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15 OCTOBER 1975

STUDENT ESSAY

CIVIL AFFAIRS — AN ESSENTIAL CAPABILITY

BY

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CIVIL AFFAIRS



CORRESPONDING COURSE



US ARMY WAR COLLEGE, CARLISLE BARRACKS, PENNSYLVANIA

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Item 20 continued.

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USAWC ESSAY

CIVIL AFFAIRS -- AN ESSENTIAL CAPABILITY

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US Army War College
Carlisle Barracks, Pennsylvania
15 October 1975

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ABSTRACT

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The Civil Affairs structure and mission have been a recent target of sincere, but misinformed, persons. Certain Congressmen, the Brookings Institution, and some military and civilian personnel have questioned the need for Civil Affairs as part of our new Army.

There has been a lack of understanding concerning the role of Civil Affairs as being the interface that the military commander has with the civilian environment.

This essay is a reasoned reply to the attack. It includes significant statements of senior military officers who were personally knowledgeable concerning how Civil Affairs assisted them in the field and who recognize that Civil Affairs must be available in strength to the United States Army. It stresses that the newly reorganized Civil Affairs units have a vital function to fulfill in furthering the Army's mission of both winning a war and winning the peace that follows.

CIVIL AFFAIRS -- AN ESSENTIAL CAPABILITY

INTRODUCTION

General Dwight D. Eisenhower stated shortly before D-Day that Civil Affairs was "as modern as radar and just as important to the command."¹ He recognized, as do senior members of the United States Army, that Civil Affairs is a vital function which must be maintained and developed to insure that the Army retains its primacy in this area.²

However, there are persons who, with a sincere desire for economy, would sacrifice this unique asset that the military commander has as his interface with the civilian environment.

Let us, therefore, examine Civil Affairs in order that we may understand why General Bernard W. Rogers, Commander of the United States Army Forces Command, recently said, "Some have declared that all such units should be eliminated. I do not agree."³ He added, "It is unrealistic to expect to wait until hostilities are underway to procure and develop such expertise which must be knowledgeable of the political-economic-social as well as the military factors in the equation of war, and the aftermath of war."⁴

CIVIL AFFAIRS, ITS CONCEPT AND MISSION

What is "Civil Affairs"?

Army Regulation 310-25, Dictionary of United States Army Terms, presents this lengthy definition:

Those phases of the activities of a commander which embrace the relationship between the military forces and civil authorities and people in a friendly country or area, or occupied country or area when military forces are present. Civil Affairs include, interalia---

a. Matters concerning the relationship between military forces located in a country or area and the civil authorities and people of that country or area usually involving performance by the military forces of certain functions or the exercise of certain authority normally the responsibility of the local government. This relationship may occur prior to, during, or subsequent to military action in time of hostilities or other emergency and is normally covered by a treaty or other agreement, express or implied. b. Military government --- The form of administration by which an occupying power exercises executive, legislative, and judicial authority over occupied territory.⁵

Army Regulation 350-25, Civil Affairs Training, gives a more concise definition when it states that:

The term "civil affairs" includes all those phases of the activities of a commander which embrace the relationship between US or friendly military forces and the civil authorities and people in a friendly country or area, or in an occupied country or area where US or friendly military forces are present.⁶

The recent Civil-Military Operations Study has recommended a change in definition as follows:

"Civil Affairs" -- an element of civil-military operations which devotes itself to the efficient conduct of relations between U.S. Military Forces, the civil authorities, and the civil populace. The civil affairs span of operations includes governmental activities, civic assistance, support to U.S. military commands, domestic support operations, and military civic action.⁷

However stated, Civil Affairs includes the relations a military commander might have with civilians in the area in which operations are conducted!

Civil Affairs can be broken down into three common usages: concept, operations, and organization.⁸ The concept includes the relationship or interface that the military commander has with the civilian environment. The operations obtain for the military commander the essential civilian support, reduce civilian interference with military operations, and assist him in attaining his political-military objectives. The organization is an integral component of the total military force.

In effect, Civil Affairs constitutes the bridge between the military function of defeating the enemy forces and the civil function of providing protection for the populace while preserving or developing the country!

What is the mission of Civil Affairs?

Army Regulation 350-25 states that it is to:

- (1) Support military operations by fostering the optimum degree of political, economic, and social stability in areas of military operations.
- (2) Fulfill obligations imposed on military forces by international law, customs, and current agreements.
- (3) Further the international interests of the United States, as defined in current policy.⁹

This embraces the total relationships between the military and the civilian population. Civil Affairs activities include providing of civilian support for and prevention of civilian interference with tactical and logistical operations; provision of, or support for, civil government; community relations; civic action (the utilization of the military capacity to perform needed services to the people); participation in internal defense and development programs; and support of civil defense.¹⁰

LTC Philip D. Coleman summed this up when he said, "The primary mission is the combat service support mission of dealing with civil authorities in support of the military mission."¹¹ This means that Civil Affairs is practically everywhere the Army is --- since the question of military-civilian interaction inevitably arises in every theater of operations.

