



# Civil Affairs Foreign Assistance General Concepts

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## Nation Assistance to Foreign Assistance

JP 3-0, Joint Operations, 17 January 2017, rescinded the term *nation assistance* and replaced it with *foreign assistance*.

The rescinded term—**nation assistance**. Assistance rendered to a nation by foreign forces within that nation's territory based on agreements mutually concluded between nations.

The current term—**foreign assistance**. Assistance to foreign nations ranging from the sale of military equipment and support for foreign internal defense to donations of food and medical supplies to aid survivors of natural and man-made disasters that may be provided through development assistance, humanitarian and civic assistance, and security assistance.

The strategic purpose of foreign assistance programs is to promote long-term host nation and regional stability. The DOS leads the initiative with DOD support for host nation stabilization, including a whole-of-government approach to minimizing economic and sociopolitical drivers of conflict, establishing sustainable development, and growth of responsive civic, social, and economic institutions in selected priority partner nations around the globe.

Support to foreign assistance is a CA function, under the core competency of CA supported activities, in which the CA role is to provide the technical expertise, advice, and assistance that can exponentially influence the success of other ongoing programs and initiatives with the host nation. This assistance forms a better foundation upon which a nation can build programs to meet the needs of its people and promote sustainable development or growth.

Presidential Policy Directive-23, Security Sector Assistance, details the U.S. Government effort to implement SSA more efficiently, including the strategy to build security relationships, partner capacity, and capabilities to achieve national security objectives. PPD-23 establishes the integrated country strategy as the core organizing document for USG foreign assistance activities supporting a particular PN. ICSs link goals for the PN to US national security priorities, SSA objectives, and if appropriate, to regional security objectives.

## Foreign Assistance

The execution of foreign assistance is accomplished through civil or military assistance rendered to a nation by the USG within that nation's territory based on agreements mutually concluded between the United States and that nation, such as Operation PROMOTE LIBERTY following Operation JUST CAUSE in Panama.

Foreign assistance supports the host nation by promoting sustainable development and growth with a desired goal of promoting long-term regional stability. In order to be effective, foreign assistance should include collaborative planning among the JFC, the DOS, USAID, the chief of mission, the country team, host nation authorities, and any supporting international organization or NGO. Normally, the DOD foreign assistance activities in a partner nation are integrated into and support the objectives of the chief of mission's integrated country strategy, which is consolidated in the theater campaign plan.

CA planners identify and integrate civil considerations data into planning tasks executed by commanders and their staffs. A civil considerations analysis combined with CAA helps the commander achieve mission end states and goals. Additionally, CA planners identify MOPs and MOEs for these related objectives and goals.

CAO enable and enhance the integration of US, host nation, multinational, or international organization capabilities and forces, but also the interaction of the military forces with NGOs, civilian authorities, the private sector, and the indigenous population in general. CAO and CMO are key to joint force engagement in all forms of irregular warfare and the conduct of stability activities in all joint operations.

Whether conducted in a joint operation or in support of SC activities under foreign assistance, CMO, with integrated CAO, include a wide range of activities such as civil administration support, populace and resources control, CIM, and FHA. SC may also be used for Civil Affairs to train PN forces to conduct CMO.

## Foreign Assistance

Foreign assistance programs include development assistance, humanitarian and civic assistance, and security assistance programs. Foreign assistance programs focus on legitimizing and stabilizing the political, military, economic, social, informational, and infrastructure systems for the host nation. CA forces may provide a sociocultural understanding of the operational environment that enables the United States to reach the desired end state.

### Foreign Assistance

#### Development Assistance Programs

- Agricultural and Nutritional
- Population Control
- Health
- Education
- Energy
- Environmental Improvement

#### Humanitarian and Civic Assistance Programs

- Medical, Dental, and Veterinary Care Provided in Rural or Underserved Areas of a Country
- Construction and Repair of Basic Surface Transportation Systems
- Well Drilling and Construction of Basic Sanitation Facilities
- Rudimentary Construction and Repair of Public Facilities

#### Security Assistance Programs

- Defense Articles
- Military Training
- Defense-Related Sales (Grants, Loans, Lease, Credit, and Cash Sales)

**For additional information on foreign assistance, see JP 3-0, Joint Operations.**

## Development Assistance

Development assistance programs are a principle objective of the foreign policy of the United States to encourage and sustain support of the people of developing countries and to improve the quality of their lives. The DOS directly, or indirectly through the USAID, finances numerous development assistance programs to address needs, such as—

- Agriculture and nutrition.
- Population control.
- Health.
- Education.
- Energy.
- Environment improvement.

