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THE CIVIL AFFAIRS OFFICER: WHAT SHOULD
BE HIS FUTURE

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24 November 1972

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STUDENT ESSAY

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24 NOVEMBER 1972

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BY

LIEUTENANT COLONEL JOSEPH C. DOUGHERTY, JR.

CIVIL AFFAIRS

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(Essay)

THE CIVIL AFFAIRS OFFICER: WHAT SHOULD BE HIS FUTURE?

by

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24 November 1972

ABSTRACT

AUTHOR: Joseph C. Dougherty, Jr., LTC, CA-USAR
TITLE: The Civil Affairs Officer: What Should Be
His Future?
FORMAT: Essay

Since it is apparent--with reduction of the active Army in size--that civil affairs (CA) will be supported by a smaller manpower base, management must work within tighter limits. To facilitate personnel operations in this new setting, certain practices re the CA generalist (8105) are recommended. It is believed that these (practices) will not only contribute to personnel economy, but enhance professionalism in the CA officer corps as well. Recommendations come from a synthesis of scientific opinion-sampling and personal disposition.

THE CIVIL AFFAIRS OFFICER:
WHAT SHOULD BE HIS FUTURE?

It is the purpose of this essay to show that personnel economy could be promoted in the active Army if certain management practices re the civil affairs (CA) officer be placed into effect.¹ Professional opinion on a series of pertinent subjects was sought through interviews (recorded on tape and transcribed) with officers and Department of the Army civilians (DAC's) in CA positions (or knowledgeable about them) at Ft. Bragg, N. C., between 6 and 13 July 1972.

Respondents were asked the following: (1) Should the (active) CA officer have a career branch or a formally-recognized specialization (identified by prefix)? (2) Should CA qualification be limited to the field grades? (3) What academic training should the CA generalist (8105) have? (4) Should the 8105-officer be proficient in at least one foreign language, and

¹As currently defined, a CA officer means: "A military officer who, as a member of a CA staff or unit, assists the commander in planning for and coordinating those activities pertaining to the relationship between the military and the civil communities in an area where military forces are present." US Department of the Army change one to Army Regulations 310-25: Dictionary of US Army Terms (22 December 1969), p. 95.

should it correspond with an area of geographic specialization? (5) What cross-training at the Institute for Military Assistance (IMA, Ft. Bragg) would have particular value (for the CA officer)? (6) Should a reserve CA officer who is a recognized authority in a (CA) functional specialty serve on active duty under a bona fide contract? and (7) should combat arms officers be assigned to CA without prior training in the specialty?

Re: (1) Should the (active) CA officer have a career branch or a formally-recognized specialization?

The great majority of persons interviewed favor recognition of the specialization by means of designator. An officer with Vietnam advisor experience feels that a separate CA branch would be impractical except in the event of full mobilization. And even then, he says, most CA functions would be staffed by specialists straight from civilian life. Meanwhile, Department of the Army (DA) can handle its CA requirements through "second specialization" that is now encouraged of all officers--whether combat or support types. CA would

fall into this "second specialization" category.²

These views are seconded by a DAC, who serves as program coordinator at IMA. He adds that experience has shown that it is difficult to keep small specialist branches adequately staffed, as well as to manage them.³

The deputy commandant of the CA School (IMA) is of the opinion that when a branch is not sufficient in size to support a career development program, it would be unable to attract the particular type of officer needed. This would especially apply to CA, he says. And then adds--even if the branch were monitored by the Adjutant General Corps, with integration into the corps' grade structure, promotions would still be slow--in comparison with the combat arms.⁴

The commander of the 95th CA Group feels that "Exotic Dancer V" (EXDAN V)--joint training exercise

²Interview with Joseph B. Planche, LTC, CA School, IMA, Ft. Bragg, N. C., 7 July 1972.

³Interview with Fitzhugh H. Chandler (COL, USA-Ret.), Directorate of Instruction, IMA, Ft. Bragg, N. C., 7 July 1972.

⁴Interview with William G. Carter, COL. (CA School, IMA), Ft. Bragg, N. C., 11 July 1972.

(JTX) at Ft. Bragg in May, 1972--demonstrated a critical need for functional experts in the active Army. The 95th, in his view, cannot match the functional expertise of the 303d--a CA reserve group from Kearney, N. J., which participated in the JTX.⁵

In passing--it might be mentioned that EXDAN V tested the new civil-military (2180) concept, which provides for civil affairs/psychological operations (CA/PSYOPS) cellular support of tactical operations.⁶

A company commander of the 95th expresses the belief that while there is a definite need for specialists in CA, unit commanders should have the benefit of broad training like that which can only be obtained in the combat arms. In this way, they would have the "general picture" of field requirements. Cooperation with combat units, which CA is designated to support,

⁵Interview with Joseph J. Scott, COL. (95th CA Gp.), Ft. Bragg, N. C., 12 July 1972.

⁶Civil-military operations (CMO) are defined in Army Regulations 350-25: Civil Affairs and Civil-Military Operations Training (31 May 1972), p. 2. [Test results are contained in After Action Report - JTX Exotic Dancer V, 82d Airborne Division, Ft. Bragg, N. C., 2 June 1972.]

would be facilitated. Field exercises seem to bear this out, says the commander.⁷

Another 95th company commander, using his own experience as illustration, relates that he thought CA was "some sort of combat assault unit" when initially assigned. He believes that, if anything, CA has given him the benefit of cross-training, something that combat arms officers like himself could really use.⁸

A third company commander of the 95th is of the opinion that since the broad base of specialization required in CA cannot be adequately staffed, due to authorized space limitations, some way of identifying trained personnel is needed--even in peacetime.⁹

It might be noted the CA School recommended, in 1970, that some identifier other than the 8105-MOS be used to designate CA officers. It was suggested that, in this age of automation, prefix-designators are

⁷Interview with James T. Galhoun, MAJ, 42d CA Co. (95th CA Gp.), Ft. Bragg, N. C., 13 July 1972.

⁸Interview with Otis D. Buckey, CPT, 28th CA Co. (95th CA Gp.), Ft. Bragg, N. C., 13 July 1972.

⁹Interview with Thomas D. Watkins, MAJ, 1st CA Co. (95th CA Gp.), Ft. Bragg, N. C., 13 July 1972.

needed to quickly pick out officers with needed skills--
like CA.¹⁰

A minority of the respondents prefer the separate CA branch idea. Among them, one study-team chief says that since it is anticipated our government will continue its commitment to foreign military assistance, a career branch would facilitate such help. He feels, however, that if such a branch were created, a young officer should be assured of a career development pattern that would include opportunity to be awarded an advanced degree in behavioral science; to compete on equal terms for colleges of the armed forces; and to merit consideration for general officer rank--if his later performance warrants it.¹¹

Another officer of similar frame of mind believes that general disinterest among officers in CA duty is attributable to lack of career opportunities. Pointing

¹⁰ Staff study forwarded to Commanding General, Continental Army Command (CG, CONARC), by the CA School (IMA), Ft. Bragg, N. C., 1970; p. A-2.

¹¹ Interview with Robert Hemlinger, LTC, US Army Combat Development Command's Special Operations Agency (USACDCSOA), Ft. Bragg, N. C., 11 July 1972.

to his experience as a district advisor in Vietnam, he says that CA training beforehand would have enabled him to perform more effectively. Adding to this, he feels that personnel under his direction would have been better prepared for their respective tasks if they, too, had undergone CA training.¹²

An officer who also served as a Vietnam district advisor favors, in principle, a career branch for CA officers. But their small number would be against them in getting promoted in comparison with, say, combat arms officers. Recognizing that the Army does have requirements in CA, he believes there should be some way of identifying officers with appropriate training to perform such tasks. It is his suggestion that something like two sets of designator-prefixes currently used in military assistance operations (MAOPS) be used. One designator is for positions requiring a maximum amount of know-how; another is for assignments of lesser responsibility.¹³

¹²Interview with Paul H. Dill, MAJ, USACDCSOA, Ft. Bragg, N. C., 11 July 1972.

¹³Interview with Billy G. Coleman, LTC, USACDCSOA, Ft. Bragg, N. C., 12 July 1972.

A retired CA officer, now serving as a DAC in the specialty, discloses that while he personally favors a career branch (in CA), repeated efforts to bring it about have not met with success at higher headquarters. A satisfactory alternative would be the use of identifiers to denote specific CA training or cognate background.¹⁴

Re: (2) Should CA qualification be limited to the field grades?¹⁵

A majority of the respondents felt that it should not. However, the minority opinion is well-taken. It was their consensus that the CA officer, beside needing specialized knowledge, requires a breadth of Army ex-

¹⁴ Interview with George I. H. Lampman (LTC, USA-Ret.), USACDCSOA, Ft. Bragg, N. C., 12 July 1972.

