facilitate planning by the staff, decision making by the commander, and execution by the headquarters. The use of these kinds of staff integrating organizations (centers, groups, cells, offices, elements, boards, working groups, and operational planning teams) makes staff coordination more routine, facilitates monitoring, assessment, and planning, and allows for the management of activities across the three event horizons (current operations, future operations, and future plans). Some of the more common Army and joint boards, groups, centers, and cells are discussed below.

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*Note:* FM 6-0 and JP 3-33 discuss staff integration and cross-functionality, respectively, for Army and Joint staffs.

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### **CIVIL AFFAIRS OPERATIONS WORKING GROUP**

3-81. Army Commanders may establish a CAO working group for bringing all the stakeholders together to focus and synchronize their efforts in achieving the commander's priorities. In addition to the CAO working group, CAO planners ensure that they are actively involved in the information operations working group, the intelligence fusion working group, the targeting board, and other boards, cells, or working groups relevant to the current operation.

3-82. The composition of the working group changes based on level of command but the G-9/S-9 should chair the group. Other members of this working group may include the following:

- Director of the CMOC.
- Subordinate CA unit representative.
- Information operations representative.
- Medical representative.
- Engineer representative.
- Provost marshal or representative.
- Staff judge advocate representative with expertise in CMO, preferably the unit's senior rule of law officer.
- Chaplain or religious affairs noncommissioned officer.
- Interagency representative, if applicable.
- Political advisor, if applicable.
- Public affairs officer.
- Battalion or brigade intelligence staff officer (S-2), assistant chief of staff, intelligence (G-2), or J-2 targeting officer representative.
- S-3, G-3, or J-3 current operations representative.
- S-4, G-4, or J-4 representative.
- Resource management representative.
- Subordinate liaison officer.

3-83. As these lists (and the doctrinal publications that discuss them) are not all inclusive, CA professionals should constantly assess the battle rhythm of the units they are assigned to or supporting to identify those opportunities to engage and provide input to best support the commander's mission. Some additional Army and joint boards, groups, centers, and cells are listed below:

- Rules of engagement or rules for the use of force working group.
- Emerging planning teams.
- Assessment working group (plans or future operations cell).
- Operations and intelligence working group (intelligence cell).
- Protection working group (protection cell).

## CIVIL-MILITARY OPERATIONS WORKING GROUP

3-84. Commanders may establish a CMO working group for bringing all the stakeholders in CMO together to focus and synchronize their efforts in achieving the commander's CMO priorities. In addition to the CMO working group, the CAO or CMO planners ensure that they are actively involved in the information operations working group, the intelligence fusion working group, the targeting board, and other boards, cells, and working groups relevant to the current operation.

3-85. The composition of the working group changes based on level of command but the lead CMO planner (J-9, G-9, or S-9) should chair the group. Other members of this working group may include the following:

- Director of the CMOC.
- Subordinate CA unit representative.
- Information operations representative.
- Medical representative.
- Engineer representative.
- Provost marshal or representative.
- Staff judge advocate representative with expertise in CMO, preferably the unit's senior rule of law officer.
- Chaplain or religious affairs noncommissioned officer.
- Interagency representative, if applicable.
- Political advisor, if applicable.
- Public affairs officer.
- J-2, G-2, or S-2 targeting officer representative.
- J-3, G-3, or S-3 current operations representative.
- J-4, G-4, or S-4 representative.
- Resource management representative.
- Subordinate liaison officer.

## INFORMATION OPERATIONS WORKING GROUP

3-86. The information operations working group is a collaborative staff meeting led by the information operations chief. The J-9, G-9, or S-9 participates and provides the following information to the working group:

- Specific country information.
- Timely update of the civil component of the COP through the CIM process.
- Civil considerations within the OE.
- Concerns of population groups within the projected joint operations area or AO and potential flash points that can result in civil instability.
- Cultural awareness briefings.
- Information on DC movement routes, critical infrastructure, and significant social, religious, and cultural shrines, monuments, and facilities.
- Information impacts on the civil component.
- Key civilian nodes.
- Review of lethal fires packets to ensure lethal and nonlethal targeting is synchronized.

## TARGETING BOARD

3-87. The targeting board meets according to the unit's battle rhythm to determine methods and resources to achieve desired effects. The J-9, G-9, or S-9 should be represented in this critical board to assist with nonlethal targeting and protection of the civil component. The J-9, G-9, or S-9 provides the following:

- Specific country information.
- Civil component update derived from the CAO running estimate.
- Information on DC movement routes, critical infrastructure, and significant social, religious, and cultural shrines, monuments, and facilities.

- Recommend restrictive fire areas for population centers and protected targets.
- Coordinate targets that are to be engaged through CE.
- Timely update of the civil component of the COP through the CIM process.
- Civil considerations within the OE.
- Concerns of population groups within the projected joint operations area or AO and potential flash points that can result in civil instability.
- Cultural awareness briefings.
- Information impacts on the civil component.
- Key civilian nodes.

### JOINT INTERAGENCY COORDINATION GROUP

3-88. The *joint interagency coordination group* is a staff group that establishes regular, timely, and collaborative working relationships between civilian and military operational planners (JP 3-08). Composed of USG civilian and military experts accredited to the combatant commander and tailored to meet the requirements of a supported combatant commander, the joint interagency coordination group (or equivalent organizations) provides the combatant commander with the capability to collaborate at the operational level with other USG civilian agencies and departments. The joint interagency coordination groups (or equivalent organizations) complement the interagency coordination that takes place at the strategic level through the DOD and the National Security Council and Homeland Security Council systems. Members participate in deliberate planning and crisis action planning and provide links back to their parent civilian agencies to help synchronize joint task force operations with the efforts of civilian USG agencies and departments.

3-89. A CACOM has the capabilities to provide theater-level analysis of civil considerations in coordination with the joint interagency coordination group (or equivalent organization) and to develop strategic-level civil input to the supported JFC. A CMO staff section plans, coordinates, and provides staff oversight of CMO and civilian component issues through direct coordination with the supported unit's J-3. Throughout the process, this staff section's plans officer continuously ensures the fusion of the civil inputs received from subordinate CA elements, maneuver elements, USG agencies, NGOs, international organizations, and HN sources (private or nonprivate sectors) to the JFC COP. The integration of CMO into the staff or working group is imperative. The capabilities of the private sector partnership, when orchestrating interagency coordination, can and may prove to be highly valuable.

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*Note:* JP 3-08, Appendix D, provides additional information on the joint interagency coordination group.

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### RULES OF ALLOCATION

3-90. The CAO staff officer (G-9/S-9) is responsible for providing recommendations to the commander on the allocation of CA forces to the appropriate headquarters. He advises on the capabilities, allocation, and employment of subordinate CA units attached to the command. CA forces are allocated to Army forces or their equivalent in the following manner:

- CA companies are allocated to brigade combat teams.
- CA battalions are allocated to Army divisions.
- CA brigades are allocated to Army corps or theater Army.
- CACOMs are allocated to the geographic combatant commands or theater Army.

3-91. The CA company is the lowest-level unit allocated by rules of allocation. CATs are not assigned to Army forces through rules of allocation but CATs, based on the mission requirements, can be attached from the company down to subordinate elements of the brigade combat team.

3-92. CA forces assigned to ARSOF follow the combatant commander directed operational requirements rules of allocation. This is not as rigid as the conventional force rules of allocation. ARSOF assigned CA forces are generally allocated to ARSOF elements in the following manner:

- ARSOF CA companies are allocated to a regional civil-military support element or Special Forces battalion.
- ARSOF CA battalions are allocated to the TSOC and the joint special operations task force.
- ARSOF CA brigade is assigned to the 1st Special Forces Command.

3-93. Figure 3-3, pages 3-29 and 3-30, depicts CA unit’s functions, operational scope and coordination, from the strategic down to the tactical level. Functions at each level correspond to activities from planning to execution. The operational scope represents the approximate operational area, and the coordination depicts key organizations that interact with CA forces.

Level of Support	Unit	Focus of Functions	Operational Scope	Coordination
Geographic Combatant Command, Theater Army	CACOM	<ul style="list-style-type: none"> <li>Plan, shape, and manage theater CMO</li> <li>Plan, assess, and manage theater CAO</li> <li>Plan, assess, and execute MGO</li> <li>Support stabilization, reconstruction, and development</li> <li>Enable IPI, interagency, and interorganizational coordination</li> </ul>	Regional to National	<ul style="list-style-type: none"> <li>U.S. Embassy</li> <li>USAID/interagency</li> <li>International partners/donors</li> <li>International organizations/NGOs</li> <li>IPI</li> </ul>
	T-CAPT	<ul style="list-style-type: none"> <li>Plan, shape, and manage theater CMO</li> <li>Plan, assess, and manage theater CAO</li> <li>Plan and assess MGO (National)</li> <li>Support stabilization, reconstruction, and development</li> <li>Enable IPI, interagency, and interorganizational coordination</li> </ul>	Regional to National	<ul style="list-style-type: none"> <li>U.S. Embassy</li> <li>USAID/interagency</li> <li>International partners/donors</li> <li>International organizations/NGOs</li> <li>IPI</li> </ul>
Corps, JTF, 1 <sup>st</sup> Special Forces Command	CA BDE	<ul style="list-style-type: none"> <li>Plan, enable, shape, and manage CMO</li> <li>Plan, assess, and manage CAO</li> <li>Plan, assess, and support MGO (Subnational)</li> <li>Support stabilization, reconstruction, and development</li> <li>Enable IPI, interagency, and interorganizational coordination</li> </ul>	National to Subnational	<ul style="list-style-type: none"> <li>U.S. Embassy</li> <li>USAID</li> <li>Interagency</li> <li>International organizations/NGOs</li> <li>IPI</li> </ul>
Division, JTF, TSOCs, JSOTF	CA BN	<ul style="list-style-type: none"> <li>Plan, enable, shape, and manage CMO</li> <li>Plan, assess, and execute CAO</li> <li>Plan and assess stability activities</li> <li>Enable IPI, interagency, and interorganizational coordination</li> </ul>	Subnational to Province or Large city	<ul style="list-style-type: none"> <li>U.S. Embassy</li> <li>USAID</li> <li>Interagency</li> <li>International organizations/NGOs</li> <li>IPI</li> </ul>
BCT, JTF, COM, Special Forces Battalions, R-CMSE	CA CO	<ul style="list-style-type: none"> <li>Plan, enable, shape, and manage CMO</li> <li>Plan, assess, and execute CAO (execution oriented)                             <ul style="list-style-type: none"> <li>CR, CE, CIM, CMOC</li> <li>Foreign assistance, FHA, PRC, CME</li> </ul> </li> <li>Plan, assess, and enable local stability activities</li> <li>Enable IPI and interagency coordination</li> </ul>	Province to Large City	<ul style="list-style-type: none"> <li>OFDA</li> <li>Interagency</li> <li>International organizations/NGOs</li> <li>IPI</li> </ul>

Figure 3-3. Civil Affairs allocations and support functions

**Note:** A Civil Affairs team (CAT), as the basic tactical support element provided to a supported commander, may be utilized in direct support to a battalion.

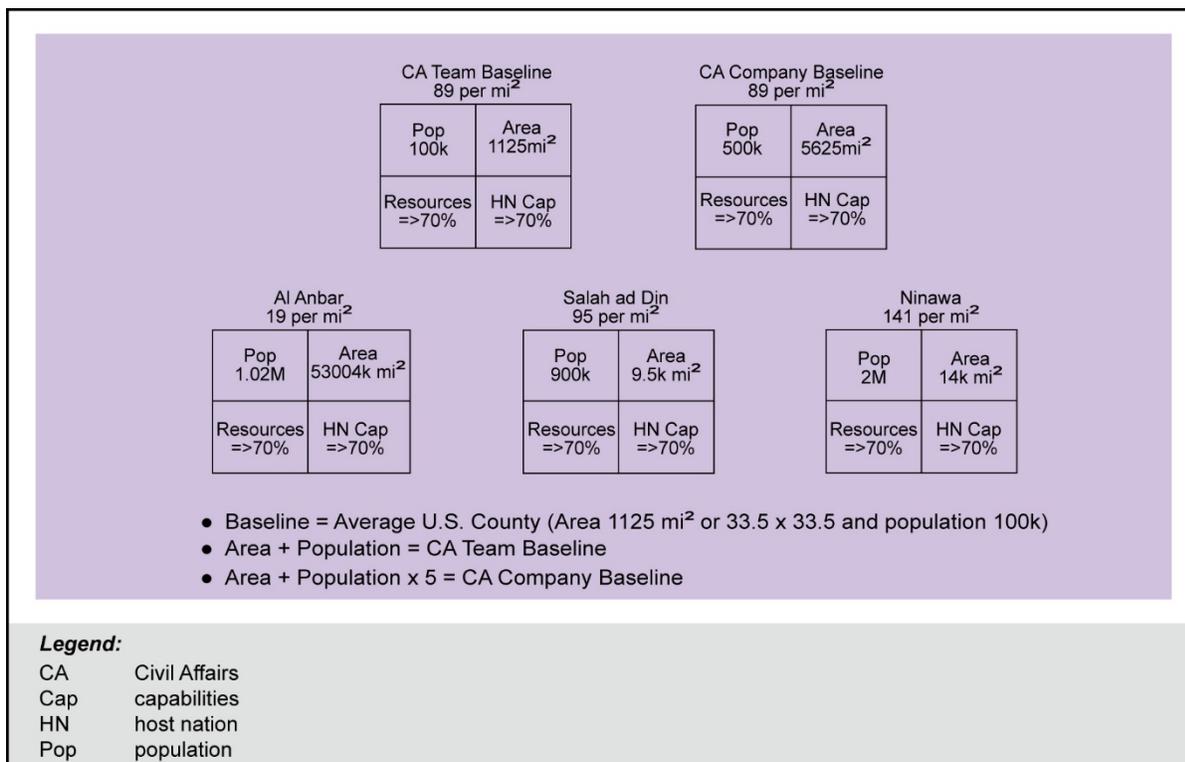
**Legend:**

<b>BCT</b>	brigade combat team	<b>COP</b>	common operational picture	<b>NGO</b>	nongovernmental organization
<b>CA BDE</b>	Civil Affairs brigade	<b>CR</b>	civil reconnaissance	<b>OFDA</b>	Office of Foreign Disaster Assistance
<b>CA BN</b>	Civil Affairs battalion	<b>FDR</b>	foreign disaster relief	<b>PRC</b>	populace and resources control
<b>CA CO</b>	Civil Affairs company	<b>FHA</b>	foreign humanitarian assistance	<b>R-CMSE</b>	regional-civil-military support element
<b>CACOM</b>	Civil Affairs command	<b>HN</b>	host nation	<b>T-CAPT</b>	theater-Civil Affairs planning team
<b>CAO</b>	Civil Affairs operations	<b>IPI</b>	indigenous populations and institutions	<b>TSOC</b>	theater special operations command
<b>CE</b>	civil engagement	<b>JSOTF</b>	joint special operations task force	<b>USAID</b>	United States Agency for International Development
<b>CIM</b>	civil information management	<b>JTF</b>	joint task force		
<b>CME</b>	civil-military engagement	<b>MGO</b>	military government operations		
<b>CMO</b>	civil-military operations				
<b>CMOC</b>	civil-military operations center				
<b>COM</b>	chief of mission				

**Figure 3-3. Civil Affairs allocations and support functions (continued)**

3-94. CA planners should understand that Figure 3-3, above, shows the baseline rules of allocation for CA employment, but it is not the only model. Urbanization trends will continue to challenge the proper allocation of CA units to ensure mission success. Larger urban areas may require a more robust allocation of CA forces per brigade combat team or to adequately identify and mitigate or defeat threats to civil society. Furthermore, not all operations will be conducted in conjunction with a brigade combat team.

