

Joint Pub 3-57



# Doctrine for Joint Civil Affairs



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# PREFACE

## 1. Scope

This doctrine addresses the use of military civil affairs assets in planning and conducting joint CA activities across the range of military operations. Additionally, it:

a. Identifies the sources of policy and authority for the use of military CA assets.

b. Identifies the objectives of CA activities.

c. Delineates CA activities with relation to Civil-Military Operations.

d. Describes military CA assets, the type of CA activities they perform, and their employment in support of military operations as follows:

- General purpose operations.
- Special operations.
- Civil administration programs.
- DOD enemy prisoner of war or civilian internee programs.
- DOD foreign humanitarian and domestic relief operations.

e. Outlines CA responsibilities of principal DOD and non-DOD authorities and agencies.

f. Identifies the organization, command relationships, and/or coordination between combatant and subordinate JFCs, other DOD elements, USG agencies, multinational forces, and international nongovernmental or private voluntary organizations necessary to execute their respective CA responsibilities.

g. Identifies considerations for employment of military CA assets in collateral mission activities supporting DOD missions in foreign humanitarian assistance and domestic relief operations.

## 2. Purpose

This publication has been prepared under the direction of the Chairman of the Joint Chiefs of Staff. It sets forth doctrine and selected joint tactics, techniques, and procedures (JTTP) to govern the joint activities and performance of the Armed Forces of the United States in joint operations as well as the doctrinal basis for US military involvement in multinational and interagency operations. It provides military guidance for the exercise of authority by combatant commanders and other joint force commanders and prescribes doctrine and selected tactics, techniques, and procedures for joint operations and training. It provides military guidance for use by the Armed Forces in preparing their appropriate plans. It is not the intent of this publication to restrict the authority of the joint force commander (JFC) from organizing the force and executing the mission in a manner the JFC deems most appropriate to ensure unity of effort in the accomplishment of the overall mission.

## 3. Application

a. Doctrine and selected tactics, techniques, and procedures and guidance established in this publication apply to the commanders of combatant commands, subunified commands, joint task forces, and subordinate components of these commands. These principles and guidance also may apply when significant forces of one Service are attached

to forces of another Service or when significant forces of one Service support forces of another Service.

b. The guidance in this publication is authoritative; as such, this doctrine (or JTTP) will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. If conflicts arise between the contents of this publication and the contents of Service publications, this publication will take precedence for the activities of joint forces unless the Chairman

of the Joint Chiefs of Staff, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance. Commanders of forces operating as part of a multinational (alliance or coalition) military command should follow multinational doctrine and guidance ratified by the United States. For doctrine and procedures not ratified by the United States, commanders should evaluate and follow the multinational command's doctrine and procedures, where applicable.

For the Chairman of the Joint Chiefs of Staff:

A handwritten signature in black ink, appearing to read 'Walter Kross', is positioned above the printed name.

WALTER KROSS  
Lieutenant General, USAF  
Director, Joint Staff

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## EXECUTIVE SUMMARY

### COMMANDER'S OVERVIEW

- Provides An Introduction to Joint Civil Affairs
  - Discusses Civil Affairs Support to Military Operations
  - Covers the Responsibilities for Civil Affairs
  - Provides An Overview of the Organization and Command Relationships
  - Discusses Civil Affairs Activities, Planning, and Coordination
- 

### Joint Civil Affairs

*Civil affairs (CA) encompasses the activities that military commanders take to establish and maintain relations between their forces and the civil authorities and general population, resources, and institutions in friendly, neutral, or hostile areas where their forces are employed.*

Mission, policy determinants, and the relation of the government of the country concerned to the United States have an influence on civil affairs (CA) and the commander's military operations. **Civil-military operations** is a broad, generic term used to denote the decisive and timely application of military capabilities to enhance the relationship between the military and civilian populace in order to ensure accomplishment of the commander's mission. Civil affairs activities range from advice and assistance to welfare, stability, and security of friendly governments and their population. The **pattern and objectives** of CA activities in friendly, neutral, hostile, or occupied countries in any given area should correspond with applicable international and domestic law. Certain **general principles** apply to all CA activities including mission, command responsibility, continuity and consistency of policy, reciprocal responsibilities, economy of personnel and resources, and humanitarian considerations. **Operational parameters** of CA include the threat, relationships within the US, its territories and possessions, and relationships in foreign countries. Effective CA activities will assist commanders in accomplishing assigned missions, regardless of the operational area.



## Civil Affairs Support to Military Operations

*The National Command Authorities policy guidance and mission orders to military commanders will determine the objectives and scope of joint CA activities.*

*Commander's CA requirements in war include activities more often associated with peacetime military operations.*

Civil affairs activities are controlled or accomplished through one or more of the following **CA-relevant functions**: supporting, assisting, advising, coordinating, analyzing, informing, planning, preparing, training, supervising and evaluating. Types of operations supported by **CA during military operations other than war** include nation assistance operations, foreign humanitarian assistance, civil administration, humanitarian and civic assistance, support to displaced persons, domestic support operations, noncombatant evacuation operation, peace operations, insurgency and counterinsurgency, counterdrug operations, combatting terrorism and other missions including democratization support missions and disaster preparedness planning surveys.

**Humanitarian assistance, noncombatant evacuation, and infrastructure recovery and restoration are used during war as well as in peacetime.** The rapidly moving character of modern warfare and the use of weapons of mass destruction magnify problems associated with dislocation or distress of civilian populations, resources, and institutions or services. However, the increased tempo of these operations, particularly those requiring agreements with host-governments covering civil-military relationships will **likely employ more extensive CA forces than required for military operations other than war.** In addition, CA activities will shift focus to transition, stabilization, and restoration programs. **Planning for post-crisis or conflict CA activities** requires continuous planning and regional expertise, and should begin in conjunction with pre-crisis operation planning. Support to special operations, joint and multinational exercises, civil affairs and psychological operations, and intelligence requirements of civil affairs activities all involve the use of CA resources.

## Responsibilities for Civil Affairs

*The Chairman of the Joint Chiefs of Staff, joint force commanders, the Commander in Chief, United States Special Operations Command, and the Chiefs of the Services all have the responsibilities in the area of civil affairs.*

The **Chairman of the Joint Chiefs of Staff** helps obtain and interpret policies as they pertain to CA while ensuring that all plans, resources and policies are adequate and up to date. The **joint force commanders (JFCs)** plan, integrate, and monitor the employment of available CA functional assets in appropriate operational areas and take actions necessary to control dislocated civilians, maintain order, prevent and treat disease, provide relief of civilian suffering, and provide maximum protection and preservation of property and other resources. The **Commander in Chief, United States Special Operations Command (USCINCSOC)** is responsible for the development of strategy, doctrine, and tactics for joint CA. As heads of their respective Services, the **Chiefs of the Services** (US Army, Navy, Marine Corps, Air Force) have the capability to support United States Government agencies, Office of the Secretary of Defense, other Services, and multinational and US combatant commanders with appropriate forces or specialists capable of performing CA activities.

## Organization and Command Relationships

*Civil affairs activities require a responsive and unified command and control structure to ensure timely and effective command actions in attaining established objectives.*

**The combatant commander is responsible for the organization and centralized direction of CA activities in the assigned operational area.** Although civil affairs forces are designated as special operations forces, this does not alter relationships or principles of organization and employment regarding CA forces' support to military operations. **All US Army CA forces stationed in the continental United States (CONUS) are assigned by the Secretary of Defense to USCINCSOC who has combatant command (command authority) over assigned forces.** The US Army Reserve CA forces are separately organized into commands, brigades, and battalions. The CA organizational relationships and structure should parallel the necessity of CA organizational integrity, unity of effort, and available forces. **A tailored civil-military organizational structure may be established** by combatant commanders, JFCs, joint force special operations component commanders, or Service or functional component commanders to command and control civil-military operations. **The CA force structure contains Active and Reserve components** (volunteers, activation or mobilization of reserve forces).

### Planning and Coordination of Civil Affairs Activities

*Planning for, and coordination of, CA activities facilitates mission accomplishment.*

**Civil affairs planning is based on national policy and reflects a variety of legal obligations** such as the provisions of the US Constitution, statutory law, judicial decisions, Presidential directives, departmental regulations, and the rules and principles of international law. **Joint operation planning and execution systems integrate all elements of deliberate or crisis action CA planning.** Inter-Service support, interagency coordination, and theater-unique procedures must be planned and coordinated in order to support CA activities.

### CONCLUSION

This publication addresses the use of military civil affairs assets in planning and conducting joint CA activities across the range of military operations. It covers civil affairs support to military operations and lays out the overall responsibilities for planning and conducting civil affairs. It also provides an overview of civil affairs organization and command relationships.

# CHAPTER I

## INTRODUCTION

*"The world has grown smaller, in recent years ever more rapidly. It is hard to divorce our country from a number of conflicts to which years ago we would have hardly paid any attention. While we cannot engage ourselves in all conflicts, we now have a choice...[in civil affairs] have a tool which can help in the early resolution of enormously difficult, potentially intractable situations..."*

**Ambassador T.R. Pickering**  
(remarks to a NDU conference)

### 1. General

Civil Affairs (CA) is an inherent responsibility of command. **CA encompasses the activities that military commanders take to establish and maintain relations** between their forces and the civil authorities and general population, resources, and institutions in friendly, neutral, or hostile areas where their forces are employed. **Commanders plan and conduct CA activities to facilitate military operations** and help achieve politico-military objectives derived from US national security interests. Establishing and maintaining military-to-civil relations may entail interaction between US, multinational, and indigenous security forces, and governmental and nongovernmental agencies as part of missions tasked to a joint force commander (JFC). These activities may occur before, during, subsequent to or in the absence of other military actions.

### 2. Authority

a. **A commander's authority for undertaking CA activities in support of all military operations can stem from a variety of sources.** Factors such as mission, policy determinants, and the relation of the government of the country concerned to the United States have an influence on civil affairs.

b. **The authority to conduct CA activities or exercise controls** in a given area or country may arise as a result of successful military operations, international cooperative agreement, or from an agreement between the United States Government (USG), or military commander, and the government of the area or country in which US forces may be employed.

c. **International law**, including the law of armed conflict, **affords occupying powers certain rights and responsibilities.** These include the authority to establish civil administrations and to control or conduct governmental matters both during and after hostilities.

### 3. Civil-Military Operations (CMO)

The term "civil-military operations" is a broad, generic term used to denote **the decisive and timely application of military capabilities to enhance the relationship between the military and civilian populace in order to ensure accomplishment of the commander's mission.** CMO range from support to combat operations to traditional nonmilitary roles assisting countries in bringing about political, economic, and social stability.

a. **CMO are undertaken to encourage the development of a country's material**

**and human resources** to assist in achieving US and host-government political, economic, and psychological objectives. **CMO involve liaison and coordination** among US, multinational, and indigenous security forces, and among US forces and other government agencies as well as nongovernmental (NGO) or private voluntary organizations (PVO). A variety of types of units, including engineer, medical, intelligence, security, special forces, psychological operations, civil affairs,

b. As a fundamental precept, **CMO should be closely coordinated with the Country Team and other USG agencies**. Most military responses or efforts, especially those in military operations other than war, require the military-civil partnership that successful CMO provide. CMO also may be manifested through activities associated with humanitarian assistance, civil defense, counterdrug (CD) operations, and counterterrorism. Normally, CMO does not



*Security is a fundamental objective during the initial stages of civil-military operations.*

communications, and transportation provide capabilities, in varying degrees, to plan and conduct CMO and achieve political, economic, and psychological objectives. **Dedicated CA forces**, by virtue of their area and linguistic orientation, cultural awareness, experience in military-to-host-nation advisory and assistance activities, as well as in civil-oriented functions paralleling governmental functions, **can be essential in CMO** designed to secure support from the civilian population, fulfill essential civil requirements consistent with military missions, and create as positive an effect as possible on friends, allies, and host-nation counterparts and governments.

connote activities pertaining to enemy prisoners of war (EPW), civilian internees (CI), or other detainees. **Successful CMO should use military CA functional specialty skills**, as identified in Appendix C, “Civil Affairs Functional Specialty Skill Areas,” but do not necessarily require their use. In all cases, actions by the Armed Forces of the United States should support the host or friendly country’s control over CMO programs and enhance popular perceptions of its stability and legitimacy. Additional discussion of CMO is contained in Joint Pub 3-07, “Joint Doctrine for Military Operations Other than War.”

## 4. Civil Affairs Activities

**Civil affairs activities are inherently civil-military in nature.** While they may be integral parts of both Military Civic Action (MCA) and CMO, they are not synonymous with either.

a. **Civil affairs activities in support of MCA** are described in Chapter II, “Civil Affairs Support to Military Operations.”

b. As part of CMO, civil affairs activities range from advice and assistance to civilian authorities and a population concerning their relationship with military forces to those that promote the welfare, stability, and security of friendly governments and their population. **Civil affairs activities assist and coordinate military efforts** to strengthen host-government legitimacy and help to prevent or reduce violence by bridging critical gaps between the civil and military sectors. **Use of dedicated CA forces, and the conduct of CA activities, will enhance planned CMO** by helping to ensure civil or indigenous understanding of, and compliance with, controls, regulations, directives, or other measures taken by commanders to accomplish the military mission and attain US objectives.

c. **Civil affairs activities**, however, are distinguishable from CMO insofar as the former **are characterized by applications of functional specialties** (see Appendix C, “Civil Affairs Functional Specialty Skill Areas”) in areas normally the responsibility of indigenous government or civil authority. Civil affairs activities may extend to assumption of governmental functions required in an occupied territory during or immediately subsequent to hostilities.

d. Civil affairs activities are further characterized by the items listed in Figure I-1.

## 5. Policies

**The pattern and objectives of CA activities** in friendly, neutral, hostile, or occupied countries in any given area **should correspond with applicable international and domestic law** and could depend on such variables as US foreign policy, the requirements of the military situation, participation of multinational forces, and other factors. In general, **CA assets (personnel and forces) are used to the full extent of the law** to implement US foreign policy and achieve US objectives in the context of military strategy and force capabilities. **Specific guidance** as to policy, plans, procedures, and doctrine to be followed in any given country **may be modified during the onset of hostilities or after the outbreak of an armed conflict** as circumstances warrant. In the absence of guidance, military commanders should take the initiative to request it and be prepared to execute command CA responsibilities and attain US objectives.

a. **Policy Flow.** Because of the politico-military nature and sensitivity of CA activities undertaken by US commanders, whether in a unified or multinational context, **their conduct should be governed by deliberate policy developed and promulgated by the National Command Authorities (NCA).** Policy decisions are generally transmitted to commanders through command channels. Guidance for specific policies concerning the degree of civil-military interaction to be followed in any operational area should be transmitted from the NCA through the Chairman of the Joint Chiefs of Staff.

b. **US Commanders Serving as Multinational Commanders.** Policies are normally developed by agreement between member nations of a multinational force and provided to commanders through a

## ADDITIONAL CHARACTERISTICS OF CIVIL AFFAIRS ACTIVITIES

- The use of forces (units and personnel) possessing an in-depth understanding of politico-military, economic, and social aspects of countries or regional areas where military forces are employed.
- The capability to enhance and influence the civil-military operational planning and execution by Department of Defense (DOD), non-DOD, multinational, nongovernmental organizations/private voluntary organizations, and other agencies through estimates of operational impacts on civilian populace, resources, and institutions in areas where military forces are employed. As stated above, some or all civil affairs activities may be part of civil-military operations tasked to a joint force commander; planned, or executed, by dedicated civil affairs forces, or other DOD forces; or a combination thereof.
- The fundamental concept of control of policy at the highest practical level, coupled with the integration of military and civilian efforts at the lowest echelon feasible.
- The requirement to negotiate with belligerents during peace-enforcement operations.

**Figure I-1. Additional Characteristics of Civil Affairs Activities**

council of ministers or a similar policymaking body of which the United States is a participant. **Policy should be transmitted directly from the NCA through the Chairman of the Joint Chiefs of Staff.** Should multinational CA guidance be in conflict with international law or specific national instructions, commanders should request guidance from the Chairman of the Joint Chiefs of Staff.

**c. Geographical Combatant Commanders.** Policies concerning the scope of CA responsibility and procedural guidance are normally covered in an **Executive Order**

(EO) or by a **policy directive** originating within the National Security Council (NSC). **Commanders should receive guidance transmitted through the Secretary of Defense and the Chairman of the Joint Chiefs of Staff.** Commanders should provide guidance to subordinate commanders, including specific instructions regarding the exercise of authority for CA activities. Commanders need to maintain close liaison with US diplomatic representatives abroad to ensure effective coordination and delineation of CA responsibilities and activities.



d. **Combatant Commanders having a Functional Area of Responsibility.** Policies concerning scope of CA responsibility and procedural guidance are normally covered in an **EO** or by a **policy directive** originating within the NSC. Commanders should receive guidance transmitted through the Chairman of the Joint Chiefs of Staff.

e. **Component Commanders.** Civil affairs policy guidance or directives will normally be provided by the combatant commander in **specific instructions for the delegation of authority and scope of responsibility** for execution of CA activities.

## 6. Principles

**Certain general principles apply to all CA activities.** They are the basis for initial planning purposes in the absence of specific guidance. These principles are listed in Figure I-2 and described below.