Development assistance programs support long-term and equitable economic growth and advances U.S. foreign policy objectives by supporting economic growth, agriculture and trade, global health, democracy, and conflict prevention. In general, DOS and USAID manage the programs for development assistance and humanitarian assistance, while DOS manages the SA programs. In many cases, DOD administers SA programs managed by DOS. DOS receives an annual appropriation for foreign assistance (also referred to as foreign aid), and those funds are normally allocated each year by program and by country, for example: \$5.0 million of development assistance funds to Country X.

CA forces can support these types of operations with the full range of CAA and MGO.

**For additional information on development assistance, see JP 3-22, *Foreign Internal Defense*.**

## Humanitarian and Civic Assistance

Humanitarian and civic assistance programs are governed by Section 401, Title 10, United States Code. HCA may be provided in conjunction with military operations and exercises, but must fulfill unit training requirements that incidentally create humanitarian benefit to the local populace. In contrast to emergency relief conducted under FHA operations, HCA programs generally encompass planned activities, such as—

- Medical, dental, and veterinary care provided in rural or underserved areas of a country.
- Construction and repair of basic surface transportation systems.
- Well drilling and construction of basic sanitation facilities.
- Rudimentary construction and repair of public facilities.

Title 10 authority allows the Service components to carry out HCA activities abroad. Projects must promote U.S. and host nation security interests, as well as enhance readiness skills of the U.S. forces that participate. These projects are to be conducted in conjunction with authorized military operations and can complement, but not duplicate, other assistance provided by the USG.

CA units and personnel supporting Title 10 programs provide a set of unique capabilities including CR, CE, and CIM. These programs—combined with an understanding of the host nation cultures and the ability to plan, coordinate, and synchronize military operations with the civil component—provide the commander a better common operational picture.

Programs that are under Title 10, United States Code, include—

- Combatant commands funding through the CJCS (Section 166A).
- Military-to-military contacts and comparable activities (Section 168).
- Humanitarian and civic assistance provided in conjunction with military operations (Section 401).
- Humanitarian demining assistance; authority and limitations (Section 407).

## Humanitarian and Civic Assistance

HCA projects must be approved by the host nation government and must be supported by the U.S. embassy, DOS, USAID, and DOD. Indirect costs of Section 401 activities such as the temporary duty expenses of DOD personnel completing the HCA project are funded from the Services' operation and maintenance accounts. Any direct costs of providing HCA must be paid from funds specifically appropriated for the provision of humanitarian assistance. ASD(SO/LIC) provides oversight within the DOD.

The focus of these programs is to legitimize and enhance the stability of a host nation's political, social, and economic infrastructure. CA forces can provide a sociocultural understanding of the civil component within the area of operations that will enhance the U.S. position toward achieving the desired end state.

The CJCS may use the CCIF (Title 10, USC, Section 166a) to provide the CCDR funds for a wide variety of activities, including joint exercises (including participation by PNs or other foreign countries), HCA, IMET to foreign military and related civilian personnel (including transportation, translation, and administrative expenses), and personnel expenses by defense personnel for bilateral or regional cooperation programs.

Security cooperation programs and activities that support USG stabilization efforts to mitigate a potential contingency normally are complemented by some form of developmental or humanitarian assistance by DOS or USAID. FHA consists of DOD activities conducted outside the U.S. and its territories to directly relieve or reduce human suffering, disease, hunger, or privation. Various statutes and policies govern these activities, which range from routine military engagements to limited contingency operations. U.S. forces normally conduct FHA operations in support of another USG department or agency, including FDR operations and international CBRN response.

When developing elements of the plan that could involve DOD humanitarian assistance or exercise-related construction activities, the SCO should consult the USAID mission director to ensure USAID development objectives, priorities, and activities inform the DOD CSCS or country plan.

