

UNITED STATES MARINE CORPS
MARINE CORPS CIVIL-MILITARY OPERATIONS SCHOOL
WEAPONS TRAINING BATTALION
TRAINING COMMAND
2300 LOUIS ROAD (C478)
QUANTICO, VIRGINIA 22134-5043

STUDENT OUTLINE

INTRODUCTION TO CIVIL-MILITARY OPERATIONS

0531-CAS-101

CIVIL AFFAIRS NON-COMMISSIONED OFFICER COURSE

M02AAPD

SEPTEMBER 2015

LEARNING OBJECTIVES

a. TERMINAL LEARNING OBJECTIVES.

(1) Given a mission, Commander's intent, and DC operation plan, support Dislocated Civilian (DC) operations, to minimize civilian interference with military operations and to ensure the Commander meets the moral and legal obligations to the civilian populace. (CACT-EXEC-2005)

(2) Given a mission, PRC plan, and Commander's intent, support Populace and Resources Control (PRC) operations, to minimize civilian interference with military operations and to ensure the Commander meets the moral and legal obligations to the civilian populace. (CACT-EXEC-2006)

(3) Given mission and Commander's intent, support Non-Combatant Evacuation Operations (NEO), to ensure the State Department and MAGTF plans for NEO are supportive, coordinated, integrated, and complete. (CACT-EXEC-2011)

(4) Given a mission and Commander's intent, provide Support to Civil Administration (SCA), to reinforce or restore a civil administration that supports U.S. and multinational objectives. (CACT-EXEC-2015)

(5) Given a mission and Commander's intent, support Nation Assistance (NA), to meet mission requirements, Commander's intent and to support the building of partnership capacity. (CACT-EXEC-2014)

(6) Given a mission and Commander's intent, support a Foreign Humanitarian Assistance (FHA) operation, to relieve or reduce the results of natural or manmade disasters or endemic conditions that might present a serious threat to life or that can result in great damage to or loss of property. (CACT-EXEC-2013)

(7) Given a mission and Commander's intent, support Civil Support Operations (CSO), to relieve or reduce the results of natural or manmade disasters or endemic conditions that might present a serious threat to life or that can result in great damage to or loss of property. (CACT-EXEC-2012)

1. BACKGROUND

a. Complex Environment. The modern complex operating environment means that the Marine Corps must plan and conduct operations using a combination of lethal and non-lethal operations - especially when conducting Stability Operations (STAB-OPS) and Counterinsurgency (COIN) Operations. Instead of focusing on the force-on-force aspect of operations, units have been compelled by circumstances to adopt non-lethal means of combating the enemy, by focusing on and influencing the human terrain.

In support of this effort, the Marine Corps is employing Civil Affairs (CA) Forces as the primary Subject Matter Experts (SME) to advise and/or execute Marine Air Ground Task Force (MAGTF) Civil-Military Operations (CMO). It is important to note that CA Marines will serve as SMEs in CMO however a vast majority of CMO will be conducted by non-CA Marines.