**Figure I-2. Principles of Civil Affairs Activities**

a. **Mission.** Civil affairs activities are conducted in support of military operations to assist commanders in fulfilling obligations

to civilian noncombatants imposed by international law agreements that may be in effect, or to further the national and international policies of the United States.

b. **Command Responsibility.** Responsibility for the conduct of CA activities, including civil administration if directed by higher authority, is vested in the senior military commander, guided by directive, national policies, military strategy, applicable treaty or agreement, and international law.

c. **Continuity and Consistency of Policy.** Essential to the success of CA activities, in light of their inherent complexity and political sensitivity, is a comprehensive and clear Department of Defense (DOD) CMO policy transmitted through command channels.

d. **Reciprocal Responsibilities.** The commander of an occupying force has the legal right to require the inhabitants within an operational area to comply with directives necessary for mission accomplishment and proper administration of a given area. In return, the inhabitants have the right to freedom from unnecessary interference with their property and individual liberties.

e. **Economy of Personnel and Resources.** The activities of CA assets should be limited where possible to those involving coordination, liaison, and interface with existing or reestablished civilian authorities. Maximum use of local or indigenous resources should be made consistent with satisfaction of minimum essential civil requirements.

f. **Humanitarian Considerations.** The use of force beyond military necessity is prohibited. Military commanders should plan operations that include the maximum humanitarian assistance and the minimum suffering for noncombatants that abide by,



and exceed if possible, rules of engagement (ROE), law of land warfare, and the Geneva Conventions.

### 7. Civil Affairs Assets

Many DOD organizations have inherent capabilities to support CA activities and conduct CMO. **Combatant commanders may be supported by any or all of the following military CA assets:**

a. **Active component (AC) or Reserve component (RC) CA forces** organized, equipped, and trained to carry out missions that specifically include the conduct or support of CA activities (RC CA units constitute the vast majority of these forces; as described in more detail in Appendix E, “Service-Unique Civil Affairs Forces, Capabilities, and Missions”).

b. **Civil affairs personnel** assigned or attached to combatant commands.

c. **Other RC personnel possessing functional specialty skills** applicable to CA activities (Appendix C, “Civil Affairs Functional Specialty Skill Areas”) across the range of military operations. RC personnel are available under the authorities stated in Joint Pub 4-05, “Mobilization Planning.”

d. Although not trained in functional civilian specialty skills for CA operations, **DOD forces and personnel trained in such military skills** as engineer, medical, dental, veterinary, intelligence, military police, communications, logistics, and transportation complement CA assets and provide significant support to CA activities and CMO. Other **special operations forces (SOF) elements and personnel** with area orientation, cultural awareness, linguistic capability, and experience in military and civilian advisory and assistance activities will ordinarily collaborate in CA activities and, in certain cases, conduct CA activities of more

limited scope. **The use of a relatively small number of dedicated CA assets can provide commanders an economy-of-force capability** to achieve assigned objectives through direct interface with civil government officials, agencies, and population. Discussion of Service-unique CA and CMO capabilities or forces is contained in Appendix E, “Service-Unique Civil Affairs Forces, Capabilities, and Missions.”

### 8. Operational Parameters

a. **Threat.** The emergence of a world with shifting military and economic power centers, often with differing or fragmented strategic goals, will result in the continued high probability of lethal forms of regional armed conflict. At the same time, however, instances of instability and conflict that center on the diplomatic, economic, and informational (vice military) elements of national power, involving nonlethal application of military forces, are likely to increase. The problem of **achieving maximum civilian support and minimum civilian interference with US military operations** will require the coordination of intelligence efforts, security measures, operational efficiency, and the intentional cultivation of popular goodwill. Failure to use CA assets in the analysis of political, economic, and social bases of instability may result in inadequate responses to the root causes of the instability and result in the initiation or prolongation of conflict.

b. **Relationships Within the United States, Its Territories, and Possessions.** In the United States, **Federal law**, as implemented by DOD directives, **provides for the primacy of civil authority**. When directed by appropriate authority during domestic emergencies, **commanders may use forces, including CA assets, to provide support to civil authority** to assist in restoring basic services and facilities destroyed or damaged, help prevent loss of life and wanton destruction of property, and protect or restore government

infrastructure and public order. **During periods of hostilities, commanders may have added responsibilities.** In addition to the more critical security considerations for their personnel, plans, equipment, and facilities, commanders may have important supporting roles for civilian community civil defense, disaster relief, and key facility protection measures. In accordance with appropriate DOD directives, **accomplishment of military support to the civil sector requires coordination of plans and procedures** between the Department of Defense and other USG agencies (e.g., Federal Emergency Management Agency (FEMA)).

c. **Relationships in Foreign Countries.** **International law and agreements necessitate close coordination with friendly or multinational countries** that may have US forces present. Of increasing relevance in today's changing world are instances where military support or even intervention is required to improve the capability, stability, and image of friendly governments and forces on one hand, or to relieve disease, undue hardship, or unrest on the part of the civilian population on the other. In formerly contested areas, in addition to inherent antagonisms arising from nationalism, propaganda, or privation, **commanders may be confronted with the tremendous complications of a shattered political and economic system.** These adverse circumstances may include

extensive shortages and destruction of supplies, utilities, and service functions, as well as numbers of displaced persons clogging movement routes, threatening security, and competing for existing shelter and supplies. **The manner in which civilians are treated, and in which relationships between US forces and the different political, cultural, and religious groups are sustained, can tip the scale toward civilian cooperation or active or covert opposition.** Discussion of considerations or factors that may tend to complicate or constrain civil-military relationships, as well as the planning and conduct of CA activities, is contained in Chapter V, "Civil Affairs Activities Planning and Coordinating."

## 9. Objectives of CA Activities

**Effective CA activities will assist commanders in accomplishing assigned missions,** regardless of the operational area. Successful accomplishment of CA objectives in large part depends on adequate plans and policy determinations, an adequate staff capability, and availability of dedicated CA forces to assist the commander in carrying out responsibilities for CA. Responsibilities of commanders at all levels are contained in Chapter III, "Responsibilities for Civil Affairs." Principal objectives of CA activities are shown in Figure I-3.

## OBJECTIVES OF CIVIL AFFAIRS ACTIVITIES

- Facilitate commanders' mission capability by obtaining civil support and reducing civilian interference with military operations
- Assist commanders' compliance with operational law requirements, insofar as military circumstances permit, by providing those resources necessary to meet essential civil requirements, avoiding damage to civilian property and usable resources, and minimizing loss of life and suffering
- Assist commanders in achieving developmental goals in friendly or foreign countries by assisting or reinforcing the political and socio-economic viability or efficiency of public institutions and services of host forces
- Assist or supervise the stabilization or reestablishment of civil administration, when directed by the National Command Authorities, in friendly, neutral, hostile, or occupied territory in support of US and multinational objectives

**Figure I-3. Objectives of Civil Affairs Activities**

## CHAPTER II

### CIVIL AFFAIRS SUPPORT TO MILITARY OPERATIONS

*“Nothing that I have ever been taught prepared me for the mental jump needed to go from being Chief of Operations in NATO Army Group to being Chief of Staff of a UN operation, where I had to bring together the staff from ten different nations and staff the deployment in less than three weeks from the Security Council Resolution.”*

**Major General R.S. Cordy-Simpson**  
UKAR

#### 1. General

a. **The NCA’s policy guidance and mission orders** to military commanders will **determine the objectives and scope** of joint CA activities conducted.

b. CA activities may range from coordinating for the removal of civilians from a combat zone, through efforts to interface between US forces and multinational forces, and host-nation and other governmental or nongovernmental agencies, to the exercise of full military control over an area or hostile government or population. **The variety of CA activities to support the requirements for military operations necessitates corresponding flexibility** in CA organization, planning, and execution.

c. **Commanders should use CA assets to coordinate with governmental organizations/NGOs**, based on mission requirements and in coordination with the Country Team.

d. Operational requirements may involve application of any combination of the **functional specialty skills** for CA activities (see Appendix C, “Civil Affairs Functional Specialty Skill Areas”).

e. Civil affairs annexes or portions of theater plans, OPLANs, or operation plans in concept format (CONPLANs) should be **reviewed by competent legal authority** for conformance with international and US law.

f. **Civil affairs activities require intensive planning** and maximum adaptation to, and utilization of, local political-social structures and resources.

#### 2. Command and Staff CA-Relevant Functions

**Civil affairs activities**, as discussed in Chapter I, “Introduction,” **are controlled or accomplished through one or more of the following CA-relevant functions** (see Figure II-1):

a. **Supporting.** Provide adequate CA support to US forces during combat operations in order to minimize noncombatant interference with operations and to minimize impact of operations on noncombatants.

b. **Assisting.** Assist US forces, USG agencies, or friendly or host nation (HN) civil or military officials with development and implementation of foreign internal defense (FID) and other nation assistance programs.

c. **Advising.** Recommend appropriate actions to commanders to secure and maintain positive civil-military relationships identified as essential for mission accomplishment.

d. **Coordinating.** Conduct dialogue or other direct interaction on behalf of the commander with other DOD and/or USG agencies, multinational, or HN governmental

civil and military authorities, or other civilian groups, to facilitate a positive and mutual understanding of objectives and a concerted action to achieve these objectives.



Figure II-1. Civil Affairs Relevant Functions

e. **Analyzing.** Perform research, examination, and interpretation of sociological, political, economic, military, and psychological factors pertinent to a given region, country, or operational area. The analysis could be used as a basis for area studies, assessments, or advice provided to commanders.

f. **Informing.** Provide the commander with area assessments and other political,

economic, and cultural estimates and background data required for mission planning and execution.

g. **Planning.** Coordinate plans to employ CA assets with commands, USG agencies, and HN civil and military authorities to determine the best method of supporting assigned missions.

h. **Preparing.** Draft proposed CA estimates, assessments, agreements, OPLAN and CONPLAN annexes, and other documentation relevant to CA support for operations.

i. **Training.** Provide instruction to US forces, friendly or HN civil or military officials and population in identifying, planning, and implementing programs that are useful to the civilian population and which strengthen the HN's internal defense and development.

j. **Supervising**

- As directed or approved by the appropriate US authority, perform oversight of US or foreign personnel or agencies engaged in planning and conducting CA activities.
- Perform oversight and (when directed by NCA) assume many of the functions normally performed by civil government in those cases where political institutions, economic systems, or other processes of civil administration are disrupted or rendered ineffective by hostilities or other emergency conditions.

k. **Evaluating.** Perform review and analysis of CA activities to determine and enhance their effectiveness in supporting military operations and achieving US objectives.

### 3. CA Support to Military Operations

Although the types of operations differ across the range of military operations, the basic CA objectives and CA-relevant functions of commanders, staffs, and supporting CA elements and personnel remain the same as those previously identified.

a. **General.** The **CA functional capabilities** that span the range of military operations include, but are not limited to, any combination of the following:

- **Preparing CA assessments, estimates, agreements, and annexes** in accordance with the Joint Operation Planning and Execution System (JOPES). These documents outline the CA elements generated by the political, economic, and cultural environment in which operations are likely to occur and the anticipated effect military operations will have on the civilian population.
- **Assisting in the planning and coordination of logistic activities.** Combatant commanders promulgate basic direction and procedures for civilian supply operations, including determination or estimates of initial requirements of military forces as well as the availability of civilian sector resources. **Civil affairs activities plan for the following logistic activities:**
  - **Support for military forces from civilian resources** to include such items as subsistence, water, billeting, cargo handling, transportation, limited spare parts, emergency medical support, and both skilled and unskilled labor.
  - **Facilitate host-nation support (HNS) and contracting** to US and/or friendly forces in multinational

operations following guidance and procedures specified in the commander of a combatant command's (CINC's) OPLAN.

• **Support requirements and sourcing (estimated in OPLAN) for civilian population and agencies.** Military supply of items necessary for the relief of civilian distress or the rehabilitation of the economy or infrastructure of a country in which military forces are present is primarily a concern of the commander's logistics division. Management of the distribution to civilians is usually a function of CA forces. Supplies or other logistic support for nation assistance operations as part of overall economic aid programs will normally be governed by US-HN agreements and coordinated by the logistics division with a variety of DOD commands and USG agencies. Provision of relief supplies to civilian populations will be limited only to the essentials needed to prevent disease, starvation, or such unrest as might interfere with military operations. Supplies for civilian relief or economic aid may be procured from military stocks, purchases within the United States, offshore procurement, local resource procurement, captured stocks, and the contributions of voluntary agencies. The determination of requirements for such military provisions or supplies remains a staff responsibility and is usually exercised through organic or attached CA forces.

• **Assist, supervise, or control self-supporting civilian sector operations.**

- **Assisting commanders**, in coordination with the servicing staff judge advocate, **in fulfilling lawful and humanitarian obligations** to the civil or indigenous population **and ensuring CA activities**

are consistent with international law, including the law of armed conflict, treaty obligations, and US law.

- **Minimizing local population interference** with US military operations by coordinating with civil agencies or authorities to implement population and resource controls.
- **Supporting and coordinating CMO**, such as humanitarian assistance and disaster relief, in concert with DOD elements, other USG agencies, foreign

or HN authorities, and NGO/PVOs to reduce serious threat to health, life, and property and to project positive US influence in the operational area.

- **Assisting in** the establishment and maintenance of **liaison or dialogue** with indigenous personnel, agencies, and/or civilian organizations to support national and regional information programs and other efforts that favorably portray US or multinational military operations.

### CIVIL AFFAIRS IN THE PERSIAN GULF: OPERATIONS

Units from the US Army, US Army Reserve, and the US Marine Corps Reserve provided the Civil Affairs (CA) support for pre-combat, combat, and emergency reconstruction missions during Operations DESERT SHIELD and DESERT STORM in the Kuwait Theater of Operations (KTO). Units involved included the Army's 96th CA Battalion, the only active Army unit, 16 USAR units, and two USMC (Reserve) CA groups. Missions included coordinating and facilitating host-nation support (HNS); emergency services and support to the civil sector; support to combat operations by minimizing civilian interference and casualties; providing for movement and control of civilians; emergency water, food, shelter, and medical care for displaced civilians and enemy prisoners of war (EPWs); and providing emergency services and reconstruction assistance to the Government of Kuwait in rebuilding its infrastructure following the cessation of hostilities.

In October, the Government of Kuwait requested US government help to plan the Kuwait Emergency and Recovery Program and the State Department turned to DOD for assistance. In early December, the Kuwait CA Task Force was formed, largely around personnel of the 352nd CA Command, a USAR unit from Riverdale, MD. The task force helped marshal resources from both the private and public sector, which Kuwait needed to restore emergency services once the country was liberated. The task force objectives included mobilizing the Kuwaiti government-in-exile to plan for the necessary services, supplies and equipment. Initially, the task force worked with ministerial representatives of the Kuwaiti government-in-exile to plan and contract for the necessary services, supplies and equipment needed in the post-combat phase of the operation. The organization deployed to Saudi Arabia in January to complete final civil affairs planning and preparation to execute the plan.

CA forces contributed to the procurement of HNS by locating and arranging for supplies and services from US allies in the region. Initially, the 96th CA Battalion, and later USAR CA units, particularly the 304th CA Group, worked in direct support of ARCENT's 22nd Support Command on HNS matters. Their efforts helped sustain the force buildup in the KTO.



CA forces assigned to combat units performed the essential function of controlling and providing humanitarian assistance to displaced civilians, refugees, and EPWs encountered on the battlefield. In doing so, they minimized the effect these persons had on military operations and safeguarded them from combat operations. In the rear areas, CA forces organized and managed the displaced civilians and refugee collection points and camps and assisted the transition of responsibility for these groups from military to international relief organizations.

Deployment of CA forces competed in the early stages of Operation DESERT SHIELD with the urgent requirements for combat capability, including combat forces, and the necessary logistical support units, equipment and supplies needed to sustain combat operations. As the force structure to meet tactical requirements were met, CENTCOM began to increase priority to post-hostility considerations, including deployment and employment of CA units. Most of the CA units were deployed between mid-January and mid-February.

**DOD Report to Congress,  
*Conduct of the Persian Gulf War, April 1992.***

**b. Military Operations Other Than War.**

Types of operations supported by CA include, but are not limited to, the items shown in Figure II-2 and discussed below.

- **Nation Assistance Operations**

- **Security Assistance.** CA enhances coordination and liaison activities, offers economic advice, and supports US or multinational cooperative efforts to strengthen indigenous programs in areas of public health, communications, utilities, safety, administration controls, and civil information.

- **Foreign Internal Defense (FID).** CA serves as a critical link between US forces providing support in a host nation and the host nation's government, military force, and civilian population. CA facilitates the integration of other US support missions into the overall internal defense and development programs of the supported nation. CA forces do not conduct the actual support missions but serve to assist, advise, coordinate, plan, train, and supervise US efforts. **Civil**

**affairs should be a part of any FID-related mission to ensure adequate coordination with, and support of, the local government and population.** In FID operations the host nation has the primary responsibility and all operations must be approved and coordinated with the appropriate host-nation authorities. CA assets, in consonance with other military specialties and civilian agencies, can support security assistance, humanitarian assistance (HA), humanitarian and civic assistance (HCA), and MCA programs that promote FID. Each of these programs are discussed separately in this section (see also Joint Pubs 3-07, "Joint Doctrine for Military Operations Other than War," and 3-07.1, "Joint Tactics, Techniques, and Procedures for Foreign Internal Defense").

- **Military Civic Action.** Civil affairs activities in MCA, as part of more comprehensive USG security and economic assistance programs, may originate from a national plan and entail specific projects, central funding,



## CIVIL AFFAIRS IN MILITARY OPERATIONS OTHER THAN WAR

Nation Assistance Operations  
Foreign Humanitarian Assistance  
Civil Administration  
Humanitarian and Civic Assistance  
Support to Displaced Persons  
Domestic Support Operations  
Noncombatant Evacuation Operations  
Peace Operations  
Insurgency and Counterinsurgency  
Counterdrug Operations  
Combatting Terrorism

**Figure II-2. Civil Affairs in Military Operations Other Than War**

authorization to use indicated resources, and joint participation with other USG agencies. **The long-range goal of MCA is to nurture national development.** Projects may be in areas closely paralleling those of the CA functional specialty areas shown in Appendix C, “Civil Affairs Functional Specialty Skill Areas.” Projects include, but are not limited to, those in education, public works, agriculture, transportation, communications, health, sanitation, and others contributing to HN economic and social development. **The fundamental**

**tenet of any successful civic action program is civilian self-help.** Civil affairs assets are trained either to plan MCA programs or to provide professional advice and assistance to the HN military forces or agencies in establishing local expertise and providing skills and materiel assistance not available to the local civilian participants identified to assume the leadership roles for future long-term development. Other US military forces are capable of participating in MCA programs. Within the scope of their organization, funds, mission, and terms of agreements with the HN, these forces can undertake projects of their own or can assist and motivate HN counterparts to develop their own programs and plan projects, procure equipment needed, or train participating personnel. In developing countries, military organizations often possess a large share of skilled and semiskilled manpower, mobility, funds, and technical equipment essential to socio-economic development.

