



NEWPORT PAPERS

A Series of Point Papers
from the Naval War College and the
Navy Warfare Development Command
For Senior Leadership
In Response to Critical Issues

Strategy / CONOPS / Doctrine / Decision

United States Naval War College
Navy Warfare Development Command
Newport, Rhode Island

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Newport Paper 66**- MILITARY SUPPORT TO CIVIL AUTHORITIES -
"Navy Roles And Responsibilities In Domestic Support Operations"**

Purpose: To examine the policies, programs and procedures which govern the employment of United States Navy capabilities as part the Department of Defense provision of support to civil governments and organizations, primarily under the guidance of the Stafford Act.

Background: The events of September 11, 2001 have highlighted the potential need to employ United States military capabilities in support of civilian authorities at the local, state and federal levels under a wide range of emergency circumstances. Much of existing doctrine is oriented toward natural disasters and does not explicitly address multiple, deliberate, concurrent, hostile, CONUS-wide attacks of the nature experienced on September 11, 2001. However, over the years the Department of Defense has developed both comprehensive planning and execution organizational structure to support civilian authorities in times of crisis. The mechanisms and related policies and procedures are in place to identify and employ existing U.S. Navy capabilities utilizing an 'all hazards' approach to contingency planning in a timely and effective manner.

State and local governments exercise primary responsibility to respond to domestic emergencies; the Federal Government provides assistance as required. On a Federal level the response is coordinated by the Federal Emergency Management Agency (FEMA). Within the Navy, OPNAVINST 3440-.16 establishes the requirement to protect and restore Navy mission capabilities as the first priority of Commanders. Only after this objective has been satisfied will Navy Commanders shift their focus to the preparation and potential employment of military resources under their cognizance in support of civil emergencies. The remainder of this paper will be focused on the policies, programs and procedures that govern the employment of Navy forces in support of civil authorities as part of an over-arching emergency management plan at the local, state or federal level. Specifically, we intend to examine the responsibilities and functions identified in DOD Directives 3025.1, 3025.12, 5030.45, and 5525.5 with respect to Military Support to Civil Authorities (MCSA).

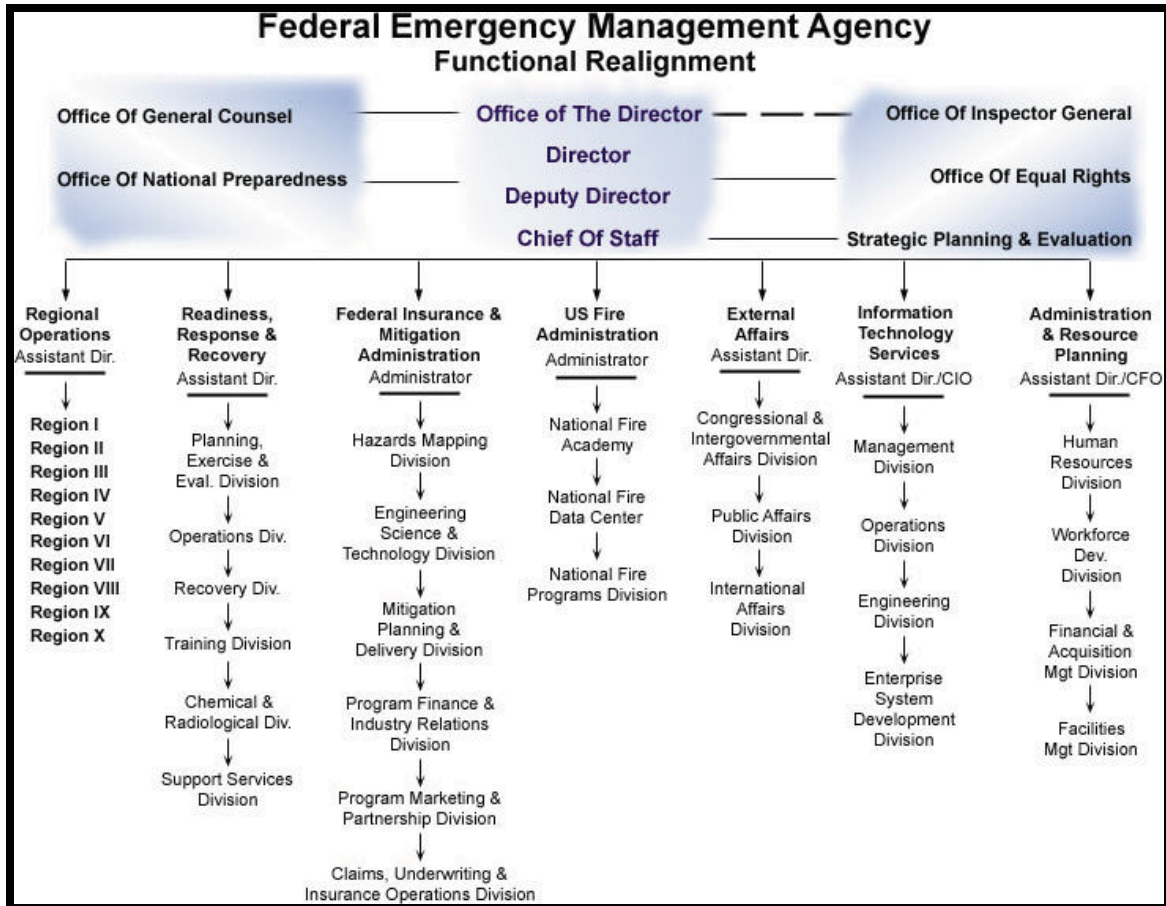
Roles and Responsibilities.

