

CHAPTER 10

PLANNING EMERGENCY SUPPORT FOR ALLIES

10-1. General

a. Because of US participation in coalitions such as North Atlantic Treaty Organization (NATO) and through bilateral agreements, the United States can expect to provide support to allies in any future conflict. This support can vary in range from active participation by US Armed Forces to furnishing definitive logistics support in accordance with negotiated agreements. US forces will operate as part of a combined command alongside allied forces or independently in a joint or specified command configuration. In the former, this could be in an established theater where combined command and control organizations already exist and US forces are already forward such as NATO in Europe and the United Nations Command in Korea. US Army participation could be any size element. Combined commands can also be formed to conduct operations in a theater other than Europe or Korea. In this type environment, US forces are deployed just prior to or subsequent to the initiation of hostilities. A formal command structure is normally not available until just prior to the commitment of forces.

b. US participation may involve only the provision of certain types of combat service support without actual participation by combat forces, similar to the US participation in the Arab-Israeli War of 1973.

c. Ordinarily, the requirements of forces of allied nations are furnished by the parent nation. A US unified command may, as a result of bilateral agreements, provide support to the forces of allied nations. In the latter instance, the requirements for forces of allied nations would be screened by the US unified command to insure that requirements are within the policies set forth in the agreement and that issue would not impair the effectiveness of US Forces. In cases where the forces of the allied nations in question are operating under an allied commander, the requirements would be screened in the light of policies established by the allied commander.

10-2. Combined Operations

a. Allied military forces are combined for the purpose of accomplishing a common objective. In

studying combined forces and the command of them, it is imperative to bear in mind that nations are separate sovereignties and that each has its own enduring aspirations, national goals, objectives, traditions, and trends that act in concert to form the sociological, political, and military differences between them. The sociological differences are evident in the varieties of language, religion, custom, educational standards, and culture represented in the combined forces. Political differences stem from the national objectives of the nations concerned. These differences are normally made compatible with the combined treaties of various types. Such treaties establish the basis for military alliance and coordination and prescribe the nature of military assistance (units, materiel, or both) that the participants shall furnish. Military differences are reflected in the areas of doctrine, standardization of procedures and equipment, command and control techniques, preparation of plans, and expenditure of effort.

b. Sometimes type forces are formed; i.e., combined land force, combined naval force, and combined air force. In such cases, operational command and coordination are accomplished within the command headquarters. Attachments are usually made on a nation-to-nation unit basis. Similarly, logistics support is usually provided on a nation-to-nation basis by the respective national components and monitored at the supreme level only as it pertains to the accomplishment of the operational mission.

c. In NATO, much effort is being expended in the development of a logistics master plan for a NATO logistics system. Also, much has been done in the areas of rationalization, standardization, and interoperability. Another area is the host nation support concept in which the host nation, through agreements with the US commander, accepts the entire responsibility for support of US forces and provides common items from its own resources or US forces may obtain selected host nation assets for use. Where an alliance exists such as in NATO, appropriate agreements and plans are already made and in effect or are being formulated. Where the alliance is formed just prior to or following the outbreak of hostilities, the

necessary agreements and policies of operation must be formulated after the formation of the alliance command structure. Where support of US forces may not be readily achievable through alliance responsibilities and/or host nation support, the United States must provide all necessary support until the capability exists. Joint and combined operations involving corps sized or larger US Army forces are conducted in accordance with the doctrine in FM 100-15, Larger Unit Operations, and FM 100-16, Echelons Above Corps (EAC).

10-3. Logistics Support of Allies

a. Under certain conditions, logistics support is provided to foreign armed forces under the Foreign Assistance Act of 1961, as amended, and the Arms Control Export Act of 1976, as amended, whether or not US forces are employed. When specifically directed or authorized by appropriate authority, Department of the Army materiel, services, and facilities may be furnished to allied foreign governments or international organizations under emergency or combat conditions. In the absence of instructions to the contrary, the support will be furnished on a reimbursable basis in accordance with agreements consummated at departmental or oversea command level. HQDA may, under certain conditions, issue special accounting instructions. A Wartime Standard Support System for Foreign Armed Forces (WSSSFAF) is described in AR 700-7.

b. The unified command OPLAN, as appropriate, will provide for logistics support to foreign armed forces involved in contingency operations. Separate supply schedules are developed by the Army component command for the support of allied forces and US forces employed in the objective area.

c. The US Army may, as prescribed in AR 700-7, furnish through the defense transportation system, items of materiel to US and allied armed forces in selected foreign countries. Allied forces may be provided materiel support authorized by Congress or the President. Materiel support is provided only to selected foreign armed forces to meet authorized emergency or wartime requirements that cannot be satisfied by the nation's internal resources or by expediting delivery of stocks provided through the Military Aid Program (MAP), Foreign Military Sales (FMS), or cooperative logistics supply support arrangements (CLSSA) previously completed and funded. Blanket Open End (BOE) cases are for a level of support. Procurement leadtime is built into supply availability so that fast action cannot be contemplated. These cases are "ordered when accepted" and requisitions define the order for de-

livery one procurement leadtime away. Materiel provided under the WSSSFAF is not part of that provided under the MAP, FMS, CLSSA, or other agreements completed during peacetime. Procurement or supply of materiel under WSSSFAF is financed initially as directed in legislative authority with reimbursements specified in the implementing authorization. Excluded from the WSSSFAF system also are the requisition and issue procedures for Class III (bulk), Class V, and DA publications. These items have their own requisition and issue procedures which will be used. Specifically, DOD Manual 4140.25 and AR 703-1 cover Class III requisitions; AR 700-22 prescribes procedures for Class V; and AR 310-2 covers procedures for DA publications.