¹⁵ After reading this question, an ROTC officer with field experience in Vietnam remarked that an important consideration of the 'modern volunteer Army' (MVA) is retention of young officers. A goal of MVA is to increase job-satisfaction. A step in this direction would be the placement of new officers, insofar as possible, in a field corresponding to their desires and correlated with their college major. Assignment to CA would be a case in point. (Louis E. Orlando, CPT, Reserve Officer Training Corps (ROTC) Detachment, University of Scranton, Scranton, Pa.; 10 November 1972.)

perience that probably cannot be acquired before reaching major or lieutenant colonel. In line with this, the observation was made that an officer will have begun to specialize anyway once he has reached the field grades since the opportunity for command then becomes rather limited.

Another point made was that the field grade officer has shown by length of service that he is likely a careerist; whereas, the same reasonable assumption cannot be made about a junior officer. The latter might, for instance, take advantage of an opportunity to attend graduate school at government expense for training in a specialty; and then decide to leave the Army for an attractive civilian job (if a service obligation does not deter him).¹⁶

Re: (3) What academic training should the CA generalist (8105) have?

As might be expected, this question produced a spectrum of opinion. Most of the respondents felt that the 8105-officer should be at least a college graduate

¹⁶ Interview with William G. Carter, COL, CA School (IMA), Ft. Bragg, N. C., 11 July 1972.

and, advisedly, the recipient of a master's degree in behavioral or social science. One officer voiced a novel idea: the CA generalist should have "sabbaticals." In other words, the 8105-officer should be given the benefit of on-the-job training (OJT), periodically, as administrator in a civil government office. Lack of such experience is considered the "prime weakness" in the active Army CA officer.¹⁷

The executive officer of the 95th (CA Group) says that while his exposure to social science has been slight, he recognizes need for it in the CA generalist. The best approach, it seems to him, is sending off an officer for graduate training in a key (CA) functional area--as has been done by the Army in other specialist programs.¹⁸

One officer, whose viewpoint is seemingly influenced by his experience as a district advisor in Vietnam, thinks that training in political science would be beneficial to the 8105-officer. This does not mean

¹⁷ Ibid.

¹⁸ Interview with Harlow G. Graham, LTC (95th CA Gp.), Ft. Bragg, N. C., 12 July 1972.

that the CA generalist should be a politician; but since living with them (politicians) is inescapable, he must develop a sense of "political awareness." If this is lacking, the (CA) officer could act "like a bull in a china shop" and commit an irreparable faux pas--warns the respondent. In the latter's thinking, however, the strongest requirement for the CA generalist is the ability to manage. The 8105-officer must be able to go into an area; identify CA and other requirements; and then obtain the right people to perform these tasks. As the respondent puts it another way--the 8105-officer must have a broad understanding of CA but should not pretend to be a specialist in all twenty (20) functional areas (of CA).¹⁹ (See Appendix for extract from FM 41-10 which gives a listing and explanation of CA functions.)

Another of the officers interviewed believes his college-training in business administration has been of particular value to him in his duties as a CA unit commander. Public health and civil defense are the only functional areas that his business curriculum did not

¹⁹ Interview with Billy G. Coleman, LTC, USACDCSOA, Ft. Bragg, N. C., 12 July 1972.

encompass, he notes.²⁰

The head of an instructional committee at the CA School commented that it is rather difficult to say what specific academic program would best equip an 8105-officer. Opinion at the school favors a foundation in sociology or political science. However, equal importance is attached to an understanding of "how things are done" at higher headquarters--particularly a field army support command.²¹

Re: (4) Should the 8105-type officer be proficient in at least one foreign language and should it correspond with an area of geographic specialization?

The consensus was that while foreign language proficiency is desirable, it should not be made a requirement. Combining language training with area specialization would be, in the majority's opinion, impractical for the 8105-officer who is to be available for assignment wherever needed. This arrangement is desirable in the case of Special Forces, observes one officer, since

²⁰ Interview with James T. Galhoun, MAJ, 42d CA Co. (95th CA Gp.), Ft. Bragg, N. C., 13 July 1972.

²¹ Interview with Joseph B. Planche, LTC (CA School, IMA), Ft. Bragg, N. C., 7 July 1972.

their units are mission-oriented.²²

Another officer, looking back on his Vietnam experience, says that a foreign language is a "nice extra" and he probably would have found it not only profitable but enjoyable to speak Vietnamese. However, the nature of the 8105-officer's mission is such that he must necessarily remain a generalist. In the event that expert knowledge of an area and fluency in its language are required, these could be provided through foreign area specialist (FAS) officers.²³

One respondent, who has broad experience in CA and PSYOPS as well as a Vietnam advisor, suggests that the CA generalist be required to demonstrate proficiency in one language--if for no other reason than finding out whether he has an aptitude for linguistics. Heated debate has been going on for some time in the Army, he says, as to whether an officer can be effective as an advisor without knowing the local language. Citing his own experience, he recalls that it took him a year and

²² Interview with Joseph J. Scott, COL, 95th CA Gp., Ft. Bragg, N. C., 12 July 1972.

²³ Interview with Harlow G. Graham, LTC, 95th CA Gp., Ft. Bragg, N. C., 12 July 1972.

a half of hard work in Vietnam to become fluent--even after studying Vietnamese at the Monterey language school. His proficiency was borne out when he himself could hear things spoken that his interpreter would gloss over or ignore.²⁴ Another officer concurs. Also a Vietnam veteran, he feels that when one has to talk through a second or third person, communication suffers.²⁵

A third Vietnam-experienced officer says that proficiency in another language does a lot for a person--not the least of which is being able to understand people. A CA officer probably cannot be effective unless some of his contacts are on a personal level, believes this respondent.²⁶ In responding to this question (No. 4), a CA unit commander exclaimed: "Not only no, but hell no." The only case he can visualize for language proficiency would be if a unit is targeted for a foreign area.²⁷

²⁴ Interview with Billy G. Coleman, LTC, USACDCSOA, Ft. Bragg, N. C., 12 July 1972.

²⁵ Interview with Paul H. Dill, MAJ, USACDCSOA, Ft. Bragg, N. C., 11 July 1972.

²⁶ Interview with Joseph B. Planche, LTC, CA School (IMA), Ft. Bragg, N. C., 7 July 1972.

²⁷ Interview with James T. Galhoun, MAJ, 42d CA Co. (95th CA Gp.), Ft. Bragg, N. C., 13 July 1972.

Re: (5) What cross-training at the Institute for Military Assistance (IMA) would have particular value (for the CA officer)?

All of the replies indicate that some form of cross-training is desirable; psychological operations (PSYOPS) being the most favored. There was also some opinion that the 8105-officer should, perhaps at the field grade-level, attend the MAOP School or become FAS-qualified.

The CA School's deputy commandant points to the fact that cross-training is already taking place in the 8105-curriculum. Courses are being taught by PSYOP and Special Forces instructors. If anything new could possibly be fitted into the eight-week CA generalist (8105) course, the school would exert every effort to incorporate it.²⁸

One officer is of the opinion that the CA and MAOP schools overlap in their curricula and should be combined into one educational unit. As he sees it, MAOPS is basically a "people-to-people" program; and then adds: "As long as a guy has a little grey matter, he

²⁸ Interview with William G. Carter, COL. (CA School, IMA), Ft. Bragg, N. C., 11 July 1972.

can accomplish the MAOP, as well as the CA, portion." Beside, MAOPS supported an ad hoc need in Southeast Asia and that requirement probably will be phased out.²⁹

Another respondent (who has a MAOP prefix "K" but has a duty MOS of 8105) believes all student-officers at IMA should be afforded access to information collated by the MAOP School. This officer says he knows that research has been done (at the school) in cross-cultural communications; the effects of cultural shock; and whether a person can be an effective advisor without knowing the language of the people with whom he is dealing. Likewise, the learning resources of the PSYOP School are not being fully tapped by its CA counterpart--it is claimed. Both schools "have been at each other's throat" for a long time, he alleges, re which is dominant and which is supporting. For him, the issue is "mundane" since mission requirements in the field would resolve it anyway. Unless CA and PSYOPS pull together, their worth to the Army is in jeopardy-- he warns.³⁰

²⁹ Interview with Joseph J. Scott, COL, 95th CA Gp., Ft. Bragg, N. C., 12 July 1972.

³⁰ Interview with Billy G. Coleman, LTC, USACDCSOA, Ft. Bragg, N. C., 12 July 1972.

Re: (6) Should a reserve CA officer who is a recognized authority in a function serve on active duty under a bona fide contract?