3-95. The nature of the mission may require more CA assets. For example, advising on or conducting the responsibilities normally performed by a civil government will likely require more CA augmentation to succeed. The workload rule of allocation shown in Figure 3-4 was designed to account for these variables.



**Figure 3-4. Civil Affairs workload rule of allocation**

## Chapter 4

# Unified Land Operations

Unified land operations is the Army's operational concept and the Army's contribution to unified action. *Unified land operations* are simultaneous offensive, defensive, and stability or defense support of civil authorities tasks to seize, retain, and exploit the initiative to shape the operational environment, prevent conflict, consolidate gains, and win our Nation's wars as part of unified action (ADRP 3-0). The goal of unified land operations is to establish conditions that achieve the JFC's end state by applying landpower as part of a unified action to defeat the enemy. Unified land operations is how the Army applies combat power through 1) simultaneous offensive, defensive, and stability, or DSCA tasks, to 2) seize, retain, and exploit the initiative, and 3) consolidate gains. Military forces seek to prevent or deter threats through unified action, and, when necessary, poses the capability to defeat aggression.

This chapter discusses CA support to unified land operations. Land operations affect civilians by disrupting routine life patterns and potentially placing civilians in harm's way. In addition, land combat often impacts civilian access to necessary items such as food, water, and medical supplies. There are few uninhabited places in which the Army is likely to fight, so Army forces must plan to conduct minimum-essential stability tasks (providing security, food, water, shelter, and medical treatment) as an integral part of land combat.

The CA contribution to unified land operations is CAO. CA forces and operations are critical in building unified action through coordination with individuals and organizations, integration with other capabilities, and synchronization of military operations with civilian activities. Landpower is the basis of unified land operations. Within the abilities of landpower, Civil Affairs is a key to—

- Engage to influence, shape, prevent, and deter.
- Secure populations and consolidate gains
- Establish and maintain a stable environment that sets the conditions for political and economic development.
- Address the consequences of catastrophic events—both natural and manmade—to restore infrastructure and reestablish basic civil services.
- Preserve joint force freedom of action.

4-1. CAO are conducted within the four tasks of decisive action: offense, defense, stability or defense support of civil authorities. CA forces and CAO planners support unified land operations at the strategic, operational, and tactical levels of war through all phases. Commanders at all levels will encounter civilians during military operations and must plan to address civil considerations. Within the OE, indigenous supplies, facilities, services, and labor resources exist that U.S. commanders might use to support military operations. Without proper planning for military interactions with the IPI, the commander's desired end state will be harder to achieve. Combat operations can be disrupted by uncontrolled and uncoordinated movement of civilians, hostile or illegal actions by entities within the populace, and failure to coordinate unity of effort.

## OFFENSE

4-2. An *offensive task* is a task conducted to defeat and destroy enemy forces and seize terrain, resources, and population centers (ADRP 3-0). Offensive tasks impose the commander's will on the enemy. The offense is the most direct means of seizing, retaining, and exploiting the initiative to gain a physical and psychological advantage. In the offense, the decisive operation is a sudden action directed toward enemy weaknesses and capitalizing on speed, surprise, and shock. If that operation fails to destroy the enemy, operations continue until enemy forces are defeated. Executing offensive tasks compels the enemy to react, creating new or larger weaknesses the attacking force can exploit.

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*Note:* ADRP 3-90 provides a detailed discussion of offensive tasks.

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4-3. During the execution of offensive tasks, the main effort is military-to-military contacts; however, civil considerations remain a key piece of every operation and must be planned for. CAO support to offense includes—

- Recommending employment options for CA capabilities.
- Gaining civil information through CR and CE.
- Gathering civil information to—
  - Develop the civil component of the supported commander's COP.
  - Enable the isolation of enemy forces.
  - Enable the legitimacy of the U.S. mission.
- Providing civil component analysis and evaluation toward the identification of—
  - Centers of gravity.
  - Decisive points.
  - Critical links and nodes.
  - Branches and sequels.
- Denying the enemy civil component resources.
- Participating in the targeting process by nominating restrictive-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.
- Providing civil component analysis to planning processes to protect—
  - The populace.
  - Critical assets.
  - Infrastructure.
- Processing information through CIM to develop the civil component of the commander's COP.
- Planning and executing support to PRC to evacuate endangered populations.
- Advising on the presence of culturally, economically, and politically significant assets and resources within the AO.
- Supporting operations that develop a secure environment for stability tasks.
- Preventing or mitigating civilian interference with military operations and the impact of military operations on the civil populace.
- Identifying and addressing friction points between military operations and the civil population.

## DEFENSE

4-4. A *defensive task* is a task conducted to defeat an enemy attack, gain time, economize forces, and develop conditions favorable for offensive or stability tasks (ADRP 3-0). Normally the defense cannot achieve a decisive victory. However, it sets conditions for a counteroffensive or a counterattack that enables forces to regain the initiative. Defensive tasks are a counter to an enemy offensive action. They defeat attacks, destroying as much of the attacking enemy as possible. They also preserve control over land, resources, and populations. The purpose of defensive tasks is to retain key terrain, guard populations, protect lines of

communications, and protect critical capabilities against enemy attacks. Commanders can conduct defensive tasks to gain time and economize forces so offensive tasks can be executed elsewhere.

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*Note:* ADRP 3-90 provides a detailed discussion of defensive tasks.

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4-5. CAO support to defense includes—

- Recommending employment options for CA capabilities.
- Gathering civil information to—
  - Develop the civil component of the supported commander’s COP.
  - Isolate enemy forces.
- Providing civil component analysis and evaluation toward the identification of—
  - Centers of gravity.
  - Decisive points.
  - Critical links and nodes.
  - Branches and sequels.
- Denying the enemy civil component resources.
- Participating in the targeting process by nominating restrictive-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.
- Providing civil component analysis to planning processes to protect the populace, critical assets, and infrastructure.
- Gaining civil information through CR and CE.
- Processing information through CIM to develop the civil component of the supported commander’s COP.
- Planning and executing support to PRC to evacuate endangered populations.
- Advising on the presence of culturally, economically, and politically significant assets and resources within the AO.
- Advising on counter mobility operations directed at economically significant roads, railways, bridges, and other infrastructure.
- Advising the commander regarding civilian movements during the planning for emplacement of minefields.
- Supporting operations that develop a secure environment for stability tasks.
- Preventing or mitigating civilian interference with military operations and the impact of military operations on the civil populace.
- Identifying and addressing friction points between military operations and the civil population.

## STABILITY

**Stability tasks cannot succeed if they only react to enemy initiatives.**

4-6. *Stability tasks* are tasks conducted as part of operations outside the United States in coordination with other instruments of national power to maintain or reestablish a safe and secure environment and provide essential governmental services, emergency infrastructure reconstruction, and humanitarian relief (ADP 3-07). These tasks support governance by a host nation, an interim government, or a military government. Stability tasks involve coercive and constructive actions. They help to establish or maintain a safe and secure environment and facilitate reconciliation among local or regional adversaries. Stability tasks assist in building relationships among unified action partners and promote U.S. security interests. Stability tasks can help establish political, legal, social, and economic institutions while supporting transition to a legitimate host-nation governance. Stability tasks cannot succeed if they only react to enemy initiatives. Stability tasks must maintain the initiative by pursuing objectives that resolve causes of instability.

Commanders are legally required to provide minimum-essential stability tasks when controlling populated areas of operations. These essential services provide minimal levels of security, food, water, shelter, and medical treatment (ADRP 3-0).

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*Note:* JP 3-07, ADP 3-07, ADRP 3-07, and FM 3-07 provide additional information on stability.

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4-7. CA forces conduct CAO during the execution of offensive and defensive tasks to preserve combat power and lethality by mitigating the effects of the civil component on combat operations and ultimately setting the conditions for stability tasks. The level of CAO support required to execute stability tasks is directly related to the conditions within the OE. The CAO staff continually monitors the condition of the HN throughout the operation, applies available resources to affect the civilian component, and recommends military government or 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.

4-8. The full capability of the CA force is essential to, and manifests in, the conduct of successful stability tasks at the strategic, operational, and tactical levels. CAO support to stability includes the execution of all three CA core competencies and continuous analysis of the civil component in terms of both operational and mission variables by CAO staff elements. Critical tasks executed by CA forces supporting stability include—

- Recommending employment options for CA capabilities.
- Gathering civil information through CR and CE.
- Processing information through CIM to develop the civil component of the supported commander's COP.
- Providing civil component analysis and evaluation toward the identification of—
  - Centers of gravity.
  - Decisive points.
  - Critical links and nodes.
  - Branches and sequels.
- Safeguarding civil component resources.
- Planning and executing PRC, in coordination with the provost marshal and military police that support transitional public security to promote, restore, and maintain public order, and protect civilian populations when the rule of law has broken down or is nonexistent.
- Developing mitigation strategies to minimize unnecessary damage to the civil infrastructure and culturally sensitive sites.
- Identifying and tracking damage to civil infrastructure, personal property, and culturally sensitive sites.
- Providing civil component analysis to planning processes to protect the populace, critical assets, and infrastructure.
- Planning and executing dislocated civilian operations to address endangered populations.
- Advising on the presence of culturally, economically, and politically significant assets and resources within the AO.
- Supporting operations that develop a secure environment for stability tasks.
- Strengthening governance and participation.
- Fostering economic stability and development.
- Conducting collaborative planning and coordination, to include U.S. forces, IPI, and unified action partners and interagency, as applicable.
- Assessing the activities and capabilities of the IPI, unified action partners, and interagency in relation to achieving national policy goals and shaping the environment for interagency and HN success.
- Coordinating, collating, and fusing civil information to the COP.

- Providing CA functional specialist support to—
  - Advisory elements to HN ministerial, provincial, and local government agencies.
  - Deployed interagency civilian teams.
- Providing functional specialists to plan and lead SCA and transitional military authority missions.
- Budgetary programming and management in order to resource CAO projects and programs in support of stability objectives.
- Providing dedicated liaison to the interagency, IPI, and unified action partners.
- Identifying and assessing the measures of performance and measures of effectiveness of supporting CAO.
- Establishing CMOCs to facilitate communications and coordinating with civilian agencies and organizations.
- Providing civil component analysis to identify root causes of instability.
- Providing CAO support to the disarming, demobilizing, and reintegrating former belligerents into civil society, and providing a secure environment.
- Providing CAO support to rehabilitating former belligerents and units into legitimate security forces.

## DEFENSE SUPPORT OF CIVIL AUTHORITIES

4-9. *Defense support of civil authorities* is support provided by U.S. Federal military forces, DOD civilians, DOD contract personnel, DOD 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 (DODD 3025.18). DSCA is a task executed in the homeland and U.S. territories. DSCA is conducted in support of another primary agency, lead federal agency, or local authority. National Guard forces—Title 32 or state active forces under the command and control of the governor and the adjutant general—are usually the first forces to respond on behalf of state authorities. When Federal military forces are employed for DSCA activities, they remain under Federal military command and control at all times.

4-10. It is DOD’s policy that DOD shall cooperate with and provide DSCA as directed by and consistent with applicable law, Presidential Directives, Executive Orders, and DODD 3025.18. Assistance is generally one of support; the civilian authorities retain primary responsibility. DODD 2000.13 states “DOD Civil Affairs capabilities may be used to assist in domestic emergencies and to provide other support to domestic civil authorities consistent with law and in accordance with DODD 3025.18 [Reference (l)], DODI 3025.21 [Reference (m)], other DOD issuances, and supporting plans.”

4-11. United States Northern Command and United States Pacific Command are the combatant commands with standing missions to conduct DSCA providing, as directed by the President or the Secretary of Defense, military assistance to civil authorities including crisis management and consequence management (domestic incident management). In addition, USSOCOM has responsibilities for countering weapons of mass destruction and civil disturbance operations in accordance with DODD 2060.02 and DODI 3025.21. Generally, CA tasks include—

- Providing consultation through the defense coordinating officer to decision makers.
- Participating in interagency assessment, planning, and synchronizing of DSCA tasks through the joint task force and the defense coordinating officer.
- Executing CAO in support of selected DSCA tasks, as needed or directed.

4-12. CA functional specialists may participate in DSCA based on METT-TC analysis.

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**Note:** DODD 3025.18, JP 3-28, and ADRP 3-28 provide additional information on the role of U.S. forces in DSCA, and DODI 3025.21, DODD 5400.11, and DODD 5200.27 provide information regarding the legalities of the collection of data during DSCA.

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## HOMELAND DEFENSE

4-13. *Homeland defense* is the protection of United States sovereignty, territory, domestic population, and critical infrastructure against external threats and aggression or other threats as directed by the President (JP 3-27). The DOD has lead responsibility for homeland defense. The strategy for homeland defense (and DSCA) calls for defending the U.S. territory against attack by state and nonstate actors through an active, layered defense that aims to deter and defeat aggression abroad and simultaneously protects the homeland. The Army supports this strategy with capabilities in forward regions of the world, geographic approaches to U.S. territory, and within the U.S. homeland.

4-14. CA forces conduct CAO in support of homeland defense. CA forces possess unique capabilities to assist in the stabilization of civil infrastructure and functions. This includes the establishment of a CMOC for synchronization of resources, personnel, and efforts by multiple entities that are working toward stabilizing the impacted areas. The capabilities provided by CR, CE, and SCA, along with the processing of civil information can hasten the transition of operations back to the proper civilian authorities.

## CONSOLIDATE GAINS

4-15. *Consolidate gains* are activities to make enduring any temporary operational success and set the conditions for a stable environment allowing for a transition of control to legitimate authorities (ADRP 3-0). Army forces exploit operational success by consolidating gains for the JFC. Consolidate gains is an integral part of winning and achieving success across the conflict continuum and the range of military operations. It is the follow-through to achieve the commander's intent and essential to retaining the initiative over determined enemies and adversaries. To consolidate gains, Army forces reinforce and integrate the efforts of all unified action partners.

