Governance Innovation for Security and Development: Recommendations for US Army Civil Affairs 38G Civil Sector Officers

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GOVERNANCE INNOVATION FOR SECURITY AND DEVELOPMENT: RECOMMENDATIONS FOR US ARMY CIVIL AFFAIRS 38G CIVIL SECTOR OFFICERS

by

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Prepared for: US Special Operations Command, John F. Kennedy Special Warfare Center and School, and the Institute for Military Support to Governance
**Governance Innovation for Security and Development: Recommendations for US Army Civil Affairs 38G Civil Sector Officers**

Civil Affairs (CA) comprises “the vanguard of DoD’s support to United States Government efforts to assist partner governments in the fields of rule of law, economic stability, governance, public health and welfare, infrastructure, and public education and information” (2010 Quadrennial Defense Review Report). CA professionals have historically played critical roles in conflict prevention and post-conflict transformation. However, the Secretary of the Army for Manpower and Reserve Affairs has identified gaps in opportunities for education and training between CA soldiers in the reserve and active components. One important response to these concerns was the 2013 establishment of the Institute for Military Support to Governance (IMSG) to guide the professionalization of the CA force structure. In particular, the IMSG is leading the development of a new military occupational specialty (MOS) titled “military support to governance specialists,” or 38G. The Governance Innovation for Security and Development research project supports initiatives by the US Special Operations Command, the US Special Warfare Center and School and the IMSG to address gaps in Special Operations and the wider CA community. This report presents a set of recommended positions, descriptions, and qualifications for the 38G CA officer.
The report entitled “Governance Innovation for Security and Development: Recommendations for US Army Civil Affairs 38G Civil Sector Officers” was prepared for the Institute for Military Support to Governance and funded by US Special Operations Command.

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ABSTRACT

This report presents a set of recommended positions, job descriptions, and qualifications for the newly developed 38G Civil Affairs (CA) officer, proposed by the research project, ‘Governance and Innovation for Security and Development’ (GISD). The United States Department of Defense (DoD) considers CA to be “the vanguard of DoD’s support to United States Government efforts to assist partner governments in the fields of rule of law, economic stability, governance, public health and welfare, infrastructure, and public education and information”. CA professionals have historically played critical roles in conflict prevention and post-conflict transformation. However, CA soldiers commonly describe a struggle for recognition as strategic assets for Civil Preparation of the Battlespace (CPB) in Counterinsurgency. Several studies have called for improvements to the functional specialty system for bringing reserve soldiers’ civilian skills to the field. One important response to these concerns was the establishment of the Institute for Military Support to Governance (IMSG) in 2013 to guide the professionalization of the CA force structure. In particular, the IMSG is leading the development of a new Skill Identifier (SI) titled “military support to governance specialists,” or 38Gs.

The Governance Innovation for Security and Development (GISD) research project supports initiatives by the United States Special Operations Command, the US Special Warfare Center and School, and the IMSG to address expertise gaps in Special Operations and the wider CA community. The research team includes the Principal Investigator, leads for civil sector areas of governance, safe and secure environment, rule of law, economy, social well-being, and homeland integration, and several additional research and support staff. The researchers examined the requirements for civil affairs civil sector expertise, particularly for missions involving theater security cooperation (TSC), support to civil authority (SCA), and transitional military authority (TMA), working directly and collaboratively with the IMSG leadership.

EXECUTIVE SUMMARY

Civil Affairs (CA) elements of the United States Army and Marine Corps, mostly reserve personnel with civilian occupational skills, link military needs with civilian expertise. This research investigates key questions for CA expertise in these first decades of the century: What are the tasks and responsibilities for military support to governance during peace and stability operations? What skills and competencies are needed of military personnel who contribute to civil sector governance?

NPS faculty established the Governance Innovation for Security and Development (GISD) project to consider the evolving context of military support to governance, and to develop innovative approaches to civil-military efforts to promote peace, stability, and well-being. Sponsored by the United States Special Operations Command (SOCOM), the GISD research team studied and identified needed skills for special operations and civil affairs (CA) practitioners that are also relevant to the wider peace and stability community of practice. The GISD worked directly with the Institute for Military Support to Governance (IMSG) at the US Army John F. Kennedy Special Warfare Center and School (JFKSWCS). The IMSG requested support to develop recommendations for a redesign of the CA “functional specialty” program.

The United States Army has recently created the 38G designation to indicate skill identifiers (SIs) for governance specialists, to support and extend the impact of 38A and 38B CA designations. The IMSG requested that researchers help identify the specialty civil sector expertise required of 38G CA officers in three types of missions: theater security cooperation (TSC), support to civil authority (SCA), and transitional military authority missions (TMA). The operational concept for 38G is currently under doctrinal development; therefore, the research team studied contextual considerations, including the evolving character of operating environments, stakeholder interests and requirements, and the nature of expertise. The research team reviewed analogous or related programs found in the US Government, Department of Defense, allied nations, and international organizations.

The GISD project proceeded through several interconnected activities:
1. Literature review and research analysis/synthesis of the history and evolution of the CA profession and the sectors of stabilization operations (governance, safe and secure environment, rule of law, social well-being, and economy, with the addition of a homeland integration sector).

2. Weekly core team meetings, ongoing dialogue with the sponsor representatives and the stakeholder community.

3. Review meetings with sponsor representatives and the stakeholder community, as follows: (a) definitional program review meetings during Fall 2013 with the sponsor and invited experts; (b) six sector-focused interim program review meetings to identify sector-specific requirements for the 38G positions, and a two-day working group at the Peace and Stability Operations Training and Education Workshop (PSOTEW) in March 2014, “Governance Innovation for Security and Development;” (c) 38G final project review in July 2014 to assess, refine, and consolidate the findings from the individual sector reviews.

Each sector review brought together subject matter experts and stakeholders in order to complete detailed examinations of the capabilities needed by 38G CA officers. The Literature Review and the Proceedings of the review meetings are documented in separate Reports issued in this series. This Report proposes 38G expertise to extend and update existing CA positions:

- Governance
  - Governance infrastructure and essential services
  - Political accountability
  - Political capacity
  - Civil service
  - Cultural preservation

- Safe and Secure Environment
  - Civil information security
  - Environmental security
  - Human security
  - Institutional security
This report makes preliminary recommendations regarding the classifications, qualifications, and certifications for 38G positions. The area of Homeland Integration remains a sector with emerging specialty expertise, in part such that CA officers need to be able to apply their expertise to both foreign and domestic operations (for the latter, in accordance with existing authorities).

In addition to the specific position recommendations, the research collaboration yielded a shared sense among researchers, sponsors and others about three critical aspects relevant to the development of the 38G positions and the process that will implement on them. The first is the inter-relatedness of the CA work, both across specific civil sector content and in close contact with partner agencies and host nation capacity. This early insight prompted several team members to initiate a systems modelling component to the
project, reported on elsewhere in this series of Reports. The modelling exercise made it possible to specify several critical linkages across sector tasks and expertise and also to start the work of identifying key leverage points and processes. This work also informed several of the position descriptions and skills requirements.

The second is the basic premise that essential capacity-building tasks across the sectors require recognition of both traditional ‘national’ systems approaches and also expertise to identity and implement available alternatives that use cities, regions, and other jurisdictions as relevant units for assessing, planning, and implementation. This set of findings also points to important changes in the nature and expectations of states, to the impact of new and expanding communications and other technologies, and to the ways that there is much experimentation and innovation in the development and delivery of government ‘essential services’ in every part of the world today. The 38Gs will need to be able to recognize and incorporate these innovations and experiments as they work at the policy and advisory level across civil sectors.

The third aspect involves further experimentation with how the 38Gs work with each other, with other CA assets and also with other relevant Army units and expertise. These issues of ‘collaboration capacity’ and ‘systems integration’ work are not explicit in the current CA functional specialties. These insights started to take shape with the preparation of the Literature Reviews and then in the Interim Project Reviews on ‘Safe and secure environments’, then on ‘Social well-being’, then on ‘Governance’. The research team worked closely with the sponsors and other Army experts to understand the 38G as one solution component to a broader set of efforts to strengthen and extend the work of the Civil Affairs.
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I. INTRODUCTION

“Innovation is paramount given the increasingly complex warfighting environment we expect to encounter.”

A. OVERVIEW

Military support to governance – from formal military government to emergency relief missions to day-to-day security cooperation support – is a longstanding practice and ever more relevant to United States foreign and defense policy goals. In contemporary times, Civil Affairs elements of the Army and Marine Corps, primarily reserve personnel with civilian occupational skills, continue to link military needs and civilian expertise. What are the tasks and responsibilities for military support to governance during peace and stability operations? What skills and competencies are needed of military personnel who contribute to civil sector governance in the first decades of this century?

NPS faculty established the Governance Innovation for Security and Development (GISD) project to consider the evolving context of military support to governance, and to develop innovative approaches to civil-military efforts to promote peace, stability, and well-being. In a one-year research project sponsored by the United States Special Operations Command (SOCOM), GISD identified needed skills for special operations and civil affairs (CA) practitioners that are also relevant to the wider peace and stability community of practice. GISD worked directly with the Institute for Military Support to Governance (IMSG) at the US Army John F. Kennedy Special Warfare Center and School (JFKSWCS). The IMSG requested support to develop recommendations for a redesign of the CA “functional specialty” program.

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3 Civil Affairs forces in particular are relevant to six of the twelve mission priorities shared by the Secretary of Defense and Chairman of the Joint Chiefs of Staff in the 2014 QDR: “provide a global, stabilizing presence,” “respond to crisis and conduct limited contingency operations,” “conduct stability and counterinsurgency operations,” “provide support to civil authorities,” “conduct humanitarian assistance and disaster relief.” Another priority, “defeat an adversary” also requires that the military become involved in support to governance or directly requires military government responsibilities. 2014 (QDR), pp. 60-61.
The Army has newly created the 38G designation to indicate skill identifiers (SIs) for governance specialists, to support and extend the impact of 38A and 38B Civil Affairs designations. IMSG requested that researchers help identify the specialty civil sector expertise required of 38G civil affairs officers in three types of missions: theater security cooperation (TSC), support to civil authority (SCA) and transitional military authority missions (TMA).

This report focuses on our preliminary recommendations regarding the classifications, qualifications, and certifications for 38G personnel. In other reports, the GISD team provides the following items:

- Proceedings from the Interim Program Reviews with sponsors and stakeholders conducted over the last year.
- Literature reviews, modeling development, and an analysis of environments, stakeholders, and requirements for effective military support to governance.

In addition, the GISD site on the All Partners Area Network (APAN) social collaboration platform provides documents, videos and research guidance for the broader community of practice (see https://wss.apan.org/s/GISD/default.aspx; user registration required).

B. APPROACH

The 38G component of the GISD project required the authors to categorize kinds of expertise and translate the research findings in policy and practice-relevant position descriptions. The Principal Investigator (PI) assembled a cross-disciplinary team of experts from academic, military, and policy institutions and convened meetings to generate input from the community of practice. Within the GISD team, the PI designated a lead for each of the five sectors of stabilization operations as described in the Guiding Principles for Stabilization and Reconstruction⁴: Stable governance, rule of law, social well-being, sustainable economic development, and safe and secure environment. The Guiding Principles sectors generally align with the sectors in Joint Publication 3-07 Stability Operations. The aspirational language in the Guiding Principles provides goals

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for each sector and keeps them visible, particularly those envisioned by others in the community of practice. The GISD project also investigated a further sector, Homeland Integration, to examine the requirements for Civil Affairs engagement in domestic emergencies. Over the period of the research, the team leads met weekly and also during program reviews to analyze the changing policy and operational context for military support to governance, to engage varied stakeholders and to develop consensus on preliminary recommendations for the special operations and civil affairs community.

Figure 1 illustrates the research strategy and focus. At the base level (the Problem Set), the project team reviewed available literature in order to understand the current and emerging operational context for the 38G positions. The next level (Research) considered the distinctive requirements for 38G officers across the sectors of Stable Governance, Rule of Law, Safe and Secure Environment, Sustainable Economy, Social Well-Being, and Homeland Integration. This portion of the study included the preparation and conduct of sector-specific project review meetings engaging numerous stakeholders and experts from the military, academia, government, and industry to understand the skills requirements of potential 38G activities in each sector.

Figure 1. Research strategy concept model, with Sponsor policy and practical needs and linkages to education and position specifications for 38G officers.
For the next level (Education), the project work examined the availability of educational programs to obtain knowledge needed by sector specialties. Specific curricular architecture and content, however, was scoped as follow-on work. Finally, at the integrative level, the project work synthesized the research and stakeholder engagements to identify needed revitalization or new specialties for the 38G role. This work is presented in this Report, including position descriptions/classifications and required education, experience, and certification by levels of expertise where applicable.

The GISD project proceeded through several interconnected activities:

4. Literature review and research analysis/synthesis of the history and evolution of the Civil Affairs profession and the sectors of stabilization operations (governance, safe and secure environment, rule of law, social well-being, and economy, with the addition of a homeland integration sector).

5. Weekly core team meetings, ongoing dialogue with the sponsor representatives and stakeholder community.

6. Review meetings with sponsor representatives and the stakeholder community, as follows: a) Definitional program review meetings during Fall 2013 with the sponsor and invited experts. b) Six sector-focused interim program review meetings to identify sector-specific requirements for the 38G positions, and a two-day working group at the Peace and Stability Operations Training and Education Workshop (PSOTEW) in March 2014, “Governance Innovation for Security and Development.” 5 c) 38G final project review in July 2014 to assess, refine, and consolidate the findings from the individual sector reviews.

Each sector review brought together subject matter experts and stakeholders in order to complete detailed examinations of the capabilities needed by 38G CA officers. The Literature Review and the Proceedings of the review meetings are documented in separate Reports issued in this series. This Report proposes 38G expertise to extend and update existing CA positions.

The operational concept for 38G is under development in the work of the sponsor; therefore the research team studies other considerations, including the evolving character

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5 Guttieri, 2014; Guttieri et al. 2014.
of operating environments, the participation by other stakeholders, and the nature of expertise. We reviewed analogous or related programs found in the US government, Department of Defense, allied nations, and international organizations.

Each sector review brought together world-class experts and stakeholders to perform detailed examinations of the capabilities needed by these CA officers. This process resulted in a set of recommended specialties, documented in this report. A separate Report contains the Literature Review and related analysis supporting this research. A third document contains the proceedings of the sector and project reviews.

C. CONTEXT AND OBJECTIVES

“It is extremely unfortunate that the qualifications necessary for a civil administration are not developed among officers in times of peace.”

-- Col. Irwin Hunt, 1920

The 2010 Quadrennial Defense Review Report identified civil affairs as “the vanguard of DoD’s support to U.S. government efforts to assist partner governments in the fields of rule of law, economic stability, governance, public health and welfare, infrastructure, and public education and information.” CA professionals have historically played critical roles in conflict prevention and post-conflict transformation, and recognition of the value of CA is an ongoing project. In particular, many reports identify room for improvement in the Army usage of the competencies that Reserve CA soldiers developed in their civilian careers.

Changing requirements of military missions have made civil affairs more important, yet more challenging. The 1899 and 1907 Hague regulations codified military responsibilities to care for civilians under their effective control. These norms were

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crafted in a different era, founded on different assumptions and with different capacity available. The Hague Regulations regarding military occupation treated such activity as a custodian of the sovereign in exile and reflected a state-centric view, with different circumstances for military action than prevail today. Since then, the modern welfare state rose to play a broader role as a provider of essential services and more. State activities broadened to include humanitarian intervention, not only to stabilize relationships between states, but to protect people within them. Recent norms of human security broadened definitions of security and development. New national, international, non-governmental and even for-profit agencies emerged to address the challenges of security and development.

Expertise in many professions relevant to military governance is also today greatly refined. In 2009, a report issued by the Center for Strategic and International Security (CSIS) concluded “it is not clear that the current system of classifying and managing functional specialists within the civil affairs community is optimized for accessing specialized skills at the appropriate level,” and recommended that the Army “require civil affairs personnel with identified functional specialties to take appropriate civil sector competency tests to validate and classify the level of functional skills.”11 Furthermore, given the challenges of career development and the need for highly specialized skills, CSIS recommended that the Army “create a direct commission authority” to bring individuals with advanced functional skills into the force structure as needed.12

Then-Assistant Secretary of the Army for Reserve and Manpower Affairs (ASA-M&RA) Thomas R. Lamont addressed these deficits in June 2011 with a memorandum stating his intention to establish a new “… branch proponent that supports the Army’s total force, with common standards for active and reserve CA forces”.13 One important response to ASA Lamont’s concerns was the 2013 establishment of the IMSG to guide

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12 Hicks and Wormuth, vi.
the professionalization of the Civil Affairs force structure. In particular, the IMSG would lead the development of a new skill identifier for “military support to governance specialists”, the 38G.

D. 38G CERTIFICATION: INITIAL ISSUES AND QUESTIONS

The GISD research team intensified its focus on the 38G at the request of the IMSG, and accelerated the overall research work with regard to civil sector project needs, challenges, and expertise. This work benefited considerably from early analysis, documentation and reports by MAJ Donald “Tony” Vacha, COL Michael Carlebois, and others for the Army, and extensive initial consultation with CA practitioners and other experts including academic researchers who study employment classifications.14 The project team reviewed several prior studies and commissioned reports on CA expertise. This body of work focuses on several question relevant for the GISD15:

- What are strengths and limits of the various ‘functional’ approaches to specify 38G categories? What are alternatives for relevant skill sets?
- How adequate and appropriate are the Guiding Principles End States to specify the 38G Additional Skill Identifiers (ASIs)? What other elements inform ASIs?
- How to specify expertise relevant for impact across the continuum of end states?
- How to address expertise that is not made explicit in the original position descriptions, such as physical infrastructure maintenance, information security, and political mobilization?
- What impacts on CA expertise from the professionalization of humanitarian, development, and other relevant agency expertise?
- How do 38G relate to 38A in organizational principle and practice? What are the implications for skill sets and training for both 38Gs and 38As?16

These initial questions directed the research team to consult with and investigate work on professionalization of expertise, employment classification systems, and related

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15 Several of these reports also speak to implementation issues, which this Report does not: Should an existing CA generalist 38A who has been through Intermediate Level Education be educated or trained on strategic thought, contacts, planning in order to fill 38G positions? And, what issues arise when recruiting civilian experts for direct commissioning in peacetime? How to ensure that direct commissioned officers will function well in military context?
16 Guttieri et al., 2014a.
work in organization theory, human resources, and the study of the professions and expertise. Modern efforts to structure and specify complex expertise take several forms. Much research considers the origins of large personnel systems in comparative and historical perspective. A considerable literature analyzes the internal dynamics of large government personnel system classifications. A highly technical literature investigates ‘best practices’ in personnel systems across several dimensions: size and structure of the classification, and issues in the grading and progression of expertise. This structural literature (e.g., structure of positions and the ‘chains’ of jobs, as they are defined in various expert classifications) is distinct from the important work on ‘human resources’ which has its own traditions and emphases.

Social scientists have long investigated the modern and classical professions, in terms of their origins, how they develop and change, and how they manage their particular social status in the face of changing contexts, innovations, and new forms of knowledge. These works emphasize what makes a ‘profession’ distinctive and durable. Much work in the functionalist or consensus tradition starts from substantive knowledge, typically made abstract for both portability and exclusivity, as the primary determinant of professional status. A second set of considerations focus on the role of educational credentials and state mandates or monopolies, along with professional licensure and related issues. A more critical or conflict-based set of studies typically reverse this order, giving primacy to the ability of an occupational group to secure monopoly control of access and practice, only then to focus on substantive knowledge, codified or not. Zhou in a telling empirical study, re-presents these debates in the form of a specified set of possible ‘events’ in the professionalization process, then reviews 108 occupations across these potential events. The paper develops the idea of ‘sequences’ of events, and shows empirical variation in modal sequences and alternatives.

Abbott reviews this broad literature in sociology and nearby fields to make several basic points: (1) much of the work on professions has focused on a relatively

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17 This section draws directly from Ventresca, 2014, a review essay on expertise and classification.
18 Baron, Dobbin, Jennings, 1986; Strang and Baron, 1990.
few professions (e.g., medicine and law), that are atypical, to the neglect or derogation of other expert occupations; (2) the standard dualisms this literature uses to distinguish professions do not stand much critical review, e.g., professions vs. bureaucracies \(^{21}\); (3) the research design of most studies tracks the progressive triumph of technical expertise and great men, making it difficult to do other than celebrate the successes of a few ‘professions’ while leaving under-examined the large spaces of modern life that are ‘professionalized’; and (4) the professions literature has few meaningful theories of change for incumbent professions.

To redirect this situation, Abbott proposed a broadly comparative and historical approach, with a specific implementation of research in the tradition of careful, detailed fieldwork that explores (1) the actual work done and (2) the shifting boundaries of the work and the workers who carried out these tasks. Abbott introduces several key ideas to implement this approach; prominently, the concept of a ‘jurisdiction’ is the analytic space over which various occupations contend for primacy in performing different kinds of work. This argument fundamentally shifts the traditional study of the professions, redefining it as the study of expert divisions of labor with attention to which groups contend over (and triumph or lose) the claim of control over any particular jurisdiction. A ‘jurisdiction’ is an analytic construct, which allows this approach to engage a broad range of topics and to treat many kinds of occupational struggles with analytic symmetry.

The impact is to refocus on work and who does the work, in contrast to claims of abstract knowledge. The Abbott framework directs researchers and policy makers to consider in some specific detail how particular kinds of work are organized by which occupational groups do the work. This renewed focus and the analytic and empirical (and policy) virtues of such are prominently developed in the work by Barley and his colleagues in ‘bringing work back in’ to the study of occupations and organizations\(^{22}\)

From a different vantage point and with different concerns, the work of Michel Foucault and many later scholars who study accounting, quantification and other forms of rationality and commensuration as cultural practices provides several useful insights for any examination of efforts to classify and specify expertise. Foucault, in a celebrated

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\(^{21}\) See Larson, 1977 for an authoritative treatment of how engineering grew up in the context of large-scale bureaucracies, in contrast to the more typical studies of the professions.

\(^{22}\) Barley and Kunda. 2001.
series of studies, argues for attention to the ‘order of things’, to the fundamental classifications that organize modern society. His arguments are many, but in brief they are as follow: the late 17th century represented a point of fundamental disjuncture with earlier ‘episteme’ or knowledge sets in the studies in biology, political economy, and linguistics that shifted us into ‘modern’ ways of classifying; that such classifications ultimately work to exercise power and normative control by giving voice to what is ‘normal’; and that such classifications are invented by forms of organized authority (the modern state and the professions) in terms that re-articulate everyday social life in ways that become visible and manageable. These classifications literally provide the tools and the idiom through which we can know ourselves and our era, and the expertise required. In this way, Foucault exercises a particular understanding of Max Weber’s concern with the ‘disenchantment’ that goes along with the modern and the rise of instrumental (means – ends) rationality, this in contrast to substantive or value-based rationalities.

