

STAFF RESPONSIBILITY FOR CIVIL AFFAIRS AT BATTALION LEVEL

Captain George J. Lattuner

Roster Nr 095 Group Nr 13 CAR #2

The United States Army Infantry School
Fort Benning, Georgia
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SUBJECT: Staff Responsibility for Civil Affairs at Battalion Level

1. **PROBLEM.** To determine which unit staff officer at battalion level should have staff responsibility for civil affairs.
2. **ASSUMPTIONS.**
 - a. That civil affairs will not be the principle mission of the battalion.
 - b. That a Civil Affairs-Military Government officer will not be assigned or attached to the battalion.
3. **FACTS BEARING ON THE PROBLEM.**
 - a. United States Army doctrine presently assigns staff responsibility for civil affairs to the battalion operations and training officer. (2:18)
 - b. The following staff officers are available to perform additional duties as civil affairs staff officer at battalion level.
 - (1) Battalion Executive Officer.
 - (2) Battalion Personnel Staff Officer - S1.
 - (3) Battalion Intelligence Staff Officer - S2.
 - (4) Battalion Operations and Training Staff Officer - S3.
 - (5) Battalion Logistics Staff Officer - S4.
4. **DISCUSSION.**
 - a. Discussion of Terms and Responsibilities. (Annex B)
 - b. Discussion of Alternative Solutions.
 - (1) Assign responsibility to the S1.
 - (a) Favorable Considerations. The S1/Adjutant is the staff officer primarily concerned with administration, discipline, law enforcement, morale, and personnel services within the battalion; these activities are directly related to the activities of the civil affairs staff officer.
 - (b) Unfavorable Considerations. The Adjutant lacks personnel, transportation, and access to the food, clothing, medical supplies, tentage, and construction material that would be required in the execution of duties as civil affairs officer.
 - (2) Assign Responsibility to the S2.
 - (a) Favorable Considerations. The assignment of responsibility for civil affairs to the

battalion intelligence officer would expedite the collection of combat intelligence through interrogation of local civilians and refugees.

(b) Unfavorable Considerations.

1. The S2 lacks the personnel, facilities, and, normally, the training necessary to conduct large scale interrogation of refugees.
2. The disadvantages cited for all other unit staff officers also apply to the S2.

(3) Assign Responsibility to the S3.

(a) Favorable Considerations. Assignment of civil affairs responsibility to the battalion operations and training officer would insure the coordination of civil affairs activities with the tactical plan, particularly with regard to keeping civilian personnel off important roads and out of critical areas. This is concurrently the primary disadvantage of assigning civil affairs responsibility to another staff officer.

(b) Unfavorable Considerations.

1. Such assignment of responsibility would place administrative and operational requirements on the S3 for which he lacks the time, the personnel, and the facilities to adequately accomplish.
2. All of the advantages cited for assignment of civil affairs duties to the S1 and the S4 are also disadvantages to the assignment of these duties to the S3.

(4) Assign Responsibility to the S4.

(a) Favorable Considerations. The S4 is the battalion's principle logistical "operator" as well as its logistical staff officer, and as such he has access to transportation, food, tentage, clothing, medical assistance, construction material, and limited administrative support, all of which will be required to carry out civil affairs responsibilities under certain circumstances.

(b) Unfavorable Considerations. The advantages cited for assignment of these duties to other staff officers are concurrently disadvantages to the assignment of civil affairs responsibilities to the S4.

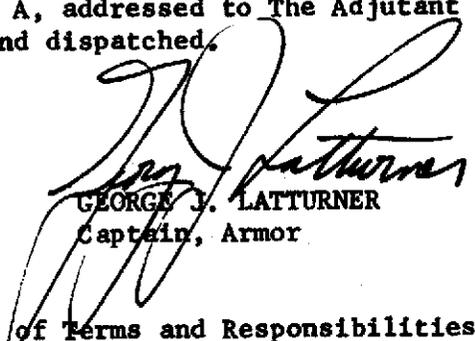
(5) Assign Responsibility to the Battalion Executive Officer.

(a) Favorable Considerations. At battalion level civil affairs activities consist primarily of close coordination of multiple, and frequently divergent, administrative and

logistical activities in support of tactical operations; the battalion executive officer as the principle staff coordinating officer is best suited to carry out this task. In addition his rank, position, and duties as information officer would aid him in that portion of his civil affairs duties which involve contact with local authorities.

(b) Unfavorable Considerations.

1. Such assignment of responsibility involves assigning specific staff duties to the officer who is chiefly responsible for staff coordination. However, precedent for this exists in the assignment of specific responsibility as Information and Education Officer to the executive officer.
 2. Responsiveness in civil affairs actions would be somewhat delayed because the executive officer would have to operate through other staff agencies.
4. CONCLUSION. That civil affairs responsibility at battalion level should be assigned to the battalion executive officer as an additional duty when a Civil Affairs-Military Government officer is not assigned or attached to the battalion.
5. RECOMMENDATIONS.
- a. That the conclusion stated in paragraph 4 be approved.
 - b. That the letter at Annex A, addressed to The Adjutant General, be approved and dispatched.


GEORGE J. LATTURNER
Captain, Armor

ANNEXES:

- A - Letter
B - Discussion of Terms and Responsibilities
X - Bibliography

CONCURRENCES: (Omitted)
NONCONCURRENCES: (Omitted)
CONSIDERATION OF NONCONCURRENCES: (Omitted)
ANNEXES ADDED: (Omitted)
ACTION BY APPROVING AUTHORITY:

Date:

Approved (disapproved), including (excluding) exceptions.

