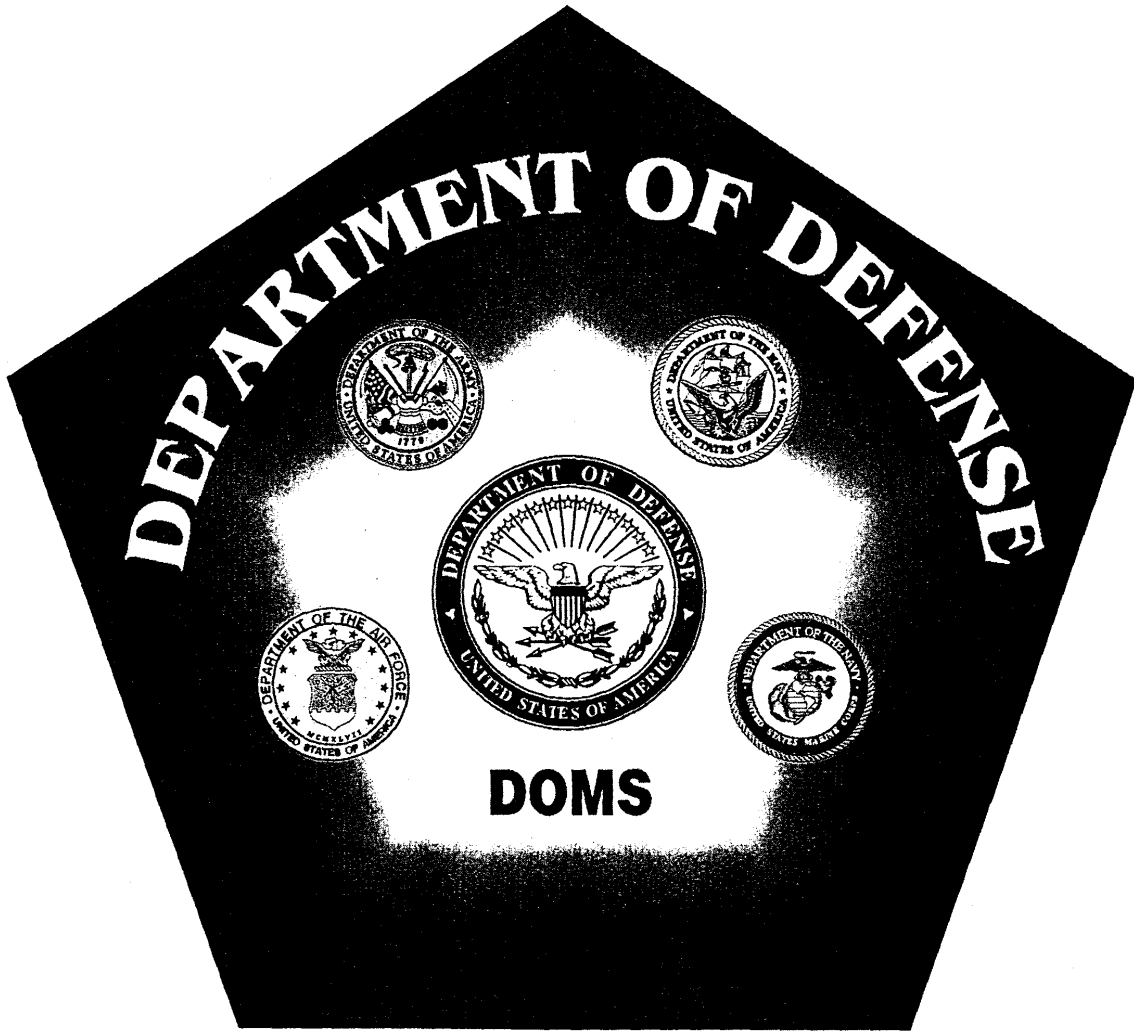


# Manual for Civil Emergencies



**June 1994**

**Principal Deputy Under Secretary of Defense for Policy**



PRINCIPAL DEPUTY UNDER SECRETARY  
OF DEFENSE  
2000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-2000



POLICY

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FOREWORD

This Manual is issued under the authority of DoD Directive 3025.1, "Military Support to Civil Authorities (MSCA)," January 15, 1993. It provides guidance for the preparation, coordination and execution of military support to civil authorities during civil emergencies within the United States, its territories, and possessions.

This Manual applies to the Office of the Secretary of Defense (OSD), the Military Departments, the Chairman of the Joint Chiefs of Staff and the Joint Staff, the Combatant Commands, the Inspector General of the Department of Defense, the Defense Agencies, and the DoD Field Activities (hereafter referred to collectively as "the DoD Components"). The term "Military Services," as used herein, refers to the Army, the Navy, the Air Force, the Marine Corps and the Coast Guard (when it is operating or planning for operations as a Service in the Navy).

Further, this Manual serves as a reference for other Federal, State, and local agencies on how the Department of Defense supports civil authorities and how DoD assets can be used to support civilian leadership priorities in returning their communities to a state of "normalcy."

This Manual is effective immediately and is mandatory for use by all DoD Components. It constitutes implementation of DoD Directive 3025.1. Heads of the DoD Components may issue supplementary instruction only when necessary to provide for unique requirements within their Component.

Record responsibility for this publication is assigned to the Secretary of the Army, the DoD Executive Agent for Military Support to Civil Authorities. This responsibility includes the retirement of records.

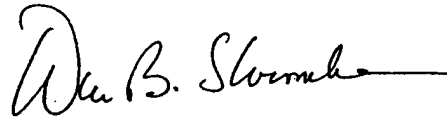
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A handwritten signature in cursive script, reading "Walter B. Slocombe", followed by a horizontal flourish line.

WALTER B. SLOCOMBE

## TABLE OF CONTENTS

	<u>Page</u>
FOREWORD	2
TABLE OF CONTENTS	4
FIGURES	6
REFERENCES	7
DEFINITIONS	11
ACRONYMS	29
CHAPTER 1 - GENERAL	34
C1.1. GENERAL AND PURPOSE	34
C1.2. SCOPE	34
C1.3. NATIONAL POLICY	35
C1.4. FUNCTIONAL REPSONSIBILITIES	36
C1.5. PLANNING	41
CHAPTER 2 - CONCEPT OF OPERATIONS	47
C2.1. GENERAL	47
C2.2. IMMEDIATE RESPONSE	47
C2.3. DOMESTIC EMERGENCY	48
C2.4. FEDERAL RESPONSE PLAN	50
C2.5. CIVIL DEFENSE	50
C2.6. EXECUTION	51
CHAPTER 3 - DISASTERS	58
C3.1. GENERAL	58
C3.2. RESPONSE TO SPECIFIC EMERGENCIES	58
C3.3. RESPONSE TO NON-DECLARED EMERGENCIES	77
CHAPTER 4 - DEFENSE COORDINATING OFFICER	87
C4.1. GENERAL	87
C4.2. RESPONSIBILITIES	87
C4.3. ACTIVATION	88
C4.4. RELATIONSHIP WITH THE FEDERAL COORDINATING OFFICER (FCO)	90
C4.5. RELATIONSHIP WITH THE JTF COMMANDER	90
C4.6. SUPPORT TO OTHER ESFs	91

CHAPTER 5 - USE OF RESERVE COMPONENTS AND/OR AUXILIARY FORCES	92
C5.1. GENERAL	92
C5.2. LEGAL ISSUES PERTAINING TO USE OF RESERVISTS	92
C5.3. USE OF NATIONAL GUARD FORCES FOR EMERGENCY PREPAREDNESS	93
C5.4. SERVICE SUPPORT TO FEMA	94
C5.5. SERVICE-SPECIFIC INPUTS	95
CHAPTER 6 - EMERGENCY PREPAREDNESS LIAISON OFFICER PROGRAM	98
C6.1. GENERAL	98
C6.2. RESPONSIBILITIES	99
C6.3. TRAINING	100
C6.4. EPLOs AT FEMA REGIONS AND STATES	100
CHAPTER 7 - TRAINING	104
C7.1. GENERAL	104
C7.2. DEFENSE COORDINATING OFFICERS (DCO) TRAINING	104
C7.3. EMERGENCY MANAGEMENT INSTITUTE TRAINING	106
C7.4. EXERCISES	107
CHAPTER 8 - LEGAL	108
C8.1. GENERAL	108
C8.2. SCOPE	108
C8.3. FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA)	109
C8.4. COSTS ASSOCIATED WITH MSCA	109
C8.5. LEGAL AUTHORITIES	109
CHAPTER 9 - FUNDING, ACCOUNTING, AND REIMBURSEMENT	114
C9.1. DEFENSE EMERGENCY RESPONSE FUND	114
C9.2. OPERATIONS AND OVERVIEW	114
C9.3. FISCAL GUIDELINES	116
CHAPTER 10 - FUNDING EMERGENCY MANAGEMENT AGENCY AND THE FEDERAL RESPONSE PLAN	121
C10.1. FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA)	121
C10.2. FEDERAL RESPONSE PLAN (FRP)	122

## FIGURES

<u>Figure</u>	<u>Title</u>	<u>Page</u>
C1.F1.	EMERGENCY SUPPORT FUNCTIONS (ESF)	46
C2.F1.	COMMAND RELATIONSHIPS	57
C10.F1.	CONUSAs AND FEMA REGIONS	129
C10.F2.	EMERGENCY SUPPORT FUNCTIONS (ESF)	129
C10.F3.	FEMA FEDERAL REGIONS	130
C10.F4.	USACE CIVIL WORKS DIVISION/DISTRICT BOUNDARIES	131

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## DL1. DEFINITIONS

DL1.1.1. All Hazards. Natural or man-caused events, including, without limitation, civil disturbances, that may result in major disasters or emergencies.

DL1.1.2. Attack. Any attack or series of attacks by an enemy of the United States causing, or that may cause, substantial damage or injury to civilian property or persons in the United States in any manner, by sabotage or by the use of bombs, shell fire, or nuclear, radiological, chemical, bacteriological or biological means, or other weapons or processes under the "Federal Civil Defense Act of 1950, 5 U.S.C., App 2252 (a)" (reference (a)).

DL1.1.3. Catastrophic Disaster. A catastrophic disaster is a major disaster that immediately overwhelms the ability of State, local, and volunteer agencies to adequately provide victims of the disaster with the services necessary to sustain life

DL1.1.4. Catastrophic Disaster Response Group (CDRG). A group of representatives at the National level from the Federal Departments and Agencies that have Federal Response Plan support responsibilities. The CDRG's primary role is that of a centralized, liaison-coordinating group available at the call of the chairperson. Its members have timely access to the appropriate policy makers in their respective parent organizations to facilitate decisions on problems and policy issues, should they arise. The CDRG oversees the national-level response support effort and coordinates the efforts of the Emergency Support Function (ESF) lead and support agencies in supporting Federal regional requirements. The CDRG serves as a mechanism to bring to bear all Federal authorities, resources, capabilities, and expertise that can contribute to an enhanced Federal response capability.

DL1.1.5. Civil Defense. All those activities and measures designed or undertaken to:

DL1.1.5.1. Minimize the effects upon the civilian population caused, or which would be caused by an attack upon the United States;

DL1.1.5.2. Deal with the immediate emergency conditions that would be created by any such attack; and

DL1.1.5.3. Effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by any such attack.

DL1.1.6. Civil Disturbances. Riots, acts of violence, insurrections, unlawful obstructions or assemblages, group acts of violence and disorders prejudicial to public law and order within the 50 States; District of Columbia, Commonwealth of Puerto Rico, U.S. territories and possessions, or any political subdivision thereof. The term "civil disturbance" includes all domestic conditions requiring use of Federal Armed Forces, as more specifically defined in DoD Directive 3025.12 (reference (b)).

DL1.1.7. Civil Emergency. Any natural or manmade disaster or emergency that causes or could cause substantial harm to the population or infrastructure. This term can include a "catastrophic disaster," "major disaster," or "emergency," as well as consequences of an attack or a National security emergency. The terms "major disaster" and "emergency" are defined substantially by action of the President in declaring that extant circumstances and risks justify implementation of the legal powers provided by those statutes.

DL1.1.8. Civil Defense Emergency. A domestic emergency disaster situation resulting from devastation created by an enemy attack and requiring emergency operations during and following that attack. It may be proclaimed by appropriate authority in anticipation of an attack.

DL1.1.9. Civil Emergency Preparedness. The non-military actions taken by Federal Agencies, the private sector, and individual citizens to meet essential human needs, to support the military effort, to ensure continuity of Federal authority at National and regional levels, and to ensure survival as a free and independent nation under all emergency conditions, including a National emergency caused by threatened or actual attack on the United States.

DL1.1.10. Civil Government Resources. Resources owned by, controlled by, or under the jurisdiction of civilian agencies of the U.S. Government, or of State and local agencies.

DL1.1.11. Civil Resources. Resources that normally are not controlled by the Government. Examples include manpower, food, and water, health resources, industrial production, housing and construction, telecommunications, energy, transportation, minerals, materials, supplies and services and other essential resources. Such resources cannot be ordered to support needs of the public except by competent civil government authority.

DL1.1.12. Continental United States Army (CONUSA). A regionally oriented command with geographic boundaries under the command of U.S. Forces Command.

The CONUSA is a numbered Army and is the U.S. Forces Command agent for mobilization, deployment, and domestic emergency planning and execution.

DL1.1.13. Continental United States Airborne Reconnaissance For Damage Assessment (CARDA). A system of aerial reconnaissance of the Continental United States for determining the effects of a nuclear attack. CARDA integrates the combined resources of all Government Agencies and Military Services for the National Command Authority.

DL1.1.14. Continuity of Government. All measures that may be taken to ensure the continuity of essential functions of Governments.

DL1.1.15. Defense Coordinating Officer (DCO). A military or civilian of any DoD Component, who has been designated by the DoD Executive Agent or responsible DoD Component to exercise some delegated authority of the DoD Executive Agent to coordinate MCSA activities under DoD Directive 3025.1 (reference (c)). The authority of each DCO will be defined in documentation issued or authorized by the DoD Executive Agent, and will be limited either to the requirements of a specified inter-Agency planning process or to a specified geographical area or emergency.

DL1.1.16. Defense Emergency Response Fund (DERF). Established by Pubic Law No. 101-165 (1989) (reference (d)). That law provides, "The Fund shall be available for providing reimbursement to currently applicable appropriations of the Department of Defense for supplies and services provided in anticipation of requests from other Federal Departments and Agencies and from State and local governments for assistance on a reimbursable basis to respond to natural or manmade disasters. The Fund may be used upon a determination by the Secretary of Defense that immediate action is necessary before a formal request for assistance on a reimbursable basis is received." The Fund is applicable to MSCA under DoD Directive 3025.1 (reference (c)) and to Foreign Disaster Assistance under DoD Directive 5100.46 (reference (e)).

DL1.1.17. Disaster Field Office. The temporary office established in or near the designated disaster area from which the Federal Coordinating Officer (FCO) and/or staff coordinate response activities.

DL1.1.18. DoD Executive Agent. The individual designated by position to have and to exercise the assigned responsibility and delegated authority of the Secretary of Defense. DoD Directive 3025.1, "Military Support to Civil Authorities" (reference (c)), designates the Secretary of the Army as the DoD Executive Agent for MSCA.

DL1.1.19. Domestic Emergency. Emergencies affecting the public welfare and occurring within the 50 States, District of Columbia, Commonwealth of Puerto Rico, U.S. possessions and territories, or any political subdivision thereof, as a result of enemy attack, insurrection, civil disturbance, earthquake, fire, flood or other public disasters or equivalent emergencies that endanger the life and property or disrupt the usual process of government. The term "domestic emergency" includes any or all of the conditions defined herein as civil defense emergency, civil disturbances, catastrophic or major disaster, or natural disaster.

DL1.1.20. Earthquake. The sudden motion or trembling of the ground produced by abrupt displacement of rock masses, usually within the upper 10 to 20 miles of the earth.

DL1.1.21. Emergency. Any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts to save lives and to protect property and public health and safety, or lessen or avert the threat of a catastrophe in any part of the United States.

DL1.1.22. Emergency Management Institute (EMI). Emergency Management Institute. One of two schools located on FEMA's National Emergency Training Center (NETC) campus, EMI conducts resident and nonresident training activities for Federal, State and local government officials, managers in the private economic sector, and members of professional and volunteer organizations on subjects that range from civil to nuclear preparedness systems to domestic emergencies caused by natural and technological hazards. Nonresident training activities are also conducted by State Emergency Management Training Officers under cooperative agreements that offer financial and technical assistance to establish annual training programs that fulfill emergency management training requirements in communities throughout the nation.

DL1.1.23. Emergency Preparedness Liaison Officer (EPLO). An EPLO is a senior Reserve officer who represents their Service at the appropriate military headquarters and civilian agencies that have plans and coordination responsibilities in support of the Military Support to Civil Authorities (MSCA) program. Reserve officers serving as EPLOs can volunteer for active duty in a peacetime disaster. Primary responsibilities for peacetime disasters will include planning and coordinating Service roles in the various disaster plans and contingencies. The Department of Defense and FEMA conduct an EPLO course at Emmitsburg, Maryland four times a year. EPLOs are assigned to FEMA National Headquarters, FEMA Regions, the Commanders-in-Chief (CINCS), U.S. FORSCOM, the CONUSAS, and the State Area Commands (STARCS).

DL1.1.24. Emergency Response Team (ERT). This FEMA entity is composed of FEMA regional staff and representatives from the lead agency for a specific Emergency Support Function (ESF) (and DCO), which is deployed by the Regional Director to coordinate Federal disaster operations under the direction of the FCO.

DL1.1.25. Emergency Support Function (ESF). A functional area of response activity established to facilitate coordinated Federal delivery of assistance required during the immediate response phase after a major disaster or civil emergency to save lives, protect property and public health, and maintain public safety. ESF represent those types of supplemented Federal assistance that the State likely will need most because of the overwhelming impact of a disaster or emergency situation.

DL1.1.26. Emergency Support Team. A team of FEMA specialists, capable of rapid activation at FEMA headquarters, that will assume National-level coordination of emergency operations and provide support to the response structure in the field. To accomplish its mission, the team must be responsive to field requirements, foster and support inter-Agency coordination, and develop an accurate situation assessment of the emergency.

DL1.1.27. Emergency Support Function (ESF) #1 (Transportation). To provide for the coordination of Federal transportation support to State and local government entities, voluntary organizations, and Federal Agencies requiring transportation capacity to perform disaster assistance following a major disaster or civil emergency. Lead Agency: Department of Transportation.

DL1.1.28. ESF #2 (Communications). To ensure the provision of Federal telecommunications support to Federal, State, and local response efforts following a natural disaster. This ESF supplements the provisions of the National Plan for Telecommunication Support in Non-Wartime Emergencies. Lead Agency: National Communications System.

DL1.1.29. ESF #3 (Public Works and Engineering). To provide the full range of engineering, design, and construction contract support to Federal, State and local agencies in the restoration of public works and essential public facilities following a catastrophic or major natural disaster or civil emergency. Lead Agency: Department of Defense, U.S. Army Corps of Engineers.

DL1.1.30. ESF #4 (Firefighting). To detect and suppress wildland, rural, and urban fires resulting from, or occurring coincidentally with a major disaster. Lead Agency: Department of Agriculture and the Forest Service.

DL1.1.31. ESF #5 (Information and Planning). To manage information needed to support disaster operations and to develop response and recovery strategies. Collects, evaluates, and processes information on the disaster situation and on the status of response and recovery operations and resources. Lead Agency: Federal Emergency Management Agency.

DL1.1.32. ESF #6 (Mass Care). To coordinate efforts to provide sheltering, feeding, and first aid following a major disaster; to operate a disaster welfare information system to collect and report information about the status of victims and assist with family reunification within the disaster area; and to coordinate bulk distribution of relief supplies to disaster victims following a major disaster. Lead Agency: American Red Cross.

DL1.1.33. ESF #7 (Resource Support). To provide logistical and resource support following a major disaster. Lead Agency: General Services Administration.

DL1.1.34. ESF #8 (Health and Medical Services). To provide U.S. Government-coordinated assistance to supplement State and local resources in response to public health and medical care needs following a major disaster. Lead Agency: Department of Health and Human Services and U.S. Public Health Service.

DL1.1.35. ESF #9 (Urban Search and Rescue (US&R)). To provide for the application of Federal response capabilities and resources for US&R assistance following a catastrophic or major disaster. Lead Agency: Federal Emergency Management Agency.

DL1.1.36. ESF #10 (Hazardous Materials). To provide Federal support to State and local governments in response to an actual or potential discharge and/or release of hazardous material following a catastrophic or major disaster requiring Federal response actions. Lead Agency: Environmental Protection Agency.

DL1.1.37. ESF #11 (Food). To identify, secure, and arrange for the transportation of food supplies to affected areas following a major disaster. Lead Agency: Department of Agriculture.

DL1.1.38. ESF #12 (Energy). To facilitate restoration of the Nation's energy systems following a catastrophic or major disaster. Power and fuel are critical to save lives and protect health, safety, and property as well as carry out other emergency response functions. Lead Agency: Department of Energy.



DL1.1.39. Federal Coordinating Officer (FCO). The senior Federal official appointed to act for the President in accordance with the provisions of 42 U.S.C. 5121, et seq., as amended (reference (f)). The FCO represents the President for coordinating the administration of Federal relief activities in the designated area. Additionally, the FCO is delegated and performs those responsibilities of the FEMA Director as outlined in E.O. 12148 (reference (g)) and those responsibilities delegated to the FEMA Regional Director in Title 44 CFR, Part 206 (reference (h)). This includes authority for tasking of Federal Agencies.

DL1.1.40. Federal Disaster Assistance. Aid to disaster victims or State and local governments by Federal Agencies under 42 U.S.C. 5121, et seq., as amended (reference (f)).

DL1.1.41. Federal Function. Any function, operation, or action carried out under the laws of the United States by any Department, Agency, or instrumentality of the United States, or by an officer or employee thereof, acting in an official capacity.

DL1.1.42. Federal Property. Property that is owned, leased, possessed, or occupied by the Federal Government.

DL1.1.43. Federal Region. A grouping of States and territories of the United States, by which FEMA coordinates responsibilities of the State governments with those of Federal Departments and Agencies, for disaster relief, civil defense, and planning for both civil and National security emergencies. These regions are sometimes referred to as "FEMA Regions" to distinguish them from any one of the various regional alignments of other Federal Departments and Agencies, all of which are circumscribed by FEMA's coordination authority. Today, there are ten Federal Regions, but the term is used generally to facilitate MSCA regardless of the number of Federal Regions at any time.

DL1.1.44. Federal Response Plan (FRP). The inter-Departmental planning mechanism, developed under FEMA leadership, by which the Federal Government prepares for and responds to the consequences of catastrophic or major disasters and emergencies. Federal planning and response are coordinated on a functional group basis, with designated lead and support agencies for each identified functional area.

DL1.1.45. Fire Suppression Assistance. Assistance authorized to respond to the occurrence of a forest or grassland fire on private or public property that threatens such destruction as would constitute a major disaster. Assistance is requested by the governor, processed by the appropriate FEMA region, and forwarded to the Director, FEMA, for further action and decision.

DL1.1.46. Flood. A general and temporary condition of partial or complete inundation of normally dry land areas from:

DL1.1.46.1. Overflow of inland or tidal waters.

DL1.1.46.2. Unusual or rapid accumulation or runoff of surface waters.

DL1.1.46.3. Mudslides and/or mudflows caused by accumulation of water.

DL1.1.47. Governor's Authorized Representative. The person named by the governor in the Federal-State agreement to execute on behalf of the State all necessary documents for disaster assistance and evaluate and transmit local government, eligible private or nonprivate facility, and State agency requests for assistance to the Regional Director following a catastrophic or major disaster or emergency declaration.

DL1.1.48. Hurricane. A tropical cyclone, formed in the atmosphere over warm ocean areas, in which wind speeds reach 74 miles per hour or more, and blow in a large spiral around a relatively calm center or "eye." Circulation is counterclockwise in the Northern Hemisphere and clockwise in the Southern Hemisphere. Hurricane severity is defined by categories:

DL1.1.48.1. Category I: Winds from 74 to 95 MPH.

DL1.1.48.2. Category II: Winds from 96 to 110 MPH.

DL1.1.48.3. Category III: Winds from 111 to 130 MPH.

DL1.1.48.4. Category IV: Winds from 131 to 155 MPH.

DL1.1.48.5. Category V: Winds greater than 155 MPH.

DL1.1.49. Immediate Response. Any form of immediate action taken by a DoD Component or military commander, under the authority of DoD Directive 3025.1 (reference (c)) and any supplemental guidance prescribed by the Head of a DoD Component, to assist civil authorities or the public to save lives, prevent human suffering, or mitigate great property damage under imminently serious conditions occurring where there has not been any declaration of catastrophic or major disaster or emergency by the President or attack.

DL1.1.50. Imminently Serious Conditions. Emergency conditions in which, in the judgment of the military commander or responsible DoD official, immediate and

possibly serious danger threatens the public, and prompt action is needed to save lives, prevent human suffering, or mitigate great property damage. Under these conditions, timely prior approval from higher headquarters may not be possible before action is necessary for effective response.

DL1.1.51. Incident Command System. The combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure with responsibility for management of assigned resources to effectively direct and control the response to an incident.

DL1.1.52. Joint Information Center (JIC). A central point of contact for all news media at the scene of an extraordinary situation. News media representatives are kept informed of activities and events via public information officials from all participating Federal, State, and local agencies (it may include representatives of private entities) who are collocated at the JIC. The JIC may also be referred to as the Joint Public Information Center.

DL1.1.53. Joint Information System (JIS). Standard operating procedures, plans, facilities, and personnel linked together with the common goal of providing, during or following an emergency, coordinated, accurate, timely, and appropriate instruction and information to the public, media, and other interested parties. The system also includes measures designed to monitor feedback from the media, public, and other groups to ensure the system participants are aware of required actions in response to detected problems.

DL1.1.54. Joint Regional Defense Command (JRDC). The term for Continental United States Army (CONUSA) when planning for (peacetime) or in execution of land defense of CONUS or MSCA.

DL1.1.55. Joint State Area Command (JSAC). The State Area Command (STARC) after it has been mobilized. STARC is part of the State's National Guard headquarters until mobilization, when it takes command of ARNG and other Services' units within the State. Its responsibilities include planning and executing MSCA (under attack situations) and land defense of the Nation within the State. The JSAC is a subordinate organization to the JRDC.

DL1.1.56. Lead Agency. The Federal Department or Agency assigned lead responsibility to manage and coordinate a specific Emergency Support Function (ESF) under the Federal Response Plan. Lead Agencies are designated on the basis of their having the most authorities, resources, capabilities, or expertise relative to accomplishment of the specific ESF support. Lead Agencies are responsible for

overall planning and coordination of, in conjunction with their support agencies, the delivery of ESF-related Federal assistance to their State counterparts. Designated officials of the Lead Agencies serve as Federal executive agents, subject to overall coordination and management of the FCO, and have the authority to commit funds and task support agencies under the authority of 42 U.S.C. 5121, et seq., as amended, reference (f), to carry out the response activities as appropriate within the parameters of the Federal Response Plan.

DL1.1.57. Lead Federal Official. The designated on-scene official from each participating Agency authorized to direct that Agency's response to an extraordinary situation.

DL1.1.58. Limited Response. Response of a Federal Agency to a request for assistance by a State or local government, or another Federal Agency that involves limited Agency resources or specialized technical assistance and does not require a formal field management and/or coordination structure.

DL1.1.59. Major Disaster. Any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, that, in the determination of the President, causes damage of sufficient magnitude to warrant major disaster assistance to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

DL1.1.60. Military Resources. Military and civilian personnel, facilities, equipment, and supplies under the control of a DoD Component.

DL1.1.61. Military Support Liaison Officer. A Department of Defense representative, normally an Army O-6, to FEMA who facilitates requirements and communication between the Department of Defense and FEMA. When the FEMA Emergency Support Team is activated, this individual serves as the DoD representative for normal coordination.

DL1.1.62. Military Support to Civil Authorities (MSCA). Those activities and measures taken by the DoD Components to foster mutual assistance and support between the Department of Defense and any civil government agency in planning or preparedness for, or in the application of resources for response to, the consequences of civil emergencies or attacks, including National security emergencies (DoD Directive 3025.1, reference (c)).

DL1.1.63. Mobilization. The act of assembling and organizing National resources to support National objectives in time of war or other emergencies.

DL1.1.63.1. Full Mobilization. Expansion of the active force resulting from action by Congress to mobilize all Reserve component units in the existing approved force structure, all individual Reservists, and the material resources needed for these units for the duration of the war plus six months.

DL1.1.63.2. Total Mobilization. Expansion of the Active Force by organizing and activating additional units beyond the existing approved troop basis to respond to requirements in excess of the troop basis, and the full mobilization of all National resources needed to round-out and sustain such forces for the duration of the war plus six months.

DL1.1.63.3. Partial Mobilization. Expansion of the Active Force in time of a National emergency (short of full mobilization) as a result of action by the President or Congress to mobilize Reserve component units and individual Reservists for up to 24 months.

