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DOMESTIC SUPPORT OPERATIONS

HEADQUARTERS DEPARTMENT OF THE ARMY
US MARINE CORPS

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DOMESTIC SUPPORT OPERATIONS

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PREFACE

PURPOSE

This manual provides the capstone doctrine for US Army and US Marine Corps domestic support operations. It also provides general information to civilian authorities at federal, state, and local levels involved in planning for and conducting such operations. It identifies linkages and defines relationships with federal, state, and local organizations and with other services that have roles and responsibilities in domestic support operations.

SCOPE AND APPLICABILITY

This doctrine applies to all Army and Marine Corps commanders and staff tasked with planning, preparing for, and conducting domestic support operations. For overseas theaters, this doctrine applies to US unilateral operations only, subject to applicable host nation laws and agreements.

USER INFORMATION

This publication was developed by the Army Doctrine Directorate at Headquarters, Training and Doctrine Command (HQ TRADOC) with the participation of the Doctrine Division (C42) at Marine Corps Combat Development Command (MCCDC). HQ TRADOC, with MCCDC, will review and update this publication as necessary. Send comments and recommendations directly to—

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Unless this publication states otherwise, masculine nouns and pronouns do not refer exclusively to men.

INTRODUCTION

Domestic support operations are not new. They had their beginning with settlement of the new world and organization of the colonial militia. With the establishment of the United States and a federal military, the Army routinely provided support to state and territorial governors as the nation expanded westward. In some instances, it actually administered governmental affairs until the fledgling local government became a viable entity.

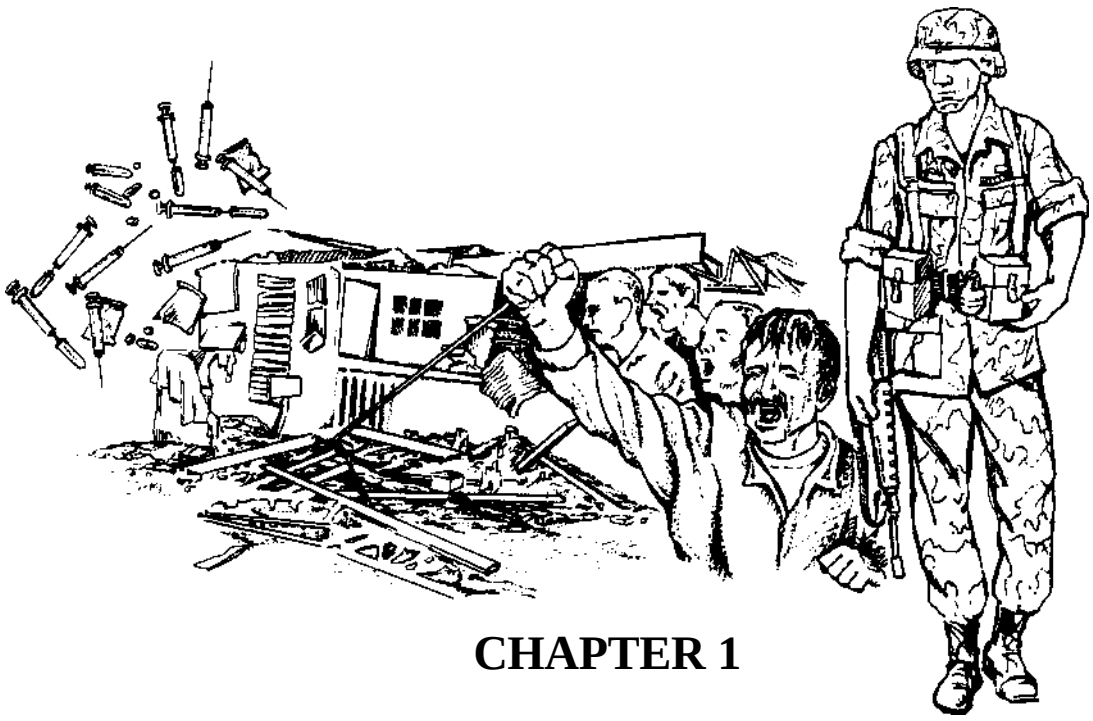
Congress has determined and the National Command Authorities have directed that the military should become more engaged in supporting domestic needs. In addition, the National Security Strategy "Domestic Imperative" affirmed that national security must be viewed in the context of the nation's well-being.

Acknowledging the inherent capabilities the Army possesses for supporting federal, state, and local governments, the Congress has passed numerous laws providing for domestic military support. These laws recognize that the National Guard, while in state status, has primary responsibility for providing initial support when military assistance is required. They also institutionalize interdepartmental and interagency coordination/planning, linking it to the national strategy.

Commanders should anticipate requirements to provide emergency assistance and use domestic support opportunities to enhance unit and individual wartime skills. The Army, particularly the National Guard and Army Reserve, with its extensive combat support and combat service support (CS/CSS) structure, is ideally equipped to assist civil authorities in a wide variety of missions that fall into four general categories: disaster assistance, environmental assistance, law enforcement support, and community assistance.

Although the frequency of domestic support operations may increase, they are not in lieu of wartime operational requirements. The Army's primary mission remains to defend the United States and its interests. It is the Army's combat readiness that enables it to accomplish domestic support operations.

This manual provides specific guidelines and operational principles in the conduct of domestic support operations. It emphasizes the utilization of the Army's core combat competencies and values to enhance combat readiness and the overall well-being of the nation.



CHAPTER 1

CONCEPT AND PRINCIPLES

This chapter presents a brief historical perspective and concept of Army domestic support operations, the principles of operations other than war that apply to these operations, and a description of the Army's role. The Army consists of the active component (AC), the Army National Guard (ARNG), the US Army Reserve (USAR), and Department of Army (DA) civilians. The National Guard (NG), in a state or territorial status, has primary responsibility for providing military assistance to state and local civil authorities.

HISTORY AND CATEGORIES OF DOMESTIC SUPPORT

A domestic support operation is the authorized use of Army physical and human resources to support domestic requirements.

Since the Army's inception, its mission has been to fight and win the nation's wars. At the same time, the Army has provided general military support to the nation, including participation in a wide variety of activities to assist civilian authorities. The Army has enforced laws, quelled domestic violence and insurrection, combatted terrorism, participated in public works and environmental projects, and assisted in recovery operations following disasters.

The dramatic end of the Cold War caused significant changes in the nation's domestic and foreign priorities. During the Cold War, national attention was directed to the external threat and related issues. Today, along with a shift from a forward deployed to a force projection strategy is a new awareness of the benefits of military assistance to improve the nation's physical and social infrastructure. The Army's focus on and continuing involvement in all aspects of domestic support operations identified the need for published doctrine.

The Army's roles and responsibilities in domestic support operations divide into four primary categories: disaster assistance, environmental assistance, law enforcement support, and community assistance, as depicted in Figure 1-1.

DISASTER ASSISTANCE.

From the earliest years of the republic, the Army has provided assistance to the country in times of disaster. During the final year of the Civil War, Army officers provided disaster relief through the Freedman's Bureau. The Army also played a direct role in many disaster relief operations in the late nineteenth century, including the great Chicago fire, the Johnstown flood, and the Charleston earthquake.

In recent years, Presidential and Congressionally mandated federal disaster assistance programs have evolved. The Army actively participates with federal and state agencies in disaster assistance planning, exercises, and operations in response to both natural and man-made disasters.

Disaster assistance includes those humanitarian and civil defense activities, functions, and missions in which the Army has legal authority to act. The Army provides disaster assistance to states, the District of Columbia, territories, and possessions. Civil authorities must request assistance, usually as a result of disasters such as hurricanes, typhoons, earthquakes, or massive explosions.

ENVIRONMENTAL ASSISTANCE

Environmental assistance has been evolving since the 1960s. The Army has provided a variety of resources to meet environmental challenges that have emerged as a result of increased public concern and demands for the restoration, conservation, and protection

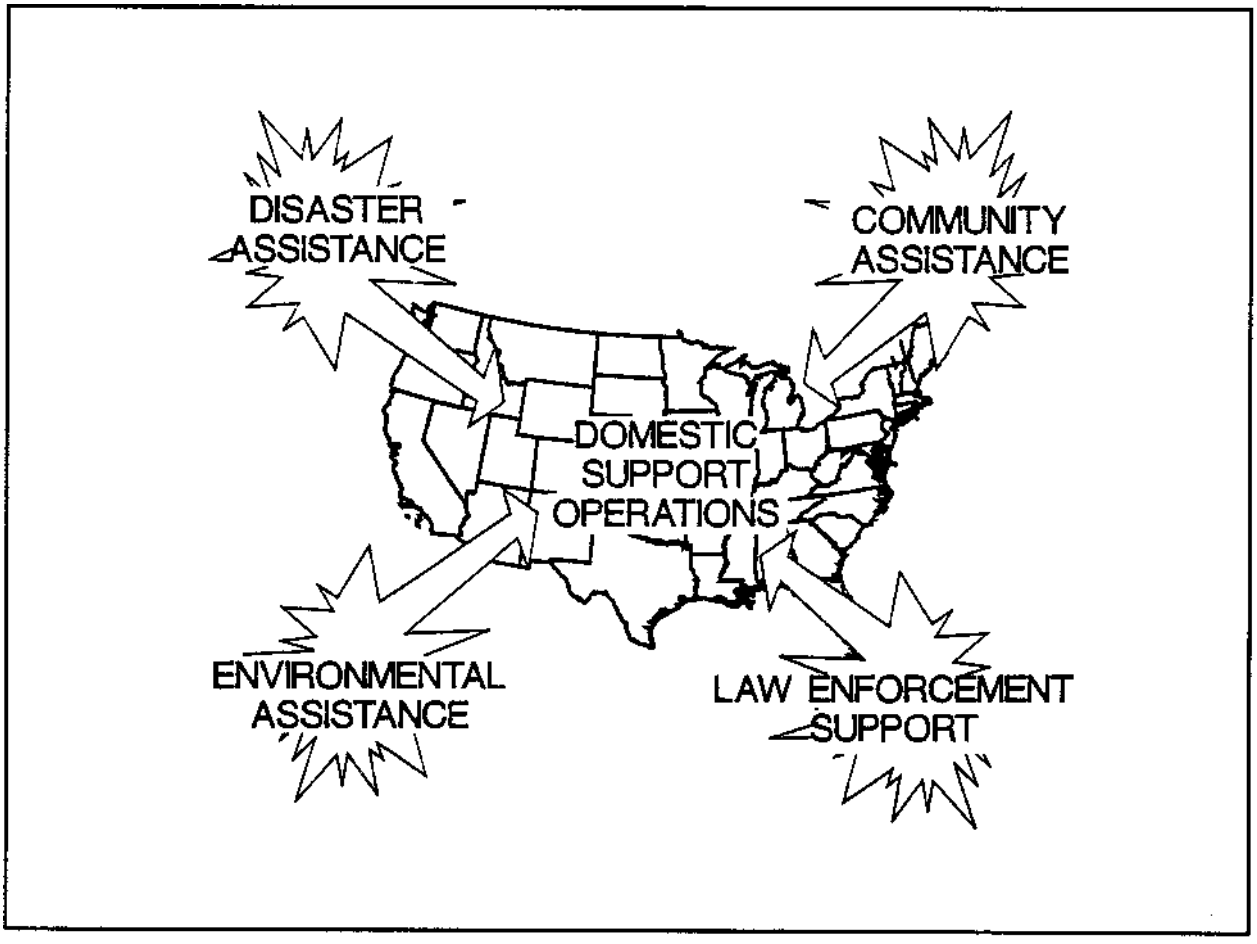


Figure 1-1. Domestic Support

of the environment. Typical missions are responding to hazardous material releases, restoring contaminated land and water, and conserving the nation's natural and cultural resources. With the passage of *The Comprehensive Environmental Response, Compensation, and Liability Act of 1980* and the later development of The National Oil and Hazardous Substances Contingency Plan, the Army became a member of the national and regional response teams that plan for and respond to hazardous substance spills.

The Army is inextricably linked to environmental stewardship. Its environmental assistance operations aid civil authorities in preserving, protecting, and enhancing the environment. Its strategy rests on the four pillars of compliance, restoration, prevention, and conservation.

- Compliance is responding to small-scale hazardous material spills and regulating support to other government agencies.
- Restoration is cleaning up contamination from past operations.
- Prevention is developing and sharing new technologies that reduce pollution generation.
- Conservation focuses on the preservation of natural and cultural resources such as wetlands and wildlands.

Army support in these areas may be initiated under disaster assistance or executed under separate authority.

LAW ENFORCEMENT

The Posse Comitatus Act of 1878 severely restricts the use of federal forces to enforce public law. However, acting under Constitutional provisions, the Army has on many occasions been used to quell civil disturbances and restore order. Use of military force has ranged from the Whiskey Rebellion in 1794 to the urban riots of the 1960s and the Los Angeles riot of 1992.

In 1981, Congress passed The Military Cooperation with Civilian Law Enforcement Agencies Act to allow military collaboration with civilian law enforcement agencies. This act dramatically expanded the Army's participation in counterdrug efforts. Alliance and North Star are two examples of operations that use active and reserve component forces to halt the flow of contraband across United States borders.

Operations in support of law enforcement include assistance in counterdrug operations, assistance for civil disturbances, special security operations, combatting terrorism, explosive ordnance disposal (EOD), and similar activities. Some, by their nature, may become international in scope due to a linkage between domestic and international operations. Constitutional and statutory restrictions and corresponding directives and regulations limit the type of support provided in this area.

COMMUNITY ASSISTANCE

Throughout its history, the Army has been involved in community projects and operations, applying its skills, capabilities, and resources to the needs and interests of American communities. Efforts at the national level focus on contributions to the nation and generate public support for the Army. State and local efforts foster an open, mutually satisfactory, cooperative relationship among installations, units, and the local community.

The most frequently conducted domestic support operations involve community assistance. Army resources may be used to support civilian organizations to promote the community's general welfare. These missions and operations include public works, education, and training. Other examples include participation in minor construction projects and providing color guards for local events. In compliance with existing regulations and directives, the Army and local communities may establish mutual support agreements concerning medical, police, and emergency services.

CONCEPT

The Secretary of the Army is the DOD's executive agent for most domestic support operations.

The National Command Authorities (NCA) direct the Army to conduct domestic and international operations. The Secretary of Defense has designated the Secretary of the Army as the executive agent for most domestic support operations. During these operations, military support supplements, rather than replaces, civil agency responsibilities.

The Army provides domestic support through Army posts, camps, installations, armories, and stations as members of the communities in which they are located. Commanders should maintain close liaison with local elected and appointed officials.

Domestic support ranges from disaster assistance to more frequently conducted community assistance activities. All domestic support operations share the common characteristic of using Army human and physical resources to enhance national security, thus contributing to the nation's overall well-being. These operations, which usually draw extensive media attention, must consider public affairs implications.

Environmental missions and operations are directed at the physical infrastructure of the nation. National and local efforts may be supported by Army organizations, activities, and units.

Law enforcement support helps civil law enforcement authorities maintain law and order. Laws, directives, and regulations restrict the Army from assuming the civil law enforcement mission.

Community assistance operations help meet national, state, or local community objectives. Intended to fill needs not met, they should avoid duplication or competition with the civilian sector.

The Army offers assistance, such as providing equipment or personnel to accomplish a specific task, to other federal, state, or local agencies. The Army's goal is to use its assets prudently for domestic support operations while providing a significant benefit to the nation.

Civilian emergency management is almost universally organized on the "unmet needs" philosophy. Local jurisdictions, responsible for the security and welfare of their citizens, request assistance only when their resources are insufficient to meet requirements. Most states conform to the general outlines of this emergency management concept, as do their constituent county and local jurisdictions. Normally the state directs large-scale efforts, and commanders should establish liaison at that level. Disaster or emergency declarations are associated with legal and funding requirements.

A final facet of this concept is that Army commanders should be aware that exercising Army core competencies and demonstrating Army values are vital aspects of providing domestic support. Basic soldier skills in logistical support, engineering, medical care, and communications are but a few examples of competencies that can be exercised in both wartime and peacetime operations. Commanders should, when possible, use domestic support requirements to exercise basic soldier competencies, thereby enhancing individual and unit wartime capabilities. Additionally, domestic support operations provide excellent opportunities for soldiers to interface with the civilian community and demonstrate traditional Army values such as teamwork, success-oriented attitude, and patriotism. These demonstrations provide positive examples of values that can benefit the community and also promote a favorable view of the Army to the civilian population.

PRINCIPLES OF OPERATIONS OTHER THAN WAR

Domestic support operations occur under various scenarios and conditions. Regardless, the six principles for the conduct of operations other than war-objective, unity of effort, legitimacy, perseverance, restraint, and security—apply. A discussion of each follows.

- Objective - *Direct every military operation toward a clearly defined, decisive, and attainable objective*. All commanders and soldiers must understand the objective and integrate their efforts with those of the supported civil

authorities to achieve it. The concepts of mission,enemy, troops, terrain, and time available (METT-T) determine intermediate or subordinate objectives that must be accomplished to achieve the primary objective.

- *Unity of effort - Seek unity of effort toward every objective*. Commanders must seek, establish, and maintain unity of effort. In most crisis situations, they will be in support and under the general direction of civil authorities. They must coordinate closely with these authorities and clearly understand the lines of authority and control. Unity of effort also requires coordination and cooperation among the other federal agencies involved. Almost all domestic support operations will be conducted in a joint and interagency environment. Although unity of command may not be possible since command structures vary, the requirement for unity of effort remains.

- *Legitimacy - Sustain the people's willing acceptance of the right of the government to govern or of a group or agency to make and carry out decisions*. Legitimacy derives from the perception that using military force is a legal, effective, and appropriate means of exercising authority for reasonable purposes. However, the issue of legitimacy demands caution and critical judgment. The Army must be aware of the legitimate interests, prerogatives, and authority of the various levels of civil government involved and act accordingly. If the Army aids in the solution of a domestic problem but detracts from the legitimacy of the national or state governments by so doing, its actions will be detrimental to the federal government's long-term strategic objectives.

- *Perseverance - Prepare for the measured, protracted application of military capabilities in support of strategic aims*. Domestic support operations may require years to achieve desired effects. They may not have a clear beginning or end decisively. For example, the Army's involvement in counterdrug operations, which began in 1981, remains active.

- *Restraint - Apply appropriate military capability prudently*. Specific rules of engagement govern the disciplined application of force. In operations other than war, these rules will be more restrictive, detailed, and sensitive to political concerns and may change frequently during operations. Restraints on weaponry, tactics, and levels of force characterize domestic support operations.

- *Security - Never permit hostile forces to acquire an unexpected advantage*. The Army must never be lulled into believing that the nonhostile intent of a mission involves little or no risk. Individuals or groups may wish to take advantage of a crisis situation for personal gain or to make a political statement. Commanders must be ready to counter activity that could bring harm to their units or jeopardize their mission. Disaster assistance operations focus on alleviating human suffering, but as Army forces involved in 1992 Hurricane Andrew relief discovered, prevention of looting and protection of supplies are also necessary.

THE ARMY'S ROLE

The National Guard in a nonfederal status has the primary responsibility for providing military assistance to state and local governments.

In domestic support operations, the Army recognizes that National Guard forces, acting under the command of their respective governors in a state (nonfederal) status, have the primary responsibility for providing military assistance to state, territorial, and local governments. When state and National Guard resources need supplementation and the governor requests it, the Army will, at the direction of the NCA, assist civil authorities.

During massive flooding of the Mississippi River and its tributaries in the summer of 1993, more than 7000 National Guardsmen from the states of Arkansas, Illinois, Iowa, Kansas, Missouri, and Wisconsin were called to state active duty to provide relief to flood victims. Their duties included providing fresh water, security, evacuation, reconnaissance and traffic control, plus sandbagging, hauling, and dike reinforcement support for the duration of the emergency.

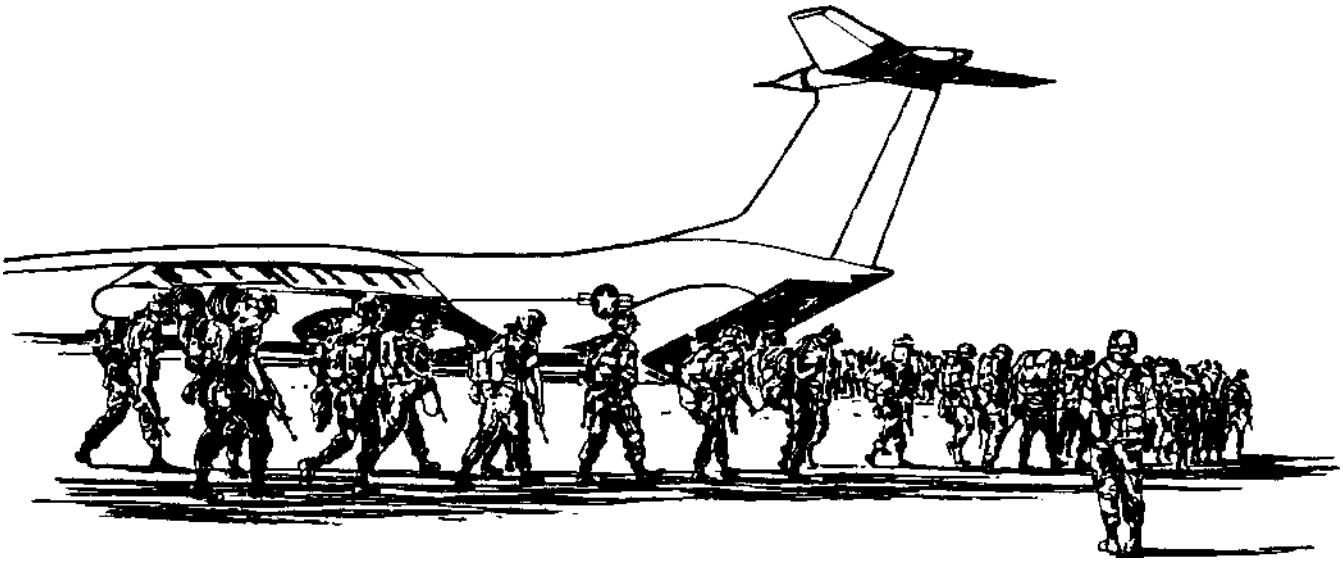
The Army provides this support at federal, state, and local levels. For example, it may help a state or local community by providing disaster relief or it may provide medical personnel and transportation for a state's firefighting effort. Another example is aiding governmental agencies in cleaning up the environment. The Army may also be designated a lead agent for a specific operation, such as urban search and rescue (US&R) under the Federal Response Plan (FRP), the document that directs federal response to natural disasters such as earthquakes, hurricanes, typhoons, tornadoes, and volcanic eruptions; technological emergencies involving radiological or hazardous material releases; and other incidents requiring federal assistance as prescribed by law. The FRP provides standing mission assignments to selected governmental and nongovernmental organizations to carry out specific emergency support functions (ESFs). Each type of assistance may require an extensive commitment of resources, depending on the nature and scope of the operation, and close coordination with federal, state, or local officials.

Army commanders will frequently coordinate with civilian emergency managers, both professional and volunteer. They are often referred to as the "coordinators of emergency services" or similar titles and, in smaller jurisdictions, may be the fire chief, police chief, or other official. The Army will—

- Establish achievable objectives.
- Establish clear termination standards.
- Tailor forces to the mission.

SUMMARY

The Army, composed of the AC, ARNG, USAR, and DA civilians, has a long and proud tradition of providing domestic support to the nation. It ranges from less demanding operations such as community activities to high-intensity crisis situations. Principles of operations other than war provide the Army a conceptual foundation on which to conduct domestic support operations. Although the National Guard has primary responsibility for developing plans and providing support to state and local governments, the national shift from a forward deployed to a force projection strategy has brought a new awareness of the benefits the Army can provide to America.



CHAPTER 2

ROLES AND RESPONSIBILITIES

Army support to federal, state, and local agencies covers a broad range of activities, events, and occurrences. The type of domestic support may vary from a static display at a local fair to a large deployment of troops, material, and supplies in response to a natural disaster. The scope may vary from involvement at the local community to massive operations covering a multistate or international arena. Depending on the type and scope of required support, the civil authorities and organizations that Army commanders assist will also vary greatly. These organizations are addressed in this chapter in terms of their roles and responsibilities in disaster assistance, environmental assistance, law enforcement, and community assistance operations. Also addressed are the Department of Defense agencies and commands that have significant responsibilities for providing domestic support.

THE PRESIDENT

The Army will conduct domestic support operations in a joint and interagency environment.

The President, as the Chief Executive Officer of the US Government and Commander-in-Chief of all US military forces, authorizes the use of federal resources for domestic support operations. During disasters or other periods of national emergency, the President provides guidance and direction to federal departments, agencies, activities, and other organizations. The President does this by declaring, usually at the request of a governor, a disaster or emergency and appointing a federal coordinating officer (FCO) to coordinate federal-level assistance.

The President also provides leadership and direction in other areas that may generate Army support, for example, drug abuse, the social and physical

2-1 infrastructure, and environmental pollution. The President may further assist in resolving these issues by committing federal resources or by proposing new programs.

FEDERAL AGENCIES OTHER THAN DOD

Although not all-inclusive, the following list includes those organizations that have significant responsibilities in the categories of assistance addressed in this manual.

DEPARTMENT OF AGRICULTURE (USDA)

As the lead agency for food and firefighting under the FRP, the USDA has significant responsibilities in disaster assistance operations. The US Forest Service (USFS), an agency under the USDA, is responsible for leading firefighting efforts as well as protecting forest and watershed land from fire. Jointly with the Department of Interior (DOI), the USFS controls the National Interagency Fire Center (NIFC) in Boise, Idaho. The NIFC, in turn, provides national coordination and logistical support for federal fire control.

The USDA is scientifically and technically capable of measuring, evaluating, and monitoring situations where hazardous substances have impacted natural resources. In that regard, the USDA can also support environmental assistance operations involving cleanup of hazardous substances.

THE AMERICAN RED CROSS (ARC)

The ARC, under charter from Congress, is America's official volunteer disaster relief agency. In that capacity, it has a major role in disaster assistance operations, having been designated the lead agency for mass care under the FRP. Due to the general nature of its charter, it can provide support in environmental assistance, law enforcement, and selected community assistance operations.

DEPARTMENT OF COMMERCE (DOC)

The DOC provides fire and weather forecasting as needed from the NIFC or from a nearby weather forecasting facility. Through the National Oceanic and Atmospheric Administration, it provides scientific support for response and contingency planning in coastal and marine areas. Support includes hazard assessments, trajectory modeling, and information on the preparedness and sensitivity of coastal environments to hazardous substances. Based on its responsibilities and capabilities, DOC can provide support in both disaster and environmental assistance operations.

DEPARTMENT OF EDUCATION (DOEd)

The DOEd establishes policy for, administers, and coordinates most federal assistance to education. It supports information and planning for disaster and environmental assistance operations. The DOEd may also become involved in selected Army community assistance programs that address education and training.

DEPARTMENT OF ENERGY (DOE)

As the FRP's lead agency for energy, the DOE provides the framework for a comprehensive and balanced national energy plan through the coordination and administration of the federal government's energy functions. The DOE—

- Provides nuclear technical assistance and executive national coordination with the oil, gas, electric power, and solid fuels industries.
- Coordinates international emergency responses with the International Energy Agency and with the International Atomic Energy Agency.
- Coordinates supporting resources for the energy industries involved with catastrophic disaster response and recovery.
- Plays a supporting role in disaster and environmental assistance operations.

ENVIRONMENTAL PROTECTION AGENCY (EPA)

As the lead agency for hazardous material response under the FRP, the EPA has a significant role and responsibilities in both disaster and environmental assistance operations. It provides for a coordinated response by federal departments and agencies, state and local agencies, and private parties to control oil and hazardous substance discharges or substantial threats of discharges. In selected operations, it coordinates closely with the US Coast Guard (USCG), which is responsible for conducting hazardous material operations over coastal and inland waterways.

FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA)

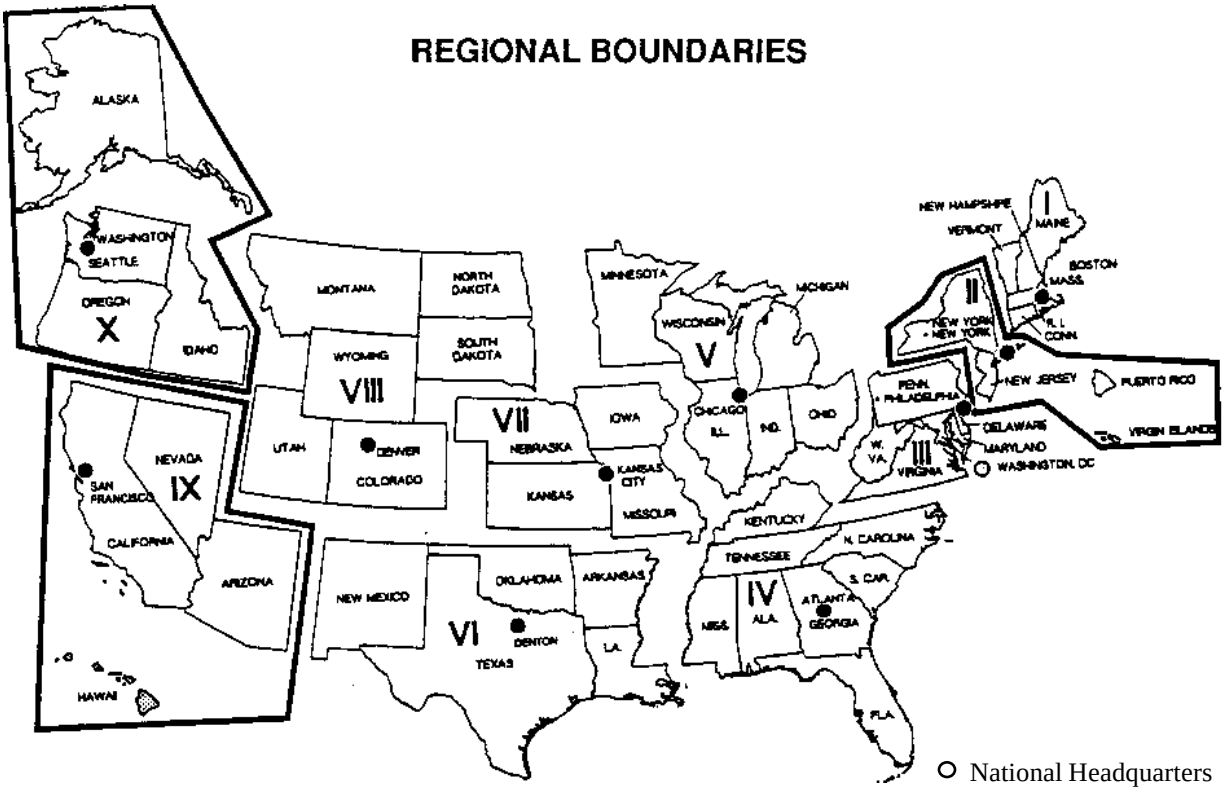
The FEMA is the federal government's executive agent for implementing federal assistance to a state and its local governments. In most cases, it implements assistance in accordance with the FRP. Organized into ten federal regions that provide support on a national basis, FEMA may be involved in either disaster or environmental assistance operations. Figure 2-1 depicts those regions.

GENERAL SERVICES ADMINISTRATION (GSA)

The GSA is the lead agency for resource support under the FRP. Having extensive expertise both in contracting and providing services, GSA is an invaluable player in both disaster and environmental assistance operations.

DEPARTMENT OF HEALTH AND HUMAN SERVICES (DHHS)

The DHHS is the lead agency for health and medical services under the FRP. The Public Health Service (PHS), an agency under the DHHS, leads this effort by directing the activation of the National Disaster Medical System (NDMS). The DHHS is also responsible for assisting with the assessment of health hazards at a response site and the protection of both response workers and the general public. Agencies



NOTE. The following US territories, possessions, and lands fall under Region IX:

Guam	Federated States of Micronesia
American Samoa	Wake Island
Northern Marianas Islands	Midway Island
Republic of Palau	Johnston Island
Republic of the Marshall Islands	

Figure 2-1. Federal Emergency Management Agency

within DHHS that have relevant responsibilities, capabilities, and expertise are the Agency for Toxic Substances and Disease Registry and the National Institute for Environmental Health Sciences. The DHHS provides support for both disaster and environmental assistance operations and may also become involved in selective Army community assistance operations that provide medical support to disadvantaged communities.

DEPARTMENT OF INTERIOR

As a support agency under the FRP, the DOI provides support for disaster and environmental assistance operations. It also has major responsibility for American Indian reservations and for people who live in island territories under United States administration. Operating the NIFC jointly with the Department of Agriculture, the DOI has expertise on, and jurisdiction over, a wide variety of natural resources and federal lands and waters.

DEPARTMENT OF JUSTICE (DOJ)

The DOJ plays a significant role in law enforcement and counterdrug operations. The Drug Enforcement Administration (DEA) is DOJ's lead agency for counterdrug operations. As the government's representative in legal matters, the DOJ may become involved in law enforcement operations, community assistance operations, and disaster and environmental assistance operations, providing legal advice on questions arising from oil and hazardous substance spills. The Attorney General supervises and directs US attorneys and US marshals in the various judicial districts. The DOJ has oversight authority for the Immigration and Naturalization Service (INS) and serves as the lead agency for operations involving illegal mass immigration. The Federal Bureau of Investigation (FBI) is an arm of DOJ.

DEPARTMENT OF LABOR (DOL)

The DOL, through the Occupational Safety and Health Administration, conducts safety and health inspections of hazardous waste sites and responds to emergencies. It must assure that employees are being protected and determine if the site is in compliance with safety and health standards and regulations. The DOL can thus become a support agency for disaster and environmental assistance operations.

NATIONAL COMMUNICATIONS SYSTEM (NCS)

As the lead agency for communications under the FRP, the NCS consists of representatives of 23 federal agencies and operates under the authority of the General Services Administration. The NCS provides communications support to federal, state, and local response efforts and is charged with carrying out the National Telecommunications Support Plan to ensure adequate communications following a disaster. It also provides technical communications support for federal fire control. Administratively structured, the NCS consists of an executive agent, a manager, a committee of principles, and the telecommunications assets.

NUCLEAR REGULATORY COMMISSION (NRC)

Responsible for the Federal Radiological Emergency Response Plan (FRERP), the NRC responds to the release of radioactive materials by its licensees. It provides advice in identifying the source and character of other hazardous substance releases when the commission has licensing authority for activities using radioactive materials. The NRC may serve in a support role in disaster and environmental assistance operations.

DEPARTMENT OF STATE (DOS)

The DOS advises the President in the formulation and execution of foreign policy. Its primary mission in the conduct of foreign relations is to promote the interests of the United States overseas. In this capacity, the DOS manages the US Agency for International Development and the US Information Agency. The DOS also has a support role in disaster or environmental assistance events or domestic counterdrug operations having international implications.

DEPARTMENT OF TRANSPORTATION (DOT)

As the lead agency for transportation under the FRP, the DOT coordinates federal transportation in support of federal agencies, volunteer agencies, and state and local governmental entities. It has support roles in ten other ESFs of the FRP. A subordinate agency of the DOT during peacetime, the US Coast Guard conducts counterdrug operations and, in conjunction with the EPA, hazardous material operations. The DOT and the USCG have major roles in disaster and environmental assistance operations. The DOT provides expertise regarding transportation of oil or hazardous substances by all modes of transportation.

DEPARTMENT OF TREASURY

The Department of Treasury, through its agency, the US Customs Service (USCS), regulates goods, people, and vehicles entering or leaving the United States and its territories. The USCS assesses and collects duties on imports and controls merchandise to prevent smuggling of contraband, including narcotics. As one of the primary federal agencies involved in support of law enforcement, the USCS plays a support role in planning for disaster or environmental assistance operations. Through the US Secret Service (USSS), the Department of Treasury is responsible for providing security for the President, the Vice-President, and visiting heads of state. The USSS can request the aid of the military—in particular, military police, military working dogs, and explosive ordnance disposal and signal personnel—in the conduct of security and protection missions.

NATIONAL WEATHER SERVICE (NWS)

The NWS predicts, tracks, and warns of severe weather and floods. It plays a support role in disaster or environmental assistance operations.

DEPARTMENT OF DEFENSE

The DOD is the lead agency for public works and engineering, as well as urban search and rescue under the FRP. It has support roles in the 10 other ESFs, frequently becoming involved in disaster or environmental assistance operations. If directed by the President, DOD may provide support to law enforcement operations and selected community assistance initiatives. A diagram of DOD is at Figure 2-2.

SECRETARY OF DEFENSE (SECDEF)

The SECDEF has designated the Secretary of the Army (SA) as the DOD executive agent for providing DOD domestic support operations. These responsibilities are outlined in existing policies, procedures, and directives.

SECRETARY OF ARMY

As the DOD executive agent for domestic support operations, the SA develops necessary planning guidance, plans, and procedures. The SA has authority to task DOD components to plan for and to commit DOD resources in response to requests for military support from civil authorities. Any commitment of military forces of the unified and specified commands must be coordinated in advance with the Chairman, Joint Chiefs of Staff (CJCS). The SA uses the inherent authority of his office to direct Army assistance to domestic support operations. A diagram of the Department of the Army is at Figure 2-3.

DIRECTOR OF MILITARY SUPPORT (DOMS)

The DOMS, a general officer appointed by the SA, is the DOD primary contact for all federal departments and agencies during periods of domestic civil emergencies or disaster response. On behalf of the DOD, the DOMS and his supporting staff, serving as a joint staff, ensure the planning, coordination, and execution of many domestic support operations.

UNIFIED COMMANDS

Selected commanders-in-chief (CINCs) have domestic support responsibilities, some of which are addressed below. More specific CINC responsibilities for civil assistance missions are identified in appropriate DOD directives, guidelines, and operational plans.

Commander-in-Chief, Forces Command (CINCFOR)

The CINCFOR serves as the DOD principal planning and operating agent for military support to civil authorities for all DOD components in the 48 contiguous states and the District of Columbia.

Commander-in-Chief, Atlantic Command (CINCLANT)

The CINCLANT serves as the DOD principal planning and operating agent for military support to civil authorities for all DOD components within the Atlantic command area of operations (AO).

Commander-in-Chief, Pacific Command (CINCPAC)

The CINCPAC serves as the DOD principal planning and operating agent for military support to civil authorities for all DOD components within the Pacific command AO.

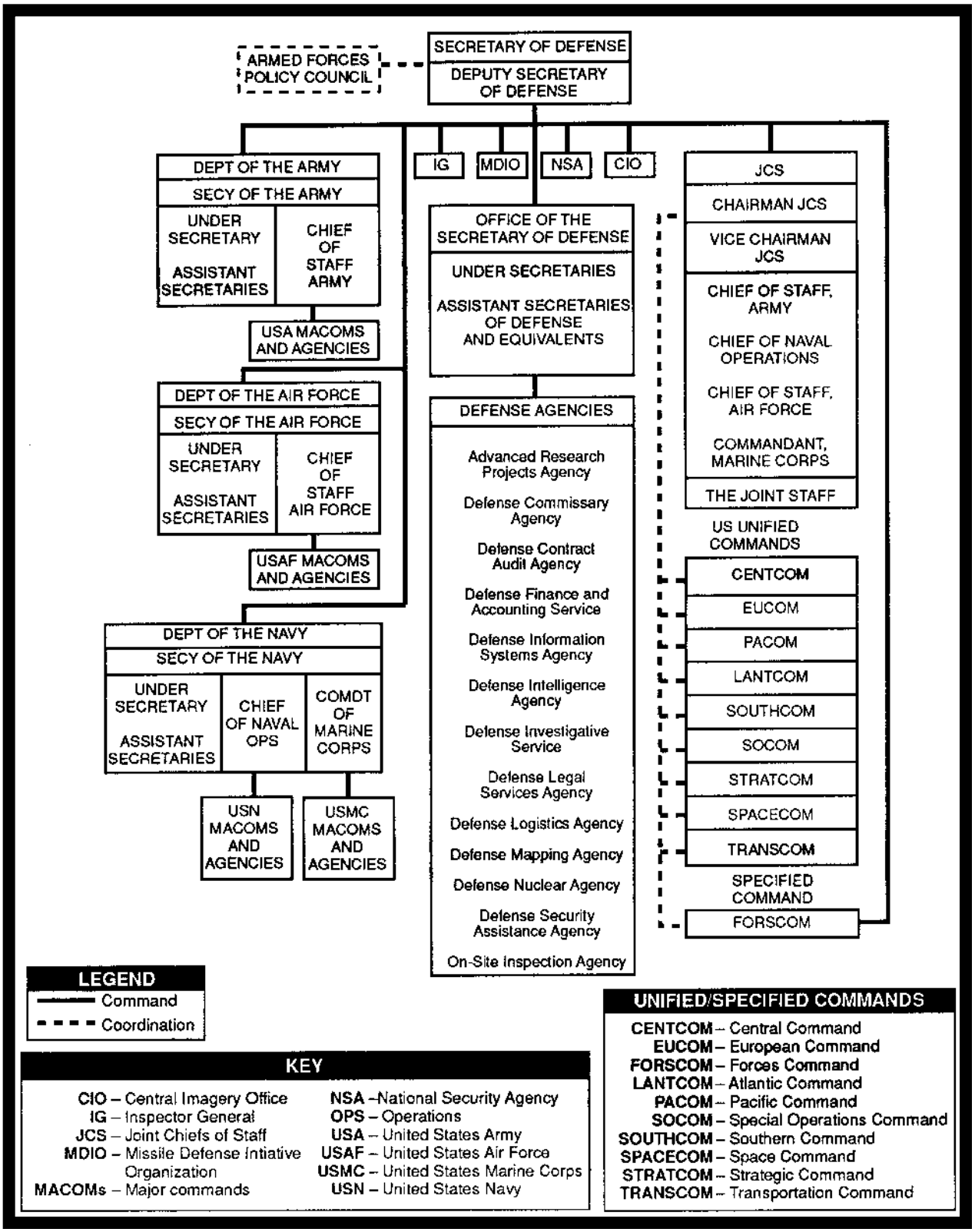


Figure 2-2. Department of Defense

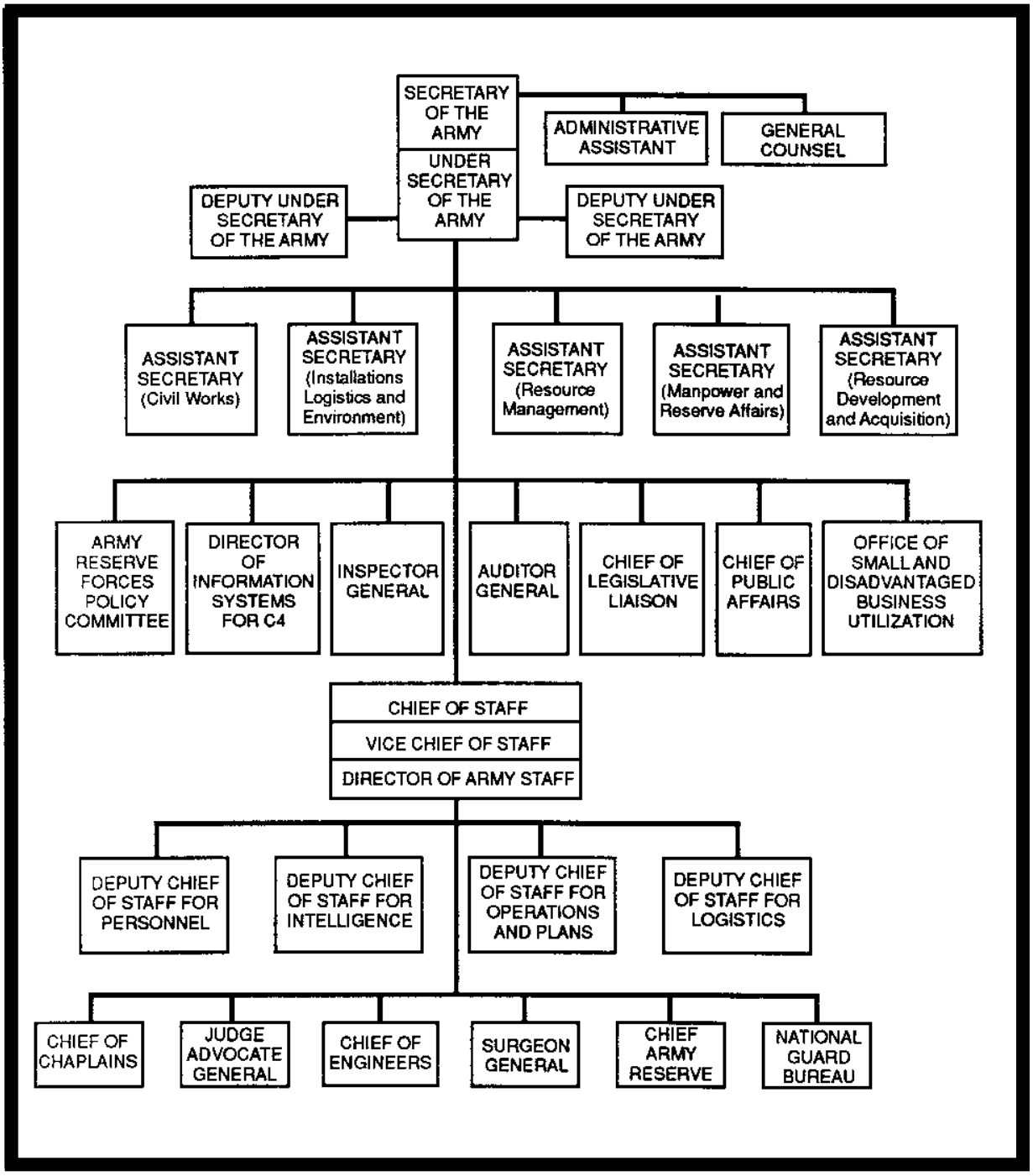


Figure 2-3. Department of Army

Commander-in-Chief, Transportation Command (CINCTRANS)

The CINCTRANS serves as the DOD single manager for transportation, providing air, land, and sea transportation to meet national security objectives. The CINCTRANS has combatant command (COCOM) of the Military Traffic Management Command, Air Mobility Command, and Military Sealift Command, collectively known as the transportation component commands.