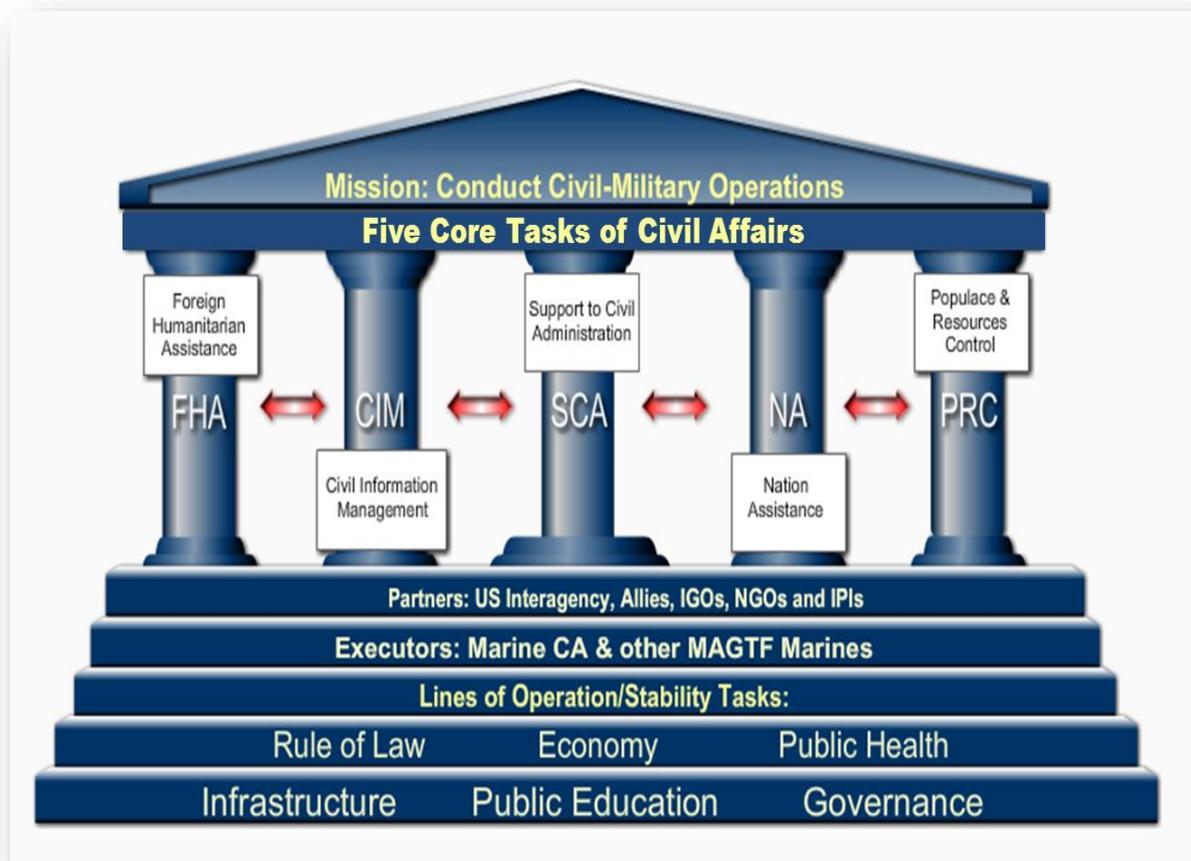
b. Civil-Military Operations and Civil Affairs. We should begin with a quick examination of two terms: Civil-Military Operations and Civil Affairs. They are often used interchangeably when discussing CMO; but they are not interchangeable.

(1) Civil-Military Operations (CMO). CMO are the activities of a commander performed by designated CA or other military forces that establish, maintain, influence, or exploit relationships between military forces and indigenous populations and institutions (IPI), by directly supporting the attainment of objectives relating to the reestablishment or maintenance of stability within a region or HN. At the operational level of war, CMO integrate and synchronize interagency, intergovernmental organization (IGO), and nongovernmental organization (NGO) activities with joint force operations.

(2) Civil Affairs (CA). Designated active and reserve component forces and units organized, trained, and equipped specifically to conduct civil military operations. CA Marines are the SMEs in the planning, coordination, and execution of CMO; however, the majority of the execution is conducted by the various elements of the MAGTF, i.e. Engineers, Logisticians, etc. Keep in mind that CMO tasks in a given AO will usually far exceed the ability of available CA assets. CA Marines will assist in the planning and execution of CMO, but the majority of the effort will/may be conducted by other MAGTF Forces.

(a) Commanders derive tactical-level CMO from the five CA core tasks:

1. Support to Civil Administration (SCA)
2. Populace and Resources Control (PRC)
3. Foreign Humanitarian Assistance (FHA)
4. Nation Assistance (NA)
5. Civil Information Management (CIM)



c. **CMO and CA in the Spectrum of Conflict.** CMO are conducted across the full spectrum of military operations, from peacetime engagement through major combat operations. When conducting CMO, commanders may employ a number of military capabilities and engage many different IPIs, IGOs, and NGOs. The Army and Marine Corps CA Forces are among the capabilities available to the commander. CA Forces support the commander during CMO in a variety of ways. It is instructive to briefly

review the history of how the U.S. Armed Forces in general, and the Marine Corps specifically, have developed and employed CA Forces and how they conduct CMO.

d. **Marine Corps CMO History.** The Marine Corps has been engaged in CMO activities since its inception. In the 20th & 21st Centuries, the Marine Corps has performed extensive CMO during many different campaigns all over the world. For

