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**CIVILIAN CONTRIBUTIONS  
ON THE BATTLEFIELD**

BY

**MELINDA K. DARBY**  
United States Department of Army Civilian

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Civilians have participated in supporting soldiers on the battlefield in every American War or conflict since the founding of the nation. They performed a variety of functions, (e.g. supply, transportation, maintenance, communications and medical). Typically, they were behind the lines and volunteered for this duty. With the drawdown of the Military, and the attendant civilianization of military positions, jobs critical to the combat mission were filled by civilians. Desert Shield/Desert Storm, was the first conflict in which the decision to civilianize critical combat positions was called into question. Could the Army order Civilians into battle? Are they combatants? What are the procedures to get them into battle? What are their entitlements while serving in an area of hostilities? Fortunately, there were more civilians who volunteered for this duty than were needed. But, what about future conflicts? This paper addresses these questions and the changes necessary to insure that civilians are as well trained for their roles in battle as the soldier.

## **USAWC MILITARY STUDIES PROGRAM PAPER**

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### **CIVILIAN CONTRIBUTIONS ON THE BATTLEFIELD**

#### **AN INDIVIDUAL STUDY PROJECT**

by

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# **CIVILIAN CONTRIBUTIONS ON THE BATTLEFIELD**

## **INTRODUCTION**

Operations Desert Shield and Desert Storm had many unsung heroes. Among them were the 4,500 civilians, both Department of Army Civilians (DACs) and contractor personnel, who volunteered to deploy with their military counterparts.<sup>1</sup> Another segment of the hero population was the myriad of civilian employees and their industry partners who remained at home, working around the clock, seven days a week, to design and produce equipment for our soldiers. Since the majority of the Department of Army Civilians deployed were from the Army Materiel Command and Corps of Engineers, this paper will focus primarily on the contributions of AMC employees, Corps of Engineer employees, and their industry partners.

This paper will highlight a few of their many sacrifices, discuss problems encountered, policy changes made as a result of these experiences, raise questions on whether we should continue to use civilians on the battlefield, and discuss the legislative history and contradictions that exist in our current regulations and statutes.

## **HISTORY OF CIVILIANS ON THE BATTLEFIELDS**

Civilians have participated in warfighting and in support of warfighting since the beginning of this nation. With each successive war, their contributions have become increasingly more significant. Traditional occupations for civilians in wartime have been in supply, transportation, engineering, maintenance, communications and medical support.

During the Revolutionary War, General George Washington employed 600 civilian drivers and wagons at the price of 20 shillings a day to transport supplies.<sup>2</sup> This was the beginning of the civilian "Transportation Corps" which continued to be utilized throughout the Spanish-American War and well into the Mexican-American War.<sup>3</sup> It was during the Mexican-American War that the first suggestion of utilizing military in the transportation function of the "fighting Army" was suggested.<sup>4</sup> Then, as now, there was great resistance among what we now call the Combat Arms to assigning combat troops to any duty other than warfighting or training for warfighting.<sup>5</sup>

Commencing with the Civil War, the transition from civilian to military drivers continued until eventually, in World War I when transportation functions were performed by the military.<sup>6</sup> But, by the advent of the war in Vietnam, transportation was again being performed by civilian contractors.

Civilians played an enormous role in World War II. "Rosie the Riveter"<sup>7</sup> symbolized the contribution of women at home who were not able to enlist in the Armed Services, but who left their homes and their traditional roles of wives and mothers to perform jobs previously done exclusively by men, (e.g. Mechanics, Assembly Workers, Welders etc). These women comprised one-third of all defense workers during this war. The same was true with our Allies. Thousands of civilians were employed by our allies in their respective countries. For example, 237,000 French civilians were employed in France by Victory in Europe (VE) Day.<sup>8</sup> During the Korean War, the majority of the infrastructure was constructed and maintained by Korean nationals in support of the United Nations fighting forces.<sup>9</sup>

In the Vietnam Conflict, civilians performed a variety of support jobs, most of which were at a safe distance from the fighting. However, near the conclusion of the war, when the U.S. Forces were retreating, some civilians were working in the combat area.<sup>10</sup> The war came to them, rather than their going to the war.