- **Foreign Humanitarian Assistance.**

The functional structure of CA forces and the experience, training, and orientation of CA personnel provide a capability for emergency coordination and administration where civilian political-economic structures have been incapacitated. In both foreign HA and domestic disaster relief operations, **the functional composition** (Appendix C, “Civil Affairs Functional Specialty Skill Areas”) **of CA forces permits ready tailoring of elements** possessing the skills necessary to assist other military and/or civil authorities in emergency relief and control measures. Although part of humanitarian assistance, civil administration is discussed separately because of its unique process.



*Emergency supplies are loaded aboard a C-130 aircraft for a resupply airdrop during Operation PROVIDE HOPE.*

to a military commander responding to a disaster area.

• Historically, **civil affairs forces have managed distribution of relief supplies, advised and coordinated on population care and controls, and helped transition military efforts to civil agencies** for restoration of selected governmental services, i.e., Operations JUST CAUSE and PROMOTE LIBERTY in Panama in 1989-1990. Those CA forces entering Kuwait City in early 1991 in the aftermath of Operation DESERT STORM coordinated US and multinational forces' civil support efforts in managing scarce resources, repairing utilities, and restoring health and sanitation, transportation, and education facilities. Civil affairs forces also have coordinated a variety of military-to-civil support efforts to an epidemic-stricken populace in Cameroon (1989), to storm victims in Bangladesh (Operation SEA ANGEL-1991), to Kurdish refugees in northern Iraq (Operation PROVIDE COMFORT-1991), to Haitian migrants in Guantanamo Bay (1992), to victims of civil unrest and starvation in Somalia (Operation RESTORE HOPE-1993), and to victims of the 1992 Hurricane Andrew in Florida. As these operations illustrate, **CA activities are integral to the conduct of civil-military operations**, integrating military and civilian management structures, assisting security and development capabilities of friends and allies, and enhancing the image of US forces working to achieve theater and national objectives.

- **Civil Administration. This is a unique action undertaken by US commanders only when directed or approved by the NCA.** (DODD 5530.3, "International Agreements," does not delegate authority

• **Civil affairs supports HA** by assisting in the estimate for requirements and the coordination for the provision of supplies and/or services to promote human welfare. Civil affairs forces are especially effective in disaster preparedness planning surveys and training programs.

• **DOD involvement in foreign HA and emergency relief operations** should be requested by appropriate Department of State agencies and approved by the Secretary of Defense.

• **CA provides planning assistance to a foreign government's disaster plans.** A total analysis of disaster and civil defense plans is accomplished through reviewing existing plans and interviews. A final analysis is prepared and presented to the government and CINC. These plans are a valuable source of information

to negotiate and conclude agreements; when approved by the NCA, agreements should be negotiated and concluded in accordance with DODD 5530.3) **Civil affairs support consists of planning, coordinating, advising, or assisting those activities that reinforce or restore a civil administration** that supports US and multinational objectives in friendly or hostile territory.

•• Civil administration missions in friendly territory are normally undertaken pursuant to an agreement with the government of the area concerned. This form of civil administration is also called **civil affairs administration**. Depending on mission

requirements, the full range of CA functional specialty skills (Appendix C, “Civil Affairs Functional Specialty Skill Areas”) may be required for the activities shown in Figure II-3.

•• **In a civil administration by an occupying power**, also called military government, **agreements will contain provisions as to the authorities of the occupying power and the obligations of the submitting government**. Furthermore, the exercise of executive, legislative, and judicial authority by the occupying power will be determined by policy decisions at the highest level and may even involve an international policy making group. **Emphasis on CA**

### CIVIL AFFAIRS ADMINISTRATION

- Assist foreign or host-nation governments in rehabilitating and building government and socio-economic infrastructure
- Coordinate and supervise provision of US resources to meet essential civil requirements
- Assist other US Government or foreign/host-nation agencies in providing US resources to meet essential civil requirements
- Oversee contacts between military forces and civil authority and population to the extent required by the mission
- Coordinate essential funding programs with appropriate US Government agencies
- Coordinate and assist in the return of government controls to civil or indigenous authority as soon as practicable

Figure II-3. Civil Affairs Administration

**activities to implement long-range plans increasingly influences or replaces measures intended to satisfy short-range needs.** Consistent with established policy, a sound local administration is developed, always subject to the authority of the occupying power. An informed populace is fostered through news media, public discussion, and the formation of acceptable political parties. CA forces are trained to plan and conduct essential CA activities to **assist commanders in the most effective policy implementation concerning reorganizing or reconstituting government structures.** More detailed discussion of pertinent CA directives and agreements is contained in Appendix D, “Civil Affairs Directives and Agreements,” and in FM 41-10, “CA Activities.” Additionally, some of the key planning considerations or factors that govern policy implementation and influence the character of CA in this form of civil administration during postconflict or consolidation operations are contained in Chapter V, “Civil Affairs Activities Planning and Coordinating.”

- Regardless of the program adopted, CA personnel and military commanders should be aware that the manner in which they carry out established policies has a significant bearing on subsequent courses of action designed to achieve US security objectives.

- **Humanitarian and Civic Assistance.** These programs are designed to assist the host nation while improving the readiness skills of US Service members. HCA programs are undertaken pursuant to statutory authority (title 10, US Code, section 401) and must be provided in conjunction with joint and multinational exercises performed in foreign areas. HCA activities have a direct correlation to CA capabilities and are generally

limited to medical, dental, and veterinary care; construction and rudimentary surface transportation systems; well drilling; construction of basic sanitation facilities; and rudimentary construction and repair of public facilities. These programs are managed by the Office of the Secretary of Defense (OSD).

- **Support to Displaced Persons.** Displaced persons are a common result of natural or manmade disasters and military activities across the range of military operations. **CA assists military forces in providing or coordinating for the safety, sustenance, and disposition of displaced persons.**

- **Domestic Support Operations.** Civil affairs assets are not organized, trained, or equipped specifically to support operational missions in domestic territory. As national defense assets, **CA personnel and forces may be made available on a situation-specific basis.** Accordingly, CA personnel or forces may be used, where authorized by law, to:

- **Support domestic activities** coordinated by the DOD Executive Agent, the Secretary of the Army.

- **Assist in planning** for USG interagency (e.g., DOD, FEMA) procedures required in emergency situations on either a national or regional basis.

- **Assist civil-military planning and military support operations** associated with established joint regional defense command and joint state area command organizations.

- As directed, **coordinate military resource assistance and actions** for support to the continuity of Federal, state, or local government operations,

emergency actions to restore or repair vital facilities, and humanitarian assistance measures to alleviate civil suffering resulting from natural, manmade, or war-related causes.

- **Noncombatant Evacuation Operations (NEOs).** CA forces may assist commanders in planning and coordinating a NEO, involving other DOD elements, USG agencies, and foreign or HN authorities, to facilitate the proper receiving, screening, and relocating of threatened civilians.

*"It's like going into a domestic dispute between husband and wife; when you intervene, they turn on you, when you leave they pick up where they left off—fighting each other."*

**Cpl. A. Martin, USMC**  
**American Embassy Mogadishu**

- **Peace Operations.** CA support to military forces tasked to plan or conduct peace operations generally **complements or reinforces political or diplomatic and informational initiatives** arising from or as a basis for agreements or negotiations that lead to agreements. **The process of coordinating CA activities will vary with the type of peace operation**, which also affects the military role and objectives. Planning for CMO, to include CA supporting plans, should consider: the role of DOD, Department of State (DOS), or other lead agency as peace operations transition between peace enforcement and peacekeeping; the host nation civilian end states that describe the conditions required for transitions; and the process required for a military handoff of civil responsibilities. Civil affairs assets normally provide advice in formulating procedures to help create a basis for cultural accommodation and expediting necessary agreements.

Refer to Joint Pub 3-07.3, "Joint Tactics, Techniques, and Procedures for Peacekeeping Operations," and other current peace operations policy and doctrinal guidance.

- **Insurgency and Counterinsurgency (COIN)**

- **Support to Insurgency.** The role of CA is to provide CA-related training, advice, and assistance to indigenous forces conducting insurgent operations and to US forces and activities directed by the NCA to assist such operations.

- **Support to COIN.** Civil affairs support for the COIN efforts of a host or friendly nation is based on the USG FID strategy that separates dissident elements from the population and supports that nation's internal defense and development strategy. **The operational capabilities of CA elements closely relate to basic aspects of COIN programs** (e.g., sensitivity to the political climate, social attitudes, economic conditions) and may well provide the major noncombat tools available to combatant commanders for effective support to the multinational USG-HN effort. Essential to this support is the promotion, coordination, and conduct of military civic action programs as a part of CA activities in CMO. Close coordination between combatant commanders and the Country Team should be accomplished to determine key direction and appropriate use of CA elements in support of COIN operations.

- **Counterdrug Operations.** CA forces may assist commanders, tasked to perform CD operations, by providing information and analyses on the political, economic, and cultural bases of the indigenous drug culture and on the implications of alternative approaches to

carrying out assigned counterdrug missions.

- **Combatting Terrorism.** Civil affairs support plays a significant role in **supplementing intelligence-gathering efforts concerning terrorist activities** through planned or incidental contacts with the civilian populace. At the same time, **CA activities in combatting terrorism are generally limited to those that can be taken:**

- To advise and assist commanders in effective ways to address political, social, and economic circumstances contributing to the incidence of terrorism and to assist the local population by enhancing self- and unit-protection measures (support to antiterrorist measures).

- To advise and assist commanders in carrying out effective incident response actions (support to counterterrorist measures).

- **Other**

- **Democratization Support Missions.** CA assists in assessments of appropriate host-nation projects, disaster assistance or humanitarian assistance seminars, interagency coordination, foreign liaison, and public information programs.

- **Disaster Preparedness Planning Surveys.** At the request of the Country Team, CA teams survey the state of disaster preparation in a country, state, or region through interviews, document reviews, and analysis of civil defense plans. An organized report on the areas resources available and capabilities to recover from various disasters is prepared for the host officials, the Country Team, and the combatant commander. The surveys have had practical use in several contingencies.

c. **War. Commanders' CA requirements in war include activities more often associated with peacetime military operations**, such as humanitarian assistance, noncombatant evacuation, and infrastructure recovery and restoration. The rapidly moving character of modern warfare and the use of weapons of mass destruction magnify problems associated with dislocation or distress of civilian populations, resources, and institutions or services. However, the **increased tempo of these operations**, particularly those requiring agreements with host-governments covering civil-military relationships (i.e., HNS and populace and resource control measures), **will likely employ more extensive CA forces than required for military operations other than war**. In addition, CA activities will shift focus to transition, stabilization, and restoration programs. JFCs should be prepared to conduct, or assist in, such activities using organic or attached personnel. Planning for conflict, conflict de-escalation, and post-conflict CA activities requires continuous planning and regional expertise, and should begin in conjunction with pre-crisis operation planning. This will necessitate consideration for early involvement of appropriate CA assets. **CA support in war includes, but is not limited to, the following:**

- **Populace-resource control measures** to reduce, relocate, or access civilians that may impede or otherwise threaten the success of ongoing and follow-on military and supporting logistic operations.

- **Command responsibilities to a civilian populace and resources**, prescribed by international law, DOD policy or regulatory guidance, and the principles embodied in applicable Hague and Geneva Conventions. This includes recommendations regarding such places and objects which receive special protection against attack, e.g., historic monuments, works of art, and places of worship.



- **Resource procurement and distribution**, rear area and force protection, disease controls, and prevention of disaffection.
- **Initiation of restorative measures for civilian government** or establishment of civilian administration or military government, in accordance with policy directives, necessary to stabilize, reinforce, or reconstruct basic services and institutions.
- **Support to DOD Enemy Prisoner of War and Civilian Internees Programs.** CA assets may be tasked by commanders to provide technical advice and assistance to security and law enforcement personnel in implementing EPW/CI operations. Such coordination may include, but is not limited to:
  - **Identification of individuals** who are EPW, CI, or otherwise detained by the Armed Forces of the United States.
  - **Review of EPW/CI plans and operations** to ensure detainee understanding of: (1) Written procedures, rules, and regulations. (2) Administrative and security requirements. (3) Food services, hygiene, medical, and other provisions. (4) Labor and other program arrangements.
  - **Assistance in liaison** with civil-military authorities of a detaining power with regard to US captured or detained EPW/CI.

### ENEMY PRISONER OF WAR OPERATIONS

The success of the enemy prisoner of war (EPW) operations during Operations DESERT SHIELD and DESERT STORM can be attributed, in part, to the lessons learned in the war in Vietnam. During that conflict, Armed Forces of the United States dealt with the international transfer of US and Allied EPWs to an ally; conducted military liaison with the EPW camp authorities of that ally; coordinated with the International Committee of the Red Cross (ICRC); determined training requirements for EPW units; and established the need for an enemy prisoner of war information system, centralized management, and accurate accountability. It is also due in great measure to adherence to the various agreements and conventions dealing with enemy prisoners of war, displaced persons and refugees.

The most important requirements of international law pertaining to persons captured or detained during an armed conflict are detailed in the four Geneva Conventions for the Protection of War Victims. Specific requirements for the humane treatment and full accountability of prisoners of war are found in the 1949 Geneva Convention Relative to the Treatment of Prisoners of War (GPW). The 1949 Geneva Convention Relative to the Protection of Civilian Persons in Time of War (GC), governs similar treatment and accountability of civilians.

Treatment and accountability of EPWs generated international interest and concern. In addition to other concerns, religious and cultural sensitivities were a factor. All EPWs and displaced civilians captured by Coalition forces during Operations DESERT SHIELD and DESERT STORM were eventually turned over to Saudi control to insure that Arab prisoners were treated in accordance with Arab culture and Islamic religious practice.

During Operation DESERT STORM, Coalition forces captured 86,743 EPWs. Approximately 69,822 EPWs and displaced civilians were processed through US operated facilities between January, when the first EPW was captured, and May 1991. (By agreement, the United States also accepted EPWs and displaced civilians from UK and France and transferred them to Saudi Arabian installations.) US forces provided food, shelter, and medical care to both EPWs and more than 1,400 civilian displaced persons or refugees during this period. Eight EPWs died in US custody; all as a result of injuries or sickness contracted prior to capture. Five died from combat injuries, one from malnutrition/dehydration, and two from unknown causes. Three US transferred prisoners died in Saudi camps due to wounds received while interned in the Saudi controlled camps. These deaths were investigated and reported through command channels to the ICRC, as required by GPW.

**CUMULATIVE EPW AND DISPLACED CIVILIANS  
CAPTURED/SURRENDERED**

United States Forces	63,948*
Arab Forces	16,921
British Forces	5,005
French Forces	869
<b>Total All Forces:</b>	<b>86,743</b>

*\* Displaced Civilians (1,492) are included in the US Forces numbers.*

Interrogations of some detainees initially identified as EPWs determined that several were civilians who had not taken part in hostile actions against the Coalition forces. In some cases, they had surrendered to the Coalition to receive food and lodging. Under Article 5 of the GPW, tribunals were conducted to determine whether civilians were entitled to be granted EPW status. For those detainees whose status was questionable, tribunals were conducted to verify status, based upon the individual's relationship to the military and participation in the war. A total of 1,196 tribunal hearings were conducted. As a result, 310 persons were granted EPW status; the others were determined to be displaced civilians and were treated as refugees. No civilian was found to have acted as an unlawful combatant.

Centralized EPW management began during Operation DESERT SHIELD and continued throughout Operation DESERT STORM. The US National Prisoner of War Information Center (NPWIC) was fully operational before the ground offensive began, and a new automated program for compiling information on and accounting for captured personnel (as required by the GPW) was fielded in Operation DESERT SHIELD. Trained Reserve Component (RC) EPW units were activated, and camp advisory teams were sent to Saudi Arabia to establish liaison with Saudi units to provide technical assistance, and to maintain accountability for EPWs and displaced civilians transferred to the Saudis.

DOD Report to Congress,  
*Conduct of the Persian Gulf War*, April 1992.



### 4. Support to Special Operations (SO)

**Culturally oriented, linguistically capable CA assets may be tasked to support other SOF** that are specifically organized, trained, and equipped to conduct, among other missions, FID, unconventional warfare (UW), and direct action missions. For a detailed description of these missions, see Joint Pub 3-05, “Doctrine for Joint Special Operations.” NCA objectives guiding SO are coordinated through the DOS with host-governments (FID operations) and with resistance organizations (UW operations). **CA support to SO includes, but is not limited to, the following:**

a. **FID Operations.** Assist other SOF, indigenous forces, and host-government agencies in planning and implementing population and resource controls, civic action, security and clearance operations, and other initiatives aimed at achieving political mobilization and internal stability.

b. **UW Operations.** Train, advise, and assist other SOF and indigenous forces in planning and executing programs for population and resource control, civic action, political mobilization, civil administration, and infrastructure development aimed at expanding their legitimacy within contested areas.

c. **Direct Action.** Advise and assist other SOF and intelligence elements in mission planning relating to civilian contacts and control, area assessments, ROE, and compatibility between operational and postconflict objectives.