	Range of Military Operations	Military Operations	General U.S. Goals	Civil Affairs Operations (Core Tasks)
Military Engagement, Security Cooperation, and Deterrence	Major Operations and Campaigns	War 	Fight to Win Deter Aggression and Resolve Conflict	PRC CIM NA <i>FID, SA, Title 10 USC</i> FHA
	Crisis Response and Limited Contingency Operations	 IW Stability Operations	Promote Peace	CIM NA <i>FID, SA, Title 10 USC</i> SCA
Legend:				
CIM	Civil Information Management			
FHA	Foreign Humanitarian Assistance			
FID	Foreign Internal Defense			
IW	Irregular Warfare			
NA	Nation Assistance			
PRC	Populace and Resources Control			
SA	Security Assistance			
SCA	Support to Civil Administration			
U.S.	United States			
USC	United States Code			

example, the Marine Corps was involved in military interventions in several of the Caribbean and Latin-American nations in the early 20th century. The Marine Corps protected American citizens and business interests by intervening in the Dominican Republic (1916-1924), Haiti (1915-1934), and Nicaragua (1912-1933).

In addition to providing stability and security during these 'Small Wars,' Marines developed CA doctrine as they built roads and schools, taught local citizens how to become civil servants, and raised the overall standard of living for these countries. During World War II, 18 Marine Corps Staff CA Officers performed military government functions in the wake of fighting in Guam,

Okinawa, and in postwar Japan; they performed similar functions during the Korean War. The *Small Wars Manual* (1940) highlights civil military operations conducted pre-WWII.

The Vietnam War saw the development of the Combined Action Platoon (CAP) concept; the Corps' first attempt to create an active duty CA operational capability. From 1965 to 1971, the purpose was to organize and support individual Vietnamese villages throughout the northern I Corps area of South Vietnam. In addition there were large-scale pacification projects being conducted by larger units and their staffs. The Marine Corps also conducted comprehensive CMO, using both CA units and combat units, in Panama, Operations Desert Shield and Desert Storm, Somalia, Haiti, Kosovo, Operation Iraqi Freedom (OIF), Operation Enduring Freedom (OEF), and in the Horn of Africa.

e. **Marine Corps CA Forces.** The first substantial active duty CA capability in the Marine Corps was the CAPs. In 1966, the first Civil Affairs Group (4th CAG) was activated on the east coast as part of Marine Forces Reserve (MARFORRES). This was followed by the activation of the 3rd CAG in 1985. During the Cold War, these units were deemed to be sufficient to handle most of the CMO requirements, as well as Humanitarian Assistance / Disaster Relief operations that frequently occurred throughout the world.

In 2001, the Marine Corps, as well as the rest of the U.S. Armed Forces, found itself facing a series of challenges (Afghanistan, Iraq) that strained the reserve forces' CA capacity. In 2004, this led to the creation of the first provisional CAG (5th CAG) formed from MARFORRES units. A 6th CAG was created shortly after the 5th CAG. Though both have been disbanded, they were able to relieve the pressure that the Global War on Terrorism (GWOT) had placed on the 3^d and 4th CAGs. The 3rd and 4th CAGs deployed 3 times each from 2003-2007.

Sensing the challenges the Corps was facing in the GWOT, particularly in the CMO arena, the Commandant ordered the establishment of 173 active duty Marine CA billets. The active duty Marines would be distributed throughout the Corps and assigned to staffs at the MEF, MARDIV, RCT, and MEU level beginning in FY 08.

Additionally, the Commandant directed through ALMAR 061/05 that each artillery regiment would be assigned a secondary CMO Mission. The assignment of this secondary CMO mission created a misperception that Artillery Forces had been assigned a mission

of providing provisional Civil Affairs Groups. 5/10 served as the 'CMO Force' in support of II MEF (FWD) in 2007. Although 5/10, 2/11 and 2/10 are all differently designated, they all performed essentially as Provisional CAG's.

The 2011 Force Structure Review Group (FSRG) directed to increase the overall size and capability of the Marine Corps CA forces by adding two additional reserve Civil Affairs Groups. In October of 2013 all four of these CAGs were also given 23 additional billets to the form the G-9 Branch, which will be discussed later.

f. **History of Marine CA Training.** Prior to 2009, Marines from the two reserve Civil Affairs Groups (CAGs) either attended Army CA schools or self-certified via on the job training (OJT). As a result of the 2004 Force Structure Review Group (FSRG), the creation of active duty CA detachments and civil-military operations (CMO) planners increased the requirement for CA certification, but Marines filling CA billets had limited training opportunities. Attendance at Army CA schools was always dependent upon time and funding. In 2005, the Security Cooperation Education and Training Center (SCETC) under Training and Education Command (TECOM) established a CMO Center of Excellence and later a CMO Branch to support the training Marines in humanitarian assistance missions. Within four years this training would be expanded to include awarding of the CA military occupation specialty (MOS).

