ARMY, MARINE CORPS, NAVY, AIR FORCE


# CIVIL SUPPORT

## MULTI-SERVICE TACTICS, TECHNIQUES, AND PROCEDURES FOR CIVIL SUPPORT (CS) OPERATIONS

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**AIR LAND SEA APPLICATION CENTER**



MULTI-SERVICE TACTICS, TECHNIQUES, AND PROCEDURES

## FOREWORD

This publication has been prepared under our direction for use by our respective commands and other commands as appropriate.

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**This publication is available through the ALSA website (www.alsa.mil); through the Army websites at Army Knowledge Online (AKO) (www.us.army.mil) and at the General Dennis J. Reimer Training and Doctrine Digital Library (www.train.army.mil); and through the Air Force website at Air Force Publishing (www.e-publishing.af.mil).**

# PREFACE

## 1. Purpose

This publication identifies multi-Service tactics, techniques, and procedures (MTTP) and Service capabilities for civil support (CS). It sets forth MTTP at the tactical "task" level to assist the military planner/commander in the employment of military resources in response to domestic disasters in accordance with United States (US) laws and as directed by the President or Secretary of Defense (SecDef). It addresses key MTTP to smooth the friction of CS operations for military commanders and planners.

## 2. Scope

This publication provides procedures for actions taken by the military Services when directed to support local, state, or federal agencies in response to domestic disasters. Support can be in the form of expertise, equipment, manpower, plans, organization, communication, and/or training.

## 3. Applicability

a. This publication establishes MTTP that are applicable to all Service organizations tasked with supporting disaster relief operations. These MTTP enable Department of Defense (DOD) organizations assisting civil authorities to efficiently integrate DOD capabilities into relief operations.

b. The United States (US) Army, Navy, and Air Force approved this multi-Service publication for use. This publication applies to the Active Army, the Army National Guard/Army National Guard of the United States, and the United States Army Reserve, unless otherwise stated.

## 4. Implementation Plan

Participating Service command offices of primary responsibility (OPRs) will review this publication, validate the information and, where appropriate, reference and incorporate it in Service manuals, regulations, and curricula as follows:

**Army.** Upon approval and authentication, this publication incorporates the procedures contained herein into the US Army Doctrine and Training Literature Program as directed by the Commander, US Army Training and Doctrine Command (TRADOC).

Distribution is in accordance with applicable directives and the Initial Distribution Number (IDN) listed on the authentication page.

**Navy.** The Navy will incorporate these procedures in US Navy training and doctrine publications as directed by the Commander, Navy Warfare Development Command (NWDC)[N5]. Distribution is in accordance with Military Standard Requisition and Issue Procedure Desk Guide (MILSTRIP Desk Guide) Navy Supplement Publication-409 (NAVSUP P-409).

**Air Force.** The Air Force will incorporate the procedures in this publication in accordance with applicable governing directives. Distribution is in accordance with Air Force Instruction (AFI) 33-360.

## 5. User Information

a. TRADOC, NWDC, Air Force Doctrine Development and Education Center (AFDDEC), and the Air Land Sea Application (ALSA) Center developed this publication with the joint participation of the approving Service commands. ALSA will review and update this publication as necessary.

b. This publication reflects current joint and Service doctrine, command and control (C2) organizations, facilities, personnel, responsibilities, and procedures. Changes in Service protocol, appropriately reflected in joint and Service publications, will likewise be incorporated in revisions to this document.

c. We encourage recommended changes for improving this publication. Key your comments to the specific page and paragraph and provide a rationale for each recommendation. Send comments and recommendations directly to—

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# CIVIL SUPPORT

## MULTI-SERVICE TACTICS, TECHNIQUES, AND PROCEDURES FOR CIVIL SUPPORT (CS) OPERATIONS

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# EXECUTIVE SUMMARY

# CIVIL SUPPORT

## Multi-Service Tactics, Techniques, and Procedures for Civil Support (CS) Operations

This MTTP publication describes US military involvement in CS operations. Military and civilian after-action reports identify the need for expanded joint and interagency procedures to enhance military and civilian interoperability. For CS operations to be effective, military and civilian organizations should understand each others role and capabilities. This MTTP publication describes the interaction among military and civilian agencies operating at the tactical level.

Military domestic disaster relief operations present unique challenges when coordinating with and working alongside non-DOD, state, local, and tribal agencies. This publication enhances military understanding of typical CS task force organizations and outlines some of the challenges impacting traditional military operations executed in support of domestic disaster relief operations. Additionally, this publication provides a tutorial overview of the National Response Plan (NRP) and the associated interagency coordinating entities that facilitate domestic disaster relief operations.

### Civil Support (CS) Operations

Chapter I presents an overview of CS operations, describes the DOD lead agency organization and planning considerations, and provides tutorial highlights of the NRP.

### Interagency Coordination

Chapter II describes structure, responsibilities, and processes of interagency coordination groups and describes their function on CS joint task forces (JTFs).

### Communications Support Operations

Chapter III details employment of DOD organizations to enable immediate C2 of JTF elements.

### Airport and Seaport Operations

Chapter IV details employment of DOD organizations to re-establish port operations and to enable military use of civilian air and sea terminal facilities.

### Public Safety and Security

Chapter V details employment of DOD organizations which facilitate public safety to include assessment and clearing.

## Search and Rescue

Chapter VI details employment and integration of DOD search and rescue (SAR) capabilities and outlines requirements for execution of air, land, and sea SAR operations.

## Medical Response

Chapter VII details employment and integration of DOD medical capabilities for evacuation, mass casualty (MASCAL) care, mortuary assistance, and public health support.

## Evacuation Operations

Chapter VIII details employment and integration of DOD capabilities to evacuate by air, land, and sea supporting pre- and post-disaster evacuation operations.

## Logistics

Chapter IX details employment and integration of DOD capabilities to provide and distribute emergency supplies and to assist in emergency clearing of debris to enhance access to the disaster area.

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Pictured above is the city of New Orleans devastated by Hurricane Katrina. All the images used throughout this MTTP are taken from the Defense Visual Imagery, CD Collections, *Hurricanes Katrina and Rita* and were shot by DOD personnel between August and October 2005. The CD can be obtained at: http://www.dodmedia.osd.mil/CD-ROM_Collections.htm

## Chapter I

# CIVIL SUPPORT (CS) OPERATIONS

Clearly, Hurricane Katrina was one of the most devastating natural disasters in our nation's history, and because of its size and strength, it will have long-standing effects for years to come. By their nature, major catastrophic events involve extraordinary levels of casualties, damage, or disruption that will likely immediately overwhelm state and local responders—circumstances that make sound planning for catastrophic events all the more crucial. Prior disasters and the actual experience of Hurricane Katrina show that the military is likely to contribute substantial support to state and local authorities.
The military response, which began prior to Katrina's landfall on August 29, 2005, peaked at more than 70,000 troops—over 50,000 National Guard and over 20,000 active federal personnel.

GAO 06-643 Report to the Congressional Committees

## 1. Background

a. General. Military units tasked to support civilian authorities during domestic disasters enable rapid and effective disaster relief operations that limit loss of life, mitigate suffering, and curtail further significant property damage. Lessons learned from recent disaster operations, however, highlight inefficiencies where DOD organizations interface with other local, state, and federal government agencies tasked with disaster relief operations. The challenge remains in integrating military and civil capabilities within a disaster stricken operating environment with little intact infrastructure while urgently and efficiently executing relief operations. Critical to effective disaster relief operations is the DOD ability to commence immediate tactical level relief operations nearly simultaneous to the occurring disaster.

Illustrated above are unique DOD capabilities employed to enhance civilian disaster relief operations during the Hurricane Katrina disaster.

b. CS Operations. CS includes, but is not limited to, support of US civil authorities for major disasters, emergencies, civil disturbance operations, designated defense support of civilian law enforcement authorities, and domestic special events.

c. Planning. CS operations are conducted in five phases. These phases may overlap during large scale catastrophic events. Figure I-1 illustrates the five Phases of CS Operations.

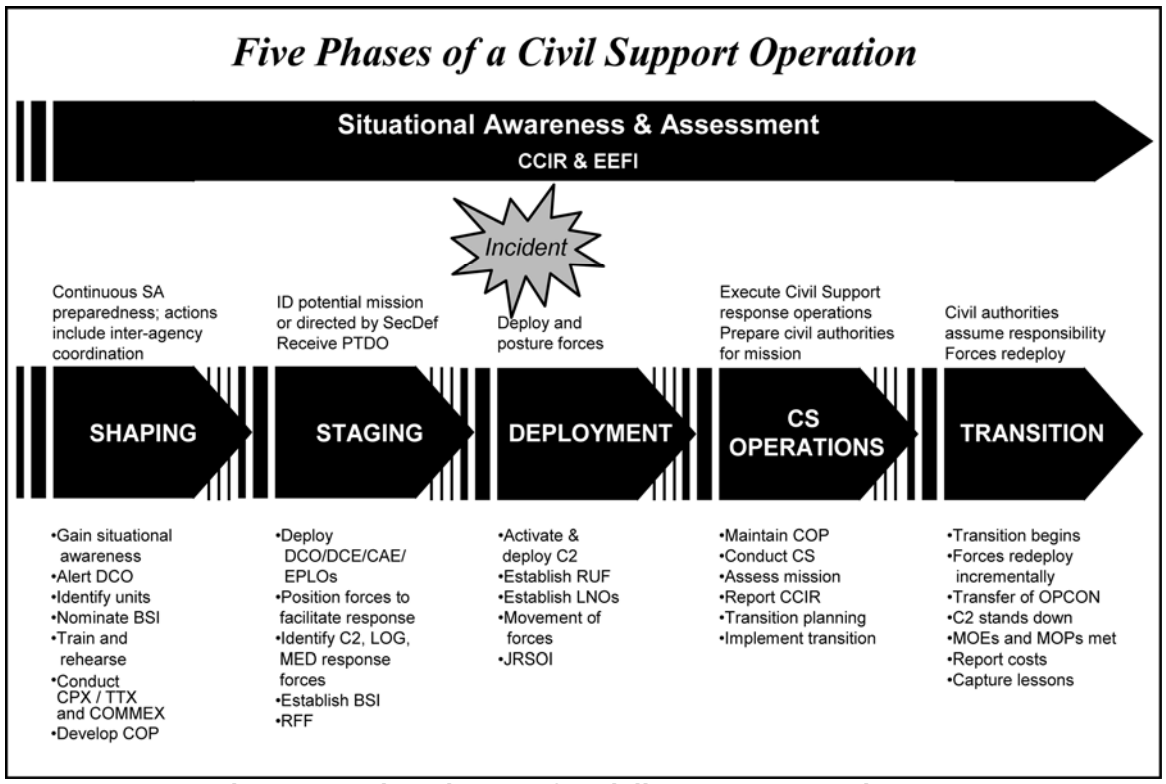


**Figure I-1. Five Phases of a Civil Support Operation**

(1) Shaping. This phase is characterized by continuous situational awareness (SA) and preparedness. Actions in this phase include interagency coordination, exercises, and public affairs outreach.

(2) Staging. This phase begins with the identification of a potential defense support of civil authorities (DSCA) mission, or when directed by SecDef, and ends with DSCA response forces in receipt of a prepare-to-deploy order.

(3) Deployment. This phase begins with the initial response force deployment and ends when response forces are ready to conduct operations in the joint operations area (JOA).

(4) CS Operations. This phase begins when DSCA disaster relief operations commence and ends when civil authorities are prepared to assume responsibility for operations.

(5) Transition. This phase begins when civil authorities are able to assume responsibility with no degradation of operations and ends when response forces begin redeployment.

## 2. Planning Considerations

a. Federal agency support operations should be fully coordinated and integrated with state and local government agencies.

b. On-going military operations and Homeland Defense (HD) requirements have priority over CS operations unless otherwise directed.

c. The duration and scope of DOD involvement will be related to the severity and magnitude of the event, and the requirements for DOD CS operations. For planning purposes, expect operations to conclude within 30 days of initiation.

d. Disaster relief operations facility requirements should be met through utilization of existing local government facilities, organic portable substitute facilities, or field construction. DOD forces will rely on DOD facilities for real estate needs to the maximum extent possible. No occupation of private land or facilities is authorized without specific legal authority. Real Property support may be obtained from the General Services Administration (GSA), US Army Corps of Engineers (USACE), Naval Facilities Engineering Command (NAVFAC), or other government agencies.

e. In littoral environments Naval forces are ideally suited to cover the gap by establishing a sea base as close to the operation as possible. They are able to arrive with critical mass quickly, commence relief support immediately, and sustain those operations indefinitely. Most importantly, naval forces are not reliant on shore infrastructure, much of which may be damaged or destroyed in the relief area. Sea-based capabilities can provide robust C2, lift, and reconnaissance. The use of sea lines of communication can provide an important bridge in CS efforts until other DOD, government, or civilian agencies can organize and establish operations in the disaster area.

f. Developing Situational Awareness

(1) Situational Awareness. Situational Awareness (SA) will often develop quickly in CS operations. Media reports, local DOD activities and government agencies may provide easy access to photographs and news reports and they may even have already completed a hasty analysis of the situation that enables more direct support by responding forces. Official websites like the FEMA website (www.fema.gov) will contain policy, reference materials, and organizations involved in the area along with contacts. DOD emergency preparedness liaison officers (EPLOs) maintain information briefs and books on state and local military installation capabilities used for civil emergency planning and coordination. Additionally, EPLOs have a community-wide chat capability that may be leveraged for rapid exchange of information.

(2) Commander's Estimate. The commander's estimate of the situation will remain the logical process of reasoning by which all the circumstances affecting the situation are analyzed and the appropriate course of action to be taken is established. In CS operations the estimate further develops the SA that is critical in providing operational support to emergency support functions at the right place, in the right amount, and at the right time.

(3) Areas of Particular Emphasis. These are:

(a) Identifying environmental conditions such as geography, meteorology, and other factors affecting operational planning and establishment of command, control, and employment of forces.

(b) Identifying factors affecting area access to include supply and re-supply of material.

(c) Determining communications connectivity and communications capabilities within the area of operations.

(d) Identifying capabilities and limitations of other participants, as well as federal and state limitations, on activities driven by national policy, public affairs guidance, or legal restrictions.

(e) Identifying cultural and local language lexicon affecting the common understanding of the situation.

(f) Determining the health status of the population and the remaining healthcare infrastructure and its capability.

(g) Determining the safety of navigation for water access as charts may be rendered useless by the situation.

(h) Obtaining an assessment of the infrastructure, including utility systems.

(4) Perception and Expectation Management. A key element in the development of SA is the understanding of how the DOD's actions and the federal government response in general are perceived by the local government and local population. Commanders must be attuned to all sources, e.g., media, local authorities and commands, etc., in order to make necessary changes and develop, promote, and sustain unity of effort and public trust. State and local government agencies and other organizations may have incorrect understandings or unrealistic expectations regarding the military's role in the operation. Timing of the call-up is key. Commanders must determine and communicate the military role, termination/transfer criteria, and a transition plan at the outset and continue to address expectations as the operation progresses. The correct or standardized use of terms is critical in CS operations. Every effort should be made to use commonly understood terminology that does not hamper coordination with state and local officials, nongovernmental organizations (NGOs), or international organizations. For example, terms like "refugees" as opposed to the more correct "displaced persons" or "evacuees" have legal and sometimes negative connotations when used incorrectly and should be avoided.

(5) Transition Points in CS. Military support in dead reckoning (DR) operations is intended to be short duration to minimize human suffering and stabilize the situation (e.g., support during the crisis stage, such as search and rescue [SAR] and recovery efforts). Once the situation has stabilized, the state and local governments or NGOs should assume those functions the military initially performed. Transition/transfer points are identified through early planning. JP 3-57, *Civil Military Operations*, contains joint doctrine for civil-military operations, including a discussion on transition metrics and sample checklists for transition and termination planning. The transition to civilians performing the tasks should be addressed at the initial meeting(s), with other participants keeping the military-civilian team focused on this critical path through regular updates. During transition, the military will be shifting to supporting implied tasks. Key essential functions, such as air and seaport control, that are routinely provided by formal local organizations are great targets for early integration efforts which, in turn, become easy targets for early transition. Facilitating civilian agency contributions to the operation as assets arrive in the operating area, rather than waiting until full capacity is reached, is also ideal for early integration and transition. Additional missions should not appear unless absolutely necessary and only with an acceptable transition plan.

(6) Measures of Effectiveness (MOEs). MOE refer to quantitative information collected by units which describes the quality of service provided. These statistics focus on outcome indicators and provide a qualitative assessment for decision makers. MOE portray the impact of provided support. Military forces frequently use performance metrics or achievement indicators (number of people treated, pounds of medical supplies delivered, quantity of utilities and resources provided, number of sorties conducted). However, American industry today focuses on MOE as better outcome indicators, such as mortality or morbidity numbers and utility restoration rates to an affected population. While both types of measures are useful, MOE are often more relevant in assessing a situation. Commonality in measures is essential to coordinating and assessing performance in any operation. It is also essential for DOD forces to learn from its experience and document the success, or areas for improvement within its tactics techniques and procedures.

## 3. Operational Concept

a. Military Support. Military support is tailored to the scope and magnitude of the situation. Joint forces providing support to civil authorities will most likely be under the direction of a

defense coordinating officer (DCO) or under the tactical control (TACON) or operational control (OPCON) of a joint task force (JTF) commander. A JTF commander exercises OPCON of all attached DOD organizations (excluding US Army Corps of Engineers [USACE] resources; National Guard forces operating in state active duty (SAD) or Title 32 status; and in some circumstances, DOD forces in support of the Federal Bureau of Investigation [FBI]). In the event that a JTF is utilized, DCOs continue to perform their duties. National Guard personnel serving in either Title 32 or SAD status are under the command of the governor.

b. Defense Support of Civil Authorities (DSCA). DSCA includes activities and measures taken by DOD components to foster mutual assistance and support between DOD and civil government agencies in planning, preparation for, or in response to consequences of civil emergencies such as natural or man-made disasters, plus DOD assistance for law enforcement and other designated functions. DSCA missions should be synchronized with the efforts of the supported civil authorities and are executed through the use of mission assignments. This synchronization is performed between the joint field office (JFO) and state emergency operations center (EOC). The NRP integrates the capabilities and resources of emergency responders. Joint forces performing CS operate as part of the NRP. Except in cases where immediate response is required DSCA is normally provided in response to an official request for assistance (RFA) from the LFA or under the direction of the President or SecDef when local, state, and other federal resources are overwhelmed. Federal, state, and local environmental regulations apply and are an integral part of mission planning and operational decision making. Key DOD and federal coordination and response entities with subject matter expertise in DSCA operations are discussed in chapter II

c. Primary (Lead) Agency. The primary agency (lead agency) directs disaster relief operations IAW the National Incident Management System (NIMS) process under the NRP. The NIMS represents a core set of doctrine, concepts, principles, terminology, and organizational processes that enables effective, efficient, and collaborative incident management at all levels. It is not an operational incident management or resource allocation plan. The NRP, using the comprehensive framework provided by the NIMS, provides the structure and mechanisms for national-level policy and operational direction for federal support to state, local, and tribal incident managers and for exercising direct federal authorities and responsibilities as appropriate under the law.

d. Incident Commanders. Incident commanders can anticipate additional resources to assist with saving and sustaining lives, conducting damage assessments, and with missions preventing further property damage. Incident commanders establish triggers for requesting additional mission support through local and state political leaders. Triggers are based on time for medically determined expected life duration, the effects of current and future environmental conditions, needs assessment tracking, categories of required resources, and space affected.

e. Initial Response and Short Term Planning. During the initial response phases, local, tribal, state, private sector, federal partners, and Federal Emergency Management Agency (FEMA) collaborate and plan together focusing on mission assignments supplementing on-scene, civilian capabilities.

(1) Life Saving

(a) Employ SAR assets and forces.

(b) Rescue residents/citizens.

(c) Provide immediate medical care.

(d) Follow-on evacuation.

(e) Patient evacuation.

(f) Assist evacuation of special needs population.

(g) Execute preliminary damage and rapid needs assessment.

(2) Life Sustaining

(a) Water.

(b) Ice.

(c) Food.

(d) Shelter.

(e) Medical.

(3) Initial Damage Assessment

(a) Physical (buildings, bridges, roads, lines of communication [LOC]).

(b) Flooding extent (geographic areas, streets, levees).

(c) Survival locations. (Identify survivor collection/transfer points.)

(d) Type of incident.

(e) Area involved.

(f) Accessibility
- Roads.
- Waterways.
- Aviation.
- Rail.

(g) Environmental and public health issues.

(h) Status of utilities.

(i) Mass casualty locations and demand for SAR.

(4) Prevention of Further Property Damage

(a) Positive transfer of rescued citizens for post-event evacuation.

(b) Deploy medical teams.

(c) Access to incident areas involved.

(d) Estimate short-term recovery priorities.

(e) Pollution containment.

(f) Impact of looting.

(g) Plan for salvage team deployment.

f. Future Operations. The EOC develops future mission priorities and assigns field units based upon anticipated mission requirements and available resources. Additionally, First Air Force (1 AF), Air Forces North (AFNORTH) (see AFNORTH website: http://afnorth.us) has developed the Contingency Response Air Support Schedule with air scheduling products and an airspace control plan (ACP) with Federal Aviation Administration (FAA) coordination that can be utilized by emergency support function (ESF) 9 [urban search and rescue (US&R)] to schedule next-day missions and deconflict follow-on air rescue missions.

## 4. Emergency Support Functions (ESF)

a. ESFs are the primary means through which the federal government provides assistance to state, local, and tribal governments or to federal departments and agencies conducting missions with primary federal responsibility. The NRP divides ESFs into 15 categories for management and coordination of specific types of assistance common to all disasters. For consistency in operations and planning, states adopt these 15 basic categories. Lead federal agencies (LFA) direct and coordinate all activities to include those DOD responsibilities listed. It is important to note however that each state is permitted to add to this list of ESFs those activities not included that may be unique to the state. More information can be obtained on FEMA's web site http://www.fema.gov or in government publications. Federal and state agencies commonly refer to the ESFs by number only for brevity.

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Note: The ESFs stipulated by the NRP address DOD support in general. Specific intelligence support requirements must be considered and coordinated (See Appendix F).

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b. Listed below are the fifteen ESFs and their associated purpose, LFAs, and supporting DOD responsibilities. These details are provided to ensure clarity of tasking authority, definition of functional reporting requirements, and scope for DOD response options.

(1) ESF1 Transportation

(a) Purpose: Assist federal agencies, state, and local governmental entities, and voluntary organizations requiring transportation capacity, to perform response missions following a major disaster or emergency. ESF1 also serves as a coordination point between disaster relief operations and restoration of the transportation infrastructure.

(b) Lead federal agency (LFA): Department of Transportation (DOT).

(c) DOD responsibilities: Process and coordinate requests for federal and civil transportation support received from organizations eligible under the NRP, including requests for military transportation.

(2) ESF 2 Communications

(a) Purpose: Ensure the provision of federal telecommunications support to federal, state, and local response efforts following a Presidentially declared major disaster, emergency, or extraordinary situation under the NRP. This ESF supplements the provisions of the National Plan for Telecommunications Support in Non-Wartime Emergencies, hereafter referred to as the National Telecommunications Support Plan (NTSP).

(b) LFAs: Department of Homeland Security (DHS)/Information Analysis and Infrastructure Protection/National Communications System.

(c) DOD responsibilities: Provide assistance in civil emergencies in accordance with national policies, consistent with defense priorities as set forth in DOD Directive 3025.1, *Military Support to Civil Authorities (MSCA)*. The SecDef designated the Assistant Secretary of Defense for Homeland Defense as the executive agent for DOD support to civil emergencies.

(3) ESF 3 Public Works and Engineering

(a) Purpose: Provide technical advice and evaluation; engineering services; contracting for construction management and inspection; contracting for the emergency repair of water and wastewater treatment facilities; potable water and ice, emergency power, and real estate support to facilitate lifesaving and life-sustaining actions; damage mitigation; and recovery activities following a major disaster or emergency.

(b) LFAs: DOD/USACE, DHS, Emergency Preparedness and Response (EPR), and FEMA.

(c) DOD responsibilities: The Joint Director of Military Support (JDOMS) is the responsible national-level DOD office for military support to civilian authorities. DOD has responsibility for ESF 3 and designated the USACE as its operating agent for ESF 3 planning, preparedness, response, and recovery. DOD/JDOMS provide DCOs to serve as the single point of contact (POC) to the federal coordinating officer (FCO) and to ESF representatives for all requests for military assistance other than that provided by ESF 3.

(4) ESF 4 Firefighting

(a) Purpose: Detect and suppress wild land, rural, and urban fires resulting from, or occurring coincidentally with, a major disaster or emergency requiring federal response assistance.

(b) LFA: US Department of Agriculture (USDA), Forest Service.

(c) DOD responsibilities: Assume full responsibility for firefighting activities on US military installations. Support firefighting operations on nonmilitary lands with personnel, equipment, and supplies as needed to suppress disaster-related fires.

(5) ESF 5 Emergency Management

(a) Purpose: Collect, analyze, process, and disseminate information about impending or actual disasters to facilitate the overall activities of the federal government in providing assistance to one or more affected states. Support planning and decision making at both the field/regional operations and headquarters (HQ) levels.

(b) LFAs: DHS, EPR, and FEMA.

(c) DOD responsibilities: National security (DOD).

(6) ESF 6 Mass Care, Housing, and Human Services

(a) Purpose: Coordinate federal assistance in support of state and local efforts to meet the mass care needs of victims of a disaster. This federal assistance will support the delivery of mass care services of shelter, food, and emergency first aid to disaster victims; the establishment of systems to provide bulk distribution of emergency relief supplies to disaster victims; and the collection of information to operate a disaster welfare information (DWI) system to report victim status and assist in family reunification.

(b) LFAs: DHS, EPR, FEMA, American Red Cross (ARC).

(c) DOD responsibilities:

1. Director of Military Support provides available resources (personnel, equipment, and supplies) in the absence of other national disaster system resource capabilities (including contracting).

2. Provide potable water and ice for mass care use and bulk distribution to disaster victims.

3. Provide assistance in inspecting mass care shelter sites after the disaster to ensure suitability of facilities to safely shelter disaster victims.

4. Provide assistance in constructing temporary shelter facilities, if necessary, in the disaster area.

(7) ESF 7 Resource Support

(a) Purpose: Provide operational assistance in a potential or actual Presidentially declared major disaster or emergency.

(b) LFA: General Services Administration (GSA).

(c) DOD responsibilities: Provide resources (personnel, equipment, and supplies) in the absence of other national disaster system resource capabilities (including contracting) when provision does not conflict with the DOD's primary mission or its ability to respond to operational contingencies.

(8) ESF 8 Public Health and Medical Services

(a) Purpose: Provide coordinated federal assistance to supplement state and local resources in response to public health and medical care needs following a major disaster or emergency, or during a developing potential medical situation.

(b) LFA: Department of Health and Human Services (DHHS).

(c) DOD responsibilities:

1. Alert Global Patient Movement Requirements Center (GPMRC) to provide DOD National Disaster Medical System (NDMS) federal coordinating centers (FCCs) (Army, Air Force, and Navy) and Veterans Affairs (VA) NDMS FCC reporting/regulating instruction to support disaster relief efforts.

2. Alert DOD NDMS FCCs to activate NDMS area operations/patient reception plans; initiate bed reporting based on GPMRC instructions.

3. In coordination with NDMS Operation Support Center (NDMSOSC), evacuate and manage patients as required from the disaster area to NDMS patient reception areas.

4. In coordination with DOT and other transportation support agencies, transport medical personnel, equipment, and supplies into the disaster area.

5. Provide logistical support to health/medical disaster relief operations.

6. Provide active duty medical units for casualty clearing/staging and other missions as needed, including aero medical evacuation; mobilize and deploy Reserve and National Guard.

(9) ESF 9 Urban Search and Rescue (US&R)

(a) Purpose: Rapidly deploy components of the US&R response system to provide specialized lifesaving assistance to state and local authorities in the event of a major disaster or emergency. US&R operational activities include locating, extricating, and providing on-site medical treatment to victims trapped in collapsed structures.

(b) LFAs: DHS, EPR, and FEMA.

(c) DOD responsibilities:

1. Fixed-wing transportation of US&R task forces and incident support teams (ISTs) from base locations to mobilization centers or base support installations (BSIs). Target time frame for airlift missions is 6 hours from the time of task force activation.

2. Rotary-wing transportation of US&R task forces and ISTs to and from isolated, surface-inaccessible, or other limited-access locations

3. Through the USACE, provide trained structures specialists and System to Locate Survivors (STOLS) teams to supplement resources of US&R task forces and ISTs.

4. Ground transportation of US&R task forces and ISTs within the affected area.

5. Mobile feeding units for US&R task forces and IST personnel.

6. Portable shelter for use by US&R task force and IST personnel for eating, sleeping, and working.

(10) ESF 10 Oil and Hazardous Materials Response

(a) Purpose: Provide federal support to state and local governments in response to a discharge of hazardous materials following a major disaster. As an element of the NRP, ESF10 may be activated under one of the following conditions:

1. In response to a disaster for which the President (through DHS) determines that federal assistance is required to supplement the response efforts of the affected state and local governments, under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, referred to as the Stafford Act.

2. In anticipation of a major disaster or emergency that is expected to result in a declaration under the Stafford Act. DHS will determine, in consultation with affected states, the EPA, and the US Coast Guard (USCG), if activation is required to supplement the efforts of state and local governments. The USCG will be consulted in a disaster or emergency where the predominant damage is within its jurisdiction. The EPA also will be consulted in such cases. Within the context of this ESF, the term “hazardous materials” is defined broadly to include oil; hazardous substances under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), as amended; pollutants and contaminants defined under Section 101(33) of CERCLA; and certain chemical, biological, and other weapons of mass destruction (WMD). Federal response to releases of “hazardous materials” is carried out under the National Oil and Hazardous Substances Pollution Contingency Plan (40 Code of Federal Regulations [CFR] 300).

(b) LFAs: EPA, DHS, and USCG.

(c) DOD responsibilities:

1. Direct response actions for releases of hazardous substances from vessels, facilities, and vehicles.

2. Provide personnel and equipment to other federal organizations, state, and local governments (such as Supervisor of Salvage and Diving [SUPSALV]), as requested, if consistent with DOD operational requirements.

(11) ESF 11 Agriculture and Natural Resources

(a) Purpose: Identify, secure, and coordinate transportation of food assistance to affected disaster areas.

(b) LFAs: USDA and Department of Interior (DOI).

(c) DOD responsibilities:

1. Assess the availability of DOD food supplies and storage facilities capable of storing dry, chilled, and frozen food.

2. Assess the availability of DOD transportation equipment, material handling equipment, and personnel for support. This responsibility will be confined to the posts, camps, and stations within or adjacent to the disaster area.