4-16. Army forces consolidate gains by executing area security and stability tasks when the operational emphasis in an AO shifts from large-scale combat operations. Consolidating gains enables a transition from the occupation of a territory and control of populations by Army forces—that occurred as a result of military operations—to the transfer of control to legitimate authorities. Activities to consolidate gains occur across the range of military operations and often continue through all phases of a specific operation.

4-17. Army forces must analyze the HN's capability and capacity to provide services, as well as determine the ability of other U.S. government agencies, international agencies, NGOs, and contractors to provide support. The goal is to address sources of conflict, foster HN resiliencies, and create conditions that enable sustainable peace and security. CA forces are critical to consolidation of gains as one of the Army's primary capabilities to—

- Analyze and evaluate civil component capacity and capabilities.
- Integrate and synchronize with unified action partners, particularly during the implementation of stability tasks.
- Plan for and support stability tasks.
- Influence IPI and other local and regional audiences.
- Provide enhancements to security through relationships with IPI.

## CIVIL-MILITARY OPERATIONS

4-18. CMO are a joint operational construct and the inherent responsibility of all commanders. Within this construct, contact between U.S. military forces and the civil component of the OE is considered CMO. Commanders at all levels must realize that Soldiers' actions when dealing with the IPI, unified action partners, and interagency 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.

4-19. Every U.S. military organization has some capability to support the execution and assessment of CMO. Typically, CA units form the nucleus of the CMO planning efforts. Others—such as Special Forces, Psychological Operations (PSYOP), engineers, medical, transportation, military police, and security forces—support this effort. Personnel should not consider CMO something performed only by CA forces.

4-20. CMO are inherently joint, interagency, and multinational. CMO, while subordinate to policy, are at the heart of unity of effort and unified action through their coordinating and information management functions. CMO may include military forces performing activities and functions normally the responsibility of local, regional, or national government. Successful CMO require the integration of a number of diverse entities found within the commander's OE. CMO necessitate interaction among the following entities:

- Interagency.
- Unified action partners.
- IPI.
- HN.
- Other foreign government organizations.
- International organizations.
- NGOs.

4-21. 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—

- Executing CAO in support of CMO objectives.
- Assigning CA personnel to the CMO staff elements of joint, coalition, and multinational headquarters.
- Providing dedicated staff augmentation CMO planning capability to joint, coalition, and multinational headquarters at all levels.
- Providing a dedicated liaison capability for the civil component of the OE.
- Providing CA functional specialists in five functional specialty areas that support planning and coordination of interagency or HN efforts.

## JOINT CIVIL-MILITARY OPERATIONS TASK FORCE

4-22. The joint civil-military operations task force (JCMOTF) is a special-purpose task force made up of units from two or more Services. JFCs may establish a JCMOTF when the scope of CMO requirements and activities are beyond the JFC's organic capability. It is flexible in size and composition. CA commands and brigades can be task organized to form the core of a JCMOTF, and although it is not strictly a CA organization, a CA officer may command the JCMOTF. The JCMOTF will also most likely have CA units as subordinate elements. The JCMOTF plans, prepares, executes, and continually assesses CMO in a theater of operations or joint operations area. The expertise of CA personnel in dealing with government organizations, international organizations, NGOs, and IPI greatly enhances the opportunity for success. A JCMOTF may have both conventional forces and SOF assigned or attached to support the conduct of specific missions. If the JFC properly charters and establishes the JCMOTF, it must meet the criteria established in JP 3-33.

4-23. The JFC may establish a JCMOTF to accomplish a specific contingency mission with a civil-military nature, such as FHA, PRC or transitional military authority, and/or provide CMO support to U.S. or coalition military forces conducting military operations. Service component and other task force commanders are still 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. A JCMOTF can—

- Be a stand-alone JTF or a subordinate unit in a JTF.
- Assist JTF unit commanders when their organic ability cannot meet the CMO needs of their joint operations area.
- Provide linkage between the JTF and nonmilitary agencies operating in the joint operations area through a CMOC.
- Advise the JTF commander on policy; funding; multinational, foreign, or host-nation sensitivities; and their effect on theater strategy and/or campaign and operational missions.
- Provide command and control or direction of military host-nation advisory, assessment, planning, and other assistance activities by joint U.S. forces.
- Assist in establishing U.S. or multinational and military-to-civil links for greater efficiency of cooperative assistance arrangements.

- Perform essential coordination or liaison with host-nation agencies, country team, United Nations agencies, and deployed U.S. multinational, host-nation military forces, and supporting logistic organizations.
- Assist in the planning and conduct of civil information programs to publicize positive results and objectives of military assistance projects, to build civil acceptance and support of U.S. operations, and to promote indigenous capabilities contributing to recovery and economic-social development.
- Plan and conduct joint and combined civil-military operations training exercises.
- Advise and assist in strengthening or stabilizing civil infrastructures and services, and otherwise facilitate transition to peacekeeping or consolidation operations and associated hand-off to other government agencies, international organizations, or host-nation responsibility.
- Assess or identify host-nation support or relief capabilities and funding requirements to the CJTF for transmission to supporting commanders, Services, or other responsible USG departments or agencies.

4-24. A JCMOTF should not—

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

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*Note:* JP 3-57 and JP 3-33 provide additional information on the establishment of a JCMOTF and its capabilities.

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## INTERAGENCY COORDINATION

4-25. 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.

4-26. CA forces enable interagency coordination through organizational structures at the strategic, operational, and tactical levels including—

- CMO directorate of a joint staff (J-9).
- Theater Civil Affairs planning team.
- Assistant chief of staff, Civil Affairs operations (G-9).
- Civil Affairs planning team.
- Civil Affairs operations staff officer (S-9).
- Civil-military operations centers.
- Civil-military advisory group.
- Theater civil-military support element.
- Regional civil-military support element.
- Civil liaison teams.
- Civil-military support element.
- Civil Affairs teams.

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*Note:* JP 3-08 provides additional information regarding interagency coordination.

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4-27. The DOS is the lead entity when coordinating between interagency partners of any given country. The DOS is also the lead in establishing an international agreement. The DOD and its components are governed

in their authority to make international agreements under DODD 5530.3, and that authority is limited under Title 22, Code of Federal Regulations, Part 181.

### **International Agreements (DODD 5530.3)**

An international agreement is any agreement concluded with one or more foreign governments (including their agencies, instrumentalities, or political subdivisions) or with an international organization, that—

- Is signed or agreed to by personnel of any DOD component, or by representatives of the DOS or any other Department or Agency of the U.S. Government.
- Signifies the intention of its parties to be bound in international law.
- Is denominated as an international agreement or as a memorandum of understanding, memorandum of agreement, memorandum of arrangements, exchange of notes, exchange of letters, technical arrangement, protocol, note verbal, aide memoire, agreed minute, contract, arrangement, statement of intent, letter of intent, statement of understanding or any other name connoting a similar legal consequence.

Any oral agreement that meets the criteria set forth in DODD 5530.3 is an international agreement. The DOD representative who enters into the agreement shall cause such agreement to be reduced to writing.

During a state of war the Law of War (codified in the Geneva-Hague Conventions), permits local “special” agreements in some cases, that are necessitated by interaction at the tactical and operational level.

The following are not considered to constitute international agreements for the purposes of this Directive:

- Contracts made under the Federal Acquisition Regulations.
- Foreign Military Sales Credit Agreements.
- Foreign Military Sales Letters of Offer and Acceptance and Letters of Intent.
- Standardization agreements, quadripartite standardization agreements, Army Service component command air standards, and naval standardization agreements in accordance with DODD 5530.3.
- Leases under Title 10, United States Code, Sections 2667 and 2675 (reference [f]), and Title 22, United States Code, Section 2796 (reference [l]).
- Agreements solely to establish administrative procedures.
- Acquisitions or orders pursuant to cross-servicing agreements made under the authority of the North Atlantic Treaty Organization Mutual Support Act (Title 10, United States Code, Section 2321 et seq. (reference [f]) and DODD 2010.9 (reference [m])). (Umbrella agreements, implementing arrangements, and cross-servicing agreements under the North Atlantic Treaty Organization Mutual Support Act are international agreements.)

4-28. When not engaged in a forcible entry, invasion, or occupation, military forces are not permitted in foreign countries in their official capacity without authority being advanced through an international agreement or country clearance of some type. Access granted by the permissions manager is designated as part of joint deployment and redeployment operations. Therefore, they must be addressed in a bilateral or multilateral agreement consummated by the United States.

4-29. Contingency basing must be negotiated with a foreign country unless basing is being established through forcible entry and establishing a lodgment. Such basing can be authorized through a bilateral

agreement also called a defense cooperation agreement. It can also be negotiated through a status-of-forces agreement or a “diplomatic note”. These international agreements are sometimes referred to as HN agreements or host-nation support agreements or diplomatic agreements in common usage. (See JP 3-35, JP 3-34, and JP 3-0.) In such agreements use of existing HN, host country, or partner nation bases can be utilized. If new construction is occurring or land is set aside for U.S. forces, it usually requires a separate land use agreement.

4-30. DODD 5530.3 governs DOD responsibilities regarding such agreements. In essence, DOD defers to DOS in the negotiation of international agreements and it binds DOD to adhere to such agreements.

4-31. CA forces, in conjunction with the judge advocate general, must understand these agreements in order to advise commanders on what their forces can or cannot do in keeping with the U.S. obligations to a HN, host country, or partner nation. This would also include the interaction of U.S. forces with IPI or other foreign nationals. CA forces also play a significant role in achieving unified action and integrating, coordinating, and synchronizing with civilian entities in keeping with the international agreements.

4-32. Joint basing for multinational operations would also require a separate acquisition and cross-support agreement with each participating country, as well as the partner nation. Participating countries are generally required to negotiate their own bilateral agreements with the partner nation unless all participating nations are members of an alliance. Each nation also requires an acquisition and cross-support agreement with the United States in order to ensure integrated logistics.

4-33. An *acquisition and cross-servicing agreement* is an agreement, negotiated on a bilateral basis with countries or international organizations, that allow United States forces to exchange most common types of support, including food, fuel, transportation, ammunition, and equipment (JP 4-08).

4-34. International agreements can be bilateral (between the United States and a partner nation) or multilateral (such as North Atlantic Treaty Organization). Bilateral agreements can be negotiated on any number of international matters, to include economic, trade, or defense cooperation. Bilateral defense cooperation agreements are referred to as defense cooperation agreements or less formal agreements can be negotiated as simply diplomatic notes exchanged between foreign ministers.

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**Note:** U.S. DOS Foreign Affairs Manual, *Correspondence Handbook*, describes the use of diplomatic notes (5 FAH-1 H-600).

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4-35. Commanders have limited authority to negotiate or interact at a tactical or operational level. Such interaction is limited to “special agreements” as addressed under the law of war. Such agreements are typically verbal and must not have an adverse effect on protected persons (such as prisoners of war or civilians). Special agreements are binding between those governments or military commanders that made the agreements. When engaging the civil component, CA Soldiers often negotiate and make agreements with segments of the populations, HN, host country, or partner nation institutions. These agreements are not considered international agreements but have been historically called “Civil Affairs Agreements” according to FM 27-10. These agreements are established in the course of providing FHA, humanitarian and civic assistance, or other lines of effort that involve the execution of CA project management.

## INFORMATION OPERATIONS

4-36. CAO are an information related capability. CAO are a tool that commanders can employ within a dimension of the information environment to create effects and operationally desirable conditions. CA representation in the information operations working group assists in identifying target audiences; synchronizing communications media, media assets, and messages; and providing news and information to the local population. CAO complement information operations and facilitate mission accomplishment by enhancing the relationship between the civilian populace and the overall force. CAO can create conditions that contribute to decisive advantage in the information environment. It is therefore vital that CA forces maintain their credibility with the civilian populace.

4-37. CA operations facilitate efforts to provide accurate, balanced, credible, and timely information to local officials, agencies, and external audiences. CA forces and CAO planners need to ensure that CAO are consistent with the command's themes and messages in order to ensure legitimacy.

4-38. As an official spokesperson, the public affairs officer can ensure, through established public affairs guidance, that the command speaks with one voice and observes operations security. CA, PSYOP, and public affairs elements use many of the same communications media, presenting similar messages to audiences for varied intended purposes. CA engage IPI; PSYOP personnel address friendly, neutral, and adversary populations to influence; while public affairs personnel address national and international news media and U.S. forces in order to inform.

4-39. The importance of coordinating CAO with MISO and public affairs activities cannot be overstressed. For example, if information released to the HN populace by CA and PSYOP personnel conflicts with information released to news media and U.S. Soldiers through public affairs channels, the result may be a loss of credibility for all involved and a negation of any positive accomplishments.

## UNCONVENTIONAL WARFARE

4-40. The U.S. Army defines *unconventional warfare* 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 (JP 3-05.1). UW is a core activity of ARSOF. The goal of UW is to coerce or disrupt a nation or cause a change in political control or perceived regime legitimacy. Hence, UW has strategic utility that can alter the balance of power between sovereign states.

4-41. CA forces support UW through the execution of CAO, which is critical to the planning and execution of UW campaigns. When integrated throughout all phases of UW planning and execution, CA forces provide the capability to analyze the civil component's strengths and vulnerabilities as applicable, to both the existing regime and to the resistance movement. CAO also provide a comprehensive approach toward assisting the resistance in legitimacy and transitional governance, from the initial resistance movement through transition, to an emergent stable government. CA forces also are able to assist in developing broader CMO efforts in support of the resistance.

4-42. CA forces are typically sought for their unique capabilities with regards to identifying and mitigating the underlying causes of instability in order to create a stable environment. This same analysis, however, can be utilized by the resistance to identify and degrade those identified strengths and bonds of the existing regime into vulnerabilities, resulting in its continued de-legitimizing. This in turn creates legitimacy opportunities for the movement. Separately, within their sphere of control and influence, the resistance can consolidate legitimacy and initial governance by utilizing CA assessments, strengthening civil vulnerabilities, and cementing a bond with the greater population. Methods to realign the legitimacy of power should consider the timeliness required to restore essential services and strengthen the bonds between the population and the resistance movement or new government upon the collapse of the old regime.