From 2007 the CMO Branch was tasked with supporting the pre-deployment training of numerous units designated to deploy to Iraq as "in-lieu of" or actual CA units. Mobile training teams were formed to support 2d Bn., 3d Marines (July 2007), 2d Bn., 11th Marines (Jan 2008), 3d Bn., 8th Marines (May 2008), 2d Bn., 10th Marines (Sep 2008) and 4th CAG (Nov 2008 and July 2009). In FY 09 there was also an arrangement in place for enlisted Marines to attend the CA Reclassification Course at either Ft. Dix, NJ or Ft. Hunter Liggett, CA. A total of 45 enlisted Marines earned the 0531 MOS through this option between May and August 2009.

In fiscal year 2008 the SCETC CMO Branch mobilized four reserve CA Marines to instruct Marines and Sailors at the Maritime Civil Affairs and Security Training Command (MCASTC) at Norfolk, VA. This arrangement did not meet the needs of Marine Corps CA Training and Readiness standards nor could the U.S. Army accommodate Marine requirements. As a result the Commanding General, Marine Corps Combat Development Command (MCCDC)

directed the Commanding General, Training and Education Command to establish a Civil Affairs MOS Course. In October of 2009 (FY 10), SCETC CMO Branch conducted its first MOS producing course. It was four weeks in length and primarily focused on addressing Iraq and/or Afghanistan-specific requirements.

After the 2010 FSRG, SCETC was disestablished. The security cooperation and operations functions of SCETC were transferred to the new Marine Corps Security Cooperation Group (MCSCG) at Fort Story, VA while the CMO Branch remained with TECOM. MCCMOS was established on 1 October 2011 to provide CA MOS training and serve as the doctrinal proponent for CA.

2. CMO AND THE MAGTF

a. Support. CA Forces provide the MAGTF commander with expertise on the civil component of the operational environment. The commander uses CA capabilities to analyze and influence the human terrain through specific processes and dedicated resources and personnel. As part of the commander's CMO, CA Forces conduct activities nested within the overall mission and intent. CA Forces ensure the legitimacy and credibility of the mission by providing advice on how to best meet the moral and legal obligations to the people affected by military operations. The key to understanding the role of CA is recognizing the importance of leveraging each relationship between the command and every individual, group, and organization in the operational environment to achieve a desired effect.

In simpler terms, the wartime mission of CA Forces is to assist the commander in keeping the civilians out of the way on the battlefield and to help gain the support of the civilian populace to reduce interference with military operations. In peacetime, Marine Corps CA Forces engage in humanitarian assistance and relief operations as well as conduct various surveys and assessments in support of allied countries during exercises abroad. These efforts abroad are in support of various U.S. government efforts to promote regional stability and cooperation throughout the globe.

b. Tasks. The Activities of the Marine Corps Forces tasked with CMO are governed by the Marine Corps Task (MCT) list. Related tasks include Conduct CMO and Conduct Stability Operations. Within Conduct CMO are 3 subtasks: Conduct CA Operations (CAO), Plan and Direct Civil-Military Operations (CMO), and Support Economic & Infrastructure Development. CAO are actions to coordinate with HN military and civilian

agencies, other government departments and agencies, NGOs, or IGOs, to support US policy or the commander's assigned mission, and include the five CA core tasks. Stability Operations will be discussed later, but include Establish Civil Security, Establish Civil Control, Essential Services, and Support to Governance.

MCT 1.14	Conduct Stability Operations
MCT 1.14.1	Establish Civil Security
MCT 1.14.2	Establish Civil Control
MCT 1.14.3	Essential Services
MCT 1.14.4	Support to Governance
MCT 1.15	Conduct Civil Military Operations (CMO)
MCT 1.15.1	Conduct Civil Affairs (CA) Operations
MCT 1.15.1.1	Facilitate Populace and Resource Control
MCT 1.15.1.2	Facilitate Foreign Humanitarian Assistance
MCT 1.15.1.3	Facilitate Nation Assistance
MCT 1.15.1.4	Collect Civil Information
MCT 1.15.1.5	Facilitate Support to Civil Administration
MCT 1.15.2	Plan and Direct Civil-Military Operations
MCT 1.15.3	Support Economic & Infrastructure Development