A BRIEF HISTORY OF CIVIL AFFAIRS

Many references are made to the governing of cities by military forces in the earliest written history. The Sumerians recorded military conquest and occupation around 2550 B.C. The Babylonians perfected the administration of justice for occupied areas; and the Egyptians retained control of occupied areas through native rulers. Whereas the Assyrians used military governors, the Persians utilized local government participation by the people. The Greeks under Alexander the Great, insisted upon respect for private property, and allowed local laws and customs to remain unchanged. The Romans followed the policy of establishing a layer of Roman supervision over native rulers, and refraining from interfering with the normal life and customs of local populations.

United States Civil Affairs goes back 200 years to Washington at Valley Forge. As the Army commander, Washington was deeply involved in relations with civilians. "Many of the decisions he made were influenced by considerations designed to reduce defections to the loyalist cause and to encourage support of the patriots. Throughout the conflict, Washington interested himself in strengthening support for the Continental Army and weakening that given to the British forces by the Colonial population."¹²

During the occupation of Montreal in November 1775, General Richard Montgomery gained the support of the local inhabitants for the American cause against the British through his Civil Affairs actions which included humanity and benefits for the governed. Upon his death, his successor, General Benedict Arnold was beset by numerous problems and a breakdown in discipline among his troops. The result was the loss of friendship of the Canadian people and the termination of the American effort to gain Canada as an ally against the British.

General Winfield Scott more than a century ago demonstrated in Mexico how military strategy and a Civil Affairs plan can be blended into a mutually supporting pattern. He was particularly successful in making use of native personnel and the existing civilian agencies of government in areas under his control.

During the Civil War, there were examples of varying degrees of success and failure. The outstanding military government established by Andrew Johnson in Tennessee could have served as a prototype for later operations. However, General Benjamin Butler's activities of antagonizing the people of New Orleans are still remembered as a disgrace.

General Leonard Wood provided an example of Civil Affairs success in Cuba following the Spanish-American War. He introduced sanitation measures, built sewage disposal plants, constructed new highways and railways, and improved the education, judicial, and election systems.

During the occupation of Germany after World War I, the United States made many mistakes. The rapid turnover of untrained Civil Affairs officers and the complete disregard of political boundaries when establishing areas of responsibility for U.S. Army units created severe problems. The British, on the other hand, respected political boundaries, brought in trained personnel, and used Civil Affairs sections to administer well.

World War II illustrated the need for military personnel to maintain a high level of Civil Affairs capability. Originally, military leaders were so concerned with winning the war, that they overlooked the need for winning the peace as well. For example, General Dwight Eisenhower wrote to General George Marshall after the opening of the North African Campaign

in 1942:

The sooner I can get rid of all these questions that are outside the military scope, the happier I will be! Sometimes, I think I live ten years each week, of which at least nine are absorbed in political and economic matters. ¹³

Despite these wishes, General Eisenhower became more and more involved with civilian matters as the war progressed, so that he established the Civil Affairs organization he needed to discharge his responsibilities. In fact, shortly before D-Day, he made the statement (as mentioned in the Introduction) that Civil Affairs was "as modern as radar and just as important to the command." ¹⁴

World War II was the apogee of Army Civil Affairs. ¹⁵ In Europe alone, approximately 3,000 Army personnel performed essential Civil Affairs functions in seven liberated nations. With the advent of military government operations in Germany, Austria, and Czechoslovakia, over 7,500 Civil Affairs personnel successfully established control over an estimated 80,000,000 people, of whom over half were enemy nations! To add to this impressive record was the repatriation of approximately 2,700,000 displaced persons and the occupation administrations of Japan, Korea, and the Ryukyus in the immediate aftermath of World War II.

"Nowhere did the Army play a greater role in military government than in Germany, Japan, and Korea during and after World War II," General Bruce Palmer, Jr. stated. "This period is one we might call the classical era of military government. Today Germany and Japan, our two major antagonists during World War II, rank among the four greatest industrial powers in the world. Thanks to our farsighted policies, these two countries hold the balance of power between East and West." ¹⁶

World War II also illustrates dramatically what happens when Civil Affairs work is done poorly. As a classic example, the German policy of military government in occupied territories was that of terror and force, which brought with it the seeds of its own destruction. In the Ukraine, German occupation forces were first welcomed as liberators. ¹⁷ However, carefully planned provocations of Russian guerillas resulted in German

atrocities and brutal counter-measures. This led to a more determined Russian resistance, which eventually contributed to the Nazi defeat.