Desert Storm was the first major conflict in which Department of the Army Civilians, (DAC), (i.e. Career Civil Servants) were required to deploy with Military Units into the front line of battle. Traditionally, the civilian workforce had been prohibited from being "Ordered into battle" by a myriad of regulations which were based in legislation and legal precedent.



The closest DACS had come to mandatory wartime service was the establishment of "Emergency Essential" positions which required the incumbents to agree in writing to continue to perform their duties in wartime, as well as peacetime. These positions were envisioned to be located in areas in which hostilities might erupt, but the term "Emergency Essential" did not include the mandatory deployment of civilians into a war zone.<sup>11</sup> In short, if the war came to you, you stayed; if not, you were not required to go to war.

There are many regulations and statutes that are in direct conflict on the mandatory deployment of civilians. The Army Materiel Command's Legal Counsel has articulated a persuasive argument against the mandatory direction of civilians to the battlefield.<sup>12</sup> His argument is based, in part, on the requirement in DOD Instruction 1404.10<sup>13</sup> giving employees the opportunity to be reassigned out of an emergency essential position, if their non emergency essential position is reclassified to emergency essential. The logic being that employees volunteer in writing to be placed into emergency essential positions. If an employee is assigned to a non emergency essential position that is subsequently reclassified as emergency essential position, he/she has the opportunity to refuse to volunteer for this assignment and thus must be reassigned to a non-emergency essential position. How then can the Army order civilians into battle if they cannot order them to accept emergency essential positions?

There are differing legal interpretations on the propriety of directing the civilian employee onto a battlefield.<sup>14</sup> During Desert Shield and Desert Storm this issue of deploying civilians onto the battlefield was tested. A distinction was made between "area of hostilities or unsafe area" and area of "potential hostilities." Southwest Asia was identified as an area of potential hostilities, but not an area of hostilities in its entirety.

The Judge Advocate General of the Army rendered an analysis of the AMC argument referred to above and pointed out that most civilians were assigned to Saudi Arabia, out of the line of direct engagement. They further opined that management retains the right to direct employees into any area in which their critical skills are needed, regardless of whether they are assigned to positions identified as Emergency Essential or not. It is interesting to note that this opinion is in direct conflict with an opinion on the same subject rendered by the same authority in 1984.<sup>15</sup> Clearly, history comes down on the side of the civilian's being prevented from being ordered into battle, and indeed there is still a DOD regulation on the books that prohibits same.

Nonetheless, DOD Directive 1404.10, reissued on 10 April 1992, now contains language that states that civilian employees can be directed into positions that "will be" identified as Emergency Essential in case of conflict at a later date, based on the critical skills needed. This directive also still contains language that

requires management to detail or reassign employees out of positions that are designated Emergency Essential, when the incumbents refuse to sign the agreement to remain during hostilities. These two sections of this directive are in my opinion still contradictory. On the one hand, if management has the indisputable right to assign civilians to hostile areas throughout the 200+ years of civilian support to the Army, why, then, have the regulations not addressed this right and why have the legal decisions failed to articulate it?

In the case of Desert Storm, ordering civilians to the battlefield did not present a problem. Civilian employees in a whole host of occupations, from all over the Army, volunteered at a rate that far exceeded the requirement for deployment.<sup>16</sup> This outpouring of civilian volunteers eliminated the problem of directing civilian employees onto the battlefield in this conflict.

Such has not always been the case, and one cannot presume that this will always be the case. Desert Storm was, in the opinion of most military experts, an atypical situation. It cannot be used as the precedent for all future conflicts. In point of fact, in other situations, civilians have been as reluctant to remain in a hostile area as the Civilians in Desert Storm were willing to go.

Civilians assigned in Korea in 1976 demanded early passage home when all U.S. and U.N. Forces in the entire theater went on alert.<sup>17</sup> This alert was the result

of heightened concern over the ax murder of two American Officers in the Demilitarized Zone (DMZ). These ax murders occurred during the "Tree Cutting Incident" in which North Korean soldiers attacked and brutally beat two American Officers to death. The American officers were in charge of a Korean Service Corps Detail which was pruning a poplar tree in the Joint Security Area of the DMZ.