What are the implications of these research findings on a practical effort to specify needed CA expertise for 21st century missions? This question has to be unpacked into three distinct issues:

- What are current conceptions of mission and how do they shape the current structure of expertise / skill requirements? How is that expertise wanting or incomplete according to current assessment?
- What are alternative ways to specify that expertise, based on available models that start from different premises about the mission of CA work?
- What are changing conceptions of mission going forward and what kinds of expertise do they require?

1. **Current structure of Civil Affairs mission and expertise**

The CA community comprises a very wide range of professionals working across sectors, topics, and tasks. The stability sectors provide a first formal set of categories of expertise. The existing 14 functional specialties provide a second set of identified skills in the 38A positions listed in Appendix D. In addition to these, a wide range of expertise in governance, health care and sanitation, rule of law, and other areas fill out the expertise of the CA community but are not contained in these 14 functional specialties.

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This current division of expertise is defined by existing functions in the stability sectors. The logic of this approach is to identify specific expertise, grade it, and then define levels of expertise within each functional area. The assumption here is that more complete and/or detailed specifications of functional expertise will eventually describe/comprise the range of needed skills.

This logic is common to many bureaucratic models of expertise. Labor is categorized into increasingly narrower specializations. This is the logic of many standard civil service categorizations, of the Dictionary of Occupational Titles (DOT) used by the Department of Labor (DOL) and many social scientists to evaluate changing skills levels in the workplace, and the vast majority of jobs in well-defined complex organizations such as schools, hospitals, and firms. Such a complete description of required skills assumes that with enough time and money, a ‘correct’ set of classifications is possible. This logic largely shapes the specification of expertise for Army missions, appropriate and fair for specifying large-scale classification systems.

Most recent research challenges this assumption, whether from the Abbott tradition of jurisdictions and the contending occupational groups to make claims on existing jurisdictions and also invent new ones, or from the Foucault power/knowledge view that questions the Enlightenment promise that complete, transparent classification is possible. What is the practical problem? The effort to specify clearly and with relevance CA positions faces the fundamental challenge that such boundaries of expertise are alive, dynamic, and subject to change. For CA, the task is not to identify expertise relevant to recreate contemporary (U.S.) societal institutions, but rather to support the renewal or (re)development of in-country institutional arrangements that support the purposes of the stability sectors. Expertise is a means, not an end.

2. Alternative Ways to Specify Civil Affairs Expertise

Research by Abbott and others provide a starting point for alternative ways to specify expertise. The research by colleagues at the Naval Postgraduate School (NPS) Modeling, Virtual Environments, and Simulation (MOVES) Institute that focuses on modeling complex system interdependencies provides another set of tools. The work of CA includes both substantive, deep expertise, but also dynamic expertise that builds on systems of activity in support of e.g., provision of essential services. These expertise sets
may shift over time, both under new conceptions of the technologies (social and physical) involved, and with the shift in mission that will characterize the next 20 years.

This skill set may benefit from deep functional knowledge, e.g., of health care, or wind power, or infrastructure logistics. But at a more basic level, the skill set may emphasize not deep substantive expertise, but rather a portfolio of system–building skills: How to develop institutional architecture, how to manage boundaries and interfaces, how to negotiate and build coalitions around specific policy goals, and the like. The distinctive role for 38G is to be able to possess substantive expertise in a policy domain, to respond to a high-level authority’s invitation to work in a complex context in which basic social institutions may not exist, may not have existed previously, and/or in which there may be opportunities to build social institutions and provision in new ways.

The ‘system building’ imagery comes from an authoritative, comparative history of the development of large-scale electricity grid systems in Europe and the U.S. from the 1880s – 1920s.25 In critical ways, the core work of the 38G will be this kind system building: creating new kinds of tools, models, and relationships that will make it possible to develop on-the-ground capacity in broad civil sector domains – for example in the social well-being sector, in health care, sanitation, education, refugee resettlement, and related essential services.

The expertise here, in part, is to be able to ‘see’ the systems issues – the interdependencies, the ways to extend (and/or ‘unbuild’) existing social and technical infrastructures, the recognition and some basic intuitions about how activity in one sector or at one level will spill over to other sectors or other levels of the ‘system’. The issues here are what Adner calls ‘ecosystem risks’ – the challenges of promoting an innovation in the context of one’s own organization, the routines and interdependencies in working with critical partner agencies, and finally launching an innovation into a world full of existing value chains, legacy institutions, and inertia.26

The intense challenge is that in many cases, no working or even incumbent systems exist, and this often leads to the practice to (try to) recreate U.S. or other familiar models. The focus on CA 2.0 warns against this: The first era of modern civil affairs

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26 Adner, 1996; 2014.
largely attempted to build ‘modern’ or U.S.-style institutions and systems, both in organizational terms and also in terms of ‘values.’ This approach has had limited success, for reasons well documented by many scholars and confirmed in the accounts provided by experienced CA professionals.

This starting point respects the importance of deep expertise, but suggests that the 38G initiative may want to proceed from a different set of capabilities. This requires refining our working conception of what it is that 38A officers and others do, and how these elements in the CA effectiveness system interact. The 38A and associated model of expertise and execution dates from the early 1970s. The modern history of CA is written through a series of critical events and turning points. From the 1980s, CA had a direct role in post-conflict stabilization and reconstruction activities. This role was expanded and institutionalized in the 1990s, during the period in which ambitious ‘global challenges’ like the United Nations Global Compact (UNGC) and the Millennium Development Goals captured global civilian and civil society imaginations and defined ambitious standards for social well-being. Several models of expertise have been available, present in other Army domains and in related services: here, direct commissioning in the Judge Advocate General (JAG) corps and medical corps; earlier experiments with civilian recruitment that range from the efforts made famous in the recent movie, *Monuments Men*, to the lessons of large-scale humanitarian provision.

3. Changing conceptions of mission, with consequences for CA expertise

Much analysis points to the changed and changing nature of the CA mission, in terms of institutional differentiation, continued evolution of U.S. military strategy, and the conditions of the battlespace that we discuss in Section (C) above. We do not here integrate in detail either these changes or the implications they have for required CA expertise. We do sketch out three aspects emergent from the GISD research that will want to inform the specification of the 38G.

In addition to the specific position recommendations, the research collaboration yielded a shared sense among researchers, sponsors and others about three critical aspects relevant to the development of the 38G positions (skill identifiers with areas of expertise) and the process that will implement them. The first is the inter-relatedness of the CA

27 Guttieri et al., 2014a.
work, both across specific civil sector content and in close contact with partner agencies and host nation capacity. This early on insight prompted several team members to initiate a systems modelling component to the project, reported on elsewhere. This modelling exercise made it possible to specify several critical linkages across sector tasks and expertise and also to start the work of identifying key leverage points and processes. This work also informed several of the position descriptions and skills requirements.

The second is the basic premise the essential capacity-building tasks across the sectors require recognition of both traditional ‘national’ systems approaches and also expertise to identity and implement available alternatives that use cities, regions, and other jurisdictions as relevant units for assessing, planning, and implementation. This set of issues also points to important changes in the nature and expectations of states, to the impact of new and expanding communications and other technologies, and to the ways that there is much experimentation and innovation in the development and delivery of government ‘essential services’ in every part of the world today. The 38Gs will need to be able to recognize and incorporate these shifts as they work at the policy and advisory level across civil sectors.

The third aspect involves further experimentation with how the 38Gs work with each other, with other CA assets and also with other relevant Army units and expertise. These issues of ‘collaboration capacity’ and ‘systems integration’ work are not explicit in any of the current CA functional specialties. These insights started to take shape with the literature reviews and the interim project reviews on ‘Safe and secure environments’, then on ‘Social well-being’, then on ‘Governance’. The research team worked closely with the sponsors and other Army experts to understand the 38G as one solution component to a broader set of efforts to strengthen and extend the work of CA.

E. ORGANIZATION OF THIS REPORT

Section I of this report provides the introduction, approach, and context for this project, preliminary issues for the development of 38G certifications, and a description of the content of the report. Section II identifies existing 38A Civil Affairs positions, including a detailed historical account of the development of current CA expertise and specialties, to provide context for the 38G skills and positions presented in this Report.
Section III lists the proposed positions. Section IV provides position descriptions for each proposed 38G specialty, identifying required associated education, experience, and certification qualifications. Section V offers conclusions and describes the way ahead for the work. A glossary of acronyms appears in Appendix A. Appendix B contains a copy of a 1943 memorandum establishing a school of military government. Appendix C provides example position descriptions from the United Kingdom (UK) stabilization unit profiles. Appendix D contains current 38A position descriptions. A list of references follows the appendices.
II. EXISTING 38A CIVIL AFFAIRS OFFICER POSITIONS

A. INTRODUCTION

The differentiation and specialization of civil affairs in American strategy came about over time. In the earliest days since the American Revolution, civil affairs were simply part of a military leader’s responsibilities. The United States military’s civil affairs first focused primarily on military needs, particularly troop discipline, and practical considerations for attaining civilian loyalty, labor and supplies. For most of this history, civilians enjoyed few government services in peace and few protections in war. Nonetheless, the 19th century brought some significant advances in civil-military relations and humanitarian law. During the Mexican American War, General Winfield Scott’s declaration of martial law in General Orders 20 on 19 February 1847 established military commissions and protections for the civilian population that would later be called the “cornerstone of US civil affairs policies.” In 1892, William E. Birkhimer published Military Government and Martial Law differentiating the two. The consideration of the civilian realm had grown from an organic responsibility of the commander to a consideration within the laws of war.

By the start of the 20th century, the U.S. Army was experienced with martial law at home. The Army and the Navy (Marines in particular) were well acquainted with military governance abroad. Even so, the Army’s World War I governance of the Rhineland was a showcase in failure. Colonel Irwin Hunt’s 1920 report noted that the need for the United States in the Rhineland to “exercise governmental suzerainty” was “an accepted fact.” Unfortunately, “with the exception of perhaps a half-dozen men, there was probably no one who had the faintest conception of the German governmental system, of its functions, limitations or channels of communication.” Col Hunt called for better preparedness. Hunt advocated a program of education as follows:

The exercise of sovereign powers, however, no matter how light the touch may be, and how closely confined to a mere supervision of local functionaries, requires the most careful study. Efficient administration has

30 Hunt, 1920, p. 65.
ever required a smooth-running organization especially a chosen and trained personnel, and usually a thorough knowledge of the psychological, economic and political factors which may bear on the task in hand.31

In 1925, the Army’s General Service Schools at Fort Leavenworth Kansas published *Military Aid to the Civil Power*.32 The first two chapters of the text focus on international law and the laws of war. The remainder of the text consists of case studies – the US in “Porto Rico [sic],” Cuba, Germany, and comparison of American, British and French systems.

In 1939, the Army published *The Rules of Land Warfare (FM 27-10)* drafted by Maj. Gen. Allen W. Guillion, who served as the Judge Advocate General (JAG) from 1937-1941. On 30 July 1940 the Army published a second manual by Gullion, *Military Government* (FM 27-5). Europe and the East were in turmoil, but at the time, “the country was not at war, and of everything it then lacked, the Army undoubtedly missed a military government manual least.”33 Maj. Henry H. Cumming and Lt. Charles A. H. Thomson in 1941 attended politico-military courses in postwar reconstruction at St. John’s College, Cambridge sponsored by the Intelligence Training Centre of the British War Office. That same year, Maj. Gen. Gullion took on an additional assignment as Provost Marshal General, and created a military police school.34 The JAG of the U.S. Army proposed military government training on 5 September, 1941 – three months before the Japanese attack on Pearl Harbor. In a major institutional development for an army that had practiced civil affairs since its earliest days, the Secretary of War established a Civil Affairs Division in the War Department on 1 March 1943.

1. **Civil Affairs Duties**

   The duties of civil affairs officers included the following35:

   - Preparations of plans, proclamations, ordinances, and orders

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31 Hunt, p. 63.
32 The General Services Schools, 1925.
33 Ziemke, p. 4.
34 As Provost Marshal, Maj. Gen. Gullion was also a key player in the exclusion and evacuation orders of Japanese civilians that led to the internment camps. The “military necessity” argument did not hold up to scrutiny by the Army or Congress. Stanley I. Kutler, “Review Essay: At the Bar of History: Japanese Americans vs the United States.” In *The Mass Internment of Japanese Americans and the Quest for Legal Redress by Charles J. McClain*, Routledge, 1995, p. 364.
35 Ulio March 7, 1943.
• Establishment and supervision of military courts and commissions
• Reestablishment of essential government services, including
  o Public health and sanitation
  o Public safety
  o Public works
  o Public welfare
  o Education
• Preparation and execution of necessary plans concerning
  o Money and banking
  o Taxation
  o Commerce
  o Industry
  o Labor
  o Agriculture
  o And other subjects
• Maintenance of liaison between the Army and civilian officials

The Army during this era during designated some CA personnel as specialists. In the Mediterranean, the Allied Control Commission included economic, administrative, military, political and communications sections, led by Commissioners with expertise in such fields as law and public health. Perhaps the best known of the specialists today may be the Monuments, Fine Arts and Archives (MFA&A) organization, also known as “the monuments men” – a specialty that is today still on the books, but is largely unused with only three people designated in this specialty. In the Spring of 1944, reflecting on the bombing of Monte Cassino, General Dwight D. Eisenhower ordered that historical sites and cultural monuments be spared as much as possible.36 The World War II monuments men saved a tremendous quantity of European art and cultural artifacts. However, despite often holding prestigious positions in the civilian world, their low military rank interfered with their ability to perform their duties.

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2. Attributes of Military Government Personnel

With the benefit of conscription, the U.S. Army was able to acquire extensive civilian expertise. A 1943 memorandum from Adjutant General J.A. Ulio described the personal attributes desired of CA officers:

the ability to deal effectively with highly respected civilian officials in difficult and complex situations; ability to get along with people in all walks of life; tact; diplomacy; imagination; a broad social outlook; and adaptability to new and unusual customs; ability to analyze governmental, economic and related problems and to formulate and carry into effect necessary polities; high professional standing in his own field; unquestioned integrity; and ability to assimilate a wide variety of complex subject matter in a short, rigorous [sic] training program.37

The Adjutant General described the education, language, military and professional experience desired. For example, qualifying civilian careers included38:

- “governor, city manager, mayor”
- heads or principal officers of “a large public works, utility, or engineering organization”
- heads of a “large welfare organization”
- analysts “of recognized standing in banking, currency, taxation or public finance, industry, commerce, agriculture, labor employment”
- officers of public safety
- judges, attorneys, and administrators with experience in a “telephone, telegraph, or radio company” and diplomats.

3. Military Government Education

The Adjutant General compiled extensive listings of civilian skills in 1943 for the Provost Marshal General to select for the newly established School of Military Government at Charlottesville, Virginia. The educational support for Army CA included the school at Charlottesville for “that relating to the general principles of military government which are applicable and important regardless of the particular area of

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37 Ulio March 7, 1943.
38 Ulio March 7, 1943.
occupation,” and civilian colleges for “the study of backgrounds of areas of potential occupation.” The CA training was organized into three groups:

1. Officers trained at the School of Military Government for command-level work at the state or district level
2. Civilian professionals – lawyers, doctors, civil servants, engineers – to attend Charlottesville or one of ten other Civil Affairs Training Schools (CATS) in order to prepare for work in the field
3. Graduates of a new Foreign Area and Language Program (FALP) at one of 55 colleges, to serve as language and culture experts.

Meanwhile, enlisted personnel attended one of 227 colleges for the Army Specialized Training Program (ASTP) to support the officers.

The U.S. Navy at this time also established its own program on Military Government at Columbia University, directed by Professor Schuyler Wallace of the Department of Government. The purpose of the Columbia curriculum was to prepare naval officers to serve as liaisons with the army, civilian agencies, allies and “native populations of the area,” and civil affairs officers equipped to participate in the administration of such military government established under naval control.

Columbia’s military government program was placed under the Department of Public Law and Government, but required faculty expertise across disciplines and departments.

In March 1944, the War Department authorized Provost Marshal Guillion to select ten civilian universities to conduct educational programs. “The use of colleges makes available the most modern, up-to-date plant and equipment and the most competent civilian instructional personnel in the United States,” Gullion wrote in 1944, “there is little hope in attracting to an army post the numbers and quality of experts who are readily available on university campuses.” According to many observers, and conventional wisdom itself, such investments in education gave birth to area studies in academia. Nugent writes of the requirement for military officers to learn how to administer foreign lands, “It was in this context that a war-time version of area studies

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39 Memo, Gullion, PMG, for the ACoS, G-1, 6 Feb 43 PMGO files, History of MG Training, Tab 19 in (Coles and Weinberg, 1964) p 80
40 Nugent, 2007, 11-16.
41 Wallace, 1944, 29.
42 Memo, Gullion, PMG, for the Dir, CAD, 17 Apr 44, PMGO files, 008, Policy in (Coles and Weinberg 1964) pp. 81-82.
was born – one overseen by high-ranking military officers, designed and taught by
academics, and implemented around the globe by military personnel (together with
civilian professionals-turned officers).“43

However, the story is much more complex. Academic disciplines such as
economics and political science were at that time undergoing their own transformations.
Foundation funding had supported academic work around parts of the world prior to the
war. Pervasive nationalism in World War II combined with this trend at a peculiar
intersection. Timothy Mitchell explains the establishment of area studies as follows:

The attempt to construct “the Middle East” and other regions as distinct
territorial objects defining a legitimate field of study crossed paths with
the attempt to create “the economy,” “the political system,” “culture,” and
“society” as distinct social spaces, each taking the nation state as the its
[sic] normal location and extension, and each defining the territory of a
self-contained discipline.44

At the same time that nationalism achieved its apex, the academic and professional
realms of knowledge also saw the world as a set of nation states, each with its own
history, social and economic orders. The academic and military realms became
intertwined through the Cold War, with the United States engagement in Vietnam
marking yet another turning point of strained relations between universities – home to
much anti-war protest – and the military. Anthropologist societies in particular
scrutinized the work of their members with the military in Vietnam. Meanwhile, the
military needed civilian support more than ever, and found new modes of civil-military
partnership in the field.

4. Civil-military Operations

The Vietnam War era represented a turning point in the relationships between the
military and academia, and between combat and development efforts in war. The conflict
differed from previous experience due to a footprint of civilian agencies prior to large-
scale military escalation. President John F. Kennedy’s unconventional approach—later
known as special warfare—in Vietnam set the stage for a new civil-military partnership.
In 1961, President Kennedy created the U.S. Agency for International Development

43 Nugent, 2007, 8.
44 Mitchell, 2004, 84
(USAID) to assist in the economic development and stability of Vietnam and other impoverished nations. In his 1962 National Security Action Memorandum (NSAM) 124, President Kennedy characterized insurgency as a form of politico-military conflict, and called for the development of new doctrine and better cooperation among agencies to meet the challenges of these insurgents. President Kennedy directed U.S. civil-military efforts toward strengthening the South Vietnamese army and its government.

After Kennedy’s death, President Lyndon B. Johnson shifted the focus to combat missions, with little success. Debate ensued in 1966-67 over the effectiveness of the army’s strategy of attrition. Given the vulnerability of the population within South Vietnam, many within the military sought to shift focus to the “other war” of Vietnamese Revolutionary Development, supported by U.S. Civil Operations. In May, 1967 Johnson directed an effective military takeover of civilian pacification efforts, with the formation of the Civil Operations and Revolutionary Development Support (CORDS) organization. A component of the U.S. Military Assistance Command Vietnam (MACV) under military commander General William C. Westmoreland, CORDS encompassed all U.S. agencies relevant to civilian field operations and pacification except the Central Intelligence Agency (CIA).45

CORDS was a civil-military hybrid organization, with a ratio of 6500 military to 1100 civilians.46 However, Ambassador Robert Komer, Special Assistant for Pacification, was appointed as deputy to the U.S. Commander of the Military Advisory Command, Vietnam, General Westmoreland. CORDS included U.S. Forces Civic Action and Civil Affairs (Military Advisory Command, Vietnam), many USAID programs such as New Life Development, CHIEU HOI, Refugees, and Public Safety. CIA programs Montagnard Cadre, Revolutionary Development and Census Grievance were also included. Field Psychological Operations of the Joint US Public Affairs Office was also part of the CORDS organization.47 At the corps level, the CORDS chief was also deputy to the corps commander, but at the district or provincial level, the military staff served under the CORDS chief, who might be military or civilian. The structure deliberately paralleled previous civilian-led efforts, with an intention to return to it.

45 Guttieri, op cit.
The United States in Afghanistan and later Iraq returned to the civil-military model with the establishment of the Provincial Reconstruction Team (PRT) concept. These officers reconceived the Joint Civil-Military Operations Task Force (JCMOTF) as a Provincial Reconstruction Teams (PRTs) and sold the JCMOTF as a combined civil-military effort like the CORDS program with a component for international host-nation capacity-building. The PRTs were made up of civilians from the State Department and other agencies as well as military civil affairs personnel; although these were by 2003 already in such seriously short supply that in November 2008 Robert Bebber described the PRT composition as follows:

American PRTs are approximately 80-90 personnel headed by a commander at the O-5 level, usually a Navy Commander or Air Force Lieutenant Colonel. PRT members are drawn from the Army, Navy, Air Force and National Guard as well as respective Reserve components. Typically, members have a variety of backgrounds and specialties and may or may not be engaged in work related to their normal military occupation. Co-located with the PRTs are civilian representatives from the Department of State, USAID, U.S. Department of Agriculture as well as contracted local nationals serving in a variety of capacities, from linguists and laborers to cultural advisors and specialists in law and health care. (italics added)48

Functional specialists, a system of reserve civil affairs experts, were intended to develop and sustain specialized civilian skills - functional expertise - that could be drawn upon as needed. The Army’s CA Operations in 2000 identified 16 functional skills (Field Manual 41-10). The doctrine assigned functional specialist teams to each of the Army’s four regionally aligned CA commands. The doctrine elaborated on the requirements for each of the functional specialties.

Problems with the system of functional specialty concentrations among civil affairs personnel became apparent in the midst of intense demand for CA forces during the occupation of Iraq after 2003. The Army shifted the organization of reserve units in teams of functional specialists. The requirement for CA generalists was so intense

between 2005 and 2009 that the DoD turned to heavy use of individual ready reserve and to internal cross-leveling, with Navy and Air Force augmentees.\textsuperscript{49}

![Figure 2. 2006 Functional Specialties](image)

The specialist program suffered in force structure. In 2012, Dennis Edwards evaluated the functional specialist force structure as follows:

> Only 309 or 40% of the 780 positions designated as functional specialties within the reserve force structure have skill identifiers associated with them. Army Medical and Judge Advocate General Branches fill 294 or 31% of the specialty positions. Twelve percent of the positions are filled by CA plans or operations NCOs for which there are no functional

\textsuperscript{49} Edwards, 2012, p. 9
specialty skill identifiers. The remaining 11% of the positions are filled by CA officer generalists for which there are no skill identifiers associated.  

The specialist concept suffered ironically because other military and civilian elements expected specialist capability in generalists that was not possible. The distinction between generalists and specialists became blurred. The “functional specialists” became associated with unfulfilled promise. A study noted, “Many military leaders expect CA Generalists to have a significant level of general expertise in many of the areas in which Functional Specialists focus,” suggesting that generalists too were criticized for lack of expertise in the functional areas.

