

**The Civil Affairs Association**  
*Strengthening the Regiment to Secure the Victory*

Briefing Slide Notes

1 November 2018

*Note: These briefing notes can be used by Association members, in addition to background information on specific slides in the Association briefing, as material to write papers and articles, letters to elected officials, partners, and potential advocates and donors.*

Slide 1 – Title Slide. The purposes of this Civil Affairs Association briefing are to educate audiences on civil affairs and the Association in order to promote advocacy for CA as well as encourage membership in the Association. It does not constitute official opinion by any other organization than the Civil Affairs Association. For questions and additional information, contact the Civil Affairs Association per the information posted on the Association website. Please note in your opening comments the Association website and social media.

Slide 2 – Agenda. While this is the basic structure of the presentation, it may be modified to suite the interests of specific audiences and emphasize messages appropriate for those audiences. The slides, however, may not be modified without Association permission.

Slide 3 – What Is Civil Affairs? What is civil affairs, why is it so important, who are they and what do they do? Most of this presentation looks at these questions as well as how the Civil Affairs Association helps to strengthen the Civil Affairs Regiment (which consists of all civil affairs forces in the Army and Marines) to win and not just fight the nation’s wars – or to “secure the victory,” which is the Regiment’s motto.

Joint and Army doctrine currently defines civil affairs as “designated active component and reserve component forces and units organized, trained, and equipped specifically to conduct civil affairs operations... in support of the joint force commander’s concept for the conduct of CMO across the range of military operations at the strategic, operational and tactical levels of war.”

What’s important to remember here is the distinction between civil affairs (CA) and civil-military operations (CMO). CMO is described in doctrine as:

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

Put another way, wars are about politics and politics are about people. There has never been a war without civilians involved – and when you consider alone that, beginning with World War II, the majority of casualties in wars and conflict have been civilian, the center of gravity of modern conflict has clearly shifted from the control of states and territories and the defeat of their armies to the control of and influence over populations. Civil-military operations were always integral to winning wars. However, in today's people-centric conflicts and competition, within as well as between states, many lines have blurred, among them between combatants and non-combatants. "Gray zone" operations – asymmetric, irregular, and hybrid warfare, counterterrorism, counterinsurgency, etc. – mean that the ability to understand and engage the "human geography" has become central to conflict management and prevention as well as winning wars by winning the peace.

So, civil affairs is the premier capability and expertise both the commander and statesmen require to help manage this central civil-military nexus of conflict management – much as infantry and armor are the capabilities required for battlefield maneuver, or artillery to fires, or intelligence to intelligence, and so on. In other words: CMO (a commander responsibility) are integral to all military and political-military operations while civil affairs is integral to the array of military forces required to prevent, shape, and win conflicts, regardless of what kind and at what level. Key to this is also in understanding that CMO supports a broader, interagency stabilization effort.

As of late the U.S. government has made great progress in reaching an interagency consensus of stabilization that also reveals the centrality of civil-military integration and the consolidation of military and security gains into political and civil outcomes to national strategic success. The recent U.S. Stabilization Assistance Review, involving the State and Defense Departments and Agency for International Development, defines stabilization as:

*... a political endeavor involving an integrated civilian-military process to create conditions where locally legitimate authorities and systems can peaceably manage conflict and prevent a resurgence of violence. Transitional in nature, stabilization may include efforts to establish civil security, provide access to dispute resolution, and deliver targeted basic services, and establish a foundation for the return of displaced people and longer term development."*

Civil affairs is thus increasingly understood as a national strategic capability to consolidate military and security gains into political and civil outcomes – before, during, and after decisive military action. In addition to its more traditional role in helping manage transition from war to peace, from military to civilian lead, it engages partners and other players in the 'human geography' to effectively contribute to national interests and policy objectives in all operations, phases, and levels.

Civil affairs, its core capabilities, and its operations and activities are inherently strategic because:

- Its effects and outcomes are ultimately political and strategic, even when conducted at tactical and operational levels;

- It involves the integration of all national elements of power – regardless of type, phase, and level of operations;
- It applies directly to the center of gravity of conflict in the 21<sup>st</sup> century – the control of and influence over civilian populations; and, moreover
- It is the nation’s premier conflict transition management tool, increasingly to prevent, shape, and win violent conflicts and influence-based competition.

Additionally, if understood and employed correctly, CA can help preserve combat power and save large amounts of blood and treasure – making CA a unique strategic economy-of-force capability that enhances lethality by helping commanders preserve their combat power for core warfighting missions.

By understanding what civil affairs is in this context, it now becomes clear what civil affairs is not, despite some long-running misconceptions and myths. Civil affairs is not public affairs or public relations. It is not an intelligence collection capability – although its activities, including civil reconnaissance and civil information management, to understand the political and socio-cultural context of the conflict at hand can have significant contribution to “human intelligence.”

And it should now be plain to see that civil affairs or civil-military operations are not something ancillary to warfighting or conflict management – to be called up as the fighting comes to an end. It is also not a mere tactical “force multiplier” or “enabler” or, as also commonly believed, a combat support or combat service support element to maneuver forces. In fact, one way to look at civil affairs is as a maneuver force within the all-important center of gravity of the “human geography” – to shape and influence that critical space as well as manage transition astride the civil-military nexus of conflict.

Slide 4 – Why Is It Important? Many in the foreign policy and national security establishment are beginning to realize the strategic and political-military significance of civil affairs and civil-military operations, as these first two quotes reveal.

Nevertheless, the historical pattern remains in especially the Army’s fire-and-forget attitude toward CA, leading to today’s latest crisis in preserving civil affairs as a national strategy capability. After the outbreak of war, civil affairs has been hastily assembled and deployed, only to be largely cast aside until the next crisis emerges. But the problem is much larger than the Army. It is also the inertia of an American national security culture in which the preferred way of war is the relentless application of overwhelming firepower and lethal force under the auspices of decisive combined arms maneuver. Then, in afterthought, the military performs “ancillary” activities to win the peace. As these tasks were largely deferred in Afghanistan and Iraq, so was success. This is arguably the greatest lesson from those conflicts.

This strategic bias in American political-military culture inhibits the prudent maintenance and application of capabilities to make good on the Nation’s investment in blood and treasure. “Nation-building,” an oft misunderstood and misapplied term, has become as unpopular as “peace” did shortly after 9/11. In her book, *War and the Art of Governance*, civil-military scholar and former Deputy National

Security Advisor for Strategy Dr. Nadia Schadlow describes this as the “American denial syndrome” with respect to governance activities inherent to the conduct of warfare but typically viewed as separate by policymakers and reluctantly conducted by the Army.

The conflicts of the 21<sup>st</sup> century have made America’s pathological problem with ending or preventing wars – and not just fighting them – even more obvious. However, they have also shown that inconsistent investment in national civilian and strategic military land power capabilities that translate military or security into political or civil gains and “win the peace” through conflict stabilization is a way of war we can no longer afford.

This is why our public advocacy and education mission as an Association is more vital than ever.

Slide 5 – CA and CMO – A Broad Historical Overview To gain a greater depth of understanding of civil affairs and civil-military operations, let’s look at some history.

As long as wars have been fought in and among civilian populations, and as long as soldiers have come into contact with civilians in the course of military operations, civil-military operations have existed.

As far back as Caesar's *Gallic Wars*, for example, political and military objectives were intertwined and military government became institutional. Similar situations appeared in ancient Persia, India, and China. Many aspects of the codes of chivalry in Europe and bushido in Japan during the Middle Ages were rule-sets on how warriors were to interact with civilians, both politically and socially.

As war became deadlier and more complex on a mass scale, organizations like the International Committee of the Red Cross were founded in the mid-19<sup>th</sup> century, first to deal with wounded warriors and then the consequences – intended as well as unintended – of battle on civilian populations. The international norms of military interaction, including military government and humanitarian responsibilities military commanders had toward populations in territories which they occupied, became codified in The Hague Conventions of 1908 and the Geneva Conventions of 1949. World War I was the last major war in which the majority of casualties were military; World War II was the first and greatest major war in which the majority of those who suffered were civilian. Since then, most of the victims of almost every conflict, large and small, are civilian. Since then, the center of gravity of war and conflict has shifted from governments and armies to the control of and influence over populations. Another construct to describe this is “human security,” a term developed by the United Nations in 1994.