(1) **General.** The Federal Emergency Management Agency (FEMA) is authorized by the Robert T. Stafford Disaster Relief and Emergency Assistance Act as amended to lead and support the nation in developing and maintaining a national emergency management capability that helps people protect themselves and their families, homes, communities, and businesses from hazards. The US Military is primarily charged with the responsibility to organize, train, and equip forces to conduct

combat operations. However, it also has the capability and responsibility to respond to domestic emergencies and provide support to civil authorities as outlined in DOD Directives 3025.1, Military Support to Civil Authorities, and DOD Directive 3025.15, Military assistance to Civil Authorities. Such domestic support operations usually occur after a Presidential declaration of a major disaster or an emergency and are designed to *supplement* the efforts and resources of state and local governments. During domestic support operations the US military *always* responds in support of another civilian agency. The types of domestic support missions for which the US military routinely provides support include:

- ✂✂ Domestic Disaster Relief Operations (DODD 3025.1)
- ✂✂ Civil Disturbance Operations (DODD 3025.12)
- ✂✂ Support to Immigration Emergencies (SECDEF Memo)
- ✂✂ Support to U.S. Postal Service (DODD 5030.50)
- ✂✂ Military Assistance to Safety and Traffic (DODD 4500.9)
- ✂✂ Wildfires (MOU/MOA)
- ✂✂ Emergency Animal Disease Eradication (SECDEF Memo)

(2) Federal Emergency Management Agency (FEMA). The Federal Emergency Management Agency -- FEMA -- is an independent agency of the federal government, reporting to the President. FEMA is comprised of more than 2,600 full time employees who work at FEMA headquarters in Washington D.C., at regional and area offices across the country, at the Mount Weather Emergency Assistance Center, and at the FEMA training center in Emmitsburg, Maryland. Since its founding in 1979, FEMA's mission has been clear: *To reduce loss of life and property and protect our nation's critical infrastructure from all types of hazards through a comprehensive, risk-based, emergency management program of mitigation, preparedness, response and recovery.* Under the Stafford Act and Executive Orders 12148, Federal Emergency Management, and 12656, Assignment of Emergency Preparedness Responsibilities, FEMA has been delegated primary responsibility for coordinating Federal emergency preparedness, planning, management, and disaster assistance functions. FEMA also has been delegated responsibility for establishing Federal disaster assistance policy. In this stewardship role, FEMA has the lead in developing and maintaining the Federal Response Plan (FRP) that establishes a process and structure for the systematic, coordinated, and effective delivery of Federal assistance to address the consequences of any major disaster or emergency. The FRP clearly delineates the conditions and procedures to be followed for employing Department of Defense resources as part of the federal response to a major disaster or emergency.