Defense Logistics Agency (DLA)

The DLA supports civil disturbance operations under the provisions of OPLAN GARDEN PLOT, the National Civil Disturbance Plan, with wholesale logistics support for military assistance in disasters.

DEFENSE COORDINATING OFFICER (DCO)

A CINC appoints the DCO to serve as the DOD single point of contact to the federal coordinating officer for providing DOD resources during disaster assistance. The DCO should collocate with the FCO and coordinates all FEMA mission assignments for military support. The DCO usually has operational control of all DOD forces deployed to support the federal effort. A defense coordinating element (DCE) will be organized to provide support staff for the DCO in the disaster area. The size and composition of the DCE is situation-dependent.

NATIONAL GUARD

National Guard Bureau (NGB)

The NGB is the federal coordination, administrative, policy, and logistical center for the Army and the Air National Guard (ANG). It serves as the legal channel of communication among the United States Army, the United States Air Force, and the National Guard in the 54 states and territories. The Chief, National Guard Bureau, has executive agent responsibility for planning and coordinating the execution of military support operations. The Director, Army National Guard (DARNG), in coordination with the Director, ANG, is responsible to the Chief, NGB. NG commanders are responsible for planning and training their forces for both their federal and state missions.

State Area Command (STARC)

The STARC is a mobilization entity in each state and territory. It organizes, trains, plans, and coordinates the mobilization of NG units and elements for state and federal missions. The STARC is responsible for emergency planning and response using all NG resources within its jurisdiction. It directs the deployment and employment of ARNG units and elements for domestic support operations, including military support to civil authorities. As with active duty forces, emergency response may be automatic or deliberate. When the NG is in a nonfederal status, the governor serves as commander-in-chief of the NG in his state or territory and exercises command through the state adjutant general (TAG). While serving in state status, the NG provides military support to civil authorities, including law enforcement, in accordance with state law. Federal equipment assigned to the NG may be used for emergency support on an incremental cost-reimbursement basis.

US Property and Fiscal Officers (USPFOs)

USPFOs are Title 10 officers assigned to the NGB and detailed for duty at each state or territory. They are accountable for all federal resources (equipment, dollars, and real estate) provided to the NG of each state. The USPFO staff provides supply, transportation, internal review, data processing, contracting, and financial support for the state's NG. When required, the USPFO can operate as a support installation for active component or USAR forces on a reimbursable basis.

Emergency Preparedness Liaison Officers (EPLOs)

Representatives from the services are EPLOs to each state NG. As service planning agents' representatives to TAGs and STARCs, they plan and coordinate the execution of national security emergency preparedness (NSEP) plans, performing duty with the STARCs. EPLOs are Army, Navy, and Air Force Reservists who have been specifically trained in disaster preparedness and military support matters. Each reports to an active duty program manager or planning agent in his or her respective service who has responsibility and authority to provide (or seek further approval of) military support to the state. EPLOs must have a comprehensive knowledge of their respective service facilities. They must also monitor and update their portion of the DOD Resource Data

Base (DODRDB). Upon appointment of the DCO, EPLOs may be ordered to active duty to serve as liaison representatives to the STARCs and their respective services.

US ARMY RESERVE

The USAR is capable of extensive domestic support operations. This assistance and support may include the use of equipment and other resources, including units and individuals. USAR personnel may be activated in a volunteer status when ordered to active duty in lieu of annual training or after the President has declared a national emergency.

MAJOR COMMANDS (MACOMs)

MACOM commanders may provide domestic support operations in accordance with authorized agreements they have reached with civil authorities in their surrounding communities or as directed by higher headquarters. Specifically, they may provide resources for disaster relief upon request, generally placing these resources under the operational control of the military commander in charge of relief operations.

US Army Health Services Command (HSC)

The HSC, as requested by the supported CINC, provides health service support (HSS) resources, including clinical personnel under the Professional Officer Filler System (PROFIS), for all categories of domestic support operations. These resources are normally attached to, or placed under the operational control of, a supported CINC HSS unit for the duration of the operation.

Continental US Army (CONUSA) Commanders

CONUSA commanders provide regional military support to civil authorities by planning for and conducting disaster relief operations within their areas of responsibility. They also establish and maintain disaster relief liaison with appropriate federal, state, and local authorities, agencies, and organizations.

US Army Corps of Engineers (USACE)

The USACE is organized into geographically dispersed (CONUS and OCONUS) division and district subordinate commands. The USACE commander also serves as the chief of engineer soldier forces and in that capacity guides the Army staff in their utilization. The USACE's mission is to provide quality, responsive engineering service to the nation. The command applies substantial expertise to the areas of operation and maintenance of the national waterway infrastructure, environmental restoration and remediation, project planning and management, coordination of complex interagency or regional technical issues, and disaster planning and response. The USACE serves as DOD's lead agent, in direct support of FEMA, for public works and engineering in the FRP. Figure 2-4 depicts USACE division and district regulatory boundaries.

US Army Materiel Command (USAMC)

The USAMC may organize and deploy a logistics support element for domestic support operations. It provides supply, maintenance, technical assistance, and other services to the units. In addition, the logistics support element may organize a humanitarian depot to receive, store, and distribute relief supplies. The USAMC is the Army's executive agent for chemical and nuclear accidents and incidents.

STATE AND LOCAL GOVERNMENT

This section addresses general state and local government responsibilities for responding to disaster assistance operations. Responsibilities for environmental assistance, support of law enforcement, and community assistance are discussed in chapters specifically addressing those operations. State and local government officials, operating under authority granted by state constitutions and local charters, are responsible for most of the daily safety and security issues that impact on their citizens' quality of life. State and local officials have primary responsibility for emergency preparedness planning and responding to emergencies.

Historically, NG units, under control of state governors and TAGs, have been the primary military responders in emergencies. Using federal military forces to support state and local governments is the exception rather than the norm. Federal forces are normally used only after state resources have been exhausted.

STATE RESPONSIBILITIES

Governor

A state governor is empowered by the US Constitution and each respective state constitution to execute the laws of the state and to command the state's NG when it is serving in state status. Governors are also responsible for issuing Executive Orders declaring "states of emergency" and ensuring that state agencies plan for actions in the event of a disaster.

Once a disaster occurs, the governor assesses its extent and determines if local government requests for assistance should be honored. If appropriate, the governor declares a state of emergency, activates the state response plan, and may call up the NG. The governor gives the NG its mission and determines when Guard forces can be withdrawn. In the event a disaster exhausts state resources, the governor may petition the President for federal assistance.

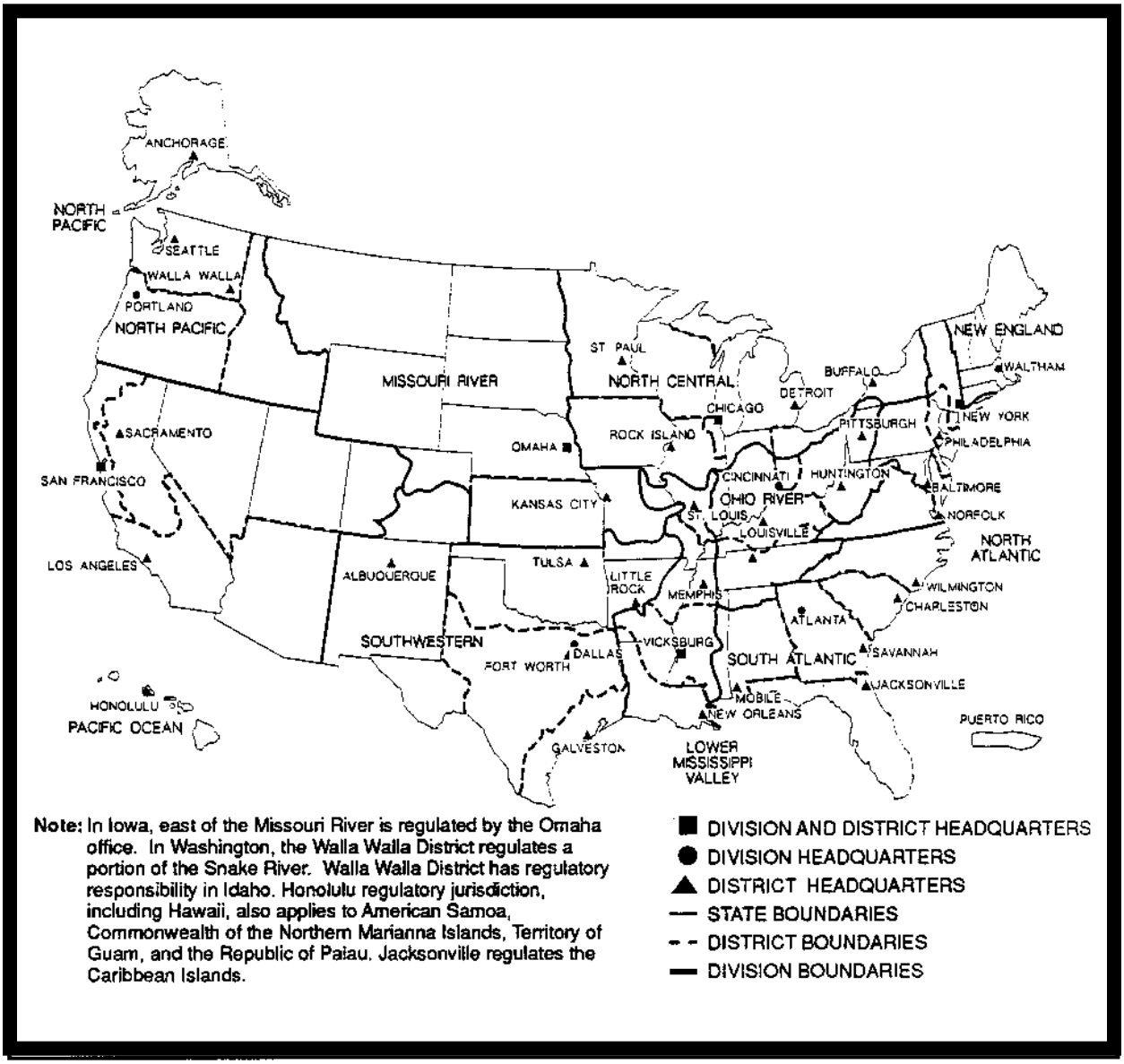


Figure 2-4. Corps of Engineers Division and District Regulatory Boundaries

Office of Emergency Services (OES)

All states have a specific agency that coordinates emergency preparedness planning, conducts emergency preparedness training and exercises, and serves as the governor's coordinating agency in an emergency. The titles of these offices vary from state to state, for example, Division of Emergency Government, Emergency Management Agency, Department of Public Safety, or Office of Emergency Preparedness. This manual refers to this office using the generic term Office of Emergency Services. A diagram depicting a typical structure for state and local operational emergency services organizations and their linkages with equivalent federal organizations is at Figure 2-5.

Generally, the OES is either organized as a stand-alone office under the governor or aligned under TAG or the state police. It operates the state emergency operations center during a disaster or emergency and coordinates with federal officials for support if required. A diagram depicting typical organizations involved in state and local emergency response is at Figure 2-6.

The Adjutant General. The state NG is the governor's primary response force in an emergency. The TAG, through the STARC (specifically the Plans, Operations and Military Support Officer (POMSO)) coordinates emergency response plans for

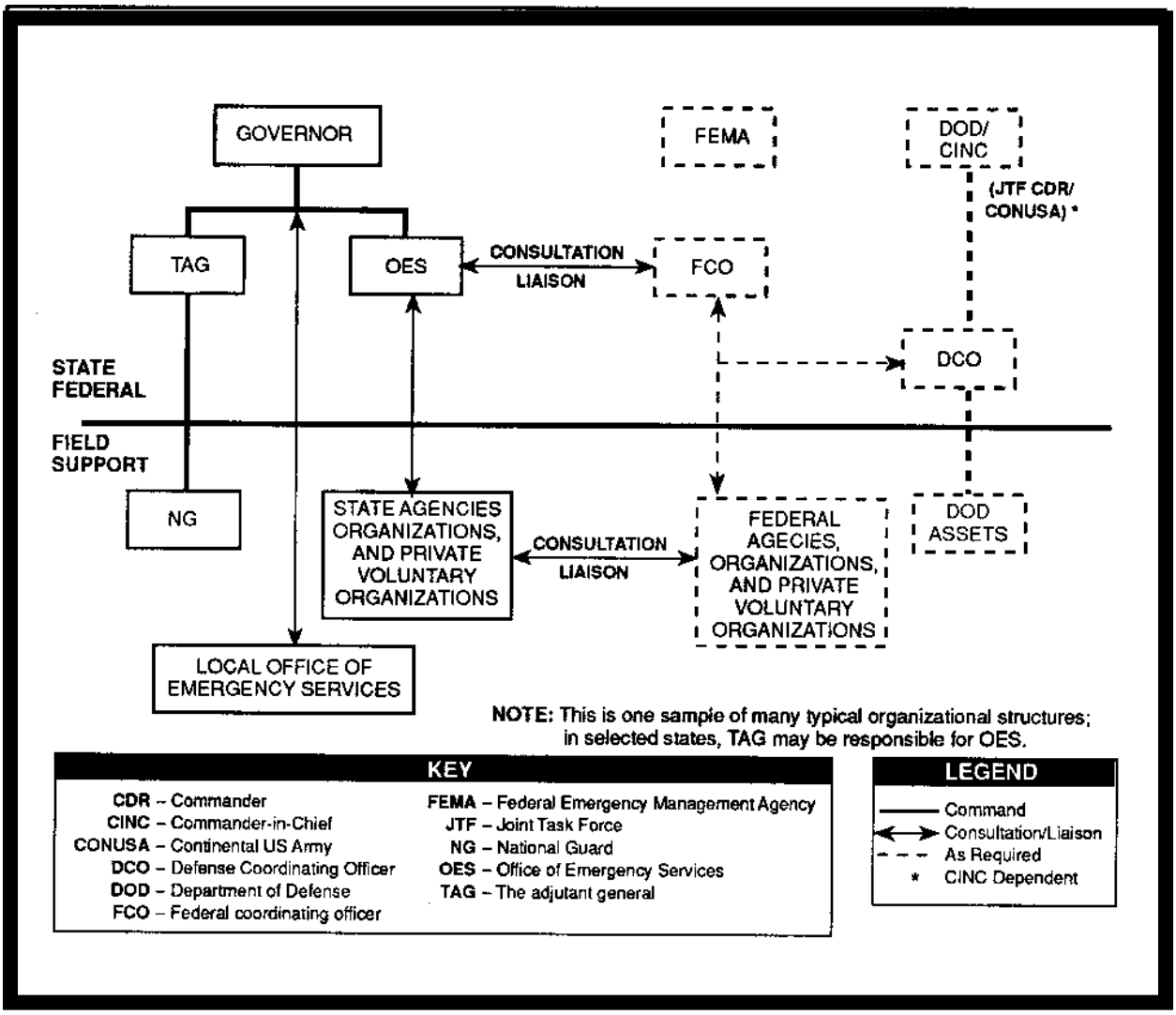


Figure 2-5. State/Local Operation Emergency Services Organization

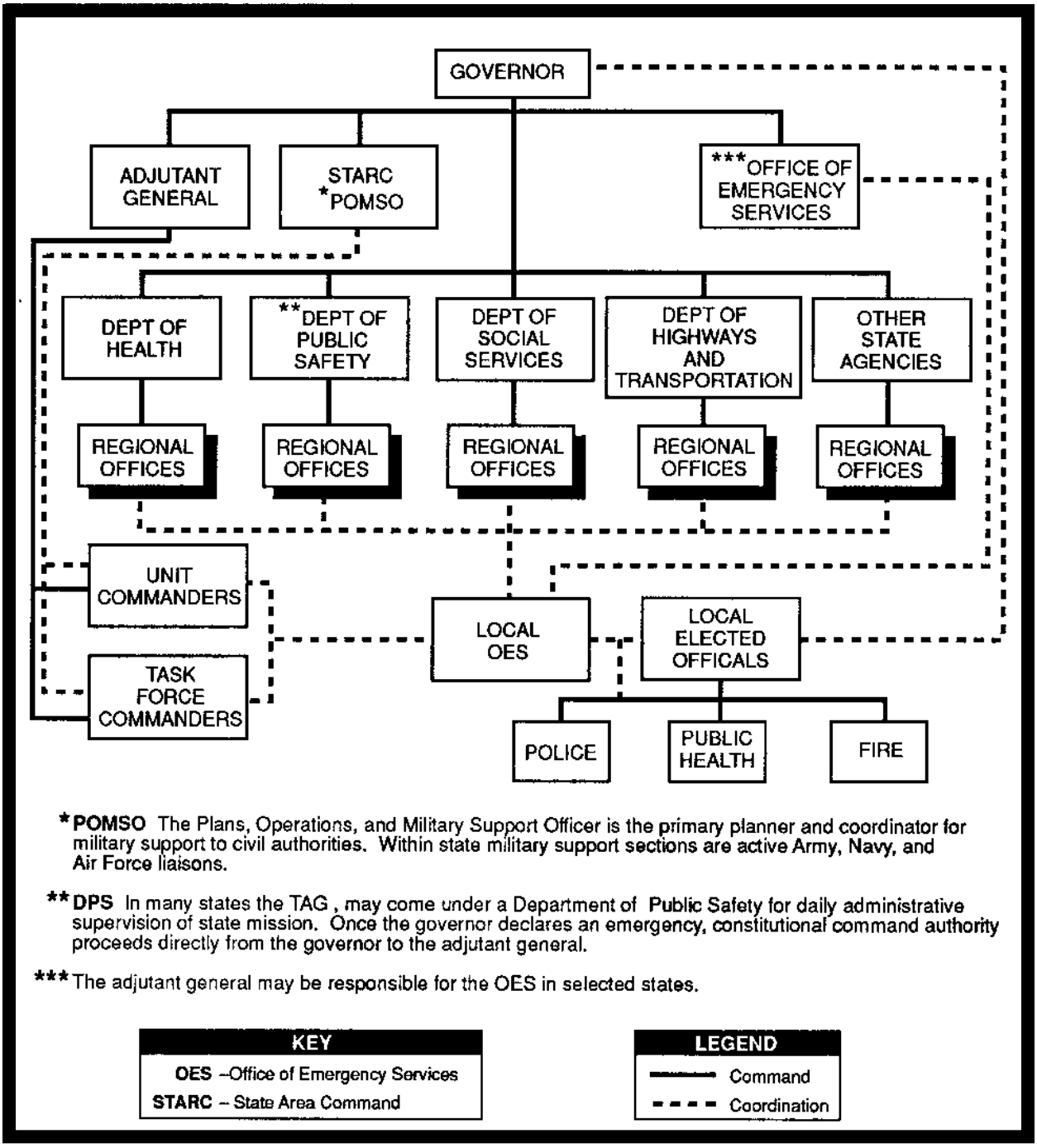


Figure 2-6. State and Local Emergency Response

disasters and emergencies. TAG is in command of state NG forces called to state active duty.

Plans, Operations, and Military Support Officer

The POMSO plans for disaster response and recovery operations within the full spectrum of military support missions. Within each state, the POMSO coordinates training plans and exercises between the state NG and federal, state, and local emergency management agencies. The POMSO will serve as the NG point of contact with DOD officials during a federal emergency or disaster.

State Government Agencies

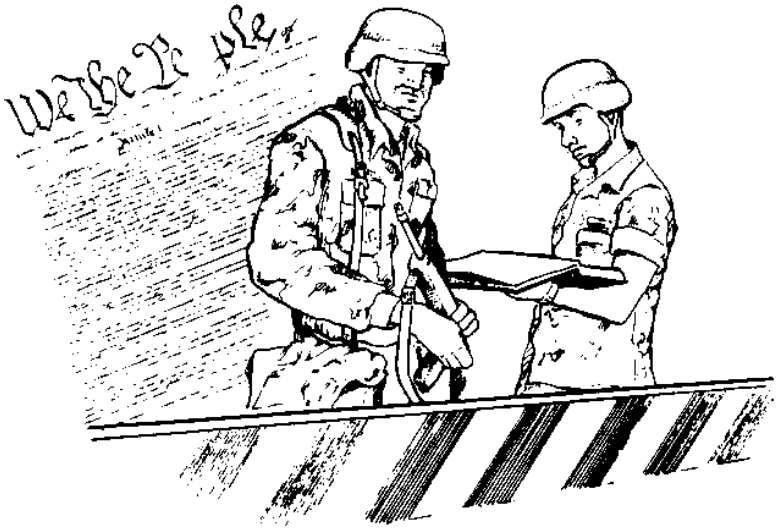
State government departments and agencies prepare emergency response plans for their areas of specialization. They also participate in emergency preparedness exercises and respond according to plan.

LOCAL RESPONSIBILITIES

Within their respective communities, mayors, city managers, local police and fire protection officials, county executives, sheriffs, prosecuting attorneys, and public health officials are some of the people responsible for law enforcement, safety, health, and fire protection on a daily basis. They are responsible for developing appropriate emergency response plans and responding to emergencies within their jurisdictions. Most local jurisdictions have an OES to plan and coordinate actions in an emergency. In many cases, local jurisdictions have mutual aid agreements with other jurisdictions that allow for firefighter and police assistance. Once local officials determine that an emergency is beyond the scope of their resources or ability to respond, the senior local official is responsible for requesting additional assistance from the state governor.

SUMMARY

*The A*rmy may support or coordinate with many federal, state, and local governmental departments and agencies as it conducts domestic support operations. Although the Army is seldom the lead agency in disaster assistance operations, it is a support agency for all the FRP's emergency support functions. Almost all Army domestic support operations will be conducted in a joint or interagency environment. Throughout our history, the Army has provided community support at the national level and support to its surrounding communities. The Army also has a long history of providing domestic support and will continue to provide that assistance in the future.



CHAPTER 3

LEGAL CONSIDERATIONS AND CONSTRAINTS

The Constitution, laws, regulations, policies, and other legal issues limit the use of federal military personnel in domestic support operations. This chapter presents an overview of those considerations and constraints.

CIVILIAN CONTROL OF THE MILITARY

Commanders should discuss plans, policies, programs, exercises, funding, and operations with their legal advisors.

Under the Constitution of the United States, Congress has the authority to raise and support an army, provide and maintain a navy, and make rules for governing and regulating the land and naval forces. The Constitution places the military under civilian control and designates the President as commander-in-chief. Statutes provide for civilian leadership in the form of a secretary of defense, service secretaries, and various other civilian authorities.

The unique capabilities of the military enable it to support federal, state, or local civilian agencies. In most circumstances, the DOD is one of many federal agencies reacting to a domestic emergency or crisis, playing a subordinate, supporting role to a lead, civilian agency.

THE ROLE OF THE ARMY

Traditionally, nations have raised and maintained armies to provide for the national defense. Today, the United States calls upon its Army to perform various other functions as well, for example, controlling civil disturbances, assisting with disasters, and providing essential services.

- During the civil disturbances of the late 1960s and early 1970s, civilian authorities called upon the Army to help restore order.
- Soldiers provided assistance during times of natural disaster, such as the Hurricane Andrew cleanup in Florida in 1992. Civil authorities can call upon the Army to render assistance if a

major accident occurs at a nuclear power plant. The Army can also help prevent a major environmental disaster by assisting in the cleanup of petroleum or chemical spills.

- During the postal strike of 1970, the federal government called upon the Army to help operate post offices in several cities. Army air traffic controllers manned control towers during the 1981 air traffic controller walkout.

THE LAW

Within the United States, civilian agencies, not the military, provide for the needs of citizens. Civilian, federal, state, and local government and law enforcement agencies execute US laws. Laws governing use of the military in domestic operations are complex, subtle, and ever-changing. For this reason, commanders should discuss plans, policies, programs, exercises, funding, and operations with their legal advisors. They should scrutinize each request for aid, whether it be for equipment or training, to ensure that it conforms with statutory requirements.

SUPPORT TO CIVILIAN LAW ENFORCEMENT: *The Posse Comitatus Act*

Generally, federal military forces may not give law enforcement assistance to civil authorities without running afoul of The Posse Comitatus Act. However, Constitutional and statutory exceptions to this prohibition do exist. The recent emphasis on drug interdiction has led to an increase in those exceptions.

The Judiciary Act of 1789 allowed United States marshals to call upon the military as a *posse comitatus*. This continued until after the Civil War, when the federal government used the Army to execute Reconstruction Era policies. The southern states regarded the use of the military for this purpose as abusive and repressive, and in 1878 President Rutherford B. Hayes signed the original bill ending the practice. The current wording contained in 18 USC 1385 is:

> *Whoever, except in cases and under circumstances expressly authorized by the Constitution or act of Congress, willfully uses any part of the Army or the Air Force as a posse comitatus or otherwise to execute the laws shall be fined not more than $10,000 or imprisoned not more than two years, or both.*

The *Posse Comitatus Act* prescribes criminal penalties for use of the US Army or Air Force to execute the laws of or to perform civilian law enforcement functions within the US. DOD policy extends this prohibition to the US Navy and Marine Corps. Prohibiting the military from executing the laws means that military personnel may not participate directly—

- In arrest, search and seizure, stop and frisk, or interdiction of vessels, aircraft, or vehicles.
- In surveillance or pursuit.
- As informants, undercover agents, or investigators in civilian legal cases or in any other civilian law enforcement activity.

The *Posse Comitatus Act* does not apply to—

- Members of the National Guard when not in federal service.
- Members of a reserve component when not on active duty or active duty for training.
- DOD civilians, unless under the direct command and control of an active duty officer.
- A soldier when off duty and acting only in a private capacity.
- Soldiers taking action for the primary purpose of furthering a military or foreign affairs function of the US, for example, enforcing military justice, maintaining law and order on military installations, protecting classified materials.

There are specific actions in which military personnel may not participate.

Constitutional Exceptions

Under its inherent authority, the United States Government is responsible for preserving public order and carrying out governmental operations within its territorial limits, by force, if necessary. Under the Constitution, two exceptions allow the use of the military to execute or enforce the law: when necessary to protect civilian property and functions and when necessary to protect federal property and functions.

When Necessary to Protect Civilian Property and Functions. A sudden and unexpected civil disturbance, disaster, or calamity may seriously endanger life and property and disrupt normal governmental functions to such an extent that local authorities cannot control the situation. At such times, the federal government may use military force to prevent loss of life or wanton destruction of property and to restore government functions and public order. This exception has rarely been used.

When Necessary to Protect Federal Property and Functions. The federal government may use military force to protect federal property and federal government functions when local authorities cannot or decline to provide adequate protection.

The President may order the armed forces to aid state civil authorities who are suffering from an insurrection or civil disturbance—

- At the request of a state.
- To enforce federal authority.
- To protect federal property.
- To protect the Constitutional rights of citizens within any state.

The President must act personally by first issuing a proclamation calling upon insurgents to disperse and retire peaceably within a limited time (10 USC 331-333; 10 USC 3500; 10 USC 8500). Note: Not one of these authorities, in and of itself, provides sufficient legal basis to order the reserve components to active federal service.

Statutory Exceptions

Other statutory exceptions (10 USC 371-380) allow military personnel to provide limited support to civilian law enforcement agencies (LEAs) indirectly. Under these laws, the military may share certain information and provide equipment, facilities, and other services to LEAs. The annual DOD Authorization Act also contains exceptions concerning military support to civilian authorities fighting illegal drugs. DOD policies for providing support to civilian LEAs, including personnel and equipment, are contained in DOD Directive 5525.5. AR 500-51 contains related US Army policies. Examples of support that does not violate *The Posse Comitatus Act* follow:

- Loan of equipment and training to operate or repair the equipment. Certain customs and other laws—*The Controlled Substances Act*, *The Immigration and Nationality Act*—permit direct operation of this equipment.
- Civilian LEAs' use of installation research facilities.
- Transfer of information acquired during normal military operations.

DOMESTIC DISASTER RELIEF:

The Robert T. Stafford Disaster Relief Act

The Stafford Act, 42 USC 5121, et seq, as amended, is the statutory authority for federal domestic disaster assistance. It empowers the President to establish a program for disaster preparedness and response, which the President has delegated to FEMA. The Stafford Act provides procedures for declaring an emergency or major disaster, as well as the type and amount of federal assistance available. The Act authorizes the President to provide DOD assets for relief once he formally declares an emergency or a major disaster. He may also provide DOD assets for emergency work on a limited basis prior to the declaration. DOD policy for providing domestic disaster assistance is contained in DOD Directive 3025.1, Military Support to Civil Authorities. Army policy is found in AR 500-60, Disaster Relief.

Emergencies and Major Disasters

The difference between an emergency and a major disaster is one of duration, severity, and the extent of assistance required. Examples are hurricanes, floods, tornadoes, storms, tidal waves, earthquakes, volcanic eruptions, landslides, droughts, explosions, or other natural or man-made catastrophes. Emergencies are less severe than major disasters, requiring a shorter time to recover and to provide adequate relief. Both may require federal assistance to augment state and local resources and relief agencies. From a DOD perspective, an emergency and a major disaster may require the same type of work, that is, removal of debris, preservation of health and safety, and restoration of essential services.

The difference between an emergency and a major disaster is one of duration, degree of damage, and extent of assistance needed.

The Federal Response Plan

Once a state requests aid, the President may declare an emergency or a major disaster, enabling the FEMA to act under the FRP. The FRP is a memorandum of understanding (MOU) between the FEMA and other federal agencies, including the DOD, to provide domestic disaster assistance. Under the FRP, a single federal agency is assigned primary responsibility for each of twelve ESFs. The FEMA orchestrates disaster relief through these ESFs. Each primary agency orchestrates the federal effort within its sphere of responsibility and may, if authorized by the FEMA, task other agencies for support.

The DOD has primary responsibility for ESF 3, Public Works, and ESF 9, Urban Search and Rescue, and is a supporting agency for the remaining ten. The FEMA reimburses the DOD for the incremental costs of providing the tasked assistance. Without specific FEMA tasking, DOD units lack authority to provide domestic disaster assistance and, if provided, risk not being reimbursed for its cost. If in doubt, commanders should seek clarification from the FEMA through the defense coordinating officer.

Emergency Work

To save lives or to preserve property, the President may commit DOD resources to perform emergency work on public or private lands prior to his official declaration of an emergency or major disaster. Emergency work is defined as clearance and removal of debris and wreckage and temporary restoration of essential public facilities and services. Such work may not last more than 10 days.

CIRCUMSTANCES CONCERNING ELECTIONS

US law (18 USC 592) prescribes criminal penalties for US troops being at or near polling places. Commanders should determine if elections are scheduled during disaster assistance operations. For example, during JTF Andrew operations, the FEMA asked the DOD, at the request of Florida election officials, to erect 66 tents, with generators and light sets, to serve as temporary polling sites during a general election. They further tasked DOD to maintain the equipment. Several other polling sites were located near DOD personnel performing disaster relief duties. The Department of Justice opined that so long as DOD personnel did all they could to respect the integrity of the sites, they would not violate 18 USC 592. This was true as they provided tasked support and as they continued relief operations in their vicinity.

Hurricane Iniki left the Hawaiian island of Kauai devastated; one result was inoperative county polling places. Soldiers from the Hawaii Army National Guard (serving on state active duty) helped a state primary election take place as scheduled by providing tents and transportation assets to Kauai County polling officials.

COMBATTING TERRORISM, AIRCRAFT PIRACY, AND OTHER OPERATIONS

COMBATTING TERRORISM

Various DOD directives outline the policies for maintaining security and combatting terrorism. Because the DOD retains responsibility for protecting its resources, DOD domestic actions to combat terrorism do not always fall within the category of providing assistance to civilian authorities. OPLAN GARDEN PLOT contains DOD procedures for assisting the FBI in combatting terrorism on and off of US military installations.

The FBI's Responsibility

The FBI has overall jurisdiction at the scene of a terrorist incident wherever it occurs, including military

installations. The President has directed federal departments and agencies to cooperate to thwart terrorist incidents.

The DOD's Responsibility

Commanders are responsible for the maintenance of law and order on their installations. They must take all actions to respond to and terminate any terrorist incident occurring on the installation and to protect the installation's personnel and equipment from attack. Installation commanders should coordinate protective measures with appropriate civilian LEAs.

Commanders who perform disaster assistance missions not tasked by FEMA risk the Army's not being reimbursed for its cost.

DOD components are authorized to respond to reasonable requests from the FBI for military resources for use in combatting acts of terrorism. Assistance may include material, facilities, and technical personnel in an advisory capacity. Without Presidential approval, military personnel may not be used in a law enforcement role outside of a military installation. With that approval, soldiers may perform missions designated by the FBI pursuant to its responsibilities during a terrorist incident. However, command and control of the soldiers always remain with their military chain of command.

DOD resources may be provided only upon request of the Director, FBI, or the senior FBI official at the scene of a terrorist incident. Commanders may accept the judgment of the requesting official if the official's determination is consistent with available facts. Commanders must forward requests for resources not based upon an actual or imminent terrorist incident—for example, requests for training or longterm equipment loans—to the DOD for processing in accordance with OPLAN GARDEN PLOT.

AIRCRAFT PIRACY

The Federal Aviation Administration (FAA) has exclusive responsibility for directing law enforcement activity affecting the safety of persons on board in-flight aircraft involved in aircraft piracy. The DOD is required, upon request of the Administrator, FAA, to provide necessary assistance to carry out the air piracy laws. The DOT and the DOD have a memorandum of understanding concerning aircraft piracy that covers DOD aircraft, regardless of location, and any non-DOD aircraft on DOD installations.

OTHER OPERATIONS

DOD support to civilian agencies for other emergencies, such as hazardous substance cleanup, radiological threats, emergency evacuation, and flood control, may be under specific authority, for example, The Flood Control Act. Such support may also be executed in conjunction with other laws, policies, procedures, or regulations. It is not possible to discuss all situations within the constraints of this publication. For example, Army Corps of Engineers civil engineering projects exceed the scope of this discussion. Applicable references are listed at the back of this manual.

10 USC 672(b), The 15-Day Rule.

The secretary concerned may order reserve component units—and personnel not assigned to units—to active duty for a period not to exceed 15 days per year. Activating NG units and personnel requires the governor's consent. USAR units and ARNG units performing annual training outside the US and its territories, however, use such orders as authority for their annual training period. If a reserve component unit ordered to active duty under this authority uses it to perform annual training, the authority is no longer available for that unit until the next fiscal year.

10 USC 672(d), Volunteers

The secretary concerned may order to active duty reserve component personnel who volunteer. The governor must consent to activating NG personnel. Normally, as a matter of policy, USAR personnel are ordered to active duty for a period of more than 30 days

Ordinarily, no USAR or NG personnel will be ordered to active duty as volunteers unless active duty and state ARNG personnel cannot perform the duty and the appropriate CINC validates the requirement.

USE OF PERSONNEL, MATERIEL, AND EQUIPMENT

USE OF MILITARY INTELLIGENCE (MI) PERSONNEL

Use of MI personnel during domestic support operations is restricted as a direct result of lessons learned from their improper use in the 1960s. Consequently, LEA requests for MI personnel or material for counterdrug support must be approved by the Secretary of the Army General Counsel and coordinated through the Department of the Army Office of the Deputy Chief of Staff for Intelligence.

During disaster assistance operations, MI personnel may be used for liaison as well as other MI support activities. However, a specific MI mission statement, coordinated through proper authorities, must authorize MI personnel to collect, analyze, and disseminate information. When so authorized, MI personnel may

- Acquire information that may threaten the physical security of DOD employees, installations, operations, or official visitors, or that may be needed to protect the safety of any person, that is, force protection.

- Analyze and disseminate information to disaster relief personnel and emergency operations centers (EOCs).

- Support EOC operations using intelligence preparation-of-the-battlefield (IPB) skills.

Information that MI personnel gather without using or retaining it is considered not to have been collected. Commanders and MI personnel will ensure that all such material is handed over to appropriate authorities before departing the disaster area.

When OPLAN GARDEN PLOT is executed in response to civil disturbance operations, MI activities fall under the jurisdiction of law enforcement policies and regulations. Commanders must ensure that MI support missions, other than normal liaison with LEAs for force protection, have been coordinated with and approved by appropriate authorities.

USE OF RESERVE COMPONENT PERSONNEL

Several statutes permit the President, the SECDEF, or the service secretaries to use portions of the reserve components. For domestic disaster assistance, generally only two apply: 10 USC 672(b) and 10 USC 672(d).

USE OF MATERIEL AND EQUIPMENT

AR 700-131 provides HQDA guidance for the loan or lease of US Army materiel. The SA must approve the loan of arms, ammunition, combat vehicles, vessels, and aircraft. Ordinarily, when the DOD loans equipment, the borrowing agency must reimburse them for all DOD costs incident to its delivery, return, and repair. In addition, the borrower must reimburse the full purchase price for consumable or nondurable items, such as batteries, and for depreciation if it is significant.

DOD directives tightly regulate use of reserve component equipment. The MACOM commander approves temporary loans for 90 days or less. The Secretary or Deputy Secretary of Defense approves withdrawals of equipment for more than 90 days. Replacement plans must accompany requests for withdrawals.

REIMBURSEMENT

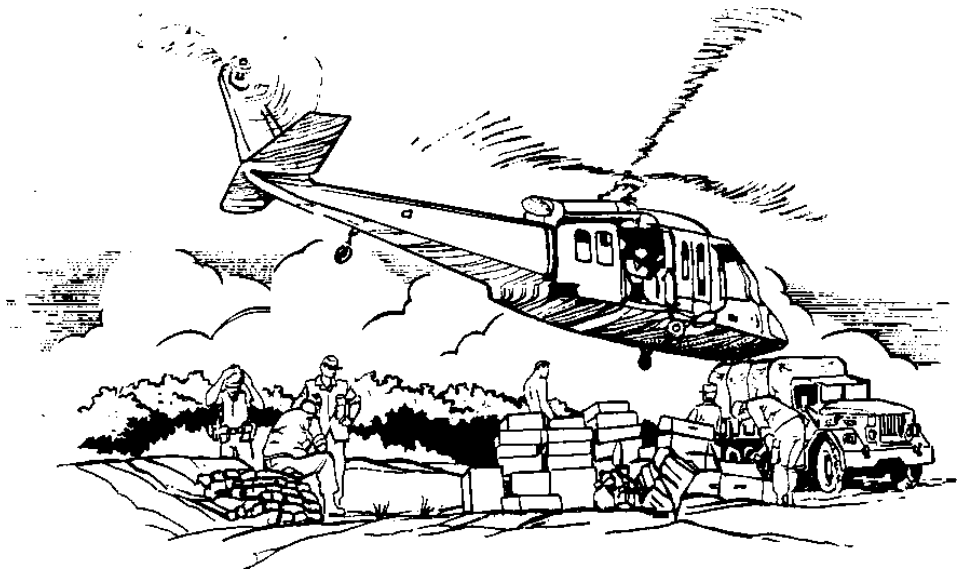
In addition to the authorities mentioned above, The Economy Act (31 USC 1535) permits federal agencies to provide goods and services to other federal agencies on a reimbursable basis. The Stafford Disaster Relief Act requires reimbursement to the DOD for the incremental costs of providing support. Approval authority and reporting requirements vary depending upon the duration and type of support requested. OPLAN GARDEN PLOT contains procedures for reimbursing DOD for assistance during civil disturbances. Reimbursement for use of NG personnel and assets to assist state counterdrug operations and programs is authorized by 32 USC 112.