DL1.1.63.4. Selective Mobilization. Expansion of the Active Force by mobilization of Reserve component (RC) units, by authority of Congress or the President, to satisfy an emergency requirement for a force tailored to meet a specific requirement (such as civil disturbances or other domestic situations where Federal Armed Forces may be used to protect life, Federal property and functions, or to prevent disruption of Federal activities). A selective mobilization differs from partial mobilization in that it normally would not be associated with requirements for contingency plans involving external threats to the National security.

DL1.1.64. National Command Authorities (NCAs). The President and the Secretary of Defense or their deputized alternates or successors.

DL1.1.65. National Communication System (NCS). The National Communication System consists of a coalition of Government Agencies to assist the President, the National Security Council, the Office of Science and Technology Policy, and the Office of Management and Budget (OMB) in the exercise of telecommunications functions and responsibilities set forth in section 2 of Executive Order 12472 (reference (i)). Additionally, the NCS assists in the coordination of the planning for and provision of National security and emergency preparedness communications for the Federal Government under all circumstances, including crisis or emergency, attack, recovery, or reconstitution.

DL1.1.66. National Contingency Plan (NCP). The term referring to the National Oil and Pollution Contingency Plan, prepared by the Environmental Protection Agency, to put into effect the response powers and responsibilities created by the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) and the Clean Water Act (CWA) (reference (j)).

DL1.1.67. National Disaster Medical System (NDMS). An inter-Departmental National mutual aid system developed by Federal Departments and Agencies to provide for the medical needs of victims of major disasters, and to provide backup support for medical systems of the Departments of Defense and Veterans Affairs in caring for casualties from military conflicts. The Department of Health and Human Services serves as the lead Federal Agency for administering NDMS, and would coordinate NDMS operations in response to civil emergencies. The Department of Defense could activate and coordinate NDMS operations in support of military contingencies.

DL1.1.68. National Emergency. A condition declared by the President or the Congress by virtue of powers previously vested in them that authorize certain emergency actions to be undertaken in the National interest. Action to be taken may include partial, full, or total mobilization of National resources (JCS Pub 1-02, reference (k)).

DL1.1.69. National Emergency Training Center. The FEMA National Emergency Training Center at Emmitsburg, Maryland, is the home for two institutions that conduct the Agency's nationwide training program: the Emergency Management Institute, and the National Fire Academy. The two schools are responsible for planning, developing, and conducting instructional courses in a variety of emergency management and fire-related subject areas.

DL1.1.70. National Security. A collective term encompassing both National defense and foreign relations of the United States. Specifically, the conditions provided by:

DL1.1.70.1. A military or defense advantage over any foreign nation or group of nations.

DL1.1.70.2. A favorable foreign relations position.

DL1.1.70.3. A defense posture capable of successfully resisting hostile or destructive action from within or without, overt or covert.

DL1.1.71. National Security Emergency. Any occurrence, including natural disaster, military attack, technological emergency, or other emergency, that seriously

degrades or seriously threatens the National security of the United States (E.O. 12656, reference (1)).

DL1.1.72. Natural Disaster. All domestic emergencies except those created as a result of enemy attack or civil disturbance.

DL1.1.73. Non-Air Transportable. Cargo that exceeds dimensions of the C-5A cargo compartment; cargo that exceeds the dimensions of either of the following:

DL1.1.73.1. 1465 inches in length by 156 inches in width by 162 in height.

DL1.1.73.2. 1465 inches in length by 228 inches in width by 114 in height.

DL1.1.74. On-Scene. The total area that may be impacted by the effects of an extraordinary situation. Area boundaries may be circular or irregular in shape and will be established by the State, depending on the situation.

DL1.1.75. On-Scene Coordinator. The Federal official predesignated by the EPA and the U.S. Coast Guard to coordinate and direct Federal response and removals under the National Oil and Hazardous Substances Pollution Contingency Plan.

DL1.1.76. On-Site. The area with:

DL1.1.76.1. The boundary established by the owner or operator of a fixed-nuclear facility;

DL1.1.76.2. The boundary established at the time of the emergency by a State or local government with jurisdiction for a transportation or other type of accident not occurring at a fixed-nuclear facility and not involving nuclear weapons; or

DL1.1.76.3. The area established by the CFA as defined by the National Defense Area or National Security Area in a nuclear weapon accident or significant incident.

DL1.1.77. On-Site Federal Support. Federal assistance that is the primary responsibility of the Federal Agency that owns, authorizes, regulates, or is otherwise deemed responsible for the radiological facility or material being transported. This response supports State and local efforts by supporting the owner or operator's efforts to bring the incident under control and thereby prevent or minimize off-site consequences.

DL1.1.78. Operational Command (OPCOM). The authority granted to a commander to assign missions or tasks to subordinate commander, to deploy units, to reassign forces, and to retain or delegate operational and/or tactical control as may be deemed necessary. It does not of itself include responsibility for administration or logistics. It may also be used to denote the forces assigned to a commander (JCS Pub 1-02, reference (k)).

DL1.1.79. Operational Control. Transferable command authority that may be exercised by commanders at any level at or below the level of Combatant Command. Operational control is inherent in Combatant Command (command authority) and is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. Operational control includes authoritative direction over all aspects of military operations and joint training necessary to accomplish missions assigned to the command. Operational control should be exercised through the commanders of subordinate organizations; normally this authority is exercised through the Service component commanders. Operational control normally provides full authority to organize commands and forces and to employ those forces as the commander in operational control considers necessary to accomplish assigned missions. Operational control does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training (JCS Pub 1-02, reference (k)).

DL1.1.80. Outsize Cargo. Cargo that exceeds the capabilities of the C-141 aircraft. It is considered outsize when it exceeds 1090 inches in length, 117 inches in width or 105 inches in height.

DL1.1.81. Oversize Cargo. Any single item that exceeds any one of the following dimensions: 104 inches long, 84 inches wide, and 96 inches high, and will not fit on a 463L pallet.

DL1.1.82. Planning Agent. A military or civilian official of any DoD Component, who has been designated by the Head of that Component to exercise delegated authority for MSCA planning for the entire Component (i.e., "principal planning agent") or for certain subordinate elements or a specified geographic area (e.g., "regional planning agents"). Authority and responsibilities of each planning agent will be defined by the Component, and may include MSCA response as well as planning at the election of any Component. The actual authority of planning agents will be communicated to others, as determined by the DoD Component, or when requested by the DoD Executive Agent.



DoD-designated Principal Planning Agents for MSCA are CINCUSACOM and CINCUSPACOM.

DL1.1.83. Port of Debarkation (POD). An aerial port (APOD) or seaport (SPOD) within the theater of operations where the strategic transportation for forces is completed. It may not be the final destination of a force.

DL1.1.84. Port of Embarkation (POE). An air or sea terminal at which troops, units, military sponsored personnel, unit equipment, and materiel board and/or are loaded.

DL1.1.85. Principal Planning Agent. The commander responsible for planning, coordinating, and executing military taskings in civil emergencies for the Department of Defense. The DoD-designated Principal Planning Agents for MSCA are Commanders-in-Chief U.S. Atlantic Command and U.S. Pacific Command.

DL1.1.86. Public Affairs Officer. A Federal Agency headquarters, official responsible for preparing and coordinating the dissemination of public information in cooperation with other responding Federal, State, and local government agencies.

DL1.1.87. Recovery. Those long-term activities and programs beyond the initial crisis period of an emergency or disaster designed to return all systems to normal status or to reconstitute these systems to a new condition that is less vulnerable. The Department of Defense is not usually involved in MSCA recovery activities.

DL1.1.88. Recovery Phase. Involves restoring systems to normal. During this phase, short-term recovery actions are taken to assess damage and return vital life-support systems to minimum operating standards; long-term recovery actions may continue for many years.

DL1.1.89. Recovery Plan. A plan developed by the State, with possible Federal assistance, to restore the affected area to its pre-emergency condition, wherever practical. A recovery plan will include a description of the cleanup standards, the tasks, and actions required for cleanup and who is responsible for each, timetable for the cleanup process, who will oversee the entire process, and how the costs for cleanup will be paid (including any division of costs among responsible parties).

DL1.1.90. Regional Director. The Director of one of FEMA's (or any Federal Agency) ten Regional Offices and principal representative for working with other Federal regions, States and local governments, and the private sector in that jurisdiction.

DL1.1.91. Regional Interagency Steering Committee (RISC). A regional inter-Agency group chaired by the FEMA Regional Director and comprised of Federal

Departments and Agencies that have a primary or secondary ESF responsibility in the Federal Response Plan.

DL1.1.92. Regional Operations Support Team (ROST). The FEMA regional team that supports the Emergency Response Team in the field and provides facilities interface with the Emergency Support Team in FEMA Headquarters and with other regional Federal Agencies and organizations.

DL1.1.93. Regional Preparedness Committee (RPC). The primary regional organization established to assist FEMA Regional Director in the planning and coordinating of actions by Federal, State, and local authorities to implement National preparedness policy at the regional level.

DL1.1.94. Regional Response Force (RRF). A force identified in the Nuclear Accident Response Capabilities Listing belonging to DoD or DoE installations, facilities, or activities within the United States and its territories. The RRF may be tasked with taking emergency response actions necessary to maintain command and control on-site pending arrival of the Service or Agency Response Force. Functions that the RRF may be tasked with, within their capabilities, are:

DL1.1.94.1. Rescue operations.

DL1.1.94.2. Accident site security.

DL1.1.94.3. Firefighting.

DL1.1.94.4. Initial weapon emergency staffing.

DL1.1.94.5. Radiation monitoring.

DL1.1.94.6. Establishing command, control and communications.

DL1.1.94.7. Establish Public Affairs activities.

DL1.1.95. Regional Response Team (RRT). A mechanism in each of the ten standard Federal regions, Alaska, and the Caribbean for planning, preparedness, and response activities related to oil discharges and hazardous substance releases. RRTs receive direction from the National Response Team; RRT membership parallels National Response Team membership.

DL1.1.96. Resource Claimancy. The procedure, employed during any period of attack or National security emergency, whereby authorized Federal Agencies determine

definitive requirements and justify the allocation of civil government and civil resources needed to support programs under their cognizance. It does not imply procurement activity, nor does it involve the Government as an intermediary in the normal mechanisms of trade other than in expediting essential activities and ensuring equitable distribution of civil resources. Resource claimancy occurs at both the National and regional levels.

DL1.1.97. Risk Assessment. The process of identifying the likelihood and consequences of an event to provide the basis for informed decisions on a course of action.

DL1.1.98. Special Staff. All staff officers having duties at a headquarters and not included in the general (coordinating) staff group or in the personal staff group. The special staff includes certain technical specialists and heads of services, e.g., transportation officer, etc.

DL1.1.99. State Adjutant General. An individual appointed by the Governor of a State (or elected to office) to administer the military affairs of the State. A State Adjutant General may be federally recognized as a general officer for tenure of office, provided they meet the prescribed requirements and qualifications. However, an Adjutant General may be appointed and serve in that capacity without Federal recognition.

DL1.1.100. State Area Command (STARC). A mobilization entity within the Army National Guard (ARNG) State headquarters and headquarters detachment that is ordered to active duty when ARNG units in that State are alerted for mobilization. It provides for control of mobilized ARNG units from home station until arrival at the mobilization station. It is also responsible for planning and executing military support for civil defense, land defense plans under the respective area commander, and military family assistance. It is the specific headquarters unit of the Army National Guard for each State, the District of Columbia, Guam, Puerto Rico and the Virgin Islands.

DL1.1.101. State Coordinating Officer (SCO). The person appointed by the Governor of the affected State to coordinate State and local response efforts with those of the Federal Government.

DL1.1.102. Support Agency. A Federal Department or Agency designated to assist a specific Lead Agency with available resources, capabilities, or expertise in support of ESF response operations, as coordinated by the representative of the primary Agency.

DL1.1.103. Technological Hazards.

DL1.1.103.1. Hazards emanating from the manufacture, transportation, storage, use and disposal of such substances as radioactive materials, chemicals, explosives, flammables to include LPG and LNG, agricultural pesticides, herbicides, and disease agents.

DL1.1.103.2. Oil spills on land, coastal waters, or inland water systems.

DL1.1.103.3. Debris from space.

DL1.1.104. Tornado. A local atmospheric storm, generally of short duration, formed by winds rotating at very high speeds usually in a counterclockwise direction. The vortex, up to several hundred yards wide, is visible to the observer as a whirlpool-like column of winds rotating about a hollow cavity or funnel. Winds have been estimated to be in excess of 300 miles per hour.

DL1.1.105. Tropical Depression. A tropical cyclone with rotary circulation at the water surface. Its maximum sustained wind speeds are above 38 miles per hour, but less than 74 miles per hour. It is the third phase in the development of a hurricane.

DL1.1.106. Tropical Disturbance. A tropical cyclone that maintains its identity for at least 24 hours and is marked by moving thunderstorms and with slight or no rotary circulation at the water surface. Winds are not strong. It is a common phenomenon in the tropics, and is the first discernible stage in the development of a hurricane.

DL1.1.107. Tsunami. A great sea wave produced by submarine earth movement or volcanic eruption.

DL1.1.108. Typhoon. The name given a hurricane in the area of the western Pacific Ocean (west of 180 degrees longitude).

DL1.1.109. Volcano. An eruption from the earth's interior producing lava flows or violent explosions issuing rock, gasses, and debris.

AL1. ACRONYMS

AL1.1.	<u>AAR</u>	Army Acquisition Regulation
AL1.2.	<u>ACC</u>	Air Combat Command
AL1.3.	<u>AFNSEP</u>	Air Force National Security Emergency Preparedness
AL1.4.	<u>AMC</u>	Army Materiel Command
AL1.5.	<u>ANRC</u>	American National Red Cross
AL1.6.	<u>AOR</u>	Area Of Responsibility
AL1.7.	<u>APHIS</u>	Administrator for Animal and Plant Health Inspection Service
AL1.8.	<u>APOD</u>	Aerial Port of Debarkation
AL1.9.	<u>AR</u>	Army Regulation
AL1.10.	<u>ARNG</u>	Army National Guard
AL1.11.	<u>ARNGUS</u>	Army National Guard, United States
AL1.12.	<u>ASDHA</u>	Assistant Secretary of Defense, Health Affairs
AL1.13.	<u>BSI</u>	Base Support Installation
AL1.14.	<u>C2</u>	Command and Control
AL1.15.	<u>CAP</u>	Civil Air Patrol
AL1.16.	<u>CARDA</u>	Continental U.S. Airborne Reconnaissance for Damage Assessment
AL1.17.	<u>CD</u>	Civil Defense
AL1.18.	<u>C, DoD</u>	Comptroller of the Department of Defense
AL1.19.	<u>CDRG</u>	Catastrophic Disaster Response Group
AL1.20.	<u>CERCLA</u>	Comprehensive Environmental Response, Compensation, and Liability Act
AL1.21.	<u>CFA</u>	
AL1.22.	<u>CFR</u>	Code of Federal Regulations
AL1.23.	<u>CINC</u>	Commander-in-Chief
AL1.24.	<u>CONUS</u>	Continental United States
AL1.25.	<u>CONUSA</u>	Continental United States Army
AL1.26.	<u>CSDP</u>	Chemical Stockpile Disposal Program
AL1.27.	<u>CSEPP</u>	Chemical Stockpile Emergency Preparedness Program
AL1.28.	<u>DAMO-FDB</u>	Chemical and NBC Division, Force Development Directorate, Office of Army Deputy Chief of Staff for Operations and Plans
AL1.29.	<u>DAMO-SSW</u>	War Plans Division, Strategy Plans and Policy Directorate, Office of Army Deputy Chief of Staff for Operations and Plans

AL1.30.	<u>DARS</u>	Defense Acquisition Supplement
AL1.31.	<u>DAST</u>	Disaster Assessment Survey Team
AL1.32.	<u>DCE</u>	Defense Coordinating Element
AL1.33.	<u>DCO</u>	Defense Coordinating Officer
AL1.34.	<u>DCSOPS</u>	Deputy Chief Of Staff, Operations
AL1.35.	<u>D/DFAS</u>	Director, Defense Finance and Accounting System
AL1.36.	<u>DEPS</u>	Domestic Emergency Planning System
AL1.37.	<u>DERF</u>	Defense Emergency Response Fund
AL1.38.	<u>DFAS</u>	Defense Finance and Accounting Service
AL1.39.	<u>DFO</u>	Disaster Field Office
AL1.40.	<u>DHHS</u>	Department of Health and Human Services
AL1.41.	<u>DLA</u>	Defense Logistics Agency
AL1.42.	<u>DMAT</u>	Disaster Medical Assistance Team
AL1.43.	<u>DOC</u>	Department of Commerce
AL1.44.	<u>DoD</u>	Department of Defense
AL1.45.	<u>DOE</u>	Department of Energy
AL1.46.	<u>DOEd</u>	Department of Education
AL1.47.	<u>DOI</u>	Department of the Interior
AL1.48.	<u>DOJ</u>	Department of Justice
AL1.49.	<u>DOL</u>	Department of Labor
AL1.50.	<u>DOMS</u>	Director of Military Support (Army lead w/Air Force & Navy Deps.)
AL1.51.	<u>DOS</u>	Department of State
AL1.52.	<u>DOT</u>	Department of Transportation
AL1.53.	<u>DTUSD(P)PS</u>	Deputy to the Under Secretary of Defense (Policy) Policy Support
AL1.54.	<u>EMI</u>	Emergency Management Institute
AL1.55.	<u>EMT</u>	Emergency Management Team
AL1.56.	<u>E.O.</u>	Executive Order
AL1.57.	<u>EOD</u>	Explosive Ordnance Disposal
AL1.58.	<u>EOC</u>	Emergency Operations Center
AL1.59.	<u>EPA</u>	Environmental Protection Agency
AL1.60.	<u>EPAERT</u>	Environmental Protection Agency Environmental Response Team
AL1.61.	<u>EPLO</u>	Emergency Preparedness Liaison Officer(s)
AL1.62.	<u>ERT</u>	Emergency Response Team
AL1.63.	<u>ERT-A</u>	Emergency response Team-Advance
AL1.64.	<u>ESF</u>	Emergency Support Function

AL1.65. <u>EST</u>	Emergency Support Team
AL1.66. <u>FAA</u>	Federal Aviation Administration
AL1.67. <u>FCC</u>	Federal Coordinating Center (NDMS)
AL1.68. <u>FCO</u>	Federal Coordinating Officer
AL1.69. <u>FEMA</u>	Federal Emergency Management Agency
AL1.70. <u>FON</u>	Fire Order Number
AL1.71. <u>FORSCOM</u>	Forces Command
AL1.72. <u>FOSC</u>	Federal On Scene Coordinator
AL1.73. <u>FRERP</u>	Federal Radiological Emergency Response Plan
AL1.74. <u>FRP</u>	Federal Response Plan
AL1.75. <u>GSA</u>	General Services Administration
AL1.76. <u>HF</u>	High Frequency
AL1.77. <u>ICS</u>	Incident Command System
AL1.78. <u>IED</u>	Improvised Explosive Device
AL1.79. <u>IL&amp;E</u>	Installations, Logistics and Environment
AL1.80. <u>IMA</u>	Individual Mobilization Augmentee
AL1.81. <u>IND</u>	Improvised Nuclear Device
AL1.82. <u>INMARSAT</u>	International Maritime Satellite
AL1.83. <u>JOPES</u>	Joint Operations Planning and Execution System
AL1.84. <u>JIC</u>	Joint Information Center
AL1.85. <u>JIS</u>	Joint Information System
AL1.86. <u>JRDC</u>	Joint Regional Defense Command
AL1.87. <u>JSAC</u>	Joint State Area Command
AL1.88. <u>JTF</u>	Joint Task Force
AL1.89. <u>LNO</u>	Liaison Officer
AL1.90. <u>LO</u>	Liaison Officer
AL1.91. <u>MACA</u>	Military Assistance to Civil Authorities
AL1.92. <u>MACDIS</u>	Military Assistance for Civil Disturbance
AL1.93. <u>MAFFS</u>	Modular Airborne Fire Fighting System
AL1.94. <u>MAST</u>	Military Assistance to Safety and Traffic
AL1.95. <u>MLO</u>	Military Liaison Officer
AL1.96. <u>MSCA</u>	Military Support to Civil Authorities
AL1.97. <u>MSCD</u>	Military Support to Civil Defense
AL1.98. <u>NCA</u>	National Command Authority
AL1.99. <u>NCP</u>	National Oil and Hazardous Substances Pollution Contingency Plan (National Contingency Plan)
AL1.100. <u>NCS</u>	National Communication System
AL1.101. <u>NDMS</u>	National Disaster Medical System
AL1.102. <u>NETC</u>	National Emergency Training Center
AL1.103. <u>NIFC</u>	National Interagency Fire Center

AL1.104. <u>NOAA</u>	National Oceanic and Atmospheric Administration
AL1.105. <u>NRC</u>	National Response Center/National Regulatory Commission
AL1.106. <u>NRT</u>	National Response Team
AL1.107. <u>NSDD</u>	National Security Decision Directive
AL1.108. <u>NSEP</u>	National Security Emergency Preparedness
AL1.109. <u>NSF</u>	National Strike Force
AL1.110. <u>OASDRA</u>	Office of the Assistant Secretary of Defense for Reserve Affairs
AL1.111. <u>OCONUS</u>	Outside Continental United States
AL1.112. <u>OES</u>	Office of Emergency Services
AL1.113. <u>OIC</u>	Officer in Charge
AL1.114. <u>OMB</u>	Office of Management and Budget
AL1.115. <u>OPLAN</u>	Operation Plan
AL1.116. <u>OPCOM</u>	Operational Command
AL1.117. <u>OPCON</u>	Operational Control
AL1.118. <u>OPNAVINST</u>	Operations, Naval Instruction
AL1.119. <u>OPR</u>	Office of Primary Responsibility
AL1.120. <u>OSC</u>	On Scene Coordinator
AL1.121. <u>OSD</u>	Office of the Secretary of Defense
AL1.122. <u>OSHA</u>	Occupational Safety and Health Administration
AL1.123. <u>PAO</u>	Public Affairs Officer
AL1.124. <u>P.D.</u>	Policy Directive
AL1.125. <u>PIAT</u>	Public Information Assistance Team
AL1.126. <u>POC</u>	Point of Contact
AL1.127. <u>POE</u>	Point of Embarkation
AL1.128. <u>POTO</u>	Plans, Operations and Training Officer
AL1.129. <u>PPA</u>	Principal Planning Agent
AL1.130. <u>RAT</u>	Radiological Assistance Team
AL1.131. <u>RC</u>	Reserve Component
AL1.132. <u>RCP</u>	Regional Oil and Hazardous Substances Pollution Contingency Plan
AL1.133. <u>READEO</u>	Regional Animal Disease Eradication Officer
AL1.134. <u>RISC</u>	Regional Interagency Steering Committee
AL1.135. <u>ROC</u>	Regional Operations Center (FEMA)
AL1.136. <u>ROST</u>	Regional Operations Support Team
AL1.137. <u>RPA</u>	Regional Planning Agent
AL1.138. <u>RPC</u>	Regional Preparedness Committee
AL1.139. <u>RRF</u>	Regional Response Force
AL1.140. <u>RRP</u>	Regional Response Plan



AL1.141. <u>RRT</u>	Regional Response Team
AL1.142. <u>SAD</u>	State Active Duty
AL1.143. <u>SCO</u>	State Coordinating Office(r)
AL1.144. <u>SEOC</u>	State Emergency Operations Center
AL1.145. <u>SOFA</u>	Status of Forces Agreement
AL1.146. <u>SPOD</u>	Sea Port of Debarkation
AL1.147. <u>SSC</u>	Scientific Support Coordinator
AL1.148. <u>STARC</u>	State Area Command
AL1.149. <u>TACSAT</u>	Tactical Satellite
AL1.150. <u>TAG</u>	The State Adjutant General; The Adjutant General
AL1.151. <u>TAT</u>	Technical Assistance Team
AL1.152. <u>US</u>	United States
AL1.153. <u>USA</u>	United States Army
AL1.154. <u>USACE</u>	United States Army Corps of Engineers
AL1.155. <u>USACOM</u>	United States Atlantic Command
AL1.156. <u>USAF</u>	United States Air Force
AL1.157. <u>USAR</u>	United States Army Reserve
AL1.158. <u>USARPAC</u>	United States Army Pacific
AL1.159. <u>U.S.C.</u>	United States Code
AL1.160. <u>USCG</u>	United States Coast Guard (DoT)
AL1.161. <u>USDA</u>	United States Department of Agriculture
AL1.162. <u>USD(P)</u>	Under Secretary of Defense for Policy
AL1.163. <u>USD(PS)EP</u>	Under Secretary of Defense, Policy Support, Emergency Planning
AL1.164. <u>USN</u>	United States Navy
AL1.165. <u>USPACOM</u>	United States Pacific Command
AL1.166. <u>USPS</u>	United States Postal Service
AL1.167. <u>US&amp;R</u>	Urban Search and Rescue
AL1.168. <u>USSS</u>	U.S. Secret Service
AL1.169. <u>USTRANSCOM</u>	United States Transportation Command
AL1.170. <u>VAH</u>	Veterans Affairs Hospital
AL1.171. <u>VAMC</u>	Veterans Affairs Medical Center
AL1.172. <u>VHF</u>	Very High Frequency
AL1.173. <u>VHF-FM</u>	Very High Frequency-Frequency Modulation
AL1.174. <u>VIP</u>	Very Important Person
AL1.175. <u>VIPCO</u>	VIP Control Office
AL1.176. <u>VSO</u>	Veterinary Support Officer

## C1. CHAPTER 1

### RESPONSIBILITIES AND PROCEDURES

#### C1.1. GENERAL AND PURPOSE

C1.1.1. This Manual assigns responsibilities, prescribes procedures, and provides guidance by which the Department of Defense responds to ALL HAZARDS in accordance with 42 U.S.C. 5121, et seq., as amended (hereafter referred to as the Stafford Act, reference (f)). Under the authority of the Civil Defense Act of 1950, 50 U.S.C. App. 2251, et seq., (reference (a)) and National Security Directive 66 (dated March 16, 1992) (reference (m)) this Manual supports the National civil defense policy and Federal and State civil defense programs in cooperation with the Federal Emergency Management Agency (FEMA).

C1.1.2. The procedures established in this Manual constitute a single system for Military Support to Civil Authorities (MSCA) for use by the DoD Components to plan for, and respond to, requests from civil government agencies for military support in dealing with actual or anticipated civil emergencies requiring Federal response (including National security emergencies as defined in E.O. 12656, reference (l)).

#### C1.2. SCOPE

This Manual:

C1.2.1. Governs MSCA activities of all DoD Components in the 50 States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, and the former Trust Territory of the Pacific Islands (hereafter, non-CONUS, non-State entities are referred to as U.S. possessions and territories).

C1.2.2. Provides an ALL HAZARDS focus on the assignment and allocation of DoD resources to support civil authorities during civil emergencies arising during peace, war, or transition to war. ALL HAZARDS refers to any number of natural or man-made disasters or emergencies such as hurricanes, earthquakes, forest fires, floods, oil spills, radiological contamination, power outages, nuclear attack, or sabotage emergencies and major disasters as defined by 42 U.S.C. 5122, reference (f), are included.

C1.2.3. Establishes procedures for the Emergency Preparedness Liaison Officers (EPLO) program for ALL HAZARDS. The EPLO program support is designed to augment CINC support to MSCA.

C1.2.4. Does not integrate MSCA planning with contingency war planning and does not impinge on the authority of the Chairman of the Joint Chiefs of Staff to supervise contingency planning.

C1.2.5. Does not include military support to law enforcement, which is addressed in DoD Directive 3025.12, reference (b).

C1.2.6. Does not apply to DoD support during foreign disasters, which is covered by DoD Directive 5100.46, reference (e).

C1.2.7. Does not include equipping Reserve components (RC), which is covered in DoD Directive 1215.6, reference (n).

### C1.3. NATIONAL POLICY

C1.3.1. In accordance with the Stafford Act, reference (f), it is the policy of the Federal Government to provide an orderly and continuing means of supplemental assistance to State and local governments as they execute their responsibilities to alleviate the suffering and damage resulting from catastrophic or major disasters or emergencies. Upon declaring a disaster or emergency, the President may direct any Agency of the Federal Government to undertake missions and tasks (on either a reimbursable or non-reimbursable basis) to provide assistance to State and local agencies. A Federal Coordinating Officer (FCO) is appointed by the President with authority to coordinate the Federal response effort in the affected area. The President has delegated the authority to appoint FCOs to the Director of FEMA. The Director has further delegated the authority to appoint FCOs to the Associate Director.

C1.3.2. In accordance with the Federal Civil Defense Act of 1950, as amended, reference (a), the National civil defense policy is to develop capabilities common to all catastrophic emergencies that will support ALL-HAZARDS emergency management at State and local levels to protect the population and vital infrastructure. Under the National civil defense policy, the Department of Defense will support civil authorities in civil defense, including issuing instructions to RC units on steps they will follow in planning and carrying out MSCA and establishing guidance for State military headquarters for response in both peacetime disasters and National security emergencies. Accordingly, all planning and response by the DoD Components for civil

defense are governed by this Manual, with the exception of military support to civil disturbance operations (DoD Directives 3025.12 and 5525.5, references (b) and (o)) and contingency war plans.