### 5. Support to Joint and Multinational Exercises

**CA activities support the combatant commander’s initiatives** to improve

relations with friendly or foreign military forces and civilian populations, and regional strategy and long-term goals, by strengthening the capabilities of a host nation in effectively applying its indigenous resources to mitigate or resolve its instability, privation, or unrest. **Reserve CA assets have unique interpersonal and cultural skills**, derived from their civilian background and experience, that can be beneficial in building good will and mutual respect among US forces, allies, and host military and civilian populace. Finally, **deployments and exercises produce training sustainment benefits for CA forces** in the form of enhanced language skills and cultural awareness for application in future deployments.

### 6. Civil Affairs and Psychological Operations (PSYOP)

**Civil affairs and PSYOP are mutually supportive within CMO.** During military operations other than war, PSYOP support various CA activities; establish population control measures; gain support for the government in the international community; and reduce support or resources to those destabilizing forces threatening legitimate processes of the HN government. Although CA personnel and forces can advise commanders on the most effective military efforts to support friendly or HN civilian welfare, security, and developmental programs, **PSYOP maximize those efforts through informational products and programs.** PSYOP publicize the existence or successes of these CMO activities in order to generate confidence in, and positive perception of, US and HN actions to the target population. Detailed discussion of PSYOP is contained in Joint Pub 3-53, “Doctrine for Joint Psychological Operations.”

## 7. Intelligence Requirements of Civil Affairs Activities

a. **General. Intelligence can provide the commander with an understanding of environmental and political factors**, and trends that could influence courses of action and shape measures needed to interface with, influence, or control the civilian population. Accordingly, intelligence support to CA activities requires an expanded focus, with information related to political, economic, informational, and cultural aspects of a given area.

b. **Area Studies.** During planning phases, CA forces receive their intelligence support from the joint force or Service component force to which they are assigned or attached. **The basic intelligence document for CA is the area study.** Area studies, as detailed as time and source material permit, should be prepared on each country or region in which military operations are contemplated. Requirements will usually exist for finished intelligence and counterintelligence studies and estimates. Staffs and CA planners may find it necessary to identify CA-relevant essential elements of information (EEI) and prepare the intelligence portions of CA plans from finished intelligence and CI products that have not been written primarily from a CA perspective. At any rate, **area studies should be continually reviewed and revised prior to commitment of forces.** After operations commence, these studies should constitute the basis of the collection of more current and comprehensive data from on-site surveys and assessments by CA personnel. Examples of the CA-relevant EEI that area studies provide on a given region, country, or operational area include the following:

- The **nature of the population**, including demographics, religion, distribution, and attitudes toward the United States and US forces.
  - The **location and composition of material stockpiles**, availability of civilian transportation, and points of contact to access these facilities, goods, and services.
  - The structure, orientation, capabilities, and reliability of **indigenous public security or safety organizations.**
- c. **Collection Plans and Source Exploitation.** The close coordination of CA personnel with civilian government agencies and their contacts and association with the civilian population, including (1) those that have been employed by or associated with hostile elements; (2) their handling of dislocated civilians; and (3) their access to civilian and technical equipment, facilities, or documentary or archival matter allow them to contribute significantly to the commander's collection plan. The sources available for this plan include, but are not limited to, classified intelligence channels, DOS post reports, United States Agency for International Development (USAID) mission disaster relief plans, psychological studies, US Embassy personnel and other US citizens who have spent time in country, and foreign sources such as third-country nationals. The necessary ongoing relationships between CA personnel and civilian officials and institutions allow CA elements to **identify indigenous personnel with skills or backgrounds that might be of interest to US staff elements to assist CI support activities** and facilitate achieving operational and postconflict consolidation objectives. Conversely, the proximity with civilians makes CA elements vulnerable to espionage activities and imposes a requirement for

enhanced security awareness and stringent security controls. All CI activities are to be coordinated with either the Task Force Counterintelligence Coordinating Authority or the command counterintelligence staff officer. CI support should be integrated into the planning and execution process.

d. **Tasking and Dissemination.** Civil affairs-relevant EEI and collection requirements should be **provided to both supported and supporting CA forces**

**through established intelligence channels.** These taskings should be coordinated with the combatant commander's J-2 to ensure that they are prioritized and deconflicted within overall theater intelligence requirements. **Use of existing automated information systems** that interface with those of the theater special operations command and subordinate Service components **will facilitate dissemination** of CA-relevant intelligence products to supported conventional and SO forces.

## CHAPTER III

### RESPONSIBILITIES FOR CIVIL AFFAIRS

*“Armed forces abroad are of little value unless there is prudent counsel at home.”*

**Cicero, (106-43 BC)**

#### 1. General

This chapter outlines the civil affairs activities and functions that should be considered by the Chairman of the Joint Chiefs of Staff, military commanders, and Chiefs of the Services when planning or executing civil military operations.

#### 2. Chairman of the Joint Chiefs of Staff (CJCS)

The Chairman of the Joint Chiefs of Staff should:

- a. Assist CINCs in obtaining and interpreting DOD policy as it pertains to CA in the CMO role.
- b. Issue interim guidance and directives when, in an emergency, required guidance is not otherwise available.
- c. Ensure adequacy of CA planning within JOPES.
- d. Ensure adequacy of CA resources for the combatant commander's CMO requirements.
- e. Take actions necessary to keep CA policy up to date with current political, military, economic, and informational trends.
- f. Recommend to appropriate authority, when necessary, the establishment of a CMO committee at a multinational command level and provide appropriate US civil affairs representation on that committee.

#### 3. Joint Force Commanders

Joint force commanders should:

- a. Plan, integrate, and monitor the employment of available CA functional assets in appropriate operational areas. Guidance for planning CA activities is contained in JOPES and in this and other doctrinal publications.
- b. Comply with national policies, US law, international law (including the law of armed conflict), and agreements with the civilian populace and government of a country in which US military forces are stationed or employed.
- c. Take actions necessary, in accordance with formal agreement or specific guidance, to control dislocated civilians, maintain order, prevent and treat disease, provide relief of civilian suffering, and provide maximum protection and preservation of property and other resources usable to achieve US military objectives.
- d. Ensure all assigned or attached personnel are fully aware of the importance of their actions while in contact with or in the presence of civilian authorities or population.
- e. Inform all assigned or attached personnel of indigenous cultural, religious, and social attitudes or customs and sensitivities and of their expected or actual effects on the outcome of military operations.



*Civil Affairs activities include taking actions necessary to prevent and treat disease.*

f. Communicate civilian attitudes and needs to higher command levels and appropriate government and NGO agencies.

g. Secure the understanding, acceptance, and support of indigenous civilians to reduce or minimize frictions inherent in stationing or employing US military forces.

h. Employ CA assets to secure necessary assistance, supplies, facilities, and labor from indigenous sources and to deal with local civilians and governments on the commander's behalf.

i. Incorporate CA estimates and assessments in developing theater operation plans and campaigns integral to theater strategy and US objectives, as appropriate.

j. Ensure staffs and organizations within commands have sufficient CA representation with political, cultural, linguistic, and economic-related skills to plan and conduct effective CA support.

k. Ensure that employment of CA assets and conduct of CA activities are coordinated

with respective chiefs of US diplomatic missions, in-country US agencies and applicable international and private charitable organizations, and HN military and civilian authorities.

l. Implement multinational CA plans consistent with international law, the law of armed conflict, and US law and treaty obligations with the government and civilian population in countries where US forces are assigned.

m. Request guidance from the Secretary of Defense on implementation of multinational policies and objectives, as appropriate.

n. Plan for multinational CA activities and assist regional friends and allies in planning and developing the operational skills and infrastructure necessary to ensure domestic stability.

o. Coordinate CA operational planning with appropriate multinational commanders and national forces of host countries.

#### 4. Commander in Chief, United States Special Operations Command (USCINCSOC)

USCINCSOC's responsibilities for the development of strategy, doctrine, and tactics for joint CA are interrelated with those of the Chiefs of the Services. Therefore, USCINCSOC coordinates with the Joint Staff, combatant commands, and the Services to ensure that all CA requirements are addressed. Additionally, USCINCSOC performs the duties described in Figure III-1.

#### 5. Common Service Responsibilities

As heads of their respective Services, the Chiefs of the Services have the capability to support USG agencies, OSD, the other Services, and multinational and US combatant commanders with appropriate forces or specialists capable of performing CA activities, as well as with techniques and items of equipment typical or peculiar to their Service. Additionally, the Chiefs of the Services should consider the following:

**CIVIL AFFAIRS RESPONSIBILITIES OF  
COMMANDER IN CHIEF, UNITED STATES  
SPECIAL OPERATIONS COMMAND**

- Recommends civil affairs policy guidance to the Chairman of the Joint Chiefs of Staff, the Services, and US military commanders, as required
- Prepares and provides assigned civil affairs forces to other combatant commanders for conduct of civil affairs activities, as required
- Coordinates with Commander in Chief, US Atlantic Command (CINCUSACOM) for planning the use of civil affairs to support continental US disasters or other emergency relief operations when directed by appropriate authority <sup>1</sup>

<sup>1</sup> CINCUSACOM coordinates with Director of Military Support, through the Chairman of the Joint Chiefs of Staff, concerning plans and procedures for providing any or all military assets determined appropriate to support the domestic civil sector in the continental US as circumstances require for military support to civil authorities (DODD 3025.1).

**Figure III-1. Civil Affairs Responsibilities of Commander in Chief, United States Special Operations Command**

a. Structure organizations for most effective support of US policy and combatant commander CA mission requirements across the range of military operations.

b. Direct their respective Services to include sufficient coverage of CA responsibilities in Service planning.

c. Make pertinent recommendations to the Chairman of the Joint Chiefs of Staff concerning the adequacy and supportability of CA portions or annexes of combatant command campaign plans, operation plans (OPLANs), or CONPLANs as a part of normal review procedures.

### 6. Chief of Staff, US Army

In support of CA activities the Chief of Staff, US Army should consider the following:

a. Provide Army common resources, support, and facilities to Army CA organizations and elements in support of the United States Special Operations Command (USSOCOM) joint CA operational and training requirements.

b. Mobilize or activate Army CA units and personnel, in coordination with USCINCSOC deployment requirements, in accordance with Army Mobilization Operations Planning and Execution System, and implementing the United States Atlantic Command-USSOCOM agreements.

c. Furnish to other Services, at their request, and in coordination with USSOCOM, qualified personnel for technical assistance in CA functional specialty areas where the other Services ordinarily do not require or maintain trained CA personnel.

### 7. Chief of Naval Operations and Commandant of the Marine Corps

In support of CA activities, the Chief of Naval Operations and Commandant of the Marine Corps should be prepared to (See Appendix E, “Service-Unique Civil Affairs Forces, Capabilities, and Missions,” for description of US Marine Corps CA forces):

a. Mobilize, train, and deploy CA elements and personnel required to support operations of forces, activities, and facilities of the Navy and the Marine Corps. This also applies to the Coast Guard when operating as part of the Navy in time of war.

b. Furnish to the Chief of Staff, US Army, when requested, specially qualified personnel for service in Army CA training and operational units as instructors or specialists in matters of primary concern to the Navy and Marine Corps.

c. Establish military government, as directed, pending transfer of this responsibility to other authority.

### 8. Chief of Staff, US Air Force

The Chief of Staff, US Air Force, should furnish to the Chief of Staff, US Army, when requested, specially qualified personnel for service in Army CA training and operational organizations as instructors or specialists in matters of primary concern to the Air Force.

### 9. USG

CA considerations for other DOD and principal USG agencies are contained in Appendix A, “Civil Affairs Responsibilities of Other Departments and US Government Agencies.”



## CHAPTER IV

### ORGANIZATION AND COMMAND RELATIONSHIPS

*“In Somalia UNITAF operations were, in part, successful because...the United States set the agenda, and ensured coalition partners agreed to the mission’s objectives and were prepared to follow the US lead.”*

**Army-Air Force Center for Low Intensity Conflict**

#### 1. General

Pursuant to statutory authority, direction and guidance for the conduct of operations are transmitted from the NCA to the combatant commanders, through the Chairman of the Joint Chiefs of Staff. The combatant commander is responsible for the organization and centralized direction of CA activities in the assigned operational area. Civil affairs activities require a responsive and unified command and control structure to ensure timely and effective command actions in attaining established objectives.

#### 2. Designation of Civil Affairs Forces as Special Operations Forces

Per Department of Defense Directive 2000.13, 27 June 1994, “Civil Affairs,” “US Army civil affairs forces are designated “special operations forces” under title 10 United States Code (USC) 167 ....” This action does recognize the commonality of CA force preparation with other SOF, provides increased emphasis on USCINCSOC oversight and support structure, and integrates CA force initiatives into USSOCOM programs. **Designation of CA forces as SOF does not alter relationships or principles of organization and employment regarding CA forces’ support to military operations.**

#### 3. Assignment of Civil Affairs Forces to USSOCOM

**All US Army CA forces stationed in the continental United States (CONUS) are assigned by the Secretary of Defense to USCINCSOC** who has combatant command (command authority) (COCOM) over assigned forces. USCINCSOC normally exercises COCOM of assigned CA forces through the United States Army Special Operations Command, a Major Army Command of the Department of the Army. United States Marine Corps (USMC) CA Groups (CAG) are organic assets to Marine air-ground task forces (MAGTFs) (see Appendix E, “Service-Unique Civil Affairs Forces, Capabilities, and Missions”).

*“I think all our conventional leaders and commanders need to understand and work more closely with Special Operations forces—Special Forces Operational Detachments, Civil Affairs and PSYOP teams. We cannot succeed on the modern battlefield without cooperation among these elements.”*

**BG L. Magruder, III, USA CG,  
Joint Readiness Training Center**

#### 4. Command Relationships

**US Army Reserve CA forces are separately organized into commands, brigades, and battalions; CA commands and**



brigades do not have organic subordinate units and battalions do not have subordinate companies. Therefore, time-phased force and deployment data and task organizations must specify all levels of CA commands required. **The functional composition of CA forces will vary** with mission, availability, qualifications of CA personnel, and supported command preferences. **The supported combatant commander should provide centralized control of and guidance to civil affairs activities.** This centralized control is normally provided by the J-3 who retains primary responsibility for supervising CA forces, oversight of their activities, and coordinating functions identified in Chapter V, “Civil Affairs Activities Planning and Coordinating.”

a. **Combatant Command (Command Authority).** Unless otherwise directed by the Secretary of Defense, **USCINCSOC exercises COCOM of assigned CA forces.** If forces are reassigned to another CINC, the gaining combatant commander will exercise COCOM over those CA forces. COCOM authority is further described in Joint Pub 0-2, “Unified Action Armed Forces (UNAAF).”

b. **Operational Control (OPCON).** When directed by Secretary of Defense, **the gaining combatant commander of attached CA forces will normally exercise OPCON of those forces** through subordinate commanders. OPCON authority is further described in Joint Pub 0-2, “Unified Action Armed Forces (UNAAF).”

c. **Tactical Control (TACON).** **TACON of CA forces is inherent in OPCON** and may be delegated to and exercised at any level at or below the level of a combatant command. TACON authority is further described in Joint Pub 0-2, “Unified Action Armed Forces (UNAAF).”

d. **Support to Multinational Forces.** When authorized by the Secretary of Defense, **a combatant commander may transfer CA forces to the OPCON or TACON of a US commander** within a multinational command structure.

## 5. Organizational Relationships

**The CA organizational relationships and structure should parallel the necessity for CA organizational integrity, unity of effort, and available forces.** CA forces possess sufficient flexibility to be tailored into cellular-type teams corresponding to functional specialty areas and the supported force mission needs. **The functional composition of CA forces will vary** with the mission, availability, and qualification of CA personnel and supported command preferences. CA forces can support a JFC, Joint Force Special Operations Command Commander (JFSOCC), or a Service or functional component commander. CA forces are attached to subordinate component commanders for employment at operational and tactical levels of command. The attached CA forces support the various commanders in accomplishing their tasks in support of theater CMO objectives. Each level of command needs to coordinate with corresponding levels in the NGO, HN government, and other civilian agencies.

## 6. Organization for Civil-Military Operations

**A tailored civil-military organizational structure may be established** by combatant commanders, JFC, JFSOCC, or Service or functional component commanders to command and control CMO. **Regardless of the name given this structure** (e.g., Military Support Group in the United States Southern Command - Operation JUST CAUSE, TASK FORCE FREEDOM in USCENTCOM -

Operation DESERT STORM, and Military-Civil Relations Task Force in the United States European Command - Operation PROVIDE PROMISE), **the concept of CA command and control (C2) organizations may be organized in two ways**, (names are notional and used for ease of description):

a. **Joint Civil-Military Operations Task Force (JCMOTF).** A JCMOTF is normally a US joint force organization, similar in organization to a joint special operations task force or joint task force, **flexible in size and composition depending on mission circumstances.** It may be developed to meet a specific CMO contingency mission, supporting humanitarian or nation assistance operations, a theater campaign of limited duration, or a longer duration CMO concurrent with or subsequent to regional or general conflict, depending on NCA or theater guidance. In rarer instances, a JCMOTF could be formed as a standing organization, depending on NCA or theater guidance and resource availability. A JCMOTF may be formed in theater, in CONUS, or in both locations, depending on scope, duration, or sensitivity of the CMO requirement and associated policy considerations. **Joint commanders may organize JCMOTFs to perform some or all of the following CMO-relevant functions:**

- **Provide C2** or direction of military host-nation advisory, assessment, planning, and other assistance activities by joint US forces.
- **Help establish US or multinational and military-to-civil links** for greater understanding and efficiency of cooperative assistance arrangements.
- **Perform essential coordination or liaison** with host-nation agencies, Country Team, UN agencies, other USG agencies, and deployed US,

multinational, and host-nation military forces and supporting logistics 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 US operations, and to promote indigenous capabilities contributing to recovery and economic-social development.
- **Plan and conduct joint and multinational CMO training exercises.**
- **Allocate resources and sustain and coordinate combat support or combat service support elements**, including necessary medical, transportation, military police, engineer, and associated maintenance and communications capabilities.
- **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 USG agency, international organization, or host-nation responsibility.
- **Assess or identify host-nation civil support, relief, or funding requirements** to the CINC or JFC commander for transmission to supporting CINCs, Military Services, or other responsible USG agencies.
- **Advise the CINC or JFC** on policy; funding; multinational, foreign, or host-nation sensitivities; and their effect on theater strategy and/or campaign and operational missions.

b. **Civil-Military Operations Center (CMOC).** A CMOC is the JFC's nerve center for CMO and coordination with other non-DOD agencies. CMOC members are primarily civil affairs personnel

However, the CMOC may be in a supporting role in military operations other than war where DOS or other organizations share or unilaterally control the theater.