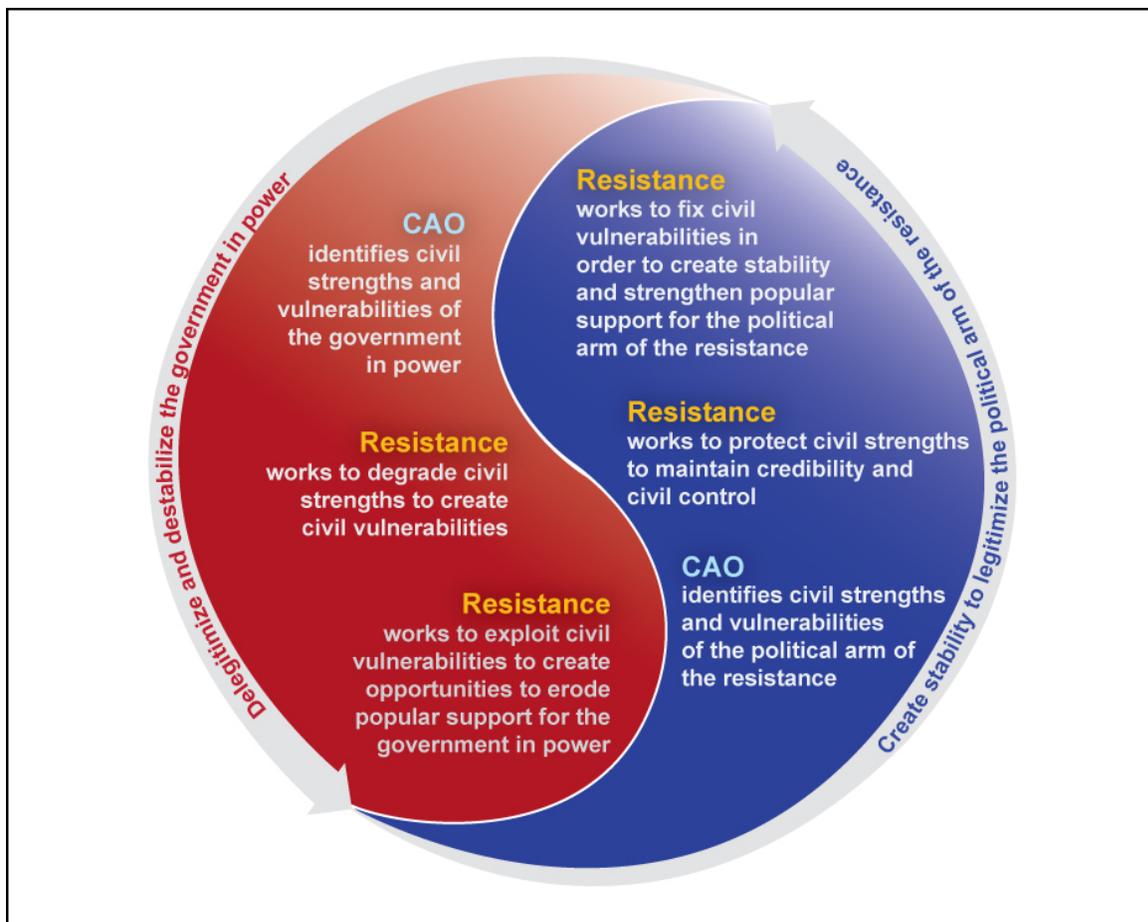
4-43. Through SCA, CA forces can support a "shadow government or government-in-exile" to plan for and administer civil government in the areas of rule of law, economic stability, infrastructure, governance, public health and welfare, and public education and information. SCA is the systematic application of specialized skills for assessing and advising on the development of stability and governance. When conducting CR and CE to develop civil consideration data, CA forces assigned to special operations CA formations collaborate with CA military government specialists within USAR CA formations to formulate governance and stability lines of effort for the resistance.

4-44. The resistance gains legitimacy and transitional governance by addressing grievances and providing essential services to create a civil strength or bond with the population. As the regime becomes severely degraded or collapses, CA will assist with addressing the remaining civil vulnerabilities to create stability for the emergent government, and inclusively, across the indigenous population.

4-45. It is critical to note that Figure 4-1, page 4-12, CAO support to UW, is not intended to represent a linear process, but it rather represents the relationship between civil strengths and civil vulnerabilities as they pertain to civil instability for the current regime, civil opportunities for the resistance, and stability for a new government. The left side depicts CAA and corresponding resistance actions that increase the

de-legitimization of the current regime, through degradation of civil strengths with the population, and attacking civil vulnerabilities to provide legitimacy opportunities for the resistance.

*Note:* DODD 3000.07, JP 3-05, JP 3-05.1, FM 3-05, FM 3-18, ATP 3-05.1, and TC 18-01 provide more information on UW.



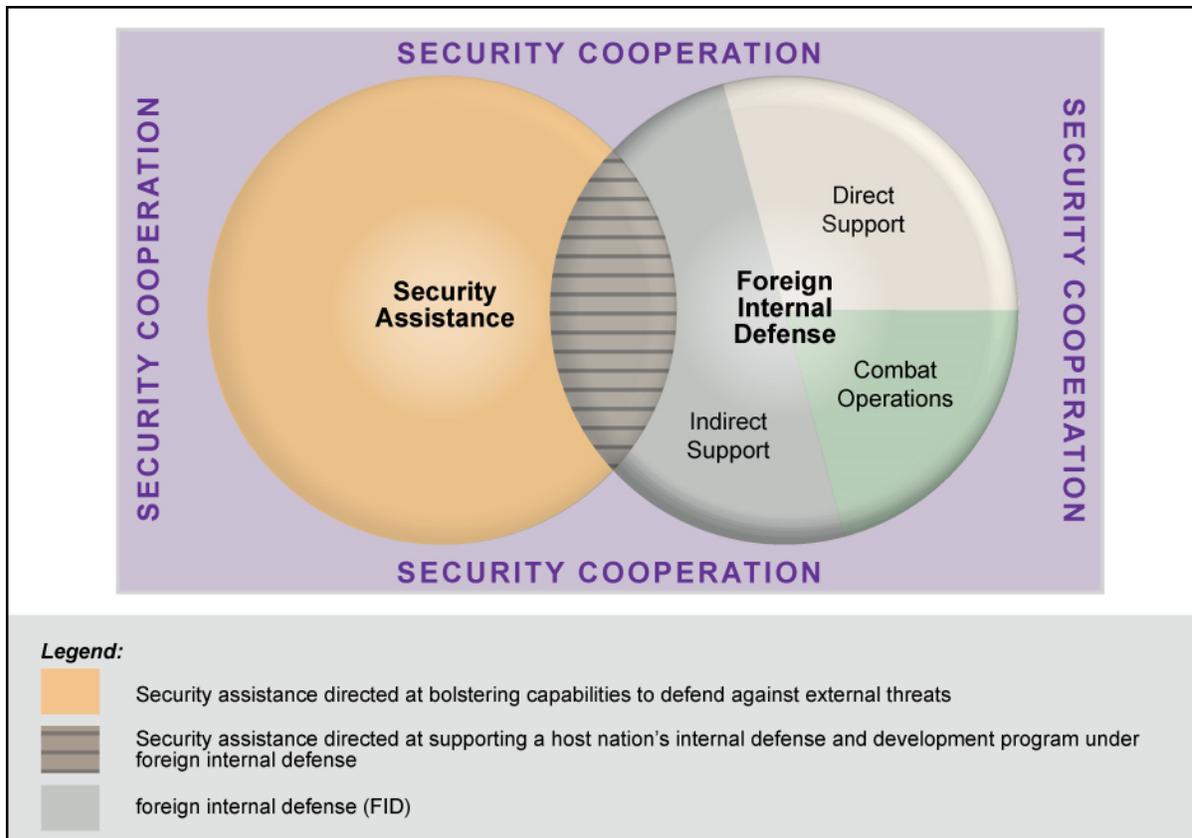
**Figure 4-1. Civil Affairs operation support to unconventional warfare**

## FOREIGN INTERNAL DEFENSE

4-46. *Foreign internal defense* is the 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 (JP 3-22). The focus of U.S. FID efforts is to support the HN's internal defense and development, which can be described as the full range of measures taken by a nation to promote its growth and protect itself from security threats. Figure 4-2, page 4-13, depicts the interrelationship of security cooperation, security assistance, and FID.

4-47. In FID, CAO facilitate the integration of U.S. military support into the overall internal defense and development programs of the supported nation. Within the FID framework and functional areas associated with joint strategic capabilities planning, CA forces—

- Perform specific planning tasks in support of the Services and combatant commands.
- Identify civil considerations.
- Execute assessments.
- Coordinate internally and with the HN.



**Figure 4-2. Security assistance and foreign internal defense**

4-48. CAO are vital to theater FID operations in areas from planning to execution. It is a valuable resource in planning and facilitating the conduct of various indirect, direct support (not involving combat operations), and combat operations in support of the overall FID effort. CAO also support the reconstitution of viable and competent civil infrastructure in the operational areas that were previously ungoverned, undergoverned, or in the direct control of threat forces or shadow governments. Through CAO, CA forces assist the government by executing SCA.

4-49. The CA forces supporting FID range from staffs to CATs. Essential tasks performed may include—

- Incorporating CAO in all activities related to FID (from planning to execution).
- Reviewing and supporting HN internal defense and development goals.
- Ensuring HN public support, from local to national levels.
- Establishing and maintaining contact with nonmilitary agencies and local authorities.
- Ensuring HN sovereignty is maintained at all times. There can never be the perception that the HN government is a U.S. puppet, specifically when providing civil administration assistance.
- Advocating HN self-sufficiency. (This must be the primary goal of CAO in support of FID.)

*Note:* JP 3-05, JP 3-05.1, JP 3-22, JP 3-57, FM 3-18, and ATP 3-05.2 provide more information on FID.

## COUNTERINSURGENCY

4-50. Insurgencies can exist apart from or before, during, or after a conventional conflict. Elements of a population often grow dissatisfied with the status quo. When a population or groups in a population are willing to fight to change the conditions to their favor, using both violent and nonviolent means to affect a

change in the prevailing authority, they often initiate an insurgency. Ideally, the host country is the primary actor in defeating an insurgency. Even in an insurgency that occurs in a country with a nonfunctioning central government or after a major conflict, the host country must eventually provide a solution that is culturally acceptable to its society and meets U.S. policy goals.

4-51. The United States can use a range of methods to aid a partner nation in defeating an insurgency. Effective counterinsurgency operations require an understanding of the military profession. The tasks that counterinsurgents perform in countering an insurgency are not unique. It is the organization of these tasks in time and space that is unique. When the United States directly involves itself in a counterinsurgency, stability may be essential. Although all tasks executed to establish the conditions to reach a desired end state are significant, stability operations may be critical in a counterinsurgency.

4-52. Entities best qualified to accomplish nonmilitary tasks may not always be available. In such cases, military forces may need to perform those tasks until civilian-led capabilities become available. Within the Army, CA is the branch ideally organized, trained, and equipped to assist commanders in these functions. CA forces are also ideally suited to interact with the population to assist with determining the root causes of instability and improving the relationship between the populace and the HN. CAO, in counterinsurgency, should focus on the following tasks:

- Planning and conducting CR and CE to determine causes of instability.
- Providing SCA, as required, to bolster HN government capability or capacity.
- Conducting transitional military authority until the HN government has the capacity.
- Improving HN legitimacy through activities such as military civil action.
- Developing, planning, and executing projects that address the humanitarian needs of the populace.
- Providing CAO and CMO training to HN and partner security forces and civilian agencies.
- Providing coordination and liaison between the IPI, interagency, and civil component to support unified action.
- Conducting activities with HN authorities, interagency, international organizations, NGO, private sector, or international military partners to deny support to the insurgents.

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*Note:* JP 3-24 provides additional information on counterinsurgency.

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## **DIRECT ACTION**

4-53. Direct action is a core activity of ARSOF consisting of short-duration strikes and other small-scale offensive actions conducted by select ARSOF elements as a special operation in hostile, denied, or diplomatically sensitive environments, employing 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.

4-54. CA forces do not conduct direct action missions; however, CA forces conduct CR and CE to gain shared understanding of the civil component to address possible adverse effects and to mitigate those effects through civil considerations analysis. CAO planning support to direct action may include—

- Gaining civil information to develop the civil component of the supported commander's COP.
- Providing civil component analysis to planning processes.
- Providing civil component analysis toward the identification of—
  - Centers of gravity.
  - Decisive points.
  - Critical links and nodes.
- Advising on the presence of culturally, economically, and politically significant assets and resources within the objective area.
- Participating in the targeting process by nominating restrictive-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.
- Recommending poststrike employment options for CA capabilities.

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*Note:* JP 3-05 and ATP 3-18.3 provide additional information on direct action.

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## SPECIAL RECONNAISSANCE

4-55. Special reconnaissance is a core activity of ARSOF consisting of reconnaissance and surveillance actions conducted by select ARSOF elements as a special operation in hostile, denied, or diplomatically and/or politically sensitive environments to collect or verify information of strategic or operational significance, employing military capabilities not normally found in conventional forces. These actions provide an additive capability for commanders and supplement other conventional reconnaissance and surveillance actions. Special reconnaissance is a special mission, not applicable for execution by CA forces.

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*Note:* FM 3-05 provides additional information on special reconnaissance.

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## COUNTERTERRORISM

4-56. *Counterterrorism* consists of activities and operations taken to neutralize terrorists and their organizations and networks in order to render them incapable of using violence to instill fear and coerce governments or societies to achieve their goals (JP 3-26). Counterterrorism actions include strikes and raids against terrorist organizations and facilities outside the United States and its territories.

4-57. CA forces contribute to counterterrorism through nonlethal activities to defeat the ideologies or motivations that spawn terrorism. Counterterrorism is usually attributed to direct action specifically against terrorists or violent extremist organizations. CAO planning support to counterterrorism action may include—

- Identifying TSOC objectives and developing nonlethal activities that support them.
- Identifying GCC objectives and developing nonlethal activities that support them.
- Identifying the ambassador or country team objectives and developing nonlethal activities that support them.
- Gaining civil information through CR, CE, and CIM to develop the civil component of the supported commander's COP.
- Providing civil component analysis toward the identification of—
  - Centers of gravity.
  - Decisive points.
  - Critical links and nodes.
- Denying the enemy civil component resources.
- Recommending poststrike employment options for CA capabilities.
- Participating in the targeting process to minimize unnecessary damage to the civil infrastructure and culturally sensitive sites.
- Providing civil component analysis to planning processes to protect—
  - The populace.
  - Critical assets.
  - Infrastructure.
- Advising on the presence of culturally, economically, and politically significant assets and resources within the objective area.

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*Note:* JP 3-26 and ADRP 3-05 provide more information on counterterrorism.

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## CIVIL-MILITARY ENGAGEMENT

4-58. CME is USSOCOM's contribution, and part of DOD's strategy, to building partner nation capacity in a preventive, population-centric, and indirect approach to enhance the capability, capacity, and legitimacy of partnered indigenous governments. CME is persistent engagement conducted by, with, and through unified action partners to shape and influence the IPI within the OE in support of the GCC's campaign plans, the TSOC's campaign support plan, and in conjunction with U.S. Embassy strategies. The CME program increases the capability of USG-supported IPI, reduces the influence of malign actors within targeted countries and regions, and leverages civil vulnerabilities and resiliencies within the OE.