General John K. Singlaub in his book, "Hazardous Duty"<sup>18</sup> reported his frustration with civilian employees who wanted to leave the minute the level of alert was accelerated. These civilians, like the civilians in Desert Storm, performed jobs essential to any combat effort, and their departure would have hampered the ability of the U.N. and U.S. Forces to successfully execute their mission had they been required to go to war. General Singlaub recognized and states in his book that "Unlike soldiers, they couldn't be ordered to stay." He did, however, tell his personnel officer that he would not, "Spend a single U.S. Government Dollar on plane tickets for these people. If they want to go so badly they can pay for the ticket themselves." There was no conflict, and the civilians remained in Korea. This incident, however, illustrates the problem Commanders will be faced with in future conflicts if the Civilian employees do not choose to volunteer for warfighting duty.

The history of civilian involvement in battlefield operations is clear. They have been and continue to be a vital part of any and all war efforts in which this

country has participated. With the drawdown of the military "fighting force", civilian contributions will be even more important than in past engagements. More and more military jobs are being converted to civilian jobs. In peacetime, this presents little or no problem. In wartime, it could "cripple the force."<sup>19</sup>

### **MAJOR COMMAND CONTRIBUTIONS**

Two Major commands provided the bulk of the Civilian Force to Desert Storm: The Army Materiel Command and the Corps of Engineers. By virtue of their missions, these two commands were responsible for the majority of the Combat Support and Combat Service Support performed by Civilians. This section will address the unique contributions of each command, discuss the problems encountered by both, examine the propriety of "ordering Civilians into Battle," and explore possible solutions to this dilemma.

### **ARMY MATERIEL COMMAND**

When Saddam Hussein invaded Kuwait on 2 August 1990, a limited number of civilian were already assigned in Southwest Asia (SWA) supporting the Saudi Arabian National Guard. They quickly formed the nucleus of the AMC civilian component, and were activated as Army Materiel Command - Southwest Asia (AMC-SWA) on 19 August 1990. This invasion coincided with the delivery of

6,500 Reduction-in Force (RIF) letters to AMC civilian employees, command wide. These letters advised the recipients that they would be terminated from their jobs, primarily at the AMC Depots, on 5 October 1990. The work force was tremendously upset and concerned about their employment future. Nonetheless, they willingly volunteered to work whatever hours were necessary to get the job done. It was not uncommon to be working a twelve hour day, seven-day shift, performing from 20 to 30 hours of overtime per week with a RIF letter in hand.

To fully appreciate the kinds of jobs performed by civilians, one must understand the environment in which they were assigned. Desert Shield/Desert Storm was the logistical equivalent of moving the entire city of Atlanta, Georgia, 8,700 miles, re-establishing it in the desert, and maintaining and supporting it for six months.<sup>20</sup> To some, this was a logistical nightmare. It quickly became apparent that it was a logistical miracle. This was the largest logistics effort ever undertaken by the U.S. Military. During the last three weeks of Desert Shield, there was as much materiel arriving in SWA as was shipped to Korea in the first three months of that conflict. Twenty-one billion pounds of equipment and supplies were shipped into the theater.<sup>21</sup>

What then was the role of the civilians, and what jobs did they perform? This question can be answered with one word: support. They performed a myriad of functions ranging from painting M1A1 tanks, establishing and operating water

purification plants, designing mine rakes and "Bunker Busters", (a 5,000 pound penetrating bomb, specifically built to penetrate 22 feet of concrete), maintaining all types of equipment, procuring supplies and equipment, to designing lids for five gallon water containers to allow the soldier to drink while wearing his protective gear.<sup>22</sup>

They represented many occupations and skills; Machinists, Ammo Quality Assurance Specialists, Warehouse Workers, Electricians, Logistics Specialists, Carpenters, Equipment Specialists, Supply Specialists, Engineers, Painters, Welders, Packers, & Technical Librarians.<sup>23</sup> They were young, middle aged, male, female, and came from diverse cultural and ethnic backgrounds.