Other statutes permit federal agencies to seek waiver of reimbursement. For example, federal law enforcement agencies are not required to reimburse DOD if support—

- Is provided in the normal course of military training or operations.
- Results in a benefit to DOD that is substantially equivalent to that which would otherwise result from military training (10 USC 377). Ordinarily, the DOD makes this determination.

SUMMARY

Domestic support operations raise many legal issues. The Constitution, statutes, and regulations strictly govern the relationship of the military to civilian authorities. The basic rule is that the military plays a subordinate and supporting role to civilian authority, which is different from the wartime role they would have in a foreign theater of operations. Questions of posse comitatus, use of force, disaster assistance, and federalization of troops raise issues that require timely legal advice. Commanders must be aware of the legal implications of domestic support operations, ensure that they are appropriately advised by competent legal counsel, and act accordingly.



CHAPTER 4

LOGISTICS AND SUPPORT OPERATIONS

Most domestic support operations are logistical in nature. Support is based on actual requests or requirements, rather than on standard support packages. In planning for support of national objectives amid growing complexities, military planners face ambiguities about how to prepare for and predict types of contingencies our forces will confront. However, certain support functions always apply, whether for combat forces or civil authorities. To avoid duplication, support planners must consider military and civil requirements and capabilities concurrently. This chapter addresses support common to all domestic operations, as well as specifics for tailoring a support force for particular purposes.

PLANNING

Most domestic support operations are logistical in nature.

In most crises, ARNG units under the control of the respective state governments will be the first military units to provide support. Although the military commander retains command and control of Army forces, a federal, state, or local official may control the overall operation. Detailed planning and familiarization with the various levels of federal, state, and local government will help synchronize assistance efforts. Coordination and sync hronization will avoid confusion and duplication of effort. A knowledge of other agencies' capabilities will help to avert adversarial situations.

Logistics assessment personnel should carefully identify requirements before US Army support assets are deployed. Before deployment, logistics commanders can form emergency response teams to react immediately to emergency situations. These teams would arrive on the scene early to assess the impact and severity of a crisis before commitment of operational forces.

Commanders must ensure that support to troops and to civil authorities is planned for and executed simultaneously. They must also ensure that—

- Logistics command and control cells arrive early.
- Deploying units have access to assured communications and to all Standard Automated Management Information Systems (STAMISs) directly at the support base (local installation).
- Support and supplies flow smoothly and continuously.
- Termination standards (end states) for all types of support are established early in the operation.
- Resource management is fully integrated into all phases of the operation.

SOURCES OF SUPPORT

The four primary sources of logistical support are contracting, negotiated support, military support, and support from other federal agencies. See Figure 4-1.

CONTRACTING

Contracting—purchasing, renting, or leasing supplies or services from nonfederal sources—is a highly effective and efficient way to provide rapid support in a crisis. Included are all classes of supply, labor, mortuary affairs, laundry, showers, food service, sanitation, billeting, transportation, maintenance and repair, access to communications networks, temporary real property leasing, and limited minor construction.

Contracting can augment organic military unit support capabilities and provide new sources of critically required supplies, services, and real estate. It can also bridge gaps that may occur before the deployment of sufficient Army support. Contracting should always be the preferred method of support, beginning as soon as requirements are known.

Decentralized contracting provides a means to respond rapidly to immediate demands. As operations stabilize, centralized contracting becomes more important, allowing Army units to gradually diminish support, to transfer functions to civil agencies, and to disengage and redeploy.

Warranted contracting officers will be needed early in domestic support operations.

During the initial stages of a crisis operation, warranted contracting officers will be needed immediately to procure validated emergency supplies and services. Contracting officers may be brought in with federal forces or they may be provided by the ARNG from its property and fiscal offices, by the designated support installation, the USACE, or by a civil agency.

NEGOTIATED SUPPORT

In some cases, civil authorities may have enough logistical resources to support not only themselves but also the Army personnel providing assistance. For example, civil authorities may provide housing, food, and fuel to troops assisting in a counterdrug or firefighting operation. Such support is negotiated on a case-by-case basis with the appropriate civil authorities.

MILITARY SUPPORT

Whenever possible, installations will continue habitual support to units tasked to conduct domestic support operations. Installations may also have to support personnel with whom they have no established support relationship. These personnel may include civil authorities, elements from other services, and Army elements from other stations.

If an installation or one of the other sources discussed below cannot provide required support directly, planners will tailor a support force for that purpose. Most considerations for tailoring a support force are the same as they are for any operation: requirements, available resources, estimated length of the operation, and so on.

SUPPORT FROM OTHER FEDERAL AGENCIES

The GSA also provides support to civil authorities. GSA provides general supplies and services that are

common to more than one department of the federal government. GSA can provide an extensive amount of support to DOD for such commonly used items as office furniture and supplies, machine and hand tools, photo supplies and other items. Other federal agencies and organizations may be able to provide assistance depending on the nature, scope, and duration of the operation.

LOGISTICS COMMAND AND CONTROL CELLS

Logistics command and control cells are critical to successful support operations. A materiel management center (MMC) can operate in a split-based mode. This concept provides for part of the MMC to remain in a secure location (out of harm's way), while a force projection MMC element deploys with the force it is supporting. The forward deployed MMC element would provide a conduit for the electronic transmission of logistics data, messages, and voice communications traffic, resulting in inventory asset visibility. Such visibility is vital to logistics support operations.

Logistics command and control cells must arrive early in domestic disaster operations.

Combat service support units must continue to support units awaiting redeployment. Resource accountability remains critical during this phase to prevent waste, fraud, and abuse. At or near the

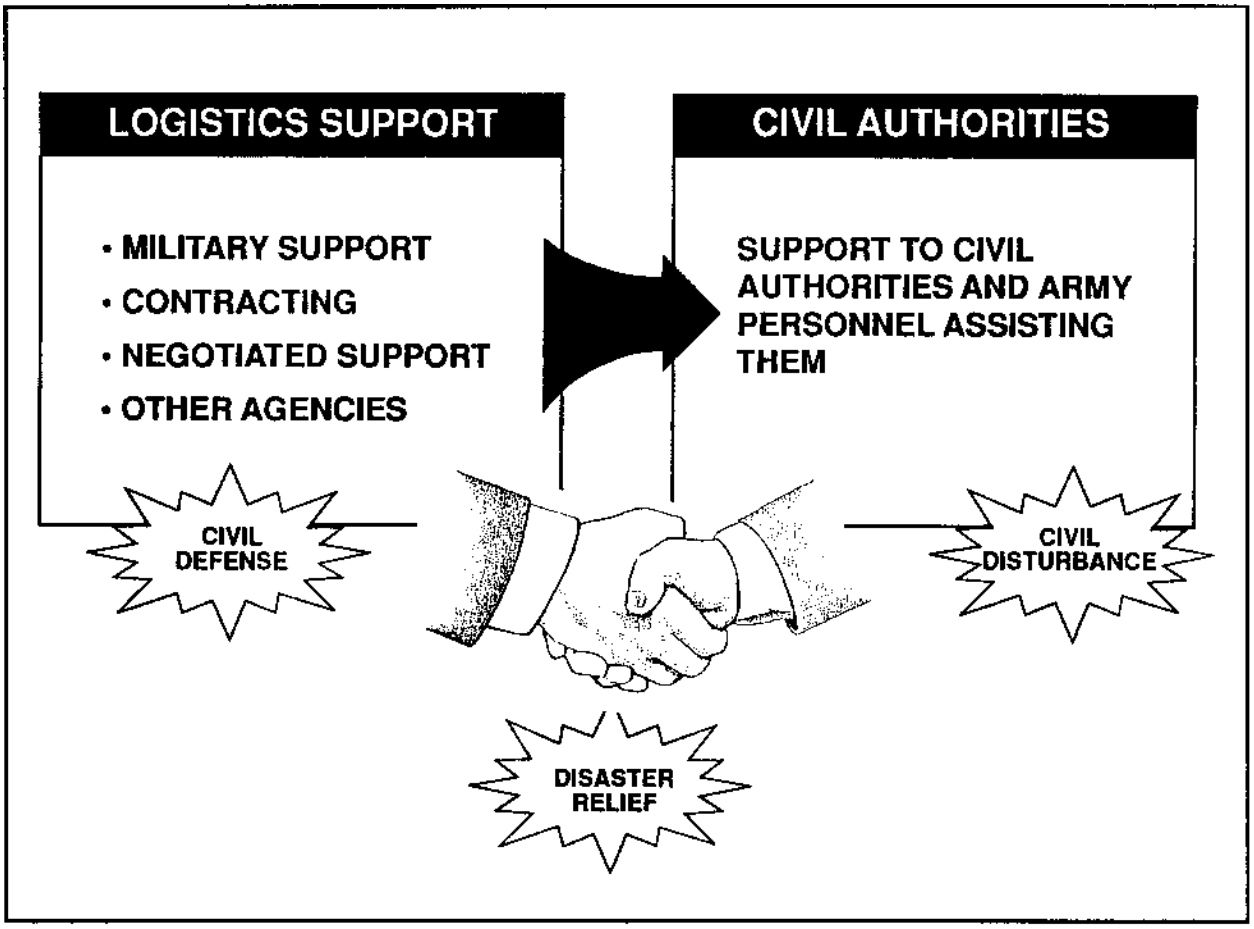


Figure 4-1. Source of Support

completion of domestic operations, redeployment will be phased to allow for continued and uninterrupted support to civil authorities. Military support should not be curtailed before civil authorities assume the function. When state-activated ARNG units remain on site, special efforts should be undertaken to assist them. Transportation must be arranged through the appropriate movement control organization in accordance with established priorities.

In the past three years (1989-92), US military forces have responded to three hurricanes and two typhoons that struck densely populated areas. After the most recent storms, Hurricane Andrew in Florida and Louisiana and Hurricane Iniki in Hawaii, Army soldiers provided relief services, prepared meals, cleared and hauled debris, produced and distributed water, restored power, and constructed life support centers. These missions provided important lessons in preparedness, leadership, organization, equipment, and safety.

RESOURCE MANAGEMENT

The commander is responsible for maintaining the readiness of the command to execute missions and operations. Any unprogrammed requirement may result in spending resources intended for other use. To request reimbursement for lost resources, the commander must be able to account for them. Equipment and supplies misused, improperly maintained, damaged, lost, or issued to others will adversely affect future readiness and timely deployment.

Judicious management and accountability should be an early and constant focus. When possible, resource management analysis should precede key operational and logistics decisions and actions. Army resource managers should seek early guidance as to reimbursement. For example, will the operation be reimbursable from civilian sources, should specific Army accounting codes be used for the operation, and so forth. Project codes for use in accumulating costs should be requested at the onset of a disaster relief effort. Designating logistics organizations, for example, US Army Materiel Command corps support command (COSCOM), divisional support command (DISCOM), to receive, store, issue, and account for DOD material must also be considered.

Judicious management and accountability should be an early and constant focus.

State, local, or federal agencies; DOD; or other military services will normally reimburse the Army for assistance. The reimbursement process requires accurate billing for legitimate costs. Discrepancies must be resolved with the supported and/or reimbursing agency. Supported agencies should keep records of services and support received from the Army. To distinguish costs from those related to training or normal operating expenses, Army resource managers must maintain accountability throughout an operation for costs of equipment and supplies dedicated to operational support.

Commanders and managers should fully integrate resource management into all phases of the operation. Establishment of a resource management element to review procedures and advise the commander is also required. Positive resource management calls for planning to account for the expenditure of all resources supporting an operation with the expectation of being audited. By requesting early on-site involvement and advice from external functional experts, for example, Army Audit Agency (AAA) and General Accounting Office (GAO), resource managers can head off major accounting problems that could occur later in the support operations.

SUPPLIES AND FIELD SERVICES

Supplies and services are critical to the life-threatening needs of some types of civil emergencies and to the sustainment of operations in others. Basic guidelines for support are to tailor the package for the

mission, to contract for services early on, and to utilize local resources when possible.

DEFENSE LOGISTICS AGENCY

The DLA may provide common supplies and services used by the military services when supporting domestic operations. The agency's mission is to provide effective logistics support to the operating forces of all military services and to federal civil agencies as assigned. DLA provides support at the lowest feasible cost to the taxpayer. It provides contract administration services in support of the military departments, other DOD components,and other government agencies upon request. The DLA organization is shown in Figure 4-2. Its defense distribution depots are shown in Figure 4-3.

QUARTERMASTER (QM) UNITS

QM supply and field service units, which should be among the first logistics elements deployed, will satisfy immediate needs and establish receipt, storage, and distribution of incoming supplies. QM units can make food, water, clothing, and shelter available and coordinate required contractual services. The Army's field service companies provide personal hygiene services such as showers, laundry, and, if required, delousing.

The Army has various options for feeding people, even though no unit is specifically designed for mass

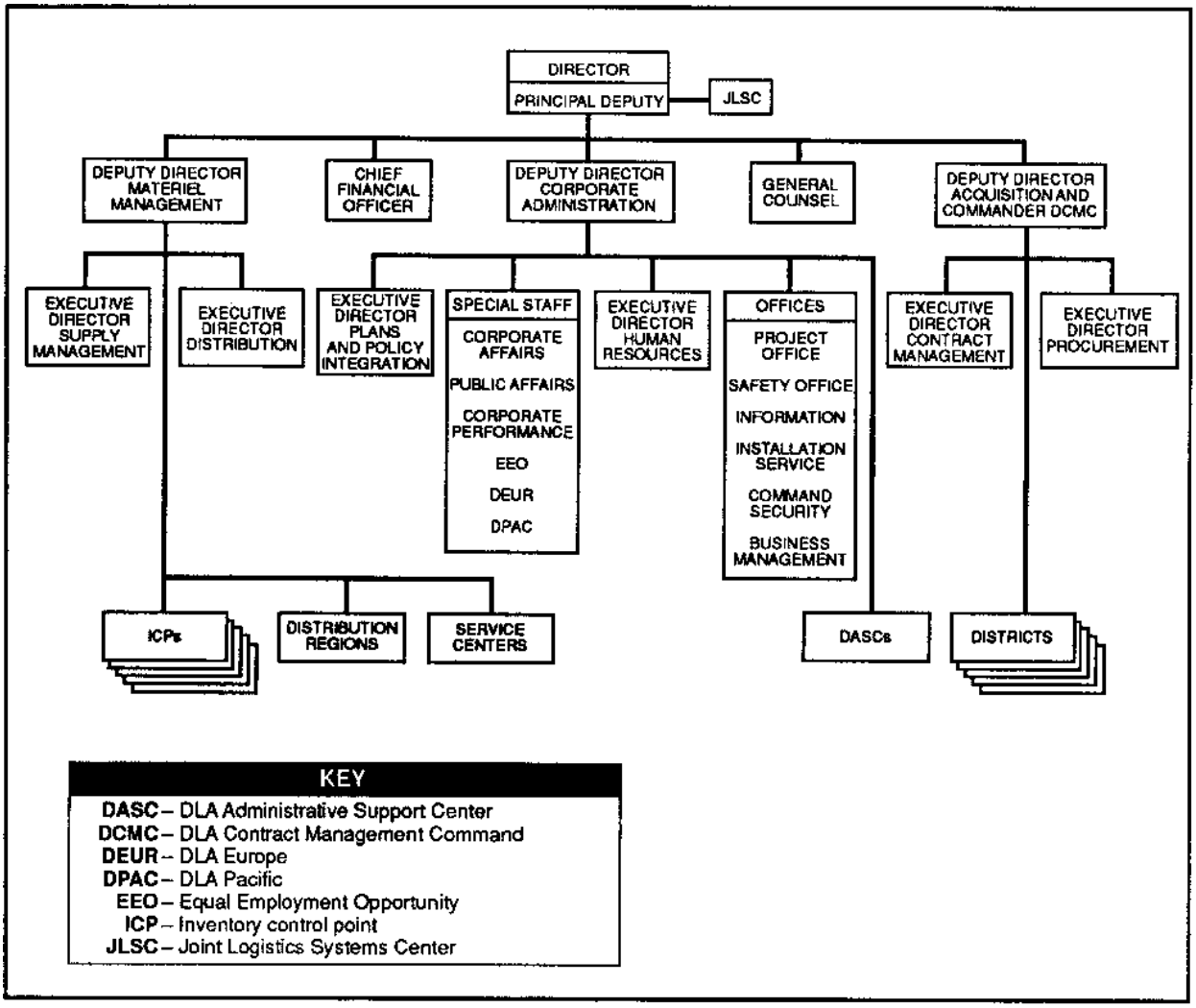


Figure 4-2. Defense Logistics Agency

feeding. Options range from distributing meals, ready-to-eat (MRE) to preparing and providing hot meals in a climate-controlled dining facility. Under certain conditions, contract feeding may be a viable means of support. However, local circumstances will dictate the method chosen to feed both supporting military personnel and the supported civilian population. To the extent available, QM units should use established structures suitable for feeding.

MORTUARY AFFAIRS UNITS

Because disasters usually occur without warning, they create considerable confusion, as well as a shortage of personnel to handle the sensitive, unpleasant task of caring for the dead—a job that must be done quickly and efficiently. At such times, Army mortuary affairs forces can provide valuable assistance. When the requirement for such services exceeds a community's capabilities, Army mortuary affairs units can provide search, recovery, evacuation, and identification services.

FORCE PROVIDER UNIT

The Army's Force Provider Unit is specifically designed to provide logistical support in a consolidated location. It is also ideally suited for supporting disaster and humanitarian aid operations. This system, which can provide support for 3300 people, is designed in modules. Each module is capable of independent operations. The unit includes billeting facilities with heating/cooling, kitchens, latrines, showers, laundries, power generation, and water purification. It also includes facilities and equipment and material for religious support as well as morale, welfare, and recreation (MWR). Figure 4-4 shows a 550-person Force Provider module.

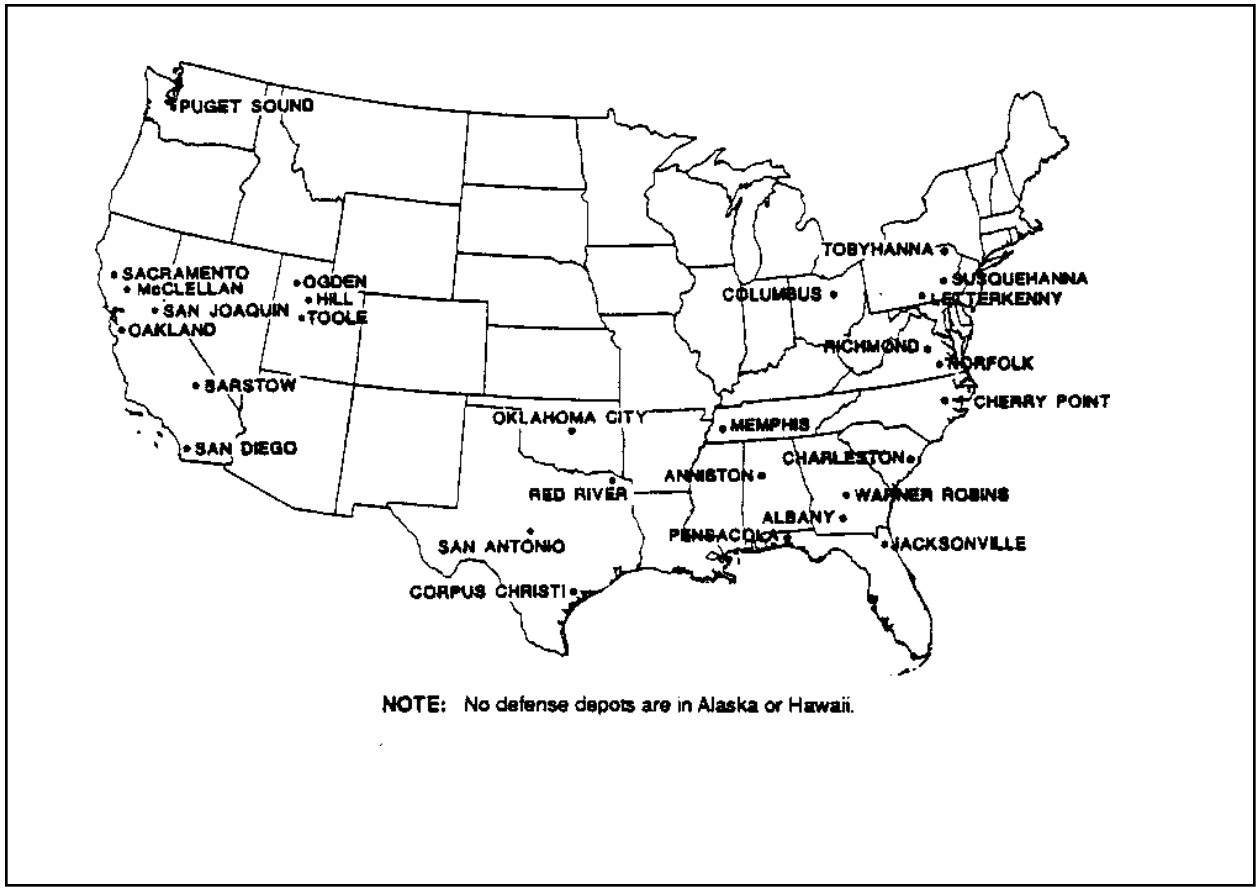


Figure 4-3. Defense Distribution Depots

OTHER SUPPORT

Depending on the magnitude of need and the flow of supplies, Army units may require an extensive storage complex.

In emergencies, large quantities of goods are routinely contributed to the affected populace. Normally, civil agencies handle these donated goods; however, they may request that Army forces do the job. Commanders must recognize the requirement for supply accountability and reimbursement for goods and services in accordance with applicable Army regulations. Likewise, they must honor their responsibility to provide designated common supplies to other services in accordance with regulatory guidance. Such efforts apply equally to US civil authorities and traditional military operations.

Real Property

Civil emergency service organizations and the NG should jointly coordinate the use of real property. Facilities should be selected based on their potential for support and the anticipated scale of assistance operations. Vacant warehouses, parking lots, potential staging areas, and other facilities that could be used for supply activities should be acquired to enable receipt, storage, and distribution operations.

Facilities must be identified to accommodate the receipt, storage, and transshipment of supplies to an impacted area.

Equipment

The nature of the emergency and prevailing conditions will determine the proper mix of equipment needed. In many cases, military equipment is well-suited for domestic support operations. However, additional equipment may be required, either temporary loans from other units or civilian equipment. When civilian equipment is needed, the commander must convey the requirement to higher headquarters. The supporting contracting element (SCE) determines

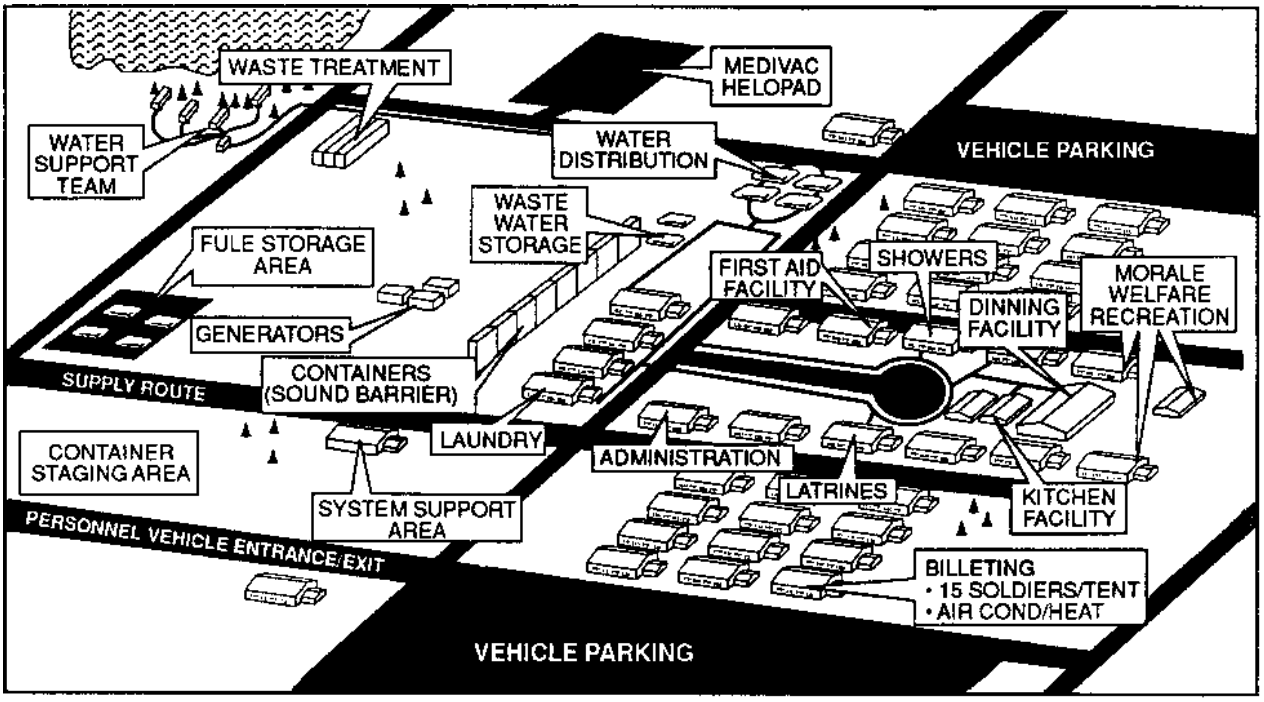


Figure 4-4. 550-Soldier Force Provider Module

market availability and processes local purchases or hires. In some cases, unit commanders will have the authority to commit funds.

Army equipment may be loaned between active and reserve units, to other services, or to federal government and law enforcement agencies to supplement their capabilities. With proper authorization, loans may be made to nonfederal agencies; state, county, local civil authorities; or private agencies. Normally, consumable supplies and repair parts are not loaned.

As a result of Hurricane Andrew, the 16th Field Supply Co (FSC), 240th QM battalion, was deployed to provide support. The 16th FSC mission provided laundry, bath, and light textile renovation support to disaster victims and deployed forces. Overall, the 16th FSC processed 5000 bundles of laundry and provided showers for more than 22,000 soldiers and civilians.

The borrower must sign a statement assuming liability for equipment during the period of the loan, to include care, custody, security and safeguarding, proper use and maintenance, and responsibility for all incremental costs accrued to the Army. Prior to issue, the Army should clearly define condition standards for return.

Requests from nonfederal agencies must state that a commercial source for an item is not reasonably available. Loan of firearms, weapons, combat or tactical vehicles, water vessels, and aircraft must be approved by the Assistant Secretary of the Army.

MAINTENANCE

The number and type of maintenance units deployed will depend on the operational requirements of the crisis. Military maintenance personnel will remain under military command and control throughout the assistance operation. Whenever possible, the normal planning and execution chain of command should remain in place.

Maintenance commanders should identify supporting vendors; organize maintenance elements; and organize assets from other agencies, contractors, and local maintenance resources. Commanders must consider not only support of their own equipment but support of diverse civilian equipment such as buses, trucks, ambulances, power generation equipment, and so forth.

Commanders must plan on maintenance being performed under field conditions. Disaster relief vehicles such as ambulances, firefighting equipment, buses, power generation and construction equipment will receive priority. As facilities are reactivated following a disaster, maintenance of local infrastructure equipment might be conducted in fixed facilities on an ever-increasing scale.

The types and quantities of Class III and Class IX supplies to be carried or constructed for support of local infrastructure equipment will depend largely on the type of disaster and the equipment being supported. Standard prescribed load lists (PLLs) and authorized stockage lists (ASLs) should be adequate for unit military type equipment committed to domestic support operations. However, this may need to be tailored to support equipment for units in attached or under operational control (OPCON) status.

A priority consideration is the early reestablishment of the local government's infrastructure. Maintenance units are particularly adept at providing this support, whether repairing the local television and radio stations or emergency vehicles. Emergency or quick-fix type repairs similar to the Army's Battle Damage Assessment and Repair (BDAR) System may be required in the early stages of disaster relief, allowing time for repair parts procurement and establishment of a maintenance program.

TRANSPORTATION

Early assessment of transportation requirements is essential. Transportation support will be tailored to both the deployed military force and civil authorities under centralized control. The Army can provide numerous capabilities depending upon the mission. Transportation planners should be deployed early as part of the logistical assessment element.

Movement control units plan, schedule, and control Army movements into, within, and out of an area of

operations. They also support joint force movement control requirements and coordinate support with civil authorities. In this capacity, an Army movement control unit can provide the nucleus of a joint movement center (JMC) and effectively meet all requirements. The JMC is a proven concept and can be tailored to meet the operational transportation requirements. A notional JMC is depicted in Figure 4-5.

The JMC is a proven concept and can be tailored to meet operational requirements.

Transportation units may be organized under a multifunctional or pure transportation headquarters depending upon the tailored support package. Truck companies can distribute large quantities of essential cargoes over terrain normally impassable to most civilian trucking. Cargo transfer companies prepare cargo for transshipment at distribution centers. Terminal service companies operate water ports, load and offload ships, or assist civilian port operators. Watercraft companies move units, supplies, and equipment along intracoastal or inland waterways.

Asked to provide a JMC during Hurricane Andrew, the US Army Transportation Center deployed a JMC nucleus to the JTF headquarters. With augmentation, the JMC succeeded in providing a combination of air, land, and sea transportation to DOD forces, disaster victims, and relief workers.

DEPLOYMENT

Deployment to the area of operations will normally be under the centralized control of the US Transportation Command (USTRANSCOM) and will often be conducted under crisis action procedures. Units will deploy according to port-call instructions using military and commercial transportation. Deploying units or teams follow existing policies, procedures, and regulations. When deployment control is not centralized under USTRANSCOM, the servicing installation arranges transportation to final destination.

CONVOYS

Military convoys are coordinated between the deploying unit's installation and the defense movement coordinators (DMCs) in states where the convoys originate. The DMC coordinates military movements with his state transportation, civil defense, and law enforcement officials. During domestic support operations, the DMC should provide liaison to the senior movement control organization in the joint force.

REDEPLOYMENT

Redeployment will be centrally controlled to provide for orderly movement out of the area in compliance with approved termination standards. The deployed force must be prepared to redeploy on commercial transportation since redeployment normally carries a lower priority for military lift than does deployment. The servicing installation transportation office (ITO) in the area of operations will procure the commercial transportation, prepare and issue shipping documentation, and monitor carrier performance. If an ITO is unavailable to service the area, a joint transportation office (JTO) must be organized to provide this support.

AVIATION

Army aviation support to domestic operations includes air movement support of logistics and transportation operations; command and control support to federal, state, and local authorities; and reconnaissance and surveillance support of law enforcement operations. Active duty and National Guard aviation units provide support to civil authorities for counterdrug programs, civil disturbances, and border surveillance operations.

Unmanned aerial vehicles (UAVs) have tremendous potential in surveillance and reconnaissance operations of US border areas. Army aviation's inherent flexibility and responsiveness are ideally suited to support military and civil authorities.

Aviation support during disaster assistance operations will concentrate on air movement,

aeromedical evacuation, and command and control. Disasters may temporarily close ground lines of communication due to debris or higher priority traffic. Large metropolitan areas will experience traffic gridlock. Aviation units should include medium lift assets in the initial response to enhance distribution of critical personnel, supplies, and equipment over these obstacles. Early aerial reconnaissance of the disaster area by federal, state, and local authorities will help to assess relief priorities.

Aviation operations in a particular area will include various DOD aviation assets and many civilian and public aircraft. Coordination with the FAA and DOD representatives is imperative to delineate disaster area airspace procedures, management, and safety. Recent aviation operations in support of civil authorities point out the critical need to form airspace management cells and an aviation liaison cell within the first 24 hours. Relationships among military services and the FAA air traffic services (ATS) must be succinctly addressed. The development of an aviation procedure guide (APG) will assist airspace management. These guidelines must extend to all prospective airspace users. Planners should provide guidance on flying civilians (law enforcement and government officials, Red Cross, news media, and non-DOD relief workers) and allocating critical aviation assets at the very beginning of the operation.

ENGINEER

Engineer assistance to civil authorities will vary with each type of operation. Engineers may become involved in these operations as individuals, teams, or complete units. Individuals may technically assist in assessing damage or estimating engineer work. They

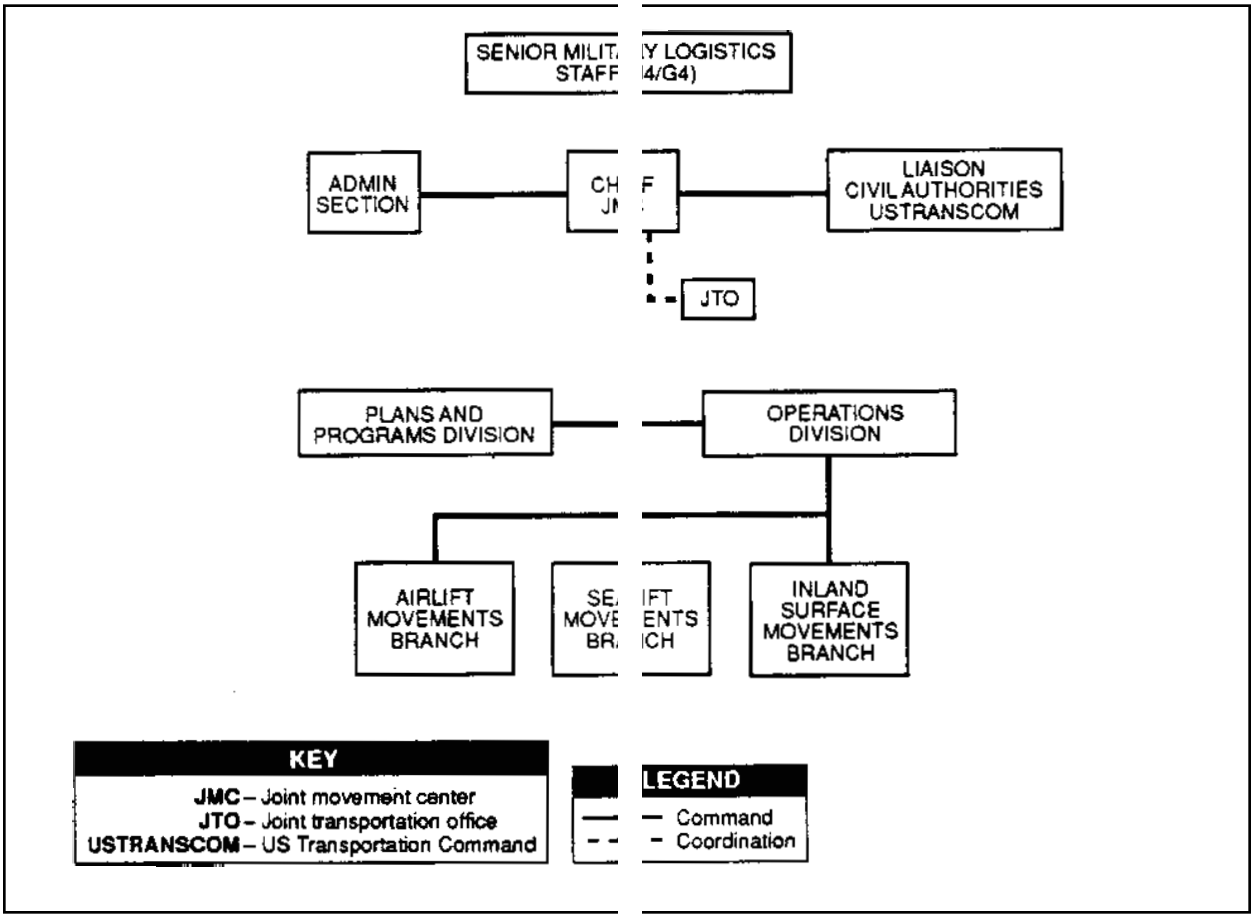


Figure 4-5. Typical Joint M ement Center Organization

may provide specialized support such as power supply and distribution or utilities repair and reconstruction.

The USACE provides expertise through its engineer districts and divisions. Support can include damage survey and assessment teams, contracting support, and technical advice. The US Army Engineering and Housing Support Center (USAEHSC), a field operating agency of USACE, provides prime power teams and equipment. These power teams restore temporary electrical power to key locations. Planners must resolve funding issues with USACE early in the assistance process.

Army engineer units provide a wide variety of skills and capabilities, including limited construction, structure repair, clearing and hauling debris, limited temporary electrical and plumbing facilities, and construction of life support centers. Engineer units possess heavy construction equipment, exterior lighting capability, and generators for temporary electrical power. Soldiers in engineer units are skilled in a variety of tasks useful during the response to and the recovery from natural disasters.

MAPS AND CHARTS

In domestic support operations, map coverage is critical to provide a common frame of reference for all military and civil agencies. Paper maps, image-based substitute products, Geographic Information System (GIS) data bases, or a combination that provides total coverage is acceptable. Common maps and GIS data bases should be provided to all agencies and headquarters that are operationally involved. All controlling headquarters should operate from the same geographic frame of reference to coordinate support.

When locally produced products are available on a larger scale, they should be used. Maps or charts at a scale of 1:10,000 or 1:5,000 are extremely useful in assisting civil authorities. Products at these scales are better able to portray street names, local landmarks, and other commonly used reference points that are not usually portrayed on Defense Mapping Agency (DMA) or US Geological Survey (USGS) maps at smaller scales. Local planning agencies, realtor associations, travel agencies, or utility company records may be able to provide such detailed map coverage. US Army topographic engineer units, federal mapping agencies, or local activities may be able to reproduce these products as required.

If map coverage does not exist over the area of operations, agencies can request image-based products, which can be produced in a relatively short time using unique imagery capabilities. US Army Engineer channels handle requests for such products.

INTELLIGENCE

The importance of timely, focused information cannot be overstated. Military intelligence offers a disciplined and trained cadre of specialists who can quickly collect, integrate, analyze, and disseminate information that decision makers need to respond immediately to a situation. The first step is to sensitize military planners and operators to crucial needs of civilian authorities. Concurrently, they must keep in mind the distinction between the employment of military intelligence assets outside the US and the application of legal guidelines within the US. The best use of intelligence capabilities is through the skills and techniques employed in the IPB and liaison with law enforcement agencies.

MILITARY POLICE

Military police have special expertise in counterdrug, terrorism, and civil disturbance operations. They are highly mobile and capable of providing search, rescue, and evacuation support; physical and area security; and traffic circulation control. Due to their decentralized operations and density of communications equipment, they are also valuable for notification and area damage control.

MILITARY HEALTH SERVICE SUPPORT

Commanders may use medical forces and resources in domestic support operations when directed by the NCA. They may provide medical personnel and resources to support interregional military medical plan (IRMMP) missions before any NCA allocation

decisions. Commanders may withdraw this support, which is temporary, to meet higher priority military missions if they occur. The health services' goal in disaster operations is to assist the local and state health services organization return to normal. Figure 4-6 depicts levels of effort.

Medical support can range from local domestic support to a full-scale regional disaster. Guidance for DOD medical support for domestic operations will normally be based on priorities established by the DHHS at both regional and national levels.

TASK-ORGANIZED MEDICAL TEAMS

When civilian authorities are unable to provide or are required to request medical support, the NCA can direct the deployment of medical teams. These task-organized teams will enter the affected area to assess the medical situation, determine treatment and evacuation requirements, establish treatment elements, and facilitate evacuation.

In situations where civil medical services are not available, for example in isolated areas, assistance includes, but is not limited to, personal hygiene, immunizations, chemical prophylaxis, pest management, nutritional programs, and epidemiological surveys. HSS encompasses several functional areas that call for immediate and sustained assessment of the public health status and local medical infrastructure.

KEY PLANNING GUIDANCE

After the initial response, a mission analysis is conducted so that the HSS response can be tailored to meet the needs of the community in both the short and long term. Domestic emergency experience has shown that the senior US Army medical commander must locate his headquarters near the FCO's offices. Coordination between these two organizations is essential to unity of effort. Both should also centralize the location of HSS specific supply items from multiple sources (private and government). A medical logistics unit can provide assistance to non-DOD federal and civilian agencies in dispensing materiel.

NATIONAL DISASTER MEDICAL SYSTEM

The NDMS was jointly developed by the DOD, the FEMA, the DHHS, and the VA to serve as a backup for the VA/DOD Contingency Hospital System for military casualties. NDMS is also the primary recipient of casualties in the event of a catastrophic national disaster.

Depending upon the magnitude of the disaster, the local civilian hospitalization system and resources may become saturated, and NDMS may be activated. DHHS is responsible for ensuring sufficient available hospitalization capability. It considers a number of options to meet this requirement. First, the Army could deploy hospital resources such as a combat support hospital (CSH) or a mobile army surgical hospital (MASH) to the immediate disaster area. Second, the Army could coordinate the evacuation of patients to Army Medical Department Activities (MEDDACs) community hospitals or medical centers throughout the US. Third, Army medical units can use hospitalization resources from the other services.

During domestic national emergencies, the NDMS also depends on existing resources that will remain under the control of parent agencies. One of these is a nationwide network of more than 100,000 standby nonfederal acute care hospital beds. The NDMS depends on other in-place resources, including communication networks, transportation, and medical regulation systems to evacuate casualties to receiving hospitals. The national medical mutual aid response network provides patient clearing and staging services. It uses disaster medical assistance teams (DMATs), available military medical units, and supplementary medical supplies and equipment to carry out its functional support.

SYSTEM ACTIVATION

The system may be activated in two ways. In the event of a domestic disaster, the governor of the affected state may request federal assistance under the authority of The Disaster Relief Act of 1974. This may result in the activation of NDMS. A state health officer may request that the Secretary of Health and Human Services (HHS) activate the NDMS in situations where the President has not declared a disaster.

In a civil emergency, the principal interface will be through FEMA and HHS regional coordinators to the state disaster medical and health coordinator. If the system is activated, the lead agency will be the DHHS; in a national security emergency, the lead agency will be the DOD. Each agency will be responsible for managing its own resources in accordance with general policy.

PERSONNEL SERVICES

Personnel units and soldiers will primarily be used to support soldiers conducting the domestic support operation. While this personnel support is provided during any operation, a domestic support operation may require additional planning and preparation. For example, maintaining accurate strength accountability may be more demanding due to unusual tailoring of units to fit the particular mission. In addition, personnel soldiers may support military and family members who are victims or are otherwise affected by the operation.

Personnel units and soldiers may be brought into an operation to assist civil authorities in accomplishing their mission using civilian agency systems. Assistance in personnel identification, classification, and accounting may be needed. Personnel soldiers may also assist in receiving and interviewing civilians to collect information and identify unique skills. They may account for casualties. Military personnel services units also assist civil personnel in recognizing outstanding contributions from members of the supported population. Assistance is provided to the US Postal Service if it is not able to conduct essential mail operations. Morale, welfare, and recreation services are provided in limited scope or as part of a force provider package.