*Department of State personnel brief Haitian refugees on procedures for transport to safe havens during Operation ABLE MANNER.*

augmented by other DOD and non-DOD (i.e., DOS, USAID, FEMA) liaison personnel. A CMOC may have functions closely resembling those listed for a JCMOTF above, but in addition have certain characteristics differing from a JCMOTF, some of which are enumerated as follows:

- **A CMOC is flexible in size and composition** to effectively coordinate military support to humanitarian assistance or associated contingency or crisis response operations in a given area or country. Such operations may result from decisions and direction emanating from authoritative US or multinational policymaking bodies or from United Nations mandates.
- **A CMOC may be the primary coordinating agency** for all international organizations (IO), NGO, USG agencies during war or peace operations where DOD has complete control of the theater.
- **A CMOC may be organized to help integrate US military forces into both multinational forces and military-civil partnership efforts.** It should coordinate US or multinational forces' goals and operations with those of host nations and appropriate relief or service organizations. A CMOC should serve as a vehicle for the exchange of information among participatory commands and to provide international support for assistance to countries in states of socio-economic or political transition.
- A CMOC may **comprise or be augmented by either or both military and civilian personnel representatives** of any organization the commander, joint task force considers necessary to effectively coordinate CMO.
- Overall **management of a CMOC** may be assigned to a multinational force commander, shared by a US and a

multinational commander, or shared by a US commander and a civilian agency head. In a US military-managed CMOC, the J-3 is normally responsible for the management of, or participation in, the CMOC.

- **The CMOC may be a suborganization of the JCMOTF** and the CMOC may have suborganizations to accommodate military or geographic requirements.

c. Situations in which establishment of JCMOTFs and CMOCs are considered are highly scenario-dependent. Figures IV-1 and IV-2 generally depict such arrangements or relationships, but are intended as illustrative examples only.

## 7. Availability of Civil Affairs Forces

**The CA force structure contains Active and Reserve components.** Reserve civil affairs forces are available as volunteers or under title 10 authority for Presidential

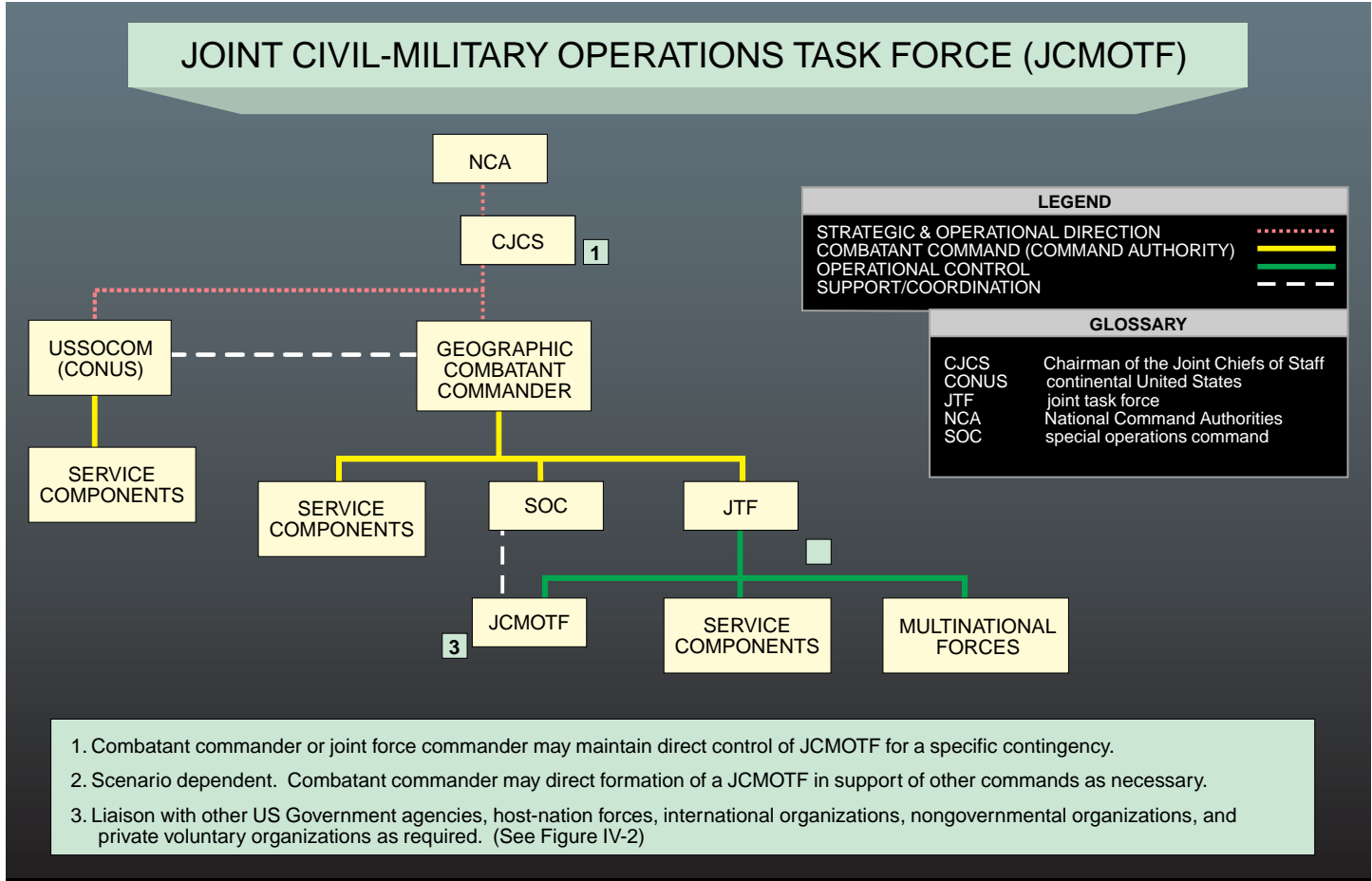
Selective Reserve Call-up (PSRC) and mobilization.

a. **Volunteers.** US Army Reserve CA availability is limited and requires advance notification of volunteers. **When dedicated CA personnel are not available, commanders should plan and conduct CA activities using organic and attached non-CA personnel.**

b. **Activation or Mobilization of Reserve Forces.** Under conditions of PSRC or mobilization, additional US military CA forces are available to supported CINCs and JFCs. **Mobilized CA forces should be employed as cohesive units for effective command, control, and sustainment.** Civil affairs force apportionment and availability data are contained in Annex L (CA) to the current Joint Strategic Capabilities Plan (JSCP).

c. **Access.** **Access to CA forces, or essential CA specialty skill capabilities, is coordinated through USCINCSOC.**

Figure IV-1. Joint Civil-Military Operations Task Force (JCMOTF)



# CIVIL-MILITARY OPERATIONS CENTER (CMOC)

## GLOSSARY

CJCS	Chairman of the Joint Chiefs of Staff
CONUS	continental United States
DOS	Department of State
IO	international organizations
JCMOTF	Joint Civil-Military Operations Task Force
JTF	joint task force
LNO	liaison officer
NCA	National Command Authorities
NGO	nongovernmental organizations
PVO	private volunteer organizations
SOC	special operations command
USSOCOM	US Special Operations Command

## LEGEND

..... STRATEGIC & OPERATIONAL DIRECTION  
 ——— COMBATANT COMMAND (COMMAND AUTHORITY)  
 ——— OPERATIONAL CONTROL  
 - - - SUPPORT/COORDINATION

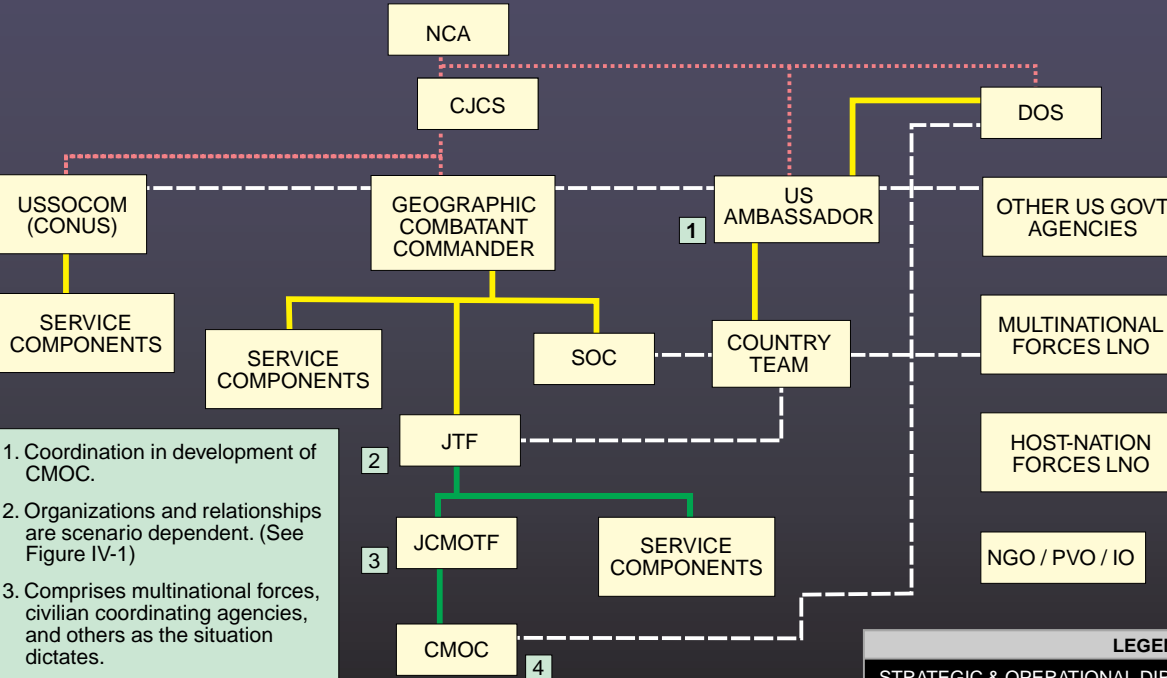


Figure IV-2. Civil-Military Operations Center (CMOC)

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## CHAPTER V

# CIVIL AFFAIRS ACTIVITIES PLANNING AND COORDINATING

*“The former supporting functions of civil affairs and psychological operations will become a much more critical part of your daily responsibilities.”*

Anonymous, Operation RESTORE HOPE

### 1. General

**Planning for, and coordination of, CA activities facilitates mission accomplishment.** Civil affairs planning is based on national policy and reflects a variety of legal obligations such as the provisions of the US Constitution, statutory law, judicial decisions, Presidential directives, departmental regulations, and the rules and principles of international law, especially those incorporated in treaties and agreements applicable to areas where US forces are employed. Additional guidance to assist combatant commanders in developing CA plans and annexes is contained in:

- a. JSCP (Annex L), JOPES, and applicable Service directives.
- b. Civil affairs assessments and estimates that are prepared for CINCs and subordinate

JFCs in their prescribed format. General guidance on CA estimates is contained in Joint Pub 3-07.1, “Joint Tactics, Techniques, and Procedures for Foreign Internal Defense,” Appendix E. CA estimates weigh relevant political, economic, sociological, and military factors to form a basis of CA planning.

### 2. Deployment and Employment Planning

Selection of CA forces in support of an OPLAN, CONPLAN, or operation order should be based on a clear concept of CA mission requirements. **JOPES integrates all elements of deliberate or crisis action CA planning**, and identifies, resources, and phases CA required forces.

- a. **General planning considerations** are shown in Figure V-1.

#### CIVIL AFFAIRS GENERAL PLANNING CONSIDERATIONS

- Administrative, logistic, and communications support requirements of civil affairs forces
- The need for early employment of civil affairs specialty capabilities
- The coordination between civil affairs requirements and campaign plans and strategies
- The coordination of civil affairs requirements with other appropriate staff functions and non-Department of Defense agencies

Figure V-1. Civil Affairs General Planning Considerations



b. **Military Operations Other Than War.** annexes to such plans should, as a minimum, consider the items listed in Figure V-2. Plans for contingency operations may be joint, multinational, or single-Service. Civil affairs

### CIVIL AFFAIRS PLANNING CONSIDERATIONS FOR MILITARY OPERATIONS OTHER THAN WAR

- Extent of US military involvement and role of US Government agencies in civil-military operations
- Liaison requirements with other Department of Defense elements; US Government agencies, including the Country Team; multinational forces; host-nation government officials; other foreign government officials; other civilian organizations; and international public and private groups
- Additional lead time normally necessary for Reserve component civil affairs forces availability
- Procedures for transition, continuation, or termination of civil affairs-relevant functions of other agencies, as directed or required
- Identification of, and relations with, friendly and hostile personalities and groups
- Security and hostile force disarmament requirements in semipermissive environments
- Organization and degree of effectiveness of the host-nation government, the condition of the economy, the nature of cultural and social institutions, and the prevailing perceptions and attitudes of the population

Figure V-2. Civil Affairs Planning Considerations for Military Operations Other Than War

c. **War. The JFC's need to assume greater authority for CA activities should be reflected in the planning assumptions;** certain areas may be devastated and lack self-sufficiency in facilities, services, and manpower as a result of hostilities; US and multinational forces may be required to provide emergency food, clothing, shelter, and medical supplies to civilians. At the same time, identification of CA requirements derived from analysis of both current operational and conflict termination or consolidation missions may entail any combination of the planning considerations identified above for contingencies or crisis-response operations.

d. **Conflict Termination or Consolidation Operations.** Planning considerations concerning use of CA forces and personnel include, but are not limited to, the following:

- The postconflict military mission and US policy objectives.

- The need for and roles of integrated military-civilian organizational and oversight elements or agencies.
- The extent of devastation and the potential of the defeated government to regain its place in the family of nations.
- The complexity and duration of stability and reconstitution assistance efforts required to counteract local violence and mobilize indigenous resources toward self-sufficiency.
- The availability of indigenous leaders and civil servants.
- The desires and objectives of multinational governments.
- The degree of US domestic political support to involve US military in nation building activities, regardless of identified needs.

e. **Joint Universal Lessons Learned System.** Planners should review CA lessons learned from previous operations and exercises.



*Civil Affairs requirements include restoration of facilities devastated by hostilities.*

### 3. Other Operational Planning Factors and Constraints

Some **operational and environmental factors that may complicate the US military's relationships with foreign civilians** and constrain the conduct of CA activities include, but are not limited to, the following:

a. **Differing legal institutions, social relationships, economic organizations, and concepts of fundamental rights.**

b. **Acceptance of gifts and hospitality by local officials** under circumstances that might justify a charge of unethical or even criminal conduct in the United States; bribery and other forms of malfeasance, though prohibited by HN law, may be accepted practices as a result of local conditions.

c. **Public communications media** controlled, censored, or considered irresponsible by US standards.

d. **Universal public education** considered undesirable for economic or cultural reasons such as poverty, religion, race, or caste.

e. **Disproportionate ownership** of land or other forms of wealth-producing property.

f. **Religious practices** that may be contrary to usual US notions of justice and individual liberty.

g. **Lack of adequate education** or resistance by affected groups that results in poor health and sanitation or inefficient agricultural or industrial practices.

h. **Effects of labor, procurement, or contracting commodities** upon the indigenous population, economy, and governmental services.

i. **Dislocation and damage** requiring military assistance, especially in areas of public health, displaced persons care and control, civilian supply, public safety, and humanitarian relief.

j. **Humanitarian motives** prompting US personnel to furnish relief or assistance that may run counter to local law, religion, or cultural standards; in some cases, what may appear to be generosity may upset local economic conditions, earn little gratitude, and impose additional responsibilities on US forces.

k. **Availability of US and HN civil communications resources** to support CA activities when competed for by information news agencies.

#### CIVIL AFFAIRS IN THE PERSIAN GULF: PLANNING

One of the functions of civil affairs is to assist in integrating US forces smoothly with the population and forces of the host nation. Deployment of large numbers of US forces to Saudi Arabia meant harmonizing our western culture with the culture of our host. The challenge facing US personnel was to adapt to the customs of Saudi Arabia so conduct created an impression of respect for the Saudis and their culture. A rigorous indoctrination program was undertaken to orient US personnel on the region's uniqueness and its history, customs, religion, law, and mores.

Civil affairs planners were active in identifying, planning, coordinating, and integrating host-nation support (HNS) which was crucial to effective military operations. They identified sources of contract labor, services, materials,

and supplies. Civil affairs planners assisted the Saudis in civil defense emergency planning. They kept the status of the Saudi civil defense preparedness including dispersal locations, warning systems, shelters, and NBC defense resources for civilians. Prior to offensive operations and at the request of the US embassy, civil affairs officers met with US civilian nationals living and working in Saudi Arabia to assure them of Coalition military capabilities so as to relieve some of their anxiety about being in a war zone.

DOD Report to Congress,  
*Conduct of the Persian Gulf War*, April 1992.