One of the most remarkable civilian accomplishments of Desert Shield and Desert Storms was the M1 Tank Rollover.<sup>24</sup> In late October 1990, AMC, through its Major Subordinate Command, Depot System Command (DESCOM), tasked Anniston Army Depot to deploy a team of 250 employees to SWA to accomplish the M1 rollover on more than 800 of the Army's main battle tank, the M1 Abrams. The M1 was being replaced by the M1A, a newer and more effective tank. Over \$2.5 million dollars of production equipment, tools and repair parts was immediately shipped from Anniston to SWA to accomplish this task. The objective was fourfold; to perform semi-annual and annual maintenance; fix any ongoing maintenance problems, apply specific modifications such as additional armor, and

painting all vehicles. Normally a rollover of this size takes 18 to 24 months. Based on the situation in SWA, Anniston was given six months to complete the job. Working seven days a week, sixteen hours a day, these employees completed this important mission in just sixty days.

One Anniston volunteer, Doug Turner, was also a licensed emergency medical technician.<sup>25</sup> In addition to performing duties as a pneudraulics systems mechanic, he willingly pitched in and provided emergency treatment to those wounded in Dharan when an Iraqi Scud missile hit a military barracks. Another volunteer, Gary Henry, an Equipment Specialist from Redstone Arsenal, drove over 14,000 miles in the desert to take upgraded laser lenses to individual units in the field.<sup>26</sup>

The Logistics Assistance Representatives (LARs) deployed with their Military Combat units, ate the same meals, (the Army's Meals Ready to Eat, (MREs), and shared the same tents. They worked alongside the soldiers, evaluating the effectiveness of their equipment, and conducting maintenance, all of which resulted in a 98% readiness rate.<sup>27</sup> These LARs were AMC's primary means of staying in touch with the soldiers in the field.



## IN THE U.S. - AMC

What type of jobs did civilians perform here at home? Their job was twofold, first to do the job assigned to their organization and second to interface with the contractors to produce new equipment or increase production of equipment on order.

The Commander of the Tank and Automotive Command, MG Leo Pigaty, and his staff worked to convince the President of the Detroit Diesel Company, (DDC), to shut down commercial operations and totally dedicate his production line to military equipment - specifically, engines for the Heavy Equipment Transporters (HETs).<sup>28</sup> One week after the contract was signed, DDC delivered 57 engines for use in the theater.

Another example was the cooperation between Raytheon, Martin Marietta and AMC's Harry Diamond Laboratories on the Patriot Missile.<sup>29</sup> When the invasion occurred, we had no Patriot Missiles capable of intercepting a Scud or any other ballistic missile. Both contractors and Harry Diamond Labs immediately went to an around-the-clock operation to accelerate production. In less than six months, they delivered 400 missiles, and by mid-February they had delivered another 200 for a total of 600. Moreover, their readiness rate was 96%.<sup>30</sup>

One of the more interesting experiences occurred in Waco, Texas.<sup>31</sup> The manager of the General Tires Distribution Center was called on Saturday morning and asked to deliver 74 tires for the Heavy Equipment Transport (HET), from Texas to Tinker AFB, Okla, a distance of some 300 miles. The General Tires Distribution Center normally ships their products via contract transportation, and has no trucks of its own. Recognizing the importance of this shipment, the manager of General Tires rented a truck and made the delivery himself. He did it in spite of the fact that all rental companies were closed for the weekend in his geographical area. He persevered and called every dealer in the telephone book until he found one that would open and rent him a truck. He then personally drove the 300 miles and delivered these tires to Tinker AFB on time.

A small industry, Phillips Service Industries, a company with no previous government contracts, was the only company with the equipment to repair a special kind of lathe used on the nose cone of the Patriot.<sup>32</sup> When contacted by Raytheon to repair this lathe, the employees volunteered to work for nothing if the company would charge nothing. The Company agreed, and the employees worked around the clock, resulting in all repairs being completed in twenty-four hours. The aforementioned are but a few examples of the contributions made by AMC civilians to the war effort.