3. Deliver and distribute resources to areas designated by ESF 11.

(12) ESF 12 Energy

(a) Purpose: Restore national energy systems following a major disaster, emergency, or other significant event requiring federal response assistance. In addition, the Department of Energy (DOE) members of ESF 12 provide direct coordination with all other department response elements.

(b) LFA: DOE.

(c) DOD responsibilities: JDOMS reports damage assessment and recommends priorities to ESF 12 for restoring energy service to critical defense facilities. USACE coordinates emergency power team tasking with power-system restoration activities to assist in setting priorities.

(13) ESF 13 Public Safety and Security

(a) Purpose: Integrate federal public safety and security capabilities and resources to support the full range of incident management activities associated with incidents of national significance.

(b) LFAs: DHS and Department of Justice (DOJ).

(c) DOD responsibilities: Provide physical and electronic security systems assistance and expertise.

(14) ESF 14 Long-term Community Recovery and Mitigation

(a) Purpose: Provide a framework for federal government support to state, regional, local, and tribal governments, NGOs, and the private sector designed to enable community recovery from the long-term consequences of an Incident of National Significance. This support consists of available programs and resources of federal departments and agencies to enable community recovery, especially long-term community recovery, and to reduce or eliminate risk from future incidents, where feasible.

(b) LFAs: USDA, Department of Conservation (DOC), DHS, Department of Housing and Urban Development (HUD), Department of the Treasury, Small Business Administration (SBA).

(c) DOD responsibilities: Provide technical assistance in community planning and civil engineering, and natural hazard risk assessment (RA) expertise. Support the development of national strategies and plans related to housing, debris management, and the restoration of public facilities and infrastructure.

(15) ESF 15 External Affairs

(a) Purpose: Ensure that sufficient federal assets are deployed to the field during incidents of national significance to provide coordinated and timely information to affected audiences, including governments, media, the private sector, and the local populace. ESF 15 provides the resource support and mechanisms to implement the NRP and Incident Communications Emergency Policy and Procedures (NRP-ICEPP) described in the NRP Public Affairs Support Annex.

(b) LFAs: DHS, EPR, and FEMA.

(c) DOD responsibilities: Depending on the nature and scope of the incident, all federal departments and agencies support the NRP and are responsible for providing appropriate support for ESF 15 as required.

c. ESFs are organized into primary, coordinating, and supporting agencies. These agencies share responsibility for all federal disaster relief operations. Federal agencies designated as an ESF primary agency serve as the federal executive agent. Figure I-2 details the crosswalk of designated federal agencies for each ESF. ESFs may be selectively activated for both Stafford Act and non-Stafford Act incidents by the Secretary of Homeland Security. ESFs may also be activated by the ESF coordinators. The ESF coordinator has ongoing responsibilities through all phases of incident management.

| AGENCY | Emergency Support Functions | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | #1-Transportation | #2-Communications | #3-Public Works and Engineering | #4-Firefighting | #5-Emergency Management | #6-Mass Care, Housing, and Human Services | #7-Resource Support | #8-Public Health and Medical Services | #9-Urban Search and Rescue | #10-Oil and Hazardous Materials Response | #11-Agricultural and Natural Resources | #12-Energy | #13-Public Safety and Security | #14-Long-Term Community Recovery | #15-External Affairs |
| USDA | | | S | | S | S | | S | | S | C/P | S | | P | S |
| USDA / FS | S | S | S | C/P | S | S | S | S | S | S | S | | S | | |
| DOC | S | S | S | S | S | | S | | S | S | S | S | S | P/S | S |
| DOD | S | S | S | S | S | S | S | S | S | S | S | S | S | S | S |
| DOD / USACE | | | C/P | S | S | S | | S | S | S | | S | S | S | |
| ED | | | | | S | | | | | | | | | | S |
| DOE | S | | S | | S | | S | S | | S | S | C/P | S | S | S |
| HHS | | | S | | S | S | | C/P | S | S | S | | | P/S | S |
| DHS | S | S | S | | S | S | S | S | S | S | S | S | S | S | C |
| DHS / EPR / FEMA | | S | P | S | C/P | C/P | | | C/P | S | | | | C/P | P |
| DHS / IAIP / INCS | | C/P | | | | | | | | | | S | | | |
| DHS / USCG | S | | S | S | S | | | S | S | P | | | S | | |
| HUD | | | | | S | S | | | | | | | | P | S |
| DOI | S | S | S | S | S | S | | | | S | P | S | S | S | S |
| DOJ | S | | | | S | S | | S | S | S | S | | C/P | | S |
| DOL | | | S | S | S | S | S | S | S | S | S | S | | | S |
| DOS | S | | | | S | | | S | | S | S | S | | | S |
| DOT | C/P | | S | | S | S | S | S | S | S | S | S | | | S |
| TREAS | | | | | S | S | | | | | | | | | S |
| VA | | | S | | S | S | S | S | | | | | S | S | S |
| EPA | | | S | S | S | | | S | | C/P | S | S | S | | S |
| FCC | | S | | | S | | | | | | | | | | S |
| GSA | S | S | S | | S | | C/P | S | | S | S | | | | S |
| NASA | | | | | S | S | S | | S | | | | S | | S |
| NRC | | | S | | S | | | | | S | | S | | | S |
| OPM | | | | | S | | S | | | | | | | | S |
| SBA | | | | | S | S | | | | | | | | P | S |
| SSA | | | | | | S | | | | | | | S | | S |
| TVA | | | S | | S | | | | | | | S | | S | S |
| USAID | | | | | | | | S | S | | | | | | S |
| USPS | S | | S | | S | S | | S | | | S | | S | | S |
| ARC | | | | | S | P | | S | | | S | | | S | S |

LEGEND: P - Primary C - Coordinating S - Supporting

**Figure I-2. Federal Agency ESF responsibilities**

## Chapter II

# INTERAGENCY COORDINATION

## 1. Background

DOD provides military support to DHS and FEMA in response to natural disasters and man-made emergencies. CS operations are the DOD response to formal requests by other government agencies. These requests are coordinated at the federal level and when advance warning is possible, DHS may request that all supporting federal agencies deploy liaison officers and personnel to a state EOC to assess the emerging situation. Immediately after an incident, local jurisdictions respond and when necessary initiate the RFA process. DHS and FEMA continually assess the situation and prepare to tailor federal support to the disaster. Figure II-1 provides a graphic display of a federal response under the Stafford Act.

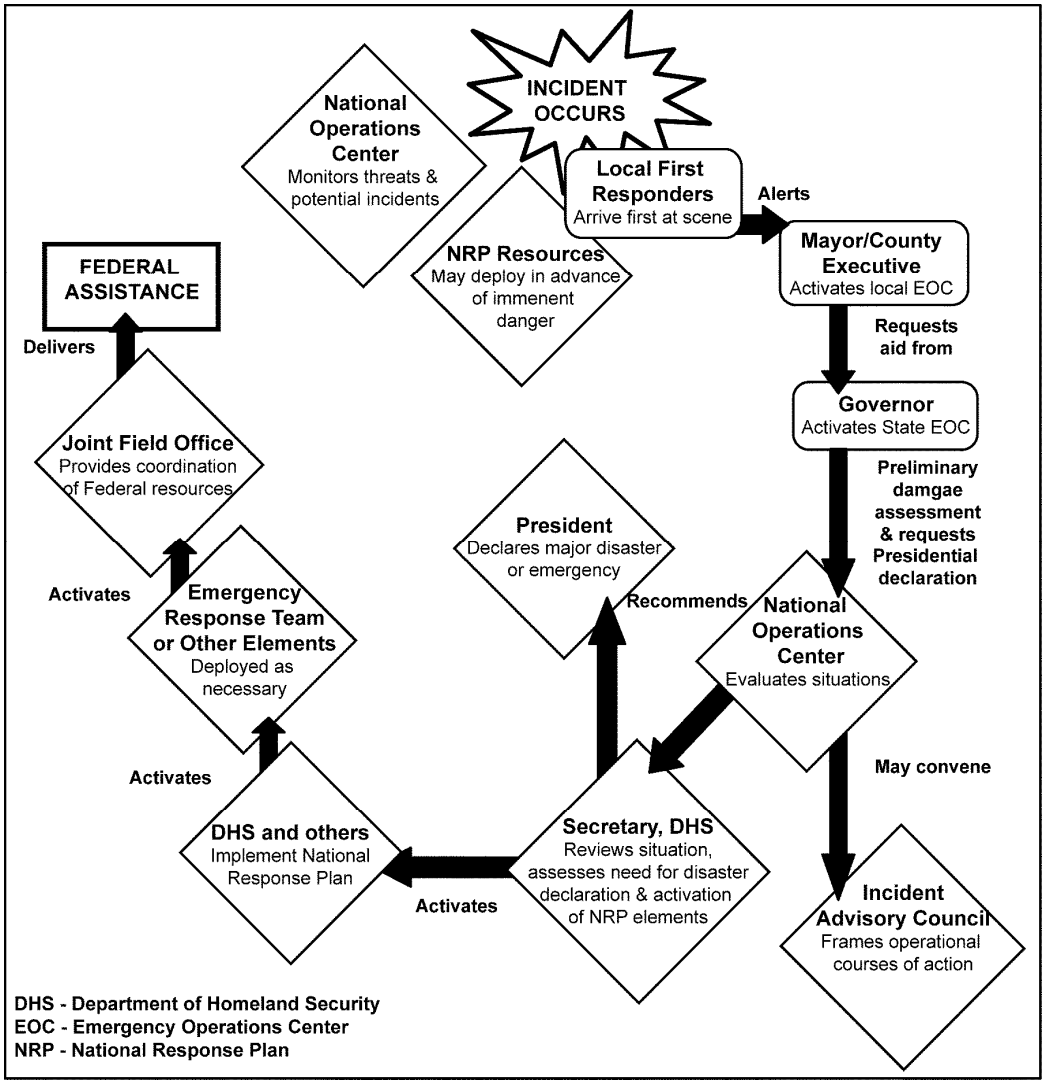


**Figure II-1. Federal Response**

## 2. National Incident Management System (NIMS)

a. In response to attacks on 11 September 2001, President George W. Bush issued Homeland Security Presidential Directive 5 (HSPD-5) in February 2003. HSPD-5 called for a National Incident Management System (NIMS). NIMS provides the doctrine, concepts, principles, terminology, and organizational processes needed for effective, efficient, and collaborative incident management at all levels. NIMS can be organized along functional lines or jurisdictional lines. When organized functionally, responses are directed by subject matter experts (SMEs). When organized jurisdictionally, NIMS is organized along local (municipality and county), state, regional, and federal jurisdictions. NIMS assumes that incidents are handled at the lowest jurisdictional level possible. The Secretary of Homeland Security announced the establishment of NIMS in March 2004.

b. The NIMS incident management structure has three components: the Incident Command System (ICS), multi-agency coordination systems, and public information system. Figure II-2 depicts the NIMS framework.

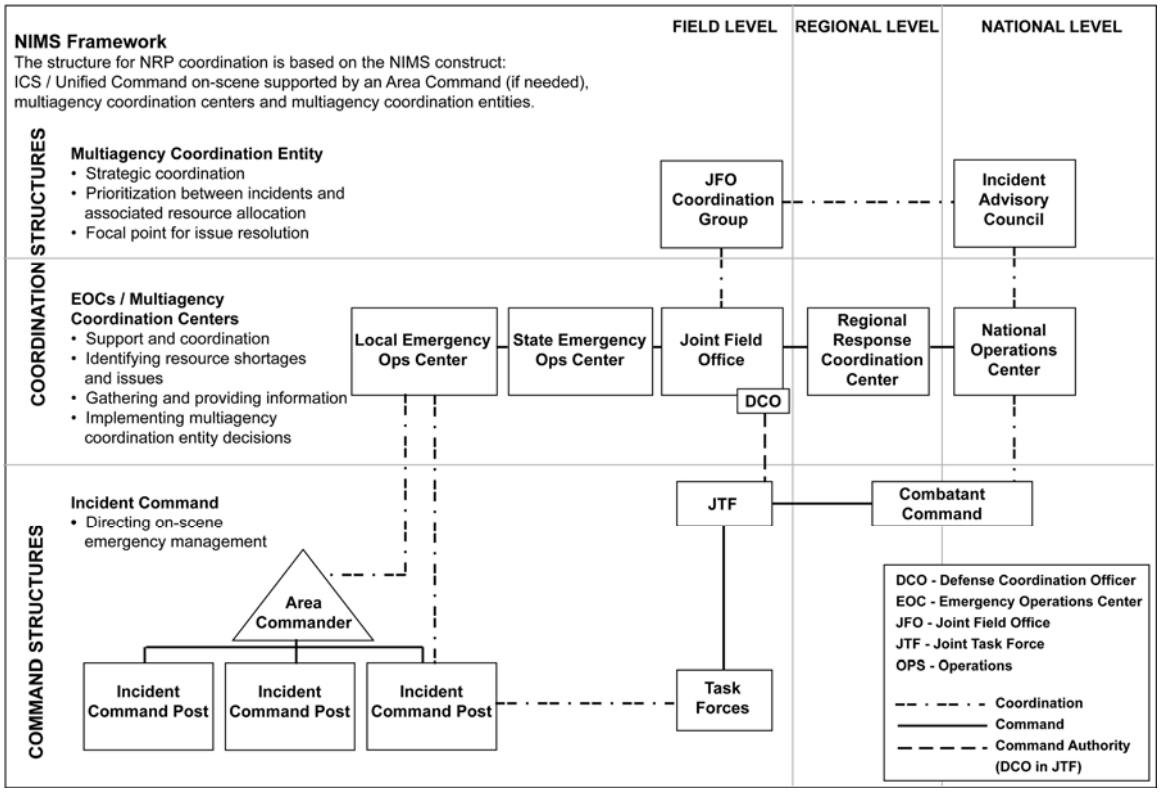


**Figure II-2. National Incident Management System (NIMS)**

c. NIMS distinguishes between command authority and coordination authority. Command authority is vested in the incident commander, whether a single incident commander or an area commander. Coordination authority is vested in coordinating officers, whether the state coordinating officer, the federal coordinating officer, or the defense coordinating officer. Each coordinating officer has the authority to make coordinating decisions within his or her jurisdiction whether federal, state, or local.

d. NIMS recognizes that each jurisdiction has authority within its boundaries and that each agency or functional expert, such as firefighters, law enforcement, medical personnel, or environmental protection personnel, has authority within its functional arena.

## 3. Executive Authorities

a. President. The President is the chief executive authority regarding incidents. Under the authority of the Stafford Act, he declares incidents to be disasters or emergencies. Under the authority of the NRP, he declares incidents to be of national significance. He can delegate authority to others to act as executive agents in matters of incident response. Figure II-2 depicts the national response incident cycle.

b. Secretary of Homeland Security. The President directs the Secretary of Homeland Security to take direct responsibility for domestic emergencies.

c. Secretary of Defense

(1) The SecDef authorizes military support to civil authorities (MSCA) for domestic incidents as directed by the President or when consistent with military readiness operations and appropriate under the circumstances and the law. In accordance with HSPD-5, the SecDef retains command of military forces under MSCA. Only the President or the SecDef can authorize the deployment of forces for CS operations.

(2) The SecDef decides whether or not units will be armed when the military supports civilian law enforcement agencies. In addition, the SecDef is the approval authority for any requests from lead federal agencies (LFAs) for potentially lethal support (i.e., lethal to the public, a member of law enforcement, or a Service member).

d. Principal Federal Officer (PFO). The PFO is the federal official designated by the Secretary of Homeland Security to act as his/her representative locally to oversee, coordinate, and execute the Secretary's incident management responsibilities under HSPD-5 for incidents of national significance. The PFO is usually, but not always, the federal coordinating officer (FCO).

e. Lead Federal Agency (LFA). LFA is a term used by DOD, not DHS. The LFA is the federal agency that leads and coordinates the overall federal response to an emergency. Designation and responsibilities of an LFA vary according to the type of emergency and the agency's statutory authority.

(1) DHS. For non-terrorist acts, the DHS is the LFA. DHS has authorized the Federal Emergency Management Agency (FEMA) to be its executive agent for domestic incident management.

(2) Federal Bureau of Investigation (FBI). If the incident is deemed a terrorist act, then the FBI is the LFA.

(3) Incident-specific LFA. When an incident-specific incident occurs, another agency might be the LFA. For example, for an oil spill, the Environmental Protection Agency would be the LFA, or for a maritime security incident, the USCG would be the LFA.

f. Governor. The state governor has the final commitment authority over state capabilities in any disaster response effort short of a federal response. Governors have the unique authority to issue a state emergency declaration, mobilize the state National Guard, and redirect state resources to an emergency response. A governor can request federal assistance from the President when state capabilities prove insufficient. This request brings the resources of the federal government to bear on the disaster and can involve DOD. Ultimately, all DOD support

to disaster response is temporary with the end state being transfer of all emergency functions back to civilian authorities.

g. Lead State Agency. Just as a lead agency is designated at the federal level, so too a lead agency is designated at the state level. Lead state agencies might include:

(1) State Emergency Management Agency. Typically, states have established state emergency management agencies as executive agents to manage incident response.

(2) State Law Enforcement Agencies. These agencies can include investigative bureau personnel and state patrol officers (which in some states are distinctly different from state police officers.)

(3) The National Guard. The National Guard could be the first military unit called when first responders exhaust organic capabilities, and the incident response is elevated to the state level. In this capacity the National Guard begins in a SAD status under the governor's command. The National Guard provides support to the local incident commander but does not take charge of the response operation. National Guard Soldiers operating in either Title 32 or SAD status are not subject to the Posse Comitatus Act and operate under the orders of the governor. They can be given significant law enforcement responsibilities, typically in SAD status, by state governors and can be used to perform specific law enforcement missions under state authority. The law enforcement environment can be complicated by the existence of multiple versions of rules for the use of force (RUF). The more widely recognized term "rules of engagement (ROE)" is not used during disaster response missions. See appendix A, Statutory and Legal Ramifications, for further discussion of legal considerations and ROE/RUF.

(4) Emergency Management Assistance Compacts (EMACs). EMACs are legal agreements between two or more states designed to expedite interstate utilization of emergency response assets. EMACS enable National Guard personnel from other states to be deployed across state lines in a SAD status to assist in regional disaster response efforts.

## 4. Incident Command System (ICS)

a. The ICS defines the operating characteristics, interactive management components, and structure of incident management and emergency response organizations engaged throughout an incident's life cycle. Direct tactical and operational responsibility for conducting incident management activities rests with the incident commander.

b. The key feature of NIMS is the ICS. The ICS organization is unique but easy to understand. The ICS is the combination of facilities, equipment, personnel, procedures, and communications operating with a common organization structure, designed to aid in the management of resources during incidents.

c. ICS organization has no correlation to the administrative structure of any single local, state, or federal agency or jurisdiction. This type of organization is deliberate to avoid the confusion over different position titles and organizational structures that have been a significant stumbling block to effective incident management. For example, someone who serves as a chief every day may not hold that title when deployed under an ICS structure.

d. Concepts of "command" and "unity of command" have distinct legal and cultural meanings for military forces and operations. For military forces, command runs from the President to the SecDef to the commander of the combatant command to the commander of the forces. The "unity of command" concept utilized by civil authorities is distinct from the military chain of command. NIMS acknowledges that incident command is exercised through chain of command, defined as an orderly line of authority within the ranks of the incident management organization. Incident command may be transferred from one commander to a succeeding one.

Transfers of incident command should include a transfer of command briefing (which may be oral, written, or both). A transfer of command occurs when a more qualified person assumes command; the incident situation changes over time, resulting in a legal requirement to change command (e.g., multijurisdictional or multiagency involvement); there is normal turnover of personnel on extended incidents; or the incident response is concluded and responsibility is transferred to the home agency.

## 5. Multiagency Coordination Systems

a. Multiagency coordination systems represent the second of the three NIMS components. As stated above, NIMS distinguishes between command authority and coordination authority. Command authority is vested in the incident commander, whether a single incident commander or an area commander, and is exercised through the ICS. Coordination authority is vested in coordinating officers, whether the federal coordinating officer (FCO), the state coordinating officer (SCO), or the defense coordinating officer (DCO). Each coordinating officer has the authority to make coordinating decisions within his or her jurisdiction, whether federal, state, or local. Sometimes coordinating officers are dual-hatted with command authority. For example, at the federal level, the FCO might also be the principal federal officer empowered to act in behalf of the Secretary of Homeland Security.

b. When incidents cross functional or jurisdictional boundaries, a multiagency coordinating entity may be used to facilitate incident management and policy coordination. Multiagency coordinating entities are combinations of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordinating and supporting domestic incident management. Multiagency coordinating entities typically consist of principals or their designated representatives from organizations and agencies with direct incident management responsibility or with significant incident management support or resource responsibilities.

c. The primary functions of multiagency coordination systems are to support incident management policies and priorities; facilitate logistics support and resource tracking; inform resource allocation decision makers by using incident management priorities; coordinate incident related information; and coordinate interagency and intergovernmental issues regarding incident management policies, priorities, and strategies. As stated above, direct tactical and operational responsibility for conducting incident management activities rests with the incident commander. Command authority does not reside in coordinating officers or coordinating entities although coordinating officers may be designated with command authority.

d. Multiagency coordination systems consist of coordinating officers, emergency operations centers, and coordinating entities.

## 6. Coordinating Officers

a. Typically, for any incident, each political level of jurisdiction—state, federal, and defense—has a single coordinating officer. Each coordinating officer has a supporting coordinating staff.

b. FCO. FEMA established the National FCO Program in 1999. Its purpose is to train a cadre of senior incident management personnel to be permanent full-time FCOs for major disaster operations. FCOs are assigned to both FEMA headquarters and regional offices. The FCO program director is located in the FEMA Headquarters Response and Recovery Directorate.

(1) The FCO is the federal officer appointed to manage federal response support activities related to Stafford Act disaster and emergencies. The FCO is responsible for

coordinating the timely delivery of federal disaster assistance resources and programs to the affected state and local governments, individual victims, and private sector. The FCO works directly with the SCO. During an incident, he is located at the joint field office (JFO).

(2) Sometimes coordinating officers are dual-hatted with command authority. For example, at the federal level, the FCO might also be the PFO empowered to act in behalf of the Secretary of Homeland Security.

c. SCO. The SCO is appointed by a governor to coordinate state response and recovery operations with the federal government. The SCO coordinates directly with the FCO and the DCO.

d. DCO. DCOs are active component officers in the grade of O-6 (or their Civil Service equivalents) who represent DOD at the JFO. The DCO is the single DOD POC at the JFO. The DCO is under operational control (OPCON) to the designated supported combatant commander or designated joint task force (JTF) commander.

e. LNO. The LNO is the POC for representatives of other governmental agencies, nongovernmental organizations, and/or private entities. Representatives from assisting or cooperating agencies and organizations coordinate through the LNO. LNOs should have the authority to speak for their parent agencies or organizations on all matters.

## 7. Emergency Operations Centers (EOC)

a. EOCs coordinate information and resources to support incident management activities. EOCs can be organized by function, such as fire, law enforcement, medical, or public works; by jurisdiction, such as municipal, state, regional, or national; or by a combination of both.

b. EOCs might be established to meet temporary, short-term needs. When in a nonemergency configuration with minimal staffing, EOCs should still be able to perform the five emergency staff functions of command, operations, planning, logistics, and finance/administration. When activated for an incident, EOCs should also be able to perform the functions of coordination; communications; resources dispatch and tracking; and information collection, analysis, and dissemination. When fully-activated, EOCs are typically in support of a specific incident command post (ICP).

c. EOCs are coordinating entities, not ICPs even though ICPs might perform EOC-like functions during small incidents or during the initial phase of a response to a major incident.

## 8. Coordinating Entities

a. When incidents cross disciplinary or jurisdictional boundaries or involve complex incident management scenarios, a coordinating entity, such as an emergency management agency, may be used to facilitate incident management and policy coordination.

b. Coordinating entities typically consist of agency principals or their designees who have direct incident management responsibility or with significant incident management support or resource responsibilities. These entities are sometimes referred to as crisis action teams, policy committees, incident management groups, executive teams, or other similar terms. For example, the wild land fire community has such an entity, the Multiagency Coordination Group. In some situations, EOCs may serve a dual function as a coordination entity.

c. Coordinating entities typically provide strategic coordination during domestic incidents. Specifically, their principal functions and responsibilities include the following:

(1) Ensuring that each agency involved in incident management activities is providing appropriate situational awareness (SA) and resource status information.

(2) Establishing priorities between incidents and/or area commands in concert with the incident command or combatant command involved.

(3) Acquiring and allocating resources required by incident management personnel in concert with the priorities established by the incident command or unified command.

(4) Anticipating and identifying future resource requirements.

(5) Coordinating and resolving policy issues arising from the incident(s).

(6) Providing strategic coordination as required.

d. Typical coordinating entities:

(1) Office of Emergency Services (OES). All states have a specific agency that coordinates emergency preparedness planning, conducts emergency preparedness training and exercises, and serves as the governor's coordinating agency in an emergency. The titles of these offices vary from state to state, for example, Division of Emergency Government, Emergency Management Agency, Department of Public Safety, or Office of Emergency Preparedness. This MTTP publication refers to this agency using the generic term OES. Generally, the OES is either organized as a stand-alone office under the governor or aligned under The Adjutant General (TAG) or the state police. It operates the state EOC during a disaster or emergency and coordinates with federal officials for support if required.

(2) FEMA. FEMA is the DHS executive agent for emergency management. As such, FEMA is responsible for responding to, planning for, recovering from, and mitigating against disasters. FEMA is organized into ten regions. The region becomes the focal point for organizing and coordinating state and federal emergency management. See figure II-3.

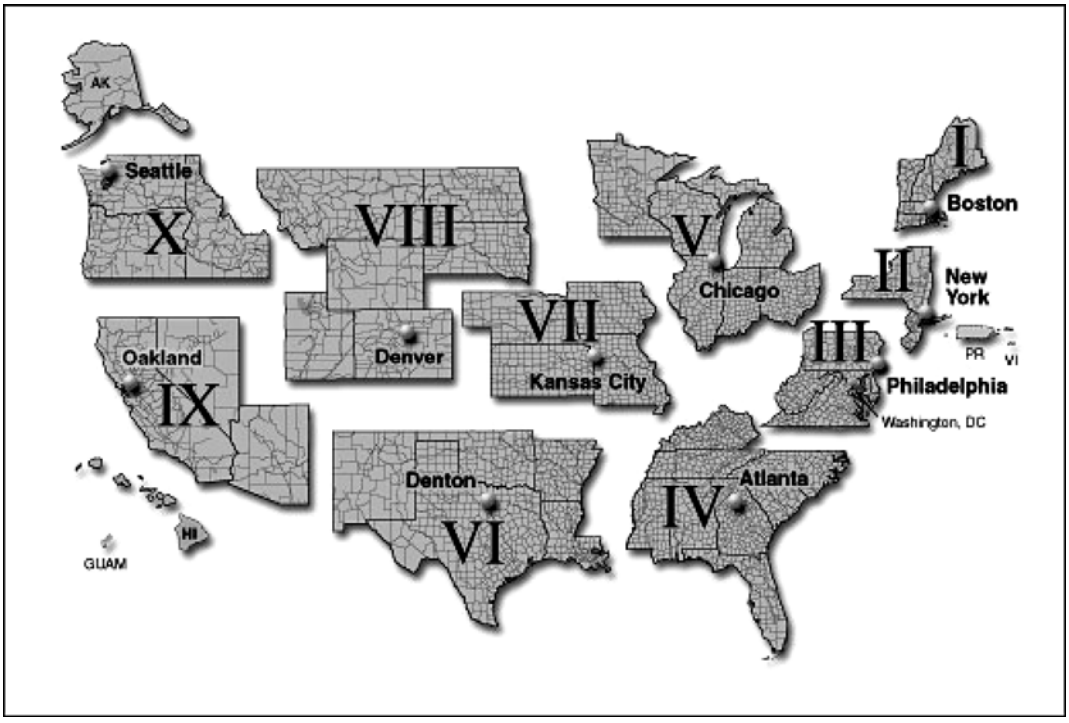


**Figure II-3. Federal Emergency Management Agency**

(3) Joint Field Office (JFO). The JFO is a temporary multiagency coordination center established locally in the field. It provides a central location for coordination of federal, state, local, tribal, nongovernmental, and private-sector organizations with primary responsibility for

threat response and incident support. The JFO enables the effective and efficient coordination of federal incident-related prevention, preparedness, response, and recovery actions. The JFO combines the traditional functions of the joint operations center, the FEMA disaster field officer, and the joint information center (JIC) within a single federal facility. Typical ESF management is executed by the respective ESF coordinator assigned to the JFO. Figure II-4 illustrates a typical JFO ESF organization.

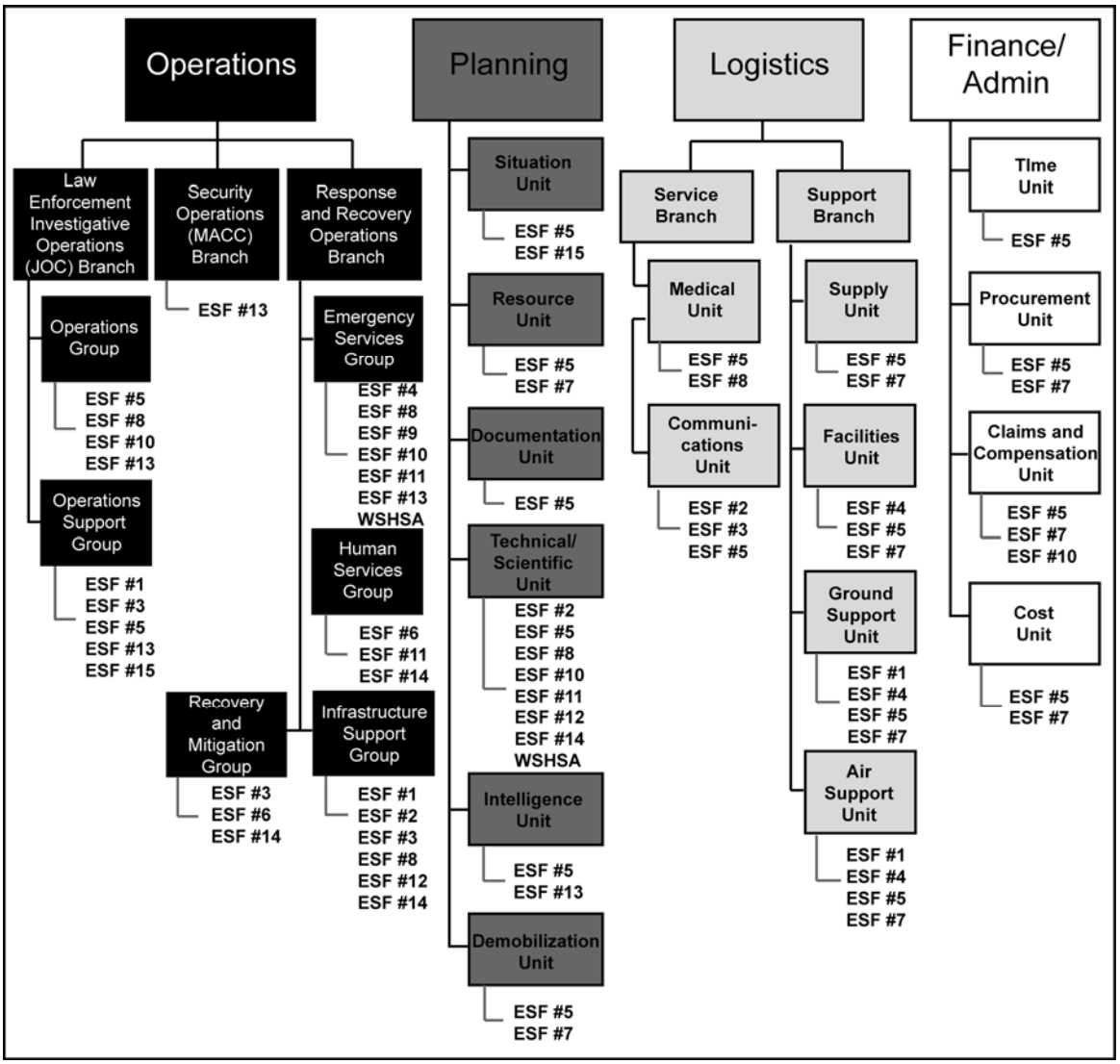


**Figure II-4. Sample JFO ESF Management Organization**

(4) The JFO uses the ICS structure to execute operations, planning, logistics, and finance/administration. The JFO may also incorporate a sixth element focused on intelligence and information. This element may be included as a position in the coordination staff, a unit within the planning section, a branch within the operations section, or as a separate general staff section. The JFO differs from the ICP in that the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site. The JFO staff comprises the following:

(a) Emergency Response Team (ERT). The ERT is the principal interagency group that staffs the JFO. The size and composition of the ERT is scalable depending on the scope and magnitude of the event.