All but one of the replies indicate support for such an arrangement.³¹ In fact, responses in the affirmative were enthusiastic for the idea. One officer says that there is a tendency in the active Army to look at CA mainly from a military perspective. A balanced point of view could be secured, he believes, through contracted services of CA reservists who are reputable specialists.³²

The mobilization designee (Mob Des) program is said to have aided the CA School significantly in completion of projects. In light of staff shortages due to force-level reductions, it was suggested that Mob Des tours of up to one year be authorized when expertise needed for CA duty assignments can be found only in the

³¹The CA School, however, considers most functional specialists to be maintainable (in some cases, producible) in the active military establishment. But expertise in agriculture, education, and public administration would more likely be found among reserve CA officers, due to their civilian occupations. (Staff study forwarded to CG, CONARC, by the CA School, IMA, Ft. Bragg, N. C., 1970; p. A-17.)

³²Interview with James T. Galhoun, MAJ, 42d CA Co. (95th CA Gp.), Ft. Bragg, N. C., 13 July 1972.

reserve.³³

One respondent, who has been involved in two doctrinal studies bearing on CA, thinks the idea is a good one. But there is no legal sanction for it, he points out. Only mobilization in the wake of a national emergency declaration would make it possible for the Army to get critical skills from civilian life. His personal feeling, however, is that there should be some legal provision whereby the Army could benefit from extended active duty (EAD) tours of reserve officers with recognized expertise since CA is now included in military planning.³⁴

The former G-5 of the 82d Airborne Division recalls that, at the time of EXDAN V, he was quite impressed with the expert knowledge displayed by the staff of the 303d (CA Gp., reserve). Some machinery should be provided, he believes, whereby the Army can put on EAD a reservist with qualification in a function that

³³Interview with Joseph B. Planche, LTC, CA School (IMA), Ft. Bragg, N. C., 7 July 1972.

³⁴Interview with Billy G. Coleman, LTC, USACDCSOA, Ft. Bragg, N. C., 12 July 1972.

cannot be located among active service officers.³⁵

The executive officer of thn 95th (CA Gp.) concurs with this. According to him, the biggest problem in CA right now is in staffing functions within the limits of active personnel.³⁶

The CA School's deputy commandant feels that the contract arrangement would be an ideal way of staffing the bulk of the school's faculty. As the situation exists now, the CA School is not able to provide instruction in a number of functions.³⁷

Re: (7) Should combat arms officers be assigned to CA without prior training in the specialty?³⁸

The consensus was that combat arms officers could be assigned to CA work unless a functional skill is expressly required. One respondent says that if such of-

³⁵Interview with Edward C. Hartwell, MAJ. (82d Abn Div.), Ft. Bragg, N. C., 12 July 1972.

³⁶Interview with Harlow G. Graham, LTC (95th CA Gp.), Ft. Bragg, N. C., 12 July 1972.

³⁷Interview with William G. Carter, COL. (CA School, IMA), Ft. Bragg, N. C., 11 July 1972.

³⁸The reaction of another field-experienced ROTC officer--upon reading this question--was that some CA orientation should be given in every branch school. Also, when a unit (or individual) is assigned to a

officers are given the benefit of an orientation plus in-service training, they could become capable members of a CA unit. Their combat arms experience would enable them to look at a CA problem with broader vision.³⁹

Another officer, reflecting on his Vietnam advisor experience, says civil-military relationships are the "name of the game" in final analysis. If combat arms officers had been exposed to CA requirements beforehand, certain problems could have been anticipated. As a matter of fact, some officers without prior exposure to CA approached their tasks without preconceptions and displayed considerable enthusiasm in working with civilians--he notes.⁴⁰

To another respondent's way of thinking--it is difficult to say whether an officer assigned to CA (without formal training) is not already conditioned by

foreign area, formal instruction as to the particular CA mission should be a requisite. (Michael J. Zdrojewski, CPT, ROTC Det., University of Scranton, Scranton, Pa.; 10 November 1972.)

³⁹Interview with Joe E. Wilson, CPT, Systems Engineering Branch, Directorate of Instruction, IMA, Ft. Bragg, N. C., 6 July 1972.

⁴⁰Interview with Paul H. Dill, MAJ, USACDCSOA, Ft. Bragg, N. C., 11 July 1972.

previous duty. He may have worked as an advisor in Vietnam or with a military mission in Saudi Arabia. While these may not be CA positions per se, they certainly are cognate. What duty in CA does for the active officer is to help him recognize situations in which he can apply skills already learned. And when reassigned, he would "sell" CA to other officers.⁴¹

One of the interviewees feels that the question can be looked at in two ways. Viewed long-range, the Army benefits from exposing combat arms and technical branch officers to CA even though they may "scream bloody murder" when initially assigned. In the short term, the CA mission can be handicapped since these officers are not functionally-qualified at time of assignment. The respondent blames the Army's personnel system for this. Numerous graduates of the CA School are never given opportunity to use their training; whereas many officers who have never seen--let alone heard of--the school have been assigned to CA.⁴²

⁴¹Interview with William G. Carter, COL, CA School (IMA), Ft. Bragg, N.C., 11 July 1972.

⁴²Interview with Billy G. Coleman, USACDCSOA, Ft. Bragg, N.C., 12 July 1972.

An officer with S-5 experience in Vietnam recalls that former (combat arms) company commanders were demonstrably effective as "fives" at both brigade and battalion levels. Conversely, it was evident that captains, who were placed into S-5 slots (as a holding pattern) until a company became available, were less so. This respondent says that if (company) commanders have some prior CA training, so much the better. But, in any event, he would want to see an officer with field experience as an S-5.⁴³

Before formulating recommendations re officer management practices, it might be well to assess the extent of CA requirements in the active Army.

In an address before the CA Association's last annual meeting, the Deputy Undersecretary of the Army said:

The active Army must maintain a civil affairs capability to respond to requirements short of major war, and be ready to meet obligations arising from the defense of NATO. . . . Civil affairs must have the ability to support security assistance in any part of the world in fulfillment of the Nixon Doc-

⁴³Interview with Joseph B. Planche, LTC, CA School (IMA), Ft. Bragg, N. C., 7 July 1972.