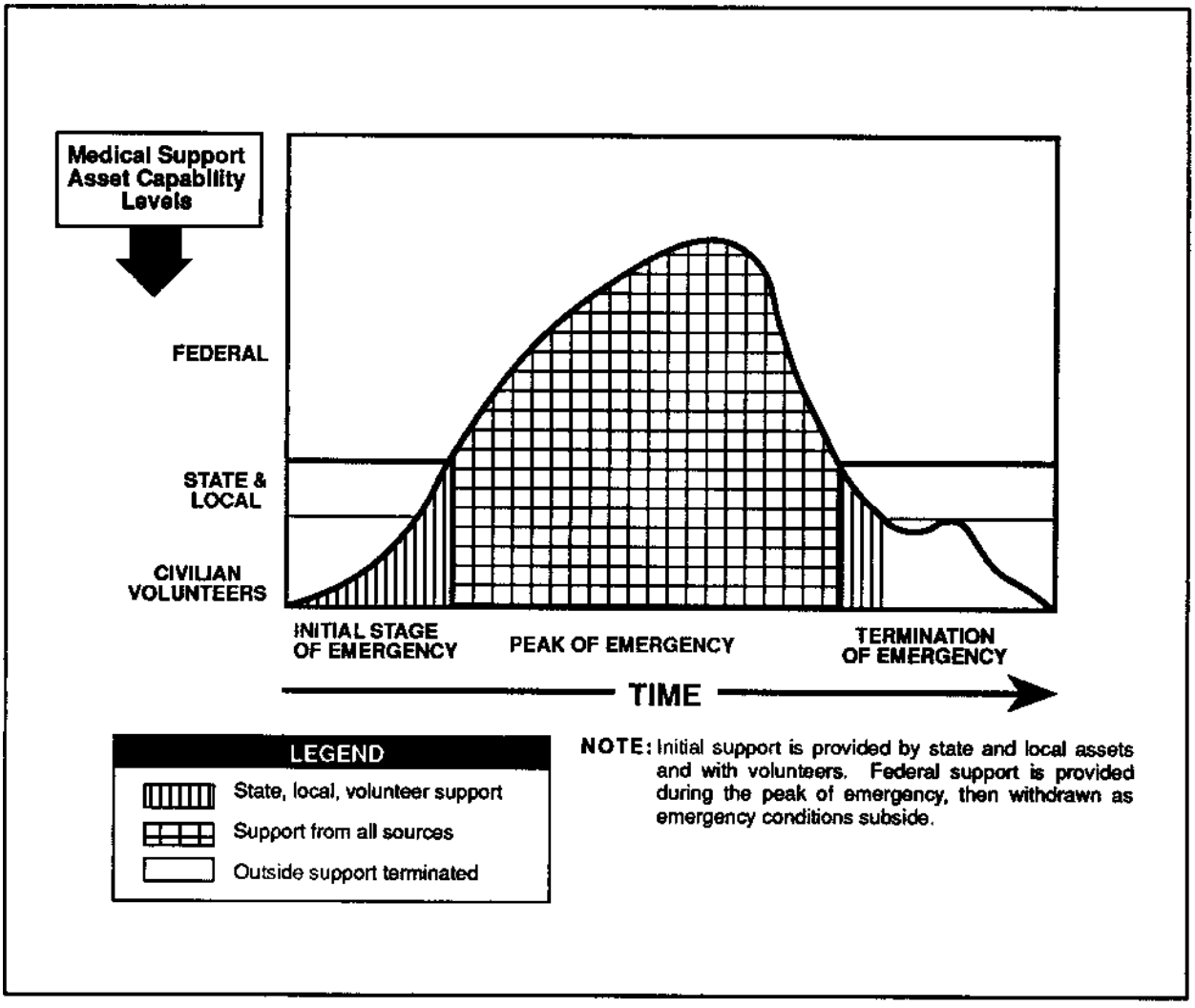


Figure 4-6. Military Medical Relief Support

FINANCE

The finance mission is to sustain operations by providing timely commercial vendor and contractual payments, various pay and disbursing services, and all essential accounting. Organizational support is provided to organization units as required. It includes payment for local procurement of supplies and services, legal claims, and so forth. Finance units must provide accurate cost descriptions for initial input into the accounting system for all transactions.

Procurement support, the most critical finance mission, covers two areas. Contracting support involves the payment of commercial accounts for goods and services obtained through formal contracting procedures. Finance units can disburse currency and checks, which can alleviate shortages and delays in the procurement of various supplies and services. Commercial vendor services (CVS) meet immediate needs that cannot reasonably be met by normal logistics. Imprest fund cashiers, finance support teams (FST), and Class A agents may pay CVS in cash. Units must appoint Class A agent officers to make cash payments when they will be delayed.

The 312th Army reserve Band from Lawrence, Kansas, developed a counterdrug program for school kids. During their summer 1992 annual training (AT), band members designed a mixed program of music, dance, and testimonials that told the children, in terms they could understand, that drug use is wrong and leads nowhere. The band expanded its AT effort and now regularly visits local schools, playing for and talking to young students.

BAND

The Army also provides band support. Bands contribute effectively to commanders' community relations programs. Patriotic and popular music instill feelings of well-being and pride and provide respite from worries and problems. The band stationed nearest the involved area should be the one tasked to support civil authorities with musical programs.

LEGAL

Judge advocates provide advice and assistance in the functional areas of the law, including administrative, contract, international, and operational law, as well as claims, legal assistance, and military justice. Historically during military operations, the duties of the judge advocate have concentrated on the military justice system. During support operations to US civilian authorities, this military justice mission may take a secondary role to the mission of providing advice on the laws dealing with military and civilian relationships. Questions concerning the scope and source of the commander's authority, liability of soldiers, and contingency contracting may come to the forefront. For example, after-action reports from Hurricane Andrew identified a greater need for judge advocate support for claims and contingency contracting.

CHAPLAINCY

When federal units are called in, a high probability exists that a significant amount of devastation and trauma will be associated with the emergency. Early deployment of unit ministry teams (UMTs), which consist of one chaplain and one chaplain's assistant, will put care givers on the scene to deal with trauma.

Particularly at risk are soldiers who are confronted with the emotional impact of the disaster as they arrive on the scene. The chaplain's key role is to provide spiritual care and perspective to enable the soldiers to deal with the situation as they find it.

Early deployment is particularly critical when civilian care givers, such as pastors and social workers, are themselves traumatized victims of the disaster. During the initial response phase, these people will be extremely limited in their ability to provide care. Although the UMTs may not provide direct care to affected people, they can identify those in need of care and refer them to those who can help. Through consultation with local civilian religious leaders, faith groups, and organizations, the senior chaplain of the response force will assess physical and spiritual needs and determine ways to meet both.

During the aftermath of Hurricane Andrew, UMTs provided religious support to military personnel who were providing food, water, shelter, and medical care

to civilian victims. They also talked with victims, distributed food, counseled children, picked up debris alongside other relief workers, and visited the elderly. As they met civilians in the affected area, UMTs provided religious support. They also coordinated with civilian clergy to provide religious services for civilians remaining in the life support centers. UMTs became key coordinators with local religious organizations.

PUBLIC AFFAIRS (PA)

Public affairs is a critical consideration in Army domestic support operations, where commanders must operate in an environment of complex information demands. Domestic support operations impart a lasting impression relative to the commitment of the civil-military teams. Ultimately, the impression of the assistance effort depends to a great extent on the media. The public's perception will also be influenced by the cooperation and coordination between commanders and civilian leaders and the efforts of the public affairs personnel.

Commanders must be prepared to operate in an environment of complex information demands.

The news media will have unrestricted access to domestic support operations. Army public affairs officers (PAOs) must operate under any constraints imposed by the government agency that has jurisdiction. The lead agency will have release authority. The Army must coordinate all PA activities with the lead agency and comply with public affairs guidance. Public affairs officers must establish an Army information bureau to work with the Joint Information Center (JIC).

The PAO advises the commander on the information demands that he can anticipate, the information strategies available, and the effect of the communication effort. It is sometimes necessary to create an *ad hoc*PA organization to support the operation. Regardlessof how Army units provide PA support, it is critical that leaders involve their PA personnel in planning and decision making.

Commanders should be prepared to provide timely and pertinent information to the media on developing issues and changing perceptions. They must be prepared to appear on camera, answer questions, and provide explanations in order to tell the story as completely, accurately, honestly, and openly as possible.

Commanders must also fill the information needs of their soldiers. Providing effective command information is a critical element in maintaining soldier morale and unit esprit. Soldiers need information about the environment in which they are operating. They need to know that their work is valid, moral, and supported by the American people.

SPECIAL OPERATIONS FORCES (SOF)

Army special operations forces are particularly suited to domestic support missions. They are trained and experienced in operating in austere environments. Many are cross-trained in various disciplines. Three types of SOF units are especially well-suited to domestic support missions: civil affairs (CA), psychological operations (PSYOP), and special forces (SF).

CIVIL AFFAIRS

CA units are specifically organized to use the civil sector functions and skills and to provide support to various levels of government in 20 specific functional areas. This working knowledge is especially useful in disasters. The units will tailor their capabilities to particular situations. CA units should be employed to advise the military commander on the impact of military activities on the civil sector. They assess damage to the civil infrastructure, assist in the operation of temporary shelters, and manage a civil-military operations center (CMOC). CA units may also serve as liaison between the military and the various civil organizations.

PSYCHOLOGICAL OPERATIONS

The rapid production and dissemination of accurate information to the population in crisis situations are important. This information may include safety and health messages, location of water or food distribution

points, and designation of restricted areas and temporary shelters. Since the normal civilian facilities may be disrupted, these units may have to employ alternative methods. Equipment assets of PSYOP units (portable printing presses, loudspeakers, and radio broadcasting stations) have often been needed in disaster operations. PSYOP personnel can provide a commander with real-time analysis of the perceptions and attitudes of the civilian population and the effectiveness of the information being disseminated.

SPECIAL FORCES

The SF team's organization, training, capability, and adaptability allow them to operate effectively in remote and urban areas isolated by disaster events. They may be able to provide detailed reports and assessments on conditions in the area. The teams are rapidly deployable, have excellent radio communications capabilities, and are suited to working with culturally dissimilar ethnic groups.

SIGNAL

Forces deployed in domestic support operations must carefully plan their communications packages. Communications objectives must be determined, responsibilities defined, and types of support identified. The level of information mission area (IMA) support required depends on the nature of the assigned mission. In all likelihood, a combination of military and commercial communications support will be required. A major concern for the signal planner will be the interface between military and commercial communications and information systems and networks.

If the commercial communication infrastructure is incapable of supporting civil and military communication requirements, the Army signal planner must coordinate with his civilian counterpart to determine what communication capabilities are required. This information is essential to tailoring the signal support package.

Most civil and military communications systems are incompatible for various reasons, for example, equipment, frequency allocation, and usage. Though possible, it is highly unlikely that either element will have sufficient assets on hand to equip both with compatible communications equipment. For these reasons, military and civil communication planners must exchange knowledgeable communication support personnel and compatible equipment to ensure connectivity is maintained between military and civilian operation centers. This exchange of personnel and equipment can occur at any level and should be implemented and modified as the situation dictates.

CHEMICAL CORPS

Army chemical units are trained and equipped to provide support in many technological accident or incident situations. Although the current focus is on chemical or nuclear accidents or incidents, the present technologies and doctrine allow for greater flexibility in responding to any mission associated with the FRP. Chemical units can support domestic support operations as individuals, teams, or units.

Chemical units can support domestic support operations as individuals, teams, or units.

The Army Technical Escort Unit (TEU), as a DOD executive agent, has the primary mission of responding to incidents that include hazardous and toxic substances. TEU and associated explosive ordnance disposal, security, and command and control elements routinely deploy to support the movement and demilitarization of toxic chemical munitions and substances. Nuclear accident/incident (NAI) and chemical accident/incident (CAI) during domestic support operations require coordinated efforts through

DOD, and with the DOE, EPA, and LEAs. DOD and FEMA have established joint policy for a coordinated response to a nuclear material accident. Army policy and the Federal Radiological Emergency Response Plan describe duties of these agencies and organizations.

A chemical battalion headquarters can provide command, control, and communications resources, as well as training support, for any technological and consultative operation involving nuclear, biological, and chemical (NBC) defense and operations. Chemical reconnaissance units are equipped to conduct surveys and determine the type and extent of toxic contamination with mobile spectral analysis. Chemical decontamination units can deploy with high-mobility vehicles allowing off-road employment of a wide range of equipment and capabilities. Both reconnaissance and decontamination unit capabilities allow for chemical and nuclear hazard surveying, detection, identification, monitoring, and personnel and equipment decontamination. Additional capabilities provide local security, vector control, and limited water transfer, spray, and storage, allowing a limited personnel shower and a firefighting capacity. Chemical smoke units also possess high-mobility capabilities as well as equipment for the employment of smoke and obscurants.

Technical support available to other agencies includes surveying radiological and hazardous material, monitoring, determining downwind contamination hazards, and assessing vulnerability and area damage as may be required for environmental missions or for disaster assistance operations. Training and consultation in NBC defense and operations, including the use of defoliants, the employment of riot control agents, and the construction and employment of flame field expedient devices, are also available for civil preparedness. Chemical units are capable of providing NBC defense training in law enforcement and counterdrug operations.

If chemical units deploy as self-sustaining entities, they are capable of at least 72 hours of operations without additional support. Follow-on support requires coordination for resupply of chemical defense equipment and material and life support. Military, federal, or contracted logistics support can provide the required resources.

SAFETY

Installation or unit safety professionals may be required to provide safety services to a community in support of assistance operations. Whereas military support is intended to provide aid and comfort, the potential for a catastrophic accident is greatly increased if equipment designed for combat is used for disaster assistance. If, due to expediency, soldiers are tasked to perform services in which they have little or no formal training, for example, civil disturbances, flood control, or 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 be focused toward both the Army unit providing the support and the civilian community receiving it.

The Army commander's primary responsibility is to accomplish the assigned mission and to provide for force protection. He accomplishes this through the systematic use of risk management techniques and the total integration of safety throughout all aspects of the operation. He must use the same philosophy and techniques to ensure that Army services provided to the civilian community are free of unnecessary risk. The safety (risk management) staff officer advises the commander and his staff on all applications of the risk management process and recommends how to integrate the safety function. He also maintains liaison with, and provides assistance to, other Army, joint, or combined elements as required or directed by the commander.

SUMMARY

Most domestic support operations are logistical in nature. Leaders and managers must understand the basic considerations and concerns necessary to accomplish those missions. Basic guidelines are to make a careful assessment of the mission, tailor the force for the mission, maintain accountability for resources expended, contract for support at the earliest opportunity, and transition support operations to local authorities as soon as possible. Force protection is a primary consideration and is implemented by identifying and eliminating unnecessary risks to the force and public.



CHAPTER 5

DISASTERS AND DOMESTIC EMERGENCIES

The American people have come to expect Army support during times of critical need. Combat readiness, combined with organizational mobility, permits the Army to respond rapidly to crisis situations. This chapter describes how the Army provides support to federal, state, and local civil authorities during disasters and domestic emergencies.

THE ROLE OF THE ARMY

The National Guard has primary responsibility for providing military assistance to its state.

A fundamental principle for employing military resources is recognizing that civil authorities have the primary authority and responsibility for disaster assistance. The National Guard, in state active duty status, has primary responsibility for providing military disaster assistance in its state. The Army, as part of DOD, plays a supporting role to lead civil agencies during domestic emergencies.

As the DOD executive agent, the Secretary of the Army—through his Army Staff agent, the Director of Military Support—has both the responsibility and the authority to task the services, defense agencies, and the CINCs to support other federal, state, or local agencies. The SA will coordinate the commitment of unified and specified command forces with the CJCS. The chain of command is depicted at Figure 5-1.

DISASTERS

A federal disaster is any event, either natural or man-made, whose severity or magnitude overwhelms the capabilities of local and state authorities to respond. Examples of natural disasters are hurricanes, earthquakes, floods, and fires. Hazardous chemical spills, radiological accidents, and massive electrical power disruptions are typical man-made disasters.

Each state has a plan and an Office of Emergency Services, or similar agency, that is responsible to the governor for coordinating its disaster response efforts. Local emergency organizations will be the first to provide disaster relief assistance; next are state organizations, including the state NG.

Prior to or immediately following a disaster, the state will activate an Emergency Operations Center to gather information, assess damage, and advise the governor. The state OES, through its EOC, coordinates the local and state disaster response operations. The state's adjutant general and NG also play key roles in disaster assistance.

RESPONSE FOLLOWING A PRESIDENTIAL DECLARATION

When the severity of a situation exceeds local and state capabilities, the governor can request that the President declare a disaster, leading to the commitment of federal resources. At that time, the FEMA takes the lead in coordinating federal assistance. The FEMA coordinates the federal government's response to state and local authorities for disasters and civil emergencies under the authority and provisions of The Robert T. Stafford Disaster Relief and Emergency Assistance Act. While the FEMA is the lead federal agency in most disasters, the DOE has the lead for civil radiological emergencies, and the EPA and the USCG share responsibility for chemical contaminations.

Regardless of the disaster scenario, DOD can expect to support the lead federal agency. The SA will issue an Execute Order, coordinated with the Chairman of the Joint Chiefs and the Joint Staff, through the DOMS to the appropriate CINCs, services, and agencies. The Execute Order will designate a supported CINC and specify the supporting CINCs, services, and agencies as well as the command relationships. The Army has designated CINCFOR as the DOD operating agent and the supported CINC for CONUS disaster assistance operations. CINCLANT and CINCPAC are operating agents and supported CINCs for US states, territories, and possessions within their respective areas of operations.

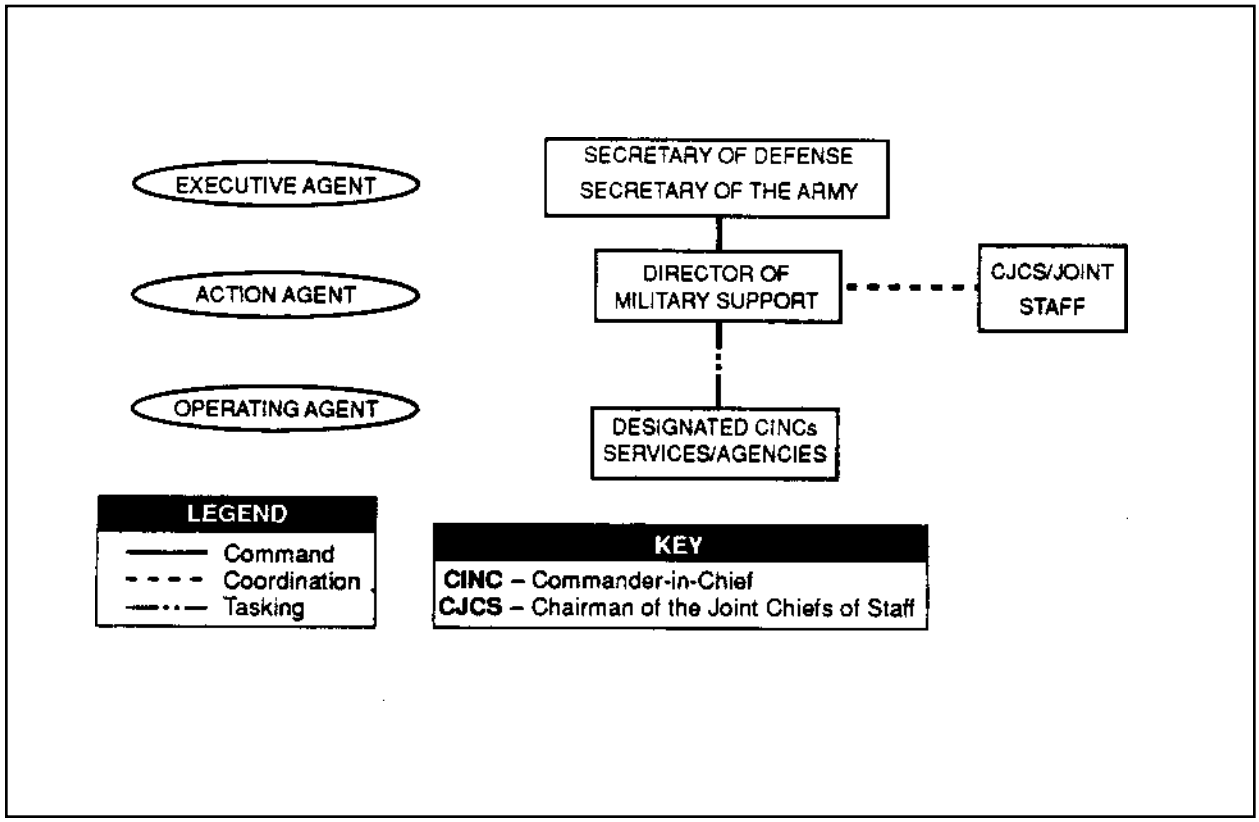


Figure 5-1. Chain of Command

The CINC will appoint a defense coordinating officer to coordinate all requests for military assistance.

After declaring an emergency or disaster, the President will appoint an FCO to manage the federal assistance efforts under provisions of the FRP. The FRP addresses disaster or emergency situations in which federal response assistance is needed under the authority of The Stafford Act. The plan describesbasic mechanisms and structures by which the federal government mobilizes resources and conducts activities to augment state and local response efforts. The defense coordinating officer, appointed by the supported CINC, serves as the principal DOD point of contact for military support. The decision sequence for disaster support is illustrated at Figure 5-2.

RESPONSE PRIOR TO A PRESIDENTIAL DECLARATION

Military commanders may act before a Presidential declaration when an immediate life-threatening situation develops. When a disaster or emergency is imminent and awaiting instructions from higher authority—military or civil—would preclude responding effectively,military commanders may act. They

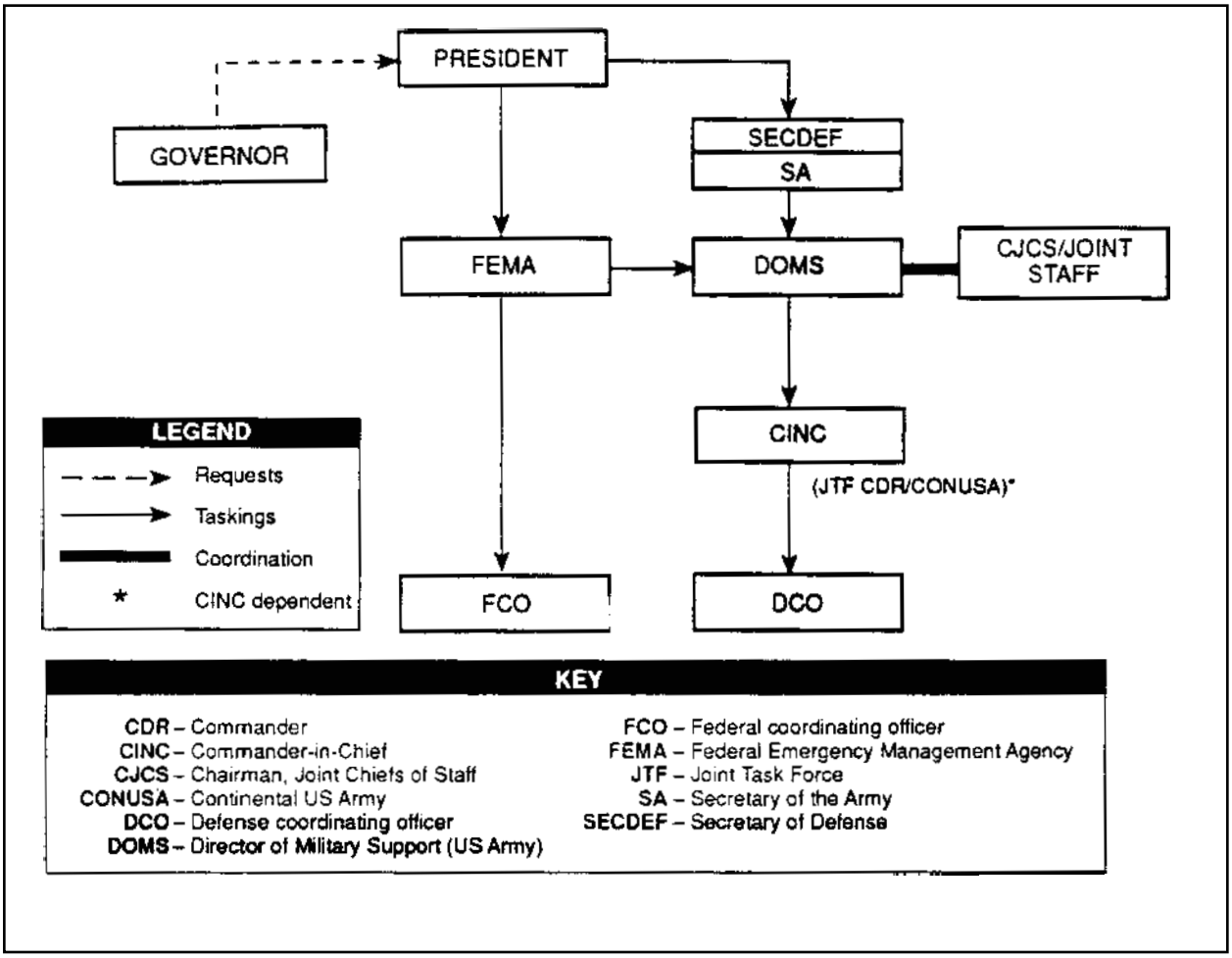


Figure 5-2. Decision Sequence for Disaster Support

may do what is required to save lives, alleviate human suffering, and mitigate major property damage within the proximity of their installations.

Military commanders may act before a Presidential declaration when an immediate life-threatening situation develops.

Commanders may use immediate response authority to assist in the rescue, evacuation, and emergency treatment of casualties; to restore emergency medical capabilities; and to safeguard public health. They may also provide essential public services and utilities. This list is not inclusive. Commanders use their assessment of mission requirements and the capabilities of their commands to judge the extent of immediate assistance they choose to provide.

Immediate response is a short-term emergency supplement to government authorities. It does not supplant established Army plans for supporting civil authorities, nor does it take precedence over a primary mission. Commanders notify their senior commanders and seek guidance for continuing assistance whenever Army resources are committed under immediate response circumstances. Immediate assistance is given with the understanding that its costs will be reimbursed; however, it should not be delayed or denied when the requestor is unable to make a commitment to reimburse.

When the President determines federal assistance will be provided in response to a natural or man-made disaster, the military commander will continue to provide immediate response assistance. He will adjust operations to conform with the tasks assigned by his higher headquarters, within the FRP.

PREPARING FOR DISASTER ASSISTANCE SUPPORT

Commanders can best prepare for disaster assistance operations by understanding the appropriate laws, policies, and directives that govern the military in these emergencies. The military's role is well-defined and by law is limited in scope and duration. Military resources temporarily support and augment—they do not replace—the local, state, and federal civilian agencies that have primary authority and responsibility for domestic disaster assistance.

The military does not stockpile resources solely for domestic disaster assistance. Disaster planning and coordination must occur between the appropriate agencies at the appropriate levels, for example, between DOMS and FEMA, between CINCs and CONUSA, between the federal, state, and regional agencies.

The Army's structure and training in command and control, deployability, and sustainment operations offer ready and robust capabilities for disaster assistance support. Those same skills that soldiers and leaders use day to day often translate to the types of tasks required during disasters.

Domestic disaster operations are normally conducted in stages: response, recovery, and restoration. The role of the military is most intense in the response stage, decreasing steadily as the operation moves into the recovery and restoration stages.

Response operations focus on those life-sustaining functions required by the population in the disaster area. Recovery operations begin the process of returning the community infrastructure and services (both municipal and commercial) to a status that satisfies the needs of the population. Restoration is a long-term process that returns the community to predisaster normalcy. While the military has an important role in the relief and recovery stages, restoration is primarily a civilian responsibility. Military forces will redeploy as operations transition from the response and recovery stage to the restoration stage. The overlap of military support and effort during the three stages is depicted in Figure 5-3.

Assessment

Assessment is a fundamental task for providing effective disaster assistance. The assessment process requires the integration and analysis of information from many different sources. This process is not exclusively a DOD responsibility. It is first and foremost a local and state agency task. Federal agencies, including DOD, assist and cooperate in the information-gathering and assessment process.

Laws limit the types and ways military agencies can gather information in domestic situations. Commanders must ensure that all requests for information, both

before and during a domestic emergency, comply with the applicable laws and are handled in the appropriate military channels.

Responsibility for assessments is shared by federal, state, local, and military agencies. When a disaster occurs the damage and the anticipated military support requirements must be assessed before resources are committed. This ensures that the committed resources and forces will be appropriate for the mission and that they will be used efficiently.

The earliest information needed for the assessment process is the impact on the population, available critical infrastructure facilities, and any serious environmental hazards. Because saving lives is an immediate priority within the first 72 hours, especially in US&R operations, collapsed or badly damaged buildings that may contain trapped people must be identified. Mobile home communities, if not evacuated prior to the disaster, are especially vulnerable and likely to contain injured people. The status of the road and rail systems, airports, and seaports must be determined. Identifying major fires, hazardous chemical spills, ruptured petroleum and natural gas pipelines, and downed electrical power lines—especially in populated areas—is a priority. Also essential is determining the status of local emergency services; police, firefighters, and health service providers.

As the federal relief effort escalates, including the deployment and employment of federal military resources in the disaster area, critical relief facilities must be made operational and accessible. These facilities include municipal offices, hospitals, water treatment plants, ice manufacturing and storage plants, electrical power stations or lines, and telecommunications nodes. Sites for the emergency shelter, feeding, and medical treatment of displaced civilians must be identified and prepared. These life support centers will be required within the first few days after a disaster. Sites for the reception, storage, and distribution of supplies in the affected area must be identified.

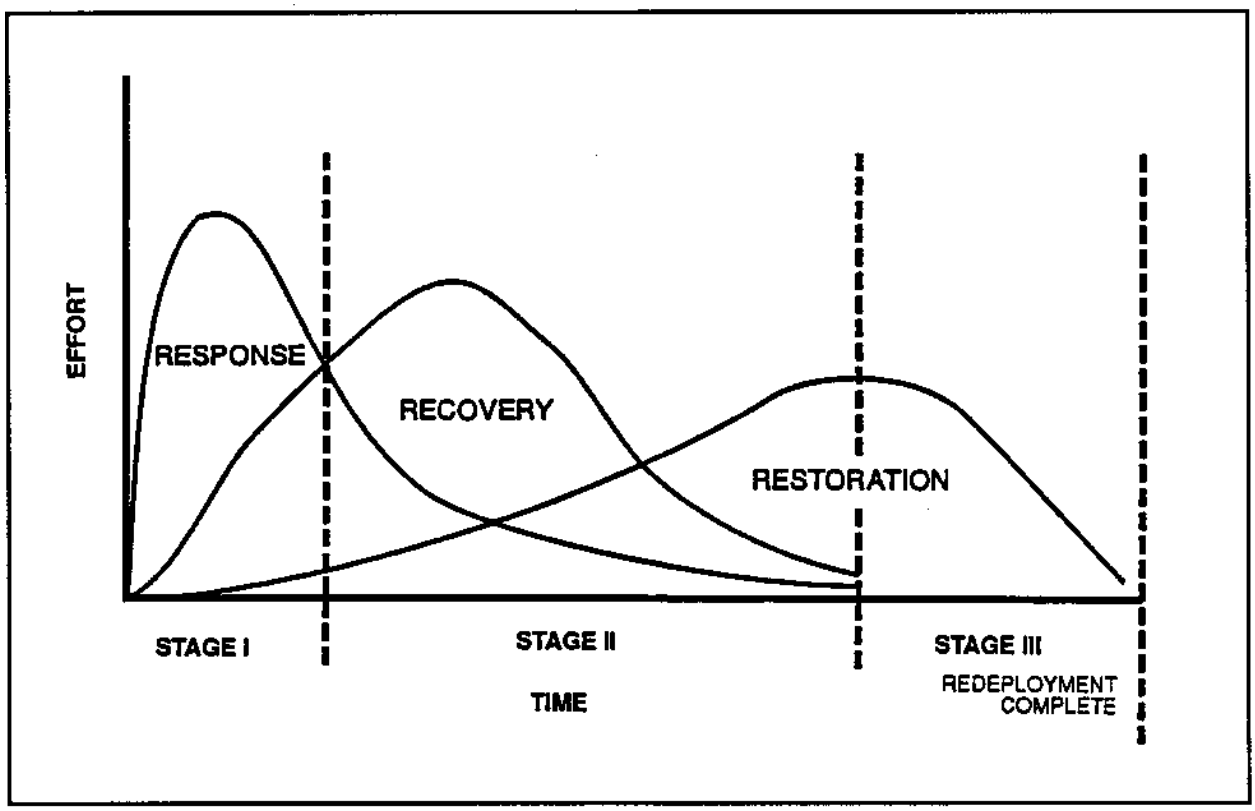


Figure 5-3. Military Stages and Levels of Effort

Terminating Support

The military's role in disaster assistance must end as soon as practical. The ultimate task of the federal disaster response effort is to assist the local community in returning to a normal, predisaster status. Consequently, the military should expect to be heavily committed during the response phase of the operation, and progressively less during the recovery phase. As a principle, the military does not compete with civilian commercial enterprises. As a commercial enterprise becomes more available in the community, the military's provision of support and services can diminish.

The military's role in disaster assistance operations must be transferred to civilian organizations as soon as practical.

Disaster assistance operations require that end states or conditions be established to mark the completion of disaster assistance missions. Conditions must be definable and attainable. End states must be developed from the highest (national) perspective to the lowest county and municipal levels. They must provide a road map that can be followed by all government and nongovernment agencies involved. The affected population must know when military operations will cease and local support organizations are to continue the mission. Mission success will be tied directly to the military's ability to accomplish specific end-state objectives.

In conjunction with federal, state, and local officials, commanders at all levels must understand the desired community objectives or goals. They will affect the termination standards for the military as well as other federal agencies. The return to normalcy requires a progressive downsizing of the military's role.

Termination standards, which are established in coordination with the FCO and state and local authorities, must be clearly stated and understood by all. They can usually be expressed in terms of percentage of predisaster capability by specific function, for example, 70 percent of electrical power restored. In an operation such as disaster assistance, redeployment of forces becomes a sensitive issue since it can create misperceptions and anxiety in the population with respect to sustained support needed and the ability of local government and contractors to handle the support as federal forces are withdrawn.

The criteria for mission success and completion must be defined, articulated, and disseminated as soon as possible. Civil authorities and Army personnel should know when the operation has reached completion or when Army assets will be withdrawn. It is important to understand that the mission may not be fully complete from the civilian authorities' perspective. Army support may have to be replaced by civilian assets and local support organizations, which will continue the restoration mission. Mission success should be directly proportional to the military's ability to accomplish specific milestones. Planners need to identify these milestones in their functional areas and use them, when accomplished, to reduce further military support requirements. These norms should be coordinated and validated for each of the possible missions, operations, and activities.

THE FEDERAL RESPONSE PLAN

The Army and the DOD most often provide disaster assistance to other agencies in accordance with the FRP. This plan describes how the federal government responds to a declared disaster. When the plan is fully implemented, DOD and 26 other federal agencies provide support. The FRP groups disaster assistance into 12 functional areas called emergency support functions. During disaster response operations, some or all of these ESFs may be activated. The FRP assigns responsibility for each of the ESFs to a lead agency based on that agency's authority or capability. Each ESF will also have assigned supporting agencies. DOD has been designated the lead federal agency for ESF 3, Public Works and Engineering, and ESF 9, Urban Search and Rescue; a supporting agency in the remaining ten. Consequently, the Army may have resources committed in all 12 ESFs. The FRP emergency support assignment matrix is at Figure 5-4.

#	1	2	3	4	5	6	7	8	9	10	11	12
ESF / ORG	TRANSPORTATION	COMMUNICATIONS	PUBLIC WORKS AND ENGINEERING	FIREFIGHTING	INFORMATION AND PLANNING	MASS CARE	RESOURCE SUPPORT	HEALTH AND MEDICAL SERVICES	URBAN SEARCH AND RESCUE	HAZARDOUS MATERIALS	FOOD	ENERGY
USDA	S	S	S	**P**	S	S	S	S	S	S	**P**	S
DOC		S	S	S	S	S	S			S		
DOD	S	S	**P**	S	S	S	S	S	**P**	S	S	S
DOEd					S							
DOE	S		S		S		S			S		**P**
DHHS			S		S		S	**P**	S	S	S	
DHUD						S						
DOI		S	S	S	S	S				S		
DOJ					S			S		S		
DOL			S				S		S	S		
DOS	S									S		S
DOT	**P**	S	S		S	S	S	S	S	S	S	S
TREAS					S							
VA			S			S	S	S				
AID								S	S			
ARC					S	**P**		S			S	
EPA			S	S	S			S	S	**P**	S	
FCC		S										
FEMA		S		S	**P**	S	S	S	S	S	S	
GSA	S	S	S		S	S	**P**	S	S	S		S
ICC	S											
NASA					S							
NCS		**P**			S		S	S				S
NRC					S					S		S
OPM							S					
TVA	S		S									S
USPS	S					S		S				

LEGEND

P – Primary agency responsible for management of the ESF.
S – Support agency responsible for supporting the primary agency.
ESF – Emergency support function.
ORG – Organization.

Figure 5-4. Emergency Support Assignment Matrix

Public Works and Engineering

Public works and engineering support includes technical advice and evaluations, engineering services, potable water, construction management and inspection, emergency contracting, emergency repair of waste water and solid waste facilities, and real estate support. Activities within the scope of this ESF include emergency clearance of debris, temporary construction of emergency access routes, emergency restoration of critical public services and facilities, emergency demolition or stabilization of damaged structures and facilities, technical assistance and damage assessment, and support to other ESFs. The USACE is DOD's operating agent for planning, preparedness, and response operations for this ESF.

Urban Search and Rescue

US&R activities include locating, extricating, and providing for the immediate medical treatment of victims trapped in collapsed structures. Designated operating agents for US&R in their respective areas of operation are the CINCFOR, the CINCLANT, and the CINCPAC. The DOMS will designate the appropriate operating agent as supported CINC.

The supported CINC will coordinate federal US&R operations and employ one or more task forces to conduct "light" (wood frame-type structures) US&R. The supported CINC will also manage military support for civilian US&R task forces. FEMA-sponsored teams provide the necessary expertise and equipment for "heavy" (masonry/concrete and steel, multistory structures) US&R. The USACE has structural specialists trained to assist in US&R. Transportation, medical, billeting, and maintenance are the types of support that civilian US&R teams may require.

Support to Other ESFs

DOD support to other ESFs may come from one of two sources. First, when the primary agency for an ESF determines that it requires support or resources from outside its own agency, that agency may coordinate its requirements with the FEMA through its regional and national headquarters. The FEMA will then determine how to provide the required support or resources from any nationwide source. DOD, a designated supporting agency, may be tasked. Second, an FCO may task DOD to provide the required support or resources from military assets already within the disaster area or available through DOD channels. The FCO gets this support through coordination with the defense coordinating officer.

RESPONSIBILITIES

FEDERAL COORDINATING OFFICER

An affected state or area will receive federal assistance through the management of FEMA and the overall coordination of an FCO, usually the FEMA regional director. The FCO is the on-scene commander for all federal resources supporting local and state authorities in the assistance effort.

DEFENSE COORDINATING OFFICER

In the field, the DCO, appointed by the supported CINC, is the central point of contact to the FCO and ESF managers for all requests for military support. At the discretion of the CINC, the DCO may assume control of all federal military units involved in a disaster. The DCO's expertise and constant liaison with the FCO, local officials, and other ESF managers are critical to the effective coordination and integration of the federal and state disaster assistance efforts. Traditionally, CINCFOR has tasked the CONUSAs to plan for disasters and domestic emergencies and to appoint DCOs following a disaster declaration. The DCO supervises the DCE, a staff that can support both the administrative and the ESF functional areas for all coordination and decisions.

STATE COORDINATING OFFICER (SCO)

As the governor's representative, the SCO is responsible for emergency management, disaster response, and recovery activities. The SCO is the primary point of contact for the FCO in facilitating disaster assistance. The STARC has developed disaster emergency plans in coordination with other state and local agencies. The STARC and the DCO will establish liaison so that local, state, and federal activities can be coordinated and managed effectively. The STARC can assist the federal forces with contracting support as well as logistical support from Guard resources not otherwise committed.

JOINT TASK FORCE (JTF)

Military support to civil authorities in disasters and domestic emergencies is a DOD, not a service component responsibility. The supported CINC may decide that the severity and scope of a disaster require a joint

response. In disaster assistance, as in operational level warfighting, the CINC uses the different and complementary capabilities of each service to accomplish the mission. Such use requires knowledge of both the capability and the availability of all service component assets, to include their agencies and installations.

The CINC may establish a joint task force to provide comprehensive military support.

Establishing a JTF may provide the best DOD response in a disaster. The DOD's response to Hurricanes Andrew and Iniki in 1992 demonstrated that a JTF is effective in providing the comprehensive support needed in most catastrophic situations. A JTF is established to execute a specific mission limited in scope and duration. The JTF's objective in a disaster is to deploy forces to the disaster area rapidly, to assist immediately in saving lives and safeguarding property, and to continue providing assistance required by the FRP and the particular situation.

The CINC has the authority to determine the command relationship between the DCO and JTF commander. The DCO serves as the DOD's central point of contact for all requests from the FCO and ESF managers for military support. If the size of the JTF expands and the CINC decides to designate another, more senior officer as the JTF commander, the DCO becomes a special staff officer for the JTF commander.

The JTF is configured for each specific mission. In disasters, the JTF may require a greater proportion of combat service-support-type units and capabilities than in typical warfighting deployments. The JTF must be able to provide emergency assistance across all lines of support. All classes of supply and all types of services may be required. Because DOD has a supporting responsibility in all ESFs, close cooperation between the JTF and all other ESF agencies is required through the FCO, DCO, and state emergency structure. Command relationships between these authorities and organizations are illustrated at Figure 5-5.

When Typhoon Omar struck the American territory of Guam in August 1992, the CINCPAC appointed the Commander, Naval Forces Marianas (COMNAVMAR), as the DCO and the JTF commander. In response to Hawaii's Hurricane Iniki less than one month later, the CINCPAC appointed the Commander, US Army, Pacific (USARPAC), as Commander, JTF Hawaii and the DCO.

The military has been involved in such diverse disaster relief activities as the preparation and distribution of food, removal of debris and garbage, restoration of electrical power and water systems, management of donated goods and services, and establishment of life support centers that provide shelter, security, medical care, counseling, bath and laundry, and recreation activities. The JTF commander may establish joint cells to manage specific functional or technical areas, such as a joint movement center.