C1.3.3. Executive Order 12656, reference (l), establishes the policy of the Federal Government to have sufficient capabilities at all levels of government to meet essential defense and civilian needs during any National security emergency.

#### C1.4. FUNCTIONAL RESPONSIBILITIES

##### C1.4.1. Office Secretary of Defense

###### C1.4.1.1. Office of the Under Secretary of Defense for Policy (USD(P))

C1.4.1.1.1. Exercises policy oversight of MSCA for the Secretary of Defense and ensures compatibility of MSCA with National Security Emergency Preparedness in accordance with DoD Directives 3020.36 and E.O. 12656, references (p) and (l).

C1.4.1.1.2. Deputy to the Under Secretary of Defense (Policy) for Policy Support (DTUSD(P)/PS) shall:

C1.4.1.1.2.1. Act on behalf of the USD(P) under DoD Directive 3025.1, reference (c), as required. Coordinate MSCA policy matters to obtain USD(P) and Secretary of Defense approval when appropriate.

C1.4.1.1.2.2. Develop policy guidance for MSCA.

C1.4.1.1.2.3. Provide the initial level of policy interface for the Director of FEMA with the Secretary of Defense on routine matters.

C1.4.1.1.2.4. Interpret authorities and requirements of reference (c), as required.

C1.4.1.1.2.5. Monitor response by the DoD Executive Agent to disasters, and emergencies with particular attention to policy and political implications.

C1.4.1.1.2.6. Support the DoD Executive Agent by coordinating or facilitating planning activities within the Department of Defense, or with other Federal Agencies, as needed.

C1.4.1.1.3. Director of Emergency Planning shall:

C1.4.1.1.3.1. Provide staff support to the DTUSD(P)/PS for MSCA, and act on behalf of the DTUSD(P)/PS when authorized.

C1.4.1.1.3.2. Receive or anticipate requirements for emergency planning for MSCA from non-DoD Agencies; and facilitate management and coordination of planning responsibilities of the Executive Agent and the DOMS with those of both DoD and non-DoD Agencies, as needed.

C1.4.1.1.3.3. Assist Executive Agent with routine contact and coordination with FEMA, as required.

C1.4.1.1.3.4. Monitor and assist in coordination with the National Guard Bureau.

C1.4.1.1.3.5. Monitor and assist in coordination with Military Services and Office of Assistant Secretary of Defense (Reserve Affairs) (OASDRA) for the use of RC personnel in MSCA, as required.

C1.4.1.1.4.1.6. Provide liaison with FEMA through the Military Support Liaison Officer.

C1.4.1.2. Director, Defense Finance and Accounting Service (D, DFAS)

C1.4.1.2.1. Report annually the expenditures and reimbursements by emergency to the Office of DUSD(P)/PS.

C1.4.1.2.2. Maintain records of DoD fiscal expenditures and reimbursements for support to civil authorities.

C1.4.2. Secretary of the Army (Department of Defense Executive Agent). The DoD Executive Agent is defined as the individual designated by position to have and to exercise the assigned responsibility and delegated authority of the Secretary of Defense under DoD Directive 3025.1, reference (c). The Secretary of the Army, as the DoD Executive Agent for the provision of DoD resources to civil authorities, shall act for the Secretary of Defense in developing planning guidance, plans, and procedures for MSCA. The DoD Executive Agent has the authority of the Secretary of Defense to task the DoD Components to plan for and to commit DoD resources in response to requests from civil authorities for MSCA.

C1.4.2.1. Assign Army personnel to serve as EPLOs in USACOM and USPACOM AORs.

C1.4.2.2. Provide support as required by the DoD Executive Agent or designated representative.

C1.4.2.3. Manage expenditures and reimbursements from the Defense Emergency Response Fund (DERF).

C1.4.2.4. Exercise management responsibility for the DERF.

C1.4.2.4.1. Provide management representation letters for DERF financial statements to the Department of Defense Inspector General.

C1.4.2.4.2. Provide legal representation letters for DERF financial statements to the Department of Defense Inspector General.

C1.4.3. Department of Defense Director of Military Support (DOMS). The DOMS and supporting staff serve to ensure the performance of all planning and execution responsibilities of the DoD Executive Agent for domestic emergency preparedness. The DOMS is the DoD primary contact for all Federal Departments and Agencies during periods of domestic civil emergencies or disaster response.

C1.4.4. Defense Coordinating Officer (DCO). The DCO is a military or civilian official designated by the Executive Agent or responsible DoD Component to coordinate MSCA activities in accordance with DoD Directive 3025.1, reference (c). The authority of each DCO is defined in documentation issued or authorized by the DoD Executive Agent to be issued by the responsible DoD command and is limited either to the requirements of a specified inter-Agency planning process or to a specified geographical area or emergency. The DCO is the DoD on-scene representative who coordinates MSCA requirements with the Federal Coordinating Officer (FCO). Other functions:

C1.4.4.1. Validates MSCA requirements requested by the FCO, State Coordinating Officer (SCO), and/or the Emergency Support Function (ESF) representatives.

C1.4.4.2. Coordinates and assigns MSCA requirements to the appropriate military organizations.

C1.4.4.3. Exercises supervision of DoD liaison personnel assigned to the Emergency Support Functions staff at the Disaster Field Office (DFO).

C1.4.4.4. Coordinates and tasks the use of all DoD resources provided in response to a specific natural disaster or civil emergency.

C1.4.4.5. Serves as the Department of Defense's single point of contact for DoD resources. Receives requests for assets and passes them to the supported CINC or Component for action if they cannot be filled at the DCO level.

C1.4.5. DoD Emergency Preparedness Liaison Officers (EPLOs). EPLOs are assigned by the Military Services and selected DoD Agencies to coordinate the use of DoD resources in support of civil authorities during Presidentially declared disasters and emergencies. EPLOs serve with major civil and military headquarters that have primary responsibility for planning, coordinating, and executing support to civil authority in disasters. These include FORSCOM, CONUSAs, State Adjutants General and STARCs, and FEMA National and Regional headquarters (CINCs may also be included). EPLOs represent unique Service or Agency expertise and knowledge that contributes to a coordinated and effective DoD response to disasters and emergencies. When providing assistance in response to a Presidentially declared disaster or emergency, EPLOs represent the DoD Executive Agent and the supported CINC having area responsibility. DoD EPLOs are responsible for coordinating civil requests for the use of DoD resources under the auspices of DoD Directive 3025.1, reference (c), and this Manual.

C1.4.5.1. U.S. Atlantic Command (USACOM) and U.S. Pacific Command (USPACOM) will establish a liaison structure within their respective areas of operation down to State level. EPLOs may represent all the Services and/or DoD Agencies to provide a balanced capability to respond to the continuum of ALL HAZARDS situations.

C1.4.5.2. Military Departments and DoD Agencies that elect to provide liaison officers outside of the EPLO liaison structure described in DoD 3025.1 (reference (c)) and this Manual do not represent the Department of Defense in MSCA activities.

#### C1.4.6. Secretary of the Navy

C1.4.6.1. Assigns Naval personnel to serve as EPLOs in USACOM and USPACOM AORs.

C1.4.6.2. Provides support as required by the DoD Executive Agent or designated representative.

#### C1.4.7. Secretary of the Air Force

C1.4.7.1. Assigns Air Force personnel to serve as EPLOs in USACOM and USPACOM AORs.

C1.4.7.2. Provides support as required by the DoD Executive Agent or designated representative.

C1.4.8. Commander in Chief U.S. Atlantic Command (CINCUSACOM)

C1.4.8.1. Serves as DoD Principal Planning Agent (PPA) and Operating Agent for Military Support to Civil Authorities for all DoD Components for the 48 contiguous states and the District of Columbia, Puerto Rico, and the Virgin Islands.

C1.4.8.2. Maintains liaison with the FEMA.

C1.4.8.3. Trains (in conjunction with the Services) and receives OPCON of EPLOs for MSCA activities immediately prior to and during Presidential disaster declarations in the Atlantic Command AOR.

C1.4.8.4. Immediately prior to or during a Presidentially declared disaster, approves activation of all EPLOs for MSCA disaster and emergency assistance in AOR. Tasks and supervises those EPLOs that have been activated.

C1.4.8.5. Develops necessary implementation guidance to accompany this Manual.

C1.4.9. Commander in Chief Pacific Command (USCINCPACOM)

C1.4.9.1. Serves as DoD PPA and Operating Agent for Military Support to Civil Authorities for all DoD Components for Alaska, Hawaii, United States possessions and territories, and administrative entities within the Pacific Command Area of Responsibility.

C1.4.9.2. Maintains liaison with the FEMA.

C1.4.9.3. Trains (in conjunction with the Services) and receives OPCON of EPLOs for MSCA activities immediately prior to and during Presidential disaster declarations in the Pacific Command AOR.

C1.4.9.4. Immediately prior to or during a Presidentially declared disaster, approves activation of all EPLOs for MSCA disaster and emergency assistance in AOR. Tasks and supervises those EPLOs that have been activated.



C1.4.9.5. Develops necessary implementation guidance to accompany this Manual.

## C1.5. PLANNING

C1.5.1. General. DoD emergency planning and response employs the separate elements and capabilities of the DoD Components working in concert. DoD planning combines inter-Service coordination and connectivity with the civil emergency preparedness structure. Throughout the year, planning conferences are convened at the National, regional and local level, which identify response requirements, locate assets, review procedures, and prepare for future disaster events. These conferences bring together participants from both the military and civilian disaster response community.

C1.5.2. DoD Executive Agent. The Secretary of the Army acts for the Secretary of Defense in developing planning guidance, plans, and procedures for MSCA. The Secretary of the Army is responsible for developing National-level planning guidance and supervising the development of DoD plans for the provision of military support to civil authorities. The DoD Executive Agent tasks the DoD Components to plan for and to commit DoD resources in response to requests from civil authorities for MSCA. Any commitment of military forces of the Combatant Commands is coordinated in advance with the Chairman of the Joint Chiefs of Staff. Other planning functions include:

C1.5.2.1. Designate a general officer as the DoD Director of Military Support (DOMS).

C1.5.2.2. Provide DoD planning guidance for the provision of DoD resources to civil authorities during periods of civil emergency or catastrophic and/or major disaster.

C1.5.2.3. Coordinate MSCA plans and procedures with the appropriate Federal Departments and Agencies.

C1.5.2.4. Facilitate direct planning for MSCA by DoD facilities and installations with Federal regions and STARCs of the National Guard.

C1.5.2.5. Direct the DoD Components in planning for and responding to a mass immigration emergency.

C1.5.2.6. Direct USTRANSCOM through DOMS to provide transportation resources in response to a non-declared domestic civil emergency.

C1.5.2.7. Direct the DoD Components to respond to any emergency, based on authority that is provided in DoD Directive 3025.1, reference (c), or obtained from the Secretary or Deputy Secretary of Defense.

C1.5.2.8. Manage (in coordination with the C, DoD) expenditures for MSCA from the DERF.

C1.5.2.9. Provide DoD policy and implementing instructions concerning the role of the EPLOs for peacetime civil emergencies and catastrophic and/or major disasters.

C1.5.2.10. Plan and prepare measures for MSCA that foster close and continuous coordination for efficient employment of DoD resources of the National Guard (whether employed under State or Federal authority), as well as resources of the DoD Components, in time of peace, war, or transition to war.

C1.5.2.11. Develop and implement a DoD liaison structure with civil authorities that includes liaison personnel from all pertinent DoD Components.

C1.5.3. DOMS. The Secretary of the Army has designated the Director of Operations, Readiness and Mobilization, Office of the Deputy Chief of Staff for Operations and Plans, Headquarters Department of the Army as the DoD DOMS. The DOMS is the Executive Agent's Action Agent. DOMS communicates and coordinates the policy guidance and execution directions of the Executive Agent. Other planning functions include:

C1.5.3.1. Responsible to the Executive Agent for the development of National-level planning guidance.

C1.5.3.2. Exercise DoD staff oversight for all DoD Components planning, coordination, and execution of MSCA.

C1.5.3.3. Coordinate DoD response in the event of a catastrophic and/or major disaster or civil emergency.

C1.5.3.4. Prepare planning, warning, and execution orders for the DoD Components to execute military operations in support of civil authorities.

C1.5.3.5. Serve as the primary DoD point of contact for the Federal Response Plan (FRP) (reference (q)) and member of the FEMA's Annex Planning Leaders Group.

C1.5.3.6. Provide liaison with the FEMA and other Federal Departments and Agencies as required.

C1.5.3.7. Develop and implement procedures to staff and perform the functions of a DoD Emergency Operations Center.

C1.5.3.8. Develop liaison and coordination procedures with the Chairman of the Joint Chiefs of Staff.

C1.5.3.9. Develop the Manual for Civil Emergencies.

C1.5.4. Emergency Support Function (ESF) Representative. Figure C1.F1. depicts the 12 Emergency Support Functions established in the Federal Response Plan (reference (q)). The Executive Agent has designated the DoD Components to serve as the DoD ESF Representative. Each designated DoD Agency is responsible for assisting the primary Federal Agency in the development of specific plans for each ESF. Pre-disaster planning responsibilities include: providing technical expertise; being knowledgeable of the types of support the Department of Defense can provide to the respective ESFs; reviewing National and regional-level plans for the respective ESFs; and establishing standard operating procedures with the lead Federal Agency.

#### C1.5.5. Principal Planning Agent (PPA)

C1.5.5.1. The PPA is a military or civilian official of any DoD Component who has been designated by the DoD Executive Agent to exercise delegated authority for MSCA for a specified geographic area. Authority and responsibilities of each planning agent will be defined by the DoD Executive Agent and will include MSCA planning and response.

C1.5.5.2. The Commanders in Chief of Atlantic Command and Pacific Command are DoD Principal Planning Agents. They have the responsibility to provide joint planning and execution directives for peacetime assistance rendered by the Department of Defense within their assigned AOR.

C1.5.5.3. A critical element of planning for the initial deployment of relief forces into a disaster area is communications. PPAs should be prepared to provide Tactical Satellite (TACSAT) (or International Marine Satellite (INMARSAT)) capability with any deploying package. Normal means of communications, such as commercial

telephone, are often casualties of the disaster. Following catastrophic disasters, satellites may be the only means of communication into, out of, and within the disaster area. This independent means of communication allows the Department of Defense to be more responsive and flexible to the immediate disaster-relief requirements.

C1.5.6. Regional Planning Agent (RPA). The RPA is also a military or civilian official of any DoD Component who has been designated by the PPA to exercise delegated authority for MSCA for specific subordinate geographic regions, to include preparation of regional emergency plans. Authority and responsibilities of each planning agent will be defined by the PPA.

C1.5.7. Emergency Preparedness Liaison Officers (EPLOs). EPLO is a generic term used to describe Military Service (Army, Navy, Air Force) Liaison Officers serving with FEMA headquarters, the CINCs, Forces Command, CONUSAs, STARCs and FEMA Regions. The EPLO is OPCON to the supported CINC during MSCA operations in which EPLO activation results from a Presidential Disaster Declaration or immediately prior to an expected declaration. The EPLO represents an extension of the CINC's planning and coordination responsibility, which integrates MSCA planning at the STARC, FEMA Region, CONUSA, FORSCOM and CINC headquarters. EPLOs provide liaison for the CINC, or designated representative, to the FEMA Region and other Federal Agencies at the Region Headquarters to facilitate planning continuity. At the State level, they provide liaison for the CINC and/or CONUSA to the State Area Commands and/or Adjutant General Departments to facilitate planning continuity. This link between the State planner, EPLOs at State and FEMA Region, and the CONUSA to the CINC, is vital to ensure that MSCA plans are coordinated and understood and assets identified for support during an emergency. They represent the CINCs for planning and coordination of MSCA matters in domestic and National security emergency management and response procedures during peacetime (pre-mobilization) and wartime (post-mobilization) periods. These personnel form a nationwide liaison structure that functions in the planning, coordination and execution of a wide spectrum of military support to civil authorities. EPLOs operating in the disaster area will contact the Defense Coordinating Element (DCE) in the Disaster Field Office (DFO). The DCO will provide the activated EPLO with an assignment if this has not been done by the supported CINC. The full integration of the EPLO into the DCE and military response allows the DCO to maximize the Service capability available and take advantage of the EPLO's in-depth knowledge of regional planning.

C1.5.8. Civil Authorities. The military role in disasters is one of support to a lead Federal Agency. The Department of Defense's primary function is to provide relief to the victims of a disaster when tasked by the lead Federal Agency. Our support to the disaster area is maximized when the needs of the local community are identified and

prioritized in the response plan. This requires installation, base, and post commanders at all levels to identify the key local officials who represent the community. Local officials may include State, county, city, district, and neighborhood representatives.

C1.5.8.1. FEMA is usually the lead Federal Agency for response and recovery assistance for earthquakes, hurricanes, floods, and other natural and man-made disasters. As such, this Manual will use the FEMA response organization as a model to refer to throughout discussions.

C1.5.8.2. FEMA is organized to provide planning, coordination, and tasking headquarters at the National, regional and State level to provide Federal relief to disaster victims. During a Presidentially declared disaster relief operation, the Department of Defense can expect to receive taskings from and coordinate with the Emergency Support Team (EST, National level in Washington, DC), Regional Operations Center (ROC, in the affected region), the FCO with the Emergency Response Team (in the disaster area), or a combination of these.

C1.5.8.3. First responsibility for disaster response is with the State in which the disaster occurs. Federal assistance is initiated when a disaster is so severe that a State's ability to provide response is overcome. Emergency operations centers are normally established to coordinate the response by the various levels of government affected. The FCO normally collocates the Disaster Field Office (DFO) with State and local officials or in close proximity to the State operations center.

C1.5.8.4. The DCO represents an established organization that Federal and State agencies normally work through for military support. The DCO and DCE (including EPLOs) collocate with the FCO. The DCO is the primary interface for the Department of Defense with the FCO, who is the interface for Federal response to the State. Should a JTF, commanded by a General/Flag officer, be formed to augment the relief effort or provide an initial response, the JTF Commander may be authorized by the supported CINC to work directly with the FCO. The JTF Commander may be viewed as the DoD representative in charge; however, mission taskings and requests for support continue to be channeled through the pre-existing SCO-FCO-DCO coordination channels. Proper use of the DCO and his or her assets prevent wasted effort and streamline the request process.

Figure C1.F1. EMERGENCY SUPPORT FUNCTIONS (ESF)

<u>ESF</u>	<u>PRIMARY FED. AGENT</u>	<u>DoD POC</u>
1. (TRANSPORTATION)	DOT	CINCTRANS
2. (COMMUNICATIONS)	NCS	OASD(C3I)
3. (PUBLIC WORKS)	DoD	USACE
4. (FIREFIGHTING)	USDA	USACOM
5. (INFO & PLANNING)	FEMA	DOMS
6. (MASS CARE)	ARC	DLA
7. (RESOURCE SPT)	GSA	DLA
8. (HEALTH/MED SVCS)	DHHS	OTSG(ARMY)
9. (URBAN SAR)	FEMA	DOMS
10. (HAZARD MTLs)	EPA	DON
11. (FOOD)	USDA	DLA
12. (ENERGY)	DOE	USACE

## C2. CHAPTER 2

### CONCEPT OF OPERATIONS

#### C2.1. GENERAL

C2.1.1. The Department of Defense is capable of rapidly responding to a broad spectrum of emergencies on a no-notice basis. The personnel and associated equipment, although organized to conduct combat operations, can easily apply many of their skills in support of disaster or emergency assistance operations (of short duration). The command and control system inherent in military units provides a significant advantage when deployed to the "bare base" environment created by a catastrophic disaster. Capitalizing on these capabilities enables the Department of Defense to respond quickly under a lead Federal Agency, stabilize a situation, and then transition operations to Federal and State authorities.

C2.1.2. The Department of Defense responds to domestic disasters and/or emergencies in accordance with a variety of plans with different Federal Agencies in the lead. The most prominent of these plans is the FRP, which is coordinated by FEMA. The Department of Defense is constrained as to the services it can perform in support of civil authorities by the provisions of the Stafford Act (reference (f)). Under 42 U.S.C. 5170b, reference (f); however, the President may authorize the Secretary of Defense to use DoD resources for performing on public and private lands any emergency work that is made necessary by an incident that may ultimately qualify for assistance, and which is essential for the preservation of life and property. The period of emergency work cannot exceed 10 days. Also, under DoD Directive 3025.1, paragraph 4.5. (reference (c)), commanders may provide this assistance when time does not permit prior approval from higher headquarters. In addition, United States Army Corps of Engineers has civil authorities, responsibilities, capabilities, and funding under 33 U.S.C. 701n(a) (reference (r)), which are unique within the Department of Defense. As a consequence, USACE is involved in disaster response more frequently than the rest of the Department of Defense.

#### C2.2. IMMEDIATE RESPONSE

Immediate Response is that action authorized to be taken by a military commander or by responsible officials of other DoD Agencies to provide support to civil authorities to prevent human suffering, save lives, or mitigate great property damage. Any commander or DoD official acting under "Immediate Response" authority shall advise the DOMS

through command channels by the most expeditious means available and shall seek approval or additional authorization as needed.

C2.2.1. In the event of imminent serious conditions resulting from any civil emergency or attack, all military commanders are authorized to respond to requests from the civil sector to save lives, prevent human suffering, or limit property damage. This immediate assistance by commanders will not take precedence over their combat and combat support missions, nor over the survival of their units. Military commanders will notify the DoD Executive Agent through their senior commander by the most expeditious means and seek guidance for continuing assistance whenever DoD resources are committed under Immediate Response circumstances.

C2.2.2. Immediate Response is situation-specific and may or may not be associated with a declared or undeclared disaster. These actions do not supplant established DoD plans for providing support to civil authorities. Commanders may use Immediate Response authority to assist in the rescue, evacuation, and emergency medical treatment of casualties, the maintenance or restoration of emergency medical capabilities, and the safeguarding of public health. Commanders may also assist with the emergency restoration of essential public services and utilities. This may include fire fighting, water, communications, transportation, power, and fuel. They may also consider providing immediate assistance to assist public officials in emergency clearance of debris, rubble, and explosive ordnance from public facilities and other areas to permit rescue or movement of people and restoration of essential services. This list is not exhaustive. However, commanders should recognize that this is not a blanket provision to provide assistance. Such requests are time-sensitive and should be received from local government officials within 24 hours following completion of a damage assessment. Commanders will always consider the impact that providing immediate response would have on their military mission requirements and not jeopardize them.

C2.2.3. Although immediate assistance will be given with the understanding that its costs will be reimbursed, it should not be delayed or denied when the requestor is unable or unwilling to make a commitment to reimburse.

### C2.3. DOMESTIC EMERGENCY

Emergencies affecting the public welfare and occurring within the 50 States, District of Columbia, Commonwealth of Puerto Rico, U.S. possessions and territories, or any political subdivision thereof, as a result of enemy attack, insurrection, civil disturbance, earthquake, fire, flood or other public disasters or equivalent emergencies that endanger



the life and property or disrupt the usual process of government. The term "domestic emergency" includes any or all of the conditions defined herein as civil defense emergency, civil disturbances, catastrophic or major disaster, emergency, or natural disaster.

C2.3.1. Civil Emergency. Any natural or manmade disaster or emergency that causes or could cause substantial harm to the population or infrastructure. This term can include a "catastrophic disaster," "major disaster," or "emergency," as well as consequences of an attack or a National security emergency. The terms "major disaster" and "emergency" are defined substantially by action of the President in declaring that extant circumstances and risks justify Presidential implementation of the legal powers provided by the Stafford Act (reference (f)) and the Federal Civil Defense Act of 1950 (reference (a)). Readers of this Manual should refer to specific contingency plans of USACOM and USPACOM for domestic contingency operations within their respective AOR.

C2.3.2. Civil Disturbances. These are group acts of violence and disorders prejudicial to public law and order within the 50 States, District of Columbia, Commonwealth of Puerto Rico, U.S. possessions and territories, or any political subdivision thereof. Included in this category are riots, acts of violence, insurrections, and unlawful obstructions or assemblages. Military support is provided in accordance with DoD Directive 3025.12 (reference (b)) and the DoD Civil Disturbance Plan: GARDEN PLOT (reference (s)).

C2.3.3. Catastrophic Disaster. A catastrophic disaster is a disaster that immediately overwhelms the ability of State, local, and volunteer agencies to adequately provide victims of the disaster with the services necessary to sustain life.

C2.3.4. Major Disaster. A major disaster is any natural catastrophe, or, regardless of cause, any flood, fire, hurricane, tornado, earthquake, or other catastrophe which, in the determination of the President, is or threatens to be of sufficient severity or magnitude to warrant disaster assistance by the Federal Government under the Stafford Act (reference (f)), to supplement the efforts and available resources of State and local governments in alleviating the damage, hardship, or suffering. (The Department of Defense responds to these emergencies in accordance with the FRP.)

C2.3.5. Emergency. An emergency is any occasion or instance for which, in determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives, and to protect property and public health and safety, or lessen or avert the threat of catastrophe in any part of the United States. Military support may or may not be required. However, the President may direct the

Department of Defense to become actively involved in relief and may specify broad missions to be accomplished.

C2.3.6. ALL HAZARDS. All Hazards means emergencies or disasters resulting from natural or manmade events, including, without limitation, civil disturbances and attack-related disasters.

#### C2.4. FEDERAL RESPONSE PLAN (FRP) (reference (g))

This is the umbrella plan that guides the Federal Government support to State and local governments. The FRP outlines Federal, including DoD, responsibilities and provides the framework for coordinating civil-military requirements between the DCO and the other Emergency Support Functions. The Department of Defense provides assistance to other Federal Agencies and State and local governments in accordance with the FRP. The plan, under full or partial activation, describes the Federal Government's role in providing immediate action to save lives and mitigate great property damage. Federal assistance supplements the efforts of State and local governments. Along with the Department of Defense, 26 other Federal Departments and Agencies provide support under the full implementation of this plan. The plan groups the types of assistance needed during a disaster or civil emergency into 12 functional areas called Emergency Support Functions (ESFs). The responsibility for each ESF is assigned to a primary Agency. Several support Agencies may be assigned for each ESF. The Department of Defense is assigned as the primary Federal Agency for Emergency Support Function 3 - Public Works and Engineering, and as a support Agency for the other 11 functions. USACE has been designated the DoD Lead Agency responsible for planning and response for ESF 3. The Federal Government provides assistance under the overall direction of the Federal Coordinating Officer (FCO) appointed on behalf of the President by the Director of FEMA.

#### C2.5. CIVIL DEFENSE

All those activities and measures designed or undertaken to:

C2.5.1. Minimize the effects upon the civilian population caused, or that would be caused, by an attack upon the United States or by a natural or technological disaster.

C2.5.2. Deal with the immediate emergency conditions that would be created by any such attack or natural or technological disaster.

C2.5.3. Temporarily repair or restore vital utilities and facilities destroyed or damaged by any such attack or natural or technological disaster.

## C2.6. EXECUTION

C2.6.1. Background. Primacy for responding to disasters and emergencies rests with State and local authorities. When a disaster threatens or occurs, local authorities take immediate steps to warn and evacuate citizens, alleviate suffering, and protect life and property. If additional help is needed, the Governor may direct execution of the State's emergency plan, use State Police or National Guardsmen, or commit other State resources as the situation demands.

C2.6.2. Presidential Declaration. When the response and/or recovery requirements are beyond the capabilities of local and State forces and assistance programs, the Governor may request that the President declare a "catastrophic disaster," "major disaster," or an "emergency." The Stafford Act (reference (f)) provides the President authority to use Federal resources to supplement State and local efforts. This authority is activated upon declaration of a "catastrophic disaster," "major disaster," or an "emergency," as are some other Federal disaster relief programs. This assistance supplements the efforts and resources of State and local governments and voluntary organizations, and fills the needs that are unfulfilled by Federal disaster assistance programs not requiring a Presidential declaration.

C2.6.3. FEMA. By E.O. 12148 (reference (g)), the President delegated to the Director of FEMA the authority to establish policies for, and coordinate, all civil defense and civil emergency planning, management, mitigation, and assistance functions of Federal executive Agencies. Federal assistance under the Stafford Act (reference (f)), is coordinated at the National level by the Associate Director for Response and Recovery and at the State level by the FCO. After a Presidential declaration, the Associate Director of FEMA appoints an FCO who is responsible for coordinating all Federal disaster relief assistance programs to ensure the maximum effectiveness of Federal assistance. FEMA notifies the Department of Defense through DOMS that the President has declared a disaster and a DCO is required. Other coordination occurs that identifies the scope and magnitude of expected additional military assistance.