In November 2005, a DOD Directive 3000.05 for the first time identified stability operations as “a core U.S. military mission,” that the military should be prepared to conduct “throughout all phases of conflict and across the range of military operations, including in combat and non-combat environments.” This message, affirmed in a 2009 DOD Instruction, presented a policy-level determination on the American way of war debate that had simmered since Vietnam and possibly earlier.

Changes to civil affairs doctrine in 2006 narrowed the number of functional specialties to six general areas – rule of law, economic stability, governance, public health and welfare, infrastructure, and public education. These did not align neatly with the then-emerging Department of State and Army Special Operations doctrine regarding stability sectors. Also in 2006, the active and reserve CA components were divided. The active component remained with the Special Operations Command (SOC); the reserve component now belonged to U.S. Army Reserve Command (USARC) even though proponency remained with the Special Operations schoolhouse at Fort Bragg, North Carolina. The Army’s 2011 Civil Affairs Operations field manual FM 3-57 retained the six functional specialties, and noted that the active component CA battalion may have included a limited functional specialist capability, and generally needed to rely upon reserve CA for functional specialists.

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52 Malik, 83.
Allied and international peacekeepers also developed civil affairs capabilities, often modeled on the U.S. approach. The North Atlantic Treaty Organization (NATO) similarly established functional specialties in its civil military cooperation (CIMIC) structure. These specialists could be non-military personnel, dedicated to specific projects. The United Nations CA personnel since 1992 are civilians working under the Department of Political Affairs; UN civil-military cooperation (CIMIC) personnel are military personnel working under the Department of Peacekeeping Operations. In some cases, UN CA organizations have recruited specialists, as in East Timor, where anti-corruption specialists worked with leaders and agencies to open dialogue and create legislative and regulatory means to address corruption.

Meanwhile, particularly following the 2003 invasion of Iraq, national civilian force structures for civil affairs were also initiated. The United Kingdom’s Stabilization Unit developed civilian specialists (see Appendix C for examples).

In December 2005, the White House issued National Security Presidential Directive (NSPD) 44 declaring the U.S. Department of State (DOS) the focal point (1) “to coordinate and strengthen efforts...to prepare, plan for, and conduct reconstruction and stabilization assistance...” and (2) “to harmonize such efforts with US military plans and operations.” NSPD 44 seemingly empowered the Office of the Coordinator for Reconstruction and Stabilization in the Department of State (S/CRS), created in 2004. The Department of Defense (DOD) developed plans to support the “civilian surge” - a civilian response capacity.

The U.S. Department of State created a Civilian Response Corps that sought to address the need for civilian expertise in the field. The S/CRS planned to hire deployable civilians, and the DoD offered support for an integrated training strategy and the plan to hire, train, and deploy 250 Active Response Corps (ARC), 2000 Standby Response Corps (SRC), and 500 Civilian Reserve Corps (CRC). Together various agencies collaborated

55 UN Civil Affairs Handbook, 2012. There were 1000 UN Civil Affairs Officers working in 17 DPKO or DPA-led missions. www.un.org/en/peacekeeping/issues/civil.

Unfortunately, the surge of civilian experts failed to materialize. Career incentives were just not there to induce government workers to leave their home departments for expeditionary deployments. Unlike military personnel, civilians could not be compelled to work in dangerous environments. Meanwhile, although the State Department’s S/CRS had many champions at DoD, too few served in the State Department because S/CRS was underfunded and understaffed, and operated in an institutional culture unwelcoming to its mission. After struggling for several years, the S/CRS was transformed into the Bureau of Conflict and Stabilization Operations following the 2010 Quadrennial Diplomacy and Development Review (QDDR). One commentator noted at the time, “State’s competence in S&R [Stabilization and Reconstruction] is hanging on by a thread.”58 The “civilian surge” and plans for a cadre of expeditionary civilians as part of S/CRS have now been largely set aside. In light of these events, the authorities of NSPD 44 ring hollow.

For its part, the U.S. military leadership by the turn of the decade included larger numbers of veterans familiar with the civil dimension of conflict and interagency cooperation. In 2010, the DOD reinforced military obligations at the policy level. DOD Directive 5100.01 required the Army to be prepared to, when necessary and directed, to “occupy territories abroad and provide for the initial establishment of a military government, pending transfer of responsibility to other authority.”

B. **STATUS QUO ANTE FUNCTIONAL SPECIALTY POSITIONS**

Position descriptions for current functional specialty positions are provided in Appendix D.

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III. RECOMMENDED 38G CIVIL AFFAIRS OFFICER POSITIONS

A. INTRODUCTION

The GISD team considered the evolution of civil affairs functional specialties, the merits of past descriptors, and the need to adapt to current requirements. Without a defined concept for their employment in the field, the team worked in the abstract, eliciting input from experienced stakeholders to address the needs of operating environments – policy, people and places – in which functional specialists might add value.

From the literature review and analysis, together with findings from the sector-specific project reviews, the project team identified a number of functional specialties for the 38G CA officer. This chapter describes each of the proposed specialties, providing an initial set of associated education, experience, and credentialing requirements.

B. PROPOSED 38G POSITIONS: REVITALIZING 38G EXPERTISE

The GISD research identified these specialties for the 38G CA officer expertise, to revitalize and to extend current functional specialties. In most cases, the proposed positions build on and update existing specialties. In a few cases, they introduce needed skills that were not recognized in existing provision:

- Governance
  - Governance infrastructure and essential services
  - Political accountability
  - Political capacity
  - Civil service
  - Cultural preservation
- Safe and Secure Environment
  - Civil information security
  - Environmental security
  - Human security
  - Institutional security
- Rule of Law
  - Investigation and prosecutions
  - Judicial
  - Law enforcement
  - Corrections / prison administration
  - Justice reform and professionalization of justice system
  - Accountability and justice defense: transitional justice, anti-corruption, and human rights
- Social Well-Being
  - Global public health
  - Disaster preparedness and resilience
  - Complex emergency response and recovery
  - Relief-to-development continuum
  - SWEAT-Social provision systems
  - Socio-economic enterprise development
- Economy
  - Agriculture and land management
  - Production and industry
  - Commerce and trade
  - Finance and macroeconomics

In the area of Homeland Integration, the project concluded that no new specialty is needed, but that all CA officers need to be able to apply their expertise both to foreign and domestic operations (for the latter, in accordance with existing authorities).

C. PROFESSIONAL TIERING

Figure 2 illustrates four levels of professional proficiency associated with Civil Affairs positions. Table 1 provides a tabular view of this information, with additional information on how the positions are reported. These are used in human resources assessments to score candidates for determining the appropriate level to assign to that individual. In addition to these general qualifications for each level, the descriptions of 38G positions provide identification of specific expertise (educational degree major,
specific kinds of experience, specific certifications, etc.) for each of the proposed specialties.

Figure 3. Professional Tiering (Source: CA Proponency)

Table 1. General Education, Certification, and Experience Requirements for the Levels of Professional Proficiency (Source: CA Proponency)

<table>
<thead>
<tr>
<th>Professional Proficiency Indicator</th>
<th>Education</th>
<th>Certification</th>
<th>Experience (corporate, academic, field)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1P Master</td>
<td>PhD (or terminal degree in relevant field) … or</td>
<td>Terminal certificate</td>
<td>144 months</td>
</tr>
<tr>
<td>1N Expert</td>
<td>Masters … and</td>
<td>Certificate</td>
<td>96 months</td>
</tr>
<tr>
<td>1M Senior</td>
<td>Masters … or</td>
<td>Certificate</td>
<td>48 months</td>
</tr>
<tr>
<td>1L Basic</td>
<td>Bachelor … or</td>
<td>--</td>
<td>--</td>
</tr>
</tbody>
</table>

Unit Status Report (USR)

<table>
<thead>
<tr>
<th>Career Management Field (CMF)</th>
<th>Area of Concentration (AOC)</th>
<th>Professional Proficiency Indicator (PPI)</th>
<th>Skill Identifier (SI)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Now</td>
<td>38 A</td>
<td>1P</td>
<td>6U (e.g.)</td>
</tr>
<tr>
<td>Future (Oct 2015)</td>
<td>38 G</td>
<td>1L</td>
<td>6U</td>
</tr>
</tbody>
</table>

Note: There is no accountability / reporting out beyond the three character designator (38A, 38G).
D. GOVERNANCE

Because governance includes the delivery of core services such as security, rule of law, economic governance and basic needs, the governance sector is, in many ways, an umbrella for other sectors. Stable governance, as described in the United States Institute of Peace (USIP) and Peace Keeping and Stability Operations Institute (PKSOI) Guiding Principles, is a condition characterized by “ability of the people to share, access, or compete for power through nonviolent political processes and to enjoy the collective benefits and services of the state.” Ashraf Ghani and Clare Lockhart focus specifically on key functions of the state in their book, Fixing Failed States. Primary among these functions is the provision of a monopoly on the use of force. For Max Weber, the successful claim to a monopoly on the legitimate use of force within a given territory defines the state. Particularly in the early days of an intervention, establishing public order and providing basic services are essential to the success of the mission.

Delivery of services enhances legitimacy - the right to rule, or the rightness of a regime. Francis Fukuyama’s measures of “stateness” include both the scope of governmental activity and the strength of the state, “the ability to plan and execute policies and to enforce laws cleanly and transparently.” Public administration provides for stewardship of state resources. Transitional administrators, or interim regimes, are historically characterized by the persistence of power from previous regimes, and contest for power in the new order. Responsible custodianship of state resources, transparency and accountability are practices that often must be learned. Transitional regimes supported by US and international partners make crucial decisions affecting the fundamental rights of the people, including security sector and civil service reform - some of the most challenging issues in post-conflict states.

Governance is one of the richest areas for enabling technologies. Social media, data storage, web portals, communications technologies, and mapping all provide tools

for administration of governance, mobilization of peace constituencies, and articulation of interests.

U.S. joint doctrine assigns responsibility to military commanders for civil military operations (CMO), including “directly supporting the attainment of objectives relating to the reestablishment or maintenance of stability within a region or host nation (HN).” In this context, civil affairs forces supporting commanders “specialize in indirect approaches in support of traditional warfare (e.g., stability operations) and irregular warfare. CA forces conduct military engagement, humanitarian and civic assistance, and assistance to influence HN and friendly nation (FN) populations.” The tasks for military support to governance range from providing day-to-day assessments and support to U.S., host nation, international, and non-governmental agencies to directly conducting military government. Delivery of essential services, provision of administration, election and legislative support, protection of state resources, and so on are needed, as well as provision of space for civil society, independent media, and opportunities for the public to participate in their own governance. Domestically, these are skills that might be found among those with experience in public service at various levels, and with education in social sciences, particularly political science, public policy /public administration, and law.

Proposed positions in the Governance sector include:

- Governance of infrastructure and essential services
- Political accountability
- Political capacity
- Civil service
- Cultural preservation

These positions are described in the following subsections.

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63 *JP 3-57* p. xii. “CA forces assess impacts of the population and culture on military operations; assess impact of military operations on the population and culture; and facilitate inter-organizational coordination. CA joint responsibilities include plan, coordinate, conduct, and assess CAO, and support building partnership capability. Civil Affairs Operations (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.”
1. Governance of Infrastructure and Essential Services

Description of positions. Identifies positions requiring integrated experience and awareness of contemporary alternatives to standard ‘national’ infrastructure capacity. The 38G will bring competence to assess existing capacity for critical infrastructures relevant to governance, provisions of essential services, stewardship of state resources, and security sector reforms, to identify available modes and technologies, and to guide selection and implementation.

This role is not solely a technology-based role, but needs to recognize the institutional and social/cultural ecosystem concerns involved in technology solutions. The task is to be able to assess and enable governance for needed technology and social infrastructure and to recommend, guide, and broker among stakeholders to identify viable institutional capacity. Has familiarity with public-private systems of regulation and incentives. Has familiarity with multiple levels of governance (local, regional, national, global). Adaptive thinkers able to think across sector boundaries and understand supply chain systems and infrastructure investment.

Qualifications

Basic Level

Requires: (1) appropriate Bachelor's degree from a regionally accredited university, which correlates to the skill identifier under consideration for proficiency designation; and (2) certificate(s) of training and/or other educational documentation pertaining to the skill identifier under consideration.

Restrictions: For use with area of concentration (AOC) 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.

• Education: BA/BS and equivalents in relevant specialties and disciplines (law, engineering, innovation studies, history of technology; systems design, economic geography, project management)
• Certification: See above
**Senior Level**

Requires Basic Functional Skill Practitioner (1L) and possesses two of the following requirements: (1) minimum of 48 months of cumulative experience working in career field correlating to the Basic Functional Skill Identifier (SI) under consideration; (2) appropriate Master's degree from a regionally accredited university; (3) Professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Senior Functional Skill Practitioner SI 1M.

- **Education**: MA/MS equivalents in relevant fields (see Basic)
- **Experience**: 48 months of cumulative experience working in career field correlating to the Basic Functional Skill Practitioner SI under consideration and appropriate professional certification; e.g., in roles that involve exploration, assessment, selection and implementation of alternative infrastructure models and technologies
- **Certification**: See above

**Expert Level**

Officers who possess expansive knowledge and working experience in civil skills. Requires Senior Functional Skill Practitioner SI (1M) and: (1) minimum of 96 months of cumulative experience working in career field correlating to the Senior Functional Skill Practitioner SI under consideration; (2) appropriate Master's degree from a regionally accredited university; and (3) professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Senior Functional Skill Practitioner SI 1M.

Restrictions: For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.

- **Education**: MA/MS and equivalents in relevant specialties and disciplines (law, engineering, innovation studies, history of technology; systems design, economic geography, project management)
- Experience: in roles that involve exploration, assessment, selection, and implementation of alternative infrastructure models and technologies, public sector specifics of procurement, meeting legislative mandates, etc.
- Certification: See above

**Master Level**
Officers who possess mastery knowledge and working experience in civil skills. Requires: Expert Functional Skill Practitioner SI (1N) plus a minimum of 144 months of cumulative experience working in career field correlating to the Expert Functional Skill Practitioner SI under consideration and: (1) appropriate PhD from a regionally accredited university and/or (2) terminal professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Expert Functional Skill Practitioner SI 1N.

Restrictions. For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.

- Education: Advanced and terminal professional degrees in relevant specialties and disciplines (law, engineering, innovation studies, history of technology; systems design, economic geography)
- Experience: in roles that involve exploration, assessment, selection, and implementation of alternative infrastructure models and technologies, with substantial attention to public sector specifics of procurement, meeting legislative mandates, with additional experience in working in cross-sector and cross-industry projects
- Certification: See above

**Rationale/Discussion.** This focus on institutional capacity is one of the hallmarks of the literature on post-conflict reconstruction. What that means in the modern context is more changeable than at any time since the industrial revolution. Rapid technological innovation has made tremendous advances possible in some societies in a short time. On the other hand, the distribution of costs and benefits is often imbalanced, among identity...
groups or between geographic regions such as the state or the province. A shock to the system during transitional military administration or while lending support to civil authority can open up new possibilities for addressing infrastructure and essential service governance in new ways. On the other hand, “fixes” introduced by agents from wealthy industrial or technologically sophisticated nations are often misplaced or inappropriate. These agents may oversee systems that work well in the local context. Innovation in this context may not be the import of new models, but also working with available solutions to craft approaches or adaptations that are seen as new.

**Civilian Partners:**
- US Agency for International Development
- World Bank
- United Nations Development Program
- Private Industry Partners
- Philanthropic Organizations

**Reach-back Examples:**
- Center for Effective Global Action (UC Berkeley). [http://cega.berkeley.edu](http://cega.berkeley.edu)
- Development Impact Lab (UC Berkeley). [http://dil.berkeley.edu](http://dil.berkeley.edu)

**Certificates:** Examples include MIT Sloan Executive Certificate in Technology, Operations, and Value Chain Management; Georgia Tech Health and Humanitarian Logistics; Stanford Innovation and Entrepreneurship; UCLA Director Training and Certification. Certification examples include:
- Association for Manufacturing Excellence (AME)
- Association of Information Technology Professionals (AITP)
- Institute of Mechanical Engineers (IMechE)
- International Natural Bodybuilding Association (INBA)
• Institute of Transportation Engineers
• Institution of Chemical Engineers (IChemE)
• Institution of Civil Engineers (ICE)
• Institution of Engineering and Technology (IET)
• International Association for Bridge and Structural Engineering (IABSE)
• International Association of Business Communicators (IABC)
• International Association of Facilitators (IAF)
• Society of Manufacturing Engineers
• Institute of Industrial Engineers
• American Planning Association
• Standards Engineering Society (SES)
• Urban Land Institute (ULI)
• American Public Transportation Association
• American Public Works Association
• Council of Supply Chain Management Professionals
• Industrial Designers Society of America
• American College of Healthcare Executives
• American Management Association
• American Society of Association Executives
• Association for Public Policy Analysis and Management
• Association for Public Policy Analysis and Management
• California Association of Employers
• Center for International Private Enterprise
• Financial Executives International
• Financial Managers Society
• Healthcare Financial Management Association
• Healthcare Financial Management Association
• Institute for Operations Research and the Management Sciences (INFORMS)
• Institute for Supply Management
2. Political Accountability

Description of positions. Identifies positions requiring assisting/advising local leadership in establishing accountability processes, methods, and techniques. Maintains transparency in reporting across organizations, private and public, horizontally, and vertically. Ensures public awareness of accountability processes and programs. Facilitates situational awareness / understanding of political environment by advising commanders and staffs on progress in governance.

Qualifications: Demonstrate knowledge and experience of:

- The operation and functioning of political systems in different settings, including democratic, authoritarian, and fragile and conflict-affected contexts.
- Political culture and various public administration systems.
- The opportunities and limitations of building inclusive and legitimate political systems in fragile and conflict-affected environments, and the risks related to political transitions.
- The roles and functions of other institutions of horizontal accountability (e.g., anti-corruption commissions, human rights commissions, women’s rights and mainstreaming, ombudsman offices, etc.).
- Roles and functions of vertical accountability (citizen groups, media) and the different strategies that citizens/civil society use to demand rights and accountability, including use of new technologies, and the challenges and risks they face in different contexts.
- Strategies and approaches to promote the participation, representation, and human rights of women and excluded groups in political processes.

Basic Level

Requires: (1) appropriate Bachelor's degree from a regionally accredited university, which correlates to the skill identifier under consideration for proficiency designation; and (2) certificate(s) of training and/or other
educational documentation pertaining to the skill identifier under consideration.

Restrictions: For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.

- Education: BA/BS in Political Science with concentration in Public Administration, Public Policy; Law; Accounting; Financial Management
- Experience: Minimum 2 years applicable experience
- Certification: See above

**Senior Level**

Requires: Basic Functional Skill Practitioner (1L) and possess two of the following requirements: (1) minimum of 48 months of cumulative experience working in career field correlating to the Basic Functional Skill Practitioner SI under consideration; (2) appropriate Master's degree from a regionally accredited university; (3) Professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Senior Functional Skill Practitioner SI 1M.

- Education: MA/MS or equivalent degree in related field
- Experience: 5 years applicable experience
- Certification: See above

**Expert Level**

Officers who possess expansive knowledge and working experience in civil skills. Requires: Senior Functional Skill Practitioner SI (1M) and: (1) minimum of 96 months of cumulative experience working in career field correlating to the Senior Functional Skill Practitioner SI under consideration; (2) appropriate Master's degree from a regionally accredited university; and (3) professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Senior Functional Skill Practitioner SI 1M.
Restrictions: For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.

- Education: MA/MS or equivalent in related field
- Experience: Add at least 3 years cumulative experience in international operations with government, multinational or civil society organizations.
- Certification: See above

**Master Level**

Officers who possess mastery knowledge and working experience in civil skills. Requires: Expert Functional Skill Practitioner SI (1N) plus a minimum of 144 months of cumulative experience working in career field correlating to the Expert Functional Skill Practitioner SI under consideration and: (1) appropriate PhD from a regionally accredited university and/or (2) terminal professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Expert Functional Skill Practitioner SI 1N.

Restrictions. For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.

- Education: Terminal degree in related field and appropriate professional certifications
- Experience: 10+ years cumulative experience and recognized expertise in international operations with government, multinational, or civil society organizations.
- Certification: See above

**Rationale/Discussion.** Legitimacy deficits are among the greatest plagues in nations seeking to prevent reentering conflict or transitioning out of it. External participation in state-building can exacerbate the problem by flooding shaky regimes with
resources but little strategic planning. Patronage systems readily consume the resources provided. In preparing the distinctions among expertise required for governance, we found expert consensus that an accountability officer should be exclusively assigned, to avoid any confusion of purpose.

Civilian Partners:
- Inspector General
- General Accountability Office

Reach-back Examples: TBD

Certification: Examples include Institute of Internal Auditors (IIA) and Institute of Management Accountants (IMA).

3. Political Capacity

Description of positions. Identifies positions requiring support to stable and inclusive host nation governance and non-violent conflict management through political processes. Has familiarity with traditional and formal systems of conflict management and governance. Understands alternative political voting and representational systems. Advises senior officials on appropriate political organization, participation, and mobilization; assessing the political situation on the ground including dynamics of non-host nation and international actors; conducting continuous political environmental scanning to establish/maintain political situational awareness/knowledge; supports and facilitates legitimate political organization (legislative and executive, both formal and traditional); supports and facilitates legitimate political mobilization/participation; provides guidance on construction of political system(s).

Qualifications

Basic Level
Requires: (1) appropriate Bachelor's degree from a regionally accredited university, which correlates to the skill identifier under consideration for proficiency designation; and (2) certificate(s) of training and/or other educational documentation pertaining to the skill identifier under consideration.

Restrictions: For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F.

• Education: BA in social science discipline or relevant field
• Experience: experience in political processes, political communication, union, or community organizing
• Certification: See above

Senior Level
• Requires Basic Functional Skill Practitioner (1L) and possesses two of the following requirements: (1) minimum of 48 months of cumulative experience working in career field correlating to the Basic Functional Skill Practitioner SI under consideration; (2) appropriate Master's degree from a regionally accredited university; (3) Professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Senior Functional Skill Practitioner SI 1M.
• Education: MA in social science discipline or relevant field
• Experience: 5 years experience
• Certification: See above

Expert Level
Officers who possess expansive knowledge and working experience in civil skills. Requires: Senior Functional Skill Practitioner SI (1M) and: (1) minimum of 96 months of cumulative experience working in career field correlating to the Senior Functional Skill Practitioner SI under consideration; (2) appropriate Master's degree from a regionally accredited university; and (3) professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Senior Functional Skill Practitioner SI 1M.
Restrictions: For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.
• Education: MA in social science discipline or relevant field
• Experience: 10 years of experience in political processes, political communication, union, or community organizing
• Certification: See above

Master Level
Officers who possess mastery knowledge and working experience in civil skills. Requires: Expert Functional Skill Practitioner SI (1N) plus a minimum of 144 months of cumulative experience working in career field correlating to the Expert Functional Skill Practitioner SI under consideration and: (1) appropriate PhD from a regionally accredited university and/or (2) terminal professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Expert Functional Skill Practitioner SI 1N.

Restrictions: For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.

