

# Engineer Operations Short of War

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# Preface

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## SCOPE

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FM 5-114 contains doctrine for the conduct of engineer operations short of war. These are operations conducted in peacetime or during conflict. The manual addresses the impact of political, informational, and economic factors on military planning in these environments. It includes chapters relating to each category of operations short of war and addresses engineer-specific missions within each category. The chapters outline planning considerations, coordination requirements, and key operational concepts. Where possible, regulatory constraints are explained; however, these constraints may change as new laws are passed. Appendices in this manual provide specific information on force protection, unit deployment considerations, the capabilities of selected engineer cellular teams, and the United States (US) Army Corps of Engineers (USACE). Throughout this manual "military engineer" means a member of an Army troop unit; "USACE" or "USACE engineer" means either a military or civilian member of the major Army command (MACOM) USACE; and "US Army engineer" means both types.

## PURPOSE

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FM 5-114 provides doctrine to commanders and staffs at battalion level and above concerning the employment of engineer units at all levels in military operations short of war. It identifies related references, highlights key concepts, and provides planning guidance to engineer units preparing to conduct operations short of war. Other branches will use the manual for guidance when employing engineer units in this arena. The manual applies to both Active Component (AC) and Reserve Component (RC) units.

FM 5-114 serves as a source of information for non-Department of the Army (DA) planners who may be involved in operations with Army engineer units, to include members of other Department of Defense (DOD) agencies; non-DOD agencies such as the Department of State and the Drug Enforcement Administration (DEA); and federal, state, and local emergency management agencies.

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The proponent for this publication is HQ, TRADOC. Submit changes for improving this publication on DA Form 2028 (Recommended Changes to Publications and Blanks Forms) and forward it to Commandant, US Army Engineer School, ATTN: ATSE-TDM-P, Fort Leonard Wood, MO 65473-5000.

Unless otherwise stated, masculine nouns and pronouns do not refer exclusively to men.

## Chapter 1

# The Strategic Environment

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*National Strategy Goals—Throughout our history, our national security strategy has pursued broad, consistent goals. We have always sought to protect the safety of our nation, its citizens, and its way of life. We have also worked to advance the welfare of our people by contributing to an international environment of peace, freedom, and progress in which our democracy—and other free nations—can flourish.*

*National Security Strategy of the United States  
The President of the United States  
March 1990*

Military operations short of war are of increasing importance to the United States (US). These are operations conducted in peacetime or during conflict. Nearly all armed conflicts of the past 40 years have occurred in the Third World. These are the diverse, developing countries primarily situated in Asia, the Middle East, Africa, Latin America, and the Caribbean Sea. During this 40-year period, all conflicts in which the US has been involved (directly or indirectly) have occurred in this region. Continuing changes in the world geopolitical scene have increased the chance that future US military operations will fall within the arena of operations short of war.

## THE OPERATIONAL CONTINUUM

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Each nation has various means by which it can achieve its national goals. These include the political, economic, informational, and military elements of national power. The political element of power consists of moral and political example, alliance relationships, public diplomacy, and diplomatic mediation. Methods by which a nation employs its economic power include economic incentives and sanctions, developmental assistance, and financial aid. The informational element includes cooperation in the areas of science and technology, participation in international organizations, and provision of information. Military strength and security assistance to other nations are two facets of the military element. In most situations, a nation exercises all four elements of national power to varying degrees. For example, US participation in an alliance such as the North Atlantic Treaty Organization (NATO) uses all four elements to achieve national aims. In describing environments in which US military forces may conduct operations, it is vital to understand the interaction of these elements.

The operational continuum is the range of environments in which the US military conducts operations. The continuum consists of three general states: peacetime, conflict, and war. The state of war is a violent environment in which the national survival of a belligerent is at stake. In war, military force contributes directly to the achievement of strategic aims. It seeks to create conditions that make it possible to achieve the desired strategic end state. The political,