### 4. Inter-Service Support

Careful coordination is required in such areas as responsibilities for logistic support, channels for civilian supply, and administrative aspects of attachment of Army CA elements to a force of another Service. **Coordination is also required to ensure integration of the efforts of all Services to support CA requirements.** Army CA forces are apportioned and available for regional or contingency support. Marine Corps CA groups, as integral units of a MAGTF, support operations of forces, activities, and facilities of the Navy and Marine Corps. This does not, however, preclude the assignment of functional specialists from one of the Services to CA organizations of another Service, or the assignment of Army CA organizations to other Service components to assist in the conduct of operations. See also CA responsibilities of the Chiefs of the Services and military commanders identified in Chapter III, “Responsibilities for Civil Affairs.”

*“Under the direction of the President, the chief of mission to a foreign country shall have the full responsibility for the direction, coordination, and supervision of all government executive branch employees in that country (except for employees under the command of the US area military commander).”*

22 USC 3827 (A)

### 5. Interagency Coordination

Department of State officials and chiefs of diplomatic missions, depending on policy guidance and the operational environment, may have a primary or collateral interest in CA activities or requirements entailing **coordination with HN government officials.** CA annexes or portions of campaign plans, and operation plans should clearly delineate responsibilities, reflect constructive (things that must be done) or restrictive (things that must not be done) guidance for military forces, and emphasize the **importance of coordinating CA activities with all concerned.**

a. **The nature of CA activities**, focusing on sociological, economic, and political factors, as well as military mission requirements in foreign or HN areas where US military forces are present, **may entail research, surveys, planning, and coordination** of both DOD and non-DOD organizations and agencies.

b. Other governmental elements, international agencies, church groups, commercial interests, and private institutions may be **working toward common or associated objectives**, especially during conditions other than war and periods immediately after cessation of hostilities. **Close coordination and cooperation with these groups should reduce costs, prevent duplication, lessen the friction of potential**

**rivalry, and improve results.** This is as true in military civic action that originate from USG country plans as in humanitarian or disaster relief contingency or crisis-response operations. Such activities usually entail sensitivities, political consensus, central funding, authorization to use indicated resources, and joint participation with non-DOD, HN, and international agencies.

c. **The nature of CA activities requires interagency, and intra-agency, command, control, communication, computer, and intelligence interface** with US and HN commercial networks to augment DOD communications that are supporting CA activities.

d. **The Country Team is a forum for planning and control** and a means of

generating the close cooperation and liaison essential for unity, cohesion, and effectiveness of effort.

### 6. Theater-Unique Procedures

**Use of foreign and/or multinational resources and of US domestic commodities may be required to support military operations** and should be in consonance with bilateral or multinational agreement and/or statutory law. **Organizational and operational procedures that implement those agreements may vary according to theater** (e.g., Civil-military cooperation in the North Atlantic Treaty Organization countries of the US European Command; foreign area nation support and wartime HNS in the US Pacific Command) and may include, but not be limited to, the items listed in Figure V-3.

#### THEATER-UNIQUE PROCEDURES

Use of host-nation forward logistic sites

Maintenance of host-nation military facilities

General supplies, equipment, and materiel provided at designated host-nation aerial and sea terminals

Technical arrangements for support by or use of host-nation transportation, telecommunications, and civil labor

Assistance to host-nation information efforts to ensure that host-nation authorities and population are aware of the support they will be asked to provide

Figure V-3. Theater-Unique Procedures

## 7. Oversight of CA Planning and Activities

(See also Appendix B, “Civil Affairs Staff Relationships.”) To establish centralized direction and staff cognizance over planning, coordinating, and conducting CA activities, **the combatant commander may establish a distinct staff element**, usually in the Operations Directorate. The complex nature of CA activities normally requires the direction and oversight of a full-time staff element whose concerns include, but are not limited to, the following:

a. **Helping formulate recommendations** for CA policy and implementing measures to gain or maintain civil or indigenous support of US forces employed.

b. **Preparing the CA portion (Annex G)** of theater campaign plans, OPLANs, and CONPLANs that are integrated into the theater joint operation planning process.

c. **Preparing CA estimates and assessments** of the impact of military operations on the civilian environment; also, planning and conducting surveys as a basis for these assessments.

d. **Identifying and integrating CA support** and appropriate CA essential elements of information into command intelligence programs.

e. **Coordinating with legal and other appropriate staff officers** to assist in ensuring compliance with legal requirements, including existing status-of-forces agreement or other international agreements that may be in effect; identifying and recording information associated with injury, death, or damage to property to facilitate the payment of compensable claims; and identifying areas

of environmental contamination for future remediation.

f. **Coordinating support for the Country Team and other USG agencies and organizations** involved in planning and interface with the HN for support to CA activities.

g. **Developing recommendations regarding the FID needs of host nations.**

h. **Planning and coordinating civil information activities**, in conjunction with public affairs, PSYOP, and other appropriate staff officers to advance community relations and international information programs supporting regional and US objectives.

i. **Identifying CA requirements and resources** to support USG and military contingency and crisis-response operations, and civil administration programs, as required.

j. **Assisting in developing and coordinating appropriate CA support to humanitarian or disaster relief and security assistance programs** consistent with US policy and mission requirements.

k. **Arranging for provision of mobile CA survey and instructional teams** to support command and US security assistance missions.

l. **Determining specific CA assets required** to support subordinate joint and theater Service component headquarters and forces.

m. **Coordinating with theater-apportioned CA forces** (see Annex L, JSCP) in order to provide them with mission tasks and training priorities and to schedule their participation in exercises, operations, and overseas deployment for training programs.

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# APPENDIX A

## CIVIL AFFAIRS RESPONSIBILITIES OF OTHER US DEPARTMENTS AND GOVERNMENT AGENCIES

### 1. Department of State

The Department of State is responsible for formulation and implementation of US foreign policy. In a given country, Department of State authority is exercised by the US Chief of Mission (the US Ambassador, senior member of the Country Team, or principal US diplomatic officer in country). The Secretary of State normally provides a senior DOS representative to any interagency or interdepartmental CA oversight committee that may be established, as requested by the Secretary of Defense. The Department of State provides primary policy guidance in the following areas:

a. Matters having an impact on US relations with other countries.

b. The extent to which the commander will intervene in the government of a particular country. (Refer to DODD 5530.3, “International Agreements.”)

c. The level at which the economy of a given country will be maintained.

d. Matters involving informational programs, including supporting psychological aspects and attitudes of the indigenous population.

e. The level of subsistence of civilians in a country in which US forces are stationed or employed, and by whom such subsistence in part or in whole must be provided.

f. Plans or procedures for the return of civil government functions to civilian control.

g. Efficacy and costs of programs or projects undertaken to gain the understanding,

acceptance, confidence, and support of civil population.

### 2. United States Agency for International Development

a. USAID has primary interest in the provision of USG assistance to foreign countries. Plans involving CA assets must include consideration of those USAID programs ongoing in a given country and ensure that appropriate military programs are properly coordinated with USAID. When requested by the National Security Council, USAID should provide a senior representative to any established interagency CA committee.

b. USAID’s Office of Foreign Disaster Assistance (OFDA). As the USG agency responsible for providing prompt USG assistance to alleviate loss of life and suffering of foreign disaster victims, OFDA may request DOD component assistance in specific relief operations. Coordination and determination of CA assets required, if necessary, to collaborate with OFDA Disaster Assistance Relief Teams and assist in integrating IO/NGO/PVO into relief operations, will normally be accomplished through the Assistant Secretary of Defense (International Security Affairs) and the Joint Staff.

### 3. US Information Agency (USIA)

Operating as the United States Information Service (USIS) overseas, USIA has primary interest in the dissemination of information and related materials about the United States to countries throughout the world. The USIA tracks foreign press and media coverage and can assist in publicizing US military and civilian achievements in a given foreign



country. Plans involving CA assets should include coordination with USIA-USIS planners to assist in providing information dissemination. When requested by the Secretary of Defense, USIA should provide a senior representative to any established interagency CA oversight committee.

### 4. Other US Government Departments or Agencies

Other USG agencies are concerned with employment of CA assets and conduct of CA activities. Coordination normally involves the exchange of advice, information, and assistance in matters pertaining to their specific function. Primary agencies concerned are:

#### a. National Security Council

- Develops broad policy guidance for employment of CA assets and conduct of CA activities.
- Provides a representative to any established interagency oversight CA committee when requested by the Secretary of Defense.

**b. Federal Emergency Management Agency.** FEMA coordinates Federal, state, and local resources on issues of national security emergency preparedness, including mobilization preparedness, civil defense, continuity of government, and technological disasters, within the United States and its territories and possessions. The Federal Emergency Management Agency has been delegated authority by EO 12148 to direct DOD assistance to state and local governments, under provisions of 42 USC 5121-5201 in order to help save lives and protect property, public health, and safety. CA assets may facilitate FEMA-DOD planning and coordination of assessments and other actions to minimize loss of life and property damage, as well as alleviate suffering,

consistent with established FEMA-DOD procedures and national defense priorities.

**c. Department of Transportation (DOT).** DOT has technical capabilities and expertise in areas of public transportation that may be available, upon request, for assistance to specific CA activities.

**d. United States Coast Guard (USCG).** As a DOT agency responsible for Federal maritime law enforcement and port and waterway security in peacetime, and as a Military Service under the Department of the Navy in wartime, the US Coast Guard has expertise in areas of shipping, commerce, and marine life industry and conservation. The US Coast Guard's international training efforts provide a mechanism for sharing its expertise abroad; such expertise can be made available for CA activities, as needed. Additionally, coordinated DOD and/or USCG projects related to counternarcotics operations provide an opportunity for conduct of appropriate CA activities.

**e. Department of Agriculture (USDA).** The Department of Agriculture has projects and activities ongoing in foreign countries and can provide technical assistance to deployed CA assets, if requested. Additionally, coordinated DOD CA USDA projects can be developed for a given country or region.

**f. Department of Commerce.** The Department of Commerce has technical capabilities and expertise in areas of trade, economics, business regulation, and other such areas (e.g., worldwide directory of commercial activities), that can be made available to assist CA activities, as requested.

**g. Department of the Treasury.** The Department of the Treasury has technical capabilities and expertise in areas of public finance that can be made available to assist CA activities, as requested.

h. **Department of Justice (DOJ).** DOJ employs its international criminal investigative assistance program to provide law enforcement consultants to foreign governments. These consultants assist in the training of foreign civilian police forces.

i. **Drug Enforcement Administration (DEA).** DEA has technical expertise and activities ongoing in foreign areas to (1) assist

in providing legal, self-sustaining, income-earning alternatives to farmers and workers in narcotics agriculture and (2) improve international exchange of information about successful drug prevention and education programs. These activities are compatible with several CA functional areas and could be coordinated for the benefit of both DOD and in a given country or region.

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## APPENDIX B

### CIVIL AFFAIRS STAFF RELATIONSHIPS

#### 1. General

Officers of joint staffs assist their commander in planning for assigned broad and continuing CA mission areas. Except for those functional areas the commander desires to personally control, joint staff officers ensure that CA considerations and requirements are coordinated with and integrated into other staff functional areas including, but not limited to, the following:

a. **Personnel Division.** For personnel management of indigenous civilian labor resources essential to support military operations.

##### b. Intelligence Division

- For continuing intelligence studies, assessments, and other area-related data depicting political, environmental, economic, and sociological factors and trends influencing military courses of action and measures necessary to influence or control populations.
- For CA asset support to or from counterintelligence activities, including required civil security, censorship, counterdrug, movement controls, and collaborator and other key personality identification.

##### c. Operations Division

- For execution of plans related to civilian aspects of operations and the most effective means of avoiding civilian casualties and destruction of protected or other civil property (e.g., cultural or historical artifacts).

- For conducting and reporting CA participation in title 10 Humanitarian and Civic Assistance Programs.
- For determination of the most effective courses of action to influence popular perception and acceptance of US military presence. (See PSYOP, page II-15, para 6.)
- For provision of overall military assistance to civilian populace, including dislocated civilians and maintenance of law and order.

##### d. Logistics Division

- For procurement and management of indigenous or civil resources, both material and human, essential to support military operations.
- For continuing estimates of foreign nation support and HNS requirements, availability, allocations, and priorities.
- For programs for distribution, coordination, and control of military provisions to meet essential civil requirements.

##### e. Plans, Policy, and Strategy Division

- For review of CA annexes, plans, and operations to ensure conformance with policy and integration with related activities.
- For determination and evaluation of courses of action related to civilian aspects of operations and the most effective means of avoiding civilian

casualties and destruction of protected or other civil property (e.g., cultural or historical artifacts).

- For planning CA participation in title 10 Humanitarian and Civic Assistance Programs.
- For determination of the most effective courses of action to obtain HN support for CA activities and US programs consistent with long-term stability and national objectives.
- For planning overall military assistance to civilian populace, including dislocated civilians and maintenance of law and order.

f. **Command, Control, Communications and Computers (C4).** For evaluation of available HN C4 infrastructures and to plan and assist in the acquisition and interoperability of C4 resources to facilitate CA support to military operations.

g. **Legal Division**

- To ensure CA planning and operations are in accordance with the spirit, principle, and intent of the law of war with regard to civilian internees, refugees, dislocated civilians, and others who are effected by CA activities.

- For coordination, advice, and assistance in command compliance with laws, regulations and procedures pertaining to security assistance, humanitarian and civic assistance, and other programs involving CA forces' participation and the context of environmental and fiscal constraints.
- For prompt investigation, adjudication, and settlement of claims, when appropriate, by persons of a foreign country that were generated as a result of property damage, personal injury, or death associated with US military operations.

h. **Public Affairs Office.** For coordination, advice, and assistance relative to conduct of command information and community relations programs.

i. **Surgeon's Office.** For coordination, advice, and assistance in prevention, control, and treatment of endemic or epidemic disease within the civilian population.

j. **Engineer's Office.** For coordination, advice, and assistance relative to construction, maintenance, and use of civilian public or government works, facilities, and surface transportation routes for supporting military operations.

## APPENDIX C

### CIVIL AFFAIRS FUNCTIONAL SPECIALTY SKILL AREAS

#### 1. General

This appendix outlines the functional specialty skill areas in which individual CA forces are specially trained to plan and conduct CA activities and provide support to combatant command CA requirements. Each function is related, to a certain extent, to every other function, and their interconnecting relationships obviate exclusive interest within any functional area. At the same time, some of the individual functions impose requirements for specialist personnel in more than one skill. As an example, the food and agriculture function may require specialists associated with forestry, manufacturing, processing, storage, and distribution.

#### 2. Public Administration Skill Areas

a. **Public Administration.** Relevant to operations and/or use of civil agencies and organizations.

b. **Public Safety.** Relevant to operations and/or use of civil law enforcement, security, and emergency services and facilities.

c. **Public Health.** Relevant to operations and/or use of civil medical facilities, management of patients and disease controls, and other preventive health measures or systems.

d. **Labor.** Relevant to operations and/or use of civil work force agencies and personnel.

##### e. Legal

- Relevant to operation of foreign judiciary and legal systems and to matters related to international law that may be in effect.

- Relevant to operation of US laws governing military support to Federal, state, and local authorities.

f. **Public Welfare.** Relevant to operations and/or use of civil relief agencies and other organizations providing supplies and other support to civil population.

g. **Public Finance.** Relevant to operations of civil budgetary agencies and to formulation and/or implementation of associated monetary fiscal policy.

h. **Public Education.** Relevant to operations and/or use of civil educational systems and programs.

i. **Civil Defense.** Relevant to operations and/or use of civil emergency welfare and relief services; coordinated civil-military public safety; nuclear, biological, and chemical attack warnings; casualty treatment and evacuation measures; and disaster relief and recovery actions.

#### 3. Economics Skill Areas

a. **Civilian Supply.** Relevant to coordination, acquisition, and distribution of:

- Civil sector resource support for essential military needs.
- Military provisions essential to meet minimum civil population needs.

b. **Food and Agriculture.** Relevant to operation of civil agricultural training, crop improvement, and overall food management and production.

c. **Economics and Commerce.** Relevant to (1) operation and/or use of civil government price and commodity controls, rationing, and key industries; (2) assessments of existing economic and commercial structure and its effects on planned military operations; and (3) rehabilitation and/or reconstruction of the economic commercial infrastructure.

d. **Property Control.** Relevant to operations, policies, and procedures for use and/or disposition of real civil property, including special consideration or protection.

### 4. Public Facilities Skill Areas

a. **Public Works and Utilities.** Relevant to operations and maintenance of civil public works and utilities such as gas, waterworks, and sewage or refuse.

b. **Public Communications.** Relevant to operations and management of civil government and private postal services, telephone, telegraph, radio, television, and public warning systems.

c. **Public Transportation.** Relevant to operations and/or use of available civil

transportation assets, including rail, highways, ports, and airfields.

### 5. Other Functional Specialty Skill Areas

a. **Dislocated Civilians.** Relevant to operations and care and control measures (e.g., shelter, screening, evacuation) to facilitate military operations and meet humanitarian requirements.

b. **Cultural Affairs.** Relevant to policies and procedures regarding safeguarding significant civil cultural traditions and properties.

c. **Civil Information.** Relevant to (1) development of effective indigenous informational institutions and programs and (2) support to US informational programs, including formulation, coordination, and dissemination of information required notices or proclamations to the civil population.

d. **Arts, Monuments, and Archives.** Identifying and safeguarding cultural property that are of personal, private, or national value.

## APPENDIX D

### CIVIL AFFAIRS DIRECTIVES AND AGREEMENTS

#### 1. Scope

The discussion in this appendix is applicable to CA activities and civil administration missions in hostile territory or territory occupied by US forces (also known as military government). Agreements where US forces are located in friendly or neutral areas possess variations and complexities in such detail as to preclude extensive consideration in this publication.