The Civil Affairs experience in Korea and Vietnam was different, and each was a somewhat sadder story in comparison to World War II. Although there was a reserve call-up of units totalling about 300 individuals during the Korean War, they were used not as units but as individual advisors. "General Douglas MacArthur did things his own way, and his way did not necessarily agree with the book solution. The result was that Civil Affairs work was done largely by sections drawn from the fighting units, augmented by the individual advisors."¹⁸

In Vietnam, Civil Affairs units helped perform missions in medical, agricultural, public safety, public works, and governmental activities. On the whole, however, the work was only partly successful, since our Civil Affairs effort was not properly applied.¹⁹ Often our efforts were not well thought out with respect to long-range effects, and there was much lack of involvement by the local people in accomplishing their own projects of improvement. In addition, the United States failed to call the trained Civil Affairs Reserve units to serve in Vietnam. This failure was attributable to a political decision to make minimal use of Reserve components during the Vietnam war.²⁰

In summary, a study of the use of Civil Affairs capabilities reveals that when Civil Affairs is used well, it has been an invaluable aid to the military commander in accomplishing his mission. When it has not been used to its fullest abilities, the field commander has lost the services of an element of the Army that had been trained in working with the civilian community.

NOTE: Refer to Appendix 1 for a list of the locations in which the United States Army has used Civil Affairs during the past two centuries.

CIVIL AFFAIRS ORGANIZATION

The role of Civil Affairs in Army unilateral and joint planning has been recognized by the Department of the Army by the establishment of a staff element specifically dealing with Civil Affairs matters. Its primary mission

is to administer the Army Chief of Staff's responsibility to act as the Executive Agent for the Joint Chiefs of Staff for Civil Affairs planning.²¹

Standardized Civil Affairs organizations have been developed which have "served to identify and bring a degree of cohesiveness to the highly trained personnel resources which emerged from the post-World War II and Korea experiences."²²

Civil Affairs units are primarily maintained in the U. S. Army Reserve. A minimum number of Civil Affairs units are also maintained in the Active Army to provide support of contingencies which may not involve the mobilization of the Army Reserve. As a practical matter, the specialized Civil Affairs skills cannot be economically maintained or developed within the Active Army in peacetime.²³

Currently, there are three Headquarters and Headquarters Company Civil Affairs Area (A), ten HHC Civil Affairs Area (B), fifteen Civil Affairs Groups, and twenty-five Civil Affairs Companies. These assets represent approximately 2,800 officers (an equivalent number of enlisted personnel).²⁴

Under the new "H" series Tables of Organization and Equipment scheduled for introduction during the fourth quarter of calendar year 1975, designations are being changed. The command organization will be a Theater Civil Affairs Command. Civil Affairs and Psychological Operations Brigades, Groups, Battalions, Companies, and Platoons will report through lines of organization to the Theater CA Command as a theater mission requires. Final staffing is being determined, although the total CA force is expected to approximate current levels.

Civil Affairs unit organization parallels a civilian government organization. Basically, a Civil Affairs unit consists of a command echelon, people to operate it and administer it as a military unit, and functional teams which parallel and can replace the offices of various levels of government. Thus, they are able to support the military mission by controlling and/or assisting civil government.

The Civil Affairs functional teams are composed of personnel who have the technical expertise to provide advice and/or supervision. These functional teams (such as Public Health, Public Safety, Public Finance, and Displaced Persons) have the full capabilities to perform missions in line with their respective specialties. Thus, Civil Affairs units are flexible and tailored to meet specific needs by the attachment of the appropriate functional teams. The tailoring is contingent upon the nature and ultimate size of the area of operations and the political mission of the parent military command, rather than the size or composition of the combat forces operating in the area.

In addition to the functional teams, there are Civil Affairs functional sections or divisions--- a grouping together of the various related team functions for control purposes. These are:²⁵

Governmental	Public Administration
	Public Education
	Public Finance
	Public Health
	Public Safety
	Public Welfare
	Civil Defense
	Labor (Indigenous Manpower)
	Legal
Economic	Civilian Supply
	Economics & Commerce
	Food & Agriculture
	Property Control
Public Facilities	Public Communication
	Public Transportation
	Public Works & Utilities
Special	Arts, Monuments & Archives
	Civil Information
	Displaced Persons, Refugees, and Evacuees
	Religious Relations (Cultural Affairs)

These four functional areas provide a basis for organizing Civil Affairs units and staffs, and provide a convenient grouping of Civil Affairs specialties for planning and controlling Civil Affairs operations.

INDIVIDUAL AND UNIT RESPONSIBILITY

The environment in which the Army is located, both friendly and hostile, presents the individual and the unit with a responsibility and an opportunity for practicing effective Civil Affairs.

Wherever the Army is situated, whether in training status in the United States or in friendly or enemy positions abroad, the individual soldier and his unit require a civilian community that is not overtly hostile, as well as many civilian-produced facilities, supplies and services. The individual soldier can be friendly toward civilians, deal justly with them, and gain their support; or he can treat them with contempt, commit illegal acts, rob and cheat them of their belongings and services, and thus encourage them to hamper our mission.

Generally, the United States soldier makes friends. However, in the somewhat anonymous condition of wearing a uniform and being one of a large group among foreign persons whom he does not understand, the soldier often requires repeated instructions and guidance as to how and why good civilian relations are vital.

The trained and skilled Civil Affairs functional teams and units provide expertise in demonstrating to our troops that is the responsibility of every individual, as well as the unit commander, to consider each action as it impacts upon the civilian community.