(b) Emergency Response Team-advanced (ERT-A). The ERT-A deploys during the early stages of an incident to work directly with the state to obtain information on the impact of the event and to identify specific state requests for federal incident management assistance. It is composed of program and support staff and representatives from selected ESF primary agencies. It coordinates for location of the JFO.

(c) Emergency Response Team-national (ERT-N). The ERT-N deploys for large-scale, high-impact events, or as required. It includes staff from DHS, Emergency Preparedness and Response, FEMA, and other federal agencies as required. Three ERT-N teams are available on-call status, on a 1 month rotating basis; a fourth standing team is on call year-round exclusively to manage incidents in the National Capital region.

(d) Federal Incident Response Support Team. This team is a forward component of an ERT-A. It is designed to be a quick and readily deployable resource to support the federal response to incidents of national significance. It provides on-scene support to the local incident command or area command. It deploys within 2 hours of notification and is required to be on-scene within 12 hours of notification.

(e) Urban Search and Rescue Teams. These teams are specially-trained personnel equipped to conduct operational activities that include locating, extricating, and providing on-site medical treatment to victims trapped in collapsed structures.

(f) Initial Response Resources Team. This team is capable of immediately providing incident victims the most urgently needed life-saving and life-sustaining resources. It is resourced to support up to 30,000 victims for 72 hours. It provides an immediate federal presence and supplements state capabilities with concurrence of state leadership.

## 9. Defense Coordinating Officers (DCOs) and Entities

a. DCOs are military officers in the grade of O-6 (or their Civil Service equivalents) who represent DOD at the joint field office (JFO). The DCO is the single DOD POC at the JFO.

(1) The DCO is under operational control (OPCON) to the designated supported combatant commander or designated JTF commander.

(2) The DCO assists in planning and coordinating the delivery of all DOD disaster response assets and resources provided to a state through the federal coordinating officer (FCO). Requests for MSCA originating at the JFO are coordinated with and processed through the DCO to the SecDef for approval, and then on to the Joint Director of Military Support (JDOMS) for transmission to one of the unified combatant commands. DCOs are designated by FEMA regions and are assigned one per state disaster. All DCOs and their associated defense coordinating elements (DCEs) undergo periodic, externally evaluated readiness exercises to ensure they are trained and ready to perform MSCA missions.

b. Defense Coordinating Element (DCE). The DCE is the DCO staff. It consists of staff and military liaison officers responsible for facilitating DOD coordination and support. The DCE processes requirements for military support; forwards mission assignments through the DOD channel; tracks expenditures; assists with reception, staging, onward movement, and integration (RSOI) of DOD resources; and assigns military liaisons to activated emergency support functions (ESFs).

c. Emergency Preparedness Liaison Officer (EPLO). EPLOs are reserve component officers in the pay grade of O-6 (Army, Air Force, and Marine colonels, and Navy captains) who represent their respective Service component at the state EOCs and the JFO. They serve as the military liaison at the FEMA region level. They identify potential DOD support requirements and function as Service representatives and advisors to the DCO under the DCE staff.

d. Joint Entities

(1) Combatant commanders are responsible for homeland defense and CS. They incorporate plans for CS by task organizing their commands to accomplish CS missions.

(a) US Northern Command (USNORTHCOM), headquartered at Peterson Air Force Base, Colorado, is responsible for providing resources for domestic disaster relief to the 48 contiguous United States and Alaska.

(b) US Southern Command (USSOUTHCOM), headquartered at Miami, Florida, is responsible for providing resources for domestic disaster relief to Puerto Rico and the US Virgin Islands.

(c) US Pacific Command (USPACOM), headquartered at Camp H. M. Smith, Hawaii, is responsible for providing resources for Hawaii, American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, and the Freely Associated States of Federated States of Micronesia, the Republic of the Marshall Islands, and the Republic of Palau.

(2) Joint Task Force-Civil Support (JTF-CS). JTF-CS is a standing military headquarters without assigned forces, located at Fort Monroe, Virginia, that studies city and state emergency plans to evaluate the potential needs of these cities in order to support a LFA managing the consequences of a chemical, biological, radiological, nuclear, or high-yield explosives (CBRNE) attack. JTF-CS plans and integrates DOD's support to FEMA for weapons of mass destruction (WMD) events in the continental United States (CONUS) and draws on DOD capabilities including detection, decontamination, medical, and logistical assets. Once the SecDef authorizes MSCA, JTF-CS deploys to the incident site to serve as the C2 headquarters for responding DOD units.

(3) Joint Task Force (JTF). The JTF is a joint force that is constituted and so designated by the SecDef and consists of a combatant commander, a sub-unified commander, or an existing JTF commander.

e. Service Entities

(1) United States Army

(a) US Army North, headquartered at Ft. Sam Houston, Texas, is responsible for C2 of Army DSCA efforts throughout the entire CONUS.

(b) US Army, Pacific, headquartered at Schofield Barracks, Hawaii, is responsible for C2 of Army DSCA operations throughout the USPACOM AOR.

(c) US Army South, headquartered at Ft. Sam Houston, Texas, is responsible for C2 of Army CS operations throughout the USSOUTHCOM AOR.

(2) United States Air Force

(a) 1 AF (AFNORTH), headquartered at Tyndall AFB, Florida, is responsible for C2 of Air Force DSCA efforts throughout the entire CONUS.

(b) 12 AF (Air Forces Southern [AFSOUTH]), headquartered at Davis-Monthan AFB, Arizona, is responsible for C2 of Air Force DSCA efforts throughout the USSOUTHCOM AOR.

(c) Headquarters, Pacific Air Force, headquartered at Hickam AFB, Hawaii, is responsible for C2 of Air Force DSCA efforts throughout the USPACOM AOR.

(3) United States Navy

(a) Commander, Fleet Command, headquartered at Naval Station Norfolk, Virginia, is responsible for C2 of Navy DSCA efforts throughout the entire CONUS.

(b) Commander, US Naval Force Southern, headquartered at Mayport Naval Station, Florida, is responsible for C2 of Navy DSCA efforts throughout the USSOUTHCOM AOR.

(c) Commander, Pacific Fleet, headquartered at Naval Station Pearl Harbor, Hawaii, is responsible for C2 of Navy MSCA efforts throughout the USPACOM AOR.

f. US Army Corps of Engineers (USACE)

(1) USACE is an Army major command assigned mission responsibilities in major construction and other engineering support to the Army and the Air Force, in nationwide water resource management, in engineering research and development, and in real estate services for the Army and DOD. USACE employs approximately 34,600 civilians and has approximately 650 military members assigned. The Corps is organized geographically into eight divisions in the US and 41 subordinate districts throughout the US, Asia, and Europe. Divisions and districts are defined by watershed boundaries, not by states.

(2) USACE conducts its emergency response activities under two basic authorities: the Flood Control and Coastal Emergency Act (P.L. 84-99, as amended) and the Robert T. Stafford Disaster and Emergency Assistance Act (P.L. 93-288, as amended). Under the Stafford Act, the Corps supports FEMA in carrying out the NRP, which calls on 26 federal departments and agencies to provide coordinated disaster relief and recovery operations. Under this plan, the Army has the lead responsibility for public works and engineering missions (ESF 3, public works and engineering).

g. United States Navy

(1) The Navy Surface Warfare Enterprise (NSWE) would provide afloat forces for DSCA missions. Commander, Fleet Forces Command, or Commander, Pacific Fleet, would exercise OPCON. They would respond to validated FEMA mission assignments (MA). Typically, USNORTHCOM is the combatant commander (CCDR) for CONUS disasters and USPACOM for OCONUS disasters. A common mission is search and rescue (SAR) utilizing rotary wing carrier-based aircraft. In a JTF environment, a joint force maritime component commander (JFMCC) would be established and would report directly to NORTHCOM.

(2) The Navy Expeditionary Combat Enterprise (NECE) would provide ashore forces for DSCA missions. Commander, Fleet Forces Command, and Commander, Pacific Fleet, would exercise OPCON. They would respond to validated FEMA mission assignments (MA). Typically, USNORTHCOM is the CCDR for CONUS disasters and USPACOM for OCONUS disasters. Missions often involve extensive use of the Naval Construction Force (the "Seabees") in a variety of disaster recovery roles (dewatering, road clearing, debris removal, construction of temporary emergency shelters). Other component commands of the NECE that could expect to be involved would be the Maritime Civil Affairs Group, the mobile security squadrons, and mobile diving and salvage units. If a JTF is established, it may be appropriate that the JFMCC would be from an engaged NECE component command.

(3) The Naval Facilities Engineering Command (NAVFAC), a Navy Systems command, would provide engineering and construction expertise via its Contingency Engineering Response Teams (CERTs). Commander, Fleet Forces Command, and Commander, Pacific

Fleet, would exercise OPCON. They would respond to validated FEMA MAs. Typically, USNORTHCOM is the CCDR for CONUS disasters and USPACOM for OCONUS disasters. Missions would typically involve damage assessment and courses of action for recovery and repair.

## 10. Requests for Military Support

a. Initial requests for military support are made to the Office of the Secretary of Defense, Executive Secretariat. See figure II-5. If approved by the SecDef, DOD designates a supported combatant commander for the response, either USNORTHCOM or USPACOM. The supported combatant commander determines the appropriate level of C2 for each response and usually directs a senior military officer to deploy to the incident site. Under most circumstances, the senior military officer at the incident site is the DCO. The DCO serves as DOD's single POC in the JFO.

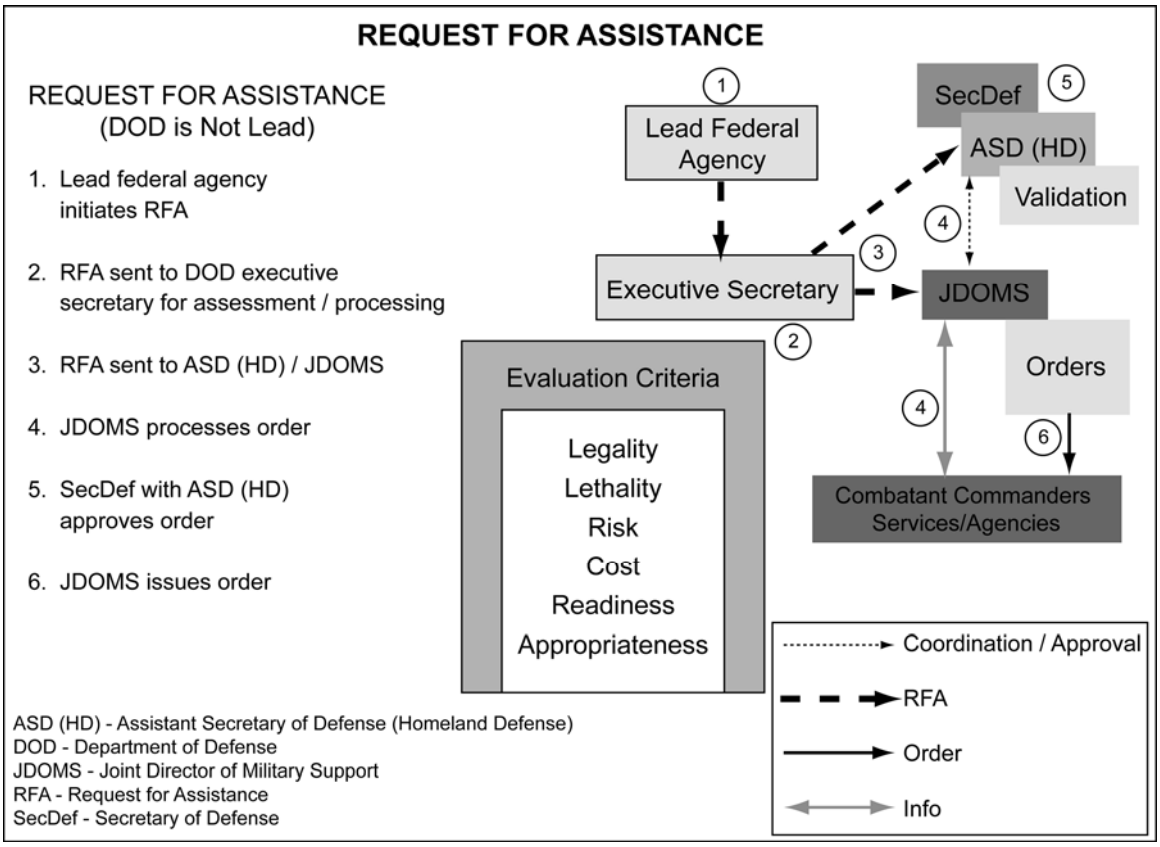


**Figure II-5. Request for Assistance (RFA)**

b. Requests for assistance originating at the JFO is coordinated and processed through the DCO with the exception of requests for USACE support, National Guard forces operating in SAD or Title 32 status (i.e., not in federal service), or in some circumstances, DOD forces in support of the FBI. Specific responsibilities of the DCO are subject to modification by the supported combatant commander based on the situation. In general, the DCO:

(1) Is collocated with the PFO, FCO, federal resource coordinator (FRC), and the senior federal law enforcement official (SFLEO) in the JFO.

(2) Coordinates and processes applicable requests for assistance from the PFO, FCO, FRC, SFLEO, or designated representatives.

(3) Orchestrates the accomplishment of approved mission assignments utilizing available resources.

(4) Assigns military liaison officers as appropriate to ESF agencies at the JFO to provide technical assistance or facilitate timely coordination.

(5) Refers problematic or contentious issues through the appropriate military chain of command to the Office of the Assistant Secretary of Defense for Homeland Defense.

c. Based on the magnitude, type of disaster, and anticipated level of resource involvement, the supported combatant commander may utilize a JTF to consolidate and manage supporting military activities. A JTF commander exercises OPCON of all allocated DOD resources (excluding USACE resources; National Guard forces operating in SAD or Title 32 status; and in some circumstances, DOD forces in support of the FBI). In the event that a JTF is utilized, the DCO may continue to perform all duties set forth above.

d. Requests for military support originating at the JFO are coordinated and processed through the DCO; however, requests for DOD/USACE support, National Guard forces operating in SAD or Title 32 status, and DOD forces in support of the FBI, are processed differently.

e. USACE is a public engineering organization within DOD providing engineering support and services to DOD activities around the globe, as well as to the nation's civil works flood protection and navigation infrastructure. USACE provides support as a primary agency and coordinating agency for ESF 3 and as a support agency to other ESFs. USACE performs emergency support activities under separate authorities, to include Public Law 84-99. USACE may also leverage contingency engineering support from NAVFAC or Air Force Civil Engineer Support Agency (AFCESA).

f. Army and Air National Guard forces employed under SAD or Title 32 status provide support to the governor of their state and are not part of federal military response efforts.

g. Support to the FBI in support of law enforcement and domestic counterterrorism activities is provided in limited circumstances consistent with applicable laws and, in some circumstances, independent of the DCO.

h. Federal-to-federal Support

(1) DOD response can be in the form of federal-to-federal support assistance or direct assistance. Federal-to-federal support refers to the circumstance in which a federal department or agency requests federal resource support under the NRP that is not addressed by the Stafford Act or other mechanisms (e.g., executive orders, memorandums of understanding, memorandums of agreement, etc.).

(2) The SecDef must authorize DOD support for any domestic incident when consistent with military readiness operations and appropriate under the circumstances and the law. In accordance with the NRP the following are response options:

(a) Immediate Response

1. Imminently serious conditions resulting from any civil emergency may require immediate action to save lives, prevent human suffering, or mitigate property damage. When such conditions exist and time does not permit approval from higher headquarters, local military commanders and responsible officials from DOD components and agencies are authorized by DOD directive and pre-approval by the SecDef, subject to any supplemental direction that may be provided by their DOD component, to take necessary action to respond to requests of civil authorities consistent with the *Posse Comitatus* Act (18 U.S.C. § 1385). All such necessary actions are referred to as "Immediate Response."

2. In addition to direct support for incident response, DOD possesses specialized capabilities employed in support of federal, state, local, and tribal government agencies, to include their first responder communities. Included among these specialized capabilities are test and evaluation facilities and capabilities; education and exercise expertise; explosive detection; technical escort; medical services; the transfer of applicable technologies, including those developed through DOD science and technology programs; and the expertise of DOD personnel. The DOD Homeland Defense Coordination Office established at DHS headquarters facilitates interdepartmental cooperation and transfer of these capabilities to the emergency responder community.

(b) State and Local Response. The governor is the executive authority over state capabilities in any disaster response. Governors have the unique authority to issue a state emergency declaration, mobilize the state National Guard, and redirect state resources to emergency response. Incidents are handled at the lowest jurisdictional level possible. Command authority is vested in the incident commander, whether a single incident commander or an area commander. Every local jurisdiction has authority within its own boundaries.

(3) The National Guard. The National Guard provides support to the local incident commander but does not take charge of the response operation. National Guard soldiers operating in either SAD or Title 32 status can exercise the same law enforcement authority as a state police officer. The law enforcement environment can be complicated by the existence of multiple versions of RUF.

i. Emergency Management Assistance Compacts (EMACs). EMACs are legal agreements between two or more states. EMACs enable National Guard personnel from other states to be deployed across state lines to assist disaster response efforts.

j. Federal Response. The governor may request federal assistance from the President when state capabilities prove insufficient. All DOD support to disaster response is temporary with the end state being transfer of all emergency functions back to civilian authorities.

## Chapter III

# COMMUNICATIONS SUPPORT OPERATIONS

## 1. Background

> Hurricane Katrina caused significant damage to the communication infrastructure in Louisiana and Mississippi, which further contributed to a lack of situational awareness for military and civilian officials. Katrina destroyed or severely degraded many commercial landline and cellular telephone systems. As a result, it was difficult for officials to gain situational awareness. Even when local officials were able to conduct damage assessments, the lack of communications assets caused delays in the transmitting of the results of the assessments.
>
> GAO 06-643 Report to the Congressional Committees

Communications support is critical to successful disaster assistance operations. When disasters strike, local communications systems are typically disabled or worse, completely destroyed. Recent disaster operations highlight this fact and further illustrate that our nation's rapidly expanding cellular capabilities may even be disrupted during major natural disasters. Military organizations should plan to fully satisfy their organizational communications requirements and should be prepared to extend that communication capability to each of their non-DOD disaster response task force partners.

## 2. Communications Architectures

a. DSCA Operations. DSCA operations demand immediate action and interoperability of diverse groups (military, federal, and civilian). The Incident Command System (ICS) requires unclassified communications in clear text. Priority is given to clarity over security when employing traditional military communications security paradigms and jargon.

b. Voice Communication Planning. Voice communications planning is divided into three main levels: C2 nets (SATCOM/HF), tactical C2 nets (UHF/VHF), and tactical operational nets (FM). Frequency plans are promulgated via OPORD and special instructions (SPINS) to support participants. To ensure maximum interoperability, the airspace control plan (ACP) assigns frequencies. The ACP coordinates the frequencies utilized by personnel on the surface so that communications can be conducted between surface and air assets. In the sample communications plan shown in table III-1 (tailored to a SAR mission), air rescue assets communicate with the Air Rescue Group via VHF-FM Channel 83A (157.175 MHz marine band) and surface rescue assets communicate with each other via VHF-FM Channel 21A (157.05 MHz marine band). Given that air rescue assets and surface rescue assets have limited radio capability and will likely not monitor both frequencies at all times, air rescue assets should switch to the surface rescue asset operating frequency to initiate contact and vice versa. Once initial contact is established, the two assets are free to shift to another, less congested, VHF-FM frequency.

| Table III-1. Sample Communication Plan (Nonsecure) | |
|---|---|
| **Platform** | **Frequency** |
| Incident Command Network | 419.8375 MHz (transmit)<br>410.8375 MHz (receive) |
| Air Rescue Group and C3 air platform | 345.0 MHz |
| C3 air platform and air rescue assets | 345.0 MHz (military)<br>123.1 MHz (civilian) |
| Air Rescue Group and air rescue assets | 157.175 MHz (83A) |
| Air rescue assets and air rescue assets (deconfliction) | As charted on standard air chart –<br>or –<br>122.9 MHz (east sector)<br>123.1 MHz (west sector) |
| Land Rescue Group and ground rescue personnel | 155.16 MHz |
| Ground rescue personnel and ground rescue personnel | 155.16 MHz<br>700 MHz<br>800 MHz |
| Maritime Rescue Group and surface rescue assets | 157.075 MHz (83A) |
| Surface rescue assets and surface rescue assets | 157.05 MHz (21A) |
| Air rescue assets and ground rescue personnel | 123.45 MHz |
| Air rescue assets and surface rescue assets | Air to surface (21A)<br>Surface to air (83A) |
| Surface rescue assets and ground rescue personnel | 21A |
| EMS Group and EMS field units | 155.34 MHz |
| Medical Support (facility to facility) | 155.34 MHz |

## 3. Organizational Level and Responsibility

a. Command and Control (C2). Large-scale C2 communication architecture should be developed to maximize operational flexibility. Tactical C2 systems will be the fundamental communication mode between planners and operators. The communication architecture should be structured to allow maximum tactical control with an emphasis on operational flexibility.

b. Aviation

(1) Tasking from incident command network via SATCOM/HF net; return SITREP/MISREP information.

(2) Airborne C2 receives emergent tasking via UHF/VHF and passes the requirements to airborne and ground units based on capabilities and proximity to the requirement.

(3) Primary communication is receiving the mission tasking from airborne C2 and return the situation report (SITREP)/mission report (MISREP) data following the completion of the tasking. Most airborne assets are limited to VHF frequencies, although UHF can be considered to separate military assets in a communications-intensive environment.

c. Ground

(1) Land rescue groups receive tasking from the incident command network (FM/Data)

(2) Ground personnel engaged in tactical operations primarily receive tasking locally via various networks of handheld radios. Integration with airborne assets is primarily via FM.

d. Maritime. Networks support tasking from incident command via (SATCOM/HF/DATA).

## 4. Battle Rhythm

Battle rhythm events facilitate communications success. In CS many factors help determine and establish a staff's battle rhythm. Some of these factors are the type and scale of the situation, the staff's state of training, the battle rhythm of higher headquarters and the complexity scale of civil response. The battle rhythm must remain flexible and able to quickly react to changing conditions and perceptions as they evolve. The type and scale of the disaster / emergency will determine the number of ESF enacted and the amount of support required from DOD. While standing staffs are designated, the inevitable turnover of personnel will dictate the state of readiness. The region's economic maturity will determine the rate and complexity of the civil response. De-conflicting important communications events such as VTC from various higher authorities will be a key issue in developing an effective battle rhythm. Unavoidable conflicts require senior credible representation with immediate relay back to the commander in CS types of operations given the speed of civilian, local, and national media information flow.

## 5. Data Communications Planning

a. The communications unit prepares and implements the incident communication plan (ICS-205), distributes and maintains communications equipment, supervises the incident communications center, and establishes adequate communications over the incident. Upon deployment, communications should be established with the LFA or JTF command and local area authorities (LAA). The C2 systems should support immediate information exchange for:

(1) Coordinating communications.

(2) Local law enforcement response.

(3) Medical support.

(4) Disseminating higher headquarters directives.

(5) LFA or JTF phone numbers/frequencies.

(6) Coordinating reports.

b. C2 architecture planning considerations identify the following:

(1) Required reports and reporting frequency.

(2) Classification levels.

(3) Communications services, SECRET Internet Protocol Router Network (SIPRNET), non-secure internet protocol router network (NIPRNET), cell.

(4) Available public communications capability.

(5) Required special JIC and JTF PAO requirements.

(6) Sharing SA and updating operational information.

(7) Media plans to review for briefing back to the command structure.

(8) Required local/national media coordination through the media coordination center (MCC) at the JTF level or the JIC and PIO at the National Incident Management System (NIMS) Incident Command System (ICS).

(9) Unique employment challenges communications units have in the CS environment.

(10) Defense support of civil authorities communications challenges non-communications units need to understand with regard to communications support in the CS environment.

c. Data communications planning should have as an overarching goal ease of operability and availability of information to all participants.

d. The goal of information management (IM) for CS operations is to provide a timely flow of quality information, enabling the commanders of any CS force to anticipate and understand the consequences of changing conditions.

## 6. Communication Support Teams

The communications support team is responsible for establishing the communications equipment shown in table III-2. The video teleconferencing (VTC) team is responsible for setting up, enabling, and operating all VTC equipment and systems.

**Table III-2. Communications Support Team Networks**

| CST Networks | |
|---|---|
| **Voice Networks** | **Data Networks** |
| UHF Tactical Satellite (UHF TACSAT) | NIPR |
| HF Radio | SIPR |
| KU Satellite | Servers |
| VHF Radio | Switches |
| Public Switch Telephone Network | Printers |
| Defense Switched Network (DSN) | Video Teleconference |
| Defense Red Switch Network (DRSN) | Technical Support |
| Voice over internet protocol (VOIP) | Internet relay chat (IRC) |

## 7. Generalized Information Flow

a. ICS. Incident command system follows the NIMS process under the NRP. To support the incident commander, scalable communications support packages are formed and allocated to local, tribal, state, and federal response teams. Large scale catastrophic incidents require common interagency C2 platforms to maintain efficient tactical coordination. Airborne C2 platforms coordinating with ground-based C2 centers enable the most effective employment of aircraft, maritime, and ground assets in catastrophic disaster areas.

b. Liaisons (LNOs). The local, tribal, state EOCs, National Guard JTF–State, FEMA JFO with the federal, state, and defense coordinating officers, and DOD JTF should integrate operations. In addition to sharing liaisons between operations centers, operations planners collaborate telephonically and through physical presence at the state EOC or JFO ESF 9.

c. SAR. SAR communications planning includes all agencies participating with aircraft, maritime, and ground assets.

d. Forward Operating Base (FOB) C2. Should additional FOBs be required for large-scale operations, C2 of these bases will occur by the state EOC, JFO ESF 9, or as designated by agency policy (i.e., DOD retains C2 of DOD forces and bases). Integration of SAR and damage assessment operations from FOBs are monitored by the state EOC and JFO ESF 9.

e. Airborne C2. Airborne C2 will be alerted and deployed on-station overhead the incident site immediately to coordinate air, land, and maritime rescue and emergency medical services through the ICS. USCG, Air National Guard (ANG), USAF, and USN fixed-wing capabilities support airborne C2 mission requirements. Airborne C2 assets relay orders to rescue units to ensure expeditious life saving operation.

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## Chapter IV

# AIRPORT AND SEAPORT OPERATIONS

The US Navy (USN) Austin Class Amphibious Transport Dock *USS SHREVEPORT* (LPD 12) (rear), the *IWO JIMA,* and two other Navy ships, head to areas off the Gulf Coast as part of the Hurricane Katrina relief effort. The group provided C2, port operations, and Disaster Relief Team (DRT) support that included amphibious construction equipment, medical personnel, and associated supplies to assist with the relief effort. The Navy's involvement in the Hurricane Katrina Humanitarian Assistance Operations was led by FEMA, in coordination with DOD.

## 1. Background

a. During the initial stages of disaster recovery, locally based port handling equipment and terminal facilities are likely dysfunctional. Effectively deployed DOD capabilities ensure rapid access to the disaster area. Federal responders will be dependent on this access to initiate and sustain timely relief operations. As such, DOD expertise providing access to seaports and airfields is a critical relief operation capability.

b. Airport, harbor, and marine channel support operations may involve clearing or salvaging ships, aircraft, piers, marine railways, bridges, or other damaged structures blocking runways, air terminal access, harbors, and/or marine shipping channels. Depending upon the magnitude of the disaster and other factors, a single ship or item could block a strategic access point or hundreds of wrecks and other marine debris could affect a substantial geographic area. Units tasked in these operations could include mobile air traffic control units and Navy salvage

assets, such as mobile diving and salvage units, salvage ships, and associated commercial salvage contractors.

c. During the initial assessment, Service components will be required to identify and resolve air and sea transportation capability gaps in an emergency situation. Service components should focus on the immediate response support requirements that involve major transportation into and out of the affected area by identifying, prioritizing, and restoring logistics and personnel flow.

(1) Identify area geography/topography (natural and man-made features, such as terrain, roads, ports, and airfields) and how they have been affected by the situation, i.e., damage to power grids, environmental waste/pollution, navigation aids, and runways.

(2) Identify and inform commanders on factors affecting area access to include supply and re-supply of material (e.g., positioning of the sea base to maximize air routes and water routes).

(3) Identify federal, state, and local limitations on activities driven by national policy, public affairs guidance, or legal restrictions.

(4) Assist in restoring damaged infrastructure according to designated priorities. Use information obtained to establish guidance in support of short-term seaport and airport traffic control operations as required.

(5) Carry out air traffic control and harbor master duties when directed.

