Civil Affairs General Concepts

December 2014

Approved for public release: distribution is unlimited.

*This publication supersedes GTA 41-01-001, 1 January 2008.

Civil Affairs Mission and Function

The mission of CA forces is to mitigate or defeat threats to civil society and conduct responsibilities normally performed by civil governments across the range of military operations by engaging and influencing the civil populace and authorities through the planning and conducting of CAO, or to enable CMO, to shape the civil environment and set the conditions for military operations. CA forces plan, prepare for, execute, assess, and transition CAO at all levels of war.

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

Concept of Employment

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

CA forces produce the CA area study as a premission study, prepared regionally by country or to a specific subnational area within a country, as the baseline research document to develop the civil component of the common operational picture. 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.

Once deployed, initial and deliberate assessments and surveys (in the form of civil reconnaissance and civil engagement) refine the area study and continually update the running estimate. These assessments also identify civil vulnerabilities based on the CA functional areas, as well as specific functional skills to support the mission. These functional skills are often provided through reachback to U.S.-based CA functional specialists.

The Army CACOMs provide CA capability to five geographic combatant commands:
- United States Pacific Command.
- United States European Command.
- United States Central Command.
- United States Africa Command.
- United States Southern Command.

CACOMs align with the geographic combatant commands; however, one CACOM supports both United States European Command and United States Africa Command. CACOMs develop plans, policy, and programs through planning teams, fusion of CIM, regional engagement, and civil component analysis at the strategic and theater levels.

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

CA units form the nucleus of the CMOC to facilitate collaborative civil-military efforts with other USG departments and agencies, NGOs, IGOs, and IPI to provide direct functional specialist support to HN or foreign nation ministries and to provide the supported commander a CIM coordinator to consolidate civil information, conduct content management, and coordinate civil data sharing.

Core Tasks

CAO are conducted within the scope of the following five CA core tasks:
- Populace and Resources Control.
- Foreign Humanitarian Assistance.
- Nation Assistance.
- Support to Civil Administration.
- Civil Information Management.

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

CA core tasks supporting the geographic combatant commander's missions include operations that—
- Promote U.S. policy objectives before, during, and after operations by influencing the civil component of the operational area.
- Reduce demands on the Army supply system by facilitating the coordination of indigenous resources and supplies, where appropriate.
- Fulfill responsibilities of the military under U.S. domestic and international laws relevant to civilian populations (United Nations Universal Declaration of Human Rights and United Nations Geneva Protocols).
- Minimize civilian interference with military operations and the impact of military operations on the civilian populace.
- Coordinate military operations with the interagency, IGOs, NGOs, and IPI.
- Exercise civil administration in occupied or liberated areas until control returns to civilian or non-U.S. military authority.
- Support efforts to provide assistance to meet the life-sustaining needs of the civilian population.
- Provide direct assistance in areas where HN or humanitarian agencies are not present, in accordance with internationally accepted standards and principles.
- Provide expertise in civil-sector functions, normally the responsibility of civilian authorities, applied to implement U.S. policy and advise or assist in rehabilitating or restoring civil-sector functions.
- Identify the threats (or core grievances) to stability in the civil component through civil reconnaissance and civil engagement.
- Develop sustainable programs to mitigate or defeat threats to civil society in conjunction with unified action partners and, ideally, with and through the IPI.

Populace and Resources Control

The PRC operation consists of two distinct, yet linked, components:
- Populace Controls (with two distinct subsets):
  - Dislocated Civilian Operations.
  - Noncombatant Evacuation Operations.
- Resources Controls.

These controls are normally the responsibility of indigenous civil governments. Combatant commanders define and enforce these controls during times of civil or military emergency. For practical and security reasons, military forces use PRC measures across the range of military operations. PRC operations are executed in conjunction with and as an integral part of all military operations.