CIVIL AFFAIRS PERSONNEL - THEIR EXPERIENCE AND CAPABILITIES

"We are the people and an American Army institution oriented towards other people, their resources and institutions. While we have the potential to destroy, we also have a greater potential to build and develop. It is true that building and development are not exclusive to Civil Affairs. It nevertheless remains true that this is our main stock in trade," stated MG Clarke T. Baldwin, Jr., former Director, International and Civil Affairs Directorate, Department of the Army.²⁶

What type of personnel provide this "stock in trade"?

BG James A. Munson answered this when he recently stated: "Our

CA-USAR unit capability is dependent on the individual skills of its officers which derive from the civilian backgrounds of our people. These skills cannot be economically developed by the Army. The individual must be willing to bring his civilian expertise and skills into the military environment."²⁷

The Civil Affairs officer must be a specialist in his profession, as well as being a well qualified staff officer and diplomat, fully trained and capable to make decisions involving sensitive political relations with government officials and civilians of foreign nations. He is a specialist who understands the relationships between the military structure and the total gamut of civilian government in many areas of the world.

The civilian experience and military background resident in these Civil Affairs reservists is a "scarce commodity."²⁸ They are persons who know their jobs! For examples, unit rosters include such persons as physicians and nurses in the Public Health team, educational administrators and faculty members staffing the Public Education team, attorneys and court personnel in the Legal team and Governmental section, police officers and specialists coordinating the Public Safety team, and news media and public relations personnel working with Civil Information. Bankers, welfare and social security personnel, labor relations executives, accountants, economists, logisticians, agricultural experts, communications professionals, transportation managers, chaplains, museum conservators --- these are the types of civilian personnel who in turn are Reserve Army Officers and members of Civil Affairs units. Persons such as these bring their specialized talents to the Army, and are ready from unit training and from keeping current through military study (such as branch schools, Command and General Staff College, Industrial College of the Armed Forces, and the U. S. Army War College) to assist their unit immediately upon mobilization.

General Richard G. Stilwell described the Army's Civil Affairs officers as "mainstays in our communities."²⁹ BG James A. Munson added, "We emphasize attracting the best people and developing them into a realistic Civil Affairs capability, responsive to the need and requirements of the times."³⁰

THE MODERNIZATION OF CIVIL AFFAIRS TRAINING

General Bernard W. Rogers recently stated:

All of us must continue to seek ways to assist the CA units to participate in the kind of mission-oriented training which will lead to a high state of readiness for those units. Their readiness is important, just as is the readiness of all the Total Force, if we are to be prepared to protect our national interests and to fulfill our international commitments.³¹

Senator (Major General - Retired) Strom Thurmond also commented on Civil Affairs training when he said: "Although many Civil Affairs duties require technically trained specialists, the ability to direct and supervise Civil Affairs operations in all situations is a requirement for all commanders and chiefs of staff. Our officer training should reflect this fact."³²

Civil Affairs training is benefiting from the extensive efforts made by the Institute for Military Assistance at Fort Bragg, North Carolina, in modernizing its doctrine.³³ Civil Affairs training is designed to be realistic, progressive, meaningful, and challenging.

This training includes qualification for general and functional Civil Affairs operations. In addition, it includes area and language orientation for Civil Affairs functions in specified areas or countries. Area training is enhanced by reviewing and updating various Civil Affairs contingency documents for countries to which units are oriented. Area studies, the Civil Affairs Handbook, and the Civil Affairs Estimate are reviewed and updated on a continuing basis. This work provides excellent mutual support of the Regular Army by the Reserve Forces.

Prior to its recent severe restriction because of financial considerations, training outside of the continental United States involving liaison with U.S. governmental agencies and missions provided valuable area orientation and counterpart training. It is to be hoped that this modern training and opportunity for mutual support may be reinstituted shortly.

Participation in studies constitutes an important training vehicle. For example, Civil Affairs units have worked on substudies of the recent "Civil-Military Operations (CIMO)" study.³⁴ Others have participated in the

"Civil-Military Roles of Indigenous Armed Forces (CRIAf)" study. (CRIAf examined civil-military relations and the roles of indigenous armed forces in forty developing countries from which concepts could be applied in promulgating new doctrine for the time frame 1976 - 1982.)

Many Civil Affairs units have assisted the Institute for Military Assistance in producing manuals and subject schedules for specific Civil Affairs functional areas. Currently, Field Manual 41-10, Civil Affairs Operations, is being updated. Civil Affairs personnel are participating in reviewing this revision and are forwarding comments to Fort Bragg.

Field Training Exercises, Command Post Exercises, and contingency planning are providing realistic CA problems injected into the military training. LTG William R. Peers recently commented on this subject:

In every major exercise, whether it be by the Active establishment or whether it be by the Guard or by the Reserves, Civil Affairs should be an integral part of that exercise and should be fully played. This, of course, would provide realism for the exercise and bring it down to real life, so to speak. It would make the participants of the other units aware of Civil Affairs and the role that Civil Affairs units play. It would also be an excellent training vehicle.³⁵

Resource inventories and environmental impact assessments for governmental agencies are providing vital mission-oriented training. These area surveys provide practical experience to unit personnel and perform a viable service for local communities.