## **ARMY CORPS OF ENGINEERS**

The Army Corps of Engineers has enjoyed a longtime presence in Southwest Asia, long before Operations Desert Shield and Desert Storm.<sup>33</sup> The Corps had maintained a 20+ year relationship with the Saudi Government completing numerous nation assistance construction projects. This peacetime relationship coupled with an understanding of the Arabic culture served the coalition forces well in wartime. Chief among the functions performed by the Corps of Engineer employees was the leasing of facilities and contracting for construction, materials and equipment. Approximately 300 Corps employees were engaged in these functions.

Corps employees, unlike other MACOM employees were on a scheduled rotation of 90 days, with sufficient overlap to provide continuity. Sixteen hundred Corps employees volunteered to deploy to Desert Shield/Desert Storm. No positions were filled with directed assignments. All deploying civilians were trained at the Corps training facility in Winchester, Virginia prior to deployment. Once the hostilities began, these employees were polled for evacuation. None requested to return to the U.S. All stayed for the duration of their scheduled tours. They in essence volunteered three times; once to serve their government in peacetime, second, to go to the hostile area, and third to stay when the hostilities began. At

the end of these hostilities, the Corps had over sixteen hundred volunteers waiting to deploy to SWA, if needed.

To support their civilians on the battlefield, the Corps kept the lines of communications open with family members.<sup>34</sup> A Family Assistance Program was established including a newsletter and personal contacts. They called family members to apprise them of the status of their family member. When a member was scheduled to depart, the family assistance contact called the designated family member to advise them of departure and again of arrival in country. The newsletter highlighted the accomplishments of Corps employees in support of the war effort. This was particularly important to the civilian family members, as they had little or no experience with their family member deploying to a war zone. Unlike their military counterparts, they had no support group already established, they didn't, in most cases, live in the same neighborhoods, and were extremely frightened for the safety of their loved one.

A Medallion was struck and a special certificate created to recognize employees who served in the war zone (See figure below). This form of recognition was unique to the Corps of Engineers, as the other MACOMS used existing awards, e.g. (Commander's Award, Achievement Medal) to reward employees for wartime service.

# **DESERT SHIELD DESERT STORM KUWAIT RECOVERY OPERATIONS**

## **James E. Crowder, III**

In recognition of your dedication to mission, as you voluntarily deployed as a member of the U.S. Army Corps of Engineers team that supported our Nation's war effort and recovery operations in the Southwest Asia Gulf War. You responded to our successful call for volunteers, although you knew that deployment would place you in harms way. Your service reflects your intense devotion to duty while supporting the Corps, the Army and the United States. I am inspired by the leadership and spirit you have shown on behalf of the U.S. Army Corps of Engineers during wartime conditions.



**Headquarters, USACE  
Washington, D.C.**

**H. J. Hatch  
Lieutenant General, USA  
Commanding**

**Figure: Corps of Engineers Civilian Special Certificate**

### **PROBLEMS ENCOUNTERED**

Let us now examine some of the problems encountered with this civilian participation in Desert Shield and Desert Storm. First, there was no system in

place to deploy civilians. The Logistics Assistance Representatives (LARs), and Quality Assurance Specialists (Ammunition Surveillance), (QASAS) employees had, as a condition of employment the requirement to travel with their units.<sup>35</sup> All others, to include 250 tank mechanics from Anniston Army Depot, volunteered. More volunteered than were needed. There was no skills match between the volunteers and the jobs to be performed in SWA. Many who volunteered were in occupations that were not needed in this operation.

### **ADMINISTRATIVE PROBLEMS**

Since civilians have not deployed in large numbers in past wars, there was little information, experience, and no standard operating procedures in effect. This resulted in the following administrative problem of no registration or procedure for next-of-kin identification and notification - in case of civilian casualties, lack of passport documentation, no process to ensure life insurance validation, issuance of identification cards, no standard pay administration, and no prioritization for military air travel.<sup>36</sup> There was also no authorization for registration of panoramic dental x-rays and immunizations for civilians deployed. Civilian travel was also a problem. Their priority was below all military. In many cases, they needed to travel ahead of some military, particularly during Desert Shield when the Combat Service Support functions were at their peak.

