Chapter 4

CA Organization and Functions

Before the establishment of the Civil Affairs/Military Government Branch as a United States Army Reserve Branch on 17 August 1955, dedicated civilian volunteers filled the void. Since the redesignation to the Civil Affairs Branch on 2 October 1959, CA specialists have continued to enhance the traditions of expertise and professionalism. CA personnel have been tasked to provide assistance to commanders in a broad spectrum of activities ranging from liaison to the assumption of executive, legislative, and judicial processes in occupied or liberated areas.

ACTIVE AND RESERVE COMPONENT CA FORCES

To meet the U.S. Army's increased need for a mobile-ready CA element, the Army established an AC CA unit. Some operational headquarters G5 sections are staffed with active duty CA officers who are functional area 39C qualified. However, the majority of CA forces are in the RC. The personnel of the USAR CA Branch are designated 38A. USAR forces support joint and combined military activities, as required, throughout the operational continuum. Although CA forces are part of ARSOF, they support GP forces, as well as other SOF. USAR CA units are regionally oriented and CAPSTONE aligned. The AC CA unit is globally oriented and is aligned with the USASOC.

CA Organization

In an effort for these units to better meet the needs of their respective supported headquarters and the total needs of the Army, the LTOE structure has been developed. See Figure 4-1, page 4-2.

CA Command

The senior CA unit in a theater is normally a CA command aligned to the A. The CA command's mission is to plan, manage, and conduct CA operations that support the TA commander. The CA command may command attached CA units and provide staff support to a SOC, other component services, and joint theater staff as required. The CA command employs its organic CA plans, programs, and policy team to provide a CMO staff element for the unified command. (See discussion below on CA support teams.)

Subunified command, component service headquarters, and functional command CMO staffs may be augmented from the assets of the CA command or
separate support teams. CA commands also have an organic language team. All 20 CA functional specialties are contained in the command’s government, economic, public facilities, and special functions teams. Figure 4-2, page 4-3, shows the command’s structure and capabilities.

Figure 4-1. Typical CA support relationships.
CA Brigade
The CA brigade's mission is to plan, manage, and conduct CA operations in support of a TA, TAACOM, or corps. It may command attached CA units and provide staff support to other component services and joint theater staff as required. When a CA brigade is
designated the senior CA unit in a theater, it is aligned to the TA and assumes the duties of a CA command. A support team (CA plans, programs, and policy team) is added to the brigade’s organization when it is the senior CA unit in theater. Like the CA command, the CA brigade has an organic language team and functional teams that contain all 20 CA functional specialties. Figure 4-3 shows the brigade’s structure and capabilities.

**CAPABILITIES**

- Provides CA units to support CMO of TAACOM, ASG, corps G5, COSCOM, division G5, and brigade G6.
- Provides CA support to TA functional commands as required.
- Provides interface between local civil authorities and U.S. military forces.
- Provides procedures for advising and assisting the commander concerning his legal obligations and moral considerations.

NOTE: When the CA brigade is designated the senior CA unit in a theater, it receives a CA plans, programs, and policy team.

Figure 4-3. CA brigade.

CA Battalion (GP)
The mission of the CA battalion (GP) is to plan and conduct CA operations in support of a division, a COSCOM, or an ASG. It provides public administration, DC, civilian supply, public communications, public health, civil defense, public works and utilities, and language assistance. It supports planning and coordination of CA and FNS operations for its supported unit(s). Figure 4-4, page 4-5, shows this battalion’s structure and capabilities.
The mission of the CA battalion (DS) is to plan and conduct CA operations in support of a division, COSCOM, or ASG in the European theater. It performs basic CA operations. If this unit does not receive
additional personnel, operational-level CA units having the required functional specialties must perform CMO. Figure 4-5 shows this battalion's structure and capabilities.