It is evident that Civil Affairs training is modern and meaningful. It is mission-oriented, and its hallmark is "professionalism" --- an objective that is being well maintained!

MAJOR MISUNDERSTANDINGS CONCERNING CIVIL AFFAIRS

Civil Affairs and its mission have been a recent target of sincere, but misinformed, persons. Certain Congressmen and military and civilian personnel have questioned the need for Civil Affairs as part of our Army. This has resulted primarily from a lack of understanding concerning the role of Civil Affairs as being the interface that the military commander has with the civilian environment.

This section will examine the five major elements of misunderstanding --- actually myths ("an ill-founded belief held uncritically especially by an interested group" --- Webster's Dictionary), each of which is false:

- a. Civil Affairs is necessary only for military government and occupation.
 - b. Since Civil Affairs Reserve forces were not called in Vietnam, the Army does not need Civil Affairs.
 - c. Military civic action is synonymous with Civil Affairs.
 - d. Civil Affairs personnel are readily available from the civilian labor force after mobilization.
 - e. Civil Affairs should not be run by the military.
- a. "Civil Affairs is necessary only for military government and occupation."
(Myth)

A leading exponent of this philosophy is Mr. Raymond J. Barrett, who outlined the military government mission as an obsolete World War II concept. ³⁶ Considerable discussion also has been given to the thesis that Civil Affairs is outmoded and geared only to an occupation role in enemy territory.

A brief reference to the mission of Civil Affairs (as covered in Pages 1-3 of this essay) reveals the wide gamut of responsibilities of CA. Its primary mission is the combat service support mission of dealing with civil authorities in support of the military mission.

Senator (Major General - Retired) Strom Thurmond ably addressed this subject when he said:

Let me remind you that the term "Civil Affairs" should be defined and understood to embrace the entire range of relationships between a military force and the government administrative officials and the general public of friendly and enemy areas affected by the presence and operations of such force. It is indeed unfortunate that some people persist in the erroneous belief that Civil Affairs is merely a sugar-coated term now used to identify "military government", or in other words only preparation for the exercising of legislative, judicial, and executive powers over an occupied area after the war has passed on. ³⁷

However, if under a conceivable but extremely remote circumstance, military government and occupation are needed, the trained Civil Affairs

personnel would be ready to assume this function, along with the myriad of other responsibilities assigned to them and for which they are already fully trained.

b. "Since Civil Affairs Reserve forces were not called in Vietnam, the Army does not need Civil Affairs." (Myth)

^{Reserve}
No/Civil Affairs units were called to serve in Vietnam. A plan for the use of Civil Affairs resources in Vietnam had been developed, largely under the capable direction of LTG William R. Peers, serving in 1965 as Assistant Deputy Chief of Staff for Military Operations. The plan was rejected at the ambassadorial level in Vietnam because of the mistaken identification of Civil Affairs as being solely a World War II military government function.

Lieutenant General Peers summed up this error as follows:

With respect to South Vietnam and Civil Affairs type operations, the thing that bothered me was the fact that we did not mobilize our Civil Affairs Reserve component assets and utilize them in South Vietnam. This would have been a tremendous asset and a help to everybody. We did at one time have a plan whereby we would bring them on board. This was finally turned down at the last minute by the Ambassador who happened to be General Taylor. I'm sure that his logic at the time in turning it down was based upon the fact that he looked upon Civil Affairs as the military government kind of organization that he saw in Europe after World War II. But the fact remains that they were not deployed, and I think that was a great tragedy!³⁸

Many of the problems encountered in Vietnam (refugees, nation building, religious, and relations with the civilian communities) resulted from the failure to employ the capabilities of Civil Affairs Reserve units.

c. "Military civic action is synonymous with Civil Affairs." (Myth)

The only Civil Affairs units employed in Vietnam were a small number of Active Army units, approximately but one percent of the total Active and Reserve Civil Affairs capability.

These units served well, but the demands upon them were too great. The result was that they were called upon to concentrate on military civic action --- coordinating the use of preponderantly indigenous military forces at all levels in such fields as education, training, public works, agriculture, transportation, communications, health, sanitation, and others contributing to economic and social development. This work served to

improve the standing of the military forces with the population.

The result was that military civic action became almost the total involvement of Civil Affairs units in Vietnam, whereas military civic action is only a subordinate mission of Civil Affairs.³⁹

d. "Civil Affairs personnel are readily available from the civilian labor force after mobilization." (Myth)

Mr. Martin Binkin, a staff member of the Brookings Institution, recently prepared a staff paper in which he stated: "Little is gained by maintaining units whose missions might appear appropriate, but for which personnel are readily available from the civilian labor force after mobilization began."⁴⁰ A corollary argument is that Civil Affairs personnel would not be needed until long after hostilities commenced, and there would be ample time to form new units.