Military forces base the extent of PRC measures on their current operational environment. When forces deploy in support of a HN, U.S. PRC policies and measures should be planned and conducted with and through the HN in order to strengthen the sovereignty of the legitimate government. These actions develop the HN's capacity to govern the people and resources within its borders. In the absence of a sovereign government, implementation of PRC policy begins through the establishment of an interim governing plan, whether its execution is through martial law or a transitional government. PRC measures implemented at the operational and tactical levels result from policy developed at national strategic and theater strategic levels.

For more information on Populace and Resources Control, see FM 3-57 and ATP 3-57.10.

Foreign Humanitarian Assistance

FHA operations are conducted outside the U.S. and its territories, normally in support of the United States Agency for International Development or Department of State. Operations include programs conducted to relieve or reduce the results of natural or man-made disasters or other conditions, such as disease, hunger, or privation that might present a serious threat to life or that can result in great damage to or loss of property.

FHA operations fall into the following three categories:
- Relief Missions.
- Technical Assistance and Support Functions.
- Foreign Consequence Management.

These missions include providing humanitarian services and transportation; providing food, clothing, medicine, beds, bedding, temporary shelter, and housing; furnishing medical materiel and medical and technical personnel; and making repairs to essential services.

FHA provided by U.S. forces is limited in scope and duration. The United States provides foreign assistance to supplement or complement the efforts of the HN civil authorities and IGOs that possess the primary responsibility for providing FHA. FHA operations are those that U.S. forces conduct outside the United States, its territories, and its possessions. Examples of disasters include hurricanes, earthquakes, floods, oil spills, famine, disease, civil conflicts, terrorist incidents, and incidents involving weapons of mass destruction.

With the exception of an immediate response to prevent the loss of life, military forces conduct FHA normally only upon the request of the Department of State and in coordination with the chief of mission and United States Agency for International Development. The military normally plays a supporting role in FHA.

Typical supporting roles include—
- Providing prompt aid to alleviate the suffering of foreign disaster victims.
- Making available, preparing, and transporting nonlethal excess property to foreign countries.
- Transferring on-hand DOD stocks to respond to unforeseen emergencies.
- Providing funded and space-available transportation of humanitarian and relief supplies.
- Conducting some DOD humanitarian demining assistance activities.
- Conducting foreign consequence management.

For more information on Foreign Humanitarian Assistance, see FM 3-57 and ATP 3-57.20.

Nation Assistance

NA is support rendered to a nation by U.S. forces within that nation's territory based on a mutual agreement. NA promotes stability and sustainable development and establishes HN internal institutions responsive to the populace. NA is military engagement, security cooperation, and deterrence operations that enhance the combatant commander's shaping and deterrence efforts. All NA actions are integrated with the chief of mission's resource request. The goal is to promote long-term regional stability. NA programs often include, but are not limited to, security assistance, foreign internal defense, other Title 10 USC programs, and activities performed on a reimbursable basis by USG departments and agencies or IGOs.

Title 10 USC (DOD) programs include—
- Civil Administration in Friendly Territory. The geographic combatant command's support to governments of friendly territories during peacetime, disasters, or war. Examples of support include advising friendly authorities and performing specific functions within limits of the authority and liability established by international treaties and agreements.
- Civil Administration in Occupied Territory. The establishment of a temporary government, as directed by the Secretary of Defense, to exercise executive, legislative, and judicial authority over the populace of a territory that U.S. forces have taken from an enemy by force of arms until an indigenous civil government can be established.

Security assistance is the means by which DOD encourages and enables countries and organizations to work with the United States to achieve strategic goals.

Foreign internal defense programs are the diplomatic, economic, informational, and military support to another nation that assists its fight against subversion, lawlessness, and insurgency. U.S. military involvement in foreign internal defense includes indirect support, direct support, and combat operations. Military operations related to foreign internal defense may include support to counterinsurgency, counterterrorism, peace operations, DOD support for countersurging operations, and FHA.

For more information on Nation Assistance, see JP 3-57, FM 3-57, and ATP 3-57.30.