## 2. Airport Operations

a. Disaster relief operations involve numerous aircraft from military and civilian organizations. Local and wide area air traffic control procedures are needed to provide guidance for safe air traffic routing within the relief area to and from landing zones and fixed-wing airports. Rules should specify standard communication procedures and frequencies, checkpoints, altitude guidance, and air routes.

b. Additionally, FAA approval is required to operate unmanned aircraft systems in the disaster area.

c. Helicopter operations and military/relief agency flight operations have priority for air traffic control rules and routes in the affected area.

d. Depending on equipment capabilities at airports, it may be necessary for ship-borne systems to close within territorial waters to assist dead reckoning (DR) aircraft in collision avoidance and navigation in bad weather. Shipboard radars may be affected by land-sea interface and other terrain factors.

e. Commanders shall establish an air terminal operations center (ATOC) to manage the site's air logistic support operations. The ATOC acts as an interface between the advanced logistic support site (ALSS) and the battle force logistics coordinator (BFLC), Air Mobility Command (AMC), and the naval air logistics office (NALO), independently operating ships requiring air logistic support, as well as flight crews for weather briefings, flight plans, and load planning. The ATOC is in charge of all ramp services and flight line operations. The ATOC is the information fusion point through which all information relating to air logistics is received, processed, and dispatched to each functional area at the ALSS.

f. Flight operations consist of ground handling of aircraft, passenger service, and unloading and loading of cargo and mail. The ramp controller is the primary interface between the flight line and the ATOC. The ramp controller's primary duties are to ensure ATOC guidance

and all personnel working on the ramp adhere to directions. Other ramp controller duties consist primarily of:

(1) Meeting all inbound aircraft and collecting necessary traffic documentation. (Exception may be made for cargo/mail requiring signature service and passenger documentation.)

(2) Ensuring sufficient copies of registered main manifests remain on the aircraft to facilitate the transfer of accountability by special handling personnel.

(3) Checking aircraft for passenger capability and cargo pallet configuration.

(4) Coordinating all ground handling activities with ATOC.

(5) Relaying information concerning load changes to ATOC.

(6) Giving the load master a briefing to include the number of passengers, deportees, special category passengers, handicapped passengers, prisoners and guards, couriers, number of pallets, load characteristics (i.e., overhang, rolling stock, etc.), total tonnage, hazardous material, and cargo that prohibits passengers from being on board (i.e., hazardous material (HAZMAT) that can only be carried on cargo aircraft only).

(7) Providing the ATOC with the necessary information to ensure the completion of ground handling services prior to scheduled departure time.

(8) Parking inbound aircraft.

(9) Directing the loading and unloading of aircraft by Navy overseas air cargo terminal (NOACT) personnel.

g. Prioritizing the movement of passengers, mail, and cargo is an extremely important issue that shall have the concurrence of the site commanding officer. The Navy component commander's (NCC) senior logistician, BFLC, or supply officers of ships operating independently normally promulgate prioritization guidelines. All units or organizations being served by the site should be informed of these movement priorities. Other FLS and ALSS sites in the area of responsibility (AOR) should be informed of them as well. Notwithstanding any limitations imposed on site commanding officers by the chain of command, site commanding officers may reprioritize the movement of passengers, mail, and cargo when necessary. When prolonged variances to pre-established and promulgated movement priorities are anticipated, new movement priorities should be re-promulgated. The movement priority of passengers, mail, and cargo will be situational, determined, and promulgated by the NCC when required.

h. Figure IV-1 provides typical airfield operations checklist details.

**Sample Airfield Survey Checklist**

1. LOCATION:_____DATE:_____
2. Name of airfield:
3. Location (map coordinates):
4. Fuel (type and availability):
5. Materials Handling Equipment:
6. Elevation:
7. Runway length:
8. Runway width:
9. Surface composition and estimated single wheel loading factor:
10. Available parking area:
11. Largest aircraft accommodated:
12. Instrument approach facilities; navigation aids:
13. Aircraft obstacles:
14. Are runways/taxiways lighted?
15. Communications (frequencies, call signs used):
16. Is the airfield under civilian or military control?
17. Status of commercial air traffic into and out of the airfield during the period in issue:
18. Does the airfield meet International Civil Aviation Organization standards for signs, markings, and other applicable requirements?
19. What is the availability of Federal Aviation Administration certified air traffic controllers?
20. Conditions of roads leading to airport:
21. Conditions and weight limits of bridges leading to airports:
22. On-site assembly areas and capacity:
23. Latrine and shower facilities:
24. Feeding facilities and capacity:
25. This report prepared by:
26. ____Sketch attached ____Video attached ____Photo attached

**Figure IV-1. Sample Airfield Survey Checklist**

## 3. Seaport Operations

a. Harbor and marine channel clearance disaster/emergency situations often require harbor and marine channel clearance operations. These operations may involve natural obstruction clearance, salvage of ships, aircraft, piers, marine railway, bridges, or other damaged structural repair affecting the marine shipping channel operation. Depending upon the type and scale of the situation, wrecks and other marine debris at a strategic access point could affect a substantial geographic area. Units tasked in these operations could include Navy salvage assets, such as Navy Supervisor of Salvage, salvage ships, mobile diving and salvage units, and associated commercial salvage contractors. Prior to performing clearance or salvage operations, hydrographic survey operations may be required in the area of operations. The Navy has hydrographic survey teams that can deploy to disaster areas and conduct these operations. Hydrographic surveys provide the commander with a detailed understanding and visualization of the underwater area of concern and provide the operator with information about the bathymetry, bottom type, position, size, and disposition of the underwater obstruction.

b. Navy cargo handing battalions (NCHB) can accomplish port control, loading and unloading. The NCHB has C2 for handling operations and providing support personnel to discharge/load ships either pier side or in-stream, for all classes of cargo, including HAZMAT. They can conduct port terminal operations in developed or undeveloped ports, which include discharging/loading containers, cargo, and vehicles from ships by using shipboard heavy lift pedestal and gantry cranes, mobile hydraulic cranes, yard and stay rigs, and jumbo booms. NCHB is capable of performing heavy lift crane operations in support of maritime pre-positioning force (MPF) squadrons, container ships, fast sealift ships (FSS) or fast logistics ships (T-AKR), and auxiliary crane ships (T-ACS). For ocean terminal operations, it can provide the following:

(1) Managerial, clerical, and cargo handling personnel to operate a limited ocean terminal.

(2) Transit warehouse operations for processing cargo.

(3) Documentation via the Worldwide Port System (WPS).

(4) Controlling and handling ship discharging/loading.

(5) Pier operations.

c. NCHB delivers material to/from transit warehouses in proximity to the piers. When necessary, the NCHB operates two 12-hour shifts on a continuous 24-hour basis. NCHBs are self sustaining units (up to 30 days), capable of erecting, maintaining, and operating a tent camp, field mess, and field dispensary. NCHBs normally do not deploy with a large amount of heavy equipment unless specific needs dictate.

d. Figure IV-2 provides typical seaport operations checklist details.

**Sample Seaport Survey Checklist**

1. LOCATION:_____DATE:_____
2. Name of seaport:
3. Location (map coordinates)
4. Entrance restrictions and minimum anchorage:
5. Channel depth, depending on season:
6. Tide, depending on season:
7. Pilots required or available:
8. Navigational aids:
9. Port or beach obstacles:
10. Wharf (description and capabilities):
11. Materials Handling Equipment:
12. Fuel (type and availability):
13. Physical security available and in use:
14. Distance from post to seaport:
15. Conditions of roads leading to the seaport:
16. Condition and weight limit of bridges leading to seaport:
17. On-site assembly areas and capacity:
18. Dining facilities and capacity:
19. Latrine and shower facilities:
20. Location of nearest medical facility:
21. Key contacts, key personnel:
22. This report prepared by:
23. ____Sketch attached ____Video attached ____Photo(s) attached

**Figure IV-2. Sample Seaport Survey Checklist**

e. Military Sealift Command maritime pre-positioning ships squadrons (MPSRONs) are not always fully authorized even though they are on scene. These ships require an additional DOD authorization in order for commanders to utilize their assets. Consideration must be given to deep draft requirements in channel survey and clearance prioritization as well as vendor and fuel support arrangements or barges required to support operations from anchorage. Lack of potable water can be a critical factor in the early aftermath of a disaster. Where potable water demand exceeds damaged infrastructure capacity, MPSRON ships can provide the capability to purify water and transfer it ashore from anchorage. The need for dock space to configure relief supply offloads must be considered with these types of ships. MPSRON ships are not configured for selective offload. With the exception of bulk fuel or water provision, they require a

port with dock space to reconfigure. Explosive safety quantity distance (ESQD) event waivers can cause delays for MPSRON ships. Commanders should check with the Pacific Fleet explosive safety officer for the status on these waivers. In contrast to MPSRON ships, combat logistics force (CLF) ships are capable of selective offload, however; they require approximately 24 hours notice to reconfigure material in the hold. Embarked air detachments are required to assist CLF ships in supporting other ships, otherwise, non-organic air assets or alongside replenishment is required. Since diverting air and surface assets from the direct relief effort can negatively impact response times, air detachments assigned as organic assets to the ship should be considered to significantly increase logistics throughput and flexibility. While the hospital ships are not generally used as first responders due to lead time required to arrive on scene. The ships have routinely been used in the later phases of major relief efforts, focusing more on public and environmental health support than trauma care and serving as a military/civilian agency C2 node.

f. Amphibious Ships and Other Surface Vessels Well deck ships and associated landing craft, such as landing craft, utility (LCUs) and landing craft, air cushion (LCACs), provide significant heavy lift capability from the sea base. LCACs and LCUs can deliver up to 72 and 180 tons of relief supplies respectively. LCACs equipped with a personnel transport module (PTM) can transport 180 personnel as opposed to 23. Additionally, lighter, amphibious re-supply, cargo (LARC), landing craft, mechanized (LCM), and amphibious assault vehicles (AAVs) have played a vital part in SAR and seaborne support in relief operations. An amphibious transport dock (LPD) may serve as host platform, utilizing its internal motor gas system to fuel these craft. Other large deck vessels can serve as receiving, assembly, and staging areas to break bulk shipments of relief supplies and build them into deliverable (e.g., palletized) sets. Large deck vessels can also host aviation mine countermeasures (MCM) assets, anchoring in the immediate vicinity of survey areas to maximize on station time. The following list provides additional considerations for amphibious ships other surface vessels.

(1) Consider personnel transport module suitability for extended transits when high heat and humidity conditions are expected due to limited air conditioning capacity. LCUs and LCMs may be most suitable under these conditions.

(2) Leverage speed, personnel, and cargo carrying capabilities of the various landing craft through carefully planning sea echelon assignments.

(3) Determine requirement for organic fendering capability based on port service availability. Fenders or camels are required for LPD ballasting operations pier side due to the ship’s configuration (e.g., catwalks and other obstructions that may be damaged or cause damage).

(4) Deploy landing craft with a repair parts kit if possible, particularly if they will be operating away from their assigned ships for extended periods.

(5) Coordinate amphibious ship on-loads with the ship’s combat cargo officer at the earliest opportunity. Use the integrated computerized deployment system (ICODES) software to assist in this process.

(6) Consider tradeoffs with naval lighterage on-loads. Naval lighterage on-load impacts ship’s capabilities precluding landing craft launch and recovery and vehicle and cargo off-load and therefore should be the last item brought aboard.

(7) Reflect pallet sizing for standard cargo restrictions such as weight and height restrictions for each aircraft type.

(8) Consider maximizing deck landing spots for rotary wing operations. This may entail additional certifications for aircraft elevators to be used as landing spots.

(9) Anticipate requirements for Naval Air Training and Operating Procedures Standardization (NATOPS) program waivers and additional manning to maximize flight operations.

(10) Maximize capacity for material and personnel transfer while minimizing the risk of collateral damage. Removal of selected mission equipment, like sonobuoy launchers and magnetic anomaly detectors, will assist in this process.

g. Large capacity high speed vessels (HSVs) can transport large numbers of people and large amounts of material quickly while operating in an austere environment. The shallow draft and speed of response also make HSVs an effective operating platform for hydrographic survey teams. HSVs can support helicopter operations and they have C2 facilities suitable to support an embarked squadron or company-sized ground force. HSV maneuverability enables it to moor without tugs and its vehicle ramp enables vehicles to be driven on and off to and from a pier. An HSV's high speed makes it an effective intra-theater lift platform. HSVs operate at a high operational tempo for in-theater lift and can be managed best under a 72-hour tasking order process. Consider HSV use for initial survey and delivery of material to damaged or unimproved ports. An HSV can be quickly reconfigured to meet additional requirements, including personnel evacuation. Installation of refrigerated container express (CONEX) boxes enables it to carry frozen and chill foods while retaining the ability to carry a large volume of dry stores. While normal personnel carrying capacity is 250, the Navy's HSV can transport up to 500 personnel if reconfigured with LCAC PTMs, or by simply driving on buses. Finally, the combat rubber raiding crafts (CRRCs), which require only 2–3 feet of water to operate, have been used effectively for SAR, survey, and delivery of supplies in flooded areas.

h. In large disaster/emergency operations, several beach detachments may be required. Commanders must ensure sufficient support for the beach detachment (e.g., force protection lodging, meals, electric power, fuel, radios, personal protective equipment and supplies, etc.). The beach detachment should also have mobile communications (e.g., cellular/satellite telephone or radio) and radio frequency identification (RFID) capability, such as the inventory tagging and interrogation devices provided in early entry deployable support kits (EEDSKs).

## 4. Recent Lessons Learned

a. Large capacity joint high speed vessels (JHSV), such as the Navy's experimental JHSV, and commercial vessels can transport large numbers of people and large amounts of material quickly while operating in an austere environment. Shallow draft and speed of response also make JHSVs an effective operating platform for hydrographic survey teams. JHSVs can support helicopter operations and they have C2 facilities suitable to support an embarked squadron or company-sized ground force. JHSV maneuverability enables it to moor without tugs and its vehicle ramp enables vehicles to be driven on and off, to and from a pier. JHSVs are effective intra-theater lift platforms. JHSVs operate at a high operational tempo for in-theater lift and can be managed best under a 72-hour tasking order process.

b. JHSVs can be quickly reconfigured to meet additional requirements, including personnel evacuation. Installation of refrigerated CONEX boxes enables it to carry frozen and chilled foods while retaining the ability to carry a large volume of dry stores.

## Chapter V

# PUBLIC SAFETY AND SECURITY

Military units are fully capable of executing tasks aimed at ensuring freedom of action and safety of people within an area of operations. Illustrated above are some of the tasks military units performed while assisting civilian agencies during the Hurricane Katrina disaster.

## 1. Background

a. DOD capabilities may be utilized to protect and secure the public from hazards and conditions associated with domestic disasters, although the types of support the DOD may provide are limited by law and policy (see appendix A). Effective CS operations will proactively establish and sustain public safety. As a first priority, DOD should establish civilian risk limitations and ensure that no CS operation negatively impacts public safety. While DOD is not primarily responsible for public safety, all types of DOD CS operations impact people within the operating area. The public depends on its military for assistance during domestic disasters and emergencies. Assistance contributes to stability and order and commanders should strive to ensure that concern for public safety and security is at the heart of all relief operations.

b. Often no single local, state, federal, or private agency possesses the capabilities to respond to threats to public safety and security associated with major disasters and emergencies. Major disaster events like hurricanes, earthquakes, man-made disasters, and acts of terrorism, particularly when impacting large population centers produce consequences that overwhelm the capabilities of most local governments. DOD representatives should consider the unique characteristics of the event and tailor response requirements and control processes necessary to effectively support maintenance of public safety and security.

c. DHS Homeland Security National Operations Center maintains a database of information describing first response capabilities available by DHS and FEMA by region throughout the US. This information identifies DOD assets that may be required to augment incident response activities conducted by civil and federal authorities.

## 2. Public Safety and Security Response

a. Under ESF13, DOJ has primary responsibility for ensuring public safety and security within the federal government. During disasters, ESF13 prescribes facility and resource security, security planning and technical resource assistance, public safety and security resource support, and support to access, traffic, and crowd control as primary tasks.

b. DOD capabilities are typically employed to support immediate requirements to reduce the impact or consequences stemming from a disaster incident by assisting in securing the

affected area and supporting law enforcement, HAZMAT, and fire/rescue agencies as part of an immediate response team.

c. DOD CS operating forces should be prepared to provide immediate support for the following response requirements to the extent permitted by law and DOD policy (see appendix A).

(1) Maintain public order.

(2) Maintain quarantine.

(3) Establish and maintain traffic control.

(4) Secure key facilities.

(5) Contain and mitigate hazardous materials release.

(6) Rescue, decontaminate, and treat victims.

(7) Protect responders and at-risk populations.

(8) Support containment activities.

(9) Support decontamination activities.

(10) Secure contamination sources and affected areas.

(11) Monitor responders for exposure to hazardous materials.

(12) Assist in decontamination of affected facilities and equipment.

(13) Assist with hazardous material disposal.

(14) Provide mass casualty treatment.

(15) Support directed evacuations.

## Chapter VI

# SEARCH AND RESCUE

Military capabilities enhance all categories of civilian SAR operations. Illustrated are some of the tasks military units performed while assisting civilian agencies during the Hurricane Katrina disaster.

## 1. Background

Military expertise in search and rescue techniques and its organizational capabilities remain critical to effective disaster relief operations. In the aftermath of hurricane Katrina, DOD and DHS have made significant progress reorganizing to support major disaster operations. While these recent lessons learned focused on hurricane incidents, enduring catastrophic SAR principles derived from these lessons apply across the DHS all hazards response methodology. This chapter outlines some of the key considerations supporting integrated DOD and interagency SAR operations.

## 2. SAR Operations

a. SAR Planning Considerations.

(1) Prioritizing SAR assets ensures that distress alerts and associated data are made available as quickly, comprehensively, and reliably as possible. Prioritization provides communications systems which are highly reliable, simple, problem-free, interoperable, and as functionally effective as possible. In addition, providing SAR personnel with the training, equipment, procedures, facilities, information, and other tools necessary to carry out their planning and operational duties enables them to be as highly effective in those duties as possible.

(2) FAA temporary flight restriction(s) (TFRs), notice to airmen (NOTAM) information, and FAA regulations are taken into consideration throughout SAR operations. This information is designed to ensure continuous air safety and adherence to it is a priority. To ensure efficient operations, aircraft supporting disaster relief should be capable of VHF FM land mobile radio (LMR) communications.

b. SAR Categories. There are four categories of SAR: SMART SAR, Hasty SAR, Primary SAR, and Secondary SAR.

(1) Special medical augmentation response team (SMART) SAR are teams employed when the incident commander has identified specific evacuation requirements necessary to limit loss of life for special needs victims. Specific SAR resources should be reserved to investigate facilities that are likely to require evacuation assistance. These facilities include but are not limited to:

- Hospitals
- Nursing homes
- Shelters/marshalling points
- Critical facilities
- Areas of last refuge (location of local first responders)

(2) Hasty SAR. A hasty search is a rapid visual, audible search of likely spots and is focused on finding responsive subjects able to participate in their rescue. It involves fast-paced visual inspection of the area to be searched accompanied by vocal or audio hailing for victims. Likely spots for search are population centers, safe refuge areas, high ground, areas isolated by road damage where people are stranded and any area where people are most likely to be found.

(3) Primary SAR. A primary search is a ground or water born search of every structure in the impacted area looking for survivors who may or may not be responsive and deceased. Search includes door to door visual and audible search and cursory investigation of clues such as odor, visual evidence of occupancy, neighbor reports. Entry of structures is allowed if circumstances support the need for entry. The structures are marked when the search is done and documentation is made regarding the search results.

(4) Secondary SAR. This is the highest standard and involves thorough systematic search of every room in every building (including debris for human remains) to be covered within the area to be searched. It requires extensive debris removal and movement. Forced entry, according to locally negotiated rules of engagement, is expected to accomplish thorough Secondary SAR.

c. Standard 5-line SAR Mission Brief. Figure G-3 in appendix G illustrates a sample SAR reporting format. The five items on this brief are:

- Number of personnel needing rescue.
- Condition of personnel (ambulatory, litter, etc.).
- Location (geographic coordinates and physical description).
- Type of pickup (land or hoist).
- Hazards in the area.

d. Follow-on Evacuation. Lily pads are established for each geographic area. Each lily pad will have triage, limited shelter, food, and water. Aircrews ensure a positive handoff of victim to qualified medical or EMT transport personnel. Designated lily pads are established for special needs personnel from SMART SAR pickups.

e. Clear Debriefing/Documentation. After each search team returns, a thorough debrief will occur to include damage assessment. The debrief format will be IAW NIMS but should include at a minimum:

(1) Location of primary search (via grid, latitude/longitude or universal transverse mercator [UTM]).

(2) Number of homes/facilities visited.

(3) Number of personnel rescued/evacuated.

(4) Number of personnel deceased.

(5) Thoroughness/efficiency of search.

(6) Additional resources needed to complete search of area.

(7) Areas not searched due to hazards, risk, and accessibility.

(8) Number of personnel refusing to leave.

(9) Location of drop-off.

(10) Medical condition of personnel.

(11) Condition of the facility.

(12) Facility marked (yes or no).

f. Communications Frequencies. See table VI-1 for a sample list of standard communications frequencies.

| Table VI-1. Sample Communications Frequencies | |
|---|---|
| **SAR Platforms** | **Frequency** |
| Incident Command Network | 419.8375 MHz (transmit)<br>410.8375 MHz (receive) |
| Air Rescue Group and C3 Air Platform | 345.0 MHz |
| Air Rescue Group and Air Rescue Assets | 157.175 MHz (83A) |
| Air Rescue Assets and C3 Air Platform | 345.0 MHz (military)<br>123.1 MHz (civilian) |
| Air Rescue Assets and Other Air Rescue Assets (deconfliction) | As charted on standard air chart<br>or<br>122.9 MHz (east sector)<br>123.1 MHz (west sector) |
| Air Rescue Assets and Ground Rescue Personnel | 123.45 MHz |
| Air Rescue Assets and Surface Rescue Assets | Air to Surface (21A)<br>Surface to Air (83A) |
| Land Rescue Group and Ground Rescue Personnel | 155.16 MHz |
| Ground Rescue Personnel and Other Ground Rescue Personnel | 155.16 MHz<br>700 MHz<br>800 MHz |
| Maritime Rescue Group and Surface Rescue Assets | 157.075 MHz (83A) |
| Surface Rescue Assets and Other Surface Rescue Assets | 157.05 MHz (21A) |
| Surface Rescue Assets and Ground Rescue Personnel | 21A |
| EMS Group and EMS Field Units | 155.34 MHz |
| Medical Support (facility to facility) | 155.34 MHz |

## 3. Air Traffic Control (ATC)

a. Airspace is considered “uncontrolled airspace” whenever FAA ATC service is unavailable. The common traffic advisory frequency (CTAF) procedures are applied. When CTAF is used for airspace control, all aircraft transiting the area (not actively involved in SAR, or proceeding to pickup or drop-off point) are at an altitude of 500 feet or greater. All aircraft actively searching or engaged in SAR operations should operate at altitudes specified in the ACP for the specific area.

b. All pilots report their altitudes along with their position when checking in to the area of operations (AO), as well as reporting any changes made in flight attitude (i.e., a transiting aircraft descending to conduct hoist operations should make a call).

## 4. SAR Incident Command

a. Incident command follows the NIMS process under the NRP. To support the incident commander, a scalable SAR branch under the SAR coordinator leadership is formed under local, tribal, or state ESF 9 depending upon the nature of the incident. Agencies share SAR

operations planners and assets with the SAR coordinator to ensure asset/force visibility and efficient scheduling of assets.

b. When incidents are large-scale or catastrophic in nature, a common interagency airborne C2 platform should maintain a tactical partnership to effectively coordinate and direct agency platforms for timely emergency disaster relief operations. This airborne C2 platform coordinates with ground-based C2 centers to apply the proper utilization of aircraft, maritime, or ground assets, especially during a catastrophic incident.

c. SAR C2 operations

(1) Formal C2 relationships are maintained by local, tribal, state, and federal organizations during CS operations. Informal or ad hoc C2 relationships are established by each JFO and EOC as required by the response operation. DOD, National Guard, JTF–State, FEMA, and HLS all provide necessary control measures as determined by the type of CS operation. Within the JFO each activated ESF is represented. These organizations provide their respective C2 systems and resource capabilities. The JFO directs and coordinates all supporting operations.

(2) Procedural Control. Procedural control is exercised by rescue incident commanders through local and state procedures to manage the incident response efforts. It is imperative that air crews understand and adhere to these prior to entering the air space.

(3) SAR C2. Tactical calls and mission assignments are executed by rescue incident commanders at forward operating locations. Real-time tracking of mission assignments and overall C2 is executed by the Current Operations SAR Branch under the SAR coordinator at the state EOC.

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## Chapter VII

# MEDICAL RESPONSE

Military capability augments all facets of medical assistance from trauma to prophylactic preventive medicine during disaster relief operations. Illustrated above are some of the tasks military medical units performed while assisting civilian agencies during the Hurricane Katrina disaster.

## 1. Background

a. Medical responses in CS operations focus on disaster/emergency type situations in which local and state health resources have been overwhelmed. Within the NRP, the delivery of public health and medical services falls under ESF 8. This ESF's primary agency is the Secretary of the Department of Health and Human Services (DHHS). ESF 8 is the mechanism for coordinated federal assistance to supplement state, local, and tribal resources in response to public health and medical care needs (to include veterinary and/or animal health issues when appropriate). As a supporting agency, USNORTHCOM's joint regional medical planner's office (JRMPO) and the DCO coordinate these services. DOD employs and integrates medical response through the capabilities of care: first responder, forward resuscitative care, en route care, theater hospitalization, and in some cases definitive care. The focus of DOD medical support is to restore essential health services in collaboration with the state and local health authorities. The scope of the medical response will vary with the type and scale of emergency. However, a clear focus should remain on transition to other medical support organizations, particularly if taking a lead role during the initial stages of the response. The Military Health System (MHS) will, in most cases, have a dual response to CS emergencies: first under immediate response from local/regional installations and facilities and the National Disaster Medical System (NDMS), and secondly through JTF-CS assigned missions.

b. Acute situations may require response prior to detailed DOD and DHHS coordination. Imminently serious conditions resulting from any civil emergency may require immediate action "to save lives, prevent human suffering, or mitigate property damage" and is covered under the 'Immediate Response" provision in the NRP. Medical "Immediate Response" is usually coordinated locally through NDMS FCCs of which nearly half are DOD military treatment facilities (MTFs). Federal, state, and local health systems regularly train and exercise disaster preparedness with emergency services as a part of certification and licensing. In civil emergencies that escalate into incidents of national significance and JTF involvement is pending, FCC and representative MHS installations can often be valuable sources for situational awareness.

## 2. JTF-CS Department of Health and Human Services (DHHS) Operations

a. Responsibilities: The JTF surgeon advises the commander on medical issues, medical plans, policies, and procedures for assigned units. The JTF surgeon staff is comprised of three divisions: operations, plans, and support. The JTF surgeon's cell provides the central location for medical planning and operations. The staff monitors current and future operations and conducts required planning support. The JTF medical staff should maintain close contact with JRMPO and the DCO in order to carry out ESF 8. LNO placement is critical to the commander's medical SA and his ability to solve common health problems associated with major disasters and mass casualties. Some of the obstacles JTF personnel will face are:

(1) Inappropriate Care Distribution. Often the first casualties presented for care are the least injured, who then consume all available resources, leaving the most injured without access to life-saving care. To ensure that medical resources are appropriately allocated across the affected area, care delivery should be prioritized at both the local level and area-wide. Casualties tend to concentrate locally and then surge to the nearest health treatment facility. This may result in unequal distribution which overwhelms some local facilities while others remain underutilized.

(2) Multiple Casualty Entry Points. Emergency medical services (EMS) typically route casualties into the health care system. In mass casualty (MASCAL) situations, casualties access the system through non-EMS entry points (e.g., private means, police transport, and SAR). This results in multiple, uncontrolled demands for health care and concentrates the demands at non-typical locations. Also, non-local responders arrive to help but are not familiar with the local health system, adding to the overall confusion.

b. Medical Fusion Cell (MFC). In order to facilitate and provide responsive health services to JTF operations, medical resources should be effectively organized and synchronized to support joint operations. The MFC is organized to plan, coordinate, and harmonize the JTF's DHHS assets. The major functions of the MFC are to:

(1) Provide a central location for medical planning and operations.

(2) Monitor current and future operations and conduct required support planning.

(3) Determine medical sustainment requirements.

(4) Apprise the JFO on the status of DHHS.

(5) Coordinate support requirements with the supported combatant commander.

(6) Maintain visibility of medical unit locations, capabilities, logistic status, and overall DHHS system readiness.

(7) Coordinate closely with the JTF staff in all areas to include J-1 thru J-6, Public Affairs Office (PAO), and SJA.

(8) Provide situation reports regarding JTF DHHS operations.

(9) Characterize disease and environmental threats within the JOA/AOR.

(10) Develop medical concepts and countermeasures to mitigate disease and environmental threats.

(11) Ensure force health protection within the area of operations.

## 3. Medical Threat

a. Overall Estimate of the Situation. During disaster/emergency situations, the acute demand for care often results in a rapid deployment of resources to the most critical and closest casualties, without an overall estimate of the situation. The medical estimate identifies health service support requirements. Because there are so many variables that affect the need for DHHS, an up-front analysis of multiple sources of intelligence or information, including information gathered by trained medical personnel on scene, is required. Medical personnel need to evaluate the safety and vulnerability of local food and water sources and local medical capabilities, perform an environmental RA and a vector-pest RA and determine the adequacy of hygiene in local billeting and public facilities as early as possible. It is critical to have medical personnel on all survey teams or advance party detachments. Identifying critical health risk factors and short term primary and emergent care along with the magnitude of the disaster's impact and potential health consequences for military forces and the population at risk are critical elements to developing an appropriate course of actions for the commander.

b. Healthcare Infrastructure. In CS operations, the level of damage to the healthcare infrastructure level of involvement of the other organizations is a starting point when developing situational awareness for the commander's estimate. In the dual response model of the MHS, CC/MTF may be able to provide initial estimates of the situation based on local health system contacts and a memorandum of understanding. In general, requirements depend on population health issues and the impact on local health service capabilities.

c. Population at Risk. Highest priority health services include the most appropriate and effective interventions to reduce death and disease as determined by health estimates. Usually, the same groups who are most vulnerable in normal times are at most risk during emergencies and disasters. They include people whose health is already compromised (e.g., people with pre-existing illness, serious chronic diseases, or the elderly). In situations where injuries are high, the elimination of on-scene health hazards along with search and rescue and emergent surgical services, may be the highest priority. This type of support is generally short in duration, due to patient survivability time limitations and the ability to rapidly build appropriate force levels for these tasks. In situations where casualties are low but displaced persons are high, preventive medicine measures will likely be the highest priority health services required (e.g., control of infectious or communicable diseases).