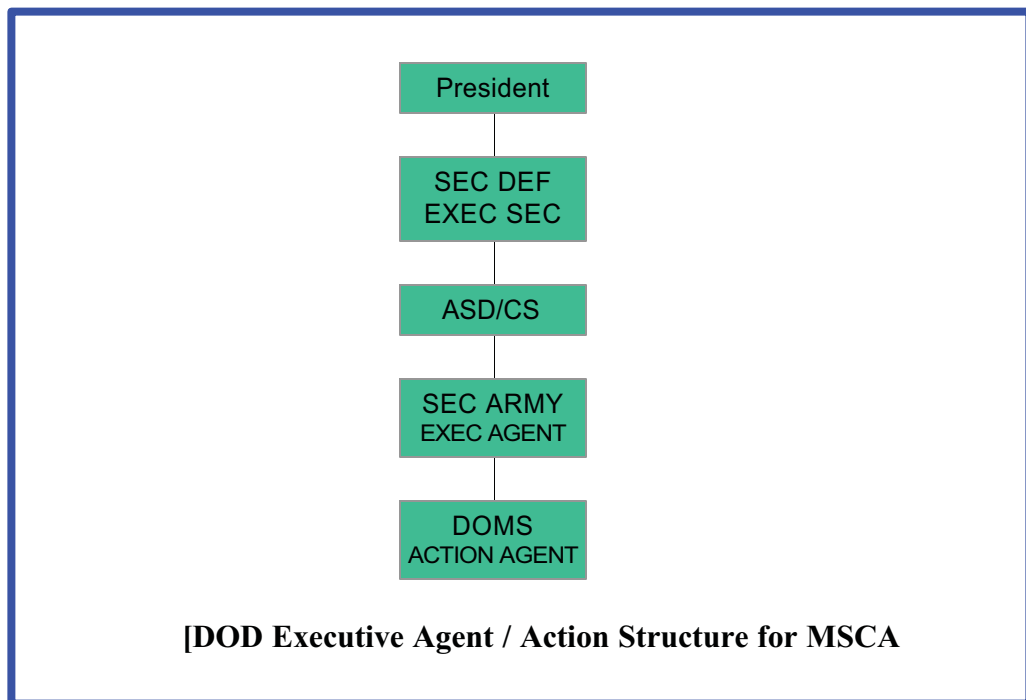


(3) Department of Defense. The Secretary of Defense is the approval authority for the employment of active federal forces in support of civilian agencies for declared emergencies. The Secretary of Defense directs in DOD Directive 3025.1 that the Secretary of the Army be his Executive Agent to task DOD components to plan for and commit DOD resources in response to requests from civil authorities for military support IAW the procedures established in the Federal Response Plan. In the wake of events of 11 September 2001 the Deputy Secretary of Defense issued a memorandum to the Secretaries of the Military Departments and the Chairman of the Joint Chiefs of Staff on September 13, 2001 restating the Secretary of the Army's role as the DOD Executive Agent. The Secretary of the Army executes its responsibilities through the **Director of Military Support (DOMS)** who serves as the action agent for planning and executing DOD's support mission to civilian authorities within the United States.

(4) Director of Military Support (DOMS). As the Secretary of the Army's action agent for planning and executing DOD's support mission to civilian authorities the DOMS performs the following functions:

✍ Ensures Executive Agent responsibilities for planning and execution are performed

- ✍✍ Directs Military Support to Civil Authorities (MSCA)
- ✍✍ Manages MSCA expenditures
- ✍✍ Directs and coordinates development of both generic and incident specific plans through the DOD planning agents.
- ✍✍ Establishes MSCA guidance for the National Guard
- ✍✍ Provides for the effective use of civil engineers
- ✍✍ Provides authorizations to perform emergency work



(5) Commanders in Chief of Geographic Combatant Commands. The Geographic CINCs serve as the Department of Defense *principal planning agent* and *supported command* for the geographic areas within the United States and its territories as designated in the Unified Command Plan (UCP). Specifically they are responsible for:

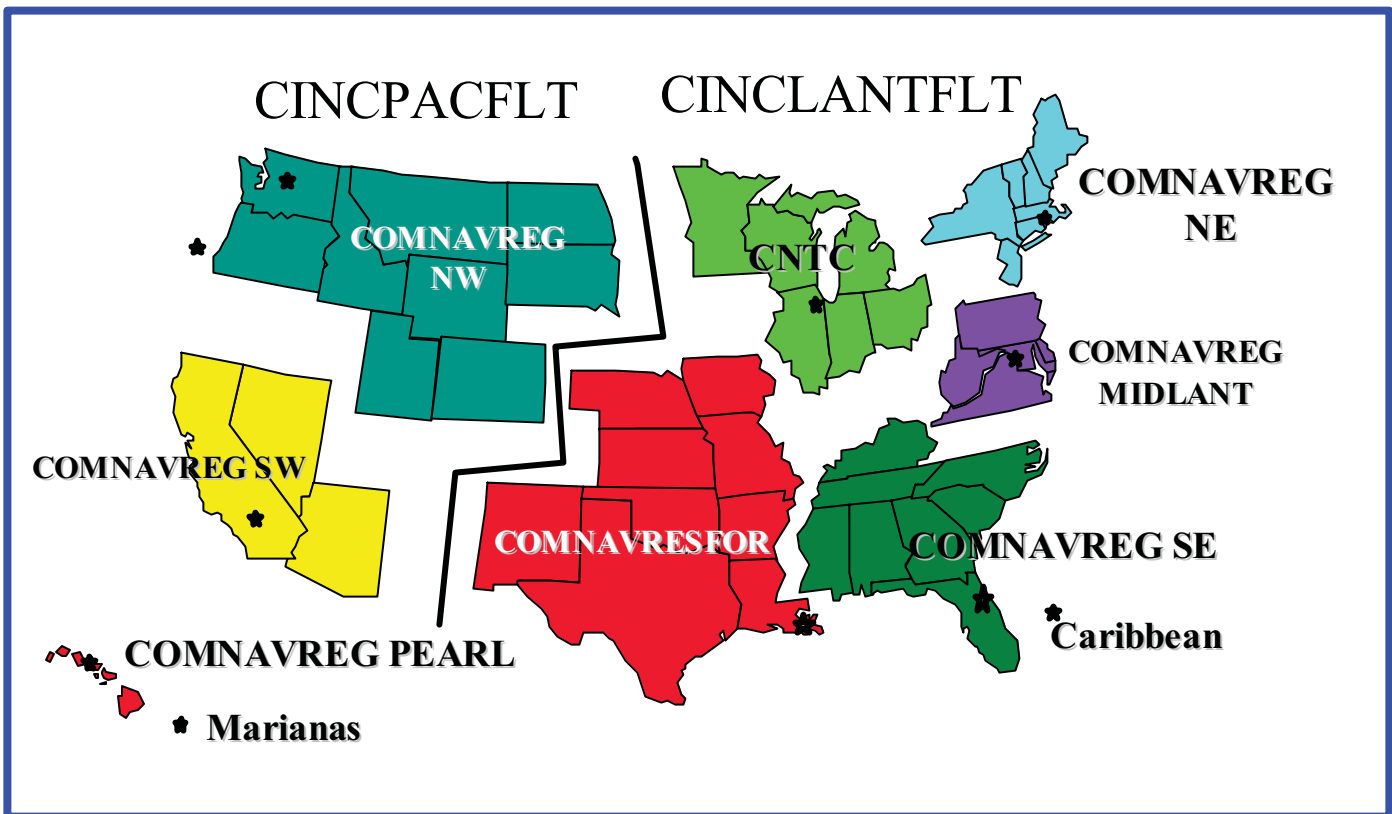
- ✍✍ Cooperative planning for MSCA operations between DOD Components, FEMA, and other Federal or State civil agencies (maintains liaisons with appropriate civil agencies such as FEMA).
- ✍✍ Activating and coordinating the use of Regional Emergency Preparedness Liaison Officer (REPLO) and State Area Command (STARC) Emergency Preparedness Liaison Officers (EPLOs) Teams

to assist in plan development and execution of emergency response actions.

☞ Evaluates MSCA plans, preparedness measures, and training in joint civil military exercises.

☞ As the Lead Operational Authority (LOA), provides MSCA response, as directed by the Executive Agent.

(6) Service/Component Commanders. For the purposes of this paper we will focus on how the US Navy executes its responsibilities with respect to MSCA. Currently the Navy has designated two Navy Principal Planning Agents, CINCLANTFLT and CINCPACFLT.



(7) Regional Management Coordinators/Planning Agents. The Navy concept of operations is based on centralized planning and local response. Planning and training is coordinated at the regional level. Execution and command and control of Navy forces engaged in MSCA will primarily be aligned with the Regional Planning Authorities (RPA is generally the NAVFOR CDR in the respective region). The responsibilities of the eight Navy Regional Planning Agents / Emergency Management Coordinators is to:

- ✍✍ Develop and/or update the Regional Emergency Management Plan. This plan provides one comprehensive and standardized plan for the region.
- ✍✍ Coordinate and manage the efforts of Sub-Regional Planning Agents (SRPAs) who prepare applicable appendices to the Regional Emergency Management Plan for areas within their designated area of operations.
- ✍✍ Coordinate the activities of Navy Emergency Preparedness Liaison Officers (NEPLOs) assigned to each of the States within their designated area of responsibility as well as the activities of the Regional Emergency Preparedness Officers (REPLOs) assigned to FEMA regions in their AOR (for example COMNAVREG NE includes FEMA Regions I and II).
- ✍✍ Determine equipment, material, and personal augmentation requirements for Navy installations likely to become 'Base Support Installations' (BSIs) in support of emergency operations. BSIs are selected for their ability to support infrastructure and service requirements such as airfields, staging areas, office space, emergency medical services, etc.
- ✍✍ Assist in the regions response to emergencies requiring MSCA.