Support to Civil Administration

SCA military operations help to stabilize or to continue the operations of the governing body or civil structure of a foreign country, whether by assisting an established government or by establishing military authority over an occupied population. These operations occur most often in stability. Some SCA manifests in the other CAO areas of PRC, FHA, and NA.

SCA operations consist of the following two distinct mission activities:
- Civil Administration in Friendly Territory. The geographic combatant command's support to governments of friendly territories during peacetime, disasters, or war. Examples of support include advising friendly authorities and performing specific functions within limits of the authority and liability established by international treaties and agreements.
- Civil Administration in Occupied Territory. The establishment of a temporary government, as directed by the Secretary of Defense, to exercise executive, legislative, and judicial authority over the populace of a territory that U.S. forces have taken from an enemy by force of arms until an indigenous civil government can be established.

SCA is tailored to the situation based on U.S. law, HN law, international law (including the law of war), international treaties, agreements, and memoranda of understanding. To the fullest extent of the means available to it, 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. Subject to the military requirements, the commander should avoid military activities likely to increase tensions in the occupied territory and conduct those likely to facilitate and accelerate a return to a civil administration. This is especially important in multiethnic, multiracial, or multicultural environments where one or more of the parties to a conflict will almost invariably see a chosen course of action as biased against them.

For more information on Support to Civil Administration, see JP 3-57 and FM 3-57.

Civil Information Management

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

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

CIM is not solely a task of the CA unit's CIM cell. It is an essential task for all components of a CA unit. CA commanders, in coordination with the G-9/S-9, should actively incorporate the supported unit's intelligence and maneuver elements into the civil information collection requirements to enhance the common operational picture and the intelligence preparation of the battlefield process. CIM enhances situational awareness and facilitates understanding for all elements in the operational environment, allowing those elements to enhance decisionmaking.

For more information on Civil Information Management, see JP 3-57, FM 3-57, and ATP 3-57.50.

Civil Affairs Common Organizational Elements

CIVIL-MILITARY OPERATIONS CENTER

The CMOC is a standing capability formed by all CA units from the company level to the CACOM level. Army CA units are organized to provide the supported commander the manpower and equipment, to include a limited civil-military interface capability as a means for the exchange of information among IPI, IGOs, NGOs, and other governmental departments and agencies, and it has a 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 battalion. The CLT provides the supported CMOC with an engagement capability for CAO and CMO coordination without interfering with the regular staff functions.

CIVIL AFFAIRS TEAM

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

CIVIL AFFAIRS PLANNING TEAM

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

The CA brigade and regionally aligned battalion CAPTs supporting SOF focus on strategic and operational CMO plans, policies, and programs that support the geographic combatant commander's CMO strategy. These CAPTs habitually support the theater special operations command, joint special operations task force, and Special Forces groups. As required, these CAPTs augment the staffs of SOF organizations.

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

Civil Affairs Common Organizational Elements

CIVIL LIAISON TEAM

CLTs exist at the CACOM, CA brigade, and CA battalion levels. The CLTs are organic components of the CMOCs they support. The CLT extends the outreach of its parent CMOC into multiple areas. It provides a limited civil-military interface capability as a means for the exchange of information among IPI, IGOs, NGOs, and other governmental departments and agencies, and it has a 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 battalion. The CLT provides the supported CMOC with an engagement capability for CAO and CMO coordination without interfering with the regular staff functions.

CIVIL AFFAIRS TEAM

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

CIVIL INFORMATION MANAGEMENT CELL

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

Civil Affairs Common Organizational Elements

G-9/S-9

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

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

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

Civil Affairs Common Organizational Elements

J-9

Geographic combatant commanders can establish a CMO directorate of a joint staff (J-9) to plan, coordinate, conduct, and assess CMO. The J-9 develops CMO staff estimates, recommends joint force commander interorganizational coordination, and builds relations with military and civilian organizations that influence operations or campaigns. The J-9 provides a conduit for sharing information, coordinating support requests and activities, compiling and analyzing relevant information, and performing analysis that supports the commander's assessment.