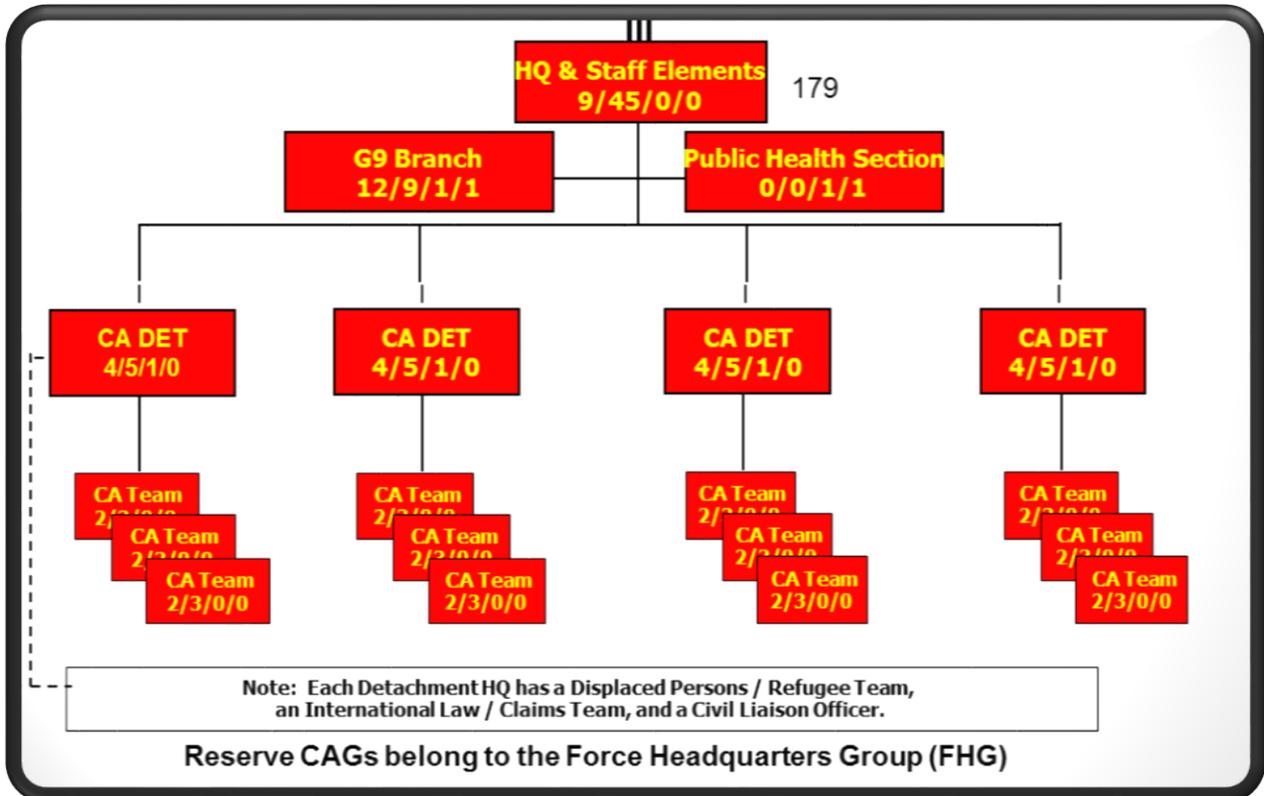
c. **Planning.** Civil Military Operations are *an inherent command responsibility*. CMO are integral to every operation; they are performed throughout the spectrum of operations, from Phase 0 (shape) through Phase 5 (transition). CMO should be coordinated with the interagency, IGOs and NGOs where applicable and the host nation government. All elements of the MAGTF can perform CMO. CMO are essential when utilizing Logical Lines of Operation (LOOs). Failure to consider the civil dimension when planning combat operations will often prevent smooth transition to phases 4 (stabilize) and 5 (transition).

3. **STAFF AND RELATED CAPABILITIES**

a. **Staff Integration.** It is imperative to integrate a CA representative with the MAGTF staff. It is now common to have a C-9 or G-9 assigned to the commander's staff. At the regimental level, the CA Detachment officer-in-charge may determine that a distinct CMO cell is the most efficient means to support the MAGTF staff planning and integration. To further support operations, a Civil-Military Operations Center (CMOC) may be established to coordinate actions with host nation officials, NGOs and IGOs operating within the area of operations.

