

**FM 41-10**

**CIVIL AFFAIRS  
OPERATIONS**

**February 2000**

**DISTRIBUTION RESTRICTION:**

Approved for public release; distribution is unlimited.

**Headquarters, Department of the Army**

# CIVIL AFFAIRS OPERATIONS

## Contents

	Page
<a href="#">Preface</a> .....	iv
<b>Chapter 1</b> <a href="#">Introduction to Civil Affairs</a> .....	1-1
<a href="#">Civil Affairs in Today's Environment</a> .....	1-1
<a href="#">Regional Orientation</a> .....	1-5
<a href="#">Army Special Operations Truths</a> .....	1-5
<a href="#">Civil Affairs Application of the Principles of War</a> .....	1-6
<a href="#">Special Operations Imperatives</a> .....	1-8
<a href="#">Special Operations Mission Criteria</a> .....	1-11
<b>Chapter 2</b> <a href="#">Civil Affairs Missions</a> .....	2-1
<a href="#">Civil Affairs Mission Activities</a> .....	2-1
<a href="#">Foreign Nation Support</a> .....	2-2
<a href="#">Populace and Resources Control</a> .....	2-8
<a href="#">Humanitarian Assistance</a> .....	2-13
<a href="#">Military Civic Action</a> .....	2-18
<a href="#">Emergency Services</a> .....	2-20
<a href="#">Civil Affairs Support to Civil Administration</a> .....	2-27
<a href="#">Concept of Civil Administration</a> .....	2-28

**DISTRIBUTION RESTRICTION:** Approved for public release; distribution is unlimited.

---

\*This publication supersedes FM 41-10, 11 January 1993.

	Page
<b>Chapter 3</b>	<b>Civil Affairs Functions, Capabilities, and Organization</b> ..... 3-1
	Civil Affairs Functions and Capabilities ..... 3-1
	Civil Affairs Organization ..... 3-2
	Civil Affairs Command ..... 3-4
	Headquarters and Headquarters Company, CACOM ..... 3-5
	Civil Affairs Planning Teams ..... 3-17
	Civil Affairs Brigade (USAR) ..... 3-20
	Headquarters and Headquarters Company, CA Brigade ..... 3-21
	Civil Affairs Brigade Planning Teams ..... 3-22
	Civil Affairs Brigade Specialty Teams ..... 3-22
	Civil Affairs Battalions ..... 3-22
	Civil Affairs Battalion (USAR) ..... 3-24
	HHC, Civil Affairs Battalion (USAR) ..... 3-25
	Functional Specialty Company, CA Battalion (USAR) ..... 3-26
	Civil Affairs Company, Civil Affairs Battalion (USAR) ..... 3-29
	Civil Affairs Team A (CATA), CA Company, CA Battalion (USAR) ..... 3-30
	Civil Affairs Battalion (Special Operations) ..... 3-31
	Headquarters Detachment (CATC), CA Battalion (SO) ..... 3-32
	Headquarters Support Company, CA Battalion (SO) ..... 3-35
	Civil Affairs Company, CA Battalion (SO) ..... 3-35
	Civil Affairs Team A (CATA), CA Battalion (SO) ..... 3-37
	Civic Action Team (CACT), CA Battalion (SO) ..... 3-38
	Civil Affairs Battalion (AC) ..... 3-38
	HHC, Civil Affairs Battalion (AC) ..... 3-40
	Civil Affairs Planning Team B (CAPT-B), CA Battalion (AC) ..... 3-43
	Civil Affairs Company, CA Battalion (AC) ..... 3-43
	Company Headquarters (CATB), CA Company, CA Battalion (AC) ..... 3-44
	Civil Affairs Team A (CATA), CA Company, CA Battalion (AC) ..... 3-45
	Civil Affairs Planning Team A (CAPT-A), CA Company, CA Battalion (AC) ..... 3-46
<b>Chapter 4</b>	<b>Command and Control</b> ..... 4-1
	Combatant Command Organization ..... 4-1
	United States Special Operations Command ..... 4-2
	United States Army Special Operations Command ..... 4-2
	Command and Control Relationships ..... 4-2
	Joint Task Forces ..... 4-5
<b>Chapter 5</b>	<b>Employment of Civil Affairs Forces</b> ..... 5-1
	Concept of Employment ..... 5-1