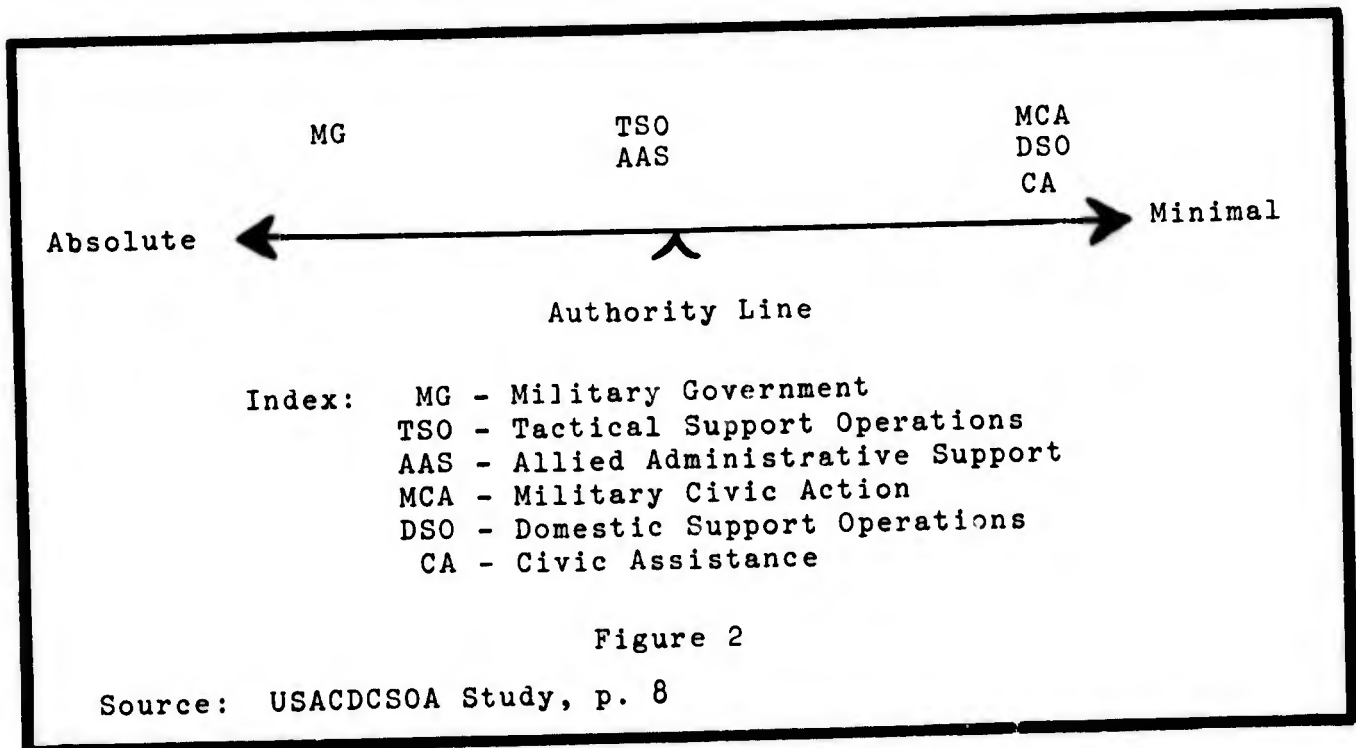
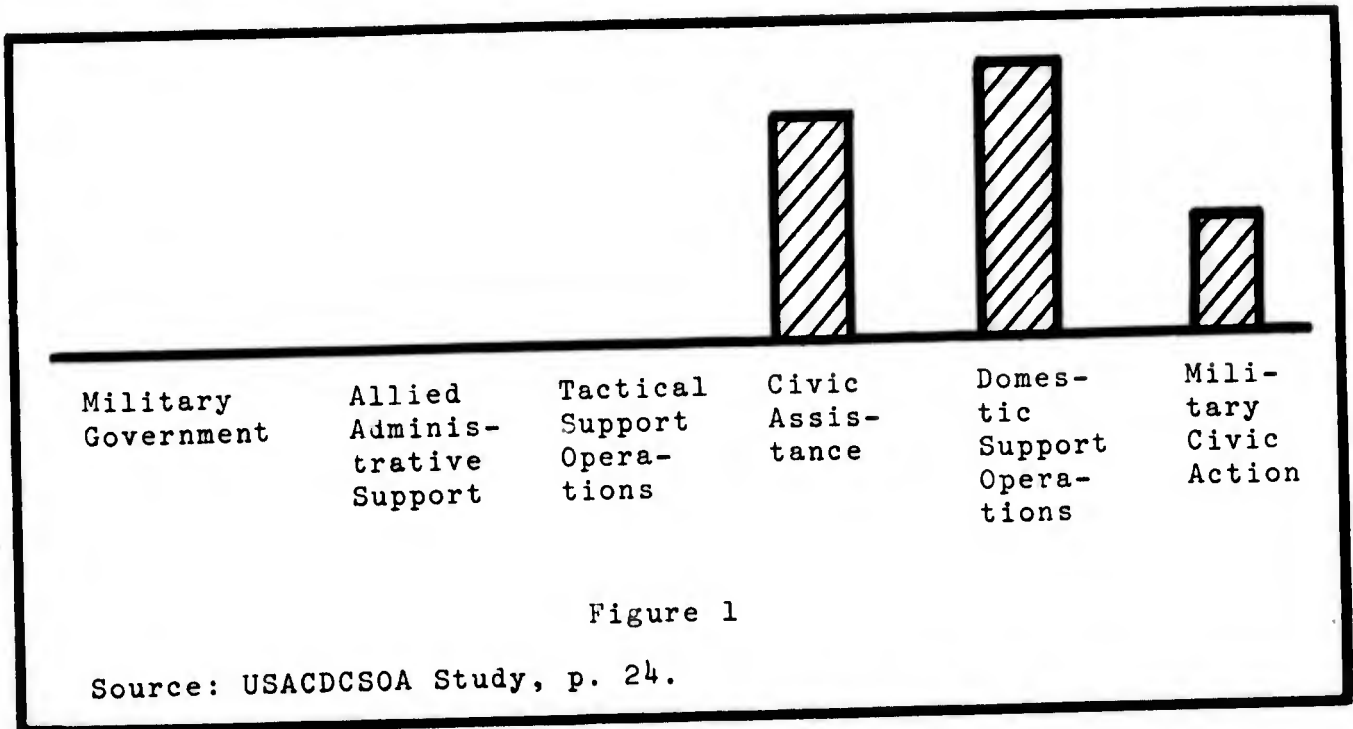
trine. In fact, I can foresee the latter as a major utilization in the coming years.⁴⁴

The nature of the civil-military relationship will, of course, depend on the situation at hand. Instances where CA probably would be involved are cited in the Joint Manual for Civil Affairs.⁴⁵ A more recent, but unofficial, analysis predicts such involvement in the form of military government; allied administrative support; military civic action; domestic support operations; civil assistance; or support of tactical operations.⁴⁶ Priority of effort ascribed each CA form--in a non-conflict situation--is illustrated in the study. Also graphically shown is the degree of command authority imputed to each form. (See reproduction in Figures 1 and 2 respectively.)

⁴⁴H. L. T. Koren, address before the CA Association's Annual Conference Banquet, Shoreham Hotel, Washington, D. C., 24 June 1972. [As currently defined, CA means: "Those phases of the activity 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," AR 310-25: Dictionary of US Army Terms, DA, March, 1969; p. 6.]

⁴⁵US Department of the Army, Field Manual 41-5, November, 1966; p. 4.

⁴⁶"Refinement of CA Definitions and Scope," USACD-CSOA study; Ft. Bragg, N. C., 1972; p. 6.

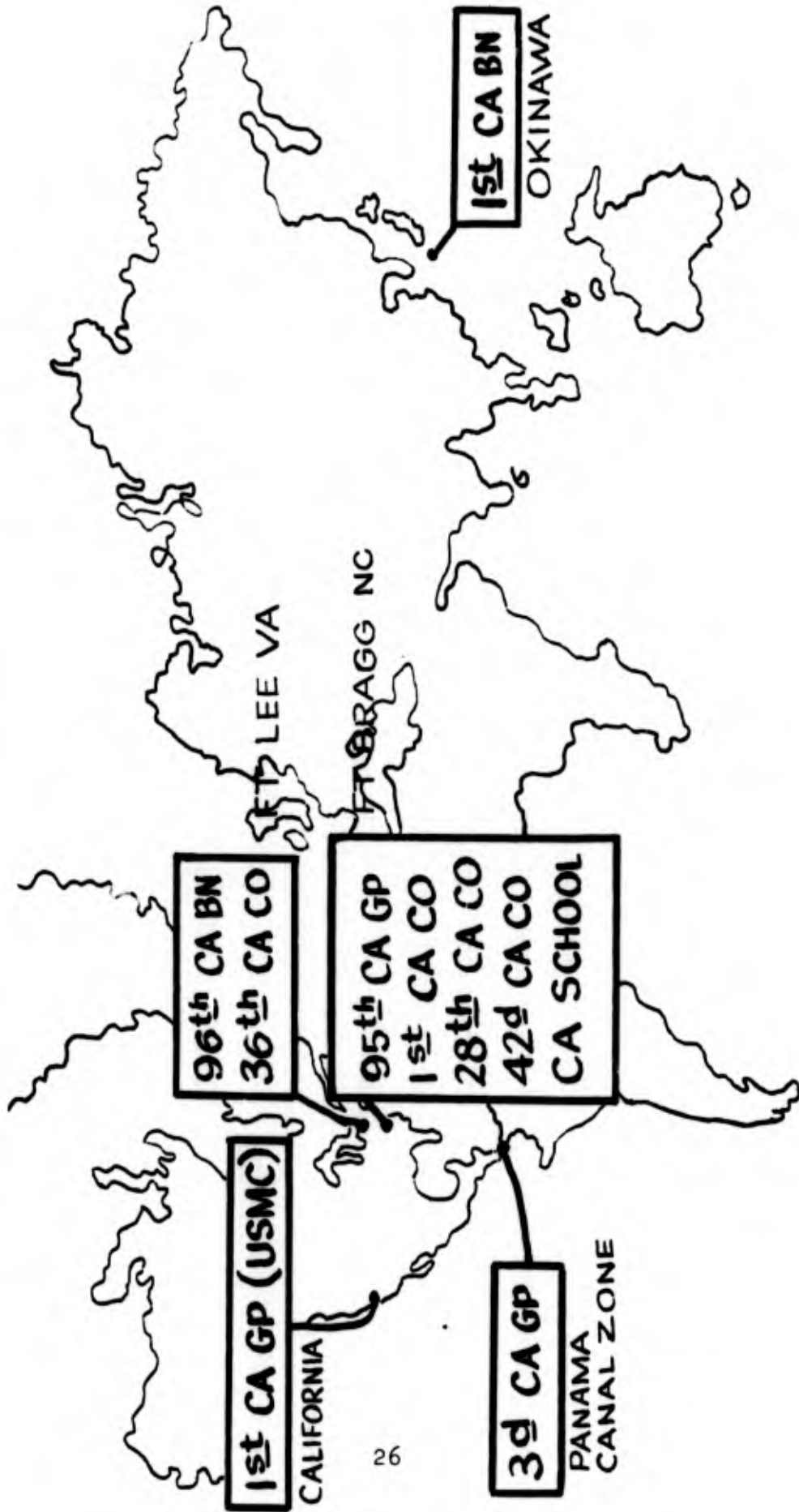


Presently in active support of the CA mission, there are three groups (one, USMC); two battalions; four companies--as well as the CA School (see locations in Figure 3, page 26). In addition, there are G-5 and assistant "five" positions at major overseas commands and the 82d Airborne Division (Ft. Bragg). Further, there are CA duty-slots at DA's deputy chief-of-staff for operations (DCSOPS), USACDCSOA, and IMA.