• Education: Terminal degree in social science discipline or commensurate political experience
• Experience: 10+ years of experience in politics, legislation, union or other political capacity
• Certification: See above

Rationale/Discussion. The political capacity officer is a different animal from the civil service officer. Social communication and interest group dynamics are as important here as familiarity with party and legislative systems. The political capacity officer advances the goals of enhancing the ability of people to share, access, and compete for power through just and democratic means; supports legitimization of political processes to authoritatively allocate value in society; promotes informed participation in governance and service delivery, and development of technical expertise that solicits, articulates, and advocate interests; facilitates communication of social needs and conflict management.

Reach-back Mechanisms: Network of field labs, dialogue convening/forums, communities of practice. Also the National Association of Certified Mediators.

Certification: Examples include the International Society of Parliamentarians.

4. Civil Service

Description of positions. Identifies positions requiring focus on knowledge of management of public administration. Assists host nation governments in recruiting talented civil service professionals and managing public sector human resources; in organizing and setting rules and standards for the civil service; in creating assessment and evaluation processes for public sector performance; in improving management processes for delivery of public services; in enhancing citizen access to, participation in, and information about public service delivery. Basic to advanced knowledge of management of public administration.

Qualifications

Basic Level

Requires: (1) appropriate Bachelor's degree from a regionally accredited university, which correlates to the skill identifier under consideration for proficiency designation; and (2) certificate(s) of training and/or other educational documentation pertaining to the skill identifier under consideration.

Restrictions: For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.

- Education: Relevant BA (prefer social science, particularly public administration or public policy)
- Experience: See above
- Certification: See above
Senior Level
Requires: Basic Functional Skill Practitioner (1L) and possesses two of the following requirements: (1) minimum of 48 months of cumulative experience working in career field correlating to the Basic Functional Skill Practitioner SI under consideration; (2) appropriate Master's degree from a regionally accredited university; (3) professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Senior Functional Skill Practitioner SI 1M.

- Education: See above
- Experience: See above
- Certification: See above

Expert Level
Officers who possess expansive knowledge and working experience in civil skills. Requires: Senior Functional Skill Practitioner SI (1M) and: (1) minimum of 96 months of cumulative experience working in career field correlating to the Senior Functional Skill Practitioner SI under consideration; (2) appropriate Master's degree from a regionally accredited university; and (3) professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Senior Functional Skill Practitioner SI 1M.

Restrictions: For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.

- Education: See above
- Experience: See above
- Certification: See above

Master Level
Officers who possess mastery knowledge and working experience in civil skills. Requires: Expert Functional Skill Practitioner SI (1N) plus a minimum of 144 months of cumulative experience working in career field correlating to
the Expert Functional Skill Practitioner SI under consideration and: (1) appropriate PhD from a regionally accredited university and/or (2) terminal professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Expert Functional Skill Practitioner SI 1N.

Restrictions: For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.

- Education: See above
- Experience: See above
- Certification: See above

**Rationale/Discussion.** The civil service officer provides provision of essential resources, stewardship of state resources, and Civic Participation and Empowerment, with respect to information to the public sector.

**Civilian Partners:** Host nation civil service commission; public sector unions; private sector stakeholder networks (e.g., Association of Hospitals re regulations). Interagency – DoS and USAID. International partner nations/organizations; public administration networks (Commonwealth of Public Administration and Management).


**Certifications:**
- International City/County Management Association
- American Federation of Government Employees
- Society of Government Economists

5. **Cultural Preservation**

Description of positions (source: Corine Wegener, Smithsonian). Identifies positions requiring specialized knowledge and experience in identifying, safeguarding, and preserving cultural property in accordance with U.S. legal responsibilities under the 1954 Hague Convention for the Protection of Cultural Property in the Event of Armed
Conflict. This includes moveable and stationary cultural property, including historic and cultural monuments, sites and architecture, whether religious or secular; archaeological sites; works of art; manuscripts, books and other objects of artistic, historical or archaeological interest; as well as scientific collections and important collections of books or archives and the buildings that house them such as museums, libraries, archives, or other depositories In consultation with the Judge Advocate General (JAG), advise the commander on legal responsibilities under the Law of Land Warfare and the 1954 Hague Convention. Provides liaison and coordination with host nation authorities responsible for safeguarding their cultural heritage, as well as cultural heritage international organizations (IOs) and non-governmental organizations (NGOs).

Qualifications

Basic Level

Requires: (1) appropriate Bachelor's degree from a regionally accredited university, which correlates to the skill identifier under consideration for proficiency designation; and (2) certificate(s) of training and/or other educational documentation pertaining to the skill identifier under consideration.

Restrictions: For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.

- Education: BA/BS in library science, art history, museum studies, historic preservation/site management, architectural history, archaeology, anthropology, or conservation science from a regionally accredited college or university acceptable to the Department of the Army or have equivalent practical training in one or more of such fields.
- Experience: See above
- Certification: See above

Senior Level

Requires Basic Functional Skill Practitioner (1L) who possesses two of the following requirements: (1) minimum of 48 months of cumulative experience
working in career field correlating to the Basic Functional Skill Practitioner SI under consideration; (2) appropriate Master's degree from a regionally accredited university; (3) professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Senior Functional Skill Practitioner SI 1M.

- Education: BA/BS as detailed above
- Experience: See above
- Certification: See above

Expert Level
Officers who possess expansive knowledge and working experience in civil skills. Requires Senior Functional Skill Practitioner SI (1M) and: (1) minimum of 96 months of cumulative experience working in career field correlating to the Senior Functional Skill Practitioner SI under consideration; (2) appropriate Master's degree from a regionally accredited university; and (3) professional certification from one of the FKSWCS recognized national certifying bodies who oversee the career field relating to the Senior Functional Skill Practitioner SI 1M.

Restrictions: For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.

- Education: MA/MS as detailed above
- Experience: See above
- Certification: See above

Master Level
Officers who possess mastery knowledge and working experience in civil skills. Requires Expert Functional Skill Practitioner SI (1N) plus a minimum of 144 months, cumulative experience working in career field correlating to the Expert Functional Skill Practitioner SI under consideration and: (1) appropriate PhD from a regionally accredited university and/or (2) terminal professional certification from one of the JFKSWCS recognized national
certifying bodies who oversee the career field relating to the Expert Functional Skill Practitioner SI 1N.

Restrictions. For use with AOC 38G only. Award of proficiency and waiver requests will be determined by CG, Headquarters, U.S. Army John F. Kennedy Special Warfare Center and School (JFKSWCS), ATTN: AOJK–CDI-CA, Fort Bragg, NC 28310.

- Education: PhD as detailed above
- Experience: See above
- Certification: See above

**Rationale/Discussion.** The 6W Archivist position is too narrow, considering the last ten years of Civil Affairs experience and obligations under the 1954 Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict.

The title 6W Cultural Heritage Preservation Officer or Cultural Heritage Officer is more in line with broad spectrum of cultural property issues encountered in Iraq, Afghanistan, Kosovo and other theaters. Although preservation and autonomy of archives are ongoing issues, particularly in Iraq (the Iraqi Jewish Archive and the Iraqi government archival documents were removed from Iraq to the U.S., causing diplomatic headaches through today), most high profile damage to cultural heritage during U.S. military operations in Iraq and Afghanistan have involved museums, archaeological sites, and religious sites, followed by libraries and archives.

Any SI position for a Cultural Heritage Officer would more logically fall within Governance than Public Health and Welfare. In the U.S. (which does not have a Department of Culture), many museums and other cultural sites and institutions are private, nonprofit organizations and may be thought of as part of the “public welfare.” Yet in nearly every other country in the world, cultural institutions fall under the Ministry of Culture at the national and regional levels, making them more a governance issue than public welfare.

In rewriting the text describing the definition of cultural property and U.S. responsibilities, the language from the 1954 Hague Convention for the Protection of
Cultural Property in the Event of Armed Conflict, an international treaty which the U.S. Senate ratified in September 2008, was used.64

The Arts, Monuments, and Archives tasks of CA and the related SI within Civil Affairs actually fulfill certain U.S. legal obligations under international law and the 1954 Hague Convention.

E. SAFE AND SECURE ENVIRONMENT

Proposed positions in the Safe and Secure Environment sector include:

• Civil information security
• Environmental security
• Human security
• Institutional security

These positions are described in the following subsections.

1. Civil Information Security

Description of positions. Identifies positions requiring the provision of advice and counsel concerning all aspects of Civil Information Management as they apply to individual, organizational, and national security, including communications, computers, networks, and software. Individuals in these positions will interact with, influence, and assist indigenous national officials in developing civil information security policies and training civil information security personnel at operational and strategic levels of government; they will have the education and experience to advise and assist with the integration of civil information security policies and organizations into the broader national security picture. Individuals in these positions will be both trained and experienced in civil information management per U.S. Army and Joint doctrine and will be able to advise, assist, influence, and train selected indigenous personnel in this doctrine as it applies civil information security. Individuals in these positions will be able to integrate hardware, software, and humanware issues into coherent policy recommendations concerning civil information security.

Qualifications

Basic Level

- Education: Bachelor’s degree in Information Management related field, and some education in security related subjects; Bachelor’s Degree in interdisciplinary degree combining information management related disciplines, legal/security related disciplines, cognitive sciences related disciplines, and political communications related disciplines.
- Experience: four years of experience in the field.

Senior Level

- Education: second BA/BS in either Information Management related field or legal/security related field depending on what the first BA/BS is in, or Interdisciplinary BA/BS disciplines/fields mentioned in the Basic Level; or MA/MS degree in related fields/interdisciplinary areas.
- Experience: at least Eight years of experience in relevant fields with at least one international experience/tour.
- Certification: maintenance of CISM, CISA or CISSP-ISSMP related certificates; certification in law enforcement/criminal justice fields.

Expert Level

Education: Necessary: MA/MS degree(s) in fields noted above in relevant levels; or at least ABD in related field.

- Experience: at least eight years of experience in the field with at least one international experience/tour in the field and at least one management/command assignment in the field.
- Certification: maintenance of CISM, CISA, or CISSP-ISSMP related certificates, and certification in law enforcement/criminal justice fields.

Master Level

- Education: PhD in related fields addressed at the Basic Level.
Experience: at least twelve years of experience in the field with multiple international experiences/tours in the field, and multiple management/command assignments; Recognition by peers as a subject matter expert in the civil information security field.

Certification: maintenance of CISM, CISA, or CISSP-ISSMP related certificates, and certification in law enforcement/criminal justice fields.

Rationale/Discussion. As with all safe and secure sector sub-specialty qualifications, civil information security generally follows the same progression. It also takes advantage of the consensual guidance from the SSE sector review meeting held in Carlisle, Pennsylvania. The position description has been extensively rewritten to account for the GISD project group’s recommendation to tailor the position to the subject of civil information management. This sub-specialty has the most stringent certification requirements, though they do not have intermediate or advanced certification; rather, there are standard requirements to re-certify after a certain number of years. Also, the education requirements are designed to reflect the need for specialists in civil information security to be more than hardware and software experts; they must be aware of both areas, but must be able to integrate any concerns into advice and counsel for securing information in all areas relating to civil information.

2. Environmental Security

Description of positions. Identifies positions requiring expert advice and counsel concerning the protection of affected populations from natural and human-made environmental disasters (including consequence management) and protection of the natural environment from the predations of humans in order to insure a continued survivable habitat for human society. Individuals in these positions will interact with, influence, and assist indigenous national officials in developing environmental security policies and training environmental security personnel at operational and strategic levels of government. Candidates must be able to integrate these two aspects, and provide effective advice and counsel to policy makers for successful implementation.

Qualifications

Basic Level
- Education: Bachelor’s degree in one of the Life Sciences, Environmental Management/Policy, a multidisciplinary environmental program, or Environmental Engineering
- Experience: four years of experience in environmental security.
- Certification: basic certification in (a) environmental management (this could be an academic degree) and (b) security management (there are many programs without consensus as to which are better than others)

**Senior Level**
- Education: MA/MS in one of the areas noted in Basic Level.
- Experience: eight years’ experience in environmental security must have international experience/tour in the field.
- Certification: intermediate certification in both above fields (from Basic Level) (Masters’ degree counts as intermediate certification for one of the two).

**Expert Level**
- Education: Master’s degree in one of the areas noted above.
- Experience: at least eight years of experience in environmental security with international experience/tour in field, and command/management experience in the field.
- Certification: same as Senior Level; or most advanced certification in both above fields (from Basic Level).

**Master Level**
- Education: PhD in field of environmental engineering, then terminal certification at Masters’ level.
- Experience: at least twelve years of experience in environmental security with multiple international experience/tours in field, and command/management experience in field, demonstrated recognition by peers as subject matter expert in the field.
- Certification: most advanced certification in both environmental management/policy/engineering, and security management.
Rationale/Discussion. The team is skeptical that there is such a thing as a Basic Level subject matter expert for this position. If the Army wants to “grow” their own in-house experts, they can do that by existing means – through transfers from branches that mesh well with Basic Level environmental security subject matter expert (SME) requirements (e.g., Engineers). The progression of education, experience, and certification reflects the guidance/wisdom provided in the sector review meeting.

3. Human Security

Description of positions. Identifies positions requiring the provision of expert advice and counsel on the protection of humans, groups, societies, and their artifacts. Individuals in these positions will interact with, influence, and assist indigenous national officials in developing human security policies and training human security personnel at operational and strategic levels of government. Human security specialists are expert in security but also integrate study and social work experience, social and economic development, cultural (especially religious) studies, and cultural/historical heritage/archaeological subjects. This is a specialty that probably requires sub-specialty discussion. The common thread is the necessity for security management education/experience.

Basic Level
- Education: Bachelor’s degree in social work, social sciences, law enforcement, or criminal justice.
- Experience: four years of experience in the field of human security.
- Certification: any certificate from acknowledged institution of human security related services (there are no internationally agreed upon certificates for Human Security).

Senior Level
- Education: Masters’ in the above fields (from Basic Level); and some legal education relevant to human security.
- Experience: at least eight years of experience in the field with at least one international experience/tour in the field.
- Certification: Basic certification in social work (Masters’ in social sciences qualifies as certificate) in law enforcement or criminal justice.
Expert Level

- Education: Masters’ in the above fields (from Basic Level) or terminal masters’ in social work with evidence of some legal education.
- Experience: at least eight years of experience in the field with at least one international experience/tour in the field and at least one management/command assignment.
- Certification: at least basic social work certification (Masters’ in social sciences counts as basic certification) and law enforcement/criminal justice certification relevant to the field.

Master Level

- Education: either terminal professional Masters’ in social work or associated field, or PhD in social sciences.
- Experience: at least twelve years of experience in the field with multiple international experiences/tours and at least one management/command assignment, as well as substantial recognition by peers as a subject matter expert in the field; and multiple management/command assignments, especially of international forces/organizations.
- Certification: advanced social work certification (Doctorate in social sciences counts as advanced certification) and law enforcement/criminal justice certification relevant to the field.

Rationale/Discussion. The logic for human security closely follows that of environmental security, and is consistent with the Figure 2 (Professional Tiering) breakout. The qualifications also follow the collective guidance from the SSE sector review meeting. At some future date the UN may establish human security certification credentials; in that case, we would recommend adapting its certification process to this sub-specialty.

4. Institutional Security

Description of positions. Identifies positions requiring the provision of advice and counsel on the protection of things, spaces and places; this position sub-specialty usually is referred to as Physical or Territorial Security. Individuals in these positions will
interact with, influence, and assist indigenous national officials in developing institutional security policies and training institutional security personnel at operational and strategic levels of government; they will have the education and experience to advise and assist with the integration of institutional security policies and organizations into the broader national security picture. Institutional Security experts holding this sub-specialty may hold expertise and experience derived from existing military specialties, especially infantry, military police, engineers, intelligence and medical service corps relevant MOSs and skill identifiers. Individuals in these positions can have significant relevant civilian experiences like SWAT teams, private security firm management (e.g. Chief Executive Officer, Chief Operations Officer), and police leadership and administration.

Qualifications

Basic Level
- Education: Associate’s or BA in law enforcement or criminal justice, or related field with some legal education, particularly relevant to the field of institutional security.
- Experience: Four years of experience in the field.
- Certification: Basic certification in law enforcement or criminal justice in specialties relevant to field (e.g. from police academies or private training providers like Applied Police Training and Certification (APTAC)).

Senior Level
- Education: BA in law enforcement or criminal justice, or related field, with some legal education relevant to institutional security or Masters’ degree in field.
- Experience: at least four years of experience in the field with at least one international experience/tour relevant to the field.
- Certification: intermediate certification in law enforcement or criminal justice in specialties relevant to field (Masters’ degree in field counts as intermediate certification), and additional specialty certificates in subjects relevant to the field.

Expert Level
• Education: MA in field or terminal professional degree relevant to the field (e.g. J.D.).
• Experience: at least eight years of experience in the field with at least one international experience/tour relevant to the field, and at least one management/command assignment in the field.
• Certification: intermediate certification in field with additional specialty certification in subjects relevant to field.

Master Level
• Education: MA in field or terminal professional degree relevant to the field (e.g. J.D.) or doctorate degree in field.
• Experience: at least twelve years of experience in the field with multiple international experience/tours relevant to the field, and multiple management/command assignments in the field; recognition by peers as a subject matter expert in institutional security.
• Certification: advanced certification in the field.

Rationale/Discussion. The institutional security sub-specialty qualifications closely follow the preceding descriptions and qualifications for institutional and human security. However, this sub-specialty features two significant differences. First, institutional security education qualifications differ because the entrance educational barriers to institutional security are lower (an Associates’ degree or equivalent is a typical educational requirement in the civilian world) and the high-end education ceiling is lower than other security sub-specialties (terminal professional Masters’ or equivalent). Second, there is a rich assortment of certification programs from which to choose a career path, but not much consensus about a standard.

F. RULE OF LAW

Rule of Law (RoL) incorporates the principles of supremacy of law, equality before the law, fairness in application, legal certainty, accountability, and transparency. The parameters of RoL are flexible, and touch other subject matter and technical areas, including security, peacebuilding, human rights, governance, and economic and social
development. In fragile state contexts, RoL and transitional justice together can help address the root causes of conflict and promote lasting peace.

The purpose of rule of law operations is to create security and stability for the civilian population by restoring and enhancing the effective and fair administration and enforcement of justice. Rule of law activities are CA operations conducted by judge advocates, international and comparative law specialists, human rights advocates, law enforcement and public safety practitioners, and related fields, serving operational, executive, and advisory functions.

Proposed positions in the Rule of Law sector (relating to RoL tasks in international stability operations) include:

- **Investigations and prosecution**
- **Judicial**
- **Law enforcement: police (other than stability police / formed police units), officer of judicial operations (protection of justice officials, witnesses, and justice facility security, such as US Marshalls), criminal investigations, and/or forensics experts**
- ** Corrections/prison administration**
- **Constitutional, legislative, regulatory, and administrative systems: legal and judicial reform, and professionalization of justice system**
- **Accountability and justice defense: transitional justice, anti-corruption, and human rights**

Other than those functions that require making legal evaluations and providing legal advice, i.e., the prosecutorial functional sub-specialty and justice defense element of the accountability subspecialty, which must be done by judge advocates or other lawyers under the technical supervision of the Army JAG, the subspecialties are described by the constituent skills and experience that follow.

1. **Investigations and Prosecution**

   **Description of positions.** Identifies positions requiring experience as a prosecutor and skill in identifying, collecting, processing, analyzing and/or utilizing evidence for criminal prosecutions, and at least three of the following:
• Skill managing court administration or developing case management systems.

• Operational experience building criminal justice institutions including: criminal procedure, and anti-corruption.

• In-depth understanding of the civil law tradition, especially with respect to criminal and civil procedure.

• Demonstrated knowledge of international and comparative law, including religious based law and hybrid systems comprising elements of civil law, common law, religious law, etc., and of informal /traditional justice systems.

• Experience with international and regional institutions, such as the UN, European Union (EU), and African Union (AU), and in-depth knowledge of international conventions and treaties.

Preferred skills and experience include at least five of the following:

• Experience working in and/or with other forms of government (local, state, federal, interagency, international, intergovernmental, traditional, tribal) and advising on the role of traditional mechanisms, including chiefs, religious and other community leaders, and traditional courts.

• Mediation skills and operational experience with alternative dispute resolution (ADR) and other forms of community-based remediation, as well as the distinctions of restorative and retributive principles of justice.

• Experience integrating across stability sectors, managing or developing holistic approaches to justice sector reform and building on the interdependence and role of civil society organizations and non-state actors in justice delivery.

• Operational experience promoting transparent, capable, accountable and responsive justice delivery, including independence of the judiciary, and accountable agencies/ ministries and statutory bodies.

• Experience mitigating sexual- and gender-based violence and advising on broader issues of women’s and children’s access to justice and human rights.
• Leadership and Advisory skills-- consensus building, fact finding, analysis, and problem solving.
• International experience in the execution of stabilization operations and/or policy development.
• Demonstrated cultural sensitivity, resiliency and creativity.

Qualifications

Basic Level: N/A (given that this subspecialty requires a terminal degree/PhD equivalent to qualify, it is recommended that this sub-specialty be classified at Master level only)

Senior Level: N/A (given that this subspecialty requires a terminal degree/PhD equivalent to qualify, it is recommended that this sub-specialty be classified at Master level only)

Expert Level: N/A (given that this subspecialty requires a terminal degree/PhD equivalent to qualify, it is recommended that this sub-specialty be classified at Master level only)

Master Level (total weight of components = 10 points)

• Education (4): Necessary – a terminal degree in law (JD). Preferred – one of the following: Postgraduate (LL.M.) degree in international or comparative law or comparable field or PhD in pertinent international field; e.g., international and/or comparative law, international relations, foreign affairs, and international human rights.
• Experience (4): Necessary – a minimum of twelve years cumulative work experience in a government, non-profit or business capacity (2 points). Preferred -- At least eight of the twelve years cumulative working in an international operational or advisory capacity and/or for an international organization (IO) (1 point), including international field assignment / deployments components (1 point).
• Certification (2): Advanced training/ certification in reconstruction and stabilization, international human rights law; international comparative law; international affairs or comparable field.
2. Judicial

Description of positions. Identifies positions requiring experience serving as a judge at local, state, federal, and/or international level and at least two of the following:

- Experience developing and/or implementing transparent, capable, accountable and responsive justice delivery, including supporting the principles of an independent Judiciary, accountable Agencies/Ministries and statutory bodies such as national human rights institutions; and institutional reforms that promote the development of fair and equitable laws and norms.
- Knowledge of the distinctions between restorative and retributive principles of justice and experience as a mediator or facilitator, applying ADR or developing such institutions that promote community based remediation for the peaceful management of disputes.
- Experience working in and/or with various forms of government (local, state, federal, interagency, international, intergovernmental, traditional, tribal).

