

Extract from:

Foreign Command of U.S. Forces

by

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## SUMMARY

### Foreign Command of U.S. Forces

Prior to World War I, commanders of American expeditionary forces retained the command of their forces and co-operated with allied forces without subordinating themselves to a foreign commander. (See paragraphs a & b.) During World War I, General Pershing preserved unit identity and integrity, but attached separate regiments, divisions and corps to both French and British higher commands for training and combat. (See paragraph c.) The commander of the 1918 American Expeditionary Forces, North Russia retained administrative control of his forces but accepted the operational control of the British officer serving as Allied Forces Commander. (See paragraphs d, e & f.) The commander of the American Expeditionary Forces, Siberia did not recognize the command authority of the Japanese general who was designated Supreme Commander, Allied Forces in the Far East, but functioned on the old basis of co-operation. (See paragraph g.)

During World War II, the bulk of American forces served in areas in which the Supreme Allied Commander was an American. Nevertheless, there were occasions when divisions went into combat attached to the corps of other national forces. For example, in the Southwest Pacific, I Corps and the 32d and 41st Infantry divisions fought under Australian command until Sixth Army arrived. (See paragraph h.) In North Africa, the 34th Infantry Division was attached to the British IX Corps during the battle of Fondouk Gap (see paragraph i), and in France the 36th Division was attached to the French II Corps during the battle for Colmar. (See paragraph k.)

During the Korean and Vietnam Wars, American officers occupied senior allied command positions and the more common experience was for foreign troop units to serve under a higher American operational command. (See paragraph l.)

Beginning in 1948 on the Israeli border and from 1949-1954 in India/Pakistan, United Nations Truce Supervision resulted in small numbers of Americans serving with United Nations peacekeeping forces. (see paragraphs m & n.) The United Nations was not involved in the multi-national intervention in Lebanon in 1982-84. (See paragraph q.)

American military involvement with the OAS (Dominican Republic) and the Multi-national Force and observers (MFO) had American officers serving as chief of staff or deputy commander to foreign commanders. American logistical support, however, remained under American control. (See paragraphs o & p.)

INFORMATION PAPER

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SUBJECT: Foreign Command of U.S. Forces

1. Purpose: To provide examples of American combat units subordinated to a higher unit of a foreign nation.

2. Facts:

a. Boxer Rebellion. First Relief Expedition, 10-26 June 1900. A small allied force of some 2,000 marines and bluejackets, including 112 Americans, was landed under control of British Admiral E. H. Seymour, senior officer present. Its movement to Peking was repulsed by much superior Chinese strength at Tang Ts'u. The force returned to their ships June 26, having suffered 300 casualties.

b. Boxer Rebellion. Second Allied Expedition, 20 June-15 August 1900. Russian, British, French, Japanese and U.S. detachments were hurried to Taku, where an Allied Expeditionary Force was formed to go to the relief of Peking. The first American contingent came from the Philippines, with reinforcements sent from San Francisco. No over-all command was appointed; actions were taken on a co-operative basis. The-U.S. government "did not wish to place American fighting men under other national command authority." Apparently in the heat of battle, however, there were incidents where at least British and American troop leaders worked under one another's tactical command for brief periods en route to Peking.

c. World War I. Included in the orders General Pershing received from the Secretary of War before he left for France was the stipulation "to cooperate with the forces of the other countries . . . but in so doing the underlying idea must be kept in view that the forces of the United States are a separate and distinct component of the combined forces, the identity of which must be preserved."

During the German spring 1918 offensive, the British commander, General Haig, was so shaken by the crisis on the Somme that he volunteered to subordinate British troops around Amiens to French General (later Marshal of France) Ferdinand Foch. out of this agreement to subordinate to Foch all troops around the Amiens salient grew a broader understanding to subordinate, first, all British and French troops on the Western Front, and later all Allied forces.

As U.S. forces began to arrive in Europe, the French repeatedly attempted to obtain American troops to place within the French divisions as replacements. Pershing resisted this effort. Instead, 4 separate regiments, 23 divisions including

both infantry and field artillery brigades, and 3 American corps were attached to French commands as part of the training and buildup until the number of American divisions in France permitted the Americans to take over their own sector of the front. Even with the American build up, the French continued to provide artillery support during the American offensives. Similarly, six divisions and one corps were attached to British commands in the northern sector.

d. Allied Forces, North Russia. With the authority of the Central Soviet, the Murmansk Soviet in north Russia sought Allied intervention to protect the Murmansk railroad which was threatened with capture by Finnish White Guard forces. British Maj. Gen. F. C. Poole arrived at Murmansk on 24 May 1918 and shortly thereafter became Commander-in-Chief of all Allied Forces in North Russia, there being contingents from Great Britain, France, and Serbia in Murmansk at this time. On 31 July, an Allied force numbering about 1400 troops of eleven nationalities under General Poole sailed from Murmansk to Archangel. The United States was represented with a detachment of 50 sailors commanded by Capt. Dion B. Bierer of the USS Olympia.

e. American Archangel Contingent. On 17 July 1918, President Wilson agreed to furnish an American contingent of three battalions of infantry and a battalion of engineers. General Pershing selected the 339th Infantry, the 1st Battalion, 310th Engineers, the 337th Field Hospital, and the 337th Ambulance Company, all from the 85th Division, to form the expedition. Assembled and equipped at Cowshott Camp, Surrey, England, on 9 August 1918, these units were officially designated the "Murmansk Expedition," with Lt. Col. George Evans Stewart of the 339th Infantry as commanding officer. The expedition totaling 143 officers and 4344 enlisted men arrived on 4 September in Archangel, North Russia. where with other forces it became part of the command of Maj. Gen. F. C. Poole, British Army. Between Sept 1918 and May 1919 many minor operations against the Bolshevik forces took place, resulting in more than 500 American casualties. On 26 October 1918, Maj. Gen. Edmund Ironside, British Army, succeeded General Poole as commander of the Allied force. On 9 April 1919 the American contingent was redesignated the "American Expeditionary Force, North Russia." Brig. Gen. Wilds P. Richardson assumed command of all American troops in North Russia, supreme command, however, continuing with the British. The last American element departed on 27 June 1919.

f. The Murmansk Contingent. On 12 February 1919, President Wilson, upon the initiative of the British Government, decided to send two companies of railway troops (750 officers and enlisted men) to operate and maintain the Murmansk Railway in North Russia, so that a line of withdrawal for the icebound Allied force at Archangel might be kept open. The 167th (Operations) and 168th (Maintenance) Companies, Transportation Corps, formed

the "North Russia Transportation Corps Expeditionary Forces," commanded by Maj. Edward E. MacMorland. The allied tactical commander in North Russia was Maj. Gen. C. M. Maynard, as British Commander-in-Chief of the Murmansk region a subordinate of General Poole. Administrative control was vested in General Richardson, the senior American officer in North Russia. The unit arrived at Murmansk 8 April. Detachments detailed for combat duty operated an armored train between May and July 1919 and participated in several minor engagements with the Bolshevik Seventh Army during the Allied advance to Lake Onega. On 28 July 1919, the contingent embarked at Murmansk for Brest France, and Headquarters, AEF North Russia was discontinued 5 August 1919.

g. American Expeditionary Forces, Siberia. In the summer of 1918, the United States decided to join in limited military action in Siberia and suggested to the Government of Japan, with concurrence of other Allied powers, that the United States and Japan each send a few thousand men to Vladivostok, Siberia, to assist the Russians, guard military stores, and aid the Czecho-Slovaks. On 18 August 1918, Gen Kikuzo Otani, Japanese commander-in-chief, informed Allied commanders that Allied powers had entrusted him with supreme command of Allied forces in the Far East. Joint military operations began immediately under Japanese command. When Maj. Gen. William S. Graves arrived on 2 September, he assumed command of AEF, Siberia and notified General Otani that he desired to cooperate with the Japanese, but had no orders to place American troops under Japanese command.

Early in 1919, the Allies reached an accord to use the Russian Railway Service Corps, an American unit, to supervise the railroad activities along the Trans-Siberian and Chinese-Eastern Railways within the Allies' zone of operations. In Spring 1919, the Allies decided to divide the Siberian railways into guard sectors to assure maintenance and operation. After Americans assumed these duties, there were several encounters with armed partisans that resulted in the death of 36 Americans. On 1 July 1919, the AEF in Siberia totaled 338 officers, about 8050 enlisted men, 17 female nurses, and 17 field clerks. On 31 December, American forces received orders to withdraw, and during January the first units sailed for Manila. On 1 April 1920, AEF Siberia, together with all remaining units of the expedition, sailed from Vladivostok for Manila.

h. World War II, Southwest Pacific. A 30 March 1942 Combined Chiefs of Staff directive appointed General Douglas MacArthur Commander-in-Chief, Southwest Pacific Area (SWPA). As a theater commander, however, MacArthur was ineligible to command a national force. Three commands, Allied Land Forces, Allied Air Forces, and Allied Naval Forces, established on 18 April 1942, exercised operational control over Allied units. Both air and naval forces had American commanders, but land forces were under the control of General Sir Thomas Blamey, Australian Army.

American combat units, I Corps and the 32d and 41st Infantry

divisions, fought under General Blamey's command until U. S. Sixth Army arrived in Brisbane, Australia in February 1943. As an additional duty, the commander and staff, Sixth Army, became the commander and staff, ALAMO FORCE, activated 1 June 1943 as an Allied task force that was under the direct operational control of General Headquarters, SWPA. In other words, MacArthur created ALAMO FORCE as a special task force to preclude American combat units from operating under General Blamey's command. After MacArthur's reconquest of New Guinea, ALAMO FORCE was discontinued and Sixth Army assumed the missions of ALAMO FORCE that had not been passed to other commands. Meanwhile Blamey continued to command New Guinea Force, essentially Australian ground combat units.

i. World War II, North Africa. With the appointment of General Eisenhower as Commander-in-Chief, Allied Expeditionary Force (later Allied Force), American combat troops were guaranteed an American chain of command. For diplomatic reasons related to the Vichy French problem, the operation was to appear an American operation with the British following. The three task forces were organized on a national basis, two American forces to the west and a British force to the east. Air force support was also organized on national lines paralleling the task forces, forcing Brigadier General Doolittle to divide 12th Air Force resources between the two task forces, with separate commanders each responsible directly to the respective task force commanding general. The original plan to have a deputy commander in chief from the British Army was dropped on British initiative in favor of an American, General Mark Clark, who would be able to retain the American character of the expedition in case General Eisenhower was disabled. The U.S. naval forces could provide the naval task force only for the western force. Thus the British naval forces had to support the American task force in the center as well as the British eastern task force. General Eisenhower exercised command over the naval portion of the Allied Force through Admiral Sir Andrew Browne Cunningham.

During the initial period of the North African campaign, November 1942 to February 1943, regiments, combat commands, and brigades were committed as they arrived in the combat zone. Units from the U.S. 1st Infantry Division were placed in both the British and French corps, while 1st Armored Division units were scattered in both the French and U.S. corps. Integration or mixing of the units' subordinate elements as small as company or battery, and including support elements, into allied units became unworkable.

During the Ousseltia Valley operations in late January 1943, CCB, 1st U.S. Armored Division, having just passed from British First Army control to control of the U.S. 1st Armored Division, was assigned to the French XIX Corps and further placed under the operational control of the French Algiers Division. This was only the beginning of the operational confusion at the time of the battle of the Kasserine Pass.

After the Battle of the Kasserine Pass, Eisenhower established the 18th Army Group, reorganized forces along more national lines both operationally and logistically, commenced rearming the French with American equipment, and moved the entire U.S. II Corps from the Allied right flank to the extreme left flank. Subsequently, allied operations were conducted with forces organized for combat along national lines; there was little integration of combat (maneuver) units below division level.

During the Battle of Fondouk Gap, 8-9 April 1943, the U.S. 34th Infantry Division was attached directly to the 9th British Corps, 18th Army group. The division commander took his orders from the British corps commander, but the soldiers were fighting directly under American officers.

j. World War II, Italian Campaign. The Italian Campaign was conducted by a multinational force operating under Allied Force Headquarters. Below AFHQ, the 15th Army Group headquarters (known at various stages as "Headquarters, Central Mediterranean Force" and "Headquarters, Allied Armies in Italy") operated as a combined staff from its inception in 1943. This headquarters under British Field Marshal Sir Harold Alexander was both the administrative headquarters on the British side and an operational headquarters for the Americans. U.S. Fifth Army, commanded by Lt. Gen. Mark Clark functioned under the 15th Army Group. In December 1944, General Clark assumed command of the 15th Army Group. The Italian campaign saw a greater variety of nationalities than anticipated at the onset, as American, British Commonwealth and Empire (and ancillary groups from Balkan and Baltic nations), French, Italian and Brazilian units eventually numbered among them. Because of the separation of the British Eighth Army, the Italian Army, and the U.S. Fifth Army, American ground forces remained under U.S. national command. The Fifth Army quartermaster assumed supply responsibility for the Italian forces even though it was organized as a separate national force. The Fifth Army also assumed responsibility for transporting Brazilian troops and supplies behind corps rear boundaries, evacuating Brazilian casualties to American hospitals and burying Brazilian dead in U.S. military cemeteries. The Fifth Army provided the command structure to maintain American forces under American command. The smaller size of the many other national forces involved created a situation where it was more likely to find other national forces under American command.

k. World War II, Northern Europe. During the Battle of the Bulge when U.S. First Army command was divided by the German advance, the northern portion of U.S. First Army was chopped to the British command of Field Marshall Montgomery. Generally, the separation of national forces in the Northern Europe campaign, Canadians on the far left, British on the left, and Americans on the right, together with the broad front advance, did not create a situation where national command structures were mixed below

the Army level.

Further south, in Lorraine and Alsace, the inclusion of the French First and Second Armies within the 6th Army Group did lead to the first case of an American division fighting under French control. Readjusting the broad front to compensate for the withdrawal of Patton's Third Army to respond to the Battle of the Bulge, the 6th Army Group shifted the French forces. During the battle of the "Colmar Pocket," the 36th Infantry Division was passed to French First Army control upon the seizure of the French city of Selestat. The U.S. 36th Division (French II Corps) was positioned between the French 2d Armored Division on its left and the 3rd Algerian Infantry Division on its right.

l. Korean War, 1950. For the first two months of the Korean War, Republic of Korea and United States forces fought alone against the North Korean invasion. Nonetheless, planning proceeded to integrate into the UN command the forces of other UN members when they were offered. Basic to the planning was the fact that the Security Council had asked the United States to appoint the commander for the Korean effort and recommended that all military forces sent to Korea be placed under a unified command to be established by the United States. On 8 July 1950 Truman appointed General Douglas MacArthur Commander-in-Chief of UN forces in Korea (CINCUNC). One week later the president of the Republic of Korea assigned MacArthur command of all ROK military forces.

Because of the preponderance of U.S. military forces, units offered to the UN by other nations were attached to various U.S. units of regimental or division-size or absorbed into a service command. Insofar as possible they were integrated into the U.S. supply organization on a reimbursable basis. Twenty-six member nations offered assistance ranging from ground combat units, medical units, material, and bases for training. As member units reported to CINCUNC, they were placed under the operational control of the appropriate service command, requiring an extensive liaison section to further the multi-nation effort.

Although the Korean War is an example of an allied command of United Nations forces, the Commander-in-Chief of UN Forces in Korea (CINCUNC), General MacArthur, was an American.

m. United Nations Truce Supervisory organization (UNTSO). Beginning in 1948 and continuing to the present day, the U.S. has participated in the UNTSO that supervises armistice and cease fire arrangements between Israel and its neighbors. In 1948, the U.N. Security Council established a Truce Commission, headed by a mediator. The first mediator, Count Bernadotte, requested the assistance of military advisers and observers. The Security Council agreed, but left the recruiting to Bernadotte. The initial observer group numbered only 21 and came from those countries already forming the Truce Commission, Belgium, France and the United States, but the number soon grew to 300. The



observers were organized into four Mixed Armistice Commissions (MAC), each being responsible for one of the interstate armistice lines. observers do not provide military intervention, but rather report violations of the truce agreement. The senior military position is held by a non-American to whom American observer officers are assigned for operational control while administrative control remains within an American chain of command.

n. United Nations Military observer Group in India and Pakistan (UNMOGIP). From 1949 to 1954, when the Government of India requested that the Americans be removed from the force, the U.S. also provided a two man team to UNMOGIP. It has not been possible to determine from available sources the command arrangement.

o. Dominican Republic, 1965-1967. When President Johnson ordered American intervention in the Dominican Republic, he also began the diplomatic process to gain support for a multi-national force, although in this case the sponsor was the organization of American States and not the United Nations. The command structure was devised ad hoc as events unfolded, and yet was similar to the later command structure of the MFO in the Sinai.

American intervention between 27 April and 23 May 1965 consisted of evacuation of civilians, unilateral peacekeeping, and the establishment of lines of communication by the U.S. Army. The Inter-American Peace Force was established in Santo Domingo on 23 May. Troops were provided by six Latin American countries, and the U.S. shifted a 6,243-man permanent contingent to the Inter-American Peace Force Command while withdrawing the remainder of the 21,500 U.S. troops originally committed.

General Bruce Palmer, Jr. assumed temporary command of the peace force and formed the cadre staff before the Brazilian commander, General Hugo Panasco Alvim, arrived on 28 May. By supplying the vast majority of troops and staff, and almost all logistics, the United States was able to influence the actions of the force without commanding it. To entice support for the Inter-American Peace Force, the United States offered to provide all supplies and logistics to any participating contingents. Thus, except for the Brazilian contingent, Latin soldiers arrived with their weapons but little else. Faced with having to feed and outfit the arrivals from stocks meant only for American troops, General Palmer objected, but Secretary of Defense McNamara directed that additional food, clothing, tentage, and non-U.S. standard ammunition be sent directly to the Dominican Republic from storage depots in the continental United States. The United States continued to feed, house, and supply the non-Brazilian forces for the duration.

Exactly one year and two months after the start of the civil war, and acting upon a request from Provisional President Garcia-Godoy, the OAS Tenth Meeting of Foreign Ministers passed a resolution on 24 June 1966 calling for the withdrawal of the

peace force to begin before 1 July and be completed within ninety days. On 27 September 1966 the organization of American States officially deactivated the Inter-American Peace Force. The operation cost 237 casualties, including 27 U.S KIAs, and a financial expenditure of \$311 million by the United States for both humanitarian aid and military-related costs.

p. Multi-national Force and observers (MFO)/ Sinai, 1979-present. The MFO, Sinai, is a continuing peacekeeping activity of the United Nations, administered by a Director General, MFO, with offices located in Rome. The administrator is a retired American Foreign Service officer.

The U.S. Army provides one out of three infantry combat battalions regularly on duty in the Sinai and a support battalion supported by multi-national troops who provide communicators, military police, engineers, truck drivers and air traffic controllers. The Commander of the Field Forces is a general officer of any of the contributing forces except the United States. The Chief of Staff of the military Field Forces is an American colonel who has previously commanded a brigade.

Logistical support for the entire force is provided by the 1st Support Battalion, which is technically aligned with the 18th Airborne Corps, supplemented with support personnel from other participating nations.

q. Lebanon, 1982. In April 1982, the U.S. joined with England, France and Italy to establish a Multinational Force (MNF) in Beirut to oversee the evacuation of PLO guerrillas from Lebanon. As with the establishment of the MFO, the MNF came into being out of a combination of disunity in the UN and Israeli preference for a non-UN force. White House Special Envoy Philip C. Habib and Ambassador Morris Draper met with the ambassadors of the participating powers to establish a MNF. Marine officers from U.S. European Command Headquarters provided liaison among Special Envoy Habib, the deploying forces, and, through U.S. EUCOM, higher military authorities. The MNF was withdrawn in August, only to be reintroduced as MNF II the following month when internal instability led the Lebanese government to seek its return. The U.S. Marines of MNF II remained in Beirut until February 1984. The last MNF II contingent (France) left Lebanon in March 1984. While considered a multi-national force, American troops remained under U.S. control.

r. UN Iraq/Kuwait observer Mission (UNIKOM). The United Nations Iraq/Kuwait observer Mission (UNIKOM) was established in April 1991 following the recapture of Kuwait from Iraq, as part of the armistice terms. It has not been possible to determine from available sources the command arrangement.

s. Bosnia, 1993. The 212th MASH is in Zagreb, Croatia, providing care to more than 20,000 UN personnel, including civilians, stationed there. The 212th is subordinate to the UN

Peace Keeping Force commanded by an Indian general officer. The British have responsibility for the medical mission, so the 212th commander reports directly to the British colonel in charge and relies on the 7th MEDCOM, EUCOM, for administrative support.

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