Since--unlike MAOPS and FAS--there is no special career program for CA, the number of active 8105-qualified officers is not available. From FY '62 through FY '72, the CA School graduated 1,127 active officers (including Marines) from the generalist (8105) course.⁴⁷ How many of these remain in active service can only be estimated. From observation, they do not constitute the bulk of officers presently assigned to CA duty.

⁴⁷Figure compiled from data given in staff study forwarded to CG, CONARC, by the CA School, 1970; and from information (via telephone) provided by James F. Whitmore, LTC, Administrative Officer, CA School (IMA), Ft. Bragg, N. C., 6 November 1972.

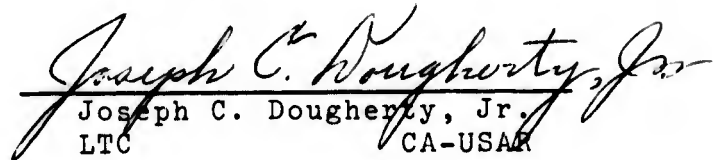
CIVIL AFFAIRS UNITS



Based on analysis of educated opinion as well as personal judgment, the following recommendations re (active) CA officer personnel management are submitted:

1. A set of prefixes be used to identify proficiency-levels, as is the practice in MAOPS;
2. CA qualification be open to company-grade officers but command positions above the platoon level (all field grade spaces) be limited to broadly-experienced officers, preferably combat-tested;
3. College training with a behavioral or social science orientation be given priority while selecting officers for CA generalist (8105) assignment;
4. Foreign language study be encouraged--through some incentive means--to develop a disposition for linguistics;
5. Cross-training be in PSYOPS while officers are enrolled in the 8105-program at the CA School;
6. Full-time services of a widely-recognized specialist in the CA reserve (no matter what his function) be secured through legal contract; and
7. Combat-experienced officers with behavioral or social science training be assigned to CA--whenever possible.

Since personnel resources must be used more sparingly in view of the austere posture of today's active Army, a higher degree of discretion in the assignment and utilization of CA officers is urgent. Implementation of the practices suggested above would, in this writer's estimation, serve that end--significantly.


Joseph C. Dougherty, Jr.
LTC CA-USAR

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APPENDIX

31a

Section V. CA FUNCTIONAL TEAMS

2-41. General

CA functions are considered under four broad categories—Governmental; Economic; Public Facilities; and Special. The 20 functions may be grouped under these categories for operational control and, as required, by the scope of the civil affairs mission. Every function is in some degree related to every other function and therefore coordination must be continuous. The areas of specialization are—

a. Governmental functions are those dealing with matters involving governmental activity or control, political activities, review and correction of actions of civil officials in accordance with competent directives, and implementation of policy decisions with respect to control or relationship of the people to the government in the area of operation. Their primary mission is the promotion or restoration of governmental stability in the area of operations. These functions are—

- (1) Civil Defense.
- (2) Labor (Indigenous Manpower).
- (3) Legal.
- (4) Public Administration.
- (5) Public Education.
- (6) Public Finance.
- (7) Public Health.
- (8) Public Safety.
- (9) Public Welfare.

b. Economic functions are those concerned with the economic structure of an area as a whole, and the coordination of the more specialized economic aspects and efforts in developing direct support for the military effort from local resources and discharging the command's economic responsibility to the civil population and its government. They are significant in consideration of mutual

military support, rehabilitation programs, and long range economic plans for environmental improvement. These functions are—

- (1) Civilian Supply.
- (2) Economics and Commerce.
- (3) Food and Agriculture.
- (4) Property Control.

c. Public Facilities functions are concerned with the supervision, control, and operation, where required, of facilities such as water, gas, waste disposal, electrical and other power systems, communications, transportation, and restoration or introduction of such facilities. They are particularly significant because of their close relationship to, and possible direct employment in the military effort. These functions are—

- (1) Public Communications.
- (2) Public Transportation.
- (3) Public Works and Utilities.

d. Special functions are those concerned with people; their rights as individuals; their culture, care, religion, protection and control. Planned direction and constant supervision are essential for uniformity of operations and to the successful accomplishment of activities within this category. They have special significance to the commander, not only because of requirements under international law, but because of the intense effects they have on people's attitudes, allegiances, and respect or distrust of his forces and operations. These functions are—

- (1) Arts, Monuments, and Archives.
- (2) Civil Information.
- (3) Displaced Persons, Refugees, and Evacuees.
- (4) Religious Relations.

2-42. Utilization of Functional Teams and Specialists for Operations

Normally, functional teams are attached to, and operate with, a CA headquarters unit. However, individuals with special qualifications may be integrated into the unit headquarters, operate separately, or be consolidated to form appropriate teams as required in the operational area. To meet unusual situations, teams with related interests may be combined to provide functional capabilities not preplanned or which may not be available from other sources. For example, if a situation called for two civilian supply teams and only one each civilian supply and public welfare team were available, these teams could be temporarily combined to meet requirement. Again, a public safety team and a displaced persons team could be combined to provide two displaced persons teams or two public safety teams. Also, a number of identical type teams of different sizes may be combined to provide a larger team of sufficient stature and manpower to accomplish a given task. CA functional teams can also be attached to non-CA units for the performance of specific duties such as planning and supervision of military civic action. CA composite teams made up of personnel from various CA functional teams may also be created.

2-43. Functional Team Task

a. The tasks within the capability and scope of responsibility of each of the CA functional teams are enumerated in succeeding paragraphs, arranged alphabetically for ease of reference. Some of these tasks are applicable under any circumstances, i.e., peacetime, cold, limited, or general war, regardless of the degree of civil affairs authority vested in the military commander. Others are performed only when the military commander has been authorized to assume full executive, legislative, and judicial authority over a specific area and its population. The determination of these tasks to be performed in a given political or environmental situation is the responsibility of the commanders on the advice of their CA staff officers. A checklist of commonly occurring tasks, as related to the various intensities of warfare, is contained in appendix L.

b. These tasks normally are performed by CA functional teams. In the event that appropriate CA teams are not available, the responsible commander may be required to utilize non-CA units and personnel in order to accomplish his civil affairs mission. Such personnel or units should be

selected on the basis of training and experience most comparable to that of CA units and personnel.

c. It will be noted that some of the tasks specified as being in the areas of competence of a given functional team will appear to overlap with those of other teams. This overlap is particularly noticeable in the civilian supply function. Clear lines of demarcation between team functions cannot, in many cases, be delineated until the civil affairs operations have commenced, because of the impact of yet unknown situational factors. It is the responsibility of CA unit commanders to establish these lines of demarcation and to coordinate all operational efforts as expeditiously as possible to avoid duplication of effort.

2-44. Arts, Monuments, and Archives

This function, in its broad aspects, seeks to protect the traditional culture, customs, and arts of an area. Specifically it is concerned with maintenance or establishment of protective measures for cultural property such as important religious edifices, monuments, and movable objects including archeological, historic, scientific and artistic objects, and collections (FM 27-10 and DA Pam 27-1). This function also includes duties and tasks concerned with safeguarding and accounting for archives and official public records. The function may include concern with cultural patterns and respect for local customs and traditions. Specific tasks may include—

a. Surveying and preparing lists of—

(1) Individual objects of fine arts and monuments known or believed to be in the territory, showing their location and the names of persons or organizations having custody thereof.

(2) Repositories of archives, museums of art, libraries, and collections of archives and objects of fine art showing their locations and caretakers.

(3) Names of known authorities on fine art and archives within the country.

b. Advising commanders and other staff sections concerning fine arts, monuments, libraries, archives, and records that are or will be uncovered.

c. Preparing and publishing directives and instructions concerning the care and protection of fine art, monuments, libraries, archives, and other objects of historical and cultural value.

d. Locating, identifying, ascertaining owner-

ship, and safeguarding objects of fine art, monuments, libraries, archives, and records.

e. Recommending return of property to rightful owners.

f. Marking protected property with such identifying symbols as may be designated by appropriate authority or international agreement.

g. Establishing a procedure for the processing of enemy archives.

h. Seizing historical records of all branches of the local government.

2-45. Civil Defense

The civil defense function involves all aspects of supervision, negotiation, direction, advice, liaison, and staff services in establishing or reestablishing and operating civil defense programs in the event of enemy attack or natural disaster in a host country or a U.S. military area of assignment. This function is based on the policies and directives of the host country or the objectives of the United States. The statutes and regulations governing civil defense in the United States provide for—unanticipated or emergency needs for the protection of the safety and health of the people of the area in the event of attack or natural disaster; and for the mobilization and efficient utilization of the resources and facilities in the area to assist and aid the civil defense effort. Specific tasks may include—

a. Study of the organization, capabilities, equipment, and functioning of the existing civil defense agency.

b. Preparation of plans and procedures for military support to the civil defense agency.

c. Maintaining liaison with the civilian government to advise and assist in carrying out civil defense programs.

d. Coordination and integration of civil defense measures with rear area security and damage control plans and supervision over civilian activities in integrated plans.

e. Strengthening the local civil defense capability by assisting or supervising in its establishment or reorganization in order to provide for natural disaster relief, air raid warning, emergency shelter, firefighting, evacuation, demolition and related activity. These measures may include—

(1) *Preparatory to attack—*

(a) Establishment of appropriate organizations and operations plans.