C2.6.4. DOMS. After coordination with the Chairman of the Joint Chiefs of Staff, DOMS designates a supported CINC as the operating agent. This could be CINCUSACOM for a disaster in the continental United States or Puerto Rico or the U.S. Virgin Islands; or USCINCPACOM for Alaska, Hawaii and the Pacific area. DOMS

publishes an execute order to further delineate support relationships; directs the U.S. Army Corps of Engineers to begin disaster site support; and directs USCINCTRANS to begin unit and/or equipment movement as required by the supported CINC. Initial specific taskings of USTRANSCOM by the DOMS to speed assistance to the site should only be required until the supported CINC can deploy a DCO.

C2.6.5. CINC. The supported CINC designates a component command, a headquarters to execute the disaster relief operation. This headquarters will designate and deploy a Defense Coordinating Officer (DCO) and, based on the severity of the situation, may deploy a Joint Task Force. Within the continental United States, the CONUSAs of FORSCOM can provide the JTF headquarters. The CONUSAs are Army regionally oriented commands with geographic boundaries. These headquarters interact on a daily basis with State and local authorities, the FEMA Regions, and other Federal Agencies on a variety of issues that provide the foundation for rapid and smooth transition to support operations during periods of disaster response. If a Joint Task Force is deployed, the JTF Commander must immediately forward a request for frequency allocation to the DCO. Frequency allocation in the disaster area is executed through ESF 2. The DCO, located in the Disaster Field Office, can coordinate the request with the ESF 2 representative. Early identification of spectrum requirements is critical in the disaster area.

C2.6.6. DCO/JTF. The DCO is the DoD interface with FEMA, other Federal providers, and the State Coordinating Officer representative located in the Disaster Field Office (DFO). The DCO (and the DCE) is responsible for validating and coordinating mission assignments from the FCO. If a JTF, commanded by a General/Flag officer, is deployed the supported CINC may direct him to work directly with the FCO. In this case, the JTF Commander may be viewed as the DoD representative. However, the mission requests and validations continue to be coordinated through the DCO and staff. The JTF Commander, who has operational control (OPCON) of DoD assets from the supported and supporting CINCs, provides personnel, equipment, and supplies to the disaster area; and is oriented to task identification, force generation, prioritizing assets against requirements, and providing disaster response support to the local government based on FEMA mission assignments. All requests for DoD transportation assets will be validated by the supported CINC and as much as practical a Joint Operations Planning and Execution System (JOPES) requirement will be generated. USACE supports this effort by providing engineering assets through its civil works structure. After an ESF provider has exhausted all of its support capability, the Department or Agency may request the FCO task the Department of Defense for augmentation support. These requests are evaluated by the FCO or his/her designated representative, and if approved, tasked to the DCO for validation and coordination. Requests that are not supported are

returned to the FCO and may be passed to the National level for resolution by the Emergency Support Team or DOMS.

C2.6.7. Defense Logistics Agency (DLA). The comprehensive network of supply and/or service centers, and distribution depots nationwide provides an unequaled resource of functional experts to provide logistical support and/or services in logistics operations following a catastrophic domestic disaster. DLA, when tasked, can support the disaster location with a distribution depot capability comprised of logistical experts in materiel and/or supply management (including fuels management), contracting, disposal and/or reutilization, receipt, storage, and distribution. When deployed, DLA would assume management of DoD distribution functions in the disaster area.

C2.6.8. Volunteerism. The Department of Defense interface with Federal Agencies and Departments for MSCA is through the DOMS. DoD interface at the disaster site is provided by the DCO who represents the supported CINC. The DOMS and supported CINC are responsible for providing DoD resources to valid requests provided by the FCO from the State. To ensure the Department of Defense provides resources to MSCA in the most coordinated and efficient manner, organizations and individuals within the DoD Components should neither offer nor provide direct support except as outlined under Immediate Response (Chapter 2, section C2.2.) or Reserve components volunteers as described in Chapter 5, paragraph C5.2.1. Personnel and equipment-related support capabilities that may be "volunteered" for disaster response should be identified through the chain of command to the supported CINC. The supported CINC will apply "volunteered" assets against valid FEMA requirements.

C2.6.9. Foreign Military Assistance. Catastrophic disasters may be of such severity and magnitude that other nations may offer assistance to the United States in the form of engineer units, search and rescue organizations, or medical support detachments. Should this occur, the correct command relationship is Operational Control (OPCON) to the Joint Task Force. Another consideration for the employment of foreign national disaster relief forces is the legal status of the individuals. If the country from which they come has concluded a Status of Forces Agreement (SOFA) to govern their legal status within the United States they should be covered by that agreement. Individual agreements need to be negotiated with governments not covered by a SOFA.

C2.6.10. Command Relationships. Military support to civil authorities in disasters and emergencies is a DoD responsibility and is normally executed through the Supported CINC. The Supported CINC capitalizes on the different and complimentary capabilities of each Service and Defense Agency to accomplish the mission. The DoD response structure parallels that of the FEMA and affected State. The command and coordination

relationships for the three entities are shown in Figure C2.F1. The key relationship is the coordination that occurs between the SCO, the FCO, and the DCO.

C2.6.11. Base Support Installations (BSI). The CINC may designate an installation of any Service or Defense Agency to provide the DCO specified, integrated resource support to the DoD MSCA response effort. This installation is normally located outside of, but within a relative proximity to, the disaster area.

C2.6.11.1. Support Provided. Resources provided by BSIs may include, but are not limited to, technically qualified personnel to assist in disaster response, minimal essential equipment, and procurement support. A BSI may also serve as a marshalling or staging, or mobilization area for MSCA support.

C2.6.11.2. Tasking Authority. The DCO is vested by the CINC with the authority to task the BSI for support to the DCE. This authority is published in the DCO activation order and in the order designating a BSI installation.

C2.6.11.3. Support Priorities. Unless otherwise directed by the Secretary of Defense, survival of the DoD personnel and resources, recovery of military capabilities, force reconstitution, and continuity of military operations have priority over MSCA. Resources available from the BSI may be limited due to the effects of the disaster or attack, and further restricted based on a realignment of military priorities. Support will be temporary in nature, using resources not required for preparation or conduct of military operations.

C2.6.12. Disengagement. Successful disengagement of disaster response activities from military to civilian control is absolutely critical. The lack of an agreed-upon "end state" can result in entrenchment and lead to over dependence on military forces. Therefore, the disengagement or transition depends on visualizing an "end state," establishing objective criteria, developing a detailed transition plan, and continually assessing the "end state" goal. The termination of military support to civil authorities is a sensitive operation that requires detailed planning and execution. The sensitivity is heightened in a catastrophic disaster that requires a large military presence during the response phase. If a JTF is organized, the JTF Commander's statement of intent should include a disengagement "end state." The statement of intent needs to describe the desired "end state," state the purpose of the operation, and be understood at all echelons. All efforts must be disciplined towards achieving the desired disengagement "end state."

C2.6.12.1. Visualize "End State." Disengaging military support from a civilian authority following a disaster requires that the key players agree on a set of conditions

which defines the "end state." These conditions, which are definable and attainable, may be in the form of functional tasks, geographic areas, available civilian resources, or a combination of all three. The "end state" then takes the form of a transition contract, which is continually reassessed and updated. Defining the "end state," or mission objectives, begins early in the response phase and involves the key players responsible for providing support to the disaster area. These key players include the FCO, DCO, SCO, and local government representatives.

C2.6.12.2. Planning. Planning for disengagement begins as soon as possible. The purpose is to set up the conditions for termination of military support and transferring responsibility to either a lead ESF, the State, or local government authority. "End state" conditions are objective criteria and can be defined by a functional task or geographical responsibility. Transfer of responsibility should be completed as soon as the "end state" conditions are met. The transition contract should establish "not later than" times with officials that are keyed to major events. These conditions represented by objective criteria may include:

C2.6.12.2.1. Victims are receiving food and water.

C2.6.12.2.2. Temporary shelter is available for victims.

C2.6.12.2.3. Civil law enforcement is functioning.

C2.6.12.2.4. Civilian health and welfare services are available.

C2.6.12.2.5. Critical utilities service restored (power and communications).

C2.6.12.2.6. Major transportation routes and facilities operational (roads, railroads, airports, and ports).

C2.6.12.2.7. State and local offices are open and functioning.

C2.6.12.2.8. Commercial businesses and contractors are available.

C2.6.12.2.9. Worship facilities and religious support programs available.

C2.6.12.2.10. Public media operational.

C2.6.12.2.11. Postal service reestablished.

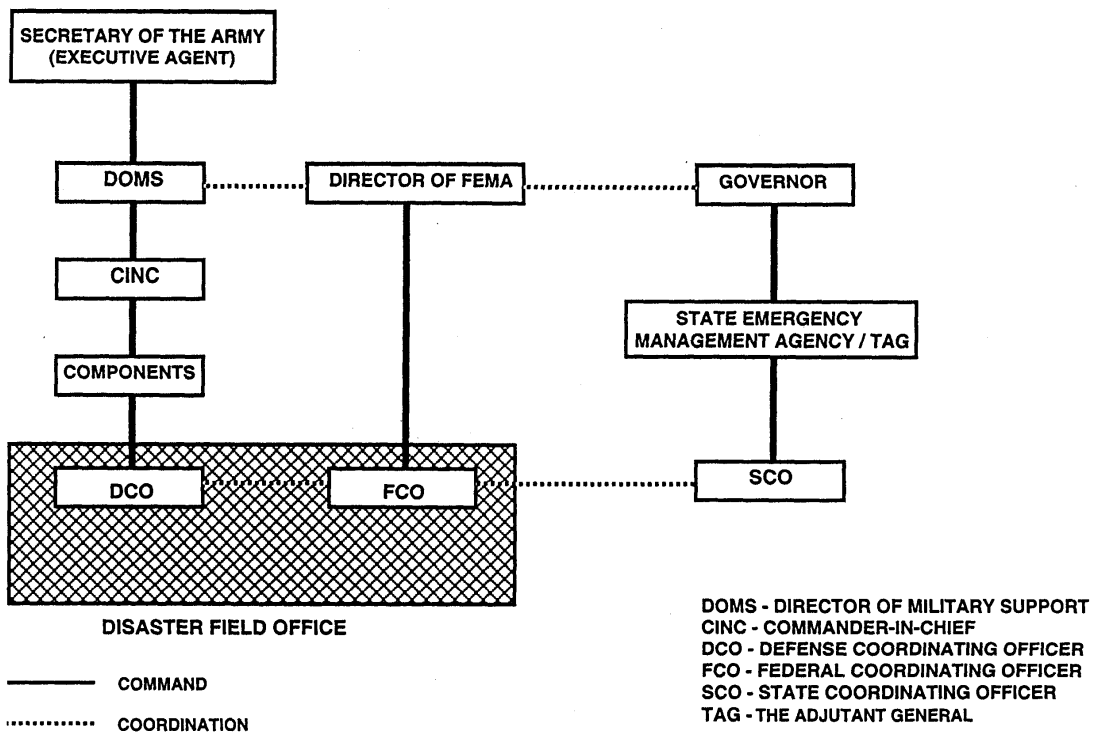
C2.6.12.2.12. Schools open.

C2.6.12.3. Functional Task and Geographical Responsibility. MSCA in a disaster area is normally defined along a functional task or geographical area basis. Military support is usually reflected in the provision of basic needs such as food, water, shelter, power, and medical support. For example, once the functional tasks of providing food, water, shelter, or power are complete then transfer of that task is possible. Geographical disengagement parallels functional task disengagement. Geographical areas include neighborhoods, communities, districts, cities and counties within the disaster area. It is possible to complete functional task support but not disengage from a geographical area.

C2.6.12.4. Public Relations. The detailed planning characterized by disengagement should include a public relations campaign that ensures that the population in the disaster area is aware of what is occurring. Troop disengagements should be announced early, and conducted under a coordinated public relations campaign that involves the visible presence and support of the local civilian leaders in the disaster area. This allows the community to prepare for the transition, and if desired, conduct or participate in a departure ceremony. This contributes to a successful sense of closure. Further, residents of the disaster area are not surprised with a diminishing military presence and the perception of abandonment is avoided. The role of the media cannot be underestimated in assisting a smooth transition from military support to civil authorities.



Figure C2.F1. COMMAND RELATIONSHIPS



### C3. CHAPTER 3

#### DISASTERS

##### C3.1. GENERAL

The Department of Defense is a major supporting agency in assisting other Federal and State agencies to respond to disasters that threaten life, property, or the continuity of government. Several response plans identify what and how this support is provided. Each plan forms the basis for initial response, identifies the participants and their responsibilities, and represents the point of departure for support that becomes event specific. These response activities can be characterized as either "specific emergencies" or "non-declared emergencies" and are coordinated by the lead Federal Agency.

##### C3.2. RESPONSE TO SPECIFIC EMERGENCIES

C3.2.1. Oil and Hazardous Substances. See references (q), and (t) through (w).

###### C3.2.1.1. General

C3.2.1.1.1. Authority. CERCLA (reference (t)) and the Federal Water Pollution Control Act, as amended, 33 U.S.C. 1251-1386 (Clean Water Act), reference (j), established broad Federal authority to respond to releases or threats of releases of hazardous substances, pollutants, or contaminants that may present an imminent and substantial danger to public health or welfare.

C3.2.1.1.2. National Planning. Under the auspices of the Environmental Protection Agency (EPA), a National Oil and Hazardous Substances Pollution Contingency Plan (NCP) (reference (u)) was developed to ensure coordinated and integrated response by Departments and Agencies of the Federal Government at the scene of a spill. This plan has been incorporated into the FRP and is executed under the auspices of Emergency Support Function # 10. This plan calls for the appropriate response to prevent, minimize, or mitigate a threat to public health or welfare.

C3.2.1.1.3. Lead Federal Agencies. The EPA and the USCG have responsibility for implementing the NCP in their assigned geographic AORs.

C3.2.1.1.3.1. The EPA chairs and the USCG co-chairs the National Response Team (NRT), an emergency Federal body organized to focus National assets

during spills and to provide planning guidance before spills. The Department of Defense has permanent representation on the NRT.

C3.2.1.1.3.2. On-call Regional Response Teams (RRT, one for each EPA region) serve as the standing regional body for planning, preparedness, and coordination and/or advice when activated for a spill. The RRT is co-chaired by the EPA and USCG. The Lead Agency responsibility for a particular incident will go to one of the two, in accordance with the geographic area in which the spill occurs. The RRT is made up of representatives of the Federal Agencies that may be needed to assist in clean-up operations and includes representation from the DoD Components and/or Services. The RRT responds to requests from the On-Scene Coordinator (OSC) who is appointed by the Lead Agency. The Department of Defense provides the OSC for all hazardous substance releases that originate from DoD facilities or vessels. However, this does not include oil spill response coordination.

#### C3.2.1.2. Execution

C3.2.1.2.1. Reporting. Discharges should be reported without delay to the National Response Center (NRC) at 1-800-424-8802, the nearest USCG District, or EPA regional office. Telephonic reports should be followed by message as soon as practicable. Notification should include the location, amount, time, circumstance, type, and name of discharger, when known.

C3.2.1.2.2. Request for Support. Requests for EPA or Coast Guard support are processed through the EPA region or the Coast Guard District with jurisdiction over the area where a spill occurs or through the NRC. When a spill is reported to the NRC, the response jurisdiction is determined, and the spill report is immediately forwarded to the designated Federal On Scene Coordinator (FOSC). If necessary, EPA regions may be called directly. The RRT is activated for only a small number of spill responses. When the seriousness of the spill demands resources that exceed local capacity, the RRT is the primary mechanism for assembling the necessary resources.

C3.2.1.2.3. DoD Facilities. If an oil or hazardous substance discharge occurs on a DoD installation, the appropriate installation spill contingency plan will be activated to effect prompt corrective action.

C3.2.1.2.4. Request for DoD Support. Before activation of the RRT, request for DoD support will be forwarded to the DoD member (U.S. Navy, Director of Salvage; (703) 607-2753 weekdays from 0800-1600; contact the Duty Officer at (703) 602-7527 during weekends, holidays, and non-duty hours) of the NRT for

authentication. After activation of the RRT, military support may be provided by coordinating with Service representatives to the RRT. Requests for support that exceed the capability of the DoD regional representatives will be forwarded to the DoD member of the NRT for appropriate action.

C3.2.1.3. Presidential Disaster Declaration. When a Presidential Disaster or Emergency Declaration is made regarding a major discharge (or an oil or hazardous substance spill occurs simultaneously or in conjunction with a declared disaster), the OSC will direct all requests for Federal assistance under the Stafford Act (reference (f)) to the designated FCO. The FCO will validate the request and task the appropriate Federal Agency for support. Upon determination of a need for DoD assistance, a DCO will be appointed to handle requests.

#### C3.2.1.4. Funding and Reimbursement

C3.2.1.4.1. Fiscal Responsibility. By Federal statute, the primary responsibility for reporting and removing oil or other hazardous substance spills, and complete monetary responsibility for incurred costs, rests with the spiller. Federal response is activated only when the spiller cannot or will not take the necessary corrective action in an adequate or timely manner.

C3.2.1.4.2. DoD Support of RRT. Procedures for reimbursement for DoD assistance depend upon the location and circumstances surrounding a particular discharge. Reimbursement for actual (total) expenses incurred in providing military assistance is billed (in accordance with Coast Guard regulations) at full cost. However, if reimbursement is to be by another Federal Agency or from federally controlled contingency funds, appropriate adjustments in billing rates are made. When support and assistance is provided to U.S. Government Components who are responsible for causing a discharge, billing will be computed and submitted in accordance with DoD Instruction 4000.19 (reference (x)), Basic Policies and Principles for Interservice, Interdepartmental, and Interagency Support.

C3.2.1.4.3. Declared Disaster or Emergency. When military resources are employed in assisting civil authorities under declared disaster or emergency conditions, billings should be computed and submitted in accordance with Chapter 9.

#### C3.2.1.5. Points of Contact

C3.2.1.5.1. National Response Center: 1-800-424-8802.

C3.2.1.5.2. USCG District Headquarters.

C3.2.1.5.3. EPA Regional Headquarters.

C3.2.1.5.4. Spill Hot Line: 1-800-424-8802.

C3.2.1.6. The Response System. The National Oil and Hazardous Substances Response System is the Federal Government's mechanism for emergency response to discharges of oil into the navigable waters of the United States, and to releases of chemicals into the environment. The National Contingency Plan was developed to ensure that the resources and expertise of the Federal Government would be immediately available for those relatively rare but very serious oil and hazardous substance incidents requiring National or regional response. The plan provides a framework for efficient management of cleanup activities. Three activities are required by the NCP: planning and coordination, on-scene operations, and, communications. Federal planning and coordination is conducted at the National, regional and local levels. Each level is required to develop and maintain oil and hazardous substance pollution contingency plans for their areas of responsibility. At the National level, planning and coordination is conducted by the NRT comprised of representatives of the twelve Emergency Support Functions under the FRP. EPA chairs the standing NRT; the NRT chairmanship is either EPA or USCG, depending on the location of the release. The Department of Defense provides expertise through the U.S. Army Corps of Engineers and the U.S. Navy.

C3.2.1.6.1. Regional Response Teams (RRT). The RRT provides regional planning and preparedness before a pollution incident occurs. There are two principal components of the RRT: the Standing RRT and the Incident Specific RRT. The Standing RRT is comprised of all the Departments and Agencies of the NRT plus the involved States and is co-chaired by EPA and USCG. CINCUSACOM and USCINCPACOM are required to appoint representatives to the RRT within their assigned MSCA AORs. There are currently 13 RRTs, with ten located in CONUS. The Incident-Specific RRT is comprised of RRT members who have specific expertise or equipment that could assist the FOOSC in combating an incident. Either EPA or USCG chairs the incident-specific RRT depending on the location of the spill.

C3.2.1.6.2. Federal On-Scene Coordinator(s) (FOOSC). The FOOSC serves as the principal focus for the Federal response effort and provides operational pollution response management. Responsibilities are separated into two zones: Inland and Coastal. The FOOSC for inland areas is provided by EPA and the Coast Guard provides an FOOSC for coastal areas. The Department of Defense provides the FOOSC for all releases of hazardous substances (but not oil) that originate from DoD vessels or facilities. The FOOSC is responsible for managing Federal response actions. Using

procedures established by the Regional Contingency Plan (RCP), the FOSC can draw on the expertise and resources of the RRT. The primary focus for the FOSC is to ensure that a timely, effective response is initiated that minimizes damage to the environment. The FOSC coordinates all Federal containment, removal and disposal efforts, and resources during an incident. The FOSC also serves as the point of contact for the coordination of Federal efforts with those of the local response community and is empowered to direct response activities. The FOSC is analogous to the FCO for other types of disasters. Most incidents are cleaned up by the party responsible for the incident or by local firefighters, police, or other public safety officials. In these cases, the FOSC may monitor the response action, either at the site or from the FOSC office, depending on the seriousness of the incident and type of assistance needed. The FOSC may provide technical assistance to ensure that action taken is appropriate and effective.

C3.2.1.6.3. Response Action. The FOSC decides if Federal management and funds are needed to handle the incident. Once Federal funds are activated, the FOSC is in charge of the response. Using either the Oil Spill Liability Trust Fund or the Superfund, the FOSC may secure contractors and mobilize response resources and personnel to contain, remove, and dispose of spilled material. The FOSC is provided guidance in a response effort by data contained in the RCP and the Local Contingency Plan.

#### C3.2.1.6.4. Responsibilities

C3.2.1.6.4.1. The Spiller. In the event of an incident involving the spillage of oil or hazardous materials the spiller has responsibilities that are outlined in the Clean Water Act (reference (j)) and CERCLA (reference (t)). These responsibilities include:

C3.2.1.6.4.1.1. Stopping the flow of oil or hazardous substances at the source of the spill.

C3.2.1.6.4.1.2. Providing notification of the incident to the National Response Center in Washington, DC (1-800-424-8802).

C3.2.1.6.4.1.3. Initiating containment, removal, and disposal of the spilled material.

C3.2.1.6.4.1.4. Disposing of recovered materials in accordance with the Resource Conservation and Recovery Act (reference (y)).

C3.2.1.6.4.1.5. Making equipment repairs as necessary to ensure no additional spills occur.

C3.2.1.6.4.1.6. Paying for the cleanup of the spilled materials and to pay for the damage caused by the spilled material.

C3.2.1.6.4.1.7. Paying civil penalties and rehabilitate or restore the environment, as required.

(Should a spiller fail to accept responsibility for the spill, cleanup of the spill, or respond in an adequate or timely manner, the designated FOSC has the responsibility to "Federalize" the spill, i.e., assume operational control of the cleanup and disposal activities with funding from the Oil Spill Liability Trust Fund.)

C3.2.1.6.4.2. Special Forces and Teams. The FOSC may request assistance from Special Forces and Teams during a response operation. (Note, these assets are not analogous with Special Operations Forces.) There are four such teams that can provide technical assistance: the National Strike Force, the Environmental Response Team, the Public Information Assist Team, and the Scientific Support Coordinators. It is important to note that these groups are provided for the support of the FOSC; they do not relieve the FOSC of its duties as Federal response coordinator.

C3.2.1.6.4.2.1. National Strike Force (NSF). The Coast Guard's National Strike Force consists of three Strike Teams that are trained and equipped to assist in responding to major spills. The team's specialty is the marine environment. The teams are based on the Atlantic, Pacific, and Gulf Coasts.

C3.2.1.6.4.2.2. EPA Environmental Response Team (EPAERT). The EPAERT is a group of highly trained scientists and engineers. The team provides multi-media sampling and analysis, hazard evaluation, environmental assessment, and cleanup technique information.

C3.2.1.6.4.2.3. Public Information Assist Team (PIAT). The Coast Guard's PIAT consists of public affairs specialists. The team concentrates on maintaining a flow of timely information from the FOSC to the public. They are an element of the National Strike Force Coordination Center.

C3.2.1.6.4.2.4. Scientific Support Coordinator(s) (SSC). The National Oceanic and Atmospheric Administration's (NOAA) SSCs serve as technical and scientific advisors to the coastal zone FOSC. They also serve as the principal contact point for members of the scientific community. EPA provides the SSCs for the inland regions.

C3.2.1.6.4.3. Radiological Assistance Team (RAT). EPA maintains a RAT to provide response and technical support for incidents at sites containing radiological hazards. Teams include mobile monitoring laboratories for field analysis and fixed laboratories for radiochemical sampling and analysis.

C3.2.1.6.4.4. Technical Assistance Team (TAT). The TAT is a dedicated contract resource staffed with engineers and scientists. The team can provide air monitoring, multi-media sampling, and analysis and special projects support.

C3.2.1.6.4.5. National Response Team (NRT). The NRT is comprised of representatives from Agencies that have responsibilities outlined in Federal regulations or Executive orders. These Agencies' major responsibilities include:

C3.2.1.6.4.5.1. The EPA chairs the standing NRT. EPA provides FOSC and response support for incidents within its jurisdiction. EPA also provides guidance, technical assistance, and training in hazardous materials preparedness and response. It also provides legal expertise in interpretation of CERCLA and other environmental statutes. EPA is the designated custodian for the Superfund monies. EPA is a signatory agency to the Federal Radiological Emergency Response Plan, and for emergencies involving the release of radioactive materials it will clean up the spill or otherwise respond in an adequate and timely manner.

C3.2.1.6.4.5.2. The USCG provides the vice-chair for the standing NRT. The vice-chairman maintains records of NRT activities along with National, regional, and local response actions. (The EPA is responsible for spills in non-navigable rivers.) If the NRT is activated because of a spill in coastal waters, the Coast Guard would then chair the NRT.

C3.2.1.6.4.5.3. The Department of Defense provides expertise through the USACE and the U.S. Navy. USACE support capabilities in oil spill cleanup activities include recovery of oil using USACE hopper dredges or USACE Reserve Fleet, contracting, construction management, real estate support services, engineering, environmental review and monitoring, regulatory permitting, research and development, general support to recovery efforts, and power generation. The Navy's Supervisor of Salvage has an extensive array of specialized equipment and personnel for use in ship salvage, shipboard damage control, and diving. The Department of Defense provides the OSC and/or DCO, as required, for all hazardous substance releases that originate from DoD vessels or facilities.



C3.2.1.6.4.5.4. The DoE provides executive National coordination with the oil, gas, electric power, and solid fuels industries and nuclear technical assistance. DoE coordinates international emergency responses with the International Energy Agency and with the International Atomic Energy Agency. Supporting resources for the energy industries involved with catastrophic disaster response and recovery are coordinated by DoE. This Agency serves as Federal Lead Agency for energy support in a catastrophic disaster.

C3.2.1.6.4.5.5. The FEMA provides guidance, policy and program advice, and technical assistance in hazardous materials and radiological emergency preparedness activities (planning, training, and exercising) to State and local governments. In a response, FEMA provides advice and assistance to the Lead Agency on coordinating relocation assistance and mitigation efforts with other Federal Agencies, State and local governments, and the private sector. FEMA may enter into an agreement with the appropriate political entity to implement relocation assistance in a response.

C3.2.1.6.4.5.6. The Department of Agriculture (USDA) has scientific and technical capability to measure, evaluate, and monitor situations where natural resources have been impacted by hazardous substances.

C3.2.1.6.4.5.7. The Department of Commerce (DoC), through the National Oceanic and Atmospheric Administration (NOAA), provides scientific support for response and contingency planning in coastal and marine areas. The support includes hazard assessments, trajectory modeling, and information on the preparedness and sensitivity of coastal environments to hazardous substances.

C3.2.1.6.4.5.8. The Department of Health and Human Services (DHHS) is responsible for providing assistance on matters related to the assessment of health hazards at a response site and the protection of both response workers and the public health. Agencies within DHHS that have relevant responsibilities, capabilities, and expertise are the Agency for Toxic Substances and Disease Registry, and the National Institute for Environmental Health Sciences.

C3.2.1.6.4.5.9. The Department of the Interior (DoI) has expertise on, and jurisdiction over, a wide variety of natural resources and Federal lands and waters as well as certain responsibilities for native Americans and U.S. territories.

C3.2.1.6.4.5.10. The Department of Justice (DoJ) provides expert advice on complicated legal questions arising from spills and Federal Department and Agency response.

C3.2.1.6.4.5.11. The Department of Labor (DoL), through the Occupational Safety and Health Administration (OSHA), has authority to conduct safety and health inspections of hazardous waste sites and emergency response to ensure that employees are being protected, and to determine if the sites are in compliance with safety and health standards and regulations.

C3.2.1.6.4.5.12. The Department of State (DoS) is the Lead Agency that develops the groundwork for international joint contingency plans. DoS also helps to coordinate an international response when spilled materials cross international boundaries.

C3.2.1.6.4.5.13. The Department of Transportation (DoT) provides response expertise to transportation of oil or hazardous substances by all modes of transportation.

C3.2.1.6.4.5.14. The Nuclear Regulatory Commission (NRC) responds to the release of radioactive materials by its licensees. The NRC will provide advice when assistance is required in identifying the source and character of other hazardous substance releases when the Commission has licensing authority for activities using radioactive materials.

C3.2.1.6.4.5.15. General Services Administration (GSA) provides expertise in contracting and provides services to serve the NRT.

C3.2.2. Radiological Emergencies . See references (z) through (cc).