4-59. CME identifies and addresses critical civil strengths and vulnerabilities in undergoverned and ungoverned areas or high-threat environments where HN authorities, the country team, or USAID cannot operate. These objectives are accomplished through the conduct of CAO during the execution of the following CME program key tasks:

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

4-60. CAO support to CME can include—

- Gaining civil information through CR, CE, and CIM to develop the civil component in order to increase the situational awareness of USSOCOM, the GCC or TSOC, the U.S. Country Team, and the USG.
- Providing an understanding of key areas and populations and enabling future operations planning through the CIM process.
- Providing civil component analysis and evaluation to planning processes, to include region- or country-specific plans to support TSOC operational efforts and to protect—
  - The populace.
  - Critical assets.
  - Infrastructure.
- Identifying critical and relevant nodes, through CIM as part of CAO, for partnering with friendly networks to engage neutral networks in order to counter threat networks.
- Identifying opportunities to provide SCA, through reachback to functional specialist capability, to bolster HN government capability or capacity.
- Developing, planning, and executing projects that address the humanitarian needs of the populace.
- Conducting activities with and through IPI, USG partners, international organizations, NGOs, private entities, or international military partners, which enhance HN sovereignty and self-sufficiency, deny support to threat networks, and bolster stability.
- Planning and conducting CA tactical tasks as part of the preparation of the environment plan.
- Gaining a better understanding of the OE, enhancing SOF partner capacity building programs, gaining operational access and influence in areas with restricted access, and executing programs that build credibility and enhance legitimacy and the influence of the indigenous governments on relevant (for example, contested, at-risk, relevant) populations.

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*Note:* USSOCOM Directive 528-38, JP 3-57, and ATP 3-57.80 provide additional information on CME.

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## MILITARY INFORMATION SUPPORT OPERATIONS

4-61. MISO are designed to develop and convey messages and devise actions to influence select foreign groups and promote themes to change those groups' attitudes and behaviors. As MISO are often directed toward the civil populace, CAO and MISO can be mutually supporting capabilities. PSYOP forces can increase the effectiveness of CAO through the influence of target populations. MISO can also exploit the

psychological effects of CAO conducted to achieve one objective in order to influence populations for other purposes. CAO can support MISO by reinforcing the credibility of influential messages. CAO provide access to populations for the delivery of messages during FID, UW, humanitarian, health-related, or similar activities that can increase receptiveness by the population. CAO support to MISO can include—

- Providing more accurate analysis about the OE through mutual sharing of civil information.
- Representing CA concerns in MISO activities.
- Coordinating with PSYOP elements to ensure a uniformity of messages.
- Coordinating projects in support of MISO plans.

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*Note:* JP 3-13, FM 3-18, FM 3-53, and ATP 3-53.1 provide additional information on MISO.

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## **COUNTERING WEAPONS OF MASS DESTRUCTION**

4-62. SOF support USG efforts to curtail the development, possession, proliferation, use, and effects of weapons of mass destruction, related expertise, materials, technologies, and means of delivery by state and nonstate actors. USSOCOM supports GCCs through technical expertise, materiel, and special teams to complement other combatant command teams that locate, tag, and track weapons of mass destruction.

4-63. The CA contribution to countering weapons of mass destruction is CAO. Civil Affairs operations support the USG strategic approach and lines of effort to prevent acquisition, contain or reduce threats, and provide information to understand weapons of mass destruction pathways, as well as partner nation capabilities to respond to weapons of mass destruction events. These efforts promote weapons of mass destruction and chemical, biological, radiological, and nuclear threat awareness; improve military interoperability; enhance military and civilian preparedness and deterrence; and in some cases facilitate security of dual-use and chemical, biological, radiological, and nuclear materials.

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*Note:* JP 3-40, JP 3-05, and ADRP 3-05 provide additional information on countering weapons of mass destruction.

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## Appendix A

# Civil Affairs Graphic Control Measures

This appendix shows a variety of symbols and graphic control measures related to CA and CA tactical mission tasks. The appendix does not attempt to produce all conceivable combinations for CA symbols or control measures, but rather, it shows several examples of each type as a starting point.

### OVERVIEW

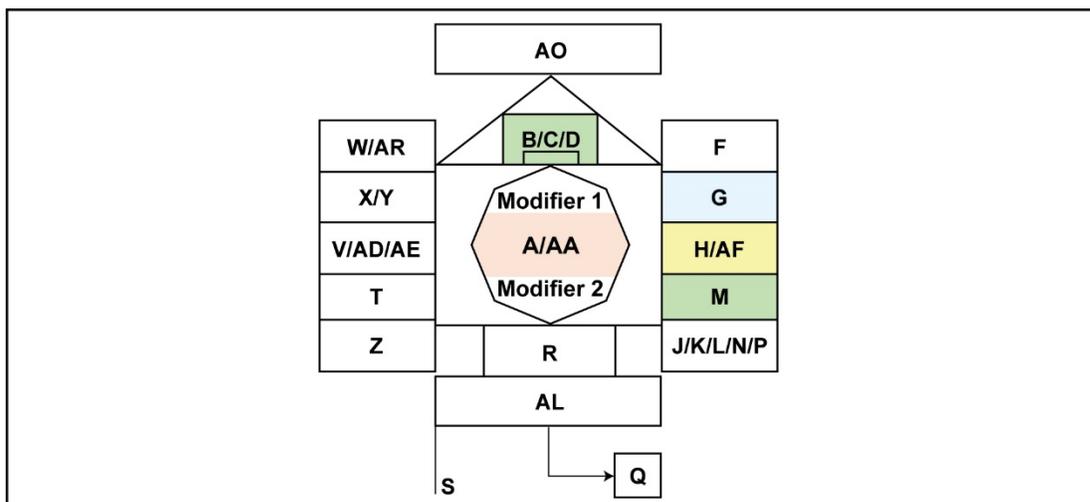
A-1. A military symbol is a graphic representation of a unit, equipment, installation, activity, control measure, or tactical task relevant to military operations that is used for planning or to represent the COP on a map or overlay. Military symbols are governed by the rules in MIL-STD-2525D. Chapters 4–7 of ADRP 1-02 also provide an extensive number of icons and modifiers for building a variety of framed symbols.

### MODIFIERS FOR FRAMED SYMBOLS

A-2. A modifier provides an abstract pictorial or alphanumeric representation displayed inside the framed symbol in conjunction with a main icon. It provides information about the icon (unit, equipment, installation, or activity) being displayed. Sector 1 modifiers or modifier placed above the main icon shows a specific function that the unit is organized and equipped to perform. Sector 2 modifiers or modifier placed below the main icon reflect the mobility, size, range, or altitude of unit equipment, or an additional capability of the unit.

### AMPLIFIERS FOR FRAMED SYMBOLS

A-3. An amplifier provides additional information about the symbol being shown and is displayed outside the frame. To avoid cluttering the display, only essential amplifier fields should be used. The amplifier location in the figure below have changed from previous editions of ADRP 1-02. The locations also vary from MIL-STD-2525D. The purpose of Figure A-1 and Table A-1, pages A-2 through A-5, is to standardize the field locations of additional information.



**Figure A-1. Amplifier locations**

Table A-1. Description of amplifier fields

Field	Field Title	Description	Format
A	Basic branch or function icon	The innermost part of a symbol that represents a joint military object.	
B	Echelon	A graphic amplifier in a unit symbol that identifies command level. (ADRP 1-02: table 4-7, page 4-27)	
C	Quantity	A text amplifier in an equipment symbol that identifies the number of items present.	
D	Task force indicator	A graphic amplifier that identifies a unit or an activities symbol as a task force. (ADRP 1-02: table 4-8, page 4-29)	
F	Attached and detached (reinforced or reduced)	Indicates that one or more sub-elements of a similar function have been attached or detached to a headquarters. (ADRP 1-02: table 4-9, page 4-30)	
G	Staff comments	A text amplifier for units, equipment and installations; content is implementation specific.	
H	Additional information	<p>A unique alphanumeric designation that identifies the unit being displayed.</p> <p>Note: When showing unique alphanumeric designations for combat arms regimental units (air defense artillery, armor, aviation, cavalry, field artillery, infantry, and special forces) the following rules apply:</p> <ul style="list-style-type: none"> <li>No regimental headquarters: A dash (-) will be used between the battalion and the regimental designation where there is no regimental headquarters. (Example: A/6-37 for A Battery, 6th Battalion, 37th Field Artillery)</li> <li>Regimental headquarters: A slash (/) will be used between the battalion and the regimental designation where there is a regimental headquarters of an active operational unit to show continuity of the units. (Example: F/2/11 for F Troop, 2d Squadron/ 11th Armored Cavalry Regiment)</li> </ul>	

Table A-1. Description of amplifier fields (continued)

Field	Field Title	Description	Format
J1	Evaluation rating	<p>A text amplifier for units, equipment and installations that consists of a single-letter reliability rating and a single digit credibility rating:</p> <p>Reliability Ratings:</p> <ul style="list-style-type: none"> <li>• A—completely reliable</li> <li>• B—usually reliable</li> <li>• C—fairly reliable</li> <li>• D—not usually reliable</li> <li>• E—unreliable</li> <li>• F—reliability cannot be judged</li> </ul> <p>Credibility Ratings:</p> <ul style="list-style-type: none"> <li>• 1—confirmed by other sources</li> <li>• 2—probably true</li> <li>• 3—possibly true</li> <li>• 4—doubtfully true</li> <li>• 5—improbable</li> <li>• 6—truth cannot be judged</li> </ul>	
K	Combat effectiveness	<p>A text amplifier for units and installations that indicates effectiveness. The entries are—</p> <ul style="list-style-type: none"> <li>• Fully operational.</li> <li>• Substantially operational.</li> <li>• Marginally operational.</li> <li>• Not operational.</li> <li>• Unknown.</li> </ul>	
L	Signature equipment	A text amplifier for hostile equipment; "I" indicates detectable electronic signatures.	
M	Higher formation	A text amplifier for units that indicates number or title of higher echelon command (corps are designated by Roman numerals).	
N	Hostile (enemy)	A text amplifier for equipment; letters "ENY" denote hostile symbols.	
P	Identification, friend, or foe Selective identification feature	<p>A text amplifier displaying one or more identification, friend or foe or selective identification feature identification modes and codes.</p> <p>Display priority: Mode 5, Mode S, Mode 4, Mode 2, Mode 3.</p>	
Q	Direction of movement indicator	A graphic amplifier for units, equipment that identifies the direction of movement or intended movement of an object.	
R	Mobility indicator	<p>A graphic amplifier for equipment that depicts the mobility of an object</p> <p>(ADRP 1-02: figure 5-1, page 5-13, and table 5-3, page 5-12)</p>	
S	Headquarters staff indicator	<p>A graphic amplifier for units, installations and stability operations that identifies them as a headquarters.</p> <p>(ADRP 1-02: table 4-7, page 4-27)</p>	

Table A-1. Description of amplifier fields (continued)

Field	Field Title	Description	Format
S	Headquarters staff indicator	A graphic amplifier for units, installations and stability operations that identifies them as a headquarters. (ADRP 1-02: table 4-7, page 4-27)	
S2	Offset location indicator	A graphic amplifier used to indicate the offset or precise location of a single point symbol. (ADRP 1-02: table 4-7, page 4-27)	
T	Unique designation (track number)	A text amplifier for units, equipment and installations that uniquely identifies a particular symbol or track number.	Prefix = TN:##### <b>Example:</b> TN:13579
V	Type	A text amplifier for equipment that indicates types of equipment.	
W2	Date-time group	An alphanumeric designator for displaying a date-time group (DDHHMMSSZMONYYYY) or "O/O" for on order. The date-time group is composed of a group of six numeric digits with a time zone suffix and the standardized three-letter abbreviation for the month followed by four digits representing the year. The first pair of digits represents the day; the second pair, the hour; the third pair, the minutes. For automated systems, two digits may be added before the time zone suffix and after the minutes to designate seconds.	
X	Altitude or depth	A text amplifier for units, equipment and installations that displays either altitude, flight level, depth for submerged objects, or height of equipment or structures on the ground.	Measurement units shall be displayed within the string <b>Examples:</b> 1500MSL FL150
Y	Location	A text amplifier for units, equipment and installations that displays a symbol's location in degrees, minutes and decimal minutes (or in military grid reference system, global area reference system, or other applicable display formats).	3317.0921N 04412.6332E  38SMB26490831 45
Z	Speed	A text amplifier for units and equipment that displays velocity.	
AA	Special headquarters	A text modifier for units; indicator is contained inside the frame. A named command such as Supreme Headquarters Allied Powers, Europe, United States Pacific Command, United States Central Command, and joint, multinational, or coalition commands such as combined joint task forces or joint task forces.	
AD	Platform type	Electronic intelligence notation or communications intelligence notation.	
AE	Common identifier	Example: "Hawk" for Hawk surface-to-air missile system.	

**Table A-1. Description of amplifier fields (continued)**

Field	Field Title	Description	Format
AL	Operational condition	A graphic amplifier for equipment or installations that indicates operational condition or capacity.	Operational Condition amplifier, if used, shall be comprised of only one color. <b>Example:</b> Aircraft: Red–damaged, Green–fully capable <b>Example:</b> Missile: Red–imminent threat, Green–no threat
AO	Engagement bar	A graphic amplifier placed immediately atop the symbol. May denote— (1) local or remote status; (2) engagement status; and (3) weapon type.	A:BBC-CC, where A = remote/local BBB = engagement status CC = weapon asset
AR	Special designator	Special track designators such as non-real time and tactically significant tracks are denoted here.	

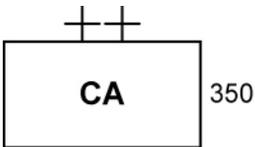
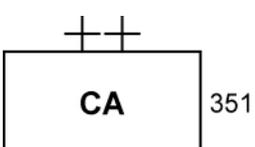
### CIVIL AFFAIRS UNIT OR ELEMENT SYMBOLS

A-4. The symbols in the tables that follow portray the different types of CA units and elements. These tables also depict how to use modifiers and amplifiers, affording the opportunity to show additional information about the main icon.

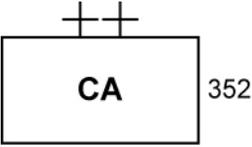
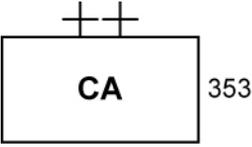
#### CIVIL AFFAIRS COMMANDS

A-5. Table A-2, pages A-5 and A-6, shows the framed symbol for a CACOM. The symbol is comprised of the main icon CA inside the frame, reflecting the main function of the symbol. In addition to the main icon, there is the echelon amplifier for command above the frame and the unique alphanumeric unit designation amplifier for the unit on the right side of the frame.