These positions hardly merit a reply. In the first place, the President has no authority to call individuals to duty without Congressional action. Thus, the United States would require complete mobilization before these civilian specialists could be called up as individuals. In addition, it would be almost impossible to locate replacements for the 7,000 Civil Affairs specialists who understand the relationships between the military structure and the total gamut of civilian government.⁴¹ Further, to suggest that an amalgam of civilians, however talented, could be welded quickly into functioning military units flies in the face of all of our past experience.

General Lyman L. Lemnitzer addressed this subject when he stated:

The responsibilities of Civil Affairs will not only be no lighter than they have been in the past, but in all probability will be tremendously magnified. Therefore, we cannot sit back and assume that the organization and doctrine to carry out these vital functions can be created after hostilities begin. We must make every possible preparation now, so that in case of emergency, the urgently needed steps could be taken promptly and efficiently.⁴²

The Civil Affairs capabilities which flow from our civilian communities and institutions must be organized and kept in a state of readiness and training to become immediately available to support our deployed forces. This objective is being met by our trained and ready Civil Affairs Reserve!

e. "Civil Affairs should not be run by the military." (Myth)

A body of opinion still exists that questions the theory of Civil Affairs being administered by the military. Such questions are raised as: Can military men be trusted with Civil Affairs? If so, can they do it efficiently? And if they can do it efficiently, do they have the necessary breadth of vision, wisdom, humanity, and compassion? Are military men liable to desire power and perhaps think of undermining our system?⁴³

The answer is that the military men of the Civil Affairs structure are primarily Reservists, and are therefore civilians by orientation and outlook. These people are current in their military skills, and they are professional in their civilian abilities. They can be trusted to do an efficient job, one requiring clarity of vision, wisdom, humanity and compassion. They do not desire power, for their primary wish is to serve their country when needed, and then to return to their civilian professions!

CIVIL AFFAIRS -- ESSENTIAL FOR WAR AND PEACE

Civil Affairs is dedicated to winning the peace as well as the battle. As the bridge between the military function of defeating the enemy and the civil function of providing protection for the populace while preserving or developing the country, Civil Affairs provides the counsel and advice on the total complexity of civil-military relations.

President Gerald R. Ford recently stated:

The periods following the great military conflicts in our nation's history have underscored the paramount importance of a well-conducted Civil Affairs program. The necessity for maintaining a corps of individuals with expertise in this vital discipline is no less diminished today. (See Appendix 2)

Major commanders and defense officials have repeated again and again their respect for Civil Affairs and their recognition that it is an essential capability that must be strengthened and fully supported. The following paragraphs provide some illustrative examples of such statements.

Mr. H. L. T. Koren, Former Deputy Under Secretary of the Army, stated:

The Active Army must maintain a Civil Affairs capability to respond to requirements short of major war, and be ready to expand to

meet obligations arising from the defense of NATO or a major enemy offensive in the Far East.⁴⁴

BG Leonard C. Shea, former Director of the International and Civil Affairs Directorate, Department of the Army, commented:

The Army must maintain the capability to perform the full range of Civil Affairs functions which must be exercised under a partial or full mobilization, a capability which is now being so well maintained by our Civil Affairs Reserve units.⁴⁵

There is an expanding requirement for Civil Affairs skills in providing advice and assistance in the political, economic and social fields in a host-guest environment wherein the U.S. military may or may not be the responsible U.S. agency.⁴⁶

Senator (Major General - Retired) Strom Thurmond considered Civil Affairs and the pre-attack phase when he said: "The Reserve Civil Affairs units can provide valuable assistance to commanders --- particularly in the preparation of plans for military assistance in the pre-attack phase."⁴⁷

The planning and execution process was discussed by CPT Peter J. McGregor, Deputy G5/Director of Civil Military Plans, Fort Carson, who reported:

We need Civil Affairs support both in planning and all phases of execution. Specifically, we need help not only when we go to the field but also in the development of exercises, when the scenarios are written, when the scheme of evaluation and control is developed, and when player roles and events are determined. Then when we go to the field we need specialists, Civil Affairs qualified people to play critical civilian roles, to assist and advise us, to anticipate civil-military problem areas, and to do everything possible to help that commander.

(NOTE: Source is a handout issued by CPT McGregor, 17 May 1975, at the 28th Annual Civil Affairs Association Conference, San Francisco, California).

The combat phase was discussed by General Lyman L. Lemnitzer, former Acting Chief of Staff, who stated:

The role of Civil Affairs today may be said to be unchanged from what it has been in the past. Simply stated, that is to relieve commanders of combat units of the problem of administering the local population in the zone of operations.⁴⁸

General Bernard W. Rogers, FORSCOM Commander, recently stated: "As a commander in a theater of combat operations, I would want such organized Civil Affairs units in my structure to assist me in the accomplishment of my total mission, of which the military defeat of the enemy is only the first part."⁴⁹

General Bruce Palmer, former Vice Chief of Staff, United States Army, added: "We... consider Civil Affairs functions as an integral part of the military operations of combat-type units."⁵⁰

Periods after the attack were described by Senator Thurmond, who said:

It is not necessary to dwell on the assistance Civil Affairs units can render if called upon in the wake of a thermonuclear attack on the United States. It is clear that, in the initial phases, our national recovery effort of necessity would be decentralized. Any local commander required to assist in the recovery of his neighboring community would handle his vital responsibility for the military-civilian relations more effectively and more rapidly if he could employ a trained Civil Affairs unit to assist him. Should the commander be faced with the temporary assumption of civilian control in the absence of local⁵¹ authority, he would have an even greater need for such a unit.