(8) Regional/State Emergency Preparedness Liaison Officers. Each service component provides personnel to serve as Regional and State Emergency Preparedness Liaison Officers. Although regional liaison officers assigned to each of FEMA's ten regions remain under the command, control and administration of parent services, the 'Principal Regional EPLO' (a position filled by an Army Colonel at each region), provides policy guidance for the team. Regional and State EPLOs are specifically trained Reserve Officers operationally controlled by the Service RPA.

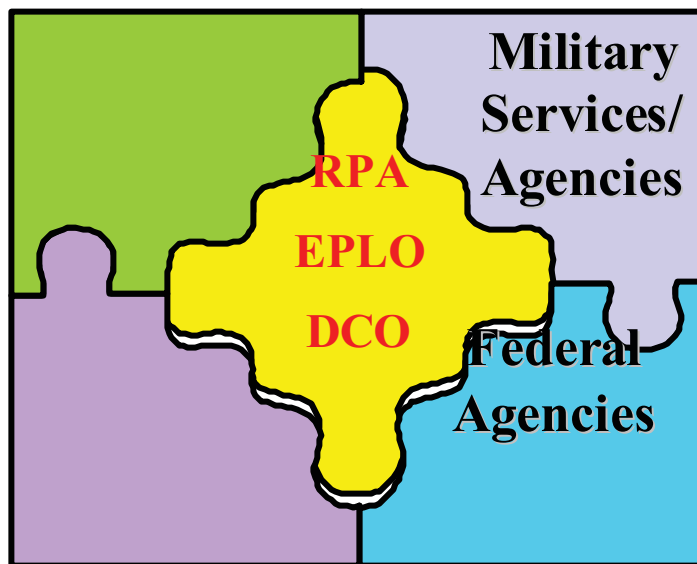
The Regional EPLO mission is to:

- ✍✍ Provide DOD and Service Liaison with Federal Regional Organizations and agencies
- ✍✍ Facilitate planning, coordination and training for MSCA
- ✍✍ Advise Federal agencies and organizations on DOD and Service capabilities (as contained in the DOD Resource Data Base maintained by FORSCOM IAW DODD 3025.1).

The State EPLO mission is to:

- ✍️ Provide Service representation and liaison to the military and civil authorities within the state, commonwealth, US possessions and other eligible jurisdictions
- ✍️ Facilitate planning, coordination and training for MSCA preparedness
- ✍️ Advise on DOD and Service capabilities and resources
- ✍️ Serve as a member of the Emergency Response Team (ERT) during an actual emergency

(9) Putting it all together. Upon execution of the FRP and prior to the appointment of a Defense Coordinating Officer (DCO), national-level requests for military support are made directly to the Director of Military Support (DOMS). DOMS exercises national-level oversight of the DCO function. There is a pre-designated DCO for each state who is responsible for coordinating DOD support to Federal Agencies at the Disaster Field Office (DFO). To ensure a coordinated and consistent DOD disaster response, the DCO is the single point of contact in the field for coordinating and validating the use of DOD resources. The DCO is the designated DOD on-scene member of the ERT supported by a Defense Coordinating Element (DCE), composed of administrative staff and liaison personnel, including the Emergency Preparedness Liaison Officer (EPLO), who normally will collocate with the ERT Operations Section. The DCO, through appropriate military channels, refers problematic/contentious military support issues to DOMS. DOMS facilitates resolution of issues at the national level.



(10) The JTF Issue. Based on the magnitude and type of disaster and the anticipated level of resource involvement, DOD may establish a Joint Task Force - Civil Support (JTF-CS) to consolidate and manage supporting operational military activities.

This consolidates operational control of all allocated DOD assets (except USACE personnel executing ESF #3 missions and the Joint Special Operations Task Force) but does little to change the mechanism by which requests for support are received. Although the JTF-CS Commander supplants the DCO as the senior DOD representative, the DCO will continue to exercise the ERT staff function of mission assignment coordination and validation, and will act as a liaison between the ERT staff and the JTF staff.

Recommendation/Actions: The plans, programs and policies are in place to effect a coordinated response from the Department of Defense and the US Navy. Support requirements normally begin with a 911 call to local authorities and as requirements exceed on-hand capabilities, requests for support are generated through a well-developed incident command system (ICS). DoD responds only when the requirement exceeds that of the wide network of civil agencies trained and ready to respond to civil emergencies. The DoD response is reactive in nature and predicated on a request for support validated by FEMA and the on-site DCO who will coordinate the DoD response with the supported CINC and/or the DOMS.