4. **ORGANIZATION**

a. **Civil Affairs Group (CAG)**. The CAG is authorized to have 179 personnel. The CAG has a Staff and HQ element, four identical CA Detachments, and a G-9 Branch. The group headquarters is made up of 54 personnel, organized into a command and staff sections, along with communications, motor transport, and public health sections. Each detachment has 10 Marines in the HQ and 3 CA teams of 5.

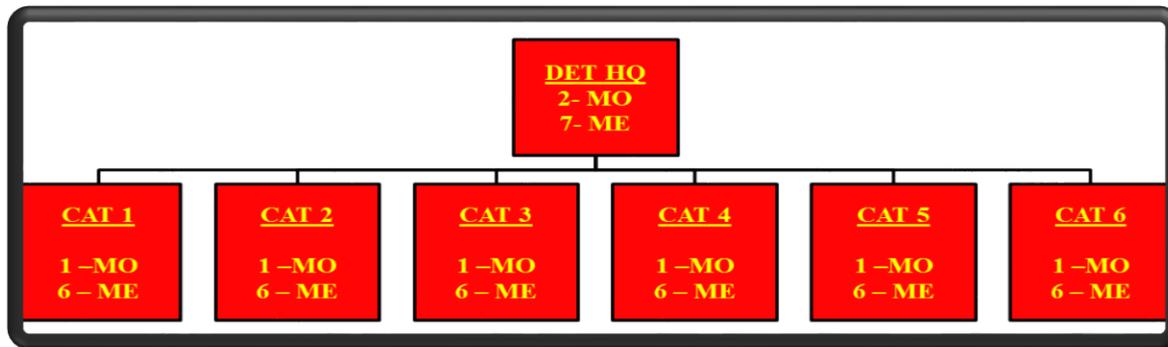


The 23 Marines and sailors in the G-9 branch provide CA staff support to the MEF command element. They include:

Description	Alpha Grade	PMOS	BMOS
G-9 BRANCH			
OPERATIONS SECTION			
OPERATIONS OFFICER	LTCOL	8006	0530
INTERORG INTEGRATION OFFICER	MAJ	8006	0530
STAFF INTEGRATION OFFICER	CAPT	8006	0530
OPERATIONS CHIEF	GYSGT	0532	0532
ADMIN CLERK	CPL	0111	0111
CIVIL KNOWLEDGE SECTION			
CIVIL KNOWLEDGE OIC	MAJ	8006	0530
CIVIL INFORMATION MNGMT OFFICER	CAPT	0202	0530
CIVIL INFORMATION MNGMT CHIEF	GYSGT	0532	0532
INTELLIGENCE CHIEF	SSGT	0231	0231
CIVIL INFORMATION MNGMT ANALYST	SGT	0532	0532
BUDGET SECTION			
CONTRACTING OFFICER	MAJ	3402	3402
CONTRACTING CHIEF	SSGT	3432	3432
SUPPORT SECTION			
SUPPORT SECTION TEAM LDR	CAPT	0402	0402
SUPPORT SECTION TEAM LDR	SSGT	0431	0431
FUNCTIONAL SPECIALIST SECTION			
GOVERNANCE OFFICER	MAJ	8006	0530
GOVERNANCE CHIEF	SSGT	0532	0532
INFRASTRUCTURE OFFICER	MAJ	8006	0530
INDUSTRIAL HYGEIENE OFFICER	LT	2300	2300
PREV MED TECH	HM2	8432	8404
EDUCATION OFFICER	MAJ	8006	0530
RULE OF LAW OFFICER	CAPT	4402	4402
ECONOMIC DEVELOPMENT OFFICER	MAJ	8006	0530
ECONOMIC DEVELOPMENT CHIEF	SSGT	0532	0532

This is the normal peacetime organizational structure based on the Oct 2013 Table of Organization and Equipment.

b. **MEF Civil Affairs Detachments.** Within the MEF HQ Group (MHG) of each Marine Expeditionary Force (MEF) are 51 Marines tasked to support the immediate CA needs of the MEF commander. These detachments consist of 9 Marines in the HQ section, and 6 CA teams of 7 Marines. The CA Dets have no functional area specialists, but their tactical teams are available to a commander immediately.