**CAPABILITIES**

- Provides CA units and elements to support the division G5 and divisional brigades, COSCOM CMO officer and support groups, and the ASG CMO officer and installations and facilities.
- Identifies and coordinates U.S. requirements for available indigenous resources, facilities, and HNS.
- Develops and implements, as needed, plans to support the local civilian populace from local resources to lessen the commitment of U.S. military resources.
- Minimizes local populace interference with U.S. military operations.
- Advises and assists the commander to meet legal obligations and moral considerations.
- Acts as the focal point for cultural considerations that impact on military operations.

Figure 4-5. CA battalion (DS).
CA Battalion (FID/UW)
The mission of the CA battalion (FID/UW) is to plan, organize, and conduct CA operations in support of FID and UW missions. It is assigned to the TA, theater SOC, headquarters SF group, or headquarters CA command. This battalion is designed to support U.S. Army SF. Its structure and capabilities are shown in Figure 4-6.

CAPABILITIES
- Provides training, advice, and assistance to SF detachments and indigenous personnel on the planning and conduct of PRC, organization of auxiliary, civic action, and political warfare in support of UW operations.
- Provides CA technical advice and assistance to SF detachments and indigenous government agencies on PRC, civic action, and civil assistance in support of FID operations.

Figure 4-6. CA battalion (FID/UW)

CA Battalion (GS)
The mission of the CA battalion (GS) is to plan and conduct CA operations in support of other special operations. It is assigned to the TA, headquarters SF group, headquarters CA command, JTF, or JSOTF as required. Figure 4-7, page 4-8, shows this battalion’s structure and capabilities.
CAPABILITIES

- Functions as a command and control element in multiple theaters for CA units assigned or attached to U.S. joint, service, or functional component and combined command for contingency/crisis.
- Provides assistance to U.S. SOF FID missions coordinated as a part of a U.S. security assistance program.
- Facilitates the relationships between U.S. military forces, civil authorities, and people of the nation(s) in which the military forces are in country to execute CA-type activities.
- Plans, trains, and teaches FN military forces to execute CA-type activities supporting MCA, PRC, civil defense, community relations, and other programs, as required.
- Conducts CA activities in direct support of SOF in the conduct of UW missions and accompanies SF teams.
- Trains, advises, and assists other agencies about the cultural environment and ways to conduct and support MCA projects in which operations occur or are anticipated.
- Identifies and assists in acquiring available local resources, facilities, and support to enhance the ability of the commander to accomplish his mission.
- As required or directed, provides in-country support and assistance to the U.S. country team and other USG agencies, for example, USAID, USA.
- Advises on the administration of refugee camps external but adjacent to the SF operational area in friendly nations.
- Supports SOF in UW operations, advises and assists indigenous resistance forces, when directed, in developing political infrastructures to extend influence and legitimacy in contested areas.
- Provides technical advice and assistance to minimize local populace interference with U.S. military operations and conducts NEO to minimize adverse effects on mission accomplishment.
- Provides H/CA under U.S. and foreign national laws or under international agreements in coordination with SJA to allow the commander to fulfill his legal obligations and moral considerations.
- Supplements the intelligence cycle and psychological and informational operations activities at operational and tactical levels.
- Provides a regionally oriented language capability.

Figure 4-7. CA battalion (GS).
CMO STAFF

The ACofS, G5 is the principal staff assistant to the commander in all matters concerning the political, social, cultural, and economic aspects of military operations. The G5 acts as a liaison between the military forces, civil authorities, and people in the AO. The principal duties and responsibilities of the G5 staff officer are advising, assisting, and making recommendations that relate to CA operations. In fulfilling those responsibilities the G5 staff officer—