## 4. Force Health Protection

a. Preventive Medicine. Initiate preventive medical treatments. Personnel will likely be working in a contaminated environment. In addition to prophylactic/immunization measures, providers collect, monitor, and share information with other participants. Often these environments are contaminated and have high risk disease vectors present. Ensure forces have access to proper personal protective equipment (PPE) (e.g., insect repellents with DEET or picaridin, permethrin spray, mosquito netting, battle dress utility uniforms, gloves, respirators, etc.).

b. Personnel Protective Equipment. Take necessary precautions for personnel involved in physical labor to prevent exposure and heat-related illnesses. Ensure proper sanitation measures (e. g., latrine construction and maintenance) and trash/medical waste disposal procedures are followed.

c. Mental Health Casualties. Consider deployment of mental health teams to prepare personnel for the conditions they will likely be exposed to and to provide counseling afterwards. Send medical teams ashore to monitor personnel for signs of illness and stress.

## 5. First Response

a. Triage. To deal with the range of medical priorities, medical forces need standardized triage procedures and treatment timelines to guide health care providers on patient assessment, prioritization, basic resuscitation, and referral. Standardized protocols are also required for advanced care referral of injured patients (e.g., surgery) and to make arrangements for suitable patient transportation to the referral MTF/civilian facility.

b. Preventive Medicine. Preventive medicine measures include ensuring water quality and sanitation, hygiene promotion, vector control, and secure food supplies. Additionally, health education messages are needed on how to prevent common communicable diseases and how to access relevant services. More specific prevention measures, such as vaccination and immunization campaigns, are conducted to the extent practical.

c. Logistics. Logistics provides available logistical support to health/medical disaster relief operations. It provides available DOD medical supplies for distribution to mass care centers and medical care locations being operated for incident victims with reimbursement to DOD. It provides available blood products in coordination with DHHS.

d. Forward Resuscitative Care and Hospitalization. With the focus on transition back to local area capabilities, hospitalization should be closely coordinated under the JTF CS mission area. Coordinating patient transfer/evacuation into the local healthcare and supporting NDMS systems will limit the need for extended holding capability normally found in theater hospitalization and definitive care capabilities. Communication with local hospitals to determine capacities and capabilities is necessary in order to properly direct casualty flow from ground zero to higher levels of care. This requires instituting a systematic plan for allocation of medical care at ground zero and across the area.

e. Patient Movement/En route Care. It is critical for the JTF surgeon to coordinate all missions through the JRMPO, who will also coordinate with DHHS and all other medical assets in the area. At the request of DHHS, DOD coordinates with personnel ESF 1 LFA to provide support for the evacuation of seriously ill or injured patients to locations where hospital care or outpatient services are available.

f. SAR. Ensure coordinated and controlled delivery of casualties located by SAR into the established triage system. Coordinate with law enforcement to maintain crowd and traffic control around medical triage entry points facilities.

## 6. National Disaster Medical System (NDMS)

a. The NDMS is a federally coordinated system that augments the nation's medical response capability. The overall purpose of the NDMS is to establish a single integrated national medical response capability for assisting state and local authorities in dealing with the medical effects of major peacetime disasters. The NDMS may be activated for:

(1) Natural disasters.

(2) Technological disasters.

(3) Major transportation accidents.

(4) Acts of terrorism including WMD events.

b. Its mission is to design, develop, and maintain a national capability to deliver medical care to the victims and responders of a domestic disaster. NDMS provides medical care at a disaster site, in transit from the impacted area, and at participating definitive care facilities.

c. Figure VII-1 illustrates the geographical US DHHS regions and their associated regional headquarters locations. Table VII-1 lists the addresses of each regional office.

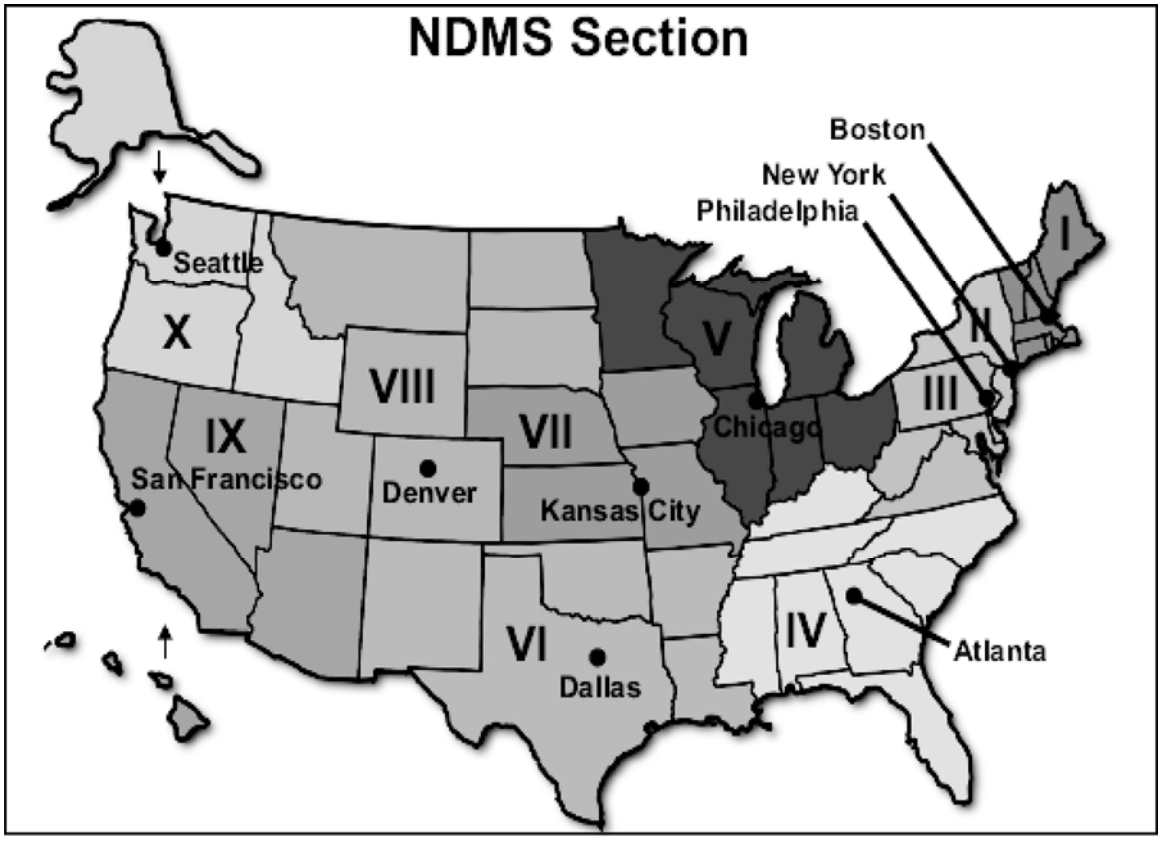


**Figure VII-1. US Department of Health and Human Services (DHHS) Region Map**

| Table VII-1. DHHS Regional Offices | | | |
|---|---|---|---|
| Region | Address | Region | Address |
| 1 | 99 High Street, 5th Floor<br>Boston, MA 02110 | 6 | 800 North Loop 288<br>Denton, TX 76209 |
| 2 | 26 Federal Plaza, 13th Floor<br>New York, NY 10278 | 7 | 2323 Grand Boulevard, Suite 900<br>Kansas City, MO 64108-2670 |
| 3 | One Independence Mall, 6th Floor<br>615 Chestnut Street<br>Philadelphia, PA 19106-4404 | 8 | Denver Federal Center<br>BLDG 710, Room 239<br>P.O. Box 25267<br>Denver, CO 80225-0267 |
| 4 | 3003 Chamblee-Tucker Road<br>Atlanta, GA 30341 | 9 | 50 United Nations Plaza, Rm 329<br>San Francisco, CA 94102 |
| 5 | 536 S. Clark Street, 6th Floor<br>Chicago, IL 60605 | 10 | 130 228th Street, SW<br>Bothell, WA 98021-9796 |
| National Capital Region | 500 C Street, SW<br>Room 709O<br>Washington, DC 20472 | National Office | Department of Homeland Security<br>National Disaster Medical System Section<br>500 C Street, SW, Suite 713<br>Washington, DC 20472 |

d. FCCs recruit hospitals; maintain local hospital participation in the NDMS; and during system activation, coordinate the reception and distribution of patients being evacuated from the disaster area. In most cases, patients are evacuated out of the disaster area by the DOD aeromedical evacuation system (AES), which is operated by the Global Patient Movement Requirements Center (GPMRC), of US Transportation Command (USTRANSCOM). GPMRC determines to which FCCs the patients will be moved based on the victims' needs, beds available, and transportation availability.

e. There are specialized NDMS teams that perform the following duties:

(1) Disaster Mortuary Operational Response Team (DMORT). DMORTs are composed of private citizens, each with a particular field of expertise related to mortuary affairs (e.g., funeral directors, medical examiners, forensic scientists, etc.). During an emergency response, DMORTs work under the guidance of local authorities by providing technical assistance and personnel to recover, identify, and process deceased victims and by providing mortuary services. DMORT responsibilities include:

(a) Temporary morgue facilities.

(b) Victim identification.

(c) Forensic dental pathology.

(d) Forensic anthropology methods.

(e) Processing.

(f) Preparation.

(g) Disposition of remains.

(2) Disaster Medical Assistance Team (DMAT). A DMAT is a group of professional medical personnel designed to provide medical care during a disaster or other event. Each team has a sponsoring organization, such as a major medical center, which assembles and coordinates the team. DMATs are designed to be a rapid-response element to supplement local medical care until other federal or contract resources can be mobilized, or the situation is resolved. DMATs are principally a community resource available to support local, regional, and state requirements. However, as a national resource they can be federalized to provide interstate aid. DMATs deploy to disaster sites with sufficient supplies and equipment to sustain themselves for up to 72 hours of operations. In mass casualty incidents, their responsibilities include triaging patients, providing medical care at the disaster site, and preparing patients for evacuation. In other types of situations, DMATs provide primary medical care and serve to augment overloaded local health care staffs. In the circumstance where disaster victims are evacuated to a different locale to receive definitive medical care, DMATs may be activated to support patient reception and disposition to hospitals. To supplement the standard DMATs, there are highly specialized DMATs that deal with specific medical conditions such as crushing injuries, burns, and mental health emergencies.

(3) Veterinary Medical Assistance Team (VMAT). VMATs are composed of clinical veterinarians, veterinary pathologists, animal health technicians (veterinary technicians), microbiologist/virologists, epidemiologists, toxicologists, and various scientific and support personnel. VMAT responsibilities include:

(a) Assessing the medical needs of animals.

(b) Medical treatment and stabilization of animals.

(c) Animal disease surveillance.

(d) Zoonotic disease surveillance and public health assessments.

(e) Technical assistance to assure food and water quality.

(f) Hazard mitigation.

(g) Animal decontamination.

## 7. Triage

a. Triage Process. The key to managing disaster situations is triage. Triage is the process of sorting casualties based on the severity of injury and assigning priorities of care and evacuation in a situation with limited resources. The goal is to provide the greatest good for the greatest number of casualties. Medical providers, at all levels of care, should institute a uniformed system to classify casualties and assign treatment priorities.

b. Triage Categories. Triage categories were originally developed for MASCAL management in combat environments. The same principles apply to the civilian disaster setting, with the major differences being primarily terminology and priority assignment. Table VII-2 depicts triage categories used in combat and natural disasters.

**Table VII-2. Triage Categories**

| Combat Triage Category | Civilian Triage Category | Triage Description |
|---|---|---|
| Immediate | Critical | These casualties include those who require lifesaving surgery. The surgical procedures in this category should not be time-consuming and should concern only those patients with high chances of survival. |
| Delayed | Urgent | These casualties include those who are badly in need of time-consuming surgery, but whose general condition permits delay in surgical treatment without unduly endangering life. Sustaining treatment will be required. |
| Minimal | Minor | These casualties have relatively minor injuries and can effectively care for themselves or be helped by nonmedical personnel. Care can be delayed for hours to days. |
| Expectant | Catastrophic | These casualties have wounds that are so extensive that even if they were the sole casualty and had the benefit of optimal medical resource application their survival would be unlikely. |

c. Triage Management. Medical personnel should rapidly assess casualties and assign triage categories. A systematic process should be in place to ensure proper identification occurs. A simple algorithm is suggested in figure VII-2 to assist with this process.

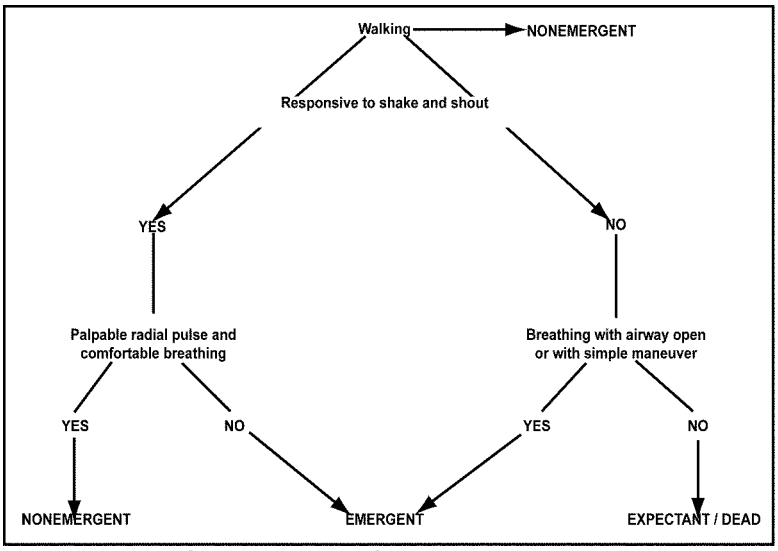


**Figure VII-2. Triage Management**

d. Treatment Priorities. When assigning treatment priorities, the first to receive care are those in most critical need (where there is an expectation that an intervention will prevent loss of life, limb, and/or eyesight) with minimal expenditure of time, personnel, and/or other resources. In the combat setting, triage principles dictate treating casualties in the "expectant" category after all other wounded; thus "expectant" casualties have a high likelihood of dying. Civilian medical personnel, especially in the United States, view this as an unreasonable approach. It is unlikely that resources would be so constrained such that the seriously wounded should have care delayed for any significant amount of time. It is unreasonable to expect rescuers to "condemn" expectant casualties when not in a tactical combat environment. Table VII-3 outlines treatment priorities for the different triage categories in the combat and civilian settings.

**Table VII-3. Triage Prioritization**

| Priority | Combat Causalities | Civilian Causalities |
|---|---|---|
| 1st | Immediate | Critical |
| 2nd | Delayed | Catastrophic |
| 3rd | Minimal | Urgent |
| 4th | Expectant | Minor |

## 8. Management and Treatment

a. Every medical unit or facility that responds to a disaster situation requires a MASCAL plan appropriate to their unique operational needs and situation.

b. Common MASCAL operational characteristics are as follows:

(1) All casualties should flow through a single triage area.

(2) The triage should be close to the receiving area (landing zone, ground routes, decontamination site).

(3) A one-way flow should be employed and have clearly marked routes to the treatment areas.

(4) Ideally the triage officer is a surgeon, but should be a person with clinical experience in evaluating casualties. The triage officer performs a rapid evaluation of every casualty, assigns them an appropriate category, and directs them to the proper treatment area. The triage officer is assisted by personnel dedicated to identifying, tagging, and recording triage assignments and disposition.

(5) An immediate treatment area is set up close to and with direct access to the triage area and is composed of the staff and supplies necessary to administer immediate, life-saving aid.

(6) A non-immediate treatment area is set up for all minor and delayed injuries. This area is staffed and supplied to treat all non-immediate injuries and to hold casualties awaiting evacuation to a higher level of care (i.e., a hospital).

(7) A morgue area should be set aside, climate controlled (if possible), and secured from view and interference.

(8) No significant treatment should occur in the triage area until casualties are sent to the appropriate treatment area for interventions.

(9) An administrative recorder should walk with the triage officer to properly document all casualties by using a log and by using an indelible marker to mark the triage category on the casualty's forehead.

(10) Post an administrative person at the entry of the treatment areas to document and regulate casualty flow.

(11) Dedicate someone to re-triage casualties as they enter each treatment area.

(12) Have as many non-medical augmentees as possible available to assist with casualty transport (i.e., litter bearers).

(13) Shift resources from the triage and emergent area to the non-emergent areas as the casualty flow lessens.

(14) Ensure proper rest cycles for personnel, especially if operations continue beyond 24 hours.

(15) Be prepared to divert casualties to another facility as resources are exhausted or overwhelmed.

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## Chapter VIII

# EVACUATION OPERATIONS

Military units enable the full spectrum of evacuation operations. Special needs victims are especially vulnerable in times of disaster. Illustrated above are some of DOD's special capabilities exercised to facilitate crisis evacuation operations performed assisting civilian agencies during the Hurricane Katrina disaster.

## 1. Background

a. The NRP defines evacuation as the ordered or authorized departure of personnel from a specific area, caused by unusual or emergency circumstances. Evacuation order authority rests with civilian authorities.

b. DOD involvement in civilian evacuation demands a clear understanding of the specific operational requirements and legal ramifications.

## 2. Mission Execution

a. Evacuation. Designated lily pads are areas established for special needs personnel during rescue operations. These lily pads have appropriate medical, food, water, and shelter supplies and rescue personnel. They are established in an area where evacuees can be transported to a better care facility (normally an airfield). Rescue personnel ensure a positive handoff of evacuees to medical or transportation personnel.

b. Pre-identify Evacuation Areas and Collection Points. During pre-incident planning, areas for drop off of evacuees are identified in coordination with ESF 1 LFA and 8 (lily pads through final transportation). Evacuation areas and collection points should be geographically separated within pre-determined boundaries or sectors and in an area where further transportation (air or ground) can be used.

c. Triage, Medical, Food, Water, and Shelter. Evacuation areas and collection points are coordinated with the appropriate agencies to ensure proper medical care (ESF 8), food, water, and shelter are available (ESF 6). In the case of a mass SAR, NDMS would be activated. Once rescue personnel drop evacuees at the lily pad, the evacuees would be triaged and entered into the transportation command regulating and command and control evacuation system (TRAC2ES) or similar database for medical requirements. If evacuees require further medical attention or hospitalization, USTRANSCOM would designate them for the GPMRC.

d. Security. Security forces ensure proper security for evacuees and their belongings at the collection point as well as en route to the final destination. Security forces are used as necessary at the evacuation sites, evacuation control point (ECC) perimeter, landing zones, aircraft staging and parking areas, and landing sites for naval landing craft. Security forces can

also provide a reaction force if a marshalling team or other unit encounters difficulty or requires assistance. To determine the size of the security force, consider the following:

(1) Threat to evacuation operations.

(2) Anticipated response of local personnel in and around the evacuation objective area.

(3) Crowd control requirements at each site.

(4) Number of evacuees.

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

(6) Number of evacuation sites.

(7) Size of the evacuation control center.

(8) Transportation available to cover the assigned areas.

(9) Type of resources used to evacuate personnel.

e. Documentation (at collection points). Designate personnel to document evacuees' names and destinations. This information should be passed to the JFO to be fully tracked and sent in the daily SITREP. This information will also be passed and verified by ESF 8 LFA for transfer of tracking. Currently there are several types of databases to track evacuees. All personnel delivered to the lily pad are tracked by the unified commander's staff until entered in TRAC2ES (global patient tracking system for the military) or a database established by the state. Once the evacuee has been processed at the lily pad or aeromedical staging facility, ESF 8 LFA notifies the unified commander so the evacuee will be listed as transferred. ESF 1 provides identification (ID) bracelets for SAR evacuees and pets. See figure VIII-1 for evacuation operations checklist details.

f. Pets. Unfortunately, many evacuees will not leave unless they can bring their pets. The evacuation authority should ensure all evacuees know the pet policy. Currently, pets are permitted as long as they do not put human evacuation at risk.

g. Evacuation Team Operations. The evacuation team locates evacuees and moves them to assembly areas and eventually to the ECC. The evacuation team may have several search squads under the control and direction of the team's official in charge. The following should be considered during evacuation operations:

(1) Transportation. There should be sufficient transportation for the search and/or security squads and evacuees. All evacuees should be prepared to evacuate by helicopter, small boat or craft, and by tracked or wheeled vehicles. Other considerations include: (a) the use of local drivers, if available, because of their experience and familiarity with the local road network; (b) availability of sufficient mechanics for emergency repairs; and (c) briefing drivers on the local area traffic laws.

(2) Movement Control. Movement control requires: (a) identifying primary and alternate routes and check points; (b) having local road maps available for each driver; (c) planning for convoy control and security; (d) identifying temporary shelters or designated areas for vehicles that break down or become separated or lost; and (e) ensuring that adequate communications equipment is available for convoys.

(3) Assembly Area of Operations. Assembly area operations include: (a) establishment of perimeter security, even in a permissive environment; and (b) sufficient transportation available to move evacuees to the ECC. Vehicles belonging to the evacuees may be used to transport personnel to the ECC.

(4) Search Squad Operations. Search squad operations include: (a) obtaining a list of potential evacuees (b) obtaining copies of the instructions given to each potential evacuee; (c) briefing each evacuee on the baggage limitations set.

**Sample Checklist For Military Assisted Evacuation**

1. Name and title of official in charge of the evacuation:
2. Where and at how many stations will the military be conducting screening of evacuees?_____. Who will assist the military?_____
4. Is the environment permissive, uncertain, or hostile?
5. Perimeter security needs:
6. Assembly areas and embarkation points:
7. Are alternate evacuation, assembly, or reception sites available if required?
8. Will food be required?_____Total Meals:_____.
9. Is potable water available?_____Quantity of bottled water required:
10. Portable radios available to assist in assembly, movement, and control of evacuees
11. How many sets?_____; Frequencies?_____; Additional needs?
12. Manifests of evacuees.
13. Other factors affecting EVAC:
    a. travel restrictions
    b. curfews
    c. roadblocks
14. Public affairs considerations.
15. Give number of evacuees who are:
    a. Wounded, injured, or ill: litter:
    b. Wounded, injured, or ill: ambulatory:
    c. Pregnant:
16. What medical assistance (to include special equipment) will be required?
17. Breakdown of evacuees by age and sex:
18. Age 0-7 yrs 8-16 yrs 17-20 yrs 21+ yrs
    male _____ _____ _____ _____
    female _____ _____ _____ _____

**Figure VIII-1. Sample Checklist for Military-assisted Evacuation**

**Sample Assembly Area Checklist**

1. LOCATION:_____ DATE: _____
2. Assembly Area_____Primary
3. Embarkation Point_____Alternate
4. Location:
5. Grid coordinates:
6. Reference points:
7. Size:_____ Estimated capacity
8. Shelter:
9. Cooking facilities:_____ Water:
10. Food Stocks:
11. Estimated person/days on hand:
12. Latrine and shower:
13. Security:
14. Control point:
15. Telephone:_____ Radio call sign:
16. Access, choke points:
17. Alternates:
18. Nearest police station:
19. Nearest medical facility:
20. Emergency power supply:
21. Distances to embarkation points:
22. If helicopter landing zone, identify:
23. This report prepared by:
24. ____Sketch attached____Video attached____Photo attached

**Figure VIII-2. Sample Assembly Area Checklist**

.

**Sample Helicopter Landing Zone Checklist**

1. LOCATION:_____DATE:_____
2. Designator:
3. Location:
4. Grid:
5. Reference point(s):
6. Dimensions:
7. Surface:
8. Obstacles:
9. Recommended air approach(es):
10. Recommended ground approach(es):
11. Distance(s) to assembly area(s):
12. Comments:
13. This report prepared by:
14. ____Sketch attached____Video attached____Photo attached

**Figure VIII-3. Sample Helicopter Landing Zone Checklist**

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## Chapter IX

# LOGISTICS

Under the NRP, FEMA is responsible for coordinating logistics during disaster response efforts but during Hurricane Katrina, FEMA quickly became overwhelmed. Supplies that had been positioned prior to Katrina's landfall were quickly exhausted. As a result, FEMA placed orders for more than 9 million meals-ready-to-eat and then, 4 days after landfall, asked DOD to assume a significant portion of its logistics responsibilities.

GAO 06-643 Report to the Congressional Committees


All successful operations depend on logistic and transportation capabilities. Major disasters render local capabilities dysfunctional. DOD's ability to deploy supplies anywhere at any time and by any means ensures the effectiveness of HLS disaster relief operations. Illustrated above are some of the logistics tasks military units performed while assisting civilian agencies during the Hurricane Katrina disaster.

## 1. Background

a. Joint forces should understand the ICS and be prepared to integrate seamlessly into both the civilian incident command as well as the traditional military chain-of-command. DOD forces providing support to civil authorities may obtain logistics support directly from the incident commander (via the incident command post logistics section), the JFO logistics branch, or the JTF.

b. The incident commander determines if there is a need for a logistics section at the incident and designates an individual to fill the position of the logistics section chief. If no logistics section is established, the incident commander performs all logistical functions. The size of the incident, complexity of support needs, and the incident length determine whether a separate logistics section is established. Additional staffing is the responsibility of the logistics section chief.

c. The logistics section is responsible for all of the services and support needs, including ordering, obtaining, maintaining, and accounting for essential personnel, equipment, and supplies; providing communication planning and resources; setting up food services; setting up and maintaining incident facilities; providing support transportation; and providing medical services to incident personnel.

d. The logistics section can also be divided into units. Not all units may be required and should be established based on need. The following six units are possible:

(1) Communication Unit. The communication unit prepares and implements the incident communication plan (ICS-205), distributes and maintains communications equipment, supervises the incident communications center, and establishes adequate communications over the incident.

(2) Medical Unit. The medical unit develops the medical plan (ICS-206), provides first aid and light medical treatment for personnel assigned to the incident, and prepares procedures for a major medical emergency.

(3) Food Unit. The food unit supplies the food and potable water for all incident facilities and personnel and obtains the necessary equipment and supplies to operate food service facilities at bases and camps.

(4) Supply Unit. The supply unit determines the type and amount of supplies needed to support the incident. The unit orders, receives, stores, and distributes supplies, and services nonexpendable equipment. All resource orders are placed through the supply unit. The unit maintains inventory and accountability of supplies and equipment.

(5) Facilities Unit. The facilities unit sets up and maintains required facilities to support the incident and provides managers for the incident bases and camps. It is also responsible for facility security and facility maintenance services: sanitation, lighting, and cleanup.

(6) Ground Support Unit. The ground support unit prepares the transportation plan. It arranges for, activates, and documents the fueling, maintenance, and repair of ground resources. Furthermore, it arranges for the transportation of personnel, supplies, food, and equipment.

## 2. Tasks/Responsibilities

Logistics organizations should establish coordination with civilian authorities at the local level. The regional EOC should be identified as quickly as possible in a post disaster event. The military liaison needs to be identified, contacted, and immediately informed of unit capabilities. Logistics organizations should:

(1) Make contact with local entities that may be beneficial in providing logistical or informative assistance in return for support rendered in kind.

(2) ind a suitable centralized area from which to base and support operations and establish the layout/footprint in that area.

(3) Be proactive in seeking out civil authorities needing assistance or coordinating relief efforts, and render help in getting organized if needed.

(4) Document important actions and decisions in a daily journal to recall past information more accurately.

(5) Restore personnel, equipment, facilities, and community functions as rapidly as possible. This will help reduce contamination on personnel, equipment, material, and/or working areas. Keeping contamination to the lowest levels possible will permit the total removal of individual protective equipment so military and civilian operations can be maintained.

(6) Emplace equipment or supplies at or near the point of planned use or at a designated location to reduce reaction time and to ensure timely support of a specific force during the initial phases of an operation.

(7) Prior to commencement of movement, any hazardous materials/samples/unexploded ordnance (UXO)/casualties will be assessed by the transporting unit using acceptable devices or methods to ensure the load is secure and does not pose a contamination danger. Upon arrival at the designated end site an additional assessment should be completed using the previously stated methods to ensure the integrity of the load. Both samples should be recorded and passed on to the receiving parties/personnel. All routes traveled should be documented and monitored for inadvertent contamination. The level of monitoring will be based on minimum available assets. Strict control of the chain of custody should be constantly maintained throughout the entire transportation process.

(8) Coordinate the movement of forces and materiel into, within, or out of an area affected by an incident.

(9) Conduct emergency and routine actions to maintain personnel and materiel in a safe and serviceable condition prior to, during, and after an incident. This includes inspection, testing, repair, and rebuilding.

(10) Measures taken by specialists before, during, or after incidents to reduce the probability of damage, minimize its effects, and initiate recovery of personnel and the surrounding community. Efforts include those Red Cross type functions not covered in other areas of the response (e.g., billeting, messing, comfort/counseling, access to emergency funds, etc.).

(11) Implement triage processes and systems to effectively allocate resources. These are designed to produce the greatest benefit from limited treatment facilities for casualties by giving full treatment to those who may survive and not to those who have no chance of survival or will survive without treatment.

(12) Perform casualty care post attack to include medical post exposure treatments and personal exposure measuring devices. Measures should also include contaminated casualty triage, handling, and treatment.

(13) Remove contamination from personnel, equipment, and facilities.

(14) Lessen the severity or intensity of the contamination. This is similar to operational decontamination.

## 3. Mortuary Affairs

a. The mortuary affairs assistance mission is focused on the prevention or containment of the spread of disease and the promotion of public confidence, morale, and recovery. Military resources will only be used when requested through the mission assignment process to supplement civil requirements.

b. Mortuary affairs support to civil authorities may include:

(1) Assistance in coordinating and integrating DOD assets into the CS operation.

(2) Assistance in providing search and recovery in both contaminated and non-contaminated environments.

(a) Assistance in the local transport and storage of remains.

(b) Assistance in providing victim identification and other specialized mortuary services skills.

(c) Assistance in general administrative and logistics activities.

(d) Assistance in disposition operations in accordance with state and local laws and as directed by the LFA.

(3) Within these tasks, there are a variety of conditions that may influence operations. Remains always pose normal biological risks requiring situational appropriate protective measures. In a CBRNE environment additional protective measures and monitoring equipment may be necessary. Other factors that will also need to be taken into consideration may include the agent used (CBRNE), weather conditions, condition of the remains, location, state and local laws, and public expectations.

(4) Mortuary affairs should coordinate air transportation and receive support from the JTF.

(a) Air transportation for the return of DOD remains and personal effects is via military airlift coordinated with USTRANSCOM through the joint movement center (JMC).

(b) JTF support will accept OPCON of mortuary affairs teams or units and provide operating space for advisory mortuary affairs officials.

(5) Mortuary affairs should be aware of the following special guidance:

(a) The DOD has no authority for establishing permanent cemeteries for the burial of US dead. Approval authority for the establishment of temporary cemeteries lies with the LFA.

(b) Military chaplains generally provide spiritual comfort and religious services for DOD personnel only.

(c) Storage of non-military deceased personnel at the base support installation (BSI) or any military installation is strongly discouraged and should be approved by the JTF commander.

(d) Universal medical precautions are conducted at a minimum while handling remains. Additional personal precautions and increased protection is established and strictly enforced based on the agent type and conditions.

(e) The mission assignment specifically identifies DOD roles and responsibilities. On-the-ground instructions that deviate from the approved mission tasking are reported to the joint logistics coordination center (JLCC).