DOMESTIC EMERGENCIES

CIVIL DEFENSE EMERGENCIES

Civil defense emergencies result from the devastation following an enemy attack, although they may be proclaimed by appropriate authority in anticipation of an enemy attack. Specific plans and orders at the appropriate command levels provide general guidance for responding to an enemy attack. Local Army commanders are authorized to respond to civil defense emergencies under immediate response and to deal with immediate emergency conditions that would be created by such attacks or disasters.

In the event of an attack on the US, the scope of military support to the civil authorities in each affected area would depend on the requirements of military operations, the extent of damage sustained in the civilian community, and the status and reconstitution priorities of the active and reserve component forces. The Army National Guard STARC, when ordered to federal service, will become the DOD's focal point for providing military assistance at the state and local

levels. CONUSA commanders must coordinate the response to these civil emergencies with the STARCs.

ENVIRONMENTAL DISASTERS

DOD may be called on to support other federal agencies during major environmental disasters. For example, the DOE has responsibility for civil radiological emergencies and the EPA and USCG share responsibility for chemical contamination accidents, such as major oil spills. The FEMA may also be involved in a complementary role, managing federal relief operations associated with a disaster. Regardless of the disaster scenario, the Army and DOD should expect to provide military support appropriate to the nature of the disaster and the needs of the people affected.

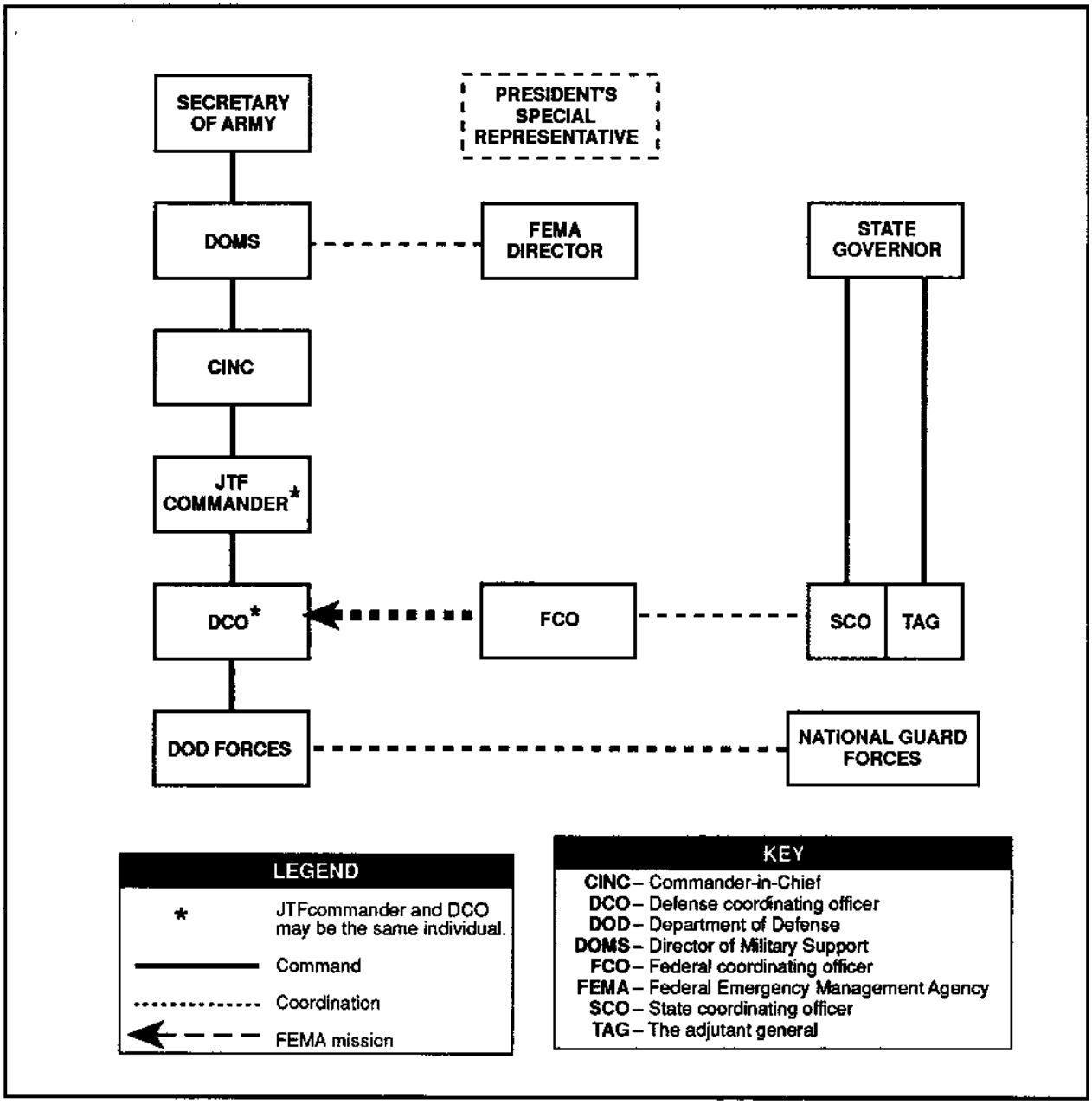


Figure 5-5. Command Relationships

MASS IMMIGRATION EMERGENCY SUPPORT OPERATIONS

The DOD may be called on to provide support to the DOJ and its INS. The DOJ is the lead federal agency; INS is its action agency. In the event of an immigration emergency, the SA is the DOD executive agent, DOMS the action agent. The DOD may be tasked to assist in the reception, processing, transportation, and detention of the immigrants. DOD installations and facilities may be required to house immigrants for extended periods of time. These installations may have to provide a full range of services, either by DOD or by contracted agencies. Even on DOD installations and facilities, however, the DOJ and INS have the primary responsibility for the legal processing, custody, and eventual deportation or resettlement of the immigrants.

During Operation Provide Refuge in February 1993, a task force from the 25th Infantry Division provided security and humanitarian assistance to 535 Chinese nationals who attempted to illegally enter the United States. The Chinese were fed, clothed, and housed in a US facility on Kwajalein Atoll, Republic of the Marshall Islands, until the People's Republic of China agreed to their repatriation.

OTHER DIRECTED MISSIONS

The DOD receives many diverse missions requiring military assistance to civil authorities. They include planning to use DOD personnel in the event of a large disruption to US mail service and air traffic control assistance in the event of a federal air traffic controller strike. The type and level of military support will be as diverse as the missions. The general concepts, principles, and guidelines for disasters, emergencies, and other assistance operations may be useful to Army commanders located OCONUS, but are subject to applicable CINC guidelines and host nation laws and agreements.

Guardsman in Alabama, Georgia, Kansas, Kentucky, Maine, New York, North Carolina, Ohio, South Carolina, Virginia, and Wisconsin were called up in Operation Haylift to deliver relief to farmers throughout the southeast during the drought of 1987.

SUMMARY

The Army and the Department of Defense provide military support to civil authorities, especially in disaster assistance operations. DOD is a supporting agency, providing military support to other lead federal agencies. The SA is DOD's executive agent, and the DOMS is the SA's agent for disaster assistance support. In most cases, the Army will participate in disaster assistance operations as part of a DOD effort managed by the DOMS serving as a joint staff and commanded by a supported CINC. The Army is committed to providing timely and effective disaster assistance support to other federal agencies and the American people.



CHAPTER 6
ENVIRONMENTAL MISSIONS

The Army has developed and fielded an integrated environmental program that employs a variety of resources to assist US civil authorities in environmental activities. The Army's environmental strategy rests on the pillars of compliance, restoration, prevention, and conservation. The pillars rest on a bedrock of shared national values that support the essential foundation of people, resources, communication, and organization. They also support the vision and ethic of environmental stewardship that underlies thee Army program. Figure 6-1 depicts this strategy.

PLANNING AND EXECUTION

The ethic of environmental stewardship underlies the Army's environmental strategy.

If consistent with the unit's mission, commanders can allocate people and resources for the planning, technical assistance, oversight, and execution of environmental assistance missions.

- Planning focuses on environmental resource management and contingencies for incidents that adversely affect human health or the environment. It includes preassistance efforts such as developing local agreements and memorandums of understanding and integrating mutually supporting plans.
- Technical assistance covers a broad array of activities. The Army can help develop off-the-shelf plans and scopes of work, conduct on-site assessments, provide procurement advice, and augment local staffs with technical personnel.
- Oversight focuses on support roles such as administering contracts and providing staff support for operations.

- Execution employs US Army manpower and equipment to perform a mission.

A CH-54 "Skycrane" from Company D, 113th Aviation Battalion, Nevada National Guard, carried a slingload of construction materials from Mount Rushmore. The material had been on the mountain since 1941. The 113th removed the materials during Golden Coyote '92 in the Black Hills of South Dakota.

CHARACTERISTICS

Environmental support missions are characterized by the time required to accomplish them:

- Short-term or immediate-response missions require 30 days or less. They include oil and hazardous materials spills, removal of materials that contain military specific chemicals, and support in fighting wildland fires.
- Mid-term missions require 30 to 180 days. They include environmental compliance-related matters and responses requiring longer-term assistance.
- Long-term missions require more than 180 days. They include remediation or research and development support that requires contracted effort.

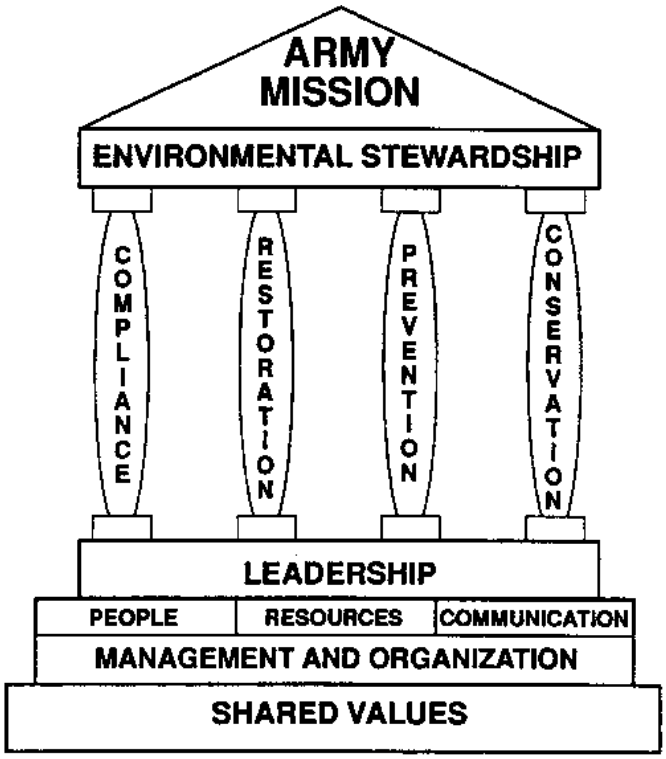


Figure 6-1. Pillars of Army Environmental Strategy

CLASSIFICATIONS

The Army classifies environmental support as compliance, restoration, prevention, and conservation. These four classifications correspond to the pillars of the Army environmental strategy, which provide direction for attaining and sustaining environmental resources stewardship.

COMPLIANCE

As an environmental leader, the Army works with regulators and citizens' groups, a cooperative approach that is necessary for successful relations with the local community and other government agencies. Army assistance responds to immediate needs or is provided as a general service.

Response includes support to correct oil and hazardous material spills under the National Contingency Plan (NCP) and control of chemical incidents. General services include support to improve compliance with environmental laws and regulations. The primary compliance missions are listed in Figure 6-2.

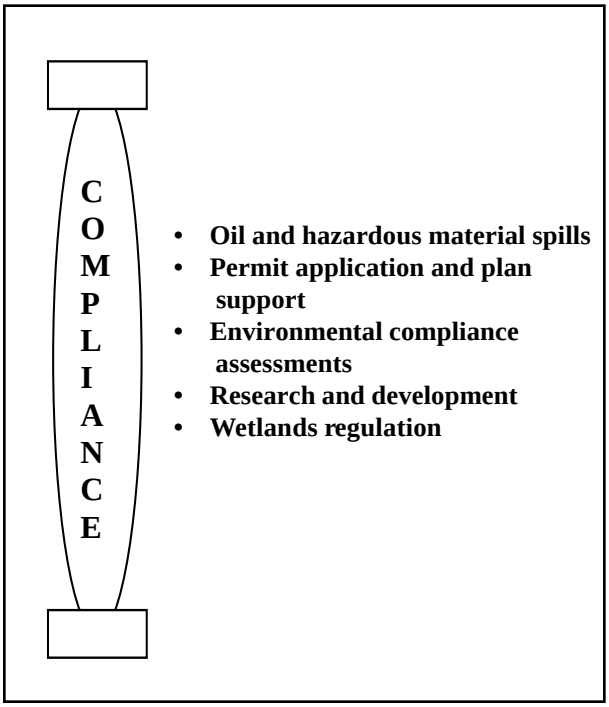


Figure 6-2. Compliance Missions

OIL AND HAZARDOUS MATERIAL SPILLS

Oil and hazardous material spills are common occurrences. Any release of a reportable quantity of oil or hazardous material requires an immediate response. Larger-scale, catastrophic releases may occur as a result of man-made or natural disasters. Under the NCP for response to oil and hazardous material spills, the Army provides representatives to the national response team and the 10 regional response teams for both planning and response.

On 5 January 1993, potentially volatile World War I-era liquid-filled munitions were unearthed in a residential area of Washington, DC. The location had been a chemical research site between 1917 and 1919. With support from the 101st Chemical Company, Fort Bragg, NC, the Army Environmental Hygiene Agency, the Army Armament, Munitions, and Chemical Command, the Corps of Engineers, and other local, state, and federal agencies, the cleanup began. By the last day of excavation, a total of 141 munitions had been safely unearthed.

The director of military support coordinates Army response for large-scale spills based on requests from the EPA/USCG on-scene coordinator (OSC). Small-scale releases are more common. The Army can respond directly to small-scale releases when the spill is beyond the capability of civilian response assets or the Army has jurisdiction over the spill area.

The Army can respond to oil and hazardous material spills under

established procedures.

An installation commander may assist in identifying, surveying, containing, and cleaning up small-scale releases of oil and hazardous materials. The commander's installation spill response group typically consists of trained personnel from the fire department or environmental staff. When the Army employs chemical units, it does so under the Nuclear and Chemical Accident and Incident Response and Assistance (NAIRA and CAIRA) Program.

Under the NAIRA and CAIRA Program, the Army can provide an immediate or planned response to a crisis or situation involving radiological or hazardous materials. Nuclear or chemical accident or incident control (NAIC/CAIC) emergency response elements organized as an initial response force (IRF) can respond immediately to the spill site to save lives, preserve health and safety, and prevent further damage to the environment.

If further action is needed, the service response force (SRF), a DA-level emergency response force, will deploy to the site. The SRF continues response operations, provides command and control of all military forces, and coordinates the activities of federal, state, and local response agencies. The Army SRF commander, executing the role of the federal OSC, executes coordinating duties per Army policy and the NCP.

PERMIT APPLICATIONS AND PLANS

Some government facilities may not be sufficiently staffed to address all applicable compliance requirements. Army personnel can assist these facilities in successfully completing and submitting applications and plans for permits. Depending on the size and mission of the environmental staff, a local commander can support short-term local missions. The USACE can best handle more extensive efforts on a cost-reimbursable basis. Typical compliance support projects include:

- Preparing Resource Conservation and Recovery Act (RCRA) Part B permit applications, closure plans, waste analysis plans, and underground storage tank site assessments.
- Preparing spill prevention, control, and countermeasures and spill contingency plans.
- Preparing National Pollutant Discharge Elimination System (NPDES) permit applications.
- Preparing air quality permit applications.

ENVIRONMENTAL COMPLIANCE ASSESSMENTS (AUDITS)

The Army can assist other government facilities in attaining and sustaining compliance with environmental laws and regulations. USACE districts provide comprehensive environmental compliance assessments that identify deficiencies and requirements for corrective action.

The Army developed the Geographic Resource Analysis Support System (GRASS) that allows Army environmental and land mangers to analyze, store, update, model, and display data quickly and easily. Analysis and display can be created for an entire geographic region. More that 100 Army installations, the National Park Service, and the Soil Conservation Service are currently using GRASS.

RESEARCH AND DEVELOPMENT

The Army emphasizes joint technology development and use with the EPA, the DOI, and other government agencies. This transfer of information improves compliance throughout the nation. The Army conducts an extensive environmental research and development program that focuses on developing methods and equipment to meet the growing compliance requirements of new laws and regulations. The Army has developed technical products independently and transferred them to other government agencies. The Army has also developed them jointly with other federal agencies. Within the Army, most environmental research and development occurs through the USAEC and USACE laboratories.

WETLANDS

The USACE administers the National Wetlands Protection Program for the federal government. In this capacity, the Army serves as a regulator and oversees the

restoration and mitigation of wetlands within the US.

In Illinois, an Army National Guard engineer battalion detonated 5600 pounds of explosives as part of its training and built a home for ducks at the same time. The explosions were intentionally set off near a lake to create a series of duck ponds.

RESTORATION

Environmental restoration missions include correcting contamination problems resulting from past operations. Environmental investigations and remediation conducted by the Army mitigate adverse impacts to human health and the environment. Restoration efforts maximize the amount of property available for reuse and redevelopment.

Restoration missions fall into three categories: facility restoration, real property transfers, and general support. The USAEC and USACE can provide assistance in these areas. The USACE can provide longer-term assistance on a cost-reimbursable basis, while USAEC may provide short-term assistance. The primary restoration missions are depicted in Figure 6-3.

The Army conducts environmental investigations and remediation to protect human health and the environment.

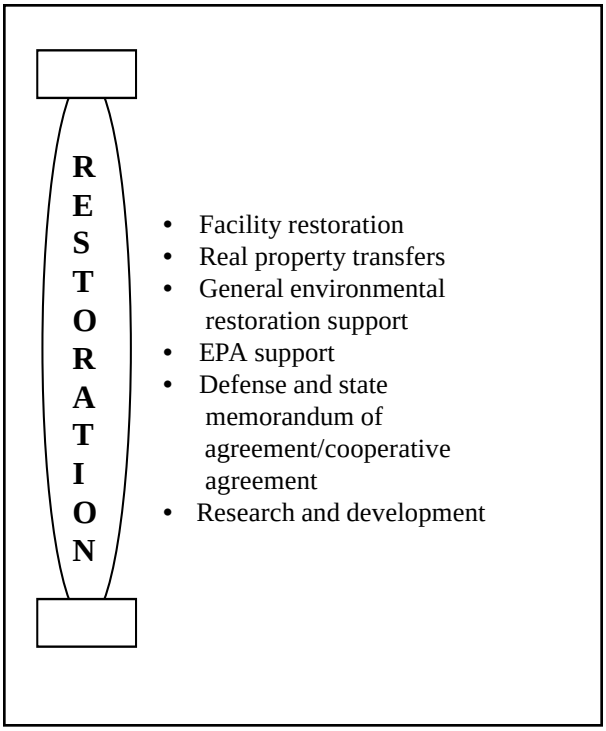


Figure 6-3. Restoration Missions

FACILITY RESTORATION

The Army has extensive expertise in investigating and restoring sites under their control. In the Installation Restoration Program (IRP), the Army investigates sources of contamination, extent of contamination, exposure pathways to potentially impacted people and ecosystems, and potential health and ecological risks. Activities routinely conducted at Army sites include:

- Assessing current site conditions, identifying past operations contributing to current site contamination, and determining whether further investigations are needed.
- Developing and implementing public involvement and public relations programs.
- Characterizing the nature and extent of contamination at suspected sites.
- Quantifying the risk to human health and the environment from contaminated sites and

determining appropriate cleanup levels.
- Developing and evaluating alternatives for site remediation.
- Designing and implementing appropriate cleanup actions.

On request, USACE provides technical support to other federal agencies in the Work-for-Others Program. In this program, the other federal agency retains control and responsibility for the action but uses the technical capabilities of the Corps to accomplish the task.

REAL PROPERTY TRANSFERS

The storage, release, and disposal of hazardous materials and wastes directly affect the transfer of real property. The Army has gained considerable experience in mitigating these issues for unexploded ordnance (UXO), lead base paints, radon, asbestos, and polychlorinated biphenyls (PCBs). The Army assists local committees in developing reuse options that fully consider all appropriate environmental issues, identifying clean parcels, and remediating contaminated parcels. The Army can provide this support in any real estate transfer that other government agencies may consider.

GENERAL SUPPORT

The Army supports both state and federal agencies through specifically negotiated agreements. It provides direct support to the EPA in implementing The Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) of 1980. The Army supports state regulatory agencies through the Defense and State Memorandum of Agreement/Cooperative Agreement (DSMOA/CA) Program. It conducts cooperative efforts in developing innovative technologies with other government agencies.

EPA Support

The Army has entered into an interagency agreement with the EPA to provide assistance in executing CERCLA, also known as the Superfund. Under this agreement, USACE serves as the program manager for execution activities assigned by EPA. These assignments include—

- Providing technical assistance during the EPA's remedial investigations feasibility studies.
- Acting as the contracting officer for federal lead remedial design and remedial action activities.
- Providing technical assistance during the EPA's enforcement activities.
- Providing technical assistance and oversight of the EPA's alternative remedial contracting strategy (ARCS) contractors.
- Assisting in real estate and other support activities.

Defense and State Memorandum of Agreement/Cooperative Agreement Program

The DSMOA/CA Program was established to facilitate state and US territory involvement in cleanup activities conducted under the Defense Environmental Restoration Program. DSMOAs/CAs provide a mechanism to involve states in installation restoration activities by establishing the terms and conditions by which they are reimbursed for the cost of providing technical support.

Research and Development

As a part of its environmental research and development program, the Army pursues cost-effective restoration technologies that can be transferred to any user. The US Army Environmental Center can provide consultations in such areas as analytical chemistry and industrial hygiene. The USAEC and USACE laboratories can provide assistance in applying technology.

The Army demonstrated an innovative idea for recovering heat lost at boiler plants at the Louisiana Army Ammunition Plant. The teflon-covered heat exchangers will pay back the investment in 5.2 years. This process saved the plant $13,000 in FY 88 and has potential for widespread application in military and civilian boiler plants.

PREVENTION

Prevention assistance missions focus primarily on participating in pollution prevention programs with other agencies. The Army also shares information and technologies that reduce the discharge of pollutants into the environment. Pollution prevention is an ethic that must be learned at all levels of an organization. As a result of implementing its own pollution prevention

program, the Army has gained considerable experience from recycling solid waste to manufacturing process changes.

The Army has gained valuable experience in preventing pollution.

Installation commanders can help local communities develop community recycling programs and support them. The local commander can work with local, county, or regional solid waste management organizations to integrate recycling efforts. Possible prevention missions are shown in Figure 6-4.

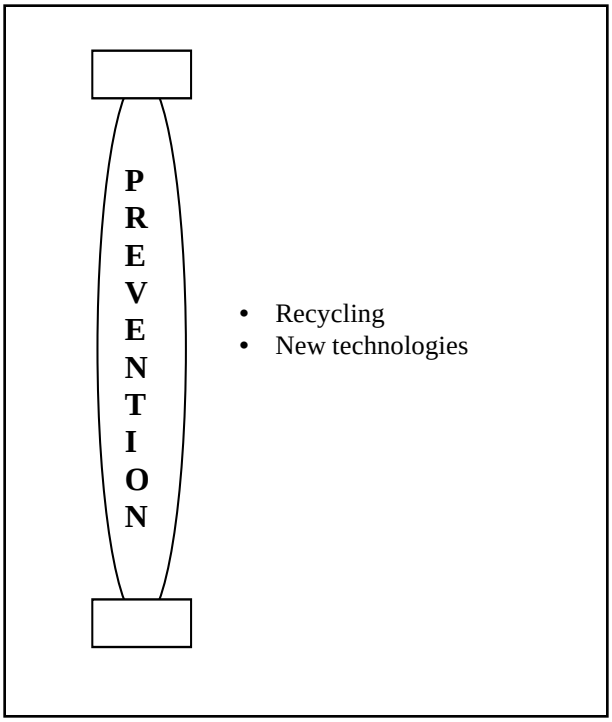


Figure 6-4. Prevention Missions

Pollution prevention is another driving force in the Army's environmental research and development program. Its efforts focus on changing or replacing existing processes to reduce and ultimately stop pollutant discharges. Examples of these technical innovations are the new generation of metal-plating procedures and advances in solid waste recycling. Once again, the Army may develop these technologies in concert with other government agencies or alone, then share their findings with other agencies.

CONSERVATION

Conservation assistance missions address the preservation and protection of America's natural and cultural resources for future generations. The Army works to conserve and protect natural and cultural resources on a daily basis. Typical Army conservation missions are listed at Figure 6-5.

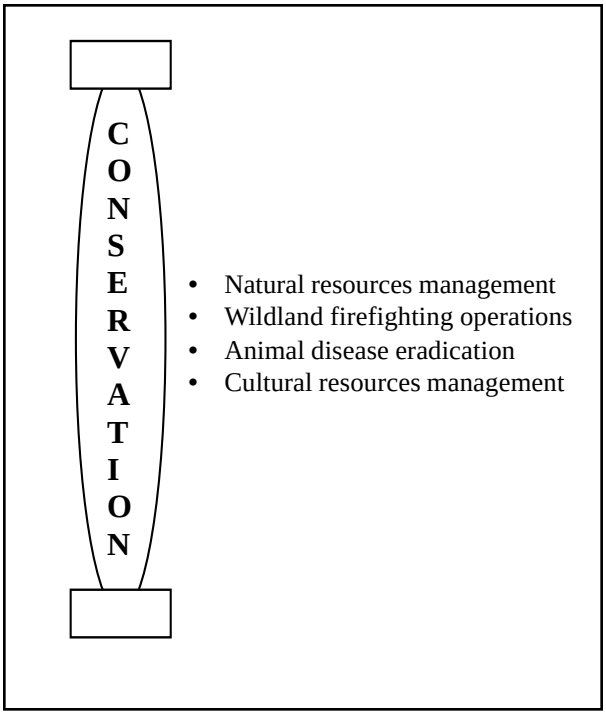


Figure 6-5. Conservation Missions

NATURAL RESOURCES MANAGEMENT

With vast acreages, the Army conducts intensive military training while providing many sanctuaries for a wide variety of plants and animals. In so doing, the Army has gained experience in the proper care, repair, restoration, and management of these resources.

The Army often works with state and federal agencies in managing soils, vegetation, fish, wildlife, and water resources. The Army and the public both benefit from this cooperative effort because the

protection of natural resources enhances the mission and preserves the environment for all.

The Army has vast experience in advanced land management techniques.

Approximately 300 breeding pairs of the red Cockade woodpecker and other endangered bird species were on Fort Bragg, NC. To save them, the Army closed off areas to vehicles, marked bird colony nesting boundaries, taught soldiers to recognize and observe training restrictions, built beams to absorb rifle fire on ranges, and set up artificial nests to attract more birds.

WILDLAND FIREFIGHTING

The Army may provide manpower and equipment to assist the NIFC in suppressing wildland fires. Initially, the NIFC contacts DOMS and requests military assistance. The DOMS tasks the appropriate CINC to appoint a DCO to confirm military support requirements. Once the DCO is appointed, the NIFC passes all resource requests to him. The Army may provide aviation, engineer, and communications support in addition to firefighters. The federal land manager trains soldiers before they are employed to fight fires. The NIFC provides the needed firefighting equipment and reimburses DOD from either the USDA or the USDOI. The wildland firefighting tasking and resourcing channels are depicted at Figure 6-6.

ANIMAL DISEASE ERADICATION

In the event of an emergency arising from an actual or imminent outbreak of a foreign plant or animal disease, the DOD provides assistance to the USDA's Administrator for Animal and Plant Health Inspection Service (APHIS). The Secretary of the Army, as DOD's executive agent, designates the Commander-in-Chief, Forces Command, as the operating agent supported CINC for DOD support to the USDA.

CINCFOR, as directed by the director of military support, provides personnel, equipment, supplies, and services to support the Regional Emergency Animal Disease Eradication Organization (READEO) task force. The READEO is the USDA organization responsible for completing all containment and eradication missions.

Included in CINCFOR's support is designating the base support installations (BSIs); tasking supporting CINCs, services, and agencies; developing contingency plans; and participating in exercises. Upon direction of CINCFOR, the BSI commanders provide personnel and logistics to the task force. USDA reimburses DOD for actual costs, less pay and allowances.

The BSIs may be outside FORSCOM and the Army. Resources provided by the BSIs can include technically qualified personnel to assist the USDA; the LSO; minimum essential TOE, TDA, and individual equipment; and procurement support.

The two key liaison officers are the veterinary support officer (VSO) and the LSO. The VSO, who is designated by Health Services Command, serves as the military point of contact with the READEO task force for veterinary support requirements. The LSO coordinates with the READEO task force director and determines the personnel, administrative, and logistical support requirements in the area of operations. The LSO provides the support requirements to the BSI and oversees the employment of DOD personnel and equipment. Figure 6-7 depicts command relationships for animal disease eradication operations.

CULTURAL RESOURCES MANAGEMENT

The Army works to preserve cultural resources for present and future generations. The Army may provide experts in the field of historic preservation from the USAEC, USACE, and the local installations. Many communities are involved or are interested in preservation of historic buildings and similar properties but may lack expertise. This is especially true in many rural areas.

Installations or other Army activities may provide some assistance to local communities at no charge. Army experts may assist in developing local historic

preservation committees and ordinances, identifying historic properties, and providing technical advice on the proper treatment of historic properties. For more involved projects, USACE districts and laboratories can provide assistance on a cost-reimbursable basis.

ARMY RESOURCES

Upon request, the Army can provide national-level resources for state and local environmental problems. The Army offers a breadth of experience and the ability to provide solutions from regions throughout the United States to local environmental managers.

DEPARTMENT OF THE ARMY

At the DA level, the Director of Environmental Programs is responsible for policy guidance and program oversight. His primary source of technical expertise is the US Army Environmental Center, a field operating agency of the DA staff.

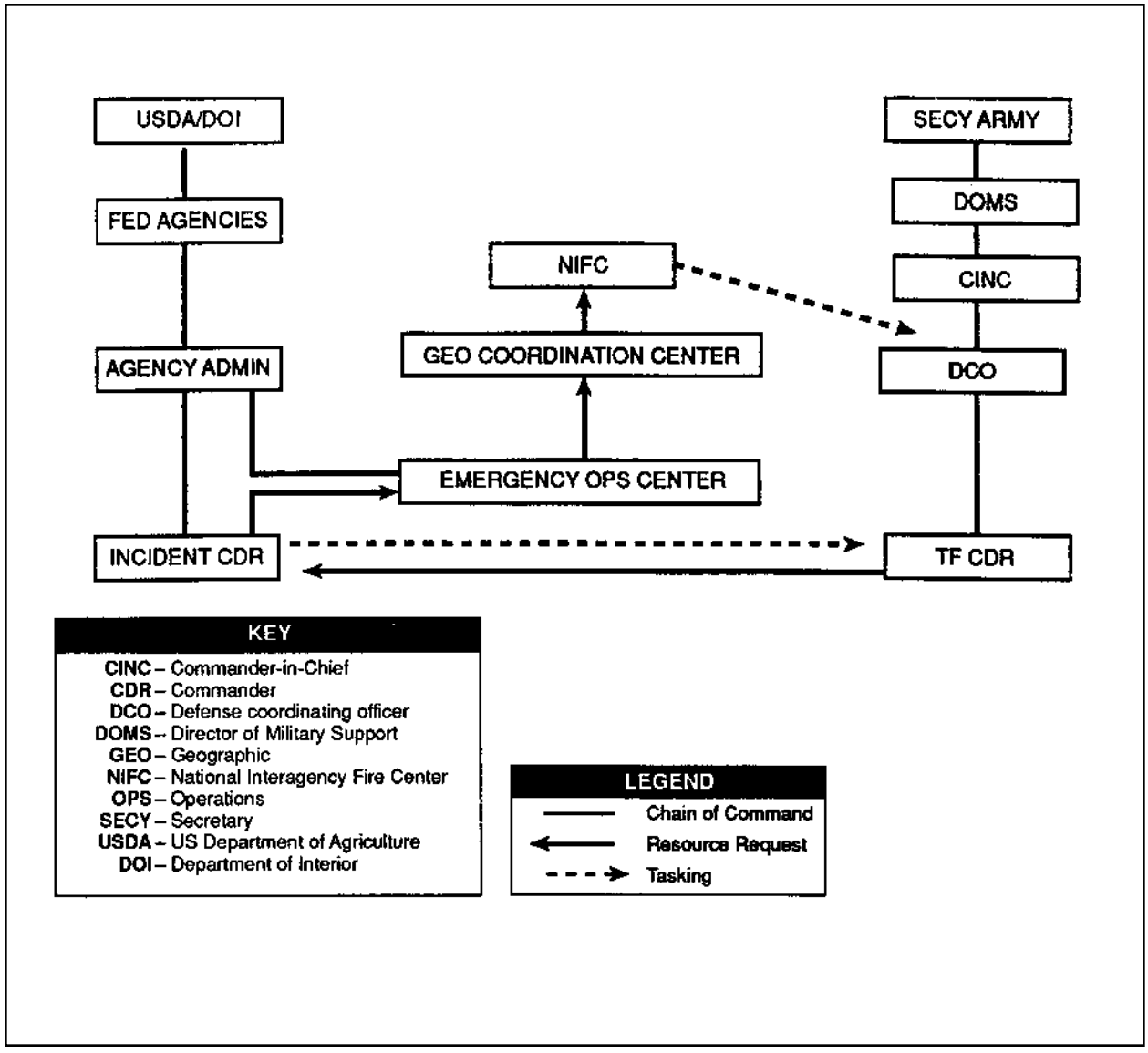


Figure 6-6. Wildland Firefighting and Resourcing Channels

TECHNICAL SUPPORT ORGANIZATIONS

A network of Army organizations provides a wide variety of technical support to installations. These organizations include the MACOM staffs; the USACE laboratories, districts, and divisions; and field operating agencies (FOAs) such as the US Army Environmental Hygiene Agency and the US Army Engineering and Housing Support Center.

MACOM staffs can execute many environment-related missions. The USACE organizations can provide specific technical services and contracting capabilities on a cost-reimbursable basis. Army FOAs can provide technical experts in environmental engineering or science.

INSTALLATIONS AND STATE AREA COMMANDS

At this level, commanders can commit manpower and equipment to assist civil authorities in protecting, restoring, and preserving the environment. Environmental professionals at installations and STARCs focus on daily operations. These staffs are generally small. They concentrate on managing environmental resources and meeting regulatory requirements imposed

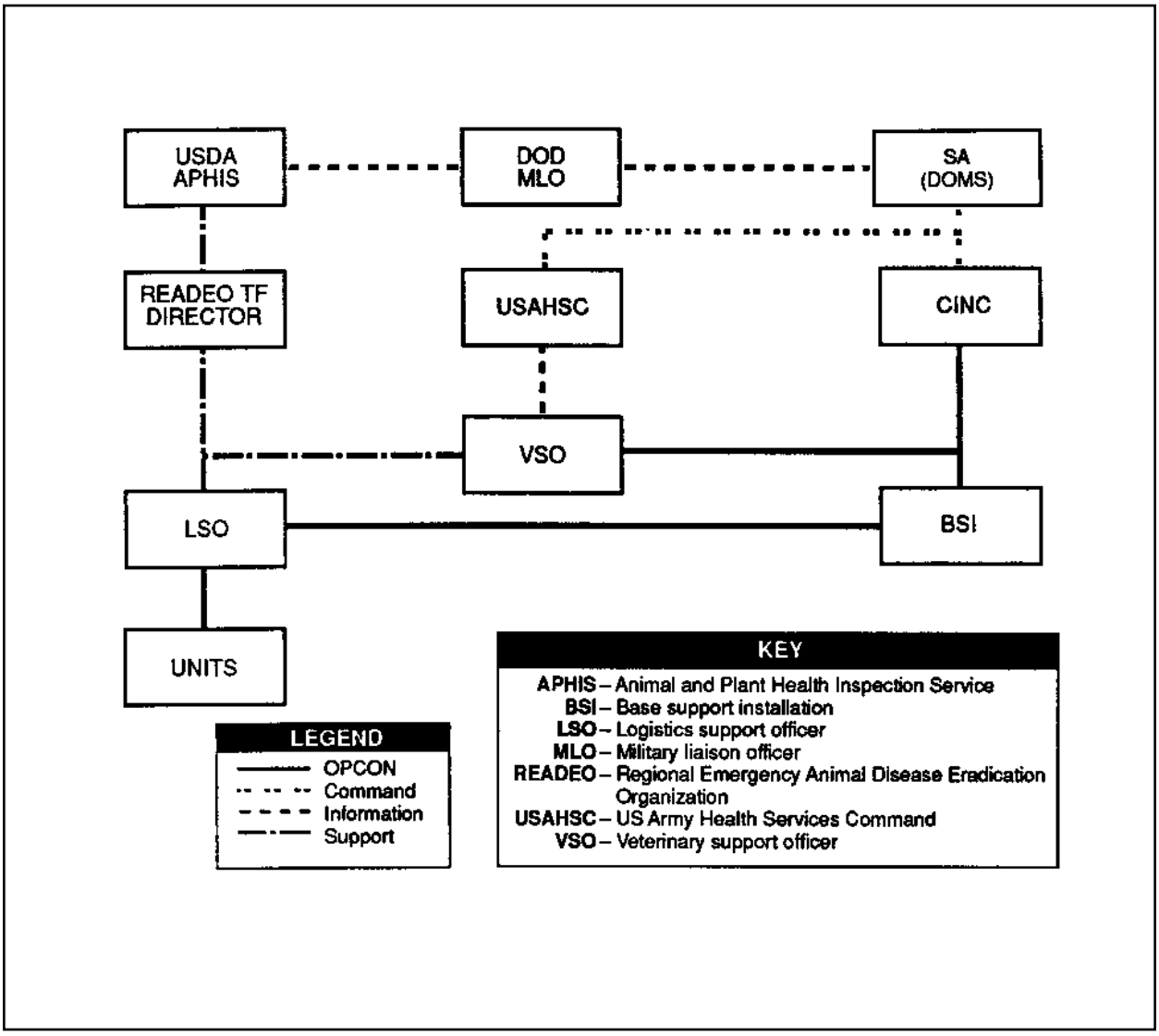


Figure 6-7. Animal Disease Eradication Command Relationships

by federal, state, and local regulations. In addition to addressing daily requirements, they develop contingency plans for potential hazardous material spills or similar incidents or accidents. The various internal Army environmental agencies and their relationships are shown in Figure 6-8.

COMMANDERS

Commanders tailor forces to meet specific environmental support time requirements. Commanders may augment their forces with other related environmental professionals, including attorneys, public affairs specialists, safety specialists, and others who understand

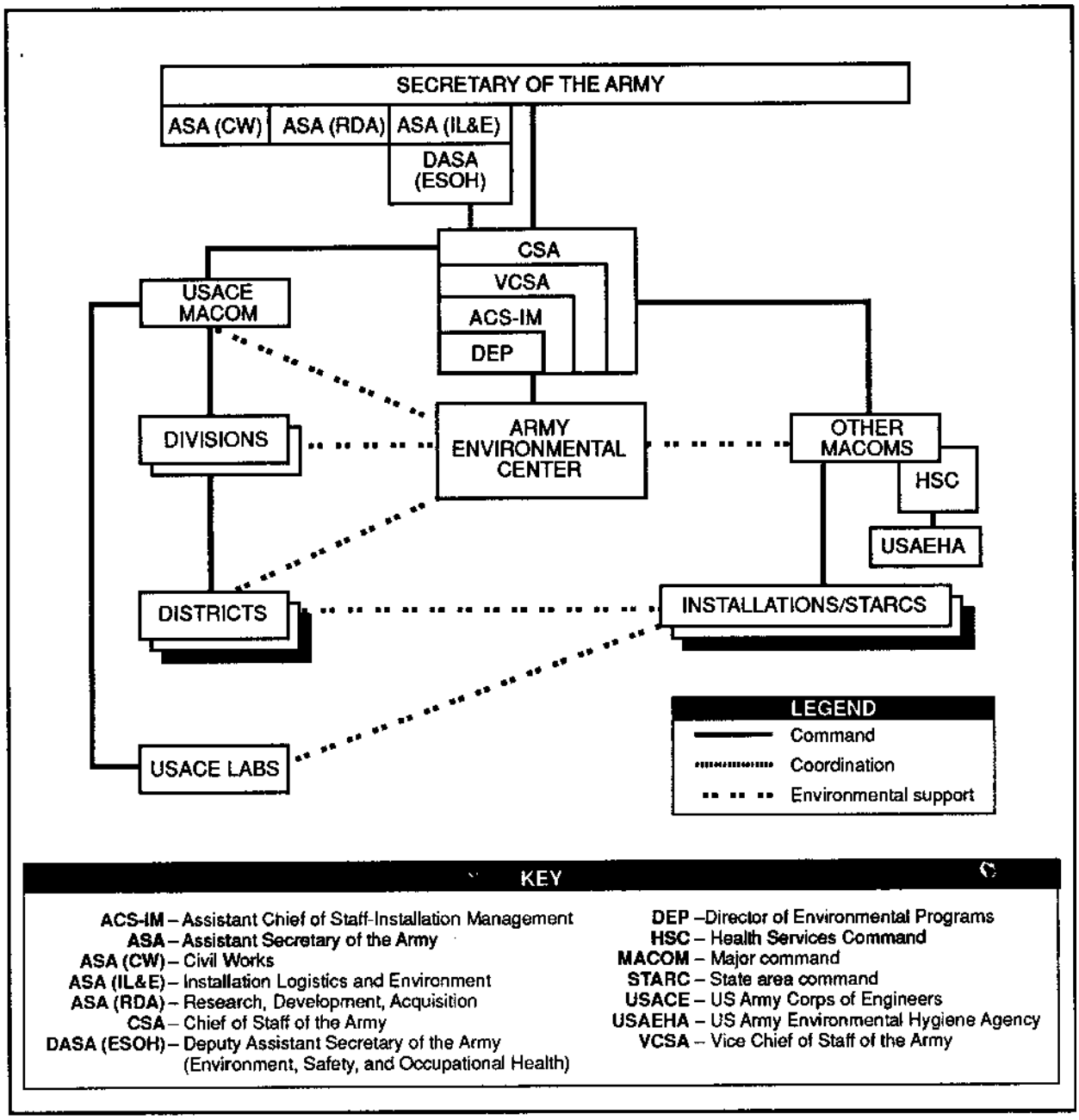


Figure 6-8. Internal Army Environmental Support Relationships

and work daily with environmental issues. Short-, mid- and the long-term missions on the local and regional levels and the recommended organizations that may provide assistance are shown in Figure 6-9.

