Joint Publication 3-68

Noncombatant Evacuation Operations



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PREFACE

1. Scope

This publication provides doctrine to plan and conduct joint noncombatant evacuation and repatriation operations.

2. Purpose

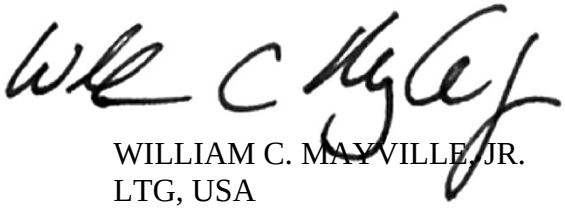
This publication has been prepared under the direction of the Chairman of the Joint Chiefs of Staff. It sets forth joint doctrine to govern the activities and performance of the Armed Forces of the United States in joint operations, and it provides considerations for military interaction with governmental and nongovernmental agencies, multinational forces, and other interorganizational partners. It provides military guidance for the exercise of authority by combatant commanders and other joint force commanders (JFCs), and prescribes joint doctrine for operations and training. It provides military guidance for use by the Armed Forces in preparing and executing their plans and orders. It is not the intent of this publication to restrict the authority of the JFC from organizing the force and executing the mission in a manner the JFC deems most appropriate to ensure unity of effort in the accomplishment of objectives.

3. Application

a. Joint doctrine established in this publication applies to the Joint Staff, commanders of combatant commands, subunified commands, joint task forces, subordinate components of these commands, the Services, and combat support agencies.

b. The guidance in this publication is authoritative; as such, this doctrine will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. If conflicts arise between the contents of this publication and the contents of Service publications, this publication will take precedence unless the Chairman of the Joint Chiefs of Staff, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance. Commanders of forces operating as part of a multinational (alliance or coalition) military command should follow multinational doctrine and procedures ratified by the United States. For doctrine and procedures not ratified by the US, commanders should evaluate and follow the multinational command's doctrine and procedures, where applicable and consistent with US law, regulations, and doctrine.

For the Chairman of the Joint Chiefs of Staff:



WILLIAM C. MAYVILLE, JR.
LTG, USA
Director, Joint Staff

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SUMMARY OF CHANGES
REVISION OF JOINT PUBLICATION 3-68
DATED 23 DECEMBER 2010

- **This publication was validated without change on November 14, 2017**.
- **Modifies definition of "noncombatant evacuation operation (NEO)" to be consistent with Department of Defense Directive 3025.14, *Evacuation of US Citizens and Designated Aliens from Threatened Areas Abroad*.**
- **Clarifies that diplomatic or other considerations may require use of terms other than "NEO" to describe evacuations.**
- **Eliminates the Army as Department of Defense Executive Agent for repatriation and identifies Commanders US Northern and US Pacific Commands offices of primary responsibility for repatriation.**
- **Modifies the more formal "regional liaison groups" to "liaison groups," which may be established by the geographic combatant commander and local Department of State representatives to coordinate and synchronize emergency and evacuation planning.**
- **Removes references to *Joint Plan for Department of Defense Noncombatant Repatriation (Non-Emergency)*.**
- **Adds a planning chapter, which incorporates former Chapter IV, "Contingency and Redeployment Planning," Appendix C, "Noncombatant Evacuation Operation Planning Considerations," and sections on multinational planning.**
- **Provides planning considerations for NEO transition, termination, and repatriation.**
- **Adds appendix on joint intelligence preparation of the operational environment.**
- **Expands discussion on the NEO tracking system, to include planning factors, training, and allocation of assets.**
- **Provides a new chapter which focuses on safe haven and repatriation, and emphasizes importance of early interagency coordination.**
- **Modifies figures and definitions to better reflect current procedures.**
- **Expands the discussion on US embassy information sharing to include forms of communication such as the Smart Traveler Enrollment Program, US Government websites, social media, and ticker tape messaging on news broadcasts, which can be used to provide information to potential evacuees..**
- **Expands discussions on biometrics and chemical, biological, radiological, and nuclear incidents.**

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TABLE OF CONTENTS

EXECUTIVE SUMMARY ix

CHAPTER I
OVERVIEW

- Introduction I-1
- Terminology I-3
- Special Nature of Evacuation Operations I-3
- Operational Environments I-4
- Military Planning and Forces I-4

CHAPTER II
ROLES, COORDINATION, AND INTERACTION

- Introduction II-1
- Department of State II-1
- United States Embassy Representatives II-3
- Other United States Government Departments and Agencies II-7
- Secretary of Defense, Combatant Commanders, and United States Military Commanders II-8
- Host Nation II-11
- Nongovernmental and Intergovernmental Organizations II-12
- Multinational Noncombatant Evacuation Operation II-12

CHAPTER III
COMMAND AND CONTROL

- Introduction III-1
- Authorities and Relationships III-1
- Command and Control III-3
- Joint Task Force Organization III-8
- Multinational Command and Control III-10

CHAPTER IV
PLANNING

- United States Embassy and Consulate Plans IV-1
- Military Planning—Combatant Command Plans IV-1
- Framework for Noncombatant Evacuation Operations Planning IV-1
- Operational Environment Considerations IV-14
- Intelligence Support IV-15
- Notification Procedures IV-17
- Notification Phases IV-19
- Evacuee Identification IV-22
- Coordination with Senior In-Country Military Officials IV-24

- Embassy Security and Operations IV-25
- Intermediate Staging Base Considerations IV-26
- Repatriation Considerations IV-27
- Other Planning Considerations IV-28
- Multinational Planning Considerations IV-29

CHAPTER V
EMPLOYMENT AND EVACUATION OPERATION PROCEDURES

- Evacuation Plan Implementation V-1
- Intermediate Staging Base V-1
- Advance Party V-3
- Joint Task Force Main Body Organization and Missions V-16
- General Considerations V-21

CHAPTER VI
EVACUEE PROCESSING

- Evacuee Processing VI-1
- Evacuation Control Center VI-3
- Evacuation Control Center Organization and Operations VI-3
- Classification, Priorities, and Considerations for Evacuees VI-13

CHAPTER VII
SAFE HAVEN AND REPATRIATION OPERATIONS

- Temporary Safe Haven Site VII-1
- Alternate Safe Haven Site VII-2
- Repatriation Operations VII-3
- Organization and Functional Considerations VII-5

APPENDIX

A	Rules of Engagement	A-1
B	Legal Considerations	B-1
C	Sample Emergency Action Plan Checklists	C-1
D	Sample Notice Forms	D-1
E	Repatriation Processing Center Processing Sheet	E-1
F	Operational Risk and Safety	F-1
G	Joint Intelligence Preparation of the Operational Environment Considerations	G-1
H	References	H-1
J	Administrative Instructions	J-1

GLOSSARY

Part I	Abbreviations and Acronyms	GL-1
Part II	Terms and Definitions	GL-5

FIGURE

I-1	Secretary of State's Formal Responsibilities on Protection and Evacuation of United States Citizens and Other Designated Personnel	I-2
II-1	Members of the Country Team	II-7
III-1	Noncombatant Evacuation Operations/Repatriation Operations Organization Chain of Command	III-2
IV-1	Contents of Emergency Action Plans	IV-2
IV-2	Notification Phases	IV-20
V-1	Advantages of an Intermediate Staging Base	V-3
V-2	Forward Command Element Tasks	V-14
V-3	Notional Joint Task Force Main Body	V-17
VI-1	Evacuation Control Center Flow Chart	VI-4
VI-2	Classifications of Evacuees	VI-13
D-1	Sample Stand Fast Notice	D-1
D-2	Sample Leave Commercial Notice	D-2
D-3	Sample Evacuation Notice	D-3
D-4	Sample Embassy/Post Closing Notice	D-4
D-5	Sample Waiver of Evacuation Opportunity	D-5
E-1	Department of Defense Form 2585, Repatriation Processing Center Processing Sheet	E-1

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EXECUTIVE SUMMARY
COMMANDER'S OVERVIEW

- **Provides an Overview of Noncombatant Evacuation Operations**
- **Describes Roles, Coordination, and Interaction**
- **Covers Command and Control**
- **Explains Planning for a Noncombatant Evacuation Operation**
- **Addresses Employment and Evacuation Operation Procedures**
- **Discusses Evacuee Processing**
- **Describes Safe Haven and Repatriation Operations**

Overview

Noncombatant Evacuation Operation (NEO). An operation whereby noncombatant evacuees are evacuated from a threatened area abroad, which includes areas facing actual or potential danger from natural or manmade disaster, civil unrest, imminent or actual terrorist activities, hostilities, and similar circumstances, that is carried out with the assistance of the Department of Defense.

Special Nature of Evacuation Operations

Noncombatant evacuation operations (NEOs) are conducted by the Department of Defense (DOD) to assist in evacuating US citizens and nationals, DOD civilian personnel, and designated persons (host nation [HN] and third country nationals [TCNs]) whose lives are in danger from locations in a foreign nation to an appropriate safe haven, when directed by the Department of State (DOS). US policy is contained in a memorandum of agreement between DOD and DOS, titled *Memorandum of Agreement between the Departments of State and Defense on the Protection and Evacuation of US Citizens and Nationals and Designated Other Persons from Threatened Areas Overseas.*

During NEOs, the chief of mission (COM), neither the geographic combatant commander (GCC) nor the subordinate joint force commander (JFC), is the senior United States Government (USG) authority for the evacuation and, as such, is ultimately responsible for the successful completion of the NEO and the safety of the evacuees. Rules of engagement may be such that commanders should be prepared to protect personnel (military and evacuees) from a variety of threats without the authority to conduct offensive military operations or preempt hostile actions by proactive military measures.

Military Planning and Forces

Actual evacuation assistance can be provided only upon the request of the Secretary of State (SECSTATE) to either Secretary of Defense (SecDef) or the President. Normally, the JFC or a Service component commander will receive authorization from the supported GCC before using any forces and facilities in a foreign country for protection and evacuation. However, if a JFC or Service component commander receives a request from the COM or responsible US diplomatic representative to provide assistance, and the delay in obtaining authorization from the GCC or SecDef would jeopardize the safety of US citizens, the JFC or Service component commander should respond to the extent deemed necessary, appropriate, and militarily feasible and notify the supported and supporting combatant commanders (CCDRs) of actions taken.

Roles, Coordination, and Interaction

Department of State

The Washington Liaison Group (WLG) coordinates and implements plans for the protection and evacuation in emergencies of persons abroad for whom SECSTATE or SecDef are responsible. SECSTATE and SecDef may establish a liaison group collocated with combatant commands (CCMDs) as necessary to coordinate and synchronize emergency and evacuation planning by their departments in the field.

US Embassy Representatives

Joint forces should have an understanding of the embassy representatives and staff. The COM is the personal representative of the President to the government of the foreign country or to the intergovernmental organizations (IGO) to which he or she is accredited and, as such, recommends and implements national policy regarding the foreign country or IGO and oversees the activities of USG employees in the mission. The consular officer provides the requisite number of personnel needed to screen documents of all potential evacuees during a NEO and provides instructions to any evacuation control center (ECC) personnel needed to staff processing stations.

Other US Government Departments and Agencies

Other USG departments and agencies that may have important responsibilities during NEOs include the following:

- US Agency for International Development
- Department of Health and Human Services
- Department of Justice
- US Citizenship and Immigration Services

Secretary of Defense, Combatant Commanders, and US Military Commanders

SecDef advises and assists SECSTATE and the heads of other USG departments and agencies, as appropriate, in planning for the protection, evacuation, and repatriation of US citizens in overseas areas. When authorized by SecDef, **Chairman of the Joint Chiefs of Staff (CJCS)** coordinates the deployment and employment of US forces in support of a NEO and monitors US force participation in the protection and evacuation of noncombatant evacuees. **Secretary of the Army, Secretary of the Navy, and Secretary of the Air Force** provide augmentation support to the joint reception coordination center, when requested, and monitor all their respective Military Department's noncombatant evacuees when evacuated to a safe haven.

Host Nation

The response and activities of the HN during a NEO likely will be determined by the existing operational environment—permissive, uncertain, or hostile. The HN may assist the NEO by providing security outside the embassy property, around evacuation sites, and along evacuation routes.

Multinational NEO

A decision from each of the participating nations is required to conduct a NEO with a multinational force. However, military-to military engagement can be conducted to facilitate unilateral national NEOs, so long as no binding agreements (formal or informal) are initiated—because binding agreements fall under the auspices of DOS.

Command and Control

Authorities and Relationships

Within the HN, the COM, although not in the military chain of command, is the lead federal official

for protection and evacuation of all US noncombatant evacuees, including DOD dependents. Within the HN, the COM, although not in the military chain of command, is the lead federal official for protection and evacuation of all US noncombatant evacuees, including DOD dependents. The JFC will ensure that DOD actions relating to the evacuation of DOD dependents, DOD civilian employees and their families are consistent with the direction of the COM or principal officer of DOS. The authority of the COM or principal officer of DOS to order evacuation does not extend to personnel of the Services not under COM authority, except as agreed upon between DOS and DOD.

Command and Control

The Chairman of the Joint Chiefs of Staff warning order defines command relationships, the anticipated mission, and any planning constraints.

The **CJCS** coordinates the deployment and employment of US forces and equipment in support of the NEO. As a member of the WLG, [the CJCS] coordinates with DOS, Office of the Secretary of Defense, CCDRs, and the Services, as required in the recommended designation of temporary safe havens and intermediate staging bases (ISBs). **GCCs** prepare, maintain, exercise, and execute plans for the protection and evacuation of US civilians and noncombatant evacuees (to include both their departure from the overseas area and their reception at a safe haven) in accordance with DOS and DOD memorandum of understanding. The responsibilities of the **Commander, United States Transportation Command,** include providing air, sea, and land transportation, terminal operations, and patient movement in accordance with Department of Defense Directive 5158.04, *United States Transportation Command (USTRANSCOM).*

Joint Task Force Organization

The supported GCC has the authority to organize forces to best accomplish the assigned mission. As such, the supported GCC could decide to assign the NEO mission to a Service component or establish a joint task force (JTF). The JFC is responsible for all phases of the operation to include the ISB and temporary safe haven (if located outside the US and within the joint operations area).

Planning

US Embassy and Consulate Plans

The COM prepares and maintains emergency action plans (EAPs), one section of which addresses the military evacuation of US citizens and designated foreign nationals. The GCC reviews and comments on EAPs. The emergency planning handbook serves as the principal reference for posts in preparing and revising the EAP. This handbook provides a detailed agenda to be addressed by the COM and the emergency team for planning an evacuation operation.

Military Planning—Combatant Command Plans

Predeployment planning begins when the subordinate JFC receives the warning order from the GCC and lasts until the evacuation force deploys to either an ISB or the evacuation site. The GCC and staff can provide the subordinate JFC with information to begin planning, such as a general operation plan.

Operational Environment Considerations

Some key factors in noncombatant evacuation planning are situational awareness; a correct appraisal and understanding of the changing diplomatic, political, social, cultural, and military environment in which the evacuation force will operate; time constraints and risk; and preparation of the evacuation force for a situation that may rapidly move from permissive to uncertain or hostile. Since the operational environment could change as the NEO progresses, planners should develop alternative plans for permissive, uncertain, and hostile environments.

Intelligence Support

The Defense Intelligence Agency maintains various databases that provide details on diplomatic facilities and associated areas for use in evacuation planning and execution. Each GCC's joint intelligence operations center maintains Web sites and databases that provide varying degrees of intelligence support for particular countries. Support to JFCs should include forward-deploying CCMD based intelligence community representatives and subject matter experts to support intelligence operations and facilitate access to parent agencies. Combat support agencies may deploy personnel as part of national intelligence support to work with the NEO, consistent with other military operations.

Notification Procedures

Communications with potential evacuees may be via a **warden system or network,** which is a notification system used to communicate to the US population through wardens using telephones, faxes, e-mails, social media outlets, and direct personal contact. There are three types of official messages sent to registered-US citizens in the country: "Message for US Citizens," "Security Message for US Citizens," and "Emergency Message for US Citizens."

Notification Phases for Drawdown and Evacuation

Drawdown. The basic options for drawdown are authorized departure and ordered departure. The drawdown phases are: stop movement, authorized departure, and ordered departure.

Evacuation. The decision to evacuate personnel assumes that the decision to drawdown, at least in part, has been made. The evacuation phases are: stand fast, leave commercial, evacuation, embassy or post closing.

Evacuee Identification

The report of potential evacuees, also known as the F-77 report, identifies the numbers of potential evacuees at each embassy. Each embassy or consulate is required to submit to DOS an annual report, between 1 January and 1 February, of the estimated number of potential evacuees in its assigned area.

Coordination with Senior In-Country Military Officials

The senior defense official/defense attaché (SDO/DATT) will be able to assist in the coordination of JTF activities with the embassy and to assist the JFC in obtaining the COM's evaluation of the situation. Additionally, the SDO/DATT is able to provide information on the general scope of in-country activities for all DOD non-CCMD elements, including missions, locations, organizations, and unique security requirements.

Embassy Security and Operations

Security outside the embassy is the responsibility of the HN, while security of the COM and embassy grounds is the responsibility of the regional security officer. The embassy evacuation plans may not provide for the embassy site to be a primary assembly area or evacuation site. However, experience shows

that during times of crisis large numbers of US citizens, citizens of the HN, and TCNs will go to the US embassy. Separate plans should be developed to deal with these crowds, both as a threat to the embassy and as evacuees.

Intermediate Staging Base Considerations

The JFC may determine that an ISB is needed to support the NEO. DOS will inform the GCC of the location and availability of countries for establishment of possible ISBs. The JFC should ensure the ISB meets operational requirements and advise DOS of these requirements.

Repatriation Considerations

Repatriation is the procedure whereby US citizens are officially processed back into the US following evacuation from overseas. Repatriation is not a part of, but subsequent to a NEO.

Other Planning Considerations

As JFC or JTF planners develop the plan for the NEO, additional consideration should include:

- NEO transition and termination criteria
- Prioritization of multiple or simultaneous NEOs
- Interpreters
- Communication and information sharing

Multinational Planning Considerations

An initiating directive is important to start detailed planning since it establishes the authority and parameters for the NEO, and includes guidance regarding the situation, objectives, mission, participating nations, and timing.

Employment and Evacuation Operation Procedures

Evacuation Plan Implementation

Operations at the evacuation site are clearly delineated between those performed by DOS personnel and those performed by the JTF. However, in cases of emergency the JTF should be prepared to perform functions that are normally executed by embassy staff.

Intermediate Staging Base

An ISB is a temporary location used to stage forces prior to inserting the forces into the HN. The ISB may be located in another country close to where the evacuation is taking place or may be any ship under US control.

Advance Party

The advance party may consist of two elements: the forward command element and the evacuation site party. The **forward command element** coordinates with in-country DOS personnel and HN authorities (when authorized by DOS) and establishes a communication link among the JFC, supported GCC, and DOS. The **evacuation site party** conducts reconnaissance to determine and establish assembly areas and evacuation sites.

Joint Task Force Main Body Organization and Missions

A JTF main body will deploy to conduct the on-scene evacuation process. After insertion of the main body, each element prepares for its part in the operation. As the advance party rejoins the main body, the main body may consist of a headquarters, evacuee processing element, marshalling element, security element, and logistic element.

Evacuee Processing

Evacuee Processing

The primary duties of the JTF commander include maintaining order at the evacuation site and supporting the COM's efforts to care for noncombatant evacuees. At an air terminal, port, or beach, the evacuee processing should be located in a building, tent, or other appropriate place to provide shelter and safety to the evacuees. The area should be staffed with security, interpreters, local immigration, embassy support liaison, and medical personnel.

Evacuation Control Center

The ECC processes, screens, and conducts selected logistic functions associated with emergency evacuation of designated noncombatant evacuees in support of DOS. The JTF should, however, be prepared to perform functions that are DOS responsibilities, if required.

Evacuation Control Center

The three guiding principles for any ECC are accuracy—all personnel are accounted for; security—evacuees and the evacuation force are safeguarded from all threats; and speed—processing must be accomplished quickly and efficiently. The COM or designated DOS representative will be the final authority on acceptability of evacuee identification.

Classification, Priorities, and Considerations for Evacuees

For organizational purposes all evacuees receive a number priority and classification designator from DOS. Persons of higher priority may elect evacuation in a lower priority to avoid separating families. If it is necessary to medical evacuation a member of a family, the entire family will accompany the patient as nonmedical attendants.

Safe Haven and Repatriation Operations

Temporary Safe Haven Site

A safe haven is a designated area(s) to which noncombatant evacuees under the USG's responsibility may also be evacuated during an emergency. If a temporary safe haven is required, DOS coordinates with the government in the country where it will be located.

Repatriation Operations

Repatriation is the procedure whereby US citizens and their families are officially processed back into the US following evacuation from overseas. Evacuees are also provided various services to ensure their well-being and onward movement to their final destination.

Organization and Functional Considerations

The temporary safe haven force, organized similarly to the ECC's processing section, operates under the control of the JFC in coordination with the appropriate DOS representative. The command group coordinates the overall operation and should consist of the commander, executive officer, staff noncommissioned officer in charge, communications officer, family center staff, chaplain, liaison officers, and interpreters. The transportation section is responsible for assisting in the onward movement of evacuees to their final destination. The medical section provides support to the temporary safe haven force. Additionally, this section may need to conduct evacuee medical screening if it was not performed at the ECC. The comfort team provides logistic support for the operation. It is responsible for supplies, billeting, sanitation facilities, food, and local transportation.

CONCLUSION

This publication provides doctrine to plan and conduct joint noncombatant evacuation and repatriation operations.

CHAPTER I
OVERVIEW

"In conjunction with the Secretary of State, DOD [Department of Defense] will prepare and implement plans for the protection, evacuation, and repatriation of DOD noncombatants in threatened areas abroad; integrate such plans into DOS's [Department of State's] plans for evacuating non-DOD noncombatants from foreign countries; and assist the Secretary of State in carrying out those responsibilities where militarily feasible and when formally requested by the Secretary of State."

Department of Defense Directive 3025.14, *Evacuation of US Citizens and Designated Aliens from Threatened Areas Abroad.*

1. Introduction

a. **Noncombatant evacuation operations (NEOs)** are conducted by the Department of Defense (DOD) to assist in evacuating US citizens and nationals, DOD civilian personnel, and designated persons (host nation [HN] and third country nationals [TCNs]) whose lives are in danger from locations in a foreign nation to an appropriate safe haven, when directed by the Department of State (DOS). As used by DOS, a NEO is an ordered departure for personnel under chief of mission (COM) authority and assisted evacuation for other US citizens and designated personnel from a threatened area abroad that is carried out with the assistance of DOD (as opposed to ordered departures that do not require DOD assistance, but are carried out using commercial or chartered transportation). DOS may declare a NEO based on the nature of the threat or the lack of availability of alternative forms of transportation. Diplomatic or other considerations may make the use of the term NEO inadvisable and require the use of other terms for the operation instead. The United States Government (USG) will consider evacuating TCNs and host country nationals on a case-by-case, space available, and reimbursable basis. Although normally considered in connection with hostile action, evacuation may also be conducted in anticipation of, or in response to, any natural or man-made disaster. Due to the nature of NEOs, which may require a broad USG approach, interagency coordination should be established early in the planning process, preferably before the crisis begins, between DOS, DOD, and any other appropriate USG departments and agencies, to help achieve success.

b. **US Policy**

(1) Pursuant to Executive Order 12656, *Assignment of Emergency Preparedness Responsibilities,* (as amended) and other related executive orders, DOD, in support of DOS, is responsible for the protection or evacuation of US citizens and nationals abroad and for safeguarding their overseas property, in consultation with the Secretary of Defense (SecDef) and the Secretary of Health and Human Services. As the President's personal representative to the HN, the COM (other titles referring to the senior DOS diplomatic agent could include US ambassador [if one is assigned] or principal officer) is the lead federal official for the protection and evacuation of all US

civilians designated as noncombatant evacuees, including DOD dependents. Military commanders will ensure that DOD actions relating to the evacuation of DOD dependents, nonessential and essential DOD civilian employees, and their families, are consistent with the direction of the COM. The authority of COM to order evacuation does not extend to personnel of the Services that are not under the COM's authority, except as agreed upon between DOS and DOD.

(2) US policy is contained in a memorandum of agreement (MOA) between DOD and DOS, titled *Memorandum of Agreement between the Departments of State and Defense on the Protection and Evacuation of US Citizens and Nationals and Designated Other Persons from Threatened Areas Overseas.* The MOA addresses the roles and responsibilities of each department in implementing evacuations. While DOS is responsible for the protection and evacuation of all US citizens abroad and exercises overall responsibility for evacuating US citizens under the MOA, DOS can request DOD assistance. Once the decision has been made to use military personnel and equipment to assist in the implementation of emergency evacuation plans, DOD exercises overall responsibility for conducting the evacuation, in consultation with the COM in the affected country. During an evacuation, the MOA calls for high-level coordination between DOS and DOD through a liaison group that is responsible for evacuation planning and implementation. This coordination is facilitated by face-to-face coordination between the COM and the commander responsible for executing the NEO. In the event of an emergency abroad affecting the safety of US citizens, DOD will support the Secretary of State's (SECSTATE's) overall formal responsibilities, which are shown in Figure I-1.

c. **Characteristics.** NEOs have humanitarian, military, economic, diplomatic, and political implications. NEOs may vary greatly depending on the situation, threat, and

Secretary of State's Formal Responsibilities on Protection and Evacuation of United States Citizens and Other Designated Personnel

- Protect US citizens and nationals and designated other persons, to include, when necessary and feasible, their evacuation to and welfare in relatively safe areas.
- Reduce to a minimum the number of US citizens and nationals and designated other persons subject to the risk of death and/or seizure as hostages.
- Reduce to a minimum the number of US citizens and nationals and designated other persons in probable or actual combat areas so that combat effectiveness of US and allied forces is not impaired.

Figure I-1. Secretary of State's Formal Responsibilities on Protection and Evacuation of United States Citizens and Other Designated Personnel

capabilities available. In many instances, NEOs may involve a swift insertion of a force, temporary occupation of an objective, and a planned withdrawal upon completion of the mission.

2. Terminology

a. As the President's personal representative to the HN, the COM is the lead diplomatic official of the highest rank. Variations of the title COM, or other titles referring to the senior DOS diplomatic agent (e.g., US ambassador, if assigned; chargé d'affaires; consul general; or principal officer at a particular diplomatic post) could be interchanged throughout this publication and not change its relevancy. A US ambassador, if assigned, will always be the COM. When a US ambassador is not assigned, the highest ranking DOS agent in the post will, therefore, be the COM.

b. The doctrinal term "NEO" is used throughout this publication. DOS and DOD may refer to the NEO in other terms because of diplomatic or other considerations.

c. When planning a multinational NEO, some differences in terminology among partner nations may become evident. Instead of COM, for example, multinational NEOs may use head of mission (HOM) for the national diplomatic agent of the highest rank in the affected territory. Planners should review the "Lexicon" section in Allied Joint Publication (AJP)-3.4.2, *Allied Joint Doctrine for Non-Combatant Evacuation Operations.*

3. Special Nature of Evacuation Operations

a. The command and control (C2) structure and the political and diplomatic factors involved in timing the execution of the military support of NEOs make them different from other military operations. During NEOs, the COM, and not the geographic combatant commander (GCC) or the subordinate joint force commander (JFC), is the senior USG authority for the evacuation and, as such, is ultimately responsible for the successful completion of the NEO and the safety of the evacuees. The decision to evacuate a US embassy is diplomatic and/or political and threat driven and is, therefore, retained by the COM. The order to evacuate may not be given at the most opportune time, but may be delayed until the last possible moment to avoid actions that may be viewed as a tacit admission of diplomatic and/or political failure or lack of USG confidence in the HN government.

b. The GCC may assign a joint task force (JTF) commander or task a Service component commander to conduct the NEO.

c. Rules of engagement (ROE) may be such that commanders should be prepared to protect personnel (military and evacuees) from a variety of threats without the authority to conduct offensive military operations or preempt hostile actions by proactive military measures. ROE should provide maximum flexibility so as not to unduly restrain the use of force. The JFC is provided tailored ROE from the GCC to ensure the successful accomplishment of the mission. ROE must ensure that the military commander has the authority to protect civilians while demonstrating restraint and, when appropriate, using

force proportional to the threat. The JFC should establish ROE well ahead of any NEO in order to work through the process of obtaining supplemental measures to the standing ROE. The JFC never abrogates the right of self-defense.

(1) Dissemination and use of clearly defined ROE are critical. Although the objectives (diplomatic and military) are not to destroy enemy forces and armed conflict should be avoided whenever possible, an appropriate and proportional use of force may become necessary. ROE must be as precise as practical while never denying the use of appropriate self-defense measures.

(2) The JFC will discuss the ROE with the COM as early and as frequently as required. Modifications to the ROE will be made and approved by the appropriate authorities via the supported GCC.

See Appendix A, "Rules of Engagement," for additional guidance concerning ROE.

4. Operational Environments

NEOs can occur in hostile, uncertain, or permissive operational environments. Evacuation operations are typically characterized by uncertainty and may be directed without warning because of sudden changes in a country's government, resulting in a shift in diplomatic or military relationships with the US. A sudden hostile threat to US citizens from a force within or external to an HN, or a devastating natural or man-made disaster may lead to a NEO. An understanding of the operational environment and its political, military, economic, social, information, and infrastructure (PMESII) considerations is necessary to successfully complete the evacuation. Alternative mission plans should be developed for permissive, uncertain, and hostile environments. Non-DOD mission partners should be included, where appropriate, in developing these alternate plans. Additionally, the impact of introducing US forces into an already unstable environment could be further destabilizing. As a result, a primary planning limitation may be direction from DOS to maintain a small footprint, thus limiting the level of forces or activity to the minimum required. Planning should consider challenging operational environments, including potential chemical, biological, radiological, and nuclear (CBRN) hazards and forcible entry requirements.

5. Military Planning and Forces

a. In Department of Defense Directive (DODD) 3025.14, *Evacuation of US Citizens and Designated Aliens from Threatened Areas Abroad,* DOD is tasked with preparing and implementing plans for the protection, evacuation, and repatriation of DOD noncombatant evacuees. Actual evacuation assistance can be provided only upon the request of the SECSTATE to either SecDef or the President. Once requested, approved, and directed, the GCC will direct assigned and/or attached forces to conduct evacuation operations in support of DOS and the COM. GCCs are responsible to prepare, maintain, exercise, and execute plans for protection and evacuation from threatened areas abroad. It is imperative that the COM's evacuation plan and the GCC's plan for the NEO be

mutually supportive, coordinated, synchronized, and fully integrated to meet operational requirements and achieve unified action.

b. **Military Response.** Normally, the JFC or a Service component commander will receive authorization from the supported GCC before using any forces and facilities in a foreign country for protection and evacuation. However, if a JFC or Service component commander receives a request from the COM or responsible US diplomatic representative to provide assistance, and the delay in obtaining authorization from the GCC or SecDef would jeopardize the safety of US citizens, the JFC or Service component commander should respond to the extent deemed necessary, appropriate, and militarily feasible and notify the supported and supporting combatant commanders (CCDRs) of actions taken.

c. **Force Options and Considerations**

(1) **Force options** to conduct a NEO may **depend on the operational environment** in which the NEO will be conducted. Many of the GCC's components are capable of conducting a NEO in a permissive environment. However, a NEO in an uncertain or hostile environment may require formation and deployment of a JTF. An exception to this is the forward-deployed amphibious ready group (ARG)/Marine expeditionary unit (MEU), which is trained and certified to conduct NEOs. Additional information and planning considerations on employing amphibious forces in NEOs are found in Joint Publication (JP) 3-02, *Amphibious Operations*. A sea base may also be



Noncombatant evacuees enter the well deck of an amphibious warfare ship.

established to support a NEO. The sea base can include the ARG/MEU, or consist of other forces, both US and multinational, as needed to accomplish the mission. For a large-scale NEO, forces from other components and supporting CCDRs will normally be required.

(2) **The HN's support capabilities may play a major role** in determining courses of action (COAs) for the conduct of NEOs. The supported GCC should consider a flexible force option that provides both early response to a developing situation and a capability to quickly expand should the operational environment become hostile. **Evacuation forces entering foreign territory should be kept to the minimum number required** for self-defense, the extraction and protection of evacuees, and the accomplishment of the normal functions associated with noncombatant evacuations. The GCC may initiate a sea base to minimize the footprint ashore or to provide the capability to conduct operations in international waters, which do not require diplomatic clearance from the HN or other countries.

For additional information on operations from a sea base, refer to Navy Warfare Publication 3-62M/Marine Corps Warfighting Publication 3-31.7, Seabasing.

(3) **Command of the JTF.** Military forces employed in a NEO may be composed of units from more than one Service. Once ordered to support a NEO and following the supported GCC's decision to employ a JTF, **a JFC will be designated to exercise overall C2 of military operations.**

For additional guidance on joint task force headquarters (JTF HQ) functions, refer to JP 3-33, Joint Task Force Headquarters.

(4) **Force Sequencing.** Force sequencing is the phased introduction of forces into and out of the operational area. **Force sequencing provides the JFC with the option to provide a flexible and rapid response to a NEO** through employment of forward-deployed forces, which may form the nucleus for a larger tailored force to be deployed from an intermediate staging base (ISB). Effective force sequencing requires detailed knowledge of available Service, joint, and multinational military capabilities. Force sequencing is frequently discussed in terms of the time-phased force and deployment data, which contains time-phased force data, movement data, and non-unit related cargo and personnel data for the operation plan (OPLAN) or in some cases the concept plan.

d. **Multinational Forces (MNFs).** In planning for a NEO, the COM, GCC, and JFC may consider the possibility of operating with MNFs. When the NEO is to evacuate US citizens and nationals, and designated other persons abroad, SECSTATE may recommend to the President to approve the use of an MNF. Approval for US participation in, or use of, an MNF NEO will come only from the President. Under an emergency situation involving the safety of human life or the protection of property, offers of voluntary service from other countries may be accepted by the COM prior to approval. Allies and partner nations often perform NEOs for each other, and possibly without notice, as the United Kingdom did for the US in Sierra Leone in 1999-2000.

(1) Many situations that would cause the US to initiate a NEO would likely cause other countries to react similarly. **It may be diplomatically or politically or militarily expedient to employ an MNF in conducting the operation.** These may be either HN forces cooperating in the evacuation or third nation forces whose citizens are also threatened.

(2) The use of an MNF in a potential NEO should be a planning consideration, preferably before the crisis develops. The JFC's staff should inform the JFC of any non-DOD mission partner capabilities and COAs that can assist in achieving mission success. Detailed multinational planning, training, and exercising are important factors in ensuring a successful operation. If not previously coordinated, obtaining unity of effort within an MNF may cause serious challenges in a NEO.

(3) Other nations' forces need not be integrated with US forces unless diplomatic considerations recommend such action or in the event that the other nations' forces have trained and operated with US forces. Although the US may elect not to operate with MNFs directly, coordination with other countries involved in NEOs is essential. The JFC should consider an exchange of liaison officers (LNOs) with all other countries conducting NEOs in the same geographic area to facilitate coordination. Consequently, GCCs should conduct pre-NEO coordination with partner nations. Routine pre-NEO coordination of potential mission planning activities with partner nations may help to form more habitual and productive relationships. This may facilitate coordination when the NEO occurs in time-sensitive or complex situations.

For additional information on MNFs, refer to AJP-3.4.2, Allied Joint Doctrine for Non-Combatant Evacuation Operations.

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CHAPTER II
ROLES, COORDINATION, AND INTERACTION

"I believe that the challenges confronting our Nation cannot be dealt with by military means alone. They instead require whole of government approaches…"

Robert M. Gates, Secretary of Defense
(December 2006-July 2011)
Senate Testimony, 30 April 2009

1. Introduction

This chapter discusses the roles and responsibilities of principal persons and organizations, whether governmental, civil, intergovernmental, or military, with whom the JFC may interact while planning or executing a NEO. Additionally, specific roles and responsibilities that these organizations may have for repatriation operations are found later in this chapter and Chapter III, "Command and Control."

For further information on roles and responsibilities of other USG departments and agencies, nongovernmental organizations (NGOs), and intergovernmental organizations (IGOs), refer to JP 3-08, Interorganizational Coordination During Joint Operations.

2. Department of State

a. DOD and DOS personnel at all levels need to cooperate to successfully execute the NEO. This is most important at the COM and JFC level and includes their staffs and all other personnel. While the protection of US citizens being evacuated remains paramount, NEOs will probably be conducted in an environment where diplomatic and/or political concerns and constraints are key considerations. In most cases, the US may not be actively engaged militarily against the forces posing a threat to the noncombatant evacuees. Military action may therefore be limited by the situation. Political and diplomatic constraints may also be imposed on the introduction of military personnel into a country prior to an evacuation operation, thus hampering planning and preparation. The JFC will fully support the COM's plans and cooperate with DOS and embassy personnel without compromising mission requirements. DOS and embassy personnel will keep the JFC fully apprised of on-scene conditions, including political or diplomatic developments that may impact international agreements, rights, privileges, and immunities (if any) within the HN, the ISB, and the safe haven.

b. **Washington Liaison Group (WLG).** The WLG consists of members of DOS, DOD, and other relevant USG departments and agencies, chaired by a representative of DOS. The WLG **coordinates and implements plans for the protection and evacuation in emergencies of persons abroad for whom SECSTATE or SecDef are responsible.** The representatives on the WLG are the points of contact (POCs) for their departments on all matters pertaining to emergency evacuation planning, implementation of plans, and coordination of repatriation activities with the Department of Health and Human Services (DHHS). The WLG may invite representatives of other USG

departments and agencies (e.g., Department of Homeland Security [DHS], US Coast Guard, Federal Bureau of Investigation, Central Intelligence Agency, United States Agency for International Development [USAID]) to participate in its meetings or attend as observers. The WLG:

(1) Recommends the establishment of a liaison group as is advisable, along with its terms of reference, to SECSTATE.

(2) Provides advice on evacuation planning and protection of US citizens and nationals and designated other persons to, US diplomatic and consular posts and military commands in country.

(3) Monitors the activities of an established liaison group and provides direction as required through appropriate channels.

(4) Periodically reviews protection and evacuation capabilities relative to the number of US citizens and nationals and designated other persons throughout the world for whose protection in an emergency the USG is responsible.

(5) Coordinates operations of DOD and DOS incident to the evacuation and/or in-place protection of US citizens and nationals and designated other persons abroad. Upon activation of the SecDef Crisis Coordination Center and/or the Joint Chiefs of Staff crisis response elements within the National Military Command Center during an emergency or actual evacuation, the WLG discharges their responsibilities for coordination of the operations of DOD and DOS through these elements together with the respective task force or working group within the DOS Operations Center.

c. **Liaison Groups.** SECSTATE and SecDef may establish a liaison group collocated with combatant commands (CCMDs) as necessary to coordinate and synchronize emergency and evacuation planning by their departments in the field. If established, the liaison group is chaired by a DOS representative, who receives instructions from SECSTATE. Membership includes representatives of the appropriate CCDR and any subordinate component commands as desired. Military members of each liaison group receive their instructions from SecDef through the appropriate GCC. The liaison group may invite representatives of other USG departments and agencies to participate in its meetings when appropriate and useful. Each liaison group should perform the following functions:

(1) Provides support to officials at diplomatic and consular posts and military commands within its area of responsibility (AOR) by:

(a) Providing liaison between the WLG and the posts.

(b) Ensuring that coordination exists between the various posts and between the posts and appropriate military commands.

(c) Assisting posts and appropriate military commands in planning for the evacuation and/or in-place protection of US citizens and nationals and designated other persons in an emergency.

(d) Reviewing the emergency evacuation plans prepared by posts and forwarding them to DOS for approval and distribution to ensure that the information contained therein is adequate to meet the requirements of DOS and DOD; post plans and US and allied military OPLANs do not conflict; and the plans of all posts in the area are coordinated when necessary.

(2) Refers unresolved issues to the WLG.

d. **Emergency Action Committee (EAC).** The EAC, established by the COM at a foreign service post, directs and coordinates the post's response to contingencies. It also drafts the post's emergency action plan (EAP). The EAC is the focal point for DOS and DOD evacuation site interface. The EAC briefs, coordinates, and plans for the evacuation or protection of US noncombatant evacuees and designated personnel, whether by regular commercial, chartered, or US military transportation. The EAC is normally composed of representatives of each USG and foreign affairs agency present at the post or under the authority of the COM, and would most likely include the senior defense official (SDO)/defense attaché (DATT) and/or the chief of the military mission.

