



## Civil Affairs Populace and Resources Control General Concepts

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Soldiers do not conduct military operations in an environmental vacuum—free of civilian presence or influence. Some disruptions of military operations may include—

- Uncontrolled and uncoordinated movement of dislocated civilians in the environment.
- Uncontrolled and uncoordinated movement of civilians conducting legitimate activities.
- Illegal and illegitimate activities, such as insurgent operations or black-market activities.

The PRC operation comprises two distinct, yet linked, components—populace control and resources control. These controls are normally the responsibility of indigenous civil governments. However, it is the CCDRs that define and enforce these controls during times of civil or military emergency. For practical and security reasons, U.S. military forces use PRC measures across the range of military operations. PRC operations are executed in conjunction with and as an integral part of all military operations.

Military forces base the extent of PRC measures on their current operational environment. When forces deploy in support of a HN, U.S. PRC policy upholds and strengthens the sovereignty of the legitimate government to govern the people and resources within its borders. In the absence of a sovereign government, implementation of PRC policy begins through the establishment of an interim governing plan, whether its execution is through martial law or a transitional government. PRC measures implemented at the operational and tactical levels result from policy developed at national strategic and theater strategic levels.

Populace control measures are key elements in executing the primary stability tasks in the civil security and civil control areas. Populace control involves and requires capabilities, including—

- Assessing population centers and individuals, such as—
  - Holding individuals accountable for criminal activities.
  - Restoring essential civil services.
  - Providing humanitarian assistance.
- Establishing public order and safety, such as—
  - Protecting the population.
  - Setting conditions in the operational environment that support stability through unity of effort.
  - Controlling the activities of individuals or groups that pose a security risk.
  - Enforcing rule of law governance and participation.
- Securing borders.

**Note:** International law requires military forces to focus on essential tasks establishing a safe and secure environment and also addressing the immediate humanitarian needs of the local population.

Resources control provides security for both natural and man-made indigenous resources of a nation-state. Resources control not only denies access to resources by the enemy but also detects and reduces the effectiveness of enemy and any criminal activity. Resources control measures may include—

- Licensing.
- Regulations or guidelines.
- Checkpoints and border security, such as—
  - Customs inspections.
  - Ration controls.
  - Amnesty programs.
  - Facility inspections.
  - Property control.

Resources control directly affects the economic system of a HN or territory occupied and governed by U.S. forces. Resources control measures regulate public and private property and the production, movement, or consumption of material resources. Indigenous civil governments are normally responsible for controlling national resources.

During a civil or military emergency, proper authorities define, enact, and enforce resources control measures to maintain public order and enable the execution of primary stability tasks in the areas of civil security, civil control, restoration of essential services, and support to economic and infrastructure development.

Resources control, to include control of public and private movable and unmovable property, is most prevalent during a U.S. forces' occupation of a foreign territory. However, control measures may be implemented across the range of military operations based on specific authorities granted to a commander for a particular mission. Effective resources control requires the combined efforts of all instruments of national power. The Hague Conventions of 1907 and the 1949 Geneva Convention (IV) for the protection of civilians in time of war set forth rules relating to property in occupied territories. Territory is considered occupied when it is taken over by a sovereign power following a military intervention. In most cases, the period of occupation is temporary pending the signing of a peace treaty or the formation of a new government. Examples of occupied territory include the Allied occupation of Germany and Japan after World War II and the coalition occupation of Iraq after the fall of the government of Saddam Hussein. The occupation extends only to the territory where such authority has been established and can be exercised.

International law recognizes five basic powers that a military commander of an occupation force possesses in relation to property in enemy territory. The five basic powers include—

- Destruction.
- Confiscation.
- Seizure.
- Requisition.
- Control.

**Note:** The authority of an occupational force commander in the area of public and private property is situation-dependent. The treatment by the occupier of real and personal property is analyzed under a number of factors, including the nature of the property, the needs of the occupier, and whether it is owned by the State or privately. Legal review by the supporting SJA before execution of any authorities granted to an occupational force is recommended. FM 27-10 and Operational Law Handbooks provide more information on the authorities of the occupational force commander.

Specific Areas	Specific Measures
Public and Private Property	<ul style="list-style-type: none"> <li>• Controlling immovable (real) and moveable property through destruction or confiscation.</li> <li>• Securing records of ownership.</li> </ul>
Financial Assets	<ul style="list-style-type: none"> <li>• Securing records and archives.</li> <li>• Blocking transactions.</li> <li>• Freezing or seizing assets.</li> <li>• Regulating banking, trading of financial instruments, and commodities.</li> </ul>
National Resources	<ul style="list-style-type: none"> <li>• Securing the means of production and storage of fossil fuels, minerals, and precious stones and metals.</li> <li>• Regulating production and exports.</li> <li>• Securing the borders.</li> </ul>
Food and Agriculture	<ul style="list-style-type: none"> <li>• Controlling prices and rations.</li> <li>• Securing the means of production, storage, and distribution of processed foods.</li> <li>• Securing food imports, agricultural and forestry products, and fisheries.</li> <li>• Regulating redistribution.</li> </ul>
Critical Infrastructure	<ul style="list-style-type: none"> <li>• Securing the infrastructure, including public utilities, transportation, communication systems, health services, public safety services, and cultural, governmental, and industrial buildings.</li> <li>• Identifying and managing key personnel.</li> <li>• Regulating the use of services.</li> </ul>

## Operational Considerations

A plan is a design for a future or anticipated operation. Plans come in many forms and vary in scope, complexity, and length of planning horizons. Strategic plans cover the overall conduct of a war. Operational or campaign plans cover a series of related military operations aimed at accomplishing a strategic or operational objective within a given time and space. Tactical plans cover employing units in operations, including the ordered arrangement and maneuver of units in relation to each other and to the enemy.

