

AIR WAR COLLEGE

AIR UNIVERSITY

INITIAL RESPONSE HUB:
BRIDGING THE GAP
BETWEEN STATE AND FEDERAL RESOURCES

by

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Biography

Lt Col Barry D. Gorter attends Air University, Maxwell AFB, AL. Prior to attending Air War College, Lt Col Gorter was the 123rd AW Deputy Maintenance Group Commander responsible for management of C-130 aircraft maintenance and sortie generation. Lt Col Gorter is also a Senior Command pilot.

He joined the Air Force in 1990, completing Officer Training School at Lackland AFB, TX, followed by Undergraduate Pilot Training at Laughlin AFB, TX in 1991. Lt Col Gorter became a member of the Kentucky Air National Guard in 1991. He finished his training by attending survival school and C-130 flight training at Little Rock AFB, AR. He upgraded to aircraft commander in 1994.

Lt Col Gorter is a veteran of numerous combat operations to include OPERATION RESTORE HOPE, OPERATION PROVIDE PROMISE, VOLANT OAK, JOINT ENTERPRISE, CORONET OAK, OPERATION IRAQI FREEDOM, and OPERATION ENDURING FREEDOM. In 2002, he became the OIC of Quality Assurance, and in 2006 became the AMXS Squadron Commander after attending the Accelerated Maintenance Officer Course at Sheppard AFB, TX. In 2008, Lt Col Gorter was assigned to the position of Deputy Maintenance Group Commander.

“Domestic security of the American people is not simply a mission requirement co-equal with overseas war fighting; it is the primary mission of the Department of Defense and superior in its importance, when compared to all other missions.” (Secretary Gates)

INTRODUCTION

Despite all the lessons learned in the wake of 9/11 and Hurricane Katrina, state and local governments still lack an air-centric entity to quickly assess damage and to assist in initial recovery coordination. The intent of this paper is to propose an Initial Response Hub (IRH) which will be at the disposal of each state’s governor and will assist him at a time of crisis. The IRH will include capabilities of airfield command and control, ramp operations to on load and offload cargo, search and rescue capability, medical assistance and analysis, as well as airlift to deliver people and supplies via airland or airdrop. The IRH will be at the crisis location within 5 hours of being alerted. Once the IRH arrives, the various members will assess the situation through the lens of their specialty, and this quick assessment and analysis will help determine the strategy for crisis recovery. This paper will demonstrate the need for the IRH as well as how it should be funded. As part of the funding formula, the size and structure of the organization, as well as the concept of operations, will be presented. Throughout this paper will be illustrations of how the IRH will enhance recovery efforts from natural and manmade disasters.

As mentioned, the IRH is a mechanism to assist governors and will be available for their disposal during times of crisis. Governors have varying backgrounds and expertise in crisis management. They may be very familiar with what is offered by FEMA, but have little or no experience in dealing with the Department of Defense (DoD) or the Department of Homeland Security (DHS). Even though the governor is the commander of the states National Guard, much

of the influence comes from the states Adjutant General (TAG) whose primary mission is not crisis management, but rather combat readiness. Regardless of experience level, it is critical governors respond quickly to a natural or man-made crisis. A natural crisis may be a hurricane, tornado, forest fire, ice storm, or flood, and a man-made crisis may be a chemical, biological, radiological, nuclear, or high-yield explosive (CBRNE) event. This paper will demonstrate not only the necessity for the IRH, but also that the National Guard (NG) is the best organization to implement this capacity and perform the mission. The Guard works under USC Title 32 rules when called to service by the governor. Title 32 rules differ significantly from those of federal employees operating under Title 10 rules. Once governors request federal assistance, “the Stafford Act authorizes the POTUS to provide financial and other assistance to state and local governments.”¹ The governor relinquishes control when Title 10 employees are called into the state; attached to federal assistance is federal control of the recovery. LT COL Edwin Pascua (ret), former USNORTHCOM J5C, estimates that typically, governors will wait up to 72 hours before they realize the crisis at hand is greater than their state’s capacity to handle.² Pascua states the natural inclination of a governor is to handle the crisis with the assets of his state. Because the IRH will operate under Title 32 rules, it will be able to assist the governor without the governor losing any control – a major impediment to domestic response. This assistance will help the governor determine the best course of action, whether it is to call in federal support, initiate Emergency Management Assistance, or use the state’s capacity alone.

When speaking at the Center for Strategic and International Studies, Paul McHale, Assistant Defense Secretary for Homeland Defense, optimistically declared that 20,000 troops

¹ National Response Framework, Department of Homeland Security, January, 2008, p. 40.

² Lt Col Edwin Pascua (Retired) now works as an associate with Booz, Allen, Hamilton as an expert in NORAD and USNORTHCOM. Phone interview took place 4 November 2009.

would be dedicated to domestic response.³ According to McHale, the realization that civilian authorities may be overwhelmed in a catastrophe had prompted “a fundamental change in military culture.” These suggested changes were proposed because McHale recognized the model applied to military forces deployed and operating abroad is vastly different from the domestic model. While some catastrophes will almost assuredly overwhelm civil authorities, McHale’s “fundamental change” has gotten little traction. Following 9/11, the federal government created new agencies such as DHS and USNORTHCOM, but unfortunately, the addition of federal infrastructure and capabilities missed the mark with regard to individual states, where all emergencies begin. Effective 1 October 2008, USNORTHCOM developed the CBRNE Consequence Management Response Force (CCMRF), a rapid-response force of 4,700 people (with plans for 2 more).⁴ The CCMRF is a quick response force (within 48 hours) to handle large scale CBRNE events. This standing force is an excellent start, but gaps exist in its effectiveness. One must remember, the governor determines response to domestic emergencies, not a federal agency. Once a governor requests federal assistance, the projected forty eight hours is a significant time for federal response during an emergency, and there is no designated airlift in place to move the CCMRF. The creation of an IRH will bridge both of these gaps, with a shortened response time and adequate airlift. The use of federal troops also creates a legal hurdle. The Posse Comitatus Act of 1878 is the federal law restricting regular military troops from performing domestic law enforcement.⁵ National Guard troops in Title 32 status are not subject to Posse Comitatus. In addition to accelerating the response time and enabling the

³ Hsu, Spencer S. and Tyson, Ann Scott, “Pentagon to Detail Troops to Bolster Domestic Security”, Washington Post, 1 December 2008

⁴ <http://www.northcom.mil/News/2008/093008.html> (accessed 1 December 2009).

⁵ The Posse Comitatus Act of 1878, 18 U.S.C. § 1385 (1878)

CCRMF, the creation of the IRH with National Guard personnel alleviates the difficulties in potential law enforcement activity.

In the past 8 years, the United States has made many changes in how it handles domestic issues in times of crisis. Many valuable lessons have been learned and much progress has been made to prepare our country to handle catastrophic events. Americans need the assurance that their own domestic security is paramount in the eyes of their state and national leaders. Domestic security means different things to different people. One perception of domestic security would dictate there be no more attacks on American soil. September 11th revealed vulnerabilities that most Americans had not previously considered. Others view domestic security as keeping order after a natural disaster. The images of New Orleans looting, residents on their rooftops pleading for help, miles of homes destroyed, and the chaos in the streets are all examples of a lack of some type of domestic security. One responsibility of the government is to have the structure, training, equipment, personnel, and mechanisms in place to ensure security for all types of crises. The IRH will become one part of the process that enhances domestic security by providing timely information to governors and a bridge to federal response when it is needed most.

In building a case for the IRH, understanding what it does and how it works will serve as a backdrop; then the existing agencies will be reviewed in determining how the IRH integrates with governmental, intergovernmental and interagency players. This paper will review the roles and responsibilities of the DoD, DHS, and Joint Force Headquarters at the state level (JFHQ-State). These are mission focused agencies that address many scenarios and situations. This paper will demonstrate how the Initial Response Hub not only fits into this structure, but aids in timeliness and effectiveness.

STRUCTURE OF THE INITIAL RESPONSE HUB

COMMAND AND CONTROL, FUNDING, AND GOVERNOR BUY-IN

In 1996, Congress ratified the Emergency Management Assistance Compact (EMAC) into law ‘making it the first natural disaster compact since...1950.’⁶ ‘EMAC offers state to state assistance during governor-declared states of emergency.’⁷ EMAC has proven its worth in a number of cases, including in 2004 with Hurricanes Charlie, Frances, Ivan, and Jeanne and in 2005 with Hurricanes Katrina and Rita. EMAC is a mechanism that brings a variety of services to assist a state requesting help. These services include search-and-rescue, healthcare, fire/hazmat, engineers, policemen, and animal rescue personnel. The compact requires that states assist fellow states when they are asked, if they have the capacity. After a state of emergency has been declared in the impacted state, EMAC member states contact the administrating body, which is the National Emergency Management Association (NEMA). NEMA, a non-partisan, non-profit 501(c)(3) association⁸, coordinates with nearby states, setting up contracts, resolving issues of liability, and coordinating properly credentialed personnel. The concept is for an individual state to help another state in times of crisis. EMAC is a federal program, with the requesting state paying the costs of the assisting state. Even though each governor knows he will eventually have to pay the bill for EMAC, he also knows he has access to outside capacity to get his state back on solid footing. The governor gains added capacity for catastrophes without being forced to maintain it when not needed.

⁶ <http://www.emacweb.org/?321> (referenced 19 November 2009). The EMAC site gives history as well as description of its function and mechanics.

⁷ <http://www.emacweb.org> (accessed 19 November 2009).

⁸ <http://www.nemaweb.org/default.aspx?ID=1916> (accessed 16 November 2009)

The unique features of EMAC's organization will be mirrored with the Initial Response Hub. The funding and command and control (C2) will be very similar. EMAC is funded through grants from DHS/FEMA.⁹ The IRH will be federally funded as well, but Congress will channel the funds through the National Guard Bureau (NGB). This will allow impartiality when the IRH supports DHS/FEMA or DoD. NEMA, the controlling organization for EMAC, is funded by each individual state. This allows the governors autonomy. Governors will make requests through NEMA, who will contact the IRH. NEMA will be the interface between each state and the IRH, so in the event multiple states are requesting the IRH at the same time, NEMA will be the agency to prioritize the requests. Impartiality exists because the core membership of NEMA is balanced with each state's director of emergency management.¹⁰

The EMAC structure illustrates two keys to success for the IRH. First, governor buy-in is critical. Governors must take ownership of the IRH as they do with EMAC. This will be easily accomplished because the IRH will be viewed as a tool that a governor can call upon when a crisis event happens in his state. Also, the governor knows that by calling upon the IRH, he has relinquished no control of his state's assets or ceded control within his state to others, such as the federal government. Governors will appreciate the timeliness. Because the IRH will have a pre-arranged agreement like EMAC, the response time will be much quicker than going through federal channels. The chain of events will be simplified as only the governor, NEMA and IRH will be involved, and all operate 24/7/365.¹¹ Figure 1 illustrates the process of a federal airlift

⁹ Angela Copple, NEMA Director. Phone interview conducted 1 December 2009.

¹⁰ <http://www.nemaweb.org/default.aspx?ID=1916> (accessed 30 November 2009).

¹¹ Angela Copple, NEMA Director. Phone interview conducted 1 December 2009. Ms. Copple indicated they have 24/7/365 coverage.

request.¹² A governor's request may take from 72 to 96 hours. This is far too long to be helpful in the case of a catastrophe.

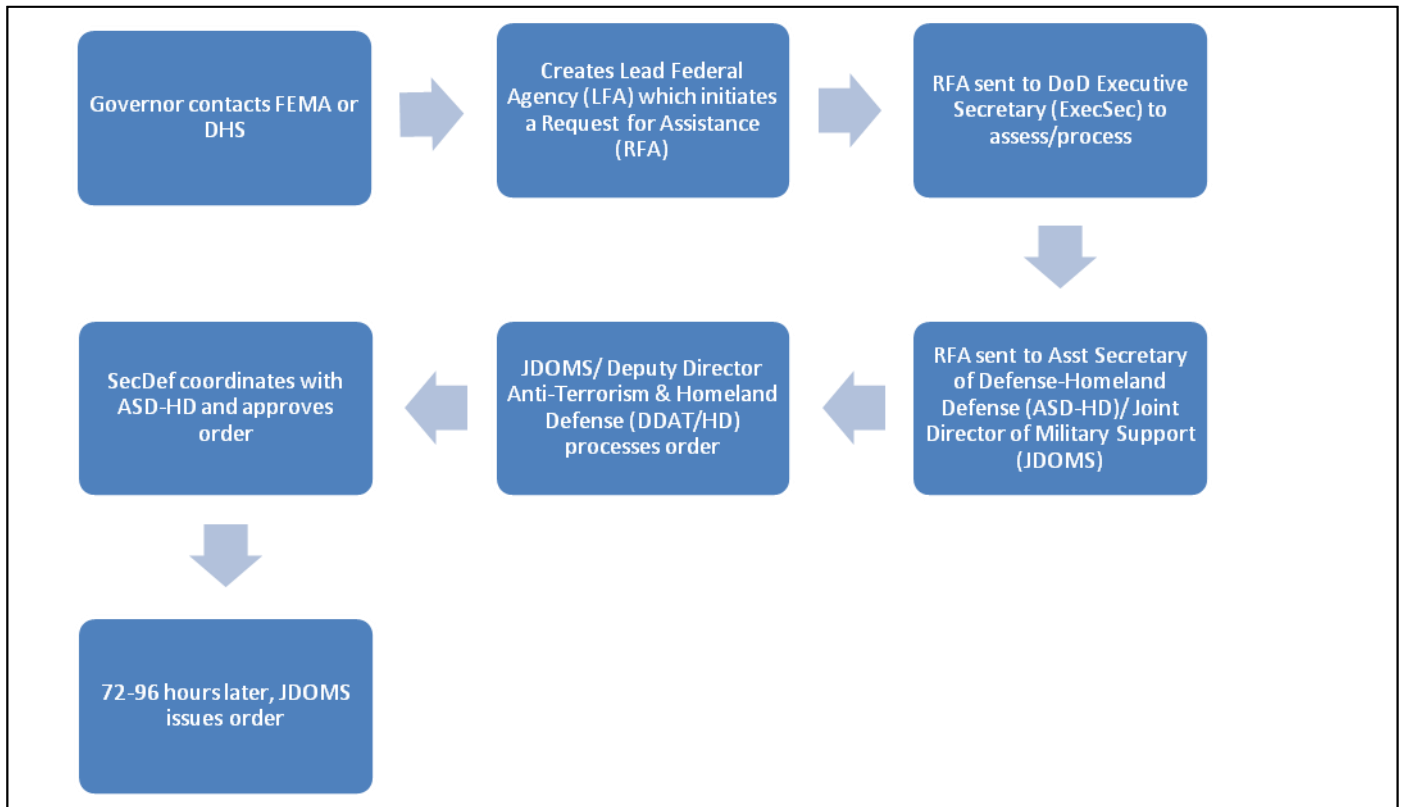


Figure 1

Secondly, like EMAC, the IRH will utilize a third party agency, NEMA, to administer the program. When multiple states are requesting help, NEMA will prioritize the nation's interests and direct the IRH appropriately. Also, any concern regarding the physical location of the IRH (which state it is located in) will be eliminated because NEMA controls IRH deployments.

NEMA will receive inputs from each state as well as federal agencies and determine the state with the most critical need and will dispatch the IRH to that location. The role of NEMA will

¹² HQSDDC, Fort Eustis, VA, Military Surface Deployment and Distribution Command (SDDC) Symposium, "Hurricane Relief Planning" 24 April 2007. Also, I found no sources that refuted the 72-96 hour timeframe, in fact, both Ed Pascua and Ken Franklin agreed it seemed reasonable.

give governors confidence that their states have equal rights in accessing the IRH. NEMA will serve as a litmus test to ensure the governor's request is justified and not frivolous. This will give governors assurance that the IRH will be available when their state needs the capability.

The administration of the IRH has been discussed, but what does the IRH bring? It must have sufficient capabilities to make it worth pursuing. An Initial Response Hub is an organization with airlift, security, airfield management, cargo loading capacity, and medical expertise. It is available 24 hours a day, 365 days a year. The Hub will be ready for immediate response and will be assembled and airborne within 2 hours. Considering the furthest distance from the proposed hub is approximately 3 hours away, the IRH will be on-site within 5 hours after receiving the phone call notifying them of an event. Below is a description of each component of the Hub and the role played during a crisis event.

AIRLIFT Airlift is provided by four C-130s. The aircraft has ample capacity; it carries 86 personnel and/or an excess of 40,000 pounds of cargo. The C-130 has the ability to land on a variety of landing surfaces. In the event the airport is not functional, personnel from the Special Tactics Squadron (STS) can be airdropped. STS can then secure a road or some other surface to be used for the C-130 landing. The C-130 is designed for short field landings and is capable of landing on unimproved runways. The crew members are trained for night landings (with minimal lighting provided by the STS) using night vision goggles. The reason for choosing the C-130 over other platforms (i.e. C-17 or C-5) is its payload capacity, airdrop ability, short field landing capacity, low operating costs, and availability in the Air National Guard.

SECURITY Once personnel are on the ground, the security team will ensure their safety. After determining the landing area is safe, security specialists will begin the assessment of

security needs in the community. The goal is for the security team to give a third party opinion to the governor regarding the need and required capacity of the state's safety assets relating to the emergency condition. Determining the effectiveness of the local police force and whether the need exists to activate the National Guard are difficult for the governor when conditions are in disarray. During Hurricane Katrina, much of the New Orleans police force was unable to serve the public because they were attending to their own families' needs. In a man-made crisis event, the IRH would provide an initial assessment on the effectiveness of the existing security force compared to the threat of civil unrest and looting. Once an assessment had been made, the IRH would give a recommendation to the governor. This recommendation may be to allow the local police to manage the situation, call in the National Guard, enact EMAC, or call in federal troops. The governor benefits because he is getting a recommendation from someone who is trained in crisis management and is making unbiased recommendations based on previous experience and their informed, first-hand judgment.

CONTINGENCY RESPONSE GROUP (CRG) The CRG is a "rapid-deployment unit...to be the 'first-in' force to secure the airfield and establish and maintain airfield operations."¹³ They are trained to assess, command, and manage landing strip operations. The CRG will manage on-load and off-load of cargo, prepare the landing strip for increased frequency, and serve as air traffic control. They have the capacity to open and sustain airfield operations. If it appears that the crisis event will lead to a large airlift movement, the CRG will assist as larger organizations arrive and will supplement their federal counterparts as long as deemed necessary.

¹³ <http://www.andersen.af.mil/library/factsheets/factsheet.asp?id=7068> (accessed 19 November 2009). The 36th CRG is from Andersen AFB.

SPECIAL TACTICS SQUADRON (STS) Whether airdropped or arriving with the rest of the crew, Special Tactics (STS) provide a variety of services. Along with the CRG, the STS will “perform austere airfield control, terminal attack control, personnel rescue and recovery, assault zone assessment, battlefield trauma care, direct action, and special reconnaissance.”¹⁴ STS is trained to enter a combat zone and conduct airfield operations. Once the airfield is under CRG control, STS will begin the search and rescue process (STS was integral during Hurricane Katrina in this capacity) and will serve as the initial phase of medical care, if EMEDS has not arrived. Much like the AF Pararescue, STS offers a skill set that is both flexible and unique.

EXPEDITIONARY MEDICAL SUPPORT (EMEDS) The EMEDS team arrives ready to treat the injured and assess the medical needs in the community. EMEDS is a “modular, scalable, rapid response medical package that can be used in humanitarian relief, wartime contingencies and disaster relief operations.”¹⁵ There are 4 unique packages ranging from one tent and 12 medical personnel up to 9 tents and a staff of 85 medical personnel. Col Ken Franklin (ret), NGB A5/A8, says funding is in place to add EMEDS to every state.¹⁶ Placing an EMEDS at an IRH location will be easily accomplished. The EMEDS team will not only provide trauma care, they will work with airlift to move injured and special needs patients out of the crisis area. This may include the pre-movement of patients when a natural disaster is forecast. Franklin views the lack of pre-movement (as well as during a crisis) as a gap between federal and state capacity, and the IRH is ideal in filling the gap.

¹⁴ <http://www2.hurlburt.af.mil/library/factsheets/factsheet.asp?id=6858> (accessed 15 November 2009). The 23rd STS is located at Hurlburt Field, FL.

¹⁵ <http://www.ng.mil/features/HomelandDefense/emeds/factsheet.html> (accessed 30 November 2009)

¹⁶ Col Ken Franklin (Retired), NGB/A5/A8 Domestic Ops Requirements Planning and Programming (phone interview on 7 December 2009). Col Franklin (Ret) has a medical background and coordinates state readiness of CERFP and Civil Support Teams (CST).

CONCEPT OF OPERATIONS

THE NUMBER OF INITIAL RESPONSE HUBS AND WHERE THEY ARE LOCATED

While it would be optimal to have IRHs collocated with the 10 FEMA regions, this doesn't seem financially practical. The next best option would be placing an IRH in the Northeast, Southeast, Northwest, and Southwest regions. But in an environment of shrinking budgets, this paper will take the most conservative position, 2 hubs. An East and West regional hub is the minimum and will be the basis for this paper, realizing that a higher IRH to FEMA ratio increases effectiveness as well as timeliness and cooperative efforts. In determining the location of the 2 IRHs, several factors are taken into account: flight time/distance within the region, Air National Guard (ANG) units already in place, and distinct capabilities currently in place at those ANG units. The flight time from the IRH to the furthest point in the region is the worst case scenario and must not exceed 3 hours. In order to keep costs as low as possible, collocating the IRH with an existing Air National Guard unit will minimize stand-up and residual costs.

The units that best meet these requirements are the Kentucky Air National Guard in Louisville, KY for the East Region and the Channel Island Air National Guard in Oxnard, CA for the West Region. These units have the best blend of skill sets discussed above and have the capacity to increase their C-130 fleets by 4 aircraft each.

IMPLEMENTATION PROCESS

Once the IRH has been approved and funding established, the NGB will acquire 8 C-130 aircraft, 4 C-130 H2 models for Kentucky ANG and 4 C-130J models for Channel Island ANG.

Providing like type aircraft will preclude any transition training for aircrew or maintenance personnel. Both units have adequate ramp and hangar space to add 4 aircraft.¹⁷ A proportional amount of ground equipment will be added to complement what already exists. Little change is required in the base supply system or aircraft parts supply system. A survey of office space for the IRH will be conducted. If a reallocation of space is not acceptable, a new building may need to be constructed.

Personnel added for the Airlift, Security, CRG, and STS teams will be at a 2.0 crew to aircraft ratio (standard ratio for C-130 units is 1.5). The higher ratio is due to the 24/7/365 operation. No additional training will be required for any of these teams. The Kentucky ANG will need to add an EMEDS team to its unit. The NGB currently has 20 EMEDS units throughout the country with funding in place to add another 32.¹⁸ Once an EMEDS team is collocated to Kentucky ANG, the East IRH will be fully operational. Some training for EMEDS may be involved, but the Kentucky ANG's existing Medical Group will provide the core personnel for the new EMEDS team. The East IRH should be operational approximately 6 months after implementation, with the primary challenge of establishing the EMEDS team.

The Channel Island ANG has the Airlift, Security, a surrogate CRG with their Airlift Control Flight (ALCF), and EMEDS teams in place. Their ALCF is very similar to a CRG and would require minimal training to upgrade to a CRG. Channel Island does not have a STS. The training program for STS is extensive, lasting over 1.5 years. Channel Island will need to seek

¹⁷ Col Gregory Nelson, 123 AW/CC (phone interview 05October2009).

¹⁸ <http://www.ng.mil/features/HomelandDefense/emeds/factsheet.html> (accessed 1 December 2009). Factsheet verifies the 20 already in place. Angela Copple, NEMA Director (phone interview conducted 1December2009) states NGB has secured funding in FY2007 to add 32 EMEDS units throughout the country. The locations are still being determined.

Air Force and NGB assistance in acquiring experienced personnel for the team (vice building a new team). Channel Island will be operational within 6-9 months of implementation, depending on the recruiting process for STS.

INTERAGENCY TRAINING

Each team in the IRH has specific Army or Air Force training requirements for their specialty. No change to their current specialty training criteria (type or number of events) is required. Many of these training events will be completed at home station, while not on alert status. The added value of the IRH will be additional training conducted in cooperation with both state and federal organizations. Since the IRH is comprised of National Guard personnel who are familiar with the interaction between state and federal agencies during emergency response, interagency training with the DoD and FEMA will be familiar and coordinated. The primary training benefit with DoD and FEMA will be the establishment of clear Command and Control (C2) relationships as well as capacity awareness of other organizations, so the assistance requests will be as smooth as possible. A relationship already exists between the IRH and DoD; the relationship between the IRH and FEMA will mature as they train together.

Training events with individual states will be extremely beneficial. Understanding of capacity, C2, and organizational culture will be gained with state and local governments. Many of the state, local and tribal organizations are not familiar with developing training practices and exercises. And while FEMA and USNORTHCOM have made inroads with states, a lot of room for improvement exists. Suzanne Wynarsky, NORAD/USNORTHCOM Interagency Coordinator, relates frustration of state participation during exercises like Vigilant Shield 09, during which state Joint Operation Centers (JOC) were not including USNORTHCOM in

information passing and decision making.¹⁹ She detects reluctance from state organizations (governors, JOCs, and JFHQ - State). Ms. Wynarsky believes that exposure and knowledge of capacity will enhance the relationship. The IRH is ideal in helping to close this gap. The National Guard already works seamlessly in a state and federal capacity, transitioning easily between them.

INTEGRATION OF THE IRH AND FEDERAL AGENCIES

EXISTING DOCTRINE AND ITS HISTORY

The final portion of this paper discusses the federal and state organizations currently in place, as well as how the IRH will fit into this framework. All homeland security doctrine falls under the umbrella of the National Incident Management System (NIMS) which is the template for the response process.²⁰ NIMS is the doctrinal standard for organizations, all of which must be ‘NIMS compliant.’ Additionally, the National Response Framework (NRF) is the “guide to how the Nation conducts all-hazards response.”²¹ Some of the organizations influencing this doctrine are the DoD (including USNORTHCOM), DHS (including FEMA), and state organizations like JFHQ - State. NIMS is based on the concept that local jurisdictions retain command, control, and authority over response activities in their area. Adhering to NIMS allows local agencies to better utilize incoming resources.²² But NIMS and NRF are federal programs and disasters occur locally. The IRH will help to bridge this doctrinal gap.

¹⁹ Suzanne Wynarsky, NORAD/USNORTHCOM Interagency Coordinator (phone interview conducted 28 September 2009). Ms. Wynarsky preferred I not mention the State JOC that caused the frustration, which was in large part because she felt USNORTHCOM had a lot to offer but was not being utilized.

²⁰ http://www.dhs.gov/xnews/releases/press_release_0363.shtm (accessed 6 October 2009)

²¹ National Response Framework, Department of Homeland Security, January 2008, p. i.

²² National Incident Management System, December, 2008, p.12

ORGANIZATIONS HELPING IN DISASTER RECOVERY

Initial handling of an emergency is by the local law enforcement, firefighters, and EMT. If the emergency is determined to be more than can be handled locally, local officials will pass this along to the state Joint Operations Center (JOC). At this time, the governor will task the IRH with assessing the situation. The governor, TAG, JFHQ-State, and IRH will share information and determine the next step, whether that is calling up his own National Guard assets or generating a request for federal assistance. In times of a crisis event, governors will use their states assets first through their state JOC. If National Guard assistance is necessary, this is usually coordinated through their JFHQ-State, which activates Guardsmen in Title 32 status. The leadership will be informed immediately by on-scene assessments from the IRH, which, with fully qualified team members, can provide an accurate estimate of the resources required for deployment.

At the state/local/tribal level, most operations run through the JOC or JFHQ-State. JFHQ-State is where the TAG implements much of his authority. Typically, the JFHQ-State has minimal manning until a disaster takes place. It then stands up and is the primary instrument for C2 and communications. They may activate the CBRNE Enhanced Response Force Packages (CERFPs). CERFPs are National Guard units trained for response to CBRNE crisis situations.²³ There are currently 17 CERFPs, each with 180 people, 5 of which are full-time (3 Army and 2 Air Force). JFHQ-State and CERFPs both stand up once a disaster takes place. One significant advantage of the IRH structure is that the IRH can respond quickly, accomplishing analysis and formulating recommendations during the process of standing up

²³ Col Ken Franklin (Retired), NGB/A5/A8 Domestic Ops Requirements Planning and Programming (phone interview on 7December 2009).

these organizations, so that decisions made by the TAG and the governor can be implemented much faster and enable the recovery process. If people/assets need to be airlifted to other parts of the state, the IRH can contribute to that mission as well. There are many different types of Civil Support Teams (CST) that help in disaster recovery – usually performing specific roles. It is envisioned that the IRH will train with all of these organizations and in doing so, build trust and confidence within the state organizations. Part of the training will be incorporating USNORTHCOM and FEMA, opening the lines of communication and increasing confidence.

The state JOC and the JFHQ-State can turn to the governor to request help from the federal government (through DHS/FEMA initially, and if and when the situation warrants, through the POTUS to the DoD and USNORTHCOM).

The DHS has representatives and centers in each of the 50 states, as does FEMA, to assist in the assessment of disasters and provide their own input into the decision-making process. Figure 2 shows the regions.²⁴ The East IRH would directly support regions 1-5 and 7; the West IRH supporting the remainder, with coordinated overlap whenever it is needed.

²⁴ <http://www.fema.gov/about/contact/regions.shtm> (accessed 20 Jan 2010).

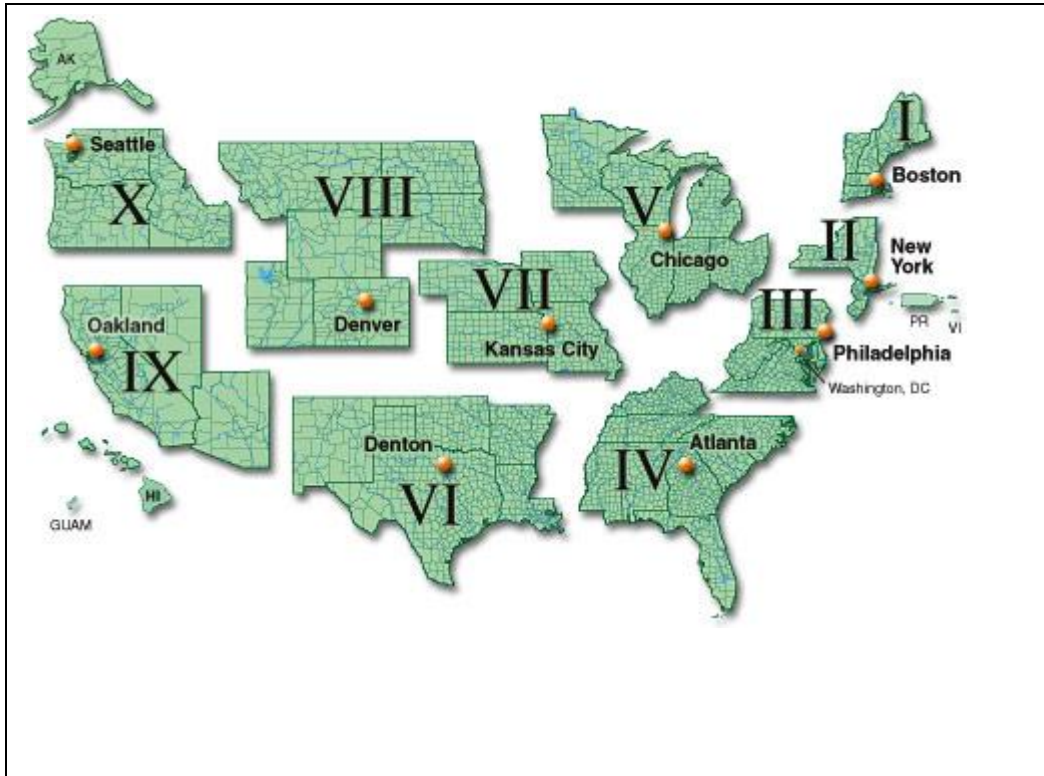


Figure 2

USNORTHCOM was formed in October, 2002 with a specific mission, “anticipating and conducting Homeland Defense and Civil Support operations within the assigned area of responsibility to defend, protect, and secure the United States and its interests.”²⁵ While they are equipped to assist states when a major attack takes place, USNORTHCOM takes a capabilities approach toward prevention. CCRMF is a big part of the operational component of USNORTHCOM that deals with disaster recovery. When USNORTHCOM is called for some type of catastrophe, they will coordinate with the in-place Defense Coordinating Officer (DCO).²⁶ The DCO will stand up a Defense Coordinating Element (DCE) to facilitate and support the Emergency Support Functions (ESF) during emergencies. The ESFs are coordinated

²⁵ <http://www.northcom.mil/About/index.html> (accessed 30 October 2009)

²⁶ http://www.fema.gov/about/regions/regionv/dco_dce.shtm (accessed 4 November 2009). The DCO is a DoD Colonel assigned to a FEMA region (10 in all).

by federal and civilian agencies that are tasked to assist in key functional areas such as transportation, communication, public works and engineering, firefighting, mass care, housing, human services, public health and medical services, search and rescue, agriculture and natural resources, and energy.²⁷ The National Response Framework breaks down each ESF further. The ESFs provide a guide of assets needed in disaster recovery. The IRH can help the DCE by filling as many of these services as their status allows. For example, if after the governor activates the IRH, it is determined that federal assistance is needed, then IRH may revert from Title 32 to Title 10 orders and fall under the OPCON and TACON of the DCO. The added benefit for the DCO and DCE is the continuity of having the IRH in place (the IRH arrived within 5 hours of the disaster). The IRH will have air-centric assets available for the DCO and will already have secured and established airfield management processes. Communication is critical to coordinate a smooth transition from the IRH to federal agencies and will be an important part of any training scenario.

CONCLUSION

Despite all the federal programs in place, gaps exist. These gaps are between the state/local/tribal governments and the federal government. Bridging these gaps is a significant role of the Initial Response Hub. Establishing two regional IRHs operating 24/7/365 helps to ensure any natural or man-made emergency is responded to quickly. The IRH will provide governors with a trusted mechanism that will quickly respond to crises. Most crises are small in nature, and the IRH will be a resource, in conjunction with state assets, to handle the initial assessment of domestic emergencies and recommend recovery actions needed. In cases that are larger and need federal support, the IRH will assist in bridging the gap and will expedite the

²⁷ National Response Framework, Department of Homeland Security, January, 2008, p. 58.

coordinated state and federal recovery process. The ability of the IRH to operate under Title 32 or Title 10 rules gives the flexibility desired by governors, while adding value to the DoD and DHS. SecDef Gates is correct in stating “domestic security...is the primary mission of the DoD and superior in its importance.” Implementing the Initial Response Hub not only increases the timeliness of disaster recovery, but also helps secure the nations domestic security.

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