AREA	LOCAL			REGIONAL		
TIME FRAME	SHORT-TERM	MID-TERM	LONG-TERM	SHORT-TERM	MID-TERM	LONG-TERM
Installation Level	P[1] A O E	E				
STARC Level	P[1] A O E	E				
MACOM Level		P A O				
USACE Districts		P A O	P A O		P A O	P A O
USACE Labs	A O	P		P A O	P	
USAEC	A O	P A O	P A O	P A O	P A O	P A O

LEGEND	
P – Planning	O – Oversight
A – Assistance	E – Execution

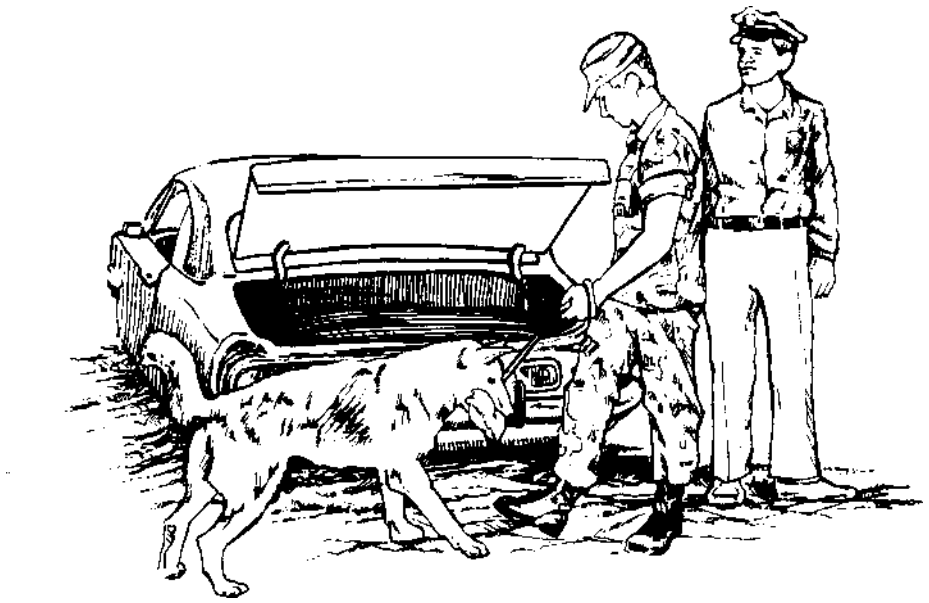
KEY
MACOM – Major command
STARC – State area command
USACE – US Army Corps of Engineers
USAEC – US Army Environmental Center

[1] Augmented by experts from USAEC and USACE laboratories.

Figure 6-9. Recommended Actions for Commanders Providing Environment Assistance to US Civilian Authorities

SUMMARY

The Army may support or coordinate with many federal, state, and local governmental departments and agencies as it conducts domestic support operations. Although the Army is seldom the lead agency in disaster assistance operations, it is a support agency for all the FRP's emergency support functions. Almost all Army domestic support operations will be conducted in a joint or interagency environment. Throughout our history, the Army has provided community support at the national level and support to its surrounding communities. The Army also has a long history of providing domestic support and will continue to provide that assistance in the future.



CHAPTER 7

MISSIONS IN SUPPORT OF LAW ENFORCEMENT

Army forces may conduct missions in direct support of US federal, state, or local law enforcement agencies. Counterdrug, civil disturbance, and terrorism operations are missions that typically require such support. This chapter addresses the tasks necessary to plan for and provide this support.

COUNTERDRUG OPERATIONS

Army support to the counterdrug effort requires the sustained commitment of trained and equipped soldiers.

Directives from the President, Congress, and the DOD have resulted in an expanded role for military forces in attacking illegal drugs in every phase of their flow: at the source, in transit, and in the US.

While this manual focuses on Army domestic counterdrug support and operations, a major portion of the DOD and Army counterdrug effort is conducted OCONUS, particularly in Central America and South America under the supervision of the CINC US Southern Command (USSOUTHCOM). The Department of State has primary oversight responsibilities for all support provided OCONUS. The CONUS Drug Law Enforcement System is depicted at Figure 7-1.

ROLES

Military support to the national counterdrug effort requires sustained deployment of appropriately trained and equipped members of the armed forces. The effort also requires continuing cooperation and coordination among the military and federal, state, and local drug law enforcement agencies (DLEAs).

The DOD counterdrug support organization that receives and validates requests from LEAs and considers the actual resources to support those requests is illustrated at Figure 7-2.

The Army's counterdrug support program includes operational support provided by active and reserve component forces and nonoperational support such as

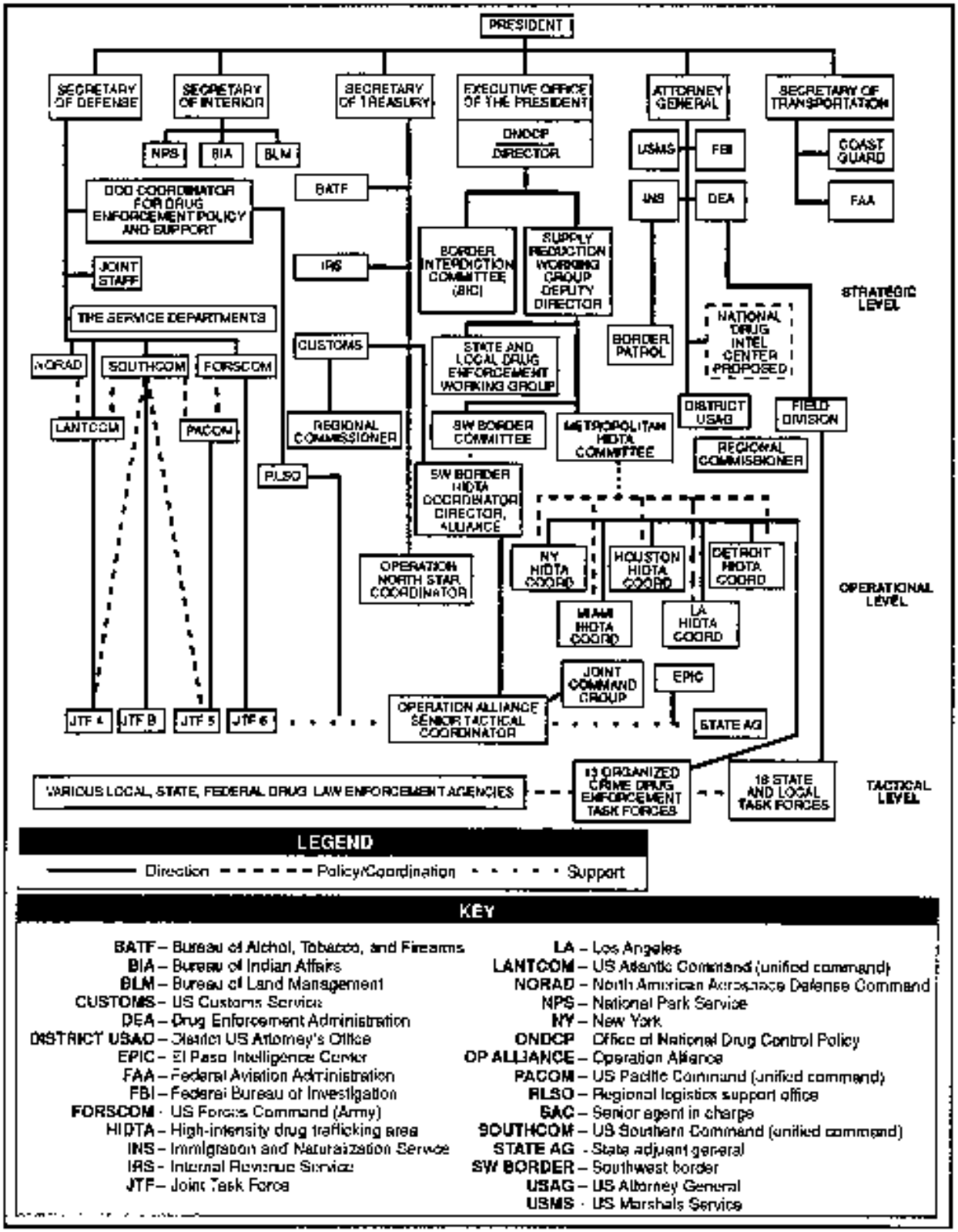


Figure 7-1. CONUS Drug Law Enforcement System

the provision (loan or transfer) of military equipment and facilities and training in formal schools.

The Army also plans and executes programs to reduce demand for illegal drugs. The Army executes its counterdrug missions with the same dedication, skill, and professionalism that it applies to all national security missions. The Army's organization for counterdrug support is illustrated in Figure 7-3.

CATEGORIES OF SUPPORT

The Army conducts counterdrug support operations that generally fall within 11 DOD counterdrug mission categories. A critical factor in the program is that the Army provides support, rather than taking a lead role or directly participating in civil law enforcement activities such as performing searches or seizures or making arrests. The DOD counterdrug mission categories are illustrated in Figure 7-4.

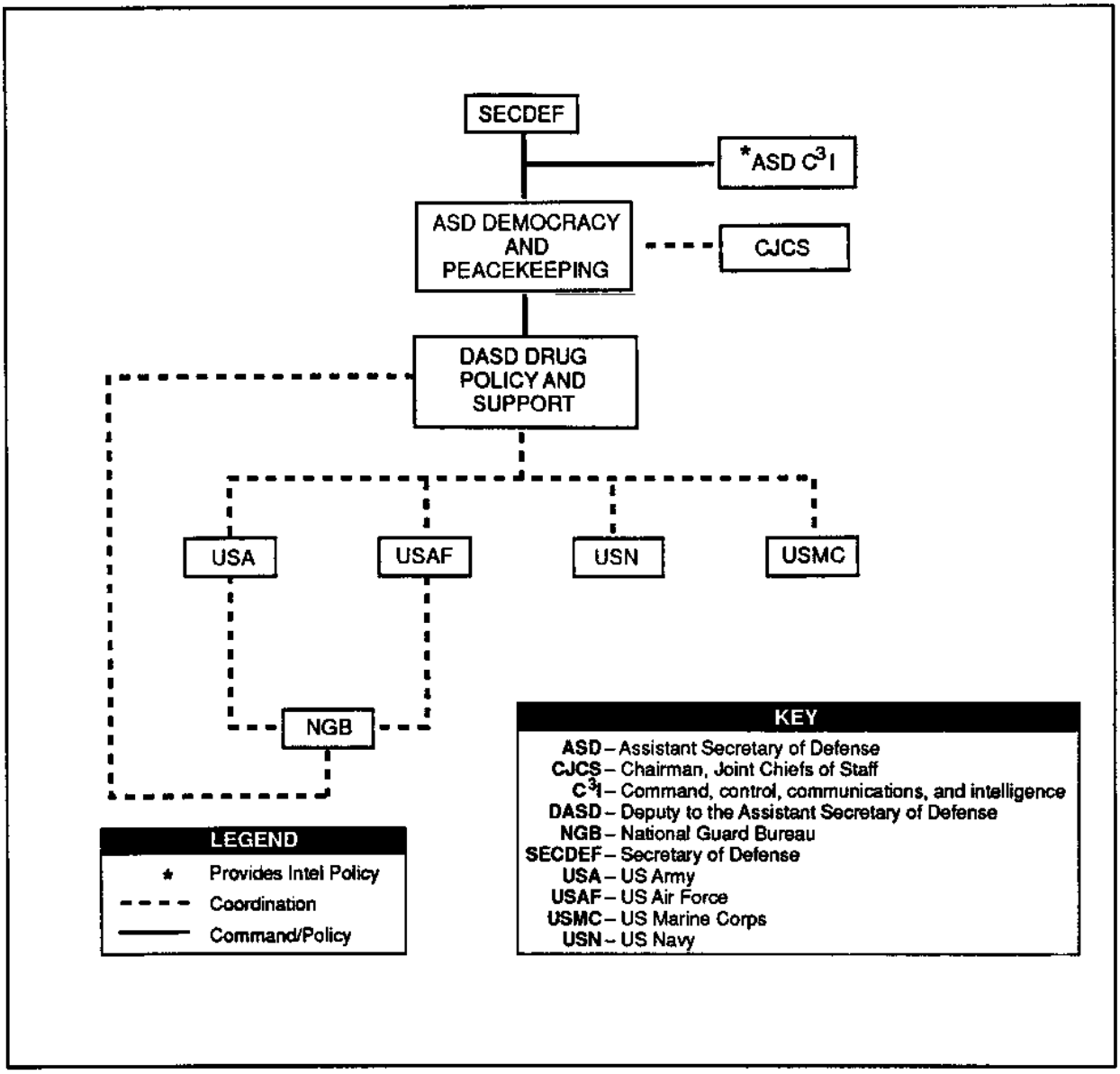


Figure 7-2. Present DOD Counterdrug Support Organization

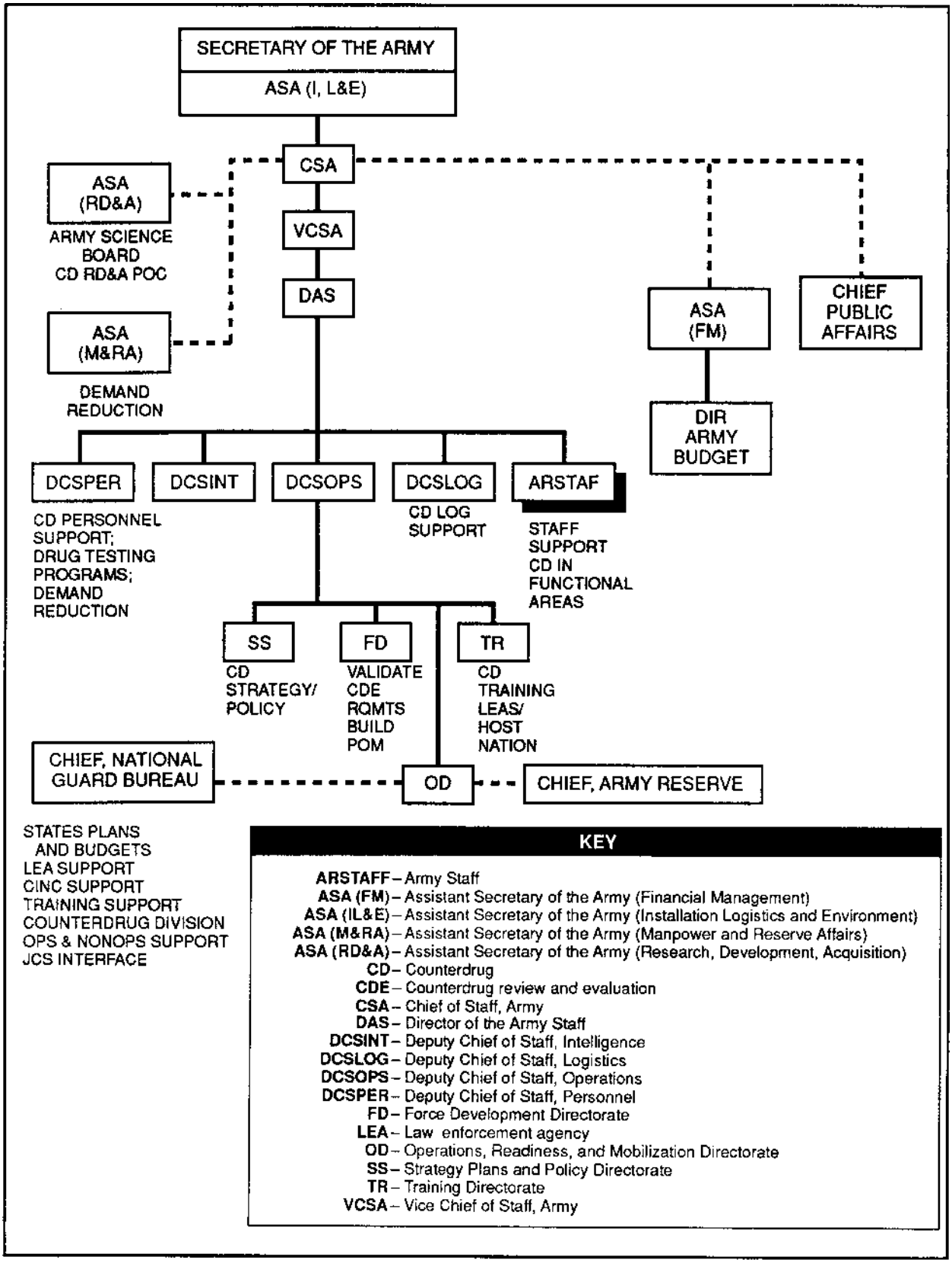


Figure 7-3. Army Organization For Counterdrug Support

Detection and Monitoring

DOD is the lead agency for the detection and monitoring of the air, sea, and ground transit of illegal drugs bound for the US. The Army supports these missions with ocean-based aerostats, land-based aerostats, land-based radars (such as air defense radars), and OCONUS reconnaissance and surveillance activities. Responsibility for the subsequent interdiction (arrest and seizure) of suspects and contraband remains with LEAs.

On 20 May 1991, a California National Guard counterdrug task force in Oakland, CA, was assisting the US Customs Service in inspecting warehouse cargo. While examining plastic produce bags from Taiwan, a task force member noticed inconsistencies in packaging and weight. A thorough examination of the complete shipment uncovered high-grade Southeast Asian heroin. The nearly 1100 pounds, the largest seizure in US history, reportedly had a wholesale value of more than $2 billion.

Command, Control, Communication, and Computers

Army personnel and equipment may assist LEAs in designing, implementing, and integrating C4 systems. Army personnel support national and departmental drug operations and LEA analytical centers. In addition, the Army provides liaison to LEAs to facilitate the smooth and successful integration of military support.

Intelligence

The DA Deputy Chief of Staff for Intelligence (DCSINT), establishes policy for use of Army intelligence personnel or material. The DCSINT receives approval of policy statements and guidelines from the Secretary of the Army General Counsel. Commanders should ensure all use of Army intelligence personnel or material is in accordance with established policy and guidelines coordinated through the DCSINT and approved by the Secretary of the Army General Counsel.

Army personnel can provide multidiscipline support to joint task force intelligence organizations or to individual drug enforcement agencies. Types of support normally provided are basic and advanced techniques used in the intelligence-preparation-of-the-battlefield process; linguists to translate counterdrug materials; and imagery collection, processing, and analysis. Also, the Army provides and participates in LEA intelligence training to facilitate an understanding of the military capabilities and support relationships.

Commanders must ensure that Army personnel are aware of and comply with legal and policy restrictions. Military personnel performing domestic counterdrug support duties are generally prohibited from collecting information on specific individuals. The supported LEA must retain data processed by intelligence augmenters. Army personnel will not maintain or store gathered counterdrug information files on specific individuals in military facilities or data bases. Additionally, Army intelligence personnel can provide assistance to LEAs by providing operations security (OPSEC) evaluations and training.

Commanders and analysts must ensure that Army personnel comply with legal and policy restrictions.

Planning

Planning support consists of planning and coordinating counterdrug operations, determining resource requirements, and gathering information for operations financial support. Planning support can range from assisting a multiagency task force with developing long-range strategy, to facilitating campaign planning between LEA jurisdictions, to helping to write an operations order (OPORD) for a specific operation or mission.

Early planning is critical prior to missions using military operational support. Many LEAs are unfamiliar with military capabilities and limitations. Therefore, early coordination and liaison are vital to ensure maximum effectiveness of joint military-LEA

efforts. Because military and law enforcement communications systems are often incompatible, extensive communications planning is usually required prior to conducting joint military-civilian operations.

Logistics

Logistics support includes loaning equipment; providing engineering, air, and surface transportation; providing maintenance; and providing facilities. Loans and transfers of equipment are arranged through the four DOD regional logistics support offices (RLSOs). Army personnel may be tasked to provide MOS-related maintenance support on LEA equipment. Engineer operations can include construction of roads or structures, repairs, or terrain denial operations.

Transportation

Military vehicles and aircraft can be used, with some legal constraints, to transport personnel, cargo, or equipment. If evidence, seized property, or contraband is transported, a law enforcement officer must be present at all times to maintain the chain of custody. Precautions must be taken to ensure that Army aircraft and personnel are not placed in positions where they are likely to be fired upon.

Training

Army personnel may be tasked to train LEAs. This will often involve the use of mobile training teams (MTTs). As their title suggests, MTTs provide military trainers to instruct LEAs on-site. Subjects trained may include common soldier skills (especially field craft), planning, analysis, maintenance, languages, and physical security. For example, military police can provide training in counterdrug, civil disturbance, terrorism, and mass immigration operations.

In fiscal year 1991, DOD trained 1471 military personnel and 253 police personnel, primarily in riverine operations, operational missions planning, intelligence management, communications planning and support, and civic action.

DOD continues to be the government leader in drug testing. The department certifies the operations of nine DOD and two civilian drug-testing labs.

1. **Detection and Monitoring (D&M)**
2. **Command, Control, Communications, and Computers (C^4)**
3. **Intelligence**
4. **Planning**
5. **Logistics**
6. **Transportation**
7. **Training**
8. **Manpower**
9. **Research, Development, and Acquisition**
10. **Demand Reduction**
11. **Land Reconnaissance**

Figure 7-4. DOD Counterdrug Mission Categories

Commanders may support LEAs by providing soldiers to conduct military-specific tasks that would otherwise require civilian law enforcement personnel. Law enforcement officers freed from this requirement can devote their efforts to arresting growers or collecting evidence.

Soldiers may also provide clerical and administrative support. National Guard personnel in state status may be used to assist the US Customs Service with inspections of cargo, vehicles, vessels, aircraft, baggage, and/or mail at ports of entry.

On 28 October 1991, combat divers from the 3d Battalion, 20th Special Forces Group, conducting ship-bottom inspections in support of the US Customs in Florida, discovered an unusual package behind an intake grate of a 600-foot banana freighter from Turbo, Colombia. The divers ascertained that the package and grate were not booby-trapped and assisted customs agents in its recovery. Customs inspection revealed 75 pounds of cocaine packaged in an exceptionally waterproofed container.

Army personnel may also provide military skills such as diver, EOD, linguist, dog team, and chemical support. Divers may visually inspect subsurface hulls of vessels but may not enter, search, or alter them. EOD teams can be called on to disarm explosive booby traps placed to protect contraband or equipment. Linguists may be used to translate documents or taped conversations. They may not conduct real-time translations of wire or oral intercepts.

Army forces may provide military dog teams to assist LEAs in detecting illegal drugs and contraband. Chemical liaison teams can advise on the use of defoliants and identification of drug-producing hazardous chemicals.

Research, Development, and Acquisition

The Army Counterdrug RDA Office provides technical liaison between the Army development community and the counterdrug community. The purpose of the office is to define technical requirements and facilitate technical transfer within the counterdrug community. The efforts of the Army counterdrug RDA office help to provide LEAs access to new and emerging technologies and equipment. This office may also assist LEAs with contracting and procurement.

Demand Reduction

Prevention or reduction of drug abuse requires a combination of education, deterrence, and treatment or rehabilitation. Drug abuse awareness education includes programs for all the DOD schools and DOD civilian personnel. Also, to the maximum extent possible, the DOD provides drug education assistance programs to local community organizations. Drug deterrence for DOD personnel is provided through scheduled and random urinalysis testing. The DOD treatment and rehabilitation program is designed to diagnose, treat, and return to full productivity as many people as possible.

Land Reconnaissance

While reconnaissance is an essential aspect of the DOD detection and monitoring mission, land reconnaissance refers specifically to support provided to US LEAs inside the US. This distinction is made due to legal and policy restrictions concerning the use of the military within our borders.

Army forces may execute a variety of aerial-based and land-based counterdrug reconnaissance missions. These can include the use of fixed wing aircraft, rotary wing aircraft, and unmanned aerial vehicles. Groundbased reconnaissance operations can be accomplished through establishing listening posts and observation posts, on foot or mounted patrols, operation of ground surveillance or air defense radars, and the emplacement and monitoring of remote sensors. Thermal images and other night vision devices may be used to conduct these missions.

US Army, Pacific and Hawaii Army National Guard soldiers combined to provide support to Hawaii and federal DLEAs during Operation Wipeout in the early 1990s. Working together, these forces succeeded in eliminating more than 90 percent of Hawaii's visible marijuana crop, valued at more than $6 billion.

REQUESTS FOR SUPPORT

Law enforcement agencies may request support through either the state National Guard counterdrug coordinator, the appropriate CONUSA, the FORSCOM counterdrug support cell, the National Guard Bureau counterdrug task force, or the DOD coordinator for drug enforcement policy and support. The preferred method for requesting support is through the state NG counterdrug coordinator. If the NG is unable to provide support, the request will be passed to the appropriate CONUSA. Requests for CONUS military counterdrug operational support are illustrated in Figure 7-5.

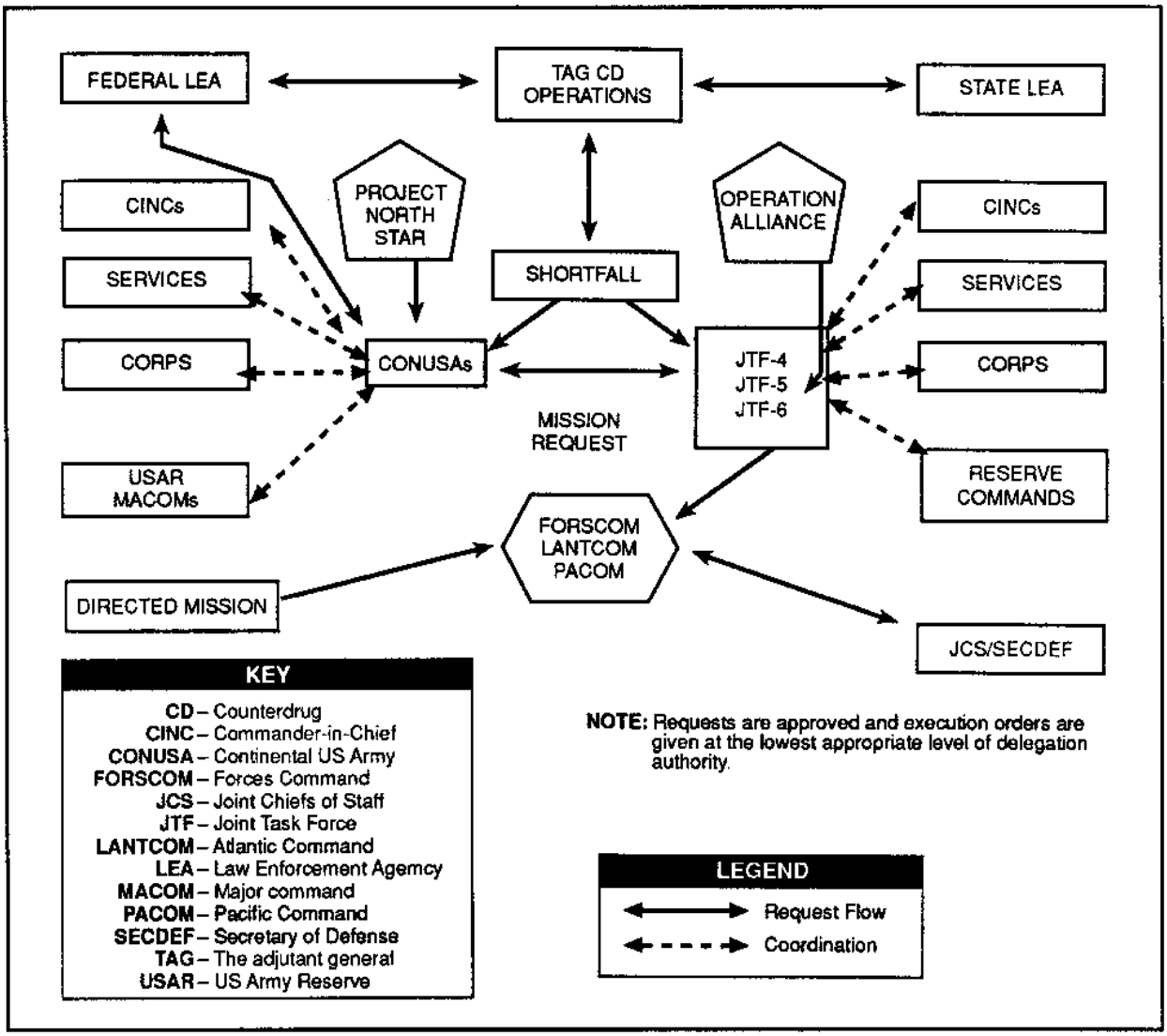


Figure 7-5. Requests for Military Domestic Counterdrug Operational Support

PROVISION OF SUPPORT

Within the United States, the National Guard is the primary source of military support to federal, state, and local LEAs. Support is also provided to LEAs by both USAR and active duty units. This Army support to counterdrug operations is another aspect of the Army's traditional role of providing military support to civil authorities. Army National Guard forces execute these missions under control of the governor, while USAR and active duty units operate under the control of a regional joint task force, for example, JTF 6 in the US southwest, or in support of a CONUSA.

Each state or territory has a National Guard counterdrug coordinator to receive LEA requests for support and coordinate the execution of support as directed by the state adjutant general (or commanding general). Army National Guard counterdrug operations are conducted in accordance with state law and applicable National Guard regulations. Drug interdiction and eradication operations are conducted in all 54 states and territories. In fiscal year 1992, the National Guard helped confiscate drugs with a street value of $69 billion.

The National Guard has categorized its support into 16 missions (approved by SECDEF) that are essentially subdivisions of the eleven DOD categories. These missions are depicted in Figure 7-6.

Coordination Requirements

The Joint Staff reviews all DOD operational support requests and the Secretary of Defense or delegatee approves them. The CINCFOR coordinates counterdrug land operations in CONUS. Figure 7-7 illustrates the counterdrug operational support approval process.

Nonoperational Support Requests

In accordance with current DOD policy and service regulations, the appropriate regional logistics support office will process LEA requests for equipment, facilities, and formal school training. The Director of Operations, Readiness, and Mobilization, in coordination with the Assistant Secretary of the Army for Installations, Logistics, and Environment, administers such actions for the Department of the Army.

CONSIDERATIONS FOR PLANNING

STAND-ALONE CAPABILITY

Whenever possible, Army support will be packaged to provide a complete stand-alone capability. Units tasked with providing counterdrug support should perform a mission analysis to ensure the requested forces or capabilities are sufficient to meet requirements.

DECISION-MAKING PROCESS

Planning for a counterdrug support mission entails the same decision-making process as any other military operation. The conduct of counterdrug operations should be consistent with Army doctrine. Unlike combat operations where the massing of firepower is appropriate, however, the guiding principle for Army personnel during counterdrug operations is to avoid contact and use minimum necessary force.

Leaders at the lowest echelons will perform troop-leading procedures and analysis based on the factors of METT-T. Leaders at higher echelons will perform command and staff estimates. To the greatest extent possible, estimates should be coordinated with the supported LEA.

LEGAL AND TACTICAL ASPECTS

In developing a threat estimate, the military counterdrug planner may have to rely heavily upon law enforcement sources for information. IPB should be performed before each mission but must be modified to account for less predictable drug traffickers, rather than for a doctrinally rigid threat. Also, planners must consider legal as well as tactical aspects when developing courses of action.

Legal constraints are a major concern in planning counterdrug missions.

LEGAL CONSTRAINTS

Legal constraints constitute a major concern during counterdrug mission planning. Use of military support may require special procedures to ensure that legal proceedings resulting from joint military-LEA counterdrug operations can be effectively prosecuted in court. Counterdrug plans should be reviewed by a staff judge advocate. The supported LEA is responsible for obtaining any required warrants or determining instances in which warrants are not required.

RULES OF ENGAGEMENT

Rules of engagement (ROE) and use-of-force policies will usually be detailed and restricted by US law. Soldiers conducting counterdrug support missions must be familiar with and completely understand the ROE. Commanders routinely provide a precommitment briefing outlining the mission, legal considerations, and ROE to soldiers engaging in counterdrug operations.

OPERATIONS SECURITY

OPSEC during counterdrug support operations cannot be overemphasized. The mere appearance of military personnel or strangers in an area can cause drug traffickers to alter or delay their activities. Planners must identify security vulnerabilities and implement measures to protect weaknesses. Commanders must take steps to preserve counterdrug force intentions and capabilities.

COMMAND AND CONTROL

Command and control relationships must be clearly established. The relationship between a military unit providing counterdrug support and the supported LEA is similar to a unit providing direct support (DS) and a supported unit. However, the military chain of command must always be maintained. US soldiers will not be placed under the command of law enforcement officers.

1. Surface Reconnaissance
2. Surface Transportation Support
3. Aerial Surveillance
4. Ground Radar Support
5. Training Programs
6. Engineer Support
7. Coordination, Liaison, and Management
8. Marijuana Greenhouse/Drug Lab Detection
9. Film Processing for Photo Reconnaissance
10. Administration, Information, Logistics, and Maintenance Support
11. Surface Surveillance
12. Aerial Reconnaissance
13. Aerial Transportation Support
14. Cargo Inspection
15. Aerial Photo Reconnaissance
16. Aerial Interdiction

Figure 7-6. National Guard Counterdrug Support Categories

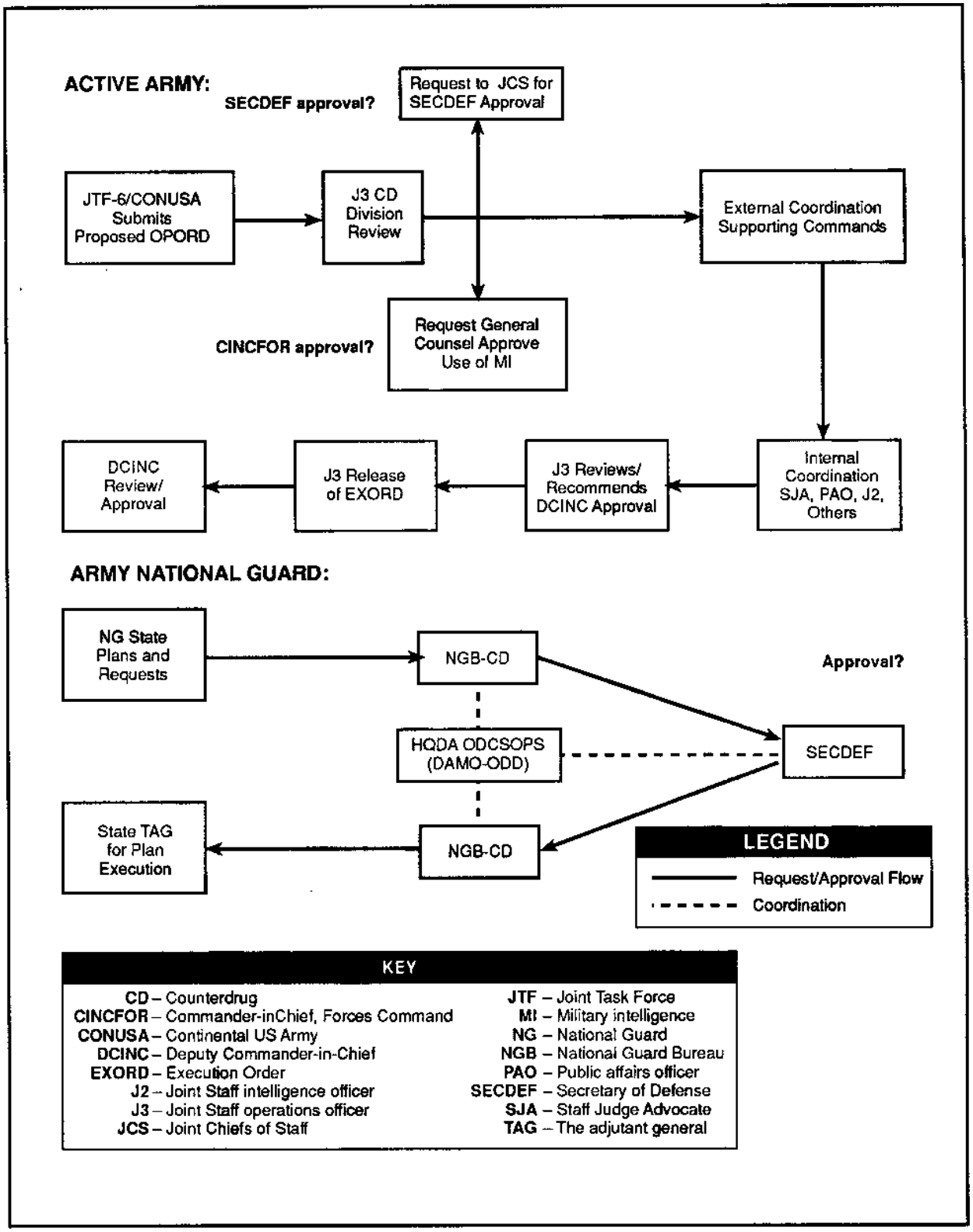


Figure7-7. Counterdrug Operational Support Approval Process

On 15 December 1992, members of the Oregon National Guard (ORNG) Counterdrug Support Program assisted the DEA, BATF, US marshals, and two IRS criminal investigation divisions in executing a search warrant in Hermiston, Oregon. With the support of the ORNG, the agencies seized a number of fully automatic weapons, 42 other weapons, and more than 3000 rounds of ammunition, including .50-caliber armor-piercing rounds.

LEA arrested four individuals and seized illegal drugs, $115,000 cash, a 48-foot yacht, eight vehicles, military explosives, grenades, and booby traps.

From 1 to 19 June 1991, the New York National Guard counterdrug program was responsible for seizing $24,589,110 in illegal drugs and $3,192,106 worth of cash and travelers checks.

COMMUNICATIONS

Communications plans must be detailed. Since military and civilian systems are often incompatible, military and supported LEA communications planners must coordinate as early as possible.

PUBLIC AFFAIRS

The lead for public affairs rests with the supported LEA. Army public affairs officers will coordinate any release of information with the supported LEA. Commanders should ensure their public affairs officers are included in the planning process for all counterdrug operations. Unwanted disclosure of operations by the media can render a plan ineffective. It can also negate the favorable results of an operation such as arrests and seizures.

A good public affairs plan can minimize these risks by providing the media with only the information the operational commander wishes to release. A good public affairs plan will serve the public's right to know while minimizing risk through effective security at the source and OPSEC awareness. The identity of soldiers providing counterdrug support will not be released to the media.

THREAT AWARENESS AND RISK ASSESSMENT

Commanders should perform a risk assessment prior to the deployment of troops. Threat awareness and risk assessments are a critical part of counterdrug planning. While soldiers should not be placed in situations where they will likely be fired upon or come into direct contact with suspected drug traffickers, such a possibility always exists. Units and soldiers may face an armed adversary. They should be prepared for actions related to combat, even when conducting training or other noncombat operations. Commanders should also be aware of the chemical hazards associated with drug production.

SUPPORT FOR CIVIL DISTURBANCE OPERATIONS

Civil disturbances may range from unruly demonstrations to widespread rioting with looting and arson. In extreme cases, civil disturbances may include criminal acts of terrorism and violence. Civil disturbances in any form are prejudicial to public law and order. The Army has a role in assisting civil authorities to restore law and order when local and state law enforcement agencies are unable to quell civil disturbances.

ROLES

The National Guard, as a state organization, responds to the governor in accordance with state law for civil disturbance operations. National Guard regulations direct planning and training for the civil disturbance mission. During most civil disturbance situations, the National Guard will be the first military responder and will usually remain in state active duty status throughout the operation. The National Guard can be brought on federal service for civil disturbance operations when so ordered under appropriate federal statute by the President. This will normally be done at the request of the state governor.

The LA riots of 1992 were unquestionably the most costly civil disturbance in US history ($800 million plus). At 2230 on 29 April 1992, as part of the response to this disorder, the 3d Battalion, 160th Infantry (Mechanized), 40th Infantry Division, California National Guard, was ordered to mobilize. Between 2100 and 2400 the following day, all 3d Battalion companies deployed to their assigned areas. It was the first tactical battalion to be mobilized, the first to deploy to the streets of LA, and the last to redeploy.

The role of federal Army forces is to assist civil authorities in restoring law and order when the magnitude of the disturbance exceeds the capabilities of local and state law enforcement agencies, including the National Guard. Under the provisions of the Constitution and selected federal statutes, the President may order the employment of the federal armed forces to aid local and state civil authorities to protect the Constitutional rights of citizens. Federal military forces may also protect federal facilities and installations in any state, territory, or possession. The Department of the Army civil disturbance plan, nicknamed GARDEN PLOT, provides direction for Army forces directed to quell civil disturbances.

REQUESTS FOR FEDERAL MILITARY ASSISTANCE

Requests for federal military assistance normally originate with the state and are forwarded to the President of the United States. The Attorney General is responsible for coordinating and managing all requests for federal military assistance for civil disturbance operations. The Attorney General advises the President whether and when to commit federal military forces. The President orders the employment of federal military forces in domestic civil disturbance operations.

The Attorney General, as the head of the lead federal agency responsible for law enforcement, will appoint a senior civilian representative of the Attorney General (SCRAG). The SCRAG is responsible for coordinating federal civil disturbance operations and assisting the state civil authorities.

The SCRAG has the authority to assign missions to federal military forces. The SCRAG exercises this authority in coordination with the commander of the federal military forces committed to civil disturbance operations. Civilian officials remain in charge of civil disturbance operations.

The Secretary of the Army is the DOD executive agent for federal military operations in response to civil disturbances. Within the Department of the Army, the Director of Military Support coordinates the functions of all the military services when federal military assistance for civil disturbances is required. The executive agent, through DOMS, serving as a joint staff, publishes an execute order designating a supported CINC for civil disturbance operations. This execute order also designates the supporting CINCs, services, and agencies (see Figure 7-8).

The CINC will determine the organization and forces required to accomplish the civil disturbance mission. The CINC may establish a joint task force in order to make best use of the forces available for the mission.

CONDUCT OF CIVIL DISTURBANCE OPERATIONS

The JTF commander exercises control of all federal military forces (including National Guard in federal status) committed to assist civil authorities. Federal military forces remain under the military chain of command during civil disturbance operations. Federal forces will not be placed under the command of either civil officials or National Guard commanders in nonfederal status. Civilian authorities retain control of their state and local law enforcement agencies. The JTF commander establishes liaison with the SCRAG and other appropriate federal, state, and local civil authorities.

Federal military forces must be tailored to the specific civil disturbance situation. Sufficient combat support and combat service support units will be required to sustain the force throughout the deployment. Coordination with civil officials may allow the force to draw on resources available from state and local agencies. Closeand continuous coordination between the federal military forces and the LEAs will

provide the commander the detailed information required to employ and protect the force effectively.

In supporting OPLAN GARDEN PLOT, intelligence personnel may conduct close and continuous liaison with LEAs and the military police to ensure that their units receive the information needed to allow the commander to adequately protect the force. The JTF commander should staff intelligence support missions with his senior intelligence officer and legal counsel prior to approving the mission.