Preferred skills and experience include at least five of the following:

- Experience integrating across sectors, managing, or developing holistic approaches to justice sector reform, and building on the interdependence and role of civil society organizations and non-state actors in justice delivery.
- Experience mitigating sexual- and gender-based violence and advising on broader issues of women’s and children’s access to justice and human rights.
- Experience working with and/or advising on the role of traditional mechanisms, including chiefs, religious and other community leaders and traditional courts in justice delivery.
- Skill in monitoring, assessing, and evaluating justice and accountability systems and processes.
- Leadership and Advisory skills -- consensus building, fact finding, analysis, and problem solving.
• International experience in the execution of stabilization operations and/or policy development.
• Demonstrated cultural sensitivity, resiliency and creativity.

**Qualifications**

**Basic Level:** N/A (given that this subspecialty requires a terminal degree/PhD equivalent to qualify, it is recommended that this sub-specialty be classified at Master level only)

**Senior Level:** N/A (given that this subspecialty requires a terminal degree/PhD equivalent to qualify, it is recommended that this sub-specialty be classified at Master level only)

**Expert Level:** N/A (given that this subspecialty requires a terminal degree/PhD equivalent to qualify, it is recommended that this sub-specialty be classified at Master level only)

**Master Level**

- **Education (4):** Necessary – a terminal degree in law (JD). Preferred – one of the following: Postgraduate (LL.M.) degree in international or comparative law or comparable field or PhD in pertinent international field; e.g., international and/or comparative law, international relations, foreign affairs, and international human rights.
- **Experience (4):** Necessary – minimum of 12 years cumulative work experience in a government, non-profit, or business capacity (2 points). Preferred – At least eight of the twelve years cumulative working in an international operational or advisory capacity and/or for an international organization (IO) (1 point), including international field assignment / deployments components (1 point).
- **Certification (2):** Advanced training/ certification in reconstruction and stabilization, international human rights law; international comparative law; international affairs or comparable field.

3. **Law Enforcement**

**Description of positions.** Identifies positions requiring experience as a law enforcement officer, to include Police (other than Stability Police/ Formed Police Units),
officer of judicial operations (protection of justice officials, witnesses, and justice facility security, such as US Marshalls), Criminal Investigations and/or Forensics expert, including at least three of the following types of experience:

- Operational experience evaluating, developing, advising on, and executing investigative techniques and methodologies, and conducting investigations.
- Operational experience collecting, examining, processing, and analyzing evidence in support of criminal prosecution, safely and securely indexing, storing and preserving evidence, and executing procedure on preserving appropriate chain of custody.
- Forensic and Investigative Sciences expertise.
- Operational experience with community security/safety processes and procedures, building trust and resolving conflict.
- Operational experience in threat analysis, crime prevention, advancing domestic and/or international criminal procedures and standards.
- Experience working in and/or with various forms of government (local, state, federal, interagency, international, intergovernmental, traditional, tribal).

Preferred skills and experience include at least four of the following:

- Knowledge of comparative and developmental approaches to policing reform with particular emphasis on fragile and conflict-affected states.
- Experience in law enforcement responses to illicit power networks including gangs and/or organized crime.
- Experience in community security approaches and community-based policing.
- Experience mitigating sexual- and gender-based violence and advising on broader issues of women’s and children’s access to justice and human rights.
- Expertise in forensic pathology, anthropology and/or associated with the investigation of mass graves.
• Mediation skills and operational experience with alternative dispute resolution and other forms of community-based remediation, as well as the distinctions of restorative and retributive principles of justice.
• Demonstrated cultural sensitivity, resiliency, and creativity.
• Knowledge of gender related issues: sexual and gender based violence, safety and access to justice and human rights for women and children, gender equality.

Qualifications

Basic Level: N/A

Senior Level (total weight of components = 10 points)
• Education (4): MA/MS in pertinent field.
• Experience (4): Necessary – a minimum of four years of cumulative work experience in law enforcement and/or criminal investigations, of which three years is supervisory. (2 points) Preferred: at least one of the four years cumulative working for an international organization (IO) or advising on international policy or operations (1 point), including deploying on international field assignments (1 point).
• Certification (2): Advanced training/ certification in reconstruction and stabilization, international human rights law; international comparative law; international affairs or comparable field.

Expert Level (total weight of components = 10 points)
• Education (4): MA/ms in pertinent field.
• Experience (4): Necessary – a minimum of eight years of cumulative work experience in law enforcement and/or criminal investigations, of which five years is supervisory. (2 points) Preferred – at least two of the four years working for an international organization (IO) or advising on international policy or operations (1 point), including deploying on international field assignments (1 point).
• Certification (2): Advanced training/ certification in reconstruction and stabilization, international human rights law; international comparative law; international affairs or comparable field.
**Master Level** (total weight of components = 10 points)

- Education (4): MA/MS in pertinent field.
- Experience (4): Necessary – a minimum of twelve years of cumulative work experience in law enforcement and/or criminal investigations, of which at least eight years is supervisory. (2 points) Preferred – At least four of eight years cumulative work in an international organization (IO) or advising on international policy or operations (1 point), including deploying on international field assignments (1 point).
- Certification (2): Advanced training/certification in reconstruction and stabilization, international human rights law; international comparative law; international affairs or comparable field.

4. **Corrections / Prison Administration**

Description of positions. Identifies positions requiring experience as a corrections officer and at least three of the following:

- Developing correctional assistance plans designed to provide guidance regarding the improvement of corrections programs and associated activities for the safe and humane detention/incarceration of prisoners within a host nation.
- Management of corrections operations, detention operations, countering violent extremism in the corrections environment, criminal justice legislation, and codes applicable to the administration of the program.
- Project oversight including planning, operations, inmate rehabilitation and reintegration, correctional training, policy/procedure implementation and audits in support of foreign assistance goals in need of assistance.
- Competence and mastery of corrections/prison management issues, including applicable domestic civil rights standards.

Preferred skills and experience:

- Experience with corrections/prisons issues in peace operations.
- Experience formulating strategies and policies for corrections activities in international settings as part of a comprehensive rule of law approach.
• Competence and mastery of corrections/prison management issues, including applicable international human rights and detention standards.

Qualifications

**Basic Level:** N/A

**Senior Level** (total weight of components = 10)

- Education (4): MA/MS in pertinent field.
- Experience (4): Necessary – a minimum of four years of cumulative work experience in law enforcement and/or criminal investigations, of which three years is supervisory. (2 points) Preferred – At least one of the four years working for an international organization (IO) or advising on international policy or operations (1 point), including deploying on international field assignments (1 point).
- Certification (2): advanced training/certification in reconstruction and stabilization, international human rights law; international comparative law; international affairs or comparable field.

**Expert Level** (total weight of components = 10)

- Education (4): MA/MS in pertinent field.
- Experience (4): Necessary – a minimum of eight years of cumulative work experience in law enforcement and/or criminal investigations, of which five years is supervisory. (2 points) Preferred – at least two of the four years working for an international organization (IO) or advising on international policy or operations (1 point), including deploying on international field assignments (1 point).
- Certification (2): advanced training/certification in reconstruction and stabilization, international human rights law; international comparative law; international affairs or comparable field.

**Master Level** (total weight of components = 10)

- Education (4): MA/MS in pertinent field.
- Experience (4): Necessary – a minimum of twelve years of cumulative work experience in law enforcement and/or criminal investigations, of which at least eight years is supervisory. (2 points) Preferred – at least four
of the eight years cumulative work in an international organization (IO) or
advising on international policy or operations (1 point), including
deploying on international field assignments (1 point).
- Certification (2): advanced training/ certification in reconstruction and
  stabilization, international human rights law; international comparative
  law; international affairs or comparable field

5. **Justice Reform and Professionalization of Justice System**

**Description of positions.** Identifies positions requiring experience in constitutional
and legislative reform, advising on and/or developing regulatory and administrative
systems, and advancing the principles of professionalization of the justice system—
formulation of model ethical codes related to the legal profession and setting academic
and other credential standards for justice officials and the formulation of model ethical
codes related to the legal profession. Required experience includes at least two of the
following:

- Experience as a legislator or as legislative staff drafting legislation,
  conferencing, and supporting the full range of legislative processes.
- Experience with constitutional drafting.
- Operational experience as a court administrator or with administrative law.
- Experience designing and/or operationalizing licensing or regulatory
  systems, including ordinances, codes, and other measures to establish
  standardized regulatory and oversight systems, consistent with human
  rights.
- Experience advancing the professionalism of municipal, state, or federal
  justice system and professional experience working for a bar association.

Preferred skills and experience include at least six of the following:

- Experience developing the capacity of legislatures/ parliaments to develop
  laws and conduct oversight.
- Experience strengthening mechanisms for internal oversight within
  security and justice institutions.
• Experience strengthening the role of civil society and independent watchdogs in relation to the democratic oversight of security and justice providers

• Experience managing or serving a secretariat function, particularly for disaster response, rule of law, stability operations, and/or peacebuilding.

• Experience managing, designing, or executing regulatory systems, and with organizational/office management.

• Experience evaluating legal and administrative procedures to ensure compliance with domestic and/or international law standards.

• Expertise in civil rights and/or international human rights law and/or policy.

• Experience integrating across sectors, managing or developing holistic approaches to justice sector reform, and building on the interdependence and role of civil society organizations and non-state actors in justice delivery.

• Experience working in and/or with other forms of government (local, state, federal, interagency, international, intergovernmental, traditional, tribal) and advising on the role of traditional mechanisms, including chiefs, religious and other community leaders and traditional courts.

• International experience in the execution of stabilization operations and/or policy development.

• Demonstrated cultural sensitivity, resiliency and creativity.

Qualifications

Basic Level: N/A (given that this subspecialty requires a terminal degree/PhD equivalent to qualify, it is recommended that this sub-specialty be classified at Master level only)

Senior Level: N/A (given that this subspecialty requires a terminal degree/PhD equivalent to qualify, it is recommended that this sub-specialty be classified at Master level only)
Expert Level: N/A (given that this subspecialty requires a terminal degree/PhD equivalent to qualify, it is recommended that this sub-specialty be classified at Master level only)

Master Level (total weight of components = 10)

- Education (4): Necessary – terminal degree in law (JD). Preferred – one of the following: Postgraduate (LL.M.) degree in international or comparative law or comparable field or PhD in pertinent international field; e.g., international and/or comparative law, international relations, foreign affairs, international human rights.
- Experience (4): Necessary – a minimum of twelve years of cumulative work experience in a government, non-profit or business capacity. (2 points) Preferred – at least eight of the twelve years working in an international operational or advisory capacity and/or for an international organization (IO) (1 point), including international field assignment / deployments components (1 point).
- Certification (2): Advanced training/ certification in reconstruction and stabilization, international human rights law; international comparative law; international affairs or comparable field.


Description of positions. Identifies positions requiring technical knowledge and expertise regarding human rights law, transitional justice and reconciliation issues and practices, experience supporting commissions of inquiry and human rights legal oversight mechanisms, and operational experience in anti-corruption methods and programs. For the Justice Defense officer, this position requires experience practicing in a defense attorney or public defender capacity.

Preferred skills and experience include at least six of the following:

- Experience developing and/ or advancing justice accountability systems, and promoting transparency with government and/or informal governance systems and engaging with a wide range of actors.
• Experience assessing, scoping, analyzing, and developing transitional justice and rule of law programs, and ensuring the independence of oversight institutions
• Operational and/or advisory experience implementing and or developing Disarmament, Demobilization, and Reintegration (DDR).
• Expertise in restorative and retributive principles of justice and their programmatic application.
• Mediation skills and operational experience with alternative dispute resolution and other forms of community-based remediation, as well as the distinctions of restorative and retributive principles of justice.
• Comprehensive knowledge of and exposure to a range of human rights issues, including: approaches and techniques to address sensitive and complex issues; very good knowledge of institutional mandates, policies and guidelines related to human rights including the human rights mechanisms and treaties; operational activities for development, peace and security and humanitarian affairs and good knowledge of and experience in development programming.
• Operational experience in promoting cooperation between formal/state and informal/non-state structures, including advantages and disadvantages of different forms of linkages between the two (e.g. regulation vs. recognition).
• Experience integrating across sectors, managing or developing holistic approaches to justice sector reform, and building on the interdependence and role of civil society organizations and non-state actors in justice delivery.
• Experience mitigating sexual- and gender-based violence and rape as a weapon of war, and advancing women’s participation in peace processes.
• Experience working in and/or with other forms of government (local, state, federal, interagency, international, intergovernmental, traditional, tribal) and advising on the role of traditional mechanisms, including chiefs, religious and other community leaders and traditional courts.
- Demonstrated cultural sensitivity, resiliency and creativity.

**Qualifications**

**Basic Level:** N/A (given that this subspecialty requires a terminal degree/PhD equivalent to qualify, it is recommended that this sub-specialty be classified at Master level only)

**Senior Level:** N/A (given that this subspecialty requires a terminal degree/PhD equivalent to qualify, it is recommended that this sub-specialty be classified at Master level only)

**Expert Level:** N/A (given that this subspecialty requires a terminal degree/PhD equivalent to qualify, it is recommended that this sub-specialty be classified at Master level only)

**Master Level** (total weight of components = 10 points)

- **Education (4):** Necessary – a terminal degree in law (JD). Preferred – one of the following: Postgraduate (LL.M.) degree in international or comparative law or comparable field or PhD in pertinent international field, e.g., international and/or comparative law, international relations, foreign affairs, international human rights.

- **Experience (4):** Necessary -- a minimum of twelve years of cumulative work experience in a government, non-profit or business capacity. (2 points) Preferred -- At least eight of the twelve years working in an international operational or advisory capacity and/or for an international organization (IO) (1 point), including international field assignment / deployments components (1 point).

- **Certification (2):** Advanced training/ certification in reconstruction and stabilization, international human rights law; international comparative law; international affairs, international criminal investigations or comparable field

**Rationale/Discussion.** Position requires at least two of the following:

- Experience as a defense attorney or public defender.
- Expertise in civil rights and/or international human rights law.
• Operational and/or advisory experience in transitional justice and/or rule of law.
• Operational experience in anti-corruption methods and programs.

Preferred qualifications include at least six of the following:
• Experience developing and/or advancing justice accountability systems, and promoting transparency with government and/or informal governance systems and engaging with a wide range of actors.
• Experience assessing, scoping, analyzing, and developing transitional justice and rule of law programs, and ensuring the independence of oversight institutions
• Operational and/or advisory experience implementing and or developing DDR.
• Expertise in restorative and retributive principles of justice and their programmatic application.
• Mediation skills and operational experience with alternative dispute resolution and other forms of community-based remediation, as well as the distinctions of restorative and retributive principles of justice.
• Comprehensive knowledge of and exposure to a range of human rights issues including the following: approaches and techniques to address sensitive and complex issues; in-depth knowledge of institutional mandates, policies, and guidelines related to human rights including the human rights mechanisms and treaties; operational activities for development, peace and security, humanitarian affairs, and working knowledge of and experience in development programming.
• Operational experience in promoting cooperation between formal/state and informal/non-state structures, including advantages and disadvantages of different forms of linkages between the two (e.g. regulation vs. recognition).
• Experience integrating across sectors, managing or developing holistic approaches to justice sector reform, and building on the interdependence
and role of civil society organizations and non-state actors in justice delivery.

- Experience mitigating sexual- and gender-based violence and rape as a weapon of war, and advancing women’s participation in peace processes.
- Experience working in and/or with other forms of government (local, state, federal, interagency, international, intergovernmental, traditional, tribal) and advising on the role of traditional mechanisms, including chiefs, religious and other community leaders, and traditional courts.
- Demonstrated cultural sensitivity, resiliency, and creativity.

G. SOCIAL WELL-BEING

Civil sector expertise on social well-being starts from basic principles of social provision across education, health, SWEAT, and services to displaced persons. There is considerable overlap with partner agencies engaged in humanitarian aid and refugee services. The current Civil Affairs expertise spectrum present in existing positions focuses on policy sector knowledge. Based on recent CA experience and research-based evidence of existing needs and emerging mission requirements, this report revitalizes current position descriptions and proposes new positions. The basic work involved in the policy and provision for social well-being directly corresponds to expertise in governance, infrastructure, safe and secure environments, and economic and sustainable development.

The education requirements for each position describe minimum knowledge in specific disciplines and practices. The professional work experience requirements carry a strong recommendation of substantial managerial and command expertise/perspective, along with desiderata for professional experience that involves cross-sector and multi-partner coordination experiences. Various certifications can further specify necessary expertise and experience. Our work, developed through the GISD research project and interim project review process is that professional experience in complex coordination and collaboration roles is critical, once basic educational and certification requirements are met.

Proposed positions in the Social Well-Being sector include:
• Global public health
• Disaster preparedness and resilience
• Complex emergency response and recovery
• Relief-to-development continuum
• SWEAT-social provision systems
• Socio-economic enterprise development

These positions are described in the following subsections.

1. **Global Public Health**

   **Description of positions.** Identifies positions requiring assessment and advice on all aspects of health that impact social well-being. Identifies AOC 38G, soldiers who possess “detailed” knowledge and experience in public health and relevant expertise in health care provision, policy, and coordination with other critical emergency and social well-being provision for people and commercial livestock. Expertise in specific specialties including pediatrics, obstetrics, maternal well-being, and geriatrics may be desirable. Expertise in specific public health challenges such as epidemics, disease vectors; mental health, especially post-conflict population trauma; knowledge of population effects of chemical and biological weapons; emergency and wartime triage; and linkages with water and sanitation associated domains.

   **Qualifications**

   **Basic Level N/A (Because this subspecialty requires at minimum an advanced degree to qualify, we recommend that this specialty position start at Senior level)**

   **Senior Level**

   • Education: Necessary: MPH, preferably with International or Global health concentration, or equivalent MA/MS with strong components of public health knowledge
   • Experience: Necessary: At least 60 months of professional experience in the field, with at least one international experience/tour relevant to the field, and at least one management/command assignment in the field;
     Preferred: Recognition by peers as a subject matter expert in relevant subspecialty areas as described above
• Certification: Advanced certification, from the following and other relevant certifications, as relevant: Health Emergencies in Large Populations course (International Committee of the Red Cross (ICRC)); Medical Support of Stability Operations (Defence Medical Readiness Training Center); USIP Post-conflict Health Course; State Department Global Health Diplomacy Course; Global Health Stability and Security (Center for Disaster and Humanitarian Assistance Medicine (CDHAM), United States University of the Health Services (USUHS)); Veterinary Stability Operations Course; Medical Culture (CDHAM, USUHS)

**Expert Level**

• Education: Necessary: MPH, preferably with International or Global health concentration, or equivalent MA/MS with strong components of public health knowledge; Preferred: PhD or terminal advanced degree in relevant health-related field.

• Experience: At least 96 months of professional experience in the field with multiple relevant international experience/tours relevant, and multiple management/command assignments; recognition by peers as a subject matter expert.

• Certification: Advanced certification, from the following and other relevant certifications, as relevant: Health Emergencies in Large Populations course (ICRC); Medical Support of Stability Operations (Defence Medical Readiness Training Center); USIP Post-conflict Health Course; State Department Global Health Diplomacy Course; Global Health Stability and Security (CDHAM), USUHS; Veterinary Stability Operations Course; Medical Culture (CDHAM, USUHS)

**Master Level**

• Education: Necessary: MPH, preferably with International or Global health concentration, or equivalent MA/MS with strong components of public health expertise, e.g., Mental health, Epidemiology, etc.; Strongly preferred: PhD degree or terminal advanced degree in relevant health-related field.
• Experience: At least 144 months of professional experience in the field with multiple relevant international experience/tours relevant, and multiple management/command assignments; recognition by peers as a subject matter expert.

• Certification: Advanced certification, from the following and other relevant certifications, as relevant: Health Emergencies in Large Populations course (ICRC); Medical Support of Stability Operations (Defence Medical Readiness Training Center); USIP Post-conflict Health Course; State Department Global Health Diplomacy Course; Global Health Stability and Security (CDHAM), USUHS; Veterinary Stability Operations Course; Medical Culture (CDHAM, USUHS)

Rationale/Discussion. The position in global health details expertise to deal with both large-scale policy issues in health care and also provisioning and delivery of services. The current functional specialty is restricted with regard to many issues that have become more vivid in recent ten years of CA experience around the globe.

2. Disaster Preparedness and Resilience

Description of positions. Identifies positions requiring assessment, advice, and analysis of all hazards preparedness and response operations for domestic and international disasters. The work of resilience involves planning and expertise to integrate across the ‘value chain’ of domestic institutions and capacity, partner agencies, and regional or global resources to develop, manage, and implement sustainable provision and renewal of services, policy and relevant social well-being infrastructure.

Qualifications

Basic Level

• Education: Necessary: BA/BS in disaster management, hazardous materials, basic sciences, materials science and/or engineering, transportation, and/or infrastructure studies, preferably with International or Global or Disasters Management concentration, or equivalent academic study with strong components of disaster management knowledge and/or resilience disciplines
Experience: Necessary: At least 48 months of professional experience in the field with at least one international experience/tour relevant to the field, and at least one management/command assignment in the field

Certification: Preferred: From the following and other relevant certifications: International Diploma for Humanitarian Assistance (IDHA); United Nations Civil-Military Coordination Course; Federal Emergency Management Agency (FEMA) Emergency Management Accreditation Program (EMAP) Emergency Management Assessment Course; Certificate in Emergency Management; FEMA Course on International Classification of Diseases (ICD); Hazardous Materials (HAZMAT) / Hazardous Waste Operations and Emergency Response (HAZWOPER); Chemical, Biological, Radiation, Nuclear, and Explosives (CBRNE); Joint Humanitarian Operations Course (OFDA)

Senior Level

Education: Necessary: MA/MS in disaster management, hazardous materials, basic sciences, materials science and/or engineering, transportation, and/or infrastructure studies, preferably with International or Global or Disasters Management concentration, or equivalent MA/MS with strong components of disaster management knowledge and/or resilience disciplines

Experience: Necessary: At least 60 months of professional experience in the field with at least one international experience/tour relevant to the field, and at least one management/command assignment in the field; Preferred: Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above

Certification: Certification from the following and other relevant certifications: IDHA; United Nations Civil-Military Coordination Course; FEMA EMAP Emergency Management Assessment Course; Certificate in Emergency Management; FEMA Course on ICD; HAZMAT / HAZWOPER; CBRNE; Joint Humanitarian Operations Course (OFDA)

Expert Level

Education: Necessary: MA/MS in disaster management, hazardous materials, basic sciences, materials science and/or engineering, transportation,
and/or infrastructure studies, preferably with International or Global or Disasters Management concentration, or equivalent MA/MSs degree with strong components of disaster management knowledge and/or resilience disciplines; Preferred: Relevant PhD.