## Security Assistance

### Security Assistance (SA)

SA refers to a group of programs implemented by DOD in accordance with policies established by DOS, by which the United States provides defense articles, military training, and other defense-related services to foreign nations by grant, loan, credit, or cash sales in furtherance of national policies and objectives. These programs are governed by Title 22, United States Code.

CA personnel in support of SA programs are able to identify host nation requirements, develop or review the nomination list of programs or projects to support the mission, make a determination of the feasibility of each program, and prioritize each program to meet the desired end states and goals.

The five principal components of security assistance are—

- Foreign military sales.
- Foreign military financing.
- International military education and training.
- Peace operations.
- Excess defense articles.

### Foreign Military Sales (FMS)

Countries pay for their own training through the FMS program, allowing them to learn the required operation, maintenance, and management of the sophisticated equipment they purchase from the United States. The FMS training may include some tactical training as well.

### Foreign Military Financing (FMF)

FMF falls inside the military assistance budget process of DOS. FMF provides funding to purchase defense articles and services, design and construction services, and training through FMS or commercial channels. FMF can be an extremely effective FID tool, providing assistance to nations with weak economies that would otherwise be unable to afford U.S. assistance.

## Security Assistance

### **International Military Education and Training (IMET)**

The IMET program is designed to provide professional leadership and management training for senior military leaders and select junior and middle grade officers with leadership potential. Additionally, the program can reach out to the civilian side of the region's defense establishment to enhance ongoing efforts to provide educational opportunities to civilian leaders, thereby enhancing civil-military relations between the host nation and the United States.

### **Peace Operations (PO)**

This program funds U.S. PO, such as the multinational force and observers in the Sinai and the U.S. contribution to the United Nations Force in Cyprus. These operations are limited in scope and funding levels and, although related to FID operations, are generally considered separate activities with very focused goals and objectives.

### **Excess Defense Articles (EDA)**

EDA are DOD and USG-owned defense articles no longer needed and declared excess by the Armed Forces of the United States. This excess equipment is offered at reduced or no cost to eligible foreign recipients on an "as is, where is" basis. EDA are used for various purposes including internal security (including AT and nonproliferation). The EDA program works best in assisting friends and allies to augment current inventories of like items with a support structure already in place.

CA personnel in support of these programs are able to—

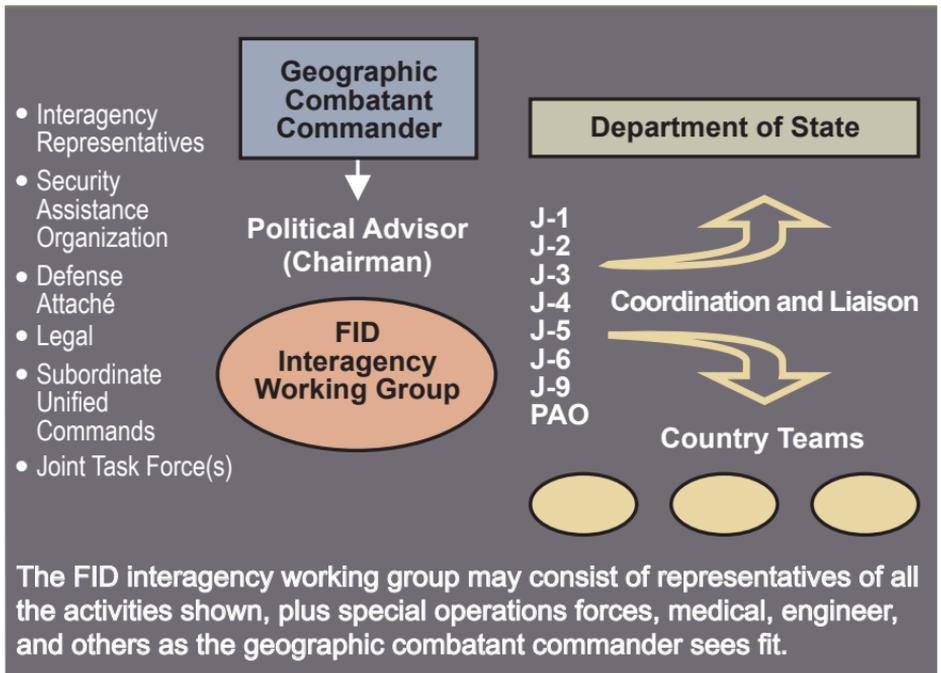
- Identify host nation requirements.
- Develop or review the nomination list of programs or projects to support the mission objectives.
- Make a determination of the feasibility of each program.
- Prioritize each program to meet the desired end states and goals.