### Military Engagement, Security Cooperation, and Deterrence

Military engagement, security cooperation, and deterrence actions are designed to support the CCDR's objectives within a theater campaign plan. Activities in this operational category encourage regional stability through shaping the security environment in peacetime in conjunction with allied or coalition military partners. National strategic policy, U.S. and international law, DOD directives, regulations, and the theater campaign plan frame the activities executed in this operational category. These operations support NA with limited Title 10 USC authorities. Joint force commanders will assign joint security areas for subordinate commands.

### Crisis Response and Limited Contingency Operations

Crisis response and limited contingency operations are typically limited in scope and scale and conducted to achieve a very specific strategic or operational objective in an operational area. These operations may be conducted as stand-alone operations in response to a crisis (such as a NEO) or executed as an element of a larger, more complex campaign or major operation. Restrictions placed on the types of supporting operations, the size of the force, and the duration of operations are characteristic of crisis response and limited contingency operations. Common joint operations that require detailed populace control planning and execution in this operational category are peace operations, SCA, NEOs, and FHA. During these operations, the supported country may relinquish sovereignty and control.

### Major Operations and Campaigns

Successful combat operations defeat or destroy the enemy's armed forces and seize terrain. The impact can be devastating on the indigenous population of the operational environment where combat operations occur. Interruption of civilian supply activities, dislocation of civilian populations, and sustaining numerous casualties are just a few of the detrimental effects that major operations and campaigns involving combat may impose on an indigenous population. During these operations Army forces may be required to impose military governance initially and then transfer military authority to appropriate authorities once hostilities are over.

## Dislocated Civilian Considerations

DC is a term referring to several categories of civilians, such as displaced persons, evacuees, internally displaced persons, migrants, refugees, or stateless persons. These categories are defined through legal and political considerations. DCs usually are removed from or leave their homes or places of habitual residence because they fear persecution or are avoiding the effects of armed conflict, violent situations, human rights violations, natural or man-made disasters, or economic privation.

DC operations or resettlement operations pertain to those actions required to move civilians out of harm's way or to safeguard a displaced population in the aftermath of a disaster. The disaster may be natural, such as a flood or an earthquake. The disaster may also be man-made, as in combat operations, social or political strife, or a hazardous material emergency, such as a chemical, biological, or radiological spill. DC operations may occur across the range of military operations or be the focus of a limited contingency operation, such as FHA.

DC operations are the most basic collective task planned and supported by CA forces. The goals of DC operations are to protect civilians from the effects of violence or disaster and to minimize civilian interference with military operations. DC operations include the planning and management of DC routes, collection points, assembly areas, and camps in support of the efforts of the HN, NGOs, and IGOs. DC operations also include FHA support to the affected populace. The MP are a key component to the successful planning and execution of DC operations. The protection staff should be involved early in the planning process.

JP 1-02 and JP 3-29 provide additional information on DC term use.

## Dislocated Civilian Categories

<b>Displaced Person</b>	A broad term used to refer to internally and externally displaced persons collectively. (JP 3-29)
<b>Returnee</b>	A subset of displaced person—a displaced person who has returned voluntarily to their former place of residence. (JP 3-29)
<b>Resettled Person</b>	A subset of displaced person—a civilian who has been able to resettle in a third country, usually with the assistance of UNHCR and the government of their new country of residence, rather than returning to their previous home or land within the country or area of original displacement. Resettled persons are usually a very small subset of the original displaced population, as opportunities for third country resettlement are rare. (JP 3-29)
<b>Evacuee</b>	A civilian removed from a place of residence by military direction for reasons of personal security or the requirements of the military situation. (JP 3-57)
<b>Stateless Person</b>	A civilian who either has been denationalized, whose country of origin cannot be determined, or who cannot establish his or her right to the nationality claimed. (JP 3-29)
<b>Internally Displaced Person</b>	A person who has been forced or obliged to flee or to leave his or her home or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights, or natural or man-made disasters and who have not crossed an internationally recognized state border. (JP 3-29)
<b>Migrant</b>	A person who belongs to a normally migratory culture who may cross national boundaries or fled his or her native country for economic reasons rather than fear of political or ethnic persecution. (JP 3-29)
<b>Refugee</b>	A person who, owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of his or her nationality and is unable or, owing to such fear, is unwilling to avail himself or herself of the protection of that country. (JP 3-29)

JP 3-29 provides additional information on DC categories.