3. United States Embassy Representatives

Joint forces should have an understanding of the embassy representatives and staff. Planners should consider that prior to executing a NEO there may be reduced manning in the embassy staff. Simultaneously, the crisis driving the NEO may have dramatically increased the workload on an already reduced staff. This may challenge the embassy's ability to coordinate with a JFC's planning element. Planners may need to heavily rely on DOS liaisons for key DOS considerations. However, these liaisons may not have real-time information or on-scene perspective. Joint forces involved in NEOs should familiarize themselves with the duties of the following positions normally found at US embassies and/or missions.

a. **COM.** The COM is the personal representative of the President to the government of the foreign country or to the IGO to which he or she is accredited and, as such, recommends and implements national policy regarding the foreign country or IGO and oversees the activities of USG employees in the mission. If assigned, the US ambassador will always be the COM. The President, with the advice and consent of the Senate, appoints the US ambassador. If a US ambassador is not assigned, the COM is the most senior DOS agent at the post. The COM has extraordinary decision-making authority as the senior USG official on the ground during crises.

b. **Deputy Chief of Mission (DCM).** The DCM is selected from the ranks of career foreign service officers through a rigorous selection process to be the principal deputy to the COM.

c. **Consular Officer.** Consular officers are responsible for providing consular protection and services to US citizens abroad. The consular section provides a complete range of services to US citizens in the HN, to include replacement and emergency US passports; notary services; welfare and whereabouts checks on missing, injured, or detained persons; citizenship adjudication overseas; and consular reports of US citizen deaths abroad. The consular section also adjudicates visas for all non-US citizens who wish to visit or live in the US. In a NEO the consular section plays a significant role in evacuee processing, and is normally the primary embassy section for any NEO. The **consular officer provides the requisite number of personnel needed to screen documents of all potential evacuees during a NEO and provides instructions to any evacuation control center (ECC) personnel needed to staff processing stations.** In countries where thousands or tens of thousands have to be evacuated in a short period, the US embassy will not have adequate in-house consular capabilities. The US embassy may have to request support from DOS to obtain additional consular personnel to assist in processing in addition to task organizing embassy personnel to fulfill requirements. The consular officer also has the statutory responsibility to enforce the "no double standard" policy, which requires that the same or similar security threat information, shared with the official US community, should also be made available to private US citizens and nationals, to the extent that the underlying threat also applies to them.

d. **US Defense Attaché Office (DAO).** The US DAO is an office of Service attachés managed by the Defense Intelligence Agency (DIA). DODD 5205.75, *DOD Operations at US Embassies,* designates the SDO/DATT as the principal DOD official in US embassies, who serves as the diplomatically accredited DATT and the chief of the security cooperation organization, if established. The SDO/DATT heads the DAO in country and is a member of the country team. The SDO/DATT is, therefore, the COM's principal military advisor on defense and national security issues, the senior diplomatically accredited DOD military officer assigned to a US diplomatic mission, and the single POC for all DOD matters involving the embassy or DOD elements assigned to or working from the embassy. The DATT is normally the senior Service attaché assigned to the mission. The SDO/DATT is the in-country focal point to plan, coordinate, and execute unified action activities in support of USG officials for in-country US defense issues and activities that are not under the purview of the parent DOD components. The attachés serve as liaisons with their HN counterparts and are valuable sources of information for the COM and GCC on the military affairs of the HN. The DATT may be associated with more than one country. The SDO/DATT is also the in-country representative of SecDef, the Chairman of the Joint Chiefs of Staff (CJCS), and the GCC and is responsible (under the direction of the COM) to coordinate administrative and security matters for all DOD elements assigned to the country, except those under the control of a GCC. The attachés assist in the foreign internal defense program by exchanging information with the GCC's staff on HN military, political, humanitarian, religious, social, and economic conditions and interagency coordination.

e. **Security Assistance Officer (SAO).** The SAO maintains liaison with the HN military forces and is authorized by law to perform certain military functions with the HN military. The advance party forward command element (FCE) should coordinate with the SAO. JFCs should be cognizant that not all embassies have an SAO; rather, some may

have a DAO or no military personnel at all. In many countries, security assistance functions are performed within the DAO. The SAO—which may comprise a military assistance advisory group, another military activity, or a SAO—operates under the direction of the COM, but reports administratively to the GCC, and is funded by the Defense Security Cooperation Agency. The SAO assists HN security forces by planning and administering military aspects of the security assistance program. The SAO also helps the country team communicate HN assistance needs to policy and budget officials within the USG. In addition, the SAO provides oversight of training and assistance teams temporarily assigned to the HN.

f. **Chief of Station (COS).** As the senior intelligence advisor to the COM, the COS is an excellent source of information on the country and the current situation. As senior intelligence advisor, the COS should provide an updated threat description for the proposed NEO.

g. **Management Officer.** The management officer is a Foreign Service officer, responsible for the logistical and administrative activities at the embassy. The management officer is the head of the management section and reports to the DCM. Although some agencies at the embassy may maintain their own independent administrative sections, there is close coordination between these staffs and the management officer. At a small post with no security officer assigned, the management officer assumes the functions of the security officer and exercises operational supervisory control of the Marine security guard (MSG) detachment. Because of frequent dealings with HN business people, the management officer is an excellent source of information on local indigenous personnel. The management officer normally oversees several sections. The general services section is responsible for all leased housing, embassy logistics, and motor pool. The facilities maintenance section is responsible for maintenance of all government-owned properties, some leased properties, and the chancery building. The information management section runs the post communications center, processes and tracks all classified pouch material, and oversees the computer system at the embassy. The information management officer is the POC concerning the communication capabilities available at the post. The finance management section handles the monetary aspects of embassy business, including embassy payroll, cash collection, and the budget. Lastly, the human resources section is responsible for embassy employee human resource management.

h. **Political Officer and/or Economic Officer.** Normally, these are Foreign Service officers, who report on political and economic developments, negotiate with the host government, and represent the views and policies of the USG to their contacts and the public. The political and economic sections maintain regular contact with host government officials, labor leaders, the business community (including banks, utilities, and other similar businesses), and other influential citizens of the host country. Additionally, they maintain relationships with other diplomats and their embassies. The political officer is a major contributor to the overall intelligence picture.

i. **Regional Medical Officer.** The regional medical officer is qualified for general practice and is trained to set up triage, trauma, and mass casualty operations. The

regional medical officer may also advise the JFC on indigenous diseases and proper preventative procedures for forces executing the NEO.

j. **Regional Security Officer (RSO).** The RSO is a special agent with the Diplomatic Security Service (the security and law enforcement arm of DOS) responsible for the security functions of all US embassies and consulates in a given country or a group of adjacent countries. The RSO is the COM's primary advisor on all security-related matters. The RSO is also the principal liaison with HN law enforcement and security services, to include responsibility for the personnel recovery (PR) program at the post. More often than not, each RSO will have local nationals on their staffs for the purpose of providing investigation and translation services. The RSO exercises operational supervisory control of the MSG detachment and is responsible for the proper utilization, support, and safety of the MSGs. The RSO oversees the personnel of the mobile security division (MSD). The MSD consists of DOS employees of the Diplomatic Security Service who respond to crises in foreign countries. The MSD is trained to respond to increased threats or critical security needs at an embassy, provide additional security, and provide immediate response to a security-related incident.

k. **Public Affairs Officer (PAO).** The PAO, who can also fulfill a Foreign Service officer role, is the COM's advisor concerning public affairs (PA) and overseer of US cultural center operations. The PAO will be responsible for all press releases and press inquiries for information directed to the embassy. The PAO usually speaks at press conferences when the COM is unable to attend. The PAO (or his/her designate) is typically the official USG spokesperson for the embassy. During a NEO, the PAO may be able to support military PA personnel by providing guidance on HN sensitivities, sharing key US embassy messaging, helping to synchronize messaging between the embassy, DOD, and DOS, and by helping to coordinate the release of any information on the NEO to the public. The COM or the designated representative approves all PA announcements.

l. **Country Team.** The interdepartmental country team consists of key members of the US diplomatic mission or embassy that work directly with the HN government. Its purpose is to unify the coordination and implementation of US national policy within each foreign country under direction of the COM. The country team meets regularly to advise the COM on matters of interest to the US and reviews current developments in the country.

(1) The country team members usually include those shown in Figure II-1.

(2) The country team identifies potential sources of conflict and threats to US interests and addresses problems by introducing programs designed to assist the economy, enhance medical care, and improve the infrastructure of the country.

m. **United States Marine Corps Security Guard Detachment.** An MSG detachment will have a minimum of six Marines, with the maximum number assigned dictated by need. The Marine detachment commander is normally a member of the EAC and is responsible to the RSO for internal security and protection of classified material



Figure II-1. Members of the Country Team

and US personnel assigned to the embassy. Administrative control of detachment Marines is through the Marine Corps Embassy Security Group (MCESG) region commanding officer. This detachment is part of the embassy security force and will not be subsumed under JFC control. The Marine detachment commander executes such instructions and orders, either written or oral, as the COM or the RSO issues within the parameters and assigned duties of the current MOA between DOS and the United States Marine Corps. The Marine detachment commander reports directly to the RSO in the absence of the COM, on operational matters and on any matter adversely affecting the detachment or the security of the mission.

n. **DOD Force Protection Detachments (FPDs).** The primary mission of DOD FPDs is to detect and warn of threats to DOD personnel (military, civilian, and dependents) and resources in-transit at overseas locations without a permanent DOD counterintelligence (CI) presence. FPDs serve as force protection multipliers for the US embassy country team in support of the DOD presence in those overseas locations.

o. **Mission Disaster Response Officer (MDRO).** The MDRO, appointed by the COM, is the focal point for the post's disaster-related information, planning, and activities. The MDRO may be a member of the EAC and prepares and maintains annex J (Assistance to Host Country in a Major Accident or Disaster) of the EAP. The MDRO is familiar with HN disaster authorities and capabilities and other potential humanitarian assistance partners. The MDRO continually liaises with USAID's Office of Foreign Disaster Assistance to facilitate the free flow of information related to evolving disaster situations that may result in a NEO.

4. Other United States Government Departments and Agencies

The JFC may need to coordinate with agencies outside DOS. Other USG departments and agencies that may have important responsibilities during NEOs include the following:

a. **US Agency for International Development.** USAID is an independent US agency that receives overall foreign policy guidance from the SECSTATE. USAID works in tandem with DOS to support US foreign policy, and it is the principal US agency charged with coordinating the USG response to declared foreign disasters worldwide.

For additional information on USAID, see JP 3-29, Foreign Humanitarian Assistance.

b. **DHHS.** By law (Title 42, US Code, Section 1313) and Executive Order 12656, *Assignment of Emergency Preparedness Responsibilities*, DHHS is the lead federal agency for the reception of all evacuees in the US. DHHS personnel meet and assist evacuees at the US port of entry. Their plans rely on state and local governments to carry out the operational responsibilities of repatriation. In wartime, the *DHHS Repatriation Plan* will be implemented as governed by Executive Order 12656. In nonemergency conditions, the embassy and DOS will coordinate DHHS assistance rendered to evacuees.

c. **Department of Justice.** The Department of Justice maintains a world-wide database of biometric data that could be used to positively identify and support security screening of individuals seeking evacuation, if necessary.

d. **United States Citizenship and Immigration Services (USCIS).** The USCIS is part of the DHS. If the US is designated as the safe haven, the USCIS may meet evacuees at the port of entry. USCIS representatives in country can assist in the positive identification of any foreign nationals to be evacuated through the use of Department of Justice of DOD biometric devices. Responsibilities of the USCIS include the following:

(1) Facilitate the entry of legally admissible persons as visitors or as immigrants to the US.

(2) Adjudicate immigrant visa petitions.

(3) Adjudicate naturalization petitions.

(4) Adjudicate asylum and refugee applications.

5. Secretary of Defense, Combatant Commanders, and United States Military Commanders

a. **SecDef.** SecDef advises and assists SECSTATE and the heads of other USG departments and agencies, as appropriate, in planning for the protection, evacuation, and repatriation of US citizens in overseas areas. SecDef has primary responsibility for the protection and evacuation of all US civilians, noncombatants, and designated other persons at the US Naval Base, Guantanamo Bay, Cuba.

b. **CJCS.** When authorized by SecDef, CJCS coordinates the deployment and employment of US forces in support of a NEO and monitors US force participation in the protection and evacuation of noncombatant evacuees. CJCS also recommends transportation movement priorities to SecDef and the use of United States Transportation

Command (USTRANSCOM) to provide the appropriate transportation resources in support of DOS requests. In addition, the CJCS coordinates with the Secretaries of the Military Departments and CCDRs on evacuee personnel accounting actions.

c. **Secretary of the Army (SECARMY).** SECARMY provides augmentation support to the joint reception coordination center (JRCC), when requested, and monitors all Department of the Army noncombatant evacuees when evacuated to a safe haven.

d. **Secretary of the Navy (SECNAV).** SECNAV provides augmentation support to the JRCC, when requested, including appropriate Marine Corps and, if transferred to Navy operational control (OPCON), Coast Guard resources. Further, SECNAV monitors all Department of the Navy noncombatant evacuees when evacuated to a safe haven.

e. **Secretary of the Air Force (SECAF).** SECAF, in accordance with (IAW) the mission and priorities assigned by USTRANSCOM, provides air transportation as well as aeromedical evacuation (AE) to support medical NEO requirements. Also, SECAF provides augmentation support to the JRCC, when requested, and monitors all Department of the Air Force noncombatant evacuees when evacuated to a safe haven.

f. **GCC's Responsibility.** IAW DOD policy, GCCs must prepare, maintain, exercise, and execute plans for the protection and evacuation of US civilians and noncombatant evacuees abroad for whom DOD is responsible. Plans will include the evacuation of military personnel not included in consular and/or embassy plans. Plans will also include identification of emergency-essential civilians operating in support of combat units who will not be evacuated. When conditions of potential hazard warrant, the GCC recommends evacuation of DOD civilians and noncombatant evacuees to the CJCS, and the GCC may direct that DOD personnel under his/her control be evacuated from a foreign nation to an appropriate safe haven when authorized by SecDef in coordination with SECSTATE.

g. **Special Responsibilities of the Commander, United States Northern Command (CDRUSNORTHCOM), and Commander, United States Pacific Command (CDRUSPACOM).** CDRUSNORTHCOM is responsible for receiving evacuees in the continental US, Alaska, and the US territories within the Caribbean during repatriation. CDRUSPACOM is responsible for receiving evacuees in Hawaii and US territories within the Pacific during repatriation. Each CCMD conducting repatriation establishes and operates a JRCC and manages all of the DOD noncombatant evacuees' needs within their respective AORs as specified in their geographic CCMD noncombatant evacuee repatriation plans. The JRCC maintains oversight of the entire DOD repatriation operation and keeps DOD and other USG departments and agencies informed about repatriation matters.

h. **Special Responsibilities of the Commander, US Special Operations Command.** As a member of the WLG, the special operations forces (SOF) representative coordinates with DOS, the GCCs, and the Services to ensure the adequacy and timeliness of special operations planning and coordination in support of NEOs.

i. **Commander, USTRANSCOM.** USTRANSCOM, through its Service component commands, can either access organic lift or leverage its ability to obtain commercial lift by using existing services contracts, as appropriate. Additionally, USTRANSCOM will have visibility over unused legs of contracted missions which can be obtained quickly and converted to round trip at minimal cost, thereby flowing evacuation missions with other scheduled commercial missions. At a minimum, the strategic lift requirements for evacuation of civilians and noncombatant evacuees will be coordinated with USTRANSCOM.

j. **Commandant, US Coast Guard.** The US Coast Guard may be tasked to support a NEO. Their vessels and aircraft are options in cases where overt DOD presence may exacerbate a potentially hostile situation.

k. **Marine Corps Security Force Regiment (MCSFR).** The MCSFR has three fleet antiterrorism security team (FAST) companies totaling 18 platoons of one officer and 45 enlisted Marines and one Navy corpsman each. These FAST platoons can provide a rapidly deployable augmentation of the embassy security. The FAST platoons also provide the CCDR and COM with a low-visibility reinforcement capability. MCSFR and its assets are under OPCON of the respective fleet commander, if currently deployed. If not deployed, all MCSFR assets fall under Marine Forces Command.

l. **MCESG.** The Commanding Officer of MCESG reports to the Deputy Commandant, Plans, Policies, and Operations, Headquarters, US Marine Corps, exercising command, less operational supervision, of Marines assigned to MSG detachments. MCESG region commands report to the Commanding Officer of MCESG. The MSG commander exercises command, less operational supervision, of Marines assigned to the MSG detachments in their respective regions. The MCESG region headquarters (HQ) ensures the continued training, operational readiness, personnel administration, logistical support, as well as the morale, welfare, and discipline of Marines assigned for duty to MSG detachments in order to support the DOS in the protection of mission personnel and prevent the compromise of national security information and equipment at designated diplomatic and consular facilities.

m. **Defense Manpower Data Center (DMDC).** The DMDC is a component of the DOD field activity, Department of Defense Human Resources Activity. DMDC has two responsibilities associated with a NEO conducted by DOD: the centralized procurement and distribution of noncombatant evacuation operation tracking system (NTS) to a geographic CCMD; and the maintenance of the DMDC NTS Web site (https://www.dmdc.osd.mil/nts) during the conduct of a NEO.

n. **Comptroller of the DOD.** The DOD Comptroller establishes financial arrangements with DOS and issues instructions to the DOD components for obtaining reimbursement for the costs of protecting and evacuating personnel for whom DOD is not responsible. When DOS incurs expenses for personnel for whom DOD is responsible, the DOD Comptroller completes arrangements for the reimbursement of costs.

o. **National Geospatial-Intelligence Agency (NGA).** NGA is a combat support agency as well as a national intelligence organization and can provide timely, relevant and accurate geospatial intelligence (GEOINT) in support of NEOs. As the functional manager for GEOINT, the Director of NGA leads the National System for Geospatial Intelligence to collect, process, exploit, analyze and disseminate GEOINT to a wide range of consumers involved in NEOs. National Geospatial-Intelligence Agency support teams (NSTs) provide a strong forward presence and are very successful in supporting GEOINT operations at National System for Geospatial partner sites. Each NST provides on-site GEOINT products, services, and direct representational authority to the mission partner along a continuum of support. The NST chief or senior NGA representative is designated by the NGA Director as the senior representative to the mission partner's commander or director and is the primary POC for all GEOINT support provided by NGA at the CCMD.

p. **DIA.** DIA provides military intelligence in support of US military planning and operations. DIA's core mission capabilities are to collect, process, exploit, and analyze foreign military and defense-related information, and then produce and disseminate timely and relevant all-source analysis. DIA is uniquely situated to provide support during a NEO.

q. **Defense Contract Management Agency.** In support of NEOs, the Defense Contract Management Agency may be able to help provide advice and information to construct effective solicitations, identify potential risks, and select the most capable contractors, which may be needed.

For information on NGA capabilities, see JP 2-03, Geospatial Intelligence in Joint Operations*.*

6. Host Nation

a. **Diplomatic and Legal Considerations.** Coordination and interaction with the HN and en route HN governments may be required to determine, among other things, legal authority to conduct a NEO, overflight rights, staging base access, safe haven availability, the duties and obligations of neutral states, ROE constraints due to HN laws, status of international agreements (e.g., status-of-forces agreements [SOFAs], memorandums of understanding [MOUs]), request, and/or approval for, NEO-related intelligence collection activities, and the legal status of evacuation force personnel. The outcome of this effort will influence the level of freedom and ease with which the evacuation force may execute its mission.

See Appendix B, "Legal Considerations," for further guidance.

b. **Actions.** The response and activities of the HN during a NEO likely will be determined by the existing operational environment—permissive, uncertain, or hostile. The HN may assist the NEO by providing security outside the embassy property, around evacuation sites, and along evacuation routes. Continuous liaison and coordination between the embassy RSO and local police/military force commanders likely will be

required to ensure this support is established and maintained. The HN also may be capable and willing to provide interpreters and intelligence, logistic, and communications support to the embassy staff and evacuation force. Other host-nation support (HNS) such as traffic control, airspace control, and port operations likely will be vital to NEO execution relieving the burden on the evacuation force.

7. Nongovernmental and Intergovernmental Organizations

a. NGOs are organizations that may be in a country providing humanitarian assistance or relief when an evacuation takes place. They may also voluntarily assist dislocated civilians during all or selected stages of NEO. The JFC should remain cognizant of the fact that personnel working for these organizations cannot be ordered to leave a country. However, they may be able to provide valuable up-to-date information as to the location of US citizens. Some of these agencies may be reluctant to openly cooperate with US forces to preserve their perceived neutrality among the HN population. Other organizations may openly oppose US goals. An early determination of their position in relation to US policy is essential and can inform JFCs with appropriate COAs.

b. **Regional Organizations and IGOs.** Regional organizations or IGOs may provide assistance to refugees during a US evacuation from a foreign country.

See JP 3-08, Interorganizational Coordination During Joint Operations, *for more information on coordination with NGOs and IGOs. It also provides a discussion on relationships between the Armed Forces of the US and NGOs and IGOs.*

8. Multinational Noncombatant Evacuation Operation

a. **Initiation.** Multinational evacuations involve multiple nation diplomatic initiatives—with MNFs conducting a NEO in a supporting role. To conduct a NEO with an MNF, each participating nation is required to affirm its participation. However, military-to-military engagement can be conducted to facilitate unilateral national NEOs, so long as no binding agreements (formal or informal) are initiated—because binding agreements fall under the auspices of DOS. Should a decision be made to conduct a multinational NEO, an initiating directive (ID) should be issued to enable detailed operation planning to commence. The ID establishes the authority and parameters for the NEO. An ID normally includes guidance regarding the situation, objectives, mission, participating nations, and timing. Specific guidance on conducting NEOs within the North Atlantic Treaty Organization is provided in AJP-3.4.2, *Allied Joint Doctrine for Noncombatant Evacuation Operations*.

b. **Liaison.** An MNF LNO and reconnaissance team (e.g., FCE) should be deployed to act as a link between the multinational force commander (MNFC) and the HOM(s) and gather information. In addition to information gathering, the early deployment of LNOs to the HN should be considered to:

(1) Brief the HOM(s) on NEO procedures, the likely forces involved, and other military considerations.

(2) Coordinate with the military attachés and staffs, the diplomatic mission staffs, HN military, and the military personnel or forces of other nations deployed in the operational area.

(3) Review the evacuation plans and coordinate and synchronize with military plans.

(4) Commence NEO planning to include initiating the commander's estimate and OPLAN on behalf of the MNFC and the tactical planning for the MNF components.

(5) Compile local information not otherwise available.

(6) Test or provide a communications system at the diplomatic mission.

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CHAPTER III
COMMAND AND CONTROL

"A prince or general can best demonstrate his genius by managing a campaign [an operation] exactly to suit his objectives and his resources, doing neither too much nor too little."

Carl von Clausewitz
(1780-1831)

1. Introduction

a. The Under Secretary of State for Management, at the request of the COM, can authorize the ordered or authorized departure of USG personnel and dependents other than uniformed personnel of the Armed Forces of the US and designated emergency-essential DOD civilians who are not under the authority of the COM. While the COM cannot order the departure of private US citizens and designated other persons, the COM can offer them USG evacuation assistance. Normally, an evacuation starts IAW the embassy's EAP, using scheduled airlines, chartered flights, or surface transportation.

b. Military assistance is provided in a variety of circumstances, not just when requirements exceed the capability of the diplomatic mission. When SECSTATE requests military assistance from DOD, approval and the military response are directed by the President or SecDef through CJCS to the appropriate GCC, who will initiate military operations. When hostilities or disturbances occur with complete surprise or appear imminent, the COM may invoke such elements of the EAP as the situation warrants, including requesting assistance of the appropriate military commander, while simultaneously informing DOS.

c. The President should be advised by SecDef (or a designated representative) when forces are pre-positioned to support a possible evacuation, before the execution of a NEO, and as necessary thereafter.

2. Authorities and Relationships

a. Within the HN, the COM, although not in the military chain of command, is the lead federal official for protection and evacuation of all US noncombatant evacuees, including DOD dependents. The JFC will ensure that DOD actions relating to the evacuation of DOD dependents, DOD civilian employees and their families are consistent with the direction of the COM or principal officer of DOS. The authority of the COM or principal officer of DOS to order evacuation does not extend to personnel of the Services not under COM authority, except as agreed upon between DOS and DOD. Figure III-1 depicts the chain of command for a NEO.

Noncombatant Evacuation Operations/Repatriation Operations Organization Chain of Command

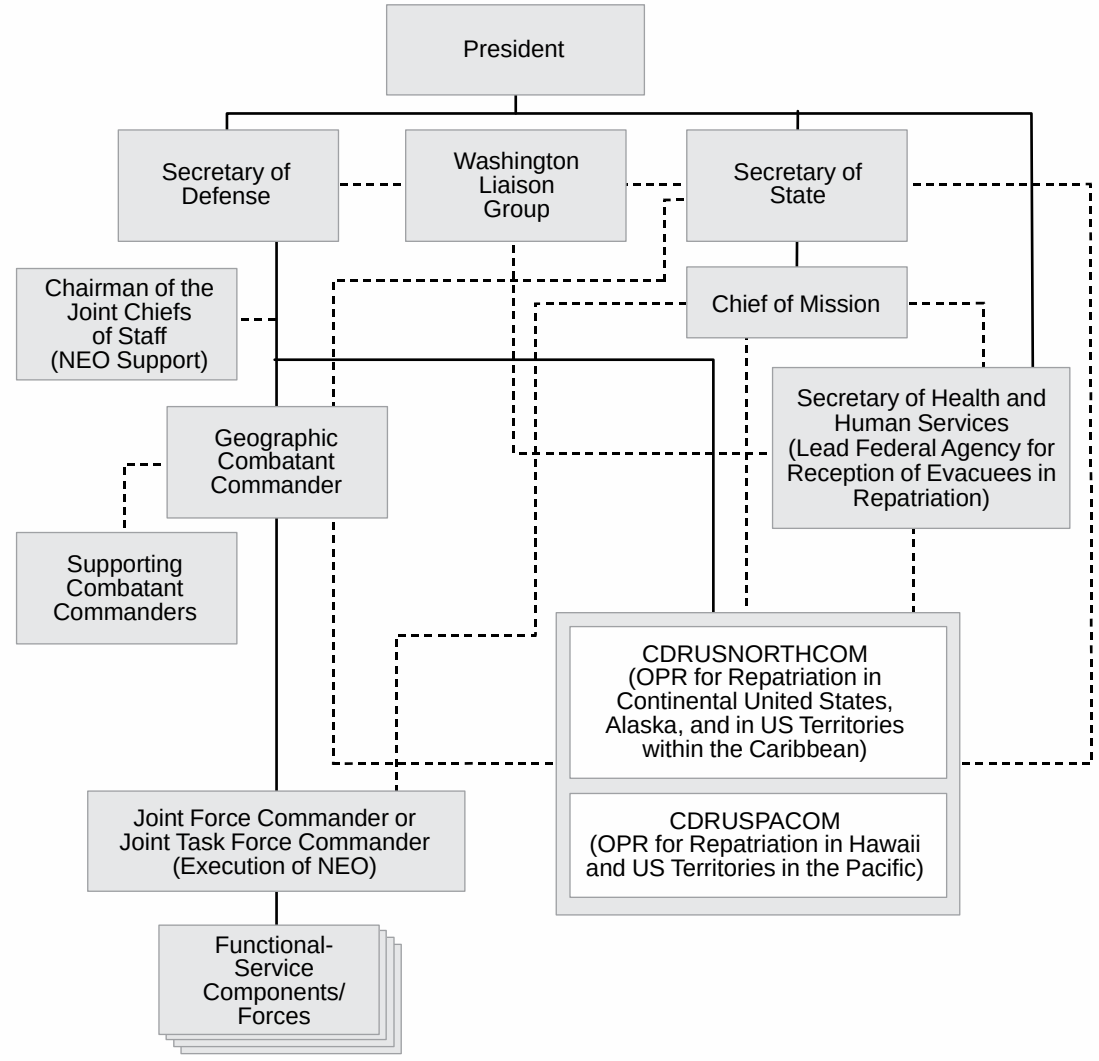


Figure III-1. Noncombatant Evacuation Operations/Repatriation Operations Organization Chain of Command

b. **Decisions during Planning.** Due to time constraints and the unusual command relationship with respect to NEOs, operation planning and decision making must be based on a foundation of common understanding of perspectives (diplomatic and/or military) concerning the situation, mission, objectives, procedures, and free exchange of information. In cases when significant differences between the JFC and COM become

obstacles to the success of the operation, they are referred to their respective superiors for resolution.

c. **Consultation between the COM and JFC.** In the course of planning and executing a NEO, the COM obtains and considers the opinions and professional judgment of the JFC. This requirement, however, in no way limits the COM's overall responsibility.

d. **Direction to Personnel.** All necessary orders from the COM or the JFC to corresponding personnel are, insofar as possible, issued through the appropriate chain of command. In the event communications cannot be established with higher authority or if the situation deteriorates to one of combat operations rather than a NEO (regardless of the environment) and US lives are at risk, the responsible military commander takes whatever action is necessary to protect the lives of US personnel, informs the COM of actions taken, and requests guidance through the DOD chain of command.

3. Command and Control

a. Guidance provided by higher authority normally covers areas of key concern to the President and SecDef and provides the supported GCC with an overview of the diplomatic and political context within which the NEO is being considered. The scope and objective of US involvement in a developing situation requiring a military response are often provided in general terms to allow maximum flexibility in the preparation of appropriate COAs. The CJCS warning order defines command relationships, the anticipated mission, and any planning constraints. The warning order also identifies available forces and strategic mobility resources and establishes tentative timing for execution or requests that the GCC develops as part of the commander's COA.

b. **CJCS.** The CJCS:

(1) Coordinates the deployment and employment of US forces and equipment in support of the NEO.

(2) Appoints the CJCS representative of the WLG to coordinate the execution of NEO responsibilities.

(3) Monitors CCMD and Service readiness for and participation in protection and evacuation operations.

(4) Recommends to SecDef transportation movement priorities for USTRANSCOM to provide the appropriate transportation resources in support of DOS requests.

(5) As a member of the WLG, coordinates with DOS, Office of the Secretary of Defense, CCDRs, and the Services, as required in the recommended designation of temporary safe havens and ISBs.

(6) When conditions of potential hazard warrant, recommends to the Assistant Secretary of Defense (Readiness and Force Management) that the movement of DOD civilians and noncombatant evacuees into affected countries be suspended.

(7) Periodically evaluates overseas command procedures for NEOs, particularly during scheduled CJCS exercises.

(8) Develops operational oversight guidance for a GCC's employment of the NTS in a NEO.

(9) Establishes a standard procedure for the employment of the NTS in support of a NEO.

c. **SECARMY.** The SECARMY:

(1) Appoints the Army member of the WLG.

(2) Provides augmentation support to the JRCC, when requested.

(3) As required, provides support for Army personnel and their dependents evacuated, and arranges for their return to the evacuated area when it is safe to do so.

(4) IAW GCC evacuation plans and policies, equips Army forces with automated system(s) to provide accountability, visibility, and support for evacuees during all phases of evacuation, and ensures adequate numbers of personnel are trained to operate the system(s).

(5) Measures and reports on the readiness of Army forces and the supporting infrastructure, as specified in DODD 7730.65, *Department of Defense Readiness Reporting System (DRRS),* to execute evacuations.

d. **SECNAV.** The SECNAV:

(1) Appoints the Navy and Marine Corps members of the WLG.

(2) Provides for the designation and training of port LNOs.

(3) When requested, provides augmentation support to the JRCC, including appropriate Marine Corps and Coast Guard assets (with the appropriate command relationship designated).

(4) As required, provides support for Navy, Marine Corps, and Coast Guard personnel and their dependents evacuated, and arranges for their return to the evacuated area when safe to do so.

(5) IAW GCC evacuation plans and policies, equips Navy and Marine Corps forces with automated system(s) to provide accountability, visibility, and support for

evacuees during all phases of evacuation, and ensures adequate numbers of personnel are trained to operate the system(s).

(6) Measures and reports on the readiness of Navy and Marine Corps forces and the supporting infrastructure, as specified in DODD 7730.65, *Department of Defense Readiness Reporting System (DRRS)*, to execute evacuations.

e. **SECAF.** The SECAF:

(1) Appoints the Air Force member of the WLG.

(2) Provides augmentation support to the JRCC, when requested.

(3) As required, provides support for Air Force personnel and their dependents evacuated, and arranges for their return to the evacuated area when safe to do so.

(4) IAW GCC evacuation plans and policies, equips Air Force forces with automated system(s) to provide accountability, visibility, and support for evacuees during all phases of evacuation, and ensures adequate numbers of personnel are trained to operate the system(s).

(5) Measures and reports on the readiness of Air Force forces and the supporting infrastructure, as specified in DODD 7730.65, *Department of Defense Readiness Reporting System (DRRS)*, to execute evacuations.

f. **GCCs.** The responsibilities of the GCCs are:

(1) Coordinate emergency and evacuation planning and execution on a regional basis IAW DOS and DOD MOU.

(2) Prepare, maintain, exercise, and execute plans for the protection and evacuation of US civilians and noncombatant evacuees (to include both their departure from the overseas area and their reception at a safe haven) IAW DOS and DOD MOU.

(3) Assist the COM in the preparation of embassy EAPs. Ensure that those plans comply with the following criteria:

(a) Adequate provisions are made for the protection and evacuation of all DOD civilians and noncombatant evacuees, and when appropriate, military combatants.

(b) Assumptions based on the use of DOD resources are militarily acceptable.

(c) References to US military facilities are accurate.

(d) Plans provide required information should assistance by the US military be requested.

(e) Plans are properly distributed to subordinate and adjacent military commands.

(f) Plans are reviewed annually and periodically evaluated for procedures and effectiveness.

(4) Measure and report on the readiness of GCC assigned forces and the supporting infrastructure, as specified in DODD 7730.65, *Department of Defense Readiness Reporting System (DRRS),* to execute evacuations.

(5) When conditions of potential hazard warrant, recommend to SecDef that movement of DOD civilians and noncombatant evacuees into countries or areas be suspended. Also, recommend evacuation of DOD civilians and noncombatant evacuees if conditions warrant.

(6) If time precludes adequate communication with DOS or DOD and upon request of the COM, provide assistance for the protection and evacuation of civilians and noncombatant evacuees. If timely communication with the COM or the senior DOS representative is not possible, take proper actions necessary to secure the safety of participating personnel as well as other US personnel and foreign nationals who request assistance.

(7) Appoint the military members to the liaison group, if established.

(8) Prepare and maintain plans for the evacuation of military personnel not included in consular and/or embassy plans, and these plans must also identify the emergency-essential civilians who will not be evacuated.

(9) Ensure that plans are prepared for evacuation of military personnel not included in the embassy, staff, and DOD key and emergency essential civilians operating in support of combat units who will be evacuated after the NEO is executed.

(10) Upon completion of an evacuation involving DOD resources or personnel, provide SecDef with an after action report containing a summary of the activities and recommendations for improving future operations.

(11) Determine lift requirements. If they exceed theater capabilities, coordinate the request for airlift and sealift support through USTRANSCOM.

(12) Maintain geospatial-intelligence base for contingency operations (GIBCO). The GIBCO program is composed of two different components: Geospatial-Intelligence Base, which contains NGA geospatial data that covers the entire country, and NEO and Contingency Operations, which identifies NGA data over NEO site cities.

(13) Request assistance from US Special Operations Command and other GCCs, as appropriate, when requirements exceed the capabilities of the theater personnel.

(14) Designate a JFC, as required.



During Operation SILVER WAKE, American citizens board a helicopter from the 26th Marine Expeditionary Unit on a field inside the United States Embassy housing compound in Tirana, Albania, on March 15, 1997.

(15) Coordinate with DOS for overflight and access agreements within their AOR to support en route activities and provide transportation and other force and asset requirements as requested by the supported GCC.

(16) Ensure the required quantities of NTS are on hand, operational, and readily available to support the anticipated volume of evacuees.

(17) Coordinate with DOS and supported embassies to identify support required at evacuation sites and temporary safe havens; in cases where DOS needs assistance, provide contracting support to facilitate life support of evacuees.

(18) Submit satellite communications (SATCOM) requirements as soon as possible in the satellite database IAW Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 6250.01, *Satellite Communications.*

(19) Coordinate for reception and repatriation of evacuees at safe havens and/or continental US.

(20) Ensure plans are prepared to report casualties IAW Department of Defense Instruction (DODI) 1300.18, *Department of Defense (DOD) Personnel Casualty Matters, Policies, and Procedures.*

(21) Ensure NTS connectivity requirement during a NEO is addressed in each component's communications plan, and that over-the-horizon communications connectivity is available at the NEO site and all forward component command centers.

g. **US Special Operations Command.** The responsibilities of the Commander, US Special Operations Command are:

(1) Be prepared to provide SOF in support of NEOs conducted by GCCs.

(2) Appoint the SOF representative of the WLG.

(3) Ensure the NTS connectivity requirement during a NEO is addressed in each GCC's SOF communications plan and that SATCOM connectivity is available at the NEO site.

h. **USTRANSCOM.** The responsibilities of the Commander, United States Transportation Command (CDRUSTRANSCOM), include providing air, sea, and land transportation, terminal operations, and patient movement (PM) IAW DODD 5158.04, *United States Transportation Command (USTRANSCOM).* As with all GCC strategic transportation requirements, NEO requirements moving by USTRANSCOM assets must be validated by both the supported GCC and CDRUSTRANSCOM prior to assigning lift. Additionally, following receipt and concurrence of a supported CCDR request for Joint Enabling Capabilities Command support, CDRUSTRANSCOM can provide mission-tailored, joint packages of planning, communications, and PA capabilities.

4. Joint Task Force Organization

a. The supported GCC has the authority to organize forces to best accomplish the assigned mission. As such, the supported GCC could decide to assign the NEO mission to a Service component or establish a JTF. If a JTF is formed, it will be established and organized IAW JP 1, *Doctrine for the Armed Forces of the United States,* and JP 3-33, *Joint Task Force Headquarters*. The JFC is responsible for all phases of the operation to include the ISB and temporary safe haven (if located outside the US and within the joint operations area [JOA]). An ISB or temporary safe haven outside the JTF JOA falls under the responsibility of the supported GCC. The NEO JTF typically supports and transports the evacuees to ISBs and safe havens outside the JOA. The JFC exercises OPCON over assigned forces and OPCON or tactical control (TACON) over attached forces, with the authority to organize forces to best accomplish the assigned tasks.

b. **Composition.** The JTF's composition is delineated in the establishing directive. The JFC exercises OPCON over assigned forces and OPCON or TACON over attached forces through designated component commanders. Other forces may operate in support of or under TACON of the JFC, as directed by the GCC.

c. **JTF HQ Organization.** The JFC organizes the JTF staff. The JTF HQ composition, location, and facilities may have a major influence on what the JFC and staff can accomplish. An afloat JTF HQ may have limitations that could affect staffing levels and equipment capabilities. A JTF HQ located in a neighboring country may not have restrictions on space or amount of equipment. However, such a JTF HQ may encounter restrictions resulting from increased distances, diplomatic/political sensitivities (of the neighboring country), and other types of limitations.

OPERATION ASSURED RESPONSE

In 1996, the US military assisted in safeguarding and evacuating Americans from Liberia when that nation's civil war reignited into factional fighting and general violence. During the first week of April 1996, as a result of intense street fighting during the ongoing civil war, about 500 people sought refuge on American Embassy grounds and another 20,000 in a nearby American housing area. On 6 April, the President approved the US ambassador's request for security, resupply, and evacuation support.

Elements of the USS Guam amphibious ready group and the 22nd Marine Expeditionary Unit (Special Operations Capable) [MEU(SOC)], were ordered to the vicinity of Monrovia, Liberia. Upon arrival, the 22nd MEU(SOC) commanding officer assumed command of Joint Task Force-Assured Response (JTF-AR) which included Air Force, Navy, and Marine forces.

Between 9 April and 18 June 1996, JTF-AR evacuated 2,444 people (485 Americans and 1,959 citizens of 68 other countries). Initially, Navy-Marine Corps forces provided embassy security and evacuated 309 noncombatants, including 49 US citizens. The bulk of noncombatants were evacuated by Air Force forces from Special Operations Command Europe. On 9 April, less than 72 hours after the decision to deploy US forces, the first MH-53 helicopter landed in Monrovia to begin operations. Air Force KC-135 tankers and C-130 transports were put on alert in Europe to support 24-hour operations, while other mobility aircraft began to deliver critical medical supplies, food, water, fuel, and communications gear.

Those evacuated continued on US helicopters through Freetown, Sierra Leone, then on MC-130s to Dakar, Senegal, all under the cover of AC-130 gunships. Throughout the rest of the week, the evacuation continued, as well as airlift of critical supplies, to sustain the effort. By 14 April, the evacuation was essentially complete; however, security and sustainment operations continued through 3 August.

While still conducting this operation, elements of JTF-AR were ordered to Bangui, Central African Republic, to conduct similar operations. A special purpose Marine air-ground task force, embarked on the USS Ponce and with 10 days' notice, relieved the USS Guam task force and assumed the duties of Commander, JTF-AR. This was done to allow the Guam ready group and the 22nd MEU(SOC) to return to the Adriatic Sea and provide US European Command's desired over-the-horizon presence during the Bosnian national elections.

Various Sources

5. Multinational Command and Control

a. Since the military is in a supporting role during a NEO, it is important to note that within the HN, the applicable HOMs as the senior national government representatives, are the overall responsible authorities for the evacuation. The JFC retains responsibility for the conduct of all military operations in support of an evacuation, and for the security of personnel, equipment, and installations within the operational area in consultation and coordination with the HOMs. During a multinational NEO, the MNF conducts operations in response to ID guidance—the HOM(s) does not exercise military command over the MNF. In cases when significant differences between the MNFC and a HOM become an obstacle to success of the operation, they will seek resolution from their respective superiors.

b. The primary goal of the MNFC is to support the HOMs' plans and cooperate with the diplomatic missions without compromising military mission requirements. The diplomatic missions can keep the MNF apprised of the on-scene conditions and can be influential for coordinating actions that may affect the NEO. These actions may include political or diplomatic constraints on the joint force, legal issues, agreements, rights, privileges, and immunities (if any) within the HN, an ISB, and a temporary safe haven, if established.

c. Depending on the magnitude and anticipated duration of a NEO, the MNFC may request designation of a **coordinated lead diplomatic mission** within the HN. Such a request would need to be discussed and agreed upon within the national foreign ministries. A designated coordinated lead diplomatic mission should have sufficient personnel and C2 assets to serve as a focal point for coordinating NEO efforts among the alliance/coalition and other diplomatic missions included for evacuation. The intent of creating a coordinated lead diplomatic mission is to foster a degree of unity of effort and lessen the liaison burden on the MNF.

d. **Organization**

(1) **General Composition.** The MNF will be a task-organized tailored force whose composition will be determined mostly by the needs of the entry/withdrawal and supporting operations within the overall NEO. Typically, the MNF will consist of an MNF HQ and functional components.

