CHAPTER II
CIVIL AFFAIRS IN CONUS

Section I. COMMUNITY RELATIONS

163. Principles and Policies

Basic principles and policies applicable to community relations programs in CONUS are contained in AR 360-61, other of the AR 360-series, AR 60-35, AR 95-1, AR 600-21, and AR 600-50.

164. Activities and Operations

a. Community relations activities in CONUS embrace both organizational relations and informal activities. Organizational relations include those formal, official, and interorganizational contacts between military and civil authorities and the organizations each represents.

b. For a discussion of specific projects and activities useful in operating a CONUS community relations program, see paragraph 26.

Section II. DOMESTIC EMERGENCIES

165. Martial Law

a. Among the domestic emergency situations that may justify recourse to martial law are flood, earthquake, windstorm, tidal wave, fire, epidemic, riot, civil unrest, or other extraordinary circumstances beyond the control capability of normal governmental officials. In such circumstances, a military commander may, on instructions from higher authority or on his own initiative if the circumstances do not permit delay, take such action as necessary to maintain law and order and assure the performance of essential governmental services. As government in the United States is a civil responsibility, the degree of military intrusion into the field of government, and correspondingly, the scope of military authority, is circumscribed by the necessities of the case.

b. Although in the United States no declaration of martial law is necessary, it is customary for the President, the governor of a state or territory, comparable officials of other political subdivisions, or the military commander in question, to publish a proclamation informing the people of the nature of the emergency and the powers which the military authorities are assuming. Such a proclamation by itself confers no authority on the military commander. It does serve, however, to define the area of military control and the specific governmental functions and responsibilities to be exercised by the military authorities.

c. As martial law is a temporary and extraordinary regime, great care must be taken in drafting proclamations, orders, instructions, regulations, or any other martial law directives. Such pronouncements must not assert more authority than is justified under the circumstances, must particularize the powers to be exercised; and must not have the effect of perpetuating the emergency or enlarging its scope. For more detailed information concerning military assistance to civil authorities see DA Pam 27-11, FM 19-15, and AR 500-50. For general application of civil affairs doctrine, see FM 41-5.

d. Detailed doctrine pertaining to authority for planning, conducting, and terminating military operations directed at control of domestic disturbances in CONUS (and overseas areas) is contained in FM 19-15.

166. Disaster Relief Operations

Even in the absence of hostile attack, military units with their disciplined manpower, technical experts, emergency equipment, stockpiled supplies, and transportation and communication capabilities often are called upon for disaster relief missions.
Operations vary with the locale and nature of the emergency. In the initial phases, certainly, there will be rescue operations, distribution of relief supplies, care for the injured, burial of the dead, prevention of the spread of disease, preclusion of looting, control of traffic, and restriction on the circulation of individuals. The situation may involve control measures, some degree of civil administration, or important consideration of liaison and coordination. Disaster relief teams usually are composite organizations consisting primarily of technical service personnel. CA units possess specialists with training and skills appropriate and adaptable to provide either staff planning and direction, or operating elements. (See Public Law 875, as amended; AR 500-60; and FM 19-15.)

Section III. MILITARY SUPPORT OF CIVIL DEFENSE

167. Scope

This section contains doctrine for civil affairs planning and operations in military support of civil defense, including disaster relief. The provisions of this section have particular application to the continental United States; however, when not in conflict with public law or other proper authority, they are equally applicable in the states of Hawaii and Alaska and in U.S. territories. See AR 500-60 and AR 500-70 for discussion of definitions; Department of Defense policies; responsibilities; Regional Civil Defense Coordinating Boards; Office of Emergency Planning; Department of the Army responsibilities, concepts, and policies, and implementation.

168. National Organization for Civil Defense

a. The Office of Emergency Planning (OEP), Executive Office of the President, is the central agency for national emergency policy formulation and direction of national operations. Its activities include, but are not limited to, working closely with the Office of Civil Defense and operating the National Resources Evaluation Center (NREC). The NREC is permanently staffed with representatives from key Federal departments and agencies. The NREC places particular emphasis on the application of advanced computer techniques to tasks of damage assessment and resource evaluation, and is concerned with preattack and peacetime planning as well as readiness for emergency operations. Along with its advanced computer activities, the NREC has developed manual methods for performing situation analysis and resource evaluation to meet emergency needs.

b. The agency of the Federal Government with the primary duty of advising, guiding and assisting the states and their political subdivisions is the Office of Civil Defense (OCD), a part of the Department of the Army. OCD is also responsible for carrying out Department of Defense civil defense responsibilities. OCD has eight regional offices throughout the United States. The OCD regional offices work with state civil defense agencies, and through them, with local civil defense organizations.

c. All states have legislation authorizing a program of civil defense. Each state has a civil defense director charged with advising the governor and other state officials concerning civil defense matters. He also assists each political subdivision of the state in establishing and maintaining a local civil defense organization. State adjutants general and their staffs prepare plans for military support of civil defense. In the event of attack, a state adjutant general and his military headquarters will be brought into active Federal Service. A state adjutant general will then be under the command of the CONUS army commander in whose area he is located, and will exercise operational command of the military support forces operating within his state.

d. The Civil Defense Warning System is a combination of Federal, state, and local systems. The Federal portion is termed the National Warning System (NAWAS), and it is essentially an extension of the military warning and detection systems that feed into the combat operations center of the North American Air Defense Command at Colorado Springs, Colorado. NAWAS consists primarily of three OCD warning centers. These centers are located at the NORAD Combat Operations Center, OCD Region 7 Headquarters (Denton, Tex.), and Washington, D.C. Backup centers are located at each of the other OCD regional headquarters. All are linked by a special voice communications system to several hundred warning points throughout the nation. These warning points, manned on a 24-hour basis, are located at key Federal facilities, state capitals, and many cities. Through a relay system, these
warning points send information to local authorities who are responsible for warning the local populace.

a. The Emergency Broadcast System (EBS), established by Executive Order of the President, is designed to provide local, state, and national (including regional) units of government with a means of communicating to the general public. The EBS plan provides for the use of most of the facilities and personnel of the broadcast industry to operate a functional system during a national emergency.


a. The United States Continental Army Command (USCONARC) and the CONUS armies comprise the basic structure through which military support of civil defense is planned and implemented in the 48 contiguous states and the District of Columbia. Further decentralization is accomplished by assignment of responsibilities to commanders of military installations and units. In the states of Alaska and Hawaii and in U.S. territories, military support of civil defense is planned and implemented by the appropriate unified command. The military chain of command parallels that of civil government thereby permitting effective military cooperation with State authorities through rapid coordination of military support requirements, reduction of response time; and flexibility in military support operations.

b. Army support of civil authorities in a civil defense emergency is considered a responsibility second only to combat operations. All available Army units in CONUS, both active Army and reserve component, not committed to higher priority defense tasks (AR 500-70), will be employed as required for essential missions in the event of a civil defense emergency. These units are included, as appropriate, in contingency plans for the execution of civil defense support missions.

c. General doctrine for the employment of U.S. Army forces in military support of civil defense is contained in FM 20-10.

170. The Role of the CA Organization

The basic responsibility of the CA organization in the civil defense support mission is to be prepared to—

a. Assist civil authority.

b. Temporarily replace civil authority when civil control and leadership have been destroyed or rendered ineffective.

171. Civil Affairs Role of Other Units in Civil Defense

Where CA units are not available for performance of civil affairs functions during military support of civil defense, other military units must assume these duties. Such units should, in addition to being given basic civil affairs training, be provided special training in the activities enumerated in paragraph 172.

172. Basic Civil Affairs Tasks

Military support to civil authorities in civil defense operations must supplement and be coordinated with state and local capabilities. In this effort, the basic tasks discussed in AR 500-70 include—

a. Restoration of utilities.

b. Emergency clearance of debris and rubble from streets, highways, airports, docks, rail centers, and shelters.

c. Fire protection.

d. Rescue, evacuation, and hospitalization.

e. Recovery and disposition of the dead.

f. Radition, biological, and chemical monitoring and decontamination.

g. Movement control.

h. Maintenance of law and order.

i. Issue of food, essential supplies, and materiel.

j. Emergency provision of prepared food and facilities for food preparation.

k. Damage assessment.

l. Provision of interim communications.

173. Civil Affairs Functional Tasks

CA staff sections, units, and teams can be utilized in the planning, supervision, or performance of any of the basic tasks enumerated in paragraph 172. In addition any or all of the following additional civil affairs tasks may be required:

a. Negotiating civil-military agreements to facilitate military support plans and operations.

b. Preparing area surveys, studies, and estimates for use in operational and logistical planning.

c. Conducting surveys of public information and communications media and preparing civil information plans and programs for emergency implementation as required.
d. Furnishing technical advice, assistance, and supervision in governmental, economic, and sociological functions.

e. Supervising the distribution of relief supplies.

f. Providing advice and assistance in public safety, public health and welfare matters, or supervising such activities.

g. Assisting in or supervising the restoration of commerce and industry.

h. Providing public works and utilities rehabilitation assistance, advice, and supervision.

i. Controlling refugee movements, to include provision of measures for family re-unification, camp administration and operations, and relocation and resettlement activities.

j. Providing support to existing civil government or providing the nucleus and framework for emergency government missions to include—

(1) Establishing and operating civil affairs tribunals when the civil courts are unable or unwilling to function.

(2) Full performance of the tasks shown in a through i above.

(3) Recruitment and training of civilians for governmental functions.

(4) Planning and execution of the transfer of governmental functions back to civil authority.

174. Planning Factors

a. References—

(1) Unclassified information on employment of CB weapons—FM 3–10.

(2) Capabilities and employment of CB weapons—FM 3–10A; FM 3–10B.


(4) Field behavior of chemical agents—TM 3–240.

(5) Chemical protective clothing policies and utilization of chemical agents—AR 700–62.

(6) Protective clothing and accessories—TM 3–304.

(7) Training exercises and integrated training in CBN warfare—FM 21–48.

(8) Individual protective measures during CBN warfare—FM 21–41.

(9) Defense against CBN weapons—FM 21–40.

(10) Mass handling of the dead—FM 10–63.

b. Predicted impacts of hostile attacks at all levels of intensity by—

(1) Nuclear and thermonuclear weapons.

(2) Biological weapons.

(3) Chemical weapons.

(4) Conventional weapons.

(5) Combinations of nuclear, thermonuclear, biological, and conventional weapons.

(6) Overt or covert means of delivery.

c. Predicted postattack civil and military capabilities and resources to include consideration of—

(1) Availability of suitable prepositioned control equipment and supplies.

(2) Reliability of specific disease endemicity factors as guides to establishing priorities of effort for disease control.

(3) Effectiveness of control measures in determined geographic locations and climatic conditions.

(4) Controls required for coordinating time-phased recovery operations with other civil-military emergency activities, such as radiological or chemical decontamination and debris clearance.

(5) Availability of trained and knowledgeable civilian or military labor.

d. Predicted availability of CA units and civil affairs trained personnel.

e. Predicted military support requirements for provision of emergency—

(1) Power sources.

(2) Communications equipment and supplies.

(3) Operation of facilities. In such cases military personnel requirements will include—

(a) Engineer specialists.

(b) Signal specialists.

(c) Civil information, psychological operations, and public safety officers.

(d) Intelligence officers.

(e) Administrative specialists.

(f) CBR specialists.

f. Supporting teams of specialists required from other military resources would include Medical, Quartermaster, Engineer, Transportation, CBR, Aviation, Signal, Military Police, Psychological Operations, and Intelligence.

175. Civil Affairs Planning

a. It is essential that the Army headquarters and installations concerned participate in formu-
loration of civil defense plans and in the evaluation of their effectiveness during exercises. A basic requirement is civil affairs training for all military personnel, active and reserve, for emergency operations in support of civil defense. Such training should be area and target oriented to insure familiarity with applicable contingency plans and potential postattack environmental conditions. In this connection, CA USAR units should be employed wherever available for the conduct of special area studies and surveys, as well as for other assistance in planning. Plans should provide for augmenting non-CA military units with CA teams and skills as required.

b. The nature, scope, and duration of conventional, nuclear, chemical, and biological attacks influence the allocation and tailoring of civil affairs units for operations in support of civil defense.

c. Associated considerations include population densities, level of social and economic development, political arrangements, civil defense capabilities, and concurrent military requirements. Specific existing bases of allocation such as those contained in tables of organization and equipment should not be relied on completely as adequate for emergency operations.

d. In order to accomplish assigned missions, civil affairs units may require augmentations of both special equipment and personnel. In this connection, the use of military personnel in a casual status and reserve and retired military personnel, as required by the needs of the situation, should be considered. Such personnel can provide both CA and non-CA units with a variety of useful civil defense skills which would not otherwise be available.

e. Areas of operation may range from a devastated local community to several states. Massive regional destruction may necessitate use of one or more CA Area Headquarters units, with supporting CA and other specialist teams, to meet the needs of the situation. The planning factors listed in chapter 3 for the tailoring of CA units are applicable here.

f. In all civil affairs operations in support of civil defense, operational priorities must be included in plans to control the relative order and time-phasing by which operations will be conducted in target areas. In the event of massive attack there may not be sufficient CA resources to meet all needs simultaneously. CA resources must be initially distributed, managed and used in conformance with established priorities based upon predetermined criteria for restoration of critical areas. Because of the broad scope of civil affairs activities, it is particularly important that the civil affairs support plans reflect complete assessment of priority requirements derived from area surveys, predetermined criteria, and early damage assessment reports.

g. Military necessity may require removal of all or part of the military force prior to completion of the support mission. It is essential that plans of both the military and the civilian authorities take this into account. Solutions should be tested in exercises and revised as appropriate. Civil affairs units must anticipate such requirements, including certain situations in which units must be withdrawn and leave behind only a portion of the most essential personnel for mission completion. The cellular structure of most CA units permits a great degree of flexibility for this purpose.

h. CA units should be included in military support plans wherever practicable; however, civil affairs activities are basically complementary to, rather than a substitute for, civilian efforts, and will be directed toward the strengthening of the civil government's capabilities. CA units surviving attacks and available for support may represent only a small portion of the total effort required.

176. Coordination with Civilian Agencies

a. In both preattack and postattack phases of military planning and operations in support of CONUS civil defense, civil affairs units and staffs coordinate with other Federal, State, and local organizations as required to facilitate accomplishment of their support mission. Specific objectives of coordination are to provide for efficient and effective plans and operating procedures and to preserve all practicable bases for continuity of effort (see AR 500-70 and the National Plan for Civil Defense).

b. Coordination with state and local agencies is accomplished between military echelons and levels of civil government with corresponding planning or operations requirements. A fundamental objective of coordination of planning and operations at the state and local levels is to facilitate continuity of effort under all conditions, including those created by the establishment of martial law.

c. In the preparation of military plans, existing civil government plans at local levels should be
assessed, to include relationships of city, county, and township governmental units and the capability for unity of effort in emergencies. Where metropolitan areas cross state lines, an additional problem exists which will necessitate coordination of interstate effort.

Coordination with many nongovernmental public and private groups and organizations is equally necessary. Examples include public utilities companies, industrial and business organizations, private clubs, church groups, and educational institutions.

177. Government Support Operations

a. In military support operations conducted under conditions in which the civil government is functioning, CA units normally are employed as part of a military task force tailored to provide the requisite assistance. While CA units assist in all aspects of support operations according to their capabilities, casualties among government officials and employees may necessitate emergency integration of CA teams or specialists into the civil government in order to preserve vital continuity. Examples of the types of CA teams or specialists which may be required include Public Health, Public Works and Utilities, Economic, Public Safety, Civil Information, Public Welfare, and Agriculture. Military support operations should be accomplished in a manner permitting the full utilization of the remaining civil defense and other civilian organizations.

b. Only in those circumstances in which the civil authority has been destroyed or rendered incapable of further operation does the military assume complete control. In these situations, the military remains in authority and the status of martial law exists only until the civil authority is again able to assume its sovereignty. All available CA units and specialists, active Army, reserve component, and retired may be needed. Where such units and specialized personnel are not available in adequate numbers, consideration should be given to augmenting the civil affairs activities of non-CA units with such CA personnel as are available. Operations must be conducted in such manner as to preserve the continuity of the Civil Defense Program if possible, and facilitate reestablishment of civil government at the earliest possible date.

c. In every situation, transition operations are of special interest. Once civil functions are assumed by military personnel, it becomes necessary to provide for replacement of the military by civilians. Return to civil control should be accomplished activity by activity and function by function in order to assure continuity of operation, to provide for needed interfunctional coordination during transition, and to release military personnel for other assignment in the minimum possible time.

d. In certain cases of military necessity, the Secretary of Defense may declare specific geographical areas as “Military Areas.” In such areas, civil governments will accord precedence to military requirements and will conduct civil defense in a manner which does not impede the execution of the military mission. Military forces in these “Military Areas” will not exercise jurisdiction over civil government, the populace, or resources except as required for accomplishing the military mission. CA staff sections, units, and teams should be used to conduct essential liaison for this purpose with civilian agencies.

e. During military support operations within the boundaries of a single state, CA units normally would function as part of the military task force made available to the federalized state military headquarters. Exceptions may occur in a specific local situation in which a civil affairs unit constitutes the entire military capability committed.

f. Under some circumstances, the exercise of military control may become high complicated because of large areas involved, existing political boundaries, or similar reasons. In these situations, it may become desirable to centralize military control under some equivalent of a civil affairs command. This command would control operations through state headquarters which are still operational, or through CA units or other military units in the area as required. This would free CONUS Army commanders and CONARC from operating details which might impede performance of other missions. Where practicable, the civil affairs command should be collocated with a Civil Defense Regional Headquarters.

g. Where CA staffs, units, and individual specialists are available they will be especially valuable in organizing and supervising postattack control measures. A typical metropolitan area will have limited numbers of technical specialists and trained labor in its regularly employed government work force. Augmentation by military specialists and labor may be required during emer-
gencies for operations and for replacement of casualties among key personnel.

b. CA Civil Information teams may assist, or if required, replace lost state or local civil defense public information personnel. Basically, civil information under postattack circumstances is concerned with informing the public, through existing or improvised media, concerning their role in emergency operations. The objective of civil information activities is to aid the military commander in accomplishing his mission by gaining the support of the people and by stimulating cooperation in carrying out actions essential to protection of life and property and to expeditious recovery from the effects of the attack. Types of information disseminated to the public may consist of civil defense instructions, technical advice, or official reports concerning the status of recovery operations. Information released to the public should conform to established security policies and procedures set forth in Army regulations. Policies and procedures should be coordinated with the command intelligence officer. To minimize actual or potential panic, it is essential that news vacuums be avoided, as well as the spread of subversive or spontaneous rumors. Contents of releases must be accurate and factual. Where available media are limited, only information essential to keep the public informed should be released.

178. Refugee Operations

a. Where states or localities have received sufficient warning time to conduct selective evacuations prior to attacks, CA units or functional teams may be used to assist in the operation of existing refugee camps or to supervise the establishment of additional camps. Under some emergency conditions, CA refugee operations may involve large-scale collection, transportation, administration, logistical support, and resettlement activities. Where circumstances require, refugees should be assembled at collection points where they can be registered, and provided emergency first aid, rations, and clothing as needed. Those requiring further medical care should be hospitalized if possible. Uninjured men should be assigned to general labor pools, except where professional or technical skills are noted. These individuals can be used in their basic or a closely related skill. Single women should be assigned to assist in mess ing facilities, emergency hospitals, administrative tasks, or similar activities. Young children, their mothers, expectant mothers, and the elderly or infirm should be moved by the most expeditious means to refugee camps located outside the target area.

b. Current civil defense policy emphasizes shelter, rather than evacuation, as the action to be taken by the U.S. public immediately prior to an attack. This is based on increased weapons yields, decreased warning times, and the difficulties of controlling large-scale movements of civilians. Maximum use of shelter will also aid in reducing panic. It will also be beneficial under conditions of chemical and biological attacks, as civilians have only minimal protection capabilities such as protective masks, air filtering equipment, and medical assistance. Therefore, official orders to move large groups of civilians normally will be given only in those situations where weapons effects exceed the shelter protection capabilities, or in the postattack period to remove nonessential civilians to areas which are better able to provide requisite facilities, or are in less danger of further attack. Where destinations are not designated in civil defense plans, they must be considered in contingency plans developed by the military for emergency support operations. Duration of stay at such destinations must also be taken into account.

c. Movement under emergency conditions may take place whether ordered or not. Preattack and postattack control may present serious problems beyond the capabilities of the civil authorities. Military support plans must anticipate this problem and provide for it by assigning specific tasks to appropriate military units. While such tasks normally will be performed in cooperation with civil authorities, under some circumstances the military forces may have to exercise complete control. In any event, military operational facilities may be used to provide for emergency feeding and medical care. Military personnel may have to direct people into holding areas where controlled movement can be organized to return them to their homes or to relocation sites.

179. Special Training Requirements

a. Many Federal, state, and local agencies may have only limited numbers of trained personnel available to produce emergency estimates to serve as a basis for resource decisions and operations. This situation could require temporary integration of military personnel into the structure of the surviving civil defense system in the attack
area. It is essential that these military personnel, particularly CA specialists, be thoroughly familiar with emergency procedures and systems, especially those standardized in the national civil defense program. Under such conditions, normal military techniques and procedures may not be completely applicable and could generate unnecessary and dangerous confusion. Accordingly, in addition to any other required training, civil affairs personnel, or other military personnel who may perform similar emergency duties, should receive special instruction in the areas mentioned in b below.

b. Training of CA or non-CA units for operations in support of CONUS civil defense must be consistent with the operational requirements of appropriate contingency plans and the training directives of higher authority. The scope of minimum essential training should include—

1. Effects of mass destruction weapons.
2. CBR defense.
3. Preattack planning, including preparation of area studies.
4. Postattack recovery measures.
5. Civil defense program management, including—
   a. Policy formulation.
   b. Organizing and staffing for civil defense operations.
   c. Operation of Emergency Operations Centers (EOC).
   d. Acquisition of intelligence.
   e. Civil information.
   f. Management of emergency resources.
   g. Shelter and shelter system management.
   h. Damage assessment.
   i. The preparing and conduct of readiness exercises.
   j. Liaison and coordination requirements and procedures.
   k. Administration.
   l. Communications.
   m. Transportation.
   n. Handling refugees and evacuees.
CHAPTER 12
POST COMBAT SUPPORT OF ALLIES

Section 1. INTRODUCTION

180. General

a. When the territory of a friendly country has been ravaged by war, has been exploited economically beyond a point where self recovery can be expected, or has been so suppressed politically that its citizens lack the essential fundamentals of self government, the United States may assume responsibility for supporting that country. The assumption may be one of total responsibility or it may be shared with other nations. Support may be direct, or through an international body such as the Organization of American States or the United Nations.

b. The U.S. Army is charged with being prepared for service as may be required to support the U.S. national interest. Although the role of support of allies is not always assigned to the Army, or to other military services, responsibility for preparedness for such duty continues. This involves planning, training of personnel, structuring of units, and possible prestockage of supplies.

c. The recipient of this support may be a traditional ally or a state that has only recently become associated with the United States. It may be located anywhere in the world and be at any stage of economic or cultural evolution. There should be an agreement between the United States and the ally to define relationships between U.S. forces and the local population, and including such matters as the authority and conditions under which U.S. forces may be employed in the area, the facilities and services which each country may provide to the other, and the degree of authority which the military commander may assume regarding normal functions of civil government. See FM 41-5 and chapter 1 for discussion of civil affairs agreements.