**Table A-2. Civil Affairs command framed symbols**

	350th Civil Affairs Command (CACOM)	Basic framed symbol for a CACOM with the echelon amplifier for command and the unique alphanumeric unit designation amplifier outside the frame.
	351st Civil Affairs Command	

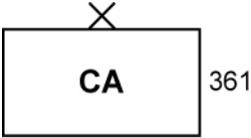
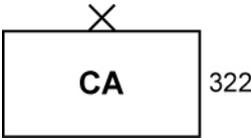
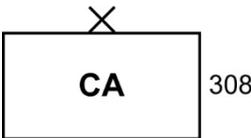
**Table A-2. Civil Affairs command framed symbols (continued)**

	<p>352d Civil Affairs Command</p>	<p>Basic framed symbol for a CACOM with the echelon amplifier for command and the unique alphanumeric unit designation amplifier outside the frame.</p>
	<p>353d Civil Affairs Command</p>	

**CIVIL AFFAIRS BRIGADES**

A-6. Table A-3 shows the framed symbol for CA brigades. The basic CA brigade symbol is comprised of the main icon for CA inside the framed symbol. Each symbol also has the brigade echelon amplifier centered above and outside the frame and unique alphanumeric unit designation amplifiers outside the right edge of the frame.

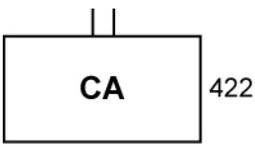
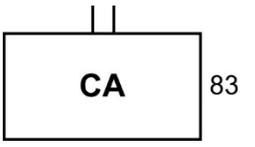
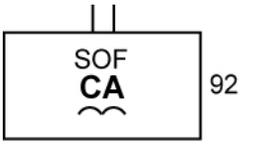
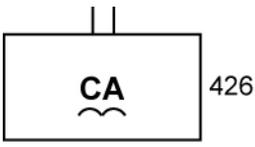
**Table A-3. Civil Affairs brigade framed symbols**

	<p>361st Civil Affairs Brigade</p>	<p>Basic framed symbol for a CA brigade with the echelon amplifier for brigade and the unique alphanumeric unit designation amplifier outside the frame.</p>
	<p>322d Civil Affairs Brigade</p>	
	<p>308th Civil Affairs Brigade</p>	
	<p>95th Civil Affairs Brigade (Airborne)</p>	<p>The same symbol for a CA brigade with the addition of the SOF modifier in the sector 1 location and airborne modifier in the sector 2 location.</p>

**CIVIL AFFAIRS BATTALIONS**

A-7. Table A-4, page A-7, shows the framed symbol for CA battalions. The basic CA battalion symbol is comprised of the main icon for CA inside the framed symbol. Each symbol also has the echelon for brigade centered above and outside the frame and the unique alphanumeric unit designation amplifiers outside the right edge of the frame.

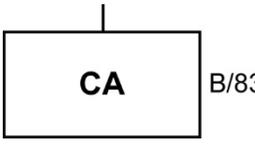
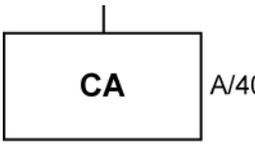
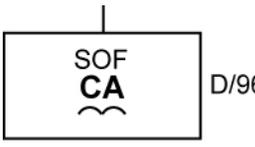
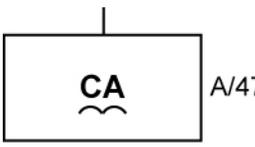
**Table A-4. Civil Affairs battalion framed symbols**

	422d Civil Affairs Battalion	Basic framed symbol for a CA battalion with the echelon and the unique alphanumeric unit designation amplifier.
	83d Civil Affairs Battalion	
	92d Civil Affairs Battalion (Airborne)	The same symbol for a CA battalion with the addition of the SOF modifier in the sector 1 location and airborne modifier in the sector 2 location.
	426th Civil Affairs Battalion (Airborne)	The same symbol for a CA battalion with the addition of the airborne modifier in the sector 2 location.

**Civil Affairs Company**

A-8. Table A-5 shows the framed symbol for CA companies. The symbol is comprised of the main icon for CA inside the framed symbol. Each symbol has the echelon amplifier for company centered above and outside the frame and the unique alphanumeric unit designation amplifiers outside the right edge of the frame.

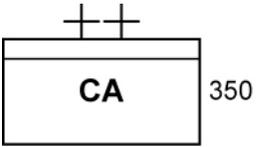
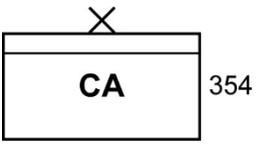
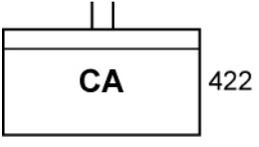
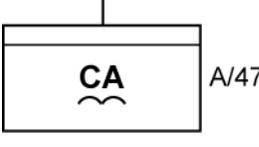
**Table A-5. Civil Affairs company framed symbols**

	B Company, 83d Civil Affairs Battalion	Basic framed symbol for a CA company with the echelon and the unique alphanumeric unit designation amplifier.
	A Company, 402d Civil Affairs Battalion	
	D Company 96th Civil Affairs Battalion (Airborne)	The same symbol for a CA company with the addition of the SOF modifier in the sector 1 location and the airborne modifier in the sector 2 location.
	A Company, 478th Civil Affairs Battalion (Airborne)	The same symbol for a CA company with the addition of the airborne modifier in the sector 2 location.

**Civil Affairs Command, Brigade, Battalion, and Company Headquarters**

A-9. Every echelon from CACOM through CA company has a headquarters or headquarters element. In Table A-6, a horizontal line across the sector 1 modifier field, inside the framed symbol, depicts the headquarters or headquarters element. The remainder of the symbol is the same as in the preceding tables.

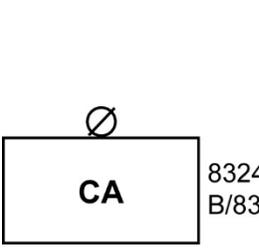
**Table A-6. Symbols for headquarters elements**

	<p>Headquarters, 350th Civil Affairs Command</p>	<p>Basic framed symbol for a CA command with the addition of the headquarters element modifier in the sector 1 position.</p>
	<p>Headquarters, 354th Civil Affairs Brigade</p>	<p>Basic framed symbol for a CA brigade with the addition of the headquarters element modifier in the sector 1 position.</p>
	<p>Headquarters, 422d Civil Affairs Battalion</p>	<p>Basic framed symbol for a CA battalion with the addition of the headquarters element modifier in the sector 1 position.</p>
	<p>Headquarters, A Company, 478th Civil Affairs Battalion (Airborne)</p>	<p>Basic framed symbol for a CA company with the addition of the headquarters element modifier in the sector position and the airborne modifier in the sector 2.</p>

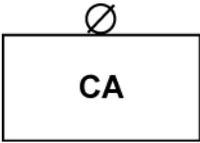
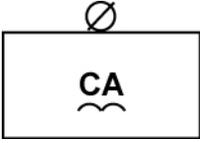
**Civil Affairs Teams**

A-10. Table A-7, pages A-8 and A-9, shows the framed symbol for CATs. The basic CAT symbol is comprised of the main icon for CA inside the framed symbol. Each CAT symbol has the echelon amplifier for team centered above and outside the frame and the unique alphanumeric unit designation amplifiers outside the right edge of the frame. Active Component SOF CA teams use 3 digit identifiers, and Active Component conventional CA teams use 4 digit identifiers. Reserve Component conventional CA teams do not have a standardized team numbering convention.

**Table A-7. Civil Affairs team framed symbols**

	<p>CAT 8224, B Company, 83d Civil Affairs Battalion</p>	<p>Basic framed symbol for a Civil Affairs team (CAT) with the echelon amplifier for team and the unique alphanumeric unit designation amplifier. The first two numbers in the CAT naming convention are for the battalion, in this example the 83d. The next number is for the company (example: A Co-1, B Co-2, C Co-3, and so on). The final number is the team within the company.</p>
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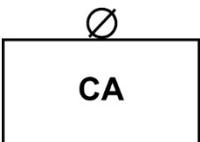
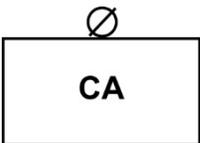
**Table A-7. Civil Affairs team framed symbols (continued)**

 <p>----- B/414</p>	<p>CAT -----, B Company, 414th Civil Affairs Battalion</p>	<p>Basic framed symbol for a CAT with the echelon amplifier for team and the unique alphanumeric unit designation amplifier. A team naming convention for U.S. Army CA and Psychological Operations Command (USACAPOC) does not exist.</p>
 <p>642 D/96</p>	<p>CAT 642, D Company, 96th Civil Affairs Battalion (Airborne)</p>	<p>Basic framed symbol for a CAT with the echelon amplifier for team and the unique alphanumeric unit designation amplifier. The first two numbers in the CAT naming convention are for the battalion, in this example the number 6 for the 96th. The next number is for the company (example: A Co -1, B Co-2, C Co- 3, Co-4, and so on). The final number is the team within the company. In addition, the modifier 1, SOF, and the modifier 2, airborne, are included.</p>
 <p>----- C/416</p>	<p>CAT -----, C Company, 416th Civil Affairs Battalion (Airborne)</p>	<p>Basic framed symbol for a CAT with the echelon amplifier for team and the unique alphanumeric unit designation amplifier. A team naming convention for USACAPOC does not exist. In addition, the modifier airborne is included in sector 2.</p>

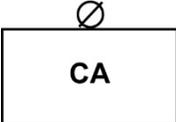
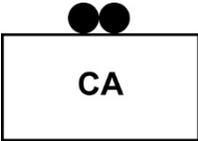
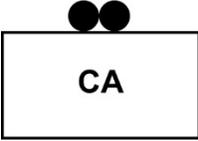
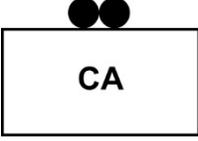
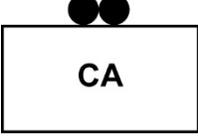
**Civil Affairs Elements**

A-11. Table A-8, pages A-9 through A-11, demonstrates the building of symbols for all levels of CAPTs, CMOCs, and CLTs. The symbol is comprised of the main icon for CA inside the framed symbol. The echelon of each element is shown as an amplifier centered above on the outside of the framed symbol. The level of where these elements are from can only be depicted with the unique alphanumeric unit designation amplifiers on the right edge outside the frame.

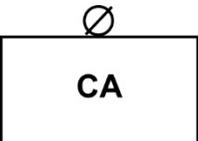
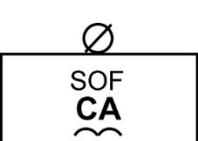
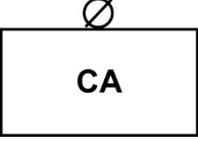
**Table A-8. Civil Affairs elements**

 <p>CAPT 351 CACOM</p>	<p>351st Civil Affairs Command, Civil Affairs planning team (CAPT)</p>	<p>Framed symbol for a CAPT is comprised of the main icon for CA with the echelon amplifier for team and the unique alphanumeric unit designation amplifier. (This is the only way to show the level of the CAPT.)</p>
 <p>CAPT 308 CA BDE</p>	<p>308th Civil Affairs Brigade, CAPT</p>	<p>Framed symbol for a CAPT is comprised of the main icon for CA with the echelon amplifier for team and the unique alphanumeric unit designation amplifier. (This is the only way to show the level of the CAPT.)</p>

**Table A-8. Civil Affairs elements (continued)**

 <p>CAPT 92 CA BN</p>	<p>92d Civil Affairs Battalion (Airborne), CAPT</p>	<p>Framed symbol for a CAPT is comprised of the main icon for CA with the echelon amplifier for team and the unique alphanumeric unit designation amplifier. (This is the only way to show the level of the CAPT.) In addition, the modifier SOF is included in sector 1 and the airborne modifier in sector 2.</p>
 <p>CAPT 97 CA BN</p>	<p>97th Civil Affairs Battalion (Airborne), CAPT FWD</p>	<p>Framed symbol for a CAPT is comprised of the main icon for CA with the echelon amplifier for team and the unique alphanumeric unit designation amplifier. (This is the only way to show the level of the CAPT.) In addition, the modifier FWD is included in sector 1 and the airborne modifier in sector 2.</p>
 <p>T-CAPT USAEUR</p>	<p>United States Army Europe Theater-CAPT</p>	<p>Framed symbol for a T-CAPT is comprised of the main icon for CA with the echelon amplifier for team and the unique alphanumeric unit designation amplifier for the unit.</p>
 <p>CMOC 353 CACOM</p>	<p>353d Civil Affairs Command, Civil-Military Operations Center (CMOC)</p>	<p>Framed symbol for a CMOC is comprised of the main icon for CA with the echelon amplifier for section and the unique alphanumeric unit designation amplifier. (This is the only way to show the level of the CMOC.)</p>
 <p>CMOC 308 CA BDE</p>	<p>308th Civil Affairs Brigade, CMOC</p>	<p>Framed symbol for a CMOC is comprised of the main icon for CA with the echelon amplifier for section and the unique alphanumeric unit designation amplifier. (This is the only way to show the level of the CMOC.)</p>
 <p>CMOC 415 CA BN</p>	<p>415th Civil Affairs Battalion, CMOC</p>	<p>Framed symbol for a CMOC is comprised of the main icon for CA with the echelon amplifier for section and the unique alphanumeric unit designation amplifier. (This is the only way to show the level of the CMOC.)</p>
 <p>CMOC B/83 BN</p>	<p>B Company, 83d Civil Affairs Battalion, CMOC</p>	<p>Framed symbol for a CMOC is comprised of the main icon for CA with the echelon amplifier for section and the unique alphanumeric unit designation amplifier. (This is the only way to show the level of the CMOC.)</p>

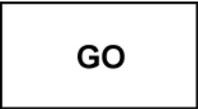
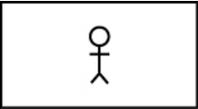
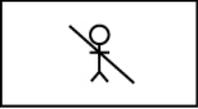
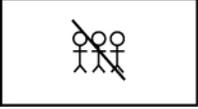
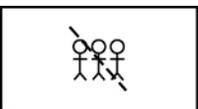
**Table A-8. Civil Affairs elements (continued)**

 <p>CMSE C/92 BN</p>	<p>Civil-Military Support Element (CMSE), C Company, 92d Civil Affairs Battalion (Airborne)</p>	<p>Framed symbol for a CMSE is comprised of the main icon for CA with the echelon amplifier for section and the unique alphanumeric unit designation amplifier. In addition, the modifier SOF in sector 1 and modifier airborne in sector 2 are included.</p>
 <p>CLT 350 CACOM</p>	<p>350th Civil Affairs Command, Civil Liaison Team (CLT)</p>	<p>Framed symbol for a CLT is comprised of the main icon for CA with the echelon amplifier for team and the unique alphanumeric unit designation amplifier. (This is the only way to show the level of the CLT.)</p>
 <p>CLT 95 CA BDE</p>	<p>95th Civil Affairs Brigade (Airborne), CLT</p>	<p>Framed symbol for a CLT is comprised of the main icon for CA with the echelon amplifier for team and the unique alphanumeric unit designation amplifier. (This is the only way to show the level of the CLT.) In addition, the modifiers for SOF in sector 1 and airborne in sector 2 are included.</p>
 <p>CLT 492 CA BN</p>	<p>492d Civil Affairs Battalion, CLT</p>	<p>Framed symbol for a CLT is comprised of the main icon for CA with the echelon amplifier for team and the unique alphanumeric unit designation amplifier. (This is the only way to show the level of the CLT.)</p>
 <p>CMAG 95 CA BDE</p>	<p>95th Civil Affairs Brigade (Airborne), Civil-Military Advisory Group</p>	<p>Framed symbol for a Civil-Military Advisory Group is comprised of the main icon for CA with the echelon amplifier for section and the unique alphanumeric designation amplifier for the 95th. In addition, the modifier SOF in sector 1 and the airborne modifier in sector 2 are included.</p>

**Main Icons for Organizations and Individuals**

A-12. The military has a much larger role beyond fighting wars. The symbols in Table A-9, page A-12, are a recognition that military forces are often engaged in stability activities and support to civil authorities across the world. Table A-9 shows individual and organization symbols that represent civilians; however, these symbols do not have prescribed structures. The organization symbols can reflect civic, ethnic, religious, social, or other groups. For the purposes of this appendix, the majority of the framed symbols below are in the friendly standard identity frame. For a more comprehensive list of symbols for units, individuals, and organizations, refer to ADRP 1-02, Chapter 4, or MIL-STD 2525D.