(f) Remains of civilian personnel are cared for with the utmost respect in keeping with the same high standards of the military Services.

(g) The DOD current death/concurrent return program remains in force for DOD personnel as long as local conditions allow. If necessary a graves registration program is implemented at the direction of USNORTHCOM.

(h) Units coordinate with the JLCC prior to conducting burial, cremation, or other remains disposition operations.

(i) Mission assignments are under the guidance/supervision of civilian mortuary affairs personnel. The transport of remains is with civilian escort/accompaniment and in coordination with civilian mortuary affairs office directives.

## 4. Convoy Procedures

a. Convoys are organized into serials by load, vehicle capability, and destination. Serial grouping vehicle limits are set to minimize road hazards present by the convoy. Vehicles are grouped by type and cargo. Serials are assigned appropriate recovery assets, and are grouped and positioned for departure. Large slow moving convoys present a hazard in high traffic areas; therefore, appropriately sized convoy serials are scheduled to depart at time intervals sufficient to ensure smooth integration with local traffic.

b. Pre-departure vehicle inspections ensure serviceability for long trips. Disaster incidents will limit the availability of local recovery and fueling capabilities. Units must plan to fully support convoy operations. The following are minimum pre-convoy vehicle inspections.

(1) Ensure all vehicles drivers complete equipment check-off list.

(2) Ensure maintenance trucks have complete tool kits and common use spare parts (i.e., various fan belts, hoses, etc.) to handle minor roadside repairs to convoy vehicles.

(3) Ensure vehicles and trailers are not overloaded.

(4) Issue safety briefs prior to deployment and as necessary during convoy stops.

(5) Ensure sufficient functional communications assets to meet mobility and communications requirements.

(6) Use collapsible temporary fuel storage capability for fuel support. This allows for the storage of multiple fuel types and ensures fuel availability for use in quick-response deployment operations.

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## Appendix A

# STATUTORY AND LEGAL RAMIFICATIONS

## 1. Background

a. This appendix provides a synopsis of legal principles to consider in CS operations. Planners and judge advocates (JAs) must work together closely to ensure operations do not violate federal law, state law, or international treaties. Detailed legal guidance may be found in the Center for Law and Military Operations (CLAMO) publications; *Domestic Operational Law Handbook for Judge Advocates,* Volume I; and at the CLAMO website www.jagcnet.army.mil/clamo.

b. The primary responsibility for protecting life and property and maintaining law and order in the civilian community is vested in the state and local governments. Supplementary responsibility is vested by statute in specific agencies of the federal government other than the DOD. The operational use of federal military personnel and units within the US to assist the state and federal authorities in such responses is generally classified as "domestic support operations." The federal military's role in CS operations is well defined and is limited by federal law and regulation in scope and duration. Based on the limited authorities and express limitations placed on the scope of the federal military's role, all Service members should be aware of the legal considerations.

## 2. Posse Comitatus Act (PCA)

a. PCA Background. In common law, the Latin phrase "*posse comitatus*" refers to the authority wielded by the county sheriff to deputize any able-bodied male over the age of fifteen to assist in keeping the peace or to pursue and arrest a felon. US Federal Marshals were also known to form a posse of able-bodied males to enforce federal law. Due to friction of the use of *posse comitatus* during the reconstruction era in the South after the American Civil War, Congress passed the PCA. PCA remains the primary federal statute restricting military support to civilian law enforcement agencies (MSCLEA). The PCA, found at 10 U.S.C. § 1385, states:

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

b. PCA Applicability

(1) Although a plain reading of the PCA reflects that it only applies to the Army and Air Force, 10 U.S.C. § 375 requires the SecDef prescribe regulations restricting the use of equipment and the direct participation of Army, Navy, Air Force, or Marine Corps personnel in supporting civilian law enforcement agencies unless otherwise authorized by law. The statute defines direct participation as "search, seizure, arrest, or similar activity." Consequently, through 10 U.S.C. § 375 and resulting DOD directives, the PCA applies to all members of the federal armed forces, as well as each of their respective Reserve components serving in a federal status. The applicable DOD directives are as follows:

(a) 3025.1, *Military Support to Civil Authorities (MSCA).*

(b) 3025.12, *Military Assistance for Civil Disturbances (MACDIS).*

(c) 3025.15, *Military Assistance to Civil Authorities (MACA).*

(d) 5525.5, *DOD Cooperation with Civilian Law Enforcement Officials.*

(2) The PCA does not apply to the Coast Guard (Title 14) except during times of war when under the C2 of the Navy.

(3) Whether the PCA applies to Army or Air National Guard (NG) personnel depends upon the Soldier's/Airman's duty status. NG personnel may be ordered to duty under one of the following three statutory frameworks:

(a) Title 10. When in a Title 10 status, NG personnel are federally funded and under federal C2; consequently, they are subject to the PCA.

(b) Title 32. When in a Title 32 status, NG personnel are federally funded and typically perform training for their federal mission, but remain under the control of the state. Although federally funded, because NG members in a Title 32 status fall under state control, they do not fall under PCA restrictions and may perform those law enforcement duties authorized by state law.

(c) State Active Duty (SAD). NG personnel performing SAD missions are state funded and under state control. This is typically the status in which NG perform duties when a governor "calls out the National Guard" to respond to emergencies, civil disturbances, disasters, or to perform other duties authorized by state law. Costs associated with a SAD response may be reimbursed by the federal government pursuant to a Presidential major disaster or emergency declaration. NG personnel on SAD status do not fall under PCA restrictions and may perform those law enforcement duties authorized by state law.

(4) Civilian employees of the military are only subject to the prohibitions of the PCA if they are under the direct C2 of a Service member in a Title 10 status.

c. PCA Restrictions. PCA restrictions applying to the federal military personnel through Title 10 U.S.C. § 375 and implementing DOD Directives (DODDs) (see DODD 5525.5) prohibit the following forms of direct assistance:

(1) Interdiction of a vehicle, vessel, aircraft, or other similar activity.

(2) Search or seizure.

(3) Arrest, apprehension, and stop and frisk.

(4) Surveillance or pursuit of individuals or as undercover agents, informants, investigators, or interrogators.

## 3. Permitted Assistance

a. Indirect Assistance. Title 10 U.S.C. §§ 371-382 and DODDs allow various forms of indirect assistance to civilian law enforcement agencies such as the following:

(1) Sharing information collected during the normal course of military training or operations.

(2) Using military equipment.

(3) Training and advising on using equipment.

(4) Providing personnel for maintenance and operation of equipment.

(5) Providing WMD support.

b. Direct Assistance. DODD 5525.5, enclosure 4, states that the following forms of direct assistance are not prohibited by the PCA; therefore, they are considered exceptions to the PCA:

(1) Action taken for the primary purpose of furthering a military or foreign affairs function of the United States; also known as the "military purpose doctrine." Such actions include:

(a) Investigations and other actions related to the commander's inherent authority to maintain law and order on a military installation or facility.

(b) Protection of classified military information or equipment.

(c) Protection of DOD personnel, DOD equipment, and official guests of the DOD.

(2) Actions taken under inherent right of the US Government to ensure preservation of public order and carry out governmental operations within its territorial limits. This authority may be used in two circumstances:

(a) In an emergency to prevent loss of life or wanton destruction of property and to restore governmental functioning and public order when sudden and unexpected civil disturbances occur to such an extent that duly constituted local authorities are unable to control the situation and circumstances preclude obtaining prior authority from the President.

(b) Protection of federal property and functions when need exists and duly constituted local authorities are unable or decline to provide adequate protection.

(3) Actions taken pursuant to insurrection statutes (Title 10 U.S.C. §§ 331-334). These statutes permit the President to use the armed forces to enforce the law when:

(a) There is an insurrection within a state and the state legislature (or governor, if the legislature cannot be convened) requests assistance from the President.

(b) Whenever the President considers that unlawful obstructions, combinations, or assemblages, or rebellion against the authority of the US make it impracticable to enforce the laws of the US by the ordinary course of judicial proceedings.

(c) An insurrection or domestic violence opposes or obstructs federal law, or so hinders the enforcement of federal or state laws that residents of the state are deprived of their constitutional rights and the states are unable or unwilling to protect these rights.

(4) Other actions taken under express statutory authority to assist officials in executing the laws, subject to applicable limitations.

c. Disaster Relief. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Title 42, U.S.C §§ 5121-5204c et seq, as amended) is the statutory authority for federal disaster assistance within the United States and its territories. The Stafford Act authorizes the President to provide DOD assets for relief efforts, once the President formally declares an emergency or a major disaster; however, DOD assets for emergency work may be provided on a limited basis prior to the Presidential declaration. Disaster relief pursuant to the Stafford Act is not an exception to the PCA; therefore, only indirect assistance is authorized unless direct assistance is otherwise authorized by the Constitution or statute. DOD policy for providing disaster assistance (as related to the Stafford Act) is contained in DODD 3025.15, *Military Assistance to Civil Authorities (MACA*), and DODD 3025.1, *Military Support to Civil Authorities (MSCA)*.

## 4. Rules of Engagement (ROE) and Rules for the Use of Force (RUF)

The standing ROE (SROE) and standing RUF (SRUF) assist federal military personnel in determining the appropriate level of force that should be applied in a given situation.

SROE/SRUF guidance is located in CJCSI 3121.01B, *Standing Rules of Engagement (SROE),* 13 June 2005.

(1) The SROE apply domestically only to air and maritime homeland defense functions conducted within the US territory or territorial seas. Otherwise, it applies during all military operations and contingencies and routine Military Department functions occurring outside US territory and outside US territorial seas.

(2) The SRUF are located at enclosures L-Q of CJCSI 3121.01B. The SRUF apply during all DOD CS and routine Military Department functions occurring within US territory and territorial seas. The SRUF also apply to land homeland defense missions occurring within the US territory and to DOD forces, civilians, and contractors performing law enforcement duties at all DOD installations (and off-installation while conducting official DOD security functions), within or outside US territory, unless otherwise directed.

(3) A commanders' authority to modify the SROE/SRUF is limited to making them more restrictive.

(4) National Guard (NG). The RUF/ROE of the NG serving in a state-controlled Title 32 or SAD status are governed by state laws. The various states' laws vary in the NG's authority to take actions requiring RUF in a law enforcement, law enforcement support, or security operation. Depending on the language of the state statutes involved these grants of or limitations on the NG's authority to act as peace officers may apply to NG personnel conducting operations in a Title 32 status, SAD status, or both. Some states grant NG members (in a Title 32 or SAD status, or both) the authority of peace officers, while others only authorize those powers enjoyed by the population at large, such as "citizen's" arrest. It is the duty of the NG judge advocate (JA) to tailor the RUF to the particular mission and policies of the state.

## Appendix B

# LIASION OFFICER (LNO) REQUIREMENTS

## 1. Background

a. Liaison officers (LNOs) must have the authority to speak for their parent agencies or organizations on all matters. One of the principal duties of the LNO is to facilitate the integration of the local, tribal, state EOCs, National Guard JTF–State, and FEMA JFO with federal, state, and defense coordinating officers and DOD JTF operations. Liaisons between operations centers should be established and operations planners should collaborate daily, virtually either by telephone or by physical presence at the state EOC or JFO ESF 9. Every effort should be made to ensure face-to-face coordination through the use of LNOs. The number and location of LNOs is driven by the type and magnitude of the incident which determines the level of C2 required.

b. The LNO is the POC for representatives of other governmental agencies, nongovernmental organizations, and/or private entities. Representatives from assisting or cooperating agencies and organizations coordinate through the LNO.

c. State emergency preparedness/disaster relief plans vary and military liaison teams are not preplanned at all county/parish EOCs. In the event there is a natural disaster, such as a hurricane, affected counties/parishes stand up an EOC to coordinate relief efforts in the area. The EOC is the central coordinating organization and location for recovery operations. Typically, when activated, EOCs provide round-the-clock service during an actual or threatening large-scale emergency. The EOC is the focal point for coordination of emergency response and recovery activities throughout a county. An EOC is staffed with key personnel from public safety agencies, emergency relief organizations, county departments, municipalities, utility companies, media, and other essential entities. EOC functions include collection, analysis, and communications of pertinent information with involved agencies; coordination of emergency actions with local, state, and federal agencies; and direction of emergency preparedness, response, and recovery operations for the county. If military forces are activated as a response to a disaster, they should be represented at the EOC level. Initially, this is where they will be the most responsive and provide assistance.

(1) In Mississippi, in accordance with the State Disaster Relief Plan, NG units established liaison at county EOCs, if they were activated. Commanders of units along the coast most affected established liaison as soon as weather and safety considerations permitted. In some cases, the teams were required to “clear” their way to the EOCs. In most cases, this liaison occurred as the EOCs were setting up. NG units were already embedded in the communities and known to local officials. Close coordination was conducted between the State Emergency Management Agency, the county administrators and the NG, in some cases, using Army tactical FM communications as local communications repeaters were inoperative. The overarching guidance by the NG commanders was to get out and help wherever necessary. In many cases, the NG acted as reconnaissance teams throughout the counties to identify work and report it through the EOCs. The LNOs at the EOCs provided a real-time operational picture to both the military commanders and the EOC commander.

(2) In Louisiana, the US Army Engineer School assigned captains as military augmentees in some EOCs. The US Army Corps of Engineers (USACE) serves the armed forces and the nation by providing vital engineering services and capabilities, as a public

service, across the full spectrum of operations—from peace to war—in support of national interests. USACE missions include five broad areas: water resources, environment, infrastructure, homeland security, and warfighting. Based on its mission, USACE was a key responder during recent hurricane relief efforts along the Gulf of Mexico. As the HQ agency for the Engineer School, USACE asked for assistance in the form of liaison assistance at select, severely damaged counties/parishes. The US Army Engineer School responded by sending Army engineer captains to five parish EOCs most affected by flooding in Louisiana. These LNOs established a link between USACE emergency response personnel and military forces working in the parishes. The LNOs provided additional augmentation, where USACE personnel were overwhelmed and at the division engineer staff section, where information and status of work was needed to track and adjust effort.

d. Insights/Lessons Learned

(1) For the military to be effective in support to disaster relief, it must be represented at the EOC. EOCs are the local coordinating location for support in a county/parish. Military liaison is essential at EOCs to ensure information flow.

(2) Timely liaison at the Mississippi EOCs by LNOs led to responsive initiation of work in the communities.

(3) Resource LNOs from outside sources when required.

## 2. LNO Considerations

a. Units tasked to execute CS operations have the responsibility to ensure effective integration of their organizational capabilities. These units should provide LNOs that are fully knowledgeable on capability employment techniques and sustainment requirements.

(1) The DCO tasks for military LNOs as appropriate to ESF agencies at the JFO to provide technical expertise and coordination with a defense coordinating element (DCE).

(2) JTF components with aviation elements should have an LNO at 1st Air Force, Tyndall AFB, Florida. Wings should establish their own standing operating procedures (SOPs) for deployment of LNOs.

b. Units tasked to lead specific CS relief missions should request and prepare to receive and resource, if required, the following LNOs:

(1) SAR LNOs—Coast Guard, Navy, Marine Corps tactical recovery of aircraft and personnel (TRAP), AFSOC, Civil Air Patrol C2—to include: E-3(USAF)/ E-2(Navy)/ P-3 (customs) surveillance aircraft (manned/ unmanned).

(2) Multinational support LNOs– LNOs empowered to provide aid from a foreign government or liaison services or technical oversight of capabilities provided by a private corporation licensed in the foreign country; e.g., the technical support provided by a foreign industrial pump manufacturer to repair the New Orleans flood pumping units.

(3) Multistate support LNOs– LNOs from other state agencies responding as directed through mutual support agreements.

(4) Relief organizations LNOs– Private and charitable organizations typically associated with humanitarian assistance operations, e.g., the Red Cross.

(5) Civilian agencies (EOC LNOs) to include: police, fire, medical, private aircraft, and media.

## Appendix C

# PUBLIC COMMUNICATION

### 1. Media Engagement

a. Local, national, and international media are present during CS operations after a domestic incident.

b. Federal military personnel have no authority to restrict the movement of media representatives through the streets or air space of a civilian community in the US.

c. Expect all types of media contact—from scheduled, escorted, credentialed, registered media to nonscheduled, unescorted, noncredentialed, unregistered media.

### 2. Public Affairs (PA) Considerations

a. The Public Affairs Office (PAO) must understand what their unit's operation has to do with larger issues nationally and internationally. PAOs should wargame possible questions based on current news, their unit's mission, and their unit's history. The PAO should share appropriate sections of PA guidance with all personnel and make certain that all personnel know the command messages and talking points.

b. The PAO is the voice of information, but leaders are the voices of authority. Military members have the right not to speak to the media; however, those who refuse send a message that the unit is hiding something or that the operation is going badly. This is especially true when leaders avoid the media.

### 3. Interview Considerations

a. Don't be a passive interviewee. Tell the public what you want them to know about your unit and its mission.

b. Don't wait for the reporter to ask the right question; use the technique of bridging: "I think what you're really asking is..." "That speaks to a larger issue..." "What's really important here is…"

c. If requested for a "no-notice" or "drive-by" interview, it's completely acceptable for you to set a time limit right at the beginning: "I can speak with you for 1 minute but then I have to get back to work." Reporters understand that you are here to work. But don't use "too busy" as an all-purpose smokescreen to avoid speaking to reporters.

d. Don't give simple yes or no answers. Don't use the phrase "No comment." If you can't talk about something, explain why (operations security, not in my lane, I don't know). Use the technique of blocking and bridging: "It's our policy not to discuss ___, but I can tell you about____."

e. Beware of responding to false assumptions, erroneous conclusions, and hypothetical questions.

f. Be alert to multiple questions and answer them one at a time.

g. Avoid answering questions that call for speculation on your part.

h. Don't repeat inaccurate information offered by the reporter—answer in positive, accurate statements without reinforcing the inaccuracy.

i. Don’t get trapped; if a reporter asserts that he got his information from your higher headquarters or federal agency refer him back to those sources for more details.

j. Watch out for characterizations of “terrorism.” The Department of Justice and Department of State will speak to the issue. If you are asked about the incident that brought your unit to the area, refer the reporter to the FBI liaison at the Interagency Joint Information Center.

k. Respond to “bad news” questions about your unit as readily as you respond to “good news” questions. This will establish your credibility with the media. Appreciate this opportunity to tell your side of the story. However, refer requests for details about deaths, serious incidents, accidents, investigations, etc. to PAO. DOD may want to be the sole release authority in these situations. Remember: If you don’t tell your story, the story will still run. The media will simply find a “military expert” who will be happy to speak for you. Get involved!

## Appendix D

# ASSESSMENT TEAMS

### 1. Background

Assessment teams (ATs) are assigned on the basis of ESF assessment and should be task-organized accordingly. They are utilized to determine the disaster conditions and operational status of equipment, infrastructure components, and other areas of concern effecting overall ESF disaster relief operations. ATs provide the chain of command SA with respect to CS mission requirements. Given this, AT taskings should take into account the necessary qualifications and resource support required to ensure effective AT operations. ATs should be made aware of the imagery dissemination architecture that is available to them. (See appendix F.)

### 2. AT Composition

The composition of ATs varies according to the task. Determining the traffic ability of a road with fallen trees and determining the strength of a railroad track following major erosion from flooding are two examples of assessment. The tasks however require two very different degrees of specialization. In one instance, only basic observation and accurate reporting are required to provide the necessary assessment. In the other, highly specialized engineering knowledge is required to ensure accurate assessment. It is imperative that agencies task appropriately and take into account the degree of specialization an assessment team requires.

### 3. Security

Given certain situations, it may be necessary for an agency to provide an armed escort for an AT. Proper ROE should be established and understood.

### 4. Equipment

Equipment requirements for the AT depend on the means by which they will conduct damage assessment. Dedicated vehicle support for AT operations is virtually mandatory; however, the possibility exists that assessment may have to be accomplished on foot if many vehicles are destroyed or roads seriously blocked. In such a case, the ATs will be severely limited in what they can perform in the way of utility isolation, and their assessment time will be greatly lengthened. The following is the recommended equipment for AT support that should be assembled during the pre-deploy phase:

- Writing implements, radios, and spare batteries.
- Global positioning system.
- Data recording and reporting equipment including base grid maps, utility drawings, damage assessment forms, clipboards.
- Utilities isolation tools such as electrical hot sticks, fuse pullers, valve keys, etc.
- Binoculars and night vision devices.
- Chemical protective equipment.
- Other miscellaneous equipment such as explosion-proof, plastic cased flashlights; nonmetallic measuring tapes; flags; utility shut-off markers; hand tools; and first aid kit.

### 5. Assessment Technique

There are two phases of assessment: Phase 1, initial, and Phase 2, detailed. In Phase 1, an initial assessment of the area of interest (AOI) is made to quickly identify areas of concern pertaining to the AT's mission. The results of this preliminary assessment are

used to update the preplanned assessment tasks and to obtain a general idea of overall area impact. In Phase 2, detailed damage assessment, the teams follow directed travel routes focusing on determining detailed status of specific items pertaining to the assessment mission. Detailed assessment provides accurate location and description of problems reported to determine the scope of necessary relief operations and to prioritize efforts.

## 6. Types of Assessments

While basic assessment is merely a method for gaining SA, when dealing with CS and disaster relief, there are certain infrastructure assessments that can be essential to efficient response options. The following is a list of essential assessments:

(1) People: This assessment is to determine the composure and condition of the victims. Are they cooperative, non-cooperative, injured, trapped, or separated?

(2) Provisions: Is there food and potable water? What is the condition of the provisions? Is ice/refrigeration required? Is it in jeopardy of being damaged or misappropriated?

(3) Sanitary: Are there basic facilities for the processing of human waste?

(4) Transportation Capability: This assessment can be a simple determination that a road is clear or as involved as determining if a train rail will support the weight of a train.

(5) Structural: This will establish basic answers regarding the building's structural integrity for follow on tasking or utilization.

(6) Utility: This assessment is to determine the operational status of electricity, water, telecommunications, heating, ventilation, and air conditioning (HVAC), and supporting facilities.

(7) Security: This assessment is to determine if there are any perceivable threats to relief personnel or victims. What is the security condition of the area of concern? If there are threats to security, what is the size and composition of the threat?

(8) Figure G-4 illustrates a sample assessment report format.

## Appendix E

# GEOGRAPHICAL REFERENCE SYSTEMS

## 1. Background

In today's global positioning system (GPS) capable environment, both civilian and military operations can be completely coordinated. Position location information systems exist and provide universal transverse mercator (UTM) and United States National Grid (USNG) [the military grid reference system (MGRS) equivalent] coordinate information for all US locations. The traditional UTM / USNG and MGRS datum are readily accessed by both civilian and military hand-held navigation systems. When interfacing with USNG datum it is essential that civilian users access North American Datum (NAD) 83 series map data.

## 2. Global Area Reference System (GARS)

a. DOD Global Area Reference System. GARS is the standardized area reference system across DOD. It is based on lines of longitude and latitude to provide an integrated common frame of reference for joint force SA to facilitate air-to-ground coordination, deconfliction, integration, and synchronization. This area reference system provides a common language between the military components and simplifies communications.

b. GARS Worldwide Map. GARS provides a unique labeling methodology for all global geography. To identify global geographic locations when viewing the GARS worldwide map (figure E-1) read:

- West to East 1–720
- South to North AA–QZ

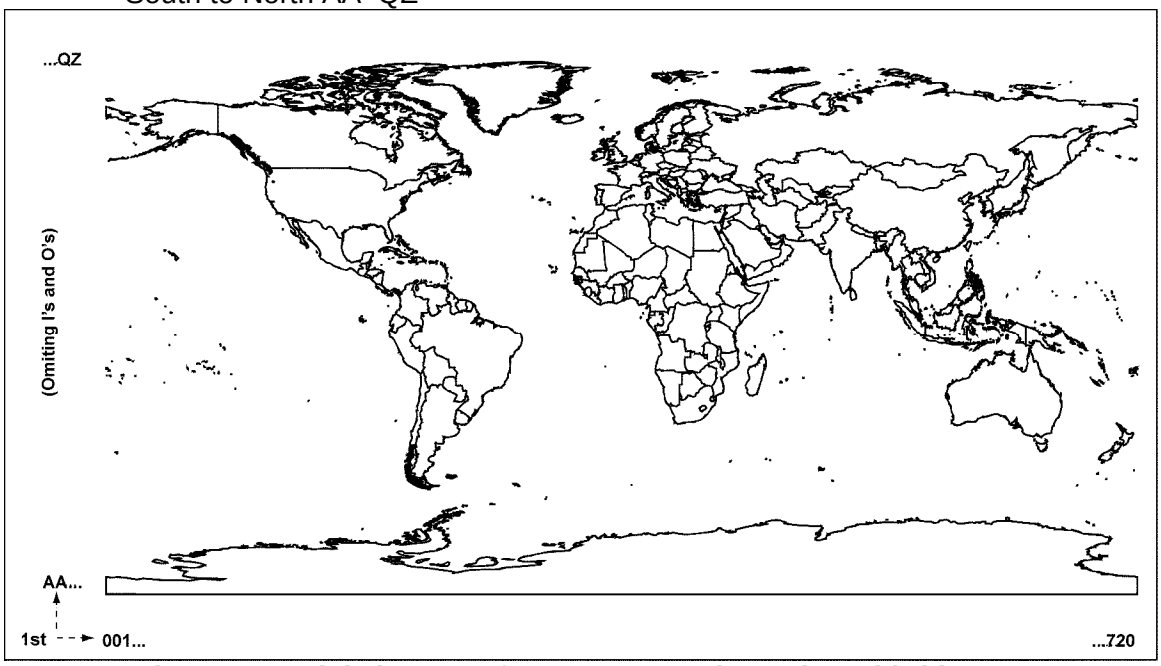


**Figure E-1. Global Area Reference System (GARS) Worldwide Map**

c. GARS Labeling Methodology

(1) GARS divides the surface of the earth into 30-minute by 30-minute cells. See figure E-2. Each cell is identified by a five-character designation (e.g., 006AG). The first

three characters designate a 30-minute wide longitudinal band. Beginning with the 180-degree meridian and proceeding eastward, the bands are numbered from 001 to 720, so that 180 E to 179 30-minute W is band 001; 179 30-minute W to 179 00-minute W is band 002; and so on. The fourth and fifth characters designate a 30-minute wide latitudinal band. Beginning at the south pole and proceeding northward, the bands are lettered from AA to QZ (omitting I and O) so that 90 00-minute S to 89 30-minute S is band AA; 89 30-minute S to 89 00-minute S is band AB; and so on.

(2) Each 30-minute cell is divided into four 15-minute by 15-minute quadrants. The quadrants are numbered sequentially, from west to east, starting with the northernmost band. Specifically, the northwest quadrant is "1," the northeast quadrant is "2," the southwest quadrant is "3," the southeast quadrant is "4." Each quadrant is identified by a six-character designation (e.g., 006AG3). The first five characters comprise the 30-minute cell designation. The sixth character is the quadrant number.

(3) Each 15-minute quadrant is divided into nine 5-minute by 5-minute areas. The areas are numbered sequentially, from west to east, starting with the northernmost band. The graphical representation of a 15-minute quadrant with numbered 5-minute by 5-minute areas resembles a telephone keypad. Each 5-minute by 5-minute area, or keypad "key," is identified by a seven-character designation. The first six characters comprise the 15-minute quadrant designation. The seventh character is the keypad "key" number (e.g., 006AG39).

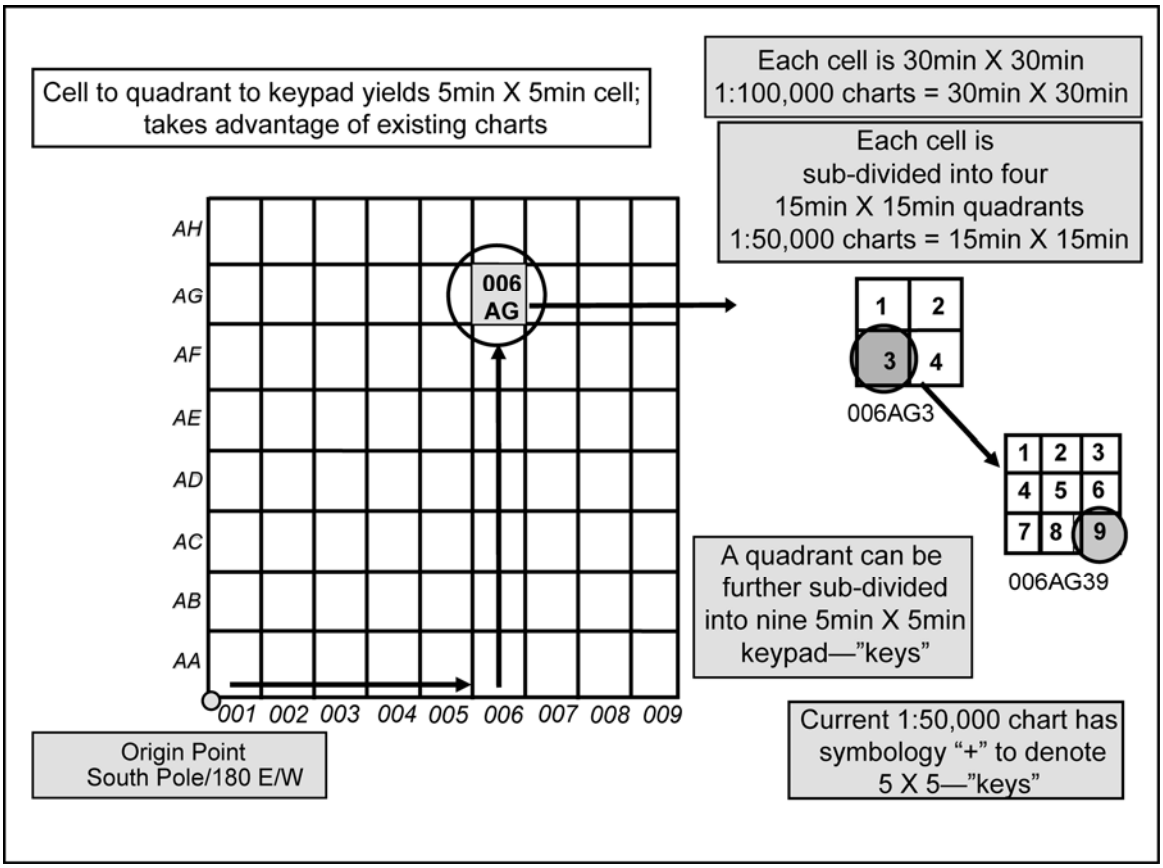


**Figure E-2. GARS Labeling Methodology**

d. The following figures tie the GARS methodology to position navigation data for New Orleans, Louisiana.

(1) Figure E-3 details the unique 30-minute by 30-minute GARS global area designations for New Orleans (180KZ) and the surrounding vicinities within Louisiana.