- Prepares plans and recommends policies and procedures for CA activities.
- Prepares estimates, prepare training guidance to subordinate elements (see Appendix A), and conducts studies, assessments, and analyses for CA activities.
- Prepares the CA annexes and supporting plans to include a variety of overlays as required.
- Determines CA unit and personnel needs.
- Exercises staff supervision over CA units attached or under the OPCON of the command and over CA activities in the command.
- Coordinates the procurement of local resources and FNS for military operations.
- Recommends command policy concerning obligations to the population in the AO and obligations relative to treaties, agreements, international law, and U.S. policies.
- Advises on matters concerning the civil populace, local government, institutions, economy, and economic resources available for military use.
- Supports tactical and CSS operations and minimizes civilian interference with these operations.
- Supervises community relations for the command in theaters of operations.
- Coordinates military support of PRC programs.
- Advises on the effect of friendly nuclear and chemical weapons use and the effect of enemy NBC weapons use on the civilian populace.
- Evaluates the effects of enemy and friendly PSYOP efforts on the local populace.
- Establishes and maintains close and continuing liaison with other USG agencies.
- Supervises CA training in the command.
- Coordinates military intelligence portions of CA activities with the ACofS, G2.
- Advises, assists, and coordinates with host governments, civil organizations, and allied armed forces as necessary.
- Assists the MP in processing and reorienting enemy defectors and EPWs and relocating and settling bona fide DCs.
- Helps demobilize friendly partisan elements at the end of hostilities.

The G5’s relationship with other coordinating staff officers is discussed fully in FM 101-5.

CA Support Teams

Some support teams are organic to CA units. For example, the CA plans, programs, and policy team and CA language team are found in CA commands and brigades. Based on mission requirements other CA teams can be added to TOE organizations for staff or language support. There are four support teams. See Figure 4-8, page 4-10. They provide CA operational and language support. Support teams provide support to the headquarters of a functional command, components of a unified or subunified command, or to a JTF. In addition, these support teams may be used in an area support role to conduct liaison, coordination, and FNS activities for the TA or TASOSC. The support teams are discussed below.

The CA operational planning team is a five-person team. Subunified and theater service headquarters receive supplemental CMO staff in this form.

The CA tactical planning team is a five-person team providing CMO staff for corps brigades and functional commands.

The CA plans, programs, and policy team is a 10-person team. It provides CMO staff support to a unified command headquarters, a specified command headquarters, or a subunified command headquarters.
The CA language team is a 12-person team. This team provides the supported unit with language capabilities for the assigned region. The CA battalion (FID/UW) requires augmentation by this team, Teams are assigned according to TOEs. Capabilities and responsibilities include—

- Maintaining the technical language capability to meet mission requirements.
- Interpreting conversational exchanges between non-English-speaking personnel and U.S. forces.
- Translating non-English documents into English and vice versa.
- Training other personnel in basic language skills.

**CA Organization for Operations**

The LTOE structure allows CA commanders to task organize for specific missions. CA commanders have the ability to resource specific CA mission requirements with additional functional specialty capabilities in their commands. CA units should be tailored prior to employment. This tailoring depends on the METT-T.

**CA Support Relationships**

CA units are CAPSTONE aligned and regionally oriented. A CA unit may be oriented toward several different countries within its region. The various environments within a region may span the operational continuum. For example, CA forces may support conventional operations within a country at war. They simultaneously support HA in bordering countries and assist in FID in another country.

For more information concerning CA employment, see Chapter 9.
CA FUNCTIONS AND CAPABILITIES

Army CA units are able to support all services, to include USMC, even though the Marine Corps has two reserve CAGs. CA units and CMO staff elements have the capabilities shown in Figure 4-9 for their targeted region.