Federal military forces remain under the military chain of command during civil disturbance operations.

Federal military forces must be employed in tasks or missions appropriate to their organization and training; they must not be employed in ways that violate the legal restrictions in effect. Military forces may be used to disperse unlawful assemblies and to patrol disturbed areas to prevent unlawful acts. They may be used to assist in the distribution of essential goods and the maintenance of essential services. Forces may also establish traffic control points, cordon off areas, release smoke and obscurants, and serve as security or quick-reaction forces. Certain types of missions are always inappropriate for military forces during civil disturbance operations, for example, gathering intelligence on civilians.

Requests for the conduct of specific military missions are typically passed through a single state or federal law enforcement coordinating officer, as approved by the SCRAG. Validated requests are transmitte do the JTF commander and his headquarters

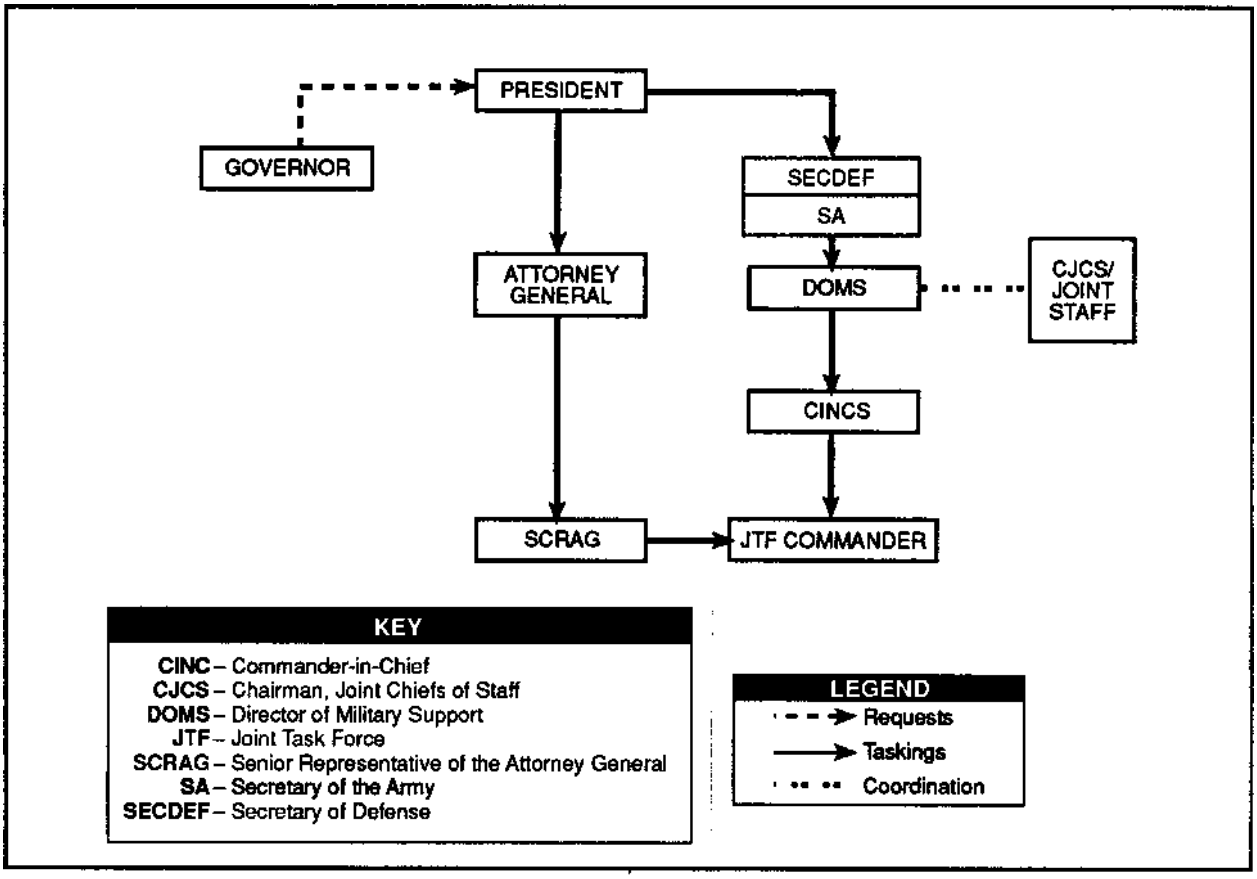


Figure 7-8. Decision Sequence for Law Enforcement Support

for staffing and coordination. Approved missions are assigned through the military chain of command to the appropriate element or unit for execution. Units and soldiers will not accept taskings or missions directly from law enforcement or civilian officials, except in a direct support relationship as approved and ordered through the military chain of command.

Military liaison should be provided to each LEA headquarters generating requests for support. This liaison can assist LEA officials in determining the types and quantities of military support to be requested. The JTF headquarters can facilitate this mission assignment process by providing LEAs with a detailed listing of the types of missions military forces may conduct.

A deployed unit's area of operation should coincide with the jurisdiction or subdivision boundaries of the law enforcement agency it supports. This arrangement facilitates liaison and coordination between law enforcement and military chains of command.

SUPPORT FOR COMBATTING TERRORISM

ANTITERRORISM ASSISTANCE

Antiterrorism is the term encompassing defensive measures, to include limited response and containment of a terrorist incident involving DOD personnel and facilities. Since the FBI has the lead role in most matters concerning terrorism in the US, the Army's function in AT is essentially to reduce the vulnerability of Army personnel and property to terrorist attack.

Selected Army and civilian personnel may attend established AT training courses. Additionally, Army organizations may develop memorandums of understanding with civilian agencies for mutual support in the event of a terrorist incident. Such agreements may include arrangements for firefighting or EOD support, providing assistance in site isolation, security engineering and assisting in hostage negotiation.

COUNTERTERRORISM ASSISTANCE

Counterterrorism includes means taken to prevent, deter, and respond to terrorism. Assistance provided in counterterrorism is essentially a subset of civil disturbance operations. The Federal Bureau of Investigation is the lead law enforcement agency concerning incidents of terrorism in the US. The Secretary of the Army remains the executive agent for the employment of military support.

TYPES OF SUPPORT

Support provided by Army forces may include material, facilities, and personnel acting in an advisory capacity. Presidential authorization is required before military personnel can perform law enforcement functions outside the military installation. At the request of the director of the FBI or the senior FBI official at the scene of a terrorist incident, the Secretary of the Army and OCONUS CINCs may provide the FBI military resources (barrier materials, smoke and obscurants, body armor, protective masks, clothing, communications equipment, firefighting equipment and operating personnel, and explosive detection dog teams for the purpose of combating terrorism). The Secretary of the Army has delegated this authority down to installation commanders. The approval of the Secretary of the Army or his designated representative is required to authorize the provision of arms, ammunition, combat tactical vehicles, vessels aircraft, and personnel (other than firefighting and EOD personnel).

Explosive Ordnance Disposal

The EOD mission is to assist public safety and law enforcement agencies in developing a capability to deal with the improvised explosive device (IED) threat and, when necessary, to provide EOD service in the interest of public safety. Army EOD personnel will not participate in bomb or IED search operations (except to support the US Secret Service) or assist in the enforcement of civil law. Army EOD personnel will respond to requests when a suspected or actual device has been located and when the responsible agency has no EOD capability or its capability is overextended.

Army EOD personnel may support the US Secret Service or assist local law enforcement.

EOD personnel do not normally respond to incidents involving commercial explosives or chemicals but may be authorized to provide technical assistance to preserve life or to prevent severe property

assistance to preserve life or to prevent severe property damage. Army EOD units may not transport, store, or dispose of commercial explosives or chemicals for agencies other than the DOD.

EOD personnel train military personnel, Defense Civil Preparedness Agency personnel, and civil authorities in—

- Explosive ordnance reconnaissance.
- Responding to bombings and sabotage.
- Combatting bombings and sabotage.
- Identification and dangers of ordnance.

Department of
Defense Key Asset Protection Program (KAPP)

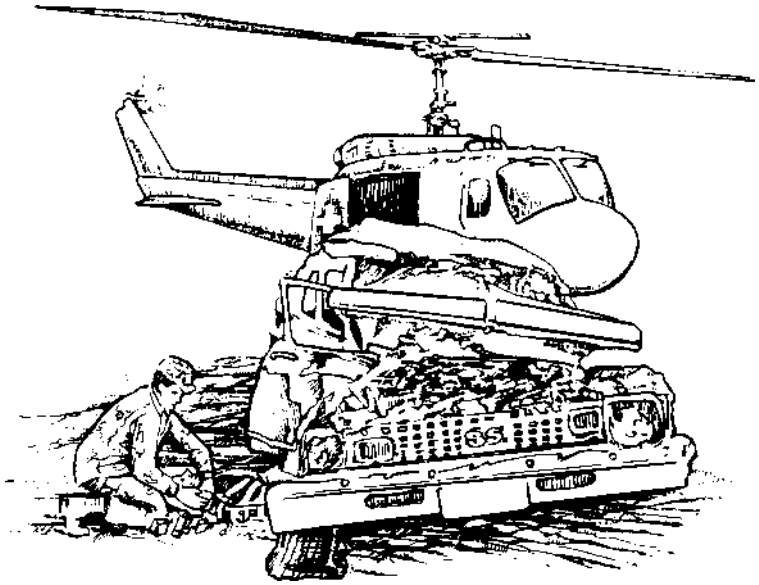
CINCFOR is designated the DOD executive agent for the DOD Key Asset Protection Program. CINCFOR develops and promotes the security of key assets within the US by providing to the owners or managers of such assets appropriate advice, guidance, and planning assistance on the application of physical security and emergency preparedness measures. Such assistance is designed to protect key assets from sabotage, espionage, and other hostile or destructive acts and to minimize the effect of attack damage.

USACE provides security engineering advice for government installations. Examples of facilities selected for this program include, but are not limited to, munitions plants, production facilities producing critical national defense items, communication nodes, and power plants.

The DOD will not replace the primary responsibility of others for the physical security of any privately owned assets; federally owned assets under the control of any other federal department, agency, or contractor; or assets owned by any state or political subdivision of any state. The DOD will ensure that actions to protect key assets are included in military contingency plans for CONUS security.

SUMMARY

The US Army can perform many tasks in support of civil law enforcement. Efforts to combat the flow and use of illegal drugs in the US have shown that the Army can provide effective assistance to LEAs. Army personnel and equipment can also help civilian law enforcement authorities quell civil disturbances and terrorist activities. By providing both operational and nonoperational support to law enforcement, the the Army can be a formidable force multiplier for civil authorities.



CHAPTER 8

COMMUNITY ASSISTANCE

Community assistance applies the skills, capabilities, and resources of the Army to the needs and interests of America and local communities. Supporting and participating in events and activities that benefit the Army and the civilian community build on a long tradition of America's Army helping American communities. Community assistance can have a large scale impact because active component, National Guard, and Army Reserve units are located in thousands of towns and cities across the nation. What a command does, or fails to do, for the community will affect the attitudes of the American people, upon whom the Army depends for its support and existence. Every commander should identify opportunities to conduct initiatives that meet specific needs, have specific start points and end states, enhance readiness, and advance the interests of the nation, the Army, and local communities.

PRINCIPLES

America's Army has a long tradition of helping American communities.

Community assistance projects and operations must enhance the Army's image, have a positive impact on the unit or individual soldier, and contribute to the common good of the nation and local communities. Army commanders must be sure that their initiatives are not competitive with local resources or services, do not benefit any particular interest group, and will not result in monetary or service remuneration in any form. Army commanders located OCONUS may find these principles useful in fostering their established relationships with adjoining host nation commanders. However, they must consider applicable CINC guidelines and host nation laws and agreements before implementing community assistance programs.

COMMAND EMPHASIS

Commanders should take an active interest in their relationships with civilian officials, encouraging appropriate community assistance programs. Establishing long-term, harmonious, productive relationships with national, state, and community officials can significantly benefit both the Army and the nation's civilian communities.

INDIVIDUAL AND UNIT ENHANCEMENT

Community assistance activities increase public awareness and understanding of the Army, inspire patriotism, and enhance the Army's reputation as a good neighbor. They positively influence public opinion toward the Army while also enhancing the combat readiness of the organization. They help build unit morale and esprit de corps. Community assistance activities are an excellent opportunity for soldiers to serve as role models, which not only enhances recruiting but motivates other soldiers. These activities promote their self-esteem and further their sense of service to the nation.

READINESS ENHANCEMENT

Community assistance activities should enhance individual and unit combat readiness. They should make the best use of assets and foster a positive training environment where soldiers can become involved in realistic, hands-on training opportunities. Whenever possible, community assistance projects should exercise individual soldier skills, encourage teamwork, challenge leader planning and coordination skills, and result in measurable, positive accomplishments. Finally, they should enable a unit to use its equipment, providing training opportunities that increase operator proficiency.

COMMUNITY BENEFIT

Community assistance activities should contribute to the health and welfare of the nation and local communities, making the Army an integral partner in progress and development. These activities enhance the ability of the nation and communities to provide the best possible services to the citizenry. They promote a positive, healthy, safe environment, as well as an understanding of the basic principles, values, and ideals upon which America is built. This results in increased awareness of America's history and the Army's role in a continuously changing world.

During the summer of 1992, units from the 89th US Army Reserve Command helped a nonprofit, community action organization in Kansas City, Kansas, lift, transport, and relocate 81 houses from Fort Leavenworth to the Kansas City area to provide housing for elderly, handicapped, and lower income families.

COMMON INTEREST AND BENEFIT

Because the Army belongs to the American people, it should support only events and activities of common interest and benefit. Commanders should avoid providing assistance and support to one sponsor that it cannot also provide to other sponsors. Army assistance should not selectively benefit any person, group, or corporation, whether profit or nonprofit, religious or sectarian, ideological or quasireligious, fraternal, political, or commercial.

NONCOMPETITIVE

Army community assistance projects should not compete with resources and services commercially available in the community. Commanders must not authorize assistance activities when local businesses can provide the same or similar assistance and support.

Assistance projects must be noncompetitive and nonprofit.

NONPROFIT

Army support for or participation in community assistance activities cannot be provided on a for-monetary-profit basis. Commanders must ensure that no Army person or unit realizes a monetary profit, a gratuity, or a remuneration in any form not provided for by public law or regulation.

TYPES OF COMMUNITY ASSISTANCE

Community assistance activities can be national efforts focused on developing public support for the Army and its contribution to the nation. They can also be state or local community efforts focused on improving the community, its infrastructure, and its ability to serve the local population. Both types improve the lives of American citizens, foster the values and purposes of democracy, and give the American people hope and confidence in a changing world.

NATIONAL EFFORTS

The goal of national efforts is to develop an open, cooperative relationship between the Army and the American people. National efforts take advantage of the technical, vocational, and group skills of military professionals to enhance the lives of American people. They supplement programs available in the civilian sector and through other government agencies, not replace them. They provide opportunities for the Army to contribute to the growth and welfare of the nation, improving its perception of the Army, its capabilities, and its personnel. Army and DOD regulations provide detailed guidance on national effort programs. Examples of national efforts are described in the following paragraphs.

Public Works Maintenance and Management

The Army exercises its federal engineering executive oversight responsibilities through the US Army Corps of Engineers. The USACE manages myriad components of the nation's public works infrastructure. Executed principally, but not solely, through the civil works directorate, this unique Army national assistance program has developed an integrated understanding of complex federal, state, and local regulations and policies governing the national infrastructure, the national waterways, environmental remediation and recovery operations, real estate, disaster recovery operations, and general project management functions. The Army's efforts help maintain and improve the nation's infrastructure. Many federal, state, and local agencies engage the USACE on a reimbursable basis when they lack the expertise to manage the engineering dynamics of a particular project.

Assistance Programs

Army involvement in a wide variety of national assistance programs focuses on economic and social issues having national security implications. Large segments of our society face an unfulfilling lifetime of marginal existence, creating the potential for disorder in our nation. Army participation in programs designed to provide the nation's citizens opportunities to fulfill their potential is effective use of our resources and capabilities. Examples of national assistance programs in place or under consideration are described below.

Civilian Community Corps. This program provides managerial, organizational, and technical skills for disadvantaged Americans seeking the skills they need to succeed. Through this program, the Army helps participants become productive citizens. In exchange, participants perform a wide range of community service activities that improve the foundation of American society. This program encourages intragovernmental cooperation on the federal level. It also encourages partnerships with industry, education, state, federal, and local governments.

Science and Technology Academies Reinforcing Basic Aviation and Space Exploration (STARBASE) Program. This program is an innovative partnership of professional educators, military personnel, and corporate sponsors. It promotes science, mathematics, and technology basics for primary through secondary schools. Using NG resources to spark student interest, the program develops strong self-esteem, provides excellent role models, promotes positive attitudes, and develops goal-setting skills.

Civilian Youth Opportunities Program (Challenge). This is a youth program directed at attaining a high school diploma, providing job training and placement, improving personal and social skills, and providing health and hygiene education and physical training. Soldiers work with civilian leaders to provide a comprehensive support package, ranging from choosing appropriate clothing to attending residential training facilities.

Drug Demand Reduction Programs. These are activities in which soldiers work with community agencies and organizations to reach at-risk individuals. Program activities include presentations on drug

awareness and prevention, sponsorship of drug-free activities and events, leadership camps, fitness programs, and cultural exchange programs. One of the specific programs in this general category is the Drug Abuse Resistance Education (DARE) Program. Military police provide instructor support to law enforcement agencies teaching elementary students how to stay drug-free. This support is provided either on or off military installations based on the requests of local law enforcement agencies.

Youth Physical Fitness Clinic Program. The National Guard encourages fitness and combines academic and athletic achievement by helping schools conduct competitions in selected athletic events. This program also establishes a separate scholar-athlete category for those students with a 3.5 or higher grade point average.

Crews from the 57th Medical Command (Air Ambulance), 1st Corps Support Command, Fort Bragg, provide emergency rescue support to the local community. In March 1993, they responded to a call to assist two 19-year-old canoeists who had been forced to climb a tree after losing their boat in the rampaging waters of the Eno River near Durham, North Carolina, which was swollen as a result of three inches of rain.

Medical Readiness Program. The Medical Readiness Program is an activity in which Army medical unit personnel, together with state medical emergency officials, plan and provide support in the form of diagnosis, treatment, and preventive medical, dental, and veterinary care to citizens in remote areas of the US or its territories. The program is designed to enhance the unit's medical readiness, provide unit train -ing opportunities, and serve the public in locations where medical care is not otherwise available. The program may not compete with local private medical care that may be available.

Air Ambulance Participation. The Military Assistance to Safety and Traffic (MAST) Program is a proven example of Army support to civil authorities. This program permits the utilization of Army aviation assets to conduct emergency air evacuation and recovery efforts.

National Events

When directed, the Army provides support to national events and activities that promote the image of the country. Examples of such missions include support to national and international supporting events such as the Olympics and the Super Bowl, or political events such as the Presidential inauguration and other national celebrations and commemorations.

Fort Eustis started a pilot program in 1992 called Operation Self-Enhancement to give high-risk middle school students the opportunity to visit the post and focus on careers, teamwork, and self-esteem. The program was so successful that it has become an annual event. Students receive light military training through an array of "testable" tasks and obstacles presented by members of a cadre team. This training helps students build their self-esteem and self confidence and affords them the opportunity to interact with positive role models.

STATE AND LOCAL EFFORTS

The guiding principle behind state and local efforts is that the installation and the community have a common interest in providing the best possible support for each other. A cooperative relationship exists, because soldiers stationed at the installation receive life support from the community while many of the civilians who make up the community receive life

support from the installation. The interdependence of the military installation and the civilian community can involve economics, education, health care, basic services, quality-of-life issues, and many others.

The goal of local commanders should be to develop an open, mutually satisfactory, cooperative relationship between the installation and the community. Good state and local efforts improve the community's perception of the Army, the installation and the soldiers, family members, and civilians who are part of the installation.

Commanders should consider appointing a committee or small agency to act as a clearing house for community assistance requests. This committee might be headed by the garrison commander or Director of Plans, Training, and Mobilization (DPTM). It should include the public affairs officer, the staff judge advocate, the chaplain, and representatives from the Directorate of Resource Management (DRM), the Directorate of Installation Support (DIS), and the Directorate of Personnel and Community Activities (DPCA). Units that play a major role in the activity should be represented. Key community leaders should also be invited to serve on this committee. A diagram depicting a typical flow of community assistance requests through command channels and the assistance committee is at Figure 8-1.

Many community activities and efforts can be established in a more formalized manner. These efforts permit both the installation and local community to expand and enhance their services to their respective residence. Examples of these efforts are explained in the following paragraphs.

Memoranda Of Agreement (MOA) or Memoranda Of Understanding

An installation or organization can enter into an agreement with the local community to provide critical services not available in the community, to augment community services unable to meet demand, or to ensure that emergency services are available in the shortest possible time. Examples include arrangements to provide air ambulance support, search and rescue, firefighting capability, explosive ordnance disposal, emergency or broad-based medical care, wildlife and domestic animal management, assistance in safety and traffic control, emergency snow removal, and temporary supplemental housing for the displaced or disadvantaged.

Speakers Bureaus

Speakers are an especially effective means of developing understanding of the Army and stimulating patriotic spirit. They inform the public about the activities of the installation, its units, and its soldiers. Commanders should establish an installation speakers bureau and encourage soldiers of all ranks to participate in the program.

Community Liaison

Maintaining liaison through informal community relations councils can enhance open communications with community officials and organizations. Councils have a variety of responsibilities, such as developing and promoting new ways for members of the command to participate actively in local community activities and resolving potential and actual areas of conflict. Community liaison can also recognize, with public service awards, private citizens, local community leaders, citizen groups, and organizations for their support of the Army. Commands can further community liaison through membership in civic, business, and professional organizations when the goals and objectives of those organizations are beneficial to the Army and their programs and projects are consistent with Army interests.

Band, Color Guard, and other Ceremonial Unit Participation

Participating in public events and memorials is an excellent way to accomplish community relations objectives. These representatives of the Army serve as ambassadors to the civilian community and promote patriotism, interest in the Army, and awareness of our forces' professionalism.

Elements of the 489th Engineer Battalion, 420th Engineer Brigade (USAR), helped a rural community near Little Rock, Arkansas, plan, develop, and build a local recreational area for the general public.

Exhibits

Exhibits and displays of Army equipment, historical materials, models, devices, and other information can enhance understanding of the Army and the installation. They can also promote patriotism and educate the public. They provide an excellent opportunity for interaction between our soldiers and members of the local community, communicating the professionalism, readiness, and standards of our forces.

Physical Improvements

Community service physical improvements focus on ensuring that the physical infrastructure is as safe as possible and provides the fullest possible range of support to the population. These activities encompass a wide range of programs that do not compete with the services provided by contractors and businesses in the local civilian community. Examples include—

- Construction projects that enhance the recreational, educational, environmental, or cultural facilities of the community, such as building community picnic areas and hiking and biking trails.
- Demolition projects that enhance the safety and appearance of the community, such as the removal of unstable playground equipment.
- Projects that create or enhance a safe, clean environment, such as the removal of debris from a community wildlife area or painting a community recreation center.

SOCIAL IMPROVEMENTS

Community service social improvements, which focus on making the social environment as healthy as possible, provide the widest range of support to the population. They encompass myriad projects, including—

- Support to youth programs, such as scouting, and programs that provide assistance to special need audiences, such as special olympics.
- Involvement in ventures and projects that enhance the educational or cultural climate of the community, such as adult literacy, school reading, or community theater programs.

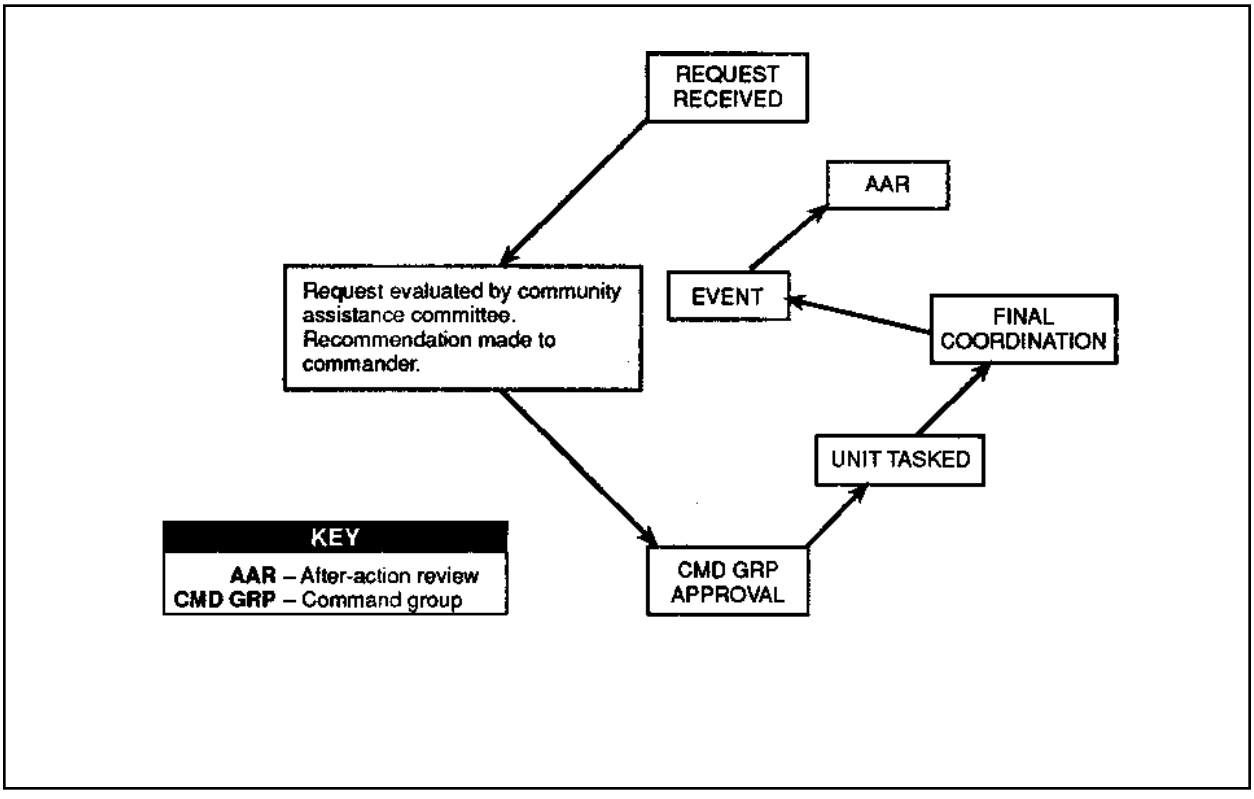


Figure 8-1. Community Assistance Request Flow

- Participation in special events, such as law enforcement or fire prevention awareness programs, which enhance the welfare of the community.

The Fort Sill Public Affairs Office has worked with the local community college to establish an intern program for students in the communications and journalism programs. The students receive credit for work they do in the installation PAO office, providing the college with a valuable education asset and the students with an opportunity to get real-world experience in their academic fields.

Commanders should consider the contributions that all organizations and personnel associated with their installation can make in community assistance activities. For example, Army Reserve Officers Training Corps (ROTC) cadets may be a valuable resource for participating in or supervising selected community assistance projects. ROTC cadets, particularly those in the final two years of training, can gain valuable leadership experience by participating in community activities. Communities will benefit from the dedication of intelligent, reliable, and energetic future Army leaders in their community efforts.

Another example of Army personnel that can contribute to community assistance activities is Army recruiters who are dispersed throughout the United States. These noncommissioned officers serve as positive role models and leaders who may be called on to assist in DOD-approved community activities as recruiting duties permit. Specific programs executed by Army recruiters include—

- The National Stay-in-School/Stay-Off-Drugs Program. Recruiters, supported by visual and print materials, serve as role models for youth at risk of dropping out of school or using drugs. Recruiters assist school counselors and community leaders in fighting local drug problems through education and positive encouragement.

- The USAR Scholar-Athlete Program. With more than 13,000 high schools participating, the program honors the top male and female scholar and athlete selected by each school based on guidelines suggested by the Army.

- Planning for Life. This Army initiative, developed in concert with the Committee for Economic Development, recognizes excellent career planning at state and national levels. The Planning for Life award will be presented to the coalition of schools, business, labor, and communities that do an excellent job of preparing students for the work world.

PUBLIC AFFAIRS CONSIDERATIONS

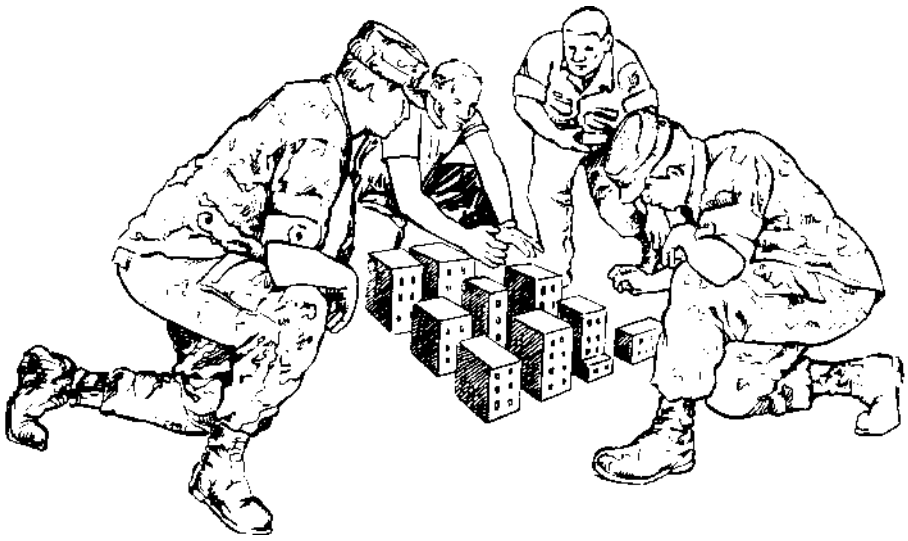
Almost all community assistance activities are conducted in public view. For this reason, PA officers are a valuable resource for commanders involved in community assistance activities. They can provide advice and assistance in determining the propriety, suitability, and appropriate level of support to be provided. They are experienced in working with civilian leaders and organizations and in planning and conducting programs involving the civilian community. They should be part of the commander's community assistance committee.

LEGAL IMPLICATIONS

Army participation in community service activities is limited by law, regulation, and policy. Commanders must consider the objective and purpose of the proposed community assistance. They must consider the limitations under which Army participation in community assistance activities is authorized. They should ensure the SJA is an important element in the consideration and development of any community assistance programs.

SUMMARY

Participation in community assistance activities is an effective method for projecting a positive Army image, making the best use of assets, providing alternative training opportunities, and enhancing the relationship between the Army and the American public. Activities vary widely, ranging from individual soldier involvement to full Army participation. They are characterized by detailed coordination between the military command and community authorities. They fulfill community needs that would not otherwise be met, enhance soldier and unit morale, skills, and readiness, and improve the mutual support between the military and civilian communities.



CHAPTER 9

EDUCATION AND TRAINING

Training for war is the Army's top priority. With the exception of the training required in OPLAN GARDEN PLOT, the Army does not normally do specific training for domestic support missions until after a mission is assigned. Most domestic support missions can be accomplished by a disciplined force, proficient in its warfighting tasks, as described in its mission-essential task list (METL). However, in some cases unique training may be required to successfully complete an assigned domestic support mission. This chapter provides a guide to leaders on training for essentially non-METL-supported missions.

CONCEPT

The basis of the Army's capability to provide domestic support is wartime mission training.

Commanders should be familiar with the requirements and limitations peculiar to domestic support operations. They must ensure that leaders and staffs are trained in the organization and processes of supporting civilian agencies. Units should be selected to perform specific domestic support missions consistent with known levels of training and military skills. The Army could be tasked to provide domestic support under a variety of missions and circumstances. The Army will seldom be tasked to provide such support independent of other services or civil agencies. All personnel require mission orientation and introduction to civil assistance techniques specific to the mission. Figure 9-1 provides insight into the factors that affect training for assigned domestic support missions.

Training required for domestic support is conducted within the tenets of current Army training doctrine.

Many tasks common to warfighting and domestic support exist at all levels. Senior commanders should make every effort to use domestic support missions as skill enhancers for subordinate units. They accomplish this by assigning domestic support missions to units whose combat skills and capabilities match the mission's requirements. Also, execution of domestic missions should mirror, as closely as possible, the execution of the same or similar tasks in combat. Such assignments will often favor selecting combat support and combat service support units. As an example, medical units may find little difference in the type of medical support required after a natural disaster from that required following a battlefield engagement. Commanders can exploit the relationship between METL and domestic missions to save time and training resources while maintaining combat readiness.

A unit's METL is the focus of the commander's training plan. While using unit METLs to focus training toward combat readiness, a number of factors, as seen in Figure 9-2, impact on readiness.

Commanders able to emphasize the positive aspects of these impacts when training for an assigned domestic support mission are able to improve readiness while supporting domestic needs. In many cases, specialized mission-oriented training will have to be accomplished prior to committing forces. The lead federal, state, or municipal agency may provide training information and requirements to Army forces. Training may be provided through cadre instructional programs or to entire units. The FEMA operates an Emergency Management Institute in Emmitsburg, Maryland. Courses that are of interest to Army planners include Integrated Emergency Management, Multi-hazard Planning, and Hazardous Material Spill

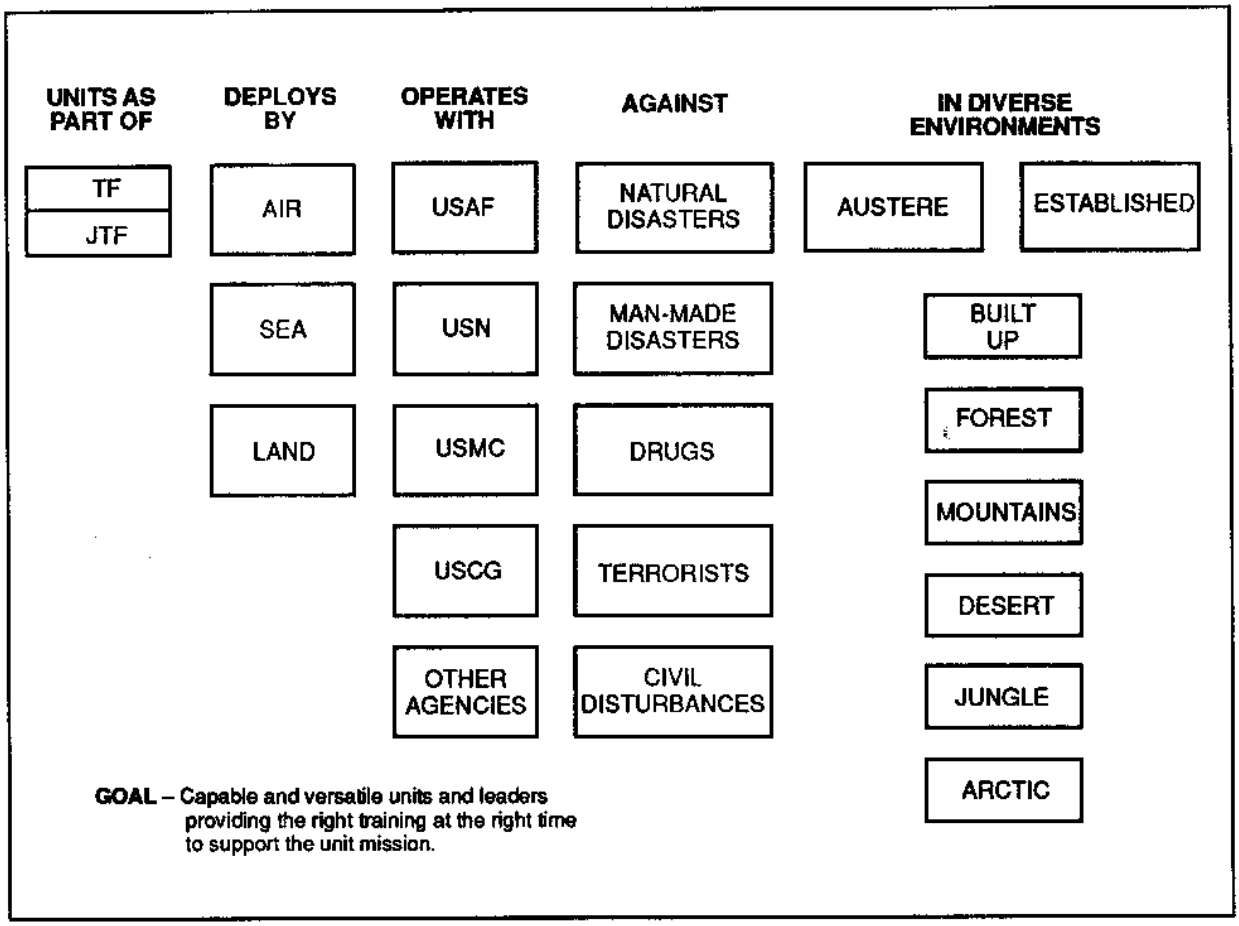


Figure 9-1. Dealing with a Variety of Missions In Domestic Support Operations

Response. The National Guard operates the National Interagency Counterdrug Institute in San Louis Obispo, California. It offers training to federal, state, and local agencies in counterdrug operations and techniques. An example of training provided to entire units is the three-day course in firefighting skills that the US Forest Service provides to units tasked to assist their efforts each summer. Interagency government training may be available in a variety of areas, such as counterdrug operations.

TRAINING TECHNOLOGIES

Unit training is integrated into existing individual and collective events. Many conventional training exercises provide the opportunity to include interaction with federal, state, or municipal agencies. Exercises such as HURRICANE POLLY and RESPONSE 93 were developed and conducted to improve the coordination needed to respond to hurricanes and earthquakes. These exercises were developed by non-DOD agencies, but they can provide an opportunity to improve military capabilities for domestic support with minimal resources. These exercises emphasize interoperability requirements and stress staff coordination. A number of exercises are supported by Army organizations, such as the Louisiana Maneuvers Task Force.

The recent development of distributed simulation provides training technology that permits multiple organizations or agencies to participate in the same simulation exercise without having to be at the same location. It offers the potential for selected leaders to develop effective interagency communication and mutual understanding without having to be physically present at a specific exercise site.

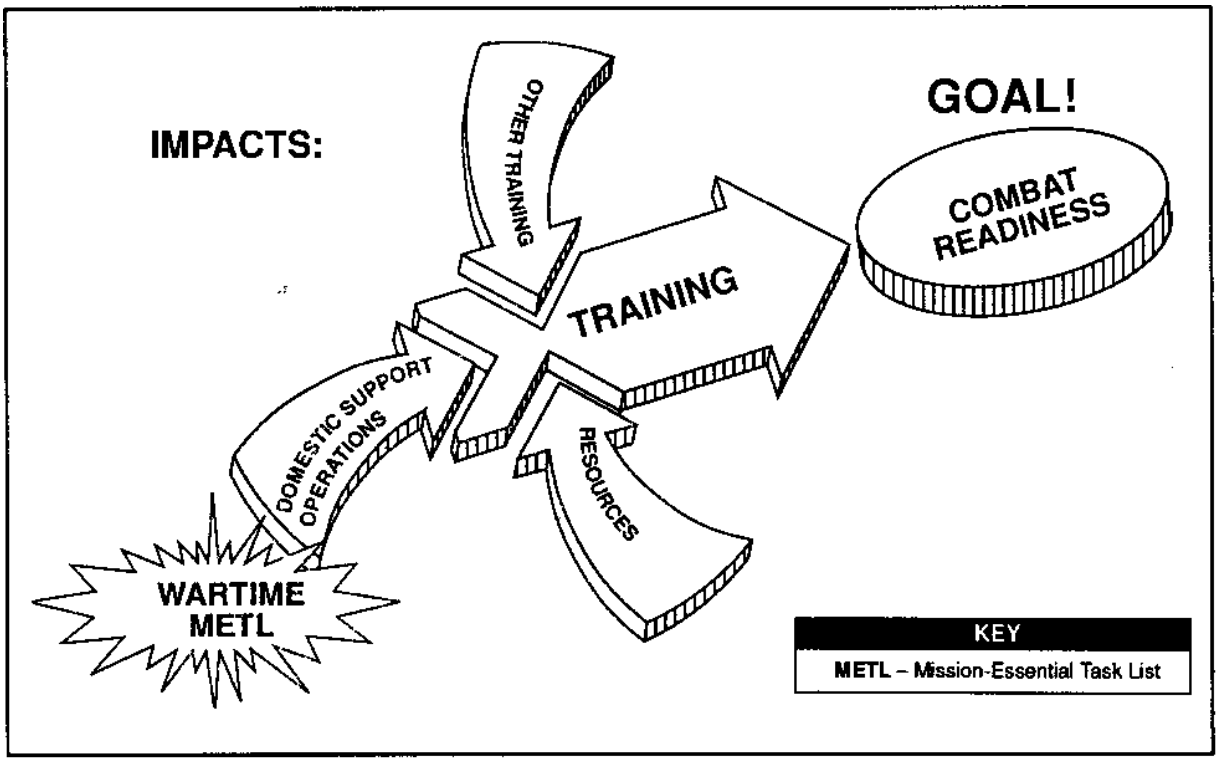


Figure 9-2. Impacts on Training Readiness

The tiny Eskimo village on Diamede Island had not received any supplies for more than four months. Personnel from the 558th QM Company (Aerial Resupply), operating from the Alaskan General Depot, devised hasty rigging procedures. They rigged 25,000 pounds of food and fuel and air-dropped it to villagers in February 1956.

READINESS

Combat readiness is the primary focus of all military forces. Execution of domestic support missions should have minimal impact on unit readiness or mission essential task list proficiency, but it may adversely impact readiness of units given extended domestic support operations. Units committed to long-term domestic support may require significant resources, beyond that which the unit would normally be allocated, to regain warfighting standards after completion of their domestic support mission.

RISK MANAGEMENT

Commanders realize that protecting soldiers and equipment is an implied aspect of any mission. Normal METL training will satisfy most protection requirements. Domestic support missions, however, could require the employment of personnel and equipment in roles other than those for which they were trained or designed. Consequently, leaders at all levels must make risk assessments. Commanders must ask four questions prior to and during any operation:

- Do my soldiers need specialized training for the mission?
- Will my soldiers be required to use their equipment in a manner other than that for which it was designed?
- Are my soldiers and their equipment operating under the conditions they had during training?
- Do my soldiers or their equipment endanger the civilians we are supporting?

Commanders and staffs must do everything possible to protect the force, regardless of the mission. In many cases it may be challenging to do so during some domestic support missions.

Elements of the 391st Engineer Battalion, 120th US Army Reserve Command, assisted in the construction of a new training area for the County Sheriff's Department in Greenville, South Carolina.