(2) Figure E-4 details the 30-minute by 30-minute GARS cell for the immediate New Orleans area divided into four 15-minute by 15-minute quadrants. It further highlights the 15-minute size quadrant's division into nine 5-minute keypad areas.

(3) Finally figure E-5 shows the nine 5-minute keypad areas overlaid with the USNG designations for the New Orleans metropolitan area.

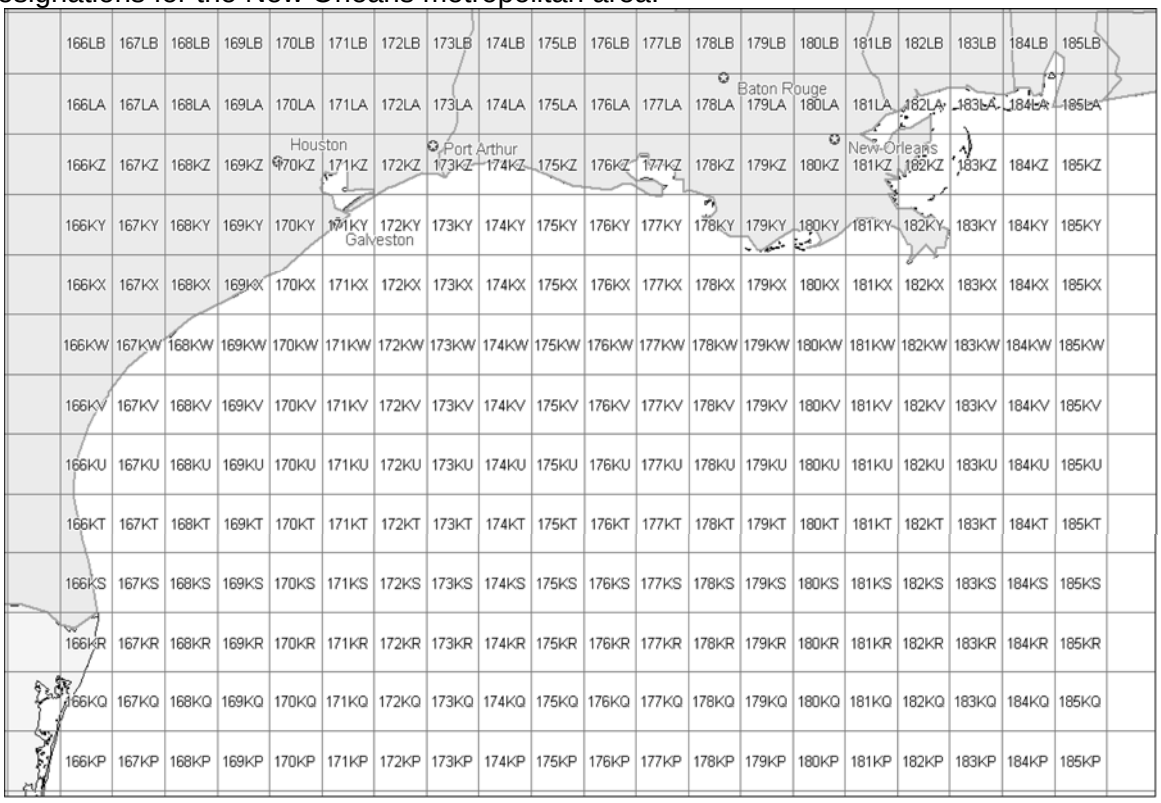


**Figure E-3. GARS US Gulf Coast Designators**

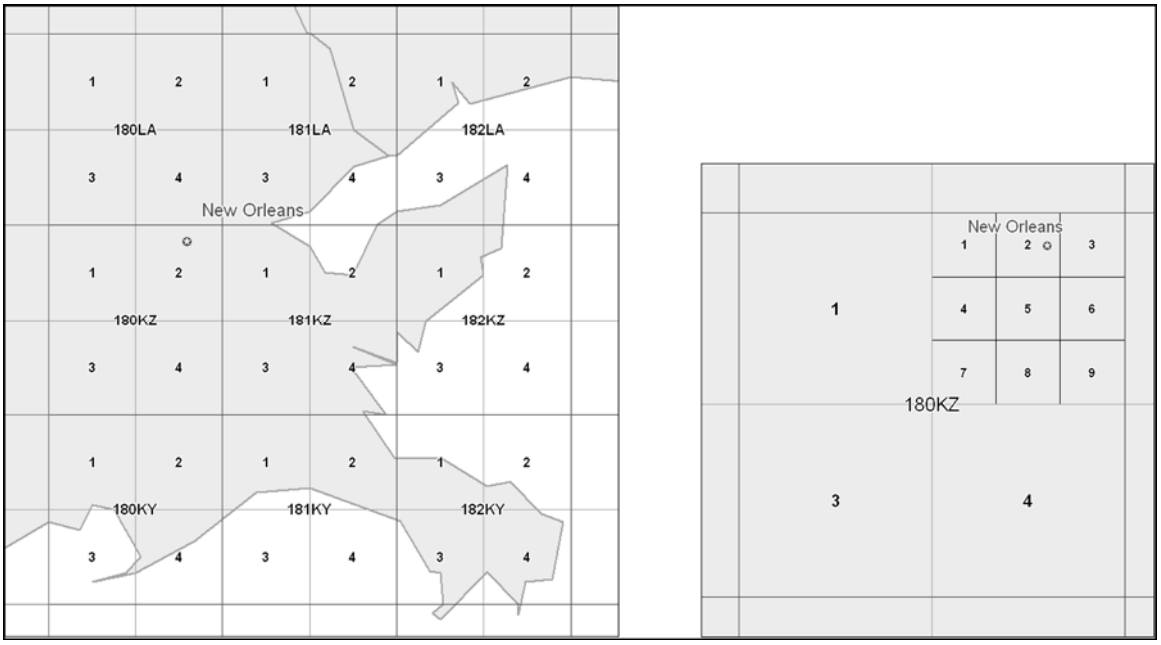


**Figure E-4. GARS New Orleans Designators**

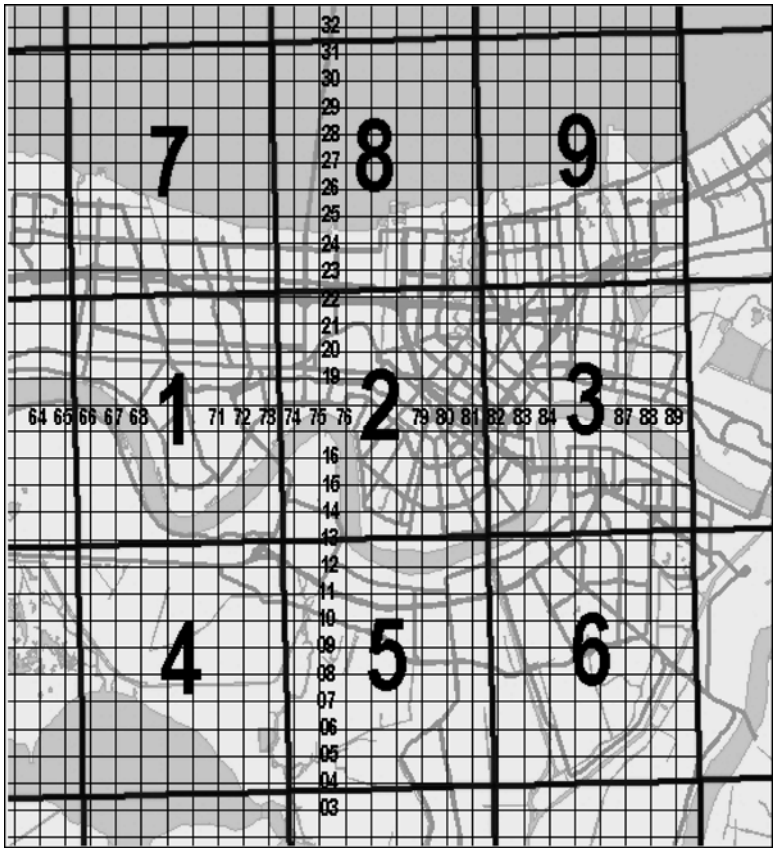


**Figure E-5. New Orleans GARS Designators with USNG Overlay**

## 3. United States National Grid (USNG)

a. The Federal Geographic Data Committee's (FGDC) consensus-based USNG standard provides a nationally consistent language of location—optimized for local applications—for maps, GPS receivers, and mapping web portals. It is an alpha-numeric point reference system overlaid on the UTM numerical grid. Truncated USNG coordinates (geoaddresses) range in precision from 1,000 to 1-meter and provide universal map index values for streets and other features. USNG and MGRS values are identical when referenced to WGS 84 or NAD 83 datum. USNG only uses a single 100,000-meter square identification scheme regardless of datum. Access the US national map viewer at: http://nmviewogc.cr.usgs.gov/viewer.htm.

b. A USNG spatial address is broken down into three parts:

- Grid zone designation for a worldwide unique address.
- 100,000-meter square identification for regional areas.
- Grid coordinates for local areas.

c. Grid Zone Designation. Figure E-6 depicts the USNG zone designation overlay of the US using worldwide unique values for the UTM/MGRS grid zone designations. Working out from a local area, through regional areas, the last level of definition in a spatial address is the grid zone designation. The world is divided into 60 UTM zones, each 6 degrees of longitude wide. The numbering scheme for these begins at 180 degrees longitude and counts east. The conterminous US is covered by zones 10 through 19. In a northing direction, the world is divided into 8 degree belts of latitude. The conterminous US for example is covered by belts R, S, T, and U. Thus the city of New Orleans lies within grid zone designation 15R.

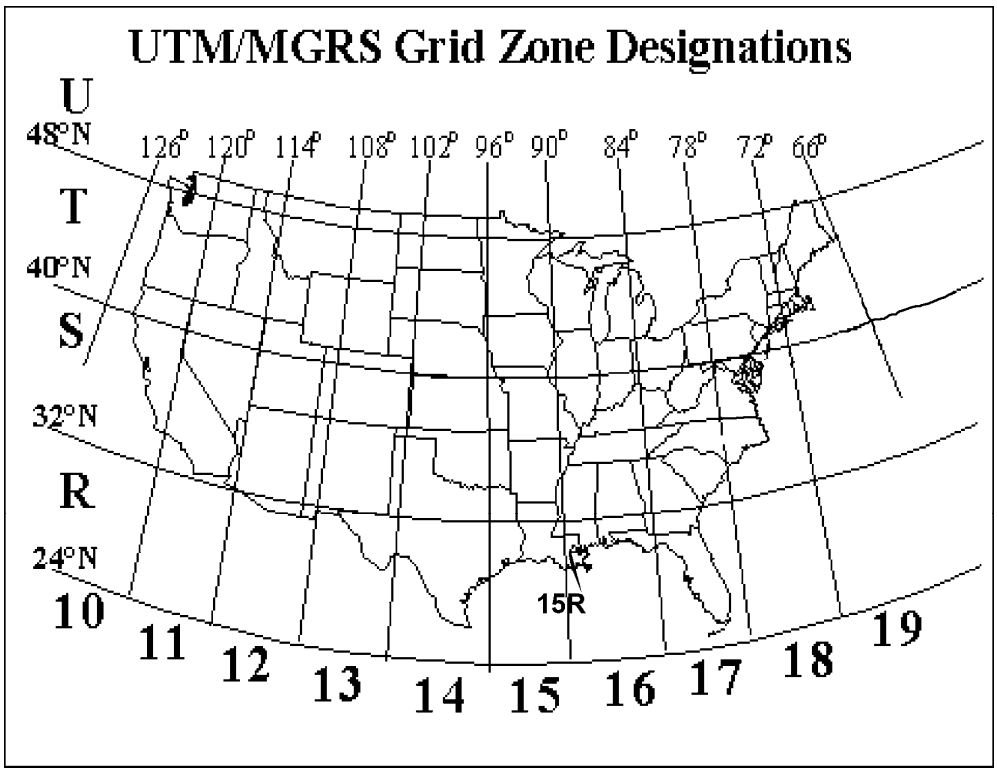


**Figure E-6. USNG Zone Designation Overlay of the US Using UTM/MGRS Grid Zone Designations**

d. 100,000-meter Square Identification Regional Area. The USNG further divides the world into 100,000-meter squares and identifies them with two letter values. Figure E-7 shows the 1000,000-meter square identification regional areas for the Gulf Coast. The metropolitan area of the city of New Orleans is located within zone 15R and 100,000-meter region YP, thus the initial position location for map sheet reference of the city of New Orleans is 15R YP.

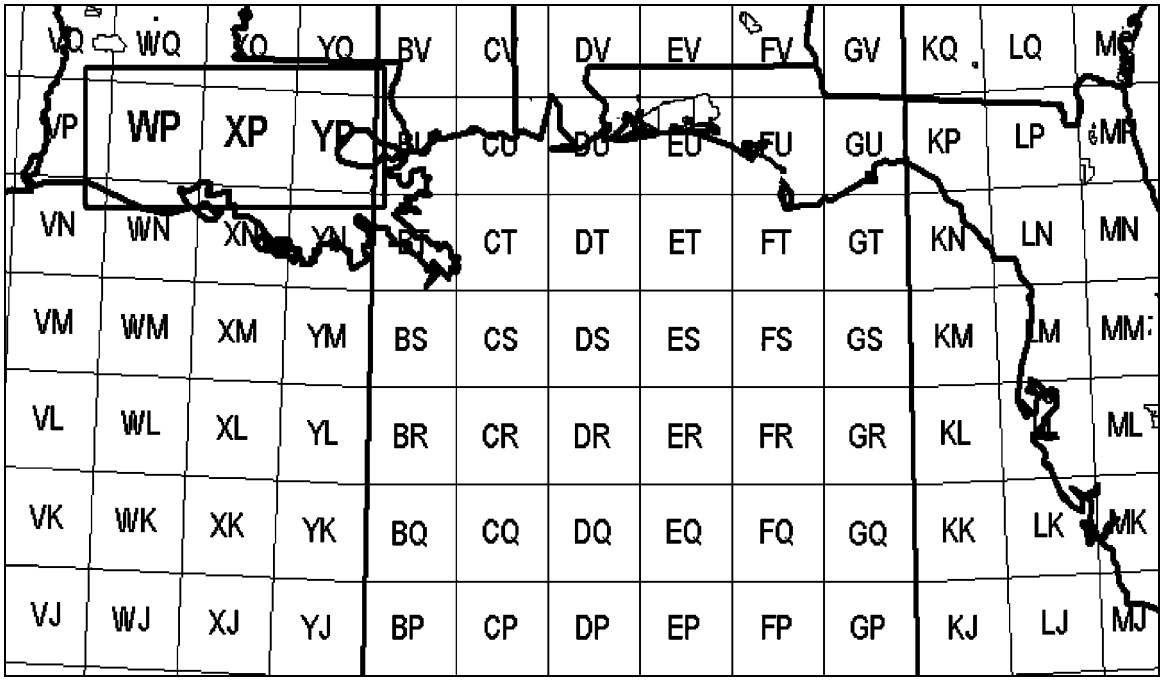


**Figure E-7. USNG 100,000-meter Square Identification for US Gulf Coast Regional Areas**

e. Grid Coordinates for Local Area. While the USNG is referred to as an alpha-numeric reference system for the UTM coordinate system, it is the designation scheme for the 100,000-meter square identification designed in such a manner that any two-letter combination will not repeat itself no less than every 18 degrees of longitude and latitude. Thus any two-letter prefix to a grid coordinate will provide a unique value within a very large area.

(1) Grid coordinates are used to define a particular place within a local area (within a 100 by 100 kilometer area). Coordinates are written along the sides of a map designating specific grid lines. (These grid lines are based on UTM values.) The two larger numbers identify a grid line and are known as principal digits.

- 4 digits—2306—locates a point with a precision of 1,000-meters (a neighborhood size area).
- 6 digits—234064—locates a point with a precision of 100-meters (a soccer field size area).
- 8 digits—23480647—locates a point with a precision of 10-meters (the size of a modest home).
- 10 digits—2348306479—locate a point with a precision of 1-meter (within a parking spot).

(2) Figure E-8 shows the 1,000-meter square identification of the Louisiana parishes and figure E-9, shows 1,000-meter square identification of the New Orleans metropolitan area.

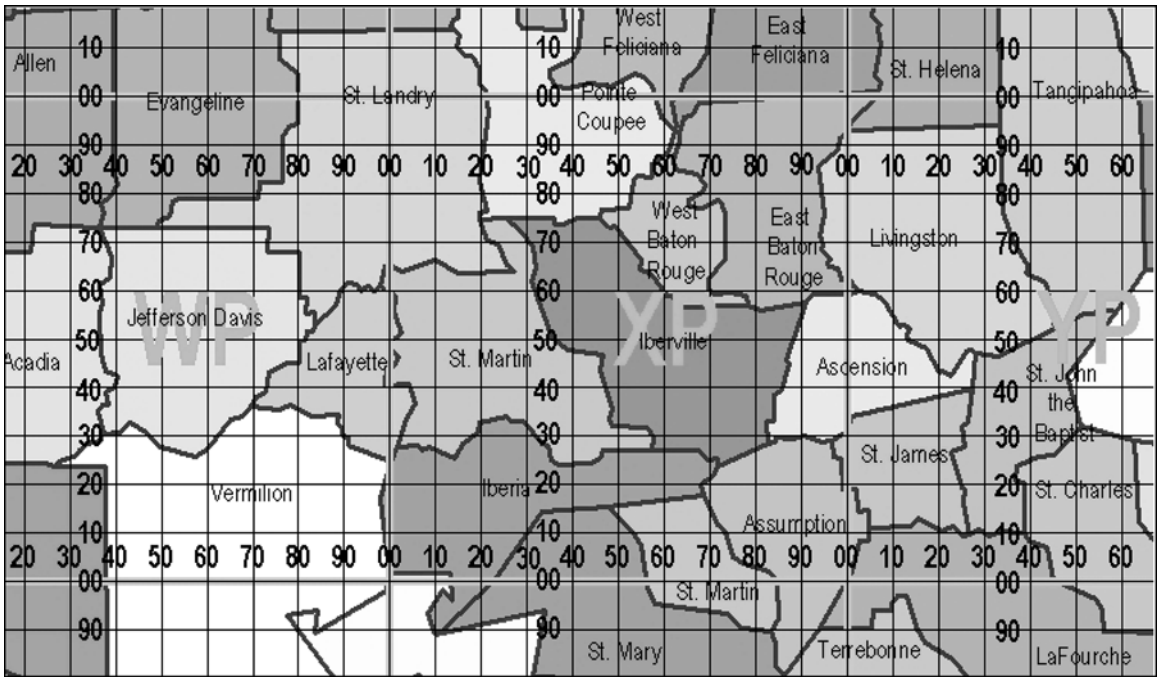


**Figure E-8. USNG 1,000-meter Square Overlay of Louisiana Parishes**

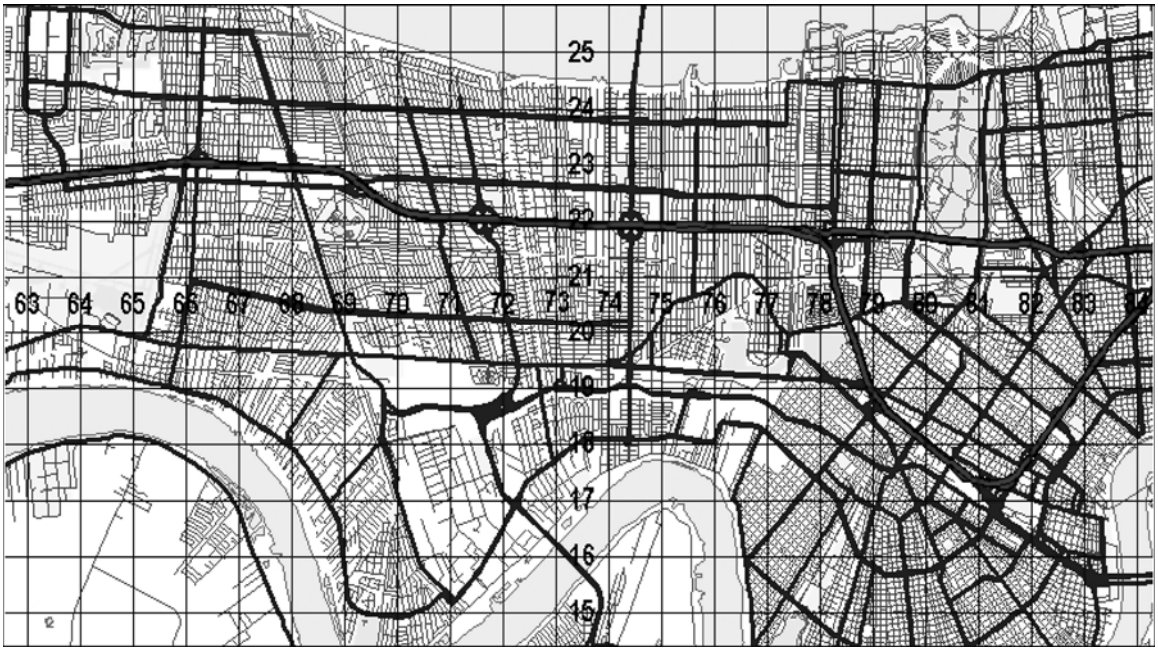

**Figure E-9. USNG 1,000-meter Square Overlay of New Orleans**

(3) Looking at all the figures of the square meter identifications provides an understanding of the unique USNG designation for a specific location of a specific size area. Using as an example the location of the intersection of Interstate 10 and North Causeway Boulevard, an area of approximately 1,000 square meters, the zone is 15R, the 100,000 meter region is YP, and now the grid coordinate using 6 digits for the required precision is 744 219 as shown in figure E-10 below.

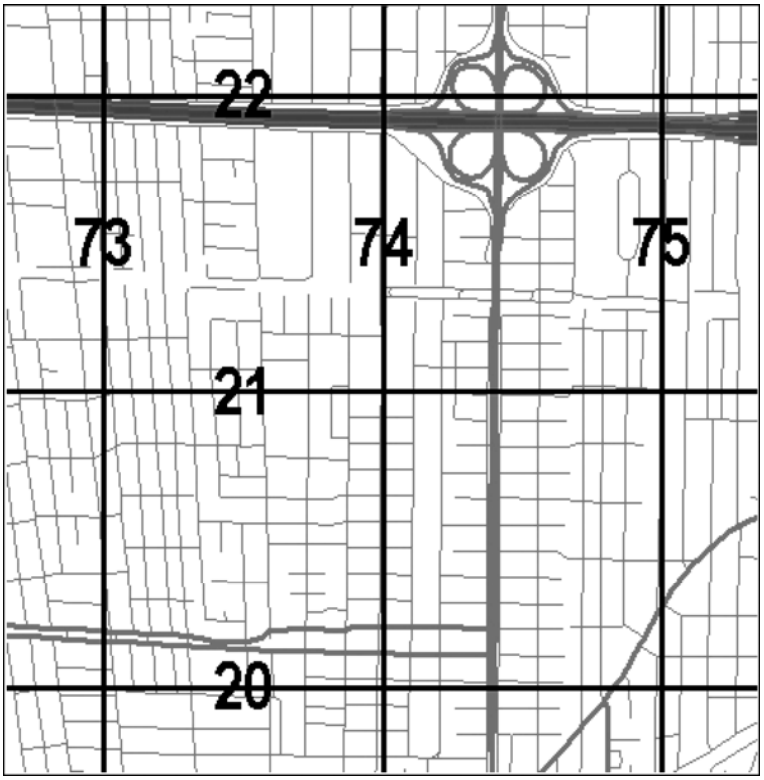


**Figure E-10. USNG 1,000-meter Square View of Interstate 10 and North Causeway Boulevard Intersection**

## Appendix F

# IMAGERY DISSEMINATION ARCHITECTURE

**DOD's unique damage assessment capabilities, especially air- and space-borne, are important additive factors in the initial assessment of a disaster.**

**GAO 06-643 Report to the Congressional Committees**

## 1. Imagery Dissemination Architecture

Comprehensive imagery dissemination architecture is available to users at the lowest possible level. These capabilities are available through National Geospatial-Intelligence Agency (NGA) Earth website: http://www.nga-earth.org.

## 2. National Geospatial-Intelligence Agency (NGA)

NGA can collect key infrastructure-related information (i.e., on airports, hospitals, police stations, emergency operations centers, highways, schools, etc.) well in advance of a storm landfall and can get that information into the hands of federal, state, and local first responders in the affected region. As the storm or other disaster is tracked, NGA can pre-deploy analysts and mobile systems to the affected areas to provide expertise and information on the ground and facilitate the delivery of additional information from NGA offices elsewhere. Because they have assets in place and focused on the region, NGA can provide the first comprehensive overview of the damage resulting from the disaster. NGA merges imagery with other information, creating hundreds of intelligence products per day that could be used and applied by response professionals to aid in decision making. NGA assessments are multi-dimensional, timely, relevant, and continuous. They address many issues, including but not limited to: recovery planning and operations, transportation infrastructure, critical and catastrophic damage, dike and dam stability and breaches, industry damage, and hazard spills. The NGA World Wide Navigational Warning Service also provides navigation information to the US Navy, Merchant Marine, and Coast Guard and can relay messages from the National Weather Service to personnel at sea. NGA also can aid in the location and recovery of oil platforms. The imagery activities of NGA are essential to the restoration of critical infrastructure.

## 3. DOD Resources

a. DOD has at its disposal unparalleled resources for supporting civilian authorities in the time of a national disaster. In particular, intelligence, surveillance, and reconnaissance (ISR) assets can provide imagery and video products which are invaluable to federal agencies, first responders, local law enforcement, and even private citizens. Air Combat Command (ACC), as the principal operator of these US-based assets, has an important role in ensuring ISR products get to customers who need them, as quickly as possible, and in the most appropriate format, while keeping in mind legal and policy restriction on the proper use and dissemination of intelligence data. The imagery dissemination architecture outlined below consists of three tiers, defined by the source of the associated imagery, the nature of imagery products, available visualization / manipulation tools, and the accessibility of this data to potential customers.

(1) Tier 1: Restricted Imagery Product Library (IPL). An IPL or similar centralized imagery server is accessible via web browser on a restricted unclassified network accessible to DOD personnel (such as NIPRNET). Other federal, state, and local government officials

can request access on a need-to-know basis, or receive products via e-mail as required. Access requests are handled in a timely manner; and once authenticated, users are able to access all available imagery from a single web portal without additional restrictions or logins. Products which are controlled within this framework include imagery-derived products obtained by national technical means; measurement and signatures intelligence products or other imagery not obtained by visual or electro-optical means; imagery of critical infrastructure or other sensitive sites; annotated imagery revealing DOD ISR capabilities and collection priorities; and commercial imagery whose distribution is restricted by copyright and licensing agreements. Imagery products are appropriately annotated and formatted in accordance with established collection / production requirements. Imagery should be consolidated onto as few servers as possible to facilitate discovery and access.

(2) Tier 2: Global Image Viewer. All Air Force imagery which is not otherwise restricted, to include imagery collected by U-2 Optical Bar Camera (OBC) and RC-26B, are made available to the general public via a government-controlled web portal such as NGA Earth (www.nga-earth.org). Before releasing this data, imagery analysts ensure that image resolution does not exceed that available from commercial vendors, and that coverage of sensitive sites is "blacked out" or otherwise restricted. This imagery is not annotated nor orthorectified when possible. Tools are provided to allow users to manipulate each image (zoom, pan) and quickly navigate to the desired location. Users with appropriate privileges may also be able to view imagery from other sources, including the restricted IPL servers discussed above, via the NGA site. Where copyright and licensing agreements permit, DOD provides public access to commercial satellite imagery to guarantee free and timely access to relevant imagery products.

(3) Tier 3: Support to Disadvantaged Users. The solutions outlined above assume that potential customers have access to computers with internet access. However, in the immediate aftermath of a disaster, first responders and local officials at the scene of a disaster may not have the means to receive data electronically. Methods which are used to get relevant imagery and imagery-derived data to these customers include CD-ROM and hard-copy imagery delivered by mail or commercial courier, and voice reports provided over the phone. Furthermore, Remotely Operated Video Enhanced Receiver (ROVER) terminals can be tactically deployed with Army units to downlink full-motion video from airborne ISR assets within line of site of the receiver. One final means to get data to disadvantaged users would be to deploy communications packages to designated locations to reestablish satellite phone service and potentially to internet connectivity. The incorporation of ROVER terminals or Global Broadcast System (GBS) receivers as part of these packages would provide a means of viewing real-time video feeds (where available), and imagery could also be broadcast over satellite television channels to disadvantaged users on a "pay-per-view" basis. Finally, Eagle Vision and the Mobile Integrated Geospatial-Intelligence System offer the capability of receiving and exploiting still imagery from forward-deployed locations.

(a) ROVER. The ROVER III is a portable receive-only terminal that provides the capability to receive sensor data from multiple airborne platforms. ROVER III provides real-time full motion video for SA, targeting, assessments, surveillance, and other situations where eyes on areas of interest are required. ROVER III can be used as an aid to search and rescue victims in a domestic disaster.

(b) Eagle Vision. Eagle Vision is an Office of the Secretary of Defense (OSD)-sponsored effort that was designed as an organic commercial satellite imagery collection asset and is designed to be deployable via one C-17 aircraft. Eagle Vision consists of a 3.6 meter tracking antenna, a data acquisition segment and a data integration segment. Eagle Vision can downlink imagery from Indian Remote Sensing, Canadian Radarsat, and the

French Spot systems and has a visibility circle consisting of a 2,500 km radius. Once imagery has been collected, geographic information—to include latitude, longitude, and elevation—is then applied to or embedded in this information creating a usable controlled image base (CIB). These products can then be used for force protection, animated "fly-through" simulations, civil/urban planning, terrain studies, and geographic reference products.

b. Various airborne ISR platforms can provide significant imagery support to natural disasters. The U-2, OC-135 Open Skies, C-130 Scathe View, DC-3, RC-26B, Customs P-3, several Civil Air Patrol (CAP) assets, and unmanned aircraft systems (UAS) such as the Predator can be tasked to provide this support. (See table F-1.)

(1) FAA issued a certificate of authorization (COA) which permits a MQ-1 or MQ-9 to operate in direct support of disaster relief within the dimensions of a disaster relief temporary flight restriction (TFR) issued in accordance with 14 CFR 91.137, temporary flight restrictions in the vicinity of disaster/hazard areas.

(2) The COA places responsibility on the air component commander (AFNORTH) to ensure MQ-1/9, and other aircraft, operate safely within the TFR. The vertical and lateral aircraft separation requirements defined within the COA special provisions are standard for UAS operations and facilitate MQ-1/9 support for disaster relief.