C3.2.2.1. General. The Department of Defense and DoE are responsible for leading the Federal response for accidents or incidents associated with nuclear weapons within their respective custodies. Responsibilities in this area include planning for and mitigating the health and safety problems connected with the development, storage, transportation, or use of nuclear weapons and their radiological components. Upon Presidential declaration of a major nuclear disaster or emergency, the Secretary of the Army assumes responsibility as the DoD Executive Agent. This designation as Executive Agent does not supersede the responsibilities of the other DoD Components for executing the Department of Defense's response to the accident or incident as specified in references (bb) and (cc). The Nuclear Regulatory Commission, is responsible for leading the Federal response to accidents connected with its licensees,

primarily commercial nuclear power reactors. FEMA is responsible for coordinating non-technical Federal response actions with State activities for a nuclear weapon accident or incident affecting the civilian population. The FRERP is used for the Federal response to a significant nuclear incident in peacetime. Secretaries of the Military Departments have primary responsibility for nuclear weapon accidents occurring on DoD installations under their jurisdiction, including ships at sea. When an accident occurs beyond the boundaries of a DoD installation, responsibility rests with the Service having custody of the weapon at the time of the incident. The Department of Defense is charged with the security, safe handling, storage, maintenance, assembly, and transportation of nuclear weapons and nuclear weapon components in DoD custody. Inherent in this responsibility is the requirement to protect personnel and property from any health or safety hazards that could ensue from an accident or significant incident involving nuclear weapons. To fulfill these responsibilities, the Department of Defense has issued policy guidance and plans requiring the development of well-trained and equipped nuclear weapon accident response organizations. The Department of Defense response policy recognizes the response roles of nuclear weapon owners or custodians, the statutory responsibilities of various Federal Agencies, State and local governments, and the sovereignty of foreign governments concerning accidents on their territory.

C3.2.2.2. Major Military Responsibilities. The Secretary of the Army is responsible, in coordination with Service and Defense Agencies, for implementing DoD policy and communicating that guidance to the Combatant Commands.

C3.2.2.2.1. Department of the Army is responsible for control of accidents and incidents involving nuclear weapons assigned to its custody. The Army becomes the DoD Executive Agent for military support worldwide in the event of a Presidentially declared disaster. The Deputy Chief of Staff for Operations (DAMO-SSW) has Department of the Army staff responsibility for overall coordination of Army nuclear accidents and incident response and assistance.

C3.2.2.2.2. Department of the Navy is responsible for providing a secure environment for nuclear weapons in its custody, and for providing an organization capable of responding to a nuclear accident. The Navy is also responsible for control of accidents and incidents involving nuclear weapons assigned to its custody. The Chief of Naval Operations has the responsibility for maintaining a nuclear accident crisis team in the Navy Command Center for coordinated response.

C3.2.2.2.3. Department of the Air Force is responsible for developing policy and directing the overall Air Force nuclear disaster preparedness programs. Additionally, the Air Force is responsible for control of accidents and incidents

involving nuclear weapons assigned to its custody. The Director of Operations has the responsibility for maintaining an operations center for coordinated Air Force response.

C3.2.2.2.4. FORSCOM is responsible for providing a qualified Explosive Ordnance Disposal (EOD) staff officer, a nuclear-qualified EOD team, and security forces to the scene of an Army nuclear accident. When directed through USACOM, coordinates the use of DoD resources in support of civil authorities in cases of a declared nuclear disaster (and can assist other Services as requested). The FORSCOM EOD support is in addition to the Initial Response Force EOD support provided from the closest military installation as directed under reference (cc).

C3.2.3. Wild Fires. See references (f), (dd), and (ee).

C3.2.3.1. General. When requested or when authorized, the Department of Defense provides military resources for the containment, control, and extinguishing of wild fires on lands owned by the Federal Government. It is the Department of Defense policy to provide emergency assistance to Federal Agencies in the form of personnel, equipment, supplies, or fire protection services in cases where a forest or grassland fire emergency is beyond the capabilities of available resources. Military support is rendered through the coordination of the National Interagency Fire Control Center in Boise, Idaho or pursuant to provisions of the Stafford Act (reference (f)).

C3.2.3.2. National Interagency Fire Center (NIFC). NIFC is a joint operation of the Departments of Agriculture and Interior. NIFC is the primary Federal Agency responsible for coordinating the Federal response to wild fires. The Department of Defense and the Tennessee Valley Authority are the lead Federal Agencies for wild fires that occur on lands managed by each respective Agency. The States have similar laws and agencies to protect their public and private land from wild fires.

C3.2.3.3. Request for Assistance. For wild fires outside Federal land (on State or private lands), State officials submit their requests for suppression assistance to the FEMA Regional Director or Federal Coordinating Officer for assistance with fire emergencies resulting from a declared disaster. The FEMA Regional Director or FCO then requests military assistance.

C3.2.3.4. Support to NIFC Taskings. When NIFC requires military assistance under their own authorities, it contacts DOMS. If the response is to an emergency under the Stafford Act (reference (f)), NIFC requests military assistance from FEMA who coordinates with DOMS. DOMS notifies the supported CINC, who in turn tasks the appropriate component command or supporting Combatant Command. All requests for military support will then be handled by the command designated by the supported

CINC. NIFC normally requests a specific number of firefighters and/or items of equipment. NIFC taskings will provide the necessary information, such as incident name, location, agency representation, and duration of assignment. Most assignments will initially be to reinforce constructed fire lines, conduct "mop-up" activities inside the fire line, and provide logistical support. If a fire emergency is so serious that adherence to normal request channels would significantly endanger life or result in the loss of property, Federal or State agencies may request assistance directly from the nearest military installation.

C3.2.3.5. Supported CINC Actions. A response Agency is nominated. ADCO is designated and coordination among NIFC, the response Agency or designated command, and the nominated Agency begins. Normally the DCO will come from the CONUSA having geographical responsibility for the area containing the wild fire.

C3.2.3.6. Coordination of Military Tasks. The DCO coordinates and/or validates all requests for military assistance as passed by NIFC. Requests are then passed to the CONUSA Commander, who provides resources within his capability. If the requested support is not available within the command, the CONUSA passes the requirement to the supported CINC. The supported CINC, in turn, provides the resources or tasks other components or designated supporting CINC, Services, and/or Agencies for resources. NIFC will list the tasks to be accomplished, but will not identify the specific resources required.

NIFC may request a Modular Airborne Fire Fighting System (MAFFS)-equipped aircraft from the Department of Defense. The request is forwarded to the Air Force Operations Support Center in the Pentagon. The Operations Support Center notifies DOMS, tasks the appropriate Air Force Reserve or Air National Guard unit, and then notifies NIFC of the completed mission tasking.

#### C3.2.3.7. Actions at Unit Level

C3.2.3.7.1. Command and Control. Unit integrity and unit chain of command will be maintained at all times.

C3.2.3.7.2. Training. Prior to service members being committed to firefighting, it is **mandatory** that they receive NIFC training. A team from NIFC will go to the Agency providing troops and conduct orientation training for troops designated to fight the fire. This training is conducted at the unit's assigned post. At the fire site, the troops undergo "cold line" fire training, which is an extension of the training received at home station. Next, the troops go to "mop-up" training or to the lowest danger fire area for firsthand experience, and finally to the fireline. Before fireline assignment, military

personnel used for firefighting receive **mandatory** basic fire training to include introductory fire behavior, fire shelter, and standards for survival. Once the Agency Chief of Party and the military commander agree that the personnel are properly trained and equipped, they may be assigned to hot fireline assignments. Equipment for firefighting is provided by NIFC. Any aerial assets required by the military will be employed strictly for military needs.

C3.2.3.2.7.3. Organization. Combat or combat support units are typically employed in firefighting operations.

C3.2.3.7.3.1. The smallest unit considered for deployment is a company. This equates to a strike team of three 30-person crews (platoons) and one 20-person crew (platoon). The company commander, executive officer, first sergeant, and approximately four personnel would be dispatched to the incident but would not be assigned to line duty. In all situations, military personnel remain under their chain of command.

C3.2.3.7.3.2. Each platoon consists of a platoon leader (officer), platoon sergeant, and three radio operators who would be non-firefighters. The remaining personnel (squad leaders and soldiers) would be firefighters.

C3.2.3.7.3.3. NIFC recognizes that the need to put highly qualified firefighters with troops at the scene is paramount. Assignments are based on the following:

C3.2.3.7.3.3.1. The senior commander (battalion or company) should be assigned an Incident Commander's Liaison Officer who can explain incident organization, tactics, and help him ensure his troops are well cared for.

C3.2.3.7.3.3.2. If a battalion is deployed, a strike team leader should be assigned as liaison on the fire line with each company commander.

C3.2.3.7.3.3.3. Platoon leaders on the fire line should be matched with a qualified crew boss. The crew boss's role is to give tactical instruction using the military chain of command. The crew boss is also responsible for keeping the platoon leader fully informed of what is happening and helping ensure the welfare and safety of the troops.

C3.2.3.8. Reimbursement. The Department of Defense is reimbursed for costs incurred in using the military to suppress wild land and forest fires by the Departments of Agriculture and the Interior, which have statutory responsibility for the protection of the National forests and grassland from damage by wildfire. The NIFC

reimburses supporting Agencies from the DoI Emergency Fire Fighting Fund. NIFC will issue a Fire Order Number (FON) to the supported CINC unit representative for reimbursement of DoD-provided resources. Such costs will include additional services of military and civilian personnel, and other expenses to include transportation of personnel, supplies, materials, MAFFS mission costs, and equipment not returned or damaged beyond economical repair. These order numbers are used as authority for installations to incur obligations and record them as earned reimbursements. Installations and/or units will report expenses on SG 1080 to the supported CINC's designated representative for consolidation and submission to the regional fire control center.

C3.2.4. Health and Medical Services. See reference (c).

C3.2.4.1. General. A catastrophic or major disaster will demand the assistance of public health and medical services. In the event of a catastrophic disaster the expected large number of casualties would quickly exceed the medical capabilities of State and local facilities. Additionally, medical and health facilities and assets may not escape the effects of a catastrophic disaster. In the face of massive increases in demand, medical supplies and equipment may be in short supply due to disruptions in supply and transportation systems. Damage to chemical and industrial plants, sewer lines, and water distribution systems may result in toxic environmental and public health hazards to the surviving population. The Federal Government will furnish resources to supplement State and local medical resources through the Department of Health and Human Services (DHHS; Public Health Service). DHHS has primary responsibility for ESF #8. A full description of Agency relationships and responsibilities may be found in the FRP.

C3.2.4.2. DoD Responsibilities. Medical Support to MSCA applies to the office of the Secretary of Defense (OSD), the Military Departments, the Combatant Commands, and the Chairman of the Joint Chiefs of Staff. DoD medical support to MSCA is provided to other Federal Departments and Agencies when requested through the mechanisms described in the FRP under ESF #8.

C3.2.4.2.1. The Secretary of the Army serves as the Executive Agent for medical support for MSCA.

C3.2.4.2.2. The Assistant Secretary of Defense for Health Affairs:

C3.2.4.2.2.1. Establishes DoD policy for medical support for MSCA and monitors implementation of policy by the Military Departments.

C3.2.4.2.2.2. Serves as the DoD point of contact for coordination of medical policy with other Federal Departments and Agencies.

C3.2.4.2.2.3. Establishes locations for DoD National Defense Medical System (NDMS) Federal Coordinating Centers (FCC) using the Chairman of the Joint Chiefs of Staff requirements for wartime civilian beds as a minimum.

C3.2.4.2.2.4. Provides liaison to DOMS during declared disasters and emergencies.

C3.2.4.2.3. The DOMS:

C3.2.4.2.3.1. Serves as the National-level point of contact for other Federal Departments and Agencies requesting DoD medical support under the FRP.

C3.2.4.2.3.2. Validates requirements from Federal Departments and Agencies for DoD medical support during exercises and activation of the FRP.

C3.2.4.2.3.3. Directs the supported command to provide validated medical support under the FRP.

C3.2.4.2.3.4. Coordinates planning, training, and exercises with the Chairman of the Joint Chiefs of Staff and other Federal, State, and local departments and agencies.

C3.2.4.2.3.5. Identifies supported and supporting commands for operations and exercises under the FRP.

C3.2.4.2.3.6. Provides medical liaison to the Emergency Support Team during activation of the FRP.

C3.2.4.2.4. The Chairman of the Joint Chiefs of Staff:

C3.2.4.2.4.1. Serves as the liaison between OSD and the Combatant Commands for policy coordination.

C3.2.4.2.4.2. Establishes requirements for NDMS hospital beds managed by DoD FCC based on wartime planning scenarios.

C3.2.4.2.4.3. Responsible for Chairman of the Joint Chiefs of Staff exercise program, including FRP-related exercises.



C3.2.4.2.5. The Secretaries of the Military Departments:

C3.2.4.2.5.1. Issue regulations to implement medical support for MSCA.

C3.2.4.2.5.2. Plan and program medical support to the FRP following a catastrophic event.

C3.2.4.2.5.3. Report annually to OSD on the status of civilian NDMS hospital beds available in DoD areas based on supported command FCC reports.

C3.2.4.2.5.4. Coordinate with the DOMS to identify medical units and personnel trained to provide medical support to the FRP.

C3.2.4.2.5.5. Coordinate the activities of FCCs with the supported command.

C3.2.4.2.5.6. Provide personnel and facility support for FCC operations.

C3.2.4.2.5.7. Provide medical augmentation as required to DOMS and supported Commanders during activation of the FRP.

C3.2.4.2.5.8. Serve as point of contact for NDMS Federal Coordination Centers (FCCs).

C3.2.4.2.5.8.1. Review and validate FCC patient reception plans.

C3.2.4.2.5.8.2. Maintain agreements among the DoD, FCCs, and civilian hospitals.

C3.2.4.2.5.8.3. Monitor local exercises sponsored by FCCs.

C3.2.4.2.6. The Supported CINC and/or Command:

C3.2.4.2.6.1. Establish medical liaison through the DCO with the FCO at the Disaster Field Office.

C3.2.4.2.6.2. Validate local requests for DoD medical support from Federal, State, and local departments and agencies.

C3.2.4.2.6.3. Establish medical liaison with the ESF #8 Coordinator at the DFO during FRP activation.

C3.2.4.2.6.4. Provide personnel to augment the ESF #8 field task force as required.

C3.2.4.2.6.5. Establish an area support medical plan to support operations under the FRP.

C3.2.4.2.6.6. Coordinate joint medical mobilization training with other Federal Departments and Agencies.

C3.2.4.2.6.7. Develop medical support plans for activities under the FRP.

C3.2.4.2.6.8. Receive transportation requests from the DCO and either fulfills these requests or forwards to USTRANSCOM for action.

C3.2.4.2.7. The Armed Services Medical Regulating Office:

C3.2.4.2.7.1. Provides in-transit visibility reports to DOMS, the Department of Veterans Affairs, and the NDMS during exercises and activation of the FRP.

C3.2.4.2.4.7.2. Serves as the Medical Regulating Agency for the FRP.

C3.2.4.2.8. The Defense Logistics Agency provides medical supplies and equipment when directed by DOMS to support validated requirements under the FRP.

C3.2.4.2.9. The United States Transportation Command:

C3.2.4.2.9.1. Provides aeromedical evacuation as required to support validated requirements under the FRP.

C3.2.4.2.9.2. Provides aerial resupply as required to support validated logistic requirements under the FRP.

C3.2.4.2.9.3. Develops medical support plans for activities under the FRP.

C3.2.4.2.9.4. Develops and executes exercises in conjunction with DOMs to support the FRP.

C3.2.5. Mass Immigration Emergencies. See the Department of Justice Immigration Plan and the DoD Mass Immigration Plan (Classified) (references (ff) and (gg)).

C3.2.5.1. General. The Department of Defense provides support to other Federal Agencies in the event of a mass immigration emergency. Historically, the support has been in the form of technical assistance, services and facilities. This support is provided to the lead Federal Agency on a temporary basis.

C3.2.5.2. Concept

C3.2.5.2.1. The Department of Defense may be asked to provide installations and services associated with housing migrants while the Immigration and Naturalization Service completes the administrative requirements for the migrants to enter the United States.

C3.2.5.2.2. The support rendered by the Department of Defense should be temporary. When at all possible, DoD resources will be leased to the principal Federal Agency. Incidental costs incurred as a result of providing DoD resources are reimbursable to the DoD Components that rendered the support. (See Chapter 9.)

C3.2.5.2.3. Commanders in Chief of Atlantic Command and Pacific Command can expect to be designated as the Supported Commander for the provision of support to immigration emergencies within their assigned AORs.

C3.2.5.3. Specific details for execution of the support may be found in DoD and FORSCOM Mass Immigration Emergency Plan, LEGACY FREEDOM (Classified) (reference (gg)).

C3.2.6. Animal Disease Eradication. See the Memorandum of Understanding between the Department of Defense, GSA, and USDA and the FORSCOM Animal Disease Eradication Plan (references (hh) and (ii)).

C3.2.6.1. General. In the event of an emergency arising from an actual or imminent outbreak of a foreign animal disease, the Department of Defense provides assistance to the USDA in the containment and eradication of plant disease and any one of 26 menacing animal diseases in the continental United States. The USDA's Administrator for Animal and Plant Health Inspection Service (APHIS) can request DoD

assistance in the event of an emergency arising from the introduction of a foreign animal or plant disease and/or pest. The Secretary of the Army, as Executive Agent, designates DOMS as the action agent, and further designates CINCUSACOM and USCINCPACOM as the supported CINC for DoD support to USDA in their respective MSCA AORs. CINCUSACOM support will normally be provided through the implementation of the FORSCOM Animal Disease Eradication Plan (reference (ii)).

C3.2.6.2. Authority. The USDA, the Department of Defense, and the GSA are signatories to a Memorandum of Understanding (reference (hh)) that provides a mechanism for the USDA to request and receive priority support in the event that the presence of animal or plant diseases and/or pests constitute an emergency as declared by the USDA.

C3.2.6.3. Supporting Forces. The USDA (APHIS), through a Federal task force, coordinates, directs, and conducts the Federal response to control and eradicate animal and plant diseases and pests, reimbursing the Department of Defense for actual costs incurred. The GSA provides supplies and equipment. DOMS will designate appropriate CINCs, Services, and/or Agencies to support CINCUSACOM or USCINCPACOM and coordinate Service and other Federal Agency support. The Military Services and other CINCs provide base support installations, make available resources and identify and make available technically qualified personnel to assist the USDA as requested by CINCUSACOM and directed by DOMS. The U.S. Army Health Services Command appoints a Veterinary Support Officer (VSO) who will coordinate with the Regional Animal Disease Eradication Officer (READEO) Task Force for any required veterinary support. It designates and deploys military specialists trained in foreign animal disease diagnosis, epidemiology, microbiology, immunology, entomology, pathology, and public health, when directed by CINCUSACOM or USCINCPACOM.

C3.2.6.4. Concept. The Administrator, APHIS, will make a request to the DoD Military Liaison Officer (MLO) for USDA Emergency Programs currently the Staff Veterinarian, DLA, for assistance. The MLO will evaluate the request and forward it to DOMS. If approved by DOMS, military support will be provided on a minimum-essential basis for the duration of the emergency phase of the operation. CINCUSACOM, as directed by DOMS, will provide personnel, equipment, supplies, and services to support the task force. Support includes designation of base support installations, tasking supporting CINCS, Services and Agencies, development of contingency plans, and participation in exercises. Upon direction by CINCUSACOM or USCINCPACOM, base support installation commanders will in turn provide personnel and logistic support to the task force.

C3.2.7. Postal Emergencies. See references (jj) through (rr).

C3.2.7.1. General. In the event of a postal work stoppage or natural disaster and accompanying disruption of mail service on a National, regional, or local basis, the Department of Defense may be required to provide materials, supplies, equipment, services, and personnel sufficient to permit the United States Postal Service (USPS) to safeguard, process, and deliver the mail in those areas in which normal mail service has been impaired.

C3.2.7.2. Authority. Legal authority for the employment of military resources at the direction of the President to reestablish and maintain essential postal service may be found in 39 U.S.C. 411 (reference (jj)).

C3.2.7.3. Personnel. The Department of Defense would provide postal support under an interdepartmental transfer of services IAW the Economy Act, 31 U.S.C. 1535 (reference (kk)) as implemented by DoD Directive 4000.19 and the Postal Reorganization Act, 39 U.S.C. 411 (references (x) and (jj)). Selective mobilization of the RC to support the USPS, if necessary, could be accomplished by the declaration of a National emergency under 10 U.S.C. 673 (reference (oo)). More than likely, however, the National Guard would be federalized under 10 U.S.C. 3500 and 10 U.S.C. 8500 (references (pp) and (qq)).

C3.2.7.4. Postal Operations. Task organization, operations, logistics, personnel, public affairs, command relationships, alert notification procedures, and reports are set forth in the FORSCOM Domestic Emergency Planning System (DEPS) in their Postal Augmentation Plan, GRAPHIC HAND (reference (rr)).

### C3.3. RESPONSE TO NON-DECLARED EMERGENCIES

Non-declared emergencies represent an emergency of any kind or size that requires a response by the Department of Defense but for which a Presidential Disaster Declaration has not been issued (or reimbursement of DoD funds is uncertain). Approval for support is required from the Secretary of Defense, unless authority is predelegated to the DoD Executive Agent. All requests and their justifying circumstances will be forwarded to the DOMS for DoD coordination.

C3.3.1. Military Assistance to Safety and Traffic (MAST). See 10 U.S.C. 2635 and DoD Directives 3025.1 and 4500.9 (references (ss), (c), and (tt)).

C3.3.1.1. Concept

C3.3.1.1.1. Military units shall assist civilian communities in providing medical emergency helicopter services beyond the capability of that community. Military units shall not compete for emergency medical evacuation missions in areas where support can be provided by civilian organizations.

C3.3.1.1.2. Military support shall be accomplished as a byproduct of, and within, the Military Department's annual training program and without adverse impact to the unit's primary military mission. MAST support may be discontinued with little or no advance notice because of DoD priorities.

C3.3.1.1.3. Support may be provided subject to the following specific limitations:

C3.3.1.1.3.1. Assistance may be provided only in areas where military units, able to provide such assistance, are regularly assigned.

C3.3.1.1.3.2. Military units shall not be transferred from one area to another to provide such assistance.

C3.3.1.1.3.3. Assistance may be provided only to the extent that it does not interfere with the performance of the military mission.

C3.3.1.1.3.4. The provisions of assistance shall not cause any increase in funds required for DoD operation.

C3.3.1.1.3.5. The Secretary of Defense, or designee, shall be the final decision authority for commitment of DoD resources to the MAST program.

C3.3.1.1.3.6. DoD costs incurred in the program shall be funded by the Military Departments within their annual training program.

C3.3.1.2. DoD Executive Agent. The Secretary of the Army shall serve as the DoD Executive Agent for the MAST program and, as such, shall:

C3.3.1.2.1. Implement DoD policy.

C3.3.1.2.2. Provide direction on plans, procedures and requirements.

C3.3.1.2.3. Task DoD Components that control military resources that may be employed in support of the MAST program. Forces that are under the operational control of Commanders of the Combatant Commands shall not be tasked to

support the establishment of MAST sites without the approval of the Chairman of the Joint Chiefs of Staff.

C3.3.1.3. Secretaries of the Departments of Navy and Air Force. These Secretaries shall coordinate all activities concerning the employment of their Service assets in MAST programs with the DoD Executive Agent.

C3.3.2. Chemical Stockpile Emergency Preparedness Program (CSEPP). See Pub. L. No. 99-145 (1985) and 50 U.S.C. 1521 (references (uu) and (vv)).

#### C3.3.2.1. General

C3.3.2.1.1. Authority. Pub. L. No. 99-145 (1985) (reference (uu)) requires that the Secretary of Defense provide "maximum protection for the environment, the general public, and the personnel" who are involved in, or located in the vicinity of chemical stockpile disposal sites. The Department of the Army is the Executive Agent for the Chemical Stockpile Disposal Program (CSDP) and designated by Congress to be the Lead Agency for the CSEPP. As such, the Army is responsible for maintaining the safety and integrity of the chemical agent stockpile and must be prepared to respond to a highly unlikely, yet potentially catastrophic accidental release of chemical agent.

C3.3.2.1.2. National Planning. The CSEPP is accomplished through inter-Agency and intergovernmental cooperation involving numerous offices of Federal, State and local governments. The types of preparedness tasks required in this program necessitate the cooperation and participation of affected State and local governments (counties and municipalities), the U.S. Army, to include the Army installations where the chemical agents are stored, FEMA, and other supporting Federal Agencies. These organizations work together to develop CSEPP policy, plans, and program standards.

#### C3.3.2.2. Responsibilities

C3.3.2.2.1. The Secretary of the Army. The Army responsibility is to provide technical assistance and required resources in developing and implementing emergency preparedness plans and preparedness capabilities (DAMO-FDB is the action agent); integrating the on- and off-post planning processes; and ensuring that all emergency plans are adequate and can be readily implemented (e.g., adequacy of training, resources, staffing levels and qualifications, procedures and equipment). Army installations where the chemical agents are stored are responsible for ensuring that the on- and off-post emergency preparedness plans are integrated. On the basis of this overall responsibility, the Army has:

C3.3.2.2.1.1. Taken the lead in providing technical assistance for developing exercise design criteria and fully participated in developing, conducting, and evaluating periodic CSEPP exercises.

C3.3.2.2.1.2. Developed a protocol for reviewing FEMA assessments of the adequacy and feasibility of off-post plans.

C3.3.2.2.1.3. Ensured that health and safety decisions with regard to overall emergency preparedness have been and continue to be reviewed by the DHHS and other governmental health agencies.

C3.3.2.2.1.4. Provided technical assistance and support to FEMA in developing chemical emergency training materials and procedures, and participated in training State and local emergency responders, as appropriate.

C3.3.2.2.1.5. Taken the lead in conducting location-specific hazard analyses required for emergency plans.

C3.3.2.2.2. Federal Emergency Management Agency. As the Army's primary Federal partner in the CSEPP, FEMA is responsible for working with State and local governments in developing and implementing off-post emergency preparedness programs.

C3.3.2.2.3. U.S. Department of Health and Human Services. The DHHS expertise is sought to ensure that health and safety issues are adequately addressed during the emergency planning process. The DHHS is involved in the CSDP through a congressionally mandated oversight function that requires them to review plans to dispose of lethal chemical weapons and recommend protection of human health and safety. The DHHS established permissible limits for general population exposure to chemical agents under this authority.

C3.3.2.2.4. U.S. Environmental Protection Agency. The EPA's expertise is being used to ensure that environmental matters are integrated into the emergency planning process.

C3.3.2.2.5. State and Local Governments. Recognizing their critical role in initial response to chemical accidents, State and local governments have assumed major responsibilities in off-post preparedness. The local government is typically able to respond most effectively and efficiently to major emergencies, particularly those that develop suddenly. For this reason, planning and preparation by State and local governments have been key elements in enhancing and upgrading off-post emergency



preparedness. The Army, through FEMA, is providing financial and technical assistance for emergency preparedness activities concerning the chemical stockpile storage locations. State and local governments have established close working relationships with the Army installations within their jurisdictions. In addition, FEMA is working with State and local governments in developing off-site emergency preparedness plans, upgrading community response capabilities, and developing public information and education programs. State and local governments also participate in all phases of the joint exercise program, including exercise planning and conduct and post exercise evaluations and reviews. State and local officials develop and implement public affairs education and emergency public information programs; conduct or participate in hazard analysis; assess training and training needs; conduct housing and demographic (site-specific) surveys; evaluate protective actions; and install and operate automation, communications, and warning systems. Local governments have, with assistance provided under Army-funded support contracts, developed interim upgrades of their emergency response plans; completed location-specific emergency response concept plans; initiated efforts to acquire systems for emergency alert and notification of the general public; and participated in efforts to assess the adequacy of and to upgrade emergency operating centers. State and local planners are closely coordinating their off-post equipment requirements with the Army, so that the equipment identified for acquisition satisfies the requirements of the off-post comprehensive emergency preparedness plans. Equipment procurement for each chemical stockpile storage location has been federally funded.

C3.3.3. Explosive Ordnance Disposal Protective Support to the United States Secret Service and the Department of State for Very Important Persons. See DoD Directive 3025.13, DoD Instruction 5030.34, and the Memorandum for Executive Secretary of the Department of Defense (references (xx) through (ccc)).

C3.3.3.1. General. This section provides procedures for all DoD Components for routine EOD support to the United States Secret Service (USSS) and DoS for the protection of Very Important Persons (VIP). Reference (xx) designated the Secretary of the Army as the DoD Executive Agent for routine EOD support to the USSS and DoS. The guidance and procedures "published under that authority" apply to the DoD Components. The DoD Executive Agent is responsible for the direct receipt, approval, coordination, and tasking of USSS and DoS requests for routine reimbursable and nonreimbursable EOD protective support for locations worldwide. Commander in Chief, USACOM, is designated the Operating Agent to act on behalf of the Executive Agent to execute routine EOD VIP protective support employing assets from the Military Services and the Combatant Commands.