d. As a routine course of action, requisitions from allied forces for authorized items are submitted from the allied force logistics center in accordance with MILSTRIP format specified directly to the US Army Security Assistance Center (USASAC). Emergency requirements would go to the theater MMC. These would be handled off line at the MMC for a fill or pass to USASAC. Documentation of all issues to allies is forwarded to the USASAC promptly for necessary financial action.

e. MILSTRAP, MILSTRIP, MILSTAMP, and other military standard systems and related procedures apply to the WSSSFAF.

f. Shipments for a selected country may be diverted by the theater commander to US or other foreign force if required by the local situation based on priority established by DCSOPS, DA.

g. War reserves, project stocks, or other pre-stocked or pre-positioned requirements to support contingency operations for allies are not authorized under WSSSFAF.

h. Within Europe, all bulk petroleum supply for US forces and designated allies is centrally managed by the US Army Petroleum Division of the 200th Theater Army Materiel Management Center (TAMMC) with headquarters in Zweibruecken, Germany. This mission requires the operation of two pipeline systems: Donges Metz Pipeline System (DMPS) and the Central Europe Pipeline System (CEPS).

i. The final facet of the Petroleum Division's mission is to provide an interface with host nations for certain levels of peace and wartime petroleum support. To this end, the maximum readiness of combat systems deployed on the battlefield is attained.

10-4. Allied Mutual Logistics Support

a. Requirements of a Mutual Logistics Support System. The characteristics required to provide mutual logistics support are:

(1) *Responsiveness.* Any logistics system is required to have the capability to operate effectively in any theater of operations. It may be tailored for a particular operational situation, but must have an inherent capability to respond to the fluctuating demands of combat requirements.

(2) *Flexibility.* High materiel usage and loss rates, the nature of operations, and limitations in availability of resources require a logistics system which can rapidly adjust to changes in direction, intensity, and priority. This may be achieved through planning, control, communications, and flexibility in the allocation of resources.

(3) *Mobility.* Logistics mobility must match operational mobility. It is achievable by the effective control and use of all appropriate transport modes, efficient material handling and the avoidance of unnecessary stockpiling of supplies.

(4) *Survivability.* The system must have an inherent capability to provide continuing support under adverse operational or environmental conditions. This can be achieved through passive and active defense, dispersion and prepositioning of assets and provision of adequate margins for losses in materiel and service capabilities.

(5) *Economy.* Logistics resources will be limited in initial supply, through attrition and expenditure, and by replacement requirements. Support must be designed to produce the most effectiveness through conservation, use of local resources and the judicious use of supplies and services in support of essential needs.

(6) *Simplicity.* The delivery of logistics support to field operations involves a number of complex activities, complicated by the threat of interdiction of lines of communication and facilities. Simplicity is an essential ingredient of logistics plans and command and control systems, to allow the flexibility and reaction necessary to continued effective support under demanding and adverse conditions.

(7) *Interoperability/Standardization.* Logistics systems are required to interface in support of allied operations. It is necessary to achieve logistics standardization. Realizing the difficulty, interoperability is the characteristic desired as a minimum.

b. Allied Responsibilities. While allied aims should be directed to achieve optimum standardization and interoperability, Allied armies will develop their basic national logistics systems to support their own particular tactical organizations

and equipments. It is prudent, however, for both efficiency and expediency to plan for mutual support among armies where possible. These areas of planning and execution include:

(1) *Logistics Interfaces.* To establish effective logistics support between armies, it will be necessary to develop the ability to process requirements by establishing:

(a) An understandable vocabulary to enable communication of requirements.

(b) Common cataloging of material to aid in identifying requirements and to indicate acceptability of one nation's resources to other nations.

(c) Points of contact in staff systems to facilitate planning and control.

(d) Points of entry at executive logistics agencies to provide or gain support.

(2) *Decisiveness.* Officers possessing the necessary authority to commit resources under mutual support agreements may be called upon to make decisions which reduce resources available to their own Army. These decisions must be based upon reliable and current information and capable of being rapidly transmitted into action.

c. Logistics Responsibilities. Major mutual responsibilities of partners in a lateral and/or bilateral logistics support agreement(s) are forecasting, financing, organizing, and provisioning of the required resources.

(1) *Forecasting.* Allied armies are required to forecast their needs and the leadtimes associated with the type of materiel will vary considerably between nations. Allied armies' forecasting should be such that orderly routine processes be employed unless unforeseen operational requirements require emergency action. Forecasting of equipment, maintenance, transportation, services, and facilities requirements from other armies must be based on the possible contingencies, area of operation, and the Army's capability to support its deployed forces.