## 4. Media Access

a. DOD permits limited access to technical imagery collection and management centers during disaster assistance operations to allow information sharing of overhead collection asset products.

b. The units listed in table F-1 can either support media presence on-board aircraft, at the ground mission control stations of unmanned aircraft or at intelligence production centers of ISR aircraft that cannot accommodate media personnel on board.

| Table F-1. DOD ISR Platform Media Access | | | |
|---|---|---|---|
| **ISR Platform** | **Media Access Location** | **Unit** | **POC Information** |
| U2 | Processing center at unit or at deployed location | 9 IS<br>Beale AFB CA | DSN 368-3158/ 3046 |
| | | ACC/A3YR<br>Langley AFB VA | DSN 574-8021 |
| Predator UAV | Ground Control Station | 57 WG<br>Nellis AFB NV | DSN 384-3201 |
| | | 15 RS<br>Creech AFB NV | DSN 682-9368 |
| | | 11 RS<br>Creech AFB NV | DSN 682-0177 |
| | | ACC/A3YU<br>Langley AFB VA | DSN 574-2989 |
| JSTARS | On board aircraft | 116 OSS<br>Warner-Robbins AFB GA | DSN 241-2649 |
| | | ACC/A3YU<br>Langley AFB VA | DSN 574-8321 |
| OC-135B (Open Skies) | On board aircraft | 55 WG, 45RS<br>Offutt AFB NE | DSN 271-6078/5757 |
| | | ACC/A3YR<br>Langley AFB VA | DSN 574-7935 |
| USAF DCGS | Ground Control Station (AD and ANG) | 480 IW<br>Langley AFB VA | DSN 575-0666/3079 |
| | | ACC/A2YD<br>Langley AFB VA | DSN 575-4857 |
| Eagle Vision | Ground Control Station | Air Force Combat Support Office<br>Pentagon | 703-695-8568<br>703-693-1200<br>703-693-2000 |

## Appendix G

# REPORTS

## 1. General Task Force Reporting Procedures

a. Military organizations provide unit situation reports (SITREPs) through traditional channels to the JTF headquarters. The routing and method of communications that JTFs establish may be unique to specific task forces and should follow their OPLANs and OPORDs.

b. Task forces organizations send formal reports to the DCO (or JTF when established) as directed.

c. Units authorized DIRLAUTH and tasked to support specific ESF missions send informal mission status reports to the respective ESF LFA coordinating officer usually located in the JFO.

## 2. Situation Reporting

a. The SITREP keeps the JTF commander and/or the DCO informed of significant activities. Significant changes are reported as they occur. The JTF/DCO maintains a personnel data base which lists all DOD personnel participating in the response effort.

b. The SITREP is a semi-narrative report designed to keep addressees informed of accomplishments and any problems or shortfalls. (See figure G-1.) It enables all concerned to anticipate and prepare for potential effects derived from the latter as they affect overall mission accomplishment.

c. Every DOD unit that is under OPCON of the JTF/DCO forwards a SITREP as directed. SITREPS are normally sent twice daily.

d. Unit SITREP paragraphs may be subdivided to any extent necessary by the originator. The following guidelines may be used to determine the type of information required by the JTF/DCO.

(1) Situation. Provide an overall assessment of the situation, including events, circumstances, or conditions that increase or detract capability and readiness of forces. List units involved in operations by name and location. List assigned/OPCON units not involved with operations and when units will be available for mission assignment. Identify problems that hamper mission completion, corrective actions taken, and the date or time of anticipated resolution of the problems.

(2) Operations. Provide an operations summary for the previous 24 hours. Provide a plans summary for the next 24 hours and any deviations from existing plans. Identify any planned major unit deployments/redeployments. Use the remarks section for narrative amplification. In that section place a matrix containing information on mission assignments (MAs) [only the identified task force (TF) lead for each MA reports their respective MA data]. This may be an attached spreadsheet.

(3) Logistics. Identify significant deficiencies affecting support for planned operations and problem areas beyond the unit commander's capability to overcome or alleviate them in a timely manner. This would include construction or Disaster Recovery TEAM (DRT) assets and activities related to construction efforts.

(4) Medical. Report DOD deaths in the past 24 hours; DOD casualties in the past 24 hours; force health protection measures taken in the past 24 hours; medical asset status to include occupied/available beds, available patient movement, medical logistics status; DHHS concerns; casualty/duty status changes in the past 24 hours; patients (ambulatory and litter); available/total versus occupied beds; medical logistics status for days of supply of class VIII and blood; status of key medical personnel; and the equipment in the AO.

(5) Personnel. Identify any factors affecting readiness of forces.

(6) Public Affairs. Report any significant political/military/diplomatic events or incidents that could affect US and/or local public reaction, such as results or decisions of key government meetings, events emphasizing interests of key segments of society, and task force public affairs activities.

(7) Commander's Comments. Cover key points from previous paragraphs highlighting areas requiring action or decision.

## 3. Serious Incident Reporting

a. The serious incident reporting requirements are stipulated in operations orders. The JTF Commander will establish criteria for these immediate notifications

b. The serious incident report has no specific reporting frequency. It is rendered in accordance with reporting timeliness criteria directed in the operations order.

c. Figure G-2 gives sample serious incident reporting information.

## 4. SAR Reporting

a. The SAR report is a measure of ongoing mission progress. Missions are issued by the lead SAR coordinating official for immediate action.

b. SAR reports are rendered at the conclusion of each mission tasking and as required if changes to mission occur.

c. Figure G-3 gives sample SAR reporting information.

## 5. Assessment Reporting

a. The assessment report measures initial assessment progress. Assessment teams may be allocated to multiple ESFs. Specific assessment missions are issued by the lead ESF coordinating official.

b. Assessment reports are rendered at the conclusion of each assessment mission tasking and as required if changes to mission occur.

c. Figure G-4 gives sample assessment reporting information.

## Sample SITREP

**1. SITUATION**

a. Unit / Organization or Element:

b. Home Station:

c. Location(s) (i.e., Specific Aea, Street, etc.):

d. Submission Time (DTG):

e. Point of Contact (Name) (Phone):

f. Information Current as of (DTG):

**2. OPERATIONS / MISSION ASSIGNMENT STATUS**

| MA# | DESCRIPTION | UNIT TASKED | UNIT POC | % COMPLETE |
|---|---|---|---|---|
| | | | | |
| | | | | |
| | | | | |
| | | | | |

**3. SIGNIFICANT EVENTS**

a. Event DTG:

b. Location (i.e., Town, Specific Area, Steet, etc.):

c. Description:

d. POC Phone No.:

**4. FUTURE OPERATIONS OVERVIEW:**

**5. PERSONNEL SUMMARY: ATTACH PERSONNEL BATTLE ROSTER**

Strength (Total):

| a. | OFFICER | WO | ENL | CIV | TOTALS |
|---|---|---|---|---|---|
| Previous Totals | | | | | |
| Departures | | | | | |
| Arrivals | | | | | |
| NET | | | | | |

| b. | OFFICER | WO | ENL | CIV | TOTALS |
|---|---|---|---|---|---|
| Departures | | | | | |
| Arrivals | | | | | |
| NET | | | | | |

| c. | GEN OFF | OFFICER | WO | ENL | CIV | TOTALS |
|---|---|---|---|---|---|---|
| ARMY | | | | | | |
| NAVY | | | | | | |
| USAF | | | | | | |
| USMC | | | | | | |
| USCG | | | | | | |
| DOD | | | | | | |
| TOTAL | | | | | | |

**Figure G-1. Sample SITREP**

| RESERVE COMPONENT | | | | | | |
|---|---|---|---|---|---|---|
| d. | GEN OFF | OFFICER | WO | ENL | CIV | TOTALS |
| USAR | | | | | | |
| ARNG | | | | | | |
| USN | | | | | | |
| USAFR | | | | | | |
| ANG | | | | | | |
| USMC | | | | | | |
| USCG | | | | | | |
| DOD | | | | | | |
| TOTAL | | | | | | |

e. Personnel Issues / Comments:

f. Medical Issues / Comments:

g. Morale and Welfare Issues / Comments:

h. Legal Issues:

**6. LOGISTICS**

a. Major End Items Status: (List only items essential to mission accomplishment.)

| Noun / Nomenclature | Model | Quantity | Status | Remarks |
|---|---|---|---|---|
| | | | | |
| | | | | |
| | | | | |
| | | | | |

b. Logistics Operations Status: (Measure the unit workload versus the unit capability for the specific support mission. Express these as STONS / day, Gallons / day, Meals / day, etc.)

| Unit Workload | Unit Capacity |
|---|---|
| | |
| | |
| | |
| | |

c. Other Logistics Issues/Comments:

**7. INFORMATION MANAGEMENT STATUS**

| System / Net | Up | Down | DTG | Remarks |
|---|---|---|---|---|
| | | | | |
| | | | | |
| | | | | |
| | | | | |

**8. VISITOR UPDATE**

| Name | Title | # In Party | Arrive DTG | Depart DTG |
|---|---|---|---|---|
| | | | | |
| | | | | |
| | | | | |
| | | | | |

**9. COMMANDER'S COMMENT(S):**

**Figure G-1. Sample SITREP (continued)**

## SAMPLE SERIOUS INCIDENT REPORT

**DTG_____**

**REPORTED TO:** CMD
UNIT
NAME/RANK:
TELEPHONE NO: Comm:
DSN:

**TYPE OF INCIDENT:**

**DTG (Local) UNIT NOTIFIED:** **DTG (Local) OF INCIDENT:**

**LOCATION OF INCIDENT:**

**PERSONNEL INVOLVED:**

**SUBJECT (list separately for each subject)** Name, Rank or Grade, SSN, Race, Sex, Age, Position, Security Clearance, Unit and or Station of Assignment, Duty Status (AGR, AC, Mobilized Reservist, Civilian, etc.).

**VICTIM (list separately for each victim)**: Name, Rank or Grade, SSN, Race, Sex, Age, Martial Status, Position, Security Clearance, Unit and or Station of Assignment, Duty Status (AGR, AC, Mobilized Reservist, Civilian, etc.).

**HOSPITAL RECEIVING VICTIMS:**

**SUMMARY OF INCIDENT (provide brief narrative: tell who, what, when, where and how):**

**INVESTIGATION IN PROGRESS?** Y N **COMMENTS:**

**REMARKS**: (Additional information that helps explain incident. Provide police reports, number and dates)

**UPDATE (Give date of update):**

**ACTIONS TAKEN /PERSONNEL NOTIFIED:**

**REPORTED BY:**

**Figure G-2. Sample Serious Incident Report**

**Sample Standard 5 Line SAR Report**

The following standard 5 line SAR pickup brief
should be utilized to minimize communications traffic from ground to air:

1. Number of personnel needing rescue
2. Condition of personnel (ambulatory, litter, etc.)
3. Location (Geographic coordinates and physical description)
4. Type of pickup (land or hoist)
5. Hazards in the area

**Figure G-3. Sample Standard 5 Line SAR Report**

**Sample Standard 7 Line Assessment Report**

1. This is a (ESF - #, TYPE) Assessment Report
2. Address or Position
3. Time
4. Description
5. Tasking Agency
6. "RETURNING TO BASE" or "PROCEEDING TO NEXT OBJECTIVE"
7. "NEXT OBJECTIVE: (Address or Position)"

**Figure G-4. Sample Standard 7 Line Assessment Report**

.

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# GLOSSARY

## PART I – ABBREVIATIONS AND ACRONYMS

**A**

| | |
|---|---|
| **AAV** | amphibious assault vehicle |
| **ACC** | Air Combat Command |
| **ACO** | airspace control order |
| **ACP** | airspace control plan |
| **AES** | aeromedical evacuation system |
| **AFB** | Air Force base |
| **AFCESA** | Air Force Civil Engineer Support Agency |
| **AFI** | Air Force Instruction |
| **AFDDEC** | Air Force Doctrine Development and Education Center |
| **AFNORTH** | Air Forces North |
| **AFSOC** | Air Force Special Operations Command |
| **AFSOUTH** | Air Forces Southern |
| **AFTTP (I)** | Air Force Tactics, Techniques, and Procedures (Interservice) |
| **ALSA** | Air Land Sea Application |
| **ALSS** | advanced logistic support site |
| **AMC** | Air Mobility Command |
| **ANG** | Air National Guard |
| **AO** | area of operations |
| **AOI** | area of interest |
| **AOR** | area of responsibility |
| **ARC** | American Red Cross |
| **AT** | assessment team |
| **ATC** | air traffic control |
| **ATO** | air tasking order |
| **ATOC** | air terminal operations center |

**B**

| | |
|---|---|
| **BFLC** | battle force logistics coordinator |
| **BSI** | base support installation |

**C**

| | |
|---|---|
| **C2** | command and control |
| **C3** | command, control, and communications |
| **CAE** | command assessment element |
| **CAP** | Civil Air Patrol |
| **CBRNE** | chemical, biological, radiological, nuclear, and high-yield explosives |
| **CCDR** | combatant commander |
| **CCIR** | commander's critical information requirement |
| **CERCLA** | Comprehensive Environmental Response, Compensation, and Liability Act |
| **CERT** | computer emergency response team |
| **CFR** | Code of Federal Regulations |
| **CIB** | controlled image base |

| | |
|---|---|
| **CLAMA** | Center for Law and Military Operations |
| **CLF** | combat logistics force |
| **COA** | Certification of Authorization |
| **CONEX** | container express |
| **CONUS** | continental United States |
| **COP** | common operational picture |
| **CRRC** | combat rubber raiding craft |
| **CS** | civil support |

**D**

| | |
|---|---|
| **DCE** | defense coordinating element |
| **DCO** | defense coordinating officer |
| **DHHS** | Department of Health and Human Services |
| **DHS** | Department of Homeland Security |
| **DMAT** | disaster medical assistance teams |
| **DMORT** | disaster mortuary operational response team |
| **DOC** | Department of Conservation |
| **DOD** | Department of Defense |
| **DODD** | Department of Defense directive |
| **DOE** | Department of Energy |
| **DOI** | Department of Interior |
| **DOJ** | Department of Justice |
| **DOT** | Department of Transportation |
| **DR** | dead reckoning |
| **DRSN** | Defense Red Switched Network |
| **DRT** | dead reckoning tracer |
| **DSCA** | defense support of civil authorities |
| **DSN** | Defense Switched Network |
| **DTG** | date-time group |
| **DWI** | disaster welfare information |

**E**

| | |
|---|---|
| **ECC** | evacuation control center |
| **EEFI** | essential elements of friendly information |
| **EMAC** | emergency management assistance compacts |
| **EMS** | emergency medical services |
| **EMT** | emergency medical technician |
| **EOC** | emergency operations center |
| **EPR** | Emergency Preparedness and Response |
| **EPLO** | emergency preparedness liaison officer |
| **ERT** | emergency response team |
| **ERT-A** | emergency response team advance element |
| **ERT-N** | emergency response team national |
| **ESF** | emergency support function |
| **ESQD** | explosive safety quantity distance |

**F**

| | |
|---|---|
| **FAA** | Federal Aviation Administration |
| **FBI** | Federal Bureau of Investigation |
| **FCC** | federal coordinating center |
| **FCO** | federal coordinating officer |

| | |
|---|---|
| **FEMA** | Federal Emergency Management Agency |
| **FGDC** | federal geographic data committee |
| **FLS** | forward logistic site |
| **FM** | field manual; frequency modulation |
| **FOB** | forward operating base |
| **FRC** | federal resource coordinator |
| **FSS** | fast sealift ship |

**G**

| | |
|---|---|
| **GARS** | Global Area Reference System |
| **GBS** | Global Broadcast System |
| **GSA** | General Services Administration |
| **GPMRC** | Global Patient Movement Requirements Center |
| **GPS** | global positioning system |

**H**

| | |
|---|---|
| **HAZMAT** | hazardous material |
| **HD** | Homeland Defense |
| **HF** | high frequency |
| **HQ** | headquarters |
| **HSPD** | Homeland Security Presidential Directive |
| **HSV** | high speed vehicle |
| **HUD** | Department of Housing and Urban Development |
| **HVAC** | heating, ventilation, and air conditioning |

**I**

| | |
|---|---|
| **IAW** | in accordance with |
| **IC** | incident commander |
| **ID** | identification |
| **ICODES** | integrated computerized deployment system |
| **ICP** | incident command post |
| **ICS** | Incident Command System |
| **IDN** | Initial Distribution Number |
| **IM** | information management |
| **IPL** | imagery product library; |
| **IS** | information system |
| **ISR** | intelligence, surveillance, and reconnaissance |
| **IST** | incident support team |

**J**

| | |
|---|---|
| **JA** | judge advocate |
| **JAG** | Judge Advocate General |
| **JDOMS** | Joint Director of Military Support |
| **JFACC** | joint force air component commander |
| **JFMCC** | joint force maritime component command |
| **JFO** | joint field office |
| **JHSV** | joint high speed vessel |
| **JIC** | joint information center |
| **JLCC** | joint logistics coordination center |
| **JMC** | joint movement center |
| **JOA** | joint operations area |

| | |
|---|---|
| **JP** | joint publication |
| **JRMPO** | joint regional medical planner's office |
| **JTF** | joint task force |
| **JTF-CS** | Joint Task Force-Civil Support |

**L**

| | |
|---|---|
| **LAA** | local area authorities |
| **LARC** | light amphibious resupply cargo |
| **LCAC** | landing craft air cushion |
| **LCM** | landing craft mechanized |
| **LCU** | landing craft utility |
| **LFA** | lead federal agency |
| **LMR** | land mobile radio |
| **LNO** | liaison officer |
| **LOC** | lines of communication |
| **LOG** | logistics |
| **LPD** | amphibious transport dock |

**M**

| | |
|---|---|
| **MA** | mission assignment |
| **MACA** | military assistance to civil authorities |
| **MACDIS** | military assistance for civil disturbances |
| **MASCAL** | mass casualty |
| **MCC** | media coordination center |
| **MCCDC** | US Marine Corps Combat Development Command |
| **MCM** | Manual for Courts-Martial |
| **MCPDS** | Marine Corps Publication Distribution System |
| **MCRP** | Marine Corps reference publication |
| **MED** | medical |
| **MFC** | meteorological and oceanographic forecast center |
| **MGRS** | military grid reference system |
| **MHS** | Military Health System |
| **MILSTRIP** | Military Standard Requisition and Issue Procedure |
| **MISREP** | mission report |
| **MOE** | measure of effectiveness |
| **MOP** | measure of performance |
| **MPF** | maritime pre-positioning force |
| **MPSRON** | maritime pre-positioning ships squadrons |
| **MSCA** | military support to civil authorities |
| **MSCLEA** | military support to civilian law enforcement agencies |
| **MTF** | medical treatment facility |
| **MTTP** | multi-Service tactics, techniques, and procedures |

**N**

| | |
|---|---|
| **NAD** | North American Datum |
| **NALO** | Naval air logistics office |
| **NATOPS** | naval air training and operating procedures standardization |
| **NAVFAC** | Naval Facilities Engineering Command |
| **NAVSUP** | Navy Supplement |
| **NCC** | Navy component commander |
| **NCHB** | Navy cargo handling battalion |

| | |
|---|---|
| **NDMS** | National Disaster Medical System |
| **NDMSOSC** | NDMS Operation Support Center |
| **NECE** | Navy Expeditionary Combat Enterprise |
| **NG** | National Guard |
| **NGA** | National Geospatial-Intelligence Agency |
| **NGB** | National Guard Bureau |
| **NGO** | nongovernmental organization |
| **NIMS** | National Incident Management System |
| **NIPRNET** | non-secure internet protocol router network |
| **NOACT** | Navy overseas air cargo terminal |
| **NOTAM** | notice to airmen |
| **NRP** | National Response Plan |
| **NRP-ICEPP** | National Response Plan and Incident Communications Emergency Policy and Procedures |
| **NSWE** | Navy Surface Warfare Enterprise |
| **NTSP** | National Telecommunications Support Plan |
| **NTTP** | naval tactics, techniques, and procedures |
| **NWDC** | Navy Warfare Development Command |

**O**

| | |
|---|---|
| **OBC** | optical bar camera |
| **OCONUS** | outside the continental United States |
| **OES** | office of emergency services |
| **OIC** | officer in charge |
| **OPCEN** | operations center |
| **OPCON** | operational control |
| **OPNAVINST** | Chief of Naval Operations instruction |
| **OPR** | office of primary responsibility |
| **OSD** | Office of the Secretary of Defense |

**P**

| | |
|---|---|
| **PA** | Public Affairs |
| **PAO** | Public Affairs Office |
| **PCA** | *Posse Comitatus* Act |
| **PCN** | publication control number |
| **PFO** | principal federal officer |
| **POC** | point of contact |
| **PPE** | personal protective equipment |
| **PTDO** | prepare to deploy order |
| **PTM** | personnel transport module |

**R**

| | |
|---|---|
| **RA** | risk assessment |
| **RFA** | request for assistance |
| **RFF** | request for forces |
| **RFID** | radio frequency identification |
| **ROE** | rules of engagement |
| **ROVER** | Remotely Operated Video Enhanced Receiver |
| **RUF** | rules for the use of force |
| **RSOI** | reception, staging, onward movement, and integration |

**S**

| | |
|---|---|
| **SA** | situational awareness |
| **SAD** | state active duty |
| **SAR** | search and rescue |
| **SATCOM** | satellite communications |
| **SBA** | Small Business Administration |
| **SCO** | state coordinating officer |
| **SecDef** | Secretary of Defense |
| **SFLEO** | senior federal law enforcement official |
| **SIPRNET** | SECRET Internet Protocol Router Network |
| **SITREP** | situation report |
| **SJA** | staff judge advocate |
| **SMART** | special medical augmentation response team |
| **SME** | subject matter expert |
| **SOP** | standard operating procedure |
| **SPINS** | special instructions |
| **SROE** | standing rules of engagement |
| **SRUF** | standing rules for the use of force |
| **STOLS** | System to Locate Survivors |
| **SUPSALV** | Supervisor of Salvage and Diving |

**T**

| | |
|---|---|
| **TACON** | tactical control |
| **T-ACS** | auxiliary crane ship |
| **TAG** | The Adjutant General |
| **T-AKR** | fast logistics ship |
| **TF** | task force |
| **TFR** | temporary flight restriction |
| **TTP** | tactics, techniques, and procedures |
| **TRAC2ES** | transportation command regulating and command and control evacuation system |
| **TRADOC** | US Army Training and Doctrine Command |

**U**

| | |
|---|---|
| **UAS** | unmanned aircraft system |
| **UHF** | ultrahigh frequency |
| **US** | United States |
| **US&R** | urban search and rescue |
| **USACE** | United States Army Corps of Engineers |
| **USAF** | United States Air Force |
| **USAFR** | United States Air Force Reserve |
| **U.S.C.** | United States Code |
| **USCG** | United States Coast Guard |
| **USDA** | US Department of Agriculture |
| **USMC** | United States Marine Corps |
| **USNG** | United States National Grid |
| **USNORTHCOM** | United States Northern Command |
| **USPACOM** | United States Pacific Command |
| **USSOUTHCOM** | United States Southern Command |
| **USTRANSCOM** | United States Transportation Command |
| **UTM** | universal transverse Mercator |

| | |
|---|---|
| **UXO** | unexploded ordnance |

**V**

| | |
|---|---|
| **VA** | Veterans Affairs |
| **VHF** | very high frequency |
| **VMAT** | veterinary medical assistance team |
| **VTC** | video teleconferencing |

**W**

| | |
|---|---|
| **WMD** | weapons of mass destruction |
| **WPS** | Worldwide Port System |
| **WX** | weather |

## PART II – TERMS AND DEFINITIONS

**civil emergency—**Any occasion or instance for which, in the 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 to lessen or avert the threat of a catastrophe in any part of the United States. (JP 1-02)

**civil support—**DOD support to US civil authorities for domestic emergencies, and for designated law enforcement and other activities. Also called **CS**. (JP 1-02)

[DOD support to US civil authorities for emergencies and for designated law enforcement and other activities. Civil support (CS) missions are undertaken by the Department when its involvement is appropriate and when a clear end state for the Department's role is defined. Civil Support includes military assistance to civil authorities (MACA), military support to civilian law enforcement agencies (MSCLEA), and military assistance for civil disturbances (MACDIS). Also called **CS**. (DOD, Homeland Security, Joint Operating Concept)]

**defense support of civil authorities—**Refers to DOD support, including federal military forces, DOD civilians and DOD contractor personnel, and DOD Agencies and components, for domestic emergencies and for designated law enforcement and other activities. Also called **DSCA**. (NRP)

Note: Defense support of civil authorities is conducted in the US (domestic) only, while CS includes assistance to the Department of State (DOS).

**domestic emergencies**—Emergencies affecting the public welfare and occurring within the 50 states, District of Columbia, Commonwealth of Puerto Rico, US 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 life and property or disrupt the usual process of

government. The term "domestic emergencies" includes any or all of the emergency conditions defined below: a. 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. b. civil disturbances - Riots, acts of violence, insurrections, unlawful obstructions or assemblages, or other disorders prejudicial to public law and order. The term "civil disturbance" includes all domestic conditions requiring or likely to require the use of Federal Armed Forces pursuant to the provisions of 10 USC 15. c. major disaster - Any flood, fire, hurricane, tornado, earthquake, or other catastrophe which, in the determination of the President, is or threatens to be of sufficient severity and magnitude to warrant disaster assistance by the Federal Government under Public Law 606, 91st Congress (42 USC 58) to supplement the efforts and available resources of state and local governments in alleviating the damage, hardship, or suffering caused thereby. d. natural disaster - All domestic emergencies except those created as a result of enemy attack or civil disturbance. (JP 1-02)

**domestic emergencies—**Emergencies affecting the public welfare and occurring within the 50 states, District of Columbia, Commonwealth of Puerto Rico, US 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 life and property or disrupt the usual process of government. Domestic emergencies include civil defense emergencies, civil disturbances, major disasters, and natural disasters. (JP 1-02) See also, "**civil emergency**."

**emergency management assistance compact—**The emergency management assistance compact is a congressionally ratified organization that provides form and structure to interstate mutual aid. Also called **EMAC**.

**emergency support function—**A grouping of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation, and services that are most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following domestic incidents of domestic emergency, disaster, or catastrophe. The emergency support functions serve as the primary operational-level mechanism to provide assistance to state, local, and tribal governments or to federal departments and agencies conducting missions of primary federal responsibility. Also called **ESFs**. (JP 1-02)

[A grouping of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation, and services that are most likely to be needed to

save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following domestic incidents. The emergency support functions (ESFs) serve as the primary operational-level mechanism to provide assistance to local, state and tribal governments or to federal departments and agencies conducting missions of primary federal responsibility. The NRP employs a functional approach that groups under 15 ESFs the types of direct federal assistance that a state is likely to need (e.g., mass care, health and medical services), as well as the kinds of federal operations support necessary to sustain federal response actions (e.g., transportation, communications). ESFs support one another in carrying out their respective missions. For example, a large-scale natural disaster or massive terrorist event may require the activation of all ESFs. A localized flood or tornado might only require activation of a select number of ESFs. Each ESF is headed by a primary agency designated on the basis of its authorities, resources and capabilities in that functional area. (NRP)]

**immediate response—**Any form of immediate action taken to assist civil authorities or the public to save lives, prevent human suffering, or mitigate great property damage under imminently serious conditions when time does not permit approval from a higher authority. (JP 1-02)

**incident—**An occurrence, either human caused or by natural phenomena, that requires action by emergency service personnel to prevent or minimize loss of life or damage to property or natural resources. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wild land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response. (NRP)

**incident command system (ICS)**—A standardized on-scene emergency management organization that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. The incident command system is the combination of facilities, equipment, personnel, procedures, and communications operating with a common organizational structure, designed to aid in the management of resources during incidents. The incident command system is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. The incident command system is used by various jurisdictions and functional agencies, both public and private, or organized field-level incident management operations. Also called ICS. (JP 1-02)

[A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. The incident command system (ICS) is the combination of facilities, equipment, personnel, procedures, and communications

operating with a common organizational structure, designed to aid in the management of resources during incidents. ICS is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, or organized field-level incident management operations. (NRP) Note: The national standard for ICS is provided by NIMS.]

**incident management—**All actions taken to prepare for, prevent, respond to, or recover from any event impacting lives or property. It includes pre-event, during, and post-event activities. It can be associated with attack, natural, or manmade situations involving disasters or other catastrophic occurrences. It includes military support to civil authorities, military assistance to civil authorities, military assistance during civil disturbances, and military assistance to law enforcement agencies programs under the umbrella of defense support of civil authorities. It includes both domestic and foreign support operations. It includes humanitarian aid and relief missions. Actions include measures to protect public health and safety, restore essential governmental services, and provide emergency relief to governments, businesses, and individuals affected by the incident. (JP 1-02)

[ A national comprehensive approach to preventing, preparing for, responding to and recovering from terrorist attack, major disasters and other emergencies. HSPD-5 states that the US Government shall establish a single, comprehensive approach to domestic incident management that treats crisis and consequence management as a single integrated function. Incident management includes measures and activities performed at the national level and includes both crisis and consequence management activities. (NRP)]

**incident of national significance—**An actual or potential high-impact event that requires a coordinated and effective response by and appropriate combination of federal, state, local, tribal, nongovernmental, and/or private-sector entities in order to save lives and minimize damage, and provide the basis for long-term community recovery and mitigation activities. (JP 1-02)

**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, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this act 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. (The Stafford Act)

**operational control**—Command authority that may be exercised by commanders at any echelon at or below the level of combatant command. Operational control is inherent in combatant command (command authority) and

may be delegated within the command. When forces are transferred between combatant commands, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over these forces should be specified by the Secretary of Defense. Operational control 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 subordinate joint force commanders and Service and/or functional 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; it does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training. Also called **OPCON**. (JP 1-02)

**response—**Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of incident mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include: applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into the nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice. (NRP)

**tactical control—**Command authority over assigned or attached forces or commands, or military capability or forces made available for tasking, that is limited to the detailed direction and control of movements or maneuvers within the operational area necessary to accomplish missions or tasks assigned. Tactical control is inherent in operational control. Tactical control may be delegated to, and exercised at any level at or below the level of combatant command. When forces are transferred between combatant commands, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over these forces should be specified by the Secretary of Defense. Tactical control provides sufficient authority for controlling and directing the application of force or tactical use of combat support assets within the assigned mission or task. Also called **TACON**. (JP 1-02)

**unified command—**A command with a broad continuing mission under a single commander and composed of significant assigned components of two or more Military Departments that is established and so designated by the President, through the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Also called **unified combatant command**. (JP 1-02)

[In the context of this publication, unified command is defined as "At the heart of the Incident Command System (ICS) is the concept unified command. Unified command is founded in the leadership principle of unity of command; wherein each person within an organization reports to only one designated person. Consider that whenever multiple jurisdictions and/or multiple agencies from within a jurisdiction become involved in an incident each has its own chain of command. The ICS concept calls for responding agencies to join together in a unified command for the duration of the incident." (NRP)]

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## M



## N



## O



## P



## R



## S



## T



## U



## V



## W

**FM 3-28.1**
**NTTP 3-57.2**
**AFTTP(I) 3-2.67**

**3 December 2007**

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