#### 2. General

In the course of military operations in circumstances where commanders are tasked to conduct civil administration missions in hostile or occupied territory, it is often necessary to issue special directives, proclamations, ordinances, or other instructions. Directives issued by military authority are intended to have the force of law over the entire population of the area for which the military commander is responsible. Law in this sense means all rulings of the lawmaking authority that are enforced by that authority. Authority for issuing such directives is based on national policy decisions generally made at the time of use of military force in a given area or country and delegated by the NCA to the combatant commander to facilitate mission accomplishment. Effective authority can be exercised over only such matters as are clearly recognized by the population as being the legitimate concern of the commander. Assertion of authority outside of these matters may result in resistance from the population, and the maintenance of such asserted authority may require military resources and energies that may be required to support other missions. In conformance to applicable articles of the 1949 Geneva Convention Relative to the Protection of Civilian Persons in times of War

(GC) and in occupations not governed by those provisions (see paragraph 3 below), directives that are binding on the civilian population will be published in written form. Publication in official printed papers will usually satisfy this requirement, although posting the directives publicly or disseminating them via radio, television, or other available media may be necessary to ensure effective publicity.

#### 3. Applicable Treaties and Regulations

The following are summaries of provisions of treaties and regulations that are applicable to CA activities and civil administration missions in hostile or occupied areas:

a. Article 64, GC, summarized as follows:

- The penal laws of the occupied territory remain in force and will be repealed or suspended by the occupying power only in cases where they constitute a threat to its security or an obstacle to application of the present Convention.
- The occupying power may subject the population, however, to provisions or controls essential to maintain orderly government and ensure adequate protection of the occupying force, its installations, and its lines of communications.

b. Article 65, GC, summarized as follows:

- The penal provisions enacted by the occupying power shall not come into force before they have been published and brought to the knowledge of the inhabitants in their own language.



- The effect of these penal provisions will not be retroactive.

c. Article 43, Annex, Hague Convention No. IV of 1907, summarized as follows: This article states that the occupying power, having assumed the authority of the legitimate power, will take all measures in its power to restore and ensure public order and safety while respecting the laws in force in the country.

d. Article 82, Geneva Convention Relative to the Treatment of Prisoners of War, summarized as follows:

- A prisoner of war will be subject to the laws, regulations, and orders in force in the armed forces of the detaining power.
- The detaining power may take appropriate judicial or disciplinary measures in respect of any offense against such laws, regulations, and orders.
- Acts of an EPW declared punishable will entail disciplinary punishment (defined as minor sanctions) if those same acts would not be punishable if committed by a member of the detaining power's forces.

### 4. Proclamations

Proclamations are public announcements made by or in the name of the commander exercising chief executive authority for all the people within an area. They are lawmaking instruments. Proclamations set forth the basis for authority and the scope of all the commanders' activities and define the obligations, liabilities, rights, and duties of the population affected. Proclamations should be prepared in advance and drafted with care to serve as the basis for the conduct of CA activities and civil administration missions and receive DOD approval before publication. A proclamation should only be issued to

announce matters of considerable importance, such as the following:

- a. Formal notice of the fact of occupation.
- b. Declaration of the supremacy of the military commander and suspension of political ties and obligations to the hostile government.
- c. Retention of local laws, customs, and officials, unless otherwise directed.
- d. Fair treatment and due protection of those people respectful of directives, laws, and regulations.
- e. Detailed rules of conduct to follow, as applicable.
- f. Handing over of new administrative responsibilities to the local or reestablished government.
- g. Place, date, and signature.

### 5. Ordinances

An ordinance is a rule enacted by the same lawmaking authority discussed above for proclamations, but it is normally of local application. Among other matters, ordinances should deal with offenses, establishment of judicial bodies, currency, and exchange of regulations, rationing, and price controls.

### 6. Orders and Instructions

Orders and instructions differ from the other legal documents discussed above. They are local in scope and provide information on compliance with proclamations or ordinances, or they will furnish directions to the civilian population and government. They are intended mainly to prevent civilian interference with military operations. Items such as hours of curfew, travel restrictions,

and limitations imposed on operations of civilian government are included. Authority to issue orders and instructions should be delegated to those subordinate commanders having CA authority.

### **7. Other Agreements**

Other agreements, such as standardization agreements, may be negotiated between two or more parties to cover specified

circumstances and relationships and may serve as the basis of CA activities planned or conducted in a given operational area. Other less formal understandings may be reached between commanders and local authorities in the interest of harmony and minimizing mutual interference. These understandings may be written or oral; however, the latter should be in writing as soon as circumstances permit.

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## APPENDIX E

### SERVICE-UNIQUE CIVIL AFFAIRS FORCES, CAPABILITIES, AND MISSIONS

#### 1. US Army

a. **Active Component.** USSOCOM maintains one Army AC CA battalion consisting of regionally oriented companies and structured to deploy rapidly and provide initial CA support to military operations. It is immediately available for contingencies and is prepared for a variety of operational environments worldwide. The unit's primary use is providing rapid, short-duration CA support for nonmobilization contingency operations. It is not designed or resourced to provide the full range of CA functional specialty skills outlined in Appendix C, "Civil Affairs Functional Specialty Skill Areas." Unit organization may be internally modified and task-organized to support theater-specific mission requirements.

b. **Reserve Component.** USSOCOM maintains more than 95% of its Army CA forces in the RC. RC CA units vary in size, organization, and capability and consist of commands, brigades, and battalions. Units are headquarters and headquarters-size organizations and are designed around professional specialties applied to provide functional assistance, advisory, or coordinating skills at a level of expertise not structured in Army organic staffs and units. As with AC units, RC units may be internally modified and task-organized for specific requirements. Their functional skills and experience in advisory and assistance roles with HN counterparts can be applied to augment the AC force, support conventional and SO, and support or conduct civil administration missions. Upon selective callup for contingencies or upon mobilization, RC CA units do not generally require additional time to augment or assume missions initiated by AC elements.

#### 2. US Marine Corps

USMC commands, with reserve augmentation, have the capability to plan and conduct CA activities in contingency or crisis response operations. The Marine Corps does not maintain AC CA units. Civil affairs activities are carried out using all assets from within the MAGTF. Civil affairs activities of USMC CA units are normally limited to those minimum essential civil-military functions necessary to support the assigned missions of a MAGTF, which may be entirely civil-military operational in nature.

a. Within the AC, the Force Service Support Groups, within the Fleet Marine Force, provide CA-trained personnel to MAGTF command elements to assist in the planning and conduct of CA activities.

b. USMC RC CA units consist of two CAGs that are organic to and augment the capability of the MAGTF. The CAGs, when activated, are capable only of self-administration and require support from the MAGTF command element's support unit in such areas as supply, health services, mess, and transportation.

c. In lower levels of conflict, MAGTF CA activities will normally be conducted by primarily command organic assets. This does not, however, preclude individual RC personnel from volunteering to serve during nonmobilization contingencies. CA activities will normally include civic action, public health, disaster relief, and humanitarian-assistance programs. They can be tailored to stability operations to promote HN self-sustaining capabilities and to limited objective operations against specific targets.

d. In higher levels of conflict, it is likely that the CAGs would be mobilized and deployed with the MAGTF command element to assist in dislocated civilian controls, public health and welfare functions, and associated civilian sector liaison requirements. MAGTF commanders will normally establish and maintain coordination with designated US Army organizations to ensure consistency and facilitate transition of appropriate missions to US Army responsibility.

### 3. US Navy

The Navy, as well as the Coast Guard when they are assigned to the Navy, do not maintain CA units. However, Navy construction battalions, legal officers, counterintelligence

special agents, medical personnel, harbor defense, coastal patrol, and port security resources have capabilities to support or complement CA activities.

### 4. US Air Force (USAF)

The Air Force does not maintain CA units. USAF AC, RC, and National Guard commands, however, do have a variety of functional organizations, including legal, supply, medical, security police, and construction resources, with capabilities to support or complement CA activities. In major operations, CA liaisons should be provided to the USAF Headquarters and each deployed wing.

## APPENDIX F

### REFERENCES

**1. Purpose.** This appendix provides references to aid in the use of this publication.

**2. Treaties.** Treaty obligations of the United States, to include:

a. The Geneva Conventions for the protection of War Victims of August 12, 1949 (1949 GC), which include the following treaties to which the USG is a party:

(1) Geneva convention for the Amelioration of the Condition of the Wounded and Sick in the Armed Forces in the Field (GWS).

(2) Geneva Convention for the Amelioration of the Condition of Wounded, Sick and Shipwrecked Members of Armed Forces at Sea (GWS SEA).

(3) Geneva Convention Relative to the Treatment of Prisoners of War (GPW).

(4) Geneva Convention Relative to the Protection of Civilian Persons in Time of War (GC).

b. Hague Convention No. IV Respecting the Laws and Customs of War on Land, October 18, 1907.

**3. Federal Statutory Laws**

a. Goldwater-Nichols Department of Defense Reorganization Act of 1986, PL 99-433 (codified in various sections of 10 USC, especially 164 and 167).

b. DOD Authorization Act of 1987, PL 99-661 (codified in various sections of title 10, USC, and other titles).

c. Foreign Assistance Act of 1961, PL 87-195 (codified as amended in various sections of title 22 USC).

d. Title 10, USC 401, “Humanitarian and civic assistance provided in conjunction with military operations.”

**4. Executive Branch Document.** “US Capabilities to Engage in Low Intensity Conflict and Conduct Special Operations,” the President’s Report to Congress, 1987.

**5. DOD Directives**

a. Directive 2010.1, “Support of International Military Activities.”

b. Directive 2100.3, “US Policy Relative to Commitments to Foreign Governments under Foreign Assistance Programs.”

- c. Directive 3025.1, “Military Support to Civil Authorities.”
- d. Directive 3025.12, “Military Assistance for Civil Disturbances.”
- e. Directive 3025.14, “Protection & Evacuation of US Citizens and Designated Aliens in Danger Areas Abroad.”
- f. Directive 5100.1, “Functions of the Department of Defense and its Major Components.”
- g. Directive 5100.46, “Foreign Disaster Relief.”
- h. Directive 5100.69, “DOD Program for Enemy Prisoners of War and Other Detainees.”
- i. Directive 5100.77, “DOD Law of War Program.”
- j. Directive 5125.1, “Assistant Secretary of Defense (Reserve Affairs).”
- k. Directive 5132.3, “DOD Policy and Responsibilities Relating to Security Assistance.”
- l. Directive 5138.3, “Assistant Secretary of Defense (Special Operations and Low-Intensity Conflict).”
- m. Directive 5166.54, “DOD Key Asset Protection Program.”
- n. Directive 5525.1, “Status of Forces Policies & Information.”
- o. Directive 5530.3, “International Agreements.”

### **6. Joint Publications**

- a. Joint Pub 0-2, as changed, “Unified Action Armed Forces (UNAAF).”
- b. Joint Pub 1-01, w/ch 1, “Joint Publication System (Joint Doctrine and Joint Tactics, Techniques, and Procedures Development Program).”
- c. Joint Pub 1-02, “Department of Defense Dictionary of Military and Associated Terms.”
- d. Joint Pub 2-01.2, “Joint Doctrine and Tactics, Techniques, and Procedures for Counterintelligence Support to Operations.”
- e. Joint Pub 3-0, “Doctrine for Joint Operations.”
- f. Joint Pub 3-05, “Doctrine for Joint Special Operations.”
- g. Joint Pub 3-05.3, “Joint Special Operations Operational Procedures.”
- h. Joint Pub 3-07, “Joint Doctrine for Military Operations Other Than War.”

- i. Joint Pub 3-07.1, “Joint Tactics, Techniques, and Procedures for Foreign Internal Defense.”
- j. Joint Pub 3-07.3, “Joint Tactics, Techniques, and Procedures for Peacekeeping Operations.”
- k. Joint Pub 3-53, “Doctrine for Joint Psychological Operations.”
- l. Joint Pub 4-0, “Doctrine for Logistic Support of Joint Operations.”
- m. Joint Pub 4-02, “Doctrine for Health Service Support in Joint Operations.”
- n. Joint Pub 5-0, “Doctrine for Planning of Joint Operations.”
- o. Joint Pub 5-00.2, “Joint Task Force Planning Guidance and Procedures.”
- p. Joint Pub 5-03.2, “Joint Operations Planning and Execution System, Vol II: (Planning and Execution Formats and Guidance.)”

## **7. Chairman of the Joint Chiefs of Staff Memorandums and Instructions**

- a. JCS Memorandum 71-87, “Mission and Functions of the US Special Operations Command.”
- b. JCS Memorandum, “PSYOP and CA Forces in US Special Operations Command.”
- c. MCM-57-93, “Implementation of the Unified Command Plan.”
- d. MJCS-0124-88, “Implementation of the DOD Law of War Program.”
- e. CJSCI 3110.12, Annex L (Civil Affairs) to the Joint Strategic Capabilities Plan.

## **8. Multi-Service Publications**

- a. FM 100-20/AFP 3-20, “Military Operations in Low-Intensity Conflict.”
- b. FM 33-1/FMFM 3-53, “Psychological Operations.”
- c. FM 100-19/FMFM 7-10, “Domestic Support Operations.”
- d. AFM 40-8/DA PAM 690-80/NAVSOP-1910/MCOP 12910.1, “Use and Administration of Local Citizens in Foreign Areas During Hostilities.”

## **9. Department of the Army Publications**

- a. AR 190-8, “Enemy Prisoners of War, Civilian Internees, Retained Personnel, and Other Detainees.”



- b. FM 8-42, “Medical Operations in Low-Intensity Conflict.”
- c. FM 19-40, “Enemy Prisoners of War, Civilian Internees, and Detained Persons.”
- d. FM 27-10, “Law of Land Warfare.”
- e. FM 41-10, “CA Activities.”
- f. FM 100-5, “Operations.”
- g. FM 100-25, “Doctrine for Army Special Operations.”

### **10. Department of the Navy Publications**

- a. Navy and Marine Corps White Paper, September 1992, “From the Sea.”
- b. NWP 9/FMFM 1-10, 1989, “The Commander’s Handbook on the Law of Naval Operations.”

### **11. Department of the Air Force Publications**

- a. AFDD 36, “Foreign Internal Defense Operations.”
- b. AFP 110-31, “International Law—The Conduct of Armed Conflict and Air Operations.”
- c. AFI 10-212, “Air Base Operability, Planning, and Operations.”
- d. AFI 31-209, “Air Force Resource Protection Program.”
- e. AFI 32-401, “Disaster Preparedness Planning and Operations.”
- f. AFI 51-4001, “Training and Reporting to Insure Compliance with the Law of Armed Conflict.”

### **12. USMC Publications**

- a. NAVMC 2890, “Small Wars Manual.”
- b. FMFM 7-34, “Civil Affairs.”
- c. FMFRP 7-8-1, “Operations in Low Intensity Conflict.”
- d. FMFRP 7-8-2, “Military Operations in Low Intensity Conflict.”
- e. FMFRP 7-34-2, “Civil Affairs Operations.”
- f. FMFRP 14-3, “Operational Concept for Marine Expeditionary Units (Special Operations Capable) (MEU (SOC)).”

APPENDIX G  
ADMINISTRATIVE INSTRUCTIONS

1. User Comments

Users in the field are highly encouraged to submit comments on this publication to the Joint Warfighting Center, Attn: Doctrine Division, Fenwick Road, Bldg 96, Fort Monroe, VA 23651-5000. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

2. Authorship

The lead agent for this publication is the US Special Operations Command. The Joint Staff doctrine sponsor for this publication is the J-3, Special Operations Division.

3. Change Recommendations

a. Recommendations for urgent changes to this publication should be submitted:

TO: USCINCSOC MACDILL AFB FL//SOJ5-O//  
FROM: JOINT STAFF WASHINGTON DC//J3-SOD/J7-JDD//

Routine changes should be submitted to the Director for Operational Plans and Interoperability (J-7), JDD, 7000 Joint Staff Pentagon, Washington, D.C. 20318-7000.

b. When a Joint Staff directorate submits a proposal to the Chairman of the Joint Chiefs of Staff that would change source document information reflected in this publication, that directorate will include a proposed change to this publication as an enclosure to its proposal. The Military Services and other organizations are requested to notify the Director, J-7, Joint Staff, when changes to source documents reflected in this publication are initiated.

c. Record of Changes:

CHANGE NUMBER	COPY NUMBER	DATE OF CHANGE	DATE ENTERED	POSTED BY	REMARKS

**4. Distribution**

- a. Additional copies of this publication can be obtained through Service publication centers.
- b. Only approved pubs and test pubs are releasable outside the combatant commands, Services, and Joint Staff. Release of any joint publication to foreign governments or foreign nationals must be requested through the local embassy (Defense Attache Office) to DIA Foreign Liaison Branch, C-AS1, Room 1A674, Pentagon, Washington, D.C. 20301-7400.
- c. Additional copies should be obtained from the Military Service assigned administrative support responsibility by DOD Directive 5100.3, 1 November 1988, "Support of the Headquarters of Unified, Specified, and Subordinate Joint Commands."