In periods of peace, Civil Affairs would be of assistance as described by General Richard G. Stilwell:

The great⁵² expertise of the Civil Affairs units will be in high demand.

We have in mind assistance in the attack on environmental problems, the repair of damage, the enhancement of youth activities, the provision of recreational facilities, social work, technical and manual training.⁵³

The need for Civil Affairs was recognized by Representative Robert L. F. Sikes, Chairman, Military Construction Subcommittee, House Committee on Appropriations, who emphasized: "We need Civil Affairs! There is a need for your work, and I want you to know that we are not unmindful of that need."⁵⁴

And General Bruce Palmer summarized the Army's position when he said: "Thus we visualize the continuing and growing need for skilled

Civil Affairs personnel and units in the U. S. Army!"⁵⁵

Wherever there is conflict and warfare followed by man's humane need to help restore what he has destroyed, and whenever the local community requires help during times of peace, Civil Affairs will be needed and its capabilities will be utilized!

THE NEED TO INFORM

There is a need for the Army, as well as the general public, to understand its Civil Affairs role and the responsibilities of the Active and Reserve Civil Affairs communities. The key issue is "to insure that the Army can do its Civil Affairs job."⁵⁶

General Bernard W. Rogers well recognized the need to inform the Army and the general public of the essential capability of Civil Affairs. He recently stated: "We need to continue to spread the word about Civil Affairs, its importance, and the part it and CA units play in the military scheme of things."⁵⁷

A recent revision to AR 350-25, Civil Affairs Training, provides guidance for commanders in training personnel to meet their Civil Affairs requirements. The primary objective is to provide Army personnel with an understanding of Civil Affairs, to exploit the capabilities of CA units, and to recognize the capability of all Army units to perform a CA role.⁵⁸

Currently throughout the nation, Civil Affairs orientation teams from the Reserve are providing CA instruction to the Active Army and the National Guard, as well as to other Reserve units. In addition, Public Affairs personnel are working on implementing General Rogers' directive. It is a large task to inform the military and the public of the great variety of Civil Affairs capabilities --- but this work is being accomplished well.

CONCLUSION

Civil Affairs has capably served the nation in war and in peace. It has been lauded by senior commanders who were personally knowledgeable concerning how Civil Affairs assisted them in the field and who recognize that it must be a viable element of the Army.

In this atomic world, Civil Affairs has assumed a critical role in

military operations. With the broadening and deepening of the battle zone to include whole nations, military-civil matters have become more complex than any experienced before. Their planning, direction, and coordination demands a state of readiness and a capability to react. This is being met by Civil Affairs --- an Essential Capability of the United States Army!



RALPH N. COLE
COL, CA, USAR

FOOTNOTES

1. W. J. Sutton, MG, The Indispensable Civil Affairs Officer, p. 5.
2. Clarke T. Baldwin, Jr., MG, Address to 25th Annual Civil Affairs Association Conference, p. 1.
3. Bernard W. Rogers, GEN, Address to 28th Annual Civil Affairs Association Conference, p. 11.
4. Ibid.
5. US Department of the Army, Army Regulations 310-25, pp. 112-113.
6. US Department of the Army, Army Regulations 350-25, para. 3.
7. US Department of the Army, Refinement of Civil-Military Operations Definitions and Scope, pp.2-8.
8. US Department of the Army, Field Manual 41-10, para. 1-2.
9. AR 350-25, para. 4.
10. FM 41-10, para. 1-6.
11. Philip D. Coleman, LTC, Civil Affairs in Transition -- Should We Question Present Doctrine?, p. 46.
12. Sutton, The Indispensable Civil Affairs Officer, pp. 2-3.
13. US Army Institute for Military Assistance, IMA, CAS LP 5102/6103, p. LP-3.
14. Sutton, The Indispensable Civil Affairs Officer, p. 5.
15. Baldwin, Address to 25th Annual Civil Affairs Association Conference, p. 2.
16. Bruce Palmer, Jr., GEN, Address to 23rd Annual Military Government Association Conference, p. 1.
17. Lyman L. Lemnitzer, GEN, The Role of Civil Affairs and Military Government, p. 2.