## Noncombat Evacuation Considerations

NEOs refer to the authorized and orderly departure of noncombatants from a specific area by the DOS, DOD, or other appropriate authority. Although normally considered in connection with combat operations, NEOs can also include evacuations in anticipation of, or in response to, any natural or man-made disaster in a foreign country and when evacuation is warranted because of civil unrest to safe havens or the United States.

The GCCs are tasked to maintain contingency plans supporting the DOS, should such assistance be ordered by the Secretary of Defense. These plans include support of NEO. The CA planners assigned to the GCC staff, the CA planning teams augmenting these staffs, and the civil-military support elements deployed to various embassies throughout the GCC's area of responsibility contribute to the planning process. NEO planning at the GCC level may be one of the considerations within a directed contingency plan, a directed separate NEO contingency plan for a specific country, or conducted during crisis action.

The development of the CAO running estimate and its maintenance throughout the operation is a critical task. The CAO staff's mission analysis of the various NEO designated areas concentrates on the civil component and with those aspects of the indigenous population with which the joint force will interact. Determination of the type of operational environment and the root causes (man-made or natural) driving the NEO shape the analysis.

During the analysis of a NEO, the following types of people within the civil component must be identified and addressed for planning purposes:

- Interagency personnel.
- Indigenous populations and institutions.
- American citizens.
- Designated foreign nationals.
- Designated third-world foreign nationals.

Chapter 2 of ATP 3-57.10 provides additional information on NEO.

## Civil Affairs References

### Doctrine Resources

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

#### CA Doctrine Static Email:

AOJK-DT-CA@soc.mil

#### Army Combined Arms Center Doctrine Page:

<http://usacac.army.mil/core-functions/doctrine>

#### Army Publishing Directorate (CAC-Enabled):

[https://itsweb.us.army.mil/armypubs.asp?doctrine/Browse\\_Series\\_Collection\\_1.html](https://itsweb.us.army.mil/armypubs.asp?doctrine/Browse_Series_Collection_1.html)

#### Army Publishing Directorate (Public):

<http://www.apd.army.mil>

#### Joint Electronic Library (CAC-Enabled):

<https://jdeis.js.mil/jdeis/generic.jsp>

#### Joint Electronic Library (Public):

[http://dtic.mil/doctrine/s\\_index.html](http://dtic.mil/doctrine/s_index.html)

#### Army Training Network:

<http://usacac.army.mil/cac2/atn>

### Doctrine Publications

ADRP 3-07

Stability, 31 August 2012.

ATP 3-57.10

Civil Affairs Support to Populace and Resources Control, 6 August 2013.

ATP 3-57.20

Civil Affairs Support to Foreign Humanitarian Assistance, 15 February 2013.

ATP 3-57.30

Civil Affairs Support to Nation Assistance, 1 May 2014.

ATP 3-57.50

Civil Affairs Civil Information Management, 6 September 2013.

ATP 3-57.60

Civil Affairs Planning, 27 April 2014.

ATP 3-57.70

Civil-Military Operations Center, 5 May 2014.

ATP 3-57.80,

Civil-Military Engagement, 31 October 2013.

FM 3-07

Stability, 2 June 2014.

FM 3-57

Civil Affairs Operations, 31 October 2011.

JP 3-07

Stability Operations, 29 September 2011.

JP 3-57

Civil-Military Operations, 11 September 2013.

## Acronyms and Other References

<b>ADRP</b>	<b>Army doctrine reference publication</b>
<b>ATP</b>	<b>Army techniques publication</b>
<b>CA</b>	<b>Civil Affairs</b>
<b>CAC</b>	<b>common access card</b>
<b>CAO</b>	<b>Civil Affairs operations</b>
<b>CCDR</b>	<b>combatant commander</b>
<b>DC</b>	<b>dislocated civilian</b>
<b>DOD</b>	<b>Department of Defense</b>
<b>DOS</b>	<b>Department of State</b>
<b>FHA</b>	<b>foreign humanitarian assistance</b>
<b>FM</b>	<b>field manual</b>
<b>GCC</b>	<b>geographic combatant commander</b>
<b>GTA</b>	<b>graphic training aid</b>
<b>HN</b>	<b>host nation</b>
<b>IGO</b>	<b>intergovernmental organization</b>
<b>JP</b>	<b>joint publication</b>
<b>MP</b>	<b>military police</b>
<b>NA</b>	<b>nation assistance</b>
<b>NEO</b>	<b>noncombatant evacuation operation</b>
<b>NGO</b>	<b>nongovernmental organization</b>
<b>PRC</b>	<b>populace and resources control</b>
<b>SCA</b>	<b>support to civil administration</b>
<b>SJA</b>	<b>staff judge advocate</b>
<b>UNHCR</b>	<b>United Nations High Commissioner for Refugees</b>
<b>USC</b>	<b>United States Code</b>

### Other Publications

UNHCR Handbook for Emergencies, Third Edition, February 2007.

UNHCR Handbook on Procedures and Criteria for Determining Refugee Status Under the 1951 Convention and the 1967 Protocol Relating to Status of Refugees, January 1992.