As a result of World War II, the United Nations and many international organizations, especially non-governmental, began to proliferate in number and in capability, especially after the Cold War. At the same time, military concepts and capabilities for civil-military coordination grew, as military forces began to see more frequent use in peace operations or “operations other than war”. NATO’s concept for civil-military cooperation, or CIMIC, for example, was developed and fielded first in the mid-1990s, with the deployment of NATO forces to replace UN forces in the Balkans. The UN, in turn, began to develop its frameworks for civil-military coordination as a result of peacekeeping reforms in the early 2000’s.

In the wake of the terrorist attacks of 2001, it had become clear that “security” had gone well beyond physical protection of states and territorial integrity. Conversely, the security implications of humanitarian action and development became more readily apparent and consequential, as articulated by the concept of “human security” and the development of population-centric counterinsurgency and stability operations doctrines during the Global War on Terror. If anything, the need for coordination among this ever-growing group of disparate players and organizations has increased, not decreased.

All this time the impetus and demand increased for more comprehensive, collaborative, and coordinated approaches in international interventions – especially between those mostly in the security business and those mostly in the humanitarian and development business. Civil-military coordination – or civil-military operations – is now clearly integral to military or civilian activities to manage conflict.

Another significant understanding reached over the “gray zone conflicts” U.S. and allied forces have found themselves in since 9/11 is that “stabilization” cannot be separated from warfighting. In fact, it has grown as a unifying concept for the consolidation of military and security gains into political and civil outcomes across civil-military and interagency lines and in all phases of conflict and competition. Further, stabilization isn’t just in post-conflict and involves much more than government capacity development. This makes civil affairs even more relevant to the management – and prevention – of conflict as ever.

Slide 6 – Civil Affairs – The First Century Long before any of these concepts came into being, the U.S. Army had its own experiences in civil-military operations, stretching all the way back to the War of Independence, through General Winfield Scott’s issuance of General Order No. 20. Civil affairs has been applied, albeit not always in their currently recognizable form, starting with the first use of “military government” during the Mexican War, through Reconstruction after the Civil War, the Philippine Insurrection and other small wars in the 19th and early 20th centuries. The history of U.S. Army CA, known as Military Government prior to 1959, can best be described as one of continuous evolution. From its ad hoc origins in the immediate aftermath of World War I, the Army professionalized CA as a Reserve branch (1955) and a Regular Army branch (2006).

Since its creation in the early Republic, the U.S. Army conducted roles and functions similar to Civil Affairs/Military Government in the 20<sup>th</sup> century. Examples include the Lewis and Clark Expedition (1804 to 1806), Major General Winfield Scott’s occupation of Mexico City (1847 to 1848), post-Civil War Reconstruction in the American South (1865 to 1877), and the Philippine-American War (1899 to 1913). During the Civil War, the Army implemented General Orders No. 100 (1863), otherwise known as the Lieber Code. It provided the U.S. Army with guidelines that regulated the just treatment of civilians and property in the occupied South. Post-war, General Orders No. 100 served as the foundation for the development of laws dictating how the U.S. Army operated in occupied territory. The U.S. Army codified these laws in the Rules of Land Warfare (1914), later revised as FM 27-10. As important as the Lieber Code was, it was just another step toward developing formal CA/Military Government structure, doctrine, and training.

Slide 7 – Civil Affairs – The Second Century. During the last century, CMO and CA came into their own with the deployment of provisional Civil Affairs/Military Government units to occupied portions of the Rhineland after World War I, and of course the occupation of Germany and Japan after World War II. Since the 1950s, from Korea through the “hearts and minds” campaigns in Vietnam and particularly during the peace operations of the 1990s, CMO and CA have matured in accelerating fashion.

The true beginning of modern U.S. Army civil affairs was the post-World War I occupation of the German Rhineland by the Third U.S. Army from December 1918 until July 1923. The lessons from this experience led the Army to develop CA doctrine, provide professional education, and eventually create specialized CA/Military Government units. In the words of Major Truman Smith, the main author of the final report on the occupation, the Army’s post-World War I actions “lacked both training and organization to guide the destinies of nearly 1,000,000 civilians whom the fortunes of war had placed under its temporary sovereignty.” While it lasted, the U.S. Army occupation performed civil administration tasks and ensured that Germany would not resume hostilities. A new experience for the modern Army, it left such an impact that it led to the creation of a formal CA capability. This was captured in the *American Military Government of Occupied Germany, 1918–1920: Report of the Officer in Charge of Civil Affairs, Third Army and American Forces in Germany*. Known as the “Hunt Report” after its director, Colonel Irvin L. Hunt, it provided analyses of the Army’s experience, highlighting the lack of formal CA capabilities and training.

The Hunt Report and similar, but less widely distributed, studies of Army involvement in the Philippines pointed to requirements for a standing CA staff section for incorporating CA in war planning. This led to the publication of an updated Rules of Land Warfare in 1934 that contained a section on military government and established the need for a CA/Military Government capability. Based on these sources, in 1940, the Army published its first doctrine that focused on these special skills. FM 27-5, *Military Government and Civil Affairs*, guided U.S. Army CA/Military Government efforts throughout World War II. Further study of the Hunt Report and the new doctrinal publications led to the creation of the first formal U.S. Army CA training program—the School of Military Government—at the University of Virginia in May 1942. The school instructed officers in staff-level Military Government functions. However, because the School of Military Government could not meet the growing demand for trained CA personnel, the Army exported the program to other civilian universities throughout the United States. By 1945, the Army taught CA courses at Fort Custer, Michigan; the CA Staging Area at Fort Ord/Presidio of Monterey, California; or in overseas schools.

To manage its CA/Military Government efforts, the U.S. Army created the Military Government Division, established in July 1942 under the Office of the Provost Marshal General. Its small size and lack of influence, compounded by the sheer number of CA matters experienced by Lieutenant General Dwight D. Eisenhower after the invasion of North Africa on 8 November 1942, prompted the formation of the Civil Affairs Division under the War Department in March 1943. Led by Major General John H. Hilldring, the CA Division formulated policy for CA/Military Government units. These units ranged in size from the European CA Division, with more than 8,200 personnel, to nine-man CA Detachments spread throughout combat units. These elements worked closely, near, or with combat forces, helping to address the concerns of civilian

populations and stabilizing rear areas so that combat commanders could remain focused on the enemy. CA/Military Government elements had expanded roles in the final year of World War II and particularly in stabilizing post-war Germany, Austria, Italy, Japan, and Korea. However, the number of CA personnel declined considerably as the Army reduced force structure in the post-war drawdown. A standing CA capability appeared to be on its way out of the Army until another conflict guaranteed its survival as a permanent U.S. Army capability.

*A Bell for Adano* by John Hersey, set in World War II Italy, is still considered the seminal work on Civil Affairs. The other is the Army Center of Military History's 900-page seminal study *Civil Affairs: Soldiers Become Governors*, which can be accessed at: <http://www.history.army.mil/books/wwii/civaff/index.htm>.

The Korean War not only resurrected U.S. Army CA but also served as a turning point for the employment of CA and led to a permanent establishment of the capability in the U.S. Army. With the brief exception of conducting Military Government in North Korea in late 1950, U.S. CA personnel worked in South Korea, a sovereign allied country with a functioning government. This was first under the United Nations Public Health and Welfare Detachment (1950), then the United Nations Civil Assistance Command (1951 to 1953), and later under the Korean Civil Assistance Command (1953 to 1955). CA provided refugee assistance and medical care for the civilian population, while helping to rebuild destroyed public infrastructure.