18. H. L. T. Koren, Deputy Undersecretary of the Army, Address to 25th Annual Civil Affairs Association Conference, pp. 6-7.
19. William R. Peers, LTG, Address to 23rd Annual Military Government Association Conference, p. 5.
20. William R. Berkman, COL, Civil Affairs in Vietnam, p. 13.
21. "Civil Affairs on the Army Staff," Civil Affairs Journal and Newsletter, March - April 1975, p. 4.
22. Baldwin, Address to 25th Annual Civil Affairs Association Conference, p. 4.
23. Civil Affairs Association, Fact Sheet, p. 1.
24. Berkman, Civil Affairs in Vietnam, p. 2.
25. FM 41-10, para. 2-35.
26. Baldwin, Address to 25th Annual Civil Affairs Association Conference, p. 16.
27. James A. Munson, BG, Address to 24th Annual Military Government Association Conference, p. 9.
28. Coleman, Civil Affairs in Transition -- Should We Question Present Doctrine?, p. 45.
29. Richard G. Stilwell, GEN, Address to 24th Annual Military Government Association Conference, p. 2.
30. Munson, Address to 24th Annual Military Government Association Conference, p. 10.
31. Rogers, Address to 28th Annual Civil Affairs Association Conference, p. 13.
32. Strom Thurmond, MG, The Future Role of Civil Affairs, p. 3.
33. Robert A. Prehn, COL, "Civil Affairs Doctrine," Military Review, p. 2.
34. US Department of the Army, Refinement of Civil-Military Operations Definitions and Scope.
35. William R. Peers, LTG, Address to 28th Annual Civil Affairs Association Conference, p. 6.

36. Raymond J. Barrett, "Updating Civil Affairs Doctrine and Organization," Military Review, July 1974, p. 50.
37. Thurmond, The Future Role of Civil Affairs, p. 1.
38. Peers, Address to 28th Annual Civil Affairs Association Conference, p. 3.
39. Coleman, Civil Affairs in Transition -- Should We Question Present Doctrine?, p. 49.
40. Martin Binkin, U.S. Reserve Forces -- The Problem of the Weekend Warrior, The Brookings Institution, 1974, p. 33.
41. Coleman, Civil Affairs in Transition -- Should We Question Present Doctrine?, p. 45.
42. Lemnitzer, The Role of Civil Affairs and Military Government, p. 9.
43. Koren, Address to 25th Annual Civil Affairs Association Conference, p. 5.
44. Ibid., p. 14.
45. Leonard C. Shea, BG, Address to 20th Annual Military Government Association Conference, p. 5.
46. Ibid., p. 5.
47. Thurmond, The Future Role of Civil Affairs, p. 13.
48. Lemnitzer, The Role of Civil Affairs and Military Government, p. 1.
49. Rogers, Address to 28th Annual Civil Affairs Association Conference, p. 11.
50. Palmer, Address to 23rd Annual Military Government Association Conference, p. 3.
51. Thurmond, The Future Role of Civil Affairs, p. 14.
52. Stilwell, Address to 24th Annual Military Government Association Conference, p. 12.
53. Ibid., p. 13.
54. Civil Affairs Association, 28th Annual Conference Program Book, p. 30.

55. Palmer, Address to 23rd Annual Military Government Association Conference, p. 7.
56. Baldwin, Address to 25th Annual Civil Affairs Association Conference, p. 7.
57. Rogers, Address to 28th Annual Civil Affairs Association Conference, p. 12.
58. US Department of the Army, Army Regulations 350-25, para. 1 and 8.

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HISTORICAL EXPERIENCE OF THE UNITED STATES ARMY
WITH CIVIL AFFAIRS: 1775 - 1975

Over a period of 200 years, the United States Army has had a wealth of experience in occupation duties and the actual civil administration of territories both hostile and friendly.

1775 - 1776	Montreal, Canada
1803 -	Louisiana Purchase: lasted several years while territorial governments were being organized and set into operation.
1812 - 1813	Florida: a Spanish possession at the time
1817 - 1819	Florida
1846 - 1851	New Mexico Territory
1846 - 1850	California Territory
1846 - 1848	Mexico
1862 - 1864	Tennessee
1862 - 1866	New Orleans
1865 - 1876	Ex-Confederate States (Reconstruction Period)
1867 - 1877	Alaska
1898 - 1900	Puerto Rico
1898 - 1912	Philippine Islands
1898 - 1902	Cuba
1906 - 1909	Cuba
1912 -	Cuba
1914 -	Veracruz, Mexico
1918 - 1920	Siberia
1918 - 1920	Luxemburg
1918 - 1923	Germany; Rhineland

World War II and After:

North Africa
Sicily
Italy
France
Belgium
Netherlands
Austria
Germany
Philippines
Okinawa
Japan
Korea
Dominican Republic
Vietnam

Special Category:

Panama Canal Zone
Hawaii

Source: US Army Institute for Military Assistance
IMA CAS LP 5104, April 1972, pp. I-1
I-2.

THE WHITE HOUSE
WASHINGTON

May 2, 1975

My warmest greetings to the members of the Civil Affairs Association on the occasion of your Twenty-Eighth Annual Conference.

The periods following the great military conflicts in our nation's history have underscored the paramount importance of a well-conducted civil affairs program. The necessity for maintaining a corps of individuals with expertise in this vital discipline is no less diminished today, and I welcome this opportunity to express the nation's respect for your concerned and continuing involvement in this area.

I hope that your meeting will be enjoyable and successful for all who attend.



Source: Program Booklet
28th Annual Civil Affairs
Association Conference
San Francisco, California