- **Experience:** Necessary: At least 96 months of professional experience in the field with multiple international experience/tours relevant to the field, and at multiple management/command assignments in the field; Preferred: Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above

- **Certification:** Preferred: From the following and other relevant certifications: IDHA; United Nations Civil-Military Coordination Course; FEMA EMAP Emergency Management Assessment Course; Certificate in Emergency Management; FEMA Course on ICD; HAZMAT / HAZWOPER; CBRNE; Joint Humanitarian Operations Course (OFDA)

**Master Level**

- **Education:** Necessary: MA/MD in disaster management, hazardous materials, basic sciences, materials science and/or engineering, transportation, and/or infrastructure studies, preferably with International or Global or Disasters Management concentration, or equivalent MA/MS with strong components of disaster management knowledge and/or resilience disciplines. Strongly preferred: PhD in relevant field

- **Experience:** Necessary: At least 144 months of professional experience in the field with multiple international experience/tours relevant to the field, and at multiple management/command assignments in the field; Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above

- **Certification:** Advanced certification from the following and other relevant certifications: IDHA; United Nations Civil-Military Coordination Course; FEMA EMAP Emergency Management Assessment Course; Certificate in Emergency Management; FEMA Course on ICD; HAZMAT / HAZWOPER; CBRNE; Joint Humanitarian Operations Course (OFDA)
Rationale/Discussion. The position in disaster preparedness and resilience speaks to widespread guidance from Sponsor leadership and experts in the sector review workshop to make visible the expertise that spans the resilience continuum. This position will align with other key partner agencies and with CA expertise in Safe and secure environments and homeland integration.

3. Complex Emergency Response and Recovery

Description of positions. Identifies positions requiring analysis, planning, implementation, and management of indigenous emergency service assets in the preparation for or conduct of civil defence response to complex emergencies. Assess, develop, integrate, and implement policy and capacity to enable vulnerable populations to progress through protection, normalization, and capacity building, to ensure full participation in civil society and representation in governance.

Qualifications

Basic Level

- Education: Necessary: BA/BS in complex services management, relevant social sciences including geography and history, policy and implementation, or civil engineering, peacekeeping policy / management, and/or conflict analysis and intervention, preferably with International or Global concentration, or equivalent academic study with strong components of complex services, emergency response.
- Experience: Necessary: At least 48 months of professional experience in the field with at least one international experience/tour relevant to the field, and at least one management/command assignment in the field;
- Certification: Preferred: Completion of FEMA independent; or equivalent experience as a Regional Civil Defense Director; or Certification as a Certified Emergency Manager (CEM) through the International Association of Emergency Managers or a degree in Emergency or Disaster Management through an accredited teaching institution.

Senior Level

- Education: Necessary: MA/MS in complex services management, relevant social sciences including geography and history, policy and
implementation, or civil engineering, peacekeeping policy / management, and/or conflict analysis and intervention, preferably with International or Global concentration, or equivalent academic study with strong components of complex services, emergency response.

- Experience: Necessary: At least 60 months of professional experience in the field with at least one international experience/tour relevant to the field, and at least one management/command assignment in the field; Preferred: Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above

- Certification: Requires the completion of FEMA independent; or equivalent experience as a Regional Civil Defense Director; or Certification as a CEM through the International Association of Emergency Managers or a degree in Emergency or Disaster Management through an accredited teaching institution.

**Expert Level**

- Education: Necessary: MA/MS in complex services management, relevant social sciences including geography and history, policy and implementation, or civil engineering, peacekeeping policy / management, and/or conflict analysis and intervention, preferably with International or Global concentration, or equivalent academic study with strong components of complex services, emergency response. Preferred: Relevant PhD.

- Experience: Necessary: At least 96 months of professional experience in the field with multiple international experience/tours relevant to the field, and at multiple management/command assignments in the field; Preferred: Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above

- Certification: Requires the completion of FEMA independent; or equivalent experience as a Regional Civil Defense Director; or Certification as a CEM through the International Association of Emergency Managers or a degree in Emergency or Disaster Management through an accredited teaching institution.

**Master Level**
• Education: Necessary: MA/MS in complex services management, relevant social sciences including geography and history, policy and implementation, or civil engineering, peacekeeping policy / management, and/or conflict analysis and intervention, preferably with International or Global concentration, or equivalent academic study with strong components of complex services, emergency response. Strongly Preferred: Relevant doctorate.

• Experience: Necessary: At least 144 months of professional experience in the field with multiple international experience/tours relevant to the field, and at multiple management/command assignments in the field; Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above

• Certification: Requires the completion of FEMA independent; or equivalent experience as a Regional Civil Defense Director; or Certification as a CEM through the International Association of Emergency Managers or a degree in Emergency or Disaster Management through an accredited teaching institution. Advanced relevant certificates preferred.

Rationale/Discussion. The complex emergency response and recovery formalizes expertise that is currently diffuse and distributed, and recognize the increased need for coherent plans, policy and implementation in the face of urgent response to events that challenge social well-being across the board.

4. Relief-to-Development Continuum

Description of positions. Identifies positions requiring advising commanders and international or national level leaders and manager or stakeholders and other experts on adequate planning, implementation and management across multiple sectors; achieves unity of effort across the relief to development continuum in concert with stakeholders. Enables appropriate responses through the phases of (1) complex emergency, (2) stability; (3) normalization; (4) development. This position has shared expertise, though a different focus, with positions in Governance and in Economy and Sustainable Development.

Qualifications
Basic Level

- Education: Necessary: BA/BS in relevant social sciences including geography and history, development studies, peacebuilding, or industrial or civil engineering, and/or conflict analysis, preferably with International or Global concentration, or equivalent academic study with strong components of institutional analysis and policy studies
- Experience: Necessary: At least 48 months of professional experience in the field with at least one international experience/tour relevant to the field, and at least one management/command assignment in the field;
- Certification: Preferred, as relevant and appropriate in development management, peace keeping, and complex operations.

Senior Level

- Education: Necessary: MA/MS in relevant social sciences including geography and history, development studies, peacebuilding, or industrial or civil engineering, and/or conflict analysis, preferably with International or Global concentration, or equivalent academic study with strong components of institutional analysis and policy studies
- Experience: Necessary: At least 60 months of professional experience in the field with at least one international experience/tour relevant to the field, and at least one management/command assignment in the field; Preferred: Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above
- Certification: Preferred, as relevant and appropriate in development management, peace keeping, and complex operations.

Expert Level

- Education: Necessary: MA/MS in relevant social sciences including geography and history, development studies, peacebuilding, or industrial or civil engineering, and/or conflict analysis, preferably with International or Global concentration, or equivalent academic study with strong components of institutional analysis and policy studies. Preferred: Relevant PhD.
- Experience: Necessary: At least 96 months of professional experience in the field with multiple international tours relevant to the field, and at multiple
management/command assignments in the field; Preferred: Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above

• Certification: Preferred, as relevant and appropriate in development management, peace keeping, and complex operations.

Master Level

• Education: Necessary: PhD in relevant social sciences including geography and history, development studies, peacebuilding, or industrial or civil engineering, and/or conflict analysis, preferably with International or Global concentration, or equivalent academic study with strong components of institutional analysis and policy studies.

• Experience: Necessary: At least 144 months of professional experience in the field with multiple international experience/tour relevant to the field, and at multiple management/command assignment in the field; Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above.

• Certification: Preferred, as relevant and appropriate in development management, peace keeping, and complex operations.

Rationale/Discussion. The position in support of relief-to-development continuum creates common, focused expertise to address the challenges that accompany development efforts in post-conflict phases.

5. SWEAT-Social Provision Systems

Description of positions. Identifies positions requiring advising commanders and international or national level leaders and manager or stakeholders and other experts on coordinated social provision that integrates SWEAT (sewer, water, electricity, academics, and trash)\(^\text{65}\) with direct capacity for social well-being, including coordinated work to plan, implement, direct, and manage.

\(^\text{65}\) Refer to the SWEAT/IR Book, version 2.1, United States Army Engineer School, 6 October 2005 (FOUO).
Qualifications

Basic Level

- Education: Necessary: BA/BS in relevant social sciences including geography and history, engineering and/or engineering management, complex systems, urban studies, environmental studies, preferably with International or Global concentration, or equivalent academic study with strong components of systems analysis or infrastructure management and delivery.
- Experience: Necessary: At least 48 months of professional experience in the field with at least one international experience/tour relevant to the field, and at least one management/command assignment in the field;
- Certification: Preferred, as relevant and appropriate.

Senior Level

- Education: Necessary: MA/MS in relevant social sciences including geography and history, engineering and/or engineering management, complex systems, urban studies, environmental studies, preferably with International or Global concentration, or equivalent academic study with strong components of systems analysis or infrastructure management and delivery.
- Experience: Necessary: At least 60 months of professional experience in the field with at least one international experience/tour relevant to the field, and at least one management/command assignment in the field; Preferred: Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above
- Certification: Preferred, as relevant and appropriate

Expert Level

- Education: Necessary: MA/MS in relevant social sciences including geography and history, engineering and/or engineering management, complex systems, urban studies, environmental studies, preferably with International or Global concentration, or equivalent academic study with strong components of systems analysis or infrastructure management and delivery. Preferred: Relevant PhD.
- Experience: Necessary: At least 96 months of professional experience in the field with multiple international tours relevant to the field, and at
multiple management/command assignments in the field; Preferred: Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above

- Certification: Preferred, as relevant and appropriate

**Master Level**

- Education: Necessary: PhD in relevant social sciences including geography and history, engineering and/or engineering management, complex systems, urban studies, environmental studies, preferably with International or Global concentration, or equivalent academic study with strong components of systems analysis or infrastructure management and delivery.

- Experience: Necessary: At least 144 months of professional experience in the field with multiple international tours relevant to the field, and at multiple management/command assignments in the field; Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above

- Certification: Preferred, as relevant and appropriate.

**Rationale/Discussion.** The SWEAT-Social Provision position focuses expertise that is ‘interstitial’, that is, between the large-scale systems for SWEAT and the myriad local and community implementation issues. The policy and senior advisory work that accomplishes this required distinctive skills sets. This zone of activity is widely-recognized as critical for successful CA engagements, and the position formalizes needed expertise and experience to foster not only required large systems projects but also local access.

**6. Socio-Economic Enterprise Development**

**Description of positions.** Identifies positions requiring assessment, advice, and analysis for socio-economic development, including enterprise support, regional economic development, ‘microfinance’ and related technologies, venture funding tools, small- and medium-size enterprise growth – in order to develop and conduct social well-being provision.
Qualifications

Basic Level

• Education: Necessary: BA/BS in relevant social sciences including geography and history, regional development, preferably with International or Global concentration, or equivalent academic study with strong components of enterprise development, innovation studies, and entrepreneurial management.
• Experience: Necessary: At least 48 months of professional experience in the field with at least one international experience/tour relevant to the field, and at least one management/command assignment in the field;
• Certification: Preferred, as relevant and appropriate.

Senior Level

• Education: Necessary: MA/MS in relevant social sciences including geography and history, regional development, preferably with International or Global concentration, or equivalent academic study with strong components of enterprise development, innovation studies, and entrepreneurial management.
• Experience: Necessary: At least 60 months of professional experience in the field with at least one international experience/tour relevant to the field, and at least one management/command assignment in the field;
  Preferred: Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above
• Certification: Preferred, as relevant and appropriate

Expert Level

• Education: Necessary: MA/MS in relevant social sciences including geography and history, regional development, preferably with International or Global concentration, or equivalent academic study with strong components of enterprise development, innovation studies, and entrepreneurial management. Preferred: Relevant PhD.
• Experience: Necessary: At least 96 months of professional experience in the field with multiple international tours relevant to the field, and at
multiple management/command assignments in the field; Preferred: Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above

- Certification: Preferred, as relevant and appropriate

**Master Level**

- Education: Necessary: PhD in relevant social sciences including geography and history, regional development, preferably with International or Global concentration, or equivalent academic study with strong components of enterprise development, innovation studies, and entrepreneurial management.
- Experience: Necessary: At least 144 months of professional experience in the field with multiple international tours relevant to the field, and at multiple management/command assignments in the field; Recognition by peers as a subject matter expert in relevant sub-specialty areas as described above
- Certification: Preferred, as relevant and appropriate.

**Rationale/Discussion.** The socio-economic enterprise development position makes available the broad-base of recent expertise in enterprise skills, models, and finance. This position harvests the expertise of Silicon Valley and other entrepreneurial regions and links that talent with core functions in economic development and infrastructure. The mix of skills includes knowledge of recent innovations in venture finance and entrepreneurial ecosystems. The focus is building talent that has both relevant experience and can engage in policy and senior advisory consultations with host country officials.

**H. ECONOMY**

The 38G position in the economy sector focuses primarily on those involved with the core functions of an economy and its sectors. The level of intervention (tactical, operational, or strategic) will be determined by the 38A and the initial 38G team that would assess the level, scale, and scope of the needed 38G sector specific professionals. The specific industry expertise will be suggested by the 38A and further technically
defined by the 38G assessment teams, who command greater in-depth knowledge of the functions and tasks required by the dynamics of specialization that cannot be pre-established by the 38A. The 38G in economy are intended to be integrators who understand key economic functions, and the needs and relationships among sectors of the economy with other areas of stability and development.

For the 38G, one of the most important tasks will always be to assess and identify the stakeholders, as well as those whose interests and risks profiles might be affected by any change in economic relationship. Knowing how to approach stakeholders, and find emerging stakeholders and hidden interests that are mobilized when economic relationships change are critical skills for the 38G. Stakeholders differ dramatically for different functions of the economy. Stakeholders are entities—people and institutions—that have an interest in the process or outcome of the current state of affairs, or in any change of the status quo or future state of reality. The stake and its interests are also at risk, exposed to the possibility of losing the interest or gaining something from any action or change in circumstances. The stakeholders for the economy and sustainable development areas are best identified when a clear objective is stated. The literature review categories suggest different stakeholders for different approaches, theories, and methods, economic issues, and functions. The stakeholders play distinct roles in each economic function, and they pursue their interests among and between each other. Therefore, an exhaustive list of stakeholders is nearly impossible. The value comes in indicating the types of stakeholders that can be encountered, so that the 38Gs have a way of checking their initial assumptions in each phase of activity and can continue looking for the obvious, as well as hidden and emerging, stakeholders.

Each economic function specific to each economic sector and function in each field has specific infrastructure requirements. Since productive processes need their own infrastructure, the specialist in the sector and field will have to scope these out. This is different from what the Governance sector includes in their responsibility as “provision of basic service,” such essential economic activities as utilities, transportation, communication etc. In a stable economy, these functions would be in the economic realm, since energy, water, communication, or roads are essential for normal economic operations; these activities also usually correspond to government agencies such as the
Ministry of Communications, Ministry of Transportation, and their counterpart regulatory agencies (Federal Communications Commission, Water Boards, Energy/Electricity regulatory agencies, among others). The absence of such institutions or the collusion of interest support corrupt practices and are often at the source of illicit economic activities. Illicit economic activities are directly linked to the economy and create perverse influence loops for economic sustainability and resilient development, but they cannot easily be separated from other economic functions and capacities or their geographic and institutional context.

In the economic domain, 38G positions have also been grouped to match separate ministerial functions of Government with which the 38G would advise or help set up in the absence of a legitimate government.

Discussions also revealed the need to identify, select, recruit, educate, and sustain a corps of functional integrators, who display requisite expertise in a core domain of knowledge, can effectively counsel military commanders, integrate into planning teams (military and interagency), and interpret the economic understanding dimension of complex environments to stakeholders with varying levels of expertise and interest in supporting National (and military) goals in the field and as part of ‘reach-back’ capacity at the IMSG.

The 38G will have to be able to do the following:

- Assess situations based on incomplete and often intentionally misleading information
- Make decisions and recommendations under uncertainty and time constraints
- Incomplete stakeholders assessment of risks and its associated losses and gains

U.S. Army Field Manual 3-57, Civil Operations, describes the employment of Economic Stability Section Teams. These specialists assess government, corporate, and private resources and systems. Based on the civilian skills of its members, using these assessments, determines how to best manage resources, goods, and services to boost the performance of the economic system. The economic stability section provides recommendations and, when appropriate, directions to maintain, sustain, and improve
economic systems and services. The economic stability section consists of functional specialists in economic fields and business administration. It provides technical expertise, staff advice, and planning assistance to the command.

Skills found in this section include economists, bankers, civilian supply and distribution technicians, business administrators, entrepreneurs, agriculturalists and farmers, food specialists and technicians, marketing and distribution specialists, and other officer and enlisted personnel whose civilian skills make them suitable for improving a nation’s economic system.

Supporting Ideas:

- Ensure access to practitioners grounded in design, systems approaches, macroeconomics, microeconomics, market dynamics, and impact of complex environments.
- Develop individuals and teams able to meet Army and Joint Force planning needs in complex operational environments.

The Economy sector reviews validated requirements for economic functional subject matter experts in the economic development area addressed some of the statutory, strategic, and organizational requirements, which create a demand for this type of capability. Based upon recent and ongoing experiences, a number of practitioners (both uniformed and civilian) confirmed the need to improve the number of personnel who can adequately leverage required levels of expertise and practical experience in economics and development in order to apply that expertise in conflict and stability environments. There is a need to identify, select, recruit, educate, and sustain a corps of functional integrators, who display requisite expertise in a core domain of knowledge, and can effectively advise military commanders, integrate into planning teams (military and interagency), and interpret the economic aspects of complex environments to stakeholders with varying levels of expertise and interest in supporting national (and military) goals in the field and as part of ‘reach-back’ capacity at the IMSG. (Past experience in Colombia, Afghanistan, Iraq, the Philippines, and Pakistan, and emerging steady state engagement requirements in Africa and other regions underscore this need).
A holistic consideration of the 38G concept supports the use of the “home areas” method of specialization as described in use by the UC University system Biological Sciences PhD programs.

While many seem to gravitate to 38G support of military government applications overseas or support of host nation stability, a holistic consideration recognizes the effects of 38G specialization on recruiting and qualification training, and 38G roles in advising senior military leaders and informing strategic planners as well as the military government and HN support.

The division that could be considered the “home areas” in the economics realm (distribution, production and finance – see Table 2) provides an excellent example of how a sector could be divided into the same macro divisions that are also often used in the division of government ministry level entities in the same sectors.

Identifying specializations within these sectors could provide a “basket” of civil sector specialists that would each have both their specialized knowledge as well as systems-based understanding of their “home areas.”

While some specialties may have added emphasis for military governance, creation of a basket of specialties with flexibility among the array within “home areas” would provide distinct advantages to the holistic 38G effort: recruiting, training, host nation / military government deployment capability as well as strategic advising and informing planning within the US military.

Core 38G home areas for Economy stabilization should include:

- Agriculture and land management
- Production and industry
- Commerce and trade
- Finance and macroeconomics
Table 2. Relating Economy Focus Areas to Rule of Law and Stable Governance

<table>
<thead>
<tr>
<th>SUSTAINABLE ECONOMY</th>
<th>RULE of LAW</th>
<th>STABLE GOVERNANCE</th>
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<tbody>
<tr>
<td><strong>USIP Guiding Principles</strong></td>
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<tr>
<td>MacroEconomic Stabilization</td>
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<tr>
<td>Monetary Stability</td>
<td></td>
<td>Central Bank</td>
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<td>Fiscal Management</td>
<td></td>
<td>Govt Agency</td>
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<tr>
<td>Legislative &amp; Regulatory Framework</td>
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<td>Siting, plans Export; Licenses Bank reg</td>
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<tr>
<td>Market Economy Sustainability</td>
<td>X X X</td>
<td>X X X</td>
</tr>
<tr>
<td>Infrastructure Development</td>
<td></td>
<td>Mining, Pipelines Ports, rail Credit review</td>
</tr>
<tr>
<td>Private Sector Development</td>
<td></td>
<td>Factories Supply chain Banking</td>
</tr>
<tr>
<td>Human Capital Development</td>
<td></td>
<td>Training Training Training</td>
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<tr>
<td>Financial Sector Development</td>
<td></td>
<td>Construction Trade finance Financing</td>
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<tr>
<td>Employment Generation</td>
<td>X X X</td>
<td>X X</td>
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<tr>
<td>Quick Impact</td>
<td></td>
<td>Manufgt Import Lending</td>
</tr>
<tr>
<td>Agriculture Rehabilitation</td>
<td></td>
<td>Farming; Ag Food Distrib Ag finance</td>
</tr>
<tr>
<td>Livelihood Development</td>
<td></td>
<td>Training Install &amp; Maint Training</td>
</tr>
<tr>
<td>Control over Illicit Economy and Threats to Peace</td>
<td></td>
<td></td>
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<tr>
<td>Control over Illicit Economic Activity</td>
<td></td>
<td>Protection Reporting Reporting</td>
</tr>
<tr>
<td>Management of Natural Resource Wealth</td>
<td></td>
<td>Stewardship Trading Prod'n finance</td>
</tr>
<tr>
<td>Reintegration of Ex-Combatants</td>
<td></td>
<td>Training Training</td>
</tr>
</tbody>
</table>

The Economy stability sector has a number of functions:

- Develops plans, policies, and procedures and provides operational oversight and supervision in rehabilitating or establishing food and agricultural systems, and agencies for producing, processing, storing, transporting, distributing, and marketing.
- Coordinates the use of indigenous government and commercial food and agricultural resources for military use, for CMO, and in support of government administration.
- Assists in coordinating IPI, Intergovernmental Organizations (IGOs), NGOs, U.S., and other resources to support food and agricultural systems
as part of CMO (crop and livestock improvement, agricultural training, and education).

- Develops plans, policies, and procedures, and provides operational oversight and supervision in rehabilitating or establishing economic and commercial systems, agencies, and resources.
- Develops and implements plans to reduce or mitigate black-market activities.
- Conducts liaison and coordinates with local government administration agencies and commercial enterprises in support of CAO.
- In coordination with the SJA, ensures compliance with international laws and conventions regarding use of labor and when acquiring and using local resources (supplies, equipment, and facilities).

Each of these specialty functions can be assessed and deployed at four different levels according to the Military evaluation procedures (professional proficiency indicator): Basic, Senior, Expert, and Master.

**Basic Level**

- Education: Appropriate Bachelor's degree from a regionally accredited university, which correlates to the skill identifier under consideration for proficiency designation
- Experience: Minimum of 12 months experience.
- Certification: Certificate(s) of training and/or other educational documentation pertaining to the skill identifier under consideration.

**Senior Level**

- Education: Requires Basic Functional Skill Practitioner (1L) who possesses two of the following requirements: 1-Appropriate MA/MS from a regionally accredited university or:
- Experience: Minimum of 48 months of cumulative experience working in career field correlating to the Basic Functional Skill Practitioner SI under consideration.
• Certification: Professional certification from one of the JFKSWCS recognized national certifying bodies that oversee the career field relating to the Senior Functional Skill Practitioner SI 1M.

Expert Level
Officers who possess expansive knowledge and working experience in civil skills. Requires: Senior Functional Skill Practitioner SI (1M).

• Education: Appropriate MA/MS from a regionally accredited university and:
• Experience: Minimum of 96 months of cumulative experience working in career field correlating to the Senior Functional Skill Practitioner SI under consideration and:
• Certification: Professional certification from one of the JFKSWCS recognized national certifying bodies that oversee the career field relating to the Senior Functional Skill Practitioner SI 1M.

Master Level
Officers who possess mastery knowledge and working experience in civil skills. Requires: Expert Functional Skill Practitioner SI (1N) plus:

• Education: Appropriate PhD (or equivalent years of education) from a regionally accredited university and/or:
• Experience: minimum of 144 months, cumulative experience working in career field correlating to the Expert Functional Skill Practitioner SI under consideration and:
• Certification: Terminal professional certification from one of the JFKSWCS recognized national certifying bodies who oversee the career field relating to the Expert Functional Skill Practitioner SI 1N.