The large-scale effort provided the rationale for the U.S. Army to establish the CA/Military Government Branch in the USAR on 17 August 1955. On 2 October 1959, the Army eliminated the term Military Government and renamed it the Civil Affairs Branch. This name change reflected recent operations and changes in doctrine describing how the U.S. Army would employ CA in future conflicts.

Similar to the Korean War, the U.S. Army CA effort in South Vietnam (1965 to 1971) was based on operating within a sovereign allied country. However, this time, as guided by FM 41-10, *Civil Affairs Operations* (1962), CA became associated with unconventional warfare (UW). The term "winning hearts and minds" saw first use in Vietnam. The three active-duty CA companies—the 41st, 2d, and 29th—assigned to South Vietnam helped integrate rural and war refugee populations into the national economic and political systems. The CA companies provided medical care and assisted with agricultural, educational, and infrastructure improvements, while giving credit to the government of South Vietnam for their efforts, much under the "Civil Operations and Revolutionary Development Support" (CORDS) program often in coordination with the new U.S. Agency for International Development. The "military civic action" mission would be later reincarnated as village stability operations in Afghanistan in 2010 to 2014.

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

drawdown, the Army disbanded most active duty CA units. Only the 96th CA Battalion at Fort Bragg remained on active duty. Then, as now, the preponderance of CA units resided in the USAR.

During the next two decades, CA made incremental steps toward becoming a core element of U.S. Army Special Operations. On 1 October 1982, the Army established the 1st Special Operations Command (1st SOCOM) at Fort Bragg in which the 96th CA Battalion as a subordinate element. After the U.S. Army created the U.S. Army Special Operations Command (USASOC) at Fort Bragg on 1 December 1989, the 96th CA Battalion remained under 1st SOCOM. All Reserve CA units based in the contiguous United States were assigned to the USAR Special Operations Command (USARSOC), which became the U.S. Army CA & Psychological Operations Command (USACAPOC) on 27 November 1990. Subordinated under USASOC, this placed the command and control of all contiguous United States-based active duty (96th CA Battalion) and the USAR CA and Psychological Operations units under a single headquarters. On 3 March 1993, Secretary of Defense Leslie 'Les' Aspin formally designated active and reserve CA units in the contiguous United States as Army Special Operations Forces (ARSOF).

These organizational changes coincided with the Army's increased use of CA units following the breakup of the Soviet Union in 1991 and subsequent global instability. USASOC routinely deployed CA forces to assist in all phases of operations, to include supporting peacekeeping, disaster relief, counterinsurgency, combat, and stability efforts. Reserve CA units, namely the 352d Civil Affairs Command, spearheaded the Kuwaiti Task Force and its efforts to stabilize Kuwait following the expulsion of the Iraqi invaders in February 1991 (it would do so again in Iraq in 2003). Other USAR CA units and the 96th CA Battalion provided CA support in Iraq for Operation DESERT SHIELD/STORM and for Operation PROVIDE COMFORT, the post-war humanitarian mission to assist the Kurds. Other notable deployments for CA units include peacekeeping and disaster relief efforts in Operation RESTORE HOPE in Somalia, Operation UPHOLD DEMOCRACY in Haiti, and Operations JOINT ENDEAVOR, JOINT FORGE, and JOINT GUARDIAN in the Balkans. However, the 11 September 2001 terrorist attack on the United States ushered CA into a new era.

Slide 8 – CA Growth After the Cold War. Since especially the end of the Cold War, civil affairs has developed into a significant Joint as well as Army capability, as the Marines, Navy, and Air Force grew their capacities to conduct “operations other than war,” in parallel to the development of U.S. interagency policies and NATO and UN civil-military cooperation and coordination (CIMIC) capabilities, as well as the coordination capacities of international and non-governmental organizations. This has transitioned civil affairs over time to more of a facilitator of stability and peace operations from a provider of essential movement services under the military government model, the former much more complex than the latter.

Shortly after the establishment of the U.S. Army Civil Affairs and Psychological Operations Command (which later received its “Airborne designation”), Army General Carl W. Stiner reported to the Chairman of the Joint Chiefs of Staff a fundamental issue that remains to this day:



“Although PSYOP and CA forces have been assigned to the U.S. Special Operations Command (USSOCOM) since its inception in 1987, they were not designated as SOF. This made resourcing, programming, and structuring forces a difficult and confusing task. On 30 April 1992, USCINCSOC requested that Psychological Operations (PSYOP) and Civil Affairs (CA) forces be designated as Special Operations Forces (SOF). On 3 March 1993, the Secretary of Defense approved the request and in a memorandum, designated them as SOF. In accordance with Title 10, United States Code, Section 167, this designation clarified the legal basis as well as the command authority under which these forces are organized. This formal designation of PSYOP and CA affords USCINCSOC complete authority to organize, train, equip, and manage these forces without the legal ambiguities and institutional misunderstandings that existed in the past. The designation of PSYOP and CA forces as SOF was a major milestone and will enhance the ability of USSOCOM to utilize their unique capabilities at home and abroad.”

Since that time, Army Civil Affairs in particular have been understood as a Special Operations capability. However, the integration of Civil Affairs with the Conventional Force – both in force management as well as operations – has remained a challenge.

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

The demand to support continued Global War on Terror operations also resulted in the creation of the conventional 85th CA Brigade on 16 September 2011, with five subordinate battalions (80th, 81st, 82d, 83d, and 84th). Based at Fort Hood, Texas, this Regular Army unit was subordinated to U.S. Army Forces Command and provided CA support to conventional forces. Meanwhile the Marines grew from two Civil Affairs Groups to four while the Navy established the Maritime Civil Affairs and Security Training (MCAST) Command in 2009.

Slide 9 – Civil Affairs – Challenges Since 9/11. However, in the midst of its growth also came significant challenges to the maintenance of the Regiment.

In the midst of the Global War on Terror, following a “snowflake” memorandum from the Secretary of Defense in 2004, the Army CA force was first “bifurcated” under a Secretary of Defense directive, with the Active portion remaining under Special Operations force management and the Reserve portion going under Army Forces Command. In truth, the force is trifurcated among Active Component Special Operations Forces, Active Component Conventional Force, and U.S. Army Reserve Conventional Force. Further, the force is split not just along active/reserve lines, but along conventional/special operations lines as well. This is a crucial issue, because although the force is over 90% conventional, the proponent is in SOF. Finally, the force is split between tactical (AC) and strategic/operational (USAR). In other words, all of the strategic and most of the operational capability is in the Reserve Component Conventional CA force.

This added complication presents both a challenge and an opportunity. The challenges lie in maintaining as many of the advantages explained by Gen. Stiner in the early 1990’s [previous slide] – in force management, maintaining relative unity in doctrine and operational approaches, and in keeping Active and Reserve components and conventional forces and SOF connected.

But this split also presents opportunities to re-balance and reinvigorate the Army Civil Affairs force to maximize longstanding values-added. Progress, for example, has been made in making sure well-qualified Civil Affairs planners are on-station at both regional combatant and functional commands to ensure early CA input to theater campaign planning and other processes. Revisions, however, in funding mechanisms and programming authorities would go far in enabling regional Combatant Command to leverage both active component SOF and reserve component General Purpose CA for missions across the full range of operations.

Herein lies another vital lesson – the need for all members of the Regiment as well as its customers and partners to appreciate its diversity as a critical force capability advantage in the face of complex operations rather than as a force management liability. Although many capabilities are overlapping, each part of the Regiment – active and reserve, special operations and general purposes forces, Army and Marine – brings unique sets knowledge, skills, and abilities to Regional Combatant, Joint Force, and service component commands that are highly adaptable and scalable to the situation and mission requirements.

Nevertheless, with operations reductions in Afghanistan and Iraq and with a return to great power competition under the new *National Security Strategy*, CA has been experiencing a retrenchment reminiscent of those following major wars over the past century. The Navy eliminated MCAST in 2014 and the Army deactivated the 80th and 84th CA battalions on 15 September 2016. The 85<sup>th</sup> CA Brigade, along with its 81<sup>st</sup> and 82<sup>nd</sup> Battalions deactivated on 15 March 2018, leaving the 83<sup>rd</sup> CA Battalion as the sole remaining active CA unit supporting the Conventional Force.