	Page
Access to Civil Affairs Forces .....	5-3
Civil-Military Operations Staff Officer, G5 or S5.....	5-6
Civil-Military Operations Cell (Main).....	5-9
Civil-Military Operations Cell (Rear).....	5-10
Civil-Military Operations Center .....	5-10
Civil Affairs Support Requirements.....	5-13
<b>Chapter 6 Support Provided by Civil Affairs Forces.....</b>	<b>6-1</b>
Theater Civil Affairs Activities .....	6-1
Civil-Military Operations Support in Conflict.....	6-3
Posthostility Operations .....	6-5
Civil Affairs Support to Public Affairs .....	6-7
Civil Affairs Support to Special Operations .....	6-9
<b>Chapter 7 Army Special Operations Forces Logistics Support.....</b>	<b>7-1</b>
ARSOF Logistics Environment .....	7-1
Special Operations Support Command .....	7-2
Special Operations Theater Support Element .....	7-2
Statement of Requirements Flow.....	7-3
Civil Affairs Logistics Support .....	7-4
<b>Appendix A International and Nongovernment Organizations .....</b>	<b>A-1</b>
<b>Appendix B Dislocated Civilian Planning.....</b>	<b>B-1</b>
<b>Appendix C Civil-Military Operations Estimate Format .....</b>	<b>C-1</b>
<b>Appendix D United States Code Relevant to Civil-Military Operations.....</b>	<b>D-1</b>
<b>Appendix E Transition Planning and Coordination Activities .....</b>	<b>E-1</b>
<b>Appendix F Civil Affairs Annex to an Operation Order.....</b>	<b>F-1</b>
<b>Appendix G Civil Affairs Area Study and Assessment Format.....</b>	<b>G-1</b>
<b>Appendix H CMOC Operations .....</b>	<b>H-1</b>
<b>Glossary .....</b>	<b>Glossary-1</b>
<b>Bibliography .....</b>	<b>Bibliography-1</b>
<b>Index .....</b>	<b>Index-1</b>

## Preface

Civil Affairs (CA) forces support missions in every theater, in peace and war, throughout the full range of military operations. They are a combat multiplier for every commander across the domains of conflict. The role of CA forces in support of civil-military operations (CMO) is clarified for the missions, employment, support requirements, capabilities, and limitations of these forces.

CA forces are only one of the many resources a commander has to help him with the myriad of tasks in this complex and ever-increasing mission. They are an essential element of CMO by virtue of their area and linguistic orientation, cultural awareness, training in military-to-host nation advisory activities, and civilian professional skills that parallel common government functions.

Although written primarily to assist theater Army, Army corps, and divisions in planning and conducting CA activities, this field manual (FM) has application in joint force operations as well. The commander must always consider the civil aspects within the area of operations (AO).

The proponent of this manual is the United States Army John F. Kennedy Special Warfare Center and School (USAJFKSWCS). Reviewers and users of this manual should submit comments and recommended changes on Department of the Army Form 2028 to Commander, United States Army John F. Kennedy Special Warfare Center and School, ATTN: AOJK-DT-CA, Fort Bragg, North Carolina 28310.

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

## Chapter 1

# Introduction to Civil Affairs

Military commanders must consider not only the military forces but also the environment in which those forces operate. One factor of the environment that commanders must consider is the civilian populace and its impact—whether it is supportive, neutral, or hostile to the presence of military forces. A supportive populace can provide material resources that facilitate friendly operations. It can also provide a positive climate for military and diplomatic activities a nation pursues to achieve foreign policy objectives. A hostile populace threatens the immediate operations of deployed friendly forces and can often undermine public support at home for the nation’s policy objectives. Operations that involve the interaction of military forces with the civilian populace to facilitate military operations and consolidate operational objectives are CMO.

*Civil-military operations are the activities of a commander that establish, maintain, influence, or exploit relations between military forces, government and nongovernment civilian organizations and authorities, and the civilian populace in a friendly, neutral, or hostile area of operations in order to facilitate military operations and consolidate and achieve U.S. objectives. Civil-military operations may include performance by military forces of activities and functions normally the responsibility of local, regional, or national government. These activities may occur before, during, or after other military actions. They may also occur, if directed, in the absence of other military operations. Civil-military operations may be performed by designated Civil Affairs forces, by other military forces, or by a combination of Civil Affairs forces and other forces.*

## **CIVIL AFFAIRS IN TODAY’S ENVIRONMENT**

1-1. The U.S. military can expect challenges from ever-increasing missions in a civil-military environment. As such, CA forces offer unique capabilities that not only enhance the mission but also ultimately advance the U.S. political and economic interests. Helping a country in crisis requires skills that promote the U.S. military relationship with government organizations, nongovernment organizations (NGOs), and international organizations (IOs). (See Appendix A for a list of typical NGOs and IOs.) Regionally oriented, language-qualified, and culturally attuned forces support this relationship. CA forces are particularly adept at these tasks and, if employed properly, can be a significant force multiplier.

*Civil Affairs are the designated Active and Reserve Component forces and units organized, trained, and equipped specifically to conduct Civil Affairs activities and to support civil-military operations.*