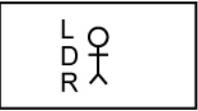
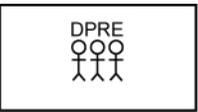
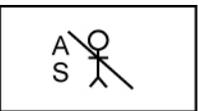
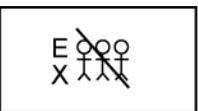
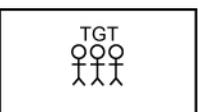
**Table A-9. Organizations and individuals**

	Governmental organization	Framed symbol for a governmental organization comprises of the main icon for a governmental organization.
	Nongovernmental organization	Framed symbol for a nongovernmental organization comprises of the main icon for a nongovernmental organization
	Unspecified individual	Framed symbol comprises of the symbol for unspecified individual.
	Unspecified organization	Framed symbol comprises of the symbol for unspecified organization.
	Criminal activities victim	Framed symbol comprises of the symbol for unspecified individual with the modifier for victim.
	Criminal activities victims	Framed symbol comprises of the symbol for unspecified organization with the modifier for victim.
	Attempted criminal activities victim	Framed symbol comprises of the symbol for unspecified individual with a modifier for attempted crime.
	Attempted criminal activities victims	Framed symbol comprises of the symbol for unspecified organization with a modifier for attempted crime.

**Modifiers for civilian individual and organizations**

A-13. Table A-10, page A-13, shows modifiers that reflect the function of civilian individuals or organizations.

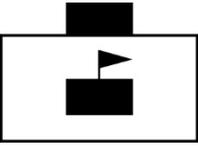
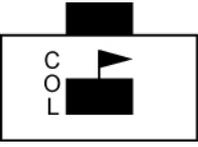
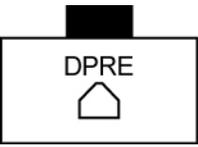
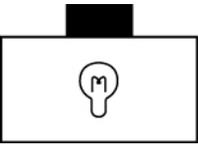
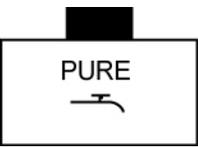
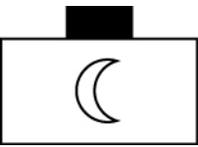
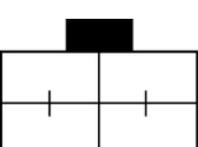
**Table A-10. Modifiers for individuals and organizations**

	Leader	The modifiers in this section are used to add more detail to the main icons, giving the user a way to provide additional information.
	Displaced person, refugees, and evacuees	The modifiers in this section are used to add more detail to the main icons, giving the user a way to provide additional information.
	Assassination victim	The modifiers in this section are used to add more detail to the main icons, giving the user a way to provide additional information.
	Execution victims	The modifiers in this section are used to add more detail to the main icons, giving the user a way to provide additional information.
	Targeted group or organization	The modifiers in this section are used to add more detail to the main icons, giving the user a way to provide additional information.
	Terrorist	The modifiers in this section are used to add more detail to the main icons, giving the user a way to provide additional information.
	Terrorist group or organization	The modifiers in this section are used to add more detail to the main icons, giving the user a way to provide additional information.

**Civilian installations**

A-14. Installations are sites that vary from permanent to temporary structures. Icons in the main sector represent the main function of the symbol. Sector 1 modifiers reflect specific capabilities of the installation. For the purposes of this appendix, the majority of the framed symbols below are in the friendly standard identity frame. Table A-11, pages A-14 and A-15, shows common examples of civil installations.

**Table A-11. Civilian installations**

	<p>School or educational institution</p>	<p>Framed symbol for a school or educational facility comprises of the main icon for school, along with the filled in rectangle in the echelon amplifier location representing an installation.</p>
	<p>College or university</p>	<p>Framed symbol for a school or educational facility comprises of the main icon for school, along with the filled in rectangle in the echelon amplifier location representing an installation. The symbol also has a sector 1 modifier for college or university.</p>
	<p>Economic installation</p>	<p>Framed symbol for an economic installation (bank, tax office, and so on) comprises of the main icon for economic, along with the filled in rectangle in the echelon amplifier location representing an installation.</p>
	<p>Displaced persons, refugees and evacuees (DPRE) tented camp</p>	<p>Framed symbol for a DPRE camp comprises of the main icon for tented camp, along with the filled in rectangle in the echelon amplifier location representing an installation. The symbol has a sector 1 modifier for DPRE.</p>
	<p>Electric power plant</p>	<p>Framed symbol for an electric power plant comprises of the main icon for electricity, along with the filled in rectangle in the echelon amplifier location representing an installation.</p>
	<p>Water treatment (purification)</p>	<p>Framed symbol for a water treatment facility comprises of the main icon for water, along with the filled in rectangle in the echelon amplifier location representing an installation. The symbol also has a sector 1 modifier for purification.</p>
	<p>Food</p>	<p>Framed symbol for a food distribution center comprises of the main icon for food, along with the filled in rectangle in the echelon amplifier location representing an installation.</p>
	<p>Medical treatment facility</p>	<p>Framed symbol for a medical treatment facility comprises of the main icon for medical, along with the filled in rectangle in the echelon amplifier location representing an installation. The symbol also has modifiers for medical treatment facility.</p>

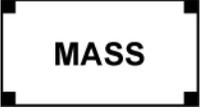
**Table A-11. Civilian installations (continued)**

	<p>Safe house</p>	<p>Framed symbol for a safe house comprises of the main icon for a safe house, along with the filled in rectangle in the echelon amplifier location representing an installation.</p>
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**Civilian activities**

A-15. Activity symbols are applicable across a range of military operations, but they normally focus on stability activities and DSCA activities. These activities may affect military operations. Icons in the main sector reflect the main function of the symbol. Many of these icons can also be found in the Units, Individuals, and Organizations, Chapter 4; and Installations, Chapter 6, of ADRP 1-02. A more extensive list of icons and modifiers for activities is located in Chapter 7 of ADRP 1-02. Table A-12, pages A-15 and A-16, shows common examples of civilian activities.

**Table A-12. Civilian activities**

	<p>Election, voting, or polling place</p>	<p>Symbol used to designate a specific activity on both overlays or in civil information management products.</p>
	<p>Demonstration</p>	<p>Symbol used to designate a specific activity on both overlays or in civil information management products.</p>
	<p>Meeting</p>	<p>Symbol used to designate a specific activity on both overlays or in civil information management products.</p>
	<p>Black market</p>	<p>Symbol used to designate a specific activity on both overlays or in civil information management products.</p>
	<p>Type of killing/murder</p>	<p>Symbol used to designate a specific activity on both overlays or in civil information management products.</p>
	<p>Type of killing/assassination</p>	<p>Symbol used to designate a specific activity on both overlays or in civil information management products.</p>

**Table A-12. Civilian activities (continued)**

	Type of killing/execution	Symbol used to designate a specific activity on both overlays or in civil information management products.
	Riot	Symbol used to designate a specific activity on both overlays or in civil information management products.

## CIVIL AFFAIRS GRAPHICS CONTROL MEASURES

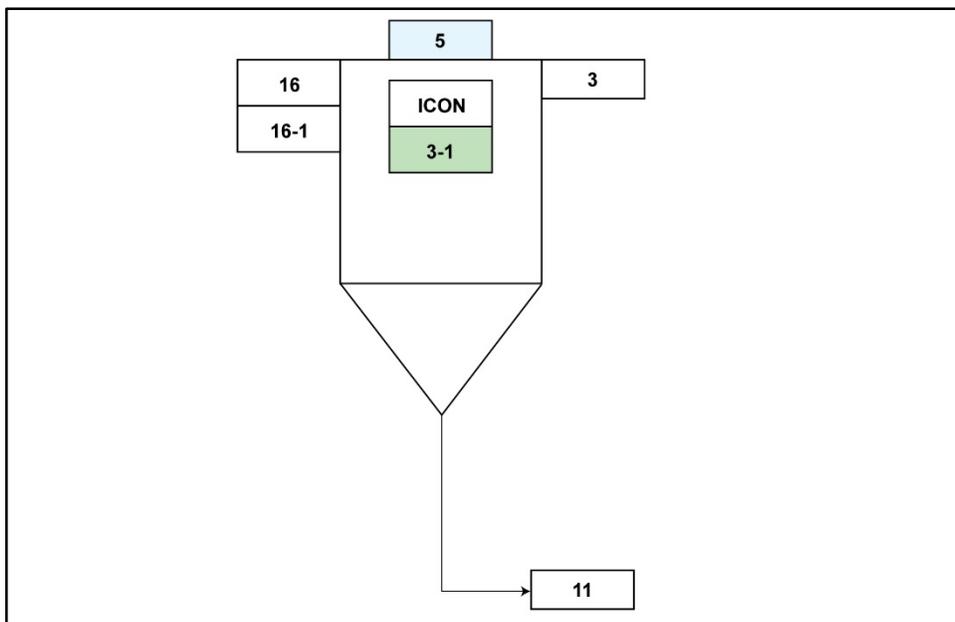
A-16. A graphic control measure is a graphic used on a map or overlay to regulate forces and warfighting functions. Control measure symbols generally fall into one of three categories: points, lines, and areas. These symbols can be combined with other military symbols, icons, and amplifiers to display operational information. The only modifiers that are used for graphic control measures are chemical, biological, radiological, and nuclear events and contaminated areas. Table A-13 and Figures A-2 and A-3, pages A-16 and A-17, show the description of control measure symbol amplifier fields and the standardized placements.

**Table A-13. Description of control measure symbol amplifier fields**

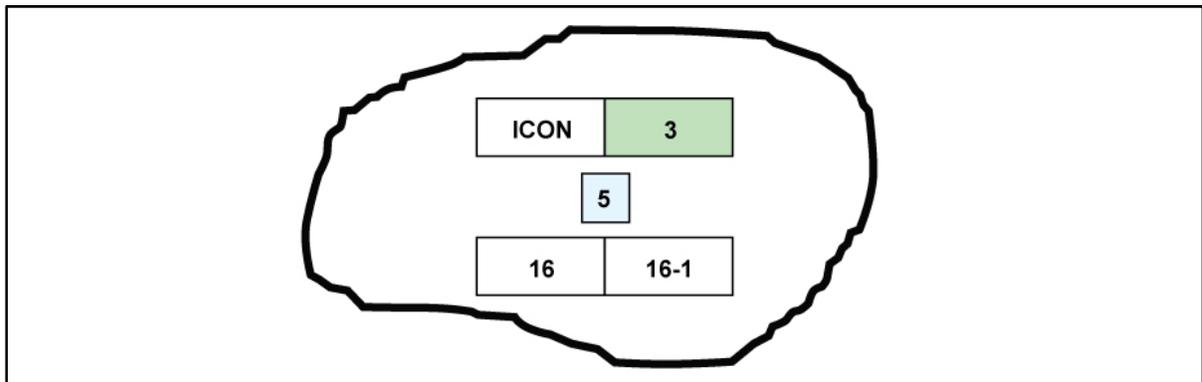
Field	Description
2	An accepted code that shows the <b>country indicator</b> .
3/3-1	A <b>unique alphanumeric designation</b> that identifies the unit being displayed. <b>Note:</b> When showing unique alphanumeric designations for combat arms regimental units (air defense artillery, armor, aviation, cavalry, field artillery, infantry, and special forces) the following rules apply: <b>No regimental headquarters:</b> A dash (-) will be used between the battalion and the regimental designation where there is no regimental headquarters. (Example: A/6-37 for A Battery, 6th Battalion, 37th Field Artillery) <b>Regimental headquarters:</b> A slash (/) will be used between the battalion and the regimental designation where there is a regimental headquarters of an active operational unit to show continuity of the units. (Example: F/2/11 for F Troop, 2d Squadron/11th Armored Cavalry Regiment) An <b>operational name/designation</b> given to a control measure to clearly identify it. For targets, this is a <b>target number</b> as described in Appendix H of ATP 3-60. The target number is comprised of six alphanumeric characters of two letters followed by four numbers (for example, AB1234).
5	Free text <b>staff comments</b> for information required by the commander.
6	<b>Echelon</b> indicator of the symbol.
7	<b>Quantity</b> that identifies the number of items present. For a nuclear event, identifies the actual or estimated <b>size of the nuclear weapon</b> used in kilotons (KT) or megatons (MT).
11	The <b>direction of movement arrow</b> indicates the direction the symbol is moving or will move. For chemical, biological, radiological and nuclear events, the direction of movement arrow indicates <b>downwind direction</b> . The <b>offset location indicator</b> without the arrow is used to denote precise location of units or to declutter multiple unit locations, except for headquarters.

**Table A-13. Description of control measure symbol amplifier fields (continued)**

Field	Description
15	Denotes <b>enemy</b> symbol. The letters “ENY” are used when the color red is not an option.
16	An alphanumeric designator for displaying a <b>date-time group</b> (for example, DDHHMMSSZMONYYYY) or “O/O” for on order.
16-1	Used with 16 for displaying a <b>date-time group</b> for a from–to specified time period.
17	Identifies unique designation for <b>type of equipment</b> .
18	Denotes the <b>location</b> in latitude and longitude or grid coordinates.
19	Denotes the <b>altitude</b> .
20/20-1	Denotes the <b>range</b> .
21/21-1	Denotes the <b>azimuth</b> .
22	Denotes the <b>width</b> .



**Figure A-2. Standard point template**



**Figure A-3. Standard area template**

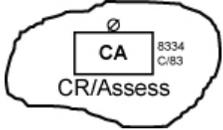
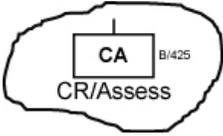
### CIVIL AFFAIRS TACTICAL MISSION TASKS

A-17. A tactical mission task is a specific activity performed by a unit while executing a tactical operation. Tactical task symbols are used in course of action sketches, synchronization matrixes, and maneuver sketches. The following tables show examples of how CR and CE can be displayed using standard framed symbols in conjunction with control measure symbols. Chapter 9 of ADRP 1-02 further discusses symbols for tactical mission tasks.