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Coast Guard:	Coast Guard Headquarters, COMDT (G-REP) 2100 2nd Street, SW Washington, D.C. 20593-0001

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# GLOSSARY

## PART I-ABBREVIATIONS AND ACRONYMS

AC	Active component
C2	command and control
C4	command, control, communications, and computers
CA	civil affairs
CAG	civil affairs group
CD	counterdrug
CI	civilian internee; counterintelligence
CINC	commander of a combatant command
CJCS	Chairman of the Joint Chiefs of Staff
CMO	civil-military operations
CMOC	civil-military operations center
COCOM	combatant command (command authority)
COIN	counterinsurgency
CONPLAN	operation plan in concept format
CONUS	continental United States
DEA	Drug Enforcement Administration
DOD	Department of Defense
DOJ	Department of Justice
DOS	Department of State
DOT	Department of Transportation
EEI	essential elements of information
EO	executive order
EPW	enemy prisoner of war
FEMA	Federal Emergency Management Agency
FID	foreign internal defense
GC	Geneva Convention Relative to the Protection of Civilian Persons in Times of War
GWS	Geneva Convention for the Amelioration of the Condition of the Wounded and Sick in the Armed Forces in the Field
HA	humanitarian assistance
HCA	humanitarian and civic assistance
HN	host nation
HNS	host-nation support
IO	international organizations
JCMOTF	Joint Civil-Military Operations Task Force
JFC	joint force commander

JFSOCC	joint force special operations command commander
JOPEs	Joint Operation Planning and Execution System
JSCP	Joint Strategic Capabilities Plan
MAGTF	Marine air-ground task force
MCA	military civic action
NCA	National Command Authorities
NEO	noncombatant evacuation operation
NGO	nongovernmental organizations
NSC	national security council
OFDA	Office of Foreign Disaster Assistance
OPCON	operational control
OPLAN	operation plan
OSD	Office of the Secretary of Defense
PSRC	Presidential Selective Reserve Callup
PSYOP	psychological operations
PVO	private voluntary organizations
RC	Reserve component
ROE	rules of engagement
SO	special operations
SOF	special operations forces
TACON	tactical control
UNAAF	Unified Action Armed Forces
USAF	United States Air Force
USAID	United States Agency for International Development
USC	United States Code
USCG	United States Coast Guard
USCINCSOC	Commander in Chief, United States Special Operations Command
USDA	United States Department of Agriculture
USG	United States Government
USIA	United States Information Agency
USIS	United States Information Service
USMC	United States Marine Corps
USSOCOM	United States Special Operations Command
UW	unconventional warfare

## PART II—TERMS AND DEFINITIONS

**administrative control.** Direction or exercise of authority over subordinate or other organizations in respect to administration and support, including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other matters not included in the operational missions of the subordinate or other organizations. Also called ADCON. (Joint Pub 1-02)

**antiterrorism.** Defensive measures used to reduce the vulnerability of individuals and property to terrorist acts, to include limited response and containment by local military forces. Also called AT. (Joint Pub 1-02)

**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 US forces, where a foreign government exercises executive, legislative, and judicial authority until an indigenous civil government can be established. Also called CA administration. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)

**civil affairs.** The activities of a commander that establish, maintain, influence, or exploit relations between military forces and civil authorities, both governmental and nongovernmental, and the civilian populace in a friendly, neutral, or hostile area of operations in order to facilitate military operations and consolidate operational objectives. Civil affairs may include performance by military forces of activities

and functions normally the responsibility of local government. These activities may occur prior to, during, or subsequent to other military actions. They may also occur, if directed, in the absence of other military operations. (Joint Pub 1-02)

**civil affairs activities.** Activities performed by commanders, staffs, Department of Defense elements and units, and foreign military forces that (1) embrace the relationship between military forces and civil authorities and population in areas where military forces are present; and (2) involve application of civil affairs functional specialty skills, in areas normally the responsibility of civilian government, which enhance conduct of civil-military operations. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)

**civil affairs agreement.** An agreement which governs the relationship between allied armed forces located in a friendly country and the civil authorities and people of that country. (Joint Pub 1-02)

**civil defense.** All those activities and measures designed or undertaken to: a. minimize the effects upon the civilian population caused or which would be caused by an enemy attack on the United States; b. deal with the immediate emergency conditions which would be created by any such attack; and c. effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by any such attack. (Joint Pub 1-02)

**civil-military operations.** Group of planned activities in support of military operations that enhance the relationship between military forces and civilian authorities and

population and which promote the development of favorable emotions, attitudes, or behavior in neutral, friendly, or hostile groups. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)

**civil requirements.** The computed production and distribution of all types of services, supplies, and equipment during periods of armed conflict or occupation to ensure the productive efficiency of the civilian economy and to provide civilians the treatment and protection to which they are entitled under customary and conventional international law. (Joint Pub 1-02)

**collateral mission.** A mission other than those for which a force is primarily organized, trained, and equipped, that the force can accomplish by virtue of the inherent capabilities of that force. (Joint Pub 1-02)

**combatant command.** A unified or specified command with a broad continuing mission under a single commander established and so designated by the President, through the Secretary of Defense and with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Combatant commands typically have geographic or functional responsibilities. (Joint Pub 1-02)

**combatant command (command authority).** Nontransferable command authority established by title 10 ("Armed Forces"), United States Code, section 164, exercised only by commanders of unified or specified combatant commands unless otherwise directed by the President or the Secretary of Defense. Combatant command (command authority) cannot be delegated and is the authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and

forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training, and logistics necessary to accomplish the missions assigned to the command. Combatant command (command authority) should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through the subordinate joint force commanders and Service and/or functional component commanders. Combatant command (command authority) provides full authority to organize and employ commands and forces as the combatant commander considers necessary to accomplish assigned missions. Operational control is inherent in combatant command (command authority). Also called COCOM. (Joint Pub 1-02)

**combatant commander.** A commander in chief of one of the unified or specified combatant commands established by the President. (Joint Pub 1-02)

**combat service support.** The essential capabilities, functions, activities, and tasks necessary to sustain all elements of operating forces in theater at all levels of war. Within the national and theater logistic systems, it includes but is not limited to that support rendered by service forces in ensuring the aspects of supply, maintenance, transportation, health services, and other services required by aviation and ground combat troops to permit those units to accomplish their missions in combat. Combat service support encompasses those activities at all levels of war that produce sustainment to all operating forces on the battlefield. (Joint Pub 1-02)

**combatting terrorism.** Actions, including antiterrorism (defensive measures taken to reduce vulnerability to terrorist acts) and

counterterrorism (offensive measures taken to prevent, deter, and respond to terrorism), taken to oppose terrorism throughout the entire threat spectrum. (Joint Pub 1-02)

**counterintelligence.** Information gathered and activities conducted to protect against espionage, other intelligence activities, sabotage, or assassinations conducted by or on behalf of foreign governments or elements thereof, foreign organizations, or foreign persons, or international terrorist activities. Also called CI. (Joint Pub 1-02)

**counterterrorism.** Offensive measures taken to prevent, deter, and respond to terrorism. Also called CT. (Joint Pub 1-02)

**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 US diplomatic mission. (Joint Pub 1-02)

**dislocated civilian.** A generic term that includes a displaced person, an evacuee, an expellee, or a refugee. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)

**displaced person.** A civilian who is involuntarily outside the national boundaries of his or her country. (Joint Pub 1-02)

**domestic emergencies.** Emergencies affecting the public welfare and occurring within the 50 states, District of Columbia, Commonwealth of Puerto Rico, US possessions and territories, or any political subdivision thereof, as a result of enemy attack, insurrection, civil disturbance, earthquake, fire, flood, or other public disasters or equivalent emergencies that endanger life and property or disrupt the

usual process of government. The term domestic emergency includes any or all of the emergency conditions defined below: a. civil defense emergency—A domestic emergency disaster situation resulting from devastation created by an enemy attack and requiring emergency operations during and following that attack. It may be proclaimed by appropriate authority in anticipation of an attack. b. civil disturbances—Riots, acts of violence, insurrections, unlawful obstructions or assemblages, or other disorders prejudicial to public law and order. The term civil disturbance includes all domestic conditions requiring or likely to require the use of Federal Armed Forces pursuant to the provisions of Chapter 15 of title 10, United States Code. c. major disaster—Any flood, fire, hurricane, tornado, earthquake or other catastrophe which, in the determination of the President, is or threatens to be of sufficient severity and magnitude to warrant disaster assistance by the Federal Government under Public Law 606, 91st Congress (42 United States Code 58) to supplement the efforts and available resources of State and local governments in alleviating the damage, hardship, or suffering caused thereby. d. natural disaster—All domestic emergencies except those created as a result of enemy attack or civil disturbance. (Joint Pub 1-02)

**domestic support operations.** Those activities and measures taken by the Department of Defense Components to foster mutual assistance and support between the Department of Defense and any civil government agency in planning or preparedness for, or in the application of resources for response to, the consequences of civil emergencies or attacks, including national security emergencies. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)



**evacuee.** A civilian removed from a place of residence by military direction for reasons of personal security or the requirements of the military situation. (Joint Pub 1-02)

**executive agent.** A term used in Department of Defense and Service regulations to indicate a delegation of authority by a superior to a subordinate to act on behalf of the superior. An agreement between equals does not create an executive agent. For example, a Service cannot become a Department of Defense Executive Agent for a particular matter with simply the agreement of the other Services; such authority must be delegated by the Secretary of Defense. Designation as executive agent, in and of itself, confers no authority. The exact nature and scope of the authority delegated must be stated in the document designating the executive agent. An executive agent may be limited to providing only administration and support or coordinating common functions, or it may be delegated authority, direction, and control over specified resources for specified purposes. (Joint Pub 1-02)

**expellee.** A civilian outside the boundaries of the country of his or her nationality or ethnic origin who is being forcibly repatriated to that country or to a third country for political or other purposes. (Joint Pub 1-02)

**foreign internal defense.** Participation by civilian and military agencies of a government in any of the action programs taken by another government to free and protect its society from subversion, lawlessness, and insurgency. Also called FID. (Joint Pub 1-02)

**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. (Joint Pub 1-02)

**host-nation support.** Civil and/or military assistance rendered by a nation to foreign forces within its territory during peacetime, crisis or emergencies, or war based on agreements mutually concluded between nations. (Joint Pub 1-02)

**humanitarian and civic assistance.** Assistance to the local populace provided by predominantly US forces in conjunction with military operations and exercises. This assistance is specifically authorized by title 10, United States Code, section 401 and funded under separate authorities. Assistance provided under these provisions is limited to (1) medical, dental, and veterinary care provided in rural areas of a country; (2) construction of rudimentary surface transportation systems; (3) well drilling and construction of basic sanitation facilities; and (4) rudimentary construction and repair of public facilities. Assistance must fulfill unit training requirements that incidentally create humanitarian benefit to the local populace. (Joint Pub 1-02)

**humanitarian assistance.** Programs conducted to relieve or reduce the results of natural or manmade disasters or other endemic conditions such as human pain, disease, hunger, or privation that might present a serious threat to life or that can result in great damage to or loss of property. Humanitarian assistance provided by US forces is limited in scope and duration. The assistance provided is designed to supplement or complement the efforts of the host nation civil authorities or agencies that may have the primary responsibility for providing humanitarian assistance. (Joint Pub 1-02)

**internal defense and development.** The full range of measures taken by a nation to promote its growth and to protect itself from subversion, lawlessness, and insurgency. It focuses on building viable institutions (political, economic, social, and military)

that respond to the needs of society. Also called IDAD. (Joint Pub 1-02)

in military civic actions in overseas areas.) (Joint Pub 1-02)

**joint regional defense command.** A joint task force headquarters formed on order of the Commander in Chief, United States Atlantic Command within designated continental United States multistate regions to command and control execution of land defense of the continental United States and military assistance to civil authority missions. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)

**military necessity.** The principle whereby a belligerent has the right to apply any measures which are required to bring about the successful conclusion of a military operation and which are not forbidden by the laws of war. (Joint Pub 1-02)

**military occupation.** A condition in which territory is under the effective control of a foreign armed force. (Joint Pub 1-02)

**joint state area command.** A joint task force headquarters formed on order of Commander in Chief, United States Atlantic Command within existing state boundaries to command and control United States and federalized state elements designated to execute land defense of the continental United States, military support to civil defense, and military assistance to civil authority missions. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)

**National Command Authorities.** The President and the Secretary of Defense or their duly deputized alternates or successors. Also called NCA. (Joint Pub 1-02)

**nation assistance.** Civil and/or military assistance rendered to a nation by foreign forces within that nation's territory during peacetime, crises or emergencies, or war based on agreements mutually concluded between nations. Nation assistance programs include, but are not limited to, security assistance, foreign internal defense, other US Code title 10 (DOD) programs, and activities performed on a reimbursable basis by Federal agencies or international organizations. (Upon approval of this publication, this term and its definition will modify the existing term and its definition and will be included in Joint Pub 1-02)

**joint task force.** A joint force that is constituted and so designated by the Secretary of Defense, a combatant commander, a subunified commander, or an existing joint task force commander. Also called JTF. (Joint Pub 1-02)

**military civic action.** The use of preponderantly indigenous military forces on projects useful to the local population at all levels in such fields as education, training, public works, agriculture, transportation, communications, health, sanitation, and others contributing to economic and social development, which would also serve to improve the standing of the military forces with the population. (US forces may at times advise or engage

**occupied territory.** Territory under the authority and effective control of a belligerent armed force. The term is not applicable to territory being administered pursuant to peace terms, treaty, or other agreement, express or implied, with the civil authority of the territory. (Joint Pub 1-02)

**operational control.** Transferable command authority that may be exercised by commanders at any echelon at or below the level of combatant command. Operational

control is inherent in combatant command (command authority). Operational control may be delegated and is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. Operational control includes authoritative direction over all aspects of military operations and joint training necessary to accomplish missions assigned to the command. Operational control should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Operational control normally provides full authority to organize commands and forces and to employ those forces as the commander in operational control considers necessary to accomplish assigned missions. Operational control does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training. Also called OPCON. (Joint Pub 1-02)

**peacekeeping.** Military or paramilitary operations that are undertaken with the consent of all major belligerents, designed to monitor and facilitate implementation of an existing truce and support diplomatic efforts to reach a long-term political settlement. (Joint Pub 1-02)

**peace operations.** The umbrella term encompassing peacekeeping, peace enforcement, and any other military, paramilitary or nonmilitary action taken in support of a diplomatic peacemaking process. (Joint Pub 1-02)

**preventive diplomacy.** Diplomatic actions, taken in advance of a predictable crisis,

aimed at resolving disputes before violence breaks out. (Joint Pub 1-02)

**psychological operations.** Planned operations to convey selected information and indicators to foreign audiences to influence their emotions, motives, objective reasoning, and ultimately the behavior of foreign governments, organizations, groups, and individuals. The purpose of psychological operations is to induce or reinforce foreign attitudes and behavior favorable to the originator's objectives. Also called PSYOP. (Joint Pub 1-02)

**refugee.** A civilian who, by reason of real or imagined danger, has left home to seek safety elsewhere. (Joint Pub 1-02)

**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. (Joint Pub 1-02)

**security assistance organization.** All Department of Defense elements located in a foreign country with assigned responsibilities for carrying out security assistance management functions. It includes military assistance advisory groups, military missions and groups, offices of defense and military cooperation, liaison groups, and defense attache personnel designated to perform security assistance functions. (Joint Pub 1-02)

**special operations.** Operations conducted by specially organized, trained, and equipped military and paramilitary forces to achieve military, political, economic, or psychological objectives by unconventional military

means in hostile, denied, or politically sensitive areas. These operations are conducted during peacetime competition, conflict, and war, independently or in coordination with operations of conventional, nonspecial operations forces. Political-military considerations frequently shape special operations, requiring clandestine, covert, or low visibility techniques and oversight at the national level. Special operations differ from conventional operations in degree of physical and political risk, operational techniques, mode of employment, independence from friendly support, and dependence on detailed operational intelligence and indigenous assets. Also called SO. (Joint Pub 1-02)

**special operations command.** A subordinate unified or other joint command established by a joint force commander to plan, coordinate, conduct, and support joint special operations within the joint force commander's assigned area of operations. Also called SOC. (Joint Pub 1-02)

**status-of-forces agreement.** An agreement which defines the legal position of a visiting military force deployed in the territory of a friendly state. Agreements delineating the status of visiting military forces may be bilateral or multilateral. Provisions pertaining to the status of visiting forces may be set forth in a separate agreement, or they may form a part of a more comprehensive agreement.

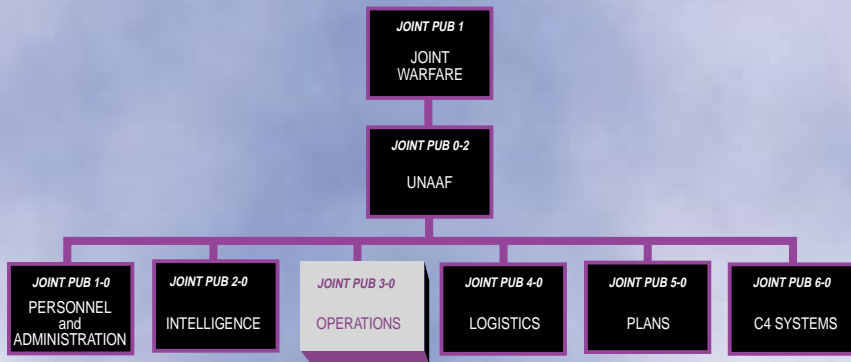
These provisions describe how the authorities of a visiting force may control members of that force and the amenability of the force or its members to the local law or to the authority of local officials. To the extent that agreements delineate matters affecting the relations between a military force and civilian authorities and population, they may be considered as civil affairs agreements. Also called SOFA. (Joint Pub 1-02)

**terrorism.** The calculated use of violence or threat of violence to inculcate fear; intended to coerce or to intimidate governments or societies in the pursuit of goals that are generally political, religious, or ideological. (Joint Pub 1-02)

**unconventional warfare.** A broad spectrum of military and paramilitary operations, normally of long duration, predominantly conducted by indigenous or surrogate forces who are organized, trained, equipped, supported, and directed in varying degrees by an external source. It includes guerrilla warfare and other direct offensive, low visibility, covert, or clandestine operations, as well as the indirect activities of subversion, sabotage, intelligence activities, and evasion and escape. Also called UW. (Joint Pub 1-02)

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# JOINT DOCTRINE PUBLICATIONS HIERARCHY



All joint doctrine and tactics, techniques, and procedures are organized into a comprehensive hierarchy as shown in the chart above. **Joint Pub 3-57** is in the **Operations** series of joint doctrine publications. The diagram below illustrates an overview of the development process:

