



Federal Emergency Management Agency

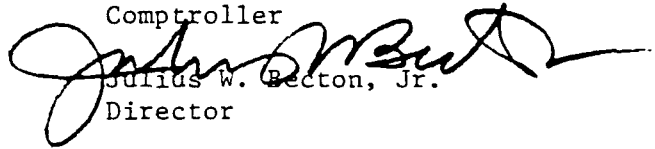
Washington, D.C. 20472

SP 12 1988

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MEMORANDUM FOR: Associate Director, National Preparedness Directorate
Associate Director, State and Local
Programs and Support Directorate
Regional Directors
Director, Office of Training
General Counsel ✓
Comptroller

FROM:


Julius W. Becton, Jr.
Director

SUBJECT:

FEMA/FORSCOM Memorandum of Agreement

On August 15, 1988, I cosigned the subject Memorandum of Agreement with General Palastra. The civil/military responsibilities assigned to FEMA are set forth on pages 5 through 8. Please share this important document with your staff, and ensure that implementing action is undertaken where necessary.

Attachment

MEMORANDUM OF AGREEMENT
BETWEEN
FORCES COMMAND
AND
THE FEDERAL EMERGENCY MANAGEMENT AGENCY

SUBJECT: Organizational Relationships

1. Purpose:

a. This agreement establishes a structure to facilitate cooperation and coordination between Forces Command (FORSCOM), Federal Emergency Management Agency (FEMA), and their subordinate elements to enhance planning and execution of civil and military responses to national security emergencies.

b. Further, the agreement serves to delineate specific services and tasks which each will perform for the other in mutually supportive missions, thereby eliminating confusion/and avoiding duplication. The agreement will assure that tasks are accomplished, and services provided, in a timely and coordinated manner with the greatest possible economy of federal, state, and local resources. This Memorandum of Agreement (MOA) does not commit any individual or unit to any duty or affect the funding or management of any program but expresses the mutual understanding of the parties which will guide specific planning or programming actions and their documentation, as required.

2. Reference:

a. Executive Order 11490, Assigning Emergency Preparedness Functions to Federal Departments and Agencies, 28 October 1969 (references to be provided).

b. Executive Order 12148 as amended, Federal Emergency Management, 3 CFR, 1979 Comp., p 412, 20 July 1979.

c. Executive Order 10480, Further Providing for the Administration of the Defense Mobilization Program, 3 CFR, 1949-1953 Comp., p 962, 14 August 1953.

d. FORSCOM CONPLAN 7040-87, Land Defense of CONUS, draft 1988.

e. FORSCOM CONPLAN 7045-87, Military Support of Civil Defense, draft 1988.

f. JCS SM 102-83, Basic Planning Directive for the Land Defense of Continental United States and Military Support of Civil Defense, 15 February 1983.

g. National Security Decision Directive 47, Emergency Mobilization Preparedness, 22 July, 1982.

h. DOD Directive 3020.26, Continuity of Operations Policies and Planning, 24 October 1985.

i. DOD Directive 5160.54, DOD Key Assets Protection Program, 5 December 1986 (under revision).

j. DOD Directive 3025.1, Use of Military Resources During Peacetime Civil Emergencies Within the United States, its Territories and Possessions, 23 May 1980 (under revision).

k. DOD Directive 3025.10, Military Support of Civil Defense, 22 July 1981 (under revision).

l. DOD Directive 3025.12, Employment of Military Resources in the Event of Civil Disturbance, 19 August 1971 (under revision).

m. DOD Directive 3005.2, Non-Industrial Facilities for Mobilization, 5 July 1972.

n. DOD Directive 5030.45, DOD Representation on FEMA Regional Preparedness Committees, 27 November 1983 (under revision).

o. DOD 1215.6, Uniform Reserve Training and Retirement Categories, 27 September, 1987.

p. Federal Civil Defense Act of 1950, 50 U.S.C. 2251 et seq., as amended.

q. Memorandum of Understanding Between FEMA and the Department of Defense, effective 7 July 1987.

r. National Security Decision Directive 188, National Security Emergency Preparedness, 22 September 1985.

s. National Security Decision Directive 259, U.S. Civil Defense, 4 February 1987.

3. Background:

a. FEMA is responsible for leading and developing Federal civil defense, continuity of government and related emergency management programs which facilitate protection of people and the passive defense of the United States. FORSCOM has specific responsibilities, delegated by the Secretary of Defense and the

Joint Chiefs of Staff, which include providing Military Support to Civil Defense (MSCD) in wartime and preparedness for MSCD in peacetime.

b. These responsibilities are assigned by statutes and executive orders. Procedures and taskings required to accomplish these responsibilities are specified in individual department or agency documents (see references).

c. It is in the national interest that actions meeting these responsibilities be coordinated and mutually supportive through integrated plans and execution.

(1) FORSCOM:

(a) The Commander in Chief, Forces Command (CINCFOR) is responsible for Land Defense of CONUS/Military Support of Civil Defense (LDC/MSCD) planning and execution within CONUS.

(b) CINCFOR is responsible for implementing an Emergency Regional Reporting (ERR) structure for all DOD components in CONUS (DODD 3020.26).

(c) FORSCOM carries out its responsibilities through five Continental U.S. Armies (CONUSAs) and State Area Commands (STARCs) for each of the 48 contiguous States and the District of Columbia.

(2) FEMA:

(a) Correlating the statutory authority cited therein, the relevant responsibilities of FEMA stem from the Federal Civil Defense Act of 1950, as amended, Executive Orders 12148 and 11490, National Security Decision Directive 259, and other orders referred to therein. FEMA supports national security emergency planning, facilitating coordination between federal departments and agencies and state and local governments, and assists in the implementation of National Security Council policy through coordination among federal departments and agencies. Among other functions, FEMA designs, coordinates, and administers policies and programs to enhance federal, state, and local capabilities for civil mobilization, crisis management, civil defense management and population protection, and emergency repair and restoration in the event of an attack on the United States.

(b) FEMA carries out its responsibilities through a field organization consisting of 10 regional offices providing coordination linkage with other Federal regional departments and

agencies, state and local governments, a North American Aerospace Defense Command (NORAD) detachment and liaison officer at FORSCOM.

4. Agreement:

a. FORSCOM. In accordance with the authorities, directives, and orders of the Secretary of Defense, the Joint Chiefs of Staff and the Secretary of the Army, and with approved programs and funding, FORSCOM will:

(1) Coordinate with FEMA in the development and execution of MSCD plans. Coordination will be accomplished at national, regional, and state levels to assure planning and execution are realistic, comprehensive, and effective.

(2) Develop a system for mutual emergency information exchange prior to or during periods of national emergency. Such a system should, as a minimum, provide for the exchange of critical information including Residual Capability Assessment (RECA) information and supporting MSCD, LDC and mutual survival, reconstruction, and recovery activities from natural disaster through nuclear attack.

(3) Develop a program of military national security emergency preparedness training and education for presentation at appropriate military and civil emergency management training institutions.

(4) With assistance of FEMA, develop appropriate LDC/MSCD related training courses suitable for use at FEMA's Emergency Management Institute (EMI).

(5) Enroll military planners, operations, and logistical personnel in FEMA-conducted civil emergency management courses to ensure constant infusion of current pertinent civil emergency management knowledge into military support operations.

(6) Provide information and guidance, as appropriate, to DOD liaison personnel assigned or attached to FEMA national or regional headquarters in peace, crisis or war and provide direct FORSCOM liaison to FEMA national headquarters as appropriate in time of crisis or war.

(7) Facilitate or develop procedures for providing adequate liaison by military services to civil emergency management agencies at state and regional levels and oversee/evaluate the effectiveness of that liaison.

(8) Ensure adequate and FEMA-compatible communications, automated data processing (ADP), cryptological equipment and materiel, operational procedures, and procedures for periodic exercise and testing are available to perform FORSCOM responsibilities.

(9) In the event of a joint/interagency acquisition, initiate development of a joint acquisition strategy to carry out FEMA/FORSCOM operations in support of national objectives.

(10) Serve as principal coordinator and designer of those portions of exercises which have as key objectives the execution of LDC/MSCD and integrate FEMA input into that design and coordination.

(11) Provide COMSEC materials to HQ FEMA as agreed between FORSCOM and FEMA.

(12) Coordinate, for FEMA, security access to FORSCOM programs and facilities.

(13) Develop procedures for FORSCOM elements to coordinate with FEMA regions and State Civil Defense Authorities in the management of transportation operations in support of Civil Defense actions.

(14) CINCFOR in his capacity as Principal Regional Liaison Representative (PRLR), will be responsible for coordinating the DOD Non-Industrial Facilities (NIF) Program within the 10 FEMA regions.

(15) As DOD's Executive Agent for the Non-Industrial Facilities (NIF) program, coordinate predesignation requests from DOD elements and forward to appropriate FEMA Regions.

(16) Establish a FEMA/FORSCOM Information Systems Working Group (ISWG) designed to identify mutual requirements, integrate planning efforts and develop recommended actions to fulfill information systems requirements in support of the wartime missions of both organizations.

(17) Such other additional responsibilities as are jointly agreed upon by the signatories of this agreement and added by amendment.

b. FEMA. In the context of this MOA, it shall be the responsibility of FEMA to:

(1) Provide continuity of operations planning assistance (other than financial) to FORSCOM in order to enhance

the probability of each being able to maintain a viable direction and warning control capability.

(2) Encourage state offices of emergency services to develop state-level Civil Defense and other plans in coordination with State Area Commands, provide them guidance in plan development, and verify compatibility with national objectives.

(3) Develop a system for emergency information exchange prior to or during periods of national emergency. Such a system should, as a minimum, provide for exchange of critical information pertaining to mutual support of civil defense, key asset protection and survival, and reconstitution and recovery activities from natural disaster through nuclear attack.

(4) Develop a reliable and effective system for Residual Capabilities Assessment (RECA), to include establishing a minimum essential pre-attack civil data base and methods of accumulating and assessing reports of effects of attack on that base. Provide to FORSCOM (and other DOD elements as appropriate) consolidated civil situation, RECA and radiation data in trans- and post-attack environments.

(5) Provide FORSCOM attack protection information and assist in defining resources essential to the development of viable continuity of operations capabilities.

(6) Include FORSCOM primary and alternate command centers in the national warning system (NAWAS) and provide necessary equipment to receive and relay warning-related messages as mutually deemed necessary by agreeing parties.

(7) Cooperate with and provide input to FORSCOM in identifying key assets in support of the DOD Key Assets Protection Program (KAPP).

(8) On a periodic basis, consolidate inputs from other Federal Agencies and provide FORSCOM a list of key civil sector infrastructure and support systems for possible inclusion in DOD KAPP program.

(9) Assist FORSCOM to develop and conduct LDC/MSCD-related training at the Emergency Management Institute as appropriate.

(10) Promote and conduct civil/military co-sponsored military support coordination conferences regionally and nationally, as required.

(11) Provide COMSEC material between FEMA regions and Continental Armies and as further agreed between FORSCOM and FEMA.

(12) Domicile a full-time FEMA Liaison Officer at FORSCOM Headquarters to facilitate day-to-day planning and operational coordination in accordance with the position description attached as Appendix 1 to this agreement. Require each FEMA region to designate a staff member to function in a similar capacity with their respective Continental U.S. Army Commands on an as-required basis. Be prepared to augment FORSCOM liaison.

(13) Ensure adequate and FORSCOM-compatible communications, ADP, cryptological equipment and materials, operational procedures, and procedures for periodic exercise and testing are available to perform FEMA responsibilities.

(14) In the event of a joint/interagency acquisition, initiate the development of a joint acquisition strategy to carry out FEMA/FORSCOM operations in support of national objectives.

(15) Provide the input necessary to assure adequate representation of civil sector views and requirements of the federal, state, and local levels of government in the development of LDC/MSCD plans.

(16) Coordinate the FEMA Civil National Security Exercise Program with FORSCOM to assure that LDC/MSCD are adequately addressed in all relevant exercises.

(17) Integrate into existing resource management plans and procedures and develop the mechanisms needed to assure mission-essential resource claimancy procedures exist at national and regional levels.

(18) Coordinate for FORSCOM security access to FEMA programs and facilities.

(19) In conjunction with FORSCOM, develop a trained cadre of joint service Individual Mobilization Augmentees (IMA) to strength survivable crisis management of civil governments and support national security emergency preparedness.

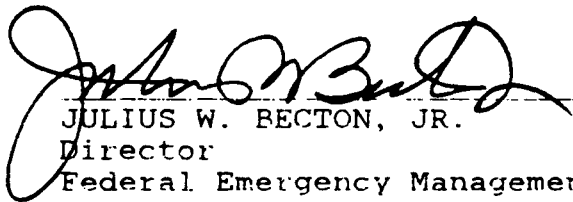
(20) Ensure FEMA Regions coordinate DOD requests for predesignation of nonindustrial facilities for mobilization with appropriate State offices. In event of conflicting requests from two or more government entities for the same facility, FEMA will attempt to resolve the conflict, referring matter to higher authority if necessary.

(21) Establish a FEMA/FORSCOM Information Systems Working Group (ISWG) designed to identify mutual requirements, integrate planning efforts, and develop recommended actions to fulfill information systems requirements in support of the wartime missions of both organizations.

(22) Such other additional responsibilities as may be jointly agreed upon by the signatories of this agreement and added by amendment.

5. Both signatories shall institute administrative procedures to ensure this document is reviewed/updated on an annual basis.


6. Effective Date. This agreement shall be in effect immediately upon signature by both parties and continue in effect unless terminated by either party upon notice in writing to the other party. Amendment or modification to this agreement may be made.



JULIUS W. RECTON, JR.
Director
Federal Emergency Management
Agency

15 August 1988

Appendix attch



JOSEPH T. PALASTRA, JR.
General, USA
Commander in Chief
Forces Command

15 August 1988