(b) Recruitment and training of personnel.

(c) Conduct of research.

(d) Procurement and stockpiling of necessary material.

(e) Provisions for adequate warning systems.

(f) Construction or preparation of shelters.

(g) Evacuation of population.

(2) *During attack—*

(a) Enforcement of passive defense regulations.

(b) Evacuation of personnel to shelter areas.

(c) Control of traffic and panic.

(d) Control of electrical communications media.

(3) *Following attack—*

(a) Activities for volunteer agencies such as fire, rescue and emergency squads.

(b) Monitoring for specific hazards of special weapons.

(c) Unexploded bomb reconnaissance.

(d) Essential debris clearance.

(e) Emergency welfare measures.

(f) Immediate essential repair of vital facilities.

2-46. Civil Information

This function is concerned with the facilities employed to disseminate information to the people; coordinating the operation of public and private communication media; and assisting, aiding, directing or supervising the preparation, distribution and dissemination of necessary information through private and public agencies within the assigned area. To assist in this function, psychological operations personnel may be attached to civil affairs units to support civil affairs operations (FM 33-5). Specific tasks may include—

a. Survey and analysis of available information media to include the facilities employed to disseminate information to the people, the type and extent of the information disseminated, and the degree of its acceptance by the people.

b. Preparation, distribution, and dissemination of information through armed forces radio and TV stations and civilian information media.

c. Coordination of civil information activities.

d. Recommendation of procedures for and supervision of civilian information media; including

review and censorship of material to be disseminated.

e. Removal of those indigenous civilian personnel engaged in the operation of information media who are hostile to the United States, or not in sympathy with its policies and objectives.

f. Recommendations regarding measures for protection of physical facilities of information media; e.g., newspaper plants and radio and TV stations.

g. Requisition, protection, and issuance of supplies including newsprint, ink, and radio and TV parts.

h. Utilization of key civilians as soon as possible, after screening and authorization by host government of U.S. authorities.

i. Impounding all documents, supplies, manuscript, films, radios, recordings, TV tapes, reference libraries, and similar stocks of raw or processed material pertaining to the operation of the information media.

j. Conducting, with assistance of attached PSYOP personnel, analysis and research in psychological activities and submitting reports of findings on public opinion and morale in the area of operation.

2-47. Civilian Supply

Civilian supply involves the mobilization and use of resources of the civilian economy, within the bounds of national policy, customary and conventional international law, in support of U.S. military forces; the satisfaction of essential civilian needs from civilian sources, and the supplementing of civilian needs from military supply sources, as required. This function includes the acts and processes needed to determine requirements and arrange for procurement and distribution of supplies to the civilian economy. It also includes responsibility for providing and distributing food and food and supplies made available from local resources, the armed forces of the host country or the United States. The team will analyze and compute the needs for supplies and equipment of all types, including those essential to maintain the civilian economy in a state of productive efficiency. The principal sources of civilian supplies are— reallocation of supplies from the local economy; captured enemy stocks; contributions from national and international welfare and charitable organizations; and contributions from local, allied or U.S. military stocks or resources in the area. Types of supplies that may be approved for issue from U.S. military stocks consist principally

of food, tentage, clothing, engineer equipment (to insure operation of essential utilities), communications equipment, medical supplies, transportation equipment, fuel and lubricants. Specific tasks may include—

a. Planning activities on the basis of strategic-logistic studies.

b. Planning for distribution of supplies based on surveys of standards of living, including health and dietary factors.

c. Reviewing agricultural and industrial patterns of the area to determine the effects of administrative policies on civilian supplies.

d. Estimating adequacy of available civilian supplies.

e. Making recommendations as to movements of essential civilian supplies, particularly food and fuel, from surplus to deficit areas.

f. Recommending supplies which should be made available from military sources and allocations to be made of such supplies.

g. Making recommendations as to supplies available for military use from civilian sources in accordance with customary and international law.

h. Negotiating with civilians to obtain support for military units.

i. Purchasing, requisitioning, or otherwise acquiring, warehousing, and accomplishing distribution of civilian supplies in accordance with established policies and applicable requirements of law.

j. Analyzing the organization of collecting and distributing agencies handling essential supplies.

k. Establishing and maintaining civilian supply records.

l. Insuring coordination of transportation facilities for the distribution of civilian supplies.

m. Conducting liaison with supply agencies to insure that military supplies are provided for civilian use as approved by the commander.

n. Insuring adequate safeguarding of essential civilian supplies.

o. Preparing procedures and programs for the transition from military civil affairs to civilian operation of civilian supply in the area.

p. Insuring that necessary organic military transportation for movement of supplies is made available when local transportation is inadequate.

q. Planning and supervision of food rationing or controlled distribution.

2-48. Displaced Persons, Refugees, and Evacuees

This function involves the processing and control of displaced persons, refugees, and evacuees. The functional team assists or supervises the establishment, administration and operation of camps; and assists in or directs the repatriation, resettlement, or movement of these people within the assigned area. Consideration must be given during the course of military operations to the deliberate movement by the enemy of refugees, evacuees, and displaced persons into friendly areas of operations. Failure to control the movement of such persons may seriously interfere with the accomplishment of the tactical mission. Specific tasks may include—

a. Survey and analysis to determine—

(1) Estimated numbers of displaced persons, refugees, and evacuees together with routes of movement to selected assembly points.

(2) Languages, customs, and attitudes of the people concerned.

(3) Adequacy of facilities and local supplies in the area in which such persons will be found.

(4) Attitudes and policies of the governments of the native countries toward such persons.

(5) Acceptability of such persons as immigrants to other nations.

b. Preparation of plans for control and supervision of the welfare of refugees, displaced persons, and evacuees (movement, housing, feeding, health services, and administrative processing).

c. Maintenance of liaison with appropriate agencies regarding plans to repatriate, resettle, or move displaced persons and refugees.

d. Planning for the orderly and secure withdrawal to places of safety of leaders and certain key personnel in the event of a retrograde movement.

e. Operation and administration of camps and planning for required construction.

f. Requisition and issuance of supplies for support of camps.

2-49. Economics and Commerce

This function is concerned with aiding, assisting and coordinating economic agencies, both public and private. It will include determining the location, type and availability of natural resources; developing plans for preservation, rehabilitation, or restoration of the local economy; supervising or assisting in the operation of commercial and

industrial activities; establishing or reestablishing foreign trade to bolster civilian production and the economy; and recommending or directing the rationing and control of prices of critical commodities that are essential to the people within the area. Specific tasks may include—

a. Survey of commercial and industrial activity to determine the availability of local resources for military use; means for the development and use of natural resources to include location, type, and availability, means of production and distribution considered essential for military or civilian use in accordance with policy directives; requirements for machinery, raw materials, and supplies from other than local sources; and legal provisions applicable to economic matters, and to public and private agencies and institutions concerned with economic activities.

b. Preparation of recommendations and initiation of actions based on these surveys.

c. Compilation and analysis of statistics on domestic and foreign trade.

d. Information and advice to local business and commercial institutions concerning policies of the military commander.

e. Examination of price control and rationing measures instituted by the existing government to determine their extent and effectiveness, and the necessity for additional measures.

f. Development of economic measures to include—

(1) Preparation of requirements for materials to be diverted to military use in accordance with policy and guidance published by higher headquarters and applicable provisions of law (FM 27-10 and DA Pam 27-1).

(2) Determination of specific types of business enterprises including brokerage houses, exchanges, and banks to be opened or closed, taking into account policies of higher headquarters and applicable provisions of law.

(3) Recommendations on allocation of resources between military and civilian needs and between areas, industries, and plants.

g. Implementation of economic measures to include—

(1) Provisions of bonuses, subsidies, and price adjustments to encourage production and movement of required goods and materials.

(2) Economic stabilization measures to include measures to insure production of desired products.

(3) Restrictions on exports and imports to include measures to prevent exportation of supplies needed in the area, and procedures to control and allocate imported supplies to uses which will further U.S. objectives.

(4) Supervision of commercial and industrial activities including foreign trade.

(5) Supervision of natural resources extraction.

(6) Planning the importation of supplies which will decrease dependency on U.S. military resources.

(7) Supervision of policies and officials in price control and rationing to include prohibition of the purchase of controlled items from troops by civilians, and determination and enforcement of measures for the control of rent and rationing of dwelling space and other scarce real estate.