(2) **Operational Elements.** The MNF likely will task-organize to form an **advance HQ, main body, and evacuation force.** The advance HQ coordinates with the ambassador(s) and diplomatic mission staff(s) for information and assistance. The advance HQ reports to the MNFC. The MNF main body HQ joins the advance HQ as operations continue, and it coordinates and directs the MNF components during the NEO. The LNOs continue to coordinate directly with the diplomatic missions and other agencies as required. In most instances, the evacuation force is established from a designated MNF component, with other MNF components in a supporting role. For instance, if the NEO is permissive or uncertain with noncombatant evacuees departing

primarily by air, the joint force air component commander may be designated the evacuation force commander.

(3) **Noncombatant Evacuation Operation Coordination Center (NEOCC).** Depending on the magnitude and duration of the multinational NEO, the MNFC might consider establishing a NEOCC within the MNF HQ. The purpose of the NEOCC would be to create a centralized focal point providing a conduit for information exchanges between the various diplomatic missions and the MNF.

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CHAPTER IV
PLANNING

"It's a much more difficult security environment. The threat matrix is much more complex. The world has changed."

Secretary of State Hillary Rodham Clinton
November 17, 2010

1. United States Embassy and Consulate Plans

a. **EAPs.** US embassies and consulates are required to have EAPs for the area under their cognizance. The COM prepares and maintains EAPs, one section of which addresses the military evacuation of US citizens and designated foreign nationals. The GCC reviews and comments on EAPs. EAPs are not tactical OPLANs in the sense that military planners think of, but they are the reference materials that support the formulation of an OPLAN. The GCC should review the adequacy of the EAP to support military operations. The EAP may also help the GCC better understand some of the implications of integrating potential partner and non-partner capabilities to meet operational requirements to achieve unified action. A copy of the current EAP should be on file and maintained at the appropriate GCC's HQ. EAPs include, but are not limited to, the information shown in Figure IV-1.

b. **Emergency Planning Handbook (EPH).** The DOS EPH, Volume 12, *Foreign Affairs Handbook (FAH)-1,* is a consolidated source of guidance for foreign service posts for planning and dealing with certain emergency situations. The EPH serves as the principal reference for posts in preparing and revising the EAP. Every Foreign Service post is required to have an operative EPH designed to provide procedures to deal with foreseeable contingencies. This handbook provides a detailed agenda to be addressed by the COM and the emergency team for planning an evacuation operation. It also provides a two-page checklist of questions (Military Implementation Checklist) most often asked by military commanders and planners concerning an impending evacuation operation. Appendix C, "Sample Emergency Action Plan Checklists," provides an example of a checklist for a US military assisted evacuation.

2. Military Planning—Combatant Command Plans

Predeployment planning begins when the subordinate JFC receives the warning order from the GCC and lasts until the evacuation force deploys to either an ISB or the evacuation site. Prior coordination with the staffs of the GCC and embassy can significantly improve planning for the JFC. The GCC and staff can provide the subordinate JFC with information to begin planning, such as the general OPLANs.

3. Framework for Noncombatant Evacuation Operations Planning

This section provides questions that may be used to provide a common framework for evacuation planning and operations. These questions may serve as focus for the

Contents of Emergency Action Plans

- Possible courses of action for different threat environments
- Location of evacuation sites (landing zones, ports, beaches)
- Anticipated number of evacuees (total number by area) categorized by medical status:
  - Persons not requiring medical assistance
  - Persons requiring medical assistance prior to evacuation
  - Persons requiring medical assistance prior to and during evacuation
- Persons requiring emergency medical evacuation
- Location of assembly areas and major supply routes
- Location of command posts
- Key personnel (name, location, and desired means of contacting them)
- Description of the embassy communications system, transportation fleet, and warden system
- Quantity of class I (subsistence) supplies on hand at the embassy
- Quantity of class III (fuel)
- Availability of class VIII (medical supplies)
- Standard map products of the local area, with annotations identifying critical landmarks

Figure IV-1. Contents of Emergency Action Plans

detailed planning and operational dialogue between diplomats and military forces that must precede any successful evacuation operation. They also serve as a good starting point for GCC priority information requirement development.

a. **Operational Environment**

(1) Will the operational environment be permissive, uncertain, or hostile?

(a) If it is permissive, are unarmed hostilities expected?

(b) If it is uncertain or hostile, what security forces are needed? Will offensive forces also be necessary? Will HN provide effective security support?

(c) What is the likelihood of the operational environment changing (permissive to uncertain or to hostile) as the NEO progresses? Have alternate plans (branches and sequels) been made for changes in the operational environment?

(2) What is the current situation in the country? (In the embassy? Near the US citizens? Near the TCNs and HN personnel to be evacuated?)

(3) What is the potential threat? (Size, activity, location, unit, time, and equipment.)

(4) What are the possible enemy COAs? (Delay, reinforce, attack, or withdraw.)

(5) What is the likelihood of terrorist activities?

(6) Are there any members of the JTF, or anyone reasonably available, who have been in the HN recently, or otherwise possess specialized knowledge of the operational environment in order to leverage situational awareness and provide information that can aid the commander in making informed decisions?

(7) Who provides country studies for JTF with information such as landing zones (LZs), concentration of US citizens, port facilities, and landing beaches? How will this information be made available to the JTF? Who is responsible for updating this information to ensure it is current?

(8) Are GEOINT products of the JOA and the embassy compound available? What are the sources?

(9) Who controls and ensures familiarity with GIBCO and other GEOINT?

(10) Who will provide climatological, meteorological, and oceanographic information?

(11) What are the PMESII considerations for the evacuation?

(12) What cultural nuances and customs should be known by the JTF evacuation force to avoid confrontation?

(13) What HN religious events, holy days, festivals, celebrations, or other significant religious activities will occur during the evacuation that could adversely impact the operation?

(14) What HN religious sites, shrines, buildings, facilities, or other locations do JTF marshalling teams need to be aware of to avoid desecrating them and antagonizing the populace?

(15) Who will conduct an assessment of all civil information relating to the operation within the construct of a framework such as the areas, structures, capabilities, organizations, people, and events (ASCOPE) factors?

(16) What, if any, is the role of civil affairs (CA) in the NEO?

(17) Are there any CBRN, high-yield explosives, or infectious disease concerns that could impact the NEO? Have CBRN procedures and necessary equipment to conduct decontamination of personnel, evacuees, and equipment been identified and

planned for in the NEO? Have the locations of any toxic industrial materials that can produce effects similar to CBRN been considered?

(18) Will HN provide security support?

(19) What is the likelihood of interference by nonstate actors?

b. **C2, Coordination, Organizations, and Forces**

(1) Has early coordination with the COM and DOS been established in the planning phase?

(2) What forces or organizations (HN, MNFs, NGOs, or IGOs) will be operating in the area?

(a) Are these forces and organizations integrated into the JTF plan? How will they be integrated and synchronized into the JTF plan?

(b) How are plans being deconflicted if the evacuations are separate?

(c) What are the appropriate C2 arrangements if the NEO is conducted as a multinational operation?

(d) Are the appropriate coordination and liaison arrangements included in the JTF plan?

(e) What support is available or required from other non-DOD US sources or USG departments and agencies?

(f) What support is available from other participating nations? How can potential resources from non-DOD mission partners be leveraged?

(g) What support is required by other participating nations? Has this been identified ahead of time during security cooperation and other engagement activities?

(3) What is the chain of command for US military forces?

(4) What is the relationship of the GCC and subordinate commanders with the COM?

(5) Who is the senior US official in charge of the evacuation operation?

(6) Will a sea base be established, and if so, what C2 will transfer ashore and what C2 will remain afloat?

(7) Who will give the JTF permission to complete the evacuation and to leave the evacuation site?

(8) Will the COM allow an FCE to deploy?

(9) Who makes the final determination of evacuee accounting prior to final evacuation departure?

(10) Does the JTF have permission to drop sensors and insert special operation forces?

(11) For repatriation operations, has coordination been established with CDRUSNORTHCOM? Has coordination been established with DHHS?

(12) If an MNF is used, what is the C2? Are there any restrictions associated with the use of any of the foreign forces within the MNF? Has an ID been issued to support planning?

(13) What are the communication requirements?

(14) What are the PA requirements?

c. **US Embassy**

(1) Will all US mission and/or embassy officials be leaving? If not, who will remain?

(2) Is the embassy's EAP available? Is it up to date?

(3) Who is the primary POC within the embassy to work with the JTF on details of the operation?

(4) Is there any sensitive equipment or material at the embassy that will need to be evacuated or destroyed? Will personnel with requisite clearances be required to assist in evacuating or destroying sensitive equipment or material?

d. **Evacuee Identification and Processing**

(1) What steps are being taken by the embassy to get the evacuees ready for evacuation?

(2) What information is needed immediately from the evacuees?

(3) Who will screen the evacuees?

(a) Are there embassy personnel assigned to screen?

(b) Are there any evacuees (e.g., wardens) who will be able to help with processing and screening?

(c) What are the JTF requirements for screening?

(d) Who will be available to physically search female evacuees?

(e) How will confiscated weapons be handled?

(4) Will the DOD NTS be used? If not, what other tracking system will be used? If after a natural or manmade disaster will the Personnel Accountability Reporting System also be used and updated for DOD personnel as they are accounted for and evacuate? Are there enough NTS terminals to handle the required number of evacuees? Are the NTS operators trained?

(5) Will biometrics be used to verify the identity of certain evacuees? If so, who will determine the biometric policy and what databases will need to be accessed? Who will collect and analyze biometrics? What is the protocol if an evacuee refuses to submit to a biometric collection? Are they still allowed to be processed by DOS? DOS is overall responsible for determining evacuee identity and whether an evacuee can be processed.

(6) Have the primary and alternate assembly areas, evacuation sites, and routes been verified and surveyed?

(7) What is the total number of US personnel to be evacuated?

(8) Have the screening and processing areas been verified?

(9) What action should be taken concerning individuals not on the list of evacuees (e.g., TCNs)? What is the total number of TCNs to be evacuated? (Number per priority category and identification.)

(10) What will be the composition of the evacuees? Will there be a cross section of those listed in the EAP?

(11) If families must be separated, is there a method of identifying unaccompanied children with parents/guardians during repatriation periods (e.g., matching numbered wrist bands if parent/guardian is with child at evacuation site, parent/guardian matching database)?

(12) What discipline problems are expected from the evacuees? Who are the potential troublemakers? Do any present a possible/credible threat?

(13) What action should be taken if there is an outbreak of violence among evacuees?

(14) Who and how will the baggage and personal property of all evacuees be searched for weapons or explosives? It may be necessary to expedite this process in a hostile or uncertain environment, but even in such an environment, consideration must be given to asymmetric threats.

(15) What proof of US citizenship is acceptable?

(16) Are there any changes in the standard priorities for evacuation?

(17) Will the US embassy be able to assign evacuation priorities before it schedules evacuation?

(18) What are the arrangements for evacuee housing, security, and transfer? Will protective clothing be required? Will food be required? (Type, quantity, location.)

(19) Has DOS established a pet policy?

(a) Are any animals (pets) prohibited from traveling on the designated transportation?

(b) Have restrictions concerning animals been identified at the safe haven location?

(c) Is veterinary support required?

(20) Will JTF search teams be sent after missing evacuees?

(21) Has the consular affairs office provided enough DOS or embassy personnel to the ECC to support evacuee processing?

e. **Medical**

(1) What unusual health conditions are likely to be faced by Service members and evacuees in this location?

(2) Will medical support be available from the embassy or HN? Where are the HN health services, i.e., location, availability, and capability?

(3) What is the physical condition of all evacuees? Which evacuees have special medical needs such as pregnancy, infectious disease, exceptional family member, geriatric, or pediatric health care problems? What is the policy concerning seriously wounded evacuees?

(4) Are patient evacuation assets required? If so, is there a need to pre-stage those assets nearby? What are the medical evacuation (MEDEVAC) and PM procedures? Have MEDEVAC and PM procedures been coordinated with the HN?

f. **HN Support**

(1) Will the HN police forces provide support?

(a) Location, availability, and capability.

(b) Loyalty to the host government, hostility to the US, and factional infighting present.

(2) Will the HN fire services provide support? Location, availability, and capability.

(3) Will the HN military forces provide support?

(a) Location, availability, and capability.

(b) Loyalty to the host government, hostility to the US, and factional infighting present.

(4) Will local security forces provide support?

(a) Location, availability, and capability.

(b) Loyalty to the host government, hostility to the US, and factional infighting present.

(c) Diplomatic and political considerations of utilizing non-HN government forces.

(5) Will the HN be providing any security for the assembly areas of evacuation sites? (Location, unit, and size of security force.)

(6) Who are the key HN personnel, and what are their attitudes toward the evacuation?

(7) Are trained explosive ordnance disposal (EOD) personnel available through the HN?

g. **Communications**

(1) What communications support will be available from the embassy?

(2) Is the communications infrastructure in the operational area robust, degraded, or nonexistent?

(3) Can we lease commercial telecommunications or do we have to bring our own capabilities?

(4) What forces, USG departments and agencies, or MNFs require communication support?

(5) How will the communication architecture be set up to support the operations?

(a) What networks and frequencies are needed?

(b) What is the secure equipment availability?

(c) Is there a need for relays?

(d) What is the SATCOM availability? Have satellite database numbers been obtained for any satellite access requests which may need to be submitted to support communications requirements for the NEO?

(e) Does the evacuation warrant a multinational or intergovernmental network or both?

(f) What are information and data exchange requirements between partners to support functional areas, such as C2, intelligence, logistics, and fire support?

(g) What communication equipment do USG agencies and departments, MNFs, and other partners bring, and are they interoperable?

(h) In which stages of the NEO do partners participate and require information exchange with the JFC?

(i) How many servers are required, what services will they support, and how will they be configured to link all mission partners? Are the mission partners connecting to their national networks and systems?

(6) Are there any information sharing disclosure and releasability issues?

(7) Is there time to practice establishing the networks and provide training?

(8) Can portable communications equipment be sent to the embassy to facilitate improved and secure communication? Can Service-provided theater deployable communications capability be used if HN infrastructure is unavailable?

(9) Does the adversary have an electronic warfare capability that may impact friendly communications, air operations, or ground movement? Will adversaries attempt to jam or disrupt nonsecure communications?

(10) Where will interpreter support, if needed, come from? Will it be available from the embassy or the HN? Does the JTF need to bring its own interpreter support?

h. **Evacuee Transportation**

(1) Will the evacuees be transported to a temporary safe haven outside of the US or repatriated back to the US?

(2) Will evacuee transportation support be available from the embassy or the HN? (Type, location, capacity, condition, and operators required.)

(3) What is the best means of transportation to evacuate personnel?

(a) Can commercial airlift provide more timely evacuation than deploying US military assets?

(b) Have air requirements for units and equipment been identified?

(4) Are US naval assets readily available to stage off the coast?

(a) If evacuees will be transported via ARG or naval ships, what are the follow-on transportation requirements to move personnel out of theater, if appropriate?

(b) Will landing craft, utility, landing craft, air cushion (LCAC), or other surface connectors be employed to support transportation of evacuees to the ARG? Are personnel transport modules available for the LCAC?

(c) Are naval helicopters going to be employed to support evacuee movement?

(5) Would commercial air carriers be willing to add charter flights for the NEO?

(6) What commercial sealift assets are available?

(7) What commercial transportation has the US embassy already contracted to assist US citizens if departing voluntarily?

(8) What transportation is available on retrograde flights by USTRANSCOM controlled aircraft deploying forces to the AOR?

(9) Have all requirements for strategic transportation system been directed to USTRANSCOM?

(10) At what point would commercial sea or air carriers cut back or halt operations?

(11) What is the maximum on ground capacity and fuel availability at possible evacuation airports?

(12) Would the cost of meals, baggage handling, and other service requirements be incorporated into the contract?

(13) Are emergency loading waivers required to load evacuees on cargo planes or surface vessels? Note: Emergency waivers are required from USTRANSCOM to load evacuees on military aircraft not configured for passengers or not configured for over-water flights when over-water flight is anticipated. Emergency waivers are also required from the Commandant, US Coast Guard, to transport evacuees on cargo vessels not configured or equipped for passengers. Under emergency conditions, both of these options may need to be considered by transportation planners.

(14) Who will provide operators, security, and other support at the evacuation airports or seaports?

(15) Have the proper considerations been made to ensure sanitary conditions and specific food requirements are made to accommodate the evacuees on whatever form of transportation?



Determining the method for evacuee transportation is a critical planning consideration. Evacuees are loaded into United States military aircraft in Haiti after the earthquake in 2010.

i. **Logistics**

(1) Is an ISB needed? Is one available? Where? How extensive are its facilities and support capabilities?

(2) What logistics enablers and equipment are required? From where will the personnel and equipment be sourced?

(3) Will a sea base be used to provide logistical support? Where will the ships come from for the sea base? Will there be an ARG/MEU?

(4) If required, who will provide an emergency resupply of ammunition for the advance party?

(5) Where will any requirements for fuel be sourced (includes gasoline or diesel fuel for vehicles)? Have non-DOD mission partners been leveraged to assist with sourcing solutions?

(6) What are the logistical requirements for the safe haven to support the evacuees?

(7) Is a risk assessment for food and water required and are there approved food and water procurement sources?

j. **PA**

(1) Who will prepare the PA plan? How often will it be updated? Who is the lead PA director? Will media representatives be evacuated?

(2) Are there areas from which the media are restricted or where access is restricted? Is there a media support plan?

(3) Has PA guidance been given from DOS or the embassy to synchronize themes and messages?

(4) Who has release authority? Is it the COM or a designated representative? The JFC or JTF PAO, working with embassy personnel, should plan and coordinate releases concerning the NEO, and ensure that the COM or the designated representative has approved all PA announcements.

(5) What coordination has been made with the HN media to support the NEO plan?

(6) Will the HN media provide support for the NEO plan?

(7) What is the guidance for PA documentation?

(8) What coordination has been made for combat camera support?

k. **Military Information Support Operations (MISO)**

(1) What is the guidance on the use of MISO?

(2) What HN capabilities are available to support the MISO product development, production, distribution, and dissemination?

(3) What coordination has been made with the HN media to support the NEO MISO plan?

(4) Will the HN media provide support for the NEO MISO plan?

l. **Legal and ROE**

(1) What are the ROE for the JTF?

(2) Are there procedures in place to handle claims against US civilians?

(3) What action should be taken if someone asks for temporary refuge or political asylum?

See Appendix B, "Legal Considerations," for further guidance.

m. **Possible Dilemmas.** Because each NEO is unique, situations may arise that require special considerations. Planners should consider and plan for possible dilemmas. Military personnel should be briefed and prepared to deal with the following:

(1) Questions concerning use of deadly force or a given weapon system in a given situation. When is deadly force authorized? Under what conditions can nonlethal weapons be employed?

(2) Interpretation of the ROE, to include possible different application(s) by MNF participants.

(3) Hostile detainees who present themselves or are captured by the JTF.

(4) Civil disturbance, from passive resistance or civil disobedience to violence. Are riot control agents (RCAs) authorized in response to civil disturbance IAW CJCSI 3110.07, *Guidance Concerning Employment of Riot Control Agents and Herbicides?*

(5) Terrorism.

(6) Bomb threats and/or suicide bombers.

(7) Snipers, antitank guided missiles, etc.

(8) Illegal detention of evacuees by the HN or the taking of hostages by terrorist, insurgent, or criminal elements. What are the PR considerations and options?

(9) Inadvertent isolation of the evacuees while being transported. What are the PR considerations and options?

(10) Nonambulatory evacuees, to include those with contagious diseases or possible CBRN contamination.

(11) Language and/or cultural background problems.

(12) Religious and/or ethnic background problems.

(13) Potential evacuee's name not on list provided by the embassy but appearing to be a bona fide evacuee.

(14) Deaths of evacuees and evacuation of remains.

(15) Listed evacuees or unlisted potential evacuees with unknown identifications.

(16) Evacuees carrying contraband and disposition of the contraband (including weapons).

(17) Overwhelming numbers of civilians coming to assembly areas or at the evacuation sites to request evacuation.

(18) Listed evacuee refusing evacuation.

(19) Evacuee attempting to give bribes to gain favor.

(20) Inaccurate evacuation lists.

(21) Large numbers of international journalists converging on the area.

(22) Evacuees carrying large amounts of money, gold, jewelry, and other valuable items and forms of wealth.

(23) Friendly electronic warfare operations' impact on local emergency communications networks and other spectrum management issues.

4. Operational Environment Considerations

a. The operational environment is the composite of the conditions, circumstances, and influences that affect the NEO employment of capabilities and bear on the decisions of the JFC or JTF commander for the NEO. Understanding the NEO operational environment requires a holistic view that encompasses physical areas and factors (of the air, land, maritime, and space domains) and the information environment (which includes cyberspace). Included within these are the PMESII considerations for the country in which the evacuation is to occur.

b. Some key factors in noncombatant evacuation planning are situational awareness; a correct appraisal and understanding of the changing diplomatic, political, social, cultural, and military environment in which the evacuation force will operate; time constraints and risk; and preparation of the evacuation force for a situation that may rapidly move from permissive to uncertain or hostile. Since the operational environment could change as the NEO progresses, planners should develop alternative plans for permissive, uncertain, and hostile environments. As discussed in Chapter I, "Overview," the impact of introducing US forces into an unstable environment could be further destabilizing, and as a result, a primary planning limitation may be direction from DOS to maintain a small footprint. Planners should, therefore, consider that because of the operational environment, there may be a limitation on the level of forces or military activity within the country. A sea base may be needed to reduce the footprint ashore.

(1) **Permissive Environment.** A permissive environment is an operational environment in which host country military and law enforcement agencies have control as well as the intent and capability to assist operations that a unit intends to conduct. Under this condition, no resistance to evacuation operations is expected, and thus the operation would require little or no assembly of combat forces in country. Evacuees may or may not have been processed and assembled at designated assembly areas, evacuation points, and sites. In such an environment, a JTF can expect HN concurrence and possible support. The JTF's primary concerns may be logistic functions involving emergency medical treatment, transportation, administrative processing, and coordination with DOS and other agencies involved in the evacuation. While a minimum number of security

forces may be used, prudent preparations should be in place to enable the force conducting the NEO to respond to threats as required.

(2) **Uncertain Environment.** An uncertain environment is an operational environment in which host government forces, whether opposed to or receptive to the NEO, do not have total effective control of the HN territory and population in the intended operational area. Because of the uncertainty, the JFC may elect to reinforce the evacuation force with additional security units or a reaction force, either collocated with the evacuation force, or on a sea base or at an ISB. Approved ROE are disseminated early to ensure that the joint force has knowledge of and is sufficiently trained and proficient in application of the ROE. Planning for NEOs conducted in an uncertain environment must always include the possibility for escalation to a hostile environment. The primary concerns associated with a permissive environment remain unchanged.

(3) **Hostile Environment.** Noncombatant evacuees and civilians may be evacuated under conditions ranging from civil disorder, to terrorist action, to full-scale combat. Under such conditions, the JTF must be prepared for a wide range of contingencies. The JFC may elect to deploy a sizable security element with the evacuation force or position a large reaction force, either with the evacuation force or at an ISB. In addition to normal functions associated with noncombatant evacuations (embarkation, transportation, medical, and services), the JTF may be required to conduct a forcible entry operation, establish defensive perimeters, escort convoys, participate in PR operations, and perform the screening of evacuees normally accomplished by DOS officials.

c. Evacuation planners should use the joint intelligence preparation of the operational environment (JIPOE) process to analyze, correlate, and fuse information pertaining to all relevant aspects of the operational environment (e.g., PMESII systems). The process should also be used, if necessary, to analyze adversary capabilities, identify potential adversary COAs, and assess the most likely and most dangerous adversary COAs. Appendix G, "Joint Intelligence Preparation of the Operational Environment Considerations," contains more information on planning considerations for JIPOE in a NEO.

Refer to JP 2-01.3, Joint Intelligence Preparation of the Operational Environment, *for additional information related to operational environments.*

d. The analysis of civil considerations within the operational environment should follow the ASCOPE framework. Rigorous staff efforts for developing ASCOPE considerations early in the planning process are important, and coordination and discussions with DOS, the COM, and the embassy staff are critical.

Refer to JP 3-57, Civil-Military Operations, *for more information on ASCOPE.*

5. Intelligence Support

a. GIBCO contain specific maps, charts, imagery, and other geospatial products to support evacuation planning and operations. GIBCO are placed in the NEO package for

each country, city, or region. The NGA produces GIBCO, which give users flexibility through the use of Web browser technology for navigation and display of geospatial data. Applications of the GIBCO are broad, including the capability to become familiar with a foreign environment; plan, coordinate, and execute noncombatant evacuations, contingency operations, urban area missions, and search and rescue operations; as a desk-side reference; and as a means of access to geospatial data and navigation aids where networks or infrastructure have been damaged or do not exist. GIBCO and NEO data sets are tailored to each customer's request. The DVD [digital video disk]-based product can hold an entire country or an intensified coverage down to a single facility. GIBCO data can be obtained from NGA Web sites (unclassified: https://www1.geoint.nga.mil/Pages/default.aspx and classified: https://www1.nga.smil.mil/Products).

b. The DIA maintains various databases that provide details on diplomatic facilities and associated areas for use in evacuation planning and execution.

c. The Marine Corps Intelligence Activity produces expeditionary intelligence products that include, but are not limited to, GEOINT of expeditionary points of entry, such as beach, helicopter and airborne LZs, route and mobility studies, and human geography layers. These products support expeditionary operations to include noncombatant and civilian evacuation planning and execution.

d. USTRANSCOM maintains the Joint Intelligence Operations Center—Transportation Web site, https://transcom-jioc.dodiis.smil.mil/transcom, which provides detailed overviews of ports and airfields.

e. Each GCC's joint intelligence operations center maintains Web sites and databases that provide varying degrees of intelligence support for particular countries.

f. During a crisis, the most current situational information available would be found on the DOS Web site (www.state.gov) for the country of interest. If a special link to the evacuation has not yet been established, click on A-Z country pages, then search the alphabetized listing of countries and other areas.

g. Basic information and maps of all of the countries of the world are available in the Central Intelligence Agency home page at www.cia.gov (link to country of interest via the World Factbook).

h. Additionally, support to JFCs should include forward-deploying CCMD based intelligence community representatives and subject matter experts to support intelligence operations and facilitate access to parent agencies. Combat support agencies may deploy personnel as part of national intelligence support to work with the NEO, consistent with other military operations. After assessing capabilities, requirements, and evaluating unfulfilled needs, GCCs should submit a request for forces, specifically stating manning and capability shortfalls. The request for forces process may be used to request additional national intelligence community augmentation to support the NEO. The

request should specifically identify the skills required from each combat support agency. Special capabilities can also be requested to close gaps.

i. **Integrated Survey Program.** The integrated survey program provides current, detailed, tactical-planning data to support operations. Products are specifically tailored packages that reflect unevaluated operational information as well as intelligence data for use by DOD and DOS. Detailed site surveys are conducted in support of specific CJCS concept plans. Teams survey and produce detailed planning data and supply the necessary information to support operational planners for NEOs, counterterrorism operations, and rescue missions. The EAP and integrated survey program products complement each other, with the latter containing a higher degree of detail to support planners (such as drawings, photos, and videos for points of entry, assembly areas, routes, airfields, ports, and other important areas).

For additional information on intelligence community support, see JP 2-0, Joint Intelligence.

6. Notification Procedures

a. To develop a realistic evacuation plan, the JTF staff should know how long it will take to assemble the evacuees once the decision to evacuate has been made. Communications with potential evacuees may be via a **warden system or network,** which is a notification system used to communicate to the US population through wardens using telephones, faxes, e-mails, social media outlets, and direct personal contact. Messaging to US citizens may be done through the Smart Traveler Enrollment Program, where US citizens, who are registered with the US embassy, received e-mail notifications. Security and emergency messages and travel warnings may also be disseminated via the DOS Web site, Twitter, radio, and other similar electronic means. There are three types of official messages sent to registered-US citizens in the country:

(1) **"Message for US Citizens"** is used to disseminate information about routine topics such as voter registration, income tax season, new passport procedures, and other administrative/non-security issues of interest to the local US citizen community.

(2) **"Security Message for US Citizens"** is used to communicate information about personal security threats of a general or systemic nature, or events/threats where local law- enforcement has taken measures to address or provide enhanced security to the general public. Such threats may include crime trends, demonstrations, peaceful actions intended to disrupt normal activity (i.e., strikes, sit-ins, marches), or localized events not likely to affect large numbers of US citizens.

(3) **"Emergency Message for US Citizens"** is used to inform US citizens about imminent events or threats that can affect their personal security and that may require immediate action by US citizens on their own behalf, or by others, to ensure their safety. Emergency messages may also be appropriate for threats to large numbers of US citizens, circumstances where new developments to an existing security threat heighten the risks to US citizens or situations that put the life or safety of US citizens in peril. This

includes potentially violent demonstrations, civil disturbances, natural disasters, terrorist attacks, extraordinary measures by local authorities such as martial law, and other non-publicized breaking events. When DOS identifies imminent threats in a country or region, or issues a travel alert or travel warning for a country or region, it is normally disseminated with an emergency message unless otherwise directed.

b. A warden coordinator, if assigned, prepares lists of wardens and other contacts to cover areas of assigned responsibilities. The wardens prepare, update, and maintain a list of phone numbers and addresses of US citizens residing in their assigned areas. During an evacuation, each warden receives and distributes messages, keeping individuals informed about the evacuation, and other relevant information.

c. **Shortwave Radio and Commercial Telephone.** Frequently, US citizens and foreign nationals reside outside the large population centers (for example, capitals, large cities, and military bases). Embassy contact with these individuals is often restricted to shortwave radio and commercial telephone systems, which are seldom secure. Shortwave radio and commercial telephone should be used to notify these individuals only if better means are not available. However, only the minimum unclassified information necessary should be transmitted. Significant delays can occur in notifying these citizens that an evacuation has been ordered. This can result in one group of evacuees being at the assembly area while another has yet to be notified of the evacuation.



Emergency action plans vary, depending upon the embassy's physical characteristics (such as landing zones, evacuation gates, and walls), proximity to populated areas, and its security configuration.

d. **Recall.** In some cases, a recall system for embassy or consulate personnel is a citizens' band radio system tied to a telephone recall list. It is usually fast, reliable, and efficient.

e. **Runners.** In the event of a severe communications outage, personnel acting as runners may be the only way to pass information.

f. **Other Forms of Notification.** Several other forms of communication to get information to potential evacuees could include: establishing a Web site or using an existing USG Web site (such as the DOS Web site), social media, American Forces Radio and Television Service, and ticker-tape messaging on news broadcasts that reach the concerned geographical area. However, similar to the shortwave radio or commercial telephone discussed above, only the minimum unclassified information necessary should be posted, and should be used if no better means are available.

g. DOS applies the USG's "no-double-standard" policy to important security threat information. Generally, if information is shared with the official US community, the same or similar information should also be made available to private US citizens and nationals, to the extent that the underlying threat also applies to them. If information is issued about potentially dangerous situations, DOS evaluates whether the potential danger could also affect private US citizens or nationals living in or traveling through the affected area. The no-double-standard policy also requires private US citizens be given the same evacuation opportunities and assistance as those US citizens who are in country for official USG purposes, when appropriate and feasible. It is DOS policy to make available to private US citizens, on a reimbursable basis, any USG-facilitated evacuation option planned for the official USG community, when appropriate and feasible.

7. Notification Phases

a. Understanding the phases in which potential evacuees are notified is essential in developing a sensible evacuation plan. Figure IV-2 delineates typical notification phases.

b. **Drawdown.** The basic options for drawdown are authorized departure and ordered departure. Departure may be authorized or ordered when it is of national interest to require the departure of some or all employees and/or their eligible family members, or if there is imminent danger to the life of the employee or the lives of the dependents of the employee. When a drawdown is necessary to protect the lives of US citizens, the COM may act on his or her own authority. In all other circumstances, however, prior approval from DOS must be obtained. The embassy, referred to as the post, is required to prepare a list of personnel to remain at the post in an emergency situation. The list of employees to remain will include those needed to manage an eventual evacuation of US citizens.

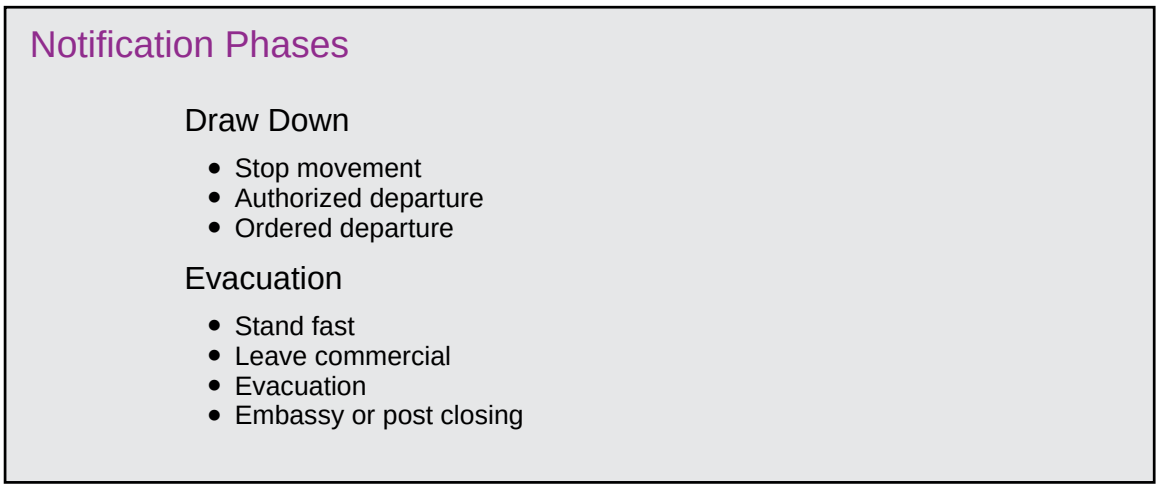


Figure IV-2. Notification Phases

(1) **Stop Movement.** DOD issues an order to stop forward movement of military dependents, nonessential DOD civilian employees and their families, families of essential DOD civilian employees, and DOD dependents schools staff and faculty.

(2) **Authorized Departure**

(a) The COM must request authorized departure status from DOS. Employees who wish to leave the post must obtain approval from the COM. Family members who wish to leave the post as an official evacuee must also obtain approval from the COM. Family members who wish to leave the post not as an official evacuee may do so at any time. When the authorized departure status is terminated, the official evacuees must return to the post.

(b) Voluntary departure of command-sponsored military dependents, nonessential DOD civilian employees and their families, families of essential DOD civilian employees, and DOD dependents schools staff and faculty to an announced safe haven is encouraged and authorized at government expense, with return also at government expense. These government authorized expenses do not apply to local US citizens who do not have service agreements for return transportation to the US at government expense.

(3) **Ordered Departure**

(a) The COM may determine that a situation has deteriorated to a point that family members and certain employees should leave the post for their safety. Ordered departure is not optional; family members and employees will be issued orders to leave. When the ordered departure status is terminated, official evacuees must return to the post.

(b) Mandatory departure of some or all categories of personnel and dependents (such as military dependents, nonessential DOD civilian employees, DOD dependents schools and their families, families of essential DOD civilian employees, and staff and faculty) to designated safe havens is directed by DOS, with implementation of

the theater evacuation plan. Historically, DOS accomplishes most ordered departures using commercial transportation (scheduled or chartered), without the use of military personnel or assistance. However, DOS may request a DOD-assisted NEO (using DOD organic or chartered transportation assets) based on the nature of the threat or the lack of availability of alternative forms of transportation.

c. **Evacuation.** The decision to evacuate personnel assumes that the decision to draw down, at least in part, has been made. When feasible, notification of potential evacuees involves communicating via the established warden system. As a rule, written messages are more reliable than oral messages and should be used whenever possible. There are four notification phases for an evacuation.

(1) **Stand Fast.** When a country's political or security environment has deteriorated and it is perceived that US citizens are threatened, but an evacuation is either not required or is temporarily impossible, all US citizens are requested to "stand fast" and are given preliminary instructions for preparing to evacuate the country. The embassy identifies the wardens and activates its emergency action organization. The embassy's personnel review the evacuation plans, options, and support requirements, and the COM may consider requesting military assistance. All military dependents, nonessential DOD civilian employees and their families, families of essential DOD civilian employees, and DOD dependents schools staff and faculty are required to shelter in place and take appropriate precautions to limit harm since immediate movement will involve unacceptable risks. The supported GCC may direct the deployment of a liaison team, activate crisis action response teams, and assign a subordinate JFC as appropriate to assist with coordination of resources. For a sample stand fast notice, see Appendix D, "Sample Notice Forms."

(2) **Leave Commercial.** Due to the gravity of the situation, nonessential US citizens may be told to leave by commercial transportation as soon as possible. If commercial transport will not be available or adequate, the US embassy may coordinate for increased commercial flights or contract flights to assist US citizens departing voluntarily. The following other actions may take place. The embassy's internal security force may be reinforced by additional MSGs and/or DOS security personnel, or a JTF may be formed to assist in the evacuation. The COM might request the deployment of a small JTF liaison team to the embassy to assist in evacuation planning and in anticipation of the requirement for military assistance to conduct the evacuation. For a sample leave commercial notice, see Appendix D, "Sample Notice Forms."

(3) **Evacuation.** When the political or security environment is believed to have deteriorated to the point that the safety of US citizens is threatened, the COM (with DOS approval) orders the departure of the personnel listed in subparagraph 8c, "Personnel Eligible for Evacuation Assistance," keeping only essential personnel of the country team. The embassy would assemble, document, and begin assisting in the movement of US citizens, HN nationals, and TCNs to designated safe haven sites. Of note is per the DOS 12 FAH-1, EPH, safe haven in the US is not available for either TCNs or foreign service nationals. Requests for exceptions will be sent to SECSTATE for a decision. A mix of commercial charter, private, or military transport might be necessary, depending

THIRD COUNTRY NATIONALS

Current policy on third country nationals is outlined in the Department of State's (DOS's) 12 Foreign Affairs Handbook-1, *Emergency Planning Handbook*. Essentially this provision states that in the event of a noncombatant evacuation operation (NEO), the United States Government (USG) will consider extending—on a humanitarian, space available but reimbursable basis—evacuation assistance to foreign nationals.

In practice, we have repeatedly assisted virtually all governments requesting assistance in evacuating their nationals from countries in which a NEO has become necessary.

DOS refrains from entering into formal agreements with other governments on the evacuation of their nationals. We have two long-standing agreements with the Canadians and British to consult with each other with respect to evacuation planning. All foreign governments (including Canadian and British) are urged to plan for their own nationals' evacuation and not to depend on USG resources.

Memorandum of Agreement Between Departments of State and Defense on the Protection and Evacuation of US Citizens and Designated Aliens Abroad

on the availability of scheduled commercial transportation. At some point in this phase, the COM might request military assistance, either because the transportation means are inadequate or because of the severity of the threat to the evacuees. Once requested, the supported GCC, upon direction from SecDef through CJCS, commences military evacuation operations. These may range from simple transportation support to the deployment of a JTF. A sample evacuation notice is provided in Appendix D, "Sample Notice Forms."

(4) **Embassy or Post Closing.** The situation may deteriorate to the point that the embassy must close and all remaining US citizens and embassy employees must be evacuated. This will not include private US citizens and their dependents who desire to remain in the country. A list of personnel who cannot be ordered to depart a country is provided in subparagraph 8c, "Personnel Eligible for Evacuation Assistance." Military assistance might not be required until this phase of the evacuation. JTF operations could range from removing the remainder of the country team to full-scale evacuation operations. A sample embassy or post-closing notice is provided in Appendix D, "Sample Notice Forms."

8. Evacuee Identification

a. The first question most often asked by both diplomatic and military planners is, "Who are the evacuees, and how many of them will there be in a crisis?" There are several groups of evacuees, some of whom the COM may direct to evacuate and some whom the COM cannot. Understanding how evacuees are organized, notified, and

moved to assembly areas helps in determining the number of potential evacuees and assembly time estimates.

b. **Report of Potential Evacuees.** The report of potential evacuees, also known as the F-77 report, identifies the numbers of potential evacuees at each embassy. Each embassy or consulate is required to submit to DOS an annual report, between 1 January and 1 February, of the estimated number of potential evacuees in its assigned area. A copy of the most recent report must be filed with the EAP. F-77 reports are available on the SECRET Internet Protocol Router Network (http://webapps.state.sgov.gov/f77/home.asxp).

(1) The F-77 report counts are the best planning effort of the DOS; however, they are only yearly estimates. The F-77 report is based upon US citizens registering themselves with the US embassy or consulate when they are in the country. Many US citizens often fail to take the time to register. The general level of interest in the potential for an evacuation will, therefore, often affect the accuracy of the report. The fear of a potential evacuation is sometimes the most powerful motivator to receiving the data for an accurate evacuee estimate. The estimate may also be high or low due to seasonally dependent tourism.

(2) Experience indicates the evacuee totals on most F-77 reports are much lower than the actual evacuees requesting evacuation, especially during a crisis. If the country populace suddenly perceives a deadly threat, panic will probably ensue, and evacuee numbers will be abnormally high. Evacuee estimates will be more accurate if the period preceding the evacuation allows for an orderly assembly of people who wish to evacuate, and the perceived threat at the time of the evacuation remains relatively constant.

c. **Personnel Eligible for Evacuation Assistance**

(1) The following prioritized categories of personnel are eligible for evacuation assistance and can be ordered to depart.