The J-9 staff—

- Serves as staff proponent for the organization, use, and integration of attached CA forces.
- Provides liaison as needed to interagency partners, NGOs, IGOs, and other joint task forces.
- Provides staff oversight and direction to the CMOC if established by the joint force commander.
- Develops Annex G (Civil Affairs) and assists in the development of Annex V (Interagency Coordination) to operation plans and operation orders.
- Coordinates with the comptroller and staff judge advocate to obtain advice on proposed expenditures of allocated funds dedicated to CMO.
- Facilitates movement, security, and control of funds to subordinate units and coordinates with the funds-controlling authority and financial manager to meet the commander's objectives.
- Supports transition operations (terminated, transferred to follow-on forces, or transitioned to USG departments and agencies, IPI, or IGOs) as required.
- Provides expertise and support to the joint interagency coordination group or joint interagency task force if either is part of the joint staff.
- Organizes a CIM coordination capability to manage execution of the joint-CIM process in the supported commander's operational area.

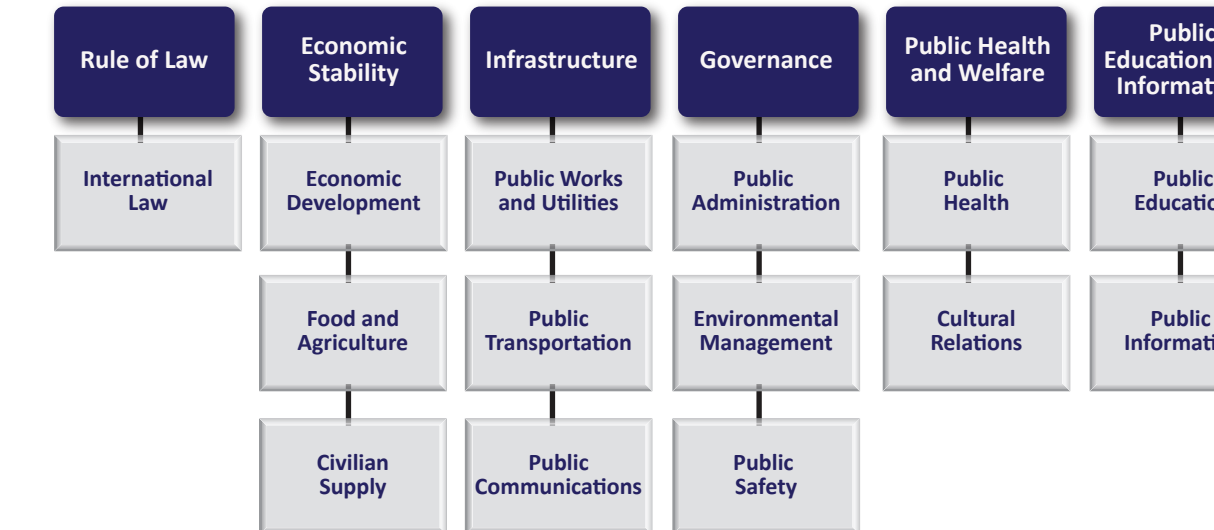**For more information on the common organizations, see JP 3-57 and FM 3-57.**

Functional Specialists

CA force structure contains expertise in six functional specialty areas—rule of law, economic stability, governance, public health and welfare, infrastructure, and public education and information. Within each functional specialty area, technically qualified and experienced individuals, known as CA functional specialists, advise and assist the commander and can assist or direct their civilian counterparts. Within their area of specialization, they possess the critical skills necessary to establish that capability and understand the regional and local impact of culture on that capability. The allocation of functional specialty areas and functional specialists varies between unit levels, as well as between units of the same level in the Regular Army and United States Army Reserve. This was done by design to account for the operational need for these specialties at each level, as well as for the ability of each component to maintain the high-level skills necessary for specialized CAO. Commanders may employ these functional specialists (especially at the operational and strategic levels) for general support of interagency operations in addition to direct support of military operations. When civilian expertise normally provided by USG agencies is not available, CA functional specialists may be required to fill key planning, operational, or liaison roles until replaced by other governmental departments and agencies or counterparts.