(8) Recommending or supervising the preparation of plans for the establishment or reestablishment and rehabilitation of local commercial activity and industrial production.

2-50. Food and Agriculture

This function applies to civilian production, processing, storage and distribution of foods to reduce the importation of food for military and civilian consumption. It includes estimating requirements, stimulating production and processing of needed foods; improving or directing farming methods; and recommending plans for utilization and conservation of land, forests, and marine food resources within the area of operation. Specific tasks may include—

a. Surveys of agricultural production, farming methods, conservation of lands and forests, food storage, marine food resources, and food processing.

b. Surveys to determine the location of food surplus and deficit areas.

c. Estimate of food requirements, agricultural production, and probable deficit during the period of operations.

d. Estimate of requirements for food, fertilizer, and farm machinery from other areas or military sources.

e. Recommendations for safeguarding supplies and equipment.

f. Recommendations on degree of control of all governmental food and agriculture offices.

g. Measures to encourage earliest possible resumption of agricultural production.

h. Recommendations as to restrictions on circulation and transportation of nonessential supplies to permit distribution and movement of required agricultural supplies and equipment.

i. Recommendations as to measures to avoid requisitioning the labor of farmers during critical periods; e.g., seeding and harvesting times.

j. Recommendations for obtaining capacity production.

2-51. Labor (Indigenous Manpower)

This function is concerned with assistance to, liaison and coordination with and, in appropriate cases, supervision, control, or operation of governmental and private agencies and institutions concerned with labor. In addition to activities in the labor field directed primarily to the local economy, this function includes arrangements to provide labor needs of the military forces in accordance with policies established by higher authorities and applicable provisions of law. Procurement of labor, training, relocation, housing, safety standards, policies respecting wages and hours, unemployment subsidies, compensation for injuries and the like, may be governed by an applicable civil affairs agreement. Civil affairs operations in the labor field are subject to the provisions of the Hague Regulations and the 1949 Geneva Conventions, relative to the protection of war victims. This will pose special problems for civil affairs officers (FM 27-10). Also provisions of U.S. law and of local law relating to labor may be applicable. Specific tasks may include—

a. Plans for use of labor.

b. Determination of labor availability and procedures for procurement of labor for authorized types of work.

c. Review of applicable laws and policies respecting labor and review of status, operation, and effectiveness of local agencies, institutions, and organizations concerned with labor matters.

d. Analysis of labor relations including studies of labor organizations and labor relations between employers and employees.

e. Coordination with governmental labor procurement agencies.

f. Recommendations as to priority of utilization of labor in rehabilitation of the economy.

g. Recommendations concerning utilization of civilian labor to include—

(1) Wage controls, pay scales, and schedules of hours of work.

(2) Labor relations including medical care and compensation.

(3) Payment of wages.

h. Recommendations as to changes in pertinent labor laws, regulations, policies, and practices.

i. Recommendations as to procedures to be followed, if there is evidence of enemy infiltration in the labor market, unions or governmental organizations or agencies.

2-52. Legal

This function is concerned with the legal system of the area and the application of international law in civil affairs operations. Specific tasks in coordination with the SJA may include—

a. Supporting the work of the unit judge advocate.

b. Reviewing the local organization of the bar and determining the reliability of its members.

c. Establishing necessary civil affairs tribunals and other judicial and administrative agencies, including determination of their number, types, jurisdiction, procedures, and delegation of appointing authority.

d. The closing or reopening of local tribunals, including courts, boards, and commissions; determining their jurisdiction, organization, and procedure.

e. Recommending the suspension or abrogation of laws and procedural rules applicable to local courts.

f. Making recommendations concerning the alteration, suspension, or promulgation of laws to include civil legislation. (It may be necessary to deny enforcement effect to local legislation or to adopt new laws essential to the control of the area in question and the protection of U.S. Forces. Such legislation must conform to applicable provisions of U.S. law and international law as, for example, the 1949 Geneva Conventions.)

g. Supervising the administration of civil and criminal laws by local officials.

h. Providing members for civil affairs tribunals or military government courts.

i. Reviewing or administratively examining cases tried in military government courts before referral to higher headquarters for final review.

j. Establishing a system of regular review of the legal aspects of the administration of prison institutions and the procedures for commitment.

k. Providing legal advice on civil security.

l. Drafting of penal ordinances.

2-53. Property Control

This function serves to protect property within established limits and to preserve negotiable assets and resources. It is based on a uniform and orderly system for the custody and control of property. Specific tasks may include—

a. Maintenance of registers for supplies and property transferred from civilian sources to military units.

b. Formulation of policy guidance for the utilization and safeguarding of property.

c. Review of types or classes of property to be taken into custody and analysis of civil laws pertaining to such property.

d. Preparation of schedules of property to be placed under military controls as determined by policy directives, including—

(1) Property owned by enemy governments or nationals of those governments.

(2) Property of allied governments over which temporary control will be assumed.

(3) Private property susceptible to military use.

e. Protection of all records of title, transfers, and other property transactions.

f. Review of evidence available to determine ownership.

2-54. Public Administration

This function is concerned with the structure and conduct of government. It encompasses methods of establishing or assisting legislative and executive agencies from national to local levels and the processes of these agencies in the administration of civil government. Included are such considerations as political parties, eligibility for franchise, elections, tenure, and all other aspects of the development and operation of the apparatus of government. Specific duties may include—

a. Surveying governmental organization at all levels.

b. Surveying lines of authority and influence having impact on political matters.

c. Analyzing effectiveness of existing agencies of government or social control.

d. Analyzing effectiveness of governmental

officials and employees and of other community leaders.

e. Negotiating to gain support or cooperation for U.S. forces.

f. Participating in joint commissions, committees, or councils concerned with governmental affairs.

g. Removing public officials who are hostile to the United States or who are not in sympathy with its policies and objectives, and securing the appointment of leaders who will further desired programs.

h. Recommending organization, functioning, staffing, and authority of agencies of government or social control.

i. Advising, conducting liaison with, supervising, controlling, or replacing organs of government.

j. Advising on legislation or recommending policy changes based on the analysis of the society and the economy of the area.

2-55. Public Communications

This function is concerned with the supervision of the postal services and of those civil communication facilities not under the direct military control of the Theater Army or command signal officer. It is also concerned with the regulatory organizations, civilian technical specialists, communication parts and materials and all international and civil affairs agreements and directives relative to communications. Specific tasks may include—

a. Analysis of the location, functions, means, and techniques of communication facilities and postal services existing in the territory.

b. Study of the organization and administration of civilian communications. For example, postal services are often organized and administered in conjunction with telephone and telegraph services.

c. Review of existing international agreements relative to communications.

d. Analysis of requirements for communication parts and material and determination as to whether such requirements can be supplied locally or whether other sources must be utilized.

e. Study of requirements for and availability of civilian technical specialists.

f. Recommendations as to measures for protection of essential communication facilities.

g. Recommendations as to the extent communication facilities should be controlled, supervised, or operated by the technical services, the CA organization, or other military units.

h. Recommendations, in accordance with policy directives, as to the allocation of communication facilities between military and civilian use and determination of alternate means of communications available to support the local administration in the event facilities are required for military use.

i. Assistance, control, supervision, or operation in accordance with established policies of civil communications facilities and postal services.

j. Requisitions, in accordance with policy directives, of military supplies and equipment for rehabilitation and operation of communications facilities.

k. Supervision of return to civilian control of facilities no longer required for military use.

2-56. Public Education

This function is concerned with the supervision of or assistance to educational programs and institutions and public libraries. Specific tasks may include—

a. Survey and analysis of school facilities, applicable laws, courses of study, procedures for training and selection of teachers, and textbooks.

b. Recommendations for changes necessary to comply with U.S. national policy, e.g., screening teachers or changing textbooks.

c. Determination and enforcement of restrictions on the utilization of school facilities; e.g., prohibition of billeting in school buildings when other facilities are available.

d. Supervision of administration, safeguarding of records, and conduct of inspections of schools.

e. Requisition and issue of materials and supplies for use in schools.

f. Removal of civilian personnel engaged in public education who are hostile to the United States or are not in sympathy with its policies and objectives.

g. Preparation of plans and procedures for the repair of damaged school facilities on a priority basis.

h. Assistance to, or supervision of, any new or revised educational programs.