(a) US civilian employees of all USG departments and agencies (except DOD employees of military commands who have been designated as emergency essential).

(b) US military personnel assigned to the embassy (e.g., DAO, security assistance personnel, MSGs).

(c) Peace Corps volunteers.

(d) US citizens employed on contract to a USG department or agency if the contract so provides.

(e) Legal and authorized family members of those above.

(f) Family members of all other US military personnel (command-sponsored dependent and noncommand sponsored).

(2) The following categories of personnel are entitled to evacuation assistance, but cannot be ordered to depart. If these individuals refuse to evacuate, the JTF marshalling team should obtain their signature on the waiver of evacuation opportunity (see Figure D-5), which should be forwarded to the embassy. If they depart the country, they may return at their discretion and at their expense. These personnel are as follows:

(a) US citizens employed by non-USG organizations (e.g., World Health Organization).

(b) US citizens employed by or assigned to IGOs and NGOs (e.g., United Nations Disaster Relief Coordinator, United Nations High Commissioner for Refugees, International Medical Corps).

(c) US citizens employed on contract directly by the host government, even though the contract may be funded by the USG.

(d) US citizens employed by private entities such as relief organizations, even though the employer may receive some USG funding.

(e) Fulbright grantees and US citizens in comparable roles.

(f) Other private US citizens.

(g) Family members of private US citizens, to include alien spouses, children, and other bona fide residents of the household.

(3) The category of non-US citizens seeking assistance can be the largest and most difficult to control during a fast-moving evacuation in an uncertain or hostile environment. The COM should establish the policy identifying who will receive evacuation assistance. While the US does not have agreements that guarantee evacuation assistance to any nation, DOS can grant evacuation assistance to citizens from third countries following the initiation of an evacuation. Also, planners should keep in mind that facilities to process US citizens will become overwhelmed if the points of departure do not have the required processing facilities to handle non-US citizens and the volume of people a NEO can create. To the maximum degree possible, NEOs that include non-US citizens should be conducted with commercial aircraft delivering to major commercial international airports. When military airfields/military aircraft are used and non-US citizens are a part of the evacuation, initiate reception planning with DOS and the HN if another country is designated as a safe haven, or if evacuating to the US, DHS should be notified as far in advance as possible.

9. Coordination with Senior In-Country Military Officials

a. The JFC should establish and maintain close liaison with the SDO/DATT. The SDO/DATT will be able to assist in the coordination of JTF activities with the embassy

and to assist the JFC in obtaining the COM's evaluation of the situation. Additionally, the SDO/DATT is able to provide information on the general scope of in-country activities for all DOD non-CCMD elements, including missions, locations, organizations, and unique security requirements.

b. As part of the planning process, the JFC prepares a commander's estimate covering the various options deemed feasible and any pros and cons relating to each, including diplomatic/political constraints. The CJCS or GCC warning order will normally provide the JFC with a concise statement of the US national interests at stake in the NEO, to include:

(1) The safety and welfare of US citizens.

(2) The continued stability of the local government.

(3) The maintenance of a firm posture against terrorism.

(4) A demonstration of support for international commitments.

(5) The probable environment in which the NEO will be conducted.

c. The COM should summarize the objectives and constraints relevant to the JTF's assistance, the nuances involved, and any constraints on the use of force that might be appropriate. While these may be obvious to those intimately involved with the situation, the JFC will be better prepared to comply effectively with a request for help if the reasons have been clearly explained.

10. Embassy Security and Operations

a. Security outside the embassy is the responsibility of the HN, while security of the COM and embassy grounds is the responsibility of the RSO. In many cases, US embassies do not have security forces or personnel. If security is provided, the RSO has DOS security personnel and a small MSG detachment to accomplish this mission. During the evacuation, the MSG detachment personnel receive their orders from the RSO, while JTF personnel receive their orders from the JFC. JTF personnel do not receive orders from the RSO. These command relationships can potentially cause problems, especially when MSG personnel and JTF personnel work together during the evacuation operation. It is vital that the JTF staff work out missions and command relationships before the operation. The JFC should understand the COM's security plan and have knowledge of the country team strategy to integrate and synchronize the joint forces as smoothly as possible.

b. The embassy evacuation plans may not provide for the embassy site to be a primary assembly area or evacuation site. However, experience shows that during times of crisis large numbers of US citizens, citizens of the HN, and TCNs will go to the US embassy. These people will be frightened and may want to leave the country, but may not have been included in the notification plan or could not reach the designated

assembly area or evacuation site. Separate plans should be developed to deal with these crowds, both as a threat to the embassy and as evacuees.

c. Local citizens wishing to volunteer information may arrive at the embassy perimeter without prior notice. These individuals are called walk-ins. Embassies have standard operating procedures (SOPs) on the treatment of walk-ins designed to ensure quick and secure access to the appropriate embassy officers. JTFs should familiarize themselves with these SOPs.

d. In some cases local contract guards control the perimeter of each embassy. These personnel may or may not be armed. Quality of the local guard force varies by country. Most local contract guard forces are likely staffed with personnel who have proven their loyalty to the embassy's staff. These local guards can be very useful in assisting US forces assigned to perimeter security duty. Accordingly, planning for numbers to be evacuated should include this additional group. In addition, in the event these guards desire to be evacuated at the last minute, consideration must be made for replacement security.

e. MSGs control access into critical facilities where classified material is processed and stored. MSGs have reaction plans to defend these facilities and destroy or evacuate sensitive material or equipment, if necessary.

11. Intermediate Staging Base Considerations

a. The JFC may determine that an ISB is needed to support the NEO. Selecting an ISB is a time-sensitive issue. DOS will inform the GCC of the location and availability of countries for establishment of possible ISBs.

b. The JFC should ensure the ISB meets operational requirements and advise DOS of these requirements. The considerations for selecting an ISB are as follows:

(1) Be capable of handling the aircraft or ships used in the evacuation.

(2) Possess effective communication with JTF and CCMD HQ, advance party, ECC, temporary safe haven, ISB, and the embassy.

(3) Have adequate facilities for billeting, messing, provision of emergency medical treatment, and sanitation for the evacuation force and evacuees, if used as the temporary safe haven.

(4) Possess repair and refuel capability for aircraft.

(5) Have storage facilities for perishables; petroleum, oils, and lubricants; medical supplies (i.e., cold storage for pharmaceuticals); and ammunition.

(6) Be close to major medical facilities, if possible.

(7) Be located to provide maximum possible operations security (OPSEC).

(8) Have overflight and access rights IAW the *Department of Defense Foreign Clearance Guide* (https://www.fcg.pentagon.mil/).

(9) Have a PA contingency plan for planned or "no-notice" media presence.

(10) Be close enough to the evacuation site that aircraft or ships used in the evacuation can transit without refueling.

(11) Have adequate local and area security forces to protect US personnel and equipment. This protection could be accomplished either by the HN or by security forces from the deployed ISB support element.

12. Repatriation Considerations

a. Repatriation is the procedure whereby US citizens are officially processed back into the US following evacuation from overseas. Repatriation is not a part of, but subsequent to a NEO. The ideal case for an evacuation is normally to have the safe haven in the US in which repatriation occurs. Because there may be a seamless transition between the NEO and the repatriation, NEO planners should have an understanding of repatriation considerations.

b. Repatriation planning considerations include:

(1) Any coordination requirements between GCCs, DOS, DHHS, and other USG departments and agencies. CDRUSNORTHCOM and CDRUSPACOM are responsible for receiving noncombatant evacuees to the US and/or US territories within their respective AORs.

(2) Suitability and capacity of the airfield and/or port for the aircraft or ships being used for the repatriation to the US.

(3) Coordination of the flow and transportation of evacuees to the ports or airfields for debarkation.

(4) Point of debarkation or arrival in the US for the evacuees.

(5) Funding or special allowances for Service members and their family members.

(6) Evacuee family assistance during repatriation (housing, food, personal hygiene, toiletries, and others).

(7) Media and PA.

(8) Medical issues with evacuees (includes any US restriction of movement/quarantine requirements).

(9) Evacuee pets.

(10) Required documentation per Department of Defense Form (DD) 2585, *Repatriation Processing Center Processing Sheet (http://www.dtic.mil/whs/directives/forms/eforms/dd2585.pdf).*

(11) Adequate security for the evacuees during the repatriation.

(12) Adequate support for the Automated Repatriation Reporting System.

13. Other Planning Considerations

As JFC or JTF planners develop the plan for the NEO, additional consideration should include:

a. **NEO Transition and Termination Criteria.** The JFC and the COM should determine when to transition to other operations or to terminate a NEO within the context of the JFC's joint campaign and the COM's requirements for support in an evacuation, as applicable. The criteria as to when the NEO is complete should be understood. The situation may deteriorate to the point that combat or other operations are required and a transition to those operations occurs.

b. **Prioritization of Multiple or Simultaneous NEOs.** Situations could occur in which multiple NEOs in different areas within one country, several countries, or more than one GCC AOR may be necessary. Prioritization may be required to execute multiple and simultaneous NEOs by DOS, DOD, and the GCC(s). Planning considerations with respect to resources and capabilities may become considerably more complex in such a scenario. The GCC will need to synchronize plans with non-DOD mission partners during theater campaign planning to maximize unified action.

c. **Interpreters.** NEO planners need to ensure that interpreters are sourced and ready to assist, as necessary, in the evacuation. Sourcing solutions could be available through the embassy, HN government, or contracting with the local community and other non-DOD mission partners where habitual relationships may exist. The JTF may need to bring its own interpreters if the requirements cannot be met in the HN.

d. **Communication and Information Sharing**

(1) Unified action involves multiple USG departments and agencies, NGOs, private organizations, and multinational partners. The ability to plan, synchronize, collaborate, and execute the entire range of NEO mission-related activities is enhanced by the ability of all mission partners to share and exchange critical information in a single language and at a mission-specific classification and releasability level. These attributes are addressed through network federation and actions within a collaborative environment.

(a) Standing bilateral and multi-lateral networks based on diplomatic relationships may help to provide mission partner information sharing, and support the early evacuation planning and training with partner nations.

(b) Prior to the commencement of the NEO, the JFC may need to establish a communications network that allows for enhanced information sharing with specific mission partners who have agreed to participate in the evacuation operation. To provide for equal peer to peer information sharing in a USG led joint force NEO, network contributions made by the US military, USG and international agencies, as well as multinational participants should be configured to best enable a trusted, protected and equal sharing of information to support the evacuation.

(2) In addition to the typical network systems associated with other operations, the NTS, which is specific to evacuations, plays a critical role in evacuee processing by tracking and sharing information on evacuee movement. NTS terminals should be located at all DOD-operated evacuation sites to include ECCs, aerial and sea ports of embarkation, aerial and sea ports of debarkation, and temporary safe havens. Planning considerations for the NTS include: operator training, availability of a sufficient number of NTS terminals, and required associated personnel to be NTS operators to adequately support the NEO.

For more information on communications, refer to JP 6-0, Joint Communications System.

e. Medical, dental, veterinary, PR, mortuary affairs, PA, information operations (IO), and CBRN planning considerations can be found in Chapter V, "Employment and Evacuation Operation Procedures."

f. Safe haven planning considerations can be found in Chapter VII, "Safe Haven and Repatriation Operations."

g. Planners should also examine any ROE and legal considerations during the NEO planning. Appendix A, "Rules of Engagement," contains more information on ROE, and Appendix B, "Legal Considerations," contains additional information for legal planning.

14. Multinational Planning Considerations

a. Since many evacuations involve other countries, the potential use of an MNF in a NEO should be a planning consideration. Detailed multinational planning and training (to include exercises) are important factors in ensuring a successful operation. An ID is important to start detailed planning since it establishes the authority and parameters for the NEO, and includes guidance regarding the situation, objectives, mission, participating nations, and timing. Unity of effort within a MNF should be established as early in the operation as possible, especially in a time-sensitive NEO.

b. A multinational NEO may be conducted in four phases—**preparatory operations, preliminary operations, evacuation operations, and withdrawal and redeployment.** These phases are usually sequential, but may have significant overlap.

(1) **Preparatory Operations.** Activities during this phase include gathering intelligence, generating the MNF, training and rehearsals, logistic buildup, and other administrative preparations.

(2) **Preliminary Operations.** During this phase the MNF will likely deploy to a secure ISB(s), which may be known as forward mounting bases, identify evacuation points, and assist in the establishment of the ECC as required. If the NEO is conducted in a hostile environment this phase may include forcible entry operations or operations to shape the operational environment.

(3) **Evacuation Operations.** The main effort during this phase is the safe and swift evacuation of evacuees enabled by a rapid insertion of the MNF. The MNF should secure vital areas; support reception centers, ECCs, and embarkation points; support the evacuation; and provide force protection.

(4) **Withdrawal and Redeployment.** The military end state for a NEO is the safe evacuation of all noncombatant evacuees to designated safe havens and the withdrawal of the MNF. Thereafter, redeployment to home station or to other tasks will normally occur.

c. When developing the plan for a multinational NEO, planners should:

(1) Review all available evacuation contingency plans, to include the COM EAP.

(2) Perform a commander's estimate. Planning considerations for a



Evacuees board a Royal Thai Navy Landing Craft, Utility in a noncombatant evacuation operation, conducted by United States Marines with the 31st Marine Expeditionary Unit, Royal Thai Marines, and members of the Japanese Defense Force at Hat Yao, Kingdom of Thailand during Exercise COBRA GOLD.

multinational NEO are contained in AJP-3.4.2, *Allied Joint Doctrine for Non-Combatant Evacuation Operations*.

(3) Obtain through direct liaison(s), the unique constraints and restraints (e.g., regarding the use of force), security plans, procedures for "walk-ins," and plans for the protection/evacuation/destruction of classified material from the COM(s) relevant to the MNF's assistance.

(4) Develop/modify an OPLAN through the appropriate multinational planning process.

d. **Logistics Planning**

(1) **Support.** NEOs, by their very nature, normally occur in nations where there is seldom a logistic support structure established by one or any of the partner nations. Therefore, **the only guarantee of sufficient logistic support is if the MNF provides its own or makes solid short-notice, in-country support arrangements.** A logistic estimate must be conducted to ascertain requirements. Although not an exhaustive list, some of the support arrangements that could be established are as follows:

(a) If a legitimate government exists, and there is sufficient time to negotiate an agreement, the implementation of HNS under an umbrella MOU can be arranged.

(b) In cases where an HNS agreement is not practical, resources may still be obtained locally. In-country resources, in the form of local contracts, can be made between the MNF and individual civilian providers, rather than the national government acting as a guarantor of support.

(2) **Organization.** Partner nations are normally expected to provide all the personnel and equipment required to conduct their portion of the NEO. Further, nations may be required to transfer some level of authority over their national logistic force contributions, at an agreed time, for a specified period. In an extensive NEO, the MNFC may establish a multinational logistic command, which may consist of an operational element and a multinational joint logistic center, as its core.

Refer to AJP-3.4.2, Allied Joint Doctrine for Non-Combatant Evacuation Operations, *for more information on planning considerations for multinational NEOs.*

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CHAPTER V
EMPLOYMENT AND EVACUATION OPERATION PROCEDURES

"To the extent feasible and practical, DOD [Department of Defense] will use similar support systems and processes regardless of the nature of the evacuation (authorized or ordered, regardless of whether NEO [noncombatant evacuation operation] has been declared)."

Department of Defense Directive 3025.14, *Evacuation of US Citizens and Designated Aliens from Threatened Areas Abroad*

1. Evacuation Plan Implementation

a. While the military may play a key role in planning and conducting the operation, it is most often viewed as the last resort in a series of evacuation options. It is important for the JFC and staff to understand this role when preparing a plan for the evacuation. It might be quite natural to assume that the evacuation is a unilateral military operation and prepare the evacuation plan in a vacuum, ignoring the COM's requirements and perspective for the NEO. The military and DOS representatives must therefore conduct extensive coordination to ensure the development of a feasible and supportable military plan that supports the COM's requirements and objectives.

b. **Evacuation Site Operations.** Operations at the evacuation site are clearly delineated between those performed by DOS personnel and those performed by the JTF. However, in cases of emergency the JTF should be prepared to perform functions that are normally executed by embassy staff. This includes an awareness of movement plans using commercial and private aircraft, ships, and vehicles and all COAs being considered by the COM.

c. **Authority to Invoke.** Once SECSTATE approves an evacuation, the COM has the authority to implement the plan in a crisis. DOS, acting on the advice of the COM, will determine when US citizens and foreign nationals are to be evacuated. When unexpected violence flares up or appears imminent and communications with DOS are cut off, the COM may invoke such elements of the plan and initiate such actions as the situation warrants.

2. Intermediate Staging Base

a. An ISB is a temporary location used to stage forces prior to inserting the forces into the HN. Use of an ISB during deployment provides the JFC many advantages over deploying directly from the home station. The ISB becomes more important as the distance from the home station and the likelihood of hostilities increase. The ISB may be located in another country close to where the evacuation is taking place or may be any ship under US control. Ideally, the ISB will also function as a temporary safe haven, if one is required. The ISB may also serve as an airfield for support forces such as additional airlift for unforeseen movement requirements and/or combat forces (e.g., air



Briefing of the evacuation plan to joint task force personnel at an evacuation control center.

units capable of offensive attacks and airborne infantry units) in the event that a forcible entry is required.

b. **Advantages.** The items shown in Figure V-1 can be accomplished at the ISB.

c. **Coordination.** When an ISB is located in a country other than the US, DOS coordinates with the government of that country. If the ISB is an established US base in a foreign country, using the ISB as a staging point for launching forces into another country can pose significant diplomatic/political problems. Since ISBs are typically airfields or seaports, the supported GCC should query USTRANSCOM for available transportation infrastructure on-hand information related to facilities and sites being considered as likely ISBs.

d. **Composition.** The composition of the ISB force depends on what support is required and what is already on site at the ISB. An ISB at an established, modern facility requires substantially less than one at a lesser developed location. Some considerations for the ISB force are as follows:

(1) Maintenance and service personnel for aircraft and/or ships.

(2) Liaison with the embassy and civilian agencies (police, military, customs, and others, as required).

(3) Interpreters.

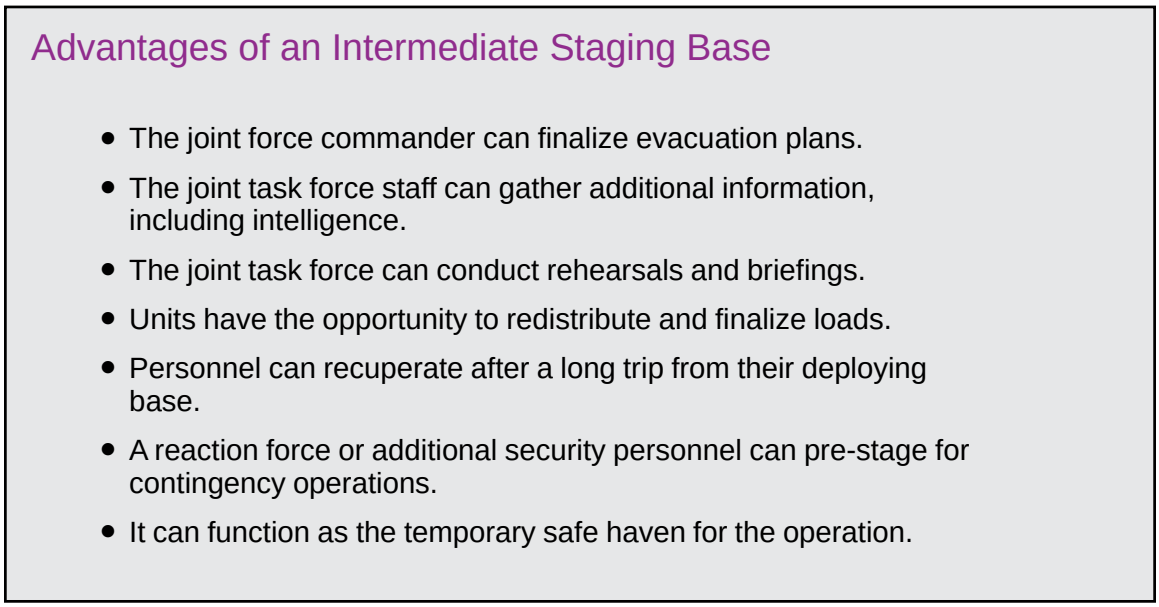


Figure V-1. Advantages of an Intermediate Staging Base

(4) Facilities for maintenance, refueling, billeting, messing, passenger staging areas, sanitation, and biometric enrollment.

(5) Contracts for local services and supplies.

(6) Local security.

(7) Air traffic control and airfield management.

(8) Movement control.

(9) HN medical infrastructure.

(10) Overflight rights.

3. Advance Party

a. As early as possible in the planning, the JFC forms the advance party and requests permission to send it to the site of the operation. The advance party may consist of two elements: the FCE and the evacuation site party. In a permissive or uncertain environment, the FCE should be inserted before the evacuation site party arrives. In a hostile environment, the COM's decision will probably be to insert the entire evacuation force to immediately commence the operation. **The FCE coordinates with in-country DOS personnel and HN authorities (when authorized by DOS) and establishes a communication link among the JFC, supported GCC, and DOS. Additionally, the supported GCC may want direct representation with the COM during a NEO. The evacuation site party conducts reconnaissance to determine and establish assembly areas and evacuation sites.** If the JFC elects not to deploy an evacuation site party, the FCE is responsible for all of the duties normally assigned to the evacuation site party.

b. **Preparation and Planning.** Deployment of the advance party depends on the mission, enemy, terrain and weather, troops and support available, time available, and diplomatic/political considerations. The least conspicuous method is for the advance party to arrive in the HN in civilian clothes on civilian aircraft. This is possible only if the necessary passport and visa arrangements can be made and the environment is permissive. An uncertain or hostile environment may require forcible entry. Use of military aircraft allows the advance party to carry additional equipment that may be needed in setting up the evacuation site and establishing communication and liaison. The following advance party tasks should be accomplished during this phase:

(1) Request permission from the COM for the advance party to enter the country. The number of FCE members recommended and the insertion method should be specified.

(2) Deploy as soon as possible, and in advance of the main body, to allow maximum time for coordination and to determine external support requirements.

(3) Develop and brief a communication plan for the advance party.

(4) Acquire and review appropriate maps and GEOINT.

(5) Review the embassy's EAP and the EAP checklists, examples of which are provided in Appendix C, "Sample Emergency Action Plan Checklists."

(6) Assemble and inspect required equipment.

(7) Develop and brief a PR plan for the advance party.

(8) Obtain visitor visas for all members of the advance party.

(9) Due to possible sensitivity of the political situation in the HN, determine whether the advance party should deploy in civilian clothes.

(10) Consider weapon and ammunition requirements based on the threat assessment and limitations imposed by the COM.

(11) Examine the need for specialized equipment; for example, ordnance to assist DOS officials in destruction of classified equipment and documents or sufficient SATCOM systems to establish communications with the JTF or CCMD HQ.

(12) Determine the medical requirements.

(13) Identify interpreter requirements.

(14) In coordination with the embassy, request overflight and landing rights for appropriate countries IAW the *Department of Defense Foreign Clearance Guide* (https://www.fcg.pentagon.mil/).

(15) Review all available intelligence on the proposed NEO; obtain assistance to create requests for information to fill gaps created by missing data.

(16) Assess news media interest in the situation and activities of the JTF and its involvement in the evacuation.

(17) Develop location/staging area to segregate medical evacuees from general evacuees, if practical.

(18) Be prepared to report casualties IAW DODI 1300.18, *Department of Defense (DOD) Personnel Casualty Matters, Policies, and Procedures.*

c. **FCE.** The FCE coordinates with the COM and members of the country team for information and assistance. The FCE normally submits situation reports to the JFC. When the main body enters the country, the FCE rejoins the evacuation force and continues operations with the JTF HQ.

d. **FCE Functions and Personnel.** The JFC, in coordination with the COM, or the COM's designated representative, determines the size and composition of the FCE. The FCE size is often limited by the physical constraints of the US embassy and other factors, so FCE members may need to perform multiple functions as required. The FCE may include the following personnel with their associated responsibilities or functions:

(1) **Officer in Charge (OIC).** Provides direct liaison with the senior DOS official at the embassy to ensure orders of the JFC and the desires of DOS are accomplished.

(2) **Personnel Officer**

(a) Coordinate as required with medical team and mortuary affairs personnel to identify casualties.

(b) Ensure that casualties are reported IAW DODI 1300.18, *Department of Defense (DOD) Personnel Casualty Matters, Policies, and Procedures.*

(3) **Intelligence Officer**

(a) Provides a conduit for intelligence directly from the embassy and evacuation sites.

(b) Coordinates with the DAO, COS, and RSO to provide the evacuation force updated intelligence estimates. The DAO can facilitate access to the daily embassy situation reports and other intelligence.

(c) Obtains information and intelligence products, including GIBCO to satisfy JTF intelligence requirements from the country team and other embassy sources.

(d) Considers the following when conducting JIPOE and developing priority intelligence requirements and other intelligence requirements:

1. Current weather conditions, climatological, tidal, astronomical, and lunar phase data.

2. Assets, characteristics, capabilities of ports, airfields, beaches, LZs, drop zones (DZs), and key facilities of the HN government for communications, utilities, and health services.

3. Identification of hostile and potentially hostile forces and threat systems, including local government forces, rebel groups, dissident forces, student groups, and unorganized mob action, with the focus on their location and potential to become organized. Collection must be IAW US and HN laws.

4. Identification of any third parties (i.e., external countries) that may attempt to hinder evacuation operations.

5. Identification of friendly third parties that could assist the NEO.

6. Potential for hostile infiltration of evacuees.

7. Imagery and other GEOINT products of required areas (if available).

8. JTF provided data on intelligence, surveillance, and reconnaissance products that may include full-motion video, signals intelligence and electro-optical/infrared.

9. Liaison with intelligence representatives of other US, third country, and HN agencies as appropriate.

10. Need for linguists to assist with debriefings or conduct liaison with foreign nationals as required.

(e) Provides pertinent medical intelligence in support of the NEO to medical staff.

(f) Provides pertinent engineering obstacle intelligence in support of NEO movement and logistics.

(4) **Operations Officer**

(a) Briefs DOS representatives on the capabilities of the advance party and the JTF.

(b) Answers operational questions concerning the evacuation plan. Briefs the OIC concerning any information the embassy presents that may affect the evacuation plan.

(c) Ensures that support is provided to manifest noncombatant evacuees using the DOD NTS or other appropriate tracking means.

(d) Assesses the requirement for deployment of combat forces.

(e) Defines and identifies strategic and/or theater lift requirements.

(f) Coordinates pet policy with DOS representative so veterinary support can be planned, if required.

(5) **Logistics Officer**

(a) Synchronizes and aligns logistics operations with DOS, HN, GCCs, JFC, other USG departments and agencies, and multinational partners.

(b) Coordinates HN transportation assets needed by the advance party and JTF.

(c) Arranges for supplies the JTF needs but cannot bring (such as water, fuel, medical supplies, and rations).

(d) Coordinates nonorganic JTF heavy equipment and materials handling equipment support.

(e) Provides on-site logistic assistance to facilitate the evacuation.

(f) Coordinates and/or executes contractual HNS agreements and maintains awareness of other non-DOD capabilities and resources.

(g) Reviews strategic and/or theater lift requests for logistic constraints and feasibility.

(6) **Security Officer**

(a) Coordinates with the SDO/DATT, RSO, and/or MSG on security matters.

(b) Determines and advises the OIC on security requirements before and during the NEO.

(7) **Communications Detachment**

(a) Sets up and operates necessary communications equipment.

(b) Determines areas of compatibility and interoperability between the advance element, JFC, COM, HN military, and multinational and forward deployed interagency partners.

(c) Identifies and addresses frequency problems.

(d) Determines if HN communications equipment is similar to, or compatible with US equipment.

(e) Establishes C2 capabilities of HN military, multinational, and interagency partners in support of mission execution, if required.

(f) Ensures that required single-channel communications equipment is planned for and deployed (high frequency, very high frequency, ultrahigh frequency, and SATCOM). Ensures the NTS airtime requirement is identified in the SATCOM communications plan.

(g) Develops an understanding of the operation of the HN's phone system. Existing domestic telephone lines and cellular networks can be used to back up the military communication systems. Although telephone lines are not secure, manual encryption devices may be used to pass classified message traffic and should be planned for to support the operation. Telephone lines may be the most reliable form of communication, especially to remote evacuation sites. Communications personnel should verify the serviceability of these lines, record numbers, and ascertain dialing procedures for possible use during execution of the NEO.

(h) Establishes reliable and redundant communication links and procedures among the diplomatic mission, supported GCC, and JFC. Communications must be established between the embassy and JFC so diplomatic and politically sensitive situations can be controlled.

(i) Identifies sensitive equipment and/or material that will need to be evacuated or destroyed.

(8) **Medical Team**

(a) Advises the OIC of medical considerations that affect the NEO, to include recommendations for emergent and urgent PM transport.

(b) Provides immediate medical assistance as required.

(c) Determines characteristics of the evacuation that are related to the cause and spread of disease such as terrain, soil, climate, animals, plants, sanitary standards of the native population, and endemic and epidemic diseases present.

(d) Determines the need for special preventive medicine units.

(e) If authorized by the embassy, determines veterinary requirements to prepare pets for movement.

(9) **Air Support Coordinator**

(a) Coordinates all aircraft support.

(b) Determines air traffic control requirements.

(c) Provides advice concerning the number and type of air assets required, the technical aspects of LZs and DZs (including the type of security required), fixed-wing landing strips, and air evacuation routes.

(d) Selects LZs.

(e) Provides interface for air-to-ground operations.

(f) Surveys air facilities for possible use to support follow-on forces for conduct of defensive combat operations.

(g) Completes performance planning for aircraft type (weight, fuel, weather, flight times, aircraft range, etc.), which provides planners with information on number of passengers and baggage that can be carried and other similar information. This information can be inserted into the planning process at any point and indicates anything from how many aircraft and of what type should be requested to how long the operation will take using a specific type or mix of aircraft types.

(h) Provides subject matter expertise on antiaircraft threat capabilities.

(i) Factors in crew/rest cycle and maintenance requirements impacting the mission of a longer duration.

(j) Directs configuration of aircraft and medical personnel assigned as crew based on litter-bound casualties and patients. This information could impact the number of flights required due to extra space requirements of litters.

(k) Manages manifests of crew and passengers to maintain accountability.

(l) Prepares risk assessment for the ISBs, LZs, marshaling areas, and in-flight hazards. Planners should share aircraft-specific information concerning safety with the safety officer.

(m) Prepares area and situation specific crew briefing materials.

(n) Coordinates with PR planners and addresses any crew gaps.

(o) Provides crews with the most up-to-date situation report possible, based on coordination with intelligence staff elements.

(p) Collects weather data/visibility information that may affect flight, provide this information to staff planners and flight crews.

(10) **Amphibious Advance Force**

(a) Coordinate ship-to-shore movement which maintains unit integrity of the landing force.

(b) Determine control requirements for movement by surface and air (helicopter and tiltrotor aircraft) assets.

(c) Provide advice concerning the number, type, and quantity of amphibious warfare ships, LCACs, landing craft, and small boats used for the ship-to-shore movement (including the type of security required).

(d) Selects suitable landing area, conduct beach survey, and conduct survey of civilian port/pier facilities.

(e) Provides interface for ship-to-shore operations and ship-to-shore movement planning sequence.

(f) Survey landing craft littoral approach area and shore facilities for possible use to support follow-on forces for conduct of defensive combat operations.

(g) Develop a ship-to-shore plan, which maximizes range and speed capabilities of surface landing and amphibious assault craft and aircraft (helicopter and tiltrotor aircraft) that allow coordinated operations over a wide range, and allows for the fastest turn-around-time.

(h) Provide subject matter expertise on naval threat capabilities.

(i) Factor in crew/rest cycle and maintenance requirements impacting the mission of a longer duration.

(j) Directs configuration of vessels/aircraft and medical personnel.

(k) Manage manifest of crew and passengers to maintain accountability.

(l) Prepare risk assessment for ISB, LZ, marshaling areas, channel and beach hazards, and flight hazards.

(m) Prepare area and situation specific crew briefing materials.

(n) Coordinate with PR planners and address any crew/vessel gaps.

(o) Provide crews with the most up to date situation as possible, based on coordination with intelligence and weather staff elements.

(p) Coordinate support ship location with the naval gunfire LNO.

Refer to JP 3-02, Amphibious Operations, *and JP 3-02.1,* Amphibious Embarkation and Debarkation, *for embarkation on amphibious warfare ships.*

(11) **Air and Naval Gunfire LNO and/or Fire Support Officer**

(a) Identifies and confirms prospective targets to support the NEO (uncertain and/or hostile environments).

(b) Coordinates targets with appropriate embassy personnel.

(c) Provides initial terminal guidance support and supporting arms control as required.

(12) **PAO**

(a) Advises and assists the OIC on matters concerning the news media.

(b) Serves as a liaison between the OIC and COM for PA.

(c) Works with the embassy PAO to publicize evacuation efforts in an effort to provide an accurate account of the operation. This is always accomplished in close coordination with the embassy's staff and within the guidelines of approved DOD PA policy.

(d) Provides clear, concise, and timely information through the CCMD PA staff to senior DOD PA agencies. Provides information to the PAOs at the safe havens concerning media opportunities prior to the arrival of evacuees.

(e) Provides security review of products prior to release to ensure that OPSEC is not compromised.

(f) Establishes an effective command information program.

(13) **IO Officer**

(a) Serves as liaison between the OIC and the supporting information-related capability subject matter experts.

(b) Coordinates, deconflicts, and synchronizes information-related capabilities that support the NEO.

(c) Coordinates with the JTF PAO, embassy PAO, JTF MISO officer, and embassy information officer to ensure that themes and messages are congruent with the commander's communication synchronization effort.

(d) As required, obtains the COM's approval for execution of specific information-related capabilities.

(14) **MISO Officer**

(a) Serves as liaison between the OIC and the supporting military information support (MIS) organization commanders/OICs.

(b) Coordinates and monitors execution of MISO to support the NEO.

(c) Coordinates with the JTF PAO, embassy PAO, JTF IO officer, and embassy information officer to ensure that themes and messages are congruent with the commander's communication synchronization effort.

(d) Writes MISO concept of support for the NEO.

(e) As required, obtains the COM's approval for MISO products and execution of the MISO plan. If a hostile environment exists, the approval authority for MISO products and execution is SecDef, unless authority has been delegated to the supported GCC IAW CJCSI 3110.05, *Military Information Support Operations Supplement to the Joint Strategic Capabilities Plan.*

(15) **CA Officer**

(a) Conducts an initial assessment of the civil component of the operational area to validate information and assumptions of the civil-military operations (CMO) estimate and advise the OIC of CMO-related issues affecting the NEO. CMO estimates may be developed during the JIPOE process.

(b) Advises the OIC on how to minimize population interference with evacuation operations.

(c) Maintains close liaison with embassy officials to ensure effective interagency coordination and delineation of CA responsibilities and activities.

(d) Assists the JTF in accomplishing its mission by obtaining civil or indigenous support for the NEO.

(e) Assists DOS in the identification of US citizens and others to be evacuated.

(f) Assists embassy personnel in receiving, screening, processing, and debriefing evacuees.

(16) **Legal Advisor**

(a) Advises the OIC on legal issues that arise during preparation for and execution of the NEO.

(b) Conducts legal reviews of ROE and guidance pertaining to the use of force and use of RCAs; assists in the drafting of these documents, as appropriate. Advises on relevant legal authorities (i.e., SOFAs and other international agreements, HN laws, and US law and policy), as they pertain to issues arising during NEOs, such as

search and seizure, weapons confiscation, and temporary refuge/asylum requests. As necessary/requested, briefs NEO participants on applicable law.

(c) Conducts liaison with embassy and local officials on legal issues, as required.

(d) Coordinates plan for the processing and adjudication of claims against the US with appropriate embassy personnel.

(17) **EOD Technician**

(a) Advises the OIC and embassy staff on bomb identification measures.

(b) Inspects the embassy and potential ECC sites.

(18) **Religious Support Team (RST)**

(a) Advises the FCE OIC on religious support requirements of evacuees that may impact the evacuation process.

(b) Advises the FCE OIC on HN religious issues that may impact the evacuation process.

(c) Provides immediate religious support to military personnel, their dependents, and other authorized recipients, as required.

(d) Provides liaison to HN religious leaders and/or government cultural/religious affairs officials for assistance to the evacuation.

(e) Provides liaison to religion-based NGOs for assistance to the evacuation.

(19) **PR Officer**

(a) Advises the OIC and embassy staff on all matters relating to PR.

(b) Coordinates with the GCC's joint PR center.

(c) Coordinates with HN government, partner nations, and others to determine PR capabilities that may be used during PR events.

(d) Develops and coordinates PR plans for the OIC, embassy staff, and the JPRC.

e. **FCE Tasks.** FCE tasks are shown in Figure V-2.

f. **Evacuation Site Party.** The evacuation site party identifies and, where possible, establishes the assembly areas, evacuation sites, and the ECC site. When the evacuation force enters the country and the evacuation commences, the evacuation site party

Forward Command Element Tasks

- Initiate liaison with the diplomatic mission:
  - Brief Department of State representatives on the capabilities and missions of the advance party and the joint task force.
  - Establish a forward command post that can be expanded to the joint task force headquarters staff.
- Provide a continuing presence for planning and ensure a complementary role with Department of State personnel.
- Determine whether the operational environment is permissive, uncertain, or hostile.
- Advise the joint force commander regarding the size and composition of forces required. If specified in the initiating directive, determine whether the joint task force is appropriate for the mission.
- Advise the joint force commander regarding the time, place, and method for the arrival of the evacuation force.
- Determine existing political and sociological considerations.
- Determine attitude of the local population.
- Establish communications between the forward command element and the joint force commander:
  - Make the communications link to joint force commander available to the senior Department of State representative.
  - Maintain continuous communications for exchange of planning and intelligence information.

Figure V-2. Forward Command Element Tasks

becomes the operations center and/or section of the ECC. Additional information explaining ECC operations can be found in Chapter VI, "Evacuee Processing."

g. **Evacuation Site Party Composition.** The composition of the evacuation site party is determined by the JFC; however, the size may be limited by the COM. It may consist of the following personnel:

(1) HQ commandant or OIC.

(2) Operations officer.

(3) Intelligence officer.

(4) Communications and/or electronics officer.

(5) Personnel officer.

(6) Logistics officer.

(7) Security officer.

(8) CA officer.

(9) IO officer.

(10) PA officer.

(11) Legal advisor.

(12) Air support coordinator.

(13) Medical officer.

(14) RST.

(15) Engineer officer.

(16) PR officer.

h. **Evacuation Site Party Tasks**

(1) Plan, organize, and establish the ECC in preparation for the main body.

(2) Provide direct liaison with the chief of the embassy consular office.

(3) Maintain liaison with civilian or HN government agencies involved in the evacuation.

(4) Conduct ground reconnaissance of proposed assembly areas, evacuation sites, beaches, LZs and/or DZs, airports, and ports; obtain photographs, where possible. To ensure that aircraft configurations are taken into account, the air support coordinator will be fully aware of the requirements of potential pickup and delivery sites.

(a) Recommend and/or confirm assembly areas, evacuation sites, and LZs and/or DZs. If required to move assembly area operations, coordinate approval with the COM.

(b) Prepare initial evacuation site defensive plan and evacuation security requirements.

(c) Plan and coordinate emergency AE operations with the USTRANSCOM theater patient movement requirements center (TPMRC) for evacuees with serious medical problems.

(d) Plan and coordinate operations of assembly areas and evacuation areas with DOS representatives.

(5) Conduct initial preparation of assembly areas and evacuation sites, to include the following:

(a) Clear minor obstacles.

(b) Plan and layout assembly areas and evacuation sites.

(c) Plan and provide for initial terminal guidance at beaches and LZs and/or DZs.

(6) Collect essential planning information that includes the following:

(a) Assessment of hostage threat.

(b) Number and categories of evacuees.

(c) Medical status of evacuees.

(d) Safe havens (intermediate, temporary, final) determined by DOS.

(e) Diplomatic/political constraints.

(f) Number of HN personnel and TCNs to be evacuated.

(7) Assist DOS personnel with news media.

(8) Establish and maintain communications with the FCE and embassy.

(9) Coordinate additional security requirements the HN police may be able to provide.

(10) During permissive NEOs, coordinate for overflight rights. In uncertain or hostile environments, consider the need for OPSEC and airspace coordination prior to coordinating overflight rights.

(11) Plan and coordinate health care needs of the evacuee population. Determine endemic disease and environmental threats to the population at risk, mission, and operational commander. Plan for the health care needs of evacuees in transit to safe havens in concert with joint, other USG, IGOs, and multinational organizations as necessary.

(12) If pet evacuation is authorized by DOS, establish pet storage and care area.

i. **Deployable JTF Augmentation Cell.** A GCC may elect to stand up a deployable JTF augmentation cell, a liaison and augmentation asset that can be deployed in advance of a JTF advance party. The deployable JTF augmentation cell can serve as both the JFC's advance party and the GCC's liaison until the JTF advance party is deployed and operational.