The elimination of the final active/general purpose CA would leave a very imbalanced CA force, putting great demand on the remaining Army CA forces as their mission template actually

increases under persistent engagement missions and commitments to Security Force Brigades. The Army is also pondering massive cuts to USCAPOC(A) as it focuses on “lethality” and other aspects of warfighting and governance activities are inherent to the conduct of warfare, they are typically viewed as separate by policy makers and reluctantly conducted by the military.

Yet, the majority of the military activities and engagements since the Cold War and especially since 9/11 have been in supporting governance, stabilization, and “Gray Zone” conflicts. America’s premier capability to conduct and support this increasingly vital mission of civil-military and interorganizational integration is around 13,000 CA soldiers in the Army and Marines. Over 90% are in the reserve component mainly because they are best suited for intense interaction with civilians and because of civilian knowledge and skills they have or can access and cannot be duplicated in the active force without great expense. Less than one half of one half of one percent of the U.S. Joint Force structure is thus dedicated to winning or even preventing wars – while the budget share is even tinier.

Slide 10 – Policy Foundations for Civil Affairs. The policy foundations for Civil Affairs are nested in U.S. law and U.S. interagency and Department of Defense policy. The core activity that CA supports is stability operations in support of U.S. stabilization. Stability operations, in turn, are a core U.S. military mission, which Civil-Military Operations and Civil Affairs Operations support. Because of its strategic landpower role, the Army is also specifically directed not only to conduct Civil Affairs Operations but to organize, train, equip and provide CA forces. USSOCOM, in turn, provides SOF doctrine, procedures, and equipment for CAO and CA forces.

A key concept to remember is that civil affairs – as a national strategic conflict management capability – is indispensable to U.S. interagency and Department of Defense (Joint), and Army missions across the full range of operations. Among CA’s critical roles in the larger interagency stabilization effort is civil-military integration. Additionally, civil affairs is an essential element in each of the Army’s four strategic roles (shape, prevent, prevail in large scale combat operations, and consolidate gains).

*[Take the time to go over each of these slide bullets.]*

Slide 11 – Civil Affairs Doctrine. Civil Affairs operations fall within civil-military operations as described in Joint Civil-Military Operations doctrine under Joint Publication 3-57, as the diagram on the upper left shows. Army Doctrine, under Field Manual FM 3-57, lays out how both Active and Reserve CA perform their missions.

The primary mission of civil affairs, of course, is to conduct Civil Affairs Operations in support of the more universal Joint Force command mission of civil-military operations.

The way CA operations are conducted is in leveraging its core competencies to fulfill certain functions within these areas of competency, in coordination with U.S. Government agencies,

intergovernmental organizations such as the UN, NGOs and civil society organizations, and of course the host nation. The most important of these core competencies are the civil affairs activities CA performs regardless – and the two functions of greatest value to the commanders CA supports are in: civil reconnaissance – helping the commander understand the human geography at the center of gravity of his operation; and civil engagement – helping the commander shape and influence this critical part of his mission environment.

Slide 12 – Civil Affairs Levels of Support. Civil affairs is increasingly understood as a national strategic capability to consolidate military into political gains during and from decisive action and in transition from war to peace and from military to civilian lead, as well as to engage partners and other players in the “human geography” to effectively contribute to national interests and foreign and security policy objectives.

However, CA can only do this when appropriately leveraged through geographic combatant and service component commands, where they can help plan and conduct CA support to decisive action, irregular warfare (IW), and stabilization, support humanitarian assistance and disaster relief operations, counter violent extremism, and perform security cooperation and assistance. CA is the Joint force of choice to work with civilian agency, non-governmental, civil society, and private sector actors whose capacities best mitigate drivers of conflict and instability and promote peace and stability.

The main customer for CA is the Joint or Army force commander working in a geographic region or operational area. This slide shows how CA units line up with principal supported commands as well as the levels of war – at all of which CA operates. While the Army and Marines provide tactical CA capabilities, only the Army – and mostly through Reserve component CA – provides capabilities such as CA Plans Teams, Civil-Military Support Elements (which help to support U.S. country teams), and functional specialists (described later in this briefing) at operational and strategic command levels.

Slide 13 – Army Civil Affairs: Active Component Force Structure. The bulk of CA is in the Army – less than 10% in the Active Component and over 90% in the Reserves. There were two active-component brigades – the 95<sup>th</sup>, which support Army Special Operations, and the 85<sup>th</sup>, which performed Conventional Force CA missions. The 83<sup>rd</sup> CA Battalion is the remnant of the 85<sup>th</sup> CA Brigade.

Slide 14 – Army Civil Affairs: Reserve Component Force Structure. The rest of Army CA is in the United States Army Civil Affairs and Psychological Operations Command (Airborne), founded in 1985. USACAPOC(A) is composed mostly of U.S. Army Reserve Soldiers in units throughout the United States. Its total size is about 12,000 Soldiers, making up about 90 percent of the DoD's Civil Affairs forces and about 75 percent of the DoD's Psychological Operations forces. It is headquartered at Fort Bragg.

All of the Nation's strategic and operational Civil Affairs capability is in the Army, while about 90% of that is in USACAPOC(A). Army Reserve Component (RC) Civil Affairs make up about 5% of the U.S. Army Reserve force, but have accounted for about 20% of Army Reserve deployments. The command's soldiers bring civilian expertise not found among regular active duty soldiers.

The Reserve CA force structure consists of USACAPOC(A) with four subordinate CA Commands. Each CACOM is doctrinally aligned to support each Geographic Combatant Command – the 350<sup>th</sup> CACOM, in Pensicola, FL, supports SOUTHCOM; the 351<sup>st</sup> CACOM, in Mountain View, CA, supports Pacific Command (and is currently under PACOM operational control); the 352<sup>nd</sup> CACOM, at Ft. Meade, MD, supports CENTCOM; and the 353<sup>rd</sup> CACOM, in Staten Island, NY, supports both EUCOM and AFRICOM. Each CACOM maintains two brigades with the exception of the 350<sup>th</sup> CACOM.

It's also important to note that there are two separate CA brigades aligned to U.S. Army, Europe (the 361<sup>st</sup> in Germany) and U.S. Army, Pacific (the 322<sup>nd</sup> in Hawaii). The 402<sup>nd</sup> Civil Affairs Battalion, once a USACAPOC(A) unit, is now assigned to Puerto Rico.

Changes are coming to the Army CA structure – they are currently being debated and discussed among various commands, including USACAPOC (A), the Army Reserve Command, Army Special Operations, and the Department of the Army. USACAPOC(A) will likely evolve into another structure, but it remains to be seen what it will look like and fit in within the Army and Special Operations command structures. As mentioned before, despite budget increases, the Army is looking to downsize its civil affairs forces considerably, given its current focus on “lethality.”

Slide 15 – Reserve CA Unit Locations. This slide shows where all U.S. Army Reserve CA forces are home stationed around the U.S. and overseas, which present considerable force management challenges. All Active Component Army CA is home-stationed at Ft. Bragg, NC.

Slide 16 – The Civil Affairs Team. Regardless of component or force type, the most basic unit in Army civil affairs, at the tactical level, is the civil affairs alpha team (CAT-A), with one CAT-A assigned to each maneuver company and one CA company assigned to each maneuver battalion. These assets help the commander maneuver in the human terrain, mitigate drivers of conflict as well as defeat threats to human security and the mission at hand. In addition to these capabilities, the Joint Force or Army commander may also leverage civil affairs functional specialists – Army Reserve soldiers with civilian occupations such as law enforcement, engineering, medicine, law, banking, public administration, etc.

Slide 17 – Civil Affairs Functional Specialists. According to DoD Directive 2000.13 (mentioned in Slide 10) Civil Affairs Operations include activities that:

- Establish civil security, provide support to governance, provide essential services, support economic development and infrastructure, and establish civil control for civilian

populations in occupied or liberated areas until such control can be returned to civilian or non-U.S. military authority.