c. **CMO Planners**

(1) Regiments

(a) 1 Major and 1 GySgt per Regiment

(2) MEUs

(a) 1 Major and 1 GySgt per MEU

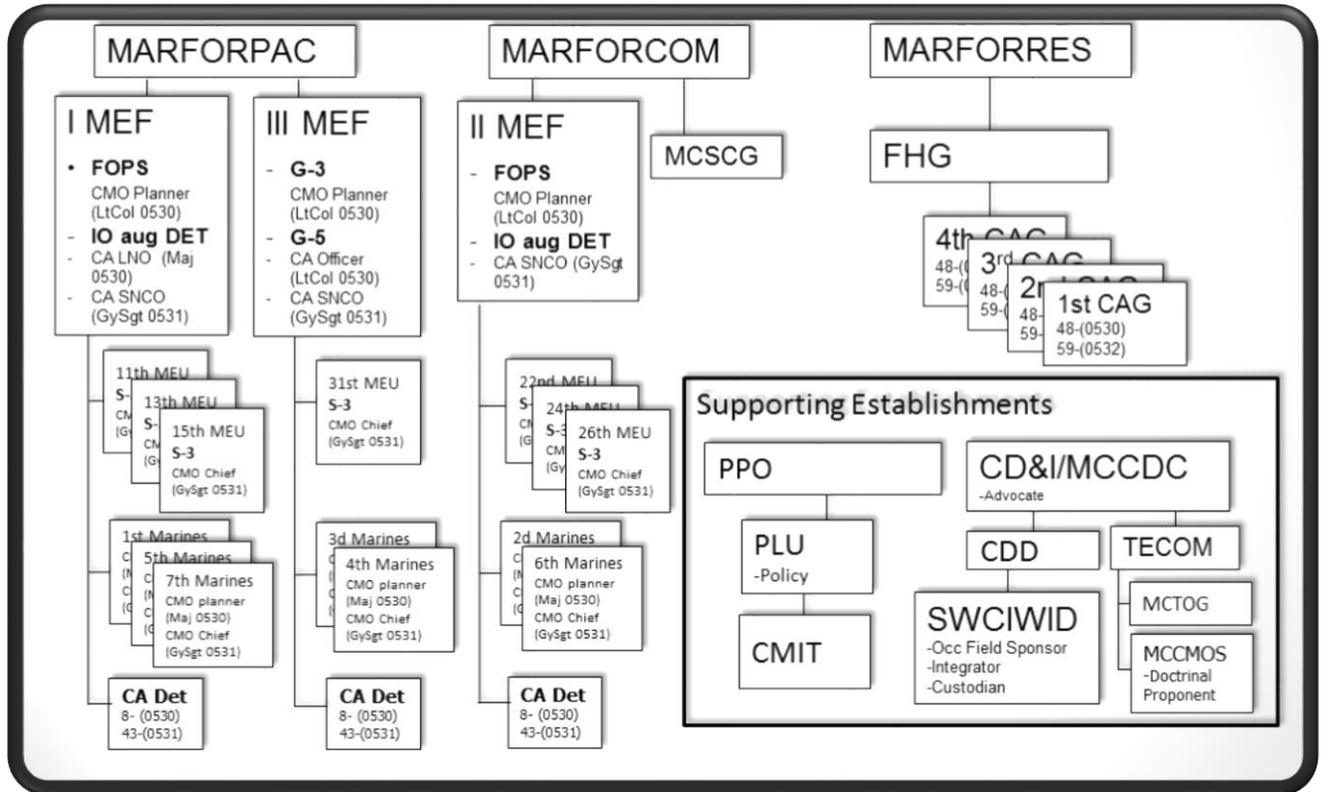
(3) MEFs

(a) 2 LtCols and 1 GySgt for I and II MEF

(b) 1 LtCol and 1 GySgt in III MEF

d. **CA Support to MAGTF.** The CAG will typically be mobilized to support the MEF. The CAG G-9 branch will establish the MEF G-9 (CMO staff section); the detachments will be placed in a direct support or general support relationship to infantry or logistics regiments as required. A detachment sized element is designed to support a MEB or Regimental Combat Team (RCT). A CA team supports the Marine Expeditionary Unit (MEU) or major subordinate element of the Marine Expeditionary Brigade (MEB), such as an infantry battalion.

e. **The CA Team.** A CA team helps the MAGTF plan, coordinate, and conduct CMO. The CA team provides a tactical CA augmentation to the existing T/O CMO planners. CA Teams may require security elements, interpreters, etc. Current T/O for Active Component CA Teams is seven (7) CA personnel, while Reserve Component CA Teams have five (5) personnel.