4. Joint Task Force Main Body Organization and Missions

a. A JTF main body will deploy to conduct the on-scene evacuation process. After insertion of the main body, each element prepares for its part in the operation. As the advance party rejoins the main body, the main body may consist of a HQ, evacuee processing element, marshalling element, security element, and logistic element. Depending on the operation, other elements may also be added. The size of the main body depends on the number of evacuees, evacuation sites, assembly areas, and the tactical situation. Figure V-3 depicts a notional JTF main body organization. Overall, the JTF organization will comply with JP 1, *Doctrine for the Armed Forces of the United States,* and JP 3-33, *Joint Task Force Headquarters*.

b. **JTF HQ.** The JTF HQ coordinates and directs the evacuation. The FCE joins the evacuation force and continues operations as part of the JTF HQ. A liaison team is formed to coordinate activities with the embassy, supported GCC, and other agencies, as required. Effective liaison with the embassy is normally made by personnel from the FCE. An administrative team is formed from the evacuation site party and other personnel. The administrative team organizes the ECC, and is responsible for the smooth operation of the ECC processing center.

c. **Evacuee Processing Element.** The processing element contains those personnel in the ECC that conduct the processing of the evacuees. Processing center operations are discussed in Chapter VI, "Evacuee Processing."

d. **Security Element.** Security forces are used as necessary at the evacuation sites, ECC perimeter, LZs, aircraft, staging and/or parking areas, and landing sites for naval landing craft. Depending on how the JTF commander organizes the evacuation force, the security element could be subdivided or even separated into an internal security unit, external security unit, maneuver security unit, and a quick reaction force or reserve. The internal unit could provide the security within the force and its facilities such as the ECC, staging areas, assembly areas, and others. The external unit could provide security

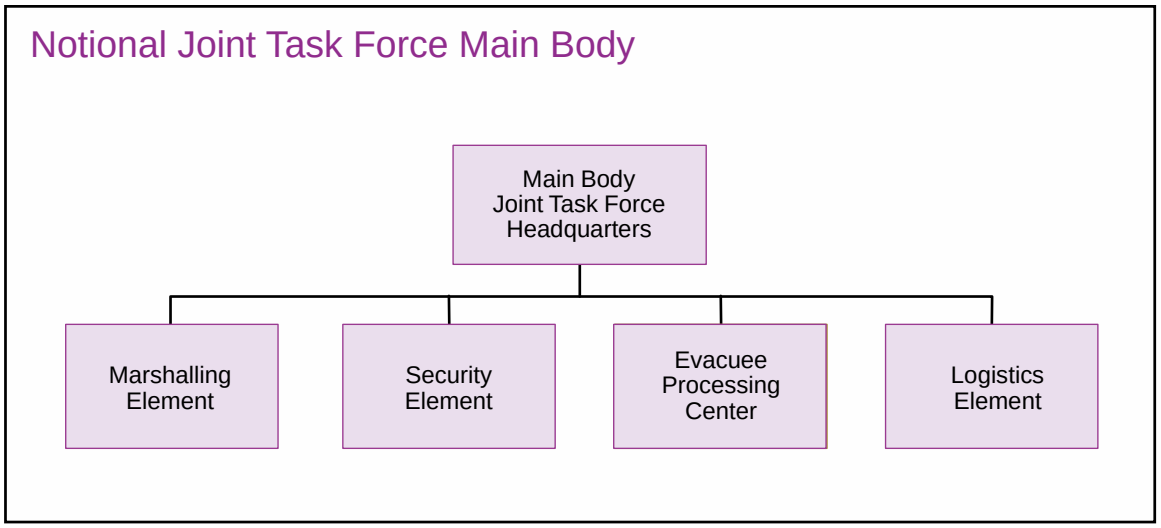


Figure V-3. Notional Joint Task Force Main Body

focused more outward toward the protection of evacuees. The maneuver security unit could provide protection for the marshaling element's search teams and others required to move or transit in the operational area. Lastly, the security forces could also provide a quick reaction force or reserve if a marshalling team or other unit encounters difficulty or requires assistance. To determine the size of the security force, consider the following:

(1) Enemy threat to evacuation operations.

(2) Anticipated response of HN police, military forces, and other friendly forces in and around the evacuation objective area.

(3) Crowd control requirements at each site.

(4) Number of evacuees.

(5) Number of marshalling and search teams required to search for evacuees.

(6) Number of evacuation sites.

(7) Size of the ECC.

(8) Transportation available to cover the assigned areas.

(9) Personal security of the COM.

(10) Type of resources used to evacuate personnel.

e. **Marshalling Element.** The marshalling element moves to and secures predesignated assembly areas, brings evacuees to the assembly areas, and escorts them to the ECC. The size of the marshalling force depends on the number of sites and evacuees.

(1) **Marshalling Team.** One marshalling team controls an assembly area and evacuates the citizens in that area. The marshalling team should be large enough to organize into two sections that consist of search squads and security squads. Search squads may not be needed if the embassy's evacuation plan has been successfully implemented and all evacuees have been notified. If it has been determined that all evacuees have been informed, then search squads should not leave the assembly area except in emergency cases.

(a) The search squads locate evacuees and escort them to the assembly area. Each search squad should have an interpreter and, if possible, a guide. A lost squad in a potentially hostile environment can create significant problems for the evacuation force. Interpreters may be required to assist the search squads in moving from the assembly areas and to locate evacuees who are not at home or whose addresses are incorrect.

(b) A security squad, which could be provided from the security element or be internal to the marshaling element, provides security to the team during movement and in the assembly area.

(c) Planners consider marshalling team C2 requirements. MIS units (both Army and Marine Corps), military police units, military linguists, contract interpreters, and host and partner nation assets are all examples of assets or units that may be able to provide additional capability.

(2) **Marshalling Force Operations.** The marshalling team locates evacuees and moves them to assembly areas and eventually to the ECC. The marshalling team may have several search squads under the control and direction of the team's OIC. The following should be considered during marshalling operations:

(a) Sufficient transportation for the search and/or security squads and evacuees. Evacuees may be transported by helicopter, small boat or craft, and tracked or wheeled vehicles. Other considerations include:

1. The use of local drivers, if available, because of their experience and familiarity with the local road network.

2. Availability of sufficient mechanics for emergency repairs.

3. Briefing of military drivers on the HN traffic laws and customs.

(b) **Movement control** requires actions to:

1. Identify environmental factors that will hamper movement (e.g., flooding, weather effects on ground lines of communications).

2. Identify primary and alternate routes and checkpoints.

3. Provide local road maps to each driver.

4. Provide convoy control and security.

5. Identify safe houses or areas if vehicles break down or become separated or lost.

6. Provide adequate communications equipment is available for convoys.

(c) **Assembly area operations** include:

1. Establishment of perimeter security, even in a permissive environment.

2. Procurement of sufficient transportation available to move evacuees to the ECC. Vehicles belonging to the evacuees may be used to transport personnel to the ECC.

3. Coordination of staggered movement schedules between several assembly areas and the movement schedule of evacuees to the ECC.

(d) **Search squad operations** include actions to:

1. Obtain a list of potential evacuees from the consular officer.

2. Obtain copies of the instructions given to each potential evacuee.

3. Provide the waiver of evacuation opportunity (see Appendix D, "Sample Notice Forms") for evacuees who refuse to leave.

4. Brief each evacuee on the baggage limitations set by the embassy, positive identification requirements at the ECC, and restricted items that may not be transported.

5. Record the name, sex, age, potential medical problems, citizenship of each evacuee, and biometric enrollment. Biometric enrollment is used to positively identify all evacuees, including those lacking other forms of identification. The use of biometric enrollment may disclose other factors that would disqualify the individual for evacuation.

6. Escort evacuees from the vehicle parking area to the ECC (evacuees may drive their vehicles directly to the ECC, and search personnel should note the individual's name and intent).

7. Identify evacuees not on the list provided by the embassy.

f. **Logistic Element.** The logistic support provided should be limited to the minimum essential support required for the evacuation. Consideration should be given to the following factors in determining requirements for logistic support of the JTF:

(1) Characteristics of the evacuation area.

(a) Resources available:

1. Leverage HN and other non-DOD resources and/or existing and potential facilities for support to the JTF such as facilities for the storage and distribution of supplies (including medical supplies); transportation means; airfields, fuel points; and medical facilities.

2. Food, water, fuel, and consumables.

(b) Climate, weather, and terrain.

(c) Number of evacuees and their needs.

(2) Potential threats to the evacuation.

(a) Adversary and/or potential adversary strength and activity.

(b) Disposition and location.

(3) Strength and composition of the JTF.

(a) Total troop strength.

(b) Composition of the JTF in terms of ground, air, and maritime combat forces, combat support, and combat service support units.

(c) Logistic support capabilities of each component and separate unit.

(4) Time constraints and duration of operation.

(5) Logistic support required by the embassy and evacuees.

(6) Availability and suitability of HNS as an alternative to deploying US military logistic support.

(7) Prearranged HNS and/or inter-Service support agreements as appropriate.

(8) Capabilities and dependability of the HN transportation system to provide rapid evacuation of combat and noncombat casualties.

5. General Considerations

a. **Medical.** During evacuation operations, it may be difficult to insert and establish the medical support function for the JTF because of time and operational constraints. Comprehensive and detailed casualty and medical support planning should be implemented to cover immediate medical and surgical treatment needs. Special units organized for this purpose may save lives and permit a more expeditious evacuation. Depending on the size and scope of the evacuation operation, there may be the potential for large numbers of both military and civilian casualties. The JFC's medical staff should identify tailored medical packages to monitor, track, and treat disease and non-battle injuries, and to identify and mitigate potential environmental health threats.

(1) **Global Patient Movement Requirements Center (GPMRC).** The GPMRC is a joint activity reporting directly to the USTRANSCOM Surgeon, who serves as DOD's manager for the development of policy and standardization of procedures and information support systems for global PM. The GPMRC implements policy and standardization for the regulation, clinical standards, and safe movement of uniformed services and other authorized, or designated patients. The GPMRC orchestrates and maintains global oversight of the TPMRCs in coordination with the GCC and external IGOs as required. The GPMRC is also responsible for the synchronization of current and future operational PM plans to identify available assets and validate transport to bed plans.

(2) **TPMRC.** NEO planners should coordinate PM with the TPMRC for MEDEVAC of all injured and ill evacuees. The TPMRC manages the validation and regulation of PM within their respective theaters, and coordinates with the GPMRC. The TPMRC is responsible for theater-wide PM and coordinates with medical treatment facilities to identify the proper treatment and transportation assets required. It also communicates the "transport-to-bed" plan to the theater Service transportation component or other agencies responsible for executing the mission.

(3) **Joint Patient Movement Requirements Center (JPMRC).** A JPMRC can be established to coordinate the joint PM requirements function for a JTF operating within a GCC's AOR. The JPMRC coordinates with the TPMRCs for intratheater PM and with TPMRC-America for intertheater PM, as required. Synchronization of plans and additional guidance related to the worldwide PM system is coordinated through the GPMRC.

(4) **AE.** The rapid evacuation of patients during contingencies is necessary to prevent undue suffering and preserve military strength. AE provides time-sensitive en route care of regulated casualties to and between medical treatment facilities using organic and/or contracted aircraft with medical aircrew trained explicitly for the mission. AE forces can operate as far forward as aircraft are able to conduct air operations, across the full range of military operations, and in all operating environments. Specialty medical teams may be assigned to work with the AE aircrew to support patients requiring more intensive en route care. Refer to JP 4-02, *Health Services,* for additional information on AE.

(5) **Sea Based MEDEVAC.** The ship-to-shore movement capability and the ability to shelter, feed, and provide medical care provides maritime forces with unique capabilities when conducting NEO. Sea based vessels in close proximity to the NEO can provide various level of medical support until equivalent capability can be established or if priority care is needed. Additionally, specialty medical teams can quickly augment medical facilities onboard Navy ships thus allowing for a wider range of medical care. Consideration should be given for Navy medical support requirements and standards for civilians in the operational area, when not prescribed by higher authority.

Refer to JP 4-02, Joint Health Services, *and JP 3-02,* Amphibious Operations, *for more information.*

(6) Other considerations for medical staffs planning NEOs include the following:

(a) Preparing for common medical complaints such as nausea, dehydration, and diarrhea. Most frequently, sick evacuees will be children.

(b) Identifying clinicians (includes generalized medical officers, family practitioners, pediatricians, internists, and psychiatrists and/or psychologists) and medical support staff (includes physician assistants, nurse practitioners, nurses, medical corpsmen and/or technicians, and public health officers).

(c) Establishing liaison with local hospitals or medical centers and ambulance service.

(d) Designating a separate area close to the disembarkation point to perform medical assessments, dispense medication, and conduct patient staging.

(e) Providing medical staff with distinctive clothing or markings to aid in identification.

(f) Anticipating medicinal requests for both adult and pediatric populations that may include common drugs such as antibiotics, antidiarrheals, pain relievers,

antibacterial creams, eye and ear drops, cough and cold formulas, high blood pressure medications, and insulin.

(g) Providing special planning and requirements to move and evacuate personnel hospitalized in HN medical facilities.

(h) Establishing guidelines for AE missions that may require movement of urgent or priority patients in aircraft not completely filled. Due to patients' severe conditions, the aircraft will normally not be delayed for nonmedical evacuees to be moved to the airfield in order to fill the aircraft to maximum capacity.

(i) Providing preventive environmental health services in some locales to minimize acquiring diseases while waiting in relatively unprotected circumstances.

(j) Identifying primary casualty receiving and treatment ships that may provide medical treatment resources offshore.

(k) Planning during predeployment for medical logistics, to include coordination with the most appropriate theater lead agent for medical materiel for the affected theater, to ensure proper medical supplies and a resupply process.

b. **Veterinary Support**

(1) If DOS allows pet evacuations, considerations may include means of movement, kennel requirements, identification microchips, gaining country quarantine requirements, vaccination requirements, outgoing physical examinations, health certificates, and rabies certificates.

(2) If other than operational rations are used for troop and evacuee feeding, considerations may include sanitation inspection for food preparation areas and food inspection at delivery and storage.

c. **PR.** If the NEO environment becomes increasingly uncertain or hostile, the JFC should establish a joint PR center to plan, coordinate, and monitor PR missions, and to integrate PR activities with other operations and activities in the assigned operational area. While primarily organized to recover US military or DOD civilians and DOD contractors authorized to accompany the force, authority may also be granted by the President or SecDef to recover other US or foreign nationals who have become isolated during the NEO.

For further guidance on planning, coordinating, supporting, and executing a PR mission, refer to JP 3-50, Personnel Recovery.

d. **Mortuary Affairs.** Mortuary affairs personnel ensure proper and dignified treatment of human remains. The JTF should plan for mortuary affairs for both military personnel and evacuees. Even in a permissive NEO environment, deaths among elderly, critically ill, or newborn evacuees may be encountered. However, DOS coordination is required to obtain mortuary affairs services for those persons not automatically covered under DODD 1300.22, *Mortuary Affairs Policy*. Mortuary affairs should have close and early coordination with

DOS to ensure proper handling of remains IAW the wishes of the person authorized to direct disposition of non-DOD affiliated personnel and/or non-US citizens. The decision to transport remains is dependent on but not limited to the specifics of the situation, to include the tactical environment, weather, and capacity of receiving ships and aircraft. (Note: Primary casualty receiving and treatment ships are outfitted with limited morgue facilities.) Human remains should not be transferred before all evacuees have been safely transported. Mortuary affairs personnel should keep PA personnel apprised of next of kin notifications, casualty statistics, and relevant updates as they occur.

For guidance and information pertaining to the search, recovery, evacuation, and identification of the dead or temporary burial of remains in theaters of operations, refer to JP 4-06, Mortuary Affairs.

e. **Communication Synchronization.** The JFC and/or the JTF commander should ensure information and communication products are synchronized at all levels. Communication planning and integration is important in PA, IO and defense support to public diplomacy (DSPD).

(1) **PA.** The JFC ensures that accurate and timely release of information about the operation is made to the media to the maximum extent possible, consistent with DOD-approved PA guidance, OPSEC, and the safety of personnel involved. Speed of media transmission makes it probable that a worldwide audience will have immediate access to information about the conduct of the operation and its participants. To ensure that the media do not provide intelligence to hostile persons or organizations, the PAO working with embassy personnel needs to manage PA through accurate and timely releases concerning the NEO. During NEOs, the JTF PAO needs to ensure that all PA announcements have been approved by the COM or the designated representative. Additional PAO responsibilities include the following:

(a) Advise the JFC on all aspects of PA.

(b) Develop a PA plan that coordinates all public (media and general public) and command (internal) information functions, including social media, JTF print bulletins and newsletters, videos, Web pages, press releases, and media advisories.

(c) Review all materials and serve as public release authority after approved by the COM or the designated representative.

(d) Establish procedures IAW guidance promulgated by higher authority.

(e) As required, obtain appropriate clearances for press releases.

(f) Distribute information pertaining to the JTF and its operations IAW established command security policies.

(g) Serve as liaison and escort for civilian visitors and media representatives. In anticipation of, and prior to operations:

1. Ensure that the information plan is updated daily.

2. Determine PA personnel and equipment requirements.

3. Maintain a current list of legitimate media representatives in country to coordinate release of information during a crisis.

4. Coordinate embedded media activities.

(h) Determine and disseminate JFC guidance on the release of public information.

(i) Establish a media operations center near the proposed command post, emergency operations center, or ECC.

(j) During operations:

1. Establish a press conference schedule and conduct press briefings.

2. Provide rapid response to media queries.

3. Ensure daily dissemination of relevant information and news to internal audience.

For further guidance on PA, refer to JP 3-61, Public Affairs.

(2) **IO.** IO are the integrated employment during military operations of information-related capabilities in concert with other lines of operation to influence, disrupt, corrupt, or usurp the decision making of adversaries and potential adversaries while protecting our own. The crisis that causes a NEO may result in fragmented HN security forces that may change decision-making systems (for example from centralized to decentralized or to completely isolated units without any direction). This adds complexity to the information, and planners should consider that rogue or isolated leaders with key capabilities can act beyond the command of central HN authorities. During a NEO, there may not be an identified adversary, and the use of some information-related capabilities may not be appropriate or relevant. However, the fluid situation often present during a NEO and the frequent occurrence of NEOs with other military operations necessitate the coordination of the appropriate information-related capabilities through the joint IO cell. OPSEC cannot be overemphasized, especially in a hostile or uncertain environment. It greatly contributes to the protection of forces and the personnel being evacuated.

For further guidance on IO, refer to JP 3-13, Information Operations.

(a) **MISO.** MISO are planned operations to convey selected information and indicators to foreign audiences to influence their emotions, motives, objective reasoning, and ultimately the behavior of foreign governments, organizations, groups, and individuals in a manner favorable to the originator's

objectives. In addition to influencing foreign audiences, MISO can be employed during a NEO to inform US citizens. MISO can greatly facilitate NEOs in uncertain or hostile environments, and support the efforts of other information-related capabilities, specifically PA, military deception (MILDEC), and OPSEC. Planners in coordination with the JFC and Joint Staff ensure appropriate MISO program authorities are incorporated in planning documents, operation orders and exercise orders to ensure required authorities are provided to the JFC. Plans will typically contain MISO program guidance for NEO. JFCs should begin MISO planning as early as possible to ensure approval for execution in support of operations. MISO resources and capabilities provide the commander with a means of influencing hostile and potentially hostile personnel (combatant and civilian) through employment of appropriate media and using the appropriate language(s) and symbols and/or terms of reference. If the JFC desires to employ MISO, that decision should be coordinated with the COM and appropriate members of the country team. DOS personnel should be able to provide JTF MIS personnel with valuable information about the target audience and any programs similar to MISO they may have been using in preparation for the NEO or the crisis that precipitated the NEO requirement. MISO efforts can support the following objectives:

1. Increase support for, and explain the purpose, intent, and international legal authorities of US and multinational operations.

2. Assist in establishing control of civilian evacuees, the neutral local populace, and other groups in the operational area to increase compliance with evacuation procedures, enhance safety, minimize casualties, and maintain force protection.

3. Reduce interference with US and multinational operations.

4. Decrease effectiveness of hostile propaganda, disinformation, and adversary information activities directed against US and MNFs.

For further guidance on MISO, refer to JP 3-13.2, Military Information Support Operations.

(b) **MILDEC.** Use of MILDEC to support a NEO can help mislead adversary military decision makers as to friendly military capabilities, intentions, and operations, thereby causing the adversary to take specific actions that will contribute to the accomplishment of the friendly mission. The MILDEC representative to the IO cell is responsible for incorporating/deconflicting actions planned by information-related capabilities into the deception plan.

For further guidance on MILDEC, refer to JP 3-13.4, Military Deception.

(3) **DSPD.** DSPD can be used to complement PA and IO efforts during a NEO in a hostile or uncertain environment. PA activities should be planned and coordinated with any other DSPD activities to ensure unity of effort and maximum effectiveness. DSPD can entail the use of a MIS team to support a US embassy

within a HN. The MIS team prepares information products, based on the guidance of the country team, to communicate country-specific themes and messages. Planners should consider that MIS teams typically deployed to US embassies do not deploy with tactical MIS equipment and cannot execute tactical MISO, such as loudspeaker operations. Planners may need to plan for additional tactical MIS forces to conduct tactical missions in support of evacuation operations. It could also involve the deployment of a joint PA support element to a contingency location where the representatives work out of the US embassy and coordinate military PA activities with embassy goals and objectives. DSPD requires coordination with both the interagency and among DOD components.

f. **Information Sharing.** Generally, the best approach to information sharing with the NGOs and international civilian community is to keep the focus on complete transparency in sharing operational information and developing a shared situational awareness and understanding of the objectives to accomplish the mission. However, classified information will only be shared with or released to individuals with the appropriate security clearance and need to know based on policy and guidance pertaining to the specific operation being conducted. Ensure compliance with National Disclosure Policy-1, *National Policy and Procedures for the Disclosure of Classified Military Information to Foreign Governments and International Organizations*.

g. **CBRN.** Evacuation operations in a CBRN environment require procedures to gain awareness and understanding of CBRN hazards, to provide CBRN-related protection to all personnel, and to mitigate the impact of CBRN contaminants on evacuees, NEO personnel, and equipment. The JFC determines if CBRN screening and decontamination of evacuees is required and consult with USTRANSCOM for any specific transportation requirements.

For additional information on operations in a CBRN environment, refer to JP 3-11, Operations in Chemical, Biological, Radiological, and Nuclear Environments.

LEBANON NONCOMBATANT EVACUATION OPERATION 2006

The United States began to evacuate some citizens from Lebanon on 16 July 2006. On 17 July, two Marine Corps CH-53E Sea Stallion helicopters aided in the voluntary departure of 42 American citizens from the US Embassy in Beirut, Lebanon. The citizens were flown to Royal Air Force Base Akrotiri in Cyprus. US citizens who were flown out via helicopter were the elderly, those with small children, and those with special medical needs. Sixty more people were airlifted from the US Embassy on July 18. The Department of Defense (DOD) hoped to evacuate approximately 300 people by air per day. Around 200 people were evacuated by air on 19 July. The Orient Queen (a cruise ship charter by DOD to evacuate US citizens) docked in Beirut on 18 July and left the 19th with about 900 people on board for its first round of transporting evacuees. The ship was escorted by the USS Gonzales (DDG 66) and arrived in Cyprus on the 20th.

The US Sailors and Marines from the Iwo Jima Expeditionary Strike Group (ESG) and the 24th Marine Expeditionary Unit (MEU) assisted in the authorized departure of American citizens from Lebanon. In addition to the Iwo Jima Strike Group and USS Gonzales, three more US ships from US European Command also assisted (USS Barry [DDG 52], USS Mount Whitney [LCC 20], and USNS Big Horn [T-AO 198]). The commander of US Naval Forces Central Command indicated that people were evacuated on US Navy ships as well as the chartered cruise ship. On 20 July, 341 Americans were evacuated out of Southern Lebanon, via a bus convoy, and taken to Beirut Harbor to board the Orient Queen for transport. Also on the 20th, a group of US Marines from Interim Marine Corps Security Force (IMCSF) Bahrain arrived in Beirut to provide security for the commercial vessel Orient Queen as it assisted with the voluntary departures of US citizens. The IMCSF coordinated the security aboard the contracted ship and worked to ensure the safe and orderly transport of each passenger who boarded the vessel. The Marine security team, along with the help of Marines from the 24th MEU, also screened passenger luggage prior to loading it on the vessel.

A landing craft, utility (LCU) operated by Sailors assisting the 24th MEU landed in Lebanon, 20 July, to begin transporting American citizens who had chosen to depart that country. The LCU deployed from the USS Nashville (LPD 13) and was the first US naval vessel to land in Lebanon in support of the voluntary departure of US civilians. American citizens boarded the LCUs and were transported to USS Nashville in the Eastern Mediterranean Sea. The USS Nashville then transported the Americans to Cyprus where they made further arrangements for follow-on transportation and accommodations. More US Sailors and Marines from the USS Iwo Jima (LHD 7) ESG and the 24th MEU arrived on station 21 July to assist in the authorized departure of American citizens from Lebanon.

On 21 July, the USS Trenton, the USS Whidbey Island, and the contract carrier Rahmah carried around 4,200 American citizens to safety. The Navy ships carried evacuees to Cyprus, and the Rahmah carried roughly 1,400 Americans to Mersin, Turkey. Turkey offered the seaport of Mersin as an overflow area. Once American evacuees arrived in Mersin, they were bussed to nearby Incirlik Air Base, where the Department of State had chartered air lines to transport them back to the US.

The Defense Logistics Agency assisted with the evacuation effort by immediately shipping 24,000 individual military meals by military air to Cyprus. The agency also provided 2,000 cots and blankets and ensured fuel was available for US military planes and vessels involved in the evacuation.

A total of 3,994 American citizens left Lebanon on the 22nd. On 23 July, Navy and contract ships lifted 1,815 from the embattled country on the 23rd, bringing the total number of evacuees to 10,000.

US Transportation Command arranged commercial and military aircraft to fly the evacuees. On July 22, two military flights transported 199 Americans to McGuire Air Force Base, N.J. Chartered commercial flights took evacuees to Baltimore-Washington International, Thurgood Marshall Airport, and Philadelphia International Airport.

On 24 July, 957 US citizens were evacuated from Lebanon to Cyprus aboard the contracted cruise ship Orient Queen, bringing the total to 12,870 since the crisis in Lebanon began 16 July.

On 25 July, the contract vessel Rahmah ended its contract period with the US effort and made its final run from Beirut to Cyprus

On 26 July, a group of 100 US citizens were taken from southern Lebanon to the port city of Tyre by civilian vehicles, and they joined another 110 Americans leaving on a Canadian ship. About 725 Americans left Lebanon aboard the contracted vessels Orient Queen and Vittoria M.

On July 26, the US military performed its final scheduled evacuation of US citizens from Lebanon. The military had evacuated almost 14,000 US citizens from Lebanon. The US Embassy in Beirut estimated that the vast majority of US citizens wishing to leave Lebanon had now been evacuated. The Orient Queen, the contracted vessel Vittoria M, and the Swift, a high-speed vessel manned by US Navy personnel, would continue to make runs into Beirut evacuating American citizens or delivering humanitarian supplies. The USS Nashville, USS Trenton, USS Whidbey Island, USS Mount Whitney, USS Gonzalez, USS Barry, and the Swift—part of the USS Iwo Jima ESG—remained in the region.

Various Sources

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CHAPTER VI
EVACUEE PROCESSING

"The people's safety is the highest law."

Legal and Political Maxim of Ancient Rome

1. Evacuee Processing

a. Evacuee processing may take place in country at an air terminal, onboard ship, or at a temporary safe haven site. Regardless of location, a comprehensive plan for reception, accounting, and care of evacuees should be implemented. The primary duties of the JTF commander include maintaining order at the evacuation site and supporting the COM's efforts to care for noncombatant evacuees.

b. **Procedures During Processing.** At an air terminal, port, or beach, the evacuee processing should be located in a building, tent, or other appropriate place to provide shelter and safety to the evacuees. The area should be staffed with security, interpreters, local immigration, embassy support liaison, and medical personnel. The following procedures should be considered:

(1) Use a consular officer, when available, to facilitate/expedite processing. Establish connectivity with DOS databases in conjunction with NTS.

(2) Use a PAO or designated PA representative to address media inquiries at the ECC during processing. PA personnel should escort all media and validate evacuees' permission to be filmed, photographed, or interviewed. Do not allow unescorted media into processing centers or into family areas under any circumstances unless escorted by PA personnel or those designated by PA as media escorts. PAOs should validate custodial approval of any imagery for public release which includes children.

(3) Use military police, when available. Military police can provide basic forensic and biometric capabilities during evacuee processing.

(4) Use easily recognizable markings on US personnel, vehicles, and equipment.

(5) Disarm evacuees prior to evacuation processing.

(6) Establish a policy concerning responsibility to secure evacuee valuables during processing, to include pets (if allowed).

(7) Provide interpreters for bilingual information at control sites.

(8) Upon initial screen, use tags for visual identification.

(9) Establish provisions for searching women, children, and disabled and/or injured.

(10) Use DOS personnel of the same sex as evacuees to conduct searches.

(11) Have medical personnel present.

(12) Have RST personnel present.

(13) Establish procedures (separate desk or room) for USG employees or dependents, private US citizens, and TCNs. If required, a very important person (VIP) registration station should be made available.

(14) Have CI and human intelligence (HUMINT) elements present to conduct screening of evacuees, liaison with HN intelligence and law enforcement officials, and perform intelligence collection in support of force protection requirements.

(15) Organize evacuees and ensure the following:

(a) Establish a single POC between the evacuee group and the JFC.

(b) Contact civic officials to increase control and response for the evacuation.

(16) Request additional diplomatic license plates for authorized use by JTF personnel during the operation.

(17) Determine the need for EOD personnel (HN or US military).

(18) Establish a veterinary support facility, if DOS allows pet evacuation.

(19) Use available PR infrastructure such as reintegration facilities, debriefers, or survival, evasion, resistance, and escape psychologists, to assist evacuees mental state and to conduct intelligence debriefings.

c. **Onboard Ship.** Should the environment on land preclude the use of an in-country ECC, evacuees may be processed onboard a ship. If it is a US Navy or US Coast Guard ship or vessel, the responsibility for processing evacuees rests with the ship's commanding officer. The activities of the ECC will be accomplished onboard ship. Accounting and manifesting should be accomplished by using the NTS or other appropriate tracking means.

d. **Minimum Processing Requirements.** Prior to implementation of minimum evacuee processing procedures, the procedures will be coordinated between the COM and the GCC. Minimum processing requirements are used in those cases when there is a documented concern for the protection and safety of evacuees and the evacuation force. The procedures used will meet the following guidelines:

(1) Force protection will not be compromised to expedite processing.



The Evacuation Control Center supports the Department of State in processing evacuees accurately, securely, and in a quick and efficient manner.

(2) Processing of persons with life threatening medical problems will be expedited.

(3) All evacuees will be screened for verification of identity and documentation as well as prioritization. Classification, priorities, and considerations for evacuees are explained in paragraph 4, "Classification, Priorities, and Considerations for Evacuees."

(4) A registration station should be established, and manifesting should be accomplished by using the NTS or other appropriate tracking means.

2. Evacuation Control Center

The ECC processes, screens, and conducts selected logistic functions associated with emergency evacuation of designated noncombatant evacuees in support of DOS. The JTF should, however, be prepared to perform functions that are DOS responsibilities, if required. Size and composition of the ECC will be determined by the number of evacuees, evacuation environment, and location of the evacuation area. Of primary importance is the nature of the emergency causing the evacuation; it may be natural, political, or military based. The limiting factor for the number of operating ECCs is the number of DOS consular officers. For example, the JTF should not plan to operate five ECCs when DOS can only man two. Figure VI-1 contains a recommended ECC flow chart.

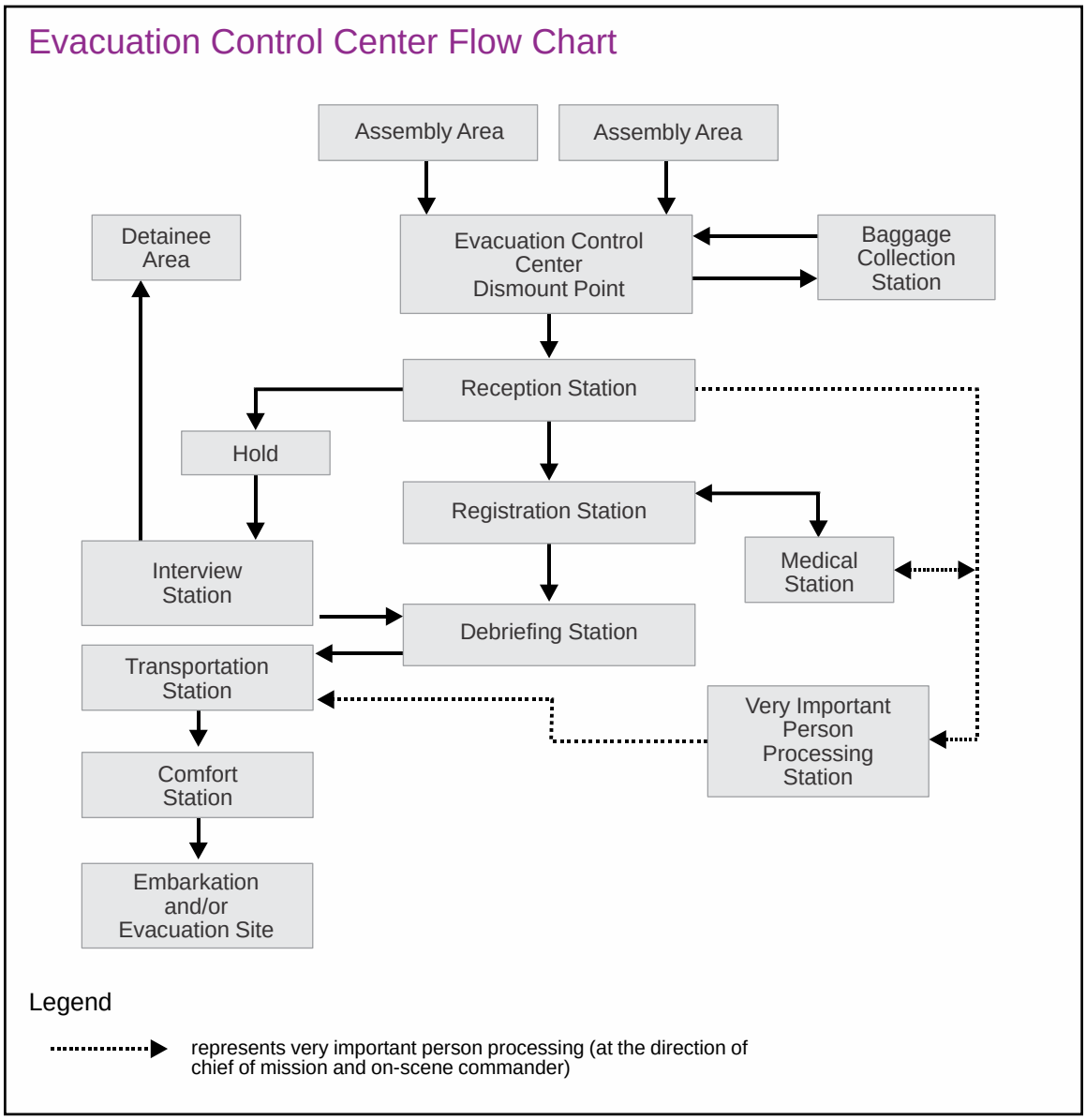


Figure VI-1. Evacuation Control Center Flow Chart

3. Evacuation Control Center Organization and Operations

a. The three guiding principles for any ECC are accuracy—all personnel are accounted for; security—evacuees and the evacuation force are safeguarded from all threats; and speed—processing must be accomplished quickly and efficiently. As the marshalling teams bring the evacuees to the ECC, the processing center assumes control of the evacuees. The purpose is to prepare the evacuees for eventual overseas movement to a temporary safe haven or the US. All evacuees should be screened to certify identification and to ensure that documentation is accurate and all information provided is current. Representatives from the embassy's consular affairs office should be in the ECC to determine the eligibility of questionable evacuees. The consular officer provides the requisite number of personnel needed to screen documents of all potential evacuees

during the NEO and provides instructions to ECC personnel needed to staff processing stations. If evacuees arrive without escort, processing personnel should verify their identity and eligibility for evacuation prior to allowing the evacuees to enter the ECC. The processing center performs the necessary screening, registration, medical, and transportation functions to ensure an orderly evacuation and consists of the following:

b. **HQ Section.** The HQ section:

(1) Plans, organizes, and supervises the operation of the ECC.

(2) Maintains liaison with local representatives of DOS and other agencies involved in the evacuation.

(3) Advises the JFC on the progress of the evacuation.

(4) Maintains communications with all elements of the evacuation force to include ships, controlled aircraft, remote sites, evacuation vehicles, DOS personnel, HN security forces, and the ECC.

c. **Reception Station.** The reception station personnel collect all available information from the marshalling teams who escort the evacuees. Information from the marshalling team's log book is valuable because it may reduce the processing time. The evacuees should be moved into a holding area where the following should be accomplished:

(1) Receive, search, segregate, and brief incoming evacuees in conjunction with DOS representatives. The initial briefing should provide sufficient information to ease fears about the evacuation process. It should include the following:

(a) Summary of the reasons for the evacuation.

(b) Stations through which the evacuees will process.

(c) Need for an inspection of personnel and baggage.

(d) What support to expect at the temporary safe haven.

(e) What to expect upon arrival in the US.

(f) What the repatriation center will provide.

(g) Amnesty opportunity for any restricted items.

(h) Explanation of the procedure and requirement to establish 100 percent accountability.

(i) Pets policy.

(2) Organize evacuees into groups (maintain family integrity where possible) based on political, cultural, social, religious, etc., differences, where applicable, and proceed through a process to establish accountability of each evacuee. Use the NTS or other appropriate tracking means to create an evacuee roster with the following data: nationality, date of birth, evacuation classification, destination, and name, address, and/or phone number of a POC in the US for notification. Biometric enrollment can be accomplished at this station as another method of positive identification.

(3) Provide an escort for groups of personnel going through the processing center. The escort should be furnished a list of names for those in their group for control purposes. VIPs and emergency medical cases should be provided individual guides, if available.

(4) Inspect for restricted items. Each evacuee and all baggage should be inspected at the conclusion of the briefing. Areas used for individual inspections should be screened. Hand-held metal detectors and/or explosive detectors can expedite the inspections. All restricted items should be confiscated.

(5) Many foreign countries sell drugs over the counter that US law requires a prescription to obtain. Medical personnel on the inspection team can aid in identifying these drugs.

(6) All weapons, excluding those of authorized USG personnel, will be impounded and receipts issued to the owners. Embassy or customs officials should be consulted about the disposition of these weapons. Unless the weapons are illegal in the US, they will be returned to the owners at the repatriation center.

(7) The persons, property, papers, and families of foreign ambassadors authorized to go to the US are exempt from search under any circumstances without specific direction from DOS. Individual registration is required for accounting and manifesting purposes.

(8) The persons, property, papers, and families of foreign diplomats (other than ambassadors) authorized passage to the US are exempt from search. However, personal baggage may be searched if there is reasonable cause to believe that the baggage contains restricted items. All searches should be conducted in the presence of the diplomats or their authorized agents. Individual registration is required for accounting and manifesting purposes.

(9) Diplomatic pouches will not be searched.

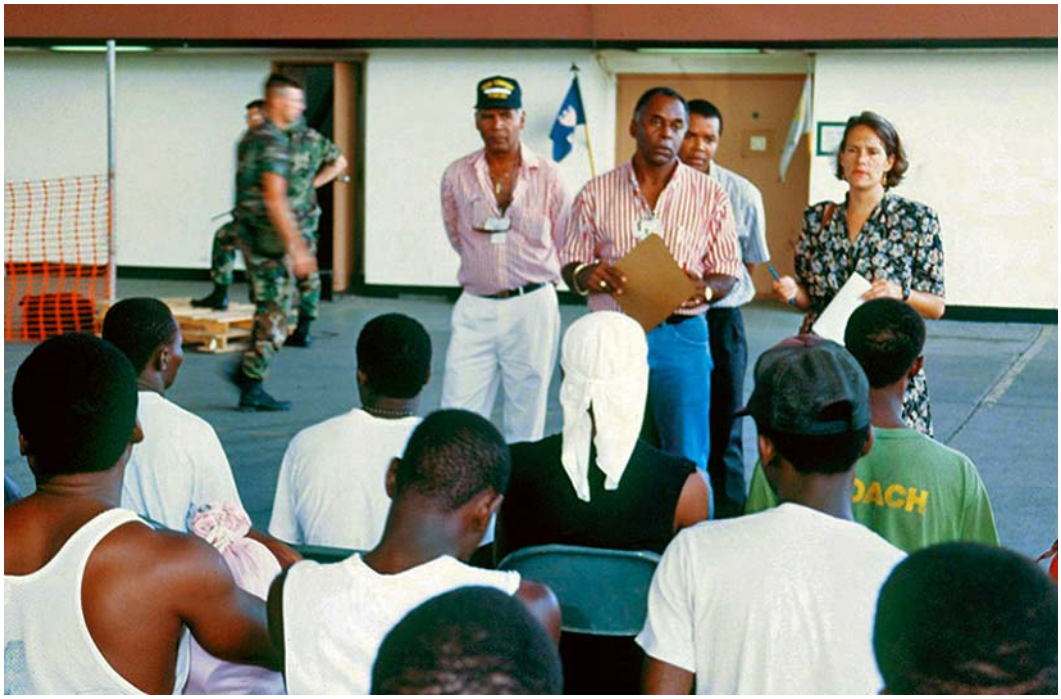
(10) Based on reasonable belief, the JFC may refuse to evacuate any baggage suspected of containing weapons or explosives.