C3.3.3.2. Terms of Reference for USSS and DoS Support

C3.3.3.2.1. Routine. An EOD VIP support request from USSS or DoS for the protection of the President or Vice President of the United States and their spouses, the protection of the United States Secretary of State, the protection of foreign Heads of State, Prime Ministers, Ministers of Defense, or other VIPs as specified by the President of the United States from all potentially hazardous explosive devices within assigned secure areas.

C3.3.3.2.2. Non-routine. Approval of non-routine requests remains with the Executive Secretary, Office of the Secretary of Defense (OSD). A non-routine EOD support request pertains to all other EOD support requests not specifically outlined in paragraph C3.3.3.2.1. of this chapter.

### C3.3.3.3. Responsibilities

C3.3.3.3.1. Office of Secretary of Defense, Executive Secretary. Exercises OSD Secretariat-level oversight of routine EOD VIP support to USSS and DoS on behalf of the Secretary of Defense and serves as approval authority for all non-routine EOD support requests.

#### C3.3.3.3.2. Secretary of the Army

C3.3.3.3.2.1. Serves as DoD Executive Agent for routine USSS and DoS EOD VIP protective support.

C3.3.3.3.2.2. Establish policies and standards for routine VIP protective support mission requirements.

C3.3.3.3.3. Assistant Secretary of the Army (Installations Logistics, and Environmental). Exercises Army Secretariat-level oversight of routine EOD VIP support to USSS and DoS on behalf of the Executive Agent and acts as the Army Secretariat interface with the OSD Executive Secretariat.

#### C3.3.3.3.4. Director of Military Support

C3.3.3.3.4.1. Provides staff support to the Secretary of the Army to carry out Executive Agency responsibilities.

C3.3.3.3.4.2. Publishes and maintains operational guidance on EOD Protective Support as required.

C3.3.3.3.4.3. Serves as the point of contact (POC) for policy

coordination between the Department of Defense and USSS and/or DoS for routine VIP EOD protective support matters.

C3.3.3.3.5. CINCUSACOM

C3.3.3.3.5.1. Serves as Operating Agent for the DoD Executive Agent for routine VIP EOD support to USSS and DoS.

C3.3.3.3.5.2. Establishes an EOD VIP Control Office (VIPCO) for reimbursable and nonreimbursable requests for routine VIP EOD support worldwide.

C3.3.3.3.5.3. Coordinates with appropriate services and CINCs of Combatant Commands for DoD EOD technicians and equipment for CONUS and OCONUS support.

C3.3.3.3.5.4. Coordinates for EOD technicians and equipment to establish and staff an EOD coordinating center when necessary for mission support.

C3.3.3.3.6. Military Departments

C3.3.3.3.6.1. Provide qualified EOD technicians and other assigned assets as tasked by the Executive Agent through the Operating Agent.

C3.3.3.3.6.2. Comply with the requirements of Department of Defense OPLAN EOD Support to USSS and DoS for VIPs (hereafter referred to as VIPCO OPLAN) (reference (bbb)).

C3.3.3.3.7. Supporting CINCS. Provide EOD technicians and other assigned assets to execute EOD support missions within their AORs.

C3.3.3.3.8. EOD VIP Control Office (VIPCO)

C3.3.3.3.8.1. Serves as the single POC for operational interface between the Department of Defense and USSS and/or DoS for matters concerning routine VIP EOD protective support missions.

C3.3.3.3.8.2. Complies with the provisions of VIPCO OPLAN (reference (bbb)).

C3.3.3.3.9. EOD Personnel During Protective Support Missions

C3.3.3.3.9.1. When requested, conduct area surveys, assist in

establishing improvised explosive device (IED) evaluation routes, clear the protected person(s) routes, and coordinate a standby location to be immediately available for emergency response.

C3.3.3.3.9.2. Recommend proper actions regarding handling of IED incidents.

#### C3.3.3.4. Support Procedures

C3.3.3.4.1. Support Relationships. As the Operating Agent, CINCUSACOM is designated the supported CINC for this mission. The following CINCs are designated supporting CINCs.

C3.3.3.4.1.1. United States Commander in Chief, Pacific Command (USCINCPAC).

C3.3.3.4.1.2. United States Commander in Chief, Southern Command (USCINCSO).

C3.3.3.4.1.3. United States Commander in Chief, Central Command (USCINCCENT).

C3.3.3.4.1.4. United States Commander in Chief, European Command (USCINCEUR).

#### C3.3.3.4.2. Support Requests

C3.3.3.4.2.1. All requests from USSS or DoS for routine EOD VIP support (hereafter referred to as "support requests") will be forwarded to the Operating Agent for approval and action. Commanders are also authorized to respond to urgent requests from USSS or DoS. All such instances will also be reported to the Operating Agent as soon as possible.

C3.3.3.4.2.2. Non-routine requests will be forwarded through the DOMS to the OSD Executive Secretary for DoD action.

#### C3.3.3.4.3. Support Taskings

C3.3.3.4.3.1. Within CONUS, support taskings for all Services will be performed IAW procedures established in the VIPCO OPLAN (reference (bbb)).

C3.3.3.4.3.2. OCONUS taskings will be directed to the appropriate Combatant Command.

C3.3.3.4.3.3. Tasking Priorities are established in the VIPCO OPLAN (reference (bbb)).

C3.3.3.4.4. EOD VIP Support Teams. Composition, training, security, clearance and team certification is established in the VIPCO OPLAN (reference (bbb)).

#### C3.3.3.5. Funding

C3.3.3.5.1. Under the provisions of Pub. L. No. 94-524 (1976) (reference (aaa)), EOD protective support provided to USSS shall be made on a reimbursable basis, except when the Department of Defense provides temporary assistance directly related to protecting the President, Vice President, or other officer immediately next in order of succession to the Office of the President.

C3.3.3.5.2. Support provided to DoS will be provided on a reimbursable basis under the Economy Act, 31 United States Code 1535 (reference (kk)).

C3.3.3.5.3. All incidental expenses and related costs involved with providing EOD support to USSS and DoS shall be borne solely by the Military Departments.

C3.3.4. Assistance to Civilian Disaster Assistance Organizations: American National Red Cross (ANRC). The ANRC is required by Congressional charter to undertake relief activities for the purpose of mitigating suffering caused by disaster and to develop and carry out measures to prevent such suffering. It also assumes Lead Agency responsibility under the FRP (reference (q)), to coordinate Federal response assistance for mass care. When ANRC representatives request military assistance in support of MSCA operations under reference (ccc), the following rules apply:

C3.3.4.1. After Presidential declaration of a disaster or emergency, the ANRC Local Field Director requests DoD assistance through the FCO. The FCO validates all such requests and refers them to the DCO who coordinates and obtains the required DoD resources.

C3.3.4.2. Prior to Presidential declaration of a disaster or emergency, the ANRC Field Director may request assistance from the military commander or installation closest to the affected area. Military commanders may provide Immediate Response to imminently serious situations in accordance with Chapter 2. Requests that

do not meet response criteria for Immediate Response will be coordinated with the appropriate military command or referred to the DOMS for approval and action.

C3.3.4.3. DoD supplies and equipment are provided to the ANRC on a reimbursable or receipt basis only.

C3.3.4.4. Requests for assistance from other charitable, religious, or similar organizations are referred to the local ANRC field representative for evaluation, action, or recommendation.

C4. CHAPTER 4  
DEFENSE COORINATING OFFICER

C4.1. GENERAL

The Defense Coordinating Officer (DCO) is the focal point of any DoD response to a particular disaster. The DCO is a military or civilian official designated by the responsible DoD Component to coordinate MSCA activities in accordance with DoD Directive 3025.1, reference (c). The DCO represents a common element in the DoD MSCA effort with the FCO and the Federal response community. DCO responsibilities require knowledge of military capabilities and how to access military assets to support validated requirements. The DCO must ensure that military taskings are based on requirements that are necessary and essential.

C4.2. RESPONSIBILITIES

C4.2.1. Respond to validated requests from the FCO.

C4.2.2. Establish the Defense Coordination Element (DCE).

C4.2.3. Establish liaison among military, State, and other Federal Agencies for support.

C4.2.4. Ensure liaison with ESF #3.

C4.2.5. Ensure ESF #9 is supported as required to include liaison or a command and control team.

C4.2.6. Provide a liaison officer to each activated ESF.

C4.2.7. Provide mission assignments to military units.

C4.2.8. Coordinate with the FCO and other ESFs for support from military units.

C4.2.9. Coordinate with the FCO and other ESFs for support to military units.

C4.2.10. Work with the FCO and SCO to integrate the taskings of National Guard on State Active Duty (SAD) with active units to maximize responses while avoiding duplication of effort.

C4.2.11. Confirm relief priorities established by the FCO and SCO for the disaster area.

C4.2.12. Develop a priority of work for supporting units.

C4.2.13. Maintain an audit trail of mission requests to ensure each tasking is supported by a valid request and/or mission assignment number. The audit trail should include estimated and actual costs of support for each mission.

C4.2.14. Ensure, in the event of JTF deployment, coordination of the JTF frequency allocation request with ESF #2.

### C4.3. ACTIVATION

DCOs are activated by the appropriate CINC for each Presidentially declared disaster requiring military assistance (or under special circumstances, prior to declaration; Chapter 2, C2.1.2.). Activation occurs in response to a request from FEMA Headquarters to DOMS. DOMS then notifies the supported CINC to activate a DCO. DCOs are predesignated for each State, territory, and possession. The authority of each DCO is defined in documentation issued or authorized by the responsible DoD Component and is limited either to the requirements of a specified inter-Agency planning process or to a specified geographical area or type of emergency. Without a Presidential Disaster Declaration, the DCO lacks authority to coordinate or commit military assets. A DCO should not be activated before a disaster declaration without prior coordination with DOMS.

C4.3.1. Predisaster Activation. A DCO may be appointed before a disaster declaration if there is a reasonable expectation that future events may require military involvement. Such events are usually related to hurricanes or floods. These are natural events that are somewhat predictable in intensity and location. DCOs were predesignated for natural disasters such as Hurricane INIKI and Hurricane EMILY.

C4.3.2. Initial Actions. Upon activation, the DCO and DCE should normally collocate with the FCO at the Disaster Field Office. Depending on the specific nature of the event, a DCO may initially work from one location while his staff operates nearer the disaster location. The best way to gauge this decision is to ask: Where is the FCO? As soon as possible, the DCO should collocate with the FCO and place the DCE with the Disaster Field Office. Split operations may be the result of State decision-makers operating initially from several sites.



C4.3.3. Urban Search and Rescue (US&R). Although FEMA is the lead Federal Agency for US&R, the Department of Defense is the principle support Agency for this ESF. One of the first actions required of the DCO is to coordinate with the FCO to determine if a requirement exists for the Department of Defense to support Urban Search and Rescue. If required, FEMA will provide a Technical Support Team to manage US&R efforts at the DFO and provide technical advise to the Federal, State and local officials. If the ESF is to be activated, the DCO appoints a liaison for the ESF. In areas that have strict quarantine on animals entering from other areas, special attention is required to coordinate the entry, use, and departure of search dog teams. Local decision makers need to be informed immediately to effectively coordinate the use of these assets. Upon arrival of the FEMA civilian US&R teams in the disaster area, the Department of Defense provides a military radio support team and liaison officers for each team capable of continuous twenty-four hour operations. The Department of Defense provides transportation for the FEMA US&R teams from the time of arrival in the Mobilization Center, Staging Area or in the disaster area through team redeployment to their home city and/or State. FEMA US&R teams are self sufficient for up to 72 hours. The Department of Defense assumes responsibility after this initial period to provide service support and resupply to include replacement medicines, tools, and supplies. The Department of Defense is responsible to provide military units to conduct basic and light US&R; trained Structural Engineers from the U.S. Corps of Engineers to advise military US&R units, and equipment for civilian teams to conduct medium and heavy US&R operations.

C4.3.4. Assessment. The FEMA FCO conducts an initial damage assessment within the first 6 hours following a disaster or emergency. The DCO participates in this assessment. The initial assessment is used to determine the potential for military involvement. This is not a unilateral DoD assessment. The DCO continues to identify potential DoD support tasks from the FEMA assessment. Small-scale and localized disasters may only require USACE contracting support, while other disasters, broader in scope and devastation, may require the provision of "basic needs" (food, shelter, water, medical support and electric power). On the extreme end of the support continuum is the need for an immediate infusion of "basic needs" assistance. This type of support is time-sensitive and "needs-specific." As such, the DCO needs to immediately identify the urgent State requirements submitted to the FCO so that a supporting JTF can be appropriately tailored.

C4.3.5. Defense Coordinating Element (DCE). The DCO and Defense Coordinating Element are normally collocated with the FCO in the Disaster Field Office. The nucleus of the DCE is formed from the DCO's headquarters. Once an initial assessment is complete and the magnitude of the disaster is determined, the DCO

may require additional support from Service and Agency liaison personnel. Additional liaison may also be necessary from local military installations to facilitate coordination and delivery of available resources. Upon request from the DCO through the supported CINC, Services and Agencies will provide EPLOs to the DCE. When considering available support for assistance, the DCO is the DoD representative. The DCE represents an in-depth liaison structure that provides liaison personnel to each activated ESF. The ability to anticipate requirements, determine needs, allocate assets, and coordinate support is inherent in this organization. Liaison officers and the DCE organization should remain under the control of the DCO at all times to prevent disjointed military-civilian support efforts.

#### C4.4. ACTIVATION RELATIONSHIP WITH THE FEDERAL COORDINATING OFFICER (FCO)

The DCO is the DoD on-scene representative for coordinating MSCA requirements with the Federal Coordinating Officer or his/her designated representative. The DCO is the primary DoD interface in support of the State and Federal disaster relief effort. As such, the DCO participates in the incident action planning process, a formal action planning cycle that serves to coordinate short-term and long-term activities. Requests for assistance are based on mission requirements, not requests for specific assets. The DCO is the best arbiter of what is available for a specific task and determines how assets are allocated to the support effort.

#### C4.5. ACTIVATION RELATIONSHIP WITH THE JTF COMMANDER

How the JTF and the DCO work with one another is based upon several factors including seniority, size of the task force, duration of the response effort, and the JTF mission. However, the responsibility for determining the command and control relationship between the DCO and the JTF rests with the supported CINC. Regardless of the command relationship designated, the DCO retains a full DCE staff, which is separate and distinct from the JTF staff. Otherwise, military support and coordination are severely degraded. As a practical guide, the DCO and JTF commander are not the same because they have different responsibilities and assets. The separation of these distinct functions allows the commander the flexibility to operate freely in the disaster area while the DCO focuses on task validation and coordinating DoD response activities in the Disaster Field Office. When a Joint Task Force commanded by a General/Flag officer is present, the DCO and DCE staff normally work for the JTF Commander (as a special staff officer) and closely coordinate with the task force's operations section. The DCO continues to operate from the DFO and remains the focal point for requests

for military support from the FCO and after validation passes them to the JTF staff or other DoD organizations. This arrangement ensures a unity of effort, simplicity, consistency, and continuity. Not every disaster has a JTF but every disaster involving military support to civil authorities has a DCO. The roles of the DCO and JTF Commander have similarities but to dual hat the JTF Commander as the DCO could disrupt the linkage between the military and civilian agencies providing support as a coordinated element. As the single point of contact for DoD support to other ESFs and as the coordinator for all DoD support before to the arrival and after the departure of a JTF, the DCO provides the continuity necessary for efficient support to civil authorities.

#### C4.6. ACTIVATION SUPPORT TO OTHER ESFs

The Department of Defense has a support role for eleven of the twelve ESFs identified in the FRP. The coordination aspect of this support rests with the DCO. The Department of Defense is not the only supporting Agency, nor is it the Agency of first support in all cases. The DCO must ensure that requests for support from other ESFs are approved by the FCO and have a valid mission assignment number. Each ESF is responsible for fulfilling all of its own requirements to the maximum extent possible before asking for help. Many requests for DoD assistance can be met faster and more economically by using GSA contracting instead. The DCO must perform this "sanity check" before accepting requests from other ESFs. By way of example, the FCO represents the President and coordinates the efforts of the ESFs. Any request for military transportation assets that are not directly supporting military operations are tasked through and coordinated by ESF #1 (with FCO approval) with the DCO.

## C5. CHAPTER 5

### USE OF RESERVE COMPONENT AND AUXILIARY FORCES

#### C5.1. GENERAL

C5.1.1. Although Section 673b of title 10, U.S.C. (reference (ddd)), authorizes the President to order members of the Selected Reserve to active duty for "any operational mission," it specifically prohibits the involuntary recall of Selected Reservists to support Federal and State agencies in time of a serious natural or manmade disaster, accident or catastrophe. Members of the Ready Reserve, including Selected Reservists, may be ordered to active duty for major domestic crises under Section 673 (reference (eee)). However, the President must first declare a National emergency. The intent of Congress is that the National Guard serves as the first line of response under the command of the Governor; and, if more support is needed, Federal assistance should be requested. Past experience has shown that military Reservists and National Guard forces make a significant contribution in providing support to Federal, State, and local governments engaged in emergency operations. Selected Reservists have historically volunteered to serve during emergencies. There are a number of highly specialized and unique skills and talents found in the Selected Reserves that are critical to effective disaster relief.

C5.1.2. Reserve officers serving as Emergency Preparedness Liaison Officers (EPLOs), who are trained in emergency preparedness matters, are located throughout the United States and serve as a network that unites FEMA, military commanders, and State and local emergency preparedness officials in the case of or planning for a disaster or emergency. The Service-sponsored EPLOs are attached to CONUSAs, FEMA regions, and STARCs and furnish a source of readily available personnel for emergency operations augmentation.

#### C5.2. LEGAL ISSUES PERTAINING TO USE OF RESERVISTS

Reservists basically serve on active duty in two modes: voluntary and involuntary.

C5.2.1. Use of Reservist "Volunteers." Individual Reservists may be ordered to active duty, with their consent, under 10 U.S.C. 672(d) (reference (fff)). The State Governor must also consent to activation of National Guard personnel.

C5.2.2. Involuntary Recall of Reservists. The Presidential authority to recall Reservists to augment active duty forces for operational missions specifically forbids recall of Reservists to "provide assistance to either the Federal Government or a State in time of a serious natural or manmade disaster, accident, or catastrophe" under 10 U.S.C. 673b(b) (reference (ggg)). Through this statute (enacted in 1976 following the Vietnam War), Congress granted the President limited authority to call up Reservists for the mission of augmenting operational forces during periods of rising tensions. While this prohibition applies only to reference (ddd), Congress clearly excluded matters such as training, civil disturbances, and disasters from the scope of the Presidential recall authority in 10 U.S.C. 673b (reference (ddd)). Only the Coast Guard has the authority to order an involuntary recall of Reservists for a natural disaster under 14 U.S.C. 712 (reference (hhh)). The Secretary of the Army may order USAR and National Guard units, and personnel not assigned to a unit, to active duty for a period of not more than 15 days per year, but this authority is normally used to perform annual training. However, with the **ALL HAZARDS** approach to emergency planning, and recognition in E.O. 12656 (reference (l)) and current National Security Directives that disasters can cause National security emergencies, there are provisions whereby Reservists may be called up under the partial mobilization or full mobilization provisions of 10 U.S.C. (reference (iii)). For instance, if a large natural or manmade disaster were to occur and its severity and scope threatened or affected National security (e.g., severe damage to a nuclear power plant), the President could declare both a major disaster and National emergency, including involving the partial mobilization provisions of 10 U.S.C. 673(a) (reference (jjj)). Similarly, if a calamitous National disaster were to occur in time of war or a National emergency declared by Congress, the President might call up an unlimited number of Reservists under the full mobilization provisions of reference (jjj) for up to the duration of the war or National emergency, plus 6 months.

### C5.3. USE OF NATIONAL GUARD FORCES FOR EMERGENCY PREPAREDNESS

C5.3.1. National Guard forces are administered by the National Guard Bureau for the Federal Government. Command of the National Guard forces is through the appointed State Adjutant General to the respective State and territorial Governors.

C5.3.2. In approximately half the States, the State Adjutant General not only commands the National Guard but also, during periods of civil emergency and disaster, has supervisory responsibilities for the Office of Emergency Services (OES). In the remaining States, OES continues to operate as an independent agency during such periods.

C5.3.3. Response to domestic emergency becomes a joint responsibility involving the Federal, State, and local government when the President approves a State Governor's request for Federal assistance. When a local government is overwhelmed by a domestic emergency, the Governor is expected to apply his State resources, which include the National Guard, the Office of Emergency Services, and the State Police. When a Governor's resources are insufficient, he or she may ask the President for Federal assistance. If the Federal Civil Agencies require additional assistance, then the Department of Defense may be called upon to support these Agencies with additional equipment, supplies, or personnel.

C5.3.4. The Department of Defense position on use of National Guard forces in response to a catastrophic disaster or natural catastrophe is that with the exception of National Guard personnel who volunteer for active duty under 10 U.S.C. 672(d) reference (fff)); or units or personnel not assigned to units ordered to active duty for a period of not more than 15 days per year, with the permission of the State Governor under 10 U.S.C. 672(b) reference (kkk)), National Guard forces on State active duty remain under the control of the Governor of the affected State during domestic disaster assistance operations.

#### C5.4. SERVICE SUPPORT TO FEMA.

Under the Individual Mobilization Augmentee (IMA) program, the Army and Air Force furnish over 600 Reservists to FEMA to augment the emergency capabilities of Federal, State, and local government emergency management agencies. This program is known as the FEMA IMA Program. Individuals in this program serve two weeks active duty each year in direct support of and under the supervision of State, city, and county officials. Often assigned to State and local emergency management offices, these Reservists may also perform duty at FEMA National Headquarters and the FEMA Regions. These Reservists perform duties ranging from wartime mobilization planning, peacetime disaster response planning, National security and disaster exercises, military support to civil authorities, volunteers for disaster assistance, and augmentation of FEMA staffs during emergencies. FEMA IMAs report to the FEMA Regional Directors through applicable State offices of emergency management. These augmentees serve at the behest of FEMA, the supported Federal Agency. However, they do not officially represent the Department of Defense.

## C5.5. SERVICE-SPECIFIC PROGRAMS

C5.5.1. U.S. Army Reserves (USAR). The U.S. Army Reserve has extensive capability to compliment domestic support operations. This assistance and support may include the use of equipment, personnel, and other resources. USAR personnel may volunteer to support MSCA operations; however, units can not. USAR personnel, units, and personnel not assigned to units may be ordered to active duty for a period of not more than 15 days per year, often in lieu of annual training. (The CINC must concur before activation of IMAs assigned as EPLOs, the supported CINC must, concur for Presidentially declared disasters.)

C5.5.2. The Navy Emergency Preparedness Liaison Officer (EPLO) Program. Under the provisions of OPNAVINST 3440.16B (reference (III)), the Navy assigns qualified officers to FORSCOM, CONUSAs, State Adjutants General, and FEMA National and Regional headquarters. Navy EPLOs are operationally responsible to Navy Regional Planning Agents and the Fleet CINCS. Management and administration of the Navy EPLO program is provided by the Commander Naval Reserve Force. The Navy furnishes two EPLOs to FEMA National Headquarters. They are located in the Military Support Liaison Office in Washington, DC, pursuant to the Department of the Navy's emergency program. The Navy also furnishes two EPLOs to each FEMA Regional headquarters, one EPLO to FORSCOM, and one EPLO to each CONUSA. Additionally, one EPLO serves as a Navy representative to each State Adjutant General and/or STARC headquarters to provide advice, coordination, and assistance on emergency preparedness issues. Prior to activation of an EPLO for a Presidentially declared disaster, the supported CINC must concur.

### C5.5.3. The Air Force Emergency Preparedness Liaison (EPLO) Program

C5.5.3.1. Air Force National Security Emergency Preparedness (AFNSEP). The AFNSEP office is an action office assigned to Air Combat Command (ACC). During Presidentially declared MSCA operations, AFNSEP provides liaison representatives to the USACOM, FORSCOM, the CONUSA, the FEMA regional operation center and the DCO's on-scene DCE at the DFO to assist in coordinating Air Force support. AFNSEP representatives may be military or civilian staff members or Air Force Reserve Category A Individual Mobilization Augmentee (IMA) Emergency Preparedness Liaison Officers (EPLO). AFNSEP serves as the OPR for the development of plans and procedures for Air Force support to civil authorities. Prior to activation of an EPLO for a Presidentially declared disaster, the supported CINC must concur.

C5.5.3.2. The Civil Air Patrol (CAP). See references (mmm) through (sss).

C5.5.3.2.1. Background. The CAP is a volunteer, non-profit, private corporation federally chartered by an Act of Congress. By public law, it is a civilian auxiliary of the U.S. Air Force. The CAP is not a Military Service and can only provide noncombatant support. Although paramilitary in organization and dress, CAP performs its services through the use of unpaid volunteers. Limited reimbursement of certain actual expenses can be made by the Air Force or other users.

C5.5.3.2.2. Operations. Organized into eight regions and 52 wings, the CAP can perform both civil and military noncombatant missions. These include search and rescue, Continental U.S. Airborne Reconnaissance for Damage Assessment (CARDA), airborne and ground radiological monitoring, route survey and movement control, light-load airlift and/or courier service, radio communications (HF, VHF, VHF-FM) and transportation missions. The AFNSEP office is normally the point of contact with CAP. Because CAP is a volunteer auxiliary of the USAF, CAP may accept or decline missions based on hazardous or severe conditions.

C5.5.3.2.2.1. The Air Force is authorized to reimburse the CAP for fuel, lubricants, communications, and aircraft maintenance expenses incurred in carrying out noncombatant missions in support of the Air Force. When CAP units participate in MSCA operations under the auspices of the Air Force, funding to CAP members and units is limited to:

C5.5.3.2.2.1.1. Ground and aviation fuel and lubricants consumed during MSCA missions authorized by the AFNSEP Division.

C5.5.3.2.2.1.2. Communications expenses incurred while alerting or controlling CAP members participating in MSCA missions authorized by the AFNSEP Division.

C5.5.3.2.2.1.3. Aircraft maintenance expenses incurred while participating in MSCA missions authorized by the AFNSEP Division are at rates delineated in CAP-USAF Regulation 170-5 (reference (rrr)).

C5.5.3.2.2.2. CAP reimbursement claims for participation in MSCA missions authorized by the AFNSEP Office are prepared and processed for reimbursement by the CAP unit concerned according to CAP-USAF Regulation 170-5 (reference (rrr)), for the type of disaster or emergency; i.e., a Presidentially declared (reimbursable under the Stafford Act (reference (f))) or an undeclared emergency.



C5.5.3.2.2.3. Timely, accurate, and complete reports covering CAP participation in MSCA operations are required. The Air Force employs TEMPEST RAPID reports IAW Air Force Instruction 10-206, Chapter 30 (with copies to all users, including HQ USAF) (reference (sss)).

## C6. CHAPTER 6

### EMERGENCY PREPAREDNESS LIAISON OFFICER (EPLO) PROGRAM

#### C6.1. GENERAL

C6.1.1. This chapter establishes doctrinal procedures necessary for implementation of the EPLO program to provide MSCA under DoD Directive 3025.1 (reference (c)). It provides for: establishment of EPLO teams at the ten FEMA Regions and at the National Guard State Area Commands, assigns responsibilities throughout the DoD structure, and lists the duties of the EPLO team members. It sets forth general policies to guide EPLOs in their duties, and prescribes general training guidance. The EPLO program represents an extension of the peacetime and wartime planning and response functions of CINCUSACOM and USCINCPACOM.

C6.1.2. The EPLO program refers to all DoD personnel serving with the military and civilian headquarters having primary planning, coordination, and execution responsibilities under DoD Directive 3025.1 (reference (c)). The CINC establishes EPLO authority during Presidential disaster declarations (or immediately prior to declaration). EPLO personnel serving with a FEMA Region, or a State plan for military participation in civil emergency operations, present DoD claims for resources, and process and evaluate civil requests for MSCA. EPLOs, at the discretion of the CINC, can interface with the regional structure for planning and coordination, and may be located at or operate from FEMA National headquarters, FEMA Regional headquarters, CINC, FORSCOM, CONUSA, STARC, or DCE.

C6.1.3. Emergency Preparedness Liaison Officer or "EPLO" is a generic term used to refer collectively to Service and other DoD Agency personnel who coordinate military assistance to other Federal Agencies and State governments under an **ALL HAZARDS** disaster environment. These positions are established to: coordinate the military response to **ALL HAZARDS**, coordinate provision of resources as required, maintain effective communication between the DoD Components, the Department of Defense and other Federal and/or State governmental agencies, and promote mutual understanding among various organizations tasked with providing and coordinating emergency support functions in civil emergency situations. The EPLO title was adopted to eliminate confusion concerning the scope of support available through the military system, to emphasize liaison responsibilities, and to reflect the expanded role of the EPLO.

C6.1.4. EPLO positions may be filled by Reservists, full-time civilians, or active duty military, as deemed appropriate by the parent organization. Individuals filling EPLO positions must be knowledgeable not only of parent organization capabilities and mechanisms for providing emergency support but DoD MSCA capabilities and support mechanisms as well.