**INEQUITIES BETWEEN THE MILITARY AND CIVILIAN**  
**SYSTEMS FOR THE DEPLOYED**

In addition to the above, where there were comparable military and civilian systems in existence, there were conspicuous inequities. This occurred because civilians were not recognized as a part of the Total Force. At best, they were an adjunct to the Total Force. They were attached to military units vis-a-vis being a part of those units. The following is a listing of the inequities between the military and civilian personnel systems identified in the Department of Defense's Final Report to Congress on the Conduct of the Persian Gulf War.<sup>37</sup>

**INCOME TAX EXCLUSION:** Unlike the military, civilians were not afforded an income tax exclusion, for any or all of their pay while serving in a hostile zone.

**FREE MAIL PRIVILEGES:** Free mail privileges accorded military personnel in SWA and other hostilities were denied to civilians.

**AWARDS:** Civilians are ineligible for the military awards specifically issued for this battle campaign or those military awards typically presented on the scene by the Military Commander for service in a hostile zone, (e.g. Commendation Medal or Meritorious Service Medal). One Commander attempted to issue the

Commendation Medal to his civilians and military alike and was severely chastised for his action.<sup>38</sup>

**PERSONNEL ACCOUNTABILITY:** The Military Personnel accounting system used by deployed forces does not contain information on civilians. Commanders have a variety of statistical information on deployed military, but nothing on civilians. Such simple and routine reporting requirements as strength accounting and duty location were unavailable for civilians. Nothing was automated. Accounting for civilians in SWA was extremely time consuming, archaic and did not provide the CINC and his Headquarters staff with accurate and timely information on civilians in theater.

**PAY AND COMPENSATION:** In striking contrast to the military, there is no civilian pay regulation that delineates between peacetime and combat zone procedures. Where the military are paid in the field under combat zone procedures, the pay documents for civilians were processed manually and sent by facsimile to parent commands for payment. There was also no uniform guidance on overtime compensation in theater.

**IDENTIFICATION CARDS:** There was no standard Identification (ID) Card in theater for civilians. Civilians came with the ID Card of their respective commands. This created problems with the Local National Guards who only recognized the Standard ID card used by the Military.



#### **DANGER/HAZARDOUS DUTY PAY AND FOREIGN DIFFERENTIAL:**

Military received hazardous duty compensation from the date of arrival in theater. Civilians were required to wait until 24 January 1991 before danger pay was authorized. Foreign post differential did not begin until the civilian had been in theater 42 days, although eventually it was made retroactive.

**LIFE INSURANCE:** The Federal Employees Group Life Insurance would not pay accidental death benefits if the death were "caused, directly or indirectly, by an act of war, declared or undeclared, by nuclear weapons, or in actual combat."

**CASUALTIES:** Civilian employees killed in the line of duty were not entitled to Military escort and/or a United States Flag for burial.

**FAMILY ASSISTANCE:** Family assistance organizations, activities and services were not, in most cases, available to civilian family members.

#### **POLICY CHANGES NEEDED**

What are we doing to ensure that civilians in any future operations will be willing to deploy? What policy changes are we pursuing to guarantee that our

civilian component is as trained and ready for war as their military counterparts?

AMC is currently changing its policy on deployment.<sup>39</sup> Whereas the majority of the civilians in Desert Shield and Desert Storm were volunteers, there were no policies addressing mandatory deployment of civilians. (The exception are the two career programs mentioned above, QASAS and LARS). With the continued reduction of military positions and the civilianization of many functions, we must have a system to deploy civilians in future conflicts.

The Defense Department has reissued DOD Directive 1404.10, dated April 1992, defining Emergency Essential Employees and giving guidance on the issuance of Geneva Convention Identity Cards. This directive also articulates the current policy on the ordering of civilian employees to a hostile zone, that is still being debated in legal channels. Specifically, civilians take the same oath as military officers, but they do not have, as a condition of employment, the requirement to be mobile into a hostile area. (The exceptions were discussed above.) If an employee cannot be "made to move" within the United States, to assign him to a hostile area would be next to impossible. In my opinion, the mobility requirement into a hostile area must also be documented at the time of employment. It is unconscionable to "draft civilians" into military service "after the fact."