(11) Evacuees suspected of being enemy agents or criminals should be segregated and escorted to the screening station. The screening should be voluntary, but considered a prerequisite to evacuation. At the conclusion of the interviewing, the evacuees will be allowed to continue the processing, set free, or placed in a detainee holding area.

d. **Registration Station.** Evacuees should complete all administrative paperwork required to evacuate. When the situation allows, risks are few, and time is available, the evacuee should complete all required forms prior to leaving the ECC. However, when the security situation requires rapid movement, only the minimum essential processing for accountability and manifesting will be accomplished. **There should be no requirement for evacuees to complete all administrative paperwork as a precondition for evacuation.** Establishing initial accountability is not considered administrative paperwork. Foreign nationals must either be on the list of potential evacuees provided by the embassy or secure approval from the US embassy before they can continue processing**. The COM or designated DOS representative will be the final authority on acceptability of evacuee identification. If there are doubts about a person's identity, the matter will be turned over to DOS and the person should not be evacuated until cleared by DOS.** Biometrics are unique, measurable characteristics, such as fingerprints, iris images, and facial images. Combined with biographical information, they enable the establishment or verification of an individual's identity. Registration station personnel should ensure that foreign nationals are supervised until they are cleared for evacuation or escorted outside the ECC. Military police should be available to react to any hostile incidents. Each evacuee should do the following:

(1) Prove identity by presenting a passport, dependent identification card, seaman's paper, or any other documentation that unquestionably establishes US citizenship.

(2) Provide information to the registration clerks concerning background and personal history. DOS's EPH provides Department of State



Successful evacuee processing begins with the initial briefing from senior Department of State representatives, which provides sufficient information to ease fears about the evacuation process.

Form 5528, *Evacuee Manifest and Promissory Note (http://www.state.gov/documents/organization/211837.pdf).* All critical information is recorded on the form, to include personal data, health and citizenship status, privacy warning, and promissory note. The original of the form remains at the ECC while the copies can be used as boarding passes for evacuation transportation and for in-processing at the temporary safe haven.

(3) Receive a copy of DD 2585, *Repatriation Processing Center Processing Sheet*, (see Appendix E, "Repatriation Processing Center Processing Sheet"), which should be completed before arrival at the repatriation center. A complete listing and explanation of all suggested NEO packet items, to include all of the documentation required for each evacuee and/or family to receive proper safe haven entitlements and process through the repatriation center expeditiously, may be found in the respective geographic CCMD noncombatant evacuee repatriation plan.

e. **NEO Tracking System.** The NTS is an automated data processing package designed to assist JFCs in maintaining visibility and accountability of noncombatant evacuees as they proceed through the evacuation pipeline. The NTS uses the paradigm of assigning a bar code to a package and then tracking the package through to its delivery. The NTS provides accountability of evacuees by enabling operators to maintain a database of information (bar code) for each evacuee (to include pets) as they enter, proceed through, and finally exit the evacuation process at a reception site or other exit point. The NTS collects data from "smart cards" and other electronic data sources and is capable of exchanging data with other DOD systems such as the global transportation network. Automated data entry is the most efficient and fastest way to register evacuees into NTS. Data is directly scanned from DOD common access cards, Defense Enrollment Eligibility Reporting System/Real-Time Automated Personnel Identification System military and dependent identification cards, and passports that support smart processes. After the data is captured, a bar coded wristband is assigned to the evacuee. In the event that the evacuee has none of the above "smart cards," manual data entry will need to take place, and operators can input data by hand into the NTS from sources such as the DD 2585, *Repatriation Processing Center Processing Sheet*. Processing time will, therefore, be slowed down in order to manually enter data. Access to the NTS should be available at all DOD-operated evacuation sites to include ECCs, aerial and sea ports of embarkation, aerial and sea ports of debarkation, and temporary safe havens. Web-based access is possible. It is important that the JFC or JTF commander ensures that forces conducting the evacuation have received proper training on how to operate and use the NTS, before the operation commences. Lack of adequate operator training or an insufficient number of NTS terminals and associated operators can potentially lead to significant delays and impact overall evacuee processing. With trained operators and in a permissive environment, the NTS with five registration stations can process approximately 5,000 evacuees in about 50 hours as a planning factor (3-minute processing time per evacuee). This assumes that the registration stations are operated continuously and around the clock with different shifts of personnel. Although not required, planners may want to consider having two personnel per registration station (one scanning and one putting the bracelets on the evacuees). If a shorter timeline is necessary or a large number of evacuees are present, additional registration stations and

associated NTS equipment and operators would be required and should be included in the NEO planning. Considerations for holding areas and transportation to move the evacuees after registration should also be included in planning for the optimal number of registration stations. If the NTS, which is the preferred method for tracking, is unavailable, alternate means must be used to maintain accountability such as DOS automated systems or manual tracking systems.

f. **Debriefing Station.** This station is optional, depending on the situation and the time available to conduct the evacuation. It should be staffed by personnel who are trained to debrief and screen, and are able to speak the local language or have interpreter support in instances where they are not fluent in the local language. Debriefing station facilities and manning should be sufficient, based on quantity of evacuees, to enable spotters (spotting and assessing evacuees at stations prior to debriefing station for potential leads and, or threats), initial screening (to identify evacuees for further debriefing), and debriefing, while minimally impacting evacuee processing rate. Debriefing facilities should be set up in a manner to enable visual and audible screening for debriefer and evacuee to ensure confidentiality and enable greater disclosure in instances where intimidation or a threat may exist. Suitable personnel include, but are not limited to, CI, HUMINT, and security with supporting interpreters. Each evacuee should be screened to determine if the evacuee has information which may affect the evacuation force, its mission, the evacuees, or other USG activities in the country. Evacuees determined to have relevant information should be directed to a debriefer. Evacuees determined to have no relevant information should be directed to the next station to expedite flow. Every effort should be made to keep family members together throughout this process, to include debriefing. Areas of interest might



Evacuees are entered into the Noncombatant Evacuation Operation Tracking System by joint force personnel.

include the following:

(1) Locations of other potential evacuees.

(2) Changes in the political situation.

(3) Movements and activities of indigenous groups, entities, and parties that might oppose the evacuation.

(4) The true intent of a threatening third party—consider the following:

(a) Capability and likelihood of carrying out a threat.

(b) Can the third party be influenced?

(c) Can the potential threat be stopped or countered?

(5) Information/sources of activity, criminal behavior, or civil disorder that affect the NEO:

(a) Evacuation routes that are being blocked off or have been closed.

(b) Physical abuse or assault being done to deter evacuation.

(c) Counterfeiting activities that are targeting required evacuation documentation.

(d) Type of weapons being used by personnel interfering with evacuation.

(e) Use of vehicles or armored vehicles to interfere with evacuation.

(f) Public messages or fliers that gave wrong information for evacuation procedures.

(g) Criminal groups or organizations that are interfering with evacuation.

(6) Information/sources from people with unknown boxes or packages being transported for pay, favors, or gifts.

g. **Medical Station.** The medical station provides emergency medical treatment and coordinates for immunizations required by the safe haven country. As required, injured or ill evacuees may proceed through the medical station for first aid and to identify medical conditions that may have an effect on the evacuation process. Serious medical cases receive top priority for evacuation. However, the medical officer ensures that any seriously ill, injured, or wounded persons complete processing prior to being evacuated. Medical personnel should:

(1) Screen to determine if an evacuee requires emergency medical treatment or evacuation.



A medical station in the hangar bay of an amphibious warfare ship.

(2) Perform emergency treatment as required.

(3) Isolate persons infected with contagious diseases.

(4) Perform disease and annoyance vector control.

h. **CBRN Medical Management.** The medical management of casualties resulting from exposure to CBRN hazards, in particular biological agents, may require significant augmentation and specialized considerations to care for the resultant casualties. AE capabilities for transport of CBRN-contaminated or contagious casualties are very limited. However, if decontamination has been conducted, most casualties will be safe for AE. Exceptions may exist for those who have internalized the CBRN hazard and/or who are contagious. The JFC should consult with USTRANSCOM to determine whether casualty evacuation or treatment in place is appropriate.

For additional information on the unique aspects of CBRN operations and CBRN medical management, including decontamination and triage, collective protection, and patient evacuation, refer to JP 3-11, Operations in Chemical, Biological, Radiological, and Nuclear Environments, *and Field Manual 4-02.7/Marine Corps Reference Publication 4-11.1F/Navy Tactics, Techniques, and Procedures 4-02.7/Air Force Tactics, Techniques, and Procedures 3-42.3,* Multi-Service Tactics, Techniques, and Procedures for Health Service Support in a Chemical, Biological, Radiological, and Nuclear Environment.

i. **Transportation Station.** Transportation personnel prepare each group of evacuees for embarkation aboard aircraft, ships, or surface vehicles. Some considerations are as follows:

(1) Coordinate surface and/or air transportation to include movement of personnel to the evacuation area, transportation of evacuees to designated aircraft and/or landing craft, and internal evacuation site requirements.

(2) Provide loading control personnel to supervise loading of personnel aboard vehicles, aircraft, and/or landing craft.

(3) Establish the manifest of all embarked personnel showing destination and identifying information by scanning evacuee's wrist band using NTS or alternate means if NTS is unavailable.

(4) Organize evacuees into transportation groups (chalks), issue boarding passes for aircraft, and verify baggage tags.

(5) If NTS is not used, ensure that information on the passenger manifest agrees with information provided on the evacuee register.

(6) Ensure sufficient transportation assets to transport evacuees and their baggage to the point of embarkation.

(7) Establish a pet holding area, if required.

j. **Comfort Station.** The comfort station is a controlled access area for evacuees while they await evacuation transportation. Comfort station personnel should make the evacuees' stay as untroubled as possible, and provide some degree of privacy. Some considerations are as follows:

(1) Evacuees should be segregated by transportation groups (chalks). A manned cordoned off area may be required.

(2) Sufficient shelter, cots, blankets, food, water, and infant supplies.

(3) Sufficient sanitation facilities.

(4) Senior personnel, medical personnel, and RSTs available to counsel evacuees, especially families with young children.

(5) Medical personnel should observe evacuees for any visible symptoms of illness/injury that may impede or disrupt the NEO.

(6) Male and female personal items.

4. Classification, Priorities, and Considerations for Evacuees

a. **General.** For organizational purposes all evacuees receive a number priority and classification designator from DOS. These categorizations are used when identifying, moving, and locating evacuees to help facilitate a more orderly evacuation. The JTF staff should keep abreast of changes in the projected number of potential evacuees by

receiving periodic updates from the embassy's staff. These updates will be provided in the form of a total number for all evacuees and number by category.

b. **Classification.** The following system, shown in Figure VI-2, governs priorities of evacuations. A priority designator includes a combination of a Roman numeral and capital letter indicating major and minor priorities assigned to each individual. Designated other persons for whom the US provides evacuation assistance are classified using applicable criteria within major and minor categories.

c. **First Priority.** US citizens in the following order (within each category, other priorities may exist for those with certain medical conditions that require transport to save life, limb, or eyesight):

(1) Those with current identification such as, passports, birth certificates, DOD identification cards, seaman's papers, air crew cards, and anyone designated as first priority by the COM, regardless of national affiliation. The COM is the final authority.

(2) Those with expired US passports less than 10 years old.

(3) Those with expired US passports over 10 years old.

d. **Guidelines.** Some guidelines for interaction with evacuees are as follows:

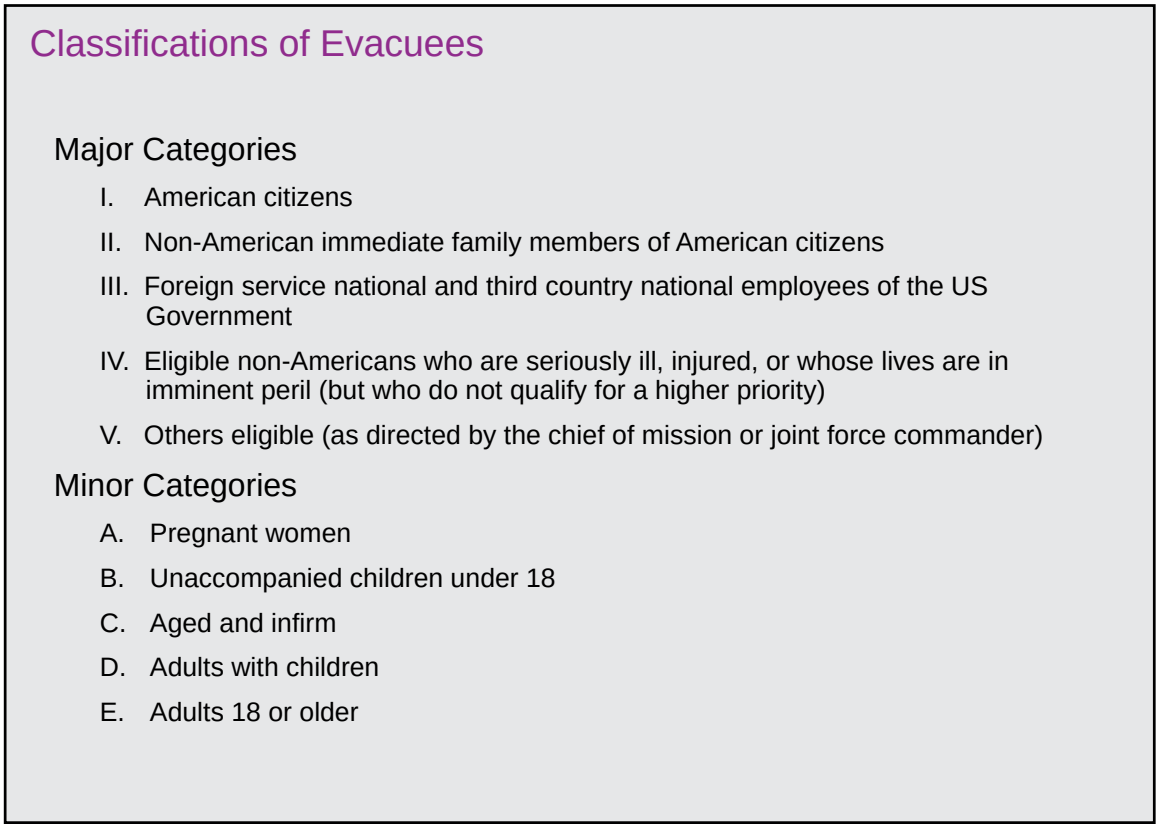


Figure VI-2. Classifications of Evacuees

(1) Evacuees are not detainees.

(2) The minimum force required should be used.

(3) Evacuation can be an unsettling experience, especially for children and families who have become separated. Presenting a patient, courteous, and professional attitude will do much to calm the situation and all evacuees.

(4) Depending on the situation, personal baggage may be limited.

(5) People should not be separated from their baggage.

(6) Baggage will be searched for firearms, explosives, ammunition, or items declared to be restricted items. Be considerate but firm; the safety of personnel is paramount.

(7) The COM should establish a policy concerning pets. Whenever possible, allow pets to accompany evacuees except in situations where lives will be jeopardized or security compromised. If pets arrive for evacuation, a pet holding area should be established. Although DOD authorities have gone to great effort to make plans to evacuate pets, this may not be feasible in all evacuations, and families must make plans for their pets to stay behind or be transported commercially. The costs of any commercial transport of pets must be borne by the family. If DOD can accommodate the transportation of pets through a military or chartered aircraft, families must bring the following with their pets to the assembly area.

(a) Separate airline-approved pet containers for each animal except those with nursing litters. Note: Crates with watering bowls and limited towels and/or blankets are preferred. Do not include rawhide chew toys. Dog and cat food will be available at intermediate staging areas and US repatriation sites.

(b) Movement orders and health and vaccination certificates should be attached in a waterproof bag to the outside of the crate. Written medication or special care instructions should be provided to personnel at the assembly point.

(c) Dogs and cats should wear collars with owner identification, and pet owners shall have a leash or harness for their pet and muzzles for agitated or aggressive animals.

(d) Pets other than dogs or cats also must be in airline-approved crates. Families should secure all permits required to import the pet to the safe haven. A copy of the permit plus any health or vaccination certificates should be attached to the crate in a waterproof bag. Additionally, special food requirements sufficient to cover the duration of the evacuation process must accompany the pet.

(e) Owners of any exotic pets must provide warnings and handling instructions and include same on any container.

(8) Personnel must not accept gifts, tips, bribes, or any personal favor. All personnel must be aware of this prohibition.

(9) All questions about an evacuee should be referred to DOS representative.

(10) Persons of higher priority may elect evacuation in a lower priority to avoid separating families. **If it is necessary to MEDEVAC a member of a family, the entire family will accompany the patient as nonmedical attendants** (dependent on time constraints and space availability) to avoid separating family members.

(11) Well-established liaison with local airport security and ambulance service is essential.

(12) Medical personnel and RST personnel should consider wearing distinctive clothing or markings to aid in identification.

(13) When possible, patients should be given written instructions for medical care, especially care for children.

e. **Request for Political Asylum or Temporary Refuge.** International law and customs have long recognized the humanitarian practice of providing temporary refuge to anyone, regardless of nationality, who may be in imminent physical danger. It is the policy of the US to grant temporary refuge in a foreign country to nationals of that country or to TCNs solely for humanitarian reasons when extreme or exceptional circumstances put in imminent danger the life or safety of a person such as pursuit by a mob. The officer in command of an aircraft, ship, station, or activity decides which measures can prudently be taken to provide temporary refuge. DOD personnel are not authorized to grant political asylum to any foreign national. No information shall be released to the media concerning requests for political asylum until cleared by DOS. Any requests by foreign governments for the return of an individual must be reported to the DOS representative. Until determination is made by DOS, safeguard those who have requested political asylum or temporary refuge. Do not release personnel against their will to a third party force. The safety of JTF personnel and security of the unit must be taken into consideration along with the following:

(1) Grant temporary refuge in cases where the requesting individual is in imminent danger, irrespective of whether political asylum or temporary refuge is requested.

(2) Let DOS representatives handle political asylum requests through the appropriate channels.

(3) Establish procedures to notify the GCC of actions taken in cases of requests for political asylum.

See Appendix B, "Legal Considerations," for additional guidance on political asylum or temporary refuge.

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CHAPTER VII
SAFE HAVEN AND REPATRIATION OPERATIONS

"The work of organization is never done, and the structure has to be continually adapted to new and anticipated conditions."

Ralph J. Cordiner, Chief Executive Officer
General Electric Company, 1950-1964

1. Temporary Safe Haven Site

a. **A safe haven is a designated area(s) to which noncombatant evacuees under the USG's responsibility may also be evacuated during an emergency.** It is a location within or outside the US to which noncombatant evacuees are authorized to travel for the purpose of temporarily remaining there until they are authorized to return to the location from which evacuated, or until they are authorized to travel to their final destination. **Safe havens are normally designated by DOS, in coordination with DOD.** A safe haven should be in an area or country in which evacuees can be moved to quickly and easily. Ideally, the safe haven will be in the US; however, circumstances may exist that require an intermediate or temporary safe haven. Adequate transportation may not be available to move all evacuees directly from the evacuation sites to the US. An intermediate safe haven may be a US Navy ship; however, the evacuees should be removed from the ship to land-based safe havens (in the US or a third country) as quickly as possible. **If a temporary safe haven is required outside the US, DOS coordinates with the government in the country where it will be located. Coordination for the use of facilities, customs requirements, security, transportation, and billeting is required.** While arranging for support of evacuees is the responsibility of DOS, commanders in theater must be prepared to assist DOS in arranging for life support of evacuees at the temporary safe haven. Depending on the temporary safe haven, there could be overflow issues, in that the safe haven may not be able to handle the final number of evacuees; leading to the need for planners to develop and consider branch and alternate plans for additional safe havens in the planning process.

b. The following factors should be considered when selecting a site:

(1) OPSEC before and during the evacuation operation to ensure mission success and prevent undue pressure against the HN government in which the temporary safe haven is located.

(2) Capability to communicate with the ECC, JTF HQ, and the embassy.

(3) Airfield or port capacity suitable for the aircraft or ships being used, both for the evacuation and later onward movement for the evacuees. Consideration should be given to the following:

(a) Twenty-four-hour operations for the airfield and port.

(b) Availability of HN controllers to control the airfield and the requirement for JTF controllers.

(c) Balance of airflow restrictions against anticipated dates and timing of anticipated air flow.

(d) Total numbers and types of aircraft involved in the operation.

(e) Condition of aircraft parking areas.

(f) Length, width, and condition of runways and taxiway.

(g) Airfield search and rescue, security, firefighting, and logistic support.

(h) Airfield maintenance support.

(i) Capabilities of airfield facilities.

(j) Channel and harbor depth.

(k) Berthing space, pier information, and location of anchorages.

(l) Types and capabilities of tugs.

(m) Availability of equipment and personnel to load and/or offload aircraft and ships, if required.

(n) Climatological, meteorological, and oceanographic considerations.

(4) Proximity to major transportation hubs.

(5) Adequate billeting, rations, and potable water for evacuees and the temporary safe haven force.

c. Although the temporary safe haven operates under the authority of the host government, it may not have the goodwill of the local population. It may be a prime target for terrorism and riots. The JFC should plan for such situations and protect the evacuees and the JTF personnel.

2. Alternate Safe Haven Site

a. During a NEO, evacuees may prefer to reside somewhere other than the designated safe haven (normally continental US). Most often the request is for the family to reside overseas in the spouse's native country.

b. Families who seek alternate safe havens should be cautioned that, as temporary residents in foreign safe haven locations, they do not have official status with the HN. They may enter the HN as tourists, and may need visas or be required to pay taxes on their personal property. Sponsors should be advised that the SOFA is applicable to the

sponsor and accompanying family members, and that it is not applicable to isolated family members. Additionally, family members who choose a safe haven in a foreign country are no longer command sponsored and may not be authorized to use exchange or medical facilities, DOD schools, base housing, or US mail services. The sponsor's request for an alternate family safe haven therefore must be justified and must show why the designated safe haven is not suitable for the evacuees.

3. Repatriation Operations

a. Repatriation is the procedure whereby US citizens and their families are officially processed back into the US following evacuation from overseas. Evacuees are also provided various services to ensure their well-being and onward movement to their final destination. Although repatriation is not part of, but subsequent to a NEO, the following information should be understood by the NEO JFC and other key joint force members.

b. **Responsibilities**

(1) **CDRUSNORTHCOM and CDRUSPACOM are responsible for receiving DOD noncombatant evacuees to the US and/or US territories within their respective AORs.** CDRUSNORTHCOM and CDRUSPACOM establish and operate JRCCs and manage all of the noncombatant evacuees' needs as specified in their respective geographic CCMD noncombatant evacuee repatriation plans. The JRCC maintains oversight of the entire DOD repatriation operation and keeps DOD and other USG departments and agencies informed about repatriation matters.

(2) The **DHHS is the lead federal agency for the reception of all evacuees in the US.** DHHS personnel meet and assist evacuees at the US port of entry. Their plans rely on state and local governments to carry out the operational responsibilities of repatriation. The DHHS Repatriation Plan as governed by Executive Order 12656, *Assignment of Emergency Preparedness Responsibilities*, will be implemented. In nonemergency conditions, the embassy and DOS will coordinate DHHS assistance rendered to evacuees.

c. **Coordination**

(1) All GCCs must plan for possible repatriation contingencies, and coordinate with CDRUSNORTHCOM and CDRUSPACOM, depending on where the repatriation into the US or US territories occurs.

(2) Commander, USTRANSCOM, along with the supported GCC and the JRCC, coordinates the flow of evacuees to ports of debarkation.

d. **Funding.** The **Services and DOD agencies** provide funding for safe haven expenses for their respective evacuees. The Service components have the authority to provide special allowances for their Service members and family members under an authorized or ordered evacuation from an overseas location. Federal employees and their family members are also authorized pay and special allowances. Financial entitlements include, but are not limited to, advance payments (when authorized by sponsor), travel,

safe haven allowances, and subsistence expense allowances to authorized individuals, and legal claims settlements when authorized by SecDef and/or parent organization.

e. **PA.** The **Office of the Assistant Secretary of Defense (Public Affairs)** supervises the PA aspects of all repatriation operations and approves the proposed PA guidance submitted by subordinate DOD organizations and commands.

f. **Evacuee Information Documentation**

(1) **Instrument.** DD 2585, *Repatriation Processing Center Processing Sheet*, is the standard form used to document the movement of an evacuee from a foreign country to a designated safe haven. **DD 2585 should be provided to the evacuees and completed by them prior to their arrival at the repatriation center.** See Appendix E, "Repatriation Processing Center Processing Sheet."

(2) **Purpose.** DOS uses the information for evacuation management and planning purposes. The American Red Cross requires the data for communication of evacuation information to sponsors remaining in theater. USCIS uses the information for tracking foreign nationals evacuated to the US. DHHS uses it to facilitate delivery of personal and financial services, to recoup those costs and to identify individuals who might arrive with an illness requiring quarantine. Additionally, state and local health departments need and use the information to further implement the quarantine of an ill individual. Finally, DD 2585 provides a basic data source for the information recorded in the NTS and the Automated Repatriation Reporting System. Information in these two automated systems is routinely used to inform evacuee's family members of their current location and final destination.

g. **Family Assistance.** DOD family centers provide assistance for DOD and/or non-DOD civilian employees and family members affected by an evacuation from an overseas country throughout the entire safe haven period. These family centers provide essential services during the repatriation operation and follow-on assistance and aid when families reach their final safe haven destinations.

h. **Pets.** Although the evacuation of pets is not authorized by Federal regulations, experience has shown that evacuees will bring their pets; therefore, repatriation centers and intermediate staging/processing locations should be prepared to take care of pets if approved by DOS. Families are financially responsible for moving their pets to and from the theater. Transportation of pets at government expense is not an entitlement. Veterinary assistance for pets should be made available at the repatriation sites as required.

i. **NEO Documents.** GCCs and Service commanders outside the US should identify the documents an individual would require to assist them in preparing for an evacuation during their initial assignment in-processing. The respective geographic CCMD noncombatant evacuee repatriation plan may contain a complete listing and explanation of all suggested NEO packet items, to include all of the documentation required for each

evacuee and/or family to receive proper safe haven entitlements and process through the repatriation site expeditiously.

4. Organization and Functional Considerations

The temporary safe haven force, organized similarly to the ECC's processing section, operates under the control of the JFC in coordination with the appropriate DOS representative. It should deploy no later than the evacuation force; however, logistic requirements to support a large number of evacuees may require that it deploy earlier. A limited security force can provide necessary internal and perimeter security. The force may consist of the following elements.

a. **Command Group.** The command group coordinates the overall operation and should consist of the commander, executive officer, staff noncommissioned OIC, communications officer, family center staff, chaplain, LNOs, and interpreters. The family center staff provides and coordinates human and social service support for evacuees. The RST personnel plan and coordinate comprehensive religious support for the safe haven force and evacuees. The LNOs and interpreters maintain contact with the US embassy and the host government. The command group:

(1) Plans, organizes, and supervises the operation of the temporary safe haven.

(2) Maintains liaison with local DOS representatives and other agencies that may be involved with the operation.

(3) Advises the JFC on the progress of the temporary safe haven operations.

(4) Establishes procedures for government officials and TCNs if not previously established by the JTF commander.

(5) Establishes provisions for searching women and children as well as disabled and injured persons.

b. **Reception Team.** This team consists of a briefing section and a PA section.

(1) **Briefing Section.** This section should brief the evacuees on their arrival concerning the following:

(a) Current political situation in the HN.

(b) Description and operation of the temporary safe haven.

(c) Further traveling options and arrangements.

(d) Customs requirements in the temporary safe haven.

(e) Projected departure times for flights to the US.

(f) Restrictions applicable to evacuees while at the temporary safe haven.

(g) Medical threat related to HN.

(h) Accountability requirements and procedures.

(i) Pet policy (when applicable).

(2) **PA Section.** Release of information on the NEO or temporary safe haven operations within each country is the responsibility of the COM or a designated representative. The temporary safe haven PAO has the same responsibilities as the JTF PAO, which are provided in Chapter V, "Employment and Evacuation Operation Procedures." Temporary safe haven PAO responsibilities are as follows:

(a) Advise the temporary safe haven leadership on all aspects of PA.

(b) Coordinate and supervise all PA and PA-related command information functions, to include planning and production of bulletins, newsletters, and other information media.

(c) Keep the JTF PAO advised on all aspects of PA.

(d) Distribute information pertaining to the temporary safe haven and its operations to the news media per JTF policies.

(e) Escort civilian and military news media representatives.

(f) Ensure that appropriate guidelines are in place for news media to protect the privacy of evacuees in billeting areas.

(g) Ensure that interviews of JTF personnel and evacuees are held only with the permission of the JFC and the individual concerned.

(h) Determine and disseminate JTF guidance on the release of information to the public.

c. **Processing Team.** This team does not duplicate processing completed at the ECC, but should verify that all information obtained from the evacuees is complete and correct.

(1) **Administrative Section.** This section registers and accounts for all evacuees and ensures that all information required by DOS or the JTF has been collected. The administrative section should have legal personnel advise evacuees on claims procedures and assist in relations between evacuees, safe haven personnel, and HN nationals. The following should be accomplished:

(a) Receive and register incoming evacuees, using NTS or other appropriate means, in conjunction with DOS representatives.

(b) Maintain a roster of each evacuee who passes through the temporary safe haven. It should list the nationality, date of birth, evacuation classification, destination, and name, address, and/or phone number of a POC in the US for notification.

(c) Provide escorts for groups of personnel. VIPs and emergency medical cases should be provided individual guides if available.

(d) Provide for safekeeping and security of valuables while evacuees wait for onward transportation to the US.

(e) Provide assistance as needed in locating separated family members.

(2) **Transportation Section.** The transportation section is responsible for assisting in the onward movement of evacuees to their final destination. The USG does not provide funding for the movement of persons other than USG (military and civilian) employees and family members to their final destination. See Chapter IV, "Planning," subparagraph 8c, "Personnel Eligible for Evacuation Assistance," for additional information. Nongovernment employees evacuated by US-funded charter, whether commercial or military, are asked to sign promissory notes to cover the cost of transportation. The following transportation functions should be considered to ensure an orderly movement:

(a) Coordinate surface or air transportation for the movement of evacuees to the US and then coordinate this movement flow with the JRCC.

(b) Coordinate movement flow of evacuees with the JRCC at the repatriation site.

(c) Provide loading control personnel to supervise loading of personnel aboard aircraft, ships, or vehicles.

(d) Maintain a manifest of all embarked personnel showing destination and identifying information.

(e) Expedite the departure of all evacuees who are sick, injured, or wounded in coordination with the medical section.

(3) **Intelligence Section.** This section may debrief each evacuee if a debriefing was not conducted at the JTF ECC. If the temporary safe haven is also acting as a temporary ISB, intelligence personnel should arrange to pass information gained from evacuees to the CCMD joint intelligence operations center to advise forces who are returning to a threat area for follow-on operations.

(4) **Medical Section.** The medical section provides support to the temporary safe haven force. Additionally, this section may need to conduct evacuee medical screening if it was not performed at the ECC. Medical services may include any or all of the following functions:

(a) Determine if an evacuee requires emergency medical treatment.

(b) Perform emergency treatment as required or coordinate with a local safe haven country hospital to perform the treatment.

(c) Advise the temporary safe haven OIC on hygiene and preventive medicine.

(d) Inspect food and water obtained from local sources.

(e) Evaluate the general health of the evacuees, particularly in regard to pregnancies and the possibility of communicable diseases.

(f) Provide veterinary support for pet health care as required.

d. **Comfort Team.** This team provides logistic support for the operation. It is responsible for supplies, billeting, sanitation facilities, food, and local transportation. A contracting or purchasing officer should be assigned to coordinate services with the HN. Some considerations are as follows:

(1) Billeting is ideally accomplished through facilities or hotels provided by or contracted from the temporary safe haven country. However, the JTF may be required to establish a tent city. In this event, the temporary safe haven force arrives early enough to accomplish this before evacuees begin arriving. The JFC may consider contracting locally for the labor and sanitation facilities.

(2) Because evacuees will normally leave the HN with little or no food supplies of their own meals, ready-to-eat, can be used as a temporary solution. However, the temporary safe haven OIC should be prepared to establish a food service section to provide special diets to personnel involved in the evacuation.

(3) If the climate of the country is substantially different from the evacuee's former residence, the team may need to provide adequate clothing.

(4) Due to the situation, evacuees may not have had the opportunity to pack personal, comfort, or hygiene items prior to arriving at the evacuation site. The following is a partial list of items the evacuees may need:

(a) Baby formula.

(b) Trash bags.

(c) Baby food and/or juice.

(d) Diapers.

(e) Toilet tissue.

(f) Feminine hygiene supplies.

(g) Toothpaste and/or toothbrush.

(h) Soap.

(i) Shampoo.

(j) Razors.

(k) Laundry detergent.

(l) Sheets.

(m) Towels.

(n) Blankets.

(o) Wash bucket.

(p) Pet food (dog and cat).

e. **Scheduling Team.** This team coordinates and plans the departure of evacuees from the temporary safe haven. The scheduling team should do the following:

(1) Coordinate with the transportation section for arrangements made for leaving the temporary safe haven.

(2) Coordinate with the comfort team to transport evacuees to the points of embarkation.

(3) Manifest authorized passengers aboard military or commercial charter flights using NTS or other appropriate tracking means.

f. **Security Team.** This team provides, or arranges for, adequate security at the temporary safe haven site.

g. **RST.** This team performs or provides for comprehensive religious support for the temporary safe haven site.

h. **Family Support Services.** The GCC may task a Service component that has a demonstrated capability to provide family support services to provide a team to support the temporary/intermediate safe haven.

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APPENDIX A
RULES OF ENGAGEMENT

a. The ROE for NEOs reflect the limited military objective to be accomplished. NEO ROE limit the use of force to force that is necessary to successfully complete the mission and provide for the self-defense of US military personnel and defense of noncombatant evacuees. CJCSI 3121.01, *Standing Rules of Engagement/Standing Rules for the Use of Force for US Forces*, is the basic source for standing rules of engagement (SROE)/standing rules for the use of force, and Enclosure G specifically governs actions to be taken by US forces conducting a NEO. The SROE reflect the limited objective of NEO and provide the baseline from which all supplemental ROE are drafted and approved.

b. Upon receipt of an ID or warning order, the JFC immediately reviews the ROE to evaluate their impact on evacuation operations. Normally, the JFC is told in the warning order that the SROE will apply and is instructed to request specific supplemental measures as the mission dictates. Potential problems should be identified, and requests for deletion or modification of ROE are forwarded via the GCC to the issuing authority. ROE must be tailored to support mission accomplishment and may impact the choice of a concept of operations.

c. Commanders have an inherent right and obligation to use all necessary means available and to take all appropriate actions in the self-defense of their unit and other US forces in the vicinity. ROE do not diminish this right and obligation, but govern the use of force for mission accomplishment.

(1) **Defensive Actions**

(a) Conducted only as aggressively as necessary to protect US lives (and those of designated TCN evacuees, as authorized and tasked), property, and equipment. The use of force should be sufficient to respond decisively to hostile acts or demonstrations of hostile intent. Such use of force may exceed the means and intensity of the hostile act or hostile intent, but the nature, duration, and scope of force used should not exceed what is required.

(b) May include pursuit only until the attacker is no longer a threat to US personnel (and designated TCN evacuees), property, and equipment.

(2) Subordinate commanders should ensure that personnel are thoroughly trained in both the application of lethal and nonlethal weapons as well as the need to use only necessary force. All personnel must be instructed as to the importance of good order and discipline when conducting NEOs.

(3) Commanders at all levels should exercise caution to use only the force necessary to provide for the successful defense of evacuees and complete the mission.

d. Ideally, ROE should allow for approval of requests to employ nonlethal weapons and joint fire support (such as naval surface fire support and close air support). The use of joint fires, the ability to act in defense of non-US persons, and the use of RCAs should be addressed in the ROE, as appropriate, based upon the circumstances. As stated in CJCSI 3110.07, *Guidance Concerning Employment of Riot Control Agents and Herbicides,* the use of RCAs is restricted to US bases, posts, or US controlled portions of foreign installations where the authority to approve peacetime employment of RCAs resides with the CCDR. Use of RCAs outside of these parameters requires higher approval. See SROE for specific approval authority. Additionally, authority for the use of RCA may be obtained pursuant to Enclosure I to CJCSI 3121.01, *Standing Rules of Engagement/Standing Rules for the Use of Force for US Forces*. CJCSI 3110.05, *Military Information Support Operations Supplement to the Joint Strategic Capabilities Plan,* outlines the processes for staffing and approval of MISO programs and series. Included in this instruction are planning guidance and approved programs with standing objectives for short-notice contingency operations. In addition, this instruction also provides the force with a potential target audience list and general planning guidance.

e. The use of force is normally a measure of last resort under ROE for NEOs. Such ROE often provide that when time and circumstances permit, forces committing hostile acts or demonstrating hostile intent should be warned and given the opportunity to withdraw or cease threatening actions. The use of nonlethal weapons should be considered and planned for as a part of ROE. Employment of MISO assets and capabilities should be considered toward this end.

APPENDIX B
LEGAL CONSIDERATIONS

This appendix provides general information and guidance for handling legal matters that may arise during a NEO. The JFC and subordinate commanders of the evacuation and ISB should have a legal advisor attached to their staffs to advise on military and international legal matters.

1. General

a. The JFC and subordinate commanders must ensure that JTF personnel abide by all applicable law and policy, to include the law of war and other relevant international law, the Uniform Code of Military Justice, and the operation's ROE/RUF. All possible, suspected, or alleged violations should be dealt with IAW applicable DOD and Service regulations. As appropriate, the JFC may consider notifying the embassy of a suspected violation occurrence.

b. **Role of JTF Legal Advisor.** The JTF legal advisor provides guidance to the JTF on the full spectrum of legal issues involved in conducting NEOs. The key emphasis will be on assisting with interpretation of and compliance with applicable US laws and regulations; relevant international agreements, including any pertinent SOFAs; and multilateral and bilateral transit agreements impacting a NEO.

c. **Legal Imperatives.** When planning and conducting a NEO, commanders must comply with US domestic law, international agreements, customary international law, and in some circumstances, HN law. In view of this governing framework of laws and regulations, as well as the complexity of legal issues relating to NEOs, commanders must obtain legal guidance at all phases of NEO planning and execution, particularly during the early planning stage.

d. **Legal Input for Operational Planning.** Commanders should ensure that legal advisors at all levels are full participants in all aspects of NEO planning, operational guidance and decisions, and national policy directives. Additionally, OPLANs, warning orders, commander's estimates, ROE, operation orders, execute orders, and other operational documents should be systematically reviewed by the JTF legal advisor to ensure compliance with applicable law and regulations.

2. Specific Guidance and Terminology

a. **Foreign Diplomat.** A foreign diplomat of an embassy staff authorized to go to the US for evacuation is entitled to special treatment IAW international law. Ideally, the individual as well as personal effects and papers are not to be searched, detained, or seized. Family members are also entitled to the same immunity unless they are citizens of the US. The diplomatic pouch of a diplomatic courier from a state recognized by the US shall also be immune from any search, inspection, detention, or seizure by US personnel. However, foreign diplomats may be subject to inspection, under certain circumstances, for weapons or other dangerous materials prior to boarding any vehicle,

ship, or aircraft. Refusal to submit to inspection may result in the individual being barred from boarding. Foreign diplomats and their family members must follow accountability and manifesting procedures.

b. **Political Asylum or Temporary Refuge.** JTF commanders may not grant political asylum to any foreign national. They may grant temporary refuge under emergency conditions when there is imminent danger to the safety, health, or life of any person. Commanders must understand that if temporary refuge is granted, Secretary of a Military Department approval is necessary to release the individual. All requests for asylum should be referred to the embassy or senior DOS representative available. CJCSI 3121.01, *Standing Rules of Engagement/Standing Rules for the Use of Force for US Forces,* includes a specific section addressing protection and disposition of foreign nationals in the custody of US forces.

c. **SOFA.** Any SOFA between the HN and the US should be reviewed to determine how it applies, if at all, to the current situation involving the NEO. If time permits, it should be modified as necessary prior to the JTF arrival. If no agreement exists, the embassy may negotiate a temporary agreement with the HN, if time permits, covering criminal jurisdiction, procurement, customs, and other legal matters. DOS negotiates any SOFA changes. Given the emergency nature of the NEO, however, it is likely that no special SOFA provisions will be negotiated.

d. **Detainee Treatment.** The embassy should determine the disposition of detainees in advance of the deployment of military forces. In the absence of this determination, it is US policy to treat all detainees humanely and IAW US law, including the law of war, and applicable US policy. Anyone detained by US forces in an attempt to deter or in response to hostile action will be provided with the protections of the Geneva Convention Relative to the Treatment of Prisoners of War of 1949, until some other legal status is determined by competent authority. The embassy, with the HN, will negotiate the disposition of the detainee.

e. **Claims.** The JTF legal advisor or designated claims officer shall develop a plan for the processing and adjudication of claims against the US. The plan will be coordinated with the appropriate embassy staff member.

f. **International Legal Considerations**

(1) **Law of War.** Traditional legal issues associated with the law of war will not normally arise in the context of a NEO, as NEOs typically occur during times of escalating confrontation short of armed conflict. However, it should be remembered that per DOD policy, the law of war is applicable to all military operations. The protections afforded civilians, the sick, and/or the wounded under the law of war are almost universally accepted humanitarian norms respected in many cases despite the absence of international armed conflict.