## C6.2. RESPONSIBILITIES

### C6.2.1. Commanders in Chief, USACOM and USPACOM shall:

C6.2.1.1. Establish an EPLO program for assigned AOR to facilitate peacetime and wartime planning and coordination between assigned Components and Federal and/or State agencies aligned within the Federal regions.

C6.2.1.2. Exercise OPCON of EPLOs during MSCA disaster operations and approve activation, as required, in support, of Presidential Disaster Declaration or National Security Emergencies.

C6.2.1.3. Establish a single point of contact for the EPLO program, to include activation during, or immediately prior to, a Presidential Disaster Declaration.

C6.2.1.4. In coordination with the Services and Defense Agencies, develop training standards for the EPLOs. The Services will then train to standard. At a minimum, includes the National Security Emergency Preparedness course.

C6.2.1.5. In coordination with the Services and Defense Agencies, develop an exercise program that at a minimum includes team building activities and exchange of Service capabilities applicable to domestic disaster response.

C6.2.1.6. Provide operational guidance for and coordinate DoD Component regional planning.

C6.2.1.7. Ensure planning is conducted for EPLO employment in MSCA.

C6.2.1.8. Designate Principal EPLO for each FEMA Region and each State (Service non-specific).

C6.2.1.9. USCINCPACOM should establish the necessary EPLO structure that allows coverage of the assigned AOR to include designating a Principal EPLO. As a

minimum, EPLO elements should be established for Alaska, Hawaii, Guam, and United States possessions and territories.

C6.2.2. Secretaries of the Army, Navy and Air Force; Director Defense Logistics Agency; Director Defense Information Systems Agency; Commander, U.S. Army Corps of Engineers shall:

C6.2.2.1. Establish a single point of contact for administrative support (mandays, orders, funding, etc.) of the EPLO program.

C6.2.2.2. Upon request from the appropriate CINC, during or immediately prior to a Presidential Disaster Declaration, activate requested EPLOs.

C6.2.2.3. Select EPLO personnel and take necessary action to assign personnel to the appropriate headquarters.

C6.2.2.4. Ensure that EPLO personnel possess the correct skills to support MSCA operations.

C6.2.2.5. In coordination with the CINC and Defense Agencies, develop a training program that ensures EPLOs are fully knowledgeable of MSCA responsibilities and DoD and Service capabilities.

### C6.3. TRAINING

Training is a coordinated Service and command responsibility. A concerted effort should be made to ensure that liaison personnel receive adequate time and funding to attend appropriate courses, such as the NSEP Course, DCO course, and FEMA FRP course (when available) as soon as practical in their assignment.

### C6.4. EPLOs AT FEMA REGIONS AND STATES

C6.4.1. Emergency Preparedness Liaison Officers at the FEMA Regions. EPLOs assigned (Navy and Air Force) or accredited (Army) to FEMA Regions are nominally organized into teams to provide a composite of Service and Defense Agency technical skills. Their effort is directed at planning and coordinating MSCA activities. EPLOs attend Regional Interagency Steering Committee (RISC) meetings and participate in training and exercises with the FEMA Region. A key to the effectiveness of the EPLO team is positive interaction between the FEMA Region and the Service or Agency representatives on the team.

C6.4.1.1. Principal EPLO responsibilities:

C6.4.1.1.1. Provide guidance for the EPLO team.

C6.4.1.1.2. Serve as liaison between CONUSA and the FEMA Region.

C6.4.1.1.3. Attend RISC, ERT, and EMT training and meetings and serve as the principal DoD representative to the EMT.

C6.4.1.1.4. Coordinate with the RISC, ERT, and EMT at the region to ensure that DoD considerations are represented in RRP, FRP, and NSEP plans and directives.

C6.4.1.1.5. Participate in **ALL HAZARDS** training and the planning and execution of RRP, FRP, or NSEP exercises.

C6.4.1.1.6. Request additional personnel with functional experience to supplement the FEMA Region EPLO team when operational requirements dictate. All requests will be directed to CINCUSACOM or USCINCPACOM through USARPAC or CONUSA.

C6.4.1.1.7. Validate requests from the civil sector for MSCA and coordinate the allocation of DoD resources when authorized by the CONUSA.

C6.4.1.1.8. Coordinate military requests for civil and private assistance and resources with the FEMA Region and inform the CONUSA of the resulting claimancy decisions.

C6.4.1.1.9. Report information gained from FEMA reports to CONUSA on the effects of any resource crisis on military operations.

C6.4.1.1.10. Designate a member of the team as the alternate principal EPLO.

C6.4.1.1.11. Ensure that all members of the EPLO team have a current SECRET security clearance and coordinate the acquisition of TOP SECRET clearances for at least half the team.

C6.4.1.1.12. Assist the CINC, Services, and Defense Agencies to facilitate EPLO team participation in training and exercises.

C6.4.1.2. Duties Common to All EPLO Team Members:

C6.4.1.2.1. Advise the Principal EPLO on mission requirements and other essential activities relating to their Service or Agency.

C6.4.1.2.2. Be familiar with the mission and organization of other Regional Federal Agencies in the FRP and the general capabilities and priorities for military support that could be required of respective forces within the Federal Region.

C6.4.1.2.3. Be familiar with individual Service or Agency databases on regional resources and inform the Principal EPLO of any resource crisis that will affect emergency preparedness.

C6.4.1.2.4. Be knowledgeable of the organizations, missions, and functions of the DoD Component they represent.

C6.4.1.2.5. Advise Principal and Regional Planning Agents of planned activities for military support to civil authorities in the area of responsibility.

C6.4.1.2.6. Participate, as funding allows, in RISC, ERT, and EMT training at the region.

C6.4.1.2.7. Participate, as funding allows, in RISC meetings.

C6.4.1.2.8. Participate, as funding allows, in planning and execution of RRP, FRP, and NSEP exercises.

C6.4.1.2.9. Be familiar with DoD responsibilities in the FRP.

C6.4.1.2.10. Be familiar with the RPA, FORSCOM or USARPAC domestic emergency Plans and procedures.

C6.4.2. Emergency Preparedness Liaison Officers at the States. Each of the Services designates a senior (Army, and Air Force Colonel or Navy Captain) Reserve officer to serve as liaison to each State Adjutant General or State Area of Command (STARC) headquarters. They represent a support interface and serve as a conduit between their Component Service commanders and the State authorities with the primary responsibility for planning, coordinating, and executing the various civil disaster contingency plans under **ALL HAZARDS**. During Presidentially declared disasters or emergencies these liaison officers, under OPCON to the CINC, may support the DCO by providing liaison between the DCE and the ARNG or the State emergency operations center.

## C7. CHAPTER 7

### TRAINING

#### C7.1. GENERAL

C7.1.1. In accordance with DoD Directive 3025.1 (reference (c)), the DoD Components are charged with the responsibility of planning for and responding to civil emergencies within the United States. Traditionally, and by Presidential Directive (National Security Directive 66, reference (m)), the Department of Defense is prepared to supplement civil capabilities when requested by competent authorities. National Security Directive 66, reference (m), emphasizes that the Secretary of Defense will facilitate use of the National Guard for MSCA in peace or war. Both Active Components and National Guard elements must plan and train for coordinated response operations.

C7.1.2. To accomplish this mission, the DoD Components train designated personnel to be competent in a variety of plans, directives, command relationships, organizational capabilities, and inter-Agency relationships. A course of instruction cosponsored by the FEMA and the DoD Executive Agent exists to train military personnel in the functions required to plan for and execute military assistance provided to civil authorities.

C7.1.3. These programs should focus on units that may be called upon to provide support for the civilian community, as well as installations and staffs at all levels. A key to success for these training programs is a well-thought-out and funded exercise program. The Regional Planning Agents (RPAs) and the Services hold the key to developing a viable program to train and exercise for these emergencies. The Chairman of the Joint Chiefs of Staff and the Service staffs, in coordination with the DoD Executive Agent, will include Military Support to Civil Authority (MSCA) exercises in the Chairman of the Joint Chiefs of Staff Five-Year Exercise Program. The Principal and Regional Planning Agents are responsible to ensure budgets are programmed to reflect funds for exercising and training.

#### C7.2. DEFENSE COORDINATING OFFICERS (DCO) TRAINING

C7.2.1. The key to any military response to an emergency is to have mature, trained leadership available for that response. For Military Support to Civil Authorities, in most cases, the principal coordinator of military responses to disasters is the DCO.



Normally this individual is a Colonel or Captain (O-6). The DCO functions as a coordinating staff officer and his or her role is different from a JTF commander, hence the requirement for two separate individuals. Selection of candidates for this job is the purview of the appropriate command, but certain attributes should be considered before selection.

C7.2.2. Some points for consideration are:

C7.2.2.1. Resource Capability. DCOs should be knowledgeable of command and control, transportation assets, and communications capability of response forces.

C7.2.2.2. Retainability. Since the DCO must learn a spectrum of regulations and responsibilities, time in the position is critical and the need for continuity is essential.

C7.2.2.3. Predesignation. CINCs pre designate a DCO for each State, territory, or protectorate in their AOR.

C7.2.2.4. Background. The DCO candidate, if at all possible, should have had a joint assignment. A good working knowledge of the RC is invaluable.

C7.2.2.5. DCO Training Programs. CINCs should institute a training program for DCOs that will prepare them for their roles. Training should be conducted annually, and more often for locations with a frequent disaster history, and should include the following subjects, as a minimum:

C7.2.2.5.1. Federal Response Plan (FRP).

C7.2.2.5.2. Regional disaster assistance plans.

C7.2.2.5.3. Legal aspects of providing military support to civilian jurisdictions.

C7.2.2.5.4. Military capabilities within the DCO's area or responsibility.

C7.2.2.5.5. Validation procedures for requests from FCO and/or State officials.

C7.2.2.5.6. Role of the Executive Agent.

C7.2.2.6. Plans Review. The command should review its disaster and response plans with the DCOs and stress the coordination and validation roles of the DCO with civil authorities.

C7.2.2.7. Command and Control Structures. An overview of the various command and control systems that the DCO can encounter should be taught. A thorough discussion of the civilian command and control structure known as the Incident Command System (ICS) should be reviewed so the DCO is comfortable with parallel command and control systems in the civil community.

C7.2.2.8. Service Capabilities. A joint Service capabilities briefing should be arranged so the DCOs know what types of support are available and how that support can be provided.

C7.2.2.9. Support Requirements. Support briefings centering on such diverse subjects as legal, fiscal (financial), and public affairs support are necessary to insure a well rounded DCO.

C7.2.2.10. Defense Coordinating Element. DCOs should plan for and be aware of support staff (DCE) requirements. Additional resources can include Reserve EPLO personnel of all Services.

### C7.3. EMERGENCY MANAGEMENT INSTITUTE TRAINING

C7.3.1. DoD Directive 3025.1, reference (c), directs CINCUSACOM, in coordination with FEMA, to conduct civil military training courses and exercises. This tasking is partially fulfilled by the National Security Emergency Preparedness Liaison Officers Course (EPLO) currently taught at the FEMA Emergency Management Institute in Emmitsburg, MD.

C7.3.2. The course targets EPLOs for instruction in civil military operations under **ALL HAZARDS**. Additionally, representatives from the DoD Components and those Agencies that have a direct association with the Department of Defense during emergencies, such as FEMA, may attend.

C7.3.3. The course should be attended as early as possible during a tour in which the incumbent has duties that embrace civil/military operations in the United States, its territories and possessions.

#### C7.4. EXERCISES

C7.4.1. The FRP has assigned ESFs #3 (Public Works and Engineering) to the Department of Defense as the lead Federal Agency, and assigned the Department of Defense as a support Agency to all other Emergency Support Functions. Preparing for this role has great importance. Aside from plans, Regional Planning Agents and Services should include exercises that emphasize MSCA in the exercise schedule (5-year plan). Areas covered should include team capabilities, team composition, command and control, DCO support relationships, deployment, employment, considerations for employment, and special situations.

C7.4.2. A "Structures Specialist" training program for US&R is also available through the USACE Earthquake Preparedness Center of Expertise. Selected engineers may be sent to the USACE, FORSCOM, and FEMA-sponsored course for in-depth training.

## C8. CHAPTER 8

### LEGAL

#### C8.1. GENERAL

In conducting MSCA, DoD Components must comply with applicable legal requirements. These requirements are outlined in Federal statutes, Executive orders, regulations promulgated by other Federal Agencies, a DoD Directive, and a memorandum of agreement with other Federal Agencies and relief organizations. Before committing DoD resources, the servicing judge advocate must determine what legal authority forms the basis for the MSCA. In most situations, MSCA is preceded by a request from competent civil authority (usually FEMA) for support that the civil authorities cannot provide. In rare instances where prior communication with higher headquarters is not possible, local commanders are authorized to provide MSCA to save lives, prevent human suffering, or mitigate large property damage when imminently serious conditions result from either a civil emergency or attack. Note that military operations will always have precedence over MSCA, unless otherwise directed by the Secretary of Defense.

#### C8.2. SCOPE

DoD Directive 3025.1 (reference (c)), authorizes the publication of this Manual. This Directive consolidates all policy and responsibilities previously known as "Military Assistance to Civil Authorities (MACA)," applicable to disaster-related civil emergencies within the United States, its territories, and possessions, with those related to attacks on the United States, previously known as "Military Support to Civil Defense (MSCD)." It does not apply to:

C8.2.1. Foreign disaster relief. See DoD Directive 5100.46 (reference (e)).

C8.2.2. Military support to civil law enforcement. See DoD Directive 5525.5 (reference (o)).

C8.2.3. Military support for civil disturbances (MACDIS). See DoD Directive 3025.12 (reference (b)).

### C8.3. FEDERAL EMERGENCY MANAGEMENT AGENCY

The FEMA is the lead Federal Agency for civil emergency and civil defense preparation, planning, and operations. All requests for MSCA should be channeled from the appropriate civil authority through FEMA. FEMA has authority to task DoD Components to perform MSCA.

### C8.4. COSTS ASSOCIATED WITH MSCA

Generally, MSCA is performed on a cost-reimbursable basis, and the incremental costs of MSCA directed by FEMA are reimbursable. For this reason, whenever possible all requests from civil authorities for MSCA should be routed through FEMA for review and authorization before providing the requested support. Whenever MSCA is provided without direct authorization or tasking by FEMA, approval from FEMA must be sought as soon as possible.

### C8.5. LEGAL AUTHORITIES

The legal bases for the provision of MSCA range from statutory authority to a memorandum of agreement between Federal Agencies. This list of authorities is not exhaustive and is subject to constant change and revision. This Manual merely provides guidance and should not be relied upon as source authority. Because the Manual applies to DoD activities, implementing Service regulations are not listed.

#### C8.5.1. Statutes

C8.5.1.1. 42 U.S.C. 5121, et seq., as amended (reference (f)). This Act, also known as the Robert T. Stafford Disaster Relief and Emergency Assistance Act or the Stafford Act, provides for an orderly and continuing means of assistance by the Federal Government to State and local governments in carrying out their responsibilities to alleviate the suffering and damage that result from disasters. Upon the request of the affected governor, the President may declare an "emergency" (42 U.S.C. 5191) or "major disaster" (42 U.S.C. 5170) (references (ttt) and (uuu)), thereby permitting mobilization of Federal assistance under the Act. In addition, upon the request of the affected governor, the Act authorizes the President to order the Department of Defense to provide "emergency work" under 42 U.S.C. 5170b(c) (reference (vvv)) (a maximum of 10 days in duration) before declaring either an emergency or major disaster. The Act provides for the designation of a FCO (42 U.S.C. 5143) (reference (www)), who coordinates the administration of all relief efforts by Federal Agencies.

C8.5.1.2. 50 U.S.C. App 2251, et seq., as amended (reference (a)). This Act, also known as the Federal Civil Defense Act of 1950, is a compilation of statutory provisions that affect civil defense planning and operations. These provisions provide the complete text of all Executive orders assigning civil defense functions to Federal Agencies.

C8.5.1.3. 31 U.S.C. 1535 (reference (kk)). This Act, frequently referred to as the Economy Act, authorizes Federal Agencies to provide supplies, equipment, and material on a reimbursable basis to other Federal Agencies.

C8.5.1.4. 16 U.S.C. 2106 (reference (xxx)). This Act, known as the Cooperative Forestry Assistance Act of 1978, authorizes the Secretary of Agriculture to assist in the prevention and control of rural fires through coordination with FEMA and to provide prompt and adequate assistance whenever a rural fire emergency overwhelms, or threatens to overwhelm, the fire fighting capabilities of the affected State or rural area. In turn, the Department of Defense is a supporting Agency under ESF #4 (Fire fighting) of the FRP. Subject to appropriate requests from the Secretary of the Agriculture, FEMA tasks the Department of Defense to provide support to fire fighting efforts.

C8.5.1.5. 42 U.S.C. 9601, et seq., (reference (t)). More popularly known as "Superfund," the Comprehensive Environmental Response, Compensation, and Liability Act or CERCLA was passed to provide the needed general authority for Federal and State governments to respond directly to hazardous substance incidents. It creates the National Contingency Plan (42 U.S.C. 9605, reference (u)) for the removal of oil and hazardous substances.

C8.5.1.6. 47 U.S.C. 309 (reference (yyy)). This Act, also referred to as the Communications Act of 1934, gives the Federal Communications Commission authority to grant Special Temporary Authority on an expedited basis to operate radio frequency devices. It serves as the basis for obtaining a temporary permit to establish a DoD radio station and broadcast public service announcements during the immediate aftermath of an emergency or major disaster.

C8.5.1.7. 10 U.S.C. 672(b) (reference (kkk)). This provision authorizes the Secretary concerned to order RC personnel (Army Reserve and Army and/or Air National Guard of the United States) to active duty for a period of no more than 15 days per year. Ordinarily, this authority is used to conduct annual training (USAR) or annual training outside the U.S. or its territories (ARNGUS). If this authority has been used during the current fiscal year, it is no longer available.

C8.5.1.8. 10 U.S.C. 672(d) (reference (fff)). This provision permits the Secretary concerned to order to active duty RC volunteers. The respective governor must consent to the activation of National Guard personnel.

C8.5.1.9. 10 U.S.C. 673b(b) (reference (ggg)). Units or members of units of the Selected Reserve ordered to active duty to augment the active forces for an operational mission, may not provide assistance to either the Federal Government or a State in time of a serious natural or manmade disaster, accident, or catastrophe.

C8.5.1.10. 10 U.S.C 3500, 8500 (references (pp) and (qq)). These provisions permit the President to call National Guard and Air National Guard to active service to defend the United States against attacks, to quell rebellion, or when State authorities are unable to execute the laws.

C8.5.1.11. 18 U.S.C. 1385 (reference (zzz)). This Act, sometimes called the Posse Comitatus Act, proscribes criminal penalties for the use of the Army or Air Force to perform civilian law enforcement within the United States, unless otherwise authorized by law. (The Navy and Marine Corps are included in this prohibition by DoD policy; see DoD Directive 5525.5, enclosure 4, section E4.3. (reference (o)).)

C8.5.1.12. 28 U.S.C. 2671, et seq. (reference (aaaa)). These provisions, known as the Federal Tort Claims Act, provide substantive and procedural requirements for filing claims against the United States for negligent acts or omissions of employees, including DoD personnel.

C8.5.1.13. Other Recommended Statutes

10 U.S.C.	Chapter 15, Insurrection
10 U.S.C.	9441, Civil Air Patrol
10 U.S.C.	2300, <u>et seq.</u> , Contracting
18 U.S.C.	592, Prohibition of Federal Troops at Polling Places
33 U.S.C.	3056 note, The Presidential Protection Assistance Act of 1978
33 U.S.C.	701n(a), Flood Control Act
33 U.S.C.	1251-1386, Clean Water Act
Pub. L. No.	101-165 (1989), Defense Emergency Response Fund

## C8.5.2. Executive Orders

C8.5.2.1. Executive Order 12148 (reference (g)). This order establishes the FEMA and delegates most of the President's authority under the Stafford Act (reference (f)) to FEMA.

C8.5.2.2. Executive Order 12656 (reference (l)). This order assigns "lead responsibilities" and "support responsibilities" to each of the Federal Agencies responsible for NSEP. It also establishes FEMA as the coordinating Agency for all other Federal Agencies.

### C8.5.2.3. Code of Federal Regulations (CFR)

C8.5.2.3.1. 44 CFR 206 (reference (h)). These implementing regulations were promulgated by FEMA to execute the Stafford Act (reference (f)).

C8.5.2.3.2. 40 CFR 300 (reference (u)). This regulation, referred to as the National Oil and Hazardous Substances Pollution Contingency Plan (NCP), provides the organizational structure and procedures for preparing for and responding to discharges of oil and releases of hazardous substances, pollutants, and contaminants. The responsibilities of FEMA and the Department of Defense are listed at Part 300.175.

#### C8.5.2.3.3. Other Recommended Federal Regulations:

C8.5.2.3.3.1. 5 CFR 2635, Standards of Ethical Conduct for Employees of the Executive Branch.

C8.5.2.3.3.2. Federal Acquisition Regulation (FAR).

C8.5.2.3.3.3. Defense Acquisition Supplement (DARS).

C8.5.2.3.3.4. Army Acquisition Regulation Supplement (AAR).

C8.5.2.3.3.5. AMC Acquisition Regulation (AMC AR).

### C8.5.2.4. Department of Defense Directives

C8.5.2.4.1. DoD Directive 3025.1 (reference (c)). This Directive outlines DoD policy on assistance to the civilian sector during disasters and other emergencies. Use of DoD military resources in civil emergency relief operations will be limited to those resources not immediately required for the execution of the primary



defense mission. Normally, DoD resources will be committed as a supplement to non-DoD resources that are required to cope with the humanitarian and property protection requirement caused by the emergency. Imminently serious conditions resulting from any civil emergency may require immediate action by commanders or by responsible officials of other DoD Agencies to save lives, prevent human suffering, or mitigate great property damage upon:

C8.5.2.4.1.1. Direction by the President to perform emergency work under 42 U.S.C. 5170b(c) (reference (vvv));

C8.5.2.4.1.2. A Presidential declaration of an emergency under 42 U.S.C. 5191 (reference (ttt)); or

C8.5.2.4.1.3. A Presidential declaration of a major disaster under 42 U.S.C. 5170 (reference (uuu)), the Director of Military Support, Department of the Army, acts for the Secretary of the Army as the DoD Executive agent for emergency relief operations. Military personnel in Federal service under 10 U.S.C. (reference (iii)), United States Code, will be under the command of and directly responsible to their military superiors and will not be used to enforce or execute civil law in violation of the Posse Comitatus Act (18 U.S.C. 1385, reference (zzz)). Military resources will not be procured, stockpiled, or developed solely to provide assistance to civil authorities during emergencies.

C8.5.2.4.2. Other Recommended Department of Defense Directives and Instructions. See references (x), (mm), (ww), and (bbbb) through (llll).

C8.5.2.5. The Federal Response Plan, April 1992 (reference (q)). It assigns primary responsibility for each Emergency Support Function (ESF) to a particular Federal Agency. The Department of Defense has primary responsibility for ESF #3 (Public Works and Engineering -- U.S. Army Corps of Engineers). The Department of Defense is a supporting Agency for all other ESFs. Under the FRP, FEMA tasks all disaster relief efforts by ESF.

## C9. CHAPTER 9

### FUNDING, ACCOUNTING, AND REIMBURSEMENT

#### C9.1. DEFENSE EMERGENCY RESPONSE FUND

C9.1.1. The Defense Emergency Response Fund (the "Fund") (reference (d)), was established on the books of the Treasury. Congress initially appropriated \$100 million to finance the costs of the Department of Defense efforts to relieve the effects of natural and manmade disasters prior to the receipt of a reimbursable request for assistance from Federal, State or local authorities. The Fund's application was expanded by the Fiscal Year 1994 Appropriations Act to provide authority to use the Fund for Department of Defense costs in providing supplies or services incurred in response to natural or manmade disasters.

C9.1.2. The Treasury index symbol of the Fund is 97X4965. The purpose of the Fund is to prevent an adverse impact on DoD mission accomplishment as the result of the use of mission funds to finance disaster relief efforts. The Fund was initially capitalized at \$100 million. Reimbursements, and appropriations made to the Fund, received for the cost of DoD support provided will be deposited to the Fund. Assistance provided for disasters or emergencies will be as prescribed in DoD Directive 3025.1 (reference (c)).

C9.1.3. The DoD Office of the Deputy Comptroller (Programs and Budget) controls the use of the fund. When the situation warrants its use, a request for use of the fund will be forwarded through the DOMS to the C, DoD (Program and Budget). The Fund may only be used upon a determination by the Secretary of Defense that it is necessary to use it. Following the amendment to the Emergency Response Fund appropriation by the Fiscal Year 1994 Appropriations Act, the Secretary of Defense made the determination that not to exceed \$50 million may be used for foreign disaster relief. The remainder of the funds (approximately \$45 million) has been reserved for domestic disaster or civil emergency operations. (Foreign disaster relief operations are to be administered by the office of the Under Secretary of Defense (Policy).)

#### C9.2. DOMESTIC OPERATIONS OVERVIEW

The Secretary of Defense or designated representative, the Secretary of the Army, may direct use of DoD resources in response to a major disaster or emergency. The DoD

resources may be committed within the United States, its territories, possessions, and Administrative and Commonwealth Areas.

C9.2.1. DoD resources may be committed during the immediate aftermath of an incident before a Presidential declaration of a major disaster or emergency, when imminently serious conditions pose threats to life and property are present that cannot be effectively dealt with by the State or local governments.

C9.2.2. Following a Presidential disaster declaration, requests for assistance from the Governor of a State, or the acting governor in his or her absence, should be submitted to the Associate Director of FEMA through the appropriate FEMA Regional Director. Upon receipt of the request, the FEMA Regional Director shall gather adequate information to support a recommendation and forward it to the Associate Director. If the Associate Director determines that such work is essential to save lives and protect property, he or she will issue a mission statement to the Department of Defense authorizing Federal assistance to the extent deemed appropriate.

C9.2.3. The Department of Defense shall ensure that the work is completed in accordance with the approved scope of work, costs, and time limitations in the mission assignment. The Department of Defense shall also keep the FEMA Regional Director and the State advised of work progress and other project developments. It is the responsibility of the Department of Defense to ensure compliance with applicable Federal, State, and local legal requirements. A final report will be submitted to the FEMA Regional Director upon termination of all direct Federal assistance work. Final reports shall be signed by a representative of the Department of Defense and the State. Once the final eligible cost is determined, the Department of Defense will request reimbursement from the FEMA.

C9.2.4. The DoD Components are authorized to respond to disasters and emergencies based upon imminently serious conditions as provided by DoD Directive 3025.1 (reference (c)). Further, the the Secretary of Defense, Deputy Secretary of Defense, or Executive Agent may direct DoD Components to respond to disasters and emergencies. If an emergency of any kind or size requires a response on behalf of the Department of Defense, where there has not been any declaration of major disaster or emergency by the President, or if reimbursement of funds to the DoD is uncertain, the DoD Executive Agent will determine the authority for commitment of DoD resources:

C9.2.4.1. Authorizations by the DoD Executive Agent under DoD Directive 3025.1, subsection 4.7., reference (c), shall include (but not be limited to) commitment of funds from the Defense Emergency Response Fund in anticipation of reimbursement to that fund.

C9.2.4.2. Authorizations shall be obtained from the Secretary of Defense or Deputy Secretary of Defense, through their Special Assistant, if DoD response is not clearly required by Federal law, by this Manual, or by DoD plans approved by the DoD Executive Agent.

### C9.3. FISCAL GUIDANCE

C9.3.1. Appropriation Receipt and Apportionment. The Defense Finance and Accounting Service (DFAS) shall be responsible for recording the appropriation warrant (TFS Form 6200) for the Emergency Response Fund appropriation, when received, on applicable accountable records. The office of the Deputy Comptroller (Program and Budget) is responsible for preparation of the Apportionment and Reapportionment Schedule (DD Form 1105) and the issuance of funding authorizations.

#### C9.3.2. Initiation of DoD Response

C9.3.2.1. The absence of a formal reimbursement agreement need not delay a DoD response; however, every effort should be made to ensure that the agreement is executed as soon as possible after the DoD response effort begins. The agreement shall specify that reimbursement shall be in accordance with the provisions of paragraph C9.2.3.

C9.3.2.2. As the designated DoD Executive Agent, the Secretary of the Army shall fulfill those responsibilities specified in DoD Directive 3025.1 (reference (c)). The Executive Agent, through his agent, the Director of Military Support, shall estimate the amount of funds required for DoD response to the emergency condition, and request an allotment of program authority from the Deputy Comptroller (Program and Budget).

C9.3.2.3. The Office of the Deputy Comptroller (Program and Budget) shall issue a fund authorization release letter in the lesser of:

C9.3.2.3.1. The amount requested, or

C9.3.2.3.2. The unallocated funds within the Defense Emergency Response Fund. Amounts appropriated to the Fund are direct program authority. Amounts reimbursed to the Fund are reimbursable program authority. Allotments of the Fund authorization shall be provided from reimbursable program amounts, to the extent that such amounts are available, before use of direct program authority.

C9.3.2.4. DFAS shall record Fund availability and provide accounting support to the Executive Agent. Task orders, issued by the Executive Agent or his or her authorized representatives to the DoD Components requested to provide assistance (performing activities), shall be obligated against the authorized fund allotment for that emergency. DFAS shall record the issuance of the reimbursable orders to the performing activities.

C9.3.2.5. The performing activity shall record the receipt of the reimbursable order and provide assistance in accordance with the direction received from the Executive Agent.

C9.3.2.6. After the Department of Defense begins its initial response operations, it is necessary to estimate the total funding needs for the duration of the emergency response. Approximately 10 days after the disaster event, estimates of the total costs to date and resources required to finish the job should be developed by major object class (as described in OMB Circular A-11, reference (mmmm)) and furnished to the on-site FCO and DFAS.

C9.3.3. Reimbursable Costs. Generally, only incremental costs associated with providing assistance, as directed by the Executive Agent in response to disasters and emergencies, are reimbursable. Specifically, the following costs are eligible for reimbursement:

C9.3.3.1. Wages (including overtime where applicable), travel, and per them of temporary DoD civilian personnel.

C9.3.3.2. Costs of RC called to active duty by a Federal official solely to perform disaster services. If the Reserves are credited with annual training, then only travel and per them is reimbursable.

C9.3.3.3. Cost of work, services, and material procured under contract.

C9.3.3.4. Cost of materials, equipment, and supplies (including transportation, repair, and maintenance) from regular stocks.

C9.3.3.5. Overtime, travel, and per diem of permanent DoD civilian personnel.

C9.3.3.6. All costs incurred that are paid from trust, revolving, or other funds, and whose reimbursement is required by law.

C9.3.3.7. Other costs submitted with written justification or otherwise agreed to in writing by the Executive Agent.

#### C9.3.4. Requests for Reimbursement

C9.3.4.1. Performing DoD Activities. Reimbursement may be requested through use of the SF 1080, "Voucher for Transfers Between Appropriations or Funds," for reimbursement by Treasury check or by SF 1081, "Voucher and Schedule of Withdrawals and Credits," for reimbursement by electronic transfer of funds at Treasury. Requests for reimbursement shall be documented with specific details on personnel services, travel, costs of contracts for services, materials, supplies, and miscellaneous expenses and all other expenses by object class as specified in OMB Circular A-11 (reference (mmmm)) and by any subobject class used in the performing activity's accounting system. The Fund shall reimburse performing activities for the duration of relief operations to the extent that reimbursement for that effort is known or reasonably probable. DoD activities requesting reimbursement shall maintain all financial records, supporting documents, statistical records, and other records pertinent to the provision of services or use of resources by those activities. These materials must be accessible to duly authorized officials for making audits, excerpts, and transcripts, for a period of 6 years 3 months from the date of submission of the final billing.

C9.3.4.2. Emergency Response Fund. DFAS shall receive and consolidate the requests for reimbursement by performing DoD activities. Requests for reimbursement may be submitted at any time; however, a final billing should be submitted within 90 days after completion or termination of the mission. Requests for reimbursement for FEMA-directed domestic emergencies shall be submitted via a SF 1080 or SF 1081 to the applicable FEMA Regional Director, FEMA Region ## (insert Region number), Attention: Program Support officer. The SF 1080 or 1081 prepared for FEMA reimbursement should include, in addition to normally provided information, an identifier as to why reimbursement is requested. The identifier should read "Federal Response Plan" and be followed by the FEMA-assigned disaster number and State (each State is assigned a specific disaster number). Work performed based on a mission assignment letter from FEMA shall cite the specific mission assignment under which the work was performed as well as the disaster number. The SF 1080 or SF 1081 should be accompanied by an attachment which explains the following:

C9.3.4.2.1. Amount previously billed.

C9.3.4.2.2. Current billing amount.

C9.3.4.2.3. Cumulative amount billed to date.

C9.3.4.2.4. Explanation of charges broken down by:

C9.3.4.2.4.1. Personal services including regular time and overtime with the number of hours and total cost.

C9.3.4.2.4.2. Travel and transportation, separating per them and other travel expenses.

C9.3.4.2.4.3. Materials, supplies, and miscellaneous expenses including separate identification of any single item costing \$1,000 or more. Items of expendable property, or supplies costing less than \$1,000 need not be identified. Costs for rental space should be listed separately.

C9.3.4.2.4.4. Costs of contracts for services listed by title and costs.

C9.3.4.2.4.5. Other eligible costs.

#### C9.3.5. Reimbursement of Identified Costs

C9.3.5.1. In providing accounting support to the Executive Agent, the DFAS, using funds allotted for a particular emergency, shall reimburse performing activities for those reimbursable costs the activities incur and bill to the Defense Emergency Response Fund (97X4965).

C9.3.5.2. Collections of funded costs recovered for disaster assistance provided shall be deposited to the credit of the Defense Emergency Response Fund (97X4965) through use of DD Form 1131, "Cash Collection Voucher," or equivalent document. DFAS, acting as the representative of the Executive Agent, will be responsible for collection followup.

C9.3.6. Financial Reporting. DFAS shall prepare the appropriation and fund status reports for the Defense Emergency Response Fund required by chapters 93 and 94 of DoD 7220.9-M (reference (nnnn)). The reports required for the Defense Emergency Response Fund are:

C9.3.6.1. Report on Obligations, SF 225

C9.3.6.2. Report on Financial Position, SF 220

C9.3.6.3. Report on Operations, SF 221

C9.3.6.4. Report on Cash Flow, SF 222

C9.3.6.5. Report on Reconciliation, SF 223

C9.3.6.6. Year-End Closing Statement, Acct Rpt(TFS)2108

C9.3.6.7. Report on Budget Execution, Acct Rpt(M)1176

C9.3.6.8. Flash Report on Obligation Status, Acct Rpt(M)1445

C9.3.6.9. Report on Obligations, SF-225, IRCN 1183-TD-QU

C9.3.6.10. Report on Reimbursements, Acct Rpt(M)725

C9.3.7. The Executive Agent or DOMS shall inform the Office of the Deputy Comptroller (Program and Budget) of the need for an additional appropriation, if necessary, to maintain the Defense Emergency Response Fund at its appropriated level.



## C10. CHAPTER 10

### THE FEDERAL EMERGENCY MANAGEMENT AGENCY AND THE FEDERAL RESPONSE PLAN

See references (a), (f), (g), (l), and (oooo).

#### C10.1. FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA)

C10.1.1. Background. FEMA was created in 1978 to provide a single point of accountability for all Federal emergency preparedness mitigation and response activities. Under the direction of the President, the mission of FEMA is to plan for and coordinate the protection of the civilian population and resources of the Nation. Among FEMA programs are disaster relief, earthquake and hurricane preparedness, flood insurance, fire administration, radiological emergency preparedness, and civil defense. The Department of Defense's primary interests, in conjunction with FEMA, are the Federal Response Plan and civil defense and mobilization responsibilities. The FRP is FEMA's primary vehicle for response to natural and technological disasters and civil emergencies. The Department of Defense supports the provisions of the FRP in accordance with this Manual.

C10.1.2. Organization. The National Headquarters of FEMA is located in Washington, DC. As noted in Figure C10.F1., the ten FEMA Regions are superimposed over the Forces Command Continental Army structure. A directory of the regions is noted in Figure C10.F3. Each FEMA Region has a Regional Director responsible for initially organizing and providing financial and other support for emergency operations within their designated AOR.

C10.1.3. Legal Authorities. Although FEMA relies upon many emergency legal authorities, it operates under two major legal provisions.

C10.1.3.1. Robert T. Stafford Disaster Relief and Emergency Assistance Act (reference (f)). Through this act, the President is granted broad authority to respond with financial assistance when an emergency is declared. By delegation, FEMA is authorized to provide disaster assistance to State and local governments following Presidentially declared emergencies and major disasters.

C10.1.3.2. The Federal Civil Defense Act of 1950 (reference (a)). This act vests authority in the President to enhance National security in the United States by promoting civil defense for the protection of life and property from attacks and from

the effects of natural disasters. The President has delegated to the Director of FEMA responsibility for preparing National plans and programs for civil defense, delegating appropriate civil defense responsibilities to Departments and Agencies of the Federal Government and States, and developing civil defense communications and warning systems for the nation. FEMA also supports the civil defense program by providing materials, facilities, financial contributions, dissemination of public information and training, and other assistance to the States.

## C10.2. FEDERAL RESPONSE PLAN (FRP)

C10.2.1. Scope. The FRP written under the Stafford Act of 1988 (reference (f)), applies to all U.S. States, territories, and possessions. The plan describes the administration of the Federal Government's role in providing immediate action to save lives and mitigate great property damage (response activities) in support of State and local governments. Along with the Department of Defense, other Federal Agencies and the American National Red Cross provide support under the full implementation of this plan. It groups the types of assistance anticipated during a disaster or civil emergency into 12 functional areas and assigns a Lead Agency and several support Agencies for each one. The Department of Defense is assigned as the Lead Federal Agency for Emergency Support Function #3 - Public Works and Engineering (for which USACE is the DoD Lead Agency for planning and response) and a support Agency for the other 11 functions. In this supporting role, the Department of Defense is often asked to provide support to other Federal Agencies in the form of personnel, equipment, transportation, and other services.

### C10.2.2. Execution

C10.2.2.1. General. The Federal Government provides assistance under the overall direction of a Federal Coordinating Officer (FCO). The Department of Defense provides a Defense Coordinating officer (DCO) to serve as the FCO's point of contact for military assistance. A Presidential Declaration allows FEMA to activate a part or all of the response structure and emergency support functions and task other Federal Agencies to provide support. FEMA requests military support through DOMS, the DoD action agent for MSCA. The Assistant Secretary of the Army (IL&E) traditionally provides Executive Agent oversight to the Director of Military Support.

C10.2.2.2. Emergency Support Functions (ESF). ESF assignments are depicted in Figure C10.F2. ESFs are functional groupings of the most likely response activities needed for a coordinated response to various related incidents. These functional areas of response are established to facilitate the provision of Federal

assistance during the immediate response phase of a disaster to save lives, protect property and public health, and to maintain public health and safety. The ESFs represent those types of Federal assistance that the State will most likely need because of the overwhelming impact of a major disaster on its own resources and response capabilities, or because of the specialized or unique nature of the assistance required. The ESF missions are designed to supplement State and local response efforts. Based on the requirements of the emergency, FEMA will notify Federal Departments and Agencies regarding the need for activation of one or more of the ESFs. At the disaster site, each ESF Lead Agency coordinates with its State functional counterparts receiving and verifying support requests. Response operations are conducted only after the verified requests are approved for action by the FCO and SCO (unless stipulated otherwise by the State). When needed, the ESF Lead Agency will coordinate locally with its support Agencies for additional assistance and, as required, seek assistance from its regional and National headquarters.

### C10.2.3. Organization

C10.2.3.1. Catastrophic Disaster Response Group (CDRG). The CDRG is a high-level National group of representatives from the Federal Departments and Agencies covered by the FRP, which is convened by FEMA in the event of an emergency. The CDRG meets on an "as needed" basis and primarily functions as an arbitrator for resource and policy issues requiring attention at the National level. Its members, including DoD representatives (the Director of Military Support and USACE), have access to the policy makers in their respective parent organizations to facilitate decisions on problems and policy issues.

C10.2.3.2. Emergency Support Team (EST). The EST is an inter-Agency group comprised of representatives from each of the primary Agencies operating from FEMA Headquarters (usually the Emergency Information Coordination Center), which oversees the National-level response support effort. The EST coordinates activities with the ESF primary and support Agencies to support Federal response requirements in the disaster field office. The EST also provides administrative, logistical, situation assessment, and operational support to the CDRG. As required, the Department of Defense is represented on the EST by a member of the DOMS staff and the USACE Headquarters.

C10.2.3.3. The Federal Coordinating Officer (FCO). The FCO, or his or her designated representative, is the focal point for DoD liaison with FEMA during a disaster. The FCO is the FEMA Director's personal coordinator of all Federal support actions in a disaster area. Operating from the Disaster Field Office (DFO) in or near the designated disaster area, the FCO is the senior Federal official appointed in accordance with the Stafford Act (reference (f)) to coordinate overall Federal response

and recovery activities. Although the FCO is not a commander in the strictest sense of the word, he or she is the closest counterpart to a military commander in the disaster relief hierarchy. The FCO coordinates the Federal relief effort in the designated disaster area, works with the State Coordinating Officer (SCO) to determine State requirements, and coordinates issues with the CDRG that require a National-level response. Further, the FCO is responsible for lateral coordination and support between ESF participants as well as integrating the support of Agencies who are not part of the FRP.

C10.2.3.4. Defense Coordinating Officer (DCO). The DCO is the DoD on-scene representative who coordinates MSCA requirements with the Federal Coordinating Officer, or his or her designated representative. Appointed and trained by the CONUSAS, the DCO validates MSCA requirements requested by the FCO, passing MSCA requirements back to their CINCS, a Joint Task Force, or to the CONUSAs to fill.

C10.2.3.5. Emergency Response Team - Advance (ERT-A). The ERT-A is a team that is composed of key FEMA staff and Lead Agency representatives who are advance-deployed by the FEMA Regional Director responsible for the affected State. The ERT-A is deployed to the State EOC and affected area for the purpose of establishing communications, assessing the impact of the situation, collecting damage information, and setting up response operations in the Disaster Field Office.

C10.2.3.6. The Emergency Response Team (ERT). The main ERT is an inter-Agency team, consisting of the lead representative from each Federal Department or Agency assigned primary responsibility for an ESF and key members of the FCO's staff. The ERT is formed to assist the FCO in carrying out coordination responsibilities. The ERT provides a forum for coordinating the overall Federal response, reporting on the conduct of specific operations, exchanging information, and resolving issues related to ESF and other response requirements. ERT members respond to and meet as requested by the FCO. ERT membership may be expanded by the FCO to include designated representatives of other Federal Departments and Agencies, as needed.

C10.2.3.7. Regional Operation Center (ROC). The ROC is the temporary operations facility that is activated for immediate response operations, as a point of contact for the State or other Federal Agencies and the EST, and for the coordination of Federal response and recovery activities. The DoD representative at the ROC is the EPLO. The ROC is usually located at one of the 10 FEMA regional offices and is led by the FEMA Regional Director or Deputy Director in collection of damage information until the Disaster Field office (DFO) becomes operational. From that time forward, the ROC performs a support role for the Federal staff at the disaster scene.

C10.2.3.8. Disaster Field Office (DFO). The DFO is the office established in or near the designated disaster area to support Federal and State response and recovery operations.

C10.2.3.9. State Emergency Operations Center (SEOC). The State EOC (or local county EOC, where appropriate) is usually where the SCO and staff are initially located. Coordination of operations may shift to the State Emergency Operations Center upon arrival of the ERT-A at that location.

C10.2.4. DoD Support to the Federal Response Plan. As described in Chapter 2, Concept of Operations, the Department of Defense provides MSCA through a Combatant Command as the operating Agency. The Department of Defense provides support to the FRP in two specific areas.

C10.2.4.1. ESF #3, Public Works and Engineering. The DoD Executive Agent is responsible to provide Public Works and Engineering support to assist the State(s) in needs related to lifesaving or life protecting following a major or catastrophic disaster. The USACE represents the Executive Agent through DOMS. This support includes technical advice and evaluations, engineering services, construction management and inspection, emergency contracting, emergency repair of water supply, wastewater and solid waste facilities, and real estate support for the stated purposes. In addition, under its own authority, the USACE provides specialized engineering and construction technical support in preparing for and responding to floods under amendments to the Flood Control Act, 33 U.S.C. 701n(a) (reference (r)). Other areas of support include responding to oil and other hazardous material spills and other civil emergencies. An organizational structure of divisions and districts drawn along the geographical lines of river basin boundaries affords the Corps of Engineers an in-place field engineering and construction capability that can be readily used in emergency situations (Figure C10.F4). Under ESF #3, the USACE develops work priorities in cooperation with the SCO and the FCO and appoints an overall coordinator for all response and recovery activities at the DFO. The Corps furnishes a representative to the CDRG, the EST, and

the ERT. Its crisis management team operates from the Corps Headquarters EOC in Washington, DC. Because of its unique qualifications, FEMA looks to the Department of Defense (U.S. Army Corps of Engineers) as the Lead Agency to provide public works and engineering support to the overall effort to assist the States in preservation of life and property. Activities within the scope of ESF #3 include reconnaissance of and emergency clearance of debris from the damaged areas (route clearance) to allow passage of emergency personnel and equipment needed for lifesaving, health and safety purposes during the emergency's immediate response phase. It also includes temporary construction of emergency access routes such as streets, roads, bridges, ports, waterways, airfields, and other facilities necessary for passage of rescue personnel; debris clearance; provision of PRIME POWER; and emergency restoration of critical public services and facilities. This could include supplying potable water, temporary restoration of water supply systems, and water for firefighting. Further, USACE may conduct emergency demolition or stabilization of damaged structures and facilities designated by State or local governments as immediate hazards to the public health and safety, lifesaving operations, technical assistance, and damage assessment (including structural inspections and support to other ESFs).

C10.2.4.2. ESF #9, Urban Search and Rescue (US&R). Although FEMA is the lead Federal Agency for this ESF, the Department of Defense is the principle support Agency. Federal US&R assets will assist and augment State and local agencies with their US&R responsibilities. A catastrophic or major disaster or civil emergency may cause conditions that vary widely in scope, urgency, and degree of devastation (i.e., collapsed urban structures, multistory or high rise buildings). Substantial numbers of persons could be in life-threatening situations requiring prompt rescue and medical care. Because the mortality rate dramatically increases beyond 72 hours, search and rescue must begin immediately. Rescue personnel will encounter extensive damage to buildings, roadways, public works, communications, and utilities. In the case of an earthquake, aftershocks, secondary events, and other effects such as fires, tsunami, landslides, flooding, and hazardous material releases, will compound rescue efforts and may threaten both survivors and rescue personnel. The nucleus of the US&R response system is the FEMA affiliation of 25 civilian US&R task forces. FEMA has developed US&R doctrine, and standardized civilian task force personnel, equipment, and training. Upon activation, these civilian task forces become Federal US&R assets. When authorized and directed by FEMA, the Department of Defense will support and conduct US&R operations to save lives in designated disaster areas. With support from the FEMA, civilian US&R task forces and other Federal Agencies, the Department of Defense will provide support to State and local US&R operations in three execution phases. These phases are: (1) Notification, (2) Initial Response Actions, and (3) Continuing Actions.

C10.2.4.2.1. Notification. Upon notification that a disaster has struck requiring US&R, FEMA will alert the DOMS, its civilian US&R task forces, and the Department of Health and Human Services (U.S. Public Health Service). Civilian task forces, in turn, alert and assemble their members. DOMS will designate a supported CINC and issue warnings and execute orders to all appropriate DoD Components.

C10.2.4.2.2. Initial Actions. FEMA National Headquarters, DOMS, and the Supported CINC will assess the situation. Based on this analysis, FEMA will determine the allocation of civilian task forces. FEMA then activates the civilian task forces and directs them to deploy. DOMS will evaluate alternatives and may direct the DoD-Supported CINC or U.S. Transportation Command (USTRANSCOM) to move some civilian task forces by military air. Other civilian task forces may move to the disaster area by their own transportation. The Supported CINC will deploy one or more tailored control detachments to support the overall civilian task force effort and conduct basic and light US&R. The composite civilian-military detachment(s) will consist of a number of Medium and Heavy Rescue Teams, Basic and Light Rescue Units, and service support. The Medium and Heavy Rescue Team is composed of FEMA-sponsored and trained volunteer civilians. They are normally professionals (fire fighters, medical, engineers, canine search teams, etc.) with some US&R equipment supported by a military liaison cell. The Basic and Light Rescue Unit is a military unit (and may be augmented with FEMA-sponsored civilian US&R specialists and USACE personnel) tasked to conduct basic and light US&R. The US&R Detachment is under the operational control of the FEMA ESF #9 cell at the DFO, which provides mission direction. When employed, the US&R teams usually work directly with city or county officials (Local Incident Commander) at the disaster scene. The Local Incident Commander directs the specific operations of the on-scene US&R assets.

C10.2.4.2.3. Continuing Actions. The Local Incident Commander may provide the US&R companies with additional requirements or change the priority for support. The ESF #9 cell in the DFO coordinates through the DCO with the JTF to provide civilian and/or military US&R units to other locations. If requested and made available, foreign US&R teams will be integrated into the operation. Units will be reassigned to other jurisdictions as required. Upon completion of the US&R mission, the detachment will redeploy if not needed for follow-on missions.

C10.2.4.3. DoD Support to Other ESFs. In accordance with the FRP, other Federal Agencies are designated as primary responders by specific ESF. The Department of Defense provides supplementary support to these responders. However, primary responsibility for providing relief in other than ESF #3 belongs to other Federal Agencies. Responsibilities of the primary Agency include organizing the planning and

response to an emergency, ensuring timely functional support, coordinating and managing assistance, meeting needs identified by State representatives, and tasking support Agencies. In the disaster area, the primary Agency should be contacted first for the provision of support. If unable to provide support, the primary Agency should contact its supporting Agencies for assistance. If the DCO does not have the requested resources, he or she will inform the requesting primary Agency that the support is not available. The primary Agency will search regionally and nationally for the resource or task another supporting Agency. If the resource is unavailable, the primary Agency will inform the FCO. The FCO may task another Agency or pass the action to the National level. At the National level, if the support is still not available within the Lead Agency, the DOMS may be contacted for assistance.

C10.2.5. Other Military Support to FEMA. There is a long history of military personnel being associated with FEMA and its predecessor Agencies in the area of civil defense and emergency preparedness. These military personnel have provided and continue to provide direct and indirect support to the Agency's emergency preparedness mission. Presently, military support to FEMA includes staff assistance to the Director of FEMA and the FEMA regions, support in mobilization activities and disasters, and support of State and local emergency management programs by active duty personnel and Reservists.

C10.2.5.1. DoD Military Support Liaison Office. The DoD Military Support Liaison Office at FEMA Headquarters in Washington, DC, provides a focal point for DoD liaison for all the Uniformed Services and levels of organization. Its mission is to ensure that FEMA officials understand DoD strategy as it impacts on FEMA programs. Conversely, the MSLO ensures that DoD officials are aware of FEMA responsibilities and programs when the Department of Defense develops its plans and strategies. It ensures that the Department of Defense's responsibilities in terms of FEMA programs and the mutual support required between the Department of Defense and FEMA in pursuit of National security objectives are clearly defined. The Liaison Office also has the role of ensuring that DoD resources provided to FEMA are used to their maximum effectiveness.

C10.2.5.2. Other Support. Various other programs previously covered support FEMA. These programs are: Individual Mobilization Augmentee (IMA) Program; Navy Liaison Officer Program (all covered in Chapter 5) and the Emergency Preparedness Liaison Officer (EPLO) Program (covered in Chapter 6).



Figure C10.F1. CONUSAs AND FEMA REGIONS

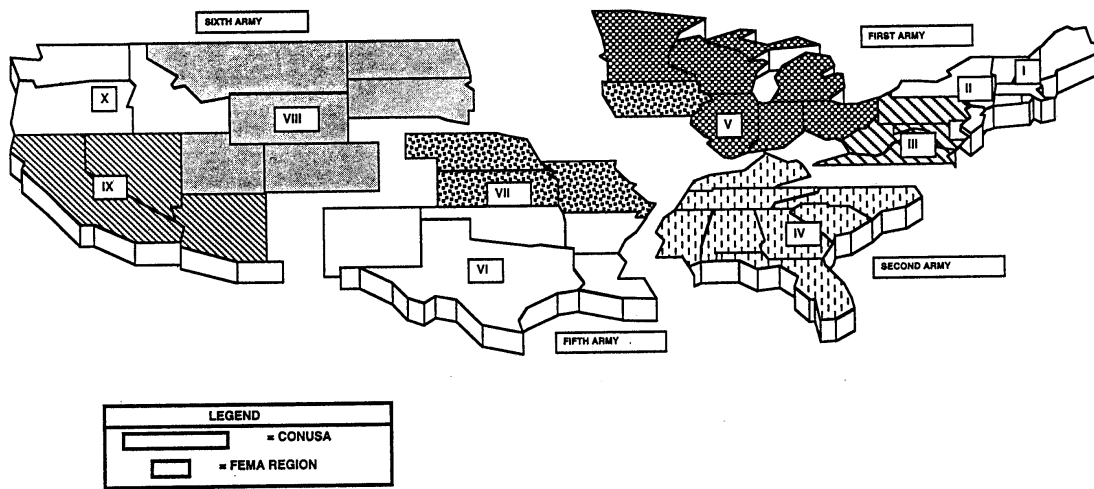


Figure C10.F2. EMERGENCY SUPPORT FUNCTIONS (ESF)

<u>ESF</u>	<u>PRIMARY FEDERAL AGENT</u>
1. (TRANSPORTATION)	DOT
2. (COMMUNICATIONS)	NCS
3. (PUBLIC WORKS)	DoD
4. (FIREFIGHTING)	USDA
5. (INFO & PLANNING)	FEMA
6. (MASS CARE)	ARC
7. (RESOURCE SPT)	GSA
8. (HEALTH/MED SVCS)	DHHA
9. (URBAN SAR)	FEMA
10. (HAZARD MTLs)	EPA
11. (FOOD)	USDA
12. (ENERGY)	DOE

Figure C10.F3. FEMA FEDERAL REGIONS

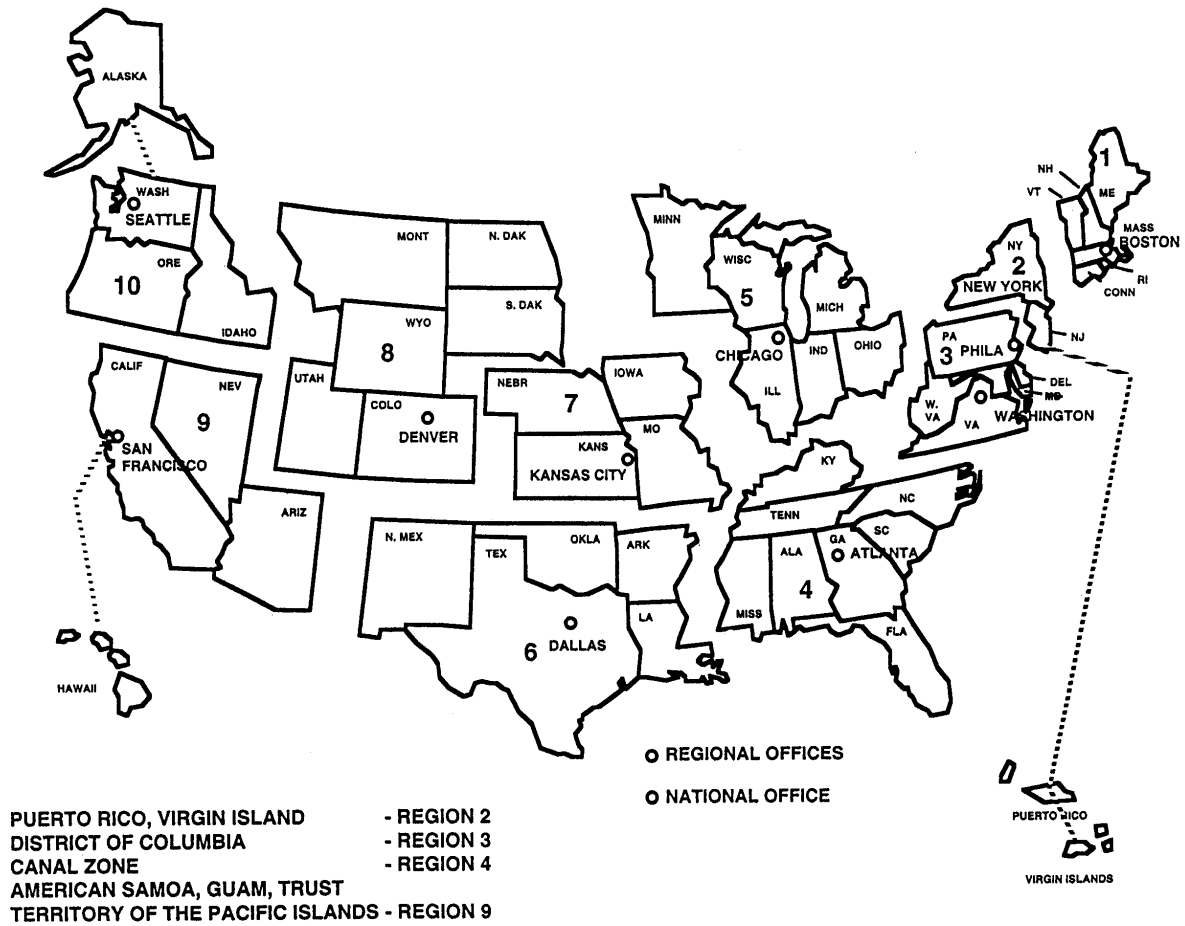


Figure C10.F4. USACE CIVIL WORKS  
DIVISION/DISTRICT BOUNDARIES