AMC is taking immediate steps to develop an alternative system that will allow the employee to "volunteer in advance" for deployment as needed. They are developing a new Table of Distributions and Allowances to identify any and all jobs in the command that could require deployment into a hostile area. Employees will be identified with these jobs and asked to volunteer in the event of future conflicts. This will allow them to train for these operations and be fully processed and ready to go at a moments notice. Pending new legislation this seems the most logical approach.

Several policy changes are required, if indeed, the U.S. Army desires to deploy civilians in the next conflict. Commencing with the basic regulations on mobilization of the force, the Civilian Component of the Army must be addressed as such, a component, not an adjunct. If we are indeed replacing many of our highly skilled military positions with civilian labor, albeit DACs or Contractor personnel, we must recognize these employees as an integral part of the Total Force. Civilians must be trained and educated in warfighting. During Desert Shield and Desert Storm, deploying civilians were fortunate to get a maximum of five days for training and administrative processing, (e.g. passport, visa, physical, protective gear issue). This problem can be alleviated with one central processing center for all DOD civilians identified as Emergency Essential.

Consideration should also be given to adopting the current AMC approach throughout the Department of Defense. To identify the positions and skill levels normally required in a conflict, and to incorporate this requirement in the job description tells the employees long before hostilities begin that they are expected to deploy with their unit in the event they are needed. This also allows for the aforementioned training to occur prior to the employee deploying. Further, the personnel accounting systems should identify these positions early on for reporting requirements during the hostilities. In addition, the inequities addressed above must be eliminated. The Directorate of Civilian Personnel, Department of the Army forwarded proposed legislative changes to the Chief of Legislative Liaison on 2 April 1993. This proposed legislation addresses the following:

- Free Mail

- Escort for Civilian Casualties

- Interment Flags for Civilian Casualties

- Premium Pay at the rate of one and one-half times the employee's normal rate of pay. (Currently limited to GS-10 rate which is significantly less than their normal rate of pay.

- Automatic restoration of Annual Leave

- Life Insurance commensurate with that of the Military

- Full Medical Coverage when deployed

- Tax Exclusion comparable to that of the Military

Other changes not requiring legislative action were accomplished through regulatory revisions for Desert Shield/Desert Storm. These should be incorporated into a DOD Wide regulation. Specifically:

Legal Assistance Program - Now applicable to Emergency Essential Employees and their family members.

Morale, Welfare and Recreation Program - Now applicable to Emergency Essential Employees and their family members.

### **CONCLUSION**

If, as a part of the drawdown of the U.S. Army and the attendant loss of military workforce, soldiers are replaced by civilians, the Army must prepare these civilians for war, as they would the military soldier. This includes training for survival in a hostile zone, family support systems, standardized ID cards, Mail Privileges. This should be done consistently throughout the Defense Department. Training, education, laws, and regulations pertaining to civilian entitlements and benefits in wartime can and should be consistent. This would not only reduce the manpower requirements of each service to perform these tasks, but it would provide uniform guidance to all civilians assigned to the battlefield.

Since the Civilian workforce, government wide, is governed by one set of laws and regulations (i.e the Federal Personnel Manual), and they will be assigned

to the theater working together, it would then follow that one set of laws and regulations would be appropriate for all civilians assigned to combat zones. DOD Instruction 1404.10 and the aforementioned proposed legislation is a start, but these or similar legislative proposals have been forwarded from the Department of the Army throughout the years, only to languish and die somewhere between DA and Congress. We must insure that these changes are forwarded to the Congress, and that some positive action is taken. Otherwise, we will be in the same situation in future conflicts, when, by all current projections, the fighting force will be more dependent on civilians than in Desert Storm.

In summary, civilians have more than proven their willingness to serve in this war and other wars. It is a challenge to the bureaucracy and its attendant rules and regulations to bring parity to the two systems, military and civilian, during wartime and to provide the legal framework to continue this service.

Civilians truly are the unsung heroes of Desert Shield and Desert Storm. Without their contributions, the war could not have been won. It is our challenge to effect the changes necessary to institutionalize procedures to insure not only recognition for civilians but benefit protection as well. It is the Army's solemn task to ensure that the cohesive support provided by the Civilian Component of the "Total Army " is recognized, encouraged, and publicized for all to see.

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