SA is integral to FID operations, but these programs are much broader than FID alone. The figure on the next panel shows that only a portion of the overall SA effort fits into the FID arena, but that it is a large part of the overall FID indirect support effort.

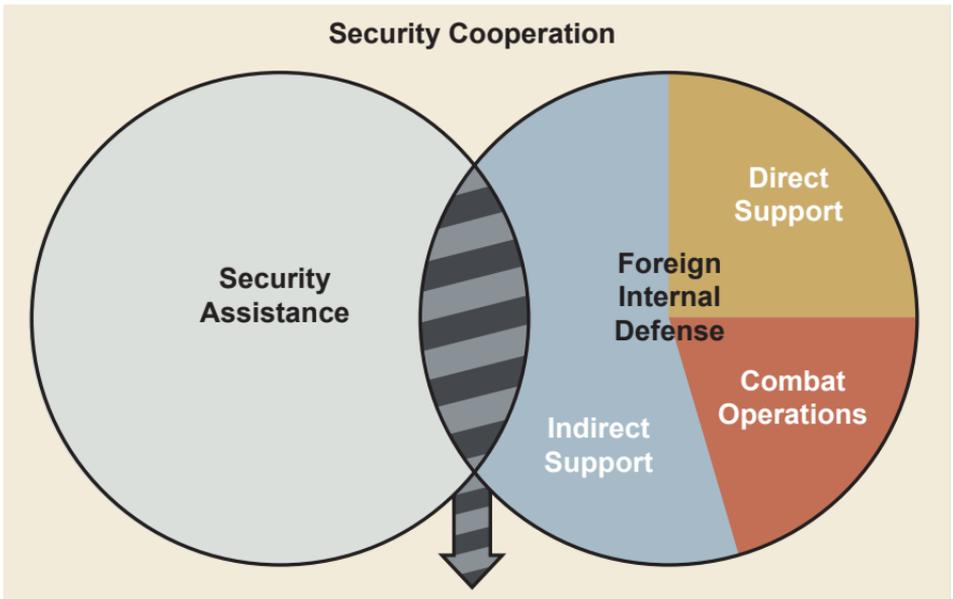
## Foreign Internal Defense

Foreign internal defense is the participation by civilian and military agencies of a government in any of the action programs taken by another government or other designated organization, to free and protect its society from subversion, lawlessness, insurgency, terrorism, and other threats to their security. The United States focuses its FID efforts on supporting the host nation's IDAD, which can be described as the full range of measures taken by a nation to promote its growth and protect itself from security threats.

Successful FID operations hinge upon host nation public support. Integrating CAO and military information support operations with FID operations can enhance that support. For specific humanitarian and indigenous religious leader liaison missions, chaplain support may offer mission credibility. CAO in support of FID can be extensive in nature and can involve substantial CA assets. Coordination with unified action partners, indigenous populations and institutions, and interagency organizations involved in FID operations is critical for a successful outcome, effective use of resources, and reduction in redundancy of efforts. The figure depicts a notional FID interagency working group.



## Security Assistance and Foreign Internal Defense



The United States uses SA as a principal instrument in the U.S. FID effort. Like FID, SA is a broad, encompassing topic and includes efforts of civilian agencies, as well as those of the military. The express goal of the USG SA is the expansion of U.S. national policies and objectives by enhancing the ability of lesser-developed nations to remain secure from primarily external but also internal threats. The graphic above shows the relationship of security assistance and FID. All SA programs should be executed in support of the host nation IDAD program under FID.

Foreign internal defense and foreign assistance are subsets of security cooperation with similarities at the tactical level in which advisory skills are applicable to both. At the strategic and operational levels, FID and security assistance are joint actions that are applied to meet military engagement, security cooperation, and deterrence objectives. SFA includes the DOD's contribution to unified action to develop foreign security forces capacity and capability from ministerial down to units of those forces.