181. Relationships

a. Contacts with indigenous citizens, officials, and unofficial leaders are an essential part of these support operations. Number, frequency, and character of such contacts vary widely and merely making contact does not alone guarantee success. Failure to establish appropriate contact does, however, assure failure of mission. These contacts must become working collaborations. Individuals in the U.S. Army and individuals in the indigenous military and civilian environment must think of themselves as working partners in an interrelated process, each knowing the contribution he should make and the contribution expected of the other, and neither impinging on responsibilities of the other.

b. Since the Department of State is charged with primary responsibility for foreign policy, major commands may have political advisors (POLADS), who represent the Department of State, especially if no ambassador is accredited to the country. Department of State counsel is of great importance in routine matters as well as in the crucial policy decisions made by military commanders. The role of the POLAD in such missions is of greater operational significance than it would be under combat conditions, since this type of mission is basically political.

c. U.S., international, or third country civilian organizations will probably be active in the country. These agencies may be public or private. The host country will have granted authorizations which normally specify their areas of interest. The projects of these international bodies should, and often do, complement U.S. sponsored programs. Although their resources are often from U.S. origins, the Army has little or no authority over their
activities while they act within their agreements with local authorities. U.S. Army personnel must cooperate with, and gain cooperation from, their representatives.

d. If military units of another foreign country are operational in the same area, their status, mission, and responsibilities should be clearly explained in appropriate directives disseminated to U.S. Army personnel. All military units usually will be part of a combined command that includes U.S. forces, but each national force may have assigned functions or geographical areas.

Section II. PLANS

182. Initial Planning

a. Operations are governed by national level decisions. Directives must be communicated as soon as published to all advisor, program, and project personnel. Usually implementing instructions by intermediate headquarters are needed for application of policy in specific situations. Under no circumstance should such instructions replace or delay distribution of policy guidance publications.

b. If encouraging change is part of the U.S. objective, the feelings of local people must be judged carefully and recommended changes be presented as advantageous and consistent with local social evolution. It is futile to attempt to make basic social changes quickly. Forms of government, occupational methods, marketing customs, family and tribal controls, and religious standards are some of the many fields in which people may be reluctant to deviate from established practices. To be worthwhile, a reform effort must be one that will last. Short-range projects must fit into long-range programs and long-range programs must not ignore the present or the near future.

183. Personnel Qualifications

Personnel for such operations must be competent soldiers, qualified in the skills in which they are to specialize, and temperamentally equipped to work effectively with people of other nationalities. People in this assignment must have, or be willing to acquire, some knowledge of at least one language used by the people in the area of operations. Grammatical excellence and fluency are desirable although not necessary. Some knowledge is essential, if only to be able to communicate intelligently through an interpreter.

184. Background Influences

Policy directives should state clearly what ends are to be attained. However, local conditions, many of which are not subject to U.S. influence, determine choice of methods. Among these factors are—

a. Effects of hostile military occupation.

b. Political, legal, and social heritage.


d. Current development status of the economy.

e. War damage.

CA staff sections of headquarters of U.S. Army units committed to such a program, and commanders of CA units must take all of these background influences into account in making their CA estimates of the situation. (See FM 101-5 and app E.) While there is usually no hostile force involved, the other factors which must be considered for estimates and plans are all equally applicable to this mission.

Section III. OPERATIONS

185. Civil Affairs Aspects of the Operation

For the U.S. Army, a commitment to this type operation is a commitment to what is primarily a civil affairs mission. The priority civil affairs activity normally is the support of the functions of government. Other major civil affairs activities which may be involved in support of the priority activity will usually include—

a. Participation in populace and resources control.

b. Participation in military civic action.

c. Community relations.

d. Military support of civil defense.

e. Consolidation of psychological operations.

186. Priority Activity

a. Support of the host country government is the fundamental activity, for unless this government can be made viable and exercise its authority effectively throughout the national territory, little will have been gained in the long run. All other activities are pointed toward support of this major activity. The U.S. effort will include coordination with host country agencies at all levels in the plan-
ning and execution of all parts of the program, and demonstration to the people of the respect in which that government is held by the representatives of the United States.

b. Actual assistance in public administration may be desired, particularly in developing nations or in nations which have been so badly damaged that they must reconstitute an administration utilizing relatively untrained or inexperienced personnel. The problem probably will be acute at intermediate and local levels. In this situation CA Public Administration and all the other functional teams can be used to provide operational support and formal or on-the-job training for host country personnel. These teams may actually perform governmental functions on a temporary basis in the immediate postconflict period.

c. Examples of such assistance by functional teams could include—

1. Public Finance Team—Drafting of local budgetary procedures and assistance in drafting a basic budget.
2. Public Welfare Team—Assistance in the creation or reconstitution of institutions such as orphanages and old people’s homes.
3. Public Education Team—Demonstration of teaching techniques at all school levels and introduction of audiovisual means for adult education programs for illiterates.

187. Other CA Activities

a. In war ravaged countries, and in many developing nations, people have become accustomed to the use (or misuse) of resources without regard for the common welfare. In any event, such nations are apt to experience a prolonged period of severe shortages of items necessary for the proper creation or reconstitution of an economy. Shortages may make laborers unwilling to work, or unwilling to do the kinds of tasks which are required. These conditions, and others which might include a flourishing black market, may necessitate a populace and resources control program. While the nation may not at the time be faced with an insurgency, the allocation and control problems will be very similar to those of a nation engaged in internal defense operations. Techniques as described in chapter 6, may be used to remedy the situation. U.S. CA personnel, and other military personnel acting under CA staff guidance and supervision, may be used to plan, advise, train, and assist in a populace and resources control program. They are most likely to be required in the detailed planning phase; and here the Public Safety, Tribunals, and all of the Economics functions teams will have a part to play. Preferably U.S. military personnel should not be used in the actual enforcement processes as this would give the operation the appearance of a foreign occupation and might well do more harm than good. Accordingly, a decision to use U.S. units for such purpose should be made only by the senior U.S. commander in the country.

b. All of the environmental improvement measures which a host country may undertake (ch 5) and the military civic action outlined for U.S. and host country forces (ch 6 and 7) will be applicable in the postcombat situation. A major contribution of U.S. forces will be the stimulation, training, and equipping of host country military and paramilitary forces to undertake military civic action projects which fit the overall program and which complement the work of other agencies. U.S. units will normally also participate in military civic actions directly, but should present them as having been planned and accomplished under the aegis of the appropriate host country governmental agency.

c. U.S. units will place emphasis upon their community relations (ch 2) and train and advise host country military forces to do likewise. U.S. Army community relations activities, if they are to succeed in their purpose, should be clearly labeled as activities of U.S. military forces. While some community relations projects may resemble military civic action, the primary distinction is that military civic action is intended to help the host country in its nationbuilding program, while community relations are matters directly between the U.S. forces and the general populace.

d. Military support of civil defense will play a smaller but important part in the overall effort even if there is no threat of further armed conflict. The same or similar organizational techniques and programs are useful to prepare for and to meet natural disaster situations which may arise. The host country military forces should be encouraged to assist the civilian populace in organizing and preparing for disaster situations and for providing prompt relief, rescue, and rehabilitation work if disaster should strike. Here, too, U.S. forces should participate and may do so in the name
of the United States as well as providing support to host country efforts (ch 9 and 11).

e. Consolidation psychological operations are essential to build or restore a sense of nationhood and responsible citizenship, particularly where the populace is war weary. Psychological operations are a vital instrument in explaining the need for programs which may be unpopular, such as populace and resources control, and for the hard work and sacrifices required from the people to improve the environment. These operations should not gloss over difficulties and errors, but present the problems and the solutions proposed and instituted by local government in the most favorable light possible, consistent with the facts of the case. CA civil information personnel should provide overall policy direction and train and assist host country governmental agencies and information media in the accomplishment of this program. As in internal defense, no other civil affairs major activity can be performed with optimum results without appropriate and effective civil information and psychological operations support.

188. Transition to Civil Authority

The object of these operations is to provide for termination of military responsibility and transfer of all functions to host country civil authority, or to civilian agencies of the U.S. Government, or international bodies. This may involve a fairly short period or these operations may extend for years. In any event, planning for termination of U.S. Army operations and for smooth turnover of functions to civilian agencies must be an integral part of every phase of the operation. Turnover will be expedited and eased if those who are to assume responsibility can be encouraged to come in while U.S. Army personnel are still on the job, observe the operation, and gradually assume the mission. This will provide maximum continuity and minimum disruption for the people who are affected by the particular operation.
CHAPTER 13
MILITARY GOVERNMENT

Section I. INTRODUCTION

189. The Nature of Military Government

  a. Military government is the form of administration by which an occupying power exercises executive, legislative, and judicial authority over occupied territory. It is established and maintained for governing—

  (1) Occupied enemy territory.
  (2) Domestic territory recovered from rebels treated as belligerents.
  (3) Allied or other territory recovered from an enemy (including neutral territory and areas unlawfully incorporated by the enemy into its own territory) unless or until these territories are the subject of a civil affairs agreement.

  b. The authority of the occupant is supreme over the occupied territory and population. Within limits of international law, the occupant may exercise the functions of government itself and exclude the local authorities. The intensity and extent of controls will vary with circumstances and policy. Performance of some governmental functions by authorities of the previous government is not inconsistent with a military occupation, so long as the power and purpose to exercise supreme authority in the territory are maintained by the occupant. In other words, the conclusion of an agreement between the occupant and the previous civil government concerning the authority to be exercised by each does not necessarily bring military government of the area to an end.

  c. Military government depends on skills and training not customarily expected to be part of the attributes of military officers. The problems involved are not the same kind of military problems encountered in the strategy of a campaign or in the tactics of a battle. Nevertheless, it is quite clearly a military responsibility in the sense that once a commander has occupied territory he must assume the obligation for the government of the civil population. In at least the first phase of his occupation, he will carry out his obligations with soldiers. But their duties will not be those of war; they will be administrative in nature and political and economic in character. Only the authority will be military.

  d. This does not mean that military government is exercised without legal responsibility. A commander acting as a military governor, or his deputy delegated to act as governor is granted sweeping powers but at the same time is closely bound both by international law and the law of his own country. This requires him to have at his disposal expert legal counsel and advice. Under the laws of war, a commander may suspend or alter national laws for demonstrable cause, but his powers over property in enemy territory have been carefully circumscribed.

190. Basic Principles

  There are five basic principles which are applicable to the establishment of military government in the postcombat period.

  a. International law requires the occupant, so far as he is able, to maintain an orderly government in the occupied territory.
  b. No nation may expect to gain a lasting victory from modern warfare without taking into account the future activities and orientation of the enemy civil government and population.
  c. An organization must be planned; it cannot be improvised.
  d. To be effective, military government must act as both the instrument and, in the absence of adequate guidance, the creator of foreign policy.
  e. Military government is not a permanent regime, and from the outset plans must be made for the transfer of power to civil authority.
191. Rationale for the Creation of a Military Government

Since Army forces have the unique capability of providing control of the enemy’s land areas and the population therein, and enforcing surrender terms after victory has been assured, the implementation of the military government portions of the national plan for occupied territory is normally an Army responsibility. The Army, in effect, is required to replace civil authority in territory it has conquered or occupied, with military rule until civil authority is either restored by treaty or inaugurated with U.S. consent.

192. The Responsibility and Authority of the Military Governor

The military governor is the military commander or other designated person who, in an occupied territory, exercises supreme authority over the civil population subject to the laws and usages of war and to any directive received from his government or from his superior.

193. Occupied Territory

Occupied territory is territory under the authority and effective control of a belligerent armed force. Territory is considered occupied by the United States when U.S. forces have taken firm possession of such territory for the purpose of holding it. The number of troops necessary to maintain the authority of the occupant will depend on the density of the population, its degree of subservience to the occupant, the nature of the terrain, and similar considerations. It is not necessary that troops be physically present in all quarters of the occupied territory; it is sufficient that the occupying forces can, within a reasonable time, send detachments of troops to make the occupant’s authority felt within any district. However, a mere proclamation that certain areas are occupied (a so-called “paper-occupation”) is not sufficient to establish occupation. Similarly, the occupant may need to assume only a minimum of military government functions if the local government is effective and not hostile to the occupant.

194. Limitations Imposed by International Law and Agreement

a. General Principles. The general principles of customary international law and applicable international agreements will be faithfully observed in the conduct of military government (FM 27–10). The most important treaty provisions on the conduct of belligerent occupation are to be found in The Hague Regulations Respecting the Law and Customs of War on Land of 1907 and the Geneva Convention Relative to the Protection of Civilian Persons in Time of War of 1949 (hereinafter referred to as the Geneva Civilian Convention of 1949). It is particularly important that CA personnel have a thorough understanding of this latter agreement since it is one of the primary legal sources governing the conduct of relations with the populations of belligerent and occupied territories.

b. Respect for Existing Law. The occupant must respect the existing law “unless absolutely prevented” from doing so (Art 43, The Hague Regulations of 1907). Penal laws may be repealed or suspended only in cases where they constitute a threat to the occupant’s security or an obstacle to the application of the Geneva Civilian Convention of 1949 (Art 64); e.g., those penal laws which are in conflict with the humanitarian principles of the convention. The extent to which laws are to be suspended or abrogated by the United States in occupied territory is a matter to be determined at governmental level and will be prescribed in directives to the senior U.S. commander. Detailed doctrine on the limitations imposed by international law on the administration of punitive justice in occupied territory is contained in paragraphs 211 through 214.

(1) Under the Geneva Civilian Convention of 1949, fair, just, and reasonable treatment of inhabitants of occupied areas is required. It is an essential basis of military policy, if political-military-economic objectives are to be achieved and the occupation is to be successful, that the inhabitants do not become either future enemies or permanent liabilities. Further, just treatment encourages the support and cooperation of the inhabitants and thereby reduces the effort of the occupant. This policy does not prohibit necessary punitive and disciplinary measures essential to good order but does forbid recourse to capricious or unnecessarily harsh treatment.

(2) The term “protected persons” may be generally defined as nationals of a Party
to the Geneva Civilian Convention of 1949 who, at a given moment and in any manner whatsoever, find themselves in the hands of a party to a conflict or occupying power of which they are not nationals (Art 4, Geneva Civilian Convention of 1949). No protected person may be punished for an offense he or she has not personally committed. Collective penalties and all measures of intimidation or terrorism are prohibited. Pillage is prohibited. Reprisals against protected persons and their property are prohibited. The taking of hostages is prohibited.

(3) The importance of the recognition of human rights such as respect for personal and property rights, the sanctity of marriage, the inviolability of the home, and freedom of religious worship cannot be overemphasized.

d. Protection of Cultural Property.

(1) Cultural property is defined as any property of great importance to the cultural heritage of a people, such as monuments of architecture, art or history; archaeological sites; buildings which are of historical or artistic interest; works of art, manuscripts, books, and other objects of artistic, historical or archaeological interest; scientific collections and important collections of books or archives; or reproductions of the property defined above. Buildings used for cultural or religious purposes are included in the definition of cultural property.

(2) Armed forces are bound to refrain from any use of cultural property and its immediate surroundings for purposes which are likely to expose it to destruction or damage, and to refrain from any act of hostility directed against such property. These obligations may be waived only in cases where military necessity imperatively requires such a waiver. Armed forces must also undertake to prohibit, prevent, and if necessary, put a stop to any form of theft, pillage, or misappropriation of, and any acts of vandalism directed against cultural property and religious edifices (FM 27-10).

e. Publication of Regulations. Article 65 of the Geneva Civilian Convention of 1949 provides—

The penal provisions enacted by the Occupying Power shall not come into force before they have been published and brought to the knowledge of the inhabitants in their own language. The effect of these penal provisions shall not be retroactive.

Accordingly, proclamations, ordinances, orders, and instructions intended to be binding upon the inhabitants will be published in written form, both in English and in the language(s) of the inhabitants and dated. All such regulations addressed to the inhabitants are given the widest feasible publicity within their area of application.

Section II. PLANNING

195. Planning Factors

a. The status of the nation to be governed is one of the factors that has to be taken into consideration. Is it a highly sophisticated, industrialized, and modern complex? Is it primarily an agricultural society? Is it an underdeveloped area? Different numbers of men with different kinds of skills will be called for depending on the answers to such questions.

b. The size of the population to be governed is another factor.

c. The objectives of an occupying power with regard to the state of the local economy have a bearing. Is the economy to be maintained or is it to be placed on a higher level?

d. Fewer occupation personnel are required if the people of the area are given the responsibility for local government with the occupying power maintaining directive and controlling jurisdiction to insure that the authority of the occupation is complied with.

196. Armistice Planning

Hostilities are often terminated by the conclusion of an armistice. Although armistice agreements normally are signed by military officers, their political importance is such that the Department of State and other nonmilitary departments of the U.S. Government have a significant interest in their terms. When an occupation is to follow an armistice, the agreement will contain provisions as to the powers of the occupant and the obligations of the government submitting. It is important that these provisions be chosen.
with foresight and drafted with skill, and that consideration be given to economic and political matters as well as those which are of a strictly military character. Inadvertence may result in hindering the occupation authorities; ambiguity may embarrass them; needless severity may produce a reaction against the government that dictated the terms.

197. Planning Procedures

a. Since detailed prior planning is essential at all echelons of command within the area of operations, the area or senior U.S. commander must provide an overall civil affairs plan for the guidance of his subordinate commanders in order to prescribe the objectives of civil affairs operations and insure continuity of policies and uniformity of their application.

b. The military force serves primarily as an instrument of national policy in the attainment of political objectives. Accordingly, the area or senior U.S. commander insures that primary attention is given in the preparation of his plan to the political-military-economic objectives received from the appropriate Department of Defense authority and to limitations which may be imposed by the rules of customary international law, or terms of treaties or agreements. Consideration is given to the mission of the command; policy guidance received from higher authority on political, economic, and sociological matters; and the degree of control or influence to be exerted over local agencies of government. A detailed prior study must be made of area intelligence to include geographical and economic features; the density and composition of the population; forms and levels of government; and attitudes, customs and traditions of the people. Information on sources of area intelligence is contained in chapter 4.

c. The overall area civil affairs plan prescribes the objectives of operations, specifies the depth and extent of the area to be covered by projected operations, provides information on the anticipated phasing of the operation, furnishes guidance on the delegation of civil affairs authority to the commanders of major tactical and administrative commands, establishes the CA organization and requirements for units, and includes direction on the deployment of command and area support units. The overall plan furnishes general instructions on the conduct of relationships with national or local civilian authorities and the degree of control, influence, or supervision to be utilized. Policies are set forth pertaining to the conduct of the various CA functional specialties and the levels of government at which they will be conducted. Guidance is also included on the extent of procurement of local supplies, equipment, real estate and services for military use; the furnishing of civilian relief; economic and military aid from U.S. resources; offshore procurement; and on other matters essential to the conduct of civil affairs operations. When projected operations are to extend into the territory of two or more nations, variations of objectives and policies with respect to each nation necessitate clear differentiation in plans. Planning for the deployment of units should stress simplicity and flexibility so that unforeseen requirements can be met readily with minimum disruption of the planned organization.

198. Planning for the Transfer of Authority

a. Military government authority should be transferred to a U.S. or allied civilian authority when the political situation allows. This may occur shortly, or many years, after the termination of hostilities. Planning for this transfer should actually begin prior to the start of military government operations and should be continuous. Normally some considerable period of advance warning will be given prior to the date of actual transfer, but this may not provide sufficient time for planning for the turn-over to civil authority.

b. Preferably, the civilian officials who are to take over from the military government should come in well in advance of the take-over date and gradually be integrated into the control structure to provide for continuity of policy and effectiveness of operations.

c. This planning should be accomplished jointly, at least in the latter phases, by the military governor's staff and the incoming civilian agency.

199. Chain of Command

A civil affairs chain of command is used in areas where subordinate tactical and administrative commanders are not authorized to conduct military government operations. In such a situation the senior U.S. commander controls operations through a unit, or staff section, which supervises and directs the activities of the CA units within its area of concern. It is normally desirable that military government operations be centralized in the CA organization when the military situation
is no longer critical, and prior to the transfer of the operation to a civil agency of government. The factor determining the type of command channel employed is the tactical or occupational nature of the military mission. The CA chain of command provides the desirable uniformity and continuity of operations not always possible when military government is directed by a number of subordinate tactical or administrative commanders. Close command and staff liaison between the commanders of CA units and commanders of tactical or administrative units should be maintained when the CA chain of command is employed in order to produce coordinated action. The employment of the CA chain of command does not deprive tactical and administrative commanders of their organic CA staff sections, nor does it relieve them of obligations imposed by treaties, agreements or customary international law to insure that humanitarian or other principles are observed by their troops.