These “Home Area” positions are described in the following subsections with their relevant qualifications.

1. **Agriculture and Land Management**

   Description of positions. Identifies positions requiring knowledge in civilian production, processing, storage, and distribution of food, fiber, and wood products, and the development and management of resources essential to these activities. Categories of
agricultural production include livestock, poultry, grain, vegetables, fruit, fish, fiber, and forestry products. Provide planning and technical expertise, advice, and assistance in identifying and assessing food and agriculture systems, agencies, services, personnel, resources, and facilities. Determine the capabilities and effectiveness of food and agricultural systems and the impact of those systems on CAO. Advise and assist in establishing the technical requirements for food and agricultural resources (livestock, poultry, grain, vegetables, fruit, fish, fiber, and forestry) management to support government administration. Advise and assist in rehabilitating, establishing, delivering, and maintaining food and agricultural systems and agencies. Determine the capabilities and effectiveness of civilian supply systems and the impact of those systems on CAO. Assist in coordinating IPI, IGOs, NGOs, and U.S. assistance and resources to support food and agricultural systems as part of CAO (crop and livestock improvement, agricultural training, and education). Provide technical expertise, advice, and assistance in monitoring and assessing the indigenous economy, economic systems, and commercial requirements for related products specifically, agencies, services, personnel, and resources. Determine the capabilities and effectiveness of economic systems and the impact of those systems on CAO.

Qualifications (According to level or requirement Operational or Planning Functions)

- **Education**: BA/BS /MA/MS according to area of specialty; Agronomy, Industrial Engineering, Agricultural business administration, Agricultural- economics, Soil and fertilizer experts, etc.
- **Experience**: Experience in an agricultural related profession, preferably in a County/State Agricultural Extension position or Federal Department of Agriculture and/or a minimum of years civilian experience in Industrial or AG production, or foreign/domestic development or a related field.
- **Certification**: TBD

Requirements range according to level or requirement of the Operational or Planning Functions, from Basic Technical experience to BA/MA, to specific technical or customary knowledge. By area of specialty, these experts relate to functions found in
Government Agencies and Ministries of Agriculture, as well as regional and rural development planning institutions (including rural infrastructure support, capital equipment, and labor needs). 38G-Agriculture would also be relating to the functions in agencies and or a ministry of agriculture and dealing with international organizations and NGOs that relate directly to agriculture in its multiple dimensions, including, animal husbandry.

The level of intervention can range from public sector reform policies and policy implementation, to regional and local feasibility of such implementation, including geographic and other physical constraints, to the planting of specific crops/livestock and monitoring irrigation, legal use or property rights issues.

A range of degrees associated to Public Policy and agricultural disciplines such as: Agronomy, Industrial Engineering, Agricultural business administration, Agricultural economics, (finance, international business), Veterinary disciplines in Livestock management, food and fodder supply chain management, as well as forestry and Land management related to Agrarian reform issues. Other experts may include agricultural Labor issues, Migrant labor, among others. After the initial specs of a Generalist 38A, a request for an initial 38G Agriculture CA team can further specify the detailed qualifications needed in each case.

Rationale/Discussion. Multiple academic backgrounds will be eligible for these positions including soil experts, chemist experts in fertilizers, biologists, etc.; a detailed list of qualifications and their specific attributes will only be possible for each level upon the exact requirements of each mission. The CA 38G initial team will create this master plan. The nature of the assignments and requests by the country/ Ambassador/ Commander will determine the level and specific expertise ultimately needed on site. It will also depend upon the locally available talent and coordination capacities, and equipment needed, as well as the other international and NGO potential resources and coordination abilities.

2. Production and Industry

Description of positions. Identifies positions requiring analysis, assessment, planning and implementation of productive processes in industrial, including food processing programs related to agricultural sourcing, as well as policies needed to
enhance the development of Allied/Host nations manufacturing and industrial capabilities. Provide technical expertise, advice, and assistance in monitoring and assessing the indigenous economy, economic systems, and their commercial potential, specific regulatory agencies, services, personnel, and resources, and industrial organizations and chambers. Determine the capabilities and effectiveness of economic systems and the impact of those systems on CAO. Advise and assist with budgetary processes, Business incentive policies monetary and fiscal policy implications for the development of productive economic entities, revenue-producing systems. Advise and assist in restoring, establishing, organizing, and operating economic and sector clusters, regulatory agency needs, and organizations. Advise and assist in the technical requirements to administer economic controls and the implications and source dependencies for the productive economies (price controls, rationing programs, prevention of black-market activities, monetary and fiscal policies, and labor). Advise and assist in employing local resources, including labor, to support government administration, and military use. Assist in coordinating IPI, IGOs, NGOs, and U.S. assistance and resources to support local economic production development as part of CMO. Advise and assist the SJA and contracting officials concerning indigenous peoples’ cultural needs as they relate to labor allocation and practices that affect production. Provide technical expertise, advice, and assistance in identifying and assessing public and commercial supply systems, agencies, services, personnel, resources, and facilities. Determine the availability of local supplies and potential alternatives. Identify private and public property available for military use and its fair and appropriate valuation according to the local economy and replacement values and possibilities. Advise and assist in delivering technical requirements for government and supply chain resources to support government administration (transportation, storage, and distribution [including rationing], and the use of captured and salvaged items in the production chain). Determine the capabilities and effectiveness of civilian supply systems and the impact of those systems on CAO.

Positions of 38Gs for ‘Production and Industry,’ include a multiplicity of sectors and activities (Standard Industrial Code (SIC)) and are usually under the auspices of a ministry of industry/Manufacturing/ Regional Development/Planning. An important issue
is also the labor component of Production and its related Ministry of Labor responsible to assess labor practices, safeguards, standards, labor disputes, and labor unions. However, the Ministry of Labor would also work with the agricultural labor issues, and we would like to also include a labor specialty that can initially be subsumed in this category of 38G, since a 38G who is versed in Production and Industry also has to understand labor dynamics and can identify labor specialists as needed.

Qualifications (according to level or requirement; operational or planning functions)

- Education: Advanced degree in Industrial Engineering, business administration, economics, finance, international business, are some of the examples; however, in this area, there are innumerable experts according to each sector and productive SIC denominations and classifications. The 38G team has to determine the specific industry and productive activity that will require the expertise. Pre-determining this is impractical.

Rationale/Discussion: TBD

3. Commerce and Trade

Description of positions. Identifies positions requiring analysis, assessment, planning and implementation of economic, industrial, financial, business, and agricultural programs and policies to enhance the development of Allied/Host nations. These experts will be working with their counterparts in corresponding ministries such as the ministry of Commerce, Transportation, Communication, Planning, Tourism, among others, as well as coordinate with the regional and subregional entities that relate to commerce and trade activities as well as multinational organizations such as the WTO, UNCTAD, and others.

Provide technical expertise, advice, and assistance in monitoring and assessing the indigenous economy, economic systems, commercial activities, agencies, services, personnel, and resources. Determine the capabilities and effectiveness of commerce and trade on economic systems and the impact of those systems on CAO. Advice and assist with budget and planning practices, monetary and fiscal policies’ effect on commerce and trade, revenue-producing commercial activities (legal and illegal). Advise and assist in restoring, establishing, organizing, and operating economic and commerce systems, agencies, and organizations. Advise and assist in administering technical requirements of
economic controls related to commerce and trade (price controls for import export activities, import export incentives and procedures, prevention of black-market activities, monetary, and fiscal policy implications for trade and commerce, and specific sector issues such as tourism etc.). Advise and assist in employing local commercial resources, including labor, to support government administration, competitiveness policies, antitrust regulations, and illegal commerce control systems. Perform civil-military operations and military use of trade and commerce infrastructure.

Qualifications (according to level or requirement; Operational or Planning Functions)

- Education: Advanced degree in Industrial Engineering, business administration, economics, finance, international business, International Trade, Marketing, Transportation, Freight, Shipping. Bachelor /Master’s Degree according to area of specialty. Degree in an international relations, international commerce, Marketing, transportation, Communications, urban and regional Planning, Industrial Engineering, Agro-biz administration, finance, international business.

Rationale/Discussion. TBD

4. Finance and Macroeconomics

Description of positions. Identifies positions requiring analysis, assessment, planning and implementation of economic, banking, financial, stabilization programs, financial sector reform, programs and policies to enhance the development of Allied/Host nations. These professionals will be interacting with their counterparts in government agencies and ministries of Finance, the Treasury, the Central Bank, Investment Banks, Commercial banking and Merchant Banking (coordinating with the commerce and trade activities), exchange control agencies, national debt restructuring, the stock exchange, the International Monetary Fund (IMF), the World Bank and other international financial institutions including financial international crimes and speculations.

Provide technical expertise, advice, and assistance in monitoring and assessing the indigenous economy, economic systems, banking and financial activities, agencies, services, personnel, and resources. Determine the capabilities and effectiveness of financial systems and the impact of those systems on CAO. Advise and assist with
budgetary systems, monetary and fiscal policies, revenue-producing systems, and treasury operations. Advise and assist in restoring, establishing, organizing, and operating banking and financial systems, agencies, and organizations. Advise and assist in the technical requirements of employing financial controls, central bank functions (interest rates, prevention of financial destabilizing activities, monetary and fiscal policies).

**Qualifications**

Able to interact with Ministries of Finance, Treasury, and General Accounting Office, Securities and Exchange Commissions, the IMF, the World Bank, and Central Bank functions. These functions require degrees in economics, finance, financial accounting, public finance, law, Public Policy, and civilian experience in economics, banking, public finance, or foreign/domestic development or related fields.

**Rationale/Discussion.** Leadership does not seem interested in highly qualified subject matter experts (i.e., PhDs) and expresses a need for the 38G to be able to identify cases when such expertise is needed. For instance, an economics 38G could identify an inflationary situation caused by intervention may require an IMF or a World Bank expert be asked to advise a Task Force Commander or Ministry official, rather than providing the advice.

Following guidance, the EFA team developed an initial influence diagram to assess and compare the original functional area specialties related to Sustainable Development and Resilient Development with the Emerging Economics area requirements of capabilities and expertise needed according to the Guiding Principles (see Table 3), and what became apparent from a more thorough analysis done by the team and the experts consulted.

To integrate the silos of military command hierarchy with the changing and flexible demands of a political economy and the strategic objectives of the mission is a challenge for officers in the field and for leadership alike.

A common theme throughout the research and consultation was the recognition that recruiting for 38G will require screening for cross-cultural competence. Without at least cultural pre-competence, a civil sector expert will not be effective in applying his expertise either within another country context or within the Army culture.
Table 3. Additional Interrelationships across Economy and Stabilization Sectors

<table>
<thead>
<tr>
<th>USIP Guiding Principles</th>
<th>SUSTAINABLE ECONOMY - Functional Areas</th>
<th>SSE</th>
<th>TRADE &amp; SERVICES</th>
<th>FINANCE</th>
<th>SECURITY</th>
<th>REGULATION</th>
<th>EDUCATION</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>MacroEconomic Stabilization</strong></td>
<td>XX XX XX</td>
<td>X X</td>
<td>XX</td>
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<td>Monetary Stability</td>
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<tr>
<td>Fiscal Management</td>
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<tr>
<td>Legislative &amp; Regulatory Framework</td>
<td>X</td>
<td>X</td>
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<tr>
<td><strong>Market Economy Sustainability</strong></td>
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<td>Infrastructure Development</td>
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<td>Private Sector Development</td>
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<td>Human Capital Development</td>
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<tr>
<td>Financial Sector Development</td>
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<tr>
<td><strong>Employment Generation</strong></td>
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<td>Quick Impact</td>
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<td>X</td>
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<tr>
<td>Agriculture Rehabilitation</td>
<td>XX</td>
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<tr>
<td>Livelihood Development</td>
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<tr>
<td><strong>Control over Illicit Economy and Threats to Peace</strong></td>
<td>XX</td>
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<td>XX</td>
<td>XX</td>
<td>XX</td>
<td>XX</td>
<td>XX</td>
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<tr>
<td>Control over Illicit Economic Activity</td>
<td>XX</td>
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<td>XX</td>
<td>XX</td>
<td>XX</td>
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<td>XX</td>
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<tr>
<td>Management of Natural Resource Wealth</td>
<td>XX</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Reintegration of Ex-Combatants</td>
<td>XX</td>
<td>X</td>
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</tbody>
</table>

The economy is a Complex Adaptive System (CAS) and there is a need for an integrated practice approach. To effectively address the problems the 38G face daily in this area, The 38 G have to understand the cross-dependencies of agents, their interests, and trade-offs in the economy, and the interrelationships with other pillars of stabilization and development. The current training and deployment of these experts is not optimized.

With this in mind, we asked the question: what would these people have to know to be effective at different levels of engagement?

“What education and level of expertise are necessary for the 38G to be effective in those circumstances is the challenging question.”

Sample core curriculum of prerequisite courses for Economy functional area specialist:

- Political Economy
- Sociology
- Political Theory
- Macroeconomics
- Microeconomics
- Trade Theory
This general approach to 38G in economic stability would provide recruiters the ability to develop an inventory in each proposed ‘home area’ of economics and/or of each stability sector of cross-culturally competent civil sector experts with home area systems-thinking capability, which is the more valued competency over specific specialty technical competencies in most expected 38G problem sets.

It can be also expected that persons more liable to have the personal attributes and experiences that support cross cultural competence will populate some specialties within a home area. The home area concept allows for those specialties to be overrepresented in the 38G population for those home areas, which is acceptable as candidates without competency are unsuitable regardless of their civilian skills.

Training for 38G is expected to consist of three separate courses. It can be expected that some specialties within a home area will, by the nature of their civil requirements have more flexibility in their ability to complete required training without disruption to their civilian careers. As in recruiting, a home areas’ approach allows for
weighting towards those specialties within a home area of a sector. This supports maximum availability of specialists with systems knowledge to support military government, operational, planning and advisory needs.

While the home area concept may result in the some specific specialties to be underrepresented, notably, this can be expected to be a limitation only in specific HN support scenarios. It can be expected that the other aspect of 38G employment – informing strategic planning and advising senior military leaders – almost solely demands the capability for systems thinking within the home area.

A holistic consideration of the 38G program leads to serious consideration of identification of a basket of civil sector specialists within home areas of stability sectors as a viable methodology to guide the development of a 38G population with the skills sets needed to support military government as well as the full range of military operations and advisory functions in the economic arena.

I. HOMELAND INTEGRATION

Through the project research and sector review meeting, it was determined that no new position is needed for the Homeland Integration sector. Rather, training and certifications exist that can prepare 38G officers to apply their particular specialty to domestic situations as well as to foreign operations. In complex domestic emergencies, 38Gs align with the Social Well-Being sector Complex Emergency Response and Recovery position.
IV. RECOMMENDATIONS FOR FUTURE WORK

The GISD project team, together with experts from the civil-military operations community of practice, developed a first cut of areas of expertise for 38G positions relating to the stability sectors that appear here. These proposals should go now to the next level of validation. They were crafted without an operating concept that would enable us to better match the supply to the demand. Case studies, gaming, and other interactions are needed to further specify the requirement, and how the expertise would be employed.

There are several areas for continuing research and development supporting implementation of the 38G position:

- Provide support to the development of an operating concept.
- Identify requirements for certifications or other means of knowledge development and validation, such as exams.
- Research civilian sector certifications available. This report provides examples and general kinds of certifications that may be relevant, but further study and specification are needed.
- Identify civilian sector certification gaps for 38G positions.
- Support IMSG in preparation of inputs to Army Personnel.
- Convene an online collaborative session to consolidate research findings, best practices, and lessons learned.
- Distill findings from existing academic research into relevant insights, concepts, and tools for CA policy and practice, including knowledge to transfer into existing and new certificate curricula.
- Develop an academic agenda for CA addressing specific qualifications of the proposed specialties.
- Validate and populate the initial GISD modeling framework (refer to the Literature Review and Analysis report) with stabilization issue areas; enhance the model as needed to support education and training objectives.
- Design, plan, and conduct a survey across the CA and related communities to understand 38G in context of partner agencies, 38A, and ongoing changes within CA.
- Concur and harmonize to the operating concept.
### APPENDIX A. GLOSSARY OF ACRONYMS AND ABBREVIATIONS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>ABD</td>
<td>All but dissertation</td>
</tr>
<tr>
<td>ADR</td>
<td>Alternative dispute resolution</td>
</tr>
<tr>
<td>AITP</td>
<td>Association of Information Technology Professionals</td>
</tr>
<tr>
<td>AME</td>
<td>Association for Manufacturer’s Excellence</td>
</tr>
<tr>
<td>AOC</td>
<td>Area of Concentration</td>
</tr>
<tr>
<td>APAN</td>
<td>All Partners Access Network</td>
</tr>
<tr>
<td>APTAC</td>
<td>Applied Police Training and Certification</td>
</tr>
<tr>
<td>ARC</td>
<td>Active Response Corps</td>
</tr>
<tr>
<td>ASA M&amp;RA</td>
<td>Assistant Secretary of the Army, Manpower and Reserve Affairs</td>
</tr>
<tr>
<td>ASI</td>
<td>Additional Skill Identifier</td>
</tr>
<tr>
<td>ASPA</td>
<td>American Society of Public Administration</td>
</tr>
<tr>
<td>ASTP</td>
<td>Army Specialized Training Program</td>
</tr>
<tr>
<td>AU</td>
<td>African Union</td>
</tr>
<tr>
<td>BA</td>
<td>Bachelor of Arts</td>
</tr>
<tr>
<td>BS</td>
<td>Bachelor of Science</td>
</tr>
<tr>
<td>CA</td>
<td>Civil Affairs</td>
</tr>
<tr>
<td>CAD</td>
<td>Civil Affairs Division</td>
</tr>
<tr>
<td>CAO</td>
<td>Civil Affairs Officer</td>
</tr>
<tr>
<td>CAO</td>
<td>Civil Affairs Operation</td>
</tr>
<tr>
<td>CAS</td>
<td>Complex Adaptive System</td>
</tr>
<tr>
<td>CATS</td>
<td>Civil Affairs Training Schools</td>
</tr>
<tr>
<td>CBRNE</td>
<td>Chemical, Biological, Radiation, Nuclear and Explosives</td>
</tr>
<tr>
<td>CDDRL</td>
<td>Center on Democracy, Development, and Rule of Law</td>
</tr>
<tr>
<td>CDHAM</td>
<td>Center for Disaster and Humanitarian Assistance Medicine</td>
</tr>
<tr>
<td>CEM</td>
<td>Certified Emergency Manager</td>
</tr>
<tr>
<td>CG</td>
<td>Commanding General</td>
</tr>
<tr>
<td>CIM</td>
<td>Civil Information Management</td>
</tr>
<tr>
<td>CIMIC</td>
<td>Civil-Military Cooperation</td>
</tr>
</tbody>
</table>
CISA Certified Information Systems Officer
CISM Certified Information Security Manager
CMF Career Management Field
CMO Civil Military Operations
COL Colonel
CORDS Civil Operations and Revolutionary Development Support
CPB Civil Preparation of the Battlespace
CRC Civilian Response Corps
CSIS Center for Strategic and International Security
DCE Deployable Civilian Expert (UK usage)
DDR Disarmament, Demobilization, and Reintegration
DoD Department of Defense
DoJ Department of Justice
DoL Department of Labor
DoS Department of State
DOT Dictionary of Occupational Titles
EB Economic and Business Affairs
EFA European Finance Association
EMAP Emergency Management Accreditation Program
EU European Union
FALP Foreign Area and Language Program
FCC Federal Communications Commission
FEMA Federal Emergency Management Agency
FM Field Manual
FN Friendly Nation
GAO General Accounting Office
Gen General
GISD Governance Innovation for Stability and Development
HAZMAT Hazardous Material
HAZWOPER Hazardous Waste Operations and Emergency Response
HN Host Nation
<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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</thead>
<tbody>
<tr>
<td>HS</td>
<td>Homeland Security</td>
</tr>
<tr>
<td>IAF</td>
<td>International Association of Facilitators</td>
</tr>
<tr>
<td>IABC</td>
<td>International Association of Business Communication</td>
</tr>
<tr>
<td>IABSE</td>
<td>International Association for Bridge and Structural Engineers</td>
</tr>
<tr>
<td>ICAPF</td>
<td>Interagency Conflict Assessment and Planning Framework</td>
</tr>
<tr>
<td>ICD</td>
<td>International Classification of Diseases</td>
</tr>
<tr>
<td>IChemE</td>
<td>Institute of Mechanical Engineers</td>
</tr>
<tr>
<td>ICE</td>
<td>Institute of Chemical Engineers</td>
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<tr>
<td>ICRC</td>
<td>International Committee of the Red Cross</td>
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<tr>
<td>IDHA</td>
<td>International Diploma for Humanitarian Assistance</td>
</tr>
<tr>
<td>IET</td>
<td>Institution of Engineering and Technology</td>
</tr>
<tr>
<td>IGO</td>
<td>Intergovernmental Organization</td>
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<tr>
<td>ILA</td>
<td>Institute of Internal Auditors</td>
</tr>
<tr>
<td>IMA</td>
<td>Institute of Management Accountants</td>
</tr>
<tr>
<td>IMechE</td>
<td>Institute of Mechanical Engineers</td>
</tr>
<tr>
<td>IMF</td>
<td>International Monetary Fund</td>
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<tr>
<td>IMSG</td>
<td>Institute for Military Support to Governance</td>
</tr>
<tr>
<td>IN</td>
<td>Expert Functional Skill Practitioner</td>
</tr>
<tr>
<td>INFORMS</td>
<td>Institute for Operations Research and Management Science</td>
</tr>
<tr>
<td>IO</td>
<td>International Organization</td>
</tr>
<tr>
<td>IPI</td>
<td>International Peace Institute</td>
</tr>
<tr>
<td>IMSG</td>
<td>Institute for Military Support to Governance</td>
</tr>
<tr>
<td>IR</td>
<td>Infrastructure Reconnaissance</td>
</tr>
<tr>
<td>JAG</td>
<td>Judge Advocate General</td>
</tr>
<tr>
<td>JCMOTF</td>
<td>Joint Civil-Military Operations Task Force</td>
</tr>
<tr>
<td>JD</td>
<td>Juris Doctor</td>
</tr>
<tr>
<td>JFKSWCS</td>
<td>John Fitzgerald Kennedy Special Warfare Center and School</td>
</tr>
<tr>
<td>LL.M.</td>
<td>Master of Laws</td>
</tr>
<tr>
<td>Lt</td>
<td>Lieutenant</td>
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<tr>
<td>LTC</td>
<td>Lieutenant Colonel</td>
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<tr>
<td>M&amp;RA</td>
<td>Manpower and Reserve Affairs</td>
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<tr>
<td>MA</td>
<td>Master of Arts</td>
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<tr>
<td>MAJ</td>
<td>Major</td>
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<tr>
<td>Acronym</td>
<td>Full Form</td>
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<tr>
<td>MACV</td>
<td>Military Assistance Command Vietnam</td>
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<tr>
<td>MDG</td>
<td>Millennial Development Goal</td>
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<tr>
<td>MFA&amp;A</td>
<td>Monuments, Fine Art, and Archives</td>
</tr>
<tr>
<td>MIT</td>
<td>Massachusetts Institute of Technology</td>
</tr>
<tr>
<td>MOS</td>
<td>Military Occupational Specialty</td>
</tr>
<tr>
<td>MOVES</td>
<td>Modeling, Virtual Environments, and Simulation</td>
</tr>
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<td>MS</td>
<td>Master of Science</td>
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<tr>
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</tr>
<tr>
<td>NATO</td>
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<tr>
<td>NCO</td>
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<tr>
<td>NGO</td>
<td>Non-Governmental Organization</td>
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<tr>
<td>NPS</td>
<td>Naval Postgraduate School</td>
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<tr>
<td>NSAM</td>
<td>National Security Action Memorandum</td>
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<tr>
<td>NSPD</td>
<td>National Security Presidential Directive</td>
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<tr>
<td>OFDA</td>
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</tr>
<tr>
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</tr>
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<td>PKSOI</td>
<td>Peace Keeping and Stability Operations Institute</td>
</tr>
<tr>
<td>PPD</td>
<td>Presidential Policy Directive</td>
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<td>Stabilization and Reconstruction</td>
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<td>SCA</td>
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<td>SES</td>
<td>Standards Engineering Society</td>
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<tr>
<td>SI</td>
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<tr>
<td>SI IM</td>
<td>Skill Identifier – Infantry Mortar</td>
</tr>
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<td>SIC</td>
<td>Standard Industrial Code</td>
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<td>SJA</td>
<td>Strategy Justification and Approval</td>
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<tr>
<td>Abbreviation</td>
<td>Full Form</td>
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<tr>
<td>SME</td>
<td>Subject Matter Expert</td>
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<tr>
<td>SOCOM</td>
<td>US Special Operations Command</td>
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<td>Standby Response Corps</td>
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<td>SSE</td>
<td>Safe and Secure Environment</td>
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<tr>
<td>SWB</td>
<td>Social Well-Being</td>
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<tr>
<td>SWEAT</td>
<td>Sewer, Water, Electricity, Academics, and Trash</td>
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<tr>
<td>TCA</td>
<td>True Cost Accounting</td>
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<td>TBD</td>
<td>To be determined</td>
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<td>TMA</td>
<td>Transitional Military Authority</td>
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<td>TSC</td>
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<td>UC</td>
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<td>Urban Land Institute</td>
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<td>UN</td>
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<td>United Nations Parliamentary Assembly</td>
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<td>USA</td>
<td>United States Army</td>
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<td>USACAPOC</td>
<td>United States Army Civil Affairs and Psychological Operations Command</td>
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<td>USAID</td>
<td>United States Agency for International Development</td>
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<tr>
<td>USIP</td>
<td>United States Institute of Peace</td>
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<td>USUHS</td>
<td>United States University of the Health Services</td>
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<td>World Bank</td>
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<td>WTO</td>
<td>World Trade Organization</td>
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APPENDIX B. SCHOOL OF MILITARY GOVERNMENT
MEMORANDUM

IMMEDIATE ACTION

WAR DEPARTMENT
The Adjutant General's Office
Washington

MEMORANDUM
No. W350-52-43
March 7, 1943

SCHOOL OF MILITARY GOVERNMENT, FOURTH COURSE

1. General.—The War Department has established the School of Military Government at Charlottesville, Virginia, under the supervision of the Provost Marshal General, for the training of Army officers for future detail in connection with military government and liaison. The present allotment of students is 150. The Fourth course of 16 weeks’ duration will begin on or about May 16, 1943.