#### Civil Reconnaissance

A-18. Table A-14, pages A-18 and A-19, portrays examples of how CR can be displayed on a maneuver or course of action sketch. The control measure symbols use the standard point and area symbols combined with the CA main icon, unique unit designation, echelon, and free text amplifiers.

**Table A-14. Civil reconnaissance symbols**

	<p>CAT 123 conducts civil reconnaissance at a specific point (grid coordinate/specific location) to assess for a specified reason.</p>	<p>The point civil reconnaissance symbol is comprised of the symbol for standard point. The main icon for CA and the unique alphanumeric designation amplifier for the unit are included inside the symbol. In addition, the mission task acronym and the purpose verb are listed in the #5 amplifier position.</p>
	<p>CAT 8334, C Co, 83d Civil Affairs Battalion is ordered to conduct civil reconnaissance in a specified area to assess for a specified reason.</p>	<p>The area civil reconnaissance control measure symbol is comprised of the symbol for an area. A framed symbol is included inside the area symbol with the main icon for CA and the echelon and unique alphanumeric designation amplifiers for the unit. In addition, in the #5 amplifier position, the purpose verb for the mission task is included.</p>
	<p>B Company, 425th Civil Affairs Battalion is ordered to conduct civil reconnaissance in a specified area to assess for a specified reason.</p>	<p>The area civil reconnaissance control measure symbol is comprised of the symbol for an area. A framed symbol is included inside the area symbol with the main icon for CA and the echelon and unique alphanumeric designation amplifiers for the unit. In addition, in the #5 amplifier position, the purpose verb for the mission task is included.</p>

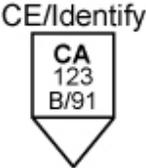
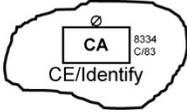
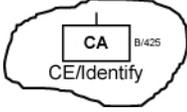
**Table A-14. Civil reconnaissance symbols (continued)**

	<p>A CMSE from B Company, 92d Civil Affairs Battalion is ordered to conduct civil reconnaissance between designated locations to validate certain information.</p>	<p>The linear civil reconnaissance symbol is comprised of the symbol for a designated linear area for civil reconnaissance. The linear area would be between the points of the two arrows. A framed symbol is included with the main icon for CA, the SOF modifier in sector 1, the airborne modifier in sector 2, and the echelon and unique alphanumeric designation amplifiers for the unit. In addition, in the #5 amplifier position, the purpose verb for the mission task is included.</p>
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**Civil Engagement**

A-19. Table A-15 portrays examples of how CE can be displayed on a maneuver or course of action sketch. The control measure symbols use the standard point, area, and point of interest symbols combined with the CA main icon, unique unit designation, echelon, and free text amplifiers.

**Table A-15. Civil engagement symbols**

	<p>CAT 123 conducts civil engagement at a point of interest (grid coordinate/specific location) to meet with the mayor to identify sources of instability in the town.</p>	<p>The point civil engagement symbol is comprised of the symbol for standard point. The main icon for CA and the unique alphanumeric designation amplifier for the unit are included inside the symbol. In addition, in the #5 amplifier position, the purpose verb for the mission task is included.</p>
	<p>Civil engagement area CAT 8334 C Co 83d Civil Affairs Battalion. CAT 8334 conducts civil engagement in a designated area to identify sources of instability.</p>	<p>The area civil engagement control measure symbol is comprised of the symbol for an area. A framed symbol is included inside the area symbol with the main icon for CA and the echelon and unique alphanumeric designation amplifiers for the unit. In addition, in the #5 amplifier position, the purpose verb for the mission task is included.</p>
	<p>Civil engagement area for B Company, 425th Civil Affairs Battalion. B Co conducts civil engagement in a designated area to identify sources of instability.</p>	<p>The area civil engagement control measure symbol is comprised of the symbol for an area. A framed symbol is included inside the area symbol with the main icon for CA and the echelon and unique alphanumeric designation amplifiers for the unit. In addition, in the #5 amplifier position, the purpose verb for the mission task is included.</p>

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## Source Notes

This section lists sources by page number. Where material appears in a paragraph, it lists both page number and paragraph number.

- 1-1 Paragraph 1-3. "lacked both training and organization to guide...": I.L. Hunt, *American Military Government of Occupied Germany, 1918-1920* (Washington, D.C: United States Government Printing Office), 1943, 65.

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# Glossary

## SECTION I – ACRONYMS AND ABBREVIATIONS

<b>ADP</b>	Army doctrine publication
<b>ADRP</b>	Army doctrine reference publication
<b>AO</b>	area of operations
<b>ARSOF</b>	Army special operations forces
<b>ASCOPE</b>	areas, structures, capabilities, organizations, people, and events
<b>ATP</b>	Army techniques publication
<b>CA</b>	Civil Affairs
<b>CAA</b>	Civil Affairs activities
<b>CACOM</b>	Civil Affairs command
<b>CAO</b>	Civil Affairs operations
<b>CAPT</b>	Civil Affairs planning team
<b>CASA</b>	Civil Affairs supported activities
<b>CAT</b>	Civil Affairs team
<b>CE</b>	civil engagement
<b>CIM</b>	civil information management
<b>CJCSM</b>	Chairman of the Joint Chiefs of Staff manual
<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>CMSE</b>	civil-military support element
<b>CONOPS</b>	concept of operations
<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>FDR</b>	foreign disaster relief
<b>FHA</b>	foreign humanitarian assistance
<b>FID</b>	foreign internal defense
<b>FM</b>	field manual
<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-9</b>	assistant chief of staff, Civil Affairs operations
<b>GCC</b>	geographic combatant commander
<b>HN</b>	host nation
<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>JFC</b>	joint force commander
<b>JP</b>	joint publication
<b>MDMP</b>	military decisionmaking process
<b>METT-TC</b>	mission, enemy, terrain and weather, troops and support available–time available and civil considerations
<b>MGO</b>	military government operations
<b>MIL-STD</b>	military standard
<b>MISO</b>	military information support operations
<b>NGO</b>	nongovernmental organization
<b>OE</b>	operational environment
<b>PMESII-PT</b>	political, military, economic, social, information, infrastructure, physical environment, time
<b>PRC</b>	populace and resources control
<b>PSYOP</b>	Psychological Operations
<b>S-2</b>	battalion or brigade intelligence staff officer
<b>S-3</b>	battalion or brigade operations staff officer
<b>S-4</b>	battalion or brigade logistics staff officer
<b>S-9</b>	battalion or brigade Civil Affairs operations staff officer
<b>SCA</b>	support to civil administration
<b>SFA</b>	security force assistance
<b>SOF</b>	special operations forces
<b>TC</b>	training circular
<b>T-CAPT</b>	theater Civil Affairs planning team
<b>TO&amp;E</b>	table of organization and equipment
<b>TSOC</b>	theater special operations command
<b>USACAPOC</b>	United States Army Civil Affairs and Psychological Operations 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>USARSOC</b>	USAR Special Operations Command
<b>USASOC</b>	United States Army Special Operations Command
<b>USG</b>	United States Government

USSOCOM	United States Special Operations Command
UW	unconventional warfare

## SECTION II – TERMS

### **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 Component 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 activities**

Activities specifically planned, executed, and assessed by Civil Affairs forces, that support the commander in order to synchronize, coordinate, and integrate indigenous populations and institutions, unified action partners, and interagency.

### **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 Affairs operations staff support**

Planning and execution of Civil Affairs activities, Civil Affairs supported activities, and military government operations that are accomplished to enhance the commander's understanding, decision making, and leadership in order to achieve unified action and to accomplish missions.

### **\*Civil Affairs supported activities**

Activities in which Civil Affairs plays a key planning, coordinating or synchronizing role, but for which they are not the proponent or primary executor. Also called CASA.

### **\*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.

### **civil considerations**

The influence of manmade 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 engagement**

A deliberate or spontaneous activity or interaction between Civil Affairs forces and nonmilitary individuals or entities, designed to build relationships; reduce or eliminate civil interference and causes of instability; gather, confirm, or deny information; foster legitimacy, or promote cooperation and unified action. Also called CE.

### **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 support 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 gathered, collated, processed, analyzed, produced into information 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. Also called **CLT**.

### **\*civil-military engagement**

A formal USSOCOM program of record that facilitates the interagency, host nation authorities, intergovernmental and nongovernmental partners, and the private sector to establish, sustain, or enhance civil capabilities and capacities that mitigate or eliminate civil vulnerabilities to local and regional populations. Also called **CME**.

### **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 within 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 established to plan, facilitate, and execute Civil Affairs operations in support of civil-military engagement in a specified country, region, or theater. Also called **CMSE**.

### **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)

### **counterinsurgency**

Comprehensive civilian and military efforts designed to simultaneously defeat and contain insurgency and address its root causes. (JP 3-24)

### **country team**

The senior, in-country, United States coordinating and supervising body, headed by the chief of the United States diplomatic mission, and composed of the senior member of each represented United States department or agency, as desired by the chief of the United States diplomatic mission. (JP 3-07.4)

### **defense support of civil authorities**

Support provided by U.S. Federal military forces, DOD civilians, DOD contract personnel, DOD 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. (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 conducted outside the United States and its territories to directly 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)

**homeland defense**

The protection of United States sovereignty, territory, domestic population, and critical infrastructure against external threats and aggression or other threats as directed by the President. (JP 3-27)

**host nation**

A nation which 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. (JP 4-0)

**humanitarian and civic assistance**

Assistance to the local populace, specifically authorized by Title 10, United States Code, Section 401, and funded under separate authorities, provided by predominantly United States forces in conjunction with military operations. (JP 3-29)

**humanitarian assistance coordination center**

A temporary center established by a geographic combatant commander to assist with interagency coordination and planning during the early planning and coordination stages of foreign humanitarian assistance operations. (JP 3-29)

**humanitarian operations center**

An international and interagency body that coordinates the overall relief strategy and unity of effort among all participants in a large foreign humanitarian assistance operation. (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. (JP 3-13)

### **insurgency**

The organized use of subversion and violence to seize, nullify, or challenge political control of a region. 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. (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 civil-military operations task force**

A joint task force composed of civil-military operations units from more than one Service. Also called **JCMOTF**. (JP 3-57)

### **joint interagency coordination group**

A staff group that establishes regular, timely, and collaborative working relationships between civilian and military operational planners. (JP 3-08)

### **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. (JP 1)

### **knowledge management**

The process of enabling knowledge flow to enhance shared understanding, learning, and decisionmaking. (ADRP 6-0)

### **link**

A behavioral, physical, or functional relationship between nodes. (JP 3-0)

### **measure of effectiveness**

An indicator used to measure a current system state, with change indicated by comparing multiple observations over time. (JP 5-0)

### **measure of performance**

An indicator used to measure a friendly action that is tied to measuring task accomplishment. (JP 5-0)

### **military government**

The supreme authority the military exercises by force or agreement over the lands, property, and indigenous populations and institutions of domestic, allied, neutral, or enemy territory therefore substituting sovereign authority under rule of law for the previously established government. (JP 3-57)

### **\*military government operations**

Operations executed by Civil Affairs to provide expertise in the civil sector functions in order to establish transitional military authority or conduct support to civil administration. Also called **MGO**.

### **mission variables**

The categories of specific information needed to conduct operations. (ADP 1-01)

### **nongovernmental organization**

A private, self-governing, not-for-profit organization dedicated to alleviating human suffering; and/or promoting education, health care, economic development, environmental protection, human rights, and conflict resolution; and/or encouraging the establishment of democratic institutions and civil society. Also called **NGO**. (JP 3-08)

### **offensive task**

A task conducted to defeat and destroy enemy forces and seize terrain, resources, and population centers. (ADRP 3-0)

**operational environment**

A composite of the conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander. Also called **OE**. (JP 3-0)

**operational variables**

A comprehensive set of information categories used to define an operational environment. (ADP 1-01)

**partner nation**

A nation that the United States works with in a specific situation or operation. (JP 1)

**\*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**.

**priority intelligence requirement**

An intelligence requirement that the commander and staff need to understand the threat and other aspects of the operational environment. (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 to identify, assess, and control risks and make decisions that balance risk cost with mission benefits. (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. (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. (JP 3-05)

**stability activities**

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 governmental services, emergency infrastructure reconstruction, and humanitarian relief. (JP 3-0)

**stability task**

Tasks conducted as part of operations outside the United States in coordination with other instruments of national power to maintain or reestablish a safe and secure environment and provide essential governmental services, emergency infrastructure reconstruction, and humanitarian relief. (ADP 3-07)

### **\*support to civil administration**

Assistance given by U.S. armed forces to stabilize or enhance the operations of the governing body of a foreign country, by assisting an established or interim government. Also called **SCA**.

### **terrorism**

The unlawful use of violence or threat of violence, often motivated by religious, political, or other ideological beliefs, to instill fear and coerce governments or societies in pursuit of goals that are usually political. (JP 3-07.2)

### **transitional military authority**

A temporary military government exercising the functions of civil administration in the absence of a legitimate civil authority. (FM 3-07)

### **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**. (JP 3-05.1)

### **unified land operations**

Simultaneous offensive, defensive, and stability or defense support of civil authorities tasks to seize, retain, and exploit the initiative to shape the operational environment, prevent conflict, consolidate gains, and win our Nation's wars as part of unified action. (ADRP 3-0)

# References

## REQUIRED PUBLICATIONS

These documents must be available to intended users of this publication.  
*DOD Dictionary of Military and Associated Terms*, as of March 2018.  
ADRP 1-02, *Terms and Military Symbols*, 16 November 2016.

## RELATED PUBLICATIONS

These documents contain relevant supplemental information.

## JOINT PUBLICATIONS

Most joint publications are available online: <http://www.jcs.mil/doctrine>.

CJCS Guide 3130, *Adaptive Planning and Execution Overview and Policy Framework*, 29 May 2015. <http://www.jcs.mil/Portals/36/Documents/Library/Handbooks/g3130.pdf?ver=2016-02-05-175741-677>

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JP 3-07, *Stability*, 3 August 2016.

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JP 3-07.4, *Counterdrug Operations*, 14 August 2013.

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JP 3-13, *Information Operations*, 27 November 2012.

JP 3-22, *Foreign Internal Defense*, 12 July 2010.

JP 3-24, *Counterinsurgency*, 22 November 2013.

JP 3-26, *Counterterrorism*, 24 October 2014.

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JP 3-40, *Countering Weapons of Mass Destruction*, 31 October 2014.

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- ADP 1-01, *Doctrine Primer*, 2 September 2014.
- ADP 3-0, *Operations*, 6 October 2017.
- ADP 3-07, *Stability*, 31 August 2012.
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**16 May 2018**

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