5. **OTHER ORGANIZATIONS**

a. **Other DoD and USG Capabilities.** Due to limited resource and manpower, it is beneficial to assess other elements of the joint force as well as the U.S. interagency community, multinational partners, and NGO / IGOs.

b. **Joint Force**

- (1) Army CA
- (2) Army Corps of Engineers
- (3) Air Force Rapid Engineer Deployable Heavy Operational Repair Squadron Engineers (REDHORSE)

- (4) Navy Construction Battalions (CB) pronounced SEABEES
- (5) Other related capabilities

c. **Interagency**

- (1) United States Agency for International Development
- (2) Department of Agriculture
- (3) Department of State
- (4) Department of Justice

d. **International Partners**

- (1) UK Foreign & Commonwealth Office
- (2) UK Military Stabilisation and Support Group
- (3) Partner Nation CA Forces
- (4) Partner Nation related capabilities

e. **Intergovernmental Organizations (IGOs)**. IGOs are organizations made up of multiple member states through a treaty. They may not have the same mission or objectives as the DoD and are not under U.S. control. Examples are the UN, NATO, and ASEAN.

f. **Non-Governmental Organizations (NGOs)**. NGOs are transnational organizations of private citizens that maintain a consultative status with the UN Economic and Social Council (UNESCO). They may be professional associations, foundations, multinational businesses or simply groups with a common interest in humanitarian assistance activities (development and relief).

g. **Private Industry**. Increasingly, there is a good chance that Marines will find themselves working with private industry at all levels (local, national, global). For example, although not specializing in disaster management, private companies may donate supplies following a natural disaster (building supplies, rations, water, clothing, etc.)

6. CA Mindset

a. CMO Experience. As was mentioned in paragraph one, the Marine Corps has a long and varied history of conducting Civil Military Operations throughout the world. The lessons learned from these operations were distilled and captured in *The Small Wars Manual*, which was first published just prior to the outbreak of the Second World War. The manual contains principles and directions for conducting irregular warfare. It includes directions for holding elections, establishing police forces, maintaining public health and sanitation, and many other actions that now fall under the purview of Civil Affairs.

Along with specific instructions contained in the book, there are certain principles that are emphasized when operating in the irregular warfare environment. The exercise of these principles may not be necessary when conducting conventional warfighting campaigns, but are critical when prosecuting "Small Wars." Of particular importance to the Civil Affairs Marine are the following four subjects; language, culture, bearing, and restraint.

b. Language. Much of what a Civil Affairs Marine must accomplish requires direct interaction with the civil population. Without a working knowledge of the native language, Marines will have to rely on interpreters. Being able to communicate in a person's native language builds trust and confidence between U.S. forces and the indigenous population.

c. Culture. Understanding the culture of the people you are engaging enhances your ability to establish consensus, reach agreements, and maintain cooperation. Misunderstandings arising from an ignorance of a person's culture can not only slow progress but can seriously jeopardize CMO.

d. Bearing. All Marines are taught to develop a strong military bearing. Marines must always be cognizant of the effect their appearance and conduct will have on civilians. A professional military appearance (clean uniform, erect posture, proper behavior) will have an immensely positive influence on local populations and improve a Marine's ability to establish and maintain cooperation between U.S. forces and the civilian population.

e. Restraint. This is a principle with which Marines are very familiar because it is codified and published as Rules of Engagement (ROE) and Escalation of Force (EOF). The need to

identify the appropriate level of force to be used in response to threats in an irregular warfare environment is critical. U.S. forces are engaged in a violent struggle against non-state actors for legitimacy and influence over relevant populations. Excessive use of force will undermine our position among the local inhabitants and drive them closer to our adversaries.

REFERENCE:

MCWP 3-33.1 MAGTF Civil-Military Operations
JP 3-57 Civil-Military Operations
JP 3-29 Foreign Humanitarian Assistance
JP 3-68 Non-Combatant Evacuation Operations
JP 3-07 Stability Operations
JP 3-08 Interorganizational Coordination During Joint Operations
JP 3-22 Foreign Internal Defense
JP 3-28 Defense Support of Civil Authorities