For more information on the Functional Specialties, see JP 3-57 and FM 3-57.

Functional Specialists

The area of concentration 38G (Military Government) has been approved, and implementation will occur in Fiscal Year 2016. All CA (38A) functional specialists positions identified in the United States Army Reserve will be recoded to 38G. The new area of concentration has the ability, through the use of criteria for degree of proficiency coding, to distinguish between competence levels corresponding counterparts. Within their area of specialization, they possess the critical skills necessary to establish that capability and understand the regional and local impact of culture on that capability. The allocation of functional specialty areas and functional specialists varies between unit levels, as well as between units of the same level in the Regular Army and United States Army Reserve. This was done by design to account for the operational need for these specialties at each level, as well as for the ability of each component to maintain the high-level skills necessary for specialized CAO. Specialists in public health and environmental management are formally trained Army Medical Department personnel, international law specialists are staff judge advocate personnel, and chaplains trained in world religions may act as cultural relations specialists.

Rule of Law	Economic Stability	Infrastructure	Governance	Public Health and Welfare	Public Education and Information
International Law	Economic Development	Public Works and Utilities	Public Administration	Public Health	Public Education
	Food and Agriculture	Public Transportation	Environmental Management	Cultural Relations	Public Information
	Civilian Supply	Public Communications	Public Safety		

Civil Affairs References

DOCTRINE RESOURCES

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

CA doctrine static email: AOIX-DT-CA@soc.mil
Army Combined Arms Center Doctrine page: http://usacac.army.mil/core-functions/doctrine
Army Publishing Directorate (CAC-Enabled): https://rdweb.usacac.army.mil/armypubs.asp?doctrine/_Series_Collection_1.html

Army Publishing Directorate (Public): http://www.apd.army.mil
Joint Electronic Library (CAC-Enabled): https://jdeis.js.mil/jdeis/jemenic.jsp
Joint Electronic Library (Public): http://dtic.mil/doctrine/s_index.html
Army Training Network: http://usacac.army.mil/cac2/atn

DOCTRINE PUBLICATIONS

JP 3-57, Civil-Military Operations, 11 September 2013.
FM 3-57, Civil Affairs Operations, 31 October 2011.
ATP 3-57.10, Civil Affairs Support to Populace and Resources Control, 6 August 2013.
ATP 3-57.20, Civil Affairs Support to Foreign Humanitarian Assistance, 15 February 2013.
ATP 3-57.30, Civil Affairs Support to Nation Assistance, 1 May 2014.
ATP 3-57.50, Civil Affairs Civil Information Management, 6 September 2013.
ATP 3-57.60, Civil Affairs Planning, 27 April 2014.
ATP 3-57.70, Civil-Military Operations Center, 5 May 2014.
ATP 3-57.80, Civil-Military Engagement, 31 October 2013.

ACRONYMS

ATP	Army techniques publication	IPI	indigenous populations and institutions
CA	Civil Affairs	J-5	plans staff section
CAC	Civil Affairs access card	J-9	civil-military operations staff section
CACOM	Civil Affairs command	JP	joint publication
CAO	Civil Affairs operations	METT-TC	mission, enemy, terrain and weather,
CAPT	Civil Affairs planning team		troops and support available,
CAT	Civil Affairs team		time available, civil considerations
CIM	civil information management	NA	nation assistance
CLT	civil liaison team	NGO	nongovernmental organization
CMO	civil-military operations	PRC	populace resources and control
CMOC	civil-military operations center	S-9	battalion or brigade civil affairs
DOD	Department of Defense		operations staff officer
FHA	foreign humanitarian assistance	SCA	support to civil administration
FM	field manual	SOF	special operations forces
G-5	assistant chief of staff, plans	U.S.	United States
G-9	assistant chief of staff, civil	USC	United States Code
	affairs operations	USG	United States Government
HN	host nation	USSOCOM	United States Special
IGO	intergovernmental organization		Operations Command