<table>
<thead>
<tr>
<th>Plan and Support CMO Conducted By Military Forces</th>
</tr>
</thead>
<tbody>
<tr>
<td>Conducts area study and area assessments of the assigned area, as required, to support the mission.</td>
</tr>
<tr>
<td>Keeps U.S. and other agencies informed concerning the political, economic, social, and cultural characteristics of the local populace.</td>
</tr>
<tr>
<td>Provides CA staff or staff support to the supported unit or agency, as required, at appropriate level</td>
</tr>
<tr>
<td>Provides support to functional commands as required.</td>
</tr>
<tr>
<td>Provides CA elements, when required, to unified and specified commands and other services.</td>
</tr>
<tr>
<td>Recommends theater policy for civic action, civil assistance, and civil administration activities and missions.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Minimize Civilian interference</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establishes procedures to minimize civilian interference with military operations.</td>
</tr>
<tr>
<td>Minimizes interference by the civilian populace with military operations.</td>
</tr>
<tr>
<td>Plans movement control measures and coordinates humanitarian support for DCs.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Promote Legitimacy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establishes procedures for advising and assisting the commander concerning his legal and moral obligations and considerations.</td>
</tr>
<tr>
<td>Acts as the focal point for cultural considerations.</td>
</tr>
<tr>
<td>Provides input for CA agreements with the foreign nation.</td>
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<table>
<thead>
<tr>
<th>Conduct Liaison</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provides interface between civil authorities and U.S. military forces.</td>
</tr>
<tr>
<td>a. National level.</td>
</tr>
<tr>
<td>b. Liaison with local authorities.</td>
</tr>
<tr>
<td>Provides interface between the U.S. military and civilian relief agencies and other USG agencies.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Identify and Procure Civilian Resources to Support the Mission</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establishes procedures and processes for FNS.</td>
</tr>
<tr>
<td>Establishes procedures to coordinate U.S. FNS requirements.</td>
</tr>
<tr>
<td>Identifies and coordinates U.S. requirements for available indigenous resources, facilities, and FNS.</td>
</tr>
</tbody>
</table>

Figure 4-9. CA capabilities.
Level of CA Expertise
Personnel assigned to CA positions, whether AC or RC, require extensive schooling, both military and civilian. CA personnel must know joint and Army doctrine, structure, operations, and basic survival skills. They must also have the civilian expertise required for their assigned duty position. In addition, CA personnel must have the attributes of integrity, diplomacy, judgment, and maturity; be physically fit; maintain high proficiency in soldier basic combat skills; and exercise sound common sense. While possessing all the above, CA personnel must stay abreast of the changing cultural, political, economic, informational, and military conditions of the region assigned. Where required, they must also develop and maintain a foreign language capability.

Area Expertise
Planners must establish and maintain clear mission area priorities for employing CA units that are consistent with national objectives and theater priorities. CA units must maintain individual and unit readiness to conduct

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**Figure 4-9. CA capabilities (continued).**
CA missions in their assigned region on short notice. CA personnel must develop and maintain regional expertise through continuing education, country studies, and where applicable, in-country unit training, to include area assessments and surveys. (See Appendix B.)

CA Functional Specialties

The AC has a basic capability in some of the functional specialty tasks; however, it cannot maintain the high degree of CA skills required for all CA operations. Most CA operations require specific civilian skills that the RC can best maintain (Figure 4-10). Within each specialty, technically qualified individuals advise and assist the commander and assist or direct their civilian counterparts. Such factors as workload, special qualifications, and experience provide the basis for tasking.

Language

Linguistic ability appropriate to the AO is essential to CA operations. Personnel assigned to CA organizations should have basic language skills.

CA Generalists

Active duty CA staff personnel and personnel assigned to DS tactical units are CA generalists. These personnel are CA qualified but normally lack a specific functional specialty expertise. When employed, CA generalists support the maneuver commander’s immediate needs by supervising or conducting CMO that support the tactical mission. The ability to communicate with local civilians is a critical skill for CA generalists. Their estimate of the situation is critical to effective CMO. A CA generalist-prepared area assessment or survey lets CA specialists complete detailed planning for CMO that other forces will conduct. CA generalists usually plan and supervise the execution of PRC and can assist in DC operations.

CA Specialists

CA specialists must have a complete knowledge of CSS operations and be familiar with the organization and SOPs of the supported units. CA specialists are the most experienced CA personnel. They must have the political knowledge to support national-level planning. They must be area oriented and able to participate in deliberate and crisis action joint planning. They must have a thorough understanding of national policies and procedures. These specialists are normally found in the CA command’s headquarters, CA brigades, and CA battalion (GP).