2-57. Public Finance

This function includes control, supervision, and audit of indigenous fiscal resources; budget practices, taxation, expenditures of public funds, currency issues, and the banking agencies and affiliates. It is essential that the function be performed in an integrated and uniform manner within each national area. Specific tasks may include—

a. Analysis of taxation systems and other sources of revenue, governmental expenditures, and estimates of adequacy of public funds for performance of governmental functions.

b. Review of public laws and agencies regulating banking and financing.

c. Analysis of financial structures including types and conditions of financial institutions.

d. Analysis of types and amounts of circulating currencies, acceptance by population of such currencies, and current foreign exchange rates.

e. Recommendations as to provisions for military currency.

f. Recommendations as to establishment of currency exchange rates.

g. Establishment and enforcement of restrictions on exportation of U.S. currency.

h. Recommendations for advances of funds to governmental or private financial institutions.

i. Recommendations for protection of public and private financial institutions and safeguarding funds, securities, and financial records.

j. Recommendations as to designation of type of circulating local currency.

k. Recommendations for control of foreign exchange.

l. Establishment of control over budget, taxation, expenditures, and public funds and determination of appropriate fiscal accounting procedures.

m. Reestablishment or revision of taxation systems in accordance with policy directives.

n. Liquidation, reorganization, opening, or closing of banks.

o. Supervision over credit and provisions for credit needs.

p. Regulation or supervision of governmental fiscal agencies, banks, credit cooperatives, and other financial institutions.

q. Recommendations as to emergency declara-

tion of debt suspensions for specific types of debts.

2-58. Public Health

This function is concerned with measures to preserve or restore the state of public health and to protect the health of military forces. The Geneva Civilian Convention of 1949 sets forth all the rights and obligations with respect to the wounded, sick, aged, children, expectant mothers, and all other persons not entitled to protection as prisoners of war. This convention also provides that civilian hospitals and medical transportation facilities are entitled to the same protection from attack as is provided for military medical units and facilities. Specific tasks may include—

a. Analysis of organization and functions of indigenous public health and sanitation agencies.

b. Survey of adequacy of medical, paramedical, and auxiliary personnel; and medical, and sanitation facilities.

c. Preparation of estimates of requirements for additional medical personnel, medical supplies, and materials required to maintain local facilities.

d. Provisions for the prevention, control, and treatment of endemic and epidemic diseases of the civilian population.

e. Recommendations for safeguarding supplies and facilities.

f. Arrangements for the treatment of sick and wounded civilians, including provisions for medical assistance by military units when required.

g. Plans and recommendations for rehabilitation or reconstruction of civilian hospitals and other civilian medical facilities.

h. Plans for and conducts nutritional surveys to assure the proper feeding of the civilian populace, including determination of caloric requirements for specific categories of the population such as heavy workers, children, and nursing mothers.

i. Plans for and establishes sanitary regulations pertaining to food and food handling, including regular inspections by veterinarians of sources of food supplies.

j. Measures for the restoration and protection of food and water supplies.

k. Measures for the disposal of sewage and waste.

l. Promulgation of local orders directing that civilians observe medical and sanitary measures.

m. Supervision of civilian public health officials in the enforcement of local public health laws and the performance of civilian public health services.

n. Retention, removal, or appointment of public health officials.

o. Obtaining and issuing military medical and sanitary supplies to civilian agencies and facilities in accordance with established policy.

p. Collection and burial of civilian and animal dead and maintenance of necessary records.

q. Supervision, restoration, and maintenance of public health facilities and records.

r. Rehabilitation or establishment, if practicable, of civilian industries concerned with the production of antibiotics, immunization agents and medical supplies and equipment.

2-59. Public Safety

This function includes advising and assisting, or controlling and supervising, the local civilian officials in the creation, maintenance, or reestablishment of public order and safety in the area. It involves the police, firefighting and correctional institutions. Specific tasks may include—

a. Examination of the customary method of announcing regulations to the people; and of those law enforcement methods having traditional respect among the civilian population.

b. Study of the organization, capabilities, equipment, functioning and political orientation of existing law and order agencies, confinement facilities, and firefighting agencies.

c. Analysis of the character of the population with respect to orderliness and obedience to law.

d. Coordination with counterintelligence elements in the prevention and detection of espionage, sabotage, subversion, and civilian aid to guerrilla activities.

e. Preparation of plans, procedures, and recommendations for maintaining or restoring law and order.

f. Supervision of those civilian agencies which enforce law and maintain order with particular attention to looting; rioting; control of liquor and narcotics; collection and disposition of weapons, explosives, and implements of war in the hands of civilians; and the enforcement of regulatory and other measures of the occupant.

g. Assurance of proper notification to the populace of proclamations and notices.

h. Enforcement of orders relating to security control of the civil population, including, as necessary, establishment and operation of a pass system; registration of individuals; checkpoints; curfews; communications; control of assembly; and arrest of wanted persons.

i. Supervision of administration of jails and prisons.

j. Requisition and issuance of required police and fire department equipment in accordance with approved policies.

k. Activities regarding impounding or safeguarding supplies, materials, equipment, buildings, or areas as may be required for any civil affairs function or activity.

l. Determination in coordination with intelligence agencies of suitability of government employees and public officials.

m. Advising or supervising the establishment or reorganization of the local police, firefighting, penal and similar institutions.

2-60. Public Transportation

This function is concerned with supervising those transportation facilities which remain under, or are transferred to, the civil government or private operators. The railways, highways, airways, and waterways form the system of public transportation, and this system must serve the armed forces as well as the civilian economy of a country. Specific tasks may include—

a. Survey of the organization, routes, and capacities of the transportation system including extent of damage and requirements for restoration.

b. Analysis of the organization, powers, and functions of regulatory agencies.

c. Recommendations as to the desirable extent of operation of the civilian transportation system by the military agencies.

d. Determination of requirements of civilian transportation system for labor, technical, engineer or other assistance, replacement parts, and fuel.

e. Recommendations as to the allocation of transportation facilities for civilian or military use and coordination of such recommendations with the appropriate military agencies.

f. Arrangements for police protection of essential transportation facilities and installations.

g. Requisitions, in accordance with policy directives, of military supplies, fuel, and materials for

use in rehabilitating and operating transportation facilities.

h. Supervision over facilities released from military to civilian control.

i. Insuring that all important records and files belonging to public transport organizations, agencies and officials are safeguarded until adequate examination and disposition of such can be made.

2-61. Public Welfare

This function is concerned with emergency and continuing relief measures essential to public order and welfare. It includes assistance or control and supervision and coordination of relief activities and welfare measures; and assistance to or supervision and control of public and private welfare institutions. Included are public and private institutions for the care of children, the aged and handicapped, and miscellaneous charitable and relief organizations. Specific tasks may include—

a. Analysis of public and private welfare institutions and applicable public law.

b. Estimate of requirements for public welfare activities.

c. Recommendations for military assistance in public welfare activities.

d. Recommendations for safeguarding appropriate establishments.

e. Estimation of requirements, requisitions according to established policy, and supervision of distribution of relief supplies from military sources.

f. Supervision of administration of public welfare laws and the regulation of public and private charitable institutions.

g. Supervision over voluntary agencies and contributions from such sources.

h. Supervision of emergency shelter and feeding centers for indigenous civilians.

2-62. Public Works and Utilities

This function is concerned with supervision and operation, where required, of such facilities as buildings and dams; water, gas, waste disposal, electrical, and other similar systems; and restoration or introduction of such services. Specific tasks may include—

a. Survey of the organization and capabilities of key installations including extent of damage.

b. Analysis of the organization, functions, and authority of regulatory agencies.

c. Recommendations as to the desired extent of operation of civilian facilities by military agencies.

d. Recommendations regarding police protection of essential facilities.

e. Determination of requirements of public utilities for labor, technical assistance, replacement parts, and fuel.

f. Recommendations as to the allocation of public utilities for civilian and military use.

g. Requisitions of military supplies and materials to aid in rehabilitating public works and utilities.

h. Supervision of civilian public utilities.

i. Acquisition of essential public utilities services from military sources.

2-63. Religious Relations

This functional team assesses the civil affairs significance of the religions and cultures of the assigned area and analyzes religious and cultural factors affecting social-religious problems bearing on the various functional areas of operation of the civil affairs mission. Specific tasks may include—

a. Conducting studies on religious practices, structures, physical symbols and devices, hierarchies, and major personalities.

b. Developing codes of behavior and educating troops to reduce possibilities of offensive acts contrary to local religious customs and practices.

c. Analyzing, evaluating, and recommending solutions to potential religious-cultural problem areas.

d. Maintaining liaison with missionaries and local clergy in the area of operations.

e. Maintaining liaison with leaders of civilian religious groups to include, where appropriate, assistance to and participation in charitable endeavors.

f. Encouraging religious freedom except where the beliefs or practices pose a security threat to U.S. Forces or endanger the lives of participants.

g. Developing areas of compromise and arbitration to lessen friction and hostility between opposing religious groups.

h. Determining restrictions on the use of religious facilities. Military utilization of religious buildings, shrines, and consecrated places for purposes other than religious is limited to use as emergency aid stations or medical installations; or for the housing of wounded personnel awaiting evacuation.

i. Seeking methods of effecting compromise between dietary habits, based on religious beliefs, and the production and distribution of foodstuffs.