Signature

ANNEX A--Draft Letter.

HEADQUARTERS
THE UNITED STATES ARMY INFANTRY SCHOOL
Fort Benning, Georgia

SUBJECT: Staff Responsibility for Civil Affairs at Battalion
Level

TO: The Adjutant General
Department of the Army
Washington 25, D. C.

1. Based upon a study conducted at the United States Army Infantry School it is recommended that staff responsibility for civil affairs at battalion level be taken from the operations and training officer and assigned to the battalion executive officer as a TOE additional duty.

2. At battalion level civil affairs responsibilities consist primarily of close coordination of multiple, and frequently divergent, administrative and logistical activities in support of tactical operations; the battalion executive officer, as the principle staff coordinator, is best suited to carry out these duties. Recognizing that some delay in responsiveness may result from assignment of this duty to the executive officer rather than to an "operating" staff officer, the United States Army Infantry School feels that this disadvantage will be offset by the greatly improved coordination of effort.

FOR THE ASSISTANT COMMANDANT:

ANNEX B--Discussion of Terms and Responsibilities.

1. Definition of Terms.

- a. **Civil Affairs.** Those phases of the activities of a commander which embrace the relationship between the military forces and the civil authorities and people in a friendly (including US home territory) or occupied area where military forces are present. In an occupied country or area this may include the exercise of executive, legislative, and judicial authority by the occupying power. (5:3)
- b. **Civil Affairs Activities.** Any project or activity of a military unit involving points of contact with or designed to influence or control civilians and civil organizations outside the military establishment can be classified as a civil affairs operation regardless of the location of the activity or the size of the participating military unit. The scope of military authority or control in a civil affairs operation may extend from measures of liaison and coordination with appropriate local civilian agencies to the furnishing of assistance and support to local officials and populations or even to the assumption of responsibility for the exercise of some or all of the functions of government in the locality in question. (5:3)

2. Responsibilities.

- a. **General Responsibilities of Subordinate Commanders.** (5:42)
 - (1) Each commander of a military unit, regardless of its size or subordinate position, must comply with the applicable provisions of international law with respect to the inhabitants, governments, and economies of occupied, liberated, or host territory.
 - (2) Ordinarily, a commander will depend on CA units and personnel to deal with local civilians and governmental agencies and to secure for him necessary assistance, supplies, and facilities from local sources.
 - (3) He may be required to perform CA missions in the field in the absence of CA personnel or units.
- b. **Battalion Responsibilities in Combat.** The battalion controls the civilian population in its areas to the extent required to clear tactical areas, prevent congestion of roads, and maintain security. Support for the combat mission may be secured from the local population within the provisions of the Geneva Convention and policies of higher headquarters. Civilian support may include intelligence, counter-intelligence, antiguerrilla operations, labor, other services, and supplies. (2:67)
- c. **Battalion Responsibilities in Counter Insurgency Operations.** In counter guerrilla operations where the isolation of the organized elements of the

resistance movement from its civilian support is necessary, the conduct of civil affairs functions may become a primary mission of the military force. In counter guerrilla operations all tactical plans are based on an integrated and coordinated civil and military approach designed to not only destroy the guerrilla force, but also to remove the cause for the resistance movement. (4:110)

d. Battalion Responsibilities During Time of Peace.

The primary civil affairs responsibility of commanders at all levels during time of peace is the encouragement of better understanding and warmer relationships between the military unit and the surrounding civilian community. Some of the programs, projects, and activities which may be used at subordinate level to carry out this responsibility are:

- (1) Information activities.
- (2) Open houses, exhibits, and demonstrations.
- (3) U.S. Information service programs.
- (4) Unit projects such as support of an orphanage, school, hospital, or similar facility. (5:74)

ANNEX X--Bibliography.

1. Infantry Magazine, "Civil Affairs, What It Means To The Battle Group" by Col. K. S. Landstrom (Fort Benning, Georgia: United States Army Infantry School, July - September 1959, p. 28).
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3. FM 27-10, Law of Land Warfare, (Washington, D.C.: Department of the Army, July 1956).
4. FM 31-16, Counterguerrilla Operations (Washington, D.C.: Department of the Army, February 1963).
5. FM 41-5, Joint Manual of Civil Affairs/Military Government (Washington, D.C.: Department of the Army, November 1958).
6. FM 41-10, Civil Affairs Operations (Washington, D.C.: Department of the Army, May 1962).
7. FM 41-15, Civil Affairs/Military Government Units (Washington, D.C.: Department of the Army, March 1954).
8. FM 100-5, Field Service Regulations - Operations (Washington, D.C.: Department of the Army, February 1962).
9. FM 101-5, Staff Officers Field Manual - Staff Organization and Procedure (Washington, D.C.: Department of the Army, July 1960).
10. Military Review, "Military Necessity, Humanity and Military Government" by Major N. A. Holston (Fort Leavenworth, Kansas, United States Army Command and General Staff College, January 1957, p. 15).
11. ORO-TP-29, A Review of U.S. Historical Experience with Civil Affairs, 1776 - 1954, (Bethesda, Maryland: Operations Research Office, The Johns Hopkins University, May 1961).