



CHAPTER 6

OPERATIONS OTHER THAN WAR (OOTW)

INTRODUCTION

The world today is less volatile than at any time in the recent past. Then tensions were high and the chance of armed conflict between allied and communist superpowers was a real threat. The dramatic end of the cold war has caused significant changes in the nation's domestic and foreign policies and priorities. During the cold war era, our national attention and military might were focused on the external threat and related issues. The Army is moving from a forward deployed to a force projection strategy. Additionally, there is an acute awareness of the need for increased military involvement in OOTW. FMs 100-19 and 100-23 emphasize the priority being placed on military involvement in noncombat operations. Additional umbrella doctrinal publications are on the horizon. These will embrace nontraditional roles of peacetime operations for the Army.

Over the years, QM units have provided literally mountains of supplies and vital services worldwide to victims of disasters. These disasters have included floods, fires, earthquakes, tornadoes, cyclones, hurricanes, famines, and epidemics both at home and abroad. Supply support provided included food, clothing, tents, blankets, cots, water, and petroleum. Service support provided included cooking, laundry, and showers. History is replete with instances in which QM units responded to humanitarian relief efforts during our nation's greatest disasters. These included the Chicago fire and Johnstown flood of the 1880s; the 1906 San Francisco earthquake; the many floods in the Mississippi Valley in the 1910s, 20s, and 30s; hurricanes Betsy, Beulah, and Camille in the 1960s; and most recently the devastating hurricane Andrew in Miami in 1992. In each case, QM units and soldiers used their resources and

skills to ease widespread suffering and to help people in need.

QM units and personnel may be assigned a range of missions related to OOTW. These missions will include both combat and noncombat operations. Examples are depicted by the matrix shown in Figure 6-1 (page 6-2). As QM support is crucial to military operations involving war, so it is with military OOTW.

RESPONSIBILITIES

QMC responsibilities in support of OOTW may differ from support of combat operations. This is based on the diversity of missions and the environment under which support would be provided. Some logistics support missions may be performed under rigid tactical conditions. Others may be accomplished under purely nontactical administrative conditions. For example, QM support in peacetime operations may be less constrained by enemy threat actions than support to military conflicts. The type support required for peacetime operations may primarily involve field services. Support for military conflicts may focus on supply support. There also may be legal considerations involved in support to OOTW that are not applicable to support of combat operations. At times, US Army elements may participate as a part of a United Nations (UN) force. This could mean that US elements will receive supply support from a non-US SSA using UN supply procedures--markedly different from US Army supply procedures. This type of situation will pose a particular training challenge that must be quickly addressed. QM personnel tasked to provide support to OOTW should consult Army

legal authorities to ensure legality of support operations. Chapter I outlines the specific supply and field services missions for which the QMC is responsible.

CONCEPT OF OPERATIONS

QM units may be called upon to perform supply and field service missions involving the conditions shown in Figure 6-1. In a military conflict, support may be limited to that required for the supporting Army units. In peacetime, support will most likely extend to the civil populace. When this occurs, QM support supplements civil agency responsibilities. Army policy guides

the degree to which supply support may be provided to civilians under certain conditions and circumstances. The policies are restrictive in nature. They stipulate that supply support to civil authorities will be provided on a minimum essential basis and will end at the earliest practical time. Likewise, military supplies and equipment will not be set aside, earmarked, or stockpiled for use in certain peacetime operations (for example, disaster relief operations). When practical and required, QM supply and field service support will be provided based on established Army standards. Adherence to hygiene and feeding standards are priority goals that should be achieved at the earliest practical time.