2. Selection.—It is desired that a list of officers under jurisdiction of the armies and the First to Ninth Service Commands, inclusive, who will be available for such instruction and detail be submitted to the Adjutant General by April 1, 1943. Final selection will be made upon recommendation of the Provost Marshal General.

3. Submission of lists.—Students will be officers of the grades of captain to colonel, inclusive, from any one of the components, and will be selected by reason of training and experience, commensurate with their age and grade, particularly fitting them for civil affairs work and liaison. Only officers with outstanding qualifications and records will be selected. Careful consideration will be given to insure that the officers listed meet the qualifications indicated in paragraphs 5 and 6 and are available.

b. The list will include at least three officers qualified by reason of administrative or professional experience, civil or military, as indicated in paragraph 5a, to serve as chiefs of civil affairs sections or as staff assistants; three officers qualified under paragraph 5b; and two officers qualified for each other department indicated in paragraph 6.

c. A brief statement of each officer's qualifications will be included to show:

(1) Name, grade, arm of service, and serial number.
(2) Age.
(3) Present address.
(4) Permanent address.
(5) Education.
(6) Language qualification.
(7) Past civilian employment, with salary.
(8) Other civilian and military experience qualifying for civil affairs detail.

d. The list may include officers within or above the age limits prescribed for field service. (One copy will be designated "Copy for Commandant, S.M.G.").

IMMEDIATE ACTION
a. The list may include the names of suitable Reserve officers not yet on active duty, which will be submitted on individual lists.

b. Officers selected will not be over 50 years of age unless exceptionally qualified and in no event over 55 years of age.

c. Duties.—Civil affairs officers are charged, under the direction of the commanding general, with the organization of military government and conduct of civil affairs in enemy occupied areas, and liaison. They perform such duties as the preparation of plans, proclamations, ordinances, and orders; the establishment and supervision of military courts and commissions; the reestablishment of essential governmental services, including public health and sanitation, public safety, public works, public welfare, and education; the preparation and execution of necessary plans concerning money and banking, taxation, commerce, industry, labor, agriculture, and other subjects; and the maintenance of liaison between the Army and civilian officials.

d. General qualifications.—a. Personal attributes.—Among the personal attributes desired are the ability to deal effectively with high civilian officials in difficult and complex situations; ability to get along with people in all walks of life; tact; diplomacy, imagination; a broad social outlook; and adaptability to new and unusual customs; ability to analyze governmental, economic, and related problems and to formulate and carry into effect necessary policies; high professional standing in his own field; unquestioned integrity; and ability to assimilate a wide variety of complex subject matter in a short, rigorous training program.

b. Education.—Graduation from a college or university or a recognized professional school (may be waived in exceptional cases).

c. Languages.—Knowledge of a foreign language is desired but may be waived in exceptional cases.

d. Foreign residence and travel.—Desired, and will be taken into account in making selections.

e. Military experience.—Desired, with special reference to command and staff experience, but may be waived if other qualifications show special fitness for the detail.

f. Qualifying administrative and professional experience.—Successful experience and demonstrated ability in a responsible administrative or professional position, as indicated below, commensurate with age and:

a. Administrative.—Head or a principal officer of a large governmental business, or military organization, such as governor, city manager, mayor, or head of a large department or division of a city, state, or Federal department, or commander of a regiment or large staff unit or a similar position in a large private enterprise; or a junior officer of demonstrated ability.

b. Public works and utilities.—Head or a principal officer of a large public works, utility, or engineering organization, or a similar position in a large industrial engineering organization; or a junior officer of demonstrated ability.

c. Public safety.—Head or a principal officer of a large Federal, state, or city public safety department or similar private organization; or a junior officer of demonstrated ability.
d. Fiscal.—Analyst of recognized standing in banking, currency, taxation, or public finance; or executive officer of a large city, state, or Federal financial department, or of a large banking or investment organization with responsibilities for policies; or junior officer of demonstrated ability.

e. Economic.—Economic analyst of recognized standing in industry, commerce, agriculture, labor, employment, or other field; or executive of a large business or governmental organization concerned with economic problems; or junior officer of demonstrated ability.

f. Public Health.—None desired. Public health personnel to be furnished by the Surgeon General's Office.

g. Public Welfare.—Head or principal officer of a large welfare organization, such as a large city, country, state, or Federal Government agency; or of a large private welfare organization; or a junior officer of demonstrated ability.

h. Education.—Superintendent of a large city or state school system or head of an important division of a large state or Federal education department; or a university or college president; or university professor with experience in supervising educational programs and policies.

i. Public Relations.—Executive officer of a public relations department, or responsible professional experience in newspaper, radio, or other public-relations agency.

j. Communications.—Responsible administrative position in a telephone, telegraph, or radio company or other organization in the field of communications.

k. Legal.—Responsible position in an important public legal department, or as judge of a higher court, or attorney of high standing and broad experience at the bar.

l. Liaison.—Extended foreign residence, knowledge of languages, and acquaintance with customs and institutions of foreign countries; capacity to understand and deal with people of a different culture; qualities such as might characterize a skillful diplomatic or consular officer; or experience qualifying for liaison detail.

7. Other sources.—Certain officers will be admitted from War Department overseas. Other specially qualified officers may be requested to the Provost Marshal General.

8. Successive courses.—Additional courses will follow. Commanders concerned will be prepared to submit on or about July 1, 1943, lists of names of officers recommended as students, the School of Military Government, to be enrolled for the fifth course, which will begin on or about September 15, 1943.

(AS 210.1 Spec. Sec. (2-10-43) PR-A-SPGOAO-BW-PF)

By order of the Secretary of War: /s/ J. A. USO, J. A. USO, Major, General, Adjutant General.

DISTRIBUTION:

E. Commanding Generals:
   First, Second, Third, Fourth Army.
   First through Ninth Service Commands.

94-73280

IMMEDIATE ACTION
APPENDIX C. UK STABILIZATION UNIT PROFILES

Conflict Adviser Generalist

Applicants for the Conflict function within the DCE element of the Civilian Stabilisation Group must have a minimum of 5 years’ experience of working on conflict related issues. One of these years must have been in the field in a fragile or conflict-affected state.

General:
You must be able to demonstrate a working knowledge of at least two types of institutions:
- International conflict architecture (UN system, International Governmental and Finance Organizations, regional institutions such as AU and EU, and key donors)
- Key partner institutions in Government, particularly FCO/ DFID/ MOD, and their processes for business planning/ program design

Experience in either of the following and a good working knowledge of the other:
- Gender sensitive approaches to programming and analysis
- Humanitarian Principles
- Conflict sensitivity
- Supporting political processes, governance, civil society, service delivery, and livelihoods within the stabilization context
- The political context within which HMG operates

Technical:
You must be able to demonstrate technical competence in at least two of the following areas:
- Conflict Analysis: analytical tools, methodologies, theory and practice; political economy analysis (power relations, political systems, formal and informal institutions, etc); institutional appraisal and analysis.
- Conflict prevention and sensitivity: supporting state and non-state actors in promoting peaceful transformation, supporting country/state resilience and building state capacity; conflict-sensitive design, monitoring and evaluation of programs aimed at preventing violence.
- Conflict response: international conflict architecture and engagement/response processes and practices; supporting peace processes, ceasefires, mediation, and peace agreements; supporting peacebuilding and reconciliation.
- Program Design, management and evaluation

Highly desirable skills, knowledge and experience:
- Working within HMG, preferably on cross-government issues
- Working within the UN/EU/OSCE
- Fluency in a language other than English.
- Specific geographic expertise and knowledge; for example – South Asia, MENA, Sub-Saharan Africa, etc.

Civil Service Competences:
- Seeing the Big Picture
- Delivering at Pace
- Collaborating and Partnering
Stabilization Adviser Profile

In conflict and fragile regions where the building blocks for longer term development need to be built, stabilization advisors are required to conduct a range of tasks which are likely to include the following: assessment, planning, coordinating, advising, and developing relationships to achieve HMG objectives. Typically, this will be at the earliest stage of an intervention in which they will be a required to draw on a broad range of knowledge, experience, and interpersonal skills. As a result, they will need to demonstrate these skills and competencies:

Practical application of:
- Civilian, government, and military planning and assessment methods.
- Conflict, humanitarian, and political assessment methodologies.
- Humanitarian principles and “do no harm” approaches.
- Governance programs within the context of stabilization interventions.
- Analysis of sub-national governance systems and their implications for creating the conditions for longer term development.
- Working with multilateral organizations e.g. UN, NGO, IFIs, key donors.
- Briefing senior officials.

Working understanding of:
- Law of Armed Conflict
- Relevant UN Intervention Guidelines (e.g., UN 1325)
- Security System Reform processes
- The UN structure
- The role and purpose of SU, FCO, DFID and MOD.

And have experience of:
- Working in conflict-affected and fragile regions.
- Working closely with civil society in fragile regions.
- Managing and understanding politically sensitive situations.
- Adapting to different social and cultural environments.
- Negotiation and facilitation.
- The ability to adapt to different social and cultural environments.

Civil Service Competences:
- Seeing the Big Picture
- Delivering at Pace
- Collaborating and Partnering
- Making Effective Decisions

Civil Service International Competencies:
- Engaging Internationally
- Demonstrating Resilience
APPENDIX D. EXISTING 38A CIVIL AFFAIRS OFFICER POSITIONS

The information in this appendix is taken from a briefing by the Institute for Military Support to Governance to the GISD project team in December 2013. The intent was to provide information about the CA functional specialties and number of billets that will be converting from the 38A designation to the 38G designation.

**Civil Affairs / Functional Specialty Overview**

<table>
<thead>
<tr>
<th>Disposition of Functional Specialty Teams:</th>
<th>CA Functional Specialties</th>
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<tbody>
<tr>
<td>• 780 Functional Specialty (FxSp) billets belong to USACAPOC(A)/Army Reserve Civil Affairs MTOEs</td>
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<tr>
<td>➢ 33 x CA BNs (264 FxSp billets all MOSs)</td>
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<tr>
<td>➢ 9 x CA BDEs (144 FxSp billets all MOSs)</td>
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<td>➢ 4 x Civil Affairs Commands (372 FxSp all MOSs)</td>
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</table>

**Skill Identifiers:**

- 5V Civil Defense Officer
- 6C Economic/Commerce Officer (Economic Stability)
- 6D Public Education Officer (Public Education & Info)
- 6E Civilian Supply Officer (Economic Stability)
- 6F Public Transportation Officer (Infrastructure)
- 6G Public Facilities Officer (Infrastructure)
- 6H Public Safety Officer (Governance)
- 6R Public Communications Officer (Infrastructure)
- 6U Agricultural Officer (Economic Stability)
- 6V Cultural Affairs Officer (Public Health & Welfare)
- 6W Archivist

**Battalion Authorizations (33a):** (Total: 264 / 38A & 38B = 132)

- 27A x 1 (Rule of Law), 60C x 1, 68W x 1, 64B x 1 (Public Health)
- 38A x 1, 38A6E x 1, 38A6H x 1, 38A6G x 1

**Brigade Authorizations (39a):** (Total: 144 / 38A & 38B = 60)

- 64B x 1, 70H x 1, 60C x 1, 72D x 1 (Public Health), 27A x 1 (Rule of Law), 38A x 1, 38A6G x 2, 38A6E x 2, 38A6R x 2, 38A6H x 1, 68W x 1, 38B x 2

**CACOM Authorizations (44a):** (Total: 372 / 38A & 38B = 264)

- 60C x 3, 64B x 3, 68W x 3, 65W x 3, 70H x 3, 70K x 3, 72D x 3 (Public Health), 27A x 6 (Rule of Law / Governance), 38A6H x 3, 38A6E x 6, 38A6F x 3, 38A6G x 6, 38A6R x 3, 38A6V x 3, 38A6U x 3, 38A6C x 9, 38A6D x 3, 38A x 9, 38B x 18

**Total: 780 / 38A & 38B = 486**
5Y Civil Defense Officer
(One position at USACAPOC)

Description of positions. Identifies positions requiring analysis, planning, implementation, and management of indigenous emergency service assets in the preparation for or conduct of civil defense or disaster relief operations.

Qualifications. Requires the completion of Federal Emergency Management Agency (FEMA) independent study instructions courses at http://www.fema.gov/about/training/emergency.shtml. Courses are: IS-1 Emergency Program Manager; IS-22 Are You Ready? An In-Depth Guide to Citizen Preparedness; IS-3 Radiological Emergency Management; IS-5A An Introduction to Hazardous Material; and IS-7 A Citizen Guide to Disaster Assistance; or equivalent experiences as a Regional Civil Defense Director or Certification as a Certified Emergency Manager (CEM) through the International Association of Emergency Managers at http://www.iarem.com/certification/generalinfo/cem.htm; or a degree in Emergency or Disaster Management through an accredited teaching institution.

6C Economist/Commerce Officer
(Economic Stability)

Description of positions. Identifies positions requiring analysis, assessment, planning and implementation of economic, industrial, financial, business, and agricultural programs and policies to enhance the development of Allied/Host nations.

Qualifications. Masters degree in either economics, finance, international business, or business administration and/or a minimum of 5 years civilian experience in either economics, banking, public finance, foreign/domestic development or a related field.
6E Civilian Supply Officer
(Governance)

**Description of positions.** Identifies positions requiring knowledge in administration, storage, and distribution of consumer goods and commodities to the indigenous population of an area of operations. Surveys local availability of food and supplies from military and other agencies for use by the local population. Assists in identifying and acquiring local resources for use by the tactical commander.

**Qualifications.** Requires a bachelor degree in economics or business administration emphasizing supply management and distribution, and/or 5 years experience in the management of food or product distribution systems.

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6F Public Transportation Officer
(Infrastructure)

**Description of positions.** Identifies positions requiring identification, categorization, rehabilitation, mobilization, development, and operation of civilian transport assets and facilities in support of Civil-Military Operations.

**Qualifications.** Bachelor degree in civil engineering or transportation; or, equivalent experience in the management or design of transportation systems either public or private; and/or 3 years experience in the development of plans and policy at the state or national Department of Transportation level.

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6G Public Facilities Officer
(Infrastructure)

**Description of positions.** Identifies positions requiring identification, assessment of capability, rehabilitation, development, and operational supervision of Public Works and Utilities in the conduct of Civil-Military Operations.

**Qualifications.** Bachelor degree in either civil, electrical, mechanical, waste, or water management engineering, and/or 5 years experience in either management, design, or operation of public or private works and utilities. Officers holding a professional engineering license in any discipline are considered uniquely qualified.

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6H Public Safety Officer
(Rule of Law)

Description of positions. Identifies positions requiring knowledge to provide advice, assistance, supervision, control in the development, rehabilitation, sustainment of indigenous police administration, fire protection, penal institutions, and emergency rescue services.

Qualifications. Bachelor degree in either criminology, fire science, police science, corrections management, or public administration and/or 3 years practical experience in a supervisory or management position in a government related public safety field or equivalent private industry position.

6R Public Communications Officer
(Infrastructure)

Description of positions. Identifies positions requiring knowledge in telecommunications engineering, network architecture and technical expertise in the identification, assessment of capability, rehabilitation, systems analysis, development planning, and operational oversight/supervision of indigenous public and private communications technologies, assets and facilities during the conduct of civil-military operations.

Qualifications. Bachelor degree in either Electronic or Electrical Engineering, communications management, or computer science and/or 5 years civilian experience in either engineering or management in a related public or private communications position to include radio, television, postal service or automated data processing network.

6U Agricultural Officer
(Economic Stability)

Description of positions. Identifies positions requiring knowledge in civilian production, processing, storage, and distribution of food, fiber, and wood products, and for the development and management of resources essential to these activities. Categories of agricultural production include livestock, poultry, grain, vegetables, fruit, fish, fiber, and forestry products.

Qualifications. Bachelor degree in an agricultural discipline and/or 5 years experience in an agricultural related profession, preferably in a County/State Agricultural Extension position or Federal Department of Agriculture.
6V Cultural Affairs Officer
(Governance)

Description of positions. Identifies positions requiring knowledge in evaluating and preserving socioreligious arts, artifacts, monuments, shrines and other physical manifestations of the culture and the institution of the people in the area of operations.

Qualifications. Requires professional knowledge or experience with the ethnography, culture, sociology, institutions, and religious heritage of the people of the areas of assignment or potential assignment.

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<tr>
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<th>JOB</th>
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<tr>
<td>6V</td>
<td>Cultural Affairs</td>
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6W Archivist
(Inactive)

Description of positions. Identifies positions requiring identification, recovery, appraisal, safeguarding and disposal of official and semi-official public documents and records relating to persons, groups, institutions, and property interests that impact on the pursuit of U.S. National Policy objectives in a military area of operations.

Qualifications. Requires a baccalaureate degree in either library science, political science, or history, from an accredited college or university, and/or 5 years equivalent practical training in one or more of such fields.

3N International Law Specialist

Description of positions. For positions which require familiarity of international law.

Qualifications. Requires successful completion of the JAG graduate course and--

1. Service for at least 3 years in a position requiring at least half of the officer's time to be devoted to international law,
2. or (2) Service for 3 years as an instructor in the International Law Division at TJAG School; or
3. (3) Service for at least 2 years in a capacity under (1) or (2) above and 1 year of postgraduate legal study specializing in international law; or
4. (4) Any combination of 3 years under the foregoing categories.

Restrictions. For use with JAG Branch AOC only.
Proficiency Code: 1L
(Basic Functional Skill Practitioner)

Description of positions. Identifies AOC 38G officers who possess basic knowledge and experience in civil skills.

Qualifications. Requires award of a Civil Affairs Proponent Skill Identifier for which this proficiency is to be applied and:
1. Appropriate Bachelor’s degree from a regionally accredited university which correlates to the skill identifier under consideration for proficiency designation and
2. Certificate(s) of training and/or other educational documentation pertaining to the skill identifier under consideration.

Restrictions. For use with AOC 38G only.

Proficiency Code: 1M
(Senior Functional Skill Practitioner)

Description of positions. Identifies AOC 38G officers who possess detailed knowledge and working experience in civil skills.

Qualifications. Requires Basic Functional Skill Practitioner (1L) and possess two of the following requirements:
1. Minimum of 48 months, cumulative experience working in career field correlating to the Basic Functional Skill Practitioner 1L under consideration.
2. Appropriate Master’s degree from a regionally accredited university.
3. Professional certification from one of the USAJFKSWCS recognized national certifying bodies who oversee the career field relating to the Senior Functional Skill Practitioner 1M.

Restrictions. For use with AOC 38G only.
Proficiency Code: 1N
(Expert Functional Skill Practitioner)

Description of positions. Identifies AOC 38G officers who possess
expansive knowledge and working experience in civil skills.

Qualifications. Requires Senior Functional Skill Practitioner SI (1M) and:
(1) Minimum of 56 months, cumulative experience working in career
field correlating to the Senior Functional Skill Practitioner SI under
consideration and:
(2) Appropriate Master's degree from a regionally accredited university
and:
(3) Professional certification from one of the USAJFKSWCS recognized
national certifying bodies who oversee the career field relating to the
Senior Functional Skill Practitioner SI 1M.

Restrictions. For use with AOC 38G only.

Proficiency Code: 1P
(Master Functional Skill Practitioner)

Description of positions. Identifies AOC 38G officers who possess
masterly knowledge and working experience in civil skills.

Qualifications. Requires Expert Functional Skill Practitioner SI (1N) plus
a minimum of 144 months, cumulative experience working in career
field correlating to the Expert Functional Skill Practitioner SI under
consideration and:
(1) Appropriate PhD from a regionally accredited university and/or:
(2) Terminal professional certification from one of the USAJFKSWCS
recognized national certifying bodies who oversee the career field
relating to the Expert Functional Skill Practitioner SI 1N.

Restrictions. For use with AOC 38G only.
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