200. Allied Military Government Organization

a. If the U.S. forces which are operating in conjunction with troops of other countries occupy enemy territory, the military government of the area concerned may become an international responsibility. In an international command, military government planning and supervision may be carried out through an integrated military government staff. Integration of personnel may be accomplished at all command levels but should not extend to the command of CA units of one nation by officers of another.

b. Directives covering broad aims and policies for the initiation or conduct of military government operations by a combined or allied command are promulgated preferably by a higher international policy-forming body such as the United Nations, or the Organization of American States. If such an organization is not in existence or if international representation is not to be supplied at the headquarters of a combined or allied command, an advisory or consultative body may be established for the purpose of furnishing policy guidance and effecting coordination with the governments concerned. The composition of this body is not limited to representatives of allied nations responsible for the conduct of the operation; it may include representatives of other nations not participating in, but concerned with, the operation.

c. The division of occupied territory into zones to be administered by separate states is to be avoided. Disparity in policy and practice is inevitable in zonal administrations. The resulting lack of uniformity will be severely damaging to the success of the occupation. Zonal boundaries tend to harden into international boundaries, and establishment of zones may eventually lead to the dismemberment of an occupied country. Occupied countries thus divided into zones eventually may become international sore spots.

Section III. CONDUCT OF OPERATIONS

201. General

a. Military government operations are circumscribed by both legal and policy considerations. They are directed towards the control of the government, the economy, and the populace of the area. For that control to be ultimately effective it must be based upon standards of conduct which impress upon the populace the fairness, decency, and justice of the occupant.

b. The occupying force cannot expect the populace to act in the desired manner unless that populace is properly informed. The populace is officially informed of the lawful orders of the occupying force by the publication of regulatory matter. Mere compliance with the legal requirements for the dissemination of this regulatory matter is insufficient in most cases; and it is a function of CA civil information activities, assisted by consolidation psychological operations, to actually spread the orders and directives effectively to the people. (See FM 33-1 and FM 33-5 for doctrine and techniques pertaining to consolidation psychological operations.)

c. Military government operations call for the utilization of all the varied skills available in CA units, since those operations cover the gamut of the activities of a society. The organization, capabilities, and functions of CA units and the functional teams available in the CA organizational structure are described in chapter 3 and in appendices B and C.

d. Controls are established at those levels of government where the conduct of governmental activities can be directed or supervised with the greatest efficiency, uniformity, and consistency.
with established policies. Certain functional specialties, such as public communications and public finance, normally are most effectively controlled or supervised at a high level of government; but other functional specialties, such as public health and public welfare, are best controlled or supervised at each level of government. In any case, the military government organization should parallel the structure of indigenous government at each control level.

e. Military government operations require resourcesfulness and adaptability in coping with the variety of situations that may be encountered. Efficiency of operations depends upon the establishment and maintenance of consistent policies. Consistency is attained, however, not by rigid patterns of operations, but by rigorous analysis followed by discriminating response to the essential elements of each situation.

f. The commander of the area of operations or senior U.S. commander insures that subordinate commanders can implement the military government portions of the operations plan by insuring that qualified personnel are provided for the CA staffs of subordinate commands, providing CA command and area support units for deployment at the required time and place in accordance with the overall area of operations plan, and insuring the timely issuance of the area of operations plan.

g. Although the claims service is not a CA responsibility, every effort should be made to see that lawful claims against the United States are promptly settled. With claims, as with requisitions, failure to pay the inhabitants promptly may cause hardship and leave a resentful feeling which works against U.S. interests.

h. In order to safeguard the health of the U.S. forces stationed in the country and to minimize the amount and cost of required relief measures, military government public health activities will receive a high order of priority.

i. Archives and records, both current and historical, of all branches of government of the area are of immediate and continuing interest to the local government and to the military. It is essential to locate and protect them.

202. Civil Affairs Enactments

a. Published regulatory matter such as proclamations, ordinances, laws, instructions and the like, which are intended to be binding upon the populace, are known collectively as civil affairs enactments.

b. Unless otherwise stated, civil affairs enactments issued prior to occupation are effective and binding within the occupied territory upon occupation. However, penal provisions of such legislation shall not be retroactive and shall not come into force before they have been published and brought to the knowledge of the inhabitants in their own language. It may often prove difficult to reach a satisfactorily clear and idiomatic translation. The matter is important, however, and great pains should be taken to provide such a translation. The inhabitants cannot be expected to comply unless they understand, and it is the translation, not the original English, that informs them. However, in areas of U.S. responsibility, the English version prevails in the event of disagreement in meaning. English is the authentic version for both penal and civil type enactments.

c. Provisions concerning proclamations and ordinances have been standardized by agreement between the United States, the United Kingdom, and Canada under the Standardization Program (SOLOG), and identical provisions are included in a Standardization Agreement among NATO Armed Forces (STANAG). For such provisions, see SOLOG Agreement 39 (app L).

d. Subordinate commanders report to the higher commander the issuance of any enactments within their respective areas of authority to include the date, place of issuance, and area of application. Higher commanders may require the submission of copies of all regulations published by subordinate commanders.

203. Proclamations

a. In advance of an actual occupation, the theater commander prepares documents necessary to conduct civil affairs operations in conformance with the policies of higher authority. In preparing his initial proclamation, he considers such factors as U.S. national objectives, requirements of international law, and measures required for the security of his forces. The initial proclamation should be stated in brief, simple terms; and it should contain initial instructions to the population of an occupied territory. The points outlined in (1) through (6) below, which apply primarily to civil affairs administration of occupied territory, are appropriately modified by the terms of a civil af-
fairs or other agreement to show relationships in liberated territory between the military and local civil authorities when civil affairs activities are to be conducted pursuant to such agreement.

(1) **Declaration of the fact of occupation.** The declaration is a formal notice of the fact of occupation. In the declaration, the extent of area and the people covered by the occupation are defined.

(2) **Purpose and policy of the occupation.** A general statement of the purpose and policy of the occupying force as designated by higher authority is included in the proclamation.

(3) **Supremacy of the military commander of the occupying force.** A declaration of the supremacy of the military commander is essential if the fact of military control is to be made known to the inhabitants and compliance with military directives assured. Announcement is made of the commander’s authority and of the suspension of local political ties with, and obligations to, the enemy national government. In addition, the inhabitants are informed that they will be required to obey the orders of the military commander and his subordinates and to abstain from all acts or words of hostility or disrespect to the occupying force.

(4) **Obligations, duties, and rights of the inhabitants.** Confirmation is given that, unless the military authority directs otherwise, local laws and customs will continue in force, local officials will continue in office, and officials and employees of all transportation and communications systems and of public utilities and other essential services will carry on with their regular tasks. Assurance is also given that persons who obey the instructions of the military commander will be protected in their persons, property, religion, and domestic rights and will be allowed to carry on their usual occupations.

(5) **Statement of additional proclamations and ordinances.** Advance notice is given of subsequent proclamations and accompanying ordinances which will specify in detail what will be required of the inhabitants.

(6) **Miscellaneous matters.** The proclamation includes the place and date of signing, the signature and title of the issuing authority, and such other matters as the commander considers appropriate.

c. The tone and character of the proclamation may be affected by the—

(1) Political-military objectives to be attained.

(2) The degree of the precariousness of the occupation.

(3) Requirements to be placed on governmental agencies and civil population.

(4) Traditions, customs, and desires of the local population.

(5) Treaties, agreements, or the rules of customary international law affecting the occupation.

d. Subsequent proclamations, numbered in sequence, and supplemented by ordinances, are prepared as necessary to set forth detailed rules governing the conduct of the population.

204. **Ordinances**

a. An ordinance is an enactment issued under the authority of the commander of the area of operations or military governor promulgating detailed rules of law or procedures for the administration of his zone of responsibility as a whole. Necessary ordinances will be prepared in advance of the operation. Among other matters, ordinances should deal with offenses against the occupant or liberator, establishment of courts, currency and exchange regulations, rationing, and price control.

b. The format of ordinances should be standardized to the following extent: (See app K for sample ordinance.)

(1) Ordinances should be numbered in sequence.

(2) They should consist of a series of main subdivisions called articles.

(3) They should contain definitions of any terms used in them which are ambiguous or unfamiliar to the persons to whom they are addressed.

(4) The final article in each ordinance should specify the effective date of the ordinance.

(5) Ordinances should be signed by the military governor or by some authorized subordinate.
205. Notices and Directives

a. Notices (orders and instructions) differ from other legal documents such as proclamations and ordinances. They are local in scope and are issued to control or direct the civil population and governmental authorities. The purpose of notices is to prevent civilian interference with military operations or to provide detailed information as to the method of complying with the provisions of previously issued documents. Examples of subject matter contained in notices are—hours of curfew; travel restrictions; and limitations on the operations of agencies of government. Authority to issue notices should be delegated to those subordinate commanders having area authority.

b. Directives are issued to specified persons such as civil officials and are distinguished from those notices, orders, and instructions which are published for the information and compliance of the general public. Directives may be issued under the authority of the theater commander, and this authority should also be delegated to those subordinate commanders having civil affairs area responsibilities.

206. Gazettes

a. It may be desirable to establish an official gazette for publication of enactments binding upon the inhabitants, as well as for other purposes.

b. Instructions pertaining to the operations or internal administration of civil affairs units are transmitted through command channels and are not published in a gazette.

207. Techniques of Control

a. Administrative controls over a population may be coercive, in the case of measures which can be enforced, or noncoercive, with respect to measures which offer incentives. Whenever and wherever possible, noncoercive controls are employed. The strongest measure available may be withholding some desired assistance. Measures intended to cause every member of the population to cooperate should not involve the use of force. The people as individuals must be induced to recognize their interest in the common good. They may be offered an otherwise unobtainable incentive, or it may be made more convenient for them to cooperate. The best medium for exercise of control over the masses is through public officials and leaders. This lends emphasis to the importance of selecting and supporting civilian administrative machinery whose members not only are capable and cooperative but who possess prestige and popularity with the remainder of the population.

b. Among noncoercive administrative measures which may be adopted to secure goodwill and acceptance of an announced policy or desired course of action are—

1. Declaration of policy. A declaration of policy is an overall statement of U.S. objectives, aims, and policies with respect to the area in which operations are conducted. Although a statement of policy is one of the least onerous of noncoercive administrative devices, it may be accompanied by announcement of penalties for the recalcitrant.

2. Declaration of legal obligations. A declaration of legal obligations clarifies for the government and inhabitants of the area those relationships with the military force which are prescribed by international law. A declaration of legal obligations may be included in initial or subsequent proclamations. Awareness of prescribed obligations and relationships tends to promote integrity of action and increases mutual respect.

3. Establishment of standards. Published standards guides may provide an effective means for spotchecking and improving local procedures. Standards guides may be of particular value in the conduct of such functional specialties as public health, public transportation, public utilities, and public communications.

4. Setting of examples. Elements of the U.S. military force should stress correct conduct of troops in public places and among the local inhabitants. CA personnel should strive to be prompt in making replies to inquiries, punctual in keeping appointments, and accessible to local officials. Emphasis should be given to the promotion of respect for local laws, customs, and traditions. Another means of setting an example is through demonstration; that is, by exhibition of a preferred method or device. The expectation is that the superiority of the demonstrated method or device will encourage voluntary acceptance. Demonstrations may be particularly suited to such matters as
child care and public health and sanitation through the use of mobile clinics, soil testing, deinfestation of grain, care of poultry, and operations of communications equipment. Agencies of civil government are encouraged to make maximum use of improved techniques.

(5) Educational campaigns. Educational campaigns are useful to familiarize the inhabitants with an idea, action, or policy in order to secure cooperation, increase the scope of local interest, and raise standards. Educational campaigns may be prepared by the various CA functional specialists in coordination with the civil information officer to furnish information on such matters as sanitation, food and agriculture, and the source and amounts of imported civilian supplies. Within the various functional specialties such as public health, public works and utilities, public communications, and public transportation, technical periodicals and other publications may be prepared and furnished to the respective local agencies of government.

(6) Conferences. Conferences with local officials constitute the most frequently used method of clarifying and interpreting laws, policies, or procedures which are of mutual interest. Discussions in conferences not only serve to show an interest on the part of CA personnel in local activities or projects but also provide a most effective method of obtaining the acceptance of advice. When questions arise on especially complex problems, effective action may be obtained by discussing the subject in gradual stages until a time is reached at which the entire matter can be summarized. It may be desirable to conduct daily informal conferences with the chiefs of the various agencies of government.

(7) Conciliation, mediation, and arbitration. In both conciliation and mediation, a third party helps to resolve a dispute between two other parties. In arbitration, an arbitrator is given the power of making a final binding decision. Conciliation and mediation differ from arbitration in that there is no prior agreement to abide by the decision of a third party. Conciliation and mediation may be advantageously employed in lieu of arbitration to reconcile divergent groups of leaders in following a common policy since the voluntary nature of such agreement tends to provide more active support of the agreed decision.

(8) Submission of reports and review of records. The submission of reports and review of records provide a valuable method of obtaining information, controlling operations, observing efficiency, verifying conditions, and checking the accuracy of actions taken. Since this method extends the effectiveness of CA personnel beyond that of most other control processes, it should be used to the maximum practicable extent.

(9) Compliance through publicity. Compliance through publicity may be used to obtain a desired result through the use of favorable or adverse publicity or comment with respect to a specific activity or selected civilians. There is no resort to legal means of compulsion. Since people as a whole usually respond to publicity concerning themselves, publicity may in appropriate circumstances be used to influence the entire population.

(10) Miscellaneous. There are other non-coercive measures which may be used. Among these are subsidies and the granting of other tangible and intangible benefits. The payment of a subsidy which grants a material or financial reward for following a desired policy or plan, or other payments by the United States, such as those for local procurement of supplies and services, are examples of this type of measure.

a. Coercive controls apply restraint in requiring the inhabitants of the area to follow an announced policy. In the case of certain violations, administrative penalties may be applied, while in others the violator may be referred for appropriate judicial action. Among coercive controls which may be considered are—

(1) Licensing. A license is a permit or privilege to engage in some activity otherwise prohibited, but the purpose is regulation or revenue, not prohibition.
Licensing must be preceded by a law or directive making it illegal for a person or organization to engage in a specified activity without a license. The advantages of licensing as a control device are—the burden of proof placed upon the licensee; the self-discipline generally resulting from the fear of loss of special privilege; and the considerable assistance to law enforcement in difficult technical areas of administration. The effectiveness of a licensing system depends on inspections to insure compliance, and this might require a large staff.

Investigation. An investigation is the act of searching for facts and often concerns an alleged error, deficiency, or incident of misconduct. The person or agency being investigated may be required to justify the conditions which have been uncovered or to show cause for the deficiencies observed.

Inspection. Inspection may be used for the physical surveillance of the operations of civil government or the performance of activities involved in the production or transportation of products. It may be employed to disclose instances of active sabotage or to uncover violations of directives. A few competent inspectors may extend their influence over a large part of the population. When an inspector is technically qualified, he may also furnish valuable instruction to the persons whose activities are inspected. If continuous operation is essential, as in the case of such vital activities as the production of food, practice of medicine, operation of water systems, communication lines, and transportation systems, inspections provide a particularly valuable method of control. Inspection permits the continued operation of important activities, enables small numbers of competent personnel to be widely effective, promotes constructive policy, and provides a strong disciplinary influence.

Apprehension of violators. Apprehension of violators includes actions taken in searching for, finding, and detaining persons who violate enactments. The successful conduct of military government operations necessitates that violations be detected and violators identified and punished. Since compliance with the intent of directives may be obtained from most local civilians, the latter may develop a vested interest in the enforcement of such directives. As a result, when others violate directives, those who comply often furnish information on which the apprehension of violators may be based.

Taxation. Taxation is the raising of revenues by the requirement of compulsory payments. Taxation may be used as a charge for a specific act and, under appropriate conditions, as a means of control of the local economy. Taxation has the same weakness as other methods of control, i.e., to be effective each violation must be identified and proved. In addition, the incentive is to violate rather than comply with the law.

Summary action. A summary action is an immediate action taken to correct or improve a specific activity or situation. Summary decision by an investigating officer, inspector, reviewer, or supervisor may be justified when it is essential to prevent further violations or to remove a potentially dangerous person from a position of responsibility. Summary actions may be judicial or administrative and may include removal from office; denial, suspension, or revocation of license; and denial of withdrawal of benefits.

208. Enforcement

a. In the initial stages of an occupation, the enforcement of enactments is accomplished, under the staff supervision of the responsible commander’s G5 staff sections, and by civil affairs units assisted by civilian police. When civil police and other civil agencies lack sufficient enforcement capabilities, military police or other military units may be required, although, if possible, troop enforcement is limited to such matters as emergency measures, crimes against the military, and traffic control.

b. Violators of regulations are brought for prosecution before civil affairs tribunals or, if authorized by the theater commander, before the civil courts of the occupied territory. Military tribunals
with jurisdiction over the local population normally are not established in friendly territory except when authorized by the terms of agreements or other consensual arrangement.

209. Military Government Courts

a. During an occupation the occupant may, under international law, establish military government courts. These courts are established primarily for the purpose of providing a forum in which violations of the occupant's legislation may be adjudicated. In exceptional circumstances, when the established local courts of the occupied area are unable to function, or when such action becomes necessary to insure the effective administration of justice, military government courts may be granted jurisdiction to administer the ordinary criminal and/or civil law of the occupied area. This jurisdiction should be returned to the local courts of the occupied area as soon as possible.

b. The commander normally delegates authority to appoint military government courts to those subordinate commanders having area responsibility for the conduct of military government. For reasons of practicality this authorization normally does not go below the level of division commanders in tactical organizations and comparable logistical units. Authorization extended to civil affairs commands depends not on size or level of the units but on their missions.

210. Types of Tribunals

a. Criteria as to composition and jurisdictional limitations of military government courts are set forth by the theater commander. Usually there are three categories of courts, patterned as to size, qualifications of members, jurisdiction, and limitations on maximum punishments somewhat like courts-martial. In any circumstances, a superior court in the system should be designated to conduct legal proceedings involving protected persons, as defined in the Geneva Conventions of 1949, when the death sentence or imprisonment in excess of 2 years is authorized for the offense charged (FM 27-10). Courts must adhere to every pertinent provision of the Geneva Conventions and should conduct their operations procedurally, so far as practicable, in a manner which will be understood by local populations.

b. In addition, commissions may be appointed by an authorized commander to hear special cases not normally within the jurisdiction of established courts such as accusations of espionage against nonlocal civilians. Commissions try cases involving unusual circumstances or exceptional seriousness. Membership, procedures, and jurisdiction are prescribed by the appointing authority. Military commissions which constitute judicial bodies should not be confused with commissions created to administer specific projects or other operational programs.

c. Boards are established to process certain quasi-judicial issues. The appointing authority may specify procedural rules or instruct the board to set its own rules, but the appointing authority must define the board's jurisdiction. A board may consist of one officer but often numbers two or three. Boards pass on requisition demands; property control orders; labor issues; valuations of utilities, real property, and services; and like administrative matters.

211. Jurisdiction

a. As to Territory. Jurisdiction extends to the whole of the occupied territory. When only a portion of a political subdivision is occupied, jurisdiction is assumed over each part as occupation becomes an actual or constructive fact.

b. As to Persons. Jurisdiction extends to all persons in the occupied territory other than prisoners of war, members of the occupying forces, or members of armed forces of states allied with the occupant. Persons serving with, employed by, or accompanying the armed forces are sometimes made subject to the jurisdiction of such tribunals. Persons subject to United States military law (see Uniform Code of Military Justice, Art. 2) do not fall under the jurisdiction of local courts of an occupied area unless expressly made subject thereto by a directive of occupation authorities.

c. As to Offenses. Jurisdiction extends to violations of a proclamation, ordinance, or order issued by occupation authority, violations of the law of war (if other tribunals are not established for the adjudication of such cases), and violations of indigenous criminal or civil laws which continue in force after the area has been occupied.

212. Procedures

a. Care is taken in preparing the judicial organization, procedures, and rules of trial to make sure that every pertinent requirement of the Geneva Conventions of 1949 has been met. The system must have rational simplicity. While this may
Sometimes entail radical departures from formal U.S. judicial practices and rules of evidence, the basic guide remains the United States Manual for Courts Martial. (See para 2, MCM, 1951.) All courts shall give consideration to provisions of the law of the country in which they sit, so far as those laws have not been suspended by United States or allied authority. In particular they shall give effect to procedural safeguards and substantive rights, the recognition of which is compatible with international law and American standards of justice. In adjudging any sentence, particularly one including confinement, consideration should be given not only to the crime committed but also to the availability of facilities and officials necessary to the prompt execution of the sentence. Under no condition may one assume that American practices are common, or even comprehended, in other lands. For example, the common American practice of suspending execution of part or all of an imposed sentence would be considered in many parts of the world as a reprimand for the police, the prosecutor, or the court of original jurisdiction. In the disrupted circumstances inherent in military occupation, suspension of a sentence does not possess the probatical and rehabilitational characteristics found in a settled society.

b. Care should be taken, in appointing military government courts, to select officers of sound judgment and judicial temperament. These courts should be manned by legally trained persons to the maximum extent possible. It is mandatory that officers appointed to military government courts have a good understanding of the policies and objectives of the occupation. Such an understanding tends to promote rational and consistent action. Considerable continuity in the membership of the courts is also advantageous, since it tends to result in like penalties for like offenses.

c. Harsh or erratic punishments generate resentment and undermine respect for the courts by the inhabitants. In establishing, for example, the extent of the fines that a military government court is to be empowered to impose, the effect that the fine in the foreign currency will have upon the inhabitants of the occupied territory, not the significance to an American of any suggested sum in dollars, should be given consideration.

d. Every essential of justice should be safeguarded. The accused should be assured a fair hearing; receive adequate notice of the charges in advance of trial; be given adequate opportunity to prepare his defense; enjoy the right to counsel; be enabled to present evidence necessary to his defense; call witnesses in his defense; cross-examine witnesses presented by the prosecution; and, unless he freely waives such assistance, be aided by an interpreter. Adequate provision should be made for review of administrative examination of cases by the military government legal staff. The right to petition for review shall be provided. (See para 2, MCM, United States, 1951 and Article 73 of the Geneva Civilian Convention of 1949.)

213. Limitations in Penal Laws

The Geneva Civilian Convention of 1949 imposes important limitations on the administration of punitive justice in occupied territory. The Convention establishes the following guiding principles:

a. The penal laws of the occupied territory remain in force, except that they may be repealed or suspended by the occupying power where they constitute a threat to its security or an obstacle to the application of the Convention. Those laws relating to recruitment and bearing of arms, laws dealing with political processes, such as the rights of assembly and suffrage, and laws establishing racial discrimination may, for example, well be deprived of effect. The tribunals of the occupied territory normally continue to function in respect to offenses covered by those laws which are continued in effect (Art. 64).

b. The occupying power may promulgate penal provisions essential to maintain orderly government of the territory; to insure the security of the occupying power; or to enable the occupying power to fulfill its obligations under the Convention (Art. 64). Alleged violations are triable before properly constituted nonpolitical military courts sitting in the occupied country (Art. 66).

c. As to the penal provisions mentioned above, if an offense was solely intended to harm the occupying power, and did not constitute an attempt on life or limb of a member of the occupying forces or administration, nor a grave collective danger, nor seriously damage the property of the occupying forces or administration or the installations used by them, it shall be punished by internment or simple imprisonment, the duration of which is proportionate to the offense (Art. 68). It may not be punished by a deprivation of liberty more serious than simple imprisonment, such as imprison-
ment at hard labor or solitary confinement. The limitation in Article 68 does not preclude the imposition of other penalties, such as fines, in addition to simple imprisonment or internment, so long as the additional penalty is not a further deprivation of liberty, and so long as the total punishment is proportionate to the offense.

d. The penal provisions promulgated by the occupying power may provide for the imposition of the death penalty only in case of serious acts of sabotage against the military installations of the occupying power, or of intentional offenses that cause death (para 2, Art. 68). (Although this Article also provides that the named offenses must have been punishable by death under the law of the occupied territory at the time the occupation began, the United States, and certain other governments, have reserved the right to impose the death penalty without regard to this particular limitation.)

e. The Protecting Power, as defined in the Convention, shall be notified of all proceedings involving the death penalty or possible imprisonment for 2 years or more. Not until 3 weeks after this notification reaches the Protecting Power may the trial begin (Art. 71).

214. Drafting of Penal Ordinances

In the drafting of penal ordinances, account must be taken of the following matters:

a. Care must be taken to insure that, in any enumeration of offenses punishable by death, the requirements of the second paragraph of Article 68 of Geneva Civilian Convention of 1949 are met.

b. The requirements of notice and of 3 weeks delay in those cases in which the death penalty or imprisonment for 2 years or more is “involved” present difficult problems, to which the following considerations are pertinent:

(1) From the point of view of the occupying power, violations of the occupant’s directives vary greatly in their seriousness according to the circumstances of the case. Entering a forbidden area, for example, might constitute either a technical violation or, under other circumstances, a very serious offense meriting imprisonment for 2 years or more.

(2) It would be a serious impediment to the administration of justice, if, as to all violations of the occupant’s legislation, notice and 3 weeks’ delay were unavoidable. Many small cases, deserving some very moderate punishment, would be needlessly magnified and the value of prompt correction as a deterrent would be lost. Delay also increases the difficulty of producing witnesses.

c. For the foregoing reasons, it is desirable that the procedure of military government courts should be so contrived as to make possible an early separation between those cases which do or do not require notification to the Protecting Power. When a preliminary investigation of charges is made, this procedure may serve as an appropriate instrument for determining whether the individual should be tried for such an offense as might permit imprisonment of 2 years or more and would accordingly require notification to the Protecting Power.

215. Local Courts

a. Article 64 of the Geneva Civilian Convention of 1949 provides that “the tribunals of the occupied territory shall continue to function in respect of all offenses” covered by the penal laws of the occupied territory, subject, however, to two exceptions—

(1) The consideration that any obstacle to the carrying out of the Convention should be removed.

(2) The necessity for insuring the effective administration of justice.

b. It is the duty of the occupant to insure the effective administration of justice. Normally, this is to be accomplished through the continued functioning of the local courts. If by reason of being corrupt or unfairly constituted, these courts do not insure justice, then the military governor should take appropriate measures to cause that end to be attained. He might remove certain judges and appoint others in their stead. He might allow the old judges to carry out only certain duties, e.g., to hand over records and do other things necessary to enable the administration of justice to go forward. He might even use courts of his own creation to administer the penal law. In short, the occupant is to see to it that the law is properly administered, by the existing judges if possible. He must, in any event, insure that there is a fair and effective administration of justice.
Section IV. RESTORATION OF GOVERNMENT

216. Political Objective

a. Normally it will be the ultimate objective of U.S. occupation to leave behind a government oriented in democratic principles and which will not be a threat to future peace and world stability. This may best be accomplished through the establishment of an efficient and popularly accepted government, stable economic and financial conditions, and respect for law and order. Normally it will be the policy of a U.S. military government to allow the maximum political freedom consistent with military security and public order.

b. After active combat has ceased, requirements of the military situation are greatly diminished and considerations of long-range policy become dominant. Plans for reformation or restoration of the institutions of the occupied country can now be put into full effect. It becomes possible to adopt a policy of greater liberality toward the inhabitants. Consistent with established policy for the occupation, a sound indigenous administration is developed and confirmed in the exercise of responsibility, always subject to the paramount authority of the occupier. An informed populace capable of self-government is fostered by means of newspapers representing various opinions, by permitting public discussion and the formation of acceptable political parties as rapidly as is practicable, and in due course by the holding of free elections. Measures will be shaped toward the transfer of authority to a local civil agency according to directive.

c. Paragraphs 207 and 208 describe the political contingencies and methods which affect the achievement of these objectives.

217. Treatment of Hostile Governments

a. No assumption can be made as to whether the national government of the enemy will come under the control of the occupant at the conclusion of active combat. A submission of the government might not have occurred; the enemy government might have yielded only a portion of its territory to the occupant; or, although the entire country is occupied, the enemy government itself might have withdrawn into exile. Each of these situations must be treated on its particular facts within the framework of overall U.S. objectives.

b. Where the national government of the enemy has come within the power of the occupant, the question arises as to how to treat the resulting situation. Broadly, three possibilities are conceivable as indicated in (1) through (3) below. Various courses may be devised within each of these broad possibilities; however, the choice to be followed is a matter for highest policy decision. Personnel coming into contact with this situation should avoid any unwarranted action or statement that might prejudice this freedom of choice. The training of personnel should prepare them to execute any course that may be adopted.

1. Replacing the defeated government and building a new structure. This course should be adopted only as a last resort. It should be necessary only if the old regime has completely collapsed, or if it is so hostile or such a threat to the peace that it cannot be allowed to exist. This extreme treatment would necessitate a protracted occupation and a deep commitment by the occupying power. The obstacles to success are obvious and grave. In any case where so fundamental a reconstruction is contemplated, the military government personnel for this purpose require very special preparation.

2. Proceeding with the defeated government. The government that has submitted may be accepted tentatively as the basis for further development, under the control of the occupying power. Individuals whose past gives no promise of useful service will be excluded from office. A program may be inaugurated looking toward the strengthening of the administration, the reform of political institutions, and the development of responsible self-government. It does not follow, from the fact that a submitted government may have become a cobbelligerent, that the occupant is bound to give it unqualified support. This sort of acceptance does not necessarily imply approval or condonation. Its significance may be simply that in working toward ultimate objectives, the government already in being has been found to be the most convenient base from which to start.

3. Installing new personnel within the existing framework of government. By this...
approach, the members of the defeated government would forthwith be turned out and a new group acceptable to the occupant would be installed in the offices of government. This course might be adopted in favor of the leaders of an underground movement or a committee of national liberation. A major concern, in considering such a course, must be the question of whether a group thus installed would command the support of the country and give the best promise of achieving permanently satisfactory conditions.

218. Retention or Removal of Government Personnel

a. Military government personnel should avoid acting as operating officials of the civil government, but should rely, to the maximum extent possible, on the services of personnel of the occupied territory. Persons thus employed should be reliable, qualified, and respected by the community and should be willing to comply with directives. They should be protected from hostile elements in the population.

b. Immediate convenience ordinarily points to the retention of administrative personnel. Presumably they will know their jobs and can carry on essential activities. It may be, however, that virtually every officeholder and employee in the existing government is either overtly hostile to the occupying forces or is so intimately associated with an organization opposed to the occupation that his removal is indicated. It is recognized that the occupant may lawfully remove public officials from their posts. However, the occupant may not in any way apply sanctions to, or take any measures of, coercion or discrimination against them should they abstain from fulfilling their functions for reasons of conscience (Art. 54, Geneva Civilian Convention of 1949). The policy regarding removal should be prescribed in a directive to the senior U.S. commander. Where officeholders are automatically retained, it ordinarily will be desirable to make clear to the community that this is only a provisional arrangement for immediate administrative convenience and implies no approval or condonation of such persons.

c. The occupying power may compel persons, including public officials, to perform work which is necessary either for the needs of the army of occupation, or for the populace, such as burying military and civilian dead, or feeding, sheltering, clothing, transporting, or caring for the health of the population of the occupied country. The limitations on such work prescribed in Article 51, Geneva Civilian Convention of 1949 will be observed.

Section V. RESTORATION OF THE ECONOMY

219. Economic Policies

a. Both self-interest and concern for the welfare of the occupied country can be expected to lead the United States, as occupant, to adopt a comprehensive economic policy. The outlines of this policy normally will be set forth in the directive to the senior U.S. commander. Government departments in addition to the Department of Defense and the Department of State will have an important concern in these matters. For example, so far as such a highly technical matter as the control of currency is concerned, it is to be expected that the Treasury Department will share in framing the directive and will maintain a continuing interest in its execution. It should be remembered that fiscal and various other economic measures of an occupation have significant consequences in the home country of the occupying force.

b. The revival of the domestic economy of the occupied territory will, according to the limitations set out in the theater military government directive, be an objective of the occupation. The effort has several ends such as the well-being of the local population, the provision of supplies for the armed forces, and the reduction of the burden on U.S. and allied shipping. The directive to the senior U.S. commander should specify the level at which the local economy should be assisted, maintained, rehabilitated or restored. The restoration of a war shattered economy, even to the modest extent attainable during an occupation, runs into numerous elements, such as the repair of factories and the salvaging of equipment; the provision of credit; and the restoration of channels of distribution. Comparable measures must be taken to restore agricultural production.

c. The maintenance of as sound a currency as the circumstances permit will be one of the tasks
of the occupant. The occupying power may be able to count upon a national bank of issue to provide the requisite currency, or may find it necessary to provide a financial agency and to issue occupation currency. The occupant should insure the stability of any currency that it may issue and should take other measures to prevent inflation. A military government, like other governments, may be called upon to devise and administer policies for managing the currency, and must prepare plans to that end.

d. Taxes must be collected for the support of the government of the area concerned. In the conditions to be expected in the wake of combat, this task calls for resourcefulness. Military government personnel should be prepared to give direction to this effort. Military procurement activities in an occupied area must be closely coordinated with civil affairs activities. Procedures must be prescribed for the procurement of facilities, utilities, services, including direct hire labor, and supplies. Wherever practicable, procurement and payment should be accomplished through the action of the local government. It is the practice of the United States to refrain from the local procurement of supplies and facilities unless they are surplus to minimum local needs. International law likewise imposes certain restrictions both on the type and quantity of property which may be requisitioned. For example, the occupant may not requisition foodstuffs, medical supplies, or other necessary articles for use by the occupation forces and administrative personnel without taking into account the requirements of the civilian population (Art. 55, Geneva Civilian Convention of 1949). Requisitioning of supplies and facilities in occupied territory is governed by Article 52 of the Hague Regulations of 1907 and by Articles 55 and 57 of the Geneva Civilian Convention of 1949.

220. Military Civic Action

As soon as security conditions permit, U.S. military units stationed in the occupied area should begin military civic action to assist in achieving U.S. political and economic objectives. Military civic action programs to be conducted with U.S. troop support should be planned and supervised by the CA organization charged with military government responsibilities to insure conformance with U.S. policy and national objectives. Military civic action with U.S. units participating can reduce the costs of economic rehabilitation and improve conditions of life for the populace, thus helping to achieve political objectives. Such action by U.S. troops will also help reduce the likelihood of popular support for dissident elements against the occupation forces. The nature of the military civic action program will be governed by the extent of war damage, the state of development of the occupied nation, and resources available to support this program. The general principles of military civic action as an element in a program of Internal Development which are discussed in chapter 6, are applicable and should be used as guides.
APPENDIX A

REFERENCES

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APPENDIX B

CA UNIT ORGANIZATIONAL STRUCTURE AND STAFF FUNCTIONS

1. Types of CA Units

a. CA units of varying sizes and capabilities are provided to conduct civil affairs operations with a maximum economy of U.S. personnel, maximum flexibility of employment, and a minimum practical ratio of command, administrative, and overhead personnel to operational personnel.

b. CA personnel may be categorized as generalists or functional specialists. The former are used for command and control purposes in CA units and the latter as members of appropriate functional teams and to fill certain unit staff positions.

c. There are both fixed TOE and cellular TOE CA headquarters units. CA functional teams may be attached to either type.

   (1) Fixed TOE units.

      (a) CA Area A Headquarters (TOE 41-2).

      (b) CA Area B Headquarters (TOE 41-2).

      (c) CA Brigade Headquarters (TOE 41-201).

   (2) Cellular TOE units (TOE 41-500).

      (a) CA Group Headquarters.

      (b) CA Battalion Headquarters.

      (c) CA Company Headquarters.

      (d) CA Platoon Headquarters.

2. Employment of CA Units

The smallest size CA headquarters unit capable of performing the particular civil affairs mission involved is used to support a military command or to provide any other civil affairs operational capability. Criteria for tailoring CA units is provided in chapter 3. The nature of the mission and the characteristics of the area of operations, rather than the size of the supported force, determine which CA unit or units will be employed for any particular operation. Paragraphs 3 through 8 below, outline the general capabilities of each type unit listed in 1 above.

3. The CA Brigade

The CA brigade is the senior unit in the CA organizational structure. It has both an organic command and control, and a functional capability. It may be employed without augmentation to—

a. Exercise command, or command less operational command, over attached civil affairs units in all intensities of warfare.

b. Conduct civil affairs activities with the national government of a major nation in all intensities of warfare.

c. Form the basis of a theater or theater army civil affairs staff agency.

d. Provide military support to a regional civil defense organization in the United States in the event of enemy attack, natural disaster or other emergency.

4. The CA Group

The CA group is a command and control headquarters with no organic civil affairs functional capability. Although it may be tailored to perform civil affairs operations by the attachment of appropriate CA functional teams, it normally is not used for this purpose. The CA group normally is employed only in the communications zone as a command and control headquarters subordinate to the CA brigade. Its mission is to alleviate span of control problems in the event that the geographical area is too large, or the number of CA units too great, for direct control by the CA brigade.

5. The CA Battalion

The CA battalion is a command and control headquarters with no organic civil affairs functional capability. It is normally tailored, however, by attachment of appropriate functional teams to perform a functional as well as a command and
6. The CA Company

The CA company is a command and control headquarters with no organic civil affairs functional capability. It is normally tailored, however, by attachment of appropriate functional teams to perform a functional as well as a command and control mission. The CA company may be employed to—

a. Exercise command, or command less operational command, over attached CA companies in all intensities of warfare.
b. Conduct civil affairs activities with the national government of a small nation, or with a large political subdivision of a major nation, in all intensities of warfare.
c. Form the basis of a civil affairs staff agency for a large independent task force.
d. Provide military support to a state civil defense organization in the United States in the event of enemy attack, natural disaster, or other emergency.

7. The CA Platoon

The CA platoon is the basic civil affairs operational element. It exercises command and control over attached CA teams in the performance of civil affairs operations. It may be employed to—

a. Exercise command over attached CA teams in all intensities of warfare.
b. Form the basis of a civil affairs staff agency for a small independent task force.
8. The CA Area Headquarters Units

The CA area headquarters are specialized units normally not employed except in high intensity warfare or military government situations. Although they have both an organic command and control and a functional capability, they normally are employed only in the functional role during conflict, and in the command and control role in the military government environment.

a. The CA Area A headquarters may be employed to—

(1) Exercise command over an integrated civil affairs structure in a military government situation, or in a national reconstruction effort in a posthostility environment.

(2) Conduct civil affairs activities in high intensity warfare with the national government of a major nation.

(3) Form the basis of a theater or theater army civil affairs staff agency in high intensity conflict.

b. The CA Area B headquarters may be employed in the same roles as the CA Area A headquarters, except that neither the command and control nor the functional capabilities of this headquarters are as extensive as those of the Area A headquarters. It should, therefore, be employed in correspondingly lesser roles.

9. CA Unit Commander

Commanders of CA units perform all of the normal administrative and operational duties of unit commanders of any type military organization. The commander uses his executive officer or deputy to assist him in the performance of these and other duties. Both of these officers must be competent CA generalists as well as capable mili-
Figure 7. Type organisation civil affairs battalion.

tary leaders. In addition to the normal functions of command, CA unit commanders also perform specific CA functions as required by the unit mission. These may include—

a. Planning for, assigning missions to, deploying, and supervising the activities of CA functional specialist personnel and teams.

b. Acting as a point of contact with the civil authorities of a specified area.

c. Coordinating activities of his own unit and those of non-CA units to include such matters as—
   (1) Military civic action.
   (2) Populace and resources control.
   (3) Psychological operations.
   (4) Military support of civil defense.

d. Providing civil affairs support on a command or area basis to designated units.

e. Providing CA generalist and functional specialist training to non-CA U.S. personnel and to allied military and civilian personnel.

f. Acting as a military governor or his representative for occupied enemy territory.

g. Providing governmental services to a civilian population in a civil defense or martial law emergency situation.

h. Commanding attached non-CA units and personnel when required for the performance of a civil affairs operation.

10. CA Unit Staff Officers

The staffs of CA units are organized on general staff principles in accordance with FM 101-5. The four principal staff assistants are the assistant chief of staff, personnel and administration (G1; S1); the assistant chief of staff, security, plans and operations (G2/3; S2/3); the assistant chief of staff, logistics (G4; S4); and the assistant chief of staff, civil affairs (G5; S5). As indicated, the staff organization of CA units normally contains a combined G2/3 staff section. In addition, some of the duties normally found in other general staff sections in non-CA units are under the G5 in CA units. These duties consist, in general, of those supervisory and coordination functions di-
directly bearing on civil affairs operations, as opposed to normal military operations of the CA unit. Specific statements of the duties and functions of CA unit staffs are contained in paragraphs 11 through 16 below.

11. The Assistant Chief of Staff, Personnel and Administration (G1; S1)

The ACofS, Personnel and Administration is the principal staff assistant on personnel matters including maintenance of unit strengths, personnel management, morale and welfare, headquarters management, and discipline, law, and order.

12. The Assistant Chief of Staff, Security, Plans and Operations (G2/3; S2/3)

The ACofS, Security, Plans, and Operations, is the principal staff assistant for intelligence matters, for training, and for all plans and operations other than plans and operations involving the performance of civil affairs functions. He is responsible for—

a. Developing plans, policies, programs, and procedures pertaining to the operations of the CA unit, other than civil affairs operations. This would include plans for unit movement, unit deployment, rear area security, damage control and CBR attack. The ACofS, Security, Plans and Operations insures that the plans are compatible with operation plans of supported tactical units; secures the approval of the commander on the plans; and supervises their execution.

b. Reviewing and coordinating plans of attached CA units in the areas indicated above.

c. Selecting and allocating CA units and teams needed to support the civil affairs mission based on recommendations and requirements as determined by the ACofS, Civil Affairs.

d. Recommending priorities to govern the allocation of equipment to attached CA units and teams, based on the advice of the ACofS, Civil Affairs.

e. Planning and supervising training of attached CA units and teams.

f. Recommending and requesting attachment of additional or replacement CA units and teams, as required and based on the advice of the ACofS, Civil Affairs.

g. Developing and supervising execution of the intelligence collection plan.

h. Collecting, evaluating, and interpreting information on the effect of weather, terrain, the enemy, and the civilian population on the civil affairs mission.
Figure 9. Type organization civil affairs platoon.

Figure 10. Type organization civil affairs Area A or B headquarters.
Providing intelligence and counterintelligence information to the staff.

Providing intelligence estimates, as required.

13. The Assistant Chief of Staff, Logistics (G4; S4)

The ACofS, Logistics, is the principal staff assistant for matters pertaining to materiel and services. He is responsible for—

a. Providing information to the ACofS, Security, Plans and Operations, and to the ACofS, Civil Affairs, for development of plans, programs, policies, and procedures for logistic support of unit operations and civil affairs operations.

b. Determining logistic support requirements for attached CA units and teams.

c. Planning and supervising supply, services, maintenance, and medical support for attached CA units and teams.

d. Coordinating requirements furnished by the ACofS, Civil Affairs, for military supplies for use by the indigenous populace, and requisitioning such supplies.

e. Requisitioning, receiving, storing, distributing, and documenting military supplies and equipment.

f. Allocating equipment to attached CA units and teams in accordance with priorities established by the ACofS, Security, Plans and Operations.

14. The Assistant Chief of Staff, Civil Affairs (G5; S5)

The ACofS, Civil Affairs, is the principal staff assistant for matters pertaining to civil affairs operations. He is responsible for—

a. Developing plans, policies, programs, and procedures for civil affairs operations of attached CA units and teams.

b. Determining priorities for the allocation and deployment of attached CA units and teams and furnishing recommendations to the ACofS, Security, Plans and Operations.

c. Determining priorities for the allocation of equipment to attached CA units and teams and furnishing recommendations to the ACofS, Security, Plans and Operations.

d. Determining requirements for additional CA units and teams and furnishing recommendations to the ACofS, Security, Plans and Operations.

e. Reviewing and coordinating civil affairs operational plans of attached CA units and teams.

f. Coordinating and supervising the civil affairs operations of attached CA units and teams.

g. Acting as point of contact for the unit with the civilian populace in the area.

h. Determining requirements for military supplies for the use of the indigenous populace and furnishing recommendations to the ACofS/Logistics.

15. CA Functions

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. These functions are—

(1) Civil Defense.

(2) Labor.

(3) Civil Administration.

(4) Public Education.

(5) Public Finance.

(6) Public Health.

(7) Public Safety.

(8) Public Welfare.

(9) Tribunals.

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. 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. 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. These functions are—

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

16. 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. Also, individual teams may be attached to augment related portions of staff sections for designated periods of time. 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 the 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, although normally CA teams can perform with more efficiency as constituted and under the control of a CA headquarters unit.
APPENDIX C

CA FUNCTIONAL TEAM TASKS

1. General
   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 those 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 M.
   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.
   a. 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 (app B).

2. 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 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 without 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 ownership, 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.

3. Civil Defense

The civil defense function involves all aspects of supervision, negotiation, direction, advice, liaison, and staff services in establishing or re-establishing 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—(1) 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 (2) 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 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.

(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.

4. 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.

b. Studies of 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.

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

d. Coordination of civil information activities.

e. Recommendation of procedures for and supervision of civilian information media, including review and censorship of material to be disseminated.

f. Removal of those civilian personnel engaged in the operation of information media who are

(e) Provisions for adequate warning sys-
5. Civilian Supply

Civilian supply involves the mobilization and use of resources of the civilian economy, within the bounds of national policy, international agreements and 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 supplies for disaster relief, and for the administration of 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 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.
6. Displaced Persons

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 such persons may seriously interfere with the accomplishment of the tactical mission. Specific tasks 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, medical service, 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.

7. 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 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 actions based on these surveys.

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

d. Recommendations for safeguarding materials, equipment, and facilities.

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

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

g. 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 requirements 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.
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.

8. 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 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 of 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.

9. Labor

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, particularly the Civilian and POW Conventions. 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 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.

10. 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 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.

11. 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 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 persons who are inimical 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.

12. 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 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 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 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.

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 inimical 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.

14. Public Finance

This function includes control, supervision, and audit of 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 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.
1. Establishment of controls over budget, taxation, expenditures, and public funds and determination of appropriate fiscal accounting procedures.

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

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

4. Supervision over credit and provisions for credit needs.

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

6. Recommendations as to emergency declaration of debt suspensions for specific types of debts.

15. 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 provides that belligerents must protect the wounded, sick, aged, children, and expectant mothers from the effects 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 include—

a. Analysis of organization and functions of 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 facilities.


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 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 public health laws and the performance of public health services.

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

o. Requisitions pursuant to established policy and issuance to civilian medical facilities and sanitation agencies of military medical and sanitary supplies.

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 industries concerned with the production of antibiotics, immunization agents and medical supplies and equipment.

16. 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 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.

17. 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 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.

18. 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 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.

19. 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 include—
20. 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 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.

21. Tribunals

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

a. Supporting the work of the unit judge advocate and in his absence performing his assigned duties.

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, of 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 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.
APPENDIX D
G5 COORDINATION WITH OTHER STAFF MEMBERS

1. General

FM 101–5 sets forth the general doctrine of internal staff coordination. This appendix lists those matters of particular importance to the civil affairs staff officer in non-CA units which, in some units, are performed by other staff sections but which are of mutual concern. For the purposes of this appendix, a support command staff organization is used but the doctrinal principles set forth are equally applicable to any coordinating staff organization.

2. Assistant Chief of Staff, Personnel

a. Personnel strengths in planning requirements for civil affairs operations.
b. Replacements for CA staff personnel.
c. Availability of indigenous supplies for feeding and clothing civilian internees, and the availability of facilities or materials for use in construction of cages and camps.
d. Availability of civilian labor within the local economy, including skills, categories, and numbers of civilian personnel and payment scales in line with the local economy, and employment agreements.
e. Information relative to the availability of suitable indigenous facilities for rest and leave centers.
f. Plans for military assistance to the civilian populace on graves registration matters, for use of civilian labor in U.S. graves registration activities, and the availability of land for use as cemeteries.
g. Reports from local authorities concerning the conduct of military personnel in the civilian communities.
h. Removal and relocation of civilians from selected command post areas, and the use of civilian facilities for headquarters.
i. Recommendations for command directives concerning the conduct of military personnel in relations with the civilian populace.
j. Safety management planning, safety matters pertaining to CA units, and the civilian populace.
k. Information and assistance in the control and movement of displaced persons and refugees and maintenance of law and order in local communities.
l. Business establishments to be placed off limits to military personnel.
m. Liaison for procurement of civilian medical facilities for military use.
n. Requirements for military assistance for evacuation and/or hospitalization of civilians.

3. Assistant Chief of Staff, Security, Plans and Operations

a. Assistance, such as guides, from local population for reconnaissance units.
b. Intelligence information collected from the local population to include line crossers, refugees, and displaced persons.
c. Evaluation of civil aspects of potential targets.
d. The use of local agencies for guarding acquired technical enemy material for intelligence purposes.
e. Plans for technical intelligence targets.
f. Intelligence information pertaining to the population, its government, economy, and institutions.
g. Counterintelligence activities of civil affairs elements including civil security, censorship, control of travel, and location of collaborators.
h. Advice and assistance on military training required by STANAG 2057 (app L).
i. Advice on the impact of plans on civil affairs activities, as well as effect of the civilian situation on plans, and of restrictions or limitations imposed by agreements or law.

j. The availability and capability of CA units to support plans.

k. The priority of movement of CA units.


4. Assistant Chief of Staff, Services

a. Liaison with civil procurement agencies, locating equipment and labor required for military use, and reporting the availability based on a determination of civilian needs.

b. Advice and assistance to purchasing and contracting officers in making arrangements for local procurement.

c. Requirements for military transportation for civilian needs.

d. Information on availability of civilian transportation for military use.

e. Estimated impact of civilian traffic on highway regulation and traffic control and of military traffic on civilian usage.

f. Measures to control civilian traffic, including use of vehicles, routes to be used, and issuance of permits.

g. Dissemination and enforcement of those portions of the highway regulation and traffic control plans which are applicable to civilian traffic.

h. Liaison with civil agencies to insure coordination of military and civilian highway regulation and traffic control.

i. Requirements for special type service units for civilian support.

j. Capability and availability of civil agencies to provide construction equipment, materiel, and/or personnel.

k. Availability of indigenous utilities for military use.

l. Liaison with civil agencies for procurement for utilities.

m. Information on the availability of real estate, assistance in locating desired real estate, and liaison with civil agencies for procurement of real estate.

n. Information on availability of indigenous communications, equipment, and facilities for military use.

5. Assistant Chief of Staff, Supply

a. Consolidated requirements for civilian supplies to be furnished from military stocks or requisitioned from U.S. stocks.

b. Location of civilian supplies required for military use and reporting of availability based on a determination of civilian needs.

c. Plans for the distribution of supplies to civilians.

d. Requirements for food and medical supplies for emergency civilian support.

e. Requirements for insecticides, repellents, and rodenticides for protection of the health of the civil population.

f. Disposition of captured enemy supplies which are adaptable to civilian use.

g. Availability of salvage clothing and other supplies for civilian use.

h. Civil affairs paragraph and annexes for administrative orders.

6. Assistant Chief of Staff, Maintenance

a. Information on the capability and availability of the local economy to provide maintenance facilities, equipment, and personnel for military use.

b. Liaison with civil agencies on maintenance support for military units.

7. Surgeon

a. Information on the availability of civilian facilities for evacuation and hospitalization of military personnel.

b. Information on the availability of civilian medical supplies for military use.

c. Requirements for military medical support for the civil populace.

8. Chaplain

a. Religious support to the civil populace.

b. Information on the availability of civilian religious edifices and consecrated areas for military religious services.

9. Staff Judge Advocate

a. Policies relating to liaison with civilian law enforcement and judicial agencies.

b. Provision of claims services for civilian claimants.

d. Procurement law matters.

e. Disposition of offenses against the civil populace.

f. Establishment of civil affairs tribunals and other judicial and administrative agencies. The closure or reopening of local tribunals, including courts, boards, and commissions; their jurisdiction, organization and procedure; and the classes of cases triable by them.

10. Provost Marshal/Military Police

a. Enforcement of laws, orders, and regulations.

b. Control of vehicular traffic, to include measures which expedite priority movements, prevent interference, avoid congestion, and provide for maximum utilization of available road space.

c. Control of circulation of individuals.

d. Protection of personnel and property.

e. Prevention and suppression of pilferage and looting.

f. Security of, and escort for, designated individuals.

g. Prevention and suppression of crime through investigative effort.

h. Surveillance in support of antiairborne and counterguerrilla operation and other designated rear area security and area damage control support activities.

i. Coordination and liaison with indigenous police.
APPENDIX E

CA COMMANDER'S ESTIMATE OF THE SITUATION

1. The commander's decision is influenced by the political, economic, and sociological characteristics of the area of operations in addition to other considerations. A civil affairs estimate, accordingly, assists the commander in reaching a decision by evaluating for him political, economic, and sociological conditions and weighing the effects of these conditions on differing courses of action.

2. FM 101-5 contains detailed information on preparation of estimates of the situation and a form and example of a CA staff estimate for use as guides. The form of CA estimate in FM 101-5 is particularly suited for use by the G5 or S5 staff officer of a tactical or administrative command. The form contained in this appendix is designed primarily for the CA unit commander. In the analysis and comparison of appropriate CA actions, the various functional specialties are grouped in such a manner as best to facilitate their considerations.

3. The remainder of this appendix shows a sample form or format for an estimate of the situation suitable for use by the commander of a CA area headquarters, brigade, group, battalion, or company. This guide for preparation of an estimate is a modification of the basic form contained in FM 101-5; and presents a logical and orderly method for examination of the factors affecting the accomplishment of the mission to determine the most suitable course of action for the unit as a whole. The basic form for the commander's estimate is arranged to insure investigation of all pertinent factors. When time permits, a complete written estimate may be made. When time does not permit, as is usual in smaller units, the form may be used as a checklist to insure consideration of all factors essential for a decision.

4. Form for CA Unit Commander's Estimate of the Situation

(Classification)

Unit or Area
Place
Date and Time

COMMANDER’S ESTIMATE OF THE SITUATION

Map or chart references: (As necessary for understanding of the estimate.)

1. Mission

A concise statement of the task and its purpose. The overall politico-military mission is the controlling factor of the estimate. If the civil affairs mission is multiple, determine priorities. If there are immediate tasks, prescribed or

(Classification)
deduced, necessary to the accomplishment of the mission, such tasks should be listed in this paragraph. Guidance from the G5 of the supported command or in the absence of such guidance the analysis of the CA unit commander, will determine which of the seven major civil affairs activities will have command priority of effort.

2. The Situation and Considerations

   a. Determine and analyze those factors which will influence your choice of a course of action as well as those which affect the capabilities of the enemy to act adversely. Consider such of the following and other factors as are involved:

(1) Characteristics of the area of operations including its physical features, climate, and basic political, economic, and psychological factors. Consider also the following specific points:

   (a) Attitudes of the population—whether cooperative or unco-operative.
   (b) Availability of local material and personnel to support civil affairs operations.
   (c) Number of refugees, evacuees, and displaced persons in the area.
   (d) Amount and type of war damage suffered by the economy, particularly in the transportation, public utility, and communication fields.
   (e) Status and character of civil government.
   (f) State of health of the civilian populace.

(2) Enemy strength and disposition. Note all enemy capabilities which could possibly affect the accomplishment of your mission and estimate the relative probability of their adoption. These capabilities may include the following:

   (a) Relative enemy strengths and combat capabilities, to include special attention to unconventional weapons and the possibility of their employment.
   (b) Sabotage—include all capabilities for military, political, and economic sabotage possible of execution by agents, guerrillas, and partisans.
   (c) Espionage—include all methods for which the enemy is known or estimated to be capable, together with the extent of such activity.
   (d) Subversion—include all types of propaganda, treason, disaffection, sedition, and similar acts affecting friendly troops and local civilians.
   (e) Movement by the enemy of refugees, evacuees, and displaced persons into the area.
   (f) Passive resistance, such as refusal to serve in required capacities.

(3) Civil affairs situation and nature of operations to be supported. Review general policy guidance from higher headquarters and consider pertinent terms of relevant civil affairs agreement or rules and conventions of international law. Other factors to be considered include:

   (a) Review of current problems faced by the supported command.
   (b) Estimate the impact of future plans of the supported operation pertinent to your mission.

(CLASSIFICATION)
(CLASSIFICATION)

(c) Determine the availability of military or civilian relief supplies for diversion to the civilian populations.

b. Assumptions. Matters which are assumed, but not known, to be valid for the purpose of your estimate.

c. Special Factors. Items not covered by any of the above categories which require special recognition and treatment in your estimate, such as the possible employment of mass destruction weapons by the enemy and the effect of such employment on your mission.

d. Own courses of action.

(1) Note all practicable courses of action open to you which, if successful, will accomplish your mission.

(2) Priority will be given to that major civil affairs activity which most directly relates to your mission. One of the following major civil affairs activities will have that priority:

(a) Provision of civilian support for and prevention of civilian interference with tactical and logistical operations.

(b) Providing and supporting the functions of government for a civilian population.

(c) Community relations.

(d) Military civic action.

(e) Military participation in a population and resources control program.

(f) Military support of civil defense.

(g) Consolidation psychological operations. Normally, consolidation psychological operations will always be in support of the other six activities and it, too, will be geared to provide maximum support to the priority activity.

(3) The work of the functional teams assigned or attached to the unit will be designed to support command priority. The following checklist will serve as a reminder of the various specific activities for which you may be required to exercise control or supervision:

(a) Governmental

1. Civil Defense
2. Labor
3. Public Administration
4. Public Education
5. Public Finance
6. Public Health
7. Public Safety
8. Public Welfare
9. Tribunals

(b) Economic

1. Civilian Supply
2. Economics and Commerce
3. Food and Agriculture
4. Property Control
3. Analysis of Opposing Courses of Action

Determine the probable effect of each significant difficulty on the success of each of your own courses of action. At this stage of estimate, eliminate those difficulties which have little or no effect on your selection of a course of action. A difficulty will not influence your choice of a course of action if it affects all alternatives equally.

4. Comparison of Own Courses of Action

Weigh the advantages and disadvantages of each of your own courses of action (in the light of the governing factors of the situation) and decide which course of action promises to be the most successful in accomplishing your mission. In arriving at a decision, the commander may assign particular weight to one or more of the factors listed in paragraph 2 and may consider additional factors such as those policy decisions affecting the conduct of civil affairs under special political situations.

5. Decisions, Conclusion, or Recommendations.

Translate the course of action selected into a concise statement of what the unit as a whole is to do, and so much of the elements of who, when, where, how and why, as may be appropriate.

/s/ COMMANDER

NOTES

1. The estimate may be a thorough, complete, written document or it may be a brief mental evaluation. In preparing his estimate the CA unit commander will normally rely on his staff for evaluation and recommendations pertaining to their principal fields of interest. (See FM 101–5.)

2. The commander's decision is not confined to the statement of decision made in paragraph 5 of the estimate but may include additional implementing instructions, supplementary decisions, admonitions, or warnings to clarify his intent or furnish guidance to his staff or subordinate commanders.
APPENDIX F

CA INTELLIGENCE COLLECTION PLAN

1. General
   a. Civil affairs intelligence requirements are discussed in detail in chapter 4 of this manual. This appendix is intended for guidance to and use by CA units in preparing their intelligence collection plans. Non-CA units may incorporate the matters listed herein in their overall unit intelligence collection plans, as required.

   b. Civil Affairs Essential Elements of Information (EEI) might include, for example, the following items:

      (1) What is the attitude of the populace toward its own government? the hostile force? civil affairs activities?
      (2) Do migrating populations constitute a problem? What are the social and political effects of such movement?
      (3) What is the influence of political parties upon the populace of the area? How is it exercised? Relative strength of various parties? What is the platform? Who are the leaders? What social and economic groups support each party?
      (4) What economic problems are serious in the area? What are their causes? What will be their estimated duration?
      (5) What is the extent of crime and misdemeanors in the area?
      (6) What are the attitudes of educators or leaders of schools and universities? What are they teaching? What are their qualifications, backgrounds, beliefs, and the strength of their followings?

2. Format

   A suggested format for the Civil Affairs Intelligence Collection Plan is indicated below. For further details concerning use of a collection plan and worksheet, see FM 30-5.

<table>
<thead>
<tr>
<th>Essential elements of Information (EEI)</th>
<th>Analysis of essential elements of Information (indications)</th>
<th>Collecting agency or source*</th>
<th>Specific request or orders to agency</th>
<th>When and how to report</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is the extent of crime and</td>
<td>Number of arrests for commission of law violations over and</td>
<td>Public Safety Team, Tribunals Team.</td>
<td>Be alert to detect technical</td>
<td>Render informal</td>
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<tr>
<td>misdemeanors in the area?</td>
<td>above what is normal. Type of violation, frequency,</td>
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<td>compliance with rules, regulations,</td>
<td>report by telephone or</td>
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<td>against whom committed, and whether increasing or</td>
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<td>laws, proclamations, and</td>
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<td>thwart the purpose of the law</td>
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<td>by evading its scope or</td>
<td>first detected or</td>
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<td>retarding its implementation.</td>
<td>suspected. In-</td>
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<td>Priority of collection effort will</td>
<td>clude details in</td>
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<td>be given to violations of</td>
<td>periodic report.</td>
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<td></td>
<td>Populace and Resources Control</td>
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<td></td>
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<td></td>
<td>laws, decrees, and regulations.</td>
<td></td>
</tr>
</tbody>
</table>

*The collecting agency or source listed in this column is exemplary in nature and indicates only those CA functional teams with the greatest collection capability in the area of interest expressed in the EEI. It is appropriate and will often be necessary to include functional teams with lesser capabilities or with coordinating interest.
APPENDIX G
CIVIC ACTION PROJECTS

The following is a list of suggested civic action programs and projects together with an indication of U.S. Army units and personnel having general capabilities to support them.

This list is particularly applicable to IDD situations, but may also be helpful in developing programs for stabilized rear areas and for post-hostility environments.

1. Agriculture and Natural Resources
   a. Increase or improve production of animals, grain, or vegetable food products—individuals with farming experience; unit transportation; veterinary personnel.
   b. Insect and rodent control—troops or units with land or aerial spraying devices; medical, veterinary, and certain chemical warfare personnel.
   c. Transportation of agricultural produce, seeds and fertilizers—units with transport capabilities.
   d. Construction of simple irrigation and drainage systems—units with equipment or tools; engineer units; or troop labor.
   e. Clearing areas—units with equipment or tools; troop labor.
   f. Grading operations—engineer units.
   g. Forestry activities such as planting, thinning, and harvesting—individuals with forestry training or experience; troop labor.
   h. Setting up and operating sawmills—engineer units.
   i. Devising and constructing flood controls—engineer units and troop labor.
   j. Reclamation of land and draining of swamps—engineer units and troop labor.
   k. Harvesting of crops—all troop units.

2. Industry and Communication
   a. Assessment and development of acceptable sand and gravel resources for road work and general construction—engineer units.
   b. Installation, operation, and maintenance of telephone, telegraph, and radio systems—signal units.
   c. Construction of housing and buildings—engineers for designing and supervising; troop units for construction.
   d. Operating emergency communication centers to serve the civilian populace as well as the military, especially in times of disaster—signal units particularly, and any unit with communications equipment and personnel generally.

3. Transportation
   a. Construct, repair, or improve roads and bridges—engineers and troop units with labor or trucks available.
   b. Construct, repair or improve railway equipment—transportation, ordnance, and engineer units, and troop units with labor available.
   c. Construct, repair, or improve inland waterways, wharves, and harbors—engineer, transportation, and Navy units.
   d. Construct, repair, improve, or operate airfields—Air Force, transportation, engineer, army aviation, and troop units with labor available.
   e. Removal of individuals from disaster areas—all units with land, sea, or air transportation facilities and a capability for controlling circulation of individuals.

4. Health and Sanitation
   a. Improve sanitary standards—medical and engineer units.
   b. Set up and operate dispensary units for outpatient treatment or to give first aid—medical units.
   c. Devise acceptable methods of disposing of human waste—medical units and engineer units.
   d. Provide safe water supply systems—engineer units, medical units, and troop labor.
e. Control malaria and other insect-transmitted diseases—medical units and troop labor.

f. Teach sanitation, personal hygiene, and first aid—medical units and any other military units that train and operate under field conditions.

5. Education
   a. Give basic education training (i.e., reading and writing) to military personnel—selected personnel from all military units.
   b. Provide technical training to military personnel which will be useful when individuals return to civilian status—all military units, especially technical service units.
   c. Provide instructors for schools for basic education to youth and technical training for adults—all military units.

6. Public Administration
   a. Provide guidance and assistance to public administrators in fields of organization, personnel selection, work procedures, etc.—civil affairs units and qualified personnel throughout military units.
   b. Provide guidance and assistance to public safety administrators in their police, fire protection, and civil defense activities, including disaster relief—civil affairs, military police, and engineer units and personnel.

7. Community Development, Social Welfare, and Housing
   a. Preparation of plans, surveying, and construction supervision and assistance for houses and community buildings such as schools, civic centers, churches, orphanages, medical centers—engineer units, particularly, and all military units generally.
   b. Sponsorship of worthy community projects such as orphanages, schools, and medical centers—all military units.

8. Mass Communication
   Provide advice and assistance on best methods of informing the people through such devices as publications, films, or broadcasting—CA civil information teams, and public information, intelligence, and psychological operations units.

9. Mapping and Project Surveys
   a. Preparation of necessary maps and charts for road and railroad projects, irrigation and land development, and political subdivisions and geographical features—engineer and individuals with the ability in the fields of surveying, geodesics, and charting.
   b. Preparation of nautical charts and coastal surveys—Navy units.

10. Paramilitary Forces
    Analysis of mission, structure, functioning, equipping, and training of any existing paramilitary organization to determine capability and suitability for civic action tasks—civil affairs units and personnel.
APPENDIX H
CIVILIAN SUPPLY

1. General

a. This appendix is prepared as a guide for personnel charged with responsibilities for the use of civilian resources for the support of military forces, and provision of military supply support for civilian populations and agencies. This information applies primarily to circumstances of limited or general war. In peacetime situations, U.S. military use of civilian resources will be limited in general to normal offshore procurement procedures, and U.S. military support of a civilian populace will be minimal and will conform to international agreement. Civilian supply in IDD situations is discussed in chapter 6.

b. Within an army force, the supply organization is the aggregate of the commands, staffs, units, operations, procedures, control, and management needed to plan and carry out the supply support of military operations and such other activities as may be directed.

c. The CA organization is the aggregate of the CA staffs, units, and activities that contribute to the military mission through support or control of local agencies to prevent civilian interference with military operations. It assists the military commander in the fulfillment of his obligations with respect to the inhabitants, government, and economy of the area, and is a contributive means for the attainment of national objectives beyond the war.

(1) The CA organization, in support of military operations, distributes to civilian users supplies for the relief of disease, starvation, and alleviation of such unrest as may interfere with the military mission. It locates local supplies, equipment, and labor required for military use; reports their availability based on an assessment of civilian needs; and determines the effect of their use for military purposes on the local economy. This function includes advice and assistance to purchasing and contracting officers and other personnel charged with the local procurement of supplies, real estate, facilities, labor, and services.

(2) The CA organization maintains liaison with civil authorities; makes recommendations as to supplies which should be made available from military sources; and analyzes the need for supplies and equipment of all types, including essential factors of production necessary to maintain the civilian economy in a state of productive efficiency. It also recommends and provides guidance and advice on the general scope of military assistance with respect to rehabilitation or restoration of the economy, stabilization procedures, and the satisfaction of essential civilian needs through military supply sources. Unless otherwise directed, no economic rehabilitation is undertaken except that which can be accomplished from resources available in the command.

2. Planning

a. General or coordinating staff responsibilities for supply planning are vested, depending upon the type of command, in the section headed by the Assistant Chief of Staff, G 1, Assistant Chief of Staff, Supply; Director of Supply and Maintenance; or Director of Supply. In each case, the CA organization provides recommendations and advice on pertinent civil affairs matters as identified in FM 101-5, particularly availability of indigenous resources for support of military operations, and requirements for military support of civilian populations and institutions.

b. Recommendations and advice at headquarters responsible for theater or force-level planning are
influenced by considerations of force mission, international agreements, involvement of other governmental agencies or bodies, policy on rehabilitative measures to be taken with respect to the local economy, and capabilities of allied nations with forces in the area to assist in support operations. It is the responsibility of commanders at all levels to provide information on resources which may be utilized for support of military operations and estimates of requirements for support of civilian populations.

c. Since specific policies vary for each country or area in which operations are conducted, only general factors and considerations can be listed.

1. Basic premises.

(a) Full use is made of the material resources, facilities, and services of the area for the purpose of supporting the military mission.

(b) Except in IDD operations and when otherwise directed, provision of military supplies to civil populations is limited to that essential to prevent disease, starvation, or such other causes of unrest as might interfere with military operations.

(c) In IDD operations, civic action programs normally will require provision of supplies to civilian agencies and the distribution of supplies through military channels.

(d) The caloric value of rations for civilian consumption normally will be included as part of guidance concerning the extent to which U.S. forces may provide support to the population of a country.

2. Additional considerations.

(a) Urban areas are largely dependent on outside food sources. Rural areas normally are self-sustaining, and rural populations probably will require little or no emergency food allocations.

(b) It can be estimated that 10 percent of the population in cities in excess of 100,000 people will require indefinite subsistence and medical supply support. This percentage can be scaled downward in smaller municipalities and may need to be increased in larger cities.

(c) Requirements for medical supplies should be based on estimated civilian combat casualties and major endemic diseases in the area.

(d) If harvests or stocks of local supplies are adequate to meet civilian supply needs as each military objective is reached, the clogging of military channels may be avoided by holding imports in storage areas and by utilizing local resources to the maximum.

(e) Supplies intended for distribution to civilians in an area of active military operations should be rapidly distributed for immediate consumption or use. Major preparation, processing, or detailed handling should not be required. As the military situation becomes relatively stabilized, such bulk type supplies as unprocessed foodstuffs, cloth to be made into clothing, or lumber for the construction of shelter may then be suitable.

(f) Establishment of priorities and phasing of deliveries must be compatible with the timing of supplies required for the support of military operations.

(g) Fertilizers, seeds, tools, or repair parts, may serve to accelerate local production of needed supplies at low cost. This would also free valuable shipping space for other uses.

(h) Requirements for support of civilians must be specific as to quantity and time, or as to needs for a specific project.

3. Military Supply Support

a. The principal sources of supplies for civilian support are reallocation of supplies from the local economy, captured enemy stocks, contributions from acceptable national and international welfare and charitable organizations, contributions from local or allied resources in the area, and U.S. military stocks.

b. Types of supplies that may be approved for issue from U.S. military stocks consist principally of food, tentage, clothing, engineering equipment to insure operation of essential utilities, medical supplies, transportation equipment, and fuel and lubricants. The supply organization establishes, controls, manages, and operates the facilities
through which such supplies are made available for civilian support in response to requisitions placed by units charged with the civilian supply function. These units are also responsible for the issue of supplies to authorized civilian agencies or groups, either by drawing directly from depots or supply points when they have adequate transportation, or by requesting delivery to specified points at which issue can be made to local governmental authorities.

c. Supply installations which receive, store, and issue supplies for civilian support are identified in supply and distribution plans. These plans assign specific missions and, as implemented by administrative orders and other instructions, prescribe requisitioning and supply procedures to be followed.

(1) Under certain circumstances, and particularly upon the initiation of military operations in a theater, supplies for support of civil affairs operations may be provided on an automatic basis. As the operation progresses, CA staff officers are responsible for developing plans and programs for the coordination of requisitions from the units in whose areas ultimate distribution to civilian agencies will be made.

(2) Requisitions for military supplies for civilian support are processed in the same manner as those for all other military supplies and afforded priorities consistent with support for the command mission. Depending upon the situation, supplies required for civilian support may be strictly controlled and require command approval for issue.

d. The CA organization normally requires civilian agencies receiving support to maintain records in such detail as is necessary for a full and proper accounting of supplies provided from military sources, as well as of contributions made by allied governments and nonmilitary agencies.

(1) When supplies are transferred to the local government or civilian agencies for distribution or for reallocation, authorized signatures must be obtained on receipts.

(2) Accountability for military stocks used for civilian support is maintained until the supplies are issued to appropriate civilian agencies. Further accountability, storage, processing, and final distribution to end users is normally the responsibility of civil agencies operating under the supervision of CA personnel.

(3) Central accounting controls are maintained to provide information on which to base continuing requirements for civilian supplies, and insure that supplies are not issued in excess of essential minimums. Statistical evaluations at local, regional, and national levels assist in determining the effectiveness with which civilian supply operations are being accomplished.

4. Support from Other Sources

a. As previously indicated, supplies for civilian relief or economic aid may be obtained from local resources, captured enemy stocks, and by contributions of national or international agencies.

b. Within the area of operations, the aggregate of supply requirements, military and civilian, is reviewed to determine those supplies which should be obtained through local procurement. Directives of the commander, based on applicable legal limitations, furnish guidance to subordinate commanders on available methods of procurement. Except in situations of grave emergency to the command, local procurement for military use which will result in subsequent importation of similar items for civilian use will not be permitted.

(1) Procurement of supplies and equipment is done by purchasing and contracting officers appointed in accordance with policies and procedures established by the Department of the Army. Purchasing and contracting officers may also be designated agent finance officers for the purpose of making cash purchases.

(2) CA units assist and advise purchasing and contracting officers in making arrangements for local procurement. Procedures for local procurement by CA units conform to those prescribed for all military units operating in the area.

c. Maximum efforts are made to exploit those captured enemy supplies which are suitable for civilian use. The military use of captured enemy supplies may be objectionable due to their dissimilar quality, packaging, marking, and the difficulty which may be encountered in repair and maintenance. The allocation of captured supplies to ci-
villain use in the area of their location reduces requirements for civilian supplies and the transportation necessary to move such supplies from rear areas. Intelligence requirements demand, however, that care be taken to safeguard or evacuate captured material in satisfaction of technical intelligence requirements.

(1) As enemy food supplies are uncovered, adequate security measures are taken to protect them from destruction or looting. These supplies may be released for distribution through CA distribution channels for the feeding of refugees, displaced persons, and local inhabitants.

(2) Captured enemy vehicles and fuel and lubricants may be issued for the movement of food from rural to urban areas and for other essential purposes.

5. Military Use of Resources

Consistent with the policy that maximum use be made of local resources in the support of military operations, logistical planning gives consideration to projects involving the reconstruction and rehabilitation of local facilities for military use. In such planning, both military and civilian requirements are considered in the light of the total mission of the command. Use of existing local facilities serves not only to reduce the need for military construction effort, but may promote desired economic development in the area. The CA organization provides the point of contact for military commands and other agencies requiring local supplies, services, and facilities. When procuring local property by requisition or seizure, a type receipt as shown in figure 11, Requisition/Seizure Receipt, should be used. Form may be reproduced locally.

6. Procurement of Real Estate

a. The acquisition and disposition of real estate are functions of the Engineer. These functions are performed in accordance with the terms of agreements, the law of land warfare, and applicable theater policies.

b. Adequate prior planning is essential to the effective determination of requirements and allocations of areas and facilities.

a. Although control over all activities concerned with real estate is centralized, the acquisition of real estate has a strong and direct impact on the economy of the area of operations. G5 accordingly determines the availability of real estate for military use, any limitations that should be imposed on such use, and the effect of such utilization on the local economy. G4 develops policies on the requisitioning and administration of real estate and makes allocations of areas, billets, and facilities to users. G1 suballocates shelter and quarters for the use of staff sections and personnel within the headquarters.

d. CA units assist engineer real estate officers in locating desired properties and facilities. Engineer real estate officers insure that requests for utilization of real estate are within the allocations made by G4 and maintain, in coordination with CA units, inventories of available real estate.

e. Effective coordination of real estate requisitions may necessitate the establishment of area real estate allocation boards including CA and other representation from the various commands concerned.

7. Procurement of Labor

a. Maximum use is made of local sources of labor in support of military operations. Theater policies, based on legal or treaty requirements and U.S. policies with respect to local economic considerations, are promulgated on such matters as the procurement and distribution of labor, uniform wage scales, and conditions of employment. When the availability of local labor has been determined by G5 in accordance with theater policies, the report of availability is furnished to G1, the allocating staff agency.

b. Civilian labor procurement and administration is performed by unit labor officers, civilian personnel officers, or area labor officers in coordination with appropriate CA units. CA units locate local labor for using agencies and establish and maintain such minimum CA units. CA units locate local labor for using agencies and establish and maintain such minimum CA units. CA units locate local labor for using agencies and establish and maintain such minimum CA units. CA units locate local labor for using agencies and establish and maintain such minimum CA units. CA units locate local labor for using agencies and establish and maintain such minimum CA units. CA units locate local labor for using agencies and establish and maintain such minimum CA units. CA units locate local labor for using agencies and establish and maintain such minimum CA units. CA units locate local labor for using agencies and establish and maintain such minimum CA units.

c. Refugees are utilized to the maximum practicable extent as a source of local civilian labor.

8. Civilian Casualties

a. It may be necessary for military aid stations to administer emergency type treatment to civilians during active military operations and, when feasible, to evacuate seriously wounded or critically injured civilians. The extent of military treatment and evacuation of civilian casualties de-
Receipt is hereby acknowledged of the following property which has been requisitioned/seized by the undersigned, acting for and in behalf of the US armed forces:

Item or items: ____________________________________________________________
(Describe fully, including quantity)

Location: _________________________________________________________________
(Identify by address or otherwise where the property was when it was requisitioned/seized)

Owner: _________________________________________________________________
(Name and address of owner, if known)

Custodian: ______________________________________________________________
(Name and address of person in custody of property at time of requisition/seizure)

Value: _________________________________________________________________
(Estimated)

Condition: _____________________________________________________________
(Describe quality of property)

Date: _________________________________________________________________
(Date property requisitioned/seized)

Purpose: ______________________________________________________________
(Purpose for which property was requisitioned/seized)

Period of use: __________________________________________________________
(Temporary or permanent; if temporary, estimate duration)

Name of person making requisition/seizure

Grade and Identity No.

Unit designation

Date

**Figure 11. Requisition/seizure receipt.**

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pend upon the requirements of the military situation and the availability of military medical facilities. Whenever possible, civilian casualties are evacuated to the nearest civilian medical installation. If civilian medical facilities are not available, the administrative order of the command concerned should outline evacuation procedures.

b. When civilian casualties are to be evacuated to military medical installations, evacuation is accomplished through the military evacuation system on a priority basis second to military casualties.

c. If civilian ambulances are not available for the transport of civilian casualties, trucks, private cars, or animal-drawn carts are utilized. When military transportation must be provided, available air, rail, or motor transportation, including empty vehicles moving to the rear, are employed. Provisions are made, where necessary, for the transportation of civilian casualties by litter or improvised means.

d. When sick and wounded civilians have been evacuated to military medical facilities, they are segregated from military personnel and transferred to civilian facilities as soon as their physical condition permits. Accordingly, measures are taken, whenever practicable, to rehabilitate civilian hospitals on a first priority basis.

**9. Movement of Civilian Supplies**

a. Transportation includes the utilization of civilian and military transportation for the movement of civilian supplies. Use of public transportation facilities not operated by the Transportation Corps for military purposes is coordinated through the G5 of the command charged with the control or supervision of such facilities.

b. When authorized by competent authority, civilian transportation may be requisitioned for military use. In the allocation of civilian transport between military and civilian use, careful consideration must be given to the terms of the civil affairs agreements for the movement of food,
clothing, medical, and other supplies. Except in emergency situations, civilian vehicles should not be used for military purposes. Civilian vehicles are returned to their proper owners as soon as effective control over their use can be exercised by civilian authorities.

c. Upon entry into an area previously under enemy control, all civilian vehicles, trucks, and animal-drawn carts required for the transportation of civilian supplies are organized into transportation pools for operation under the supervision of CA units in the area. The organization of vehicles into pools provides the most effective means for the movement of civilians and transportation of essential civilian supplies. To the maximum practicable extent, such vehicles are operated by their owners.

d. When local or captured enemy supplies and facilities are not available, minimum amounts of fuel, lubricants, tires, and spare parts from military stocks, and essential military maintenance facilities, are made available by the responsible military commander for utilization by civilian transportation pools under the supervision of CA units. Issues of supplies are made against approved trip tickets and are restricted to the controlled employment of the vehicles in meeting the approved transportation needs of the community involved. Commanders of CA units estimate future requirements for military stocks for fuels and lubricants in advance and submit the necessary requisitions through appropriate command or supply channels.
APPENDIX I

DISPLACED PERSONS, REFUGEES, AND EVACUEES

1. General

   a. Application. The CA tasks discussed herein are applicable under circumstances of limited or general war with CA authority vested in the military commander. In certain circumstances during peace and cold war, where the military commander is not vested with CA authority, CA functional teams may assist, advise, and support allied civilians or indigenous military governmental authorities in the performance of these tasks.

   b. Definitions.

      (1) A displaced person is a civilian who is outside the boundaries of his country in time of war, who may or may not be desirous of repatriation, and may require assistance in obtaining food, shelter, and clothing.

      (2) A refugee is a civilian who has left his home to seek safety elsewhere within his own country.

      (3) An evacuee is a civilian removed from his place of residence by military direction for reasons of his own security or the requirements of the military situation.

2. Control

   a. During combat operations effective control of the movement of civilians is of primary importance. Disorganized masses seriously impair the movement of military units, endanger security, and threaten the health of the military force. Refugees and displaced persons also constitute a potent weapon which the enemy may use to disrupt friendly military operations. To prevent interference with military operations from the movement of the local populace, it is essential that civil administration be reconstituted at the earliest practicable time and that constructive direction be given through civil authorities to the local populace.

   b. The theater commander plans and prepares directives covering policies and procedures for care, control, and disposition of refugees, evacuees, and displaced persons. All commanders are under the legal obligation imposed by the rules of international law, including the Geneva Convention of 1949, to provide a minimum standard of humane care and treatment, to establish law and order, and to protect private property. Additional humanitarian considerations are observed whenever possible, providing they do not result in interference with military operations.

   c. Detailed planning for the care and control of refugees, evacuees, and displaced persons should include such matters as the authorized extent of migration and evacuation; location and establishment of camps; standards of care; status and ultimate disposition of refugees and displaced persons from allied, neutral, or enemy countries; extent of local governmental authority over nonnational civilians; and designation of routes for refugees movement, military and civilian police to provide traffic control, intelligence detachments to screen personnel, and CA units to supervise camp operations.

      (1) During a fluid situation, it is desirable to billet refugees with the local population in nearby communities to the greatest practicable extent rather than to move them to the rear through assembly areas to camps. When frontline tactical units have advanced sufficiently, it is advantageous to permit the early return of refugees to their homes. Logistical support requirements may, however, delay the return of refugees to centers of population. In a static or slow moving situation, it may be necessary to collect and move all refugees to the rear.

      (2) All movements of refugees, evacuees, and displaced persons to the rear are made on
designated secondary roads. Maximum utilization is made of local transportation and police.

(3) The ultimate disposition of refugees is to allow them to return to their homes as quickly as tactical considerations permit in order to lessen the burden on the military force and the civilian economy for their support and to lessen the danger of disease which accompanies the grouping of peoples in confined areas. When refugees are returned to their homes, they can assist in the restoration of their towns and contribute to their own support.

(4) The ultimate disposition of displaced persons is to resettle them, preferably in their own country or in any area of their choice consistent with U.S. policy and international agreements. The early resettlement of such displaced persons shortens the period of time during which they are a responsibility of the military commander. In either a fluid or a static situation, displaced persons are formed in groups and moved through assembly areas to displaced person camps as soon as the tactical situation permits.

(5) The ultimate disposition of evacuees will vary with the reasons for evacuation, but generally they will be returned to their places of residence. However, circumstances may dictate their resettlement in other areas of their choice within the scope of U.S. policy and the terms of international agreements.

d. To prevent infiltration by guerrillas, enemy agents, and escaping members of the hostile armed forces, it is essential to establish control points; screen refugees, evacuees, and displaced persons; search suspected individuals; and impose restrictions on movement. Although screening activities may be performed initially by military police, intelligence, or other type units, they are most effectively conducted by using friendly and reliable local police or civilians under the supervision of CA units. Administrative controls must be conducted with care to prevent the alienation of people who are sympathetic to U.S. objectives.

3. Evacuation

a. Whenever possible, the rearward evacuation of communities in forward combat or other areas is avoided. Evacuation removes civilians from areas where they can maintain themselves; provides material for enemy propaganda; arouses resentment; complicates the control of their movements; increases the difficulties of maintaining adequate security; necessitates the use of military transport and the expenditure of additional food, fuel, clothing, and medical supplies; and may create epidemic conditions and decrease availability of facilities to support military operations.

b. If tactical considerations require, civilians may be removed from forward areas and not be permitted to return to their homes until the advance of friendly elements has resulted in the establishment of a new forward zone. The removal of civilians may be partial or complete, as security considerations require. If practicable, livestock should be evacuated with the civilians. When civilians have been removed from an area, they are not permitted to return to their homes until authorized. However, when the military situation permits, civilians may be returned to their homes under escort in order to rescue livestock or minimize personnel losses which may impair the local economy.

(1) The decision for this action must be made by the division or higher commander. A rearward evacuation beyond the division rear boundary is made only after coordination with corps or field army.

(2) Civilians are evacuated to the rear only when necessary to—

(a) Remove them as a hindrance to military operations.

(b) Provide for increased security of troops and installations and to safeguard information.

(c) Provide for their safety and welfare by removing them from the frontlines.

(3) Civilians may be evacuated when—

(a) There is time for the evacuation to be accomplished.

(b) Density, character, and composition of the population render such evacuation necessary.

(c) Means are available to accomplish the evacuation.

(d) Routes are available for the evacuation.

(e) Areas are available to absorb the evacuees.

(f) Distances involved are not prohibitive.
Fallout from nuclear attack has not made movement impracticable.

c. Duties of a CA unit commander in an evacuation include—

(1) Supervising the execution of plans for evacuation;

(2) Arranging for the employment of civilian transportation to the fullest extent possible for the transport of civilians.

(3) Arranging for the establishment and maintenance of feeding stations along routes.

(4) Insuring that plans for reception have been made.

(5) Arranging for establishment of civilian collecting points and civilian assembly areas.

d. When a decision is made to accomplish the mass evacuation of a community, detailed plans are made to prevent stragglers or uncontrolled groups from disrupting forward movement of military units and supplies. Mass evacuation planning includes—

(1) Transportation. Maximum use will be made of civilian transportation. If this is not available, military vehicles should be requested for the old, the very young, and the sick.

(2) Distance. The distance of the move from the point of departure should be no greater than is necessary to meet the minimum objective for which the movement is planned.

(3) Fallout. Where radioactive fallout has occurred, or is anticipated, precautions are taken to avoid moving civilians downwind from the actual or anticipated nuclear attack.

(4) Screening. Security screening and documentation of evacuees should be accomplished at the earliest possible moment.

(5) Identification. If possible, every evacuee is provided with and required to wear visibly on his person a tag identifying him by name, or is provided an official identification card indicating the locality from which evacuated and bearing other pertinent information.

(6) Briefing of evacuees. Briefing to explain the purpose of the move, restrictions on personal belongings, and the methods of passive air defense is accomplished by leaflets, loudspeakers, posters, or other means available prior to beginning the movement.

(7) Impedimenta. Each person is allowed to take a predetermined allowance of personal effects.

(8) Rations. If the move will require not more than 2 days, rations may be issued at the time of departure to each person evacuated, or rations may be issued at designated points en route.

(9) Priority. The mission will determine categories and timing of evacuations of specific groups.

(10) Assembly areas and camps. Housing should be such that it will not endanger the health of the evacuees, nor unnecessarily increase the suffering caused by the evacuation. Issues of food fuel, clothing, and medical supplies are furnished in advance to the assembly area receiving the evacuees.

(11) Medical care. The health and physical well-being of the evacuees are difficult problems. Use of civilian medical personnel is highly desirable. Civilian medical personnel are supplemented by military medical personnel, if necessary and available, to assure meeting standards of medical care required, to protect the health of military personnel, and to comply with international law. Appropriate health measures will be taken prior to movement to prevent spread of infectious diseases and development of epidemics.

(12) Religious needs. When practicable, the religious needs of the evacuees are ascertained, and facilities are made available for worship, through the use of civilian religious personnel assisted by military chaplains, if available and required.

(13) Duration. The duration of the evacuation should be no greater than that necessary to meet the objective for which the movement is planned.

(14) Return. Plans for mass evacuation also include provision for the return of the evacuees as well as criteria for determining the duration of their absence. Areas subjected to CBR attack are carefully screened for safety of occupancy before return movement is accomplished.
e. Standfast orders normally are issued to civilians in order to prevent interference with military operations and to preclude disclosure of the plan of operation. In a retrograde movement, however, experience has shown that such orders are not obeyed if a population fears the enemy and civil police are ineffective. Therefore, the rearward evacuation of civilians in special categories and priorities may be authorized by policies of higher headquarters. Policies pertaining to evacuation are implemented by subordinate tactical commanders as the military situation permits. Evacuation priorities may include persons and resources according to the following priorities:

1. Persons subject to reprisals, such as civil officials and resistance leaders who have worked for the military forces of the United States and its allies and their immediate families.

2. Other civilians including scientific, medical, and religious personnel.

3. Civil police.

4. Materiel of immediate value to the enemy forces except such items as medical supplies and foodstuffs essential for civilian needs, personal property, or any other material covered by international law or humanitarian considerations. Equipment or materiel in certain categories, capable of immediate conversion to military use by hostile forces and not capable of evacuation, such as petroleum products, weapons, means of heavy transport, and public communications equipment may be destroyed.

4. Collecting Points

Civilian collecting points are temporary areas designated for the assembly of small numbers of refugees, evacuees, and displaced persons prior to their evacuation. At collecting points, only minimum emergency relief for limited periods is provided. Collecting points should be in defilade, accessible by road, and near water.

5. Assembly Areas and Camps

a. An assembly area provides a temporary assembling place for refugees, evacuees, and displaced persons in preparation for further movement to refugee camps or for resettlement in local communities. Assembly areas, which are generally designed to accommodate a larger number of persons than a civilian collecting point, provide additional emergency relief to include food, clothing, medical supplies, medical treatment, and limited shelter. In assembly areas, the process of screening to segregate prisoners of war and civilian internees for separate handling by military police units is continued. In addition, action is commenced to segregate civilians by nationality or ethnic groups in preparation for movement to designated camps. A continuous effort must be made to identify and segregate individuals whose interests are inimical to those of the United States and its allies.

b. Assembly areas and camps serve as temporary or semipermanent places for the grouping of refugees, evacuees, and displaced persons prior to the return of such persons to their normal places of habitation, resettlement in local communities, repatriation to their own countries, or other designated disposition. Normally they are located in the field army rear area or in the communications zone. Camps may utilize available civilian accommodations or military construction.

1. In these camps, a further segregation of refugees and displaced persons takes place according to nationality or ethnic group. Continuing action is taken to detect enemy civilians who should be interned; examine civilians for communicable and other diseases; prepare individual identification records; reestablish family groups; provide food, clothing, and additional medical care; and prepare individuals for future disposition.

2. In the designation of locations, care is taken to avoid those which are in the vicinity of profitable targets, such as vital communications centers and large military installations. In the selection of local facilities, consideration is given to the temporary or semipermanent nature of the facilities to be established, and to such factors as weather proof roofing, solid floors, ventilation, provisions for water supply, sewage and waste disposal, and proximity to local sources of food supply. Another factor in camp location is whether inhabitants will be a source of indigenous labor.

3. The specific type of authorized construction, which is the minimum necessary to satisfy the requirements of the particular
situation, varies according to local climate, anticipated permanency of the particular camp, number of camps to be constructed, extent of local sources of labor and materials, and the availability from military resources of engineer materials and assistance. Whenever possible, construction is accomplished by the refugees, evacuees, or displaced persons, themselves, or by local agencies of government employing civilian labor. Local sources of materials are utilized to the maximum practicable extent in accordance with legal limitations.

(4) The administration and operation usually is directed by a CA platoon under the supervision of its company headquarters. The parent CA company provides technical advice, support, and assistance, and may furnish additional platoons and functional teams or specialists, such as displaced persons, public health, public welfare, or public safety, at any particular camp according to the requirements of the particular situation. In the event that additional functional teams or specialists are required beyond the capabilities of the CA company, the company commander requests necessary assistance from the CA battalion. Because of the large numbers of refugees, displaced persons and evacuees for whom control and care normally must be provided, maximum attention must be given to the use of local civilian personnel to provide the cadre for camp administration. This cadre should be organized and trained prior to the opening of the camp. Whenever practicable, civilian personnel should be obtained from public and private welfare organizations and employed under military supervision.

(5) Inmates of camps should be required not only to establish and maintain the organization for internal camp administration but also to assist in maintaining the physical security of the installation. Within the limitations imposed by international law, camps should provide the necessary labor for their own operations and within applicable limitations should be considered as a source of labor. Allied liaison officers and representatives of international organizations and of local governments are conducted on visits to camps as required.
1. General

It will be noted that the civil affairs tasks discussed herein are applicable under circumstances of limited or general war with civil affairs authority vested in the military commander. In certain circumstances during peace and cold war, where the military commander is not vested with civil affairs authority, CA functional teams may assist, advise, and support allied military governmental or civilian authorities in the performance of these tasks.

2. Civil Defense and Area Damage Control

a. Civil defense includes the mobilization, organization, and direction of the civil population to minimize by passive measures the effects of enemy action on all aspects of civil life. Because of the extensive impact on civilian populations and economies that may result from use of mass destruction weapons, careful development and implementation of civil defense plans are essential to preserve the stability and security of civil government. In addition, civil defense contributes to the protection of military installations from damage; may minimize military casualties; permits the continuance of local support to military operations; and generally reduces the extent of disruption to military operations.

b. Area damage control in military operations consists of preventive and control measures taken before, during, and after an attack to minimize its effects on military operations. It serves to assist in the continuation or reestablishment of administrative support. Generally rear areas are divided into subareas for damage control purposes. A rear area security control center is established by the responsible commander to implement and coordinate rear area defense and damage control, and subordinate control centers are established in each subarea. Area damage control planning is a general staff responsibility of G4, while rear area security plans are prepared under the supervision of G3. Civil defense is within the purview of G5.

c. Civil defense, area damage control, and rear area security planning and operations should be mutually supporting. Preattack planning will give consideration to such matters as camouflage, circulation of traffic, movement of individuals, blackouts, construction of shelters, warning systems, labor, firefighting and decontamination procedures, equipment, and personnel. In postattack recovery operations, radiological survey and decontamination processes will benefit both military personnel and civilians. Civilian and military firefighting equipment and labor potential can be coordinated or pooled, where advantageous, as can medical services. Any major movement of civilians as the result of an attack will have a direct bearing on the circulation of military traffic. In repair and reconstruction activities, equipment, technicians, labor, and materiel of troop units concerned and the capabilities of civilian population should be coordinated to the maximum advantage of both.

d. The G5 has general staff supervision over civil defense activities and may assign the responsibility for civil defense planning and measures for the control of the civilian populace to the CA unit commander. The CA unit commander is responsible for implementation of civil defense plans and for coordination of control measures with appropriate agencies of government. To the maximum extent practicable, local officials are held responsible for organization of local civil defense activities and effective conduct of civil defense measures.

e. Civil defense planning is not confined to protective measures against weapons in the mass destruction category, but must include protection against all types of warfare, and against all forms
of natural disaster such as floods, fires, and earthquakes. In the development of civil defense plans, consideration is given to—

1. Correlation with the area damage control plan.
2. Provisions for emergency repair of vital installations, fire prevention and protection, disposal of enemy explosive ordnance, and emergency hospitalization of civilian personnel.
3. Maximum utilization of existing local plans, organizations, and facilities.
4. Mutual support provisions to enable both military and civilian rescue and working parties and their equipment to be employed in the installations and facilities of either.
5. Establishment of civilian control centers in the vicinity of subarea control centers, whenever feasible, in order to receive air raid warnings, dispatch orders, direct emergency services, and coordinate measures between military and civil organizations and facilities.
6. Coordination of neighboring civil defense organizations particularly when the boundaries of military sectors cross political boundaries.
7. Establishment of civil defense organizations in towns and cities where they do not already exist.
8. Establishment of civil defense organizations at provincial and national levels as soon as the situation permits.
9. Organization and training of personnel of fixed support installations or facilities for provision of emergency hospitalization, housing, feeding, and mobile reserve teams capable of rapid movement for the performance of police, rescue, fire, medical, and engineering services.
10. Plans for the evacuation of cities and towns rendered unsafe as a result of nuclear attack or natural disasters, and necessary transportation and control.
11. Development of protective measures against guerrillas, infiltrators, and subversive elements during a period of disruption or disorganization.
12. Education of the local population in civil defense operations and provision for the dissemination of information, orders, and instructions requiring group action, and assignment of individual responsibilities.

f. The CA unit commander coordinates the activities of the various functional specialists who supervise the local agencies of government and civil defense services most closely related to their respective specialties. Organization or augmentation of the following types of services is desirable in most situations.

1. Police services.
2. Fire services.
3. Warden services.
4. Public health services.
5. CBR defense services.
6. Rescue and engineering services.
7. Communications and transportation.
8. Public welfare services.
9. Local information bureaus.

g. Logistical planning should include provisions for anticipated requirements of civil defense equipment and supplies in order that unscheduled diversions from military stocks will be minimized. The stockpiling of selected salvage items such as material for shelter construction, clothing and blankets will assist in reducing the drain on military stocks. Civil defense equipment and supplies which should be available for issue to the local government may include firefighting and other heavy equipment, tools, and civilian relief supplies.

3. Rear Area Security

a. In rear areas, civil affairs operations increase in scope and complexity. Refugees, evacuees, and displaced persons moving back from combat areas must be fed, sheltered, and controlled. Civilian administration is reconstituted; and programs are instituted to support military operations, prevent disaffection, relieve distress, and initiate rehabilitative measures. Steps must be taken to alleviate disease, hardship, idleness, and inequities of an economic, political, or social nature.

b. In rear area security operations, a maximum effort should be made to use available loyal indigenous personnel to assist in security of the area. Civil affairs programs can play an important role in rear area security operations. Examples of civil affairs operations which can muster civil assistance are—

1. Increasing the efficiency of the local administration so that orders, intelligence,
requests, and information pass expeditiously in either direction between the military commander, the civil administration, and the populace.

(2) Improving the efficiency of the civil police and its image with the populace in order to enhance its effectiveness in security, control, and intelligence.

(3) Improving local health through public health measures to enhance the government image, increase civilian productivity, and eradicate contagious disease.

(4) Initiating or improving public welfare activities, such as centers for the aged.

(5) Locating and negotiating for civilian resources required for military use.

(6) Organizing or modernizing public facilities such as water distribution, sewage disposal, power, communications, and transportation to increase the general efficiency and productivity of the area.

(7) Preparing and disseminating information through military and civilian information and psychological operations media.

4. Counterguerrilla Operations

a. It is essential that initial civil affairs operations be directed primarily toward gaining control of the populace in land areas occupied or liberated by the military force. Guerrillas depend on the active support of the local inhabitants for food, medical supplies, shelter, intelligence, and personnel. No effective guerrilla movement can exist without the passive sympathy of the local population; therefore, a basic objective of counterguerrilla operations is to separate guerrilla forces from civilian support. Since guerrillas thrive on confusion and the disorganization of government, civil affairs operations are conducted to engender stable conditions through local relief, restoration of law and order, a resumption of agricultural production, reestablishment of local government, and measures to enlist the active support and sympathy of the local populace. Appropriate consideration is given to the use of rewards for friendly assistance, imposition of punishment for collaboration with guerrillas, employment of propaganda media, and imposition of necessary restrictive measures.

b. When the local populace collaborates with hostile guerrilla forces, rigid controls and restrictions are imposed. Such controls and restrictions may be relaxed subsequently according to the requirements of the situation. Punishment for violation of regulations and restrictions must be just and deserved to prevent exploitation by guerrillas. Maximum publicity is given to those offenses for which punishment is imposed. In order to reduce collaboration with guerrillas, it may be desirable to impose strict rationing controls on the production, distribution, and consumption of food, clothing, medical and other supplies.

c. Planning for rear area security is initiated without delay, is continuous, and includes plans to prevent, minimize, and combat enemy guerrilla activities. Planning for defense against guerrilla action requires a detailed analysis of intelligence of the area of operations including the enemy, weather, terrain, national characteristics, customs, beliefs, and desires of the people. Consideration is given to political and economic policies that are necessary to gain control of the area and its populace. Plans must be effectively coordinated with adjacent commands and vigorously implemented in all areas to prevent the movement of guerrillas.

d. Local and national police security detachments and other formations of local personnel and displaced persons are organized and utilized to guard critical installations against sabotage and to function as information collecting agencies. In rear areas, local civilians who are dependable and sympathetic are employed in security units and as agents and informers to infiltrate guerrilla units and report their movements and locations. Labor and service units may be utilized in the storage and distribution of supplies and the preparation of defensive works.

e. Screening of local civilian employees is essential to prevent information of military operations and troop movements from falling into the hands of guerrillas and infiltrators.

f. It may be necessary to provide essential items of supply to segments of the civilian populace, including victims of resistance force attacks, groups which have been relocated or concentrated for security reasons, and other civilians whose resistance to insurgent forces may be weakened by hunger and distress. These supplies initially will be limited to such survival items as food, medical supplies, clothing, fuel, and construction material. Emergency supplies must be safeguarded and controlled to insure equitable distribution and their denial to hostile elements.
g. No insurgent movement will achieve success without the willing or coerced support of a portion of the civilian populace. The following are suggested methods of control of civilians which may be adopted by CA units:

1. Confiscate weapons to reduce their availability to guerrilla seizure. Establish an accountability system for those weapons retained by civilians.
2. Register all civilians and set up an identity card system.
3. Establish a curfew with due consideration for civilian needs.
4. Set up circulation controls.
5. Suspend such personal rights as may be necessary to allow searches and arrest on suspicion.
6. Evacuate designated areas.
7. Provide security for friendly civilians and their families.
8. Establish a reporting system covering treatment of wounds and administration of medical aid.
9. Furnish relief supplies as required.
10. Conduct educational forums to counter insurgent propaganda and outline positive programs.
11. Secure reports on absentee employees.
12. Maintain control and accountability over foodstuffs, medicine, livestock, raw material, or other matter which may be of assistance to guerrillas.
13. Establish rationing systems for critical items.
15. Censor media of public communication.
16. License all forms of transportation.
17. Establish an information program with the support of psychological warfare personnel to publicize measures taken, reasons therefor, and punishments for noncompliance.
18. Reward civilians who contribute actively to counterresistance programs.
19. Restore normal community processes of public health, safety, education, communications, transportation, waste disposal, water supply, legal processes, and other expressions of civil government and administration.
20. Introduce necessary governmental and legal reforms.
22. Increase development and utilization of local resources.
23. Improve community relations activities.
24. Encourage civic action programs.

h. Counterguerrilla operations present legal and political problems of great complexity and sensitivity. Guerrillas, depending upon their status under international law, may be equated to regular armed units of the enemy or be regarded simply as brigands and bandits. For information concerning legal rules applicable to guerrillas and the use of local inhabitants in counterguerrilla operations, see FM 27-10.
APPENDIX K
SAMPLE ORDINANCES AND NOTICES

1. The sample ordinances and notices contained in this appendix are models for preparation of similar documents in military government situations. They have no application in situations short of full assumption of executive, legislative, and judicial authority by the U.S. military commander.

2. This appendix does not include samples of proclamations, as such documents are usually statements of far-reaching policy determination prepared at the highest governmental and military command levels for the signature of a supreme commander or figure of similar stature. They are intended for dissemination throughout affected countries and areas and all available channels, including civil affairs channels, are employed. CA personnel normally will not be involved in the drafting of such proclamations.

EXAMPLE OF AN ORDINANCE PERTAINING TO THE CIRCULATION OF CURRENCY IN OCCUPIED TERRITORY

ORDINANCE NO. 51

CURRENCY

ARTICLE I

Allied Military Currency

1. Allied Military Currency Notes bearing local denominations and in readily distinguishable form shall be legal tender in the occupied territory for the payment of any debt expressed in terms of the local currency.

2. Allied Military Currency Notes will in all respects be equivalent to any other local currency which is legal tender and of equal value.

3. No person shall discriminate between Allied Military Currency Notes and any other local currency which is legal tender and of equal value.

ARTICLE II

Prohibited Transactions

4. Except as authorized by the Civil Affairs Administrator, no person shall make or enter, or offer to enter, into any arrangement or transaction providing for payment in or delivery of a currency other than Allied Military Currency or Notes or local currency which is legal tender and of equal value.
ARTICLE III

Penalties

5. Any person violating any provision of this Ordinance shall, upon conviction by a Civil Affairs Court, be liable to any lawful punishment, other than death, as the Court may determine.

ARTICLE IV

6. This Ordinance shall become effective upon the date of its first promulgation.

__________________________
General, United States Army
Civil Affairs Administrator

EXAMPLE OF AN ORDINANCE PUBLISHED IN OCCUPIED TERRITORY SPECIFYING PENALTIES FOR CRIMES AND OFFENSES

ORDINANCE NO. 4

PROHIBITION OF WEARING OF MILITARY UNIFORMS

ARTICLE I

1. No former member of the armed forces and no other civilian shall at any time wear or display on his person or clothing any military decorations, medals, insignia, or badges or rank or any miniatures thereof.

ARTICLE II

2. From the effective date of this article, no former member of the armed forces and no other civilian shall at any time wear a military uniform, or any part thereof, in its regulation color and pattern.

3. The wearing of garments which have been produced by dyeing a uniform a color other than (indicated denied colors) or by remodeling it into a civilian pattern will be permitted, provided such dyed or remodeled garments may not be readily identified as a uniform. This provision does not apply to headgear of any military uniform, which will in no event be worn.

ARTICLE III

4. The term “military uniform” shall mean any uniform of—

(a) Any branch of the armed forces, including any para-military organization, and police uniforms similar there to, and shall include all outer garments including shirts and headgear but not including boots, shoes, or socks.
ARTICLE IV

5. The term "insignia" shall include but shall not be limited to collar, sleeve or shoulder ornaments or devices, distinctive braid and distinctive buttons of any of the organizations listed in Article III.

6. The term "military decorations and medals" shall include but not be limited to decorations and medals awarded to military personnel or to civilians for services related to the organizations listed in Article III, or for any other services related to military operations, but will not include decorations or medals granted or authorized by the government of any of the United Nations.

7. The term "military insignia and badges of rank" means insignia and badges or rank of any of the organizations listed in Article III.

ARTICLE V

8. The senior official at each level of government will initiate and carry out a program for the remodeling and dyeing of uniforms and for the collection and distribution of clothing to those without adequate clothing. He is responsible for the distribution of clothing between communities within the areas under his jurisdiction. For these purposes, mayors and county councillors shall have power to requisition surplus clothing. Without limiting individual responsibility hereunder, mayors and county councillors shall be responsible for insuring compliance within their areas of the terms of Articles I, II, and III hereto.

ARTICLE VI

9. Any person violating any of the provisions of this Ordinance shall upon conviction by a Civil Affairs Court be liable to any lawful punishment, other than death as the Court may determine.

ARTICLE VII

10. Articles II and III of this Ordinance shall become effective on ___. Articles I, IV, V, and VI shall become effective on ___.

__________________________
General, United States Army
Civil Affairs Administrator

EXAMPLE OF A NOTICE SPECIFYING HOURS OF CURFEW IN OCCUPIED TERRITORY

NOTICE
CURFEW

Until further notice no person within ___________ will be permitted to circulate on the streets or outside his own house without a permit of Civil Affairs authorities between the hours of _______________ and _______________.

Any persons found in the streets without such permit between those hours will be severely punished.

All persons are further warned that military guards are instructed to shoot any person seen outside his house after hours attempting to hide or escape.

__________________________
Major General, United States Army
Commanding General
(NOTE: In some instances, STANAG's and SOLOG's are similar in their provisions. In this appendix, where such is the case, the number of the similar STANAG or SOLOG will appear in parentheses next to the number of the reproduced STANAG or SOLOG.)

SOLOG AGREEMENT 29
DETAILS OF AGREEMENT
CIVIL AFFAIRS/MILITARY GOVERNMENT
PRINCIPLES OF OPERATION
(Study All)

General Remarks
No standard terminology is essential to this study.

SOLOG Agreement
1. The following general principles apply to all Civil Affairs and Military Government Operations; they are the basis for initial planning purposes in the absence of specific guidance:
   a. Humanity. The principle of humanity prohibits the use of any degree of violence not actually necessary for the purpose of the war. War is not an excuse for ignoring established humanitarian principles. To a large extent these principles have been given concrete form in the law of war; but because all of these principles have not become legal rules; a military commander should consider whether a proposed course of action would be humane even though not prohibited by international law.
   b. Benefit of the Governed. Subject to the requirements of the military situation, the principle of governing for the benefit of the governed should be observed.
   c. Reciprocal Responsibilities. The commander of an occupying force has the right, within the limits set by international law, to demand and enforce such obedience from the inhabitants of an occupied area as may be necessary for the accomplishment of his mission and the proper administration of the area. In return for such obedience, the inhabitants have a right to freedom from unnecessary interference with their individual liberty and property rights.
   d. Command Responsibility. Responsibility and authority for the conduct of Civil Affairs/Military Government operations are vested in the senior
military commander, who is guided by directives from higher authority, national policies, applicable agreements and international law.

e. Continuity of Policy. Continuity and consistency in policy are essential to the success of Civil Affairs/Military Government operations. Therefore, it is fundamental that overall policy be developed at governmental or top command levels and transmitted through normal command channels.

f. Inclusion of Civil Affairs/Military Government Aspects in Plans and Orders. It is essential that military directives, plans and orders contain guidance to insure the accomplishment of the Civil Affairs/Military Government mission.

g. Economy of Personnel. The duties of Civil Affairs/Military Government personnel should be confined where possible to supervision over existing or reestablished civilian authorities.

h. Integration in Combined Operations. In combined operations integration is desirable. This is achieved by exercising Civil Affairs/Military Government control through a combined command as opposed to establishing separate areas of national responsibility. Such integration should be included at appropriate command levels but should not extend to the command of Civil Affairs/Military Government units of one nation by officers of another.

STANAG AGREEMENT 2055
CIVIL AFFAIRS/MILITARY GOVERNMENT
PRINCIPLES OF OPERATION
DETAILS OF AGREEMENT

GENERAL

1. It is agreed that the NATO Armed Forces will adopt the principles of operation for Civil Affairs/Military Government contained in the succeeding paragraphs.

SCOPE

2. The following general principles apply to all Civil Affairs and Military Government operations; they are the basis for initial planning purposes in the absence of specific guidance:

a. Humanity. The principle of humanity prohibits the use of any degree of violence not actually necessary for the purpose of the war. War is not an excuse for ignoring established humanitarian principles. To a large extent these principles have been given concrete form in the law of war; but because all of these principles have not become legal rules, a military commander should consider whether a proposed course of action would be humane even though not prohibited by international law.

b. Benefit of the Governed. Subject to the requirements of the military situation, the principle of governing for the benefit of the governed should be observed.

c. Reciprocal Responsibilities. The commander of an occupying force has the right, within the limits set by international law, to demand and enforce such obedience from the inhabitants of an occupied area as may be necessary for the accomplishment of his mission and the proper administration of the area. In return for such obedience, the inhabitants have a right to freedom
from unnecessary interference with their individual liberty and property rights.

d. Command Responsibility. Responsibility and authority for the conduct of Civil Affairs/Military Government operations are vested in the senior military commander, who is guided by directives from higher authority, national policies, applicable agreements and international law.

e. Continuity of Policy. Continuity and consistency in policy are essential to the success of Civil Affairs/Military Government operations. Therefore, it is fundamental that overall policy be developed at governmental or top command levels and transmitted through normal command channels.

f. Inclusion of Civil Affairs/Military Government Aspects in Plans and Orders. It is essential that military directives, plans and orders contain guidance to insure the accomplishment of the Civil Affairs/Military Government mission.

g. Economy of Personnel. The duties of Civil Affairs/Military Government personnel should be confined where possible to supervision over existing or reestablished civilian authorities.

h. Integration in Combined Operations. In Combined Operations, integration of Civil Affairs/Military Government may be preferable to establishing separate areas of national responsibility. The decision of the commander of the occupying forces in the matter will depend upon the circumstances confronting him. If integration is decided upon, this will be achieved by exercising Civil Affairs/Military Government control through a combined command. Such integration should be included at appropriate command levels, but should not extend to the command of Civil Affairs/Military Government units or detachments of one nation by officers of another.

STANAG 2056 (SOLOG 39)
STANDARD CIVIL AFFAIRS/MILITARY GOVERNMENT
DOCUMENTS (PROCLAMATIONS AND ORDINANCES)

DETAILS OF AGREEMENT

GENERAL

1. It is agreed that the NATO Armed Forces will follow the policies and procedures for Civil Affairs/Military Government documents such as proclamations and ordinances, indicated in the succeeding paragraphs.

SCOPE

2. All initial proclamations and appropriate ordinances should receive the approval of the governments concerned prior to promulgation.

3. Initial proclamations should contain, where appropriate, the following:

a. Declaration of the occupation. This is formal notice of the fact of occupation and of the extent of the area over which the armed forces assume jurisdiction.

b. A statement as to the purpose and policy of the occupation.

c. A declaration of the supremacy of the theatre commander. This is an essential prerequisite to the administration of any Military Government. It should announce that a Military Governor has been appointed and that political ties with, and obligations to, the enemy government, if any, are suspended.
It should announce that inhabitants will be required to obey orders of the theatre commander and his subordinates and to abstain from all acts or words of hostility or disrespect to the occupying forces.

d. Confirmation that, unless the military authority directs otherwise, local laws and customs will continue in force, local officials will continue in office, and officials and employees of all transportation and communications systems and of public utilities and other essential services will carry on with their regular tasks.

e. Assurance that persons who obey the instructions of the military authority will be protected in their persons, property, religion, and domestic rights and will be allowed to carry on their usual occupations.

f. A statement that further proclamations or ordinances will accompany or follow the initial proclamation, specifying in detail what is required of the inhabitants.

g. Place and date document is signed, signature and military title of the issuing authority.

h. In the event the situation above is a Civil Affairs Administration of a liberated territory, rather than an occupation, the preceding paragraphs a to f should be appropriately modified.

4. Subsequent proclamations, numbered in sequence, contain detailed rules governing the conduct of the population. These rules of conduct may also be set forth in ordinances.

5. The format of Ordinances should be standardized to the following extent:

a. Ordinances should be numbered in sequence.

b. They should consist of a series of main subdivisions called Articles.

c. They should contain definitions of any terms used in them which are ambiguous or unfamiliar to the persons to whom they are addressed.

d. The final Article in each ordinance should specify the effective date of the ordinance.

e. Ordinances should be signed by the Military Governor or by some authorized subordinate.

6. Proclamations and ordinances will be published in all such languages as may be necessary to insure that they are understood by members of the occupying force and by the inhabitants of the occupied territory.

STANAG 2057 (SOLOG 40)
CIVIL AFFAIRS/MILITARY GOVERNMENT
SUBJECTS FOR INSTRUCTION
DETAILS OF AGREEMENT

GENERAL

1. It is agreed that the NATO Armed Forces will adopt the standard list of subjects for instruction of Civil Affairs/Military Government contained in the succeeding paragraphs.

SCOPE

2. The introduction of Civil Affairs and Military Government subjects for instruction, the method of providing the information and the amount of time to be devoted to each subject of instruction will be decided by the Service concerned.
3. Training will be conducted to familiarize all military personnel with Civil Affairs and Military Government operations. The following subjects will be included:
   a. The purpose and necessity of Civil Affairs and Military Government in military operations.
   b. Rules and conventions governing war, with emphasis on the enforcement of law, preservation of order, and the prevention of wanton destruction of civilian property, communications, records, etc.
   c. Organization and functions of Civil Affairs and Military Government staffs and units.
   d. The individual soldier's relation to Civil Affairs and Military Government operations.
4. Training in Civil Affairs and Military Government conducted in courses of command and staff schools or colleges will be preceded by training outlined in paragraph 3 above and will include the following subjects:
   a. Comparison of systems of government.
   b. Training and employment of Civil Affairs and Military Government units and personnel.
   c. Civil Affairs and Military Government planning.
   d. The combined or inter-allied aspects of Civil Affairs and Military Government operations.
   e. The methods of including Civil Affairs and Military Government problems in instructional and training exercises.
5. Courses for Civil Affairs and Military Government personnel will include the following subjects:
   b. Comparative government, national, state or provincial, and lower levels.
   c. Organization of the Army.
   d. National policy concerning Civil Affairs/Military Government operations.
   e. Staff functions and procedures.
   f. Rules of land warfare and appropriate maritime law.
   g. Civil Affairs/Military Government organization.
   h. Civil Affairs/Military Government functions including courts, public safety, public health and others.
   i. Local procurement in support of military operations.
   j. Logistical organization and procedures of the Armed Forces.
   k. The nature of interallied Civil Affairs/Military Government operations.
   l. On mobilization, regional and language training.
6. Courses conducted at combined training centres will be similar to the courses for Civil Affairs/Military Government personnel with additional emphasis on interallied operations.

STANAG 2058 (SOLOG 41)
CIVIL AFFAIRS/MILITARY GOVERNMENT
PRINCIPLES OF ORGANIZATION
DETAILS OF AGREEMENT

GENERAL
1. It is agreed that the NATO Armed Forces accept the principles of organization for Civil Affairs/Military Government as shown in the succeeding paragraphs.
SCOPE
2. Civil Affairs/Military Government is a command responsibility.
3. The function of Civil Affairs/Military Government is supervised and directed by the commander, assisted by an appropriate staff.
4. Civil Affairs/Military Government operations are performed exclusively by Civil Affairs/Military Government units or detachments insofar as practicable.
5. The organization for Civil Affairs/Military Government is flexible in order to function effectively under varying situations and contingencies.
6. Integration of Civil Affairs/Military Government personnel is desirable in combined operations. The decision of the Commander of the occupying forces in the matter will depend upon the circumstances confronting him. If integration is decided upon it should not normally extend to the command of Civil Affairs/Military Government units or detachments of one nation by officers of another.
7. The Armed Forces of the NATO countries will accept responsibility for appropriate administration and support required by attached Civil Affairs/Military Government personnel or units of any of the other Armed Forces.

SOLOG AGREEMENT 42
DETAILS OF AGREEMENT
CIVIL AFFAIRS/MILITARY GOVERNMENT TRAINING
PRINCIPLES
(Study D 3)

General Remarks
No standardized terminology is essential to this study.

SOLOG Agreement
1. The introduction of Civil Affairs/Military Government training, the method of providing the instruction and the amount of time devoted to training will be decided by the army concerned.
2. Basic orientation in Civil Affairs/Military Government will be provided for all Army personnel on active duty prior to or during movement overseas.
3. Additional general instruction will be given to all army officers on active duty to impart a knowledge, at least equivalent to that required in regard to organization and operation of administrative and technical services.
4. Advanced instruction will be given at high level military schools at which officers are trained for command and staff assignments.
5. Maneuvers and other training exercises will include problems requiring the participation of Civil Affairs/Military Government units and personnel.
6. Civil Affairs/Military Government personnel will receive military training.
7. The functional training provided for specialists will be designed to adapt their civilian specialties to military operations.
8. Civil Affairs/Military Government personnel will receive appropriate regional training in accordance with their planned assignment.
9. Civil Affairs/Military Government personnel assigned to a theater or area having an inter-allied command should normally receive additional training at a combined training center.
STANAG NO. 2065
DETAILS OF AGREEMENT
CIVIL AFFAIRS/MILITARY GOVERNMENT
TRAINING PRINCIPLES FOR NATO ARMED FORCES

GENERAL
1. It is agreed that the NATO Armed Forces accept the following principles for training in Civil Affairs/Military Government.

SCOPE
2. Introduction of Training

The introduction of Civil Affairs/Military Government training, the method of providing the instruction and the amount of time devoted to training will be decided by the Service concerned.

3. Basic Training

Basic orientation in Civil Affairs/Military Government will be provided for all Service personnel on active duty.

4. Further Training

a. Additional general instruction should be given to all officers on active duty to impart a knowledge at least equivalent to that required in regard to organization and operation of administrative and technical services.

b. Advanced instruction will be given at high level military schools at which officers are trained for command and staff assignments.

5. Maneuvers and Exercises

Maneuvers and other training exercises will when practicable include problems requiring the participation of Civil Affairs/Military Government units and personnel.

6. Training of Civil Affairs/Military Government Personnel

a. Civil Affairs/Military Government personnel will receive military training.

b. The functional training provided for specialist personnel will be designed to adapt their civilian specialties to military operations.

c. Civil Affairs/Military Government personnel will receive appropriate regional training in accordance with their planned assignment.

d. Civil Affairs/Military Government personnel assigned to a theater or area having an inter-allied command should normally receive additional training at a combined training center and/or school.
1. This checklist of civil affairs functions is intended as a guide for non-CA
units and personnel who may become involved in civil affairs activities, as well
as for CA staff officers and units. Those items listed within each functional
area indicate the activities generally to be performed under all situations, in
addition to those particularly pertinent to the intensity of conflict concerned.
Performance of these functions will be accomplished within the framework
of applicable policy guidance and directives of higher headquarters.

2. It is recognized that a number of these listed activities will be beyond
the capabilities of non-CA units and personnel. However, this checklist will at
least assist the commander in identifying and isolating his civil affairs prob­
lems and, as appropriate, permit him to seek trained assistance.

3. This list is not exhaustive, but does contain those civil affairs tasks,
the performance of which can be commonly anticipated at all levels of com­
mand in one form or another. A statement of all functional team capabilities
is contained in appendix C.

(CA Functional Checklist located in back of manual)
### ARTS, MONUMENTS, AND ARCHIVES
Advise the commander about protection of traditional culture, customs, and art of the area.

Recommends measures for protecting and safeguarding cultural properties such as religious buildings, monuments, and other historical and cultural sites.

Establish and maintain a list of all national and international monuments.

- **Public Communications**
  - Conduct surveys of radio and television facilities.
  - Establish liaison with local media organizations.
  - Coordinate the supply, procurement, and distribution of all military supplies.
  - Request protection of critical civilians and facilities.

- **Public Education**
  - Develop list of educational resources.
  - Assist in developing curricula and textbooks.
  - Establish liaison with educational institutions.

- **Public Finance**
  - Establish working relationships with official and non-official banks.
  - Develop list of commercial and financial institutions.
  - Advise on fiscal policies.

- **Public Health**
  - Survey civilian public health situation.
  - Establish liaison with host nation public health agencies.

- **Public Safety**
  - Advise commander on status of public safety in the area.
  - Establish liaison with host nation security agencies.

- **Public Utilities**
  - Advise on status of public utilities in the area.
  - Establish liaison with host nation utilities agencies.

### Civilian Supply
Plan for relief supplies for immediate needs of civilians.

- **Civilian Services**
  - Determine availability of civilian supplies in accordance with policy and applicable law.
  - Acquire and distribute civilian supplies in accordance with policy and applicable law.
  - Develop community relations programs.

- **Civilian Information**
  - Establish working relationship with local media organizations.
  - Develop community relations programs.

- **Civilian Security**
  - Establish working relationship with local security agencies.
  - Develop community relations programs.

### Civil Defense
- **Civilian Information**
  - Establish working relationship with local media organizations.
  - Develop community relations programs.

- **Civilian Security**
  - Establish working relationship with local security agencies.
  - Develop community relations programs.

### Civil Supplies
- **Civilian Services**
  - Establish working relationship with local media organizations.
  - Develop community relations programs.

- **Civilian Information**
  - Establish working relationship with local media organizations.
  - Develop community relations programs.

- **Civilian Security**
  - Establish working relationship with local security agencies.
  - Develop community relations programs.

### Civilian Supplies
- **Civilian Services**
  - Establish working relationship with local media organizations.
  - Develop community relations programs.

- **Civilian Information**
  - Establish working relationship with local media organizations.
  - Develop community relations programs.

- **Civilian Security**
  - Establish working relationship with local security agencies.
  - Develop community relations programs.
Conduct surveys of:
- Transportation equipment and sources of replacement parts.
- Bulk fuel requirements and sources.
- Maintenance capabilities.
- Minimum transportation requirements for civilian sea, land, and air, including necessary inventories and commerce officials and others who are acceptable.

Determine and recommend operation of equipment and transportation facilities for civilian use.

Estimate and assure the personnel and equipment required for rehabilitation facilities.

Assure soil and forest rehabilitation activities.

Recommend policies for protection of soil and forest resources.

Determine assistance to host country in planning, organizing, and conducting surveys of:
- Agricultural extension.
- Veterinary services.
- Agricultural education.

Conduct surveys to:
- Determine the extent of the welfare problem.
- Assess the number and condition of welfare facilities.
- Determine the amount of welfare supplies needed for emergency relief.
- Determine the number and location of civilian welfare organizations available.
- Establish the number presently on welfare rolls.
- Determine the feeding population of the welfare institutions.
- Determine entering public welfare laws.
- Plan and distribute welfare supplies from all sources.

Assure and advise commander on all aspects of public welfare.

Establish liaison with USAID and other U.S. agencies, and with other government agencies, international organizations, and private agencies.

Assist in determining policies for relief programs.

Determine location of food and surplus areas.

Plan and program for necessary relief facilities, including emergency storage facilities.

Establish and supervise relief efforts, including emergency storage and distribution centers.

Assist in the prevention of unnecessary exploitation of economic resources.

Determine location of food and surplus areas.

Plan and program for necessary relief facilities, including emergency storage facilities.

Establish and supervise relief efforts, including emergency storage and distribution centers.

Sanctions as required.

Determine and recommend operation of equipment and transportation facilities for civilian use.

Estimate and assure the personnel and equipment required for rehabilitation facilities.

Assure soil and forest rehabilitation activities.

Recommend policies for protection of soil and forest resources.

Determine assistance to host country in planning, organizing, and conducting surveys of:
- Agricultural extension.
- Veterinary services.
- Agricultural education.

Conduct surveys to:
- Determine the extent of the welfare problem.
- Assess the number and condition of welfare facilities.
- Determine the amount of welfare supplies needed for emergency relief.
- Determine the number and location of civilian welfare organizations available.
- Establish the number presently on welfare rolls.
- Determine the feeding population of the welfare institutions.
- Determine entering public welfare laws.
- Plan and distribute welfare supplies from all sources.

Assure and advise commander on all aspects of public welfare.

Establish liaison with USAID and other U.S. agencies, and with other government agencies, international organizations, and private agencies.

Assist in determining policies for relief programs.

Determine location of food and surplus areas.

Plan and program for necessary relief facilities, including emergency storage facilities.

Establish and supervise relief efforts, including emergency storage and distribution centers.

Sanctions as required.
LABOR

Conduct surveys to determine: Manpower currently in communities, skill levels and gaps. Unusual and current employment of labor. Customary conditions of work, including pay, supervisory methods, and standards of compensation. Unusual labor requirements imposed by catastrophes, combat, local economic development, indigenous authorities, the enemy, and friendly military forces. Controls on pay and conditions of work imposed by governmental, quasi-governmental, and independent agencies.

Structure of labor organizations, relationship to the government, political and social strength and influence; nature of organization (craft or industrial). Methods, authority, and effectiveness of indigenous private and public employment exchanges.

Advise: Commander and U.S. elements of availability of labor, appropriate compensation (including termination and other benefits), conditions of employment, supervisory methods. Indigenous officials, other leaders, potential employees, and information media, as appropriate, of U.S. employment, actual or potential.

PROPERTY CONTROL

Determine classifications of property to be taken into custody, if required. Analyze civil laws pertaining to property. Formulate policy and procedures concerning custody and administration of property.

Conduct surveys to determine: Private property with potential military use. Government property with potential military use. Assess return of all property taken into custody to legal owners.

Adviser commander concerning all aspects of property control.

PUBLIC ADMINISTRATION

Survey governmental organization at all levels. Survey lines of authority and influence having impact on political matters. Analyze effectiveness of existing agencies of government or social control. Recommend adequate number of government officials and employees, and other community representatives.

Negotiate to gain support or cooperation for U.S. forces.

Recommended to host nation the organization, functioning, staffing, and authority of agencies of government or social control at all levels of government. Advise on legislation, regulations, or policies based on the society and economy of the area. Participate in joint commissaries, or councils concerned with governmental affairs.

Supervise existing organs of government. Restate full control of government as soon as practicable to friendly officials. Enter such proclamations and notices as are authorized by higher headquarters upon initial entry into the area. Display appropriate U.S. or allied flags in public areas when practicable.

Same as "Occupied Friendly" and: Same key indigenous personnel for use in implementation of property control. Black and control all usable assets and resources of potential military use not contained in other functional areas.

TRIBUNALS...

Prepare legal studies concerning applicable U.S., host nation national and international law. Prepare studies of organization and functioning of local judicial system and bar. As required, perform functions of CA unit staff judge advocate. Advise commander concerning all aspects of law affecting CA activities.

Establish liaison with host nation judicial and bar, and with other U.S. agencies as appropriate; and with international legal organizations. Recommended modifications concerning judiciary and court administration.

Supervise and assist host nation in drafting of legislation necessary for establishment of stability in administration of justice. Establish liaison with judiciary and bar and assist in establishing, or reestablishing, functioning judicial and professional systems. Advise and assist in the drafting of legislation for the improvement of judicial administration.

Establish liaison in planning for military justice and training of military personnel in military justice. Review, analyze, evaluate, and recommends suspensions, abrogation, modification, amendment, or retention of current or proposed local laws. Supervise the local judicial system and make appropriate changes as needed. Receive and evaluate local judicial decisions to determine impact of judicial system. Establish supervision over local bar. Prepare or assist in preparation of memorandums necessary to the enforcement of U.S. policy and international law.

Establish and supervise the functioning of military government courts. Establish regulations and supervise existing reports for legal documents.

Adviser on legislation local authorities in planning, establishing, structuring, meaning, or administering indigenous labor resources. Recommend labor legislation, as appropriate, to host nation authorities. Authorize non-labor legislation, as appropriate. fascism lenses compared with Hague and Geneva Conventions.

Assist commander and direct local government in planning, establishing, structuring, meaning, or administering control over natural resources. Authorize non-labor legislation, as appropriate. fascism lenses compared with Hague and Geneva Conventions.

RELIGIOUS RELATIONS

Advise commander on significance of religions and cultures of the area and of possible effort on military operations. Survey religious practices, structures, physical symbols and devices, hierarchies, and sacredness of religious facilities. Educate U.S. troops concerning religious customs to reduce possibility of offending. Analyze, evaluate, and recommend solution to potential religious-cultural problem areas. Maintain liaisons with missionaries and local clergy. Provide liaison with religious groups and, as required, provide limited assistance to and participation in beneficial activities and charitable endeavors. Encourage religious freedom wherever beliefs or practices threaten security of U.S. forces, or encourage sale lives of participants. Develop areas of comparison and evaluation to lessen friction and hostility between opposed religious groups. Determine general restrictions on and permitted use of religious facilities in the area.

Same as "Occupied Friendly" plus: Propagate policy and issue civil affairs directives necessary to assure religious-cultural problems.

Waste disposal systems. Water supply. Requirements and potential. Supply requirements and sources. Advise commander on all aspects of public works and utilities.

Within command policies. Assist in restoration of religious facilities and worship. Assist in housing and returning religious funds and properties to the rightful ownership.

Preserve essential freedom of religion; however, curb religious practices and beliefs which pose a security threat to U.S. forces; and remove repressive or burdensome such practices and beliefs. Issue directives on the use of religious facilities.
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By Order of the Secretary of the Army:

Official:
KENNETH G. WICKHAM,
Major General, United States Army,
The Adjutant General.

Distribution:
To be distributed in accordance with DA Form 12-11 requirements for Civil Affairs and Military Government.

HAROLD K. JOHNSON,
General, United States Army,
Chief of Staff.