| STATES OF THE ENVIRONMENT | GOAL | MILITARY OPERATIONS | EXAMPLES |
|---------------------------|--------------------------------|---------------------------|---|
| WAR | FIGHT AND WIN | WAR | LARGE-SCALE COMBAT OPNS ATTACK DEFEND |
| MILITARY CONFLICT | DETER WAR AND RESOLVE CONFLICT | OPERATIONS OTHER THAN WAR | STRIKES AND RAIDS PEACE ENFORCEMENT SUPPORT TO INSURGENCY ANTITERRORISM PEACEKEEPING NEO |
| PEACETIME | PROMOTE PEACE | OPERATIONS OTHER THAN WAR | DISASTER RELIEF • HURRICANE • EARTHQUAKE • TYPHOON • FLOOD COUNTERDRUG CIVIL SUPPORT PEACE BUILDING NATION ASSISTANCE |

Figure 6-1. Range of military operations

OOTW are conducted as domestic operations within CONUS. Outside CONUS, OOTW are conducted as peace operations. During domestic operations, QM units involved in OOTW may be required to work and coordinate with various agencies. These include the Federal Emergency Management Agency (FEMA) and other federal, state, and municipal elected and appointed officials, such as state governors, state adjutants general, city managers, American Red Cross officials, and state and local police. During peace operations, QM units may be required to work with UN agencies, multinational units, nongovernment organizations, or private volunteer organizations who provide international humanitarian assistance. It is crucial that everyone understands and adheres to the chain of command and that legal authorities resolve any legal questions involving support.

PLANNING CONSIDERATIONS

Early coordination with local authorities will more clearly determine the support required. Military planners should consider early deployment of QM supply and field services units to satisfy immediate needs of the civil populace. These units can receive, store, and distribute supplies coming from a variety of agencies.

In planning for support, commanders and staffs of QM units must consider the total spectrum of QM logistics. This includes support to both supported and supporting personnel. This is particularly applicable when supporting disaster relief operations involving the civilian populace. Planning must include assessing the availability and compatibility of communications equipment required for command and control and coordinating with other services and other federal and civil agencies. Assured communications is critical to the support of OOTW. Before deployment, commanders of QM units may form emergency response teams to react immediately to emergency situations. These teams should arrive on the scene early to assess the impact and severity of a crisis before commitment of operational forces.

Unlike a wartime combat operation where mission completion is clearly defined and recognized, the end state or mission termination of OOTW actions must be established early. Refer to FM 100-19 for more information on the termination of support. Commanders must know when and how to end the mission. Redeployment or dislodgement must be phased to allow for continued and uninterrupted support to the receiving forces or civilian population. Military support must not be curtailed before other appropriate authorities assume the support mission.

EMERGING CONCEPTS, SYSTEMS, AND MATERIEL

The Army's Force Provider is an emerging action encompassing concept, systems, and materiel. It will provide the frontline soldier with a brief respite from the rigors of a combat theater. It is also ideally suited for supporting OOTW, particularly disaster assistance and humanitarian aid operations. This system, which can provide support for 3,300 persons, is designed in modules. Each module can be operated independently. The unit includes billeting facilities with heating and cooling, kitchens, latrines, showers, laundries, power generation, and water storage and distribution. Figure 6-2 (page 6-4) shows a 550-person module of the Force Provider.

SAFETY

QM units may need to provide supply and field service support to a community in support of domestic assistance operations. The potential for a serious accident increases if equipment designed for combat is used for disaster assistance. If, out of expediency, soldiers perform services for which they have little or no formal training (for example, civil disturbance control, flood control, and firefighting), the result could be the loss of soldiers or military equipment and additional damage to the community the soldiers are trying to support. Army safety services must focus on both the Army unit providing the support and the civilian community receiving it.