**For additional information on SA and FID, see JP 3-22, *Foreign Internal Defense*, and ATP 3-05.2, *Foreign Internal Defense*.**

## Stability Activities

**Stability activities** is a joint term. Army terminology uses stability tasks. Stability activities that can be supported by foreign assistance programs may include—

- Providing essential government services.
- Providing emergency infrastructure reconstruction.
- Provide humanitarian relief.

Stability activities include military missions, tasks, and activities conducted outside the United States in coordination with or in support of other instruments of national power to maintain or reestablish a safe and secure environment and provide essential governmental services, emergency infrastructure reconstruction, and humanitarian relief. Stability activities typically occur during all phases of an operation or campaign in balance with offensive and defensive operations. Normally, CMO and CAO are essential to stabilization efforts, especially for larger and more complex operations.

DODD 2000.13 states Civil Affairs operations support stability operations, including 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.

CA forces provide unique capabilities of CE, CR, and CIM. Providing these capabilities combined with planning, coordinating, and synchronizing roles assist in the transformation and stabilization of the civil component in supporting the partner nation's governmental requirements. CA forces assist in shaping the civil environment and setting the conditions for successful military operations. These shaping operations help establish political, legal, social, and economic institutions while supporting transition to a legitimate host-nation governance. Commanders are legally required to provide minimum-essential stability tasks when controlling populated areas of operations. These essential services provide minimal levels of security, food, water, shelter, and medical treatment.

## Resources and References

### Doctrine Resources

CA doctrine (as well as other Joint and Army doctrine) can be accessed on the following official CAC-enabled and public websites.

**Joint Electronic Library (Public):**

<http://www.jcs.mil/doctrine/>

**Army Publishing Directorate (Public):**

<https://armypubs.army.mil/>

### References

JP 3-0, *Joint Operations*

JP 3-57, *Civil-Military Operations*

JP 3-22, *Foreign Internal Defense*

FM 3-57, *Civil Affairs Operations*

ATP 3-57.20, *Multi-Service techniques for Civil Affairs Support to Foreign Humanitarian Assistance*

ATP 3-57.30, *Civil Affairs Support to Nation Assistance*

## Acronyms

<b>AT</b>	antiterrorism
<b>ATP</b>	Army techniques publication
<b>ASD(SO/LIC)</b>	Assistant Secretary of Defense for Special Operations/Low-Intensity Conflict
<b>CA</b>	Civil Affairs
<b>CAA</b>	Civil Affairs activities
<b>CAC</b>	common access card
<b>CAO</b>	Civil Affairs operations
<b>CE</b>	civil engagement
<b>CIM</b>	civil information management
<b>CJCS</b>	Chairman of the Joint Chiefs of Staff
<b>CR</b>	civil reconnaissance
<b>CSCS</b>	country-specific security section
<b>DOD</b>	Department of Defense
<b>DODD</b>	Department of Defense directive
<b>DOS</b>	Department of State
<b>EDA</b>	excess defense articles
<b>FHA</b>	foreign humanitarian assistance
<b>FID</b>	foreign internal defense
<b>FM</b>	field manual
<b>FMS</b>	foreign military sales
<b>FMF</b>	foreign military financing
<b>HCA</b>	humanitarian and civic assistance
<b>IDAD</b>	internal defense and development
<b>IMET</b>	International Military Education and Training
<b>J-1</b>	manpower and personnel directorate of a joint staff
<b>J-2</b>	intelligence directorate of a joint staff
<b>J-3</b>	operations directorate of a joint staff
<b>J-4</b>	logistics directorate of a joint staff
<b>J-5</b>	plans directorate of a joint staff
<b>J-6</b>	communications system of a joint staff
<b>J-9</b>	civil-military operations of a joint staff
<b>JFC</b>	joint force commander
<b>JP</b>	joint publication
<b>MGO</b>	military government operations
<b>MOE</b>	measure of effectiveness
<b>MOP</b>	measure of performance
<b>NGO</b>	nongovernmental organization
<b>PAO</b>	public affairs office
<b>PO</b>	peace operations
<b>PPD</b>	Presidential Policy Directive
<b>SA</b>	security assistance
<b>SCA</b>	support to civil administration
<b>SSA</b>	security sector assistance
<b>USAID</b>	United States Agency for International Development
<b>USC</b>	United States Code
<b>USG</b>	United States Government