- Provide expertise in civilian sector functions that normally are the responsibility of civilian authorities. That expertise is applied to implement DOD policies to advise or assist in rehabilitating or restoring civilian sector functions.
- Establish and conduct military government until civilian authority or government can be restored.

To perform much of this mission set, especially at the operational and strategic levels, U.S. Army CA maintains function specialists, whose legacy goes directly back to as many as 20 specialties at the height of CA's military government experience during and after World War II. Among the most famous of these type of soldiers were those in arts, monuments, and archives, depicted in the 2014 film, *The Monuments Men*.

The foundation of the functional specialist capability is comprised of military government specialists (38G) with 18 skill identifiers and eight other Army capabilities. The preponderance is maintained within the USAR force, while a minimal capability comprised of the other Army functional specialist capabilities resides within Active Component CA. When civilian expertise normally provided by U.S. Government agencies is not available, CA functional specialists may be required to fill key planning, operational, or liaison roles until replaced by other governmental departments and agencies or counterparts.

Army CA's 16 functional specialties are aligned within the five functional specialty area framework – security, justice & reconciliation, humanitarian assistance & social well-being, governance & participation, and economic stabilization & infrastructure.

Slide 18 – U.S. Marine Corps Civil Affairs. The mission of Marine Corps Civil Affairs is to inform, influence, shape and gain access to the cognitive civil environment through targeted and integrated civil reconnaissance and civil engagements to achieve MAGTF objectives.

U.S. Marine Corps' Civil Affairs is all about supporting the Marine Air-Ground Task Force, or MAGTF, which is the primary deployable combined arms unit of maneuver for the Marines. Marine CA is primarily tactical in application, and most of it in the Reserves, especially as the Marines revert back to their traditional littoral security and stability mission.

The USMC has the capability to plan and conduct CMO across the range of military operations. A dedicated CA structure is maintained within the Reserve Component (RC) and AC, consisting of four RC civil affairs groups (CAGs), each commanded by an O-6 AC CA Marine and CMO planners organic to each Marine expeditionary force (MEF). MAGTF commanders may request additional support from a CAG via their USMC component commander. (They may also, at times, receive assistance from Army CA units.)

USMC CMO are typically centrally planned by the MAGTF staff for decentralized execution by assigned forces. Each MAGTF has organic air, ground, C2, and logistic capabilities that provide immediate and integrated CMO options to the JFC. Operational maneuver from the sea, implementing ship-to-objective maneuver and sea-based logistics, enables rapid execution of USMC CMO, without the need to establish extensive infrastructure ashore. Qualified Marines from each MEF's aligned CAG are prepared to deploy within days of a validated request, even if no Presidential Reserve Call-up is authorized. Additional volunteers may provide further support, by Presidential Reserve Call-up of CAG elements for contingencies or by mobilization of entire CAGs. Regardless of size, USMC CA elements will require support from the MAGTF in such areas as transportation, health support, supply, and messing.

Slide 19 – Marine Corps CAG. A typical Marine Civil Affairs Group (CAG) is commanded by a colonel. This chart shows the normal peacetime organizational structure of a CAG, based on the October 2013 Table of Organization & Equipment. As you can see, the CAG is authorized 179 personnel. It has a Staff and HQ element, a public health element, and four identical CA Detachments, each with three Civil Affairs Teams. While this organization is considered adequate for peacetime missions, in combat it has shown to be lacking in the number of personnel assigned, vehicles and crew-served weapons. Consequently, units operating in OIF and OEF have been task-organized to accommodate additional personnel, weapons and equipment needed to operate in a high-threat environment. FHG CG has started movement to increase the size of each team by two to seven total personnel (two more enlisted billets).

The functional cell consists of CA Marines and Sailors with the following backgrounds:

- 0111: Admin Clerk
- 0202: Intelligence Officer
- 0231: Intel Chief
- 3402: Financial Management Officer
- 3432: Financial Management Chief
- 0402: Logistics Officer
- 0431: Logistics Chief
- 2300: Industrial Hygiene Officer (USN)
- 8432: Preventative Medical Technician (USN)
- 4402: Staff Judge Advocate (Lawyer)

Slide 20 – Force 2025 and USMC Civil Affairs. As part of the long-range vision for the future Marine Corps force, USMC CA will evolve as part of the two core Marine competencies – to conduct complex expeditionary operations in the urban littorals and other challenging environments; and to lead joint and multinational operations and enables interagency activities in such environments.

*[Discussion of Navy and Air Force CA/CMO capability is hidden – You may request these slides by sending a message to the contact indicated in the Association website.]*

Slide 21 – M-CAST POM. [Hidden Slide] Given fiscal pressures, the Navy programmed the entire elimination of its Maritime Civil Affairs and Security Force Assistance Teams (MCAST) under the FY 2017 Program Objective Memorandum. This has been a huge loss, given the Navy's storied tradition in Civil Affairs, including that of Frank Stokes, who led the "Monuments Men" of World War II.

Prior to its elimination, MCAST provided effective, flexible, and responsive teams of U.S. Navy Sailors to Joint Task Force Commanders to establish and enhance relations between military forces, governmental and nongovernmental organizations, and the civilian populace – a significant part of the "Global Force for Good."

This sudden decision has seriously impacted the Navy's ability to execute this three-fold worldwide mission. Beyond this, elimination of MCAST is a grave strategic error, reflecting a lack of understanding of the global reach and second and third order effects this small force provides. The Global Fleet Stations touch thousands of civilians in countries of risk, and MCAST has been vital to many other Navy humanitarian and Security Assistance missions worldwide, to include the Haiti earthquake and tsunami relief actions.

In another example, in support of the Combined Joint Task Force – Horn of Africa, MCAST was the only Civil Affairs force operating continuously in Kenya, credited for creating an entire coastal defense program there. Along the Swahili coast, MCAST has been executing Fisheries Civic Action Projects, bringing fish to market and fostering stability in entire coastal regions.

Not all of the gaps left by the elimination of MCAST are being filled. Part of their missions has gone to Marine and Army Civil Affairs, whereas the non-Civil Affairs specialists in the Navy are assuming other missions. Some missions are simply left unfulfilled. This may get worse as pressures mount to reduce Army and Marine CA.

Slide 22 – M-CAST. [Hidden Slide] To support the Maritime Strategy and the Navy's core competencies of Humanitarian Assistance/Disaster Relief and Maritime Security, MCAST Command fostered and sustained cooperative relationships across the Joint, Coalition and Multinational spectrum to provide regional stability, prevent conflict and protect U.S. interests. It maintained partnerships with: U.S. Embassy Military Groups; Host Nation agencies and militaries; the Host Nation HN civil populace; and other partner militaries (e.g. French forces in Djibouti, other navies, etc.).

The Maritime Civil Affairs and Security Training (MCAST) Command manned, trained, equipped and deployed Sailors to facilitate and enable a Navy Component or Joint Task Force Command to establish and enhance relations between military forces, governmental and nongovernmental organizations, and the civilian populace. Accomplished in a collaborative manner across the spectrum of operations in the maritime environment, MCAST Command executed civilian to military operations and military to military training, as directed, in support of security cooperation and security assistance requirements.

MCAST capabilities included: Maritime Civil Affairs Teams of about five each; Maritime Civil Affairs Planners; Functional Specialists; Civil Military Operations Centers; and Civil Information Management.