Civil affairs activities as performed by functional specialists are shown in four major sections:

**Government Section**

<table>
<thead>
<tr>
<th>Civil Defense</th>
<th>Ensure an adequate civil defense structure.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Advise, assist, or supervise local officials.</td>
</tr>
<tr>
<td></td>
<td>Assess civil defense emergency planning.</td>
</tr>
<tr>
<td></td>
<td>Coordinate civil defense activities with public safety personnel.</td>
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<tr>
<td></td>
<td>Integrate local civil defense agencies into the military NBC warning system.</td>
</tr>
<tr>
<td></td>
<td>Coordinate explosive ordnance disposal activities.</td>
</tr>
<tr>
<td></td>
<td>Issue instructions on defense measures for NBC attack and monitor the control of mass casualties resulting from NBC warfare.</td>
</tr>
<tr>
<td></td>
<td>Identify civilian NBC shelters.</td>
</tr>
<tr>
<td></td>
<td>Identify civilian evacuation routes and assess their adequacy.</td>
</tr>
<tr>
<td></td>
<td>Ensure that NBC protective measures are included in civil defense plans and that available NBC protective equipment is acquired.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Labor</th>
<th>Coordinate military requirements for local labor support.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Ensure U.S. compliance with international laws and conventions regarding use of civilian labor.</td>
</tr>
</tbody>
</table>

Figure 4-10. CA functional specialty tasks.
<table>
<thead>
<tr>
<th>Labor (continued)</th>
<th>Assist local government agencies in planning, establishing, and administering labor programs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Legal</td>
<td>Advise local judicial agencies of the legal system and assist them in administering it. Monitor the local judiciary system, establish courts, and help with preparing or enacting necessary laws for the enforcement of U.S. policy and international law.</td>
</tr>
<tr>
<td>Public Administration</td>
<td>Provide liaison to the military forces. Survey and analyze the organization, operation, and effectiveness of local government agencies. Support or control government agencies as appropriate for the situation. Implement government functions, policies, and procedures for the conduct of government. Identify officials whose continued service would be adverse to U.S. interests. Recommend competent individuals for key offices. (Individuals must be cleared by military intelligence prior to nomination.)</td>
</tr>
<tr>
<td>Public Education</td>
<td>Help plan and implement needed education programs. Screen personnel and materials in the education system for suitability.</td>
</tr>
<tr>
<td>Public Finance</td>
<td>Advise and assist with budgetary systems, monetary and fiscal policies, revenue-producing systems, and treasury operations. Control assets of the treasury and financial institutions. Prescribe monetary and fiscal policies to coincide with local laws and practices. Assist officials in preventing the unauthorized acquisition of public funds.</td>
</tr>
<tr>
<td>Public Health</td>
<td>Estimate needs for medical support of civilians. Coordinate acquisition of medical support from voluntary agencies or U.S. government sources. Coordinate the use of civilian medical facilities and supplies by U.S. forces. Aid in the prevention, control, and treatment of diseases. Develop and implement public health education programs on issues such as sanitation, maternity and child health, nutrition, immunization, and first aid. Survey and assist with civilian health care and provide guidance for delivering emergency services by U.S. personnel. Analyze, survey, supervise, and/or direct civilian public health and sanitation services.</td>
</tr>
<tr>
<td>Public Safety</td>
<td>Coordinate public safety activities. Provide liaison between the military forces and public safety agencies. Coordinate the control of civilian movement. Advise, assist, or supervise local police, firefighters, rescue agencies, and penal institutions. Supervise enforcement of laws and ordinances. Locate and control all arms, ammunition, implements of war, and contraband items as required by the mission. Plan and implement activities to prevent human rights abuse.</td>
</tr>
<tr>
<td>Public Welfare</td>
<td>Determine the type and amount of welfare supplies needed for emergency relief. Plan and coordinate the use of welfare supplies. Establish and supervise emergency centers. Distribute supplies and administer services.</td>
</tr>
</tbody>
</table>

Figure 4-10. CA functional specialty tasks (continued).
## Economic Section

**Civilian Supply**

- Determine the availability of local supplies.
- Coordinate acquisition of resources to meet military needs.
- Determine emergency supply needs of the populace and arrange for distribution in accordance with policy.
- Coordinate the movement of essential civilian supplies.
- Plan and supervise rationing programs.
- Arrange salvage of captured supplies that can be used by the civilians.
- Direct civilian supply activities.