PUBLIC AFFAIRS

Personnel in units conducting domestic support operations must become familiar with public affairs principles and procedures. Their activity will be of great interest to the news media. Commanders may capitalize on this interest by assisting the media in telling the Army story.

Commanders must be trained to accomplish their mission under the close scrutiny of the media. They will have to satisfy the media appetite for information. They will have to react rapidly to developing issues and changing perceptions while simultaneously fulfilling the information needs of their soldiers.

Public affairs training should be of a dual nature. PA staff elements must train themselves to identify the information expectations and requirements of internal and external audiences, evaluate the potential impact of information, develop information communication strategies, assess the effectiveness of information communication, and serve as the interface between the military and the media. They must also train commanders, staff, and soldiers to deal with the media. This includes providing information on First Amendment rights of the media to have access to and report news, soldier rights concerning media interviews, and OPSEC considerations.

Assistance to local communities by Army units can provide training opportunities to soldiers of supporting units.

ENVIRONMENTAL ASSISTANCE

Environmental awareness instruction has been developed for inclusion in all leadership courses. The intent is to counter environmental apathy and integrate environmental awareness into operations and training. Training focuses on the four pillars of the Army Environmental Awareness Program, which are compliance, restoration, prevention, and conservation. This training will sensitize leaders to environmental considerations during domestic support operations. It will further enhance the image of the Army's stewardship of the environment.

Training soldiers and civilians to provide environmental assistance to domestic authorities generally requires no special efforts except the training needed to perform their Army jobs.

DISASTER ASSISTANCE OPERATIONS

The Corps of Engineers has DOD-designated responsibilities for disaster assistance operations. It routinely conducts disaster response and recovery missions. Engineers, both military and Army civilian, must be educated and trained to accomplish unique responsibilities directed by the Federal Response Plan. All committed engineer units must be prepared to perform general engineering tasks necessary to establish temporary life-support facilities or to restore basic municipal services.

Commanders may encounter a variety of radiological and chemical hazardous materials (HAZMAT) during the conduct of domestic support operations. Trained Chemical Corps HAZMAT specialists are available to advise commanders on the identification, avoidance, containment, and neutralization of these substances. Training can be provided by Chemical Corps personnel to emergency response personnel at the federal, state, or local level in several NBC areas. These areas include monitoring, surveying, detecting, identifying, and decontaminating chemical and nuclear hazards. Also, technical expertise is available to provide training to determine the type and extent of toxic contamination, to determine downwind contamination hazard, and to assess vulnerability.

Training for disaster assistance will primarily focus on light urban search and rescue. Selected units may achieve some degree of proficiency while conducting normal METL training. The urgency of response rarely affords commanders the ability to train after the alert notification is issued. Although CS and CSS units will routinely be expected to execute this mission, combat units could also be tasked. In all cases, unit METLs incorporate tasks which prepare personnel to perform this operation. For example, a supply company may have the METL task to receive, store, and distribute supplies. This same task could apply to disaster assistance operations, even though the supplies may be donated food and clothing and not military supplies. Figure 9-3 provides some additional examples of normal METL training that support disaster assistance.

The senior commanders involved must understand the DOD role in the Federal Response Plan. They then ensure subordinate leaders are familiarized with civil and municipal operations. For units to be quickly and smoothly deployed for domestic support they must know the specific rules for their employment. They must know the reporting channels, have a clear understanding of who is in charge, and know how the unit will receive necessary supplies. All leaders receive introductory contracting and ordering procedures training in professional development courses. However, they may require additional or refresher training in order to obtain supplies when operating outside the normal military logistics support arena. Some leaders may need to be trained as contracting and ordering officers.

Mass immigration emergency support is another form of humanitarian assistance. Again, routine

conduct of common skills training will prepare units to execute this operation. Any specialized training requirements will have to be identified by tasked commanders in conjunction with the Department of Justice and the Immigration and Naturalization Service.

LAW ENFORCEMENT SUPPORT OPERATIONS

The three distinct missions grouped under law enforcement support are counterdrug, civil disturbance, and combatting terrorism. Many tasks on which units train to meet wartime mission requirements are directly applicable. In cases where requirements are unrelated to the wartime METL, commanders must employ mission focus to define new training needs. Civilian law enforcement agencies must understand that very specific laws govern the use of the military to support civilian law enforcement activities.

The National Guard conducts a great deal of training and maintains a viable force to support law enforcement in counterdrug, civil disturbance, combatting terrorism, and key asset protection. The National Guard Bureau provides funding to the states to develop key asset security plans and to train leaders in civil disturbance operations. Hurricane Andrew is an excellent example where the Florida National Guard was on the street within hours after passage, providing security support with trained personnel to law enforcement agencies.

Counterdrug missions present unique training opportunities. Units formulate plans to conduct training in high-intensity drug trafficking areas. If appropriate, units will be integrated into federal or state Drug Enforcement Agency operations.

Elements of the 854th Engineer Battalion, 77th US Army Reserve Command, provided the manpower and equipment to clear and grade 20 acres for construction of a new softball and Little League fields in Hyde Park, New York.

Commanders are responsible for civil disturbance operations training. As an exception to most domestic support operations, OPLAN GARDEN PLOT requires that Army units conduct civil disturbance training. Assigned missions and command guidance determine the frequency of training. Specific training for commanders and staffs should address legal and psychological considerations. Training for soldiers should address legal and psychological considerations, rules of engagement, search and seizure, use of special equipment, and crowd control techniques.

Commanders are responsible for civil disturbance operations training.

Combatting terrorism includes defensive measures against terrorist attack. All soldiers must train on the fundamentals necessary to defend installations, units, and individuals against terrorist attack. Combatting terrorism is a force protection measure and the responsibility of commanders at every level. Military police have the capability to conduct specialized training for combatting terrorism for both the Army and civil authorities. The use of explosives and booby traps is a common tool employed by terrorists. EOD personnel can provide training and planning assistance for combatting terrorism operations.

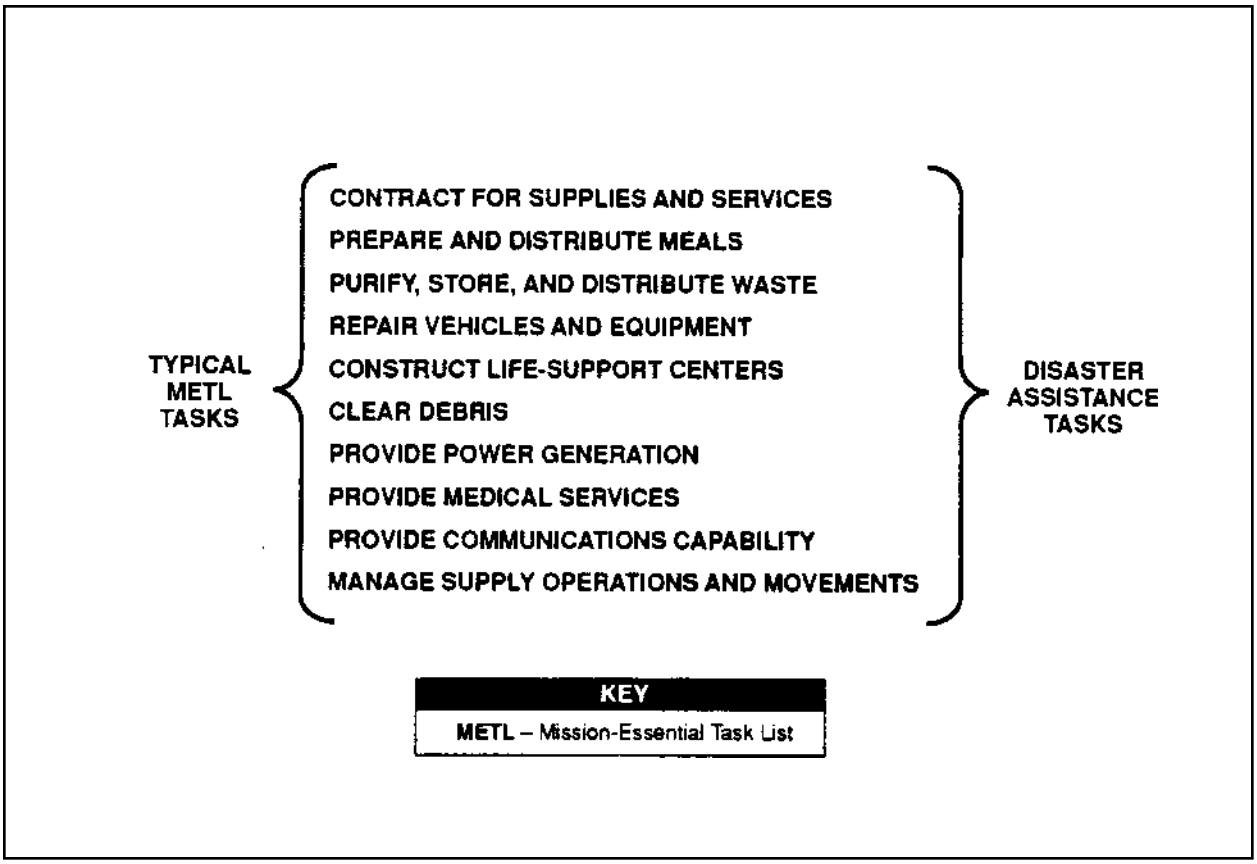


Figure 9-3. Disaster Assistance Supporting Tasks

SUMMARY

Wartime mission training is the basis of the Army's capability to provide domestic support. Specialized training, when directed by the respective CINC or MACOM commander, will be conducted for selected operations. Leader training for domestic support operations is vital to provide unit responsiveness to the community without reducing proficiency in warfighting tasks.

APPENDIX

ANALYSIS OF THE AREA OF OPERATIONS FOR DISASTER ASSISTANCE

The analysis of the area of operations is a detailed study conducted within time constraints to serve as the basis for developing specific courses of action. It includes an analysis of weather, terrain, and other factors such as the political boundaries, governmental structures, economy, social groups, location, scope, and severity of damage throughout the commander's projected area of operations.

The civil-military operations (CMO) team is responsible for initiating, coordinating, completing and, disseminating the final analysis of the area of operations, which represents a coordinated staff effort with federal and state agencies. Considerations for area analysis may also apply to other types of operations. In any event, the assigned mission will dictate what essential elements of information (EEI) are needed.

ESSENTIAL ELEMENTS OF INFORMATION

In most cases, the EEI about the area of operations can be readily determined by consulting several FORSCOM automated systems. One of these is the FORSCOM Automated Intelligence Support System (FAISS), a geographic information system that uses Defense Mapping Agency maps and a variety of data bases to locate and display many of the EEI. A second automated system available at FORSCOM is a DOD resource data base that contains information about military resources and points of contact that might be used or called upon to respond to domestic support operations. The FEMA also has automated systems, such as their Disaster Analysis System (an automated mapping program), which they make available to military commanders to facilitate analyses and mapping of the closest critical resources. Typical EEI are discussed briefly below.

In preparing the analysis of the area of operations, the information that the CMO team gathers to satisfy the commander's EEI normally includes:

- Location of victims needing rescue, evacuation, and emergency medical treatment and status of local emergency medical capabilities. Of particular importance are severe weather and terrain conditions that may significantly displace the population. Existing facilities or locations for temporary housing of displaced persons should be identified.

- Description and status of lines of communication (LOCs), including major roads, railroads, waterways, ports, and airports. Typically, the detailed status of airfields, ports and harbors, rail facilities, facilities for maintenance and storage, and electronic media and telephone towers is unknown during the first hours or day after the event. If possible, information on these infrastructure facilities within the impacted area should state the nature and extent of damage and projected repairs.

- Weather conditions. List or refer to other documents containing, for the period under study, meteorological conditions, including precipitation, fog, cloud conditions, temperature, relative humidity, light data (including moon phases, moonrise and moonset, beginning and end of nautical and civil twilights), magnetic phenomena, extended forecast, and other data as appropriate.

- Characteristics of physical damage in specific disaster areas, that is, housing, commercial, industrial, public utilities, and so forth. In

residential areas, damage assessment should start in high-density and low-income areas. Mobile homes are especially vulnerable and may contain a larger proportion of the elderly and children than other areas. High-rise apartment buildings and business offices are potential areas of risk in no-warning events (earthquakes and tornados), depending on the time of the occurrence.

- Numbers and locations of displaced persons. Economically distressed areas are characterized by higher residential density, lower maintenance, and older structures, which combine to increase the probability of victims. These areas are frequently adjacent to manufacturing or industrial areas containing potentially hazardous materials. Identifying fires, chemical spills, or ruptured pipelines near residential areas is a priority.

- Population of discrete areas such as trailer parks, apartments, and subdivisions. Residents of economically distressed areas are more likely to remain in the area and require a greater level of support after the event than those in more affluent areas. School buildings and warehouses in these areas are excellent candidates for shelter, feeding, and life-support sites. Generally, the more affluent population live in less densely populated areas with better construction. If not trapped, they have the economic resources to seek alternative living arrangements.

- General age distribution of population in above areas.

- General ethnic distribution of population in disaster areas; include types of linguists required.

- Areas without electricity.

- Areas without water, status of water purification systems, and availability of commercial purification equipment and products.

- Location and capabilities of medical facilities (hospitals, clinics, nursing homes, and so forth).

- Status of sanitation systems.

- Relief and drainage systems. Determine effects on trafficability for unit vehicles involved in rescue and relief efforts. Estimate time to improve drainage in flooded areas; include bridging requirements if applicable.

- Obstacles. Identify areas where debris impedes trafficability.

- Surface materials. Identify type and distribution of soils and subsoils in area and soil trafficability.

- Man-made features. Identify man-made changes in the topography, including roads, railroads, bridges, tunnels, mines, towns, industrial areas, and piers. Identify unsafe structures requiring demolition.

- Sources of all classes of supply needed for critical restoration activities.

- Local sources of media reproduction, especially high-speed, large-format printing.

- Availability of civilian engineer equipment and personnel.

The above EEI will be significantly modified after the first 72 hours and will be replaced by increasing demands for specific information on other aspects of the event. The management of information may become more difficult as the quantity and quality of information increase. As additional state and federal assets arrive in the area of operations, coordination and communication become more complicated.

New information requirements are generated by the need to deploy the resources efficiently and effectively. DOD planners and operators at this point should be integrated, if possible, with the FEMA's ESF-5, Information and Planning Operations, which focuses on establishing a centralized repository of data for executing relief operations.

SOURCES OF INFORMATION

Sources of information that will satisfy many of the commander's EEI include:

- Information provided by federal, state, and local governments and commercial and private agencies.

- National and local media and their reports.

- Aerial reconnaissance.

- The engineer's terrain analysis.

- The staff weather officer's meteorological data.

- The provost marshal's analysis of route reconnaissance, state of law and order, and other information.

- Analysis prepared by other headquarters.

- Information on city, county, and state government; city, county, and state police; utility districts; fire, ambulance, and hospital districts; and federal/national agencies (USACE, Red Cross, and so forth). Intelligence personnel can be used for liaison as well as other intelligence support activities, but their use must be in accordance with governing directives.

- Maps. The US Geological Service and the Defense Mapping Agency are two sources for maps. DOD customers requiring USGS products may process requests through the DMA. Maritime and coastal maps may be obtained from the USCG as required. Local topography and maps can be provided by state land-use master plans, state pollution control, state water management, local public works departments, local water and sewer works, zoning boards, county recorder, local map printers, local tourism departments, local geographic information systems, chambers of commerce, and university departments.

- Imagery Products. Imagery or imagery-derived products supporting domestic operations can be obtained from commercial or government sources. The USACE district offices can provide imagery products for floodplain areas. A request can also be forwarded through the chain of command to the Army Operations Center. Civilian aircraft imagery should be obtained wherever possible. If commercial capabilities are not available, aerial assets may be used.

- Demographics and business data for metropolitan areas. These are provided by the US Bureau of Census, the US HUD Community Block Grant Program, state agency or local housing authority, and commercial data base products.

The above list is not all-inclusive. As the operation progresses, changes in the mission or receipt of additional or more accurate information will require revision of the analysis and modification of the EEI.

GLOSSARY

AAA
Army Audit Agency
AAR
after-action review
AC
active component
ACS-IM
Assistant Chief of Staff-Installation Management
AFR
Air Force regulation
AID
Agency for International Development
ANG
Air National Guard
ANGR
Air National Guard regulation
AO
area of operations
AOC
Army operations center
AOR
area of responsibility
AP
assembly point
APG
aviation procedure guide
APHIS
Animal and Plant Health Inspection Service
AR
Army regulation
ARC
American Red Cross
ARCS
alternative remedial contracting strategy
Area of assistance
The geographical location for which a civil authority has requested some form of military assistance.
Army
The term "Army" includes the active component, the Army National Guard, the US Army Reserves, and Department of Army civilians.
Army support to civil law enforcement
The authorized use of Army assets to support civilian law enforcement officials and organizations.
Army support for disaster assistance
The authorized use of Army physical and human resources to support civilian disaster relief.
Army support for environmental assistance missions
The authorized use of Army assets to support civil authorities in the preservation and protection of human health and the environment.
ARNG
Army National Guard
ARSTAFF
Army Staff
ASA
Assistant Secretary of the Army
ASA (CW)
Assistant Secretary of the Army for Civil Works
ASA (FM)
Assistant Secretary of the Army for Financial Management
ASA (IL&E)
Assistant Secretary of the Army for Installation Logistics and Environment
ASA (M&RA)
Assistant Secretary of the Army for Manpower and Reserve Affairs
ASA (RD&A)
Assistant Secretary of the Army for Research, Development, and acquisition
ASD
Assistant Secretary of Defense
ASL
authorized stockage list
Assembly point
The designated location near a disaster-affected area where newly arriving personnel register, are oriented to the situation, and are assigned to a specific duty

station. Once established, the AP can be located at the POA or at the DFO.

AT
annual training

Attack
Sabotage or the use of bombs, shellfire, or nuclear, radiological, chemical, bacteriological, or biological means, or other weapons or processes by an enemy causing, or that may cause, substantial damage or injury to persons or property in the United States (or its territories) in any manner.

B

Base camp
The designated location under local or state control within a disaster area that is equipped and staffed to provide sleeping facilities, food, water, and sanitary services for response personnel.

BATF
Bureau of Alcohol, Tobacco, and Firearms

BDAR
battle damage assessment and repair

BIA
Bureau of Indian Affairs

BLM
Bureau of Land Management

BSI
base support installation

C

C^3I
command, control, communications and intelligence

C4
command, control, communications, and computers

CA
civil affairs

CAI
chemical accident/incident

CAIC
chemical accident or incident control

CAIRA
chemical accident and incident response and assistance

CARDA
Continental US airborne reconnaissance for damage assessment

CCG
crisis coordination group

CD
counterdrug

CDE
counterdrug review and evaluation

CDR
commander

CENTCOM
Central Command

CERCLA
The Comprehensive Environmental Response, Compensation, and Liability Act

CFR
Code of Federal Regulation

CINC
Commander-in-Chief

CINCFOR
Commander-in-Chief, Forces Command

CINCLANT
Commander-in-Chief, Atlantic Command

CINCPAC
Commander-in-Chief, Pacific Command

CINCSPACE
Commander-in-Chief, Space Command

CINCTRANS
Commander-in-Chief, Transportation Command

CIO
Central Imagery Office

Civil authorities
Those elected and appointed officers and employees who constitute the government of the United States, of the 50 states, the District of Columbia, the Commonwealth of Puerto Rico, US possessions and territories, and political subdivisions thereof.

Civil defense
All those activities and measures designed or undertaken to minimize the effects caused, or that would be caused, by an attack upon the United States or by a natural or technological disaster; to deal with the immediate emergency conditions that would be created; and to effect emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by any such attack or disaster.

Civil disturbances
Riots, acts of violence, insurrections, unlawful obstructions or assemblages, or other disorders prejudicial to public law and order. The term includes all domestic conditions requiring or likely to require the use of federal armed forces pursuant to the provisions of Chapter 15, Title 10, United States Code.

Civil emergency

Any natural or man-made disaster or emergency that causes or could cause substantial harm to the population or infrastructure. This term can include a "major disaster" or "emergency" as those terms are defined in The Stafford Act, as amended, as well as consequences of an attack or a national security emergency. "Major disasters" and "emergencies" are defined substantially by action of the President in declaring that extent circumstances and risks justify his implementation of the legal powers provided by statute.

Civil emergency preparedness

The nonmilitary actions taken by federal agencies, the private sector, and individual citizens to meet essential human needs, to support the military effort, to ensure continuity of federal authority at national and regional levels, and to ensure survival as a free and independent nation under all emergency conditions, including a national emergency caused by threatened or actual attack on the United States.

Civil government resources

Civil resources owned by, controlled by, or under the jurisdiction of civilian agencies of the US Government, or of state and local government agencies. Civilian law enforcement official An officer or employee of a civilian agency with responsibility for enforcing the laws within the jurisdiction of the agency. These may include the DEA, the FTA, the FBI, or state police.

Civil resources

Resources that normally are not controlled by the government, including the work force, food and water, health resources, industrial production, housing and construction, telecommunications, energy, transportation, minerals, materials, supplies, and other essential resources and services. No one except authorized civil government authorities can order such resources to support the needs of the public.

CJCS

Chairman of the Joint Chiefs of Staff

CMO

civil-military operations

CMOC

Civil-Military Operations Center

COCOM

combatant command

Community assistance

The authorized use of Army assets to provide support, enhance relations, and promote mutual understanding between the Army and the civilian community.

COMNAVMAR

Commander, Naval Forces Marianas

Continental US airborne reconnaissance for damage assessment

A system of aerial reconnaissance of the Continental United States for determining the effects of a nuclear attack. CARDA integrates the combined resources of all government agencies and military services for the National Command Authorities.

CONUS

Continental United States

CONUSA

Continental United States Army

COSCOM

corps support command

CS

combat support

CSA

Chief of Staff, Army

CSH

combat support hospital

CSS

combat service support

CVS

commercial vendor services

CW

civil works

D

DA

Department of the Army

DACS-PAE

Deputy Assistant Chief of Staff for Program Analysis and Evaluation

DARE

drug abuse resistance education

DARNG

Director, Army National Guard

DAS

Director of the Army Staff

DASA

Deputy Assistant Secretary of the Army

DASA (ESOH)

Deputy Assistant Secretary of the Army for Environment, Safety, and Occupational Health

DASC

Defense Logistics Agency Administration Support Center

DASD
Deputy to the Assistant Secretary of Defense
DCAS
Defense Contract Administration Service
DCE
defense coordinating element
DCINC
deputy commander-in-chief
DCMC
Defense Contract Management Command
DCO
defense coordinating officer
DCS
Defense Communications System
DCSINT
Deputy Chief of Staff for Intelligence
DCSLOG
Deputy Chief of Staff for Logistics
DCSOPS
Deputy Chief of Staff for Operations
DCSPER
Deputy Chief of Staff for Personnel
DEA
Drug Enforcement Administration
Defense coordinating officer
A military or civilian official of any DOD component to whom the DOD executive agent has delegated authority to coordinate MSCA activities. Each DCO's authority will be defined in documentation issued or authorized by the DOD executive agent and will be limited either to the requirements of a specified interagency planning process or to a specified geographic area or emergency.
Defense Emergency Response Fund
Established by Public Law No. 101-165 (1989), "The Fund shall be available for providing reimbursement to currently applicable appropriations of the Department of Defense for supplies and services provided in anticipation of requests from other federal departments and agencies and from state and local governments for assistance on a reimbursable basis to respond to natural or man-made disasters. The fund may be used upon determination by the Secretary of Defense that immediate action is necessary before a formal request for assistance on a reimbursement basis is received.
DEP
Director of Environmental Programs
DEUR
Defense Logistics Agency, Europe
DFO
disaster field office
DHHS
Department of Health and Human Services
DHUD
Department of Housing and Urban Development
DIS
Directorate of Installation Support
Disaster Field Office
The primary field location in each affected state for the coordination of response and recovery operations. The DFO houses the FCO and staff comprising the ERT. It will operate 24 hours a day, as needed, or with a schedule sufficient to sustain federal response operations. Except where facilities do not permit, the FCO will be collocated at the DFO with the state coordinating officer.
DISCOM
division support command
DLA
Defense Logistics Agency
DLEA
drug law enforcement agency
DMA
Defense Mapping Agency
DMAT
disaster medical assistance team
DMC
defense movement coordinator
DOC
Department of Commerce
DOD
Department of Defense
DODD
Department of Defense directive
DOD executive agent
The individual designated by position to have and to exercise the assigned responsibility and delegated authority of the Secretary of Defense.
DOD planning agent
An individual designated by position to facilitate and coordinate civil assistance contingency planning and operations when ordered for all DOD components within an assigned geographic area.
DODRDB
Department of Defense resource data base
DOD resources
Military and civilian personnel, including selected and ready reservists of the military services,

and facilities, equipment, supplies, and services owned by, controlled by, or under the jurisdiction of a DOD component.

DOE
Department of Energy

DOEd
Department of Education

DOI
Department of Interior

DOJ
Department of Justice

DOL
Department of Labor

Domestic support operations
The authorized use of Army physical and human resources to support domestic requirements.

DOMS
Director of Military Support (US Army)

DOS
Department of State

DOT
Department of Transportation

DPAC
Defense Logistics Agency, Pacific

DPCA
Directorate of Personnel and Community Activities

DPS
Department of Public Safety

DPTM
Director of Plans, Training, and Mobilization

DRM
Directorate of Resource Management

DS
direct support

DSMOA/CA
defense and state memorandum of agreement/ cooperative agreement

DWI
disaster welfare information

E

EEI
essential elements of information

EEO
Equal Employment Opportunity

Emergency Support Function (ESF)
A functional area-of-response activity established to facilitate the delivery of federal assistance during the immediate response phase of a disaster to save lives, to protect property and public health, and to maintain public safety.

EOC
Emergency Operations Center

EOD
explosive ordnance disposal

EPA
Environmental Protection Agency

EPIC
El Paso Intelligence Center

EPLO
emergency preparedness liaison officer

ERT
emergency support team

ESF
emergency support function

ESF 1 Transportation
This ESF coordinates federal transportation support to state and local government entities, voluntary organizations, and federal agencies requiring transportation to perform disaster assistance missions following a catastrophic earthquake, significant natural disaster, or other event requiring federal response.

ESF 2 Communications
This ESF assures the provision of federal telecommunications support to federal, state, and local response efforts following a Presidentially declared emergency, major disaster, extraordinary situation, and other emergencies under the Federal Response Plan.

ESF 3 Public Works and Engineering
Public works and engineering support includes technical advice and evaluations, engineering services, potable water, construction management and inspection, emergency contracting, emergency repair of wastewater and solid waste facilities, and real estate support as required.

ESF 4 Firefighting
The purpose of this ESF is to detect and suppress wildland, rural, and urban fires resulting from, or occurring coincidentally with, a catastrophic earthquake, significant natural disaster, or other event requiring federal response assistance.

ESF 5 Information and Planning
The purpose of this ESF is to collect, process, and disseminate information about a potential or actual disaster or emergency to facilitate the overall activities

of the federal government in providing response assistance to an affected state.

ESF 6 Mass Care

This ESF coordinates efforts to provide shelter, food, and emergency first aid following a catastrophic earthquake, significant natural disaster, or other event requiring federal assistance; to operate a DWI System to collect, receive, and report information about the status of victims and to assist with family reunification within the disaster area; and to coordinate bulk distribution of emergency relief supplies to disaster victims following a disaster.

ESF 7 Resource Support

This ESF provides logistical/resource support following a catastrophic earthquake, other significant natural disaster, or other event requiring federal response, including emergency relief supplies, space, office equipment, office supplies, telecommunications, contracting services, transportation services (in coordination with ESF 1), and personnel required to support immediate response activities.

ESF 8 Health and Medical Services

This ESF provides government-coordinated assistance to supplement state and local resources in response to public health and medical care needs following a significant natural disaster or man-made event.

ESF 9 Urban Search and Rescue

The US&R activities include locating, extricating, and providing for the immediate medical treatment of victims trapped in collapsed structures.

ESF 10 Hazardous Materials

This ESF provides federal support to state and local governments in response to an actual or potential discharge and/or release of hazardous materials following an earthquake or other disaster.

ESF 11 Food

This ESF identifies, secures, and arranges for the transportation of food to affected areas following a major disaster or emergency or other event requiring federal response.

ESF 12 Energy

This ESF facilitates restoration of the nation's energy systems following a catastrophic earthquake, natural disaster, or other significant event requiring federal assistance.

EUCOM

European Command

EXORD

Execution Order

Explosive Ordnance Disposal

Detecting, identifying, evaluating, rendering safe, recovering, and finally disposing of unexploded explosive ordnance.

F

FAA

Federal Aviation Administration

FAISS

FORSCOM Automated Intelligence Support System

FBI

Federal Bureau of Investigation

FCC

Federal Communications Commission

FCO

federal coordinating officer

FED

federal

Federal coordinating officer

The FCO is the senior federal official appointed to coordinate overall response and recovery activities. The FCO represents the President in coordinating the federal relief activities in a designated area.

Federal function

Any function, operation, or action carried out under the laws of the United States by a department, agency, officer, or employee of the United States.

Federal property

Property that is owned, leased, possessed, or occupied by the federal government.

Federal region A grouping of states and territories by which FEMA coordinates responsibilities of the state governments with those of federal departments and agencies for disaster relief, civil defense, and planning for both civil and national security emergencies. These regions are sometimes referred to as "FEMA regions" to distinguish them from any one of the various alignments of other federal departments and agencies, all of which are circumscribed by FEMA's coordination authority.

Federal Response Plan (FRP)

The interdepartmental planning mechanism, developed under FEMA leadership, by which the federal government prepares for and responds to the consequences of catastrophic disasters. Federal planning and response are coordinated on a functional group basis, with designated lead and support agencies for each identified functional area.

FEMA

Federal Emergency Management Agency

FESC
federal emergency support coordinator
FM
field manual
FOA
field operating agency
Force protection
Security program developed to protect soldiers, civilian employees and family members, facilities and equipment, in all locations and situations. This is accomplished through the planned integration of terrorism, physical security, OPSEC, protective services, and law enforcement operations, supported by foreign intelligence, counterintelligence, and other security programs.
Force provider
A transportable support system, operated by a company-size unit, equipped to provide services (food, hygiene, billeting, morale support) for up to 3300 soldiers.
FORSCOM
Forces Command
FRERP
Federal Radiological Emergency Response Plan
FRP
Federal Response Plan
FSC
field supply company
FST
finance support teams

G

GAO
General Accounting Office
GARDEN PLOT
DOD and subordinate headquarters OPLAN addressing civil disturbance operations.
GEO
geographic
GIS
Geographic Information System
GRASS
Geographic Resource Analysis Support System
GSA
General Services Administration

H

Hazard
A condition with the potential of injuring personnel, damaging equipment or structures, losing material, or reducing ability to perform a prescribed function.
HAZMAT
hazardous materials
HHS
health and human services
HIDTA
high-intensity drug trafficking area
High-tech Improvised explosive device
An item with an explosive or special filler designed to cause extensive death or destruction. It may be complex or sophisticated in design, including many intricate arming or firing systems, including booby traps.
HQ
headquarters
HQDA
Headquarters, Department of the Army
HRMSI
high-resolution multispectral stereo imager
HSC
Health Services Command
HSS
health services support
HUD
Housing and Urban Development

I

ICC
Interstate Commerce Commission
ICP
inventory control point
ICS
Incident Command System
IED
improvised explosive device
IG
Inspector General
IL&E
installation logistics and environment
IMA
information mission area
Immediate response
Any form of immediate action taken by a DOD component or military commander under the authority

of the FRP and any supplemental guidance to assist in saving lives, preventing human suffering, or mitigating great property damage under imminently serious conditions where there has not been an attack or any declaration of major disaster or emergency by the President.

Imminently serious conditions

Emergency conditions in which, in the judgment of the military commander or responsible DOD official, immediate and possibly serious danger threatens the public and prompt action is needed to save lives, prevent human suffering, or mitigate great property damage. Under these conditions, timely prior approval from higher headquarters may not be possible before action is necessary for effective response.

Improvised explosive device

A nonstandard item, usually crude and simple in design, containing an arming or timing system, an initiator, and an explosive filler. A homemade bomb.

INS

Immigration and Naturalization Service

Insurrection.

The act of unlawfully rising in open resistance against established authority or government or against the execution of the laws of government.

IPB

intelligence preparation of the battlefield

IRF

initial response force

IRMMP

interregional military medical plans

IRP

installation restoration program

IRR

individual ready reserve

IRS

Internal Revenue Service

ITO

installation transportation office

J

JCS

Joint Chiefs of Staff

JIC

Joint Information Center

JLSC

Joint Logistics System Center

JMC

joint movement center

Joint movement center

A jointly staffed movement control organization attached to a joint force headquarters to plan, apportion, allocate, and coordinate transportation support for the joint force; deconflict priorities; and provide intransit visibility of movements.

Joint transportation office

An office established under a JMC to procure commercial transportation, issue documentation, manage commercial funding, and provide quality assurance.

JP

joint publication

JRS

joint reporting structure

JTF

joint task force

JTO

joint transportation office

JTTP

joint tactics, techniques, and procedures

K

KAPP

Key Asset Protection Program

L

LA

lead agency

LANDSAT US System

Formal designation for the Multispectral Imagery System. LANDSAT-7 will include the thematic mapping plus (TM+) and the HRMSI.

LANTCOM

United States Atlantic Command

Law enforcement agency—drug related

Those federal, state, or local agencies empowered to enforce civil laws and engage in official activities against the illegal production, transport, sale, or use of illegal drugs.

LEA

law enforcement agency

LOC

lines of communication

Local government

Any county, city, village, town, district, or other political subdivision of any state.

LSO

logistics support officer

M

MACOM
major command

Major disaster
Any disaster caused by flood, drought, fire, earthquake, storm, hurricane, or environmental hazard of catastrophic magnitude that has major impact on life and property.

Marshaling area
An area used for the mobilization and assemblage of personnel and resources prior to their being sent to the disaster-affected area.

MASH
mobile army surgical hospital

MAST
military assistance to safety and traffic

MC
mobilization center

MDIO
Missile Defense Initiative Organization

MEDDAC
medical department activity

METL
mission-essential task list

METT-T
mission, enemy, troops, terrain, and time available

MI
military intelligence

Military resources
Military and civilian personnel, facilities, equipment, and supplies under the control of a DOD component.

Military support to civil authorities
Those activities and measures taken by the DOD components to foster mutual assistance and support between the Department of Defense and any civil government agency in planning or preparing for, or in the application of resources in response to the consequences of civil emergencies or attacks, including national security emergencies.

MLO
military liaison officer

MMC
Material Management Center

MOA
memorandum of agreement

Mobilization center
The designated location at which response personnel and resources are received from the POA and pre-positioned for deployment to a local staging area or an incident site. An MC also provides temporary support services, such as food and billeting, for response personnel prior to their deployment.

MOU
memorandum of understanding

M&RA
manpower and reserve affairs

MRE
meals, ready-to-eat

MSCA
military support to civil authorities

MTT
mobile training team

MWR
morale, welfare, and recreation

N

NAI
nuclear accident/incident

NAIC
nuclear accident or incident control

NAIRA
nuclear accident or incident response and assistance

NASA
National Aeronautical and Space Administration

National Disaster Medical System.
An interdepartmental mutual aid system developed by federal departments and agencies to provide for the medical needs of victims of major disasters and to provide backup support for DOD and VA medical systems in caring for casualties from military conflicts. The DHHS serves as the lead federal agency for administering NDMS and coordinates NDMS operations in response to civil emergencies. The DOD could activate and coordinate NDMS operations in support of military contingencies.
National security emergency Any occurrence, including natural disaster, military attack, technological emergency, or other emergency, that seriously degrades or threatens the national security of the United States.

NBC
nuclear, biological, and chemical

NCA
National Command Authorities

NCP
National Contingency Plan

NCS
National Communications System
NDMS
National Disaster Medical System
NG
National Guard
NGB
National Guard Bureau
NGR
National Guard regulation
NIFC
National Interagency Fire Center
NORAD
North American Aerospace Defense Command
NPDES
National Pollutant Discharge Elimination System
NPS
National Park Service
NRC
Nuclear Regulatory Commission
NSA
National Security Agency
NSEP
national security emergency preparedness
NWS
National Weather Service

O

OCONUS
outside the Continental United States
ODCSOPS
Office of the Deputy Chief of Staff for Operations
OES
Office of Emergency Services
ONDCP
Office of National Drug Control Policy
OP ALLIANCE
Operation Alliance
OPCON
operational control
OPLAN
operation plan
OPLAN GARDEN PLOT
DOD and subordinate headquarters' OPLANs addressing civil disturbance operations.
OPM
Office of Personnel Management
OPORD
operation order
OPS
operations
OPSEC
operations security
ORG
organization
ORNG
Oregon National Guard
OSC
on-scene coordinator

P

PA
public affairs
PACOM
United States Pacific Command
PAO
public affairs officer
PCB
polychlorinated biphenyl
PHS
public health service
PL
public law
Planning agent
A military or civilian official of any DOD component who has been designated by the head of that component to exercise delegated authority for civil assistance planning for the entire component (i.e., "principal planning agent") or for certain subordinate elements or a specified geographic area (e.g., "region planning agents"). Authority and responsibilities of each planning agent will be defined by the component and may include civil assistance response as well as planning at the election of any component. Planning agents' actual authority will be communicated to others as determined by the DOD component, or when requested by the DOD executive agent.
PLL
prescribed load lists
POA
point of arrival
POC
point of contact
Point of arrival
The designated location (typically an airport) within or near the disaster-affected area where newly arriving

staff, supplies, and equipment are initially directed. Upon arrival, personnel and other resources are dispatched to either the DFO, a mobilization center, a staging area, or a disaster site.

Point of departure

The designated location (typically an airport) outside of the disaster-affected area from which response personnel and resources will deploy to the disaster area.

POMSO

Plans, Operations, and Military Support Officer

POTO

plans, operations, and training officer

Primary agency

The federal department or agency assigned primary responsibility for managing and coordinating a specific ESF.

PROFIS

Professional Officer Filler System

PSYOP

psychological operations

Q

QM

quartermaster

R

RC

reserve component

RCRA

The Resource Conservation And Recovery Act

RDA

research development and acquisition

READEO

Regional Emergency Animal Disease Eradication Organization

RECA

residual capability assessment

Regional military emergency coordinator

An individual designated on behalf of the Secretary of Defense and the DOD executive agent to coordinate, exchange, information, and perform liaison functions on behalf of the DOD with any federal emergency management structure established at the regional level.

Regional Operations Center (ROC)

The facility established at a FEMA regional office (or a federal regional center) in response to (or in anticipation of) an event that may require federal assistance under the FRP. The ROC is staffed by FEMA regional personnel and representatives from the ESF primary agencies as required. It serves as an initial point of contact in the region for the affected state(s), the national emergency support team, and federal agencies.

Residual capability assessment

An assessment of the effects of a nuclear or conventional attack on US resources or of a major peacetime disaster that results in the declaration of a national security emergency. Such an assessment is made (through all appropriate means) to determine the remaining capabilities of the United States, with emphasis on military preparedness.

Resource claimancy

The procedure, employed during any period of attack or national security emergency, whereby authorized federal agencies determine definitive requirements and justify the allocation of civil government and civil resources needed to support programs under their cognizance. It does not imply procurement activity, nor does it involve the government as an intermediary in the normal mechanisms of trade other than in expediting essential activities and ensuring equitable distribution of civil resources. Resource claimancy occurs at both the national and regional levels.

Risk

An expression of possible loss over a specific period of time or number of operating cycles.

Risk assessment

The process of detecting hazards and systematically assessing their overall risk. It is a part of the risk management process.

Risk management

The process whereby decisions are made and actions implemented to eliminate or reduce the effects of identified hazards.

RLSO

regional logistics support office

RMEC

regional military emergency coordinator

ROC

regional operations center

ROE

rules of engagement

ROTC

Reserve Officers Training Corps

S

SA
Secretary of the Army
SAC
senior agent in charge
SCE
support contracting element
SCO
state coordinating officer
SCRAG
senior representative of the Attorney General
SECDEF
Secretary of Defense
SECY
secretary
SF
special forces
SJA
Staff Judge Advocate
SOCOM
Special Operations Command
SOF
special operations forces
SOUTHCOM
United States Southern Command
SPACECOM
Space Command
SRF
service response force
Staging area
The facility at the local jurisdictional level near the disaster site where personnel and equipment are assembled for immediate deployment to an operational site within the disaster area.
STAMIS
Standard Automated Management Information System
STARBASE
Science and technology academies reinforcing basic aviation and space exploration.
STARC
state area command
State
Any state of the United States, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, Northern Marianna Islands, and the Trust Territory of the Pacific Islands.
State area commands
Specific headquarters units of the Army National Guard for each state, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands.
STRATCOM
Strategic Command
Support agency
A federal department or agency designated to assist a specific primary agency with available resources, capabilities, or expertise in support of ESF response operations under the coordination of the primary agency.

T

TAG
The state adjutant general; the adjutant general
TC
training circular
Technological hazard
A range of hazards emanating from the manufacture, transportation, and use of such substances as radioactive materials, chemicals, explosives, flammables, agricultural pesticides, herbicides, and disease agents; oil spills on land, coastal waters, or inland water systems; and debris from space.
Terrorism.
The calculated use of violence or the threat of violence to attain goals that are political, religious, or ideological in nature. This can be done through intimidation, coercion, or instilling fear. Terrorism includes a criminal act against persons or property that is intended to influence an audience beyond the immediate victims.
TEU
technical escort unit
TF
task force
TM +
thematic mapping plus
TREAS
Department of the Treasury
TVA
Tennessee Valley Authority

U

UAV
unmanned aerial vehicles
UMT
unit ministry team

Unit ministry team
A team consisting of a chaplain and a chaplain's assistant with the mission of providing religious support.
USA
United States Army
USACE
United States Army Corps of Engineers
USAEC
United States Army Environmental Center
USAEHA
United States Army Environmental Hygiene Agency
USAEHSC
United States Army Engineering and Housing Support Center
USAF
United States Air Force
USAG
United States Attorney General
USAHSC
United States Army Health Services Command
USAMC
United States Army Materiel Command
USAR
United States Army Reserve
USARPAC
United States Army, Pacific
USC
United States Code
USCG
United States Coast Guard
USCS
United States Customs Service
USDA
United States Department of Agriculture
USFS
United States Forest Service
USGS
United States Geological Service
USMC
United States Marine Corps
USMS
United States Marshall Service
USN
United States Navy
USPFO
United States property and fiscal officers
USPS
United States Postal Service
US&R
urban search and rescue
USSOUTHCOM
United States Southern Command
USSS
United States Secret Service
USTRANSCOM
United States Transportation Command
UXO
unexploded ordnance

V

VA
Department of Veterans Affairs
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