*Maritime Civil Affairs Functional Specialties were: Port Operations; Harbor & Channel Maintenance and Construction; and, Marine & Fisheries Resources and Management.*

*MCAST teams typically supported three different types of missions: 1. Enduring/Expeditionary missions, i.e., Combine Joint Task Force-Horn of Africa; Joint Special Operations Task Force – Philippines; OEF to Caribbean Central America ISO SOCSOUTH; MCA Planners ISO Naval Special Warfare in Iraq; 2. Global Fleet Stations were unique to the U.S. Navy Maritime Civil Affairs provided by four continuous ‘afloat’ missions – Africa Partnership Stations; Continuing Promise; Southern Partnership Station; Pacific Partnership (Schemes of Maneuver are indicated in purple lines on map), i.e., establish CMOCs; execute assessments, i.e., ports, harbors, fishing village, etc.; enhancing Maritime Security by connecting Partner National authorities and populace to counter illicit activities and execute the Whole-of-Government approach ISO security and stability and 3. HA/DR.*

*MCAST was also directly involved in the following HA/DR operations: Hurricane Sandy (Dec '12); Operation UNIFIED RESPONSE (Haiti Earthquake Jan '10); Airline Crash – Comoros (Jul '09); Haiti Hurricane (Oct '08).*

*Slide 23 – USAF CMO. [Hidden Slide] Although not a formal branch or specialty, there are nonetheless thousands of personnel in the U.S. Air Force who have performed civil-military operations missions and scores of officers who are actually Civil Affairs qualified.*

*The Air Force’s involvement in civil-military operations goes back further than we may think. From June 1948 to May 1949, the citizens of Berlin had a waning supply of food and coal when their city was blockaded by the Soviets. The Western Allies came to the rescue with Operation Vittles, delivering food, coal and other critical supplies. The U.S. Air Force airdropped 1.8 million tons of supplies during nearly 300,000 flights over Berlin, flying an astounding 92 million miles. – still the largest airborne humanitarian assistance mission to date.*

*Air Force personnel still conduct humanitarian assistance and military civic action around the world. During the Haiti earthquake crisis in 2010, at the request of the Haitian government, the Air Force helped quickly re-establish air traffic control, airfield management operations, and voice and data communication links in order to restore this critical logistics node for worldwide humanitarian relief. In addition, Air Force personnel have provided emergency medical and rescue capabilities, as well as air liaison officers to enhance response.*

*Throughout numerous coalition missions, Air Force officers have served on the civil-military coordination staff as well as headed Provincial Reconstruction Teams.*

*In places like the Horn of Africa, Air Force personnel have joined Civil Affairs teams on military civic action missions. This also includes employment of Rapid Engineer Deployable Heavy Operational Repair Squadron Engineers – or REDHORSE – teams to improve air logistics infrastructure, as well as related civil engineering to improve host nation ground transport.*

Slide 24 – Civil Affairs Enduring Strategic Value. Now more joint, interagency, and multinational in its application, civil affairs has come a long way since the Hunt Report's determination of the permanent need for CA. What has changed most since then is that CA and CMO are integral to all operations in all phases and at all levels. With the changing complexity of conflict, competition, and peace, it has become even more of an enduring and proven national strategic capability indispensable to the U.S. national interests and national and international security – not just for post-conflict military government or reconstruction.

Civil Affairs is the only part of the Joint Force to facilitate civil-military operations and dedicated primarily to stabilization – “a core U.S. military mission that the Department of Defense shall be prepared to conduct with proficiency,” according to DoD Directive 3000.05. Outside small elements of the State Department and USAID's Office of Transitional Initiatives (with which CA is increasingly linked), CA is the major capability the Nation has to conduct conflict transition management and bring together whole-of-nation elements to help mitigate conflict in the first place – i.e., to prevent and not just win wars.

By engaging, leveraging, and enabling civilian and other partner capacities to address critical human security problems military forces should not or cannot, and by facilitating consolidation and stabilization, CA helps commanders preserve their combat power and concentrate its lethality only when and where necessary – and make good on the blood and treasure they must invest on the Nation's behalf. In today's wars of influence, CA is arguably the greatest strategic, operational, and tactical economy-of-force capability a commander at any level employs.

The most expedient and cost-effective means to execute U.S. political-military strategy and secure peace and stability on the ground, CA is the low-tech solution to the low-tech problem of engaging the “human geography” that comprises the center of gravity of modern conflict. It collaborates with partners from all walks of life to prevent or mitigate large-scale deployments of general purpose forces for low or high intensity combat operations. And it makes good on the investment in blood and treasure as well as spares further unnecessary use of costly lethal instruments. In that regard, CA is an essential instrument of America's “strategic landpower.”

As a recent Civil Affairs White Paper explained:

*Army civil affairs forces are and will continue to be the Department of Defense's primary human geography-focused capability to understand and engage civil populations and agencies across domains by applying unique knowledge, skills, and abilities that promote unified action and multilateral options to support U.S. regional and global interests... The U.S. Army will employ civil affairs forces across domains and throughout the competition continuum in joint and multinational operations that include military engagement, security cooperation, deterrence, crisis response, limited contingency operations, large-scale ground combat operations, operations in dense urban environments, and defense support to stabilization. Under mission command authority, and based upon the mission, civil considerations, and other requirements, civil affairs forces will operate in small teams, task-organized units, or multi-stakeholder organizations that include*

*military and civilian partners. At each echelon of command, these human geography-focused civil-military elements will execute sensitive and sophisticated activities that fall under three broad categories: anticipate and exploit the changing conditions in the human geography; build and employ local, regional, and transregional civil networks; and conduct integrated security support activities.*

While capabilities have grown among other services, the bulk of CA still comes from the Army – land power remaining most suited to integrate all elements of national power, especially before and after the outbreak of violent conflict. Only the Army has strategic, operational, and tactical CA capability, with its CA commands and brigades as well as its battalions. Army CA has been doing this for generations, though its operational template has evolved considerably.

This operationally experienced and savvy force presents a unique historic opportunity to maintain this capability at relatively low cost not only for contingencies but more so for steady-state security activities that can help the Army make good on its lethality and fulfill its strategic landpower role to prevent, shape, and win – if, of course, if civil affairs is properly managed, organized, maintained, educated, trained, authorized, and resourced. One thing the Army could certainly do it to make civil affairs a full accession branch – much like infantry, intelligence, engineers, and quartermaster.

Reserve CA in particular represent the longstanding national strength of the citizen-soldier. Reserve Civil Affairs, beyond bringing specific civilian skills – and a civilian mentality – that is extremely difficult and costly to maintain in the Active Component, also bring the ability to access as well as influence whole-of-society actors and activities that are center-of-mass of human security along the conflict and competition continuum. Their “whole-of-society” equities are even more applicable to emerging security cooperation and security force assistance operations and “Gray Zone” conflicts and warfare coming mainly out of the General Purpose Forces as well as to Special Operations “persistent engagement” missions.

Given the nature of conflict and competition, CA has grown as a critical component in each of the Army’s four strategic roles (shape, prevent, prevail in large scale combat operations, and consolidate gains). There is still much unfinished business in maturing it into full-fledged member of the Army family. CA is still not an accession branch, lacks unity of command for force management, and (a century after the Hunt Report) there is still no standing CMO or CA staff section at the Joint Staff or Army Headquarters, nor is there organic CA/CMO staff or plans capability at major geographic, service, operational, or tactical commands, which still try to access reserve CA with outdated Title 10 budget authorities for contingency vice continuous operations.

No doubt, a rebalancing and overhaul of CA along “DOTMLPF-P” (doctrine, organization, training, material, leadership, education, and policy) lines is in the offing. The Regiment must aggressively pursue enhancing its capability to ensure it consistently delivers for the Army, the Joint Force and the Nation. But any reconfiguration of CA forces writ large must take place in the context of understanding CA strategically and not just and operationally, with views to its enduring strategic roles and proven operational values, and to capitalize on the tremendous operational experience it has earned especially since 9/11.

Slide 25 – Civil Affairs Challenges. Once again, the future of Civil Affairs is not entirely certain, given renewed pressures to reduce civil affairs despite Defense budget increases, driven by a national security strategy focus on great power competition and renewed Army and Marine commitment to warfighting and “lethality.” No doubt this is also driven by a retrenchment of American interests specifically with regard to avoiding large-scale deployments of forces in protracted land conflicts. As such, service cuts in CA forces are already well on their way to pre-9/11 levels and impending reductions may go beyond that. As mentioned, the U.S. Navy Civil Affairs capability has already been completely eliminated and 2/3 of active general purpose CA is also already gone. The next most vulnerable part that may undergo substantial cuts is in the Army Reserve.