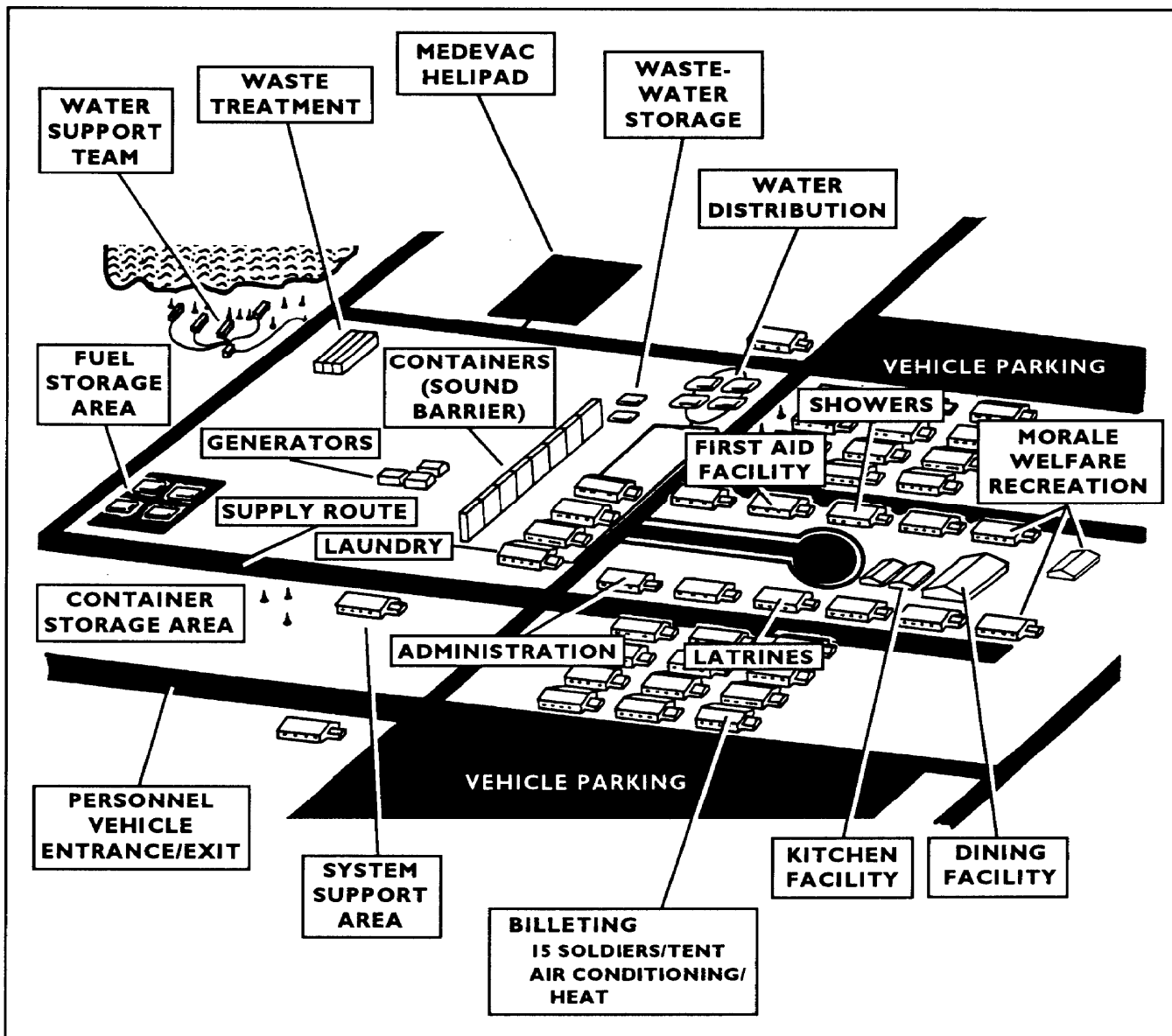


Figure 6-2. Force Provider

RELATED DOCTRINE

FM 100-19 is the Army's overarching doctrinal manual on domestic support operations. Table 6-1 lists other publications related to chapter contents.

Table 6-1. Publications related to OOTW

| Field Manuals | Topic |
|---------------|------------------------------|
| FM 10-23 | Army field feeding |
| FM 10-52 | Water supply |
| FM 10-280 | Laundry and shower |
| FM 21-10 | Field hygiene |
| FM 63-3 | Corps combat service support |
| FM 100-5 | Operations |
| FM 100-23 | Peace operations |