(2) **National Sovereignty.** The GCC and subordinate commanders should ensure that the NEO planners are aware of sovereignty of other foreign nations and the

constraints and restraints on violating the sovereignty. NEO planners and operators must be cognizant of the potential impact of operations on relations with other nations and of all relevant international agreements, including pertinent SOFAs and multilateral and bilateral transit agreements.

g. **Legal Assistance.** Implementing plans should provide for preventive law programs designed to avoid sudden and overwhelming demands for emergency legal assistance when evacuation becomes imminent or is implemented. To the extent practical and authorized, legal assistance and advice will be made available to eligible beneficiaries at safe haven points and collection processing points, in coordination with the US diplomatic mission.

h. **Military Justice.** Military justice will be administered IAW the Uniform Code of Military Justice.

Refer to JP 1, Doctrine for the Armed Forces of the United States, *and JP 1-04*, Legal Support to Military Operations, *for more information on military justice.*

i. **Reporting Violations of the Law of War.** All possible, suspected, or alleged violations of the law of war, for which there is credible information, including conduct that would constitute a violation of the law of war if it occurred during an armed conflict, shall be reported promptly, investigated thoroughly, and, where appropriate, remedied by corrective action, IAW DODD 2311.01E, *DOD Law of War Program*, and as follows:

(1) With respect to possible, suspected, or alleged violations of the law of war committed by or against members of, or persons accompanying or serving with, their commands, commanders should promptly investigate, collect and evaluate evidence, and report IAW applicable DOD and Military Department guidance. Additionally, forward reports immediately through command channels. Ensure alleged law of war violations are reported by appropriate law enforcement investigators.

(2) With respect to possible, suspected, or alleged violations of the law of war committed by or against allied military or civilian personnel, commanders should conduct appropriate preliminary investigation to determine involvement of JTF personnel and report as required through US operational channels. Once a determination is made that the JTF was not involved, further US investigation will be undertaken only at the direction of the supported GCC.

(3) In all instances of reported law of war violations, make immediate message notification to the appropriate CCDR. Service component commanders should provide such notification as soon as the tactical situation permits, rather than awaiting complete investigation. Additional details may be supplied by supplemental reports.

j. **HNS**

(1) The GCC and subordinate commanders must be aware of applicable basing rights and the status of US forces within the country when planning and executing a

NEO. Advance coordination should be made to ensure necessary landing, embarkation, and transit rights are in place to support a given operation.

(2) Additionally, the changing political and military situation must be taken into account prior to relying on previously negotiated HNS agreements. Liaison with DOS officials responsible for the particular NEO site must be accomplished in a timely manner.

k. **Legal Review of ROE.** In all cases in which use of force is a possibility, legal advisors shall be consulted in the planning or pre-execution phases to determine the legal basis for intervention and use of force, shall review proposed ROE, and shall assess the legal risks and potential liabilities entailed under international law.

l. **Applicable ROE.** Commanders at every level must ensure understanding of ROE by all personnel. Requests for supplemental ROE must be handled IAW the SROE.

m. **War Powers Resolution.** Some operations may require consultation with, or reporting to, Congress consistent with the War Powers Resolution. War Powers Resolution reports will be initiated, as required, by DOS.

APPENDIX C
SAMPLE EMERGENCY ACTION PLAN CHECKLISTS

This appendix contains sample checklists based on the DOS EPH, 12 FAH-1. The checklists found in an embassy EAP should be the actual checklist used for NEO.

1. Name and title of American official in charge of the evacuation:

_____

2. American officials remaining behind: (Attach list with names, means of contact).

3. Post officials available to assist in the processing and evacuation: (Attach list—see DOS EPH Exhibit 120—update to show name, probable location, and means of identification and contact of officer performing each relevant function.)

4. How many military personnel will be needed to assist in screening evacuees and where will they need to be located_____

Who will assist the military? _____

5. Is the operational environment permissive, uncertain, or hostile? _____

6. Perimeter security needs:_____

Assembly areas and embarkation points: _____

7. What security will the HN or controlling authority provide? _____

8. Are alternate evacuation, assembly, or reception sites available if required?

_____

9. Where are the GIBCO located and who has custody of them? _____

_____

10. Could unauthorized and/or hostile persons forcibly or surreptitiously attempt to join the evacuation? If so, what action does the post recommend? _____

_____

11. What action does the post propose if someone asks for political asylum?_____

_____

12. Will the post's OIC vouch for the baggage and personal property of all or some evacuees or should a search for weapons and explosives be conducted?_____

_____

13. Does the COM desire the military to physically search those evacuees that cannot be validated?_____

14. If it becomes necessary to physically search a woman, who can conduct the search?

_____

15. If the evacuation priority is different than stated in the post plan, give the modified priority:

_____

16. Will food be required? _____ Total meals: _____

17. Is potable water available? _____

Quantity of bottled water required:_____

18. Does the post anticipate that any Americans will refuse evacuation? _____

19. What is the policy on evacuees taking pets? _____

a. If pets are allowed to be transported, have requirements such as customs and quarantine restrictions been considered to ensure the pets will be allowed into the safe haven? _____

b. If pets are not allowed to travel, what will happen to the pets evacuees bring with them to the evacuation processing centers? _____

_____

20. Does the embassy anticipate that military personnel will be needed to search for missing evacuees? If so, in which areas are evacuees likely to be located? (Give radio call sign frequencies, if known.) _____

21. Would a search operation meet armed resistance? _____

22. Will the post need help to destroy sensitive materials or equipment? _____

23. Portable radios available to assist in assembly, movement, and control of evacuees (consider all likely points):

How many sets? _____ Frequencies? _____ Additional needs? _____

24. Who will prepare manifests of evacuees?

Embassy: _____

Military: _____

25. Under extreme circumstances families might be separated, and there must be a method of identifying unaccompanied children with parents/guardians during repatriation periods, etc.

26. Other items that may affect NEO:

a. Travel restrictions, curfew, roadblocks.

b. Local military activities.

c. Political or security factors affecting evacuation.

d. PA considerations.

27. If interpreters are needed, can the embassy provide? _____

28. Provide updated copies of the embassy's:

a. EPH Section 1540 and exhibits for same.

b. Communications annex.

c. Logistics annex.

d. Transportation annex.

e. F-77 (Potential Evacuees) Report.

f. GIBCO.

29. Give number of evacuees who are:

a. Wounded, injured, or ill: litter _____

b. Wounded, injured, or ill: ambulatory _____

c. Pregnant:_____

d. Any contagious diseases or infections present? _____

30. What medical assistance (to include special equipment) will be required? _____

31. Breakdown of evacuees by age and sex:

0–7 years: male _____ female _____

8–16 years: male _____ female _____

17–20 years: male _____ female _____

21+years: male _____ female _____

32. Will doctor(s) and nurse(s) be among the evacuees? _____

33. Will any influential religious or community leaders be among the evacuees? _____

34. Weight and volume of any sensitive materials or equipment requiring evacuation:

_____ pounds _____ cubic feet

35. Attach an intelligence estimate of the local situation and HN military status, to include possible threats to transportation assets.

ASSEMBLY AREA

LOCATION: _____ DATE: _____

Assembly Area _____ Primary _____

Embarkation Point _____ Alternate _____

1. Location: _____

2. Grid coordinates: _____

3. Reference points: _____

4. Size: _____ Estimated capacity: _____

5. Shelter: _____

6. Cooking facilities: _____ Water: _____

7. Food stocks: _____

Estimated person/days on hand: _____

8. Latrine and shower: _____

9. Security: _____

10. Control point: _____

11. Telephone: _____ Radio call sign: _____

12. Access, chokepoints: _____

Alternates: _____

13. Nearest police station: _____

14. Nearest medical treatment facility: _____

15. Emergency power supply: _____

16. Distances to embarkation points: _____

17. If LZ, identify: _____

_____ Sketch attached _____ Video attached _____ Photo attached

18. Availability of fuel for surface vehicles: _____

This report prepared by: _____

HELICOPTER LANDING ZONE

LOCATION: _____DATE: _____

1. Designator: _____

2. Location: _____

3. Grid/Latitude–Longitude: _____

4. Reference point(s): _____

5. Dimensions: _____

6. Surface: _____

7. Obstacles: _____

8. Recommended air approach(es): _____

9. Recommended ground approach(es): _____

_____

10. Distance(s) to assembly area(s): _____

11. Fuel availability: _____

12. Comments: _____

This report prepared by: _____

_____ Sketch attached _____ Video attached _____Photo attached

AIRFIELD SURVEY

AIRFIELD NAME: _____ DATE:_____

PREPARED BY: _____

CONTACT NUMBER: _____

Section 1: General

1. Location/Airfield Center (Latitude/Longitude): _____
2. Airport controlled by military or civilian: _____
3. Fuel (Type/Availability): _____
4. Materials handling equipment/aircraft support equipment: (Type/availability):

_____

5. What is the availability of HN certified, civilian, or military air traffic controllers?

_____

6. Air traffic estimate (commercial and non-US military) during period in issue:

_____

Section 2: Airfield Access and Accommodations

7. Distance from assembly area to airport (Miles):
    a. Primary: _____
    b. Secondary: _____
8. Conditions of roads leading to airport: _____
9. Conditions and weight limits of bridges leading to airport: _____
10. On-site assembly areas and capacity: _____
11. Latrine and shower facilities: _____
12. Dining facilities yes or no
    a. If yes, capacity: _____
    b. Maximum meals per meal period: _____

13. Airfield physical security

a. Does the airfield have a fence?

(1) Type/height: _____

(2) Full or partial perimeter _____

(3) Condition: _____

b. Additional physical security measures/concerns: _____

Section 3: Runways/Taxiways/Parking Aprons

14. Does an airfield suitability and restrictions report/giant report exist for the airfield in question? (If yes, attach a copy and continue to Section 4; if no, complete Section 3)

a. Runway _____/_____:

(1) Dimensions (feet):_____

(2) Runway surface composition and condition:_____

(3) Weight bearing capacity:_____

(4) Runway _____

(a) Magnetic heading:_____

(b) Threshold latitude/longitude:_____

(c) Threshold elevation:_____

(d) DOD/Jeppesen Instrument Approaches (yes/no): _____

(e) Lighting types (i.e., centerline, etc.): _____

(f) Obstacles: _____

(5) Runway _____

(a) Magnetic heading:_____

(b) Threshold latitude/longitude:_____

(c) Threshold elevation:_____

(d) DOD/Jeppesen Instrument Approaches (yes/no): _____

(e) Lighting types (i.e., centerline, etc.): _____

(f) Obstacles: _____

b. Runway _____/_____:

(1) Dimensions (feet): _____

(2) Runway surface composition and condition:_____

(3) Weight bearing capacity: _____

(4) Runway _____

(a) Magnetic heading: _____

(b) Threshold latitude/longitude: _____

(c) Threshold elevation: _____

(d) DOD/Jeppesen Instrument Approaches (yes/no): _____

(e) Lighting types (i.e., centerline, etc.): _____

(f) Obstacles: _____

(5) Runway _____

(a) Magnetic heading: _____

(b) Threshold latitude/longitude: _____

(c) Threshold elevation: _____

(d) DOD/Jeppesen Instrument Approaches (yes/no): _____

(e) Lighting types (i.e., centerline, etc.): _____

(f) Obstacles: _____

15. Taxiway information

a. Taxiway _____:

(1) Width (feet): _____

(2) Condition: _____

(3) Lighted (yes/no): _____

(4) Weight bearing capacity: _____

(5) Obstacles (height and distance from centerline): _____

b. Taxiway _____:

(1) Width (feet): _____

(2) Condition: _____

(3) Lighted (yes/no): _____

(4) Weight bearing capacity: _____

(5) Obstacles (height and distance from centerline): _____

c. Taxiway _____:

(1) Width (feet): _____

(2) Condition: _____

(3) Lighted (yes/no): _____

(4) Weight bearing capacity: _____

(5) Obstacles (height and distance from centerline): _____

d. Taxiway _____:

(1) Width (feet): _____

(2) Condition: _____

(3) Lighted (yes/no): _____

(4) Weight bearing capacity: _____

(5) Obstacles (height and distance from centerline): _____

e. Taxiway _____:

(1) Width (feet): _____

(2) Condition: _____

(3) Lighted (yes/no): _____

(4) Weight bearing capacity: _____

(5) Obstacles (height and distance from centerline): _____

16. Parking Apron Information

    a. Parking Apron:_____

        (1) Condition: _____

        (2) Lighted (yes/no):_____

        (3) Weight bearing capacity: _____

        (4) Maximum on the ground: _____

    b. Parking Apron: _____

        (1) Condition:_____

        (2) Lighted (yes/no):_____

        (3) Weight bearing capacity: _____

        (4) Maximum on the ground: _____

    c. Parking Apron:_____

        (1) Condition: _____

        (2) Lighted (yes/no):_____

        (3) Weight bearing capacity: _____

        (4) Maximum on the ground: _____

Section 4: Communications

17. Air traffic information service: _____

18. Clearance delivery: _____

19. Ground: _____

20. Tower: _____

21. Approach/departure (with sectors as needed): _____

22. Command post: _____

23. Base operations: _____

24. Airfield manager: _____

25. Weather: _____

26. Security: _____

27. Civilian fixed-base operator: _____

28. Navigational aids: _____

29. Other: _____

SEAPORT SURVEY

LOCATION: _____DATE: _____

1. Name of seaport: _____
2. Location (map coordinates): _____
3. Entrance restrictions and minimum anchorage: _____
4. Channel depth, depending on season: _____
5. Water depth at berths: _____
6. Tide, depending on season: _____
7. Pilots required or available: _____
8. Navigational aids: _____
9. Port or beach obstacles: _____
10. Wharf (description and capabilities): _____

_____

11. Materials handling equipment: _____
12. Fuel (type and availability): _____
13. Physical security available and in use: _____
14. Distance from post to seaport: _____
15. Conditions of roads leading to the seaport: _____

_____

16. Condition and weight limit of bridges leading to seaport: _____

_____

17. On-site assembly areas and capacity: _____
18. Dining facilities and capacity: _____
19. Latrine and shower facilities: _____
20. Location of nearest medical treatment facility: _____

21. Key contacts, key personnel: _____

22. If used, craft LZs and beach landing sites for landing craft. Accommodates number and type of landing craft.

_____

This report prepared by: _____

_____ Sketch attached _____ Video attached _____ Photo attached

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APPENDIX D
SAMPLE NOTICE FORMS

SAMPLE STAND FAST NOTICE

NAME OF POST:_____DATE:_____

Because of the current local situation, this office recommends that Americans remain in their homes. Only the most essential outside activities should be conducted, and public areas should be avoided until the situation improves. Since there is always the possibility the situation will deteriorate and you will be required to move elsewhere, this office recommends that you promptly take the following precautions:

1. Without hoarding, try to keep on hand a reasonable supply (7 to 10 days) of food, water, and fuel. If you have a personal automobile, be sure it is ready for immediate use; fill the gas tank and check the oil, water, tires, and battery.

2. If your passport, exit visa, or registration with this office is not current, contact us immediately at telephone _____.

3. Collect all important papers and documents such as passports; birth, marriage, divorce, and naturalization certificates; inoculation cards; insurance policies; bank books; as well as US and local currency.

4. Make or update a complete inventory of your household effects in duplicate.

5. Prepare for each family member one suitcase (66 pounds or less) to contain, as applicable, warm clothing regardless of season, eyeglasses, babies' and children's supplies, and special medications.

6. Listen to the local media and Voice of America, US Armed Forces Radio, or the British Broadcasting Company closely for announcements from the local government or this office.

Your warden is _____, who can be reached at _____.

We are monitoring the situation and will provide you with further guidance. Please pass the contents of this notice to other US citizens and keep it handy for reference.

Figure D-1. Sample Stand Fast Notice

SAMPLE LEAVE COMMERCIAL NOTICE

NAME OF POST:_____DATE:_____

1. In view of the gravity of the current local situation, this office recommends that Americans whose presence in the country is not essential, depart by commercial transportation as soon as possible. If adult US citizens have compelling reasons for remaining in the area, we suggest that dependents depart with their pets while normal commercial facilities are still available.

2. American citizens with valid passports and foreign dependents with valid passports or visas should not come to this office for travel arrangements. Rather, they should make their own arrangements directly with transportation companies or travel agents.

3. Persons departing are requested to inform this office by telephone, _____, or mail of their departure plans, providing the following information: name(s), date(s) and place(s) of issuance of passports, probable date(s) and mode(s) of transportation, and names and addresses of next of kin or other point of contact in the US or travel agents.

4. This office cannot accept any personal or real property for protection, but will accept copies of inventories of property left in the country and attempt to arrange for protection of such property through the local authorities.

5. American citizens without valid passports or who are unable to arrange for their own travel or that of their dependents because of insufficient funds or other reasons should report to this office as soon as possible. They should bring with them:

a. American passports or other proof of US citizenship.

b. For non-American spouses, children, and dependents: passports or identification cards and proof of relationship (birth or marriage certificates).

6. Please pass the contents of this notice to other US citizens and keep it handy for reference.

Figure D-2. Sample Leave Commercial Notice

SAMPLE EVACUATION NOTICE

NAME OF POST: _____DATE: _____

Because of the situation in this country, the ambassador or chief of mission has determined that the evacuation of all US citizens is advisable. As the operations of this office may be terminated with little or no advance warning, American citizens wishing US Government assistance should contact their wardens or this office immediately (telephone _____). The embassy/consulate is arranging chartered transportation to the US or another safe haven. The issuance of tickets is not feasible, and all persons being evacuated will be asked to sign promissory notes to cover the cost of their transportation. The Department of State will bill evacuees later for the costs incurred. (US Government personnel and their dependents travel on official orders and therefore their respective agencies will be billed.) To provide proper protection and to help you leave safely, we ask you to follow these instructions:

1. Your warden is _____ and may be contacted at _____.

2. Your assigned assembly area is at _____.

____ a. Please be there at _____.

____ b. You will be told later when to report.

____ c. Do not bring your vehicle to the assembly point.

____ d. Bring enough food for each family member to have _____ meals.

____ e. Cooking facilities are not available, so bring ready-to-eat food (canned items, sandwiches, etc.).

____ f. Bring an unbreakable container with _____ quart(s) of water per person.

____ g. Pets will be transported during this NEO and are allowed at the assembly point.

(Only checked items apply)

3. Prepare to bring with you all important personal papers (passports, inoculation cards, cash, credit cards, and checkbooks) and one suitcase (66 pounds or less) per person containing clothing suitable for the local climate as well as for a change of climate. Remember eyeglasses, special medicines, and baby/children supplies. Do not bring firearms or liquor. Pets are allowed only if specifically authorized above.

4. Adult family members should consider the possibility of becoming separated temporarily. Problems can be avoided by exchanging data concerning bank accounts, addresses, and telephone numbers of relatives in the US, and powers of attorney.

Figure D-3. Sample Evacuation Notice

SAMPLE EMBASSY/POST CLOSING NOTICE

NAME OF POST:_____DATE:_____

The situation in this country is such that the US Government is closing its offices here effective _____.

The embassy of _____, located at _____, will protect US interests until further notice.

We recommend that American citizens leave the country immediately. Until this office ceases operations, we will make every effort to assist US citizens still wishing to depart. Those who plan to remain should provide their names, addresses, and next of kin so this office can pass the information to the Department of State and to the _____ embassy.

Please pass the contents of this notice to other US citizens and keep it handy for reference.

Figure D-4. Sample Embassy/Post Closing Notice

SAMPLE WAIVER OF EVACUATION OPPORTUNITY

1. Agreement made, this _____ day of _____, 20_____, between _____ and the military forces of the United States.

2. Whereas the military forces of the United States agree to evacuate_____.

3. Said offer of evacuation is declined by the above named individual(s), with the understanding that the offer will not be repeated.

4. Evacuee Signature _____

Evacuee Signature _____

Evacuee Signature _____

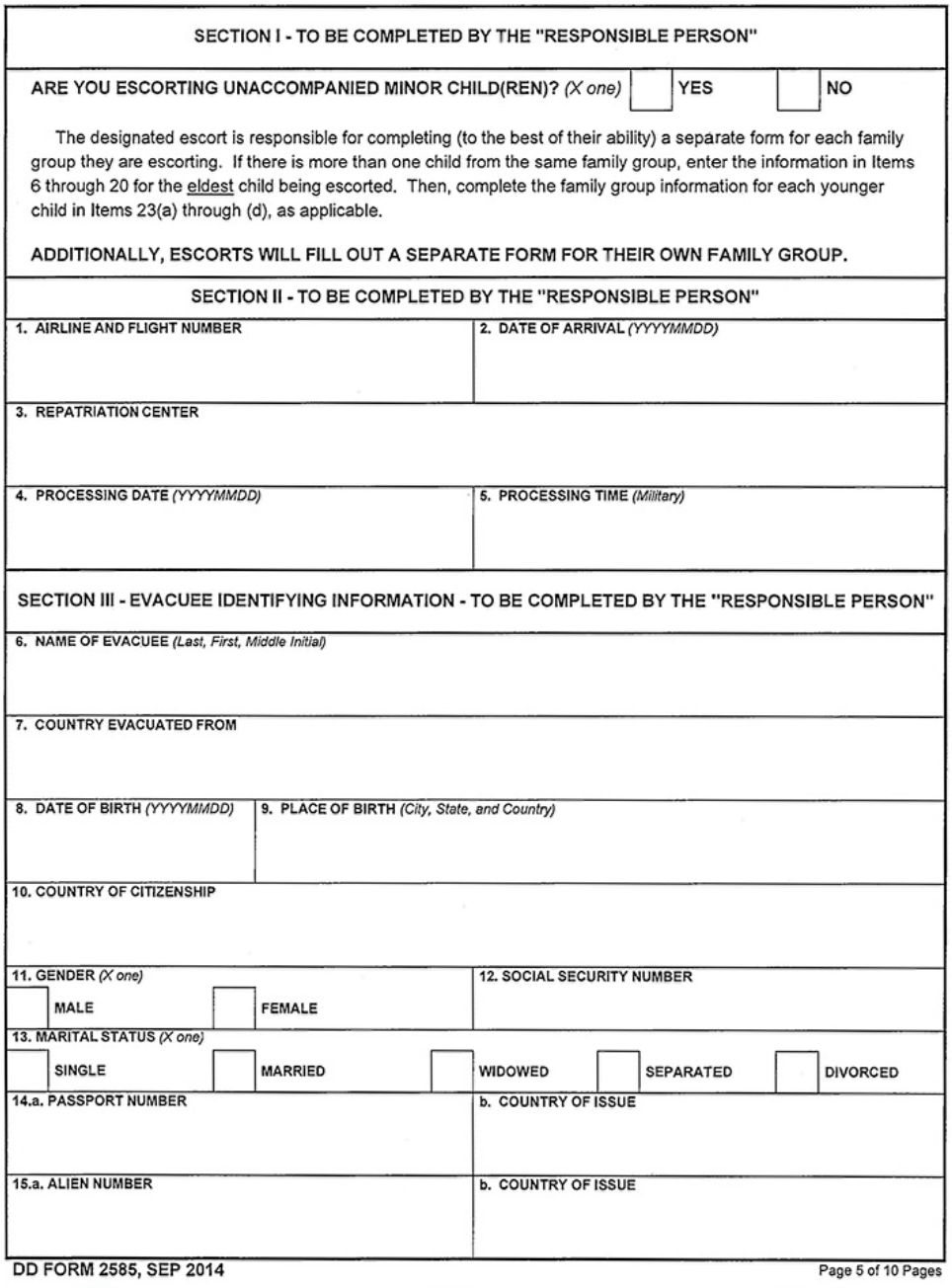
Evacuee Signature _____

Figure D-5. Sample Waiver of Evacuation Opportunity

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APPENDIX E
REPATRIATION PROCESSING CENTER PROCESSING SHEET

Department of Defense Form 2585, Repatriation Processing Center Processing Sheet



SECTION I - TO BE COMPLETED BY THE "RESPONSIBLE PERSON"

ARE YOU ESCORTING UNACCOMPANIED MINOR CHILD(REN)? *(X one)* ☐ YES ☐ NO

The designated escort is responsible for completing (to the best of their ability) a separate form for each family group they are escorting. If there is more than one child from the same family group, enter the information in Items 6 through 20 for the eldest child being escorted. Then, complete the family group information for each younger child in Items 23(a) through (d), as applicable.

ADDITIONALLY, ESCORTS WILL FILL OUT A SEPARATE FORM FOR THEIR OWN FAMILY GROUP.

SECTION II - TO BE COMPLETED BY THE "RESPONSIBLE PERSON"

1. AIRLINE AND FLIGHT NUMBER	2. DATE OF ARRIVAL *(YYYYMMDD)*
3. REPATRIATION CENTER	
4. PROCESSING DATE *(YYYYMMDD)*	5. PROCESSING TIME *(Military)*

SECTION III - EVACUEE IDENTIFYING INFORMATION - TO BE COMPLETED BY THE "RESPONSIBLE PERSON"

6. NAME OF EVACUEE *(Last, First, Middle Initial)*	
7. COUNTRY EVACUATED FROM	
8. DATE OF BIRTH *(YYYYMMDD)*	9. PLACE OF BIRTH *(City, State, and Country)*
10. COUNTRY OF CITIZENSHIP	
11. GENDER *(X one)* ☐ MALE ☐ FEMALE	12. SOCIAL SECURITY NUMBER
13. MARITAL STATUS *(X one)* ☐ SINGLE ☐ MARRIED ☐ WIDOWED ☐ SEPARATED ☐ DIVORCED	
14.a. PASSPORT NUMBER	b. COUNTRY OF ISSUE
15.a. ALIEN NUMBER	b. COUNTRY OF ISSUE

DD FORM 2585, SEP 2014 Page 5 of 10 Pages

Figure E-1. Department of Defense Form 2585, Repatriation Processing Center Processing Sheet

Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont.)

SECTION III - EVACUEE IDENTIFYING INFORMATION *(Continued) (Read before completing Items 16 and 23)*

(Use these tables to complete Item 16 and Item 23 (Page 7.) Choose all that apply.)

TABLE 1a - U.S. CITIZEN

CLASSIFICATION NUMBER

- 1a DoD: Service Member
- b DoD: Service Member Dependent and/or Family Member (Command Sponsored Dependent)
- c DoD: Service Member Dependent and/or Family Member (Non-Command Sponsored Dependent)
- 2a DoD: Civilian Employee WITH Transportation Agreement
- b DoD: Dependent of Civilian Employee WITH Transportation Agreement
- c DoD: Civilian Employee WITHOUT Transportation Agreement
- d DoD: Dependent of Civilian Employee WITHOUT Transportation Agreement
- 3a Non-DoD U.S. Government (USG): Employee
- b Non-DoD USG: Employee Dependent and/or Family Member
- 4 Citizen Residing Abroad (Child, Student, Private Business)
- 5 Tourist
- 6 Citizen on Business-Related Travel
- 7 U.S. Government Contractor

TABLE 1b - FOREIGN NATIONAL

CLASSIFICATION NUMBER

- 8 Adult Dependent of Repatriated U.S. Citizen (Foreign spouse or other adult dependent; not U.S. citizen)
- 9 Minor Dependent of Repatriated U.S. Citizen (Child born in foreign country, not U.S. citizen to date)
- 10 Non-Dependent of Repatriated U.S. Citizen (Extended family member, i.e. mother-in-law, cousin, etc.)
- 11 Non-U.S. Civilian Employee (Works for U.S. Government)
- 12 Citizen of Country Other Than U.S.
- 13 Other, None of the Above *(Specify)*

TABLE 2

AGENCY CODE

- A Army
- N Navy
- F Air Force
- M Marine Corps
- G Coast Guard
- D DoD Agency
- O Other U.S. Government Agency
- X Not Applicable

16. CLASSIFICATION NUMBER(S) AND AGENCY CODE(S) *(Enter all appropriate classification numbers and agency codes from Table 1 and Table 2 that are applicable to the person named in Item 6.)*

a. CLASSIFICATION NUMBER	b. AGENCY CODE
c. CLASSIFICATION NUMBER	d. AGENCY CODE
e. CLASSIFICATION NUMBER	f. AGENCY CODE

17. NUMBER OF FAMILY MEMBERS WITH YOU

☐ ADULTS *(Include yourself)* ☐ CHILDREN *(Include all children)*

18. NUMBER OF ANIMALS WITH YOU *(If applicable)*
DoD and SERVICE ANIMALS ONLY

☐ DOGS ☐ CATS

☐ BIRDS ☐ OTHER

19. EMERGENCY CONTACT IN U.S.
(For person named in Item 6 above)

a. NAME *(Last, First, Middle Initial)*		b. ADDRESS *(Street, City, State/Country, ZIP Code)*
c. HOME TELEPHONE NO. *(Include Area Code)*	d. WORK TELEPHONE NO. *(Include Area Code)*	e. CELL TELEPHONE NO. *(Include Area Code)*

20. FINAL DESTINATION AND NAME OF POINT OF CONTACT *(If applicable)*
(If same as Item 19, enter "SAME")

a. NAME *(Last, First, Middle Initial)*		b. ADDRESS *(Street, City, State/Country, ZIP Code)*
c. HOME TELEPHONE NO. *(Include Area Code)*	d. WORK TELEPHONE NO. *(Include Area Code)*	e. CELL TELEPHONE NO. *(Include Area Code)*

21. IF U.S. DEPARTMENT OF DEFENSE MILITARY AND CIVILIAN EMPLOYEE DEPENDENTS
(For escorted unaccompanied minor children enter the sponsor's (parent/guardian) information to the best of your ability.)

a. BRANCH OF SERVICE/DOD AGENCY *(X one)*

☐ ARMY ☐ NAVY ☐ AIR FORCE ☐ MARINE CORPS ☐ COAST GUARD ☐ DOD AGENCY

b. NAME OF SPONSOR *(Remaining in Country) (Last, First, Middle Initial)*	c. SSN	d. RANK/GRADE

e. ORGANIZATION/ADDRESS AND MAJOR COMMAND *(Include APO#/FPO#)*

22. FINAL DESTINATION AND NAME OF ESCORT FOR UNACCOMPANIED MINOR CHILD(REN)
(Complete if applicable)

a. NAME OF ESCORT *(Last, First, Middle Initial)*		b. ADDRESS *(Final Destination of Escort) (Street, City, State/Country, ZIP Code)*
c. HOME TELEPHONE NO. *(Final Destination of Escort) (Include Area Code)*	d. WORK TELEPHONE NO. *(Final Destination of Escort) (Include Area Code)*	e. CELL TELEPHONE NO. *(Final Destination of Escort) (Include Area Code)*

DD FORM 2585, SEP 2014 Page 6 of 10 Pages

Figure E-1. Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont.)

Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont.)

SECTION III - EVACUEE IDENTIFYING INFORMATION *(Continued)*

23. ACCOMPANYING EVACUEES
(Fill out for each accompanying person.)

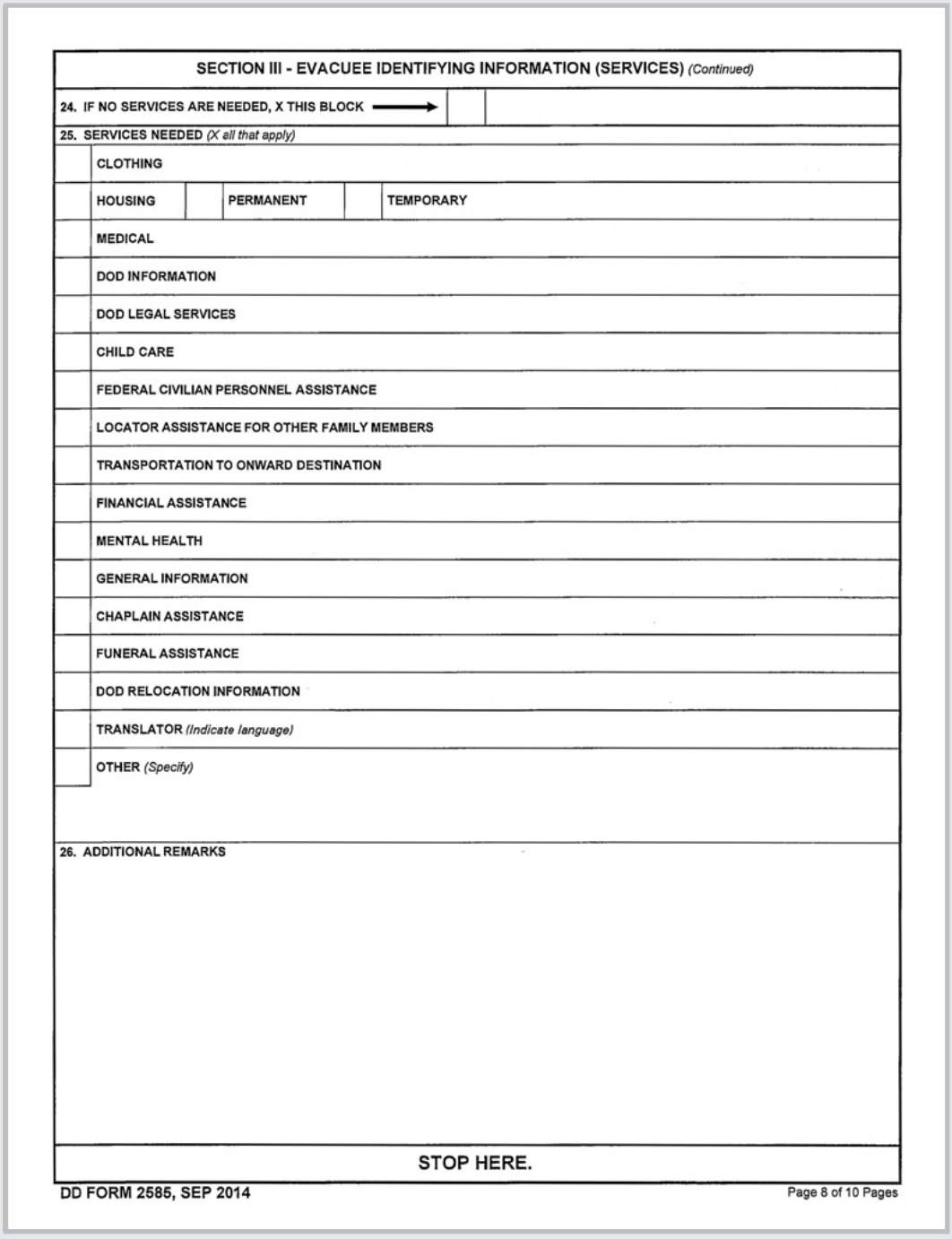
a.(1) NAME *(Last, First, Middle Initial)*		(2) SSN	(3) DATE OF BIRTH *(YYYYMMDD)*
(4) GENDER *(X one)* ☐ MALE ☐ FEMALE	(5) RELATIONSHIP TO PERSON COMPLETING FORM *(X one)* ☐ SPOUSE ☐ SON/DAUGHTER ☐ PARENT ☐ OTHER		
(6) PLACE OF BIRTH *(City, State, and Country)*		(10) CLASSIFICATION NUMBER(S) AND AGENCY CODE(S) *(Enter all appropriate classification numbers and agency codes from Table 1 and Table 2 (shown on Page 6) that are applicable to the person named in Item a.(1).)*	
(7) COUNTRY OF CITIZENSHIP		(a) CLASSIFICATION NUMBER	(b) AGENCY CODE
(8) PASSPORT NUMBER	COUNTRY OF ISSUE	(c) CLASSIFICATION NUMBER	(d) AGENCY CODE
(9) ALIEN NUMBER	COUNTRY OF ISSUE	(e) CLASSIFICATION NUMBER	(f) AGENCY CODE
b.(1) NAME *(Last, First, Middle Initial)*		(2) SSN	(3) DATE OF BIRTH *(YYYYMMDD)*
(4) GENDER *(X one)* ☐ MALE ☐ FEMALE	(5) RELATIONSHIP TO PERSON COMPLETING FORM *(X one)* ☐ SPOUSE ☐ SON/DAUGHTER ☐ PARENT ☐ OTHER		
(6) PLACE OF BIRTH *(City, State, and Country)*		(10) CLASSIFICATION NUMBER(S) AND AGENCY CODE(S) *(Enter all appropriate classification numbers and agency codes from Table 1 and Table 2 (shown on Page 6) that are applicable to the person named in Item b.(1).)*	
(7) COUNTRY OF CITIZENSHIP		(a) CLASSIFICATION NUMBER	(b) AGENCY CODE
(8) PASSPORT NUMBER	COUNTRY OF ISSUE	(c) CLASSIFICATION NUMBER	(d) AGENCY CODE
(9) ALIEN NUMBER	COUNTRY OF ISSUE	(e) CLASSIFICATION NUMBER	(f) AGENCY CODE
c.(1) NAME *(Last, First, Middle Initial)*		(2) SSN	(3) DATE OF BIRTH *(YYYYMMDD)*
(4) GENDER *(X one)* ☐ MALE ☐ FEMALE	(5) RELATIONSHIP TO PERSON COMPLETING FORM *(X one)* ☐ SPOUSE ☐ SON/DAUGHTER ☐ PARENT ☐ OTHER		
(6) PLACE OF BIRTH *(City, State, and Country)*		(10) CLASSIFICATION NUMBER(S) AND AGENCY CODE(S) *(Enter all appropriate classification numbers and agency codes from Table 1 and Table 2 (shown on Page 6) that are applicable to the person named in Item c.(1).)*	
(7) COUNTRY OF CITIZENSHIP		(a) CLASSIFICATION NUMBER	(b) AGENCY CODE
(8) PASSPORT NUMBER	COUNTRY OF ISSUE	(c) CLASSIFICATION NUMBER	(d) AGENCY CODE
(9) ALIEN NUMBER	COUNTRY OF ISSUE	(e) CLASSIFICATION NUMBER	(f) AGENCY CODE
d.(1) NAME *(Last, First, Middle Initial)*		(2) SSN	(3) DATE OF BIRTH *(YYYYMMDD)*
(4) GENDER *(X one)* ☐ MALE ☐ FEMALE	(5) RELATIONSHIP TO PERSON COMPLETING FORM *(X one)* ☐ SPOUSE ☐ SON/DAUGHTER ☐ PARENT ☐ OTHER		
(6) PLACE OF BIRTH *(City, State, and Country)*		(10) CLASSIFICATION NUMBER(S) AND AGENCY CODE(S) *(Enter all appropriate classification numbers and agency codes from Table 1 and Table 2 (shown on Page 6) that are applicable to the person named in Item d.(1).)*	
(7) COUNTRY OF CITIZENSHIP		(a) CLASSIFICATION NUMBER	(b) AGENCY CODE
(8) PASSPORT NUMBER	COUNTRY OF ISSUE	(c) CLASSIFICATION NUMBER	(d) AGENCY CODE
(9) ALIEN NUMBER	COUNTRY OF ISSUE	(e) CLASSIFICATION NUMBER	(f) AGENCY CODE

NOTE: If there are more than 4 accompanying family members, use additional copies of Page 7.

DD FORM 2585, SEP 2014 Page 7 of 10 Pages

Figure E-1. Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont.)

Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont.)



SECTION III - EVACUEE IDENTIFYING INFORMATION (SERVICES) *(Continued)*					
24. IF NO SERVICES ARE NEEDED, X THIS BLOCK →					
25. SERVICES NEEDED *(X all that apply)*					
	CLOTHING				
	HOUSING		PERMANENT		TEMPORARY
	MEDICAL				
	DOD INFORMATION				
	DOD LEGAL SERVICES				
	CHILD CARE				
	FEDERAL CIVILIAN PERSONNEL ASSISTANCE				
	LOCATOR ASSISTANCE FOR OTHER FAMILY MEMBERS				
	TRANSPORTATION TO ONWARD DESTINATION				
	FINANCIAL ASSISTANCE				
	MENTAL HEALTH				
	GENERAL INFORMATION				
	CHAPLAIN ASSISTANCE				
	FUNERAL ASSISTANCE				
	DOD RELOCATION INFORMATION				
	TRANSLATOR *(Indicate language)*				
	OTHER *(Specify)*				
26. ADDITIONAL REMARKS					
STOP HERE.					

DD FORM 2585, SEP 2014 Page 8 of 10 Pages

Figure E-1. Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont.)

Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont.)

SECTION IV (ITEMS 27 - 36) - TO BE COMPLETED BY REPATRIATION PROCESSING CENTER DEPARTMENT OF HEALTH AND HUMAN SERVICES (DHHS) STAFF

27. IF NO SERVICES ARE REQUIRED/WERE PROVIDED, X THIS BLOCK →

28. SERVICES PROVIDED BY DHHS

(1) SERVICES	(2) COSTS			(3) TOTAL
a. CASH ASSISTANCE	PERSONS X	DOLLARS =		0.00
b. ONWARD TRANSPORTATION	PERSONS X	DOLLARS =		0.00
	PERSONS X	DOLLARS =		0.00
c. TEMPORARY LODGING AND PER DIEM	PERSONS X	DAYS X	DOLLARS =	0.00
d. MISCELLANEOUS *(Specify)*			=	
			=	
			=	
			=	
		29. TOTAL COSTS	=	0.00

30. HAS EMERGENCY MEDICAL ASSISTANCE BEEN PROVIDED OFF-SITE? *(X one)* → ☐ YES ☐ NO

31. ADDITIONAL REMARKS

SECTION V - CLOSING QUESTIONS - TO BE COMPLETED BY REPATRIATION PROCESSING CENTER DEPARTMENT OF HEALTH AND HUMAN SERVICES (DHHS) STAFF

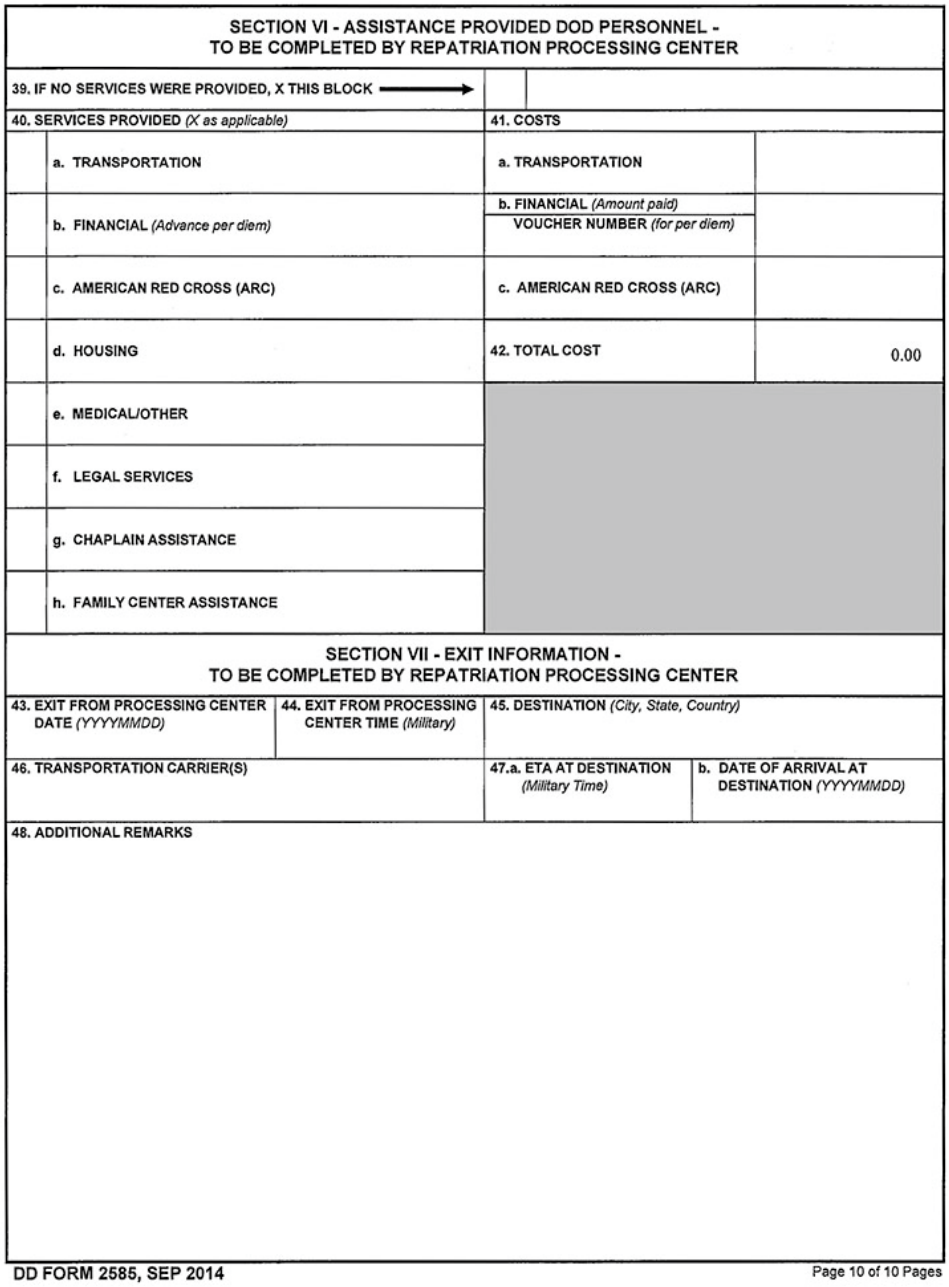
	(X one) YES	NO
32. HAS REPATRIATE BEEN GIVEN A HEALTH AND HUMAN SERVICES WELCOME BROCHURE?		
33. DOES THIS PERSON/FAMILY NEED A LOAN FOR TEMPORARY ASSISTANCE BECAUSE HE/SHE/THEY ARE WITHOUT RESOURCES IMMEDIATELY ACCESSIBLE TO MEET HIS/HER/THEIR NEEDS?		
34. HAVE YOU EXPLAINED TO THE REPATRIATE THAT THE INFORMATION OBTAINED IS PROTECTED UNDER THE PRIVACY ACT AND WILL BE USED SOLELY FOR THE PURPOSE OF ESTABLISHING ELIGIBILITY FOR AND ADMINISTERING THE U.S. REPATRIATION PROGRAM?		
35. HAS THE REPATRIATE SIGNED THE HHS REPAYMENT-LOAN AGREEMENT? *(Agreement must be attached to file.)*		
36. HAS THE REPATRIATE BEEN GIVEN INFORMATION/REFERRAL FOR ASSISTANCE AT THE FINAL DESTINATION?		

37. NAME OF INTERVIEWER *(Last, First, Middle Initial)*	38. TELEPHONE NUMBER *(Include Area Code)*

DD FORM 2585, SEP 2014 Page 9 of 10 Pages

Figure E-1. Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont.)

Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont.)



SECTION VI - ASSISTANCE PROVIDED DOD PERSONNEL -
TO BE COMPLETED BY REPATRIATION PROCESSING CENTER

39. IF NO SERVICES WERE PROVIDED, X THIS BLOCK →			
40. SERVICES PROVIDED *(X as applicable)*		41. COSTS	
	a. TRANSPORTATION	a. TRANSPORTATION	
	b. FINANCIAL *(Advance per diem)*	b. FINANCIAL *(Amount paid)* VOUCHER NUMBER *(for per diem)*	
	c. AMERICAN RED CROSS (ARC)	c. AMERICAN RED CROSS (ARC)	
	d. HOUSING	42. TOTAL COST	0.00
	e. MEDICAL/OTHER		
	f. LEGAL SERVICES		
	g. CHAPLAIN ASSISTANCE		
	h. FAMILY CENTER ASSISTANCE		

SECTION VII - EXIT INFORMATION -
TO BE COMPLETED BY REPATRIATION PROCESSING CENTER

43. EXIT FROM PROCESSING CENTER DATE *(YYYYMMDD)*	44. EXIT FROM PROCESSING CENTER TIME *(Military)*	45. DESTINATION *(City, State, Country)*	
46. TRANSPORTATION CARRIER(S)		47.a. ETA AT DESTINATION *(Military Time)*	b. DATE OF ARRIVAL AT DESTINATION *(YYYYMMDD)*
48. ADDITIONAL REMARKS			

DD FORM 2585, SEP 2014 Page 10 of 10 Pages

Figure E-1. Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont.)

APPENDIX F
OPERATIONAL RISK AND SAFETY

1. Risk Management

a. **Principles.** Risk management (RM) is the process to identify, assess, and control risks arising from operational factors and making decisions that balance risk cost with mission benefits. Four rules can be used to guide the JFC's RM process:

(1) Integrate RM into NEO planning.

(2) Accept no unnecessary risks.

(3) Make risk decisions at the proper command level.

(4) Accept risk if benefits outweigh the potential losses.

b. **Process.** There are five steps to the joint RM process as follows:

(1) **Identify the Hazards.** This is begun during planning and continued throughout the NEO. Each operation has both general and unique hazards. Potential hazards for NEOs are discussed in paragraph 1.d.

(2) **Assess the Hazards.** Each hazard is analyzed to determine the probability of its causing a problem and the severity of the consequences should such a problem occur. This step concludes with a risk assessment that describes the impact of the combined hazards. The result is a statement that quantifies the risk associated with the NEO—extremely high, high, medium, or low.

(3) **Develop Controls.** Leaders at each command level weigh the risks against the benefits. The higher the risk the more likely a decision should be elevated. Ultimately, a commander will have to decide not to take risk in a particular area or establish controls that will mitigate the risk.

(4) **Implement Controls.** The commander then integrates specific controls into plans, orders, SOPs, training, and rehearsals. Knowledge of these controls must extend to each joint force member.

(5) **Supervise and Evaluate.** Finally, leadership at all levels must supervise to ensure compliance with the established controls. They also must reevaluate their effectiveness and make adjustments accordingly.

c. **Operational Environment.** The conditions that prompt a NEO present the joint force with difficult choices during execution. The force mix of combat, combat support, and combat service support depends upon a sound evaluation of the threat. Further, the operational environment likely will be fluid and may change rapidly from permissive to hostile. Operating aircraft, ships, landing craft, and land vehicles under adverse weather

conditions is inherently more hazardous. This situation can be exacerbated by the general unfamiliarity of joint force personnel with the operational area.

d. **Potential Hazards.** Hazards may be identified by brainstorming the possibilities within the categories of mission, adversary or enemy, terrain and weather, troops and support available, and time available. The following list contains typical hazards (not an all-inclusive list) that should be considered when planning a NEO.

(1) Accelerated deployment with short planning and preparation time.

(2) Urban terrain—congestion, unfamiliar local customs/laws.

(3) Temperature/humidity extremes.

(4) Underdeveloped infrastructure—roads, ports, aircraft facilities, communications.

(5) Water availability/contamination.

(6) Disease vectors.

(7) Fatigue due to jet lag or 24/7 operations.

(8) HQ/command post facilities and location.

(9) Chain of command clarity.

(10) Local populace interference.

(11) Spontaneous terrorism/insurgency activity.

(12) Night operations.

(13) Rotary-wing and tiltrotor aircraft operating area characteristics—wires, LZ conditions, density altitude, forward arming and refueling points.

(14) Vehicle operations—speed, loading and unloading noncombatant evacuees, overloading, bridge capacities, and escorts.

(15) Weapons/ordnance handling.

(16) Disabled vehicles/aircraft recovery.

(17) Ship/landing craft operations—slippery spots, tiedowns, flight deck operations, hearing, and head protection.

(18) Evacuation route characteristics—roadblock potential, trafficability, and threat exposure.

(19) Friendly fire potential.

e. **Reaction Force.** Because the operational environment can change quickly, a reaction force capable of protecting the NEO force elements and noncombatant evacuees from adversary advances is imperative. This force should be on short-notice alert and positioned close to the operational area.

f. **Hazard Awareness.** While joint force members will be informed of the hazards and mitigating controls associated with the military operation, noncombatant evacuees likely will be unaware. Further, the general alertness of the noncombatant evacuees will be impaired (to some degree) by stress and fatigue resulting from their sudden departure.

2. Safety Considerations

a. **Command Evaluation.** All commanders involved in a NEO are responsible for the safety of their personnel. The JFC and subordinate and supporting commanders share responsibility for the safety of noncombatant evacuees with the COM. This unique situation requires that the commanders carefully evaluate the associated risks and consider the general unfamiliarity of joint force personnel with the operational area and the evacuees' unfamiliarity with military procedures and equipment. Thereafter, specific safety precautions should be briefed and implemented to mitigate the operational risks.

b. **Protecting the Force.** Before beginning any NEO, certain standard safety procedures should be implemented as follows:

(1) Brief joint force personnel on the safety aspects and necessary precautions that must be considered for safe operations. When more than one operation takes place in parallel, personnel should be assured that the hazards of any one operation will not inadvertently affect any of the other operations.

(2) Conduct an inspection to determine the physical condition of equipment.

(3) Ensure that personnel who have been instructed and/or given written instructions do, in fact, understand these instructions; ensure that certifications for all operations requiring certified operators are current.

(4) Exercise all equipment.

(5) Ensure that appropriate safety devices are used and worn and that safety procedures are followed.

(6) Brief all personnel on the special safety procedures to be taken when working near noncombatant evacuees.

(7) NEOs that involve operations on or near water can be particularly dangerous because of adverse weather, operational task hazards, and adversary action. The efficiency of an operation may also be seriously curtailed by carelessness of personnel who permit

dangerous conditions to exist or fail to repair faulty equipment. The following special precautionary steps should be taken to prevent accidents.

(a) **Shipboard Safety.** Accidents aboard ship most frequently result from falls, explosions, falling objects, faulty electrical equipment, unsafe handling procedures, and lack of protection for the eyes and extremities. Life jackets are required during loading, transport, and unloading evolutions with landing craft. Landing craft should be equipped with swimmers qualified in lifesaving techniques. All lines on deck should be made up in such a manner that no one can get tangled in them or trip on them. Rigging must be properly stowed and frequently and properly inspected and maintained. All personnel should wear proper clothing and use correct tools and safety gear.

(b) **Bulk Petroleum Products.** Oil and grease spillage should not be allowed to accumulate on decks; spillage should be wiped up as it occurs. When fuel is being distributed, no bare lights, lighted cigarettes, or any electrical apparatus that have a tendency to spark should be permitted within 50 feet of an oil hose or fuel tank. Only spark-proof tools will be used to connect or disconnect fuel lines.

(c) **Fire Prevention.** "No Smoking" signs will be posted wherever potential fire hazards exist. Smoking will be permitted only in designated areas.

(d) **Embarkation and Debarkation.** Personnel embarkation and debarkation at ships moored offshore should only be conducted in sea state three or below.

(e) **Protective Gear.** Personnel should wear protective headgear and hearing protection. The ship's officers should brief embarked military personnel and noncombatant evacuees on any special safety requirements.

c. **Protecting Evacuees.** Although the COM is ultimately responsible for the safety of US citizens, the JFC shares that responsibility since the evacuees will be in the custody and direct control of the joint force during the military operation. The following considerations are provided to enhance the protection and safety of evacuees.

(1) **Safety Briefing.** This brief should be part of the reception and search station brief described in Chapter VI, "Evacuee Processing."

(2) **Manning and Expertise.** Adequate manning of the various NEO force elements and stations is key to help evacuees avoid hazardous situations. An adequate presence of embassy and joint force personnel in a supervisory role accompanied by interpreters aids communication with the evacuees, enhancing their awareness of hazardous conditions and overall safety of the various movement and loading evolutions.

d. **Accident Reporting.** Procedures for reporting ground and aviation accidents are well established within Service chains of command. However, the JFC should establish temporary procedures (i.e., accident reporting SOP) that accommodate Service procedures and keep the JFC informed. Typically, there will be an initial telephonic report. Thereafter, a hard-copy report is forwarded up the chain of command. The content of each type of report should be specified in the joint force SOP.

APPENDIX G
JOINT INTELLIGENCE PREPARATION OF THE OPERATIONAL ENVIRONMENT CONSIDERATIONS

1. General

a. Evacuation planners should use the JIPOE process to analyze, correlate, and fuse information pertaining to all relevant aspects of the operational environment (e.g., PMESII systems). The process should also be used, if necessary, to analyze adversary capabilities, identify potential adversary COAs, and assess the most likely and most dangerous adversary COAs.

b. The procedures for conducting JIPOE, described in JP 2-01.3, *Joint Intelligence Preparation of the Operational Environment*, support the planning process for the evacuation. This appendix provides additional guidance for conducting JIPOE in connection with evacuations.

c. The analysis of civil considerations should follow the ASCOPE framework. Rigorous staff efforts for developing ASCOPE considerations early in the planning process are important, and coordination and discussions with DOS, the COM, and the embassy staff are critical.

2. Operational Area Evaluation

a. **Areas Outside the Immediate Evacuation Location**

(1) Determine which countries might serve as temporary safe havens for evacuees, assist the operation, or could be used as ISBs.

(2) Determine which countries might hinder the operation.

b. **Demographic, Social, and Cultural Factors**

(1) Evaluate the demographic situation and its impact, if any, on the evacuation.

(2) Evaluate the political, social, economic, legal, and religious situation.

(3) Analyze the population in general.

(4) Analyze the government, armed forces, and security forces in the operational area.

(5) Identify the location of groups that might influence the evacuation. Focus should be on areas where anti-evacuation sentiment is strongest, as well as areas where sympathy for the evacuation is strongest.

(6) Identify languages spoken in the operational area.

c. **Legal and Diplomatic/Political Factors**

(1) Identify any legal issues that may affect the evacuation.

(2) Identify diplomatic/political factors or issues that may shape own COAs.

d. **Identify and Map Protected, Hazardous, and Key Facilities**

(1) Locate and map protected buildings such as hospitals and other medical facilities, buildings and monuments of cultural, religious, or historical importance.

(2) Locate and map areas that may pose environmental hazards to the operation such as toxic waste dumps, storage sites for hazardous materials, nuclear power plants, and chemical factories.

(3) Locate and map key facilities such as military installations, police stations, and government buildings.

e. **Evaluate Infrastructure**

(1) Identify logistics infrastructure that might support the evacuation, including non-DOD mission partner capabilities.

(2) Locate suitable sites for reception centers, evacuation points, ECCs, and embarkation sites.

(3) Identify and evaluate HN fire and rescue services.

(4) Identify and evaluate communication and information systems that can support the evacuation.

(5) Identify and evaluate routes that ensure evacuation.

(6) Identify and evaluate means of transportation for evacuees.

(7) Assess the availability of food and drinking water for evacuees.

f. **Terrain Analysis**

(1) Identify likely locations for ambushes of evacuation vehicles.

(2) Identify infiltration routes and assembly areas for potential attacks on assembly and holding points.

(3) Identify areas suited for demonstrations against the NEO.

g. **Consideration of Weather Effects**

(1) Assessment of the effects of weather on operations by hostile forces or groups. For example, insurgents and terrorists may prefer poor weather conditions (which can degrade friendly capabilities or offer concealment of movement), while casual demonstrators probably would not.

(2) Assessment of the effect of weather on the evacuation.

h. **Map Overlays**

(1) Develop relevant demographic overlays of the HN population.

(2) Develop overlays showing lines of communication, key facilities, and targets, protected areas, hazardous areas and other relevant infrastructure.

3. Threat Evaluation

a. **General Considerations**

(1) Determine whether the evacuation is expected to be permissive, uncertain, or hostile.

(2) Determine when and what could cause the operational environment to change, (i.e., from permissive to hostile).

(3) Determine the operational time constraints and restraints.

b. **Evaluating Possible Adversary Groupings**

(1) Identify all groups who might intentionally interfere with the evacuation. These may include: HN law enforcement agencies, military forces, political groups, religious factions, and the general population. In most cases, focus should be on hostile groups such as insurgents, terrorists, and radical extremists.

(2) Identify all groups that might put up spontaneous or unstructured resistance to the evacuation. These may include groups such as students, labor unions, demonstrators, rioters, HN forces, and criminal elements.

(3) Analyze the order-of-battle for each potentially hostile group.

(a) Identify their goals and objectives, as well as how these goals and objectives may affect the evacuation.

(b) Identify areas where hostile groups live and gather in relation to evacuation objectives. Focus should be on neighborhoods near the embassies of nations participating in the NEO, and areas where evacuees live and work, including businesses owned or operated by evacuees.

(c) Determine the size, organization, equipment, and armaments of these groupings.

(4) Evaluation of tactics for each potentially hostile group.

(a) Determine resistance methods and techniques that these groups could employ against the evacuation. These may include attacks, raids, ambushes, sniping, bombings, hijackings, hostage taking, kidnappings, and demonstrations. The focus should be on how these groups could interfere with the evacuation.

(b) Determine desired effects in the information environment and likely information activities. The focus should be on the coordinated use of media operations and other capabilities aimed at local and international audiences.

(c) Identify and evaluate support functions for groups that would interfere with the evacuation such as planning, weapons, ammunition, food, water, shelter, training, or C2.

(d) Evaluate threat control of the local infrastructure such as control of workers or labor groups.

c. **Threat Evaluation Tools**

(1) Create a coordinated register to record possible hostile and adverse activities around key routes, evacuation sites, and installations used by forces and nations participating in the evacuation.

(2) Develop an intelligence workbook and order-of-battle database to record information about potentially hostile and adverse groups.

(3) Create a link analysis (activities and association matrices) to identify which individuals are actively interfering with the evacuation, to include when and where.

(4) Create map overlays of lines of communication, key facilities, and targets to determine where interference might occur.

4. Determine Threat Courses of Action

a. **Development of Threat COA**

(1) Identify potential adversary COAs, and assess the most likely and most dangerous adversary COAs.

(2) Determine threat COAs that may interfere with the evacuation at each likely interference site, based on the key facilities and target overlays used to identify the most likely points of interference with the evacuation. Examples include terrorist actions, ambushes, delays at checkpoints, demonstrations, sniping, and raids on evacuation sites. Alternate routes or COAs at these points should also be identified, if possible.

(3) Determine possible threat activities against the logistics infrastructure such as sabotage, disruption of services by workers and labor groups.

(4) Determine possible unstructured or unplanned interferences such as riots, criminal activity, or arson.

(5) Determine possible support activities for threat groups that could indicate intent to interfere with the evacuation.

b. **Overlays and Other Tools**

(1) Situation overlays or "concepts of operation" should be produced for each possible COA available to hostile groups that could interfere with the operation.

(2) An event overlay or "warning board" should be produced to support the production of the intelligence collection plan and assist in identifying the intended threat COA.

(3) A decision-support overlay or matrix should be developed and updated in close cooperation with the operations staff.

c. **Wargaming.** The entire joint planning staff, to include personnel from the US embassy staff, other involved USG interagencies, and MNFs (when part of multinational NEO), should participate in the wargaming process. When possible, the intelligence staff should play the parts of all the potentially adversarial groups, which not only includes the intentionally hostile, but the spontaneous or non-political groups that could possibly interfere with the evacuation.

Refer to JP 2-01.3, Joint Intelligence, Preparation of the Operational Environment; *JP 3-57,* Civil-Military Operations; *JP 3-06,* Joint Urban Operations; *and AJP-3.4.2,* Allied Joint Doctrine for Non-Combatant Evacuation Operations; *for additional information related to operational environments.*

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APPENDIX H
REFERENCES

The development of JP 3-68 is based upon the following primary references.

1. General

a. Executive Order 12656, *Assignment of Emergency Preparedness Responsibilities*, as amended.

b. DOS EPH, 12 FAH-1.

2. Department of Defense

a. *Memorandum of Agreement between Departments of State and Defense on the Protection and Evacuation of US Citizens and Nationals and Designated Other Persons from Threatened Areas Overseas*.

b. DODD 1300.22, *Mortuary Affairs Policy*.

c. DODD 2311.01E, *DOD Law of War Program*.

d. DODD 3025.14, *Evacuation of US Citizens and Designated Aliens from Threatened Areas Abroad*.

e. DODD S-3321.1, *Overt Psychological Operations Conducted by the Military Services in Peacetime and in Contingencies Short of Declared War*.

f. DODD 5158.04, *United States Transportation Command (USTRANSCOM)*.

g. DODD 5205.75, *DOD Operations at US Embassies*.

h. DODD 7730.65, *Department of Defense Readiness Reporting System (DRRS)*.

i. DODI 1300.18, *Department of Defense (DOD) Personnel Casualty Matters, Policies, and Procedures.*

j. DODI 2000.11, *Procedures for Handling Requests for Asylum and Temporary Refuge*.

k. DOD Foreign Clearance Guide (https://www.fcg.pentagon.mil/.)

l. *The Joint Travel Regulations.*

3. Chairman of the Joint Chiefs of Staff

a. CJCSI 3110.05E, *Military Information Support Operations Supplement to the Joint Strategic Capabilities Plan.*

b CJCSI 3110.07D, *Guidance Concerning Employment of Riot Control Agents and Herbicides (U).*

c. CJCSI 3121.01B, *Standing Rules of Engagement/Standing Rules for the Use of Force for US Forces*.

d. Chairman of the Joint Chiefs of Staff Manual 3122.02D, *Joint Operation Planning and Execution System (JOPES), Volume III Time-Phased Force and Deployment Data Development and Deployment Execution).*

e. Chairman of the Joint Chiefs of Staff Manual 3130.03, *Adaptive Planning and Execution (APEX) Planning Formats and Guidance*.

f. *Joint Strategic Capabilities Plan (JSCP).*

g. JP 1, *Doctrine for the Armed Forces of the United States*.

h. JP 1-0, *Joint Personnel Support*.

i. JP 2-0, *Joint Intelligence.*

j. JP 3-0, *Joint Operations.*

k. JP 3-02, *Amphibious Operations*.

l. JP 3-02.1, *Amphibious Embarkation and Debarkation.*

m. JP 3-08, *Interorganizational Coordination During Joint Operations*.

n. JP 3-11, *Operations in Chemical, Biological, Radiological, and Nuclear Environments*.

o. JP 3-13, *Information Operations.*

p. JP 3-13.2, *Military Information Support Operations*.

q. JP 3-13.4, *Military Deception.*

r. JP 3-17, *Air Mobility Operations.*

s. JP 3-29, *Foreign Humanitarian Assistance*.

t. JP 3-33, *Joint Task Force Headquarters*.

u. JP 3-50, *Personnel Recovery*.

v. JP 3-57, *Civil-Military Operations.*

w. JP 3-61, *Public Affairs.*

x. JP 4-0, *Joint Logistics*.

y. JP 4-02, *Health Services*.

z. JP 4-06, *Mortuary Affairs*.

aa. JP 6-0, *Joint Communications System*.

4. Other

a. AJP 3.4.2, *Allied Joint Doctrine for Non-Combatant Evacuation Operations*.

b. Navy Warfare Publication 3-62M/Marine Corps Warfighting Publication 3-31.7, Seabasing.

c. Field Manual 4-02.7/Marine Corps Reference Publication 4-11.1F/Navy Tactics, Techniques, and Procedures 4-02.7/ Air Force Tactics, Techniques, and Procedures 3-42.3, *Multi-Service Tactics, Techniques, and Procedures for Health Service Support in a Chemical, Biological, Radiological, and Nuclear Environment.*

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APPENDIX J
ADMINISTRATIVE INSTRUCTIONS

1. User Comments

Users in the field are highly encouraged to submit comments on this publication to: Joint Staff J-7, Deputy Director, Joint Education and Doctrine, ATTN: Joint Doctrine Analysis Division, 116 Lake View Parkway, Suffolk, VA 23435-2697. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

2. Authorship

The lead agent for this publication is the US Marine Corps. The Joint Staff doctrine sponsor for this publication is the Director for Operations (J-3).

3. Supersession

This publication supersedes JP 3-68, *Noncombatant Evacuation Operations*, 23 December 2010.

4. Change Recommendations

a. Recommendations for urgent changes to this publication should be submitted:

TO: JOINT STAFF WASHINGTON DC//J7-JED//

b. Routine changes should be submitted electronically to the Deputy Director, Joint Education and Doctrine, ATTN: Joint Doctrine Analysis Division, 116 Lake View Parkway, Suffolk, VA 23435-2697, and info the lead agent and the Director for Joint Force Development, J-7/JED.

c. When a Joint Staff directorate submits a proposal to the CJCS that would change source document information reflected in this publication, that directorate will include a proposed change to this publication as an enclosure to its proposal. The Services and other organizations are requested to notify the Joint Staff J-7 when changes to source documents reflected in this publication are initiated.

5. Distribution of Printed Publications

Local reproduction is authorized, and access to unclassified publications is unrestricted. However, access to and reproduction authorization for classified JPs must be IAW DOD Manual 5200.01, Volume 1, *DOD Information Security Program: Overview, Classification, and Declassification*, and DOD Manual 5200.01, Volume 3, *DOD Information Security Program: Protection of Classified Information.*

6. Distribution of Electronic Publications

a. Joint Staff J-7 will not print copies of JPs for distribution. Electronic versions are available on JDEIS Joint Electronic Library Plus (JEL+) at https://jdeis.js.mil/jdeis/index.jsp (NIPRNET) and http://jdeis.js.smil.mil/jdeis/index.jsp (SIPRNET), and on the JEL at http://www.dtic.mil/doctrine (NIPRNET).

b. Only approved JPs are releasable outside the CCMDs, Services, and Joint Staff. Defense attachés may request classified JP by sending written requests to Defense Intelligence Agency (DIA), ATTN: Defense Foreign Liaison Office, Rm 2A668, Washington, DC 20340.

c. JEL CD-ROM. Upon request of a joint doctrine development community member, the Joint Staff J-7 will produce and deliver one CD-ROM with current JPs. This JEL CD-ROM will be updated not less than semi-annually and when received can be locally reproduced for use within the CCMDs, Services, and combat support agencies.

GLOSSARY

PART I—ABBREVIATIONS AND ACRONYMS

AE	aeromedical evacuation
AJP	allied joint publication
AOR	area of responsibility
ARG	amphibious ready group
ASCOPE	areas, structures, capabilities, organizations, people, and events
C2	command and control
CA	civil affairs
CBRN	chemical, biological, radiological, and nuclear
CCDR	combatant commander
CCMD	combatant command
CDRUSNORTHCOM	Commander, United States Northern Command
CDRUSPACOM	Commander, United States Pacific Command
CDRUSTRANSCOM	Commander, United States Transportation Command
CI	counterintelligence
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CMO	civil-military operations
COA	course of action
COM	chief of mission
COS	chief of station
DAO	defense attaché office
DATT	defense attaché
DCM	deputy chief of mission
DD	Department of Defense (form)
DHHS	Department of Health and Human Services
DHS	Department of Homeland Security
DIA	Defense Intelligence Agency
DMDC	Defense Manpower Data Center
DOD	Department of Defense
DODD	Department of Defense directive
DODI	Department of Defense instruction
DOS	Department of State
DSPD	defense support to public diplomacy
DZ	drop zone
EAC	emergency action committee
EAP	emergency action plan
ECC	evacuation control center
EOD	explosive ordnance disposal
EPH	emergency planning handbook

FAH	foreign affairs handbook
FAST	fleet antiterrorism security team
FCE	forward command element
FPD	force protection detachment
GCC	geographic combatant commander
GEOINT	geospatial intelligence
GIBCO	geospatial-intelligence base for contingency operations
GPMRC	Global Patient Movement Requirements Center
HN	host nation
HNS	host-nation support
HOM	head of mission
HQ	headquarters
HUMINT	human intelligence
IAW	in accordance with
ID	initiating directive
IGO	intergovernmental organization
IO	information operations
ISB	intermediate staging base
JFC	joint force commander
JIPOE	joint intelligence preparation of the operational environment
JOA	joint operations area
JP	joint publication
JPMRC	joint patient movement requirements center
JRCC	joint reception coordination center
JTF	joint task force
JTF HQ	joint task force headquarters
LCAC	landing craft, air cushion
LNO	liaison officer
LZ	landing zone
MCESG	Marine Corps Embassy Security Group
MCSFR	Marine Corps Security Force Regiment
MDRO	mission disaster response officer
MEDEVAC	medical evacuation
MEU	Marine expeditionary unit
MILDEC	military deception
MIS	military information support
MISO	military information support operations
MNF	multinational force
MNFC	multinational force commander

MOA	memorandum of agreement
MOU	memorandum of understanding
MSD	mobile security division
MSG	Marine security guard
NEO	noncombatant evacuation operation
NEOCC	noncombatant evacuation operation coordination center
NGA	National Geospatial-Intelligence Agency
NGO	nongovernmental organization
NST	National Geospatial-Intelligence Agency support team
NTS	noncombatant evacuation operation tracking system
OIC	officer in charge
OPCON	operational control
OPLAN	operation plan
OPSEC	operations security
PA	public affairs
PAO	public affairs officer
PM	patient movement
PMESII	political, military, economic, social, information, and infrastructure
POC	point of contact
PR	personnel recovery
RCA	riot control agent
RM	risk management
ROE	rules of engagement
RSO	regional security officer
RST	religious support team
SAO	security assistance officer
SATCOM	satellite communications
SDO	senior defense official
SECAF	Secretary of the Air Force
SECARMY	Secretary of the Army
SecDef	Secretary of Defense
SECNAV	Secretary of the Navy
SECSTATE	Secretary of State
SOF	special operations forces
SOFA	status-of-forces agreement
SOP	standard operating procedure
SROE	standing rules of engagement
TCN	third country national
TPMRC	theater patient movement requirements center

USAID	United States Agency for International Development
USCIS	United States Citizenship and Immigration Services
USG	United States Government
USTRANSCOM	United States Transportation Command
VIP	very important person
WLG	Washington Liaison Group

PART II—TERMS AND DEFINITIONS

all appropriate action. None. (Approved for removal from JP 1-02.)

authorized departure. A procedure, short of ordered departure, by which mission employees or dependents or both, are permitted to leave post in advance of normal rotation when the national interests or imminent threat to life require it. (JP 1-02. SOURCE: JP 3-68)

Automated Repatriation Reporting System. A Defense Manpower Data Center system used to track the status of noncombatant evacuees after they have arrived in an initial safe haven in the United States. (Approved for incorporation into JP 1-02.)

command-sponsored dependent. A dependent entitled to travel to overseas commands at government expense and endorsed by the appropriate military commander to be present in a dependent's status. (JP 1-02. SOURCE: JP 3-68)

dependents. An employee's spouse; children who are unmarried and under age 21 years or who, regardless of age, are physically or mentally incapable of self-support; dependent parents, including step and legally adoptive parents of the employee's spouse; and dependent brothers and sisters, including step and legally adoptive brothers and sisters of the employee's spouse who are unmarried and under 21 years of age or who, regardless of age, are physically or mentally incapable of self-support. (Approved for replacement of "dependents/immediate family" in JP 1-02.)

emergency action committee. An organization established at a foreign service post by the chief of mission or principal officer for the purpose of directing and coordinating the post's response to contingencies. Also called **EAC.** (Approved for incorporation into JP 1-02.)

evacuation. 1. Removal of a patient by any of a variety of transport means from a theater of military operation, or between health service support capabilities, for the purpose of preventing further illness or injury, providing additional care, or providing disposition of patients from the military health care system. (JP 4-02) 2. The clearance of personnel, animals, or materiel from a given locality. (JP 3-68) 3. The controlled process of collecting, classifying, and shipping unserviceable or abandoned materiel, United States or foreign, to appropriate reclamation, maintenance, technical intelligence, or disposal facilities. (JP 4-09) 4. The ordered or authorized departure of noncombatant evacuees from a specific area to another in the same or different countries by Department of State, Department of Defense, or appropriate military commander. (JP 3-68) (Approved for incorporation into JP 1-02.)

force sequencing. The phased introduction of forces into and out of the operational area. (JP 1-02. SOURCE: JP 3-68)

foreign service national. Foreign nationals who provide clerical, administrative, technical, fiscal, and other support at foreign service posts abroad and are not

citizens of the United States. Also called **FSN.** (Approved for incorporation into JP 1-02.)

geospatial-intelligence base for contingency operations. A mobile visualization tool that provides access to geospatial data where networks or infrastructure have been damaged or do not exist. Also called **GIBCO.** (Approved for replacement of "geospatial intelligence base for contingency operations" and its definition in JP 1-02.)

joint reception coordination center. An organization that, when established, ensures that Department of Defense personnel and noncombatant evacuees receive adequate assistance and support for an orderly and expedient debarkation, movement to final destination in the United States, and appropriate follow-on assistance at the final destination. Also called **JRCC.** (Approved for incorporation into JP 1-02.)

noncombatant evacuation operation. An operation whereby noncombatant evacuees are evacuated from a threatened area abroad, which includes areas facing actual or potential danger from natural or manmade disaster, civil unrest, imminent or actual terrorist activities, hostilities, and similar circumstances, that is carried out with the assistance of the Department of Defense. Also called **NEO.** (Approved for replacement of "noncombatant evacuation operations" and its definition in JP 1-02.)

noncombatant evacuation operation tracking system. An automated data processing hardware and software package that has the capability to provide evacuee in-transit visibility to combatant commanders and senior leadership during the conduct of a noncombatant evacuation operation. Also called **NTS.** (Approved for replacement of "noncombatant evacuation operations tracking system" in JP 1-02.)

noncombatant evacuees. 1. United States citizens who may be ordered to evacuate by competent authority, and who are civilian employees of all agencies of the United States Government and their dependents, excepting dependents who are residents in the country concerned of their own volition; military personnel of the Armed Forces of the United States specifically designated for evacuation as noncombatants; and dependents of members of the Armed Forces of the United States. 2. United States citizens and non-United States citizens who may be authorized or assisted to evacuate by competent authority, and who are civilian employees of United States Government agencies and their dependents who are residents in the country concerned of their own volition, but express the willingness to be evacuated; private United States citizens and their dependents; military personnel of the Armed Forces of the United States and their dependents; and designated personnel, including dependents of persons ordered to evacuate, as prescribed by the Department of State. (Approved for incorporation into JP 1-02.)

ordered departure. 1. A procedure by which the number of United States Government personnel, their dependents, or both are reduced at a foreign service post. 2. Mandatory departure of some or all categories of personnel and dependents to designated safe havens as directed by the Department of State, with the

implementation of the theater evacuation plan. (Approved for incorporation into JP 1-02.)

regional liaison group. None. (Approved for removal from JP 1-02.)

repatriate. None. (Approved for removal from JP 1-02.)

repatriation. 1. The procedure whereby American citizens and their families are officially processed back into the United States subsequent to an evacuation. (JP 3-68) 2. The release and return of enemy prisoners of war to their own country in accordance with the 1949 Geneva Convention Relative to the Treatment of Prisoners of War. (JP 1-02. SOURCE: JP 1-0)

safe haven. 1. Designated area(s) to which noncombatant evacuees of the United States Government's responsibility and commercial vehicles and materiel may be evacuated during a domestic or other valid emergency. (JP 3-68) 2. A protected body of water or the well deck of an amphibious ship used by small craft operating offshore for refuge from storms or heavy seas. (JP 4-01.6) (Approved for incorporation into JP 1-02.)

strategic warning. None. (Approved for removal from JP 1-02.)

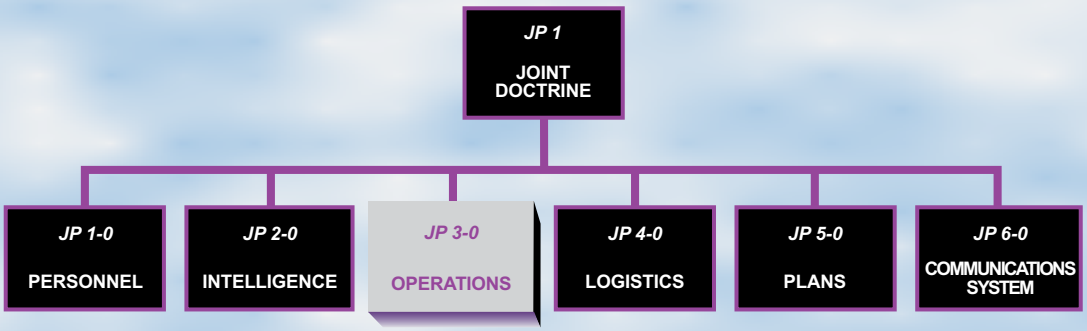
tactical warning. None. (Approved for removal from JP 1-02.)

warden system. An informal method of communication used to pass information to United States citizens living in affected areas overseas during emergencies. (Approved for incorporation into JP 1-02.)

Washington Liaison Group. An organization consisting of members of Department of State and Department of Defense, chaired by a representative of Department of State, which has basic responsibility for the coordination and implementation of plans for the protection and evacuation in emergencies of persons abroad for whom the Secretaries of State or Defense are responsible. Also called **WLG.** (Approved for incorporation into JP 1-02.)

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JOINT DOCTRINE PUBLICATIONS HIERARCHY



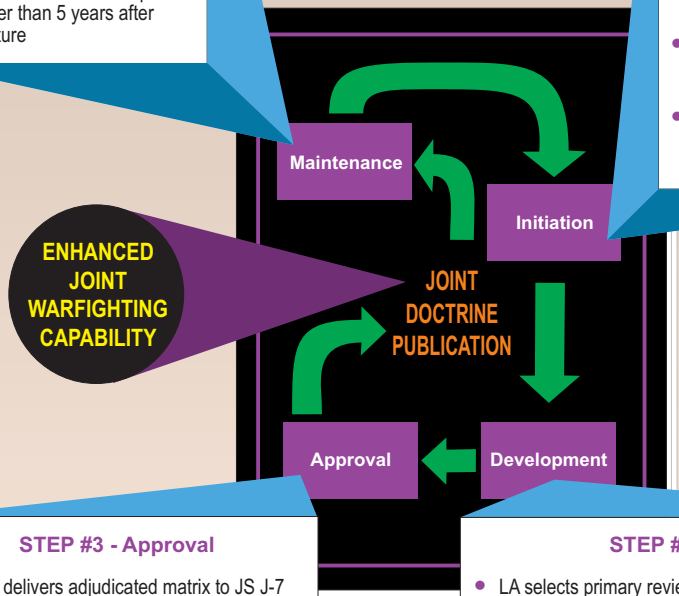
All joint publications are organized into a comprehensive hierarchy as shown in the chart above. **Joint Publication (JP) 3-68** is in the **Operations** series of joint doctrine publications. The diagram below illustrates an overview of the development process:

STEP #4 - Maintenance

- JP published and continuously assessed by users
- Formal assessment begins 24-27 months following publication
- Revision begins 3.5 years after publication
- Each JP revision is completed no later than 5 years after signature

STEP #1 - Initiation

- Joint doctrine development community (JDDC) submission to fill extant operational void
- Joint Staff (JS) J-7 conducts front-end analysis
- Joint Doctrine Planning Conference validation
- Program directive (PD) development and staffing/joint working group
- PD includes scope, references, outline, milestones, and draft authorship
- JS J-7 approves and releases PD to lead agent (LA) (Service, combatant command, JS directorate)



STEP #3 - Approval

- JSDS delivers adjudicated matrix to JS J-7
- JS J-7 prepares publication for signature
- JSDS prepares JS staffing package
- JSDS staffs the publication via JSAP for signature

STEP #2 - Development

- LA selects primary review authority (PRA) to develop the first draft (FD)
- PRA develops FD for staffing with JDDC
- FD comment matrix adjudication
- JS J-7 produces the final coordination (FC) draft, staffs to JDDC and JS via Joint Staff Action Processing (JSAP) system
- Joint Staff doctrine sponsor (JSDS) adjudicates FC comment matrix
- FC joint working group


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