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**Economics and Commerce**

- Determine the availability of local resources.
- Determine government economic controls.
- Help with price control and rationing programs.
- Keep key industries operating.
- Monitor government economic and commercial agencies.
- Develop and implement plans to prevent black-market activities.

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**Food and Agriculture**

- Advise and assist in establishing and managing crop improvement programs, agricultural training, use of fertilizers and irrigation, livestock improvement, and food processing, storage, and marketing.
- Direct the government food and agricultural agencies.
- Identify areas of staple crops and surplus and deficit foodstuff, and distribute the surplus and eliminate the deficit.
- Identify locations and capacities of livestock, food processing, storage, and marketing areas.

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**Property Control**

- Identify private and public property available for military use.
- Coordinate military acquisition of civilian property and facilities.
- Establish policies and procedures concerning custody and administration of private and public property.
- Control negotiable assets and resources that are not supervised by other agencies.

## Public Facilities Section

**Public Communications**

- Manage and assist in the technical requirement of government and private communications resources (postal services, telephone, telegraph, radio, television, and public warning systems).
- Advise and assist in maintaining communications systems.
- Allocate civilian communications resources for civilian and military use.
- Direct civil communications agencies as required.

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**Transportation**

- Identify civilian transportation capabilities.
- Coordinate the military use of civilian assets (railroads, highways, ports, airfields, and motor vehicles).
- Plan to use available transportation assets for the evacuation of civilians from combat areas.
- Advise and assist in establishing transportation facilities.
- Direct civilian transport agencies and functions.

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Figure 4-10. CA functional specialty tasks (continued).
<table>
<thead>
<tr>
<th><strong>Transportation (continued)</strong></th>
<th>Plan to use transportation assets in the medical evacuation of civilian mass casualty situations.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Public Works and Utilities</strong></td>
<td>Coordinate public works and utilities operations. Advising and assisting in the construction, operation, and maintenance of public works and utilities. Direct public works and utilities operations.</td>
</tr>
<tr>
<td><strong>Special Functions Section</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Arts, Monuments, and Archives</strong></td>
<td>Prepare a list and map overlay showing the location of significant cultural properties requiring special protection. Inform military personnel of AMA. Prepare plans and directives for the protection of AMA and other cultural properties. Coordinate military support for decontamination of cultural properties. Advise, assist, or direct the restoration of cultural properties. Help in locating, identifying, determining ownership, and safeguarding AMA.</td>
</tr>
<tr>
<td><strong>Civil Information</strong></td>
<td>Advise, assist, supervise, control, or operate civil information agencies, provide TV, radio, or newspaper services. Disseminate proclamations, ordinances, and notices. Advise and assist allied governments, when required. Implement civil censorship policies.</td>
</tr>
<tr>
<td><strong>Cultural Affairs</strong></td>
<td>Inform military forces of the social, cultural, religious, and ethnic characteristics of the local populace. Develop codes of behavior for U.S. forces to reduce acts contrary to local customs. Recommend restrictions on the use of religious buildings, shrines, and consecrated places. Arbitrate disputes between opposing ethnic, cultural, religious, and social groups in the area. Provide liaison between commanders and local leaders. Recommend methods of operation that will be most acceptable to the local population.</td>
</tr>
<tr>
<td><strong>Dislocated Civilians</strong></td>
<td>Estimate the number of DCs, their points of origin, and their anticipated direction of movement. Plan movement control measures, emergency care, and evacuation of DCs. Coordinate with military forces for transportation, military police support, military intelligence screening/interrogation, and medical activities, as needed. Supervise the operation of temporary camps for DCs, to include preventive medicine measures, sanitation, potable water, and food procurement systems. Resettle or return DCs to their homes in accordance with U.S. and international law and U.G. and local policy objectives. Advise and assist HN and U.S. agencies on camps and relief measures for DCs. Ensure movement of DCs is consistent with international law.</td>
</tr>
</tbody>
</table>

Figure 4-10. CA functional specialty tasks (continued).