Given the growing – not diminishing – need of the Joint Force to deal with the human geography critical to every operation in every phase and at every level, Civil Affairs should survive as a force. However, while it is as tactically and operationally experienced as it has ever been, it cannot simply rest on its legacy. It must evolve and adapt to these emerging imperatives that will require the force to work more collaboratively, multilaterally, and by, with, and through U.S. country teams. Because many of the challenges are even beyond “whole-of-government” and elicit “whole-of-society” capabilities, Reserve CA in particular has much to offer – if properly organized, educated and trained, and integrated at force management and planning levels as well as in operations with Active Component CA and interagency partners.

The Association has a particularly vital role to play in ensuring Army and Joint Force leaders as well as policymakers in the executive and legislative branches – many of whom have little experience with or understanding of CA and its mission – understand its enduring strategic value.

Slide 26 – The Civil Affairs Association. *This next section discusses the Civil Affairs Association – the presenter may wish to insert a break at this point.*

Slide 27 – CA Association Mission and Objectives. The Civil Affairs Association is a veterans organization established under Internal Revenue Code 501(c)(19) and is open to all present and former members of the U.S Armed Forces; college ROTC and academy cadets/midshipmen; or descendants of individuals previously mentioned, who have interest in the Civil Affairs Regiment. Our members represent all aspects of our National community, some currently serving in the Armed Forces and others who have moved on to civilian or government positions throughout the country. The Civil Affairs Association encourages potential members, civilian and military members from government, non-government, academic, and private sector communities of interest in the U.S. and other countries to consider joining or sponsoring the Association’s activities in accordance with the Internal Revenue Code.

The principal mission of the Civil Affairs Association is, and has been for over 70 years, to help ensure the maintenance, enhancement, and proper employment of the civil affairs capabilities required by the Armed Forces of our Nation in war and peace. Its objectives therefore include the following:

- We encourage professional dialog and the exchange of ideas on all aspects of civil affairs among and between our members, the military branches, and interested civilian organizations.
- We encourage research and publications which advance civil affairs thought and scholarship. We encourage activities which create and maintain *esprit* and camaraderie in the civil affairs community through the U.S. Army Civil Affairs Corps, its members, and its activities.
- We support a strong U.S. civil affairs force, and believe that the activities of this force promote and help build international peace.

These objectives have been achieved, time and again, by continuing and diligent attention to a number of areas, including:

- maintenance of an adequate civil affairs force structure in the Active and Reserve components designed to ensure the immediate availability of trained and capable civil affairs personnel and units, whenever and wherever require;
- development of civil affairs doctrine and training programs;
- understanding civil affairs responsibilities (and the capabilities of civil affairs personnel and units) by conventional force commanders at all levels;
- and recognition and enhancement of the *esprit de corps* of civil affairs soldiers and units..

Slide 28 – CAA Organization and Directors. The Association also has a National Board of Honorary Members. It is composed of distinguished Americans who support the goals of the Association and have served the Nation in important civil affairs and national security assignments. Past members have included Generals of the Army Dwight D. Eisenhower and Douglas A. MacArthur, Honorable John J. McCloy, Honorable Robert Murphy, General Mark W. Clark, General Lucius D. Clay, General Richard G. Stilwell, Lieutenant General William R. Peers, Colonel William R. Swarm, past members, current members General (ret) Carter Ham, General Vincent Brooks, General (ret) John Sheehan USMC (ret), LTG (ret) Jeffery Talley, Honorable James R Locher III and the Honorable Andrew Natsios.

Here is the current board of directors, including current officers and directors, living past presidents, and directors emeritus.

Slide 29 – U.S. Army Civil Affairs Corps The U. S. Army Civil Affairs Corps was established as the U.S. Army Reserve Civil Affairs Corps by Department of the Army General Order 22 in June 1989. Following the establishment of the Civil Affairs Branch in the Army Active Component, the name of the Corps was changed to the U. S. Army Civil Affairs Corps. The Civil Affairs Corps is authorized by Army Regulation 600-82, *The U. S. Army Regimental System*.

The Association provides the financial and administrative support required by the U. S. Army Reserve Civil Affairs Corps. It also provides financial and administrative support to a variety of other programs that do not receive Government funding.

The Civil Affairs Corps and the Civil Affairs Association have joined in a number of projects to enhance the esprit of CA soldiers and units. They have supported the Marquat Library at Fort Bragg by purchasing books which supplement the Library's budget. Outstanding graduates in CA classes at Fort Bragg have been recognized with CA coins and a complementary membership in the Association. The two organizations have sponsored summer interns to work for the historians at Fort Bragg to organize and catalog Civil Affairs archives at the post.

Slide 30 – Recognition and Awards The Civil Affairs Corps recognizes members with a Distinguished Member of the Corps Certificate and the Civil Affairs Corps Esprit Medallion. Others who are not members of the Corps but make noteworthy contributions to civil affairs are awarded the Honorary Member of the Corps Certificate and the Medallion. In cooperation with the Civil Affairs Association the Corps has selected from CA unit nominations a Junior Officer of the Year, NCO of the Year, and a Civil Affairs Soldier of the Year.

During each annual conference, the Association presents its Eli E. Nobleman Annual Award, the Ralph R. Temple Award, and the John H. Hilldring Award to those individuals whom the Board of Directors determine to have made extraordinary contributions in civil affairs and to the objectives of the Association. The Colonel Ralph R. Temple Award is named for a World War II veteran and early Chairman of the Association's Executive Committee. This award is for outstanding service in the furtherance of the Association's objectives. The John H. Hilldring Award, named for the Association's founder and World War II Chief of the Army's Civil Affairs Division, is awarded to persons for outstanding CA military service.

Slide 31 – CA Association Beginnings The Civil Affairs Association, originally the Military Government Association, was conceived and organized by a small group of individuals with World War II combat and post-combat experience. Meeting in Washington, DC in February 1947, they intended to establish an organization which would preserve the Civil Affairs expertise developed during World War II, improve Civil Affairs training and doctrine and ensure the availability of trained Civil Affairs soldiers and units for all future contingencies.

Shortly after the first meeting, the Association was incorporated in the District of Columbia as a nonprofit organization. The first officers and directors were received by President Harry S. Truman in the Oval Office, on 2 April 1947, in a special ceremony honoring the achievements and objectives of Civil Affairs. The Association is now recognized by the IRS as a code section 501(c)19 veterans organization.

The first President of the Association was Major General John H. Hilldring, a soldier-statesman, who had been G-1 on the War Department General Staff. He had urged the Secretary of War to establish the Civil Affairs Division in order to centralize all civil affairs matters which were scattered throughout the Department. General Hilldring organized the Division and served as its Chief from 1943 to 1946, reporting directly to the Secretary, until he retired to become Assistant Secretary of State for Occupied Areas.

The first meeting of the Board of Directors was held on 18 April 1947. By-laws were adopted, committees appointed and plans were made for the publication of a Journal and a Newsletter at regular intervals. These two publications were eventually combined. The *Civil Affairs Journal and Newsletter* dates from the beginning days of the Association. It carries news of people, places, and events of interest to civil affairs professionals. It also carries articles with scholarly discussion of CA-related issues.

Other major Association publications included a Bicentennial Report reviewing 200 years of Civil Affairs history and activities published in June 1976 and the Proceedings of a Symposium on Civil Affairs in the Persian Gulf War, published in 1992. Over the past five years, the Association has produced a series of *Civil Affairs Issue Papers* on the future of civil affairs around an annual theme or topic, presented at annual fall symposia and launched at the annual roundtable each spring, with key findings and recommendations based on doctrine, organization, training, material, leadership and education, personnel, facilities, and policy (DOTMLPF-P).

The Civil Affairs Association has held its conferences in major cities throughout the United States, beginning with Washington, D.C. in 1948. The conferences are forums for CA professionals that include discussions, presentations, well-informed speakers and senior foreign and national security policy officials. For a period beginning with 1995, the Annual Conferences were conducted simultaneously with the Worldwide Civil Affairs Conferences sponsored by the Assistant Secretary of Defense for Special Operations and Low Intensity Conflict. These were then replaced with Civil Affairs Symposia and Roundtables to discuss topical issues of importance to civil affairs and the widening community with which it works.

The founders' greatest concerns were then, and remain to this day:

- the lack of understanding on the part of the vast majority of members of the Armed Forces, of all ranks, about the strategic importance of the civil affairs mission and the capabilities of civil affairs personnel and units, and
- the need for the Nation to develop and train such a force to be ready and available for rapid deployment when needed.

Slide 32 – Achievements Over the years, numerous attempts have been made to:

- eliminate civil affairs and eliminate all CA units from the force structure;
- reduce drastically the number of units and the number of drills;
- change drastically the organization and structure of units (ToE);
- reduce the number of senior CA officers in units by altering the grade structure;
- utilize Reserve CA spaces and funds for other Active and Reserve activities.

To meet such challenges in the 20<sup>th</sup> century, the Association helped accomplish the following:

- establishment of a Civil Affairs Branch in the Army Reserve;
- establishment of a CA career program in the Active and Reserve components;
- establishment of a U.S. Army Civil Affairs training at the U.S. Army JFK Special Warfare School and Center at Ft. Bragg, NC;
- retention and growth of Army Reserve Civil Affairs units in the force structure of the selective Reserve as well as Active Component;
- development and adoption of a distinctive insignia for the Civil Affairs Branch;
- establishment of the U.S. Army Reserve Civil Affairs Corps (which is affiliated as part of the U.S. Army Regimental System) and a distinctive coat of arms and insignia;
- enhanced recognition and understanding of the CA role and missions at all echelons through Congressional hearings and publication of periodic position papers by the Board of Directors that provide, in addition to information about CA and the capabilities of CA personnel and units, also address current issues relating to CA;
- development of CA and civil-military operations at Army/Marine and Joint levels and inclusion in other major doctrines and training programs;
- inclusion of CA units and personnel in Defense and Army joint exercises and war games; and
- recognition by the Internal Revenue Service that the Association qualifies, under the IRS Code, as a 501(c)(19) (“Veterans”) organization and is able to accept tax deductible donations for its purposes.

These important accomplishments have not been achieved without constant vigilance, much stress, and much hard work.

Slide 33 – Associated Organizations The Association is expanding its “big tent” of formal and informal partnerships in order to leverage resources and networks as well as improve clout with political, economic, and cultural elites on a number of cross-cutting issues of strategic importance represented in the events the Association co-sponsors or supports.

In 2017, the Association reached a formal agreement with the Association of the United States Army (AUSA) to share membership, platforms, and networks.



The Association is also honored and pleased to have the full engagement of the U.S. Army John F. Kennedy Special Warfare Center & School and Special Operations Center of Excellence to participate and foster CA professional and force development as well as advocate CA among key program and policy stakeholders, including all branches of government.

In addition to the contributions of USAJFKSWCS/SOCoE, PKSOI, the U.S. Departments of State and Defense, the U.S. Agency for International Development (USAID), and the various functional and regional commands, the Association also thanks the National Defense University, Foreign Area Officer Association, NATO Civil-Military Cooperation Center of Excellence, the Alliance for Peacebuilding, the U.S. Global Leadership Coalition, and the Reserve Officers Association for their continued partnership at various levels.

Slide 34 – Current Areas of Focus These are the areas of strategic focus for the Association – in addition to improving membership and participation.

Slide 35 – Professional & Force Development Platforms Over the past few years the Association has built up an impressive suite of platforms to convene the Regiment and bring it together on numerous issues around the future of civil affairs and to advance the civil affairs Regiment as a national strategic capability for the consolidation of military gains into political and civil outcomes – or to “secure the victory.”

The capstone of this much-needed intellectual platform is in the annual cycle of structured discussions centered around a theme on the future of civil affairs the Regiment chooses at the end of each cycle, recorded in the *Civil Affairs Issue Papers*. Another main intent is also to provide the opportunity to especially the more junior members of the Regiment, representing the civil affairs community of practice, to communicate its concerns to the community of policy at various institutional and command headquarters, as well as in Washington, D.C.

Starting with the annual fall symposia, including the workshop run by USAJFKSWCS/SOCoE, the Association’s unique, crowd-sourced platform provides members of the Regiment a way to collect and record experience-based insights on topics related to the Regiment’s future. In addition to the workshop report’s key findings and recommendations for schoolhouse use for CA force development and integration, each volume’s captured insights and advice form a source document to enhance policy development related to CA and national defense in collaboration with critical military, interagency, allied, and other unified action partners, whose institutional and operational fates CA increasingly shares.

The issue papers presented at the symposium complete each volume, published at the spring roundtable by the U.S. Army War College with the gracious assistance of the U.S. Army Peacekeeping and Stability Operations Institute (PKSOI).

While the findings, opinions, and recommendations in this volume are representative of the Regiment, they do not represent official opinions. This allows the Issue Papers to serve as an informal vehicle to enable and inform, as well as deepen and broaden the formal processes for CA force and policy development along the lines of doctrine, organization, training, material, leadership and education, personnel, facilities, and policy (DOTMLPF-P).

This increasingly impactful dialogue, after five years, is advancing the larger goal of a more comprehensive view and understanding of a highly diverse and increasingly relevant national strategic capability for civil-military transition management, as well as the consolidation of military gains into political and civil outcomes in multiple phases, in particular the human domain. We believe this contextualization will help the Regiment become a more inclusive and expansive learning organization, to the great benefit of its supported commands.

Another recent initiative is the creation of new Professional Development Advisory Board to help mainstream Civil Affairs in the broader discussion of the Army and Joint Force by helping especially young CA professional get published in these journals.

The “One CA” podcast also enables any interested member of the Regiment to record their stories and insights to accelerate learning and foster a more unified narrative on civil affairs.

Slide 36 – Advocacy Among all ends in its strategic focus, the Association remains committed to advocating CA as a national strategic capability through its major public education, political and institutional outreach, and other strategic communications initiatives. It is also working with its growing list of partners to not only amplify cross-cutting and overlapping strategic themes and messages but help get to most out of resources its members commit to its larger purpose.

The Association is grateful to members who can contribute in any of the ways listed here – especially in using this presentation to reach out to numerous people of influence in the Executive Branches – among them the Departments of Defense and the Army, Reserve Affairs and Commands, Special Operations Command, on Capitol Hill, and in the media.

Slide 37 – Member Benefits Beyond the advantages to civil affairs and the interests of the Association in general are the many benefits individual members derive. The Association is a great way for persons who are or have served in or with civil affairs to make sure the value-added of their personal sacrifices and dedication go well beyond their time in service.

Slide 38 – Way Ahead More than anything, the Association is looking to foster a greater Regimental identity and narrative, especially with regard to helping convene and Regimental view of its future by leveraging its impressive diversity. We are also re-energizing public education and advocacy in yet another time of threat to the Regiment’s existence.

In that effort, we are using our convening platforms to re-connect CA professionals from all components and Services – as well as civilians who have worked with civil affairs – in order to preserve this vital national strategic capability. This is especially true of younger members with deployment experience.

To attract greater membership, we are expanding member benefits as shown earlier.

We are also looking to expand our collaborative efforts with like-minded professional associations to further strengthen the Regiment.

Finally, in addition to our traditional centers at Ft. Bragg and Washington, DC, the Association is striving to hold events and sponsor initiatives in other parts of the country.

We hope you will join us in advancing this critical national cause, in any and all ways you can. We invite you to join us and participate in our many opportunities to help strengthen the Regiment to secure the victory.

For more information, go to our website or ask an Association member. And don't forget to join us on social media.

Slide 39 – Questions? *Presenters may wish to re-cap:*

- *For further information, go to the Civil Affairs Association website – if you are a member, please make sure your contact and personal information is up-to-date.*
- *Additionally, join us on social media at Facebook, Instagram, LinkedIn, and Twitter.*

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