(2) *Financing.* Each nation has a different approach to the financing and accounting for foreign military sales of materiel and nonmateriel resources. Acquisition of materiel and nonmateriel resources from a host nation requires a unique financing and accounting concept. Principles and procedures must be developed for financing and accounting for these resources once obtained by the designated Allied Nation for supplies to other armies. There is a need to establish agreements on financing and accounting for the following:

(a) Routine and emergency logistics resources of the Allied armies provided to each other.

(b) Host nation resources acquired by one Army for the use of other Allied armies.

(c) Resources provided to the host nation or other Allies subject to financial and accounting arrangements.

(3) *Organization.* The aspects of logistics support outlined in paragraph 10-4c(1) imply that the capability exists (or that a requirement exists to establish viable organization) within existing national organizations to facilitate forecasting, planning, coordinating, controlling and executing the functions of logistics; principally the functions of supply, maintenance, movements and transportation, medical evacuation, services, and facilities. Factors which influence these organizational structures are:

(a) Cooperation and coordination among Allied armies must be effectively implemented in peacetime within the combat and communication zones where effective forecasting and demanding of national resources is undertaken.

(b) Authority to provide and/or demand support must be established at the same levels as outlined in subparagraph (a) above.

(c) Responding to the requirements of subparagraphs (a) and (b) above must be through the controlling and exercising of the logistics systems.

(d) The EAC structure must be able to facilitate the above activities.

d. *Aims of Mutual Logistics Support System.* Allied armies aims will be directed to achieve optimum standardization and interoperability. Allied armies will develop their basic national logistics systems to support their own particular tactical organizations and equipments. It will be necessary for both efficiency and expediency to plan for mutual support among Allied armies where it is appropriate. These areas of planning are:

(1) *Control and Coordination of Movements and Transportation.* Limitations on routes, terminals and transportation agencies require tight control of movement priorities and use of transportation facilities, and coordination with civil users.

(2) *Common Item Supply.* Advantages can be achieved in management, inventory, and distribution overheads through the allocation of common item supply responsibilities to one or more armies.

(3) *Maintenance Support.* Economies can be achieved in maintenance, particularly in the communication zone, through the provision of mutual maintenance and recovery support and common

end items of equipment, including closed loop replacement systems for repair and return of common repair parts and components.

(4) *Common Service Utilization.* As for supply, the delivery of services to armies by a single controlling agency can eliminate duplication and reduce distribution penalties.

(5) *Allocation of Facilities.* The control of apportionment of existing facilities and new vertical construction can insure a rational provision of facilities to the force.

(6) *Local Resource Control.* Competition for local resources, both between armies and host nation defense and civil needs, makes it essential that one Army assume responsibility for acquisition and distribution of resources available to all.

(7) *Medical Evacuation.* Planning for medical evacuation must give consideration to both the medical service and transportation requirements of patients and casualties.

e. *Responsibility to Other National Military Services.* Armies have certain responsibilities for the delivery of logistics support to their other services, and receive specified support from them. These liabilities and assets may have a considerable influence on requirements for mutual support and must be covered in planning and in support agreements between armies.

f. *Command and Control.* Achievement of the required logistics support characteristics within the Allied force require that command and control systems be capable of working with each other as a cohesive force. Clearly defined and understood command structures and staff points of entry should be well established between Allied armies and also with any host nation. The development of interfaces through command and staff channels, requisitioning procedures, and communications and data processing interfaces are essential to effect administrative coordination and cooperation.

10-5. DA Responsibilities

At the DA level, the DCSLOG has General Staff responsibility for providing guidance (including program and budget guidance) and policy direction for all logistics aspects of supply support encompassed in WSSSFAF. The DCSOPS is responsible for politico-military aspects of the US Army position on allied forces' participation in WSSSFAF, impact on US Army readiness, and establishing worldwide materiel distribution priorities. The Deputy Chief of Staff for Research, Development, and Acquisition (DCSRDA) is responsible for computing, programing, procuring, and costing materiel requirements with the Army total obligation

authority; assessing the impact on the production base capacity; issuing program authority through the Comptroller of the Army (COA); and insuring that programs are within DA obligation authority and used within limits and priorities established by Congress, Office of Management and Budget and DA program and budget guidance. The Comptroller of the Army is responsible for the financial aspects of the system. Unified commanders, assisted by major oversea Army commanders, establish formal agreements for single pipeline support. The major oversea Army commander with the Commander, AMC, within dollar guidelines, develops

requirements for countries participating, establishes necessary controls on requisitions, and reports materiel furnished for effecting reimbursement. The oversea commander also budgets and provides for administrative support for the operation. Supply support is provided by the Commander, AMC, within the established dollar guidelines in the agreement. The Commander, US Army Training and Doctrine Command develops automated logistics systems for accomplishing reporting requirements and training of foreign armed forces in the use